

Transition Assistance Program (TAP) Employment Navigator and Partnership Pilot (ENPP) Formative Study Report

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We thank all these people for their valuable input and support.

List of Acronyms

An acronym is defined the first time it is used in the Executive Summary and the report.

AJC	American Job Center
CAC	Common Access Card
CEO	U.S. Department of Labor Chief Evaluation Office
CMS	Customer Management System
CONUS	Continental United States
CRS	Career Readiness Standards
DGR	Designated Government Representative/Designated Garrison Representative
DOD	U.S. Department of Defense
DOL	U.S. Department of Labor
DSA	Data Sharing Agreement
DVOP(S)	Disabled Veterans Outreach Program (Specialist)
ENPP	Employment Navigator and Partnership Pilot
MOU	Memorandum of Understanding
MVP	Minimally Viable Product
NDNH	National Directory of New Hires
OCONUS	Outside the Continental United States
OMB	Office of Management and Budget
PII	Personally Identifiable Information
POC	Point of Contact
QC	Quality Control
QR	Quick Response codes, which are similar to bar codes
SBE	Significant Barrier to Employment
TAP	Transition Assistance Program
TENS	Transition Employment Navigator System
TRS	Transition Readiness Seminar
TSM	Transitioning Service Member
VETS	U.S. Department of Labor Veterans' Employment and Training Service

Executive Summary

In April 2021, the U.S. Department of Labor (DOL) Veterans' Employment and Training Service (VETS) launched the Employment Navigator and Partnership Pilot (ENPP) at 13 pilot sites as part of the Transition Assistance Program (TAP). The ENPP was designed to help Transitioning Service Members (TSMs),¹ and their spouses, improve their employment-related outcomes by having Employment Navigators provide individualized career services outside the traditional TAP workshops to prepare TSMs and spouses for post-service employment.

The DOL Chief Evaluation Office (CEO), in collaboration with VETS, commissioned a formative evaluation of the ENPP to examine how the ENPP was being implemented, to what extent it was being implemented as planned, and variations in implementation by pilot site. The evaluation was designed to deliver interim findings that covered implementation activities for the first 6 months of the pilot, from April through September 2021. This report covers findings derived from early implementation activities and findings from implementation activities that occurred after September 2021.

Research Questions and Study Design

The purpose of the ENPP formative evaluation was to help VETS assess the factors influencing ENPP performance outcomes overall and at each site, identify what refinements or course corrections were being made during the pilot, determine if and how to scale the ENPP model across the U.S. military, and inform an implementation and outcomes study that is occurring through another contract.

Five research questions, tied directly to the five activity domains in the logic model, guided the formative study. The ENPP logic model was developed with input from VETS in January 2021² (see Appendix A. ENPP Logic Model). The research questions were:

1. To what degree has *Navigator selection, hiring, and training* prepared the Employment Navigators for their role and how have these varied across sites?
2. To what degree have *communications, outreach, and recruitment* engaged base staff, TSMs, and spouses with the ENPP and how have these varied across sites?
3. To what degree have *intake, assessment, and direct service delivery* helped TSMs and spouses set a course for obtaining employment and meeting their Career Readiness Standards (CRS) and how have these varied across sites?
4. To what degree have *governmental and nongovernmental partnerships* been developed to meet TSMs' and spouses' needs, and how have these varied across sites? To what degree are *warm handovers/connections* being made to

¹ In this report, "TSMs" refers to ENPP participants unless specifically referencing the experience of a military spouse. While spouses are allowed to receive ENPP services, they represented a small percentage of individuals seen during the pilot.

² For clarity and efficiency, the activities under partnership development and warm handovers/connections have been combined into a single domain.

governmental and nongovernmental partners and how have these varied across sites?

- To what degree are *data systems* capturing activities and outcomes and how has it varied across sites?

To answer these research questions, the evaluation team conducted interviews and focus groups with relevant ENPP staff and partners to gain the perspectives of different respondent groups (National pilot staff, TSMs and military spouses, Employment Navigators, Regional Managers, partner agencies, and designated government representatives, or DGRs, who are the on-base TAP managers). The 13 original pilot sites included eight Continental United States (CONUS) bases and five Outside the Continental United States (OCONUS) bases, representing the Air Force, Army, Marine Corps, and Navy military branches. These 13 original pilot sites are shown in Table 1, presented alphabetically by military service branch and then base name.

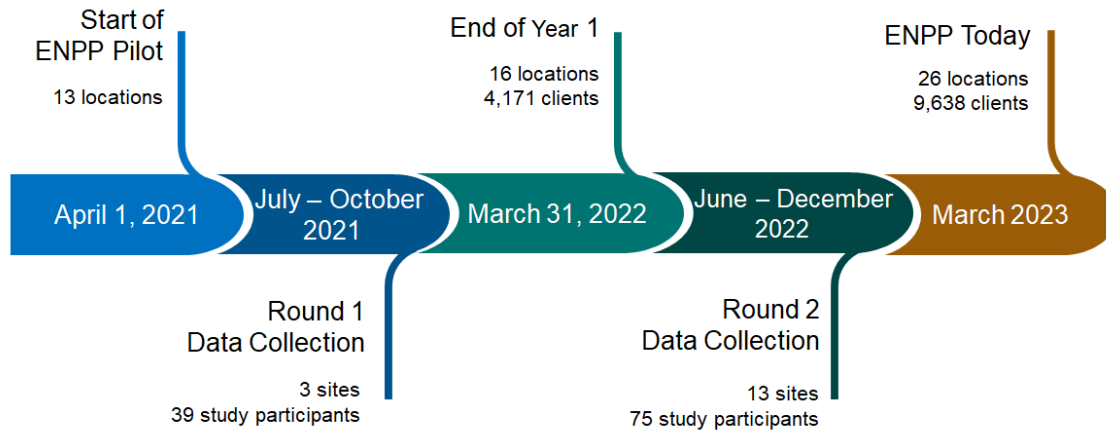
Table 1. ENPP Formative Evaluation Study Sites

Military Service Branch	Pilot Location
Air Force	Joint Base Charleston, SC
Air Force	Kadena Air Base, Okinawa, Japan
Air Force	Travis Air Force Base, CA
Army	Fort Benning, GA
Army	Fort Sill, OK
Army	U.S. Army Garrison Bavaria, Germany
Marine Corps	Camp Pendleton, CA
Marine Corps	Marine Corps Air Station Cherry Point, NC
Marine Corps	Marine Corps Air Station Miramar, CA
Marine Corps	Okinawa, Japan
Navy	Commander Fleet Activities Yokosuka, Japan
Navy	Joint Base Pearl Harbor-Hickam, HI
Navy	Naval Station Norfolk, VA

As shown in Figure 1, the ENPP began April 1, 2021, in 13 locations. The evaluation team conducted interviews and focus groups with 39 individuals between July and October 2021 in three of the original pilot sites (Fort Sill, OK; Camp Pendleton, CA; and Naval Station Norfolk, VA). At the end of 1 year, as of March 31, 2022, the ENPP had served almost 4,200 clients and was operating in 16 locations. We collected data a second time between June and December 2022, inviting participation from the 13 original sites. The evaluation team conducted interviews and focus groups with 75 individuals. As of the writing of this report, March 2023, the ENPP was operating in 26 locations and had served approximately 9,600 clients.³

³ For the most current information, please visit the VETS ENPP site <https://www.dol.gov/agencies/vets/programs/tap/employment-navigator-partnership>

Figure 1. ENPP Formative Study Timeline



Key Takeaways

For each domain of inquiry, the degree to which pilot activities were implemented according to the logic model were examined, with a special focus on what, if any, differences were noted across the pilot sites. In each section we offer implications for practice, areas where VETS may seek to improve ENPP delivery as the ENPP is scaled across U.S. military installations. While we invited participation from the 13 pilot sites in 2022, we did not interview program staff or clients from each site. And while we interviewed enlisted and officer TSMs, we had hoped to interview more than we did (30 across the two rounds of data collection). Thus, our findings cannot be generalized to all locations and all respondent groups. While the findings in this report cannot be generalized to the experiences of all individuals involved in the ENPP, the evaluation uncovered meaningful areas and opportunities for service delivery improvement. The findings also may help to inform a separate implementation and outcomes evaluation of the ENPP also sponsored by DOL. Table 2 presents key takeaways in each of the five domains.

Table 2. ENPP Formative Study Key Takeaways

Category	Key Takeaways
Employment Navigator Hiring, Training, and Management	<ul style="list-style-type: none"> • Importance of screening Employment Navigators for soft skills • Employment Navigators requested trainings on resumes and federal resumes • Employment Navigators requested opportunities for job shadowing and peer exchanges
Communications, Outreach, and Recruitment	<ul style="list-style-type: none"> • National pilot staff and clients requested expanded on-base marketing and to increase the program’s reach on social media • Emphasizing the value add of complimentary services offered by Employment Navigators to Designated Government Representatives (DGRs)

Category	Key Takeaways
Intake, Assessment, and Direct Service Delivery	<ul style="list-style-type: none"> • Clients valued one-on-one customized services • Employment Navigators and clients requested additional services for OCONUS TSMs and military spouses • Clients requested services related to interview preparation
Partnerships and Warm Handovers/Connections	<ul style="list-style-type: none"> • Handovers and connections appear most successful when clients are engaged and proactive • American Job Centers requested a data sharing agreement to facilitate handovers
Data Systems	<ul style="list-style-type: none"> • DGRs requested access to program and performance data • The Transition Employment Navigator System (TENS) has been an improvement over the previous customer management system (CMS)

Notes: OCONUS = Outside the Continental United States
TSMs = Transitioning Service Members

Introduction

ENPP Approach

The ENPP is designed to provide individualized career services to TSMs and military spouses to help them identify viable career pathways and connect them with appropriate resources and partner agencies so they can obtain sustainable employment. VETS has positioned the pilot as an enhancement of TAP services, delivered in addition to TAP classroom instruction.

ENPP services are delivered by Employment Navigators, with each base staffed with two to six Employment Navigators. ENPP services include skills and interest assessments, career exploration activities and reviews of career action plans, apprenticeship opportunities, identification of high-demand occupations and the necessary credentials or training for those occupations, detailed reviews of labor market information, and resume and cover letter advice. Employment Navigators make connections to governmental partners (i.e., American Job Centers, or AJCs) and nongovernmental partners to provide additional assistance.⁴ Partners may provide employment services such as job training and placement, apprenticeship opportunities, mentorship, and hiring events, as well as wraparound services such as housing and childcare assistance. In addition, TSMs who are expected to not have met the Career Readiness Standards (CRS) by their Capstone review are connected to Employment Navigators, who then make “warm handovers” to AJCs, as required by law.

TSMs and military spouses can either self-enroll in the ENPP or be referred by military service transition counselors, unit commanders, or other military base staff. DOL and the Department of Defense (DOD) have agreed that, at the 13 pilot sites, all TSMs who do not meet the CRS will be referred to the ENPP for conducting the required warm handover to an

⁴ Pilot partners were American Corporate Partners (ACP), Combined Arms, Helmets to Hardhats, Hire Heroes USA, LinkedIn, Recruit Military, Veterans ASCEND, VetJobs, and zero8hundred.

AJC. Employment Navigators meet with TSMs and military spouses virtually or in person as COVID-19 recovery conditions permit.

In preparation for the ENPP launch, VETS spent several months building support with key pilot members, including TAP managers at the pilot bases (the DGRs) who coordinate all TAP programming for the base, by delivering pre-separation briefings, scheduling TAP workshops, and assigning workspace for transition staff regardless of DOD or DOL affiliation. VETS engaged with partner organizations providing employment and support services (e.g., housing, benefits assistance) to veterans and families. These included governmental partners (i.e., AJCs) and nongovernmental partners (mostly national not-for-profit veterans services organizations). Additionally, VETS's contracted TAP partner (Serco, Inc.) identified qualified individuals to serve as Employment Navigators and designed the training to prepare them for their roles. VETS also designed the Employment Navigator management structure, which includes four Regional Managers (two for CONUS sites and two for OCONUS sites) and a Lead Employment Navigator at each pilot site.⁵

ENPP Logic Model

To understand a program, it is important to specify its *logic model*, or the underlying rationale that links inputs and activities to outcomes.⁶ The logic model for the ENPP includes detailed feedback from VETS and Serco staff to fully capture VETS's vision and intended plan of action for implementing the pilot (see Appendix A).

The logic model includes the following:

- **Inputs** are resources needed to implement the pilot. These include the TSMs and spouses who receive ENPP services; VETS; Serco staff, including Employment Navigators and Regional Managers; pilot site TAP managers; governmental partners; and nongovernmental partners. Other important resources include the data systems and sources supporting the project, such as a customized CMS platform, the DOD eForm data, and National Directory of New Hires (NDNH) data.
- **Activities** are categorized as National/VETS functions (nationwide in scope) and Employment Navigator functions (local). National/VETS functions include developing the curriculum and training for Employment Navigators, establishing partnerships with pilot sites and governmental/nongovernmental partners, developing communications and promotional materials for the pilot, and setting up data systems. Employment Navigator functions include direct service delivery to TSMs and military spouses, as well as CRS verification and facilitating warm handovers to AJCs and connections to partners.

⁵ In addition to the Employment Navigators at each site, Senior Employment Navigators are individuals who have been promoted from Employment Navigator or who were hired for a senior role due to their skills and previous experience. Unlike Lead Navigators, they have no supervisory role.

⁶ Julian, D. A. (1997). The utilization of the logic model as a system level planning and evaluation device. *Evaluation and Program Planning*, 20(3), 251–257. Rossi, P. H., Lipsey, M. W., & Freeman, H. E. (2004). *Evaluation: A systemic approach* (7th ed.). Thousand Oaks, CA: Sage.

- **Outputs** are the quantifiable results of pilot activities. Outputs associated with National/VETS functions include the number of ENPP staff hired and trained, memorandums of understanding (MOUs) with partners, promotional materials distributed, and data sharing agreements (DSAs) established. Outputs associated with Employment Navigator functions include the number of TSMs and military spouses who have worked with an Employment Navigator, career goals and pathways noted by Employment Navigators, and warm handovers/connections made to partners for additional services.
- The **short-term** and **long-term outcomes** are described in the next section.

Outcomes of Interest

The fundamental premise of the ENPP is that providing more individualized career navigation services and connecting TSMs and military spouses to governmental and nongovernmental partners will lead to improved employment outcomes.

VETS believes that the ENPP will generate several long-term impacts. For the TSMs and military spouses who participate, these include the following:

- Improved employment outcomes (e.g., wages, job retention, career advancement)
- Career fulfillment from being engaged in a purposeful endeavor that is aligned with their core values and feeling valued in their employment
- Financial security from earning a higher starting salary than TSMs who do not participate in the ENPP

Short-term outcomes were identified to provide logical linkages between the pilot activities and the long-term outcomes identified by VETS. These short-term outcomes are the direct results of pilot activities; for example, developing partnerships and a process for making warm handovers/connections can be expected to result in warm handovers and connections effectively linking TSMs to partners for the services requested. These short-term outcomes are expected to accrue within the pilot period and thus be measurable during the evaluation. Long-term outcomes include scaling ENPP across all military bases, implementing the ENPP with fidelity, and having the ENPP be recognized as a model for improving employment outcomes for TSMs and their spouses. Table 3 shows the short-term and long-term outcomes from the logic model. The complete Logic Model is included as Appendix A.

Table 3. ENPP Outcomes of Interest from Logic Model

Short-Term Outcomes	Long-Term Outcomes
<p>National/VETS Outcomes <u>Hiring & Training</u></p> <ul style="list-style-type: none"> • VETS has hired Employment Navigators with the appropriate background and experience to perform their roles. • Employment Navigators gain the proper tools and knowledge to support TSMs and their spouses. 	<p>National/VETS Outcomes</p> <ul style="list-style-type: none"> • VETS scales ENPP across all military bases. • VETS implements the ENPP with fidelity. • ENPP is a recognized model for improving employment outcomes for TSMs.

Short-Term Outcomes	Long-Term Outcomes
<ul style="list-style-type: none"> • Training has prepared Employment Navigators to use active listening skills to understand the needs of TSM's. <p><u>Partnerships</u></p> <ul style="list-style-type: none"> • Warm handovers and connections effectively link TSMs to partners for the services requested. <p><u>Communications/Outreach/Recruitment</u></p> <ul style="list-style-type: none"> • Working relationships between Employment Navigators and those on base reflect high levels of engagement and satisfaction. • ENPP outreach strategy reaches eligible TSMs across 13 pilot sites. • 15,000 eligible TSMs enroll in ENPP across the 13 sites. <p><u>Data Systems</u></p> <ul style="list-style-type: none"> • VETS/Serco adopts continuous quality improvements in response to ENPP performance data and feedback from Employment Navigators, TSMs, partners, etc. to refine, scale, and implement program model. • VETS finalizes ENPP model. <p>Local/EN Outcomes</p> <p><u>Assist-Explore-Plan</u></p> <ul style="list-style-type: none"> • TSMs are confident about their post-transition career pathway. • TSMs believe they know about suitable civilian employment options in in-demand industries. • TSMs are satisfied that the services/ resources they received from Employment Navigators were aligned with their needs. • TSMs believe they've met with Employment Navigators an appropriate number of times to meet their needs. <p><u>Connect</u></p> <ul style="list-style-type: none"> • TSMs connect with relevant partners for services based on goals/career pathway identified by TSMs in self-assessment and CRS verification process. 	<p>Local/EN Outcomes</p> <ul style="list-style-type: none"> • TSMs experience better employment outcomes (e.g., wages, job retention, career advancement). • TSMs are engaged in a purposeful endeavor that is aligned with their core values (<i>Fulfillment</i>). • TSMs feel valued in their employment (<i>Fulfillment</i>). • <i>Financial Security</i>. TSMs make a higher starting salary than those who do not participate in the ENPP.

Notes: TSMs = Transitioning Service Members
 VETS=Veterans' Employment and Training Service

Research Questions and Study Overview

Five research questions, tied directly to the five activity domains in the logic model, guided the formative study (see Appendix A. ENPP Logic Model):

1. To what degree has *Navigator selection, hiring, and training* prepared Employment Navigators for their role and how have these varied across sites?
2. To what degree have *communications, outreach, and recruitment* engaged base staff, TSMs, and military spouses with the ENPP and how have these varied across sites?
3. To what degree have *intake, assessment, and direct service delivery* helped TSMs and military spouses set a course for obtaining employment and meeting their CRS and how have these varied across sites?
4. To what degree have *governmental and nongovernmental partnerships* been developed to meet TSMs' and military spouses' needs, and how have these varied across sites? To what degree are *warm handovers/connections* being made to governmental and nongovernmental partners and how have these varied across sites?
5. To what degree are *data systems* capturing activities and outcomes and how has it varied across sites?

To answer these research questions, the evaluation team conducted interviews and focus groups with relevant ENPP staff and partners to gain the perspectives of different respondent groups (National pilot staff, TSMs and military spouses, Employment Navigators, Regional Managers, partner agencies, and DGRs, who are the on-base TAP managers).

Pilot Sites Selected for the Study

The 13 original pilot sites included eight CONUS bases and five OCONUS bases, representing the Air Force, Army, Marine Corps, and Navy military branches. Table 4 shows the 13 pilot sites included in this evaluation, presented in descending order based on the estimated annual number of TSMs in 2020 before the pilot began. The percentage of open cases with warm handovers/connections range from a low of 37% at Fort Sill, Oklahoma, to a high of 89% at Kadena Air Base in Okinawa, Japan.

Table 4. ENPP Formative Evaluation Pilot Site Base Characteristics

Pilot Site Location	Estimated Annual TSMs in 2020	ENPP Active Cases ⁷	New ENPP Cases in the Past Week (Rate of New Case Openings)	Open Cases with Warm Handovers/Connections (percentage)
Naval Station Norfolk, VA	14,600	215	10	42%
Camp Pendleton, CA	9,000	203	19	45%
Joint Base Pearl Harbor-Hickam, HI	3,300	32	1	43%
Marine Corps Air Station Miramar, CA	2,300	52	3	71%
Fort Benning, GA	1,600	51	4	83%
Fort Sill, OK	1,600	161	16	37%
Cherry Point, NC	1,600	131	5	78%
Travis Air Force Base, CA	1,500	118	5	77%
Okinawa, Japan	1,200	92	6	82%
U.S. Army Garrison Bavaria, Germany	1,200	134	9	49%
Commander Fleet Activities Yokosuka, Japan	1,200	26	2	48%
Joint Base Charleston, SC	900	51	0	58%
Kadena Air Base, Okinawa, Japan	900	79	3	89%

Sources: Estimated Annual TSMs from Serco, 2020

Active cases and new cases from Serco In-Progress Review for the week ending April 1, 2022

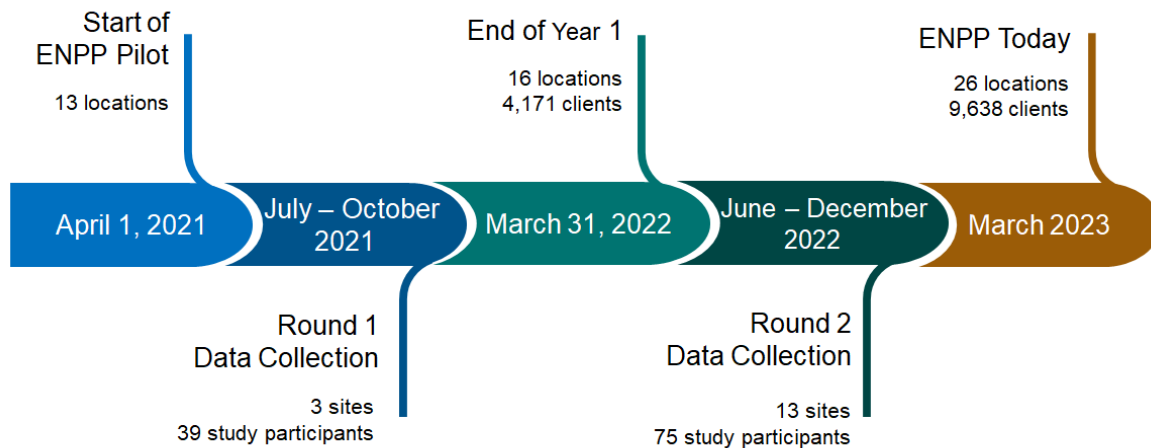
Note: TSMs = Transitioning Service Members

Data Collection and Analysis

As shown in Figure 2, the ENPP began April 1, 2021, in 13 locations. The evaluation team conducted interviews and focus groups with 39 individuals between July and October 2021 in three of the original pilot sites (Fort Sill, OK; Camp Pendleton, CA; and Naval Station Norfolk, VA). At the end of one year, as of March 31, 2022, the ENPP had served almost 4,200 clients and was operating in 16 locations. We collected data a second time between June and December 2022, inviting participation from the 13 original sites. The evaluation team conducted interviews and focus groups with 75 individuals. During analysis, staff members coded data around the five domains of inquiry and analyzed data within each domain for themes within and across groups. As of the writing of this report, March 2023, the ENPP was operating in 26 locations and had served approximately 9,600 clients.

⁷ “ENPP Active cases” refers to the participants who are actively being served by Employment Navigators. A larger number of cases are “open” than are active.

Figure 2. ENPP Formative Study Timeline



Study Limitations

As recognized in the evaluation design, the limitations of this study relate to the limited generalizability of the findings due to the sampling of respondents necessary to stay within reasonable time and resource allocations, as well as some degree of anticipated bias in study participation.

While we invited and encouraged participation from all 13 sites, we did not speak with any TSMs from Naval Station Norfolk, Joint Base Pearl Harbor-Hickam, Fort Benning, Fort Sill, Command Fleet Activities in Yokosuka, Japan, or Joint Base Charleston. Additionally, Employment Navigators at these sites did not submit any client stories for inclusion in our report.

In terms of individual respondents, we did not meet our targeted number of TSMs and were able to include the direct opinion of only one military spouse during the first round of data collection. Additionally, for those we did speak with, we must be aware of the threat of social desirability response bias—when individuals attempt to answer questions in a manner they believe will please others.⁸ This can be a threat to collecting honest, critical feedback about a program. Reporting on program- or site-level data, as opposed to individual-level data, is a way to minimize the risk of social desirability response bias among participants.

Beyond that, there may have been some degree of selection bias in the ENPP participants who agreed to participate in data collection. Those who held more positive or negative perceptions of the ENPP or their transition experience may have been more likely to participate.⁹ We did experience a lower than anticipated response rate among ENPP participants—while all invited respondents met the criteria for inclusion (having met with an

⁸ Dillman, D. A., Smyth, J. D., & Christian, L. M. (2014). *Internet, phone, mail, and mixed-mode surveys: The tailored design method* (4th ed.). Hoboken, NJ: Wiley.

⁹ Fowler, Jr., F. J. (2013). *Survey research methods* (5th ed.). Thousand Oaks, CA: Sage.

Employment Navigator or an Employment Navigator and partner), we had to expand the invitation list multiple times.

Because of these factors, the findings in this report cannot be considered generalizable to the experiences of all individuals involved in the ENPP. However, by using a strong and internally consistent approach to data collection and analysis, we believe that this report accurately reflects the perspectives of the study participants identified and uncovers meaningful issues and opportunities for service delivery improvement.

Organization of This Report

The findings of the report are grouped in chapters by the logic model domains that correspond to the study's sub-questions:

- Employment Navigator selection, hiring, and training
- Communications, outreach, and recruitment
- Intake, assessment, and direct service delivery
- Partnerships and warm handovers/connections
- Data systems

Findings are further grouped under the implementation activities listed in the ENPP logic model. This arrangement provides a methodical approach to showing how implementation during the late pilot did or did not align with what was planned and a way to explore implementation challenges. We share the research team's observations of facilitators and barriers to implementation, which are illustrated with comments from respondents so that VETS can get a sense of the feedback provided. Because we interviewed fewer ENPP participants than desired, we also solicited "client stories" from Lead Navigators at the 13 pilot sites. A full description of data collection and analysis can be found in Appendix B. Stories submitted but not included in the body of the report are included as Appendix C.

The final section offers reflections on the alignment of planned and actual implementation and several implications for practice. These implications, which are again grouped by the domains from the logic model, may provide opportunities to improve ENPP delivery as the ENPP is scaled across U.S. military installations.

Employment Navigator Selection, Hiring, and Training

This section evaluates the degree to which the ENPP has been implemented according to the logic model activities for selecting, hiring, and training Employment Navigators. Table 5 displays the activities, outputs, and outcomes for this domain of our evaluation. Hiring and training processes for the pilot have been largely successful. Training was seen as successfully preparing new hires from a variety of backgrounds for their Employment Navigator role. While intake processes were identified as an area for additional training after 6 months of implementation, they were not mentioned during the second round of data collection. Active listening skills continued to be important for Employment Navigators. Additional trainings in resume services, federal resumes, counseling, and mental health were requested.

Table 5. ENPP Selection, Hiring, and Training Activities, and Outputs and Short-Term Outcomes

Activities	Outputs	Short-Term Outcomes
<ul style="list-style-type: none"> Recruit, hire, and train Employment Navigators and Regional Managers. Develop curriculum to train Employment Navigators. 	<ul style="list-style-type: none"> 54 Employment Navigators recruited, hired, and trained. 4 Regional Managers recruited, hired, and trained. Training curriculum finalized. 	<ul style="list-style-type: none"> VETS has hired Employment Navigators with the appropriate background and experience to perform their roles. Employment Navigators gain the proper tools and knowledge to support TSMs and their spouses. Training has prepared Employment Navigators to use active listening skills to understand the needs of TSMs.

Notes: VETS = Veterans' Employment and Training Service
 TSMs = Transitioning Service Members

Recruit, Hire, and Train Employment Navigators and Regional Managers

At the start of the pilot, 51 of the 54 intended Employment Navigators were hired across the 13 sites, resulting in a 94% operating capacity. At the pilot's 6-month mark in late September 2021, all 54 intended Employment Navigator positions were filled across the 13 pilot bases. During the second round of data collection, 96% of Employment Navigator positions were filled. Open positions were for Employment Navigators; all Senior and Lead Navigator positions were filled. Two of the four Regional Manager positions, both OCONUS, turned over during our evaluation. Recruiting, hiring, and training occurred year round as open positions were filled. Table 6 shows the number of open cases, the number of Employment Navigators, and the ratio of open cases to Employment Navigators by site at the end of the pilot's first year. The Table is presented alphabetically by military service branch and then base name.

Table 6. Ratio of Open Case ENPP Participants to Employment Navigators by Site

Site	ENPP Open Cases	Number of Employment Navigators	Ratio of ENPP Participants to Employment Navigators
Joint Base Charleston, SC	55	2	28
Kadena Air Base, Okinawa, Japan	203	3	68
Travis Air Force Base, CA	127	4	32
Fort Benning, GA	65	3	22
Fort Sill, OK	343	4	86
U.S. Army Garrison Bavaria, Germany	222	4	56
Camp Pendleton, CA	229	6	38
Cherry Point, NC	191	4	48
Marine Corps Air Station Miramar, CA	79	4	20
Okinawa, Japan	268	4	67
Command Fleet Activities Yokosuka, Japan	123	3	41
Joint Base Pearl Harbor-Hickam	51	3	17
Naval Station Norfolk, VA	273	6	46
Total	2,229	50	45

Source: Serco In-Progress Review for the week ending April 1, 2022

Serco Regional Managers have assumed management of the hiring process and have generally experienced success identifying qualified candidates

Over time, Regional Managers assumed control of the hiring process, which was previously overseen by the Serco Project Manager. The hiring process has generally been successful in selecting people for the Employment Navigator role with requisite skills and experience. Employment Navigators continued to come from a variety of backgrounds, and military spouses remained a sizable portion of the Employment Navigator workforce. The ENPP workforce has also been bolstered by a low turnover rate, which some attributed to a passion for the job.

I can see that who Serco is hiring are a good fit. We have so much input from surveys saying that Employment Navigators are effectively helping TSMs. ~ National pilot staff

I think one of the biggest successes of the program has been finding successful Employment Navigators because they contribute to the outcomes greatly. Recruiting is where it all begins. ~ National pilot staff

Those in ENPP positions don't necessarily do it for the money, so there is little turnover. There is some, but we have been able to keep it generally well-staffed. ~ Employment Navigator

Employment Navigator selection and hiring was perceived as more difficult overseas because of a lack of potential military spouse hires and additional requirements that preclude hiring many residents for Employment Navigator roles. While not common, it was mentioned that not all Employment Navigators possessed the needed skills for the job.

[Hiring] OCONUS can be a challenge. There are a lot of service members that are unaccompanied, and so there are fewer spouses. This is made worse by requirements for being a citizen or green card holder and clearing a background check. Over there, they need to get early notice of staff leaving so that they can start interviewing early. ~ National pilot staff

[One] challenge has been the hiring of Employment Navigators. As a result, sometimes I have to do a lot of adjustments for those that were not qualified for the role. ~ Employment Navigator

To pass the milestone event, sometimes people need a second try, or to review notes, and then they do a 180 and get it. But in my opinion, if they don't get it by the second try, they aren't going to. Human resources problems tend to come up with the [Employment Navigators] that have gone through the fourth time before passing. ~ National pilot staff

Lead Navigators and Regional Managers were confident that qualified candidates could be hired at scale.

Good Employment Navigators have a good mix of soft and hard skills

The following text box includes details on the skills and qualities sought in a potential Employment Navigator, as told to us by TSMs. Additionally, TSMs noted that a consistent communication routine with their Employment Navigator allowed for many check-ins throughout the transition process. Some TSMs referenced their Employment Navigators' veteran status as a good quality. Regarding soft skills, the TSMs we spoke with used words such as "patient," "friendly," "reassuring," and "supportive." Regional Managers could consider some of these qualities during hiring processes to continue delivering highly qualified candidates to the ENPP workforce.

Perspectives: What makes a good Employment Navigator?

Soft Skills:

*With my many years of working with other people, there haven't been many people that I would have said they "walk it like they talk it." I think my Employment Navigator is just a sterling example of **supporting and believing** in soldiers and not just doing it for a paycheck. ~TSM*

*There's a level of **patience**. The personality piece of [the ENPP] and the questions that are asked through the appointments...does a really good job of identifying where [TSMs] may fit in an organization and where you should be looking. ~TSM*

*They should be very **friendly and reassuring** in email communications. Navigators should let me know I am doing the right things. ~TSM*

*Their **demeanor and personality** are important too. It doesn't feel like they are forcing us to do things, they are just sending recommendations based on what they think is a good fit. ~TSM*

Knowledge and Networks:

*Specifically for my experience, my Navigator's **contacts to local folks** [have been the most beneficial]. She has a contact for a resource out here; she is a LinkedIn guru. She is also aware of resources for defense contractors. Her network is good and critical, especially as I am at a higher level and not looking for entry-level positions. ~TSM*

*She's been working with me on getting the necessary resources, **networking**, etc., and I think that's really important. ~TSM*

*He had a readily available knowledge of the **resources** I would need for connecting with an industry-specific mentor, networking opportunities, or information on salaries and cost of living. Had I been unsure of my industry, I think he would have been able to help me pick an industry. He knew the information and how to provide it. ~TSM*

*She was a federal employee too, which I was trying to get into. She had a ton of **experience with resume writing**. But the biggest thing was the confidence—I don't know how to describe that, but it was very important for me. ~TSM*

Others involved in the ENPP also emphasized that a mix of soft skills and past experiences made a good Employment Navigator. Being friendly and reassuring throughout the difficult transition process, excellent communication, and active listening skills were cited as essential qualities. In terms of hard skills and knowledge, having strong networks, resume skills, and a strong grasp of ENPP partner services were mentioned. Some remarked on experience in or around the military and past counseling work.

The best Employment Navigators are the people who are willing to meet TSMs where they are, build rapport, and are active listeners. I don't know if you can really teach that in the same way that we can train them on policy. ~ Regional Manager

I can manage everything else if the [Employment Navigator] comes in the door with enthusiasm, the skills of active listening, and an understanding of what we do. ~ Lead Navigator

The position requires high emotional intelligence and requires you to professionally care on a level that is not common in business. TSMs and spouses don't get to deal with their emotions a lot, especially during their transition out of the military. We have to understand what it takes to help them get ready to emotionally and mentally transition into a self-empowered person. ~ Employment Navigator

Someone with a background in human resources or counseling [may make a good Employment Navigator]. While those are different, both come into play. Teaching can also be a helpful background. People think that you have to be ex-military to be a good Employment Navigator; some veteran [Employment Navigators] are too prone to storytelling and casual interactions that aren't productive for transitioning. They should be focusing on partner connections and the assistance the service member is looking for. Spouses are often fantastic because they have been through the process, and they have expertise in the field. They also speak the language of the military, are very empathetic, and get the respect of the clients. ~ National pilot staff

As the ENPP has scaled up, there appears to be better information flow from the top down compared to the bottom up

There is an established stream of information from Regional Managers to Lead Navigators to other Employment Navigators. This indicates that the general system of workforce management is well understood and accepted throughout the program. However, some issues developed as the pilot was scaled up, with the increased size of the workforce and volume of recommendations posing a challenge. Even with established processes for transmitting information to and from Regional Managers, some Employment Navigators have not felt that their concerns or recommendations are being heard, and OCONUS Employment Navigators expressed a desire to have someone local to their time zone.

My primary role is to manage ENPP sites and ensure they have the proper guidance to decipher and follow policies that are passed down. I also liaise with the DGRs and meet monthly with them to see if they need anything or have any concerns about day-to-day operations. I try to meet with my team of Employment Navigators weekly as a group and meet individually several times a week. ~ Regional Manager

We face difficulty voicing concerns because, when we have in the past, [leaders] make it sound like it will be impossible to have any changes approved by DOL. ~ Employment Navigator

In the beginning we asked to speak in the workshops – our Regional Manager ran it up the chain and now everyone does it. As it grows and has gotten bigger, it gets more complicated and they can't take every suggestion, so I understand that. ~ Employment Navigator

I have a strong suggestion to have a human resource business partner in the region to strategically help us navigate our frustrations. Having to wait until 7:30 p.m. our time to contact someone in the CONUS does not always work. We need someone who can be regional for this area to communicate our concerns amongst busy leadership. I love our Regional Manager, but I feel that she has a lot on her plate, so I think we need someone new that does not have other pre-existing duties. ~ Employment Navigator

Employment Navigators liked the focus groups we conducted because they offered a chance to provide input on the program and proposed improvements and changes. This prompted suggestions to have more frequent consultations or a process for Employment Navigators to provide feedback on how the program is working or before changes are implemented.

These focus groups are great, and we should have them more often. They should talk to Employment Navigators and Lead Navigators before implementing changes and new processes. If that's too overwhelming, put out a questionnaire for Employment Navigators to provide feedback. I really think focus groups should happen more often. ~ Employment Navigator

There should be regular, maybe monthly, consultations with Employment Navigators on how the system is working. ~ Employment Navigator

Workforce roles are clear, with some Employment Navigators expressing interest in working directly with DGRs

In addition to collaborating with Regional Managers, Lead Navigators can coordinate with National pilot staff and DGRs and have a hand in marketing for the ENPP. Some Employment Navigators desired a direct connection to the DGR but were concerned it was a professional overstep, while others were uninterested in establishing or furthering the relationship they had (or didn't have) with DRGs. Note, however, that the DGRs we spoke with preferred one point of contact (POC).

The main difference between Employment Navigators and Senior Navigators is just level of experience. The Lead Navigator is in charge of regional marketing and communication, acts as a liaison between Employment Navigators and DGRs and regional management, and assigns clients. They also filter down the new information from trainings and leadership staff. ~ Employment Navigator

As a Lead Navigator, we meet with the DGRs and TAP facilitators to make sure everyone's on the same page at the same time. We also do a lot of data reporting, but it is key for me to meet with the DGRs and TAP facilitators. ~ Employment Navigator

Looking at [how] the roles [are defined], the Lead Navigator has to be the liaison between the ENPP and DGR. Instead of one person (the Lead Navigator) doing it, I think it should be a team effort to build rapport, ask questions, and make relationships with the DGR, [but] I feel like I would be overstepping my bounds/role if I were to have a relationship with the DGR. ~ Employment Navigator

Develop Curriculum and Deliver Employment Navigator Training

For the training curriculum, 32 course modules were developed and implemented at the start of the pilot. After one year, 49 modules were completed, with additional course modules in development. All Employment Navigators on staff had completed the training curriculum by the start of the pilot. There is excellent tracking of training completion at each site.

Additional trainings in mental health and resumes were requested and job shadowing was recommended

Employment Navigators raised concerns about the mental well-being of their clients, including clients who were at risk of homelessness post-separation. Considering these customer needs, Employment Navigators requested additional training on counseling and mental health to support the success of TSM and military spouses.

I don't have a counseling background, so I think some sort of mental health counseling/training would be helpful because I've had to deal with difficult client situations. I'm not a mental health counselor, but I almost feel like I am sometimes because they'd rather talk to us sometimes instead of being passed on to partners that could assist them. So, I want to be prepared to handle some of those mental health situations. ~ Employment Navigator

The call for additional training on resume support and federal resume assistance was echoed by many Employment Navigators. Resume support continues to be one of the primary services the ENPP provides and is often the impetus for TSMs to participate in the program. Therefore, it is important for Employment Navigators to have strong resume skills. The importance of resume skills was underscored during interviews with hiring staff, who often referenced strong writing and/or resume skills as criteria applicants are screened for.

Resume writing is what most people come to us for and basically our hook. Continuity of services across Employment Navigators would be improved if we had more resume training...I value people that know what a functioning resume looks like because eight out of 10 people that come to us for initial appointments come to us for their resume. ~ Employment Navigator

The following box highlights additional recommendations for the training process including a call for more job shadowing during the onboarding process, something that is provided in some regions. Although not required in the official training, they have found this to be an added benefit as it helps new Employment Navigators absorb the flood of information. While training on intake processes were requested early in the pilot, Employment Navigators did not request training in this after during our second round of data collection.

Employment Navigator Perspectives: Recommendations for Training

Refresher trainings would be good for the things that we learned in the beginning. ~ Employment Navigator

*If we could all become **certified resume writers** that would be great.
Employment Navigator*

*We have quite a few clients who want to get into the federal system and **federal resumes** are tough. If you're not familiar with them, you really have no idea what you're looking for with those. So federal resume training and education would be beneficial as well. ~ Employment Navigator*

*Better **synthesis of our partners** is needed in whatever form possible. There could also be more information on **counseling techniques**, which is a big part of the job. That would be very helpful for those of us that did not come from a counseling job. ~ Employment Navigator*

*[Training is] a lot for Employment Navigators to digest. More effective training would include **more time to job shadow** as opposed to computer based at home...I would say at least 2 weeks of job shadowing would better prepare them prior to their milestones and taking on their own client load. ~ Employment Navigator*

*I think the training is slightly overwhelming for people, especially when onboarding. Also, so many aspects of the job are not in the official trainings. You can train, have interactions with your clients, but then we aren't able to assimilate the information we gain and talk to our colleagues about it. If we don't have time to **discuss case management with our colleagues** and discuss issues that we are facing, that makes it harder for us to do our job. ~ Employment Navigator*

Employment Navigators wanted less training on the different ENPP Partners

Employment Navigators are given introductions and briefings on the new partner cohorts so that they can become familiar with their services. During the annual services briefing, Employment Navigators are live with a partner in a virtual setting where they can chat and ask questions. In addition to the annual services briefing, formalized training is developed with the partner and is accessible to all Employment Navigators, who typically have 1 to 2 weeks to complete these formalized training. Employment Navigators noted there is a lot of training, in large part due to the partner training videos.

New Employment Navigators have to do all of them at one time—that's a lot. The partner training videos are very helpful, but there is a lot of duplicated information. Making the partner cohort video required is just not reasonable because we're already getting that information later in the partner training. I don't care what the partner's mission statement is, it bogs down the training. I won't retain that and don't see it as respecting time. We need quick and essential information. Partners will continue to be added, which I think is phenomenal, but you have to think about the capacity of a person's memory. Having me do these trainings is just not really a good use of my time ~ Employment Navigator

Lead Navigators and Employment Navigators both requested materials and written (or digital) resources for quick reference of partner services, such as being able to geographically restrict the list partners. These reference materials would require less memorization of partner services and allow for quick TSM and military spouse referrals to partners with individualized services and supports.

The partner share videos are way too long...it might be nice to have a binder to reference as well. I'd like to be able to turn to a quick reference guide that sorts partners geographically. We've had a few Employment Navigators get frustrated with the amount of training. I think the focus has been on churning out more content rather than re-evaluating the existing pool of information. ~ Employment Navigator

Communications, Outreach, and Recruitment

In this section, we address to what degree the pilot was implemented according to the logic model regarding pilot communications, outreach, and recruitment. Table 7 lists the planned activities, outputs, and short-term outcomes. The ENPP outreach strategy reached eligible TSMs across the sites but not at the scale stakeholders had anticipated; as of the week ending April 1, 2022, the ENPP had served 4,171 participants across all pilot sites according to administrative data from the CMS. The estimated annual number of Tier 3 (high risk) referrals anticipated for the ENPP was 6,770, so the ENPP served 62% of its target.¹⁰ Strong relationships with DGRs remained a key factor impacting marketing and on-base recruiting while slowdowns in the VETS approval process for new marketing materials had largely been remedied as materials were finalized and approved.

Table 7. ENPP Communications, Outreach, and Recruitment Activities, and Outputs and Short-Term Outcomes

Activities	Outputs	Short-Term Outcomes
<ul style="list-style-type: none"> Develop communications/promotional strategy and materials, including ENPP one-pager, landing page on DOL.gov, social media toolkit, talking points, and press release. Educate those on base about the pilot and processes. Develop an on-base process to link TSMs to Employment Navigators. 	<ul style="list-style-type: none"> ENPP promotion and TSM recruitment strategy created. ENPP promotional materials disseminated across 13 installations/bases. 	<ul style="list-style-type: none"> Working relationships between Employment Navigators and those on base reflect high levels of engagement and satisfaction. ENPP outreach strategy reaches eligible TSMs across 13 pilot sites. 15,000 eligible TSMs enroll in the ENPP across the 13 sites.

Notes: DOL = Department of Labor
TSMs = Transitioning Service Members

¹⁰ Six months into the pilot, the ENPP had served 1,781 TSMs and spouses, which represented 53 percent of its target.

Develop Communications/Promotional Strategy and Materials

Midway through the pilot, the planned promotional materials had been created; these included the ENPP one-pager, a landing page on DOL.gov, social media, talking points, and press releases. Materials had been disseminated to the 13 installations; however, National pilot staff noted that it took more time than anticipated to produce, revise, and obtain government approvals for these materials, and the lack of ability to fully use social media continues to be a frustration. Other hurdles were encountered as well; for example, some bases did not have supportive DGRs, which constrained the visibility of the ENPP and hindered the process to link TSMs to Employment Navigators.

Word of mouth referrals continue to be important but they are insufficient

As during the first 6 months of the pilot, word-of-mouth referrals remained significant, with many TSMs stating they've spoken to fellow servicemembers about the program and its benefits. Marketing materials and outreach activities were impacted by DGR support. As a result, some TSMs, even when directly asked if they had seen marketing materials or "any advertisement for the program around the base" said they had not.

One thing that could be improved with the ENPP is to get the word out more. I will advocate as much as I can from my end and position, but I really think this could be a big help to the others here. ~ TSM

I only heard about the ENPP from TAP. Before that I didn't even know this was a service provided alongside TAP, and I knew about TAP well beforehand. I don't know if there's a better way to market it. ~ TSM

Some DGRs are really supportive, and some are not especially in terms of disseminating materials. Some DGRs are utilizing the toolkits and talking points we developed for them and sharing the flyers and videos. Some installations are doing nothing at all. This can certainly be seen through the numbers of engagements. ~ National pilot staff

National pilot quality control (QC) staff and Employment Navigators noted how the level of support a DGR provides can affect the number of referrals they receive.

We did a QC comparison report where we looked at five different categories such as having space, performing warm handovers, and having a supportive DGR was one of the categories that had a noticeable impact on the other categories. If the DGR was not supportive, it was likely that warm handovers did not happen. You could almost do a one-to-one match with every installation where warm handovers were not happening, and it was probably because the DGR wasn't supportive, so they are definitely impactful ~ National pilot staff

A lot of [referral issues have] to do with the DGR. Our DGR is not supportive of the program, so we are not allowed to do briefs or have a table at events. We're only able to do marketing through the EFCT [Employment Fundamentals of Career Transition] class. We struggle with marketing because we aren't allowed to show our faces in the briefs – we may get one or two referrals from TAP staff every once in a while. ~ Employment Navigator

Social media is one of several promising outlets for additional marketing activities

The restriction of social media marketing to DOL-owned accounts was identified as a barrier to visibility because many TSMs and their spouses do not follow DOL accounts. Facebook, especially base-specific Facebook groups, were identified as potentially useful avenues for further marketing—if possible. Social media marketing was also widely seen as more effective than email communications, which often go unseen or unread.

We only have access to DOL-owned social. Twitter has been the main one to utilize. VETS has created a LinkedIn account, but it is currently underutilized. We use socials more for the external partners. We don't have the opportunity to target TSMs and military spouses through social media because we can't geo-fence and there is low following for the DOL accounts....A lot of TSMs and military spouses follow base social media and not DOL, so DOL social media posts about ENPP are not entirely effective. ~ National pilot staff

Our site's newspaper has asked to write articles about us and that has never been approved by DOL. We are missing out on a big cache of people by not being able to market more. ~ Employment Navigator

Requests were made for additional physical marketing materials to give to TSMs and military spouses that could help them engage with the ENPP. While National pilot staff noted that materials were sometimes hard to come by for a pilot program, as noted, marketing materials have been disseminated, so it is possible that the Employment Navigators on certain bases may not be able to use everything that has been developed.

Part of [the availability of materials] comes down to the pilot phase aspect, namely the amount of money willing to [be spent] on more materials for the pilot program that may be subject to change. It's a priority in the field, but maybe it's not a priority elsewhere. Having said that, we might not need more TSMs. ~ National pilot staff

We need marketing resources to put in [TSMs'] hands. I don't know when the marketing materials are coming down the pipeline—there are people we need to serve TODAY. DGRs say they have people to refer, but don't have anything to give them. ~ Employment Navigator

Educate Those On-Base About the Pilot and Processes

Like other domains of the ENPP logic model, the success of educational efforts on base varied from location to location. VETS began engaging DGRs at the pilot bases as early as January 2021 to introduce them to the pilot goals and timeline of the launch. In training materials, VETS framed the Employment Navigators' responsibilities and touchpoints within the context of the transition support that the DGR already oversaw at the base through TAP. These efforts to inform members of base communities about the ENPP were ongoing throughout the pilot.

DGRs differed in their level of understanding of the program and of their appreciation towards Employment Navigator services

Despite early and frequent education efforts, some DGRs expressed uncertainty about the role of the program on base and the services it provides. This lack of understanding has cascading impacts on the function of the ENPP. So, while education has been generally successful, it has not always translated to support.

[Employment Navigators] are limited in their abilities: they can do research and give resources based on their partners and make the warm handoff [to partners]. The only benefit is that they have more time to do research than my staff does. ~ DGR

I get confused about the requirements versus responsibilities for Employment Navigators. Using resumes as an example, we push customers to get additional assistance with their resumes, but then I'm told by Employment Navigators that they are not there for resume review, but I'm told they are by leadership. It seems like there is a disconnect and that the responsibilities vary from position to position and site to site. ~ DGR

Gaining support from the DGRs is critical to the success of the program

One consistent theme that emerged was the involvement or support provided by the installation and the DGRs. How the program is perceived and how individuals from all sides interact with one another impacts not only the Employment Navigators' ability to do their job, but also the implementation of the ENPP and its ability to fulfill its mission. When DGR support is not given, it is seen as the biggest challenge or hurdle for the program. When DGR support is gained it is seen as one of the biggest successes and in some cases cited as a facilitator or component that makes the ENPP run smoothly and enhance operations.

DGRs, by nature of their numerous roles on base, are a crucial factor impacting the success of the ENPP. DGRs can control whether (and what kind of) marketing materials are available, where ENPP staff offices are located (which can impede or enable TSM access), and whether Employment Navigators can speak or present during TAP classes. Due to their extensive roles, their level of support of the pilot program can have widespread impacts on the functioning and success of the ENPP, especially in terms of the number of TSMs served.

The biggest challenge in this region has been support from the DGR. To be assigned to a base with six Employment Navigators that got no support has been hard—we couldn't get referrals, warm handovers, and we had to do all of our own marketing. On the flip side, we expanded our services to two additional sites and created growth, which is a big success. And one of the sites is very supportive. As a matter of fact, one of my Employment Navigators has double monitors that were provided by the Department of the Army. They're not required to provide that kind of support, but they believe in what we do and appreciate what we're doing, to the point that they extend beyond the requirements. At that location, they foster an environment where my team is part of their team. That adds value for those Employment Navigators—it's building community and that is another success. ~ Employment Navigator

Wanting the program is important. If the installation doesn't want the program, they aren't going to support it. It's never going to get off the ground. I wanted the program, so I supported it. Some of those big installations could use it, but they don't support it. ~ DGR

I would say that the majority of the Employment Navigator services are a duplication of services—those that our staff were already doing before the pilot. We don't have a lot of service members not meeting employment readiness standards. We have an ongoing process where those not meeting standards would come back to [us] for refinement. We worked really hard with our team to certify them or get credentials in services like job coaching, resume writing, et cetera. We have a lot of pride in what we do, we don't like giving referrals to Employment Navigators with less. ~ DGR

Working at a location where the program is completely supported has been one of the most important things for Employment Navigator success; those Employment Navigators are superstars. When the DGR is on board [Employment Navigators], TAP workers, and facilitators all work together as a team. ~ National pilot staff

There are a number of recommendations to improve the DGR relationship or reframe the value-add of the ENPP

Changing the hearts and minds of DGRs hasn't been easy, but there has been some success in getting DGRs on board who did not originally support the program. Building communication has been key to building relationships with the DGRs and a show of support from leadership has given the program some legitimacy. In fact, National pilot staff believed that meetings with more senior program staff have had the best impact on DGR acceptance. Another strategy that has helped is the willingness to compromise and be flexible with the processes that are already in place at some installations. Instead of taking over and changing what has always worked, program staff found ways to incorporate the ENPP processes into the already established ones. In addition to the below, success stories were also seen as a viable tool for increasing DGR support.

Visits from senior leaders seem to make a difference, probably because it shows the importance of the program and establishing that it is not just a little pilot, rather it has support from leadership. Building relationships between Employment Navigators and DGRs has also really increased referrals. ~ National pilot staff

Some of the Regional Managers have had success speaking to DGRs one-on-one about the [ENPP]. Others have created marketing materials for [the DGRs], which they like because they are very busy people. ~ National pilot staff

I think the program is working well on our base and it's evolving. Communication has been key. I get monthly updates about what is going on with hiring and staff. I think it would be nice for them to let me know how they're planning to grow in the future and give me a better idea of how things will be going. ~ DGR

I sat down with my TAP manager and the Employment Navigators and gave an overview of what was already going on at the base to see where they might fit. Once everyone came in working face-to-face, we gave them the opportunity to introduce themselves and their role. Now there's a network of exchanging resources and contacts between staff members so that people can reach specialists in different roles. A few months after the start of the pilot, we checked in again. The best thing has been referencing back to the guidelines of the Employment Navigator services. ~ DGR

Here at [site], we have a program which integrates departments to meet community needs from a more wholistic perspective. I am the manager that oversees the day-to-day of the transition program, finance, information referral, family member employment, and our contractors (Veterans Affairs, Employment Navigators, and others). I try to have regular interactions with each team member as necessary and maintain regular correspondence for planning purposes to overcome challenges or issues, answer questions, etc. ~ DGR

Develop an On-Base Process to Link TSMs to Employment Navigators

Referrals from other on-base staff and service providers constituted a key source of cases for Employment Navigators. The number of referrals was linked to the availability and dissemination of marketing materials, the internal processes of each respective base, and the number of word-of-mouth recommendations made between TSMs. Between bases, processes differed; some bases allowed Employment Navigators to come into the TAP courses and briefings to speak directly to TSMs. These “captive audience” meetings appeared to be most effective when paired with a QR [Quick Response] code or other means for TSMs to schedule appointments directly with the Employment Navigators during or after the TAP briefing. Other bases were less permissive towards Employment Navigators in TAP courses.

Caseloads and referral sources differed from base to base in response to a variety of factors

The variation in caseloads was a result of a complex set of internal and external factors that include the TSM volume, DGR support (which affects the referral process), and the nature of the TSMs themselves. For example, bases with more retiring folks or more TSMs with a greater level of military and/or non-military work experience may experience less demand for Employment Navigator services compared to bases with lots of less experienced (younger) TSMs.

Some DGRs described an environment in which TAP Facilitators and Employment Navigators did not interact much. This is contrasted with other installations in which the ENPP had many referrals from TAP staff. In cases where Employment Navigators were allowed to speak during TAP classes, they could be restricted in terms of how long they are present and what information they can share. As such, TAP course alone may be an insufficient source of referrals.

TAP Facilitators and Employment Navigators avoid each other like water and oil...The facilitators give Employment Navigators maybe 5 minutes in a CRS class, but there are no flyers, rosters, real solicitation, or communication of any sort. It's not necessarily wrong, they just don't know what the other is doing. That doesn't mean they are providing incongruent advice, but from what I can tell, they don't work together. ~ DGR

I can't give much information and go into the whole program spiel and promote the program, so I think we miss opportunities to disseminate information there. We should have permission to talk at that capacity so that TSMs know about the services we provide. ~ Employment Navigator

Intake, Assessment, and Direct Service Delivery

In this section, we explore to what degree the pilot was implemented according to the logic model with regard to intake, assessment, and direct service delivery and any identified variations across sites. The findings are organized by the intake, assessment, and direct service delivery activities from the logic model shown in Table 8.

Based on the sample of TSMs included in the study, the expected short-term outcomes were achieved for TSMs who engaged with the ENPP. With a few exceptions, the TSMs we interviewed indicated high satisfaction with the program and the services and resources received from Employment Navigators. TSMs generally had expectations and an understanding of the services they would receive when going into the program for the first time. Meeting with Employment Navigators and other program services increased TSM confidence about their post-transition career pathways, provided them with individualized resources, and offered supported guidance as they transitioned. TSMs indicated that they learned about training, education, or civilian employment in the United States and abroad. In instances where the TSMs had already decided on a post-transition path, Employment Navigators were able to provide them with resources to support those plans. TSMs believed they had the appropriate level of contact and meetings with their Employment Navigators, except for those who were on a short-transition timeline.

Table 8. ENPP Intake, Assessment, and Direct Service Delivery Activities, and Outputs and Short-Term Outcomes

Activities	Outputs	Short-Term Outcomes
<ul style="list-style-type: none"> Administer the ENPP Intake Form and self-assessment. Conduct interest and aptitude testing. Facilitate career exploration via one-on-one meetings with TSMs and the application of individualized services based on the needs of TSMs. Research detailed labor market information, including identifying high-demand occupations and the necessary credentials. Make connections to partners for support services. Provide information on civilian employment and educational opportunities through hiring events, networking, career fairs, apprenticeships, and educational services. Populate the CMS with TSM data, the services provided, and the connections made. Perform CRS verification. 	<ul style="list-style-type: none"> Number of TSMs who worked with the Employment Navigator and the ratio of TSMs to Employment Navigators Career goals noted by TSMs and the number of services (including the type of services) provided by Employment Navigators Type of career pathway facilitators (e.g., networking, mentorship, job training) selected by TSMs Number of successful and unsuccessful (e.g., interest, inactivity) closures Number of TSMs with verified CRS 	<ul style="list-style-type: none"> TSMs are confident about their post-transition career pathway. TSMs believe that they know about suitable civilian employment options in in-demand industries. TSMs are satisfied that the services/resources they received from Employment Navigators are aligned with their needs. TSMs believe that they have met with Employment Navigators an appropriate number of times in order to meet their needs.

Notes: CMS = Customer Management System
CRS = Career Readiness Standards
TSMs = Transitioning Service Members

Administer ENPP Intake Form and Self-Assessment and Conduct Interest and Aptitude Testing

During the first year of the pilot, from April 1, 2021, through March 31, 2022, Employment Navigators assisted 4,171 individuals: 3,910 TSMs and 261 military spouses.¹¹

TSMs were still mixed in whether they recalled completing a formal self-assessment or an interest and aptitude test

Employment Navigators and TSMs described their first meetings as in-depth conversations about background, post-transition goals, and career interests. Some TSMs did not recall with certainty if they took a formal assessment as part of that first meeting with the Employment Navigator, but they may have remembered answering a lot of questions or completing some kind of survey. Based on the interviews, there was no identifiable pattern of differences between sites and the use of formal assessment tools may have been more related to how certain TSMs were about their post-transition path, than any difference in bases.

ENPP administrative data displayed in Table 9 show one-third (33%) of participants at Marine Corps Air Station Miramar in California and at Kadena Air Base in Okinawa, Japan, received a self-assessment or skills testing. The next highest proportions were at Okinawa, Japan (27%), Fort Benning in Georgia (22%), and Fort Sill in Oklahoma (21%).

Table 9. Percentage of ENPP Participants Receiving Self-Assessment and Skills Testing by Site One Year Into the Pilot

Military Service Branch	Site	Self-Assessment or Skills Testing
Air Force	Joint Base Charleston, SC	5%
Air Force	Kadena Air Base, Okinawa, Japan	33%
Air Force	Travis Air Force Base, CA	8%
Army	Fort Benning, GA	22%
Army	Fort Sill, OK	21%*
Army	U.S. Army Garrison Bavaria, Germany	5%
Marine Corps	Camp Pendleton, CA	7%^
Marine Corps	Marine Corps Air Station Cherry Point, NC	9%
Marine Corps	Marine Corps Air Station Miramar, CA	33%
Marine Corps	Okinawa, Japan	27%
Navy	Command Fleet Activities Yokosuka, Japan	6%
Navy	Joint Base Pearl Harbor-Hickam, HI	16%
Navy	Naval Station Norfolk, VA	11%+

Source: ENPP performance data received from DOL March 2022

+ Six months into the pilot, 22% of ENPP participants at Norfolk were reported to have received a self-assessment and 9% were reported to have received skills testing.

^ Six months into the pilot, 6% of ENPP participants at Camp Pendleton were reported to have received a self-assessment and 2% were reported to have received skills testing.

* Six months into the pilot, 10% of ENPP participants at Fort Sill were reported to have received a self-assessment and 7% were reported to have received skills testing.

¹¹ This total includes TSMs and spouses from Schofield Barracks and Fort Safer in Hawaii and Fort Drum in New York that are expansion sites.

Of those that recalled taking a self-assessment, personality test, or skills assessment, the value TSMs placed on the outcomes were mixed. Some TSMs indicated it helped focus areas to explore, identified new skills, or validated their skills, while others felt the results did not reflect them or their career interests.

We did an assessment—CareerScope—to see how my interest and attributes aligned. I thought the result wasn't exactly what I was going for, but it's a nice way to zero-in and think about what I'm good at and like. ~ TSM

We did the personality test and depending on the score the Employment Navigator said I was more likely to be fitted to one career or another. I was skeptical because it reminded me of a personality test I took in high school. I was like, "is this even helpful?" Some of the questions I just picked randomly because I didn't agree with the choices, but I had to pick one. I don't remember all the details about whether it was a personality test or a career interest test, but it was some kind of self-assessment. I didn't like the test results for me. Based on my experience with the Air Force, they were leading me to something I didn't think I would like. ~ TSM

I answered Cosmopolitan Magazine-style question [at first meeting with an Employment Navigator], and I also took an aptitude test and received a report with scores. What I found most useful so far was identifying that I'm better than average people on the aptitude test. I say that as humbly as I can. I see other TSMs accepting pay drops leaving the military to avoid certain types of work or people. Seeing where I am, my skills, and what I want to do, I feel confident I can make more money in the same job as a civilian. I am comfortable doing things people don't want to do like negotiating salaries and marketing myself as the best candidate for a job. ~ TSM

In addition to gathering background information on goals, strengths, and interests, Employment Navigators often started to provide services during the first meeting. Types of services included information about educational opportunities, educational/credential requirements, labor market information for careers of interest, connections to partners or mentoring services, referrals for on-base services, resource lists, advice on building a network, and resume review.

Facilitate Career Exploration via One-On-One Meetings with TSMs and the Application of Individualized Services Based on The Needs of TSMs

Employment Navigators used one-on-one meetings to provide individualized career services to TSMs. The frequency and content of meetings varied, depending on TSMs' needs and the timeline until transition.

TSMs highly valued the individualized services, customized resources, and one-on-one guided support provided by the ENPP and the ability to meet in person with Employment Navigators

TSMs cited the sheer volume of information provided to them during TAP as overwhelming and felt that Employment Navigators were able to help them filter through it and identify resources, partners, and services specific to the career, education pathway, or location they were interested in post-transition.

[The services have] been very individualized and tailored. It's not a cookie-cutter approach, and I think that's the best benefit of [the program] because that's what service members and their families need. ~ TSM

[My Employment Navigator] asked me about what I wanted to do and then it was just a shower of resources. She sent me emails with information and connected me with firefighters on LinkedIn. I'm usually cc-ed on a lot of things, but [my Employment Navigator] sent personalized notes/advice with each one, which helped me a lot to navigate the many resources that were provided. I think that's helped me a lot because there's a million resources and I don't know which ones to use or which ones apply to me. ~ TSM

I think it's an exceptional initiative and a wonderful resource that I just stumbled upon. I didn't know it was something I could take advantage of because I'm not very accustomed to having resources focused on the granular level of preparing for after military service....I like the ENPP because it takes the TAP experience to the next level. It connects service members to resources and very detailed things. If the program wasn't around, I wouldn't have known about those resources. ~ TSM

I would absolutely recommend this program. I recommended it to an airman and gave them the phone number for my Employment Navigator. The Employment Navigator was phenomenal and helped turn me around. I went back to my [office] and shared the Employment Navigator with colleagues because you're burnt out in TAP and the presentation doesn't click...the military is not for everybody. But there are avenues out there to help you make sure that you are OK when you transition. ~ TSM

These sentiments were echoed by Lead Navigators and Employment Navigators, who also saw the value add of winnowing the resources to those most tailed to the TSMs.

I think the individualized experience makes a huge difference. For those that do the DOL workshops and the TAP class and aren't able to filter the fire hose of information, we can help them understand the pieces of information that apply to them. ~ Employment Navigator

Making sure that clients don't feel completely lost is a big deal. Even if it's just a few clients, individualized services are a huge service in taking the steps to help clients get to where they want to be. ~ Employment Navigator

Coming out of the pandemic, TSMs valued the ability to meet with Employment Navigators in person rather than through virtual meetings. Face-to-face meetings with Employment Navigators in private meeting spaces facilitated efficiency and the best service delivery experience.

It's unbelievable knowing the amount of resources veterans have. The one-on-one service is also exceptional. It's not remote like Hire Heroes—I was able to sit down and discuss everything in person. ~ TSM

I meet with my Employment Navigator in person. I like to bring my laptop, so we don't have to email things back and forth, and we can look at my LinkedIn in real time. ~ TSM

TSMs cited the interactions with the Employment Navigators as motivating and the level of follow-up by Employment Navigators kept TSMs accountable

TSMs found that Employment Navigators provided an amount of follow-up that was both “right” and “helpful.” Having someone follow up with them on a regular basis was beneficial and held them accountable for making progress on their transition and job-search activities.

It's been a motivator for me as well and pushed me to do my resume and look up jobs, etc. I would have been behind the curve if I hadn't signed up. ~ TSM

I appreciate the fact that yes, she reaches out to find out how I'm doing, but that it's not constant. So, it's not pushing all the time, but a general timeline for what we should do to move forward. I get a ping from her every 3–4 weeks to see where we are and if we should speed progress up. ~ TSM

TSMs emphasized the validation and emotional support provided by the Employment Navigators during the turbulent time of transition

TSMs valued feeling like they had access to a resource, the Employment Navigator, who could give them advice and assurances that they were taking the proper steps and doing the “right things” as they approached transition. They felt less adrift because they had an ally in the process who could validate that their experiences in the military would translate and be valuable in the civilian world.

I thought it was great. TRS is good but [I really appreciated] being able to reach back out to the Career Resource Center and have someone there to talk to, get a feel for what direction I'm going and “what right looks like,” and get tips or guidance based on the Employment Navigator's experience and knowledge. ~ TSM

I was medically retired, but it is generally scary to get out [of the military], and it comes with a loss of purpose. I wanted to get into wildfire firefighting, and I was going to be happy with a GS-3 position, but my Employment Navigator helped me to realize my worth and value and go for something more. ~ TSM

The program has definitely made my transition thus far very seamless. For a lot of TSMs, this is a stressful process and there is a lot to do. The Employment Navigators really help ease that stress and cover the things you will need transitioning out. They provide resources, help you home in on what you want to do, and build a baseline for the civilian world. It is definitely a very helpful program, and I am very grateful to have made appointments with my Employment Navigator. ~ TSM

Partners also recognized the unique role that Employment Navigators play in a servicemember's transition out of the military.

The type of mentorship they get from the Employment Navigators is like a safety net for them because they can call with questions. TAP counselors are often overwhelmed and can't provide long-term or individualized services. With ENPP they have a line of support. ~ Nongovernmental partner

A lot of service members need a bit more handholding, and the ENPP provides that. ~ Nongovernmental partner

From the Employment Navigators' perspective, a big success of the program was seeing the impact they had on TSMs' lives. Being able to help, getting appreciation for their effort, and knowing they made a difference, made their work rewarding.

The biggest success of the program is definitely the impact we've made on TSMs' lives. The work we are doing is extremely rewarding. Ultimately, treating them nicely even though they are leaving the military is a breath of fresh air. Especially considering the mental health crises [that some face] and the significance of finding employment, we are genuinely impacting the lives of TSMs. ~ Regional Manager

Cool, visible, caring leadership is a big success. I love that I get to be a coach and help them feel more empowered, helping them to assimilate their skills and take that into civilian life. ~ Employment Navigator

In the box below, we've included a client story that further demonstrates the services provided to TSMs.

Employment Navigator Perspectives: Client Vignettes

An enlisted TSM originally came in for resume and employment assistance and shared that he was facing quite a bit of stress surrounding his resume. We were able to provide guidance in completing the resume and labor market research, along with a number of other employment services. The client landed his first choice SkillBridge program working for a cargo company in his home state. – **Kadena Air Force Base, Okinawa**

Timing and time remain a challenge in delivering ENPP services

Engaging with the ENPP too far in advance of separation means TSMs may not have been in active job search yet, and it could be difficult for Employment Navigators to provide them with relevant services. Alternatively, if they came to the ENPP with a short window before separation, TSMs may not have had time to fully reap the benefits of the program. Scheduling could also be a challenge when the transition timeline was short.

Having the time to invest in working with the Employment Navigator, while also carrying on a full-time military job, was a challenge for both TSMs and Employment Navigators. While the Employment Navigators helped distill information for TSMs, some still felt overwhelmed by the information and their options; for example, receiving 12 emails in one day from SkillBridge.

There was a pretty short window between finding out about the Employment Navigator, meeting with the Employment Navigator, and separating... If I could do it over, I would have connected earlier and have more sessions. ~ TSM

It's difficult to make time to stay committed to appointments. I'm still working and making managerial decisions. I feel bad when I say I can't make an appointment. However, the silver lining for me is that my Employment Navigator has given me a call or voicemail to ask if I need anything. I've been grateful for the follow-up, and I haven't had to chase anyone to get things done. ~ TSM

Research Detailed Labor Market Information; Make Connections to Partners for Support Services; Provide Information on Civilian Employment and Educational Opportunities

Employment Navigators provided a wide range of services depending on the individual circumstances of TSMs. Employment Navigators and TSMs identified some gaps in services while DGRs expressed some continued confusion about the services ENPP provides and who could be served by the program.

Resume review is the most requested service

Needing a resume is often what initially drew TSMs into the program. This is understandable given a completed resume is needed to pass CRS.

We adjusted my word choice because I'm an attack pilot and my language was a little aggressive. She helped me be less threatening on my resume by using different words that meant the same thing. Her vocabulary is a lot better than mine, and she knows how to create targeted resumes. That's really key. ~ TSM

I really appreciated the resume revision process. We collaborated on a Google Doc, and I appreciated that they didn't just do it for me, they worked with me and helped me learn how to do it. It's a little different going into civilian interviews and jobs. You have to adjust to a lot. They helped with formatting and how it should look from a recruiter's perspective. It's kind of hard because no one can know what you've done, so you have to be able to translate that. You don't want to overcomplicate it with military terms, and so I've been working on that lately. ~ TSM

Employment Navigators' and TSMs' most frequently discussed services were:

- Knowledge of federal resumes and resume review (including providing feedback on resumes, connections for federal resume workshops, and connecting TSMs with partner agencies to create resumes)
- Career exploration (including reviewing job postings and salaries and labor market information)
- Support with building a network and developing a LinkedIn profile
- Making connections to partners and the DOD SkillBridge program

Other valuable services TSMs identified included:

- Employment Navigator's knowledge of OCONUS job markets
- Interview preparation
- Translating military experience to a civilian context
- Resources to attain certifications in areas such as Human Resources or Project Management
- Information about degrees and job requirements that helped TSMs make decisions about pursuing a college path and services available

These anecdotal data are supported by data from the TENS system. Table 10 shows the three services most often provided at each of the sites (organized alphabetically by branch

and then base name). Resume review was the top service provided at eight of the 13 sites. If resume review wasn't the top service provided, career exploration was. Identification of necessary credentials was the third service at eight sites, detailed labor market information was the third service at four sites, and self-assessment and skills testing was the third service at one site.

Table 10. Most Commonly Provided ENPP Services per Site

Joint Base Charleston, SC	Kadena Air Base, Okinawa, Japan	Travis Air Force Base, CA
Resume Review (66%)	Resume Review (76%)	Career Exploration (45%)
Career Exploration (50%)	Career Exploration (72%)	Resume Review (39%)
Identification of Necessary Credential (38%)	Identification of Necessary Credential (58%)	Detailed Labor Market Information (13%)

Fort Benning, GA	Fort Sill, OK	U.S. Army Garrison Bavaria, Germany
Career Exploration (49%)	Career Exploration (65%)	Resume Review (59%)
Resume Review (46%)	Resume Review (42%)	Career Exploration (32%)
Detailed Labor Market Information (34%)	Identification of Necessary Credential (34%)	Identification of Necessary Credential (30%)

Camp Pendleton, CA	Marine Corps Air Station Cherry Point, NC	Marine Corps Air Station Miramar, CA
Career Exploration (49%)	Resume Review (50%)	Resume Review (61%)
Resume Review (49%)	Career Exploration (39%)	Career Exploration (46%)
Identification of Necessary Credential (17%)	Identification of Necessary Credential (22%)	Self-Assessment and Skills Testing (33%)

Okinawa, Japan
Resume Review (72%)
Career Exploration (67%)
Identification of Necessary Credential (57%)

Command Fleet Activities Yokosuka, Japan	Joint Base Pearl Harbor-Hickam, HI	Naval Station Norfolk, VA
Career Exploration (47%)	Resume Review (46%)	Resume Review (55%)
Resume Review (37%)	Career Exploration (33%)	Career Exploration (30%)
Identification of Necessary Credential (24%)	Detailed Labor Market Information (25%)	Detailed Labor Market Information (16%)

Source: ENPP performance data received from DOL, April 2022

Military spouse uptake of ENPP services to date has been limited

During the first year of the pilot, the 13 sites served a total of 238 military spouses. As shown in Table 11, the number of military spouses served at each site varied greatly—from a low of three at Marine Corps Air Station Miramar to a high of 52 at U.S. Army Garrison Bavaria.

Table 11. ENPP Military spouse Participants During the Pilot’s First Year

Military Service Branch	Site	ENPP Military Spouse Participants
Air Force	Joint Base Charleston, SC	10
Air Force	Kadena Air Base, Okinawa, Japan	45
Air Force	Travis Air Force Base, CA	9
Army	Fort Benning, GA	9
Army	Fort Sill, OK	27
Army	U.S. Army Garrison Bavaria, Germany	52
Marine Corps	Camp Pendleton, CA	9
Marine Corps	Marine Corps Air Station Cherry Point, NC	16
Marine Corps	Marine Corps Air Station Miramar, CA	3
Marine Corps	Okinawa, Japan	20
Navy	Command Fleet Activities Yokosuka, Japan	11
Navy	Joint Base Pearl Harbor-Hickam, HI	7
Navy	Naval Station Norfolk, VA	20
	Total	238

Source: Serco In-Progress Review for the week ending April 1, 2022

Military spouse participation in the ENPP may have been limited by lack of available childcare options since COVID-19, especially at OCONUS sites. And while more could be done to market the program to military spouses and social media is one promising way to do that, respondents noted that given the restriction in the geographic area of where ENPP services are currently located, it is difficult to isolate social media messaging down to that level. Currently, a lot of marketing to military spouses is through word of mouth and notifying TSMs that the services are available for military spouses.

We’ve attended the spouse events, and there is not a lot of attendance for those events, especially in OCONUS installations. A lot of these spouses have children and with COVID they don’t have drop-in childcare services like they used to, so even spouse events on the site don’t really have attendance. I have a team in Japan that is heavily made up of spouses, so getting the word out to spouses through them has been very important to market the program. ~ Regional Manager

As noted, we did not garner the participation of military spouses for this evaluation. In the box below, we’ve included client stories of military spouses collected by Employment Navigators from CONUS and OCONUS sites.

Employment Navigator Perspectives: Client Vignettes about Spouses

A spouse began receiving services through a word-of-mouth referral. She was working on her master's and had been out of the workforce for a while with sporadic work experience, so she needed assistance on her resume and networking connections. We worked on her resume to create a functional version that highlighted her best skills and discussed networking and what that looks like. She began using the tools we discussed, and she connected with a real estate agent in her neighborhood. The local real estate company was seeking a front desk administrator, so we targeted her resume towards the job posting and she got an interview. We prepped and practiced questions and responses for the 5 stages of required interviewing and assessments. She was offered the position and negotiated the terms of her salary, going on to obtain her real estate license.

– **Cherry Point, NC**

A spouse of a retiring TSM was also formerly active duty with the U.S. Navy; however, when he met with me, he informed me he had applied for 12 positions and was not selected for any of them. We started with his resume, and it was clear he was underselling his professional experience. The resume he was using was approximately 300 words and it did not include any of his military experience. I helped him develop a master resume and made sure to capture his military career. We discussed his military career, and when he mentioned his experience counseling service members there was a true passion, and I encouraged him to find positions that were similar in nature. I also suggested he connect with the Marine Corps Family Team Building Manager to begin volunteering with the program to gain additional experience and insight into their day-to-day responsibilities. He found three positions he was interested in and identified a “big fish” opportunity. We tailored three resumes to align with the positions of interest, practiced interview questions, and discussed salary/benefits negotiations. The client interviewed for the “big fish” opportunity and was successfully hired, starting in December 2022. – **Okinawa, Japan**

One of our spouse clients wanted help navigating the job market and exploring career opportunities in marketing. We spent some time optimizing her resume and talking about various career paths. We identified that she could benefit from having additional credentialing and a mentor in her field. She has since started a digital marketing certification program through Hiring Our Heroes and has connected with a mentor through ACP. She is still seeking employment, but she is making strides towards her long-term career goals. – **Kadena Air Force Base, Okinawa**

OCONUS TSMs found that the Employment Navigator knowledge of the in-country job markets was very helpful if they were considering staying abroad

Service members transitioning from an OCONUS site may have historically felt that the process was more difficult and there were not enough resources if they were interested in staying overseas. The knowledge and individualized services Employment Navigators have provided have counteracted some of these perceptions and provided more resources to OCONUS TSMs.

I would love the idea of implementing this elsewhere. I think scaling it across CONUS and OCONUS would be a wonderful thing. TSMs in OCONUS have a feeling that we're left out post-retirement and feel like certain employment opportunities are not available to us. My Employment Navigator understood where I was coming from with that since I want to stay in [country] for a while at least. There are less accessible jobs here and my Employment Navigator helped me see that there's a lot of expats in [country] and she gave me a list of contractors that might take me. It was a nice starting point. We also talked about working for a U.S. company virtually, and she showed me sectors with hiring growth. That honestly was the icing on the cake.
~ TSM .

She showed me there are jobs at the DOD schools in [country] and she knew a lot about what positions have benefits for me and my family. She knew the system here, and she was really helpful. ~ TSM

There are some concerns about clarifying and defining the services the ENPP offers DGRs lacked clarity around the services Employment Navigators provide and whom they provide services to—specifically, at what point in time a service member becomes “transitioning.” They also noted some differences between services provided at the pilot sites. Other than TAP, a specific program cited that may have some overlap with the ENPP is the Family Employment Readiness Program.

CONUS installations still vary in availability and management of resources. For example, two Marine Corps bases have resume writing resources, which is great because that is outside ENPP scope, but it's difficult to fill in those gaps for sites that don't have those services. We're primarily making efforts to make TSMs aware of the resource gaps and encourage them to research those/make up the shortcomings. Lots of TSMs and military spouses have the expectation that the Employment Navigator is there to fill in all these gaps at the installations, so we're trying to manage expectations of what services the Employment Navigator will be providing and what they won't be able to do. ~ Regional Manager

When they first started, there was a marine that retired from [a site about 50 miles away], and the Employment Navigators said they couldn't speak with him. That was concerning because we don't turn anyone away. I don't know if they include veterans outside of [the main site] or not. ~ DGR

If a service member is trying to transition and stay OCONUS, that would be a disqualifier for participating in the program. There are a lot of ways to be disqualified.
~ DGR

Employment Navigators expressed some frustration in keeping TSMs engaged and setting expectations with younger service members about what they could and could not do for them.

We can't do everything for them—that is not our role. We have to figure out where our role ends and their role as clients begins.... Obviously, some issues with the pre-existing transition service [TAP] existed because the ENPP exists. I would be curious to hear their suggestions on how to balance not doing the work for them and keeping them engaged. I'd like insight on that. ~ Employment Navigator

DGRs, Employment Navigators, and Regional Managers identified some gaps in current ENPP services

As resume review was the most requested service, DGRs, Employment Navigators, and Regional Managers believed that there was need to expand Employment Navigators' resume training to help TSMs create tailored resumes, especially for the federal resumes, which have specific requirements. While some locations have quarterly federal resume and hiring workshops, the timing of those do not always work for TSMs on short transition timelines. There was a suggestion that all Employment Navigators become certified resume writers, even if they only review and help tailor resumes, because Employment Navigators without a background in human resources or recruiting may struggle with providing a quality version of this service.

Now that we focus on Employment Navigator services before the partner services, we don't have a set resume template. That is what people come to me for. If we don't specifically have resources or training for this, we don't have a good base of knowledge for Employment Navigators that don't have a background in human resources or recruitment. ~ Employment Navigator

If we could get a DOL-approved template for civilian and federal resumes, that would be a game changer. Clients lose track of the CRS manual they get with resume templates, so if we could email templates to clients and have them replicate it for us to review, that would help a lot. ~ Employment Navigator

The other frequently mentioned gap was more training for Employment Navigators on interview preparation and clarity that this is a service Employment Navigators can provide.

Anything taught in the DOL classes that can be applied should be part of the ENPP, such as cover letters, salary negotiation, and mock interviews. I did interview prep with a client today and asked him to send the position description, company research, and then I was able to gather the most important interview questions for the field that he's going into. The feedback that I've gotten for the interview prep so far is that it was helpful and meaningful for them because they didn't interview to come into the military, so they're not used to it. Interview prep should be part of something we do to help them pass the interview. I don't know if they're getting that across the board because it's not listed as an ENPP service. ~ Employment Navigator

I credit interview prep as interview credentials, salary negotiation falls into labor market information, and cover letters work hand in hand with the resume review. I find loopholes to figure out how we can provide as many helpful services as possible because I consider anything covered in the DOL workshops as fair game. I think interview prep is definitely a very important Employment Navigator service that we provide and maybe breaking out a specific category for that would be helpful so we can track how often we're providing that service. ~ Employment Navigator

Other identified service gaps included:

- Providing help with cover letters and salary negotiation.
- Expanding partners in areas where there are gaps, or Employment Navigators cannot provide the services themselves. An example was partners that provide legal services for veterans with discharge statuses due to administrative dismissals related to people not getting the COVID-19 vaccine. [Note that since this comment was made, the law mandating COVID-19 vaccines for the military has been lifted, though many were discharged prior to the change.]
- More information on state guidelines for commercial driver's licenses.
- At OCONUS sites, more information for TSMs about the logistical processes of staying overseas.

While most feedback on the services and quality of the Employment Navigators was positive, there were some comments regarding a negative experience with an Employment Navigator not being the right fit for the role or not providing a quality service.

I have mixed feelings. I dealt with two Employment Navigators...the first did not meet my expectations. The 2nd person is proactive... the Employment Navigators have to understand each person they work with. For example, transferring to police is easy but developing or transitioning soft skills to corporate America is where an Employment Navigator can provide insight and help getting jobs at companies looking to hire military. The [first] Employment Navigator didn't give me that unique or specific insight. The Employment Navigator needs to consider rapport and soft skills with the TSM, regardless of their desired career post-transition. Employment Navigators should also have information about the job markets to provide TSMs. ~ TSM

I have a security clearance and a recruiter reached out to me asking me for a resume. He essentially laughed at my resume, but my Employment Navigator had thought it was good. Maybe more constructive criticism from Employment Navigators about the resumes [would be good]. ~ TSM

Employment Navigators want more opportunity to meet with each other for peer-to-peer exchange to improve services to TSMs

Employment Navigators stated that more opportunities to engage in peer-to-peer exchanges would help them learn from each other, standardize processes, and brainstorm how to navigate certain situations with TSMs.

If we were able to interact with each other more and discuss our cases, I think we might become more familiar with the processes. We wouldn't have to identify the cases, but rather discuss general notes about each case to gain different perspectives from other Employment Navigators. ~ Employment Navigator

I think if we were able to discuss it amongst each other, we could get some suggestions to navigate issues more effectively. ~ Employment Navigator

Populate the CMS with TSM Data, Services Provided, and Connections Made

As discussed in the data section, Employment Navigators are using TENS to enter client data and document all forms of communication as well as the services provided and partner connections. Lead Navigators considered case management and documentation to be very important because of the QC process and because it's needed for continuity of services if an Employment Navigator leaves.

What is the number one part of our job? Case management. If it's not documented, it did not happen, and we are being QC'ed daily. My advice is just to become prolific in managing our cases. For example, we had an Employment Navigator leave, and it was almost a disaster for those who had the cases reassigned to them.

~ Employment Navigator

Employment Navigators have left the program and made messy file transfers to others [and I had to repeat some steps for my new Employment Navigator to know where my case was]. ~ TSM

Perform the CRS Verification

Historically, the services have completed the CRS assessment and made the warm handover to federal agencies for additional services. At the ENPP sites, DOD and DOL agreed to a new process (per Employment Navigator training materials):

1. The Services' TAP counselors refer TSMs that have yet to meet the CRS to Employment Navigators for CRS verification.
2. The Employment Navigator completes the intake using the CMS.
3. If the TSM cannot meet the CRS before separation, the Employment Navigator offers services, connects the TSM to a partner, or conducts a warm handover to a state workforce agency.
4. DOL data reports to DOD ensure the services' transition staff that the warm handover process was completed.

Employment Navigators were generally not performing CRS verifications. They do not have access to form DD2648¹² on which these data are captured nor are they invited by DGRs to the one-on-one or group Capstone events. National pilot staff noted that warm handovers are small or nonexistent at some sites because on-base transition staff work very hard to ensure TSMs pass CRS, and in fact some sites have indicated everyone is meeting CRS.

¹² U.S. Department of Defense Form 2648 is a pre-separation counseling checklist for active component (AC), active guard reserve (AGR), active reserve (AR), full time support (FTS), and reserve program administrator (RPA) Service members.

No one is not meeting CRS. I meet with TAP managers and argue with them over that, but the standards for meeting CRS are very, very low, so they may not be referring them to us. If TAP is just going to get them a resume and send them out of the door because they are meeting CRS—but that’s really doing a disservice to the TSMs. So, I still go to the TAP managers and ask them to refer clients to Employment Navigators, so they can still service them/refer them to AJCs. ~ Regional Manager

As an AJC inside a base, I don’t see the number of referrals I’d expect based on this area’s large military population. I am not sure if it is or is not working, but I don’t have any data to say that definitively. ~ AJC partner

Partnership Development and Warm Handovers and Connections

This section examines the degree to which DOL has continued to develop governmental and nongovernmental organizational partnerships as described in the ENPP logic model, and shown in Table 12. It also examines the degree to which Employment Navigators are making warm handovers and connections to governmental and nongovernmental partners as planned and the progress on achieving outcomes in both areas. This section is organized around the activities listed in the logic model pertaining to partnership development and warm handovers/connections.

From the participants included in the study, it appears that warm handovers and connections do link TSMs to partners for the services requested, although there is room to make the processes operate more smoothly. A majority of TSMs indicated that Employment Navigators connected them to partners based on their career goals, although not necessarily as identified through formal self-assessment or the CRS verification process (as discussed in the previous section).

Table 12. ENPP Partnership and Warm Handovers/Connections Activities, Outputs, and Short-Term Outcomes

Activities	Outputs	Short-Term Outcomes
<p>Partnerships</p> <ul style="list-style-type: none"> Establish eligibility criteria and an approval process for governmental and nongovernmental partners. Identify and onboard nine “test” nongovernmental partners. Catalog services offered by partners. Develop a CRS verification process for Employment Navigators. Develop warm handover/connection processes (not inclusive of local partners). 	<p>Partnerships</p> <ul style="list-style-type: none"> Partnership strategy established (VETS) MOUs established with all governmental and nongovernmental partners 	<p>Partnerships</p> <ul style="list-style-type: none"> Warm handovers and connections effectively link TSMs to partners for the services requested.

Activities	Outputs	Short-Term Outcomes
<p>Connections and DOL Warm Handovers</p> <ul style="list-style-type: none"> Connect TSMs to governmental and nongovernmental partners to address their needs. Make warm handovers to governmental partners for TSMs who do not meet the CRS. 	<p>Connections and DOL Warm Handovers</p> <ul style="list-style-type: none"> Type of connections made (e.g., governmental/ nongovernmental), including the number of confirmed warm handovers to AJCs and the number of connections made with confirmed receipt Amount of time from connection made to actual engagement with a partner Number of connections made to approved partners in relation to the number of TSMs exiting the ENPP 	<p>Connections and VETS Warm Handovers</p> <ul style="list-style-type: none"> TSMs connect with relevant partners for services based on the goals/career pathway identified by TSMs in self-assessment and the CRS verification process.

Notes: AJC = American Job Center
CRS = Career Readiness Standards
MOU = Memorandum of Understanding
TSMs = Transitioning Service Members
VETS = Veterans' Employment and Training Service

Establish Eligibility Criteria and an Approval Process for Governmental and Nongovernmental Partners

By the end of the first half of the pilot, VETS had built processes for engaging governmental and nongovernmental partners. On the nongovernmental partners' side, prior to pilot launch, VETS had engaged nine "test" partners that were willing to work with VETS to develop feasible processes for connections. As planned, following finalization of the ENPP partner MOU in September 2021, VETS started the process for engaging additional partners and at this time has expanded the network of approved partners to 38 agencies.

There is high engagement with nongovernmental partners, with room to improve

Nongovernmental partners expressed a high level of engagement and were satisfied with the program, overall. They agreed that the ENPP has been a successful initiative and has "gone really, really well." They also praised the effort by the National pilot staff to address challenges and adapt the program as the pilot has moved forward.

For me, I'm a veteran myself, and I think it's a good program. I think the buy-in is important because there's a lot of resources out there. ~ Nongovernmental partner

Despite the challenges, they've done a really good job of adapting as things move forward. I think it's been more successful than anything. ~ Nongovernmental partner

However, some partners expressed frustration at the lengthy approval process and the ENPP time commitment with one partner stating, "they ask a lot of us." Additionally, despite VETS's attempt to gain partner input on program processes and collaboration through their monthly partner meetings and the Educate and Share Series, the partners did not feel as if their voices were heard nor did they find them very helpful. When asked what advice they might have for new partner agencies, several individuals stated that having honest

conversations up-front about the expectations was key and despite their frustrations and the challenges they have faced, they believed the program is a success.

The issue with the Educate and Share series is that 80% of people there are partners, and the rest are Employment Navigators. So, there's a lot of info sharing but there's no Employment Navigator presence to provide their side of the conversation and hear what we have to say. It gets frustrating. ~ Nongovernmental partner

Identify and Onboard Additional Partner Agencies Beyond the Original Nine “Test” Nongovernmental Partners and Catalog the Services Offered

As planned, VETS identified and onboarded additional nongovernmental partner agencies to complement those provided by the initial nine “test” partners. The goal of adding more partners was to diversify service offerings and increase the number of best-fit partners and connections for clients. These nongovernmental partners provide services including apprenticeship opportunities, digital matching, employment mentorship, employment networking, hiring events, placement services, referrals to employment opportunities, training, and wraparound services. During the initial pilot period, VETS undertook a process to have each nongovernmental partner identify (“catalog”) the services they offer to guide Employment Navigators in connecting TSMs to partners who could best address their needs.

Cataloging of partner services is valuable, but could be improved

In the service cataloging process, many partners self-identified as offering overlapping services. Employment Navigators are still given discretion about which connections to make based on a TSM's needs rather than a strict formula to follow. This has been good for providing individualized services, but continues to result in inconsistency or missed opportunities. As suspected during the initial pilot phase, the infusion of new nongovernmental partners into the mix has made the connection process even more inconsistent and difficult for Employment Navigators to navigate at times. Many Employment Navigators wished they had, and in fact recommended, a quick partner reference guide that details the partners' services, populations served, geographic locations, and communication timeline.

A quick reference guide would be phenomenal with more resources for searching through existing partners. We're pushing 30 partners and they're going to keep coming. I don't have the brainpower to absorb all of that. ~ Employment Navigator

My plan is to put together a quick reference guide. Going onto the computer for that information is nice, but it can be a lot sometimes, so it might be nice to have a binder to reference as well. I met with a client today that was interested in a partner that would provide services in [state]. I couldn't remember the information offhand, so I told the client I would research them and follow up with the information. To that end, I remember the general locations, but I'd like to be able to turn to a quick reference guide that lists the partners geographically and their services. ~ Employment Navigator

The cataloging might also benefit from a more judicious method when listing partner services. National pilot staff identify and list all partners' primary and secondary services.

This can lead to a lot of service overlap, so listing primary services only might help streamline the process.

When we initially onboarded, [National pilot staff] worked really hard to extract everything we provide, marking us as providing many different services when they might not be available. Maybe try to mark us in the system with our primary services, not ALL the things we do as organizations. ~ Nongovernmental partner

Additional Partners Are Good, but a Limit on the Overall Number of Organizations Might Be Necessary to Ensure Good Partner Connections

National pilot staff, Employment Navigators, and partner agencies themselves have all recognized the benefit of adding more partners to the program but have also expressed concern over having too many. National pilot staff noted that a key feature of the ENPP was to help TSMs navigate the partner “sea of good will.” TSMs and military spouses are often bombarded with resources, and it is the Employment Navigator’s job to filter and recommend organizations. The Employment Navigators help them plan for their goals using organizations as tools to get there. The connections and the navigation around them are what the program is all about. However, Employment Navigators have noted that it is becoming increasingly challenging for them to do this as the number of partners grows. They are trying to ensure that they are not playing favorites or showing bias toward certain partners while also not overwhelming TSMs with too much information. One TSM noted:

Even just three partners was overwhelming, they were sending me lots of emails. It was like getting information through a fire hose. ~ TSM

And Employment Navigators had a lot to say about the increased and growing number of partners.

I don’t think I have had enough instances of clients being able to pick a partner that is the best for them to get services. It will continue to get worse as more partners are added. I send them the links of all partners that provide the services they are interested in and as we add more partners, the email is going to be a page full of links. It will be overwhelming for them. The Employment Navigator information page on the DOL website provides all the links, but does not distinguish which base/services they provide [services to]. They can click through all the links, but it’s just too much to click through each one to find best-fit partners. If they have to do that when our partner numbers go up to 100, we will lose clients. ~ Employment Navigator

There is an aspect of overwhelmingness to the number of partners. I think it would be great if we could have trial periods with partners to figure out what will work and won’t work before we get to 100+ partners. There’s going to be 20 that we will forget about and that’s not fair to them, us, or the clients. ~ Employment Navigator

The partner agencies also felt it would be better to limit the number of organizations and people serving the TSMs to provide better services. Their suggested approach was to limit the number of partners in each focus area to two or three organizations and then determine new partner additions based on specialty services or specific areas that are not currently being met.

The more partners that join, the muddier the waters get, so I think educated choice is important. ~ Nongovernmental partner

Although the dynamics have shifted with the additional partners, National pilot staff have worked hard to create a collaborative environment that is focused on keeping the goal of their clients in mind, while also trying to be responsive to their Employment Navigators' needs. As the onus over partner connections is on the Employment Navigator, both National pilot staff and Regional Managers are cognizant of the added burden. They recognize that it is not realistic for an Employment Navigator to be an expert on 50 to 100 partners and do not want to overwhelm their teams.

We continue to have a very collaborative team, despite the challenges in the number of agencies and partners. We uphold cross agency collaboration. We think about nongovernmental partners, we are showing strong growth with both public and private partnerships to ensure the success of TSMs. ~ National pilot staff

For Employment Navigators, we don't want to add more burden to their workload. Beyond 40–50 partners would probably be too high. Clients probably should not work with more than two to three organizations so as not to stretch them too thin throughout the process. Generally, Employment Navigators are there to select partners for the client based on what the client needs, so the discretion is left to them. ~ National pilot staff

Despite the Additional Partners, There Are Still Noted Gaps in Services

TSM and military spouse needs vary greatly so it is hard to pinpoint a specific set of most needed services. However, National pilot staff, DGRs, and Employment Navigators all recognized that while a lot of new partners have joined the ENPP in recent months there are still gaps in specific services that could benefit participants. One of the more prominent gaps mentioned was housing.

Something we are lacking is a central resource that could help clients with housing, especially in smaller markets. There really is just no resource that we can give them there. ~ Employment Navigator

Housing costs and financial stability are still issues. We're in a unique economy right now and depending on where you are you can have a great job and still not have housing. ~ DGR

Additionally, both Employment Navigators and DGRs see the need for national legal services. Currently, there are no resources for connecting TSMs to local pro-bono attorneys.

I would say one of the gaps we'll see in the coming months will be legal services for veterans with discharge statuses as we come out of a period of administrative dismissals. This is mainly for service members who didn't want to get the vaccine. People are lacking education and knowledge of resources. It's difficult to get someone with legal experience and ability to help with specific VA-related processes as well. This will be related to appeals processes for both COVID-related and non-COVID-related things. ~ DGR

Other gaps in services noted by Employment Navigators and DGRs included assistance with targeted resumes, especially federal resumes, and more in-depth offerings for interview techniques (as noted earlier). Services geared toward children and other dependents of TSMs were also mentioned by Employment Navigators as a missing resource. Clients will come to them seeking assistance in finding employment for their children and they have no resources to provide. Training for clients that have lost their GI bill and need different funds to pay for education is another area Employment Navigators feel could be beneficial for TSMs. On a positive note, Employment Navigators were grateful for the addition of an organization that will assist with previously incarcerated individuals.

National pilot staff mainly felt the biggest gap centered around apprenticeship opportunities, especially within certain industries. They would also like to see more organizations that provide wraparound services within communities. It was noted that a lot of organizations will say they provide wraparound services, when they in fact do not. And for some organizations that do provide wraparound services, they are typically connected with local state workforce agencies and have a very narrow or local area of coverage.

It would be nice to expand apprenticeships beyond blue collar work, so maybe adding connections to IT apprenticeships, although I think that's getting ready to be covered in the next partner cohort. ~ National pilot staff

The value of apprenticeship opportunities was further supported by the success of a TSM and military spouse as told to us by a Lead Navigator:

Employment Navigator Perspectives: Client Vignettes

An enlisted TSM came to the ENPP and his spouse followed later. They both met with the same Employment Navigator individually and entered the VETS apprenticeship program. In the apprenticeship program, they pursued IT certificates online and each of them got a job offer in the United States. It was great to witness them grow from their insecurity about their future and help them have more confidence to transition out of the military.

– USAG Bavaria

National pilot staff are continuously monitoring the primary services Employment Navigators are addressing and plan to reevaluate partner services as new cohorts onboard. They want to identify areas that are top heavy and areas where they have the most demand for partner services.

Develop a CRS Verification Process for Employment Navigators

See earlier section, “Perform the CRS verification.”

Develop Connection and Warm Handover Processes

As noted, the processes for Employment Navigators to make connections to nongovernmental partners and warm handovers to governmental partners (for TSMs not meeting the CRS) were structured prior to the pilot launch and evolved as the pilot got underway.

The process for connecting TSMs to AJCs could be improved

By all accounts, the process for connecting TSMs with local AJCs in their post-separation locations via state workforce system POCs remains clunky. AJC partners claim they have not seen any improvement in the referral process and remain frustrated. In their minds, the referrals and connections are anything but warm handovers. Specifically, providing just a name and email address is considered a poor handoff. The limits on data sharing between Employment Navigators and AJC staff are also still inhibiting effective case coordination. For example, Employment Navigators cannot share the city or ZIP code for the TSM's intended destination with the state workforce system POC, so the POC needs to re-collect that information from TSMs to identify the correct local AJC. To AJC staff, the ENPP seems to duplicate steps they are already doing. They find the email template for handoffs generic and poorly written, with at times just a first name. The email doesn't explain what an AJC is, what the organization does, or provide the AJC's POC so that the TSM knows to expect an email from them. AJC partners would prefer to have TAP briefings provide TSMs with AJC contact information or a QR code to contact them directly, rather than the current process for handoffs.

As far as warm handovers are concerned, there is a lot to work on there. The AJC is interacting with Employment Navigators, giving them space in the centers, but again we can't give them things like exit dates unfortunately, so it creates another awkward exchange. ~ Regional Manager

I was initially very excited by the ENPP and the "warm handoff" scenario because that is one of our successes. If I give a veteran my card and ask them to call, 90% won't follow up. But I don't get a warm handoff from ENPP, I get an email with contact information for a Vet who is looking to move to Montana. ~ AJC partner

There is a lack of connection. I try and get details on a referral like "What city is the TSM going to?" but details like that are hard to get. Getting this information makes a huge difference and limits the emailing back-and-forth. As of May 2021, they finalized the Eligibility Triage Form and I think it would be great to get that filled out with the "warm handoff." That would limit the email traffic. With the triage form, we can hand the referral directly to Disabled Veteran Outreach Program Specialist (DVOPS) or hand it off to our team lead for assignment with a career specialist. ~ AJC partner

One approach that some Employment Navigators used was to have TSMs register for AJC services via the state workforce portal while they were in the meeting—similar to how the connection is made to nongovernmental partners. This web portal approach might also be a good way to facilitate warm handovers for CRS cases because it leverages existing public workforce system infrastructure that VETS and states invest in, rather than creating a parallel ENPP-only system.

ENPP could have [TSMs] sign up for state systems like [state site] to create a state ID in a location of choice for the TSM. This only takes 12 minutes. TSMs will also provide contact information and relocation site at sign-up. If the TSM identifies an SBE [significant barrier to employment], DVOPS [Disabled Veterans Outreach Program (Specialist)] will contact them automatically, at least for TSMs in the U.S. ~ AJC partner

Employment Navigators' inability to contact or communicate directly with both governmental and nongovernmental partner agencies is a challenge

Early in the pilot, Employment Navigators were frustrated at not having a way to see if governmental and nongovernmental partners received the warm handover/connection and accepted the TSM as a client ("closing the loop"). This frustration was acknowledged at both the national level and by ENPP staff at the bases we spoke with. It was hoped that TENS would solve this issue for Employment Navigators; however, it has not, and Employment Navigators are still frustrated that they cannot contact partners directly and feel it interferes with the continuity of services to TSMs. It also limits their ability to have an accurate understating or perception of partner responsiveness and engagement with their clients.

We refer the TSMs to partners, but we can't make them do it. We have to go off of their word, and we have learned to take TSMs' word with a grain of salt. We're not allowed to have a point of contact or speak with any of the partners.

~ Employment Navigator

In my experience, partners are responsive if the client is as well. You don't ever know the full story and you can't really verify if the client got back to them. For the most part, if the client is taking the lead, they are usually responsive. ~ Employment Navigator

On the receiving end, several partners expressed frustration and a parallel concern over their inability to directly communicate with Employment Navigators. They feel that by connecting directly with Employment Navigators there would be less confusion over what services they provide and how they can best help TSMs.

We never have the opportunity to talk face to face with the Employment Navigators to get on the same page. It would be good to have a meeting where the partners say what they do and the Employment Navigators ask questions. The Educate and Share topics are really generalized and aren't very helpful. ~ Nongovernmental partner

Not being able to contact Employment Navigators directly is problematic for us. There are no better networking opportunities, so it stifles us a little bit. ~ Nongovernmental partner

I'd like to develop more of a relationship with the Employment Navigators. I'd like to see a little more interaction between the Employment Navigators and the rest of us in the field. ~ AJC partner

Some partners had a different view and didn't think the ability for direct communication with Employment Navigators was a good idea.

From our perspective we've had the opposite problems. Employment Navigators try to reach out to us with questions we don't have answers to. We have a lot of referrals coming through, so there are times where it might be good to talk with an Employment Navigator, but it's best to go through the established system (TENS). There are pros and cons, and at a certain point the service member isn't supposed to talk with the Employment Navigator, just with the partner. ~ Nongovernmental partner

I don't think a networking opportunity is as clear cut as that. There're some cases where we communicated with the Employment Navigator because of a special circumstance. For example, a spouse getting cancer and the job search getting called off or a mental health issue they see that the Employment Navigator can help refer for.
~ Nongovernmental partner

Connect TSMs to Governmental and Nongovernmental Partners to Address Their Needs

A primary purpose of the ENPP is to help TSMs navigate the vast number of services offered to them and identify services that will aid them in their job search. All Employment Navigators mentioned making connections to governmental and nongovernmental partners, and most TSMs we spoke with mentioned having received a partner connection.

Connecting with partners is a value-added service of the ENPP for TSMs

Employment Navigators appreciated having a network of partners to provide additional, tailored services for TSMs. They also took pride in their role helping TSMs and their spouses as they separate from the military and providing much needed support in what can be a scary and challenging time. TSMs, likewise, appreciated having the Employment Navigators' support in identifying useful partners. Most of them had a positive experience and felt their Employment Navigators connected them with partners that had the services they needed. In many cases the services provided by both the Employment Navigators and the partners exceeded the TSMs expectations.

During the TAP class, you are unstable and insecure about your future and trying to process these feelings, so you miss all these details. Then you have this program, where an Employment Navigator actually walks you through it. The Employment Navigator took a little bit of the edge off. You build a rapport, and it is more personal to you. My Employment Navigator was good and on top of it. Every week, she would check in with a text message and offer to provide more resources, and she followed up to make sure I was good. ~ TSM

Among the TSMs we spoke with, there were generally no concerns about the process for getting connected with partners. Multiple TSMs mentioned that partners were quick to get back to them to initiate services. The majority of TSMs interviewed cited Hire Heroes as the best resource or most helpful partner connection that was made. Their resume services were praised often. As noted, a few TSMs wished for help with a federal resume. Others enjoyed the LinkedIn connection and the ACP mentorship. One TSM mentioned frustration over the high counselor turnover at Hire Heroes that they experienced, but that was offset by the engagement of their Employment Navigator. A few others indicated they were not contacted in a timely manner by the partners they were connected with. Several Employment Navigators provided client vignettes that mentioned the use of partner agencies to address the needs of clients, advance job search readiness, or even secure employment, as seen in the following text box.

Employment Navigator Perspectives: Client Vignettes

A TSM was looking for assistance with the job application process, including where and how to start the job search. We connected the client to Recruit Military, where he was able to find a position in his career field of interest as a Social & Digital Media Coordinator. Our guidance in starting the job search and targeting his resume was critical to landing this position. – **Kadena Air Force Base, Okinawa**

One TSM was very young and on the line for an involuntary separation. Through the support of ENPP, he was able to handle the stress of his situation and look towards his future optimistically. After completing career exploration exercises to identify his passion for nature and environmental sciences, he was referred to ACP to gain a mentor in the field and also Onward to Opportunity. We also provided guidance on creating a plan B to work in his current field of Aircraft Maintenance should he need more immediate employment. The client was able to return to school while also pursuing a PMP [Project Management Professional] certification through Onward to Opportunity. – **Kadena Air Force Base, Okinawa**

One client utilized Employment Navigator services for mock interview preparation and resume assistance. We helped him develop a strong application package and connected him with Still Serving Veterans. Employment Navigator services and Still Serving Veterans did wonders to increase his confidence, and directly increased the calls and offers he received from employers. – **Kadena Air Force Base, Okinawa**

An enlisted client was transitioning out of a heavily military-centric career field and had major concerns about “civilianizing” himself and his application package. The Employment Navigator provided detailed information on available SkillBridge programs and helped the client navigate the SkillBridge website to find a strong cybersecurity opportunity. The client was also connected with Onward to Opportunity and Combined Arms for additional certification and wrap around services, respectively. He is currently finishing up his SkillBridge program, including a handful of IT certifications, and thriving on the civilian side of life! – **Kadena Air Force Base, Okinawa**

Connecting OCONUS TSMs and military spouses to partners can be challenging

One major challenge consistently cited by OCONUS Employment Navigators was the lack of partner services and options offered to TSMs overseas. This is especially true for TSMs that want to remain overseas. They are very limited in the partners they can use because of the logistical support required.

We are overseas, and that presents a challenge with partners because many clients want to remain overseas. We have had to make partners know that clients won't register if they can't work with them overseas. These concepts are not always discussed in the CONUS when making decisions about new partners. From the new partners, I can see that there are more wraparound services and training, but they are not relevant to OCONUS clients. ~ Employment Navigator

One challenge of being OCONUS is that some partners will not work with clients until they are stateside. It can be difficult to help clients plan out their lives in situations like that. ~ Employment Navigator

The OCONUS Employment Navigators indicated that when they can communicate effectively with partners and their clients, they do well. And when the clients are proactive

and do what they need to do (e.g., create profiles), partners can meet the needs of TSMs and military spouses. However, they feel the process could be improved for OCONUS TSMs. The time difference is a big challenge when trying to access partner services. OCONUS TSMs experience intermittent assistance with a lot of waiting, which is discouraging and deters them from completing the necessary steps. As a possible solution, one Employment Navigator suggested a third shift employee be put into place to help OCONUS clients. Another suggested that the ENPP investigate working with some of the overseas on base contractors.

Adding partners that specifically cater to those who want to stay overseas would really help us. We don't have access to the many contractors on base through our partners. If some of the partners could partner with the contractors or the contractors could be part of the partner organizations, it would allow us to focus services to those clients that want to stay overseas. ~ Employment Navigator

The program has had successes in connecting partners to a more comprehensive client base

An area of growth for the program has been the ability to serve a more diverse client base. Several Employment Navigators shared their happiness over now being able to offer services and assist TSMs with varied backgrounds, such as individuals who were previously incarcerated or those with other than honorable discharges. Additionally, partner agencies expressed their excitement and appreciation for the increase in referrals and engagement of junior enlisted individuals.

I have been really excited to see the number of junior enlisted personnel engaging. Reaching that population has been a big success because often the buy-in is low, and they have to come back a year after transitioning. ~ Nongovernmental partner

I think one of the biggest successes is being able to help TSMs from other than honorable discharges all the way up to high-ranking positions and help them into a good transition plan. Being their cheerleader is a great process. ~ Employment Navigator

Employment Navigators took different approaches when selecting partners to connect with TSMs

The ENPP model allows for TSMs to be connected to more than one partner based on the variety of services the Employment Navigator assesses they would benefit from. This allows TSMs to get more of their needs addressed quickly and to have a choice of service providers. As was stated in the interim report, receiving multiple connections to partners (2.6 per TSM¹³) may make the next step for a TSM less immediately clear. This holds true now more than ever with the growing number of partner agencies and the expectation for Employment Navigators to not show favoritism toward certain organizations.

There were several different ways that Employment Navigators “navigated” the additional number of partners when making connections. Hardly any Employment Navigators claimed to just send the links for all partners. Most had some method for choosing which partners were the best fit for their clients. Many internally tracked partner responsiveness and

¹³ Among TSMs with a partner connection, on average, across the three sites.

engagement with their clients over time. Some liked to test them first to get an understanding of how they operate. They asked clients to try out a partner to see if they were responsive. Others used verbal feedback about their clients' experiences with partners.

I shy away from lackluster partners. We talk to clients and our coworkers to identify the partners that work well with us. ~ Employment Navigator

We are not supposed to favor one partner over the other. However, all of us in the game have learned the track record of partners in the past and that determines how we market them to clients based on the best fit they require. Personally, if I know a partner has a bad track record, I won't recommend them to the client because I don't want a bad representation of the ENPP. ~ Employment Navigator

Several Employment Navigators mentioned that they rely on their best judgment. They reiterated that their goal as an Employment Navigator is to actively listen to their clients' needs and filter through the partner services to find them the best connections. Their process is to send only two or three at a time and only add more as is needed. They don't like wasting time with resources that are not relevant for their client.

When we initially went through training, it was beat into our heads that we can't show favoritism towards partners. Now, we're moving into a time where we will never be able to mention all the partners, especially considering the amount of time we have with the clients. So, I send the first three partners that I think of. I also show them how to see all the links so they can explore additional partners. ~ Employment Navigator

Focusing on little things that set partners apart, such as the location that partners serve, is usually my direction. When it comes to not showing bias, I do not tell clients everything about each applicable partner. They're coming to me because they are getting a fire hose full of information and don't know how to filter through all of it, so it's not advantageous to give them each partner. ~ Employment Navigator

I present partners to the clients that I feel best fit their needs. That also applies to partners that provide services that the client may need over time, so I may add partners further into each client's process. Or I will introduce them to three to four partners. Each partner has its own nuance, so we learn a lot from the partner videos. ~ Employment Navigator

There is a difference between the number of links sent and the number of partners TSMs and military spouses work with. While there may be many partners that can be provided, and an ideal number is hard to determine given the varying needs of the clients, National pilot staff indicated they prefer that TSMs and military spouses work with only a few at a time—regardless of the number of options they were provided with.

We will not limit the number of partners a client works with, but ideally, two to three partners is best. We [try to ensure] Employment Navigators get TSMs down to only a few. If they choose five, then the Employment Navigator will encourage them to research and narrow it down. ~ National pilot staff

TSM Engagement After Partner Connections Remains a Concern

Both governmental and nongovernmental partners voiced concern and frustration over the limited or lack of engagement by TSMs or military spouses after their referrals. They indicated that as many as half their referrals are not following the road map and not completing even the simple first steps, such as registration. Reaching out to unresponsive individuals is labor intensive and partners struggled with how many resources to devote to them. Many suspected that the TSMs are likely overwhelmed and flooded with too much information.

Eighty percent referred to us have done nothing—not even registration. The onus is on the service member, but I don't know if they're just flooded with materials. ~ Nongovernmental partner

TSMs get so much information, when they hear from us, they don't want to engage. About half of the people, we reach out to don't engage. Reaching out to people that are not responsive is labor intensive. ~ Nongovernmental partner

They expressed a desire for engagement metrics that could help them allocate resources (e.g., spending less time on those who are unresponsive). While providing requested reports, some noted they were not getting what they asked for from the Employment Navigators. Additionally, they requested some guidelines or best practices for how to engage their referrals. At times, the partners felt the Employment Navigators were not necessarily providing TSMs with the best partner fits. Many TSMs had no knowledge of their organization or the services that they provide, and the partners felt that it didn't matter how they identified themselves, the TSMs just couldn't decipher all the information. They didn't know if the partners were government organizations, a contractor, or even part of VETS.

The quality of the referrals is important—we don't have enough information often and people don't really know what they signed up for. And this problem has gotten worse since the beginning. I think they're just being referred to so many partners and they're confused. ~ Nongovernmental partner

It's hard to know how many of the service members that were referred actually needed that service. We don't know if they showed 20% interest or 90% interest. ~ Nongovernmental partner

If we had some metrics and best practices as far as getting people to engage, that would be great for us. ~ Nongovernmental partner

Partner connections and warm handovers are more successful for TSMs and military spouses that are proactive

Partners and Employment Navigators agreed that from their point of view TSM and military spouse success in the program relies heavily on the TSMs/military spouses' initiative and involvement. Those who are proactive and take a more active role in the process have better outcomes and a more positive experience than those who do not.

The people who actually take advantage of the program always seem to have success. ~ Employment Navigator

The biggest successes happen for the people who are introduced to us 3–4 months from separation and are interested and engaged in finding their next career path. The success rate when we do that instead of letting them do the research on their own is greater. ~ Nongovernmental partner

At the end of the day, they are grownups, and it really is up to them to sign up for the services. Unfortunately, a lot of them don't. ~ Employment Navigator

This theme was antecedently supported through the TSM interviews conducted by our evaluation staff. When reviewing our notes, we discovered that TSMs who reported following through and completing the tasks assigned by both their Employment Navigators and partner connections found the program to be beneficial, and in many cases were successful in securing employment. This contrasted with the TSMs who discussed feeling overwhelmed and not taking initiative in the process. In these instances, the TSMs expressed less enthusiasm for the program and did not have as much success.

TSMs are finding jobs and securing employment in a desired career

The intended goal of the ENPP was not just to help TSMs and their spouses find jobs, but to help them identify their military skills and connect them with a best fit career. Throughout our interviews, National pilot staff, DGRs, Employment Navigators, and both governmental and nongovernmental partners discussed the successes of the program and finding TSMs jobs. Some DGRs recognized that they were able to assist more individuals and “put them in actual jobs” because of the added hands and man hours the ENPP provided. Additionally, the data, survey responses, and individual success stories suggest that the ENPP is having a positive impact and its intended goal is being realized.

The biggest success of the ENPP is individuals being put in the right position for the career they want to have. That has really come through the survey data and responses. The surveys tell us that the Employment Navigators and partners really helped clients identify their path and kickstart the process to following their career. Seeing the impact on the individual level makes it worthwhile. ~ National pilot staff

I can't argue with the overall success rates with DOL's approach and different programs. Back in 2012 we had an 8.1% unemployment rate amongst veterans and that is down to 2.7% now, so it's shown amazing results. ~ DGR

I think finding people jobs is a really good thing. We have gotten people jobs in Maine and California, and we are in the middle of nowhere with no big cities nearby. At least for my team here, I think they do a good job of getting people into actual jobs, and we couldn't do that with the hours we had before the ENPP. ~ DGR

The biggest success is knowing that TSMs are coming to our state, and we can connect them to areas they desire to live. In 18 months, we've helped eight or nine people and that's better than zero. ~ Nongovernmental partner

Make Warm Handovers to Governmental Partners for TSMs Who Do Not Meet the CRS

See earlier section, “Perform the CRS verification.”

Data Systems

In this section, we address to what degree the pilot was implemented according to the logic model with regard to pilot data systems and any differences noted between sites. Table 13 lists the planned activities, outputs, and short-term outcomes from the logic model. The remainder of this section is organized by the six activities listed in Table 13.

When the pilot began, National pilot staff were using an existing CMS—TAP4ME—as an integrated and comprehensive repository for training materials and to track all Employment Navigator-participant interactions and partner referrals while awaiting the development of the permanent CMS. At the end of the first year, TENS was not yet operational due to development delays; it became operational on December 13, 2021. Since then, data collection, reporting, TSM exit surveys, and scheduling have been systematically added as functions.

QC activities have been robust and have included record reviews and in-person site visits. The TSM surveys are continuing, although response rates have continued to be low. The MOU to use the NDNH data was received in December 2021, with the first datafile submitted for matching in September 2022. Since then, VETS and Serco have been working to process the large database and match records to ENPP participants.

Table 13. ENPP Data Systems Activities, Outputs, and Short-Term Outcomes

Activities	Outputs	Short-Term Outcomes
<ul style="list-style-type: none"> Develop data tracking and reporting systems for external and internal groups and partners. Implement the CMS(s). Perform QC analysis on Employment Navigator services via record review (Regional Managers). Conduct TSM Exit Survey. Collect feedback via the Employment Navigator Feedback Survey and meetings with Employment Navigator Managers. Access the National Directory of New Hires data. 	<ul style="list-style-type: none"> Data elements and sharing strategy identified and approved. MOUs/DSAs established across all partners. Data received in a standardized format allowing linkage between external and internal data sources. Creation of a continuous quality improvement strategy. 	<ul style="list-style-type: none"> VETS/Serco adopt continuous quality improvements in response to the ENPP performance data and feedback from Employment Navigators, TSMs, partners, etc. to refine, scale, and implement the program model. VETS finalizes the ENPP model.

Notes: CMS = Case Management System
 DSA = Data Sharing Agreement
 MOU = Memorandum of Understanding
 QC = Quality Control
 TSM = Transitioning Service Member
 VETS = Veterans' Employment and Training Service

Develop Data Tracking and Reporting Systems; Implement the CMS

A data tracking system (referred to as a CMS) for collecting and storing data from TSMs was necessary for the ENPP because the needed data were not available from another source.

Specifically, accessing the DOD system and the information collected on the DD2648 form (Pre-separation counseling checklist) was not possible because Employment Navigators would have needed special equipment and a Common Access Card. TAP4ME was used until TSNS went live in mid-December 2021. TENS has since become the repository for not only data but trainings, the Desktop Reference Guide, partner information, TSM and military spouse surveys, and scheduling (previously completed through Calendly). During the interviews, TENS generally overshadowed all other concerns.

Rolling out a Minimally Viable Product (MVP) was frustrating for National pilot staff and has required many revisions

As the interview excerpts in this section show, the MVP that was launched was not what National pilot staff were expecting and did not initially meet their needs. They described it as “dominating many conversations,” “taking time away from other things,” and “clunky and not user-friendly.” Staff did acknowledge that “learning and growing will have to occur before it becomes a more mature system of record.”

Through the transition [from TAP4ME to TENS], I learned what a Minimally Viable Product or MVP is. I thought it would be closer to a draft product, but it was the opposite. ENPPs MVP was too complicated. While Salesforce is used in many different areas and is a developed product, some things did not adapt well to ENPP, and didn't really fit what we need, so many adjustments needed to be made. We expected something intuitive or easy to use and that was not the case; it is too complicated. ~ National pilot staff

TENS has been a huge challenge because the MVP meant something different to the users than it did to the contractors. It created issues with morale because it's not acting in a way that Employment Navigators were told it should act, so we're still developing it....It's had a big impact because there are new and different types of data that partners, especially, have not had to report on a mandatory basis. Overall, there are new and changing data fields and more system interaction between Employment Navigators and partners that weren't there before. There are also natural hiccups that come with new systems (whether it be training or actual bugs with the system). ~ National pilot staff

It's good because there's a lot in one place and it has a lot of structure. But, implementing it involved a lot of training. They had to train on how to use it, how to properly document information and create reports in it, and how to do quality control. It took a little bit of time to build those templates, and there were definitely some growing pains. ~ National pilot staff

TAP4ME was a very simple system to work with. We had our own data team and tech support folks if we ran into any issues. Now we are using TENS, and we are all learning. It is always changing. We're always in a growth mindset, which can be great, but with TAP4ME, you knew what buttons to push, and you knew where everything was. With TENS it's still scaling, there are always new releases, and there are always new changes. Even with the partners, we're always explaining “OK, you know this now, but in this release, there are some updates you're going to see.” I have a hard time answering questions—I do the best I can, but I wish I was able to take care of things at my level without having to pass it on. ~ National pilot staff

Relatedly, National pilot staff noted “we are always in different sprints,” which refer to short periods while developers work to accomplish a set amount of work. In mid-January 2023, the ENPP was on sprint 41, indicating the near-constant revisions to TENS since its release. National staff mentioned that in addition to triaging revisions, there have been 20 to 30 new features added that the field requested. As was done in the TAP4ME system when the pilot began, National pilot staff have, as quickly as possible, updated their Employment Navigator trainings and worked with developers to incorporate change requests coming from Employment Navigators, Regional Managers, partners, and VETS. The general process is that Serco receives release notes on Fridays and tests the functions that affect Employment Navigators. They then create storyboards, record videos of the changes, conduct user testing with draft scripts, and add or revise the story boards. Serco has established an Employment Navigator Resource Team, with one member from every location, that identifies needs, which are often TENS-related functions they wish the platform had. Finished trainings are uploaded for Employment Navigators. There have been at least monthly trainings for TENS. While the process has not always been smooth, it has improved:

Constant updates, meetings, and changes have taken place and they're constantly developing new functions. [However], there were communication issues between Salesforce teams, creatives, DOL, and Serco—we were not all on the same page, and there was no effective way to communicate all these changes. There have been issues keeping everyone informed, with Serco sometimes being left out. How problems seem from the top is not the reality of the program on the ground. The creative team was listening and adapting to Employment Navigators' issues, but these were not always what managers seemed to think was important. These issues, however, have recently gotten better. ~ National pilot staff

It took more system iterations from Salesforce to have the ability to capture the specific engagement details needed and categorize it compared to TAP4ME. After Luke transitioned out of the technical lead position, DOL had to figure out who would step in and fill that role. It was not a smooth transition or process from DOL's perspective. The process to make a change has more or less smoothed out over the past 6 months; specifically, the ticketing system from DOL has been helpful to triage those issues. The process to request new features is not yet well defined. ~ National pilot staff

The TENS transition was challenging for Regional Managers and Employment Navigators

The switch from TAP4ME to TENS required a lot of communication between Regional Managers, Lead Navigators, and Employment Navigators to ensure that everyone was aware of the changes that impacted their activities.

The addition of TENS and how things have been rolled out has also been a challenge. The tech team speaks a totally different language, so the product for the end user may be different than what is needed by Employment Navigators. Things don't seem intuitive in terms of use and language. It's the biggest concern we deal with in check-ins. Some are small issues, and some are a full stop of work. For example, one of my Employment Navigators opened TENS one day and all of her client records were completely gone. Overall, I tell [Employment Navigators] that we are a pilot program and there are going to be changes, so keep in constant communications so I can bring it up the chain. ~ Regional Manager

You don't want to complain when it is in the process of being created, recently introduced, and takes time to understand. I was on the user testing team for the product and reported to them monthly, but that does not happen anymore. As we figure things out, and I report it to my Lead Navigator, she would report it to the Regional Managers and discuss the issue and maybe do a training on it, but then nothing would change. So now I only report when things don't work. ~ Employment Navigator

Employment Navigators in both focus groups we conducted mentioned a desire for automation specifically around scheduling appointments with TSMs and military spouses.

Overall, I do like TENS more than TAP4ME, but believe it could be [improved]. You have to remember to go back to so many screens. I've worked with Salesforce in other companies, and it's been much more streamlined. I feel like I spend more time in TENS adding notes and clicking things than I really should be. With scheduler, there are many difficulties with that. It's not auto linked to our calendars, so we have to manually create the events and call clients to remind them of their appointments. It takes a long time to get those notes, and it's not just writing the notes, it's clicking everything. ~ Employment Navigator

I don't feel like our boots on the ground perspective is being considered when changes to the program are made. As an example, the scheduler program creates unnecessary difficulties, forcing us to adapt amidst everything else that we do. I actually think it will cause us to lose clients because of the confusion that happens. ~ Employment Navigator

Improvements gained for National Pilot staff with TENS are the collection of personally identifiable information (PII), enhanced partner communications, and easier tracking of Employment Navigator trainings

National pilot staff indicated that moving the trainings into TENS has made it easier to track Employment Navigators' training status. Additionally, it allowed ENPP staff to include PII, which is something staff could not do in TAP4ME. This directly addressed the concern nongovernmental partners expressed early in the pilot about the potential for data transfer liabilities and the risk of data entry issues using the Excel spreadsheets they were using. Nongovernmental partner agencies can enter and see information in TENS (again, this was not available in TAP4ME), which makes communications between the Employment Navigators and these partners run more smoothly. Advice about functionalities and features is solicited from partners during scheduled focused groups. An additional feature requested early in the pilot, now available, was the ability to track referrals.

We're able to securely collect more client identifiers, which was one of the major challenges we had with TAP4ME. To collect outcome data, we needed verifiable ID data. ~ National pilot staff

For each partner service, there are focus groups—VETS invites the partners to go through TENS to address things like, "What's working with these features for this particular service?" "What's not working and how can we make it better?" Having these focus groups have really helped the developers and [other National pilot staff]. We can look at a box or a field one way, but a partner who's engaging with the client, entering their data, may look at the field another way. ~ National pilot staff

TENS is getting better. At the beginning, it was painful and time-consuming, but they've made improvements.... We use TENS to network with other organizations. We can see what they're doing with the service members, and there's some organizations that do a really good job of that. So, TENS gives us good insights after the initial connection is made. ~ Nongovernmental partner

The responsiveness of partners to the connections and handovers varies depending on the partner and it has changed over time. I used to be very concerned about having to follow up with each partner, but TENS allows the partners check a box if they don't want us to follow up on a client (active/inactive). I'm not entirely happy with that, but it is a good resolution if they don't want us to be following up on every single client and every single connection. ~ Employment Navigator

I've recently experienced that when we check the partner services for the client and related things in TENS, there is an almost instantaneous response. Some of the partner trainings provide turnaround times for contacting the client, and then actually adhere to the timeframe they mentioned. I'm thinking that some of the partners we started off with weren't as responsive until they realized they have competition and need to be more responsive. TENS streamlines that communication and automatically identifies which partners will provide services to the client. I'm interested in seeing how it continues to develop. ~ Employment Navigator

Something lost with the transition to TENS was easily generated reports

As noted above, one benefit of TAP4ME was that tech support was available within Serco, so requests (for modifications, updates, reports) were easier. Working initially with a MVP and with an external vendor made the process more difficult. Early in the pilot, Regional Managers noted that there were “no canned management reports” in TAP4ME. They instead relied on an export feature that was difficult for those lacking Excel skills. While reporting was again mentioned as a deficiency of TENS during our interviews, National pilot staff were hopeful that once program needs were communicated to the Salesforce team, these deficiencies would be eliminated.

We have worked with DOL and Salesforce to have pre-built weekly, monthly, and quarterly reports available and standardized. When doing ad-hoc reports, however, we need to go back to DOL and Salesforce. This is something we still need help with, especially if DOL needs a report to have a certain feature (e.g., filters). It takes a bit of time to request what is needed from Salesforce. ~ National pilot staff

There have been new issues that have surfaced. One benefit of TENS is that you can scale it, but it doesn't have the ability to do as much reporting as TAP4ME. There's a whole set of requirements to satisfy in TENS: what the data fields are, how you want them interpreted, etc. ~ National pilot staff

TENS can scale as needed to accommodate added sites

National pilot staff did not anticipate any difficulty scaling TENS for either added sites or new partners. The “wish list” for National pilot staff and Employment Navigators for scaling was the ability to automate some processes for new partners, service connection, and scheduling.

I have no concerns about TENS' ability to manage scale. It has streamlined this handover/connection process, solved issues with closing the loop, and overall improved streamlining the process. I think with TENS, we are pretty much getting ready for additional partners and future scaling. ~ National pilot staff

There will be challenges with onboarding partners and building processes to ramp everyone up. There is room for system improvement of the partner onboarding piece. We'd like software to manage the behind-the-scenes coordination to integrate partners (e.g., partner profiles, marketing materials, one pagers). The system could automate these processes—such as sending information to partners and informing Employment Navigators of new partners. ~ National pilot staff

If we had a section to search/filter services and locations, that would be helpful. And then to assign that to their case—automatically sending those links so that we don't have to administrate that ourselves. ~ Employment Navigator

When you enter clients that are interested in specific services and their location, that email with information should be automatically sent and come with reminder emails. I forget to do it sometimes with all the things that we have to track. There are so many steps, and we get half an hour between clients to do them. Many automated processes would make everything a lot easier. I think it's been long enough that we've been asking for that. ~ Employment Navigator

Non-governmental partners see TENS as an improvement over TAP4ME, while experiencing common concerns

At the beginning of the pilot, partners exchanged information with the ENPP using Excel spreadsheets. Compared to that method, partners generally felt the change to TENS was an improvement and indicated that ENPP staff have been supportive. Like National pilot staff, Regional Managers, and Employment Navigators, partners were quick to acknowledge that it's a work in progress. And like these groups, they experienced many of the same frustrations listed above, noting “the never-ending cycle of updates,” providing recommendations that are not addressed, and struggling to produce accurate reports because of the labor-intensive process it requires.

We've reached out to clients and they've been unresponsive. Our process internally is to call, text, e-mail and then wait a few days and then we call text, e-mail again, and then wait a few days, and, if after six different attempts through three different methods, they have not responded to us within a week to 10 days, we consider them to be unresponsive. We can't devote a lot of resources with the thousands of people we are dealing with. So, we don't want to shut the unresponsive out, but there is nothing to say in the TENS system for clients that do not reach out, but we are still willing to serve them. Also, it's unclear to me when and where to leave notes and how forthcoming I should be in the notes. ~ Nongovernmental partner

We still work with them past 90 days, but we can't report that. If overlap of services occurs, we can't officially report it, all we can do is make notes. That restricts the report information, and that can be frustrating because that doesn't show the whole situation. [I agree] in that we do extensive notes, but when I speak to the Navigators, they aren't seeing the notes. It feels like they're not seeing our efforts. ~ Nongovernmental partner

Data sharing with DGRs is still problematic

As noted, the support of DGRs is integral to successful implementation of the ENPP. DGRs remain frustrated at the limited amount of data they receive, especially around the volume of referrals provided to their installations. They claim that without more data points, it is hard for them to recognize whether the program is working. Regional managers noted that DGRs perceive little “give and take.” National pilot staff recognize this and have noted the role that data sharing can potentially play in improving these relationships. Specifically, they noted that the data collected from Employment Navigator activities should be shared with other sites, services, and installations so that standard information is provided to each site to in turn provide to service members and others.

One of the areas I have been most disappointed in is the lack of data. When this started, I always requested feedback. It's important at my level, but, of course, we haven't really received any. I've been told [our military HQ] is supposed to provide the data, and it behooves the company to get that data. I know it's difficult, and it's been difficult for us after service members depart the area. But having data would be helpful for knowing how we're doing. The sad thing is that they'll base the success off individual stories and a lack of context. ~ DGR

Without knowing how many clients they are seeing and what type of clients they are, we don't know where we need to shift gears or what we're missing. ~ DGR

Data is absolutely the most challenging thing about this program. Over 6 months into 2022, we finally received the end-of-year stats from last year. If we had received this early on, we could have made some great adjustments. We need to be working together to make this the best it can be. ~ DGR

AJCs are still frustrated that the ENPP cannot share data with them

The present data systems give National pilot staff more visibility to know if warm handovers are being made; however, tracking and verification remain a challenge for AJCs. While nongovernmental partners can access portions of TENS, AJC partners are not allowed access. AJC representatives talked at length about their frustrations, present since the start of the pilot, about not having access to PII, especially since they are, in their words, DOL employees and are trusted with such information on a regular basis. They recommended that participants should consent to share PII with the ENPP at intake.

A lot of information about where the TSMs are relocating to is restricted because it is PII. We all work for DOL and pass this information to other partners often. We know how to protect PII. With the email, it is just a name. ~ AJC partner

I want to talk about PII again. The ENPP is a pilot program, but, with all the input the agency received during the first year, there still have not been any changes. I have raised the issue of PII several times and the Employment Navigators say that they cannot share telephone numbers because that is DOL information. But I am a state DOL employee. They definitely need to fix it because it is not working. It is becoming repetitive. Not everyone has access to these TSMs, especially in the Marines, which is a very controlling environment. It is not easy to get in contact with the Marines. We (the ENPP Partners) need to be visible to the TSMs, so we can tell them who we are and what we do. ~ AJC partner

Here in [state], we have also experienced poor handoffs with just a TSM name and email address. They don't tell us where in the state the TSMs are headed. I've talked with some of the Employment Navigators in the local area about why they don't share more information, and they said it was because TENS only allows them to share limited information because of the PII issue. So, these Employment Navigators follow up with me over email to provide the TSMs city destination. I have 27 DVOPS and 27 AJCs, so I need to know where I should send this referral to. The referral emails were also getting blocked by our organization's firewall, so we had to work with their IT team to create an internal bypass. We have LVERS [Local Veterans' Employment Representatives] but the TSM information isn't shared with them. ENPP feels like a lot of double work on things we already work on. ~ AJC partner

The lack of data inhibits the AJCs ability to quantify program success. Additionally, both governmental and nongovernmental partners complained about not being given guidance or information on how to track their success.

We were not given a spreadsheet of required information to perform an analysis of how well the program is working. I created my own Excel sheet to track important data, but DOL never sent guidance about data collection. It makes it hard to quantify program success. ~ AJC partner

There is no audit process to understand how we are doing. I don't know how many referrals I am supposed to have gotten thus far. There are a lot of transitioning Vets programs that work and some that don't work, so there is no reason to expand unless they work the kinks out. ~ AJC partner

Perform QC Analysis on Navigator Services via Record Review

Serco has a robust QC system with a QC Lead and six team members; four members are stateside, one covers Europe, and one covers Asia. They evaluate aspects of the ENPP and relay findings (including corrections that are needed), training recommendations, and best practices—including activities or practices that should become part of ENPP policy. When the pilot began, QC was based on the program's roles and goals since specific policy and guidance had not been developed. What evolved was a full system comprised of virtual knowledge checks, records review, and in-person site visits. Each location is given time to become operational, and then a 2- to 3-hour virtual knowledge check is performed with the Lead Navigator. This covers communication (e.g., access to phones and Wi-Fi), resources, support, and ensures an understanding of the pilot and its goals. They also look at how the site is documenting information, compared to how they should be doing it, and solicit the opinion of the DGR.

Their QC of records includes reviewing the number of service members assigned per Employment Navigator to ensure that there's a good reason for their workload and reviewing monthly activity reports to see how many cases are active and how many are being handed over. They also use reports to evaluate progress and training and ensure that best practices are being followed:

Anytime we do a QC, we look at the prior reports and look at progress. We didn't want to set the bar too high in the beginning, so the standards were a little lower. Now we expect more because best practices are in place, so the standards are higher. For example, we now know that two emails and a phone call is best practice for outreach before closing a case. ~ National pilot staff

Client notes are reviewed for quality and to ensure that PII is not included, in addition to performing other quality checks.

Early on, we noticed that Employment Navigator's notes were "dismal" across the board. Another Employment Navigator wouldn't be able to read their notes if they needed to take over the case. The notes should be thorough and tell a story so that service members feel taken care of. We developed a notes training to walk through different situations. We recorded a client session and walked through how the notes and emails should look (free of PII, timely writing, etc.). Now, anyone can see the recorded version of this as they onboard. ~ National pilot staff

Partner agencies commented on the different quality of notes they've been seeing in TENS:

There is a drastic difference in the number of notes and the details of the notes we see in the TENS system. The ones from Japan and Hawaii are excellent. ~ Nongovernmental partner

In addition to record review, the QC team conducts site visits, made easier with their coverage of the western, central, and eastern United States and overseas locations in Asia and Europe. Site visits are generally conducted the quarter following the virtual knowledge check. Everything from the knowledge check is done, and they also involve the Employment Navigators, looking through their notes and sitting in on sessions to rate them on their counseling skills and how they interact with the clients, receiving "meet standards," "doesn't meet standards," and "exceeds standards" ratings. Second site visits were planned for the 2022 to 2023 period.

The QC team noted that they "don't do surprises" during the site visits. As the below interview excerpt shows, they also maintain the confidentiality of their findings and preserve the lines of communication between Regional Managers and Employment Navigators.

If we identify something, we won't keep it to ourselves—we put it in a report and talk about it on site. The completed report is shared with Serco's PM, with the Regional Manager, and sent to DOL. We send it to the Regional Manager (and not others on site) because it includes critiques of all Employment Navigators. The Manager is then in charge of sending individual evaluations to Navigators. If the report includes a corrective action plan, we include the date by which it needs to be corrected. The timeline is usually about a month, but it depends on the issue (e.g., badges, training, notes, attendance). ~ National pilot staff

The QC Lead and the training team stay abreast of new and revised policy and project guidance through weekly meetings, which also allows them to learn how Employment Navigators are performing:

Weekly meetings allow us to check in and talk about things. They give QC an idea what they should be on the lookout for—for instance if there’s something an Employment Navigator isn’t understanding or if there is new policy and guidance, they need to be aware of that impacts how the QC evaluation is done. It also gives us [the training team] an opportunity to tell the QC Leads the things we are seeing. ~ National pilot staff

Conduct a TSM Exit Survey

The exit surveys for TSMs who had met with an Employment Navigator and TSMs who had met with an Employment Navigator and at least one partner needed approval from the Office of Management and Budget (OMB). After the surveys were finalized, and OMB fast-track approval was provided, Serco obtained a Survey Monkey license for data collection. When the ENPP switched to TENS, Serco used TENS to send the Survey Monkey survey. As the first pilot year ended, all survey data collection was being performed within TENS.

As of the writing of this report, National pilot staff had sent emails to 4,874 TSMs who had met with an Employment Navigator to request their participation in a short survey. Of these, 507 (10 percent) completed the survey. National pilot staff also conducted a survey for TSMs who had met with an Employment Navigator and at least one partner. Of the 3,087 invitations mailed, 221 (7 percent) completed the survey.

Several National pilot staff mentioned the positive responses obtained through the TSM surveys, noting that it is rare to secure OMB approval for such a survey with a pilot project.

We’ve seen success on the client side through our survey feedback—we continue to have really good reviews and have heard that the Employment Navigator has been essential to their transition process. ~ National pilot staff

Surveys are one of the greatest ways to see the impact. Usually, people answer surveys because they want to say something negative, but we’re seeing praise through the surveys. ~ National pilot staff

National pilot staff also mentioned that the positive survey responses have helped some of the DGRs that were not as enthusiastic about the ENPP when it first began.

Over the last year, we’re getting DGRs to support the program more. We’ve been able to win over some of the DGRs because they’ve been able to see the benefits to the TSMs and spouses we’ve served. While some of that is organic word-of-mouth, we also have more data from TSMs through the TENS surveys to share with the site DGRs to show the successes of the program. ~ National pilot staff

Access NDNH Data

In December 2021, National staff successfully negotiated the MOU and DSA with the U.S. Department of Health and Human Services to obtain the NDNH data. Because TENS can collect PII, ENPP staff are able to match program participant data to DOD data and NDNH data. The ideal match is done using social security numbers; however, not all TSMs are willing to provide this information. National pilot staff indicated that their first dataset contained valid and complete social security numbers for less than 1% of the sample.

The alternative method for matching using available data (e.g., name, rank, birthday) is less reliable.

Conclusion and Implications for Practice

This report identifies how implementation of the ENPP aligned with the activities planned for the pilot in the logic model, initially created in January 2021, as well as identifying areas where implementation varied by site. The domains examined include Employment Navigator selection, hiring, and training; communications, outreach, and recruitment; intake, assessment, and direct service delivery; partnership development and warm handovers/connections to partners; and data systems, which are the major areas of activity in the logic model.

With a few exceptions, the ENPP was implemented as planned. The implementation delays experienced early in the pilot (primarily TENS, partnership MOUs, and materials development and approval) were largely gone. The rollout of TENS was troublesome for ENPP staff and partners, although it is slowly and incrementally being customized for the program's needs. Related to these data systems, AJC partners remained frustrated that the ENPP cannot share PII with them. Both governmental and nongovernment partners, and DGRs, lamented the lack of metrics that could indicate how their agency or base, respectively, was performing.

The uneven level of support for the ENPP among DGRs at the military installations affected the program throughout the evaluation period. A supportive DGR can help integrate the Employment Navigator into TAP operations, which is a major component of the pilot's participant recruitment strategy, while a less supportive DGR can cut off the flow of potential participants. DGRs affect many aspects of the ENPP such as providing space for Employment Navigators, allowing Employment Navigators at events, and allowing marketing materials on base. Expansion has occurred through VETS offering the ENPP to DGRs at new installations and DGRs expressing interest in having the program at their base. Several insights presented in this report may inform VETS's approach to engaging with DGRs at new military installations to which the ENPP will expand.

Beyond these overarching issues that have impacted pilot implementation, there are additional opportunities for VETS to strengthen pilot operations and as the ENPP replicates and expands across military installations. These opportunities are expressed below by domain.

Employment Navigator Selection, Hiring, and Training

- Additional resources or information on counseling and mental health may support the success of TSMs and military spouses.
- Additional training on resumes/federal resumes may develop stronger skills.
- Role-playing, job shadowing, and peer exchanges may help Employment Navigators.
- Screening potential hires for soft skills such as active listening, as well as relevant experience or background, may identify successful Employment Navigators.

Communications, Outreach, and Recruitment

- Expanding the Employment Navigators' ability to market themselves in TAP courses, at job fairs, and via flyers or handouts may increase outreach.
- Exploring ways to use social media beyond VETS accounts could reach more potential participants.
- Emphasizing the ENPP as an additional service for TSMs, rather than as a competitor to established TAP courses and processes, may increase DGR support and TSM enrollment.

Intake, Assessment, and Direct Service Delivery

- Resume templates or guides that Employment Navigators can give to TSMs and military spouses may be helpful.
- Increasing training for Employment Navigators in the areas of resume refinement and requirements for federal resumes, interview preparation, and services and information for OCONUS service members interested in staying overseas could fill service delivery gaps.

Partnership Development and Warm Handovers/Connections

- Changing how nongovernmental partner services are catalogued may make Employment Navigator connections easier.
- Allowing AJCs access to data could smooth the warm handover process and improve the continuity of services.
- Focusing on engagement strategies post-connection may improve long-term outcomes.

Data Systems

- Continuing to solicit suggestions from Employment Navigators as functions are added to TENS system may further enhance the CMS.
- Sharing data and metrics with DGRs may improve relations.

Appendix A. ENPP Logic Model

Inputs/Planned Resources	Activities	Outputs	Short-Term Outcomes (during pilot)	Long-Term Outcomes (post-pilot)
<p><u>TSMs and Spouses</u> (no eligibility criteria; open to any who are interested)</p> <p><u>Pilot Installations</u> (n=13)</p> <ul style="list-style-type: none"> 54 DOL Employment Navigators (38 EN, 16 Senior EN) 4 Regional Managers EN curriculum and training materials ENPP tools: self-assessments, interest and aptitude testing, info on high-demand occupations and necessary credentials, detailed local labor market information, Career Readiness Standards (CRS), access to partner organizations <p><u>Pilot Staff and Partners</u></p> <ul style="list-style-type: none"> DOL VETS Serco (contractor) TAP Managers, Transition Office Staff, and TAP instructors on-base at pilot sites Veteran Services Organizations (VSOs) (nongovernmental partners providing employment services, support services, apprenticeships/licensing/credentialing, training opportunities, and access to veteran communities) AJCs in all 50 states (governmental partners providing employment services, support services, apprenticeships/licensing/credentialing, and training opportunities) DOD Military-Civilian Transition Office (outreach partner) DOL CEO and ICF (evaluation partner) 	<p><u>National/VETS Functions</u></p> <p><u>Hiring & Training</u></p> <ul style="list-style-type: none"> Recruit, hire, and train ENs and Regional Managers Develop curriculum <p><u>Partnerships</u></p> <ul style="list-style-type: none"> Establish eligibility criteria and approval process for governmental and nongovernmental partners Identify and onboard 9 “test” nongovernmental partners Catalog services offered by partners Develop CRS verification process for ENs Develop connection/warm handover processes (not inclusive of local partners) <p><u>Communications/Outreach/Recruitment</u></p> <ul style="list-style-type: none"> Develop communications/promotion strategy and materials, including ENPP one-pager, landing page on DOL.gov, social media toolkit, talking points, press release Educate those on-base about pilot and processes Develop an on-base process to link TSMs to ENs <p><u>Data Systems</u></p> <ul style="list-style-type: none"> Develop data tracking and reporting systems for external and internal groups and partners Implement CMS(s) Perform quality control analysis on EN services via record review (EN Regional Managers) Conduct TSM Exit Survey Access National Directory of New Hires (NDNH) data 	<p><u>National/VETS Functions</u></p> <p><u>Hiring & Training</u></p> <ul style="list-style-type: none"> 54 ENs recruited and trained 4 Regional Managers recruited and trained Training curriculum finalized <p><u>Partnerships</u></p> <ul style="list-style-type: none"> Partnership strategy established (VETS) MOUs established with all governmental and nongovernmental partners <p><u>Communication/Outreach/Recruitment</u></p> <ul style="list-style-type: none"> ENPP promotion/TSM recruitment strategy created ENPP promotional materials disseminated across 13 installations/bases <p><u>Data Systems</u></p> <ul style="list-style-type: none"> Data elements and sharing strategy identified and approved MOUs/data sharing agreements established across all partners Data received in standardized format allowing linkage between external and internal data sources Creation of continuous quality improvement strategy 	<p><u>National/VETS Outcomes</u></p> <p><u>Hiring & Training</u></p> <ul style="list-style-type: none"> VETS has hired ENs with the appropriate background and experience to perform their roles ENs gain the proper tools and knowledge to support TSMs and their spouses Training has prepared ENs to use active listening skills to understand the needs of TSM <p><u>Partnerships</u></p> <ul style="list-style-type: none"> Warm handovers and connections effectively link TSMs to partners for the services requested <p><u>Communications/Outreach/Recruitment</u></p> <ul style="list-style-type: none"> Working relationships between ENs and those on base reflect high levels of engagement and satisfaction ENPP outreach strategy reaches eligible TSMs across 13 pilot sites 15,000 eligible TSMs enroll in ENPP across the 13 sites <p><u>Data Systems</u></p> <ul style="list-style-type: none"> VETS/Serco adopts continuous quality improvements in response to ENPP performance data and feedback from ENs, TSMs, partners, etc. to refine, scale, and implement program model VETS finalizes ENPP model 	<p><u>National/VETS Outcomes</u></p> <ul style="list-style-type: none"> VETS scales ENPP across all military bases VETS implements the ENPP with fidelity ENPP is a recognized model for improving employment outcomes for TSMs

Inputs/Planned Resources	Activities	Outputs	Short-Term Outcomes (during pilot)	Long-Term Outcomes (post-pilot)
<p><u>Data Systems/Sources</u></p> <ul style="list-style-type: none"> • DOD eForm (including CRS) • ENPP Intake form/client management system (CMS) -- TAP4ME and Salesforce (including tracking of connections) • Approved partner data • TSM Exit Survey/Follow-Up Survey • EN feedback survey • NDNH data on TSM employment outcomes (<i>available post-pilot</i>) 	<p><u>Local/EN Functions</u> <u>Assist-Explore-Plan (AEP) and CRS Verification</u></p> <ul style="list-style-type: none"> • Administer ENPP Intake Form and self-assessment • Conduct interest and aptitude testing • Facilitate career exploration via one-on-one meetings with TSMs and application of individualized services based on the needs of TSMs • Research detailed labor market information including identifying high-demand occupations and necessary credentials • Make connections to partners for support services • Provide information on civilian employment and education opportunities through hiring events, networking, career fairs, apprenticeships, and educational services • Populate CMS with TSM data, services provided, and connections made • Perform CRS verification <p><u>Connect and Initial POC for DOL Warm Handovers</u></p> <ul style="list-style-type: none"> • Connect TSMs to governmental and nongovernmental partners to address their needs • Make warm handovers to governmental partners for TSMs who do not meet CRS 	<p><u>Local/EN Functions</u> <u>Assist-Explore-Plan (AEP) and CRS Verification</u></p> <ul style="list-style-type: none"> • Number of TSMs who worked with EN and ratio of TSMs to ENs • Career goals noted by TSM and number of services (including type of services) provided by ENs • Type of career pathway facilitators (e.g., networking, mentorship, and/or job training) selected by TSMs • Number of successful and unsuccessful (e.g., interest, inactivity) closures • Number of TSMs with verified CRS <p><u>Connect and Initial POC</u></p> <ul style="list-style-type: none"> • Type of connections made (e.g., governmental/nongovernmental) including number of confirmed warm handovers to AJCs and number of connections made with confirmed receipt • Amount of time from connection made to actual engagement with partner • Number of connections made to approved partners in relation to number of TSMs exiting ENPP 	<p><u>Local/EN Outcomes</u> <u>Assist-Explore-Plan (AEP)</u></p> <ul style="list-style-type: none"> • TSMs are confident about their post-transition career pathway • TSMs believe they know about suitable civilian employment options in in-demand industries • TSMs are satisfied that the services/resources they received from ENs were aligned with their needs • TSMs believe they've met with ENs an appropriate number of times to meet their needs <p><u>Connect</u></p> <ul style="list-style-type: none"> • TSMs connect with relevant partners for services based on goals/career pathway identified by TSMs in self-assessment and CRS verification process 	<p><u>Local/EN Outcomes</u></p> <ul style="list-style-type: none"> • TSMs experience better employment outcomes (wages, job retention, career advancement, etc.) • TSMs are engaged in a purposeful endeavor that is aligned with their core values (<i>Fulfillment</i>) • TSMs feel valued in their employment (<i>Fulfillment</i>) • <i>Financial Security</i>. TSMs make a higher starting salary than those who do not participate in the ENPP

Appendix B. Data Sources and Analytical Approach

The primary data collection strategy was virtual interviews and focus groups. Supplemental extant data sources included program documentation and pilot performance data.

Responses across respondent groups were triangulated to identify themes within each of the five domains of inquiry of the study. These sources and procedures are described in detail below.

Training for Data Collection Staff

To ensure consistent and thorough use of the tools and adherence to protocols, all data collection staff participated in a study-specific training. The training session ensured that staff had a shared understanding of the objectives of the study, data collection procedures, and best practices for virtual data collection.

Training for data collection staff included the following:

- An overview of the ENPP and the formative study
- Understanding the respondent groups (National pilot staff, DGRs, ENPP partners, Employment Navigators and Lead Navigators, Regional Managers, and TSMs/military spouses)
- Data collection procedures:
 - Setting up video conferencing for virtual interviews and focus groups
 - Obtaining informed consent
 - Recording and generating transcripts in Teams
 - Conducting virtual interviews
 - Conducting virtual focus groups
- Reviewing interview and focus group protocols
- Respecting privacy and confidentiality
- Best practices for virtual interviews and focus groups
- Culturally appropriate practices
- Observing mock interviews or focus groups
- Practice interviewing and focus group facilitation techniques
- Debrief with the evaluation team

Extant Data Collection

ENPP administrative data from TENS was provided by Serco. VETS provided data for the 13 study bases.

Primary Data Collection

Beginning April 7, 2021, evaluation staff attended the biweekly In Progress Review planning and implementation meeting between National pilot staff to document and understand the planning activities for the ENPP and its implementation. Attendance at these meetings ended in December 2022 once data collection ended.

The main sources of data for analysis were interviews and focus groups with ENPP study participants. We spoke with National pilot staff at VETS and its contracted partner, Regional Managers and Employment Navigators hired by VETS' contracted partner, DGRs, governmental and nongovernmental partners, and clients who had received ENPP services across the 13 original pilot sites. We selected interviewees and focus group participants purposefully based on their roles related to the ENPP. Our goal was to talk with individuals with varying experiences and perspectives on ENPP operations.

We contacted Employment Navigators from each pilot base to solicit client stories to support the final report in the form of vignettes. To ease their burden, evaluation staff offered to collect vignettes through emails or calls during which we would transcribe their stories. Of the contacted Employment Navigators, five responded to the request through a combination of email and brief virtual meetings. We requested the inclusion of client stories that stood out to them, allowing Employment Navigators to describe noteworthy examples of clients overcoming challenges through the program, general success stories, and employment or education outcomes achieved through their involvement with the ENPP. Outside of these guiding themes, Employment Navigators were encouraged to provide any other information of benefit to support the vignettes and collect stories from other Employment Navigators. We specifically requested stories about the military spouses they served since no military spouses agreed to participate in the focus groups or interviews.

Virtual Data Collection Procedures

Due to the ongoing COVID-19 pandemic, onsite data collection was not feasible, so all data collection activities were structured for virtual administration. We used Microsoft Teams video conferencing software for all interviews and focus groups, allowing respondents to see active engagement from staff performing data collection. Staff are expert facilitators who are skilled in applying a culturally competent approach to the facilitation of dialogue, which ensured that participants felt engaged and trusted that the information they provided would be safeguarded, even in a virtual environment.

Focus groups were scheduled for 90 minutes, interviews with National and base pilot staff and DGRs for 60 minutes, and interviews with individual ENPP participants for 30 minutes. Two staff members were present during interviews and focus groups. One individual moderated the discussion/conducted the interview and the other took notes, as close to verbatim as possible. Interviews and focus groups were recorded using the embedded Microsoft Teams feature. The transcribe feature in Teams was also used to produce a transcript of the discussion, and we used these and the audio recording to verify the completeness and accuracy of the notes. This verification yielded high agreement between the notes and the audio file and transcription. Thus, for efficiency and clarity, we have provided paraphrased comments from respondents that illustrate our findings instead of using direct quotes.

ENPP participant data collection was initially designed as 90-minute virtual focus groups. While we did schedule two focus groups with TSMs, one group had two participants and one had only one. Because we faced difficulty coordinating schedules among multiple TSMs, we shifted to 30-minute individual interviews to offer more responsive scheduling. Additionally, the interview format allowed an in-depth focus on each individual's experience with the ENPP. ENPP participant respondents were emailed a \$25 gift card as a token of appreciation for their time; no other participants received an incentive.

Respondent Groups

Purposive selection was used to identify participants for interviews. VETS National pilot staff were selected based on their role in ENPP administration, serving in key program, policy, and operational positions. Serco National pilot staff were likewise purposefully selected because they held task lead positions or were subtask leads for curriculum development and training, partnerships, outreach, or data systems.

All four Regional Managers were invited to participate in a focus group; two attended. The Lead Employment Navigator and the Employment Navigator with the longest tenure were interviewed.

While VETS National pilot staff invited DGRs from all sites to attend a focus group, DGRs from five of the 13 chose to participate. VETS National pilot staff helped identify partner organizations to participate in a focus group for the study, focusing on those with the highest volume of ENPP connections. Two focus groups were held with nongovernmental partners at which 13 individuals participated. One focus group with eight AJC partners was conducted. Governmental and nongovernmental partners were represented by a staff member who was involved in ENPP project management or service delivery.

We sought feedback from three groups of participants— officer TSMs, enlisted TSMs, and military spouses. Serco National pilot staff provided a list of TSMs and military spouses who had participated in the ENPP from which we randomly selected enlisted servicemembers. Because of the smaller number of officers and military spouses at the 13 bases, we took a census approach to these groups. We provided the list of selected participants and sample email language to the Lead Navigator at each base to invite their participation. We did a second round of selection for enlisted TSMs because the response rate to the initial invitation was very low. We then asked Lead Navigators to email both groups (those selected in round 1 and those selected in round 2 to participate in 30-minute interviews instead of a 90-minute focus group—still with the same \$25 incentive. When our response rate was still low, we asked Lead or Employment Navigators to email us the names of individuals they spoke with who were interested in participating in our study.

Table B1 details the data collection method and number of participants for each respondent group. As shown, 75 individuals participated in the study between May and December 2022. These discussions allowed us to reach data saturation (i.e., where additional data would contribute minimal new information) for all groups except military spouses since no military spouses agreed to participate in the study. This assertion is based on the common themes identified both within and between groups, as well as the regular debriefing meetings we conducted throughout data collection.

Of the 17 ENPP participant respondents, all were TSMs; 14 participants (82%) were male and three were female. Five participants were OCONUS (three at U.S. Army Garrison Bavaria, Germany, one from Okinawa, Japan, and one from Kadena Air Base in Japan). Of the 12 CONUS participants, six were at Travis Air Force Base, four were at Marine Corps Air Station Miramar and one each was from Camp Pendleton and Cherry Point. We did not have participation from Naval Station Norfolk, Joint Base Pearl Harbor-Hickam, Fort Benning, Fort Sill, Command Fleet Activities in Yokosuka, Japan, or Joint Base Charleston.

Table B1. ENPP Study Respondents by Group/Subgroup Round 2 Data Collection

Respondent Group	Method	Dates	Targeted Number of Respondents	Actual Number of Respondents
VETS National pilot staff	Interviews	6/16/2022 to 6/22/2022	3	3
Serco National pilot staff	Interviews	5/31/2022 to 6/10/2022	6	8
Lead Employment Navigators	Focus groups	7/28/2022 to 8/3/2022	8	8
Employment Navigators	Focus groups	7/27/2022 to 8/1/2022	8	10
Regional Managers	Focus group	6/29/2022	4	2
DGRs	Interviews	8/2/2022 to 8/8/2022	13	5
Partners (governmental and nongovernmental)	Focus groups	8/23/2022 to 8/25/2022	24	22
TSMs—Enlisted	Interviews Focus groups	10/26/2022 to 12/5/2022	64	11
TSMs—Officers	Interviews Focus groups	11/2/2022 to 12/13/2022	8	6
Military spouses	Interviews Focus groups	N/A	16	0
Total			154	75

Notes: DGR = Designated Government Representative
TSM = Transitioning Service Member
VETS = Veterans' Employment and Training Service

Analysis

At the time of the round 1 data collection, a codebook for qualitative analysis was created using two different strategies. One senior researcher created a codebook based on themes extracted from notes taken during the weekly pilot planning/implementation meetings. A second senior researcher created a codebook based on the logic model and research questions. These documents were reconciled and the resulting codebook was tested for clarity by analysts. After revising the codebook based on coder feedback, we established

inter-rater reliability among the four analysts. Further revisions were made to the codebook and a final test was conducted, which resulted in 74% agreement at the subcode level.¹⁴

For the round 2 data collection, analysts were trained on the final codebook. Interview and focus group notes were then coded using Altas.ti, avoiding staff coding the data collection sessions in which they had participated. Research staff analyzed each domain of inquiry for themes of challenges and successes in implementing the activities listed in the logic model, noting whether implementation themes were present at the national level (i.e., National pilot staff, partners, and Regional Managers), base level (i.e., Employment Navigators, DGRs, and ENPP participants), or both. Findings from our analysis are heavily supported in this report with paraphrased comments from respondents that succinctly illustrate common (or, as noted, unique) perspectives.

¹⁴ The final codebook consisted of 31 individual codes in the five primary domains under which this report is organized.

Appendix C. Additional Client Stories

Employment Navigator Perspectives: Client Vignettes

A spouse client of a retiree was initially going to move back to Guam, which posed several different obstacles. As we began doing career exploration and resume review, their plans changed, and they stayed locally. We continued looking at local positions, job fairs, and local resources and targeting her resume towards those. After using the connections locally, she found an opportunity for a position on base. She interviewed and got the offer that worked with her schedule and childcare needs. She has successfully gotten back into the workforce after an 11-year gap! – **Cherry Point, NC**

An officer client sought out ENPP services primarily to get assistance with her resume. I was able to help her put together a strong resume for her career field, which helped her land a spot in a graduate Nurse Anesthesiology program. – **Kadena Air Force Base, Okinawa**

An enlisted client came in to get help exploring career fields and applying to internships and jobs. We explored career paths together and identified that he would like to work with people in a social work capacity. We workshopped his resume to highlight experiences that relate to what he would like to do next in his career. We also mapped out the steps he would need to take to be qualified for the types of positions he's interested in. The client has since been offered a position, and, although it is not quite in the field he would like to work in long-term, it is a stepping stone back to civilian life and employment while he works towards his long-term goals. – **Kadena Air Force Base, Okinawa**

An Employment Navigator has been working with an enlisted client for the last 9 months. He initially came in for guidance on securing a SkillBridge program and on navigating overseas employment. The Employment Navigator helped him develop a strong resume that helped him land a SkillBridge fellowship. He has completed the SkillBridge program, and we have since guided him in attending an overseas hiring event, where he used his networking skills to receive job referrals for several positions. He is currently applying to those positions and is awaiting job offers, but, with the ENPP services we provided, he now feels confident in his abilities to market himself and tailor his application for any position. – **Kadena Air Force Base, Okinawa**

In his own words, this enlisted client signed up for the program because he figured it would “help more than hurt.” He quickly grew to understand the value of working with an Employment Navigator, describing his experience as genuine and affectionate in that he knew someone cared and wanted to help him in his post-transition goals. The client was introduced to LinkedIn through our program, and through it was connected to a Medical Clerk position. He separated with all his questions and concerns answered and felt that he had all of the tools needed to assist with any transition matter. – **Kadena Air Force Base, Okinawa**

Employment Navigator Perspectives: Client Vignettes

A military spouse client found our program through her active-duty spouse who was transitioning. She was in and out of work over her husband's 20-year military career, and while she did not have consistent employment, she did have an extensive amount of volunteer experience. We introduced her to the idea of a functional resume and helped her to outline all of her relevant skills to include in the application package. The Employment Navigator provided insight and exploration into her career field of interest and connected her to Vet Jobs for continued individualized assistance. Upon returning to the states, the client quickly began a career in Wedding and Event Planning. – **Kadena Air Force Base, Okinawa**

An enlisted TSM was under immense stress at the beginning of his transition, and along with being separated from his family in the state he was also not receiving much support from his command. He came into the first appointment a bit agitated and suspicious of our services. As time went on and he realized the services and support we could offer, his trust in the program grew. After many appointments, we were able to paint a clear picture of his transition goals and create a plan of action. While his initial hopes to complete a SkillBridge did not line up with his timeline, he was able to secure employment not long after separation. He now works in Information Technology for the [state] Department of Children & Families. – **Kadena Air Force Base, Okinawa**

Many of our clients have hopes to remain overseas after transition. In this enlisted client's case, he had a relatively short timeline and would only have a few months to secure employment that would keep him on-island. We explored partner job boards such as LinkedIn and Vet Jobs to find available contracting positions and assisted the client in prepping his resume and interview skills in relation to those positions. We also helped the client understand local salary data to ensure he could make a sound decision when comparing offers. The client attended a base hiring event, and we helped him to perfect an elevator pitch. Following 2 months of preparation, the client transitioned into a permanent position with [a contract company] and was able to stay overseas. – **Kadena Air Force Base, Okinawa**

One of our earliest clients met with us to predominantly gain more information that he could share with his team. While meeting, we were able to refine his resume and plan for employment post-separation. The client identified that he wanted to be a manager, but was not specific on the industry or area of business. We explored different avenues that may be a good fit for him and connected the client with Hire Heroes USA for referrals and networking opportunities. The Employment Navigator provided insight and guidance on LinkedIn and encouraged the client to begin reaching out to employers. With our assistance, he was able to move forward with confidence despite separating a year earlier than planned. The client went on to secure a Senior Operations Management position with [a large company]. – **Kadena Air Force Base, Okinawa**

A spouse came in looking for assistance with a federal resume. Her goal was to enter a federal service job while she still had her military spouse preference and complete 1 year at a GS 7 or 9, so she could then move up within the federal system. We were able to share information on the federal hiring process, preference levels, and resume best practices. With the assistance from ENPP, she was able to secure a GS 9 position within the timeline needed. – **Kadena Air Force Base, Okinawa**

Employment Navigator Perspectives: Client Vignettes

A military spouse had experience in a number of different fields including program and project management, education, law, and training and development. Despite her varied experience, she has not had much recent, long-term employment to include on her resume due to the many PCSs [permanent change in station] in recent years. She feared that her sporadic work history would set her back when her husband separated during a time when she could finally focus on her own career. The Employment Navigator provided continued guidance and support to help the client get back into steady employment, despite the struggles of finding work overseas. We helped the client navigate the federal hiring process and weighed the pros and cons of remote work. After months of searching and interviewing, she received two federal offers for a Contract Specialist and Elementary Education position, along with many interviews on the non-federal side. She is now teaching and looking forward to focusing on law when they return to the states. – **Kadena Air Force Base, Okinawa**

A military spouse was seeking employment in the local area and required SOFA [Status of Forces Agreement] to remain online after their spouse separated. The client was seeking an administrative position and had been applying for numerous positions, but was consistently not selected. When she met with the Employment Navigator, we started from ground zero. We completely revamped her resume, creating standout bullets with tangible and quantifiable information. We completed exploration for positions she was qualified for but also interested in. We worked on tailoring her resume, ensuring it would stand out for all the right reasons. I walked her through the application process, assisted in creating a cover letter, and walked her through military spousal preference. After she applied and received an invitation to interview, she scheduled a follow-up with us for interview practice and prep. We ran through various scenarios, how to professionally expand upon her answers, and discussed proper interview attire. Following her interview, she was selected and started prior to December 2022. – **Okinawa, Japan**

A military spouse from early 2021 said she needed a job when she came to USAG Bavaria. She didn't have a car, so the Employment Navigator drove 20 minutes three separate times to meet her and complete the intake process/create an employment plan. From then on, the Employment Navigator met with her virtually to check in on progress. She wanted to work in law enforcement, but did not have any previous experience. From my referral, she was hired as a contractor to check IDs with the Country Border Patrol. I see her around and she is still working there 2 years later—she loves it. – **USAG Bavaria**

A retiring TSM was working in the medical unit and was a respiratory therapist. He wanted to stay in Germany and even though his spouse is German, they can't stay in the country longer than 90 days. The Employment Navigator met with him two or three times and did an assessment of his existing resume, which is the most important aspect to the employment plan. His resume was great, so the Employment Navigator encouraged him to apply for a position at the education center on the base. He was hired for the position and is still working there. – **USAG Bavaria**

One client was a military police officer for 10 years and was struggling to pursue a defined employment transition plan, so the Employment Navigator met with the client for a year. He was offered a job as a warehouse manager; however, he realized that he wanted to follow his passion and continue a career as an officer, so he and the Employment Navigator located a position at the VA as a police officer. The client made sure to continue to update the Employment Navigator with his progress and was selected for the VA position. – **USAG Bavaria**

Appendix D. Profiles of Study Sites

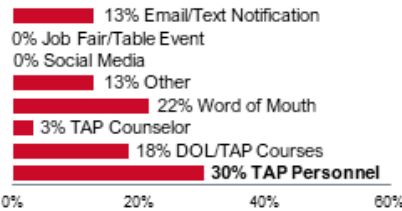
ENPP SITE PROFILE

Joint Base Charleston

Joint Base Charleston in South Carolina is one of 13 military bases participating in the Employment Navigator and Partnership Pilot (ENPP). This profile reflects ENPP service delivery as of March 2022.

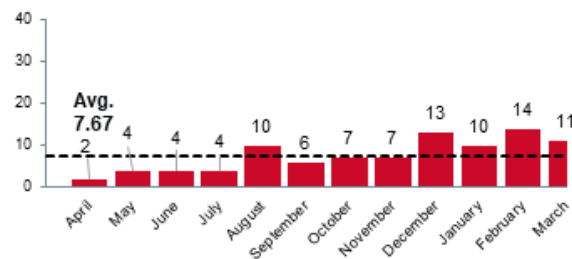
SITE BACKGROUND

ENPP RECRUITMENT BY SOURCE



SERVICE DELIVERY

NEW CASES PER MONTH APRIL 2021 TO MARCH 2022



SERVICES DELIVERED BY EMPLOYMENT NAVIGATORS



TOP 3 Services Delivered

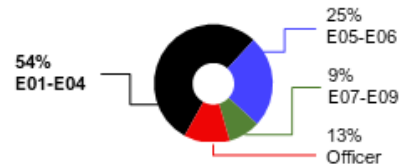
- 61 Resume Review
- 46 Career Exploration
- 35 Detailed Labor Market Information

POPULATION SERVED (N=92)

EDUCATION LEVEL (n=86)



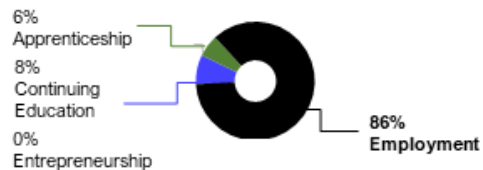
PAYGRADE (n=80)



CLIENT TYPE (n=92)



POST-MILITARY GOAL (n=87)



TOP AIC STATE CONNECTIONS/WARM HANDOVERS

1 - Vermont



TOP PARTNER CONNECTIONS

- 24 - RecruitMilitary
- 24 - Referral to Apprenticeship Pilot
- 19 - Helmets to Hardhats



Developed by ICF for the U.S. Department of Labor Chief Evaluation Office
In June 2023 under Contract/Order No. GS00F010CA/1605C2-20-F-00017.



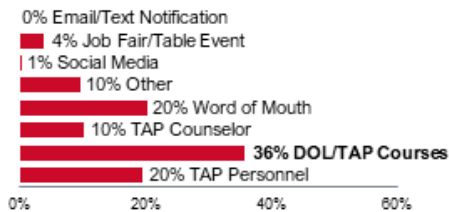
ENPP SITE PROFILE

Kadena Air Base, Okinawa

Kadena Air Base, Okinawa in Japan is one of 13 military bases participating in the Employment Navigator and Partnership Pilot (ENPP). This profile reflects ENPP service delivery as of March 2022.

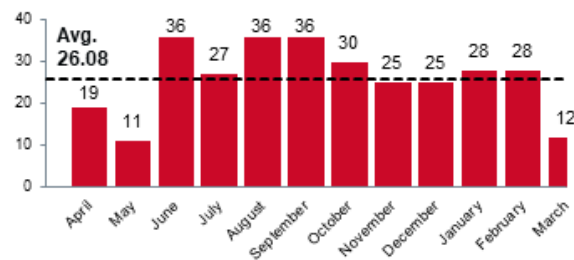
SITE BACKGROUND

ENPP RECRUITMENT BY SOURCE



SERVICE DELIVERY

NEW CASES PER MONTH APRIL 2021 TO MARCH 2022



SERVICES DELIVERED BY EMPLOYMENT NAVIGATORS



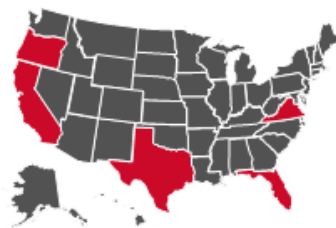
TOP 3 Services Delivered

- 239 Resume Review
- 226 Career Exploration
- 181 Detailed Labor Market Information

CONNECTIONS/WARM HANDOVERS

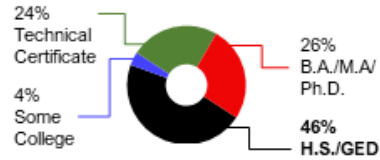
TOP AIC STATE CONNECTIONS/WARM HANDOVERS

- 3 - California
- 3 - Florida
- 2 - Oregon
- 2 - Texas
- 2 - Virginia

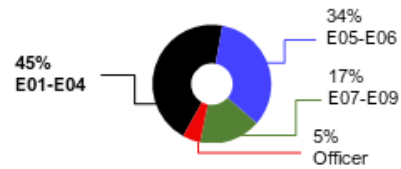


POPULATION SERVED (N=313)

EDUCATION LEVEL (n=302)



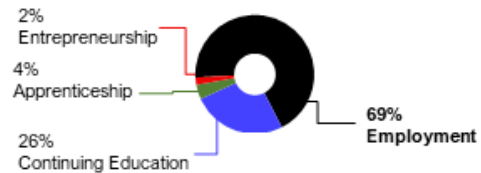
PAYGRADE (n=268)



CLIENT TYPE (n=313)



POST-MILITARY GOAL (n=280)



TOP PARTNER CONNECTIONS

- 146 - Hire Heroes USA
- 141 - LinkedIn
- 109 - Vet Jobs



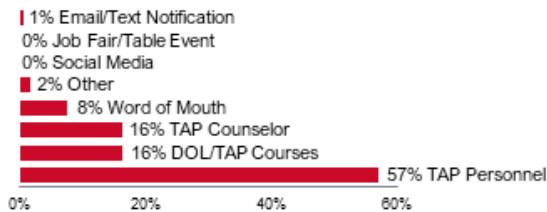
ENPP SITE PROFILE

Travis Air Force Base

Travis Air Force Base is in California is one of 13 military bases participating in the Employment Navigator and Partnership Pilot (ENPP). This profile reflects ENPP service delivery as of March 2022.

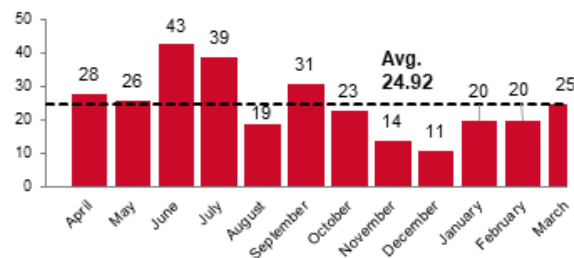
SITE BACKGROUND

ENPP RECRUITMENT BY SOURCE



SERVICE DELIVERY

NEW CASES PER MONTH APRIL 2021 TO MARCH 2022



SERVICES DELIVERED BY EMPLOYMENT NAVIGATORS

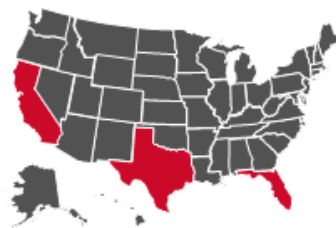


TOP 3 Services Delivered

- 134 Career Exploration
- 116 Resume Review
- 39 Detailed Labor Market Information

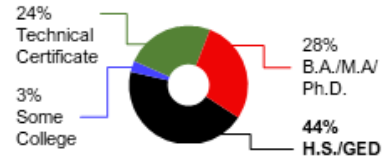
TOP AIC STATE CONNECTIONS/WARM HANDOVERS

- 10 - California
- 05 - Texas
- 03 - Florida



POPULATION SERVED (N=299)

EDUCATION LEVEL (n=281)



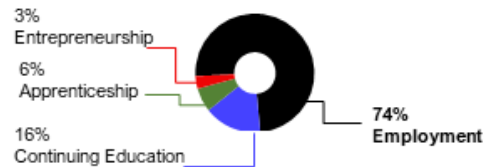
PAYGRADE (n=283)



CLIENT TYPE (n=299)



POST-MILITARY GOAL (n=268)



TOP PARTNER CONNECTIONS

- 141 - Hire Heroes USA
- 64 - Referral to Apprenticeship Pilot
- 44 - Vet Jobs



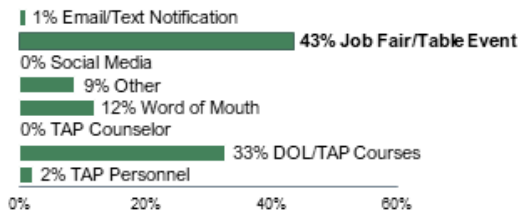
ENPP SITE PROFILE

U.S. Army Fort Benning

U.S. Army Fort Benning in Georgia is one of 13 military bases participating in the Employment Navigator and Partnership Pilot (ENPP). This profile reflects ENPP service delivery as of March 2022.

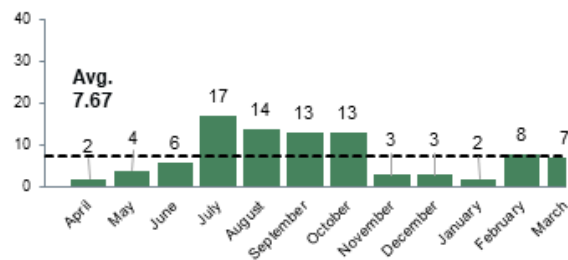
SITE BACKGROUND

ENPP RECRUITMENT BY SOURCE



SERVICE DELIVERY

NEW CASES PER MONTH APRIL 2021 TO MARCH 2022



SERVICES DELIVERED BY EMPLOYMENT NAVIGATORS



TOP 3 Services Delivered

- 45 Career Exploration
- 42 Resume Review
- 31 Detailed Labor Market Information

CONNECTIONS/WARM HANDOVERS

TOP AJC STATE CONNECTIONS/WARM HANDOVERS

No AJC Referrals

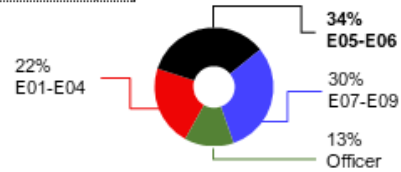


POPULATION SERVED (N=92)

EDUCATION LEVEL (n=88)



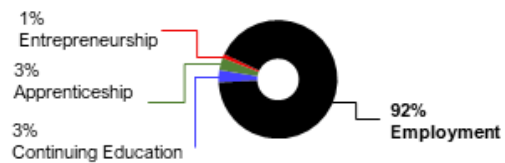
PAYGRADE (n=82)



CLIENT TYPE (n=92)



POST-MILITARY GOAL (n=89)



TOP PARTNER CONNECTIONS

- 63 – Hire Heroes USA
- 34 – Vet Jobs
- 30 – RecruitMilitary



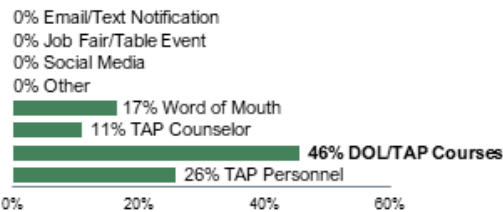
ENPP SITE PROFILE

U.S. Army Fort Sill

U.S. Army Fort Sill in Oklahoma is one of 13 military bases participating in the Employment Navigator and Partnership Pilot (ENPP). This profile reflects ENPP service delivery as of March 2022.

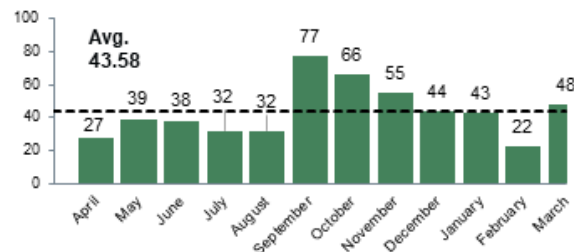
SITE BACKGROUND

ENPP RECRUITMENT BY SOURCE



SERVICE DELIVERY

NEW CASES PER MONTH APRIL 2021 TO MARCH 2022



SERVICES DELIVERED BY EMPLOYMENT NAVIGATORS



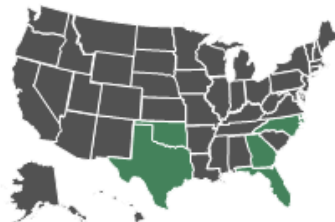
TOP 3 Services Delivered

- 342 Apprenticeship Opportunities
- 221 Referrals to Employment Opportunities
- 180 Employment Networking

CONNECTIONS/WARM HANDOVERS

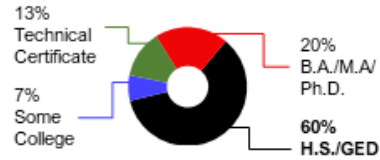
TOP AIC STATE CONNECTIONS/WARM HANDOVERS

- 12 – Oklahoma
- 03 – Florida
- 03 – Georgia
- 03 – North Carolina
- 03 – Texas



POPULATION SERVED (N=523)

EDUCATION LEVEL (n=410)



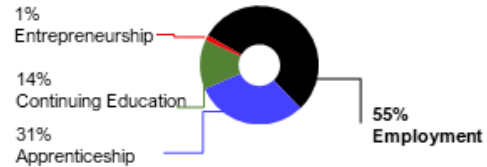
PAYGRADE (n=385)



CLIENT TYPE (n=523)



POST-MILITARY GOAL (n=376)



TOP PARTNER CONNECTIONS

- 122 – Referral to Apprenticeship Pilot
- 39 – Hire Heroes USA
- 37 – Vet Jobs



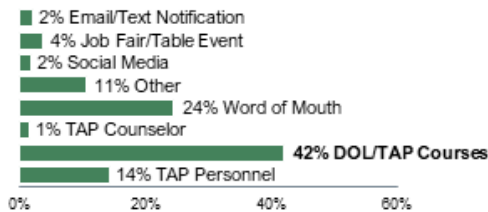
ENPP SITE PROFILE

U.S. Army
Garrison Bavaria

U.S. Army Garrison Bavaria in Germany is one of 13 military bases participating in the Employment Navigator and Partnership Pilot (ENPP). This profile reflects ENPP service delivery as of March 2022.

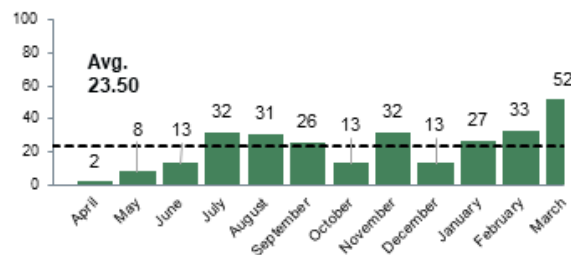
SITE BACKGROUND

ENPP RECRUITMENT BY SOURCE



SERVICE DELIVERY

NEW CASES PER MONTH APRIL 2021 TO MARCH 2022



SERVICES DELIVERED BY EMPLOYMENT NAVIGATORS



TOP 3 Services Delivered

- 167 Resume Review
- 89 Career Exploration
- 86 Identification of Necessary Credential

CONNECTIONS/WARM HANDOVERS

TOP AJC STATE CONNECTIONS/WARM HANDOVERS

No AJC Referrals



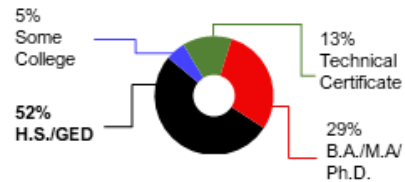
TOP PARTNER CONNECTIONS

- 79 – Hire Heroes USA
- 56 – RecruitMilitary
- 55 – Referral to Apprenticeship Pilot

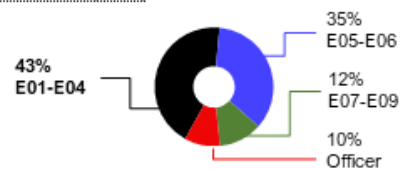


POPULATION SERVED (N=282)

EDUCATION LEVEL (n=276)



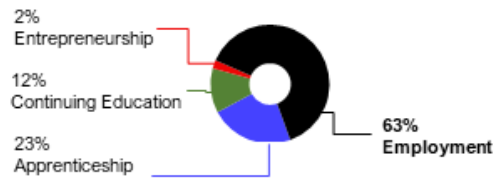
PAYGRADE (n=228)



CLIENT TYPE (n=282)



POST-MILITARY GOAL (n=264)



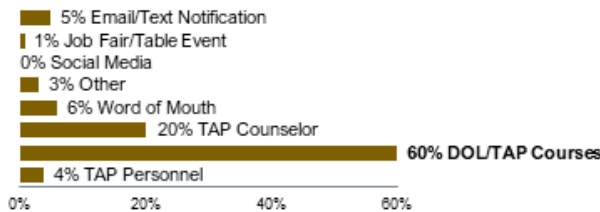
ENPP SITE PROFILE

**U.S. Marine Corps
Camp Pendleton**

U.S. Marine Corps Camp Pendleton in California is one of 13 military bases participating in the Employment Navigator and Partnership Pilot (ENPP). This profile reflects ENPP service delivery as of March 2022.

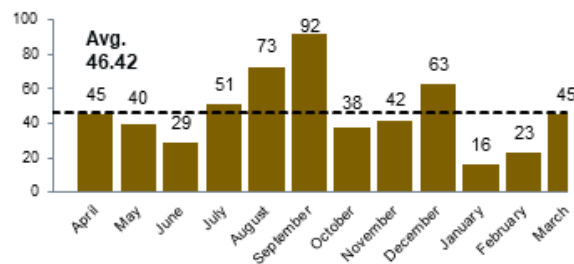
SITE BACKGROUND

ENPP RECRUITMENT BY SOURCE



SERVICE DELIVERY

NEW CASES PER MONTH APRIL 2021 TO MARCH 2022



SERVICES DELIVERED BY EMPLOYMENT NAVIGATORS



TOP 3 Services Delivered

- 274 Resume Review
- 273 Career Exploration
- 94 Identification of Necessary Credential

CONNECTIONS/WARM HANDOVERS

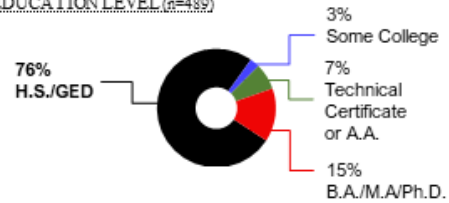
TOP AIC STATE CONNECTIONS/WARM HANDOVERS

- 13 – California
- 02 – Pennsylvania

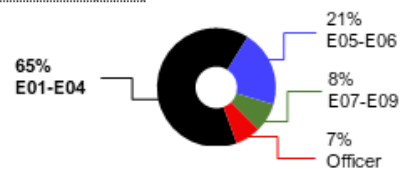


POPULATION SERVED (N=557)

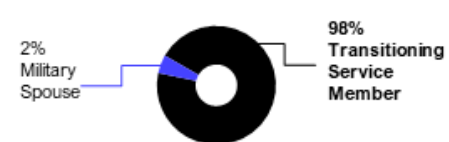
EDUCATION LEVEL (n=489)



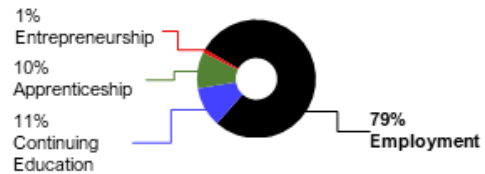
PAYGRADE (n=492)



CLIENT TYPE (n=557)



POST-MILITARY GOAL (n=478)



TOP PARTNER CONNECTIONS

- 78 – Hire Heroes USA
- 56 – Vet Jobs
- 53 – American Corporate Partners (ACP)



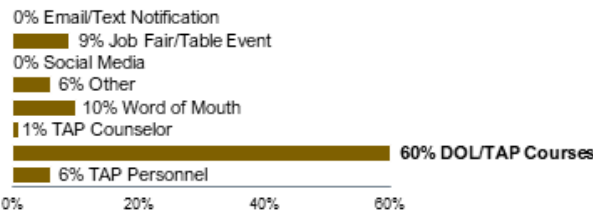
ENPP SITE PROFILE

Marine Corps Air Station Cherry Point

Marine Corps Air Station Cherry Point in North Carolina is one of 13 military bases participating in the Employment Navigator and Partnership Pilot (ENPP). This profile reflects ENPP service delivery as of March 2022.

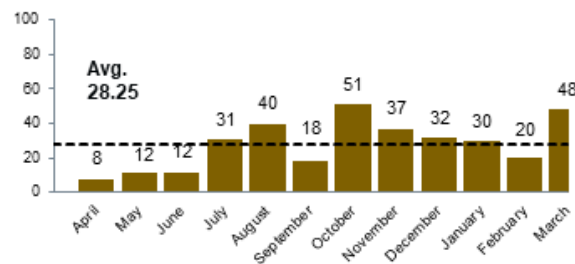
SITE BACKGROUND

ENPP RECRUITMENT BY SOURCE



SERVICE DELIVERY

NEW CASES PER MONTH APRIL 2021 TO MARCH 2022



SERVICES DELIVERED BY EMPLOYMENT NAVIGATORS



TOP 3 Services Delivered

- 171 Resume Review
- 131 Career Exploration
- 74 Identification of Necessary Credential

CONNECTIONS/WARM HANDOVERS

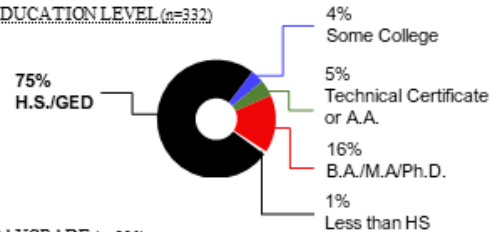
TOP AJC STATE CONNECTIONS/WARM HANDOVERS

No AJC Referrals

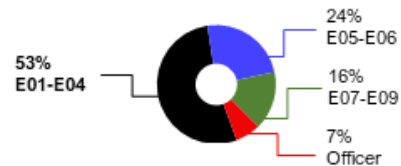


POPULATION SERVED (N=339)

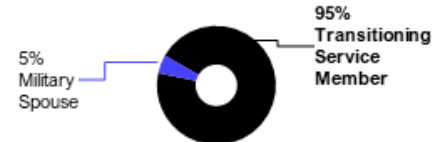
EDUCATION LEVEL (n=332)



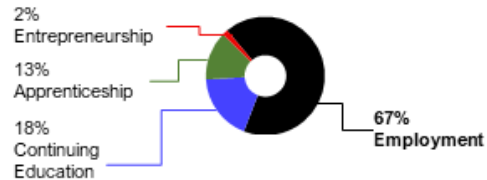
PAYGRADE (n=320)



CLIENT TYPE (n=339)



POST-MILITARY GOAL (n=320)



TOP PARTNER CONNECTIONS

- 199 – Hire Heroes USA
- 140 – American Corporate Partners (ACP)
- 123 – RecruitMilitary



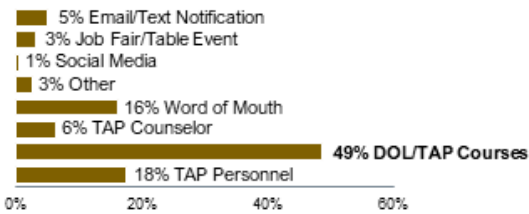
ENPP SITE PROFILE

Marine Corps Air Station Miramar

Marine Corps Air Station Miramar in California is one of 13 military bases participating in the Employment Navigator and Partnership Pilot (ENPP). This profile reflects ENPP service delivery as of March 2022.

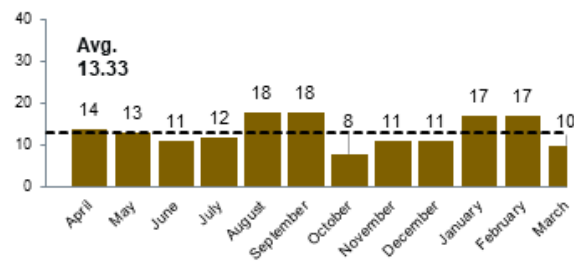
SITE BACKGROUND

ENPP RECRUITMENT BY SOURCE



SERVICE DELIVERY

NEW CASES PER MONTH APRIL 2021 TO MARCH 2022



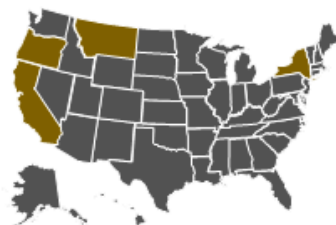
SERVICES DELIVERED BY EMPLOYMENT NAVIGATORS



CONNECTIONS/WARM HANDOVERS

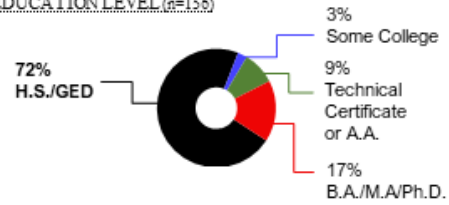
TOP AIC STATE CONNECTIONS/WARM HANDOVERS

- 06 – California
- 01 – Montana
- 01 – New York
- 01 – Oregon



POPULATION SERVED (N=160)

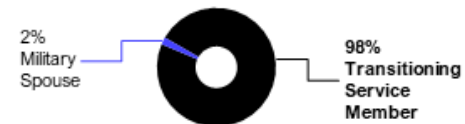
EDUCATION LEVEL (n=156)



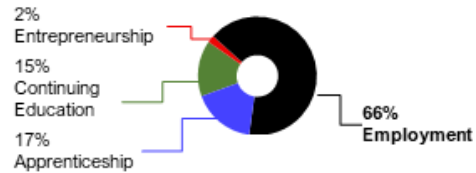
PAYGRADE (n=157)



CLIENT TYPE (n=160)



POST-MILITARY GOAL (n=151)



TOP PARTNER CONNECTIONS

- 93 – Hire Heroes USA
- 57 – American Corporate Partners (ACP)
- 51 – RecruitMilitary



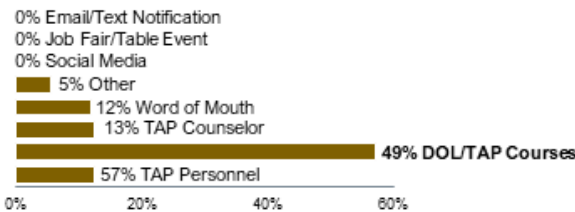
ENPP SITE PROFILE

Marine Corps Okinawa

Marine Corps Okinawa in Japan is one of 13 military bases participating in the Employment Navigator and Partnership Pilot (ENPP). This profile reflects ENPP service delivery as of March 2022.

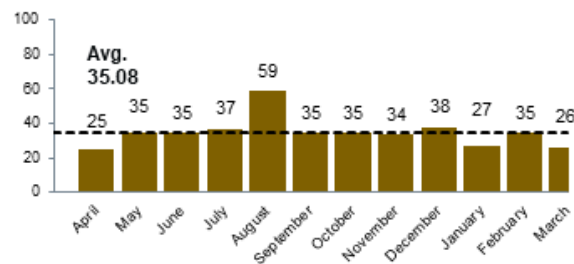
SITE BACKGROUND

ENPP RECRUITMENT BY SOURCE



SERVICE DELIVERY

NEW CASES PER MONTH APRIL 2021 TO MARCH 2022



SERVICES DELIVERED BY EMPLOYMENT NAVIGATORS



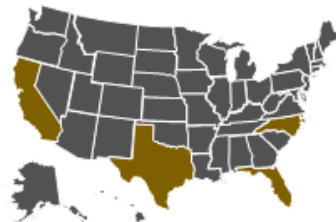
TOP 3 Services Delivered

- 304 Resume Review
- 284 Career Exploration
- 241 Identification of Necessary Credential

CONNECTIONS/WARM HANDOVERS

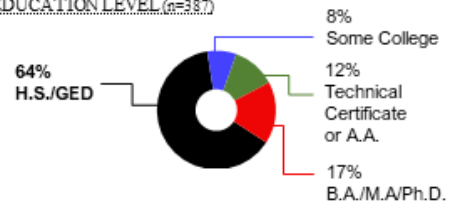
TOP AIC STATE CONNECTIONS/WARM HANDOVERS

- 08 – California
- 04 – Texas
- 03 – Florida
- 03 – North Carolina

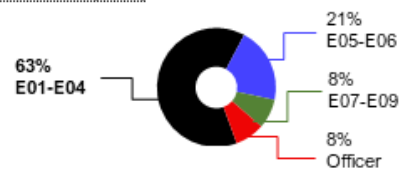


POPULATION SERVED (N=421)

EDUCATION LEVEL (n=387)



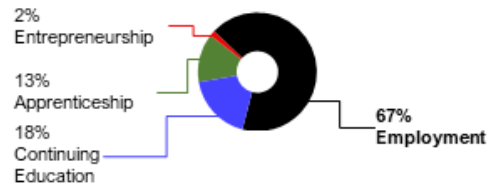
PAYGRADE (n=335)



CLIENT TYPE (n=421)



POST-MILITARY GOAL (n=391)



TOP PARTNER CONNECTIONS

- 174 – LinkedIn
- 163 – Vet Jobs
- 162 – Hire Heroes USA



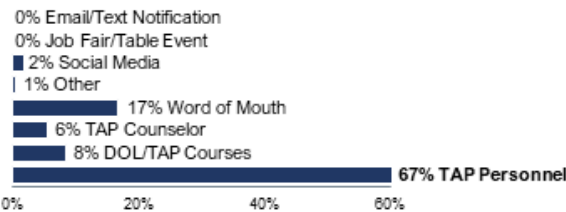
ENPP SITE PROFILE

Commander Fleet Activities Yokosuka

Commander Fleet Activities Yokosuka in Japan is one of 13 military bases participating in the Employment Navigator and Partnership Pilot (ENPP). This profile reflects ENPP service delivery as of March 2022.

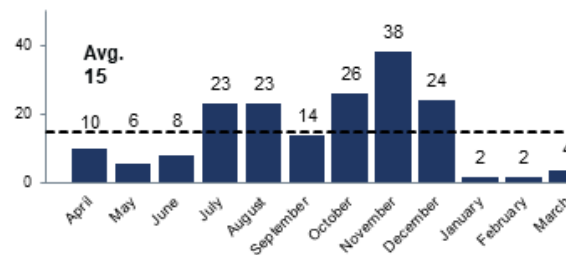
SITE BACKGROUND

ENPP RECRUITMENT BY SOURCE



SERVICE DELIVERY

NEW CASES PER MONTH APRIL 2021 TO MARCH 2022



SERVICES DELIVERED BY EMPLOYMENT NAVIGATORS



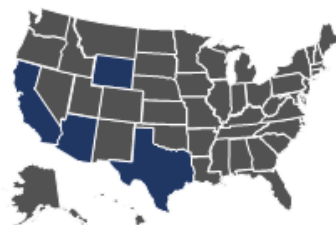
TOP 3 Services Delivered

- 85 Career Exploration
- 66 Resume Review
- 44 Identification of Necessary Credential

CONNECTIONS/WARM HANDOVERS

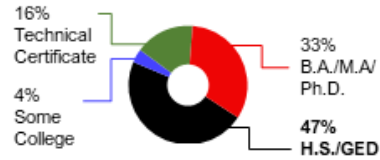
TOP AIC STATE CONNECTIONS/WARM HANDOVERS

- 01 – Arizona
- 01 – California
- 01 – Texas
- 01 – Wyoming



POPULATION SERVED (N=180)

EDUCATION LEVEL (n=161)



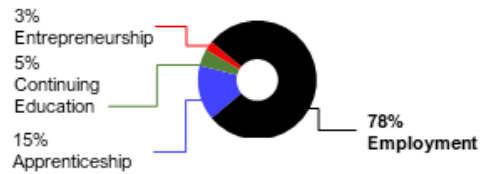
PAYGRADE (n=164)



CLIENT TYPE (n=180)



POST-MILITARY GOAL (n=153)



TOP PARTNER CONNECTIONS

- 62 – Vet Jobs
- 54 – Combined Arms, Inc.
- 44 – RecruitMilitary



Developed by ICF for the U.S. Department of Labor Chief Evaluation Office in June 2023 under Contract/Order No. GS00F010CA/1605C2-20-F-00017.



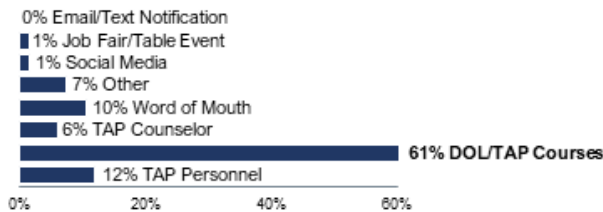
ENPP SITE PROFILE

Joint Base
Pearl Harbor-Hickam

Joint Base Pearl Harbor-Hickam in Hawaii is one of 13 military bases participating in the Employment Navigator and Partnership Pilot (ENPP). This profile reflects ENPP service delivery as of March 2022.

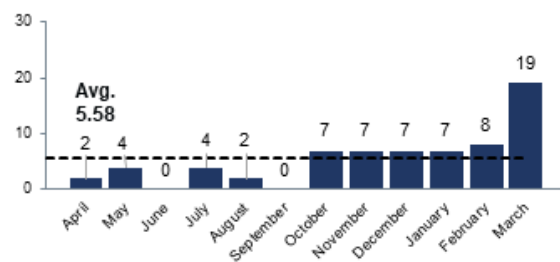
SITE BACKGROUND

ENPP RECRUITMENT BY SOURCE



SERVICE DELIVERY

NEW CASES PER MONTH APRIL 2021 TO MARCH 2022



SERVICES DELIVERED BY EMPLOYMENT NAVIGATORS



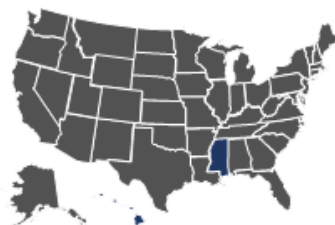
TOP 3 Services Delivered

- 31 Resume Review
- 22 Career Exploration
- 17 Identification of Necessary Credential

CONNECTIONS/WARM HANDOVERS

TOP AIC STATE CONNECTIONS/WARM HANDOVERS

- 02 – Hawaii
- 01 – Mississippi



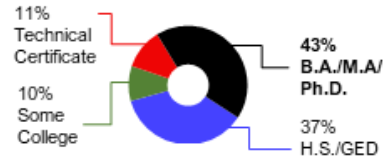
TOP PARTNER CONNECTIONS

- 23 – Hire Heroes USA
- 22 – Vet Jobs
- 21 – Combined Arms, Inc.



POPULATION SERVED (N=67)

EDUCATION LEVEL (n=63)



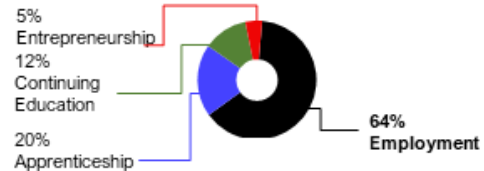
PAYGRADE (n=59)



CLIENT TYPE (n=67)



POST-MILITARY GOAL (n=66)



ENPP SITE PROFILE

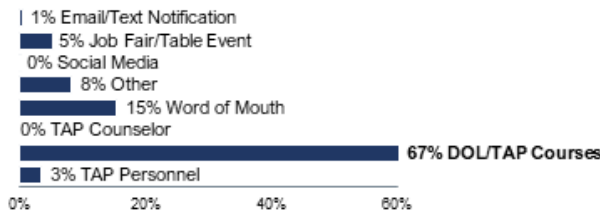
Naval Station Norfolk



Naval Station Norfolk in Virginia is one of 13 military bases participating in the Employment Navigator and Partnership Pilot (ENPP). This profile reflects ENPP service delivery as of March 2022.

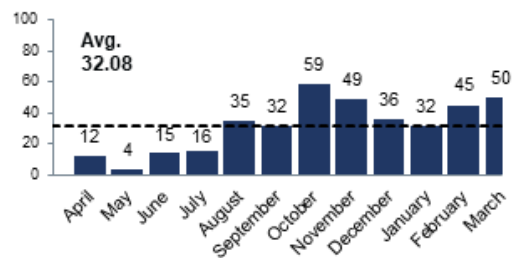
SITE BACKGROUND

ENPP RECRUITMENT BY SOURCE



SERVICE DELIVERY

NEW CASES PER MONTH APRIL 2021 TO MARCH 2022



SERVICES DELIVERED BY EMPLOYMENT NAVIGATORS



TOP 3 Services Delivered

- 212 Resume Review
- 115 Career Exploration
- 60 Detailed Labor Market Information

CONNECTIONS/WARM HANDOVERS

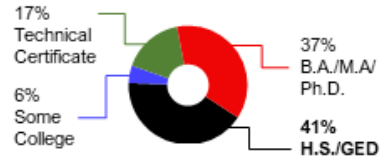
TOP AJC STATE CONNECTIONS/WARM HANDOVERS

No AJC Referrals



POPULATION SERVED (N=385)

EDUCATION LEVEL (n=377)



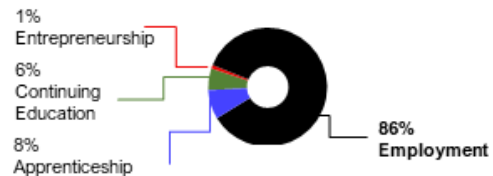
PAYGRADE (n=346)



CLIENT TYPE (n=385)



POST-MILITARY GOAL (n=357)



TOP PARTNER CONNECTIONS

- 101 – Hire Heroes USA
- 79 – LinkedIn
- 66 – RecruitMilitary

