



Chief Evaluation Office 
U.S. DEPARTMENT OF LABOR

July 2024

Trade Adjustment Assistance (TAA) Navigators

Authors: Kate Dunham**, Skye Allmang**, Maddhi Jayagoda**, Gabrielle Filip-Crawford**, Lorraine Sturdevant**, Efren Gomez**, Alicia Harrington*, Angela Edwards*, and Jillian Berk*

*Mathematica **SPR

Acknowledgements

The authors would like to acknowledge the many people who contributed in important ways to the TAA Navigator Sub-Study and this Final Report. These include our Project Officer, Janet Javar, from the U.S. Department of Labor's (DOL) Chief Evaluation Office (CEO), Charlotte "Sande" Schifferes from the Employment and Training Administration's (ETA's) Office of Policy Development and Research as well as Susan Worden, our primary point of contact from ETA's Office of Trade Adjustment Assistance (OTAA) for most of the study, all of whom provided us valuable input and guidance. Others at DOL who provided us with important support included Tim Theberge, Susan Manikowski, Robert Johnson, and Frankie Russell. We are also enormously grateful to the six states that were willing to host our site visits, particularly the state TAA administrators for those states, as well as their current and former Navigators and Navigator supervisors who were readily willing to share with us their challenges and lessons learned regarding Navigator positions. We are also extremely appreciative of the partner staff, affected workers, and employers in those states who were also willing to share their thoughts about TAA Navigators. Finally, we also want to thank the state TAA Administrators from the 42 other states who responded to our state TAA Coordinator survey.

Contents

Executive Summary	viii
National Landscape of TAA Navigators.....	ix
Case Study States: Oregon, Virginia, and Indiana.....	x
TAA Navigator Outreach Activities.....	xi
Promising Practices, Challenges, and Lessons Learned in Navigator Implementation.....	xiii
Final Thoughts	xv
I. Introduction	1
A. Introduction to the TAA Program	1
B. TAA Navigators	2
C. TAA Formative Evaluation.....	3
D. Guide to This Report.....	4
II. Landscape of TAA Navigators	5
A. Locations, Numbers, and Dates of Implementation of Navigator Positions	5
B. Goals for Navigators.....	6
C. Navigator Activities.....	7
D. States' Plans for Navigators if TAA is Reauthorized.....	9
III. Case Study of Oregon's TAA Navigator Model.....	11
A. What Are the Origins of Oregon's TAA Navigators, and How Were the Positions Launched?	12
B. What Were the State's Goals for Its Navigators?.....	14
C. What Do Navigators Do, and When Do They Work With Partners To Conduct These Activities?.....	15
D. How Were Navigators Selected?	20
E. How Were Navigators Supervised and Trained?.....	22
F. What Future Changes Were Planned for Navigator Positions?	23
IV. Case Study of Virginia's TAA Navigator Model.....	24
A. What Are the Origins of Virginia's TAA Navigators, and How Were the Positions Launched?	24
B. What Goals Did Navigators Have?.....	25

- C. What Do Navigators Do, and When Do They Work with Partners to Conduct These Activities? 25
- D. How Were Navigators Selected? 31
- E. How Were Navigators Supervised and Trained?..... 32
- F. What Future Changes Were Planned for Navigator Positions? 33
- V. Case Study of Indiana’s TAA Navigator Model 34
 - A. What Are the Origins of Indiana’s TAA Navigators, and How Were the Positions Launched? 34
 - B. What Goals Did Navigators Have?..... 35
 - C. What Do Navigators Do, and When Do They Work with Partners to Conduct These Activities? 36
 - D. How Were Navigators Selected? 42
 - E. How Were Navigators Supervised and Trained?..... 43
 - F. What Future Changes Were Planned for Navigator Positions? 44
- VI. TAA Navigator Outreach Activities..... 45
 - A. Navigator Outreach in 2023 45
 - B. Navigator Outreach Before TAA’s Phased Termination 48
 - C. Outreach to Underserved Populations..... 50
 - D. Effectiveness of Outreach 51
- VII. Conclusion: Promising Practices, Challenges, and Lessons Learned in Navigator Implementation..... 52
 - A. Increase in Numbers of TAA Participants and Funding..... 52
 - B. Support From State Leaders..... 52
 - C. Clear Focus on Certain Goals and Activities..... 53
 - D. Supportive and Trusting Supervision of Navigators..... 53
 - E. Selection and Retention of Navigators 54
 - F. Clear and Ongoing Communication 55
 - G. Final Thoughts..... 57
- References..... 58
- Appendix A. Site visit dates and interviews conducted..... 60
- Appendix B. TAA Coordinator Survey Instrument..... 62

Tables

II.1.	TAA Navigator assistance to TAA participants.....	8
II.2.	TAA Navigator activities with partner program staff.....	9

Figures

ES.1.	Reported number of TAA Navigator positions in states with Navigators.....	ix
ES.2.	Lifecycle of TAA Services	xi
II.1.	Reported number of TAA Navigator positions in states with Navigators.....	6
II.2.	Lifecycle of TAA services.....	7
II.3.	Consideration of future Navigator roles among states without Navigators.....	10
III.1.	Graphic illustration of Oregon’s TAA Navigator model.....	13
IV.1.	Graphic illustration of Virginia’s TAA Navigator model.....	26
V.1.	Graphic illustration of Indiana’s TAA Navigator model	37

Exhibits

ES.1.	Research questions.....	viii
--------------	-------------------------	------

Overview of the Navigators Evidence-Building Portfolio

This study is part of the U.S. Department of Labor (DOL) Chief Evaluation Office’s larger [Navigators Evidence-Building Portfolio](#) project that includes studies examining the use of Navigator models across multiple DOL programs, including Trade Adjustment Assistance (TAA); the Unemployment Insurance (UI) Navigator grants; the Women’s Bureau’s Fostering Access, Rights, and Equity (FARE) grants; and the Veterans’ Employment and Training Service’s Employment Navigator and Partnership Pilot. All of these programs infuse elements of navigation approaches in service offerings.

Navigators are used in different settings across the workforce system. Our 2023 scan of state Workforce Innovation and Opportunity Act plans found that 41 states or jurisdictions mentioned at least one Navigator program in their state plan. Although use of the term “navigator” is common, there is no standard definition of a navigator or the core components of the role. A literature review of navigators in social service delivery settings found that navigators serve both recipient-facing and system-facing roles and conduct a variety of activities including recruitment and uptake, engagement, direct service, referral and direction, partner and system coordination, policy and procedural improvement, and capacity building.¹

The Navigators Portfolio research team established a Peer Navigator Expert Working Group to learn from the lived experience of navigators and to ensure that navigator expertise shaped the research studies in the portfolio². The working group, which included representatives from all programs included in the portfolio, held a series of meetings to discuss what it means to be a navigator and how these programs should be studied. The group co-created a definition of workforce navigation that considered: (1) who the navigators are, (2) what they do in their roles, and (3) why they do it.

In collaboration with the Peer Navigator Expert Working Group, the research team also defined the core components of the navigation role. These core components include outreach and education, individual and group assistance, and cross-program feedback and systems coordination. Although specific navigator activities vary significantly within and across programs, the research team uses the three core components to understand navigator approaches and consider broader lessons for navigation.

Definition of Navigation

Navigation in the workforce system involves a trusted, well-informed, and well-connected person educating workers and/or organizations about their rights and available benefits and services; connecting them to benefits and services or providing services themselves; and seeking ways to improve services and access while mitigating barriers to improve worker outcomes and increase equity. ▲

Components of Navigation



¹ Di Biase, C., and M. Mochel. “Navigators in Social Service Delivery Settings: A Review of the Literature with Relevance to Workforce Development Programs.” Manhattan Strategy Group, U.S. Department of Labor, 2021. https://www.dol.gov/sites/dolgov/files/OASP/evaluation/pdf/NavigatorLitReview_20211203_508.pdf.

² DOL’s Chief Evaluation Office funded Mathematica and its partners, Social Policy Research Associates, Needels Consulting, and Anna Haley of Rutgers University, to oversee the Navigators Portfolio and conduct the implementation evaluations of the TAA Navigators, the UI Navigator grants, and the FARE grants. Westat and its partner the American Institute for Research are conducting the evaluation of the Employment Navigator and Partnership Pilot.

Executive Summary

The Trade Adjustment Assistance (TAA) Program, administered by the U.S. Department of Labor (DOL), Employment and Training Administration (ETA), was created to support workers adversely affected by international trade. The TAA Program provides benefits to help workers who have lost their jobs due to increased imports or shifts in production to foreign nations. As this is a federal program managed and administered by state workforce agencies, there is significant variation in the administration of the TAA Program across states.

One of these variations is the use of TAA Navigators. Oregon first developed TAA Navigator positions in 2015, primarily as a way to have TAA-funded staff in the state's American Job Centers (AJCs) after the state decided to centralize its TAA case managers. These first TAA Navigators carried out a variety of activities—including conducting outreach to trade-affected workers at Rapid Response events and TAA information sessions and helping TAA participants to access needed services. Following Oregon's lead, and with support from the ETA's Office of Trade Adjustment Assistance (OTAA), several other states implemented their own Navigator positions, varying the activities assigned to the positions based on the needs of their own TAA programs.³ The goals for this formative study included learning more about the national landscape of TAA Navigator implementation and gaining a clearer understanding of the models being implemented by these states for Navigator positions. Exhibit ES.1 identifies the research questions guiding the implementation study.

Exhibit ES.1. Research questions

- What is the underlying need for Navigators? What spurred states to develop the positions?
- What states currently deploy or are planning to deploy Navigators?
- What are the different roles, responsibilities, and activities of TAA Navigators in various states?
- How are Navigators selected and trained?
- To what extent do TAA Navigators help to remove barriers to workers accessing the TAA Program?
- To what extent do TAA Navigators help facilitate employer collaboration with the TAA Program?
- What challenges have states faced in implementing Navigators and what strategies did they use to overcome those challenges? What are perceived promising Navigator strategies? ▲

The study's data collection included clarifying calls with nine states, site visits to six states (three virtual and three in-person), and a survey of state TAA programs, all conducted between November 2022 and October 2023. Study data collection occurred during an unusual period when the TAA Program was in phased termination (see box on Status of the TAA Program).

³ See <https://taa.workforcegps.org/resources/2019/11/26/17/51/TAA-Navigator-Resources>.

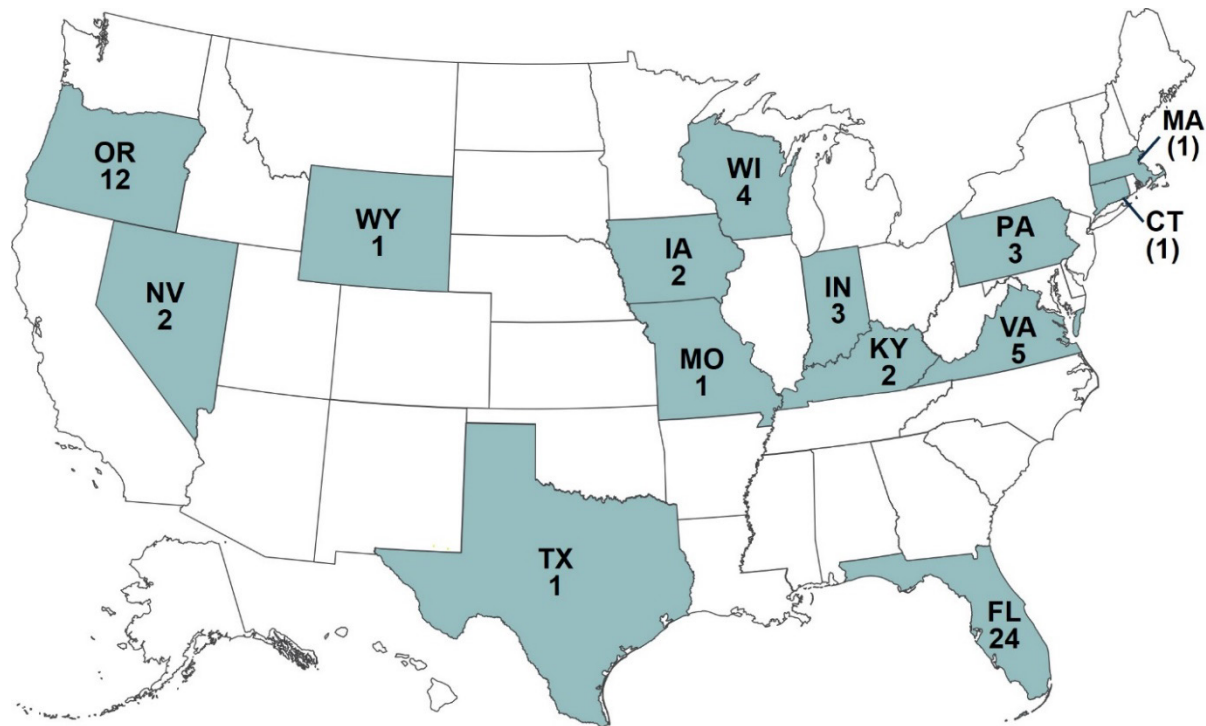
National Landscape of TAA Navigators

Since Oregon first introduced the TAA Navigator positions in 2015, OTAA has encouraged other states to consider whether Navigator positions may help other states meet the specific needs of their workers. A study survey of all state TAA programs found that 14 states (of 48 that responded) indicated they had at least one Navigator in November 2023 (Figure ES.1). Following Oregon, five states launched their Navigator positions between 2015 and 2019, six reported launching them in 2020 or later, and two states could not recall when their Navigator positions were launched. Most of these 14 states reported having three or fewer Navigators (10 states); Only two states reported having more than five Navigators: Florida and Oregon. Most of these states based their Navigators—at least part-time—in American Job Centers (AJCs).

Status of the TAA Program

The TAA Program was first developed in 1962 and was most recently reauthorized by Title IV of Public Law 114-27 of the Trade Adjustment Assistance Reauthorization Act of 2015 (TAARA 2015). However, as the program was not reauthorized according to the expected timeline of TAARA, the program entered phased termination as of July 1, 2022, and continued to have this status throughout this study's data collection and the writing of this report in late spring 2024. Despite its phased termination status, trade-affected workers whose layoffs had occurred before July 1, 2022, and who are covered by a TAA petition that had been certified by DOL before July 1, 2022, are still eligible for reemployment assistance and to apply for training.⁴ ▲

Figure ES.1. Reported number of TAA Navigator positions in states with Navigators



Source: State TAA Coordinator Survey.

⁴ <https://www.dol.gov/agencies/eta/advisories/training-and-employment-guidance-letter-no-13-21>; <https://www.dol.gov/agencies/eta/advisories/tegl-14-22>.

Fourteen states currently without Navigators reported that they would consider adding Navigators in the future if the TAA Program were reauthorized. A majority of these states indicated that to launch Navigator positions, they would need an increase in the number of TAA participants (eight states) and support from the state's TAA agency leadership (seven states). When the other 20 states were asked why they were not interested in creating Navigator positions, the most common responses were too few TAA participants (reported by nine states) and the adoption of a different approach to TAA staffing (reported by nine states).

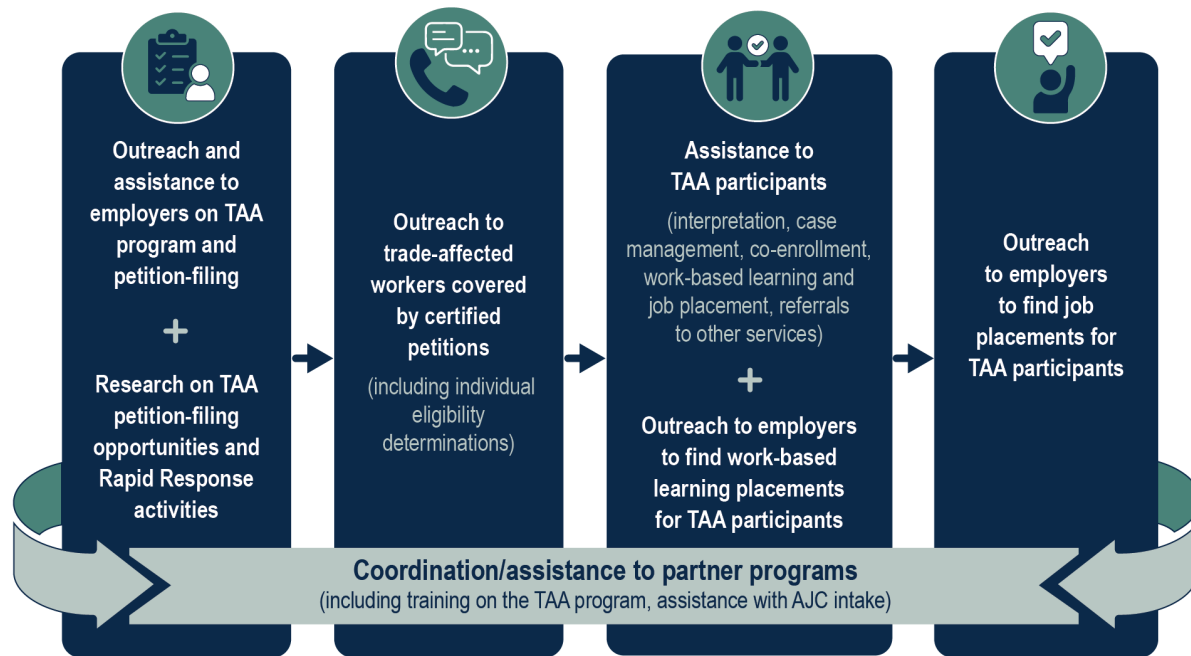
Case Study States: Oregon, Virginia, and Indiana

Three prominent TAA Navigator models being implemented in 2023 were those of Oregon, Virginia, and Indiana. TAA Navigators in these states carried out a wide variety of activities at various stages during the TAA Program's lifecycle (Figure ES.2). These activities ranged from petition⁵ research to helping TAA participants find employment.

- **Oregon.** Oregon uses its Navigators as "boots on the ground," and the state's 12 Navigators spend approximately four days each week in various AJCs in their assigned local workforce areas. The Navigators conduct outreach to trade-affected workers by phone or Rapid Response sessions; assist TAA participants with job search and receipt of laptops/internet access via the Technology for Underserved Communities pilot; and conduct research on petition-filing opportunities using the Think Differently form.
- **Virginia.** Virginia's Navigators, who have been part of the state's TAA operations since 2018, are assigned to specific workforce development board regions and based in an AJC within their region. The state's five Navigators research petition filing opportunities; conduct outreach to trade-affected workers by phone, email, or Rapid Response sessions; and conduct outreach to employers for development of on-the-job training (OJT) placements for TAA participants.
- **Indiana.** Indiana introduced Navigator positions in 2021. Each of the state's three Navigators covers a region of the state and primarily work from home, although they visit AJCs in their region when needed. Indiana's Navigators conduct research on petition-filing opportunities and conduct activities to support outreach to trade-affected workers. The lead Navigator also files petitions.

⁵ For workers to be eligible for TAA Program services, a petition certifying that foreign trade "contributed importantly to the layoffs affecting two or more of those workers must be filed, investigated, and certified by OTAA. Source: <https://www.dol.gov/agencies/eta/tradeact/petitioners/faq>.

Figure ES.2. Lifecycle of TAA Services



TAA Navigator Outreach Activities

Outreach is a key activity for the TAA Program, not only because it is required,⁶ but also because uptake for the program was low.⁷ Navigators play an important role in these outreach efforts, with 11 of 14 states with Navigators reporting in the survey that Navigators assisted with outreach to trade-affected workers. Following the beginning of phased termination on July 1, 2022, however, it became necessary for TAA Navigators and other TAA staff to intensify their outreach efforts to try to maintain program enrollments, since no new petitions were being certified. As a result, Navigators across five of the six site visit states spent a significant amount of time in 2023 developing and leading special outreach projects aimed at finding workers interested in TAA services.⁸

Navigator outreach in 2023

Because the TAA Program was in phased termination in 2023, Navigators had to limit outreach to trade-affected workers who were covered by petitions that were certified before July 1, 2022. For this reason, many states called this activity “reach-back” rather than outreach. States pursued two different approaches in their reach-back efforts: direct reach-back strategies to specific trade-affected workers and

⁶ All workers who file an unemployment insurance (UI) application must receive notice of the benefits and services available under the TAA Program. In addition, eligible worker groups must be notified of their eligibility via both mail and at least one electronic communication method, such as text or email. TAA Program Regulations 20 CFR § 618.816(a) and 20 CFR § 618.816(e).

⁷ In Fiscal Year 2021, although there were an estimated 107,454 workers covered by certified petitions, there were only 21,286 TAA participants. “Trade Adjustment Assistance for Workers Program FY 2021 Annual Report.” Employment and Training Administration, U.S. Department of Labor, 2021. <https://www.dol.gov/agencies/eta/tradeact/reports>.

⁸ The Navigator in the sixth site visit state (New York) did not conduct outreach to trade-affected workers in 2023.

broader outreach strategies to increase awareness of the TAA Program among individuals seeking workforce services.

Direct reach-back strategies to specific trade-affected workers

State TAA staff had access to certified worker lists that included names and contact information for workers covered by previously certified petitions. Although states knew which individuals might be eligible for services, they still faced challenges in outreach because of old contact information, uncertainty about which workers might still be interested in receiving TAA-funded training, and low response rates to cold outreach calls. State TAA staff, including Navigators in all five site visit states where Navigator conducted outreach in 2023 attempted to reach these individuals with different strategies including multi-prong outreach involving reaching out to workers covered by previously certified petitions one to three times via multiple modalities, such as mail, phone, text, and email; open houses with incentives; and surveying previously certified workers to learn if they had any need for TAA services.

Broad outreach strategies to increase awareness

Navigators in all five of these states also employed strategies designed to increase awareness of the TAA Program among those who visited AJCs and throughout the community more broadly. These awareness-building strategies avoided some of the challenges with reach-back based on worker lists—such as low response rates to cold calls, out-of-date contact information, and affected workers who were already reemployed—and enabled Navigators to reach people at the point when they needed services. Awareness-building strategies included developing and distributing posters with or without QR codes in AJCs and Navigator outreach at Rapid Response events by asking whether any of the workers had been laid off previously, because they could have TAA benefits from that previous layoff.

Navigator outreach before TAA's phased termination

Before phased termination, Navigators in only three of the six site visit states regularly conducted outreach to trade-affected workers outside of presenting at Rapid Response or TAA information sessions. Although one additional state did initially have its Navigators reaching out to such workers for two different certified petitions, this was discontinued after the state realized that these efforts were duplicating those of other TAA staff. However, states had already started to develop new approaches to outreach before July 1, 2022. These efforts included: simplifying the trade determination letters, involving Navigators in the communication process, increasing the intensity of outreach efforts, and using targeted social media outreach and geofencing⁹ to ensure TAA outreach messages were featured in the feeds of those who lived in or traveled to geographical areas where layoffs had occurred.

Outreach to underserved populations

At least one state—Oregon—specifically focused some of its Navigator outreach and reach-back efforts on specific underserved communities: workers whose primary language was not English and rural workers. To develop effective outreach and reach-back strategies for these underserved populations, Oregon's TAA

⁹ Geofencing is a technique that creates virtual geographic fences around physical locations for more targeted outreach. It uses a location-based technology called RFID (Radio Frequency ID), Wi-Fi, GPS, or cellular data to trigger a targeted outreach action (such as a text, email, social media message, or app notification) when a mobile device or RFID tag enters or exits a virtual geofence. Social Media/Geofencing. Workforce GPS: Trade Adjustment Assistance for Workers. https://taa.workforcegps.org/resources/2023/12/11/16/12/Social_Media.

administrators employed bilingual and culturally knowledgeable Navigators and looked to these Navigators for advice on outreach strategy. The state also implemented a Technology for Underserved Communities pilot, providing laptops, basic software, internet access, and basic computer training to trade-affected workers from these communities.¹⁰

Promising Practices, Challenges, and Lessons Learned in Navigator Implementation

Both the survey of state TAA programs and respondents from the six site visit states shared impressions about what is needed for successful implementation of Navigator positions.

- **Increase in numbers of TAA participants and funding.** Survey data indicated that two elements needed for successful implementation of Navigator positions were having a sufficient number of TAA participants and sufficient TAA funding. However, because of the difficulties that states faced in identifying trade-affected workers while TAA was in phased termination, enrolling larger numbers of TAA participants was likely not possible until the program is reauthorized. Two of those states also reported that a lack of funding was a barrier in implementing Navigator positions; as TAA funding was partly based on enrollment, increased program funding was also not likely to be available until TAA is reauthorized.
- **Support from state leaders.** Both site visit and survey data emphasized the importance of strong and ongoing support from state leaders for successful rollout of TAA Navigator positions. In two of the site visit states, TAA administrators also emphasized the importance of this support being realistic; that state leaders needed to understand that implementation would take time and would not be “perfect,” trusting that the TAA Program would be able to work out any challenges related to implementation.
- **Clear focus on certain goals and activities.** Another key element that arose from the site visit and survey data was the importance of establishing clear goals for Navigator positions. To establish those goals, states needed to have a clear understanding of where their TAA Program needed to focus to improve outcomes, and where it faced staffing gaps that needed to be filled. Some states moved forward quickly without clearly determining specific goals for how their Navigators would fill a need without duplicating existing efforts being carried out by other TAA or Rapid Response staff, and this caused confusion during early implementation.
- **Supportive and trusting supervision of Navigators.** Supervision was another important element in successful Navigator implementation. Respondents from five of the six states we visited stated that Navigator supervisors played a key role in ensuring that Navigators obtained the support and training they needed. In the three states where Navigator supervisors micromanaged their Navigators, were overstretched, or were less focused on the position, Navigators appeared to be less successful. In all of these states, changes to the supervisor position were reported to have led to improvements in Navigator performance.

¹⁰ Oelke, S., C. Atkinson, L. Lausmann, and S. Forsberg. "Digital Inclusion: Targeted Strategies for Reaching Underserved Populations. Workforce GPS webinar, March 2, 2022. <https://www.workforcegps.org/events/2022/02/08/13/41/Digital-Inclusion-Targeted-Strategies-for-Reaching-Underserved-Populations>.

- **Careful selection of Navigators.** All six of the states that we visited emphasized the importance of selecting Navigators with the right skills and experience. Although there was some variation in what states looked for in Navigators, a few skills and experiences generally stood out: communication skills, customer service or sales experience to help with “selling the program to workers, partners, and employers,” an ambitious or “go-getter” attitude, knowledge of the workforce system, and research skills. Three states also reported the importance of selecting Navigators who were bilingual as well as knowledgeable about the cultures of trade-affected workers who spoke a different language.
- **Retaining Navigators.** One challenge that four site visit states faced was turnover among their Navigators for a variety of reasons, including hiring Navigators below their true “pay grades,” the phased termination status of TAA, the positions’ temporary status in some states; and the significant amount of travel required for the position. This turnover among Navigators caused a number of challenges for state TAA programs, including that the Navigators who remained often had to spend a lot of time covering for Navigators who had left or training new Navigators; other TAA staff members didn’t always know whom to reach out to, because Navigators changed too often. In some states, Navigators were not able to be replaced, leading to a smaller number of total Navigators for the state. In one state that had experienced little turnover, the state’s Navigator supervisor said that she thought her Navigator team’s ability to be fully remote and to take time off to compensate for working long hours within the same pay period might be reasons her Navigators stayed in the position.
- **Clear and ongoing communication.** All six site visit states said that clear and ongoing communication with other TAA staff members, as well as AJC partners, was another key factor in Navigators’ success in the position. In states where Navigators assisted with TAA participant services, Navigators, their supervisors, and TAA case managers all said that communication between Navigators and TAA case managers was very important for success. Both TAA and partner staff also emphasized the importance of clear and ongoing communication between Navigators and AJC partner staff members. To ensure this communication started off well, TAA staff members in five of the six site visit states said that they made an effort to introduce their Navigators to local Rapid Response and Business Services Team staff members when the positions were first launched. Navigators in all five of these states were also encouraged to maintain regular communication with their local partners by attending local AJC meetings, regularly spending time in their assigned AJCs, and providing regular training on the TAA Program. However, we also learned that this communication was challenging to maintain over time.
- **Timing of implementation.** The final implementation element that was emphasized by respondents in two site visit states was the importance of implementing Navigator positions when states were not grappling with major crises. Three of the six states we visited, for example, had rolled out their Navigator positions during the COVID-19 pandemic.

Final Thoughts

If TAA is reauthorized, this report will provide important information for state TAA programs that are considering implementing TAA Navigator positions. However, even if TAA is not reauthorized, the TAA Navigator models described in this report provide information about innovative outreach approaches that could be useful for other public workforce system programs—such as Unemployment Insurance (UI), Rapid Response, and the Workforce Innovation and Opportunity Act (WIOA) Dislocated Worker and Adult Program that could also benefit from improved program uptake—especially customers facing major barriers to participation. Furthermore, the elements described above—such as the importance of support from state leaders, ongoing communication with partners, clear goals for the effort, and the importance of considering the right timing for rollout—may also provide helpful tips for the implementation of any new effort by a public workforce program.



I'm just gonna speak from my experience of what I see here ... [Customer outreach] is status quo ... And that's not just Trade. This is the way we've always done it ... But we've had some local areas finally wake up and start doing innovative things and are going out to their community centers. And guess what, they're some of the local areas that are seeing foot traffic, they're getting more numbers than the ones that are just sitting there in their [AJCs] waiting for them [customers] to come in."

TAA administrator

I. Introduction

The Trade Adjustment Assistance (TAA) Program, administered by the U.S. Department of Labor (DOL), Employment and Training Administration (ETA), was created to support American workers adversely affected by international trade. The TAA Program provides benefits to help workers who have lost their jobs due to increased imports or shifts in global trade patterns. As this is a federal program managed and administered by state workforce agencies, there is significant variation in the administration of the TAA Program across states. TAA Navigator positions were first developed by Oregon's TAA program, primarily as a way to have TAA-funded staff in the state's American Job Centers (AJCs) after the state decided to centralize its TAA case managers. Oregon implemented the positions in 2015, initially assigning Navigators to carry out a variety of activities—including conducting outreach to trade-affected workers at Rapid Response events¹¹ and TAA information sessions and helping TAA participants to access needed services. Following Oregon's lead, and with support from the ETA's Office of Trade Adjustment Assistance (OTAA), several other states implemented their own Navigator positions, varying the activities assigned to the positions based on the needs of their own TAA programs.¹²

In 2022, DOL's Chief Evaluation Office (CEO) awarded to Mathematica and its partner, Social Policy Research Associates (hereafter, study team), a contract to evaluate a portfolio of Navigator projects, including a formative study of TAA Navigators to be carried out on behalf of both OTAA and CEO. OTAA's focus in carrying out this study was to learn more about the national landscape of TAA Navigator implementation, as well as to gain a clearer understanding of the models being implemented by these states for Navigator positions. Although OTAA had been aware of the deployment of TAA Navigators for some years and had hosted several WorkforceGPS presentations on the topic,¹³ it lacked updated and detailed information about how these positions had been revised since their launch, such as the extent to which Navigators continued to be focused on outreach to trade-affected workers and the specific variations in the Navigator positions that had been implemented by other states. As a result, OTAA worked with CEO to contract for this study. This is the final report for this TAA Navigator study.

A. Introduction to the TAA Program

The TAA Program was first developed in 1962 and was most recently reauthorized by Title IV of Public Law 114-27 of the Trade Adjustment Assistance Reauthorization Act of 2015 (TAARA 2015). However, as the program was not reauthorized according to the expected timeline of TAARA, the program entered phased termination as of July 1, 2022, and continued to have this status throughout this study's data collection and the writing of this report in late spring 2024.

¹¹ Rapid Response events are generally sessions organized by the Rapid Response program where dislocated workers are provided with information about services and benefits available to them to help them deal with any challenges stemming from being laid-off and to help them become re-employed.

¹² See <https://taa.workforcegps.org/resources/2019/11/26/17/51/TAA-Navigator-Resources>.

¹³ Ibid.

Despite its phased termination status, trade-affected workers whose layoffs had occurred before July 1, 2022, and who are covered by a TAA petition that had been certified by DOL before July 1, 2022, are still eligible for certain benefits.¹⁴ These included the following:

- **Training and reemployment assistance.** TAA participants can receive tuition assistance to cover the cost of up to two and a half years of training needed to secure employment. This training can include both remedial classes and work-based learning such as on-the-job training (OJT). TAA participants can also receive assistance with job search activities and case management services from TAA Program staff.¹⁵ In some cases, workers who pursue employment outside their local commuting area may be eligible for job search or relocation allowances.
- **Trade Readjustment Allowance (TRA).** TRA is a payment program that provided weekly income support to TAA participants who had already used up their unemployment insurance compensation (UC); they could receive up to 130 weeks of either UC or TRA.¹⁶
- **Alternative Trade Adjustment Assistance.**¹⁷ Alternative Trade Adjustment Assistance (ATAA) was available to workers ages 50 and over. ATAA provided up to \$10,000 in compensation over two years for TAA participants who found reemployment at a lower wage.¹⁸

B. TAA Navigators

The TAA Program described above has evolved significantly over time because of legislative amendments, changes in federal guidance, and expiration of its authorizing legislation in 2022. In addition to these federally initiated alterations, the program has also evolved because of changes in how states have chosen to implement the legislation to meet the specific needs of their workers. One such state-developed innovation is the position of TAA Navigator, which was first developed in Oregon. The Navigators were tasked with promoting the TAA Program, supporting TAA participants, connecting with partners such as Rapid Response, and conducting outreach to employers to identify OJT opportunities for TAA participants.¹⁹ Following Oregon's lead, and with OTAA's support, several other states implemented Navigator models, although—as mentioned previously—OTAA lacked clear information on how many states had done so and about the details of their Navigator models.

¹⁴ To qualify for TAA benefits, dislocated workers, their union, their firm, or the state workforce agency had to file a petition for certification by DOL's Office of Trade Adjustment Assistance (OTAA) stating that their dislocation was caused by foreign trade. Those workers could not receive TAA benefits unless OTAA, after an investigation, certified that foreign competition significantly contributed to the workers' dislocation.

¹⁵ Per Training and Employment Guidance Letter 24-20, Change 1.

¹⁶ As of the date of this report (approximately two years after the beginning of phased termination), too much time had passed for any TAA participants to be receiving TRA benefits. However, the TAA program's training benefits are available to workers covered by certified petitions throughout participants' lifetimes.

¹⁷ TAARA 2015 had created Reemployment Trade Adjustment Assistance (RTAA) to replace ATAA, but TAARA 2015 also included a "reversion" provision that, in the legislation's final year, reverted all of TAA's eligibility and benefit provisions (including RTAA) back to what they were before TAARA 2015. Consequently, as of July 1, 2021, RTAA reverted to ATAA.

¹⁸ To receive RTAA or ATAA after the beginning of phased termination, according to DOL's Training and Employment Guidance Letter 14-22, workers had to have received at least one ATAA or RTAA payment as of June 30, 2022.

¹⁹ Smith, R., and S. Forsberg. "Trade Adjustment Assistance: Oregon Best Practice." Workforce GPS webinar, October 18, 2017. <https://www.workforcegps.org/events/2017/09/27/11/10/Trade-Adjustment-Assistance-Oregon-Best-Practice>.

C. TAA Formative Evaluation

To better understand the use of TAA Navigators across states, DOL's CEO, in collaboration with OTAA, contracted with the study team to conduct a formative study of TAA Navigators.

The TAA formative evaluation was specifically guided by the following research questions:

- What is the underlying need for Navigators? What spurred states to develop Navigators?
- What states currently deploy Navigators? What states are planning to deploy them?
- What are the different roles, responsibilities, and activities of TAA Navigators in various states? With what programs do TAA Navigators work?
- How are Navigators selected and trained for their roles?
- Do Navigators promote equity in access to TAA benefits? What are potentially eligible workers' and participants' experiences with TAA Navigators?²⁰ To what extent do TAA Navigators help to remove barriers to accessing the TAA Program?
- What are employers' experiences with TAA Navigators?²¹ To what extent do TAA Navigators help facilitate employer collaboration with the TAA Program?
- What challenges have states faced in implementing Navigators and what strategies did they use to overcome those challenges? What are perceived promising Navigator strategies?

1. Data collection

To answer these questions, the study team collected data from state TAA programs between November 2022 and October 2023 via three primary data collection activities. Each of these data collection activities is described in more detail below.

Phone interviews. The study team conducted clarifying calls between November 2022 and January 2023 with nine states (Connecticut, Iowa, Indiana, Massachusetts, Missouri, New York, Oregon, Pennsylvania, and Virginia). We selected these states based on two combined lists, compiled by OTAA, of 17 states that had considered implementing Navigator models. We then emailed each of these 17 states to ask whether they had implemented TAA Navigator positions and then called all nine that confirmed doing so. These hour-long phone calls collected basic information about the numbers, locations, and activities carried out by TAA Navigators in those states; the study team used this information to develop the study's design report and accompanying data collection instruments, as well as the required Paperwork Reduction Act package that was subsequently approved by the federal Office of Management and Budget.

Web survey. The study team administered a 26-item survey to TAA Coordinators in all 50 states, as well as the TAA Coordinators in the District of Columbia and the territory of Puerto Rico (see Appendix B for a copy of the survey instrument). Forty-eight of these TAA Coordinators completed the survey, yielding a

²⁰ Due to the TAA Program's phased termination status during the study, we were unable to interview sufficient numbers of TAA participants or trade-affected workers to include their perspectives on Navigator positions in this report.

²¹ As with participant perspectives, due to the TAA Program's phased termination status during the study, we were unable to interview sufficient numbers of employers that worked with TAA Navigators to include their perspectives on Navigator positions in this report.

92 percent response rate. This survey was fielded in October 2023 and collected basic information on Navigator numbers, locations, and activities, as well as states' future plans for deployment of Navigators.

Site visits. The study team carried out three in-person and three virtual site visits between mid-August and late October 2023 to Connecticut, Indiana, Oregon, New York, Pennsylvania, and Virginia (see Appendix A for the specific dates of these visits). The study team selected these states in collaboration with OTAA from the nine states that were contacted during the clarifying calls (described above), selecting states that had implemented their Navigator models for more than a year and—by the time of the visits—had not completely reassigned Navigators to other duties. These site visits included 84 semi-structured interviews with a variety of respondents: TAA staff, including central-office administrators, Navigators, case managers, and petition coordinators; AJC partner staff, including representatives from Rapid Response, the Workforce Innovation and Opportunity Act (WIOA) Dislocated Worker program, and local workforce development boards (WDBs); and TAA participants and employer partners. To protect the anonymity of respondents, the report identifies respondents' affiliations (e.g., TAA administrator, Navigator, TAA partner) but not their specific job titles. During two in-person site visits, study team members also observed Navigators participating in local business service team meetings.

D. Guide to This Report

A primary aim of this final report is to summarize the data collected and analyzed across all these data collection activities to answer the research questions above and provide information both to OTAA and to states that might be considering deploying Navigator positions. To provide readers with a high-level understanding of TAA Navigators and their deployment across the country, Chapter II of this report presents information drawn primarily from the web survey of all states on the landscape of TAA Navigators across the states. The report then presents case studies of three TAA Navigator models being implemented in 2023: Oregon's Model (Chapter III); Virginia's model (Chapter IV); and Indiana's model (Chapter V). OTAA and the study team chose these three states to serve as case studies due to the length of time they had implemented their Navigator models without making major changes to what the Navigators did nor to the number of Navigators. To facilitate the ease with which states can review these models and consider implementation of them in their own states, we answer most of the research questions within these case studies. Chapter VI then provides more information on Navigator outreach activities and approaches to trade-affected workers across all six states that had site visits. The report concludes with a chapter that presents promising practices, challenges, and lessons learned regarding implementation of Navigator positions.

II. Landscape of TAA Navigators

This chapter provides an introduction to the landscape of TAA Navigators across the nation in fall 2023, including the number of states with Navigators, their locations, and activities conducted as part of the Navigator role. It is based primarily on a survey of TAA Coordinators conducted in November 2023²² and is supplemented with clarifying insights from the study's site visits to Connecticut, Indiana, New York, Oregon, Pennsylvania, and Virginia. The goal of this chapter is to provide a broad understanding of the TAA Navigator landscape in fall 2023. The information provided in this chapter also achieves one of OTAA's key goals for this sub-study—which was to obtain more information about the extent of the spread of Navigator positions across the country, as well as the activities and locations of those Navigators.

A. Locations, Numbers, and Dates of Implementation of Navigator Positions

Based on survey responses from 48 states, 14 indicated that they had TAA Navigators. Ten of these 14 states reported having three or fewer Navigators; five states reported having only one Navigator (Figure II.1). Only two states reported having more than five Navigators. Florida had the most, with 24 Navigators, followed by Oregon (whose model is described in detail in Chapter III), which had 12.

Two of the 34 states that did not have Navigators in November 2023 reported that they had previously had these positions but eliminated them in 2022 or 2023. One of these states reported having five Navigators, and the other had a single Navigator. One of these states cited the expiration of TAA's authorizing legislation, a decrease in approved petitions, a decline in TAA participants, and a different approach to TAA Program staffing as the reasons for eliminating the positions. The other state reported that it had eliminated the position solely due to a different approach to TAA Program staffing.

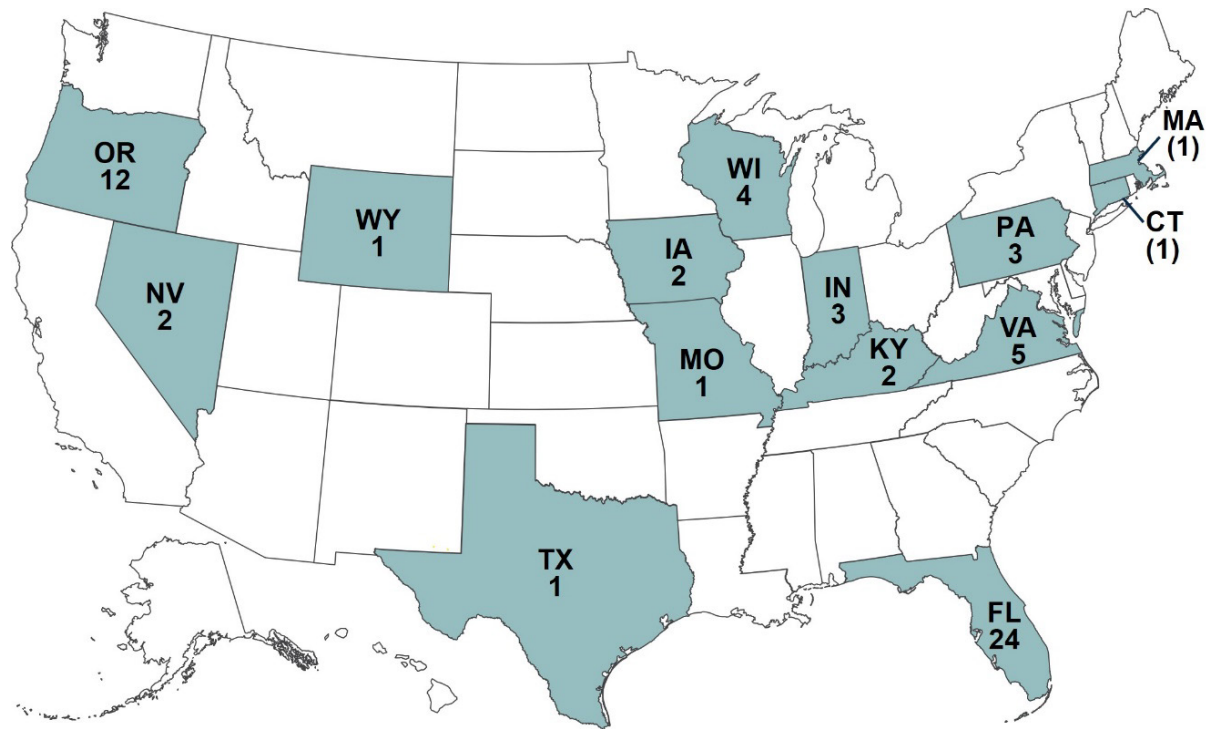
States reported that Navigators were based in a variety of locations. The most common were American Job Centers (AJCs; reported by nine states) and TAA central offices (reported by four states). Two of the site visit states, Indiana and Pennsylvania, indicated on the survey that their TAA Navigators worked entirely or primarily remotely, although in Pennsylvania, Navigators were required to spend at least one day of each pay period working out of an AJC within their county of residence.²³

In all but four of the 14 states that reported having Navigators in 2023, Navigators had to cover multiple local workforce development areas because of the low number of these positions. For example, in Connecticut, the sole Navigator had to cover all five of the state's local workforce development areas, and in Pennsylvania, Navigators covered from six to 12 local workforce areas.

²² The survey sample included 52 TAA Coordinators (in all 50 states, the District of Columbia, and the territory of Puerto Rico). TAA Coordinators for 48 entities completed this survey, which yielded a 92 percent response rate.

²³ The survey question allowed respondents to select more than one response. Pennsylvania reported that its Navigators were both based in AJCs and entirely remote; site visitors were able to clarify the discrepancy in responses.

Figure II.1. Reported number of TAA Navigator positions in states with Navigators



Source: State TAA Coordinator Survey.

As mentioned in the introduction, the first state to launch Navigator positions was Oregon, in 2015. Two other states (Florida and Kentucky) reported launching Navigator positions before 2018. One (Virginia) launched its Navigator positions in 2018, two (Iowa and Missouri) launched their Navigator positions in 2019, and six reported launching their positions in 2020 or later.²⁴

B. Goals for Navigators

Ten of the 14 states with Navigators reported that a primary goal for their TAA Navigators was to increase the take-up rate of workers covered by a certified petition. That this goal was the most common among states with Navigators is unsurprising given both the TAA Program’s requirement that states must conduct outreach and the low participant take-up rates (both of which are discussed in Chapter VI).

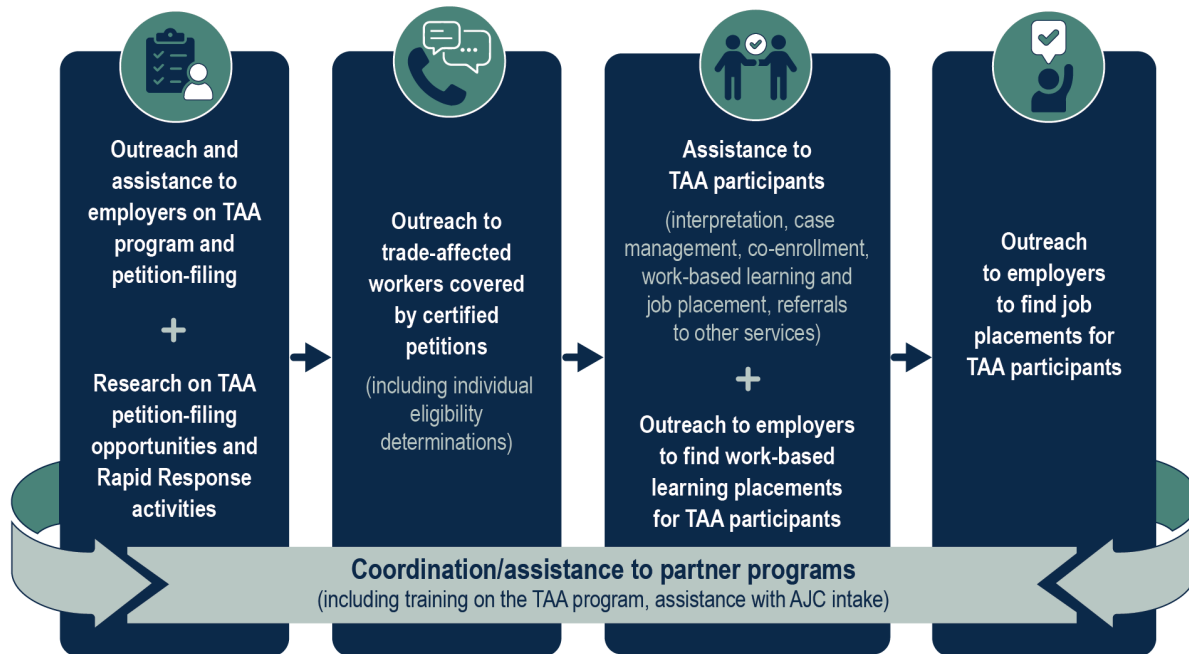
Eight states reported that a primary goal for their Navigators was to increase the number of approved petitions; this aligned with states’ desire to increase their TAA participant numbers and funding allocations. Eight states also reported that improving TAA participant performance was a primary goal, and seven states reported that a primary goal for their Navigators was to increase collaboration with AJC partners. This last goal was likely related to state TAA programs’ desire to improve their required co-enrollment rates with the WIOA Dislocated Worker program, which is a federally-funded workforce program aimed at providing assistance to all laid-off workers.

²⁴ Two states reported not knowing when their Navigator positions were launched.

C. Navigator Activities

TAA Navigators carried out a wide variety of activities at various stages during the TAA Program’s lifecycle (Figure II.2). These activities ranged from petition research to helping TAA participants find employment. This section of the chapter describes Navigator activities at each of these stages, beginning with conducting research on TAA petition filing through outreach to employers to find job and work-based learning placements for TAA participants.

Figure II.2. Lifecycle of TAA services



Outreach and assistance to employers regarding the TAA Program and TAA petition filing. Nine states reported that their Navigators engaged with employers regarding TAA petition filing. This included assisting employers with filing TAA petitions (nine states), conducting outreach to them regarding petition filing (eight states), and educating them about the TAA Program (six states). Six states also reported that, after a petition was certified, their Navigators reached out to employers for lists of laid-off workers covered by the certified petition.

Research on TAA petition-filing opportunities. All but two of the states with Navigators (12 of 14) indicated that Navigators investigated potential opportunities for filing TAA petitions. In site visit interviews, Navigators reported using multiple strategies to conduct such research, including accessing free and paid websites on job layoffs and collecting information from laid-off workers who visited AJCs. There was also general agreement, among TAA leaders in the site visit states, that Navigators had played a key role in increasing the number of petitions filed.

Outreach to TAA-affected workers covered by certified petitions (including determining individual eligibility). Eleven states reported that their Navigators conducted outreach to workers covered by a certified petition—which, in 2023, meant reaching out to workers who had been laid off before July 1, 2022, when TAA entered phased termination. (Outreach to trade-affected workers is discussed in more

detail in Chapter VI.) Navigators in six states also determined individual eligibility for workers covered by a certified petition.

Assistance to TAA participants (interpretation, case management, co-enrollment, work-based learning and job placement, and referrals to other services). States reported that TAA Navigators aided TAA participants in a variety of ways (Table II.1). One of the most common forms of assistance was referring participants to non-TAA services, such as the WIOA Dislocated Worker program; Navigators in six states also coordinated the co-enrollment of TAA participants in that program. TAA Navigators in seven states also assisted participants with their job search activities and placement in employment.

Another common type of assistance Navigators provided to TAA participants was helping them with work-based learning, such as OJT. For example, as is discussed in Chapter III, Navigators in Oregon case managed TAA participants who were in OJT. Navigators in four other states provided TAA participants with case management services no matter what type of services they received.

Table II.1. TAA Navigator assistance to TAA participants

Assistance provided to TAA participation	Number of states reporting
Help TAA participants with work-based learning, such as on-the-job training (OJT)	9
Assist TAA participants with referrals to other needed services that TAA cannot provide	9
Assist TAA participants with job search and placement	7
Coordinate co-enrollment of TAA participants in the WIOA Dislocated Worker program	6
Provide case management for TAA participants	5
Conduct assessments for TAA participants	4
Provide interpretation or translation services for TAA participants	4

Source: State TAA Coordinator Survey, conducted in 2023.

Note: n = 14 (all states that reported employing Navigators). States could report that their Navigators provided multiple types of assistance.

Outreach to employers to find job placements and work-based learning for TAA participants. Four states reported that Navigators worked with employers to develop work-based learning opportunities (such as OJT). Interviews during site visits reported that the type of work-based learning Navigators most commonly assisted TAA participants with was OJT. (Additional details on OJT-related activities in Virginia are provided in Chapter IV.) Three states reported that they conducted outreach to employers to find employment for TAA participants.

Coordination/assistance to partner programs (including providing training on the TAA Program, assisting with AJC intake, Rapid Response, and TAA paperwork for co-enrolled participants).

Navigators in almost all states (13 of 14) reported working with partner staff. In 12 of those states, Navigators worked with Rapid Response staff, and in 10 states, they worked with WIOA Dislocated Worker program staff. More than half of states (eight states) also reported that Navigators worked with staff from training providers, such as community colleges, and with Wagner-Peyser Employment Service program staff. The number of partners reported varied by state, with most (nine of 14 states) reporting three or more partner types. Survey respondents were asked to report on the types of engagement Navigators had with partner programs (Table II.2). The most common activity conducted by Navigators with partner

staff was answering questions about the TAA Program (reported by 13 states). Other common activities reported by states included connecting TAA participants with partner staff, helping with Rapid Response outreach and activities, and training on the TAA Program (each reported by 11 states).

Survey respondents from the states with Navigators also reported on other activities they engaged in related to the TAA Program. The most common of these was assisting TAA case managers, such as by helping them reach nonresponsive participants or partners (reported by 11 states). Another common activity was suggesting system improvements (reported by nine states).

Table II.2. TAA Navigator activities with partner program staff

Engagement activities with partner program staff	Number of states reporting
Answer questions about the TAA Program	13
Provide training on the TAA Program	11
Help with Rapid Response outreach and activities	11
Connect TAA participants with partner staff	11
Work together on employer outreach (such as by attending American Job Center business services team meetings)	9
Assist with co-enrolling TAA participants	8
Help partners complete required TAA paperwork	6
Assist with American Job Center intake (such as by staffing the welcome desk, etc.)	4
Assist partners with providing case management services to co-enrolled TAA participants	4

Source: State TAA Coordinator Survey, conducted in 2023.

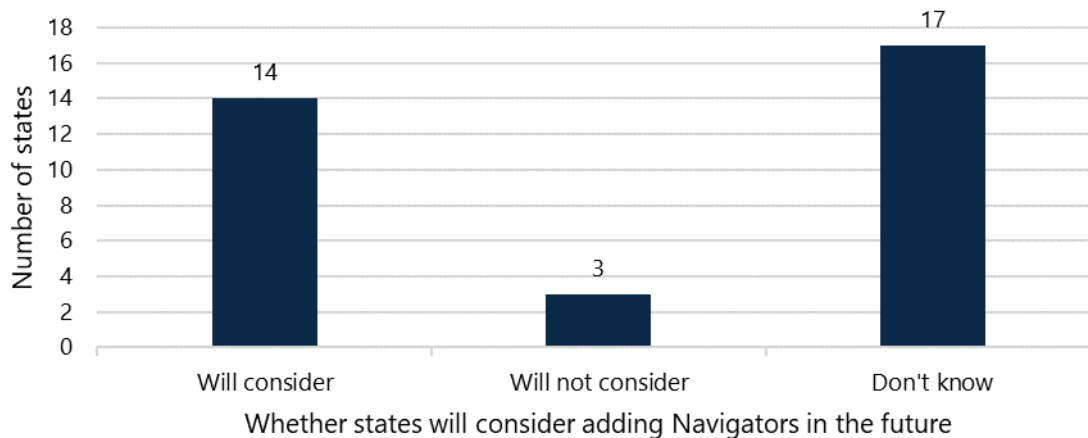
Note: n = 14 (all states that reported employing Navigators). States could report that their Navigators carried out multiple types of engagement activities.

D. States’ Plans for Navigators if TAA is Reauthorized

Fourteen states currently without Navigators reported that they would consider adding Navigators in the future if the TAA Program were reauthorized. Three states reported that they do not plan to consider adding Navigators, and the remaining 17 states did not know if they would add positions (see Figure II.3). The 14 states that indicated they would consider creating the role in the future were asked about which primary things would need to happen for them to create these positions. The most frequent responses included an increase in the number of TAA participants (eight states) and support from the state’s TAA agency leadership (seven states).²⁵

²⁵ This question allowed respondents to select more than one response.

Figure II.3. Consideration of future Navigator roles among states without Navigators



Source: State TAA Coordinator Survey, conducted in 2023.

Note: n = 34.

When asked why their state was not interested in creating Navigator positions, the most common responses among the 20 states²⁶ were too few TAA participants (reported by nine states) and the adoption of a different approach to TAA staffing (reported by nine states). Other common responses included too few approved petitions (reported by eight states) and not enough information about Navigators to know whether they would be useful (reported by seven states).

Survey respondents without Navigators were asked to report on barriers or additional resources needed to create Navigators. Five states responded to this question: Two indicated funding as a barrier, and two cited challenges with local area agreements; the fifth state indicated that there were no additional barriers at this time.

Survey respondents were also asked to share any other important information about why they may not have Navigators in their state. The most frequent responses shared by the 19 respondents to this question were related to the state not having enough TAA participants to warrant the position (11 states), the need for reauthorization (four states), and the lack of organizational support or structures to create new roles (two states).

²⁶ This question was asked of states that reported they were not interested in creating Navigator positions in the future (three states) as well as those that did not know (17 states).

III. Case Study of Oregon’s TAA Navigator Model

Key elements of Oregon’s “boots on the ground” Navigator model

- **Number of Navigators:** 12
- **Year Navigator position was created:** 2015
- **Coverage:** Assigned to cover each local workforce development area; five Navigators covered the two local workforce development areas (local areas) in the Portland metro area, and the rest were each assigned to one of the state’s seven other local areas
- **Where Navigators were based:** Spent three to four days each week in various AJCs within their assigned local workforce areas
- **Primary activities:** Conducting outreach to trade-affected workers by phone or Rapid Response sessions; assisting TAA participants with job search and receipt of laptops/internet access via the Technology for Underserved Communities Pilot (described below); conducting research on petition-filing opportunities via the Think Differently form
- **Trade program staffing (other than Navigators):**
 - *Leadership.* One TAA Program manager oversaw the Trade program; one TAA Coordinator and one TRA Coordinator each oversaw those respective components of the program.
 - *Petition coordinators.* Two fully remote staff members handled all petition-related research except for completing Think Differently forms (described below), filed all state-submitted TAA petitions, and handled all outreach to employers to support DOL TAA investigations and worker lists.
 - *TAA case managers.* The TAA Program in Oregon funded 24 fully remote case manager positions. After TRA staff determined individual eligibility via a toll-free phone line, new TAA participants were assigned to one of these case managers based on the last four digits of their Social Security number. Case managers then conducted all required intake paperwork and activities, including an initial assessment, eligibility for the state’s Technology for Underserved Communities Pilot (Tech Pilot), and the development of an individual employment plan. They also helped participants complete all steps required to enter training and supported them through training and re-employment.
 - *TAA-funded business services staff members.* In 2021, Oregon’s TAA program also began a leveraged strategy to fund 18 business services staff members—two for each of the state’s local areas—who were based in AJCs. One of these staff members served as a job developer, reaching out to employers and helping TAA participants find jobs or work-based learning placements. The other served as a regular member of the local area’s business services team, carrying out tasks such as developing job listings and reaching out to employers about services available to them in AJCs. Although serving trade-affected workers and TAA participants was the priority for both of these types of staff members, if such workers or participants were not available to meet an employer’s needs, they would work with and refer participants from other programs to ensure that employer needs were met. ▲

As discussed in Chapter I, the Oregon Employment Department (OED), which administers the TAA Program in the state, created the nation’s first TAA Navigator program in 2015. This case study, which is based primarily on interviews conducted with Oregon TAA staff during a site visit to the state in summer and early fall 2023, describes Oregon’s Navigator model. The case study begins with a section on the origin and launch of Oregon’s Navigators, as well as their goals, activities and partners, selection and hiring, and training and supervision.

A. What Are the Origins of Oregon's TAA Navigators, and How Were the Positions Launched?

According to current and former state TAA administrators, the impetus for creating Navigator positions in 2015 stemmed from Oregon's earlier decision to centralize TAA case managers in the state capital. The state had decided to centralize these case managers because, when located on their own in AJCs, the case managers often became overwhelmed when a TAA petition for a sizeable layoff was certified in their local area. Then, to assist those case managers, the state had to send to those areas other case managers, who had to stay in hotels for several weeks to help the trade-affected workers who sought TAA services.

The state had also found that keeping centralized TAA case managers—the TAA workers who handled most of the program's compliance-related program paperwork—up to date and aware of the changes to regulations was easier when they were located together and close to TAA leadership who were most knowledgeable about regulatory changes. As one of these leaders said, this change "created a true community [among TAA case managers] ... that they didn't get while in the WorkSource centers [Oregon's AJCs], because there were so many other competing programs."



"So ... if there is a 600-petition worker group. A case manager cannot handle 600 people [on their own] effectively. They have to be centralized [so other case managers can help] handle that work.... It's too much [for one case manager]."

State TAA administrator

However, once TAA case managers were centralized, state TAA leaders reported that other local AJC partners became unhappy that no TAA staff were based in AJCs. One former state TAA leader said, "A lot of local [workforce development] boards would complain [about that lack of local TAA staff] and say that Trade ... [was] not a good partner." As a result, the state's TAA leaders, in collaboration with OED senior leaders, strategized about how to respond to these complaints without relocating case managers back into AJCs. Eventually, they came up with the Navigator position to give the TAA Program more "visibility" by having TAA staff in the job centers while also keeping the case managers centralized. They were called Navigators because a key role for them was to help TAA participants "navigate at the local level."

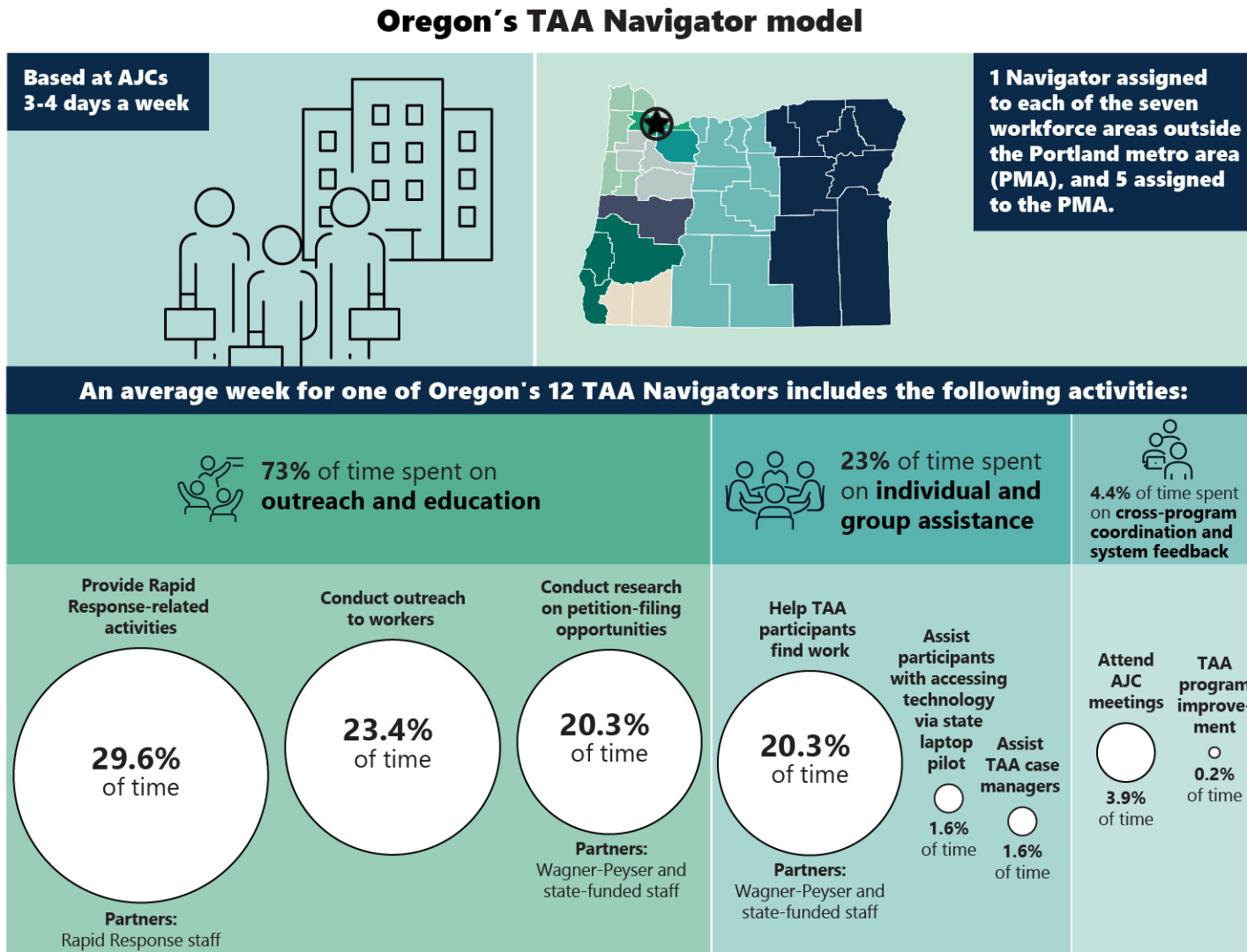
Many Navigators and Workforce Innovation and Opportunity Act (WIOA) Title I representatives in Oregon emphasized the importance of Navigators working regularly from AJCs, especially because TAA case managers in the state worked entirely remotely. These TAA and WIOA Title I staff members said that having Navigators in the state's AJCs ensured that TAA participants who had trouble working with remote staff could receive in-person assistance from someone knowledgeable about the TAA Program. They also said that AJC-based Navigators provided TAA participants with a TAA Program representative who "understands local resources ... because each [American Job] Center and area is different." Finally, they said it was also important to have a TAA representative in AJCs who could "translate" the program and its policies to staff from other AJC programs.



"It was really great to just be that person on-site. To sit down with those [TAA participants] really struggling so they don't throw their hands in the air and give up on the paperwork."

Navigator

Figure III.1. Graphic illustration of Oregon's TAA Navigator model



Data collected from interviews with Oregon TAA Navigators during site visits in fall 2023. Percentages may not add to 100% due to rounding.

1. What were the key factors in successfully launching the Navigator positions?

When first implementing the Navigator positions, Oregon took several steps to ensure the Navigator positions would be successful. First, state TAA leaders carried out what they called a "road show" about the positions for local areas. As part of this road show, TAA leaders provided local workforce development board (WDB), WIOA Title I, and other program partners with draft descriptions of the proposed Navigator positions and asked for feedback. According to the TAA Coordinator at that time, this helped generate significant initial buy-in for the position among WDB staff and partner programs, including the WIOA Title I program. In addition, when selecting their first Navigators, state TAA leaders asked local WDBs for a representative to participate in the initial interview panels. Several ended up participating, which the former TAA Coordinator said also generated buy-in for the positions.

The former TAA Coordinator said another key reason for Oregon's success in implementing the Navigator positions was the "trust" that OED's leadership had in TAA leaders at the time. This former coordinator also said it was crucial that agency leaders did not "expect perfection" in implementing the new positions because those leaders understood that "it takes time to get there [to successful implementation]."

B. What Were the State's Goals for Its Navigators?

Oregon had several key goals for its Navigators when it developed the positions. Overall, according to a former state TAA administrator, the state wanted Navigators to be the TAA Program's "boots on the ground" in AJCs, enabling the program to have greater visibility in the state's AJCs and stronger connections with local partner programs, especially Rapid Response. Another goal for the Navigators was to link TAA participants to needed local services and ensure there were no roadblocks to receiving those services. Finally, Navigators sought to increase employment and work-based learning opportunities for TAA participants through engaging more with employers.



"State TAA leaders in 2015 wanted Navigators to serve as the TAA program's 'boots on the ground.'"

State TAA administrator

1. How have Navigator goals changed since 2015?

Some of Oregon's goals for its Navigators have changed since 2015. First, due to the rollout in 2021 of other TAA-funded staff who focused primarily on employer outreach (discussed in the "Key elements" box at the beginning of the chapter), TAA Navigators were no longer tasked with engaging with employers to increase employment or work-based learning opportunities. Although Navigators still helped TAA participants with job search activities and supported participants while they were engaging in work-based learning such as on-the-job training (OJT), they no longer connected directly with employers as part of that assistance. Furthermore, although Navigators had always conducted outreach to trade-affected workers, that focus had become a key goal due to the TAA Program's phased termination status. Under this status, the DOL was not allowed to certify any new TAA petitions, so all outreach focused on workers who were laid off in the past. Furthermore, current TAA leaders also specifically articulated that part of the Navigators' outreach goal was to increase program enrollment among workers in historically underserved communities, such as those whose native language is not English.

C. What Do Navigators Do, and When Do They Work With Partners To Conduct These Activities?

Navigators in Oregon carried out a wide variety of activities, both on their own and in collaboration with partners, particularly Rapid Response and Wagner-Peyser partners. The amount of time Navigators spent on these activities each week varied from about an hour to an entire week. The activities also changed over time, with several occurring after TAA was not reauthorized and entered phased termination on July 1, 2022. This section describes most Navigator activities, beginning with those carried out in 2023 at the time of the study's site visit.

1. What did Navigators do in 2023?

In 2023, Oregon's Navigators spent the highest percentage of their time each week attending Rapid Response sessions, followed by conducting outreach via phone or email to trade-affected workers, helping TAA participants find employment, and researching petition-filing opportunities by speaking with laid-off workers or AJC partners (see Figure III.1). They also spent time helping TAA case managers, delivering computers to eligible TAA Tech Pilot participants, working to improve training for Navigators, and attending AJC and TAA meetings. (TAA meetings are discussed on page 13, in the section on Oregon Navigators' supervision and training.)

Attend Rapid Response sessions. Oregon's Navigators reported during the site visit that they spent about 30 percent of their time attending Rapid Response sessions (see Figure III.1). However, they also said their attendance at such sessions was episodic, as they often went for one to two weeks with no Rapid Response activities and then spent an entire week traveling to and attending Rapid Response sessions.²⁷ Navigators said attending such sessions took up so much time because Oregon's TAA program continued to try to have Navigators attend all the state's Rapid Response sessions—not just those where



"I would have people at a Rapid Response [session] pull me off to the side and give me some inside information about what the employer was doing [related to potential trade impacts]."

Navigator

the layoff was clearly trade related. Oregon's reasoning for this was that attending such sessions was not only a good way to present information to workers about the potential availability of TAA benefits, but also an effective way to collect inside information—whether from affected workers or from employer representatives—about whether trade was a contributing factor in the layoff, which was useful in determining whether to file a petition.

However, when Navigators attended Rapid Response sessions in 2023, they often did not conduct presentations about the TAA Program as part of the session. The reason is that many state and local Rapid Response partners said they preferred that Navigators not carry out such presentations at Rapid Response events because the TAA Program was in phased termination. These Rapid Response staff explained that they did not want to share information about TAA benefits with newly laid-off workers because, as no new petitions could be certified while the TAA Program was in phased termination, none of the workers could receive TAA benefits due to their recent job loss.

²⁷ According to state-level Rapid Response staff in Oregon, 192 Rapid Response information sessions were held in the state in 2023.

To assuage such concerns, Oregon's Navigators worked with the state's TAA Coordinator to revise their presentations on TAA. Instead of focusing on future benefits that would only become available when and if a petition was certified (which could not occur while the TAA Program was in phased termination), they focused on how workers who had been laid off as part of a previously certified petition might still have



"[The Navigator] made the point that there may be eligible [TAA] participants in the [Rapid Response session] audience who didn't access benefits before."

Navigator

available TAA benefits. One Navigator said that after they pivoted to this new message, at least one worker who had been covered by a previously certified TAA petition had approached him after each Rapid Response session he had attended. This change in message was enough to convince one local Rapid Response coordinator that Navigators should continue to be invited to present at Rapid Response events, despite the program being in phased termination.

Conduct outreach to trade-affected workers. In fall 2023, Oregon's Navigators reported spending about 23 percent of their time conducting outreach to trade-affected workers covered by a previous petition. However, on a week-to-week basis, the amount of time they spent on this activity ranged from four to 20 hours per week.

Oregon's Navigators conducted three rounds of outreach to trade-affected workers who had not yet used up their TAA benefits. These workers were being regularly identified in analyses of unemployment compensation data being carried out by the state's petition coordinators in 2023. In each round of outreach, Navigators called the worker and followed up with an email if the worker did not answer and an email address was available. Navigators then waited two weeks before carrying out another round of outreach to the same workers, and then another two weeks before carrying out the third and final round. If the Navigators did reach someone, they sent a Request for Determination packet to the worker and tried to persuade the worker to complete and return the Request for Determination form in the packet. They did so primarily by telling workers about the benefits they might be able to access, including the state's Technology for Underserved Communities (Tech) Pilot (described below).²⁸ All this outreach was preceded by letters mailed to these workers through the efforts of the state's petition coordinators as well as automated calls that informed these workers of their potential eligibility.



"[Outreach to trade-affected workers] is the priority right now because we have so many old lists that we're working. So if you've been told that it fluctuates a lot, it truly, truly does fluctuate a lot depending on when we get those lists."

Navigator

Navigators also received occasional leads from Wagner-Peyser-funded AJC intake staff in their assigned local areas. These staff sometimes noticed a banner on an AJC customer's record within the state's workforce management information system (MIS) during an intake session. Such banners indicated that the customer was covered by a certified petition and noted whether they had accessed any benefits. If the banner indicated that the customer had not accessed any benefits, the Navigator reached out to the

²⁸ Oelke, S., C. Atkinson, L. Lausmann, and S. Forsberg. "Digital Inclusion: Targeted Strategies for Reaching Underserved Populations. Workforce GPS webinar, March 2, 2022. <https://www.workforcegps.org/events/2022/02/08/13/41/Digital-Inclusion-Targeted-Strategies-for-Reaching-Underserved-Populations>.

customer to explain the TAA Program's benefits, give them a Request for Determination packet, and persuade them to return the Request for Determination form.

Later in fall 2023, in an update provided to DOL, Oregon's Navigators reported that they also began setting up and conducting virtual TAA information sessions with trade-affected workers covered by previously certified petitions. During their outreach calls, Navigators informed workers of these sessions and told them how to sign up. Navigators then carried out these sessions when a sufficient number of trade-affected workers had signed up.²⁹

Help TAA participants find employment. The third most common Navigator activity in Oregon was helping TAA participants find employment. Navigators estimated spending about 20 percent of their time each week helping participants find employment. They provided this assistance immediately after participants developed their individual employment plans with their TAA case managers, as well as during the final three months of training and afterward. This assistance typically involved Navigators meeting in person with participants (except in the Portland metro area, where the meetings were usually held remotely) to help them update their resumes, enter them into the state's job matching system, and then help them look online for available jobs. For participants who needed more intensive or specialized job search assistance, Navigators often referred them to a TAA-funded job developer, rather than assisting those participants themselves.

While TAA participants in Oregon were seeking employment, Navigators oversaw those efforts, maintained case notes in the TAA MIS, and referred participants to partners for other needed services such as the Supplemental Nutrition Assistance Program (SNAP) (but not WIOA Title I; TAA case managers made all referrals to WIOA Title I programs). To facilitate those referrals (and share their local knowledge of available resources with TAA case managers), Navigators also maintained and made accessible to case managers a OneNote document that summarized all local area resources that were available for TAA participants. Navigators reported having 20 to 35 participants on their caseloads in 2023, with most of their caseloads made up of participants who were about to complete their training.

Conduct petition research. Navigators in Oregon estimated spending about 20 percent of their time per week conducting research on petition-filing opportunities. To carry out this research, they used the state's Think Differently form,³⁰ which helped them collect information either from other AJC staff members or from recently laid-off customers about whether a recent layoff might have been trade related. Anytime AJC intake staff—who generally were employed by OED and often funded by Wagner-Peyser—spoke with a person who reported being laid off along with one or more other workers, the intake person was supposed to reach out to their local Navigator and let them know about the layoff. The Navigator then either collected the needed information from the staff person or spoke with the laid-off worker. (See Box III.1 for an example of how one Navigator used the Think Differently form.)

²⁹ Workforce GPS. "Multi-Prong Outreach." Updated December 14, 2023. https://taa.workforcegps.org/resources/2023/12/11/16/36/Layered_Outreach.

³⁰ Oregon's Think Differently form is a simple, one-page document that includes six primary questions that aim to assess whether a layoff might be related to foreign trade. It also includes basic information about the layoff, the laid-off worker, and the employer. The form is available on WorkforceGPS here: <https://d2leuf3vilid4d.cloudfront.net/-/media/Communities/taa/files/State-Resources/Think-Differently-Form---OR.ashx?rev=e0585a8f675a43ccba7b8b9b357327d9&hash=D4B88DA08A38B56F4A0E1830A71CEDC2>.

Once a Navigator had collected the information requested on the Think Differently form, they emailed that information to the state's two petition coordinators. These coordinators then conducted any additional research needed to determine whether to file a TAA petition (as noted above in the "Key elements" box).³¹

Box III.1. Using Oregon's Think Differently form "Someone walks into the [AJC] office and they sit down with a Wagner-Peyser (WP) staff person up front, and they say, 'I was one of five people laid off.' That [WP] representative sends me an email with that job seeker's ID number in it. I then reach out and I contact that job seeker via that ID, and I tell them to give me more information about the layoff. What happened? What were you told about it? And, you know, a lot of times what I find out is that what they're told is the reason for the layoff isn't really the reason, right? So, when I'm in that conversation with that job seeker, I'm completing that Think Differently form. I'm asking them the questions on the form, getting as much information as I can from them. When I'm done with that, I then send that form to the petition coordinators and then I send a redacted copy to our Rapid Response coordinator at the state level and the local levels." – Navigator ▲

Attend AJC meetings and train AJC staff. Navigators in Oregon reported spending about 4 percent of their time each week attending meetings at AJCs. These meetings typically included weekly partner meetings attended by staff from partner programs—such as the WIOA Dislocated Worker and Adult programs, the SNAP Employment and Training program, and the Jobs for Veterans State Grant program—as well as occasional daily "stand-up" meetings attended primarily by frontline OED staff, including those funded by the Wagner-Peyser program. During these meetings, Navigators often provided these AJC staff with information about recent changes to the TAA Program. In addition, they were expected to provide broader training on TAA to AJC partner staff on a quarterly basis or as needed due to staff turnover and partner requests.

Help TAA participants obtain laptops as part of the state's Tech Pilot. Navigators also played a small role—about 1.6 percent of their weekly hours—carrying out a component of Oregon's Tech Pilot, which began in 2021. The aim of this pilot was to provide laptops, internet access, and basic training in the use of such technology to TAA participants in historically underserved communities (such as rural areas) that lacked access to such technology and needed it for job search.³²

After TAA case managers determined eligibility for the pilot, typically during a participant's initial assessment, Navigators then met in person with those eligible participants at least twice—once so participants could sign their TAA training plans in person (after which the Navigator scanned the signed plan into the TAA MIS), and then again to deliver the laptop. At the time of delivery, Navigators also ensured laptops were properly set up with the right software installed and helped participants establish Microsoft accounts. They also showed participants how to charge their laptops and connect to Wi-Fi, and helped them schedule an initial Zoom video call with their case managers. In cases where participants continued to have trouble connecting with their case managers on Zoom after the second meeting,

³¹ Although DOL was not investigating any TAA petitions while the program was in phased termination, it was still accepting them through its portal, where they were classified as "pending."

³² Forsberg, S., L. Lausmann, A. Barker, and B. Picazo. "Digital Inclusion and Reaching Underserved Populations, Part 2: How to Make It Happen." WorkforceGPS webinar, March 30, 2022. <https://www.workforcegps.org/events/2022/03/08/13/39/Digital-Inclusion-and-Reaching-Underserved-Populations-Part-2-How-to-Make-It-Happen>.

Navigators continued to meet with those participants until they successfully connected with their case managers. Once that connection was successful, case managers provided participants with approximately eight one-hour sessions of basic computer instruction via Zoom, with the number of sessions varying based on participants' needs and their individual employment plans. Topics and activities that TAA case managers typically covered during these weekly sessions included Zoom etiquette; completion of TAA comprehensive assessments via the computer; registration in the state's labor exchange system; and use of that system for job search, basic word processing, creating basic PowerPoint presentations, attaching documents to emails, and creating and using electronic signatures.³³

Help TAA case managers serve participants. Navigators reported spending about 1.5 percent of their time each week helping case managers connect with TAA participants. For example, case managers sometimes asked Navigators to help participants complete TAA intake paperwork in person at AJCs because the participants were unable to complete the paperwork virtually on their own. Navigators sometimes also helped case managers connect with participants who were unresponsive. Case managers asked Navigators to reach out because Navigators sometimes had stronger relationships with participants. This is because Navigators were often the first TAA staff to connect with those new participants via their outreach efforts or because the Navigators had connected with the participants in person at the AJC.

Carry out TAA Program improvement projects. Finally, one Navigator spent time completely revamping the materials the state used to onboard new Navigators. This revision, which involved developing modules for each aspect of a Navigator's duties, helped decrease the onboarding time for new Navigators from about eight weeks to six weeks.

2. How did Navigator activities differ before 2023?

The activities of Oregon's Navigators in 2023 differed in many ways from those that Navigators carried out when the positions were first launched in 2015 and particularly before July 1, 2022, when TAA entered phased termination. This section describes some of the most notable ways that key Navigator activities differed from those carried out in 2023.

Conduct Rapid Response-related activities. Although Oregon's Navigators reported spending about the same amount of time attending Rapid Response sessions before July 1, 2022, as they did in 2023, what they did during those sessions often differed. Before TAA entered phased termination, Navigators were much more likely to be presenting about the TAA Program and its benefits at Rapid Response sessions—especially those for workers whose layoffs seemed likely to be trade related—rather than simply observing the sessions, as they often did in 2023.

Conduct TAA information sessions. Before the TAA Program entered phased termination, Navigators spent much of their time on tasks related to TAA information sessions for workers whose layoffs were covered by newly certified petitions. These tasks typically involved helping with or leading the setup and

³³ Oelke, S., C. Atkinson, L. Lausmann, and S. Forsberg. "Digital Inclusion: Targeted Strategies for Reaching Underserved Populations. Workforce GPS webinar, March 2, 2022. <https://www.workforcegps.org/events/2022/02/08/13/41/Digital-Inclusion-Targeted-Strategies-for-Reaching-Underserved-Populations>.

scheduling of these sessions and then traveling to the session locations to lead the presentations and speak with workers both before and after the sessions.

Provide outreach to trade-affected workers.

Another change after TAA entered phased termination was that Oregon's Navigators began spending much more time conducting outreach to trade-affected workers. The primary reason given for the greater amount of time Navigators spent on outreach in 2023 was the difficulty of finding trade-affected workers interested in program services when, due to phased termination, no new petitions were being certified. This lack of newly certified petitions meant that all workers being contacted had been laid off at least a year earlier—and many had been laid off many years before—so that most were already reemployed and therefore uninterested in TAA services.

////////////////////
"Those petitions were being certified and we were doing the outreach right away. So, we had a much higher rate of engagement. But now we're working on a petition that's from 2015. So [on] one of the calls I made yesterday ... [the worker] said, 'Why are you just now calling me? That was like, five, six years ago.' You know, they're confused, but that's where we are right now. That's the pool [of workers] we're working with [for outreach]."

Navigator

Conduct employer outreach. As noted above, in 2021, the TAA Program hired and assigned two types of new TAA-funded business services staff members to each of the state's nine local workforce areas. As a result, the Navigators, who were previously responsible for engaging with employers to find jobs or OJT opportunities for TAA participants, stopped doing so. Navigators instead focused on supporting TAA participants while they were receiving these services, including (as discussed above) providing case management services to participants in OJT.

Refer TAA participants to WIOA Title I case managers. Although Navigators used to refer TAA participants to WIOA Title I case managers for co-enrollment, in 2022, the state shifted this responsibility to TAA case managers. According to state TAA administrators, they did so to help establish rapport between case managers for both programs from the outset of co-enrollment.

Assist with general AJC operations. Two of Oregon's original Navigators reported that during their first years as Navigators, they regularly assisted at the help desks and in the resource rooms of the AJCs they were assigned to. However, in both cases, the Navigators stopped providing this assistance because they became too busy helping TAA participants and because staff from other programs, such as the SNAP Employment and Training program, became available to serve in those roles.

D. How Were Navigators Selected?

Nearly all respondents in Oregon emphasized the importance of recruiting and selecting the right people to serve as Navigators.

1. What was the selection process used to hire Navigators?

Navigators in Oregon were selected through a standard state civil service process. However, the Navigator supervisor who was interviewed said that since 2022, she had begun including on the hiring panel a member of the local area's business services team (BST) employed by OED. The supervisor reported doing

this because the Navigators were based primarily in AJCs, and she had found that local BST members made sure that new Navigators worked well with other local area staff, because the local BST members “know what their local cultures look [like] and that gives us good information” about whom to hire. The Navigator supervisor also said that having a local person on the hiring panel helped build local buy-in for the new Navigator even before they were hired.

2. What were the key criteria for selecting Navigators?

Multiple Oregon respondents, including the Navigator supervisor as well as Navigators, TAA case managers, and partner staff, noted what they felt were the most important selection criteria for Navigators. These included second-language and cultural fluency; being able to learn from failure; being driven and committed to their communities; having personal accountability, communication, and relationship-building skills; and demonstrating extensive knowledge of local programs and services.

According to the Navigator supervisor, one of the most important of these criteria was hiring Navigators who speak a second language, such as Spanish or Vietnamese, and who are culturally knowledgeable about those communities. She said she preferred having bilingual Navigators or other TAA staff communicate with trade-affected workers or TAA participants instead of using the state's phone-based LanguageLine service.³⁴ She did so because the complexity of TAA, which LanguageLine staff were not familiar with, often caused those LanguageLine staff to communicate ineffectively with trade-affected workers about the program.



“The [TAA] program is so complicated ... and those LanguageLine staff don't understand. ... We typically will try to use a [program] person, whether they be a case manager or my hotline staff or a Navigator that speaks the same language as the TAA participant.”

State TAA administrator

Because recruiting bilingual Navigators was so important, Oregon's Navigator supervisor said she had developed new strategies for increasing the pool of qualified bilingual applicants. She recounted an instance when a member of the BST at an AJC where she was hiring a Navigator found out she was having trouble identifying bilingual candidates. The BST staff member shared that many candidates who learned a language at home are intimidated by having to undergo a formal assessment of their language skills—they fear they will fail it because they did not learn the language in school. After hearing that, the



“Because Navigators are the face of the [TAA] program ... to trust us, it is highly important that there is representation for all kinds [of people] ... for the people to feel comfortable accessing services.”

State TAA administrator

supervisor updated the job description, removing the requirement for speaking the desired second language and making fluency in that language a “preferred” qualification. That change made the assessment optional, which resulted in far more bilingual candidates. Furthermore, these candidates were more likely to be of the same race or ethnicity as trade-affected workers, which the supervisor believed made the Navigators more effective in connecting with those workers.

³⁴ Oregon contracts with a service called LanguageLine to pay for on-demand, phone-based interpretation services to participants who are not fluent in English.

The Navigator supervisor, who is present on the interview panels when hiring Navigators, also said she always asks candidates about a time they failed and what they learned from that experience. The supervisor said she asks this question because Navigators typically face many challenges in the role, so the state needs staff who can both handle failure and learn from it.

The supervisor also stated that Navigators need to have “personal accountability”—because they work a lot on their own—as well as a lot of energy to be “go-getters ... with heart, passion, drive, and a commitment to their communities.” The supervisor said she hires people who do not yet have the experience to be hired for higher-level state positions although they meet the requirements for the Navigator position. She elaborated that she sees that these people have the passion and drive to be successful, and thus she is confident that such candidates will be successful in the role even if they have limited experience with workforce development or TAA.



“During an interview, I ask about experience with failure. I’m looking for introspection [from the candidate. Something like], ‘I’m going to be curious about my failure. I’m going to try to attempt to gather information about its causes’... but honestly, you just need people that can handle [failure].”

State TAA administrator



“If you have all the passion and the drive to want to help your community and to learn [but not a lot of experience], I feel confident that we can still build you [into a Navigator].”

State TAA administrator

Other TAA and partner staff mentioned several other skills that they believe are important for successful Navigators to have. Primary among these are communication and relationship-building skills such as active listening skills and flexibility. These skills are important because Navigators must be able to connect effectively not only with trade-affected workers and TAA participants but also with numerous local AJC partner staff. Another key skill several current and former Navigators noted is deep knowledge of the programs and services available to TAA participants in the local workforce area.

E. How Were Navigators Supervised and Trained?

Oregon’s 12 Navigators were supervised by the state’s Trade Readjustment Assistance (TRA) Coordinator, who also oversaw all Navigator training. She took over supervising the Navigators in 2021. Before that, the Navigators were supervised by the TAA Coordinator, who also supervised the state’s 24 TAA case managers. However, when the state merged the TRA unit with the TAA unit and increased the size of the TAA unit’s Central Analyst Team, the state’s TAA leadership determined that it would be a burden for the TAA Program Manager to continue supervising all three of those groups, so they shifted supervision of the Navigators to the TRA Coordinator.

A lead worker, who was one of the 12 Navigators, helped the TRA Coordinator support the Navigators. The lead worker assisted by developing agendas for weekly meetings and tracking whether Navigators were staying on top of their caseloads of TAA participants engaged in work search activities or in OJT. In addition to helping the Navigator supervisor, the focus of this position was to build the lead worker’s skills—while serving as the lead, the lead worker continued to perform most Navigator duties except for carrying a caseload of TAA participants. The lead worker received a five percent differential in pay, but their state classification did not change.

According to the TRA Coordinator (Navigator supervisor), the culture of the Navigator team was critical to its success. The supervisor's goal was to maintain a tight and collaborative "culture of learning and support" among the Navigators. She shared, "We foster an environment of 100 percent transparency and authenticity in ... the Navigator team, so nobody is afraid to ask a question more than once. Nobody is afraid to provide feedback to each other."

To help engender this culture, the Navigator supervisor had at least two weekly group meetings with her Navigator team. One of these was a weekly 15-minute meeting on Monday mornings with all her staff, both Navigators and TRA staff. The supervisor called this brief meeting a "huddle" and used it to check in with staff about the week ahead. The other group meeting the supervisor held weekly with Navigators



During Navigator meetings "they'll ask really good questions and in that safe space we'll be butting heads on ... how to navigate through what you're dealing with."

State TAA administrator

lasted for an hour and focused on topics such as trends in quality control, lessons learned from mistakes, tips and tricks on how to carry out their duties, and any new policies or guidance relevant to them. Most recently, the meetings covered how neuroscience could help them in their roles, such as how to maintain a positive outlook despite facing setbacks. Both Navigators and the supervisor also said they spent a lot of time messaging each other on Microsoft Teams, often about processes or ways to solve problems.

The Navigators underwent an intensive onboarding process to prepare them for their duties. This onboarding started with one of three people meeting with the Navigator—either a TAA-funded business services staff person in that local area, an experienced Navigator from another local area, or, ideally, the previous Navigator assigned to that local workforce area—and spending one to two days together. This initial welcome included a tour of all the local area's AJCs and introductions to key partner staff. After these first two days, the new Navigator spent the next five weeks at home completing intensive virtual training via several modules before assuming their regular duties at AJCs. This training covered all aspects of the Navigator role, including all TAA Program procedures and paperwork and how to work effectively with participants and partners. Scenarios in each module enabled new Navigators to practice what they had learned, such as how they might assist a participant facing a certain issue.

According to the Navigator supervisor, Navigators also received ongoing training, whether through professional development the state made available on broad topics (such as customer service) or through the weekly one-hour meetings described above. As the supervisor explained, "I'm big on staff development and skill building, and I think that makes my team different."

F. What Future Changes Were Planned for Navigator Positions?

Oregon's TAA administrator reported that no major changes were planned for its Navigator positions.

IV. Case Study of Virginia's TAA Navigator Model

Key elements of Virginia's Navigator model

- **Number of Navigators:** Five, one of whom also supervised the other four Navigators
- **What the Navigators were called:** Business and economic development Navigators – Trade
- **Year Navigator position was created:** 2017, but the positions were not launched until 2018
- **Coverage:** Assigned to cover two to four specific workforce development board (WDB) regions within the state, with assignments somewhat correlated with the state's five Rapid Response regions
- **Where based:** Based in an AJC in their region and visited other AJCs within their assigned WDB regions as needed
- **Primary activities:** Researching petition filing opportunities; conducting outreach to trade-affected workers by phone, email, or Rapid Response sessions; conducting outreach to employers for development of on-the-job training (OJT) placements for TAA participants
- **Trade program staffing (other than Navigators and the TAA Navigator Supervisor):**
- *Leadership.* One TAA Program manager oversaw the TAA Program statewide, and one TAA case manager supervisor oversaw TAA case managers.
- *TAA case managers.* Virginia had six case manager positions funded by the TAA Program, and the TAA participants they worked with could be located anywhere in the state. Each case manager was paired with two to four of the state's 14 local workforce development areas and was based in an AJC. The TAA case managers oversaw all TAA intake paperwork and activities, including the initial assessment and development of an Individual Employment Plan. They also assisted TAA participants with entry into classroom training or OJT, co-enrollment in WIOA, support while in training, job search, and resume revision. ▲

In Virginia, Virginia Works administers the TAA Program and launched the state's TAA Navigator program in 2018. This case study describes Virginia's Navigator model, beginning with a section on the origin and launch of the positions, as well as the Navigators' goals, activities and partners, selection, training and supervision, and the state's plans for the positions.

A. What Are the Origins of Virginia's TAA Navigators, and How Were the Positions Launched?

According to state TAA administrators, Virginia's Navigator positions were created primarily to increase TAA Program enrollment and expenditures by increasing the number and accuracy of TAA petitions filed. Although the positions were created in 2017, the state piloted the role by onboarding its first two Navigators in January 2018. In July 2018, the state added three additional Navigators, and one of the two existing Navigators was made supervisor for the team. Later, the state added a sixth Navigator. However, when one of the six Navigators left her position after TAA entered phased termination, the TAA Program manager was not able to replace that Navigator because of the TAA Program's status.

1. What were the key factors in the successful launch of Navigator positions?

Virginia's TAA program manager cited support from the TAA administering agency's senior leadership as a fundamental component of the successful launch of his state's Navigator positions. He said that this support was facilitated by the level of experience of the former TAA Program manager, who was known to be a national TAA expert and had a lot of "clout" with state leaders. The current TAA Program manager further stated that strong support from DOL's OTAA staff members for the new positions was also

important, as was information about Oregon's TAA Navigator model provided by or facilitated by OTAA via webinars, site visits, and calls to other states with Navigators (such as Oregon). Another key factor that helped convince state leaders to move from the pilot program to full implementation was the ability to demonstrate effectiveness by tracking key TAA metrics, such as petition filing and certification.

B. What Goals Did Navigators Have?

As discussed above, the primary goals for Virginia's Navigators when the positions were launched included increasing TAA petition filings and certifications, which would, in turn, lead to increased TAA Program enrollment and expenditures.

1. How have Navigator goals changed since 2018?

In 2021, Virginia expanded its goals for the Navigator program. The state looked to Navigators to improve coordination between TAA and local partner programs such as Rapid Response and the WIOA Dislocated Worker program, and with Jobs for Veterans State Grants staff. The state also asked Navigators to increase OJT opportunities for TAA participants.

C. What Do Navigators Do, and When Do They Work with Partners to Conduct These Activities?

Navigators in Virginia carried out a wide variety of activities, both on their own and in collaboration with partners, particularly with Rapid Response and WIOA Dislocated Worker partners. The amount of time Navigators spent on each individual activity each week varied from about one hour to 11 hours a week. The activities also changed over time. This section describes most Navigator activities, beginning with those carried out in 2023 at the time of the study's site visit.

1. What did Navigators do in 2023?

In 2023, Virginia's Navigators spent the highest percentage of their time each week conducting research on petition-filing opportunities, followed by engaging with employers to find, establish, and monitor OJT opportunities for TAA participants (see Figure IV.1). They also spent time on TAA improvement, attending AJC meetings and training AJC staff, conducting outreach to trade-affected workers, filing petitions, providing Rapid Response-related activities, conducting general outreach to employers, and engaging with employers to obtain lists of covered workers.

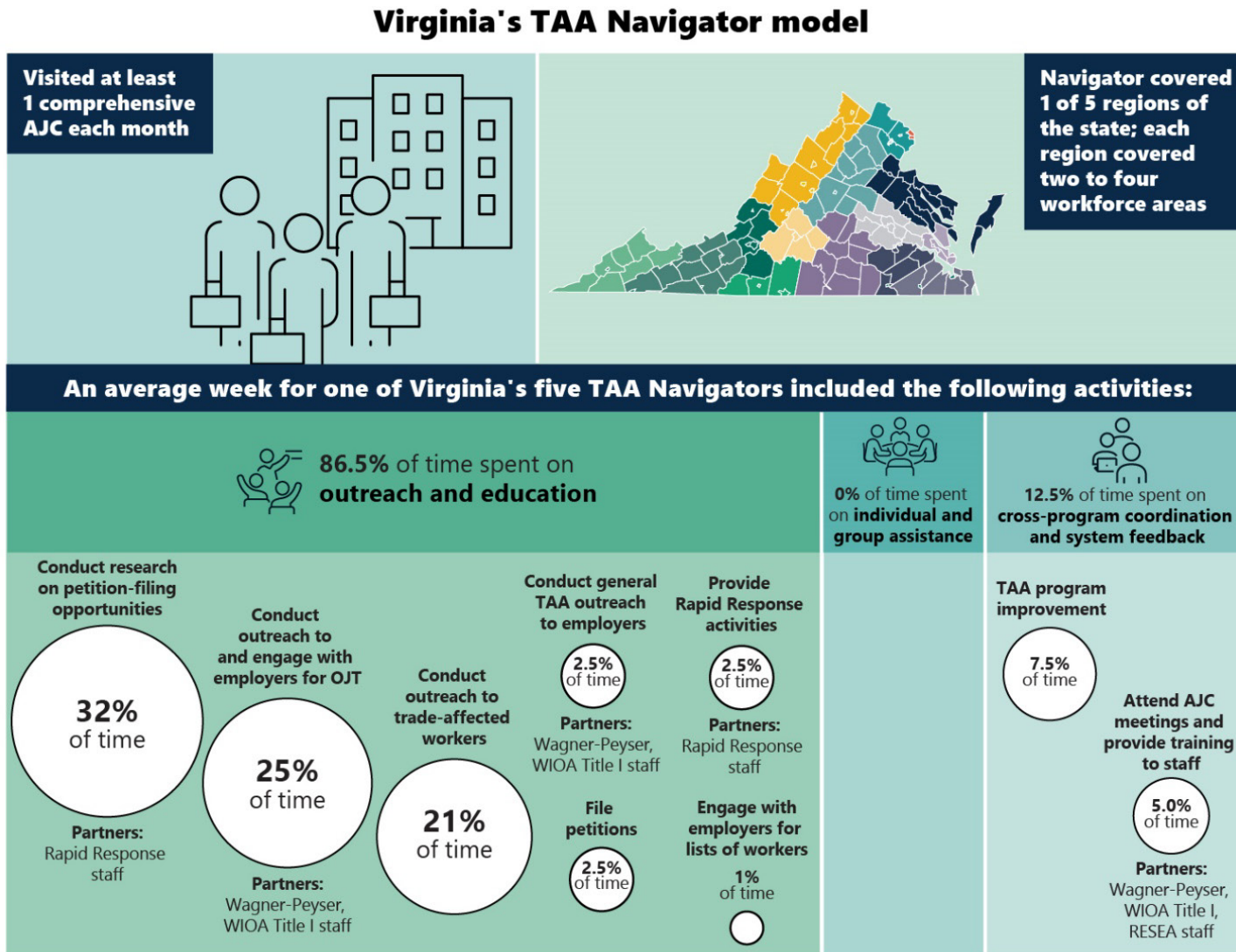
Conduct petition research. Virginia's TAA Navigators spent the largest percentage of their time (32 percent) conducting research on petition-filing opportunities. To carry out this work, Navigators typically began by checking multiple sources for leads on potential filing opportunities. These included Rapid Response alerts, Worker Adjustment and Retraining (WARN) notices,³⁵ the UI claims system, social media, anonymous layoff boards and websites, company earnings reports, business magazines, and

////////////////////
"Navigators work as a team of data diggers, layoff bloodhounds and researchers."

Navigator

³⁵ A Worker Adjustment and Retraining (WARN) notice is a federal requirement based on the WARN Act that stipulates that employers with 100 or more employees must provide written notice at least 60 days in advance to state Rapid Response Dislocated Worker Units regarding covered plant closings and layoffs of more than 50 workers at a single site (<https://www.dol.gov/agencies/eta/layoffs/warn>).

Figure IV.1. Graphic illustration of Virginia's TAA Navigator model



Data collected from interviews with Virginia TAA respondents during a site visits in September 2023. Percentages may not add to 100% due to rounding.

newspapers. Once they had uncovered possible leads, they then used the internet to find additional information that would support filing of a TAA petition, such as industry reports and filings with the Securities and Exchange Commission. They also reached out to partners such as Rapid Response, members of local business service teams (BSTs), laid-off workers, their unions, and employers to gather additional information.

Conduct outreach to employers to find, establish, and monitor OJT opportunities for TAA participants. Engaging with employers regarding OJTs for TAA participants was the second most common activity carried out by Navigators; they spent about 25 percent of their time each week on this activity. Navigators said that they spent most of this time identifying employers willing to engage in OJT. One common method they used to reach out to employers was to search the state's job matching system and other job search websites to identify employers that were hiring. Navigators also typically connected with members of local BSTs, such as WIOA Title I and Wagner-Peyser business services staff, to see if they had information on which local employers were hiring. Navigators then reached out to identified employers by phone, email, or text to see if they would be interested in hiring a TAA participant via an OJT. They also reached out to employers that had previously had OJT contracts to see if they were willing to have another one.

Once a Navigator or a TAA participant had identified an employer interested in OJT (TAA participants could also reach out to employers on their own about OJT), the Navigator then worked with that employer to establish an OJT contract between the TAA agency and the employer. This involved vetting the employer to ensure that it could be involved in an OJT and working with it to complete the required paperwork for the contract. Once the contract was signed, the Navigators handled invoices and progress reports from the employer and conducted regular site visits to the worksite, checking in with the employer to ensure the OJT was going well.



"I think the OJTs have the most potential for Navigator-Employer engagement. This work-based learning component is a win for everyone: TAW [trade-affected worker], employer, and the Trade program."

Navigator

TAA administrators and Navigators stated that a key aspect of successful OJTs for TAA participants was strong collaboration between Navigators and TAA case managers. This collaboration was important because throughout the OJT process, Navigators generally had minimal engagement with the TAA participant, whereas case managers had minimal involvement with the employer. Thus, when issues related to the OJT arose, the Navigator and the case manager typically needed to work together to solve them, communicating respectively with the employer and the participant. This strong collaboration was facilitated by an emphasis on regular communication between the Navigators and TAA case managers assigned to cover the same regions, a process the TAA Program manager likened to "marrying" the two staff together. He also said that weekly meetings he instituted between the two groups of staff after he took over program leadership also supported the development and maintenance of these relationships.

Conduct outreach to trade-affected workers.

At the time of the site visit, Virginia's Navigators reported spending about 22 percent of their time conducting outreach to workers covered by previously certified petitions who had not exhausted their benefits. To carry out this outreach, Navigators used what they called a "three-touch" approach. Navigators called workers after first sending a letter and then an email informing them that they were going to be called. If, after one round of this three-touch process, staff had still not succeeded in reaching a worker, they repeated the process. If Navigators connected with an interested worker, they then passed that worker on to another TAA staff person, who assigned that worker to a case manager.



"A lot of the people had retired, especially when we were [focusing] on the older petitions ... and some had jobs ... and a lot of them would say, 'Yeah, I'm good. I'm not interested.' And then there were always people that just wouldn't respond, wouldn't answer and you did everything you could and just couldn't access them."

Navigator



I also incorporated weekly meetings ... Each person is to speak on what are their difficulties each week. For example, the story will be [case manager] will be talking about how her and [Navigator] will be working all week on an OJT and this is what they ran into. This was the difficulty. Here's how they fixed it, and they complement each other ... and I just gotta smile on the side and say, yeah, it's working."

State TAA administrator

Although at the time of the site visit, Navigators were spending only about eight hours a week on outreach, earlier in the year they reported spending from 20 to 32 hours a week on this effort, reaching out to workers on contact lists from several of these petitions that were certified up to six years earlier. Navigators reported that this outreach was challenging because many of these workers—especially those from five or six years ago—were already retired and therefore were uninterested in TAA services.

Conduct TAA Program improvement. Navigators were also involved in special projects aimed at improving aspects of the TAA Program, which they estimated took up about 7.5 percent of their time each week. One of these activities was the development of a TAA OJT manual for both case managers and Navigators that was being developed by staff from both units. This manual was aimed at providing clear information for both types of TAA staff members in Virginia on how to identify, establish, and monitor OJTs for TAA participants, as well as how to work with WIOA Title I staff when the OJT was jointly funded.



"I had noticed ... it [the manual] was heavily regulations, which is great. But I was like, this doesn't tell someone how to do the job. ... I didn't want it to be just regulations ... I'm going to have it be really focused on the role of what the case manager and Navigator do, what business services [does]."

Navigator

Attend AJC meetings and provide training on TAA. Navigators reported spending about 5 percent of their time each week on attending meetings connected to AJCs, primarily BST meetings. Because of their heavy focus on petition research and developing OJTs, most Navigators tried to attend the BST meetings in their assigned areas whenever possible, especially those in areas that had experienced many previous trade-related layoffs. Most BST meetings had shifted to virtual following the beginning of the pandemic,



“Navigators not only visit AJCs once a month, but participate, many of them, on the local business services teams; they also attend job fairs. So they’re always networking for potential business. They have their finger on the pulse of what’s happening in the region. Who’s hiring? Who’s not hiring?”

State TAA administrator

but some had transitioned back to in-person gatherings that required Navigators to travel to an AJC to attend. Navigators stated that these meetings helped them to gather information about company closures, dislocations, employers, and their needs, explore potential opportunities for trade-sponsored OJTs, and establish connections with AJC partners and community organizations. In addition to BST meetings, Navigators also tried to attend other employer-related events at AJCs, such as job fairs.

Navigators also regularly provided both formal and informal training and updates on TAA-related topics to AJC staff members, including Wagner-Peyser, Reemployment Services and Eligibility Assessment, Jobs for Veterans State Grants, and WIOA Title I staff. Most of the informal training was in the form of updates provided at regular AJC meetings, such as the BSTs described above, as well as general partner meetings. At the time of the site visit, these updates focused on providing information on Navigator outreach to both trade-affected workers and employers, and on TAA’s legislative status. Formal trainings on the TAA Program were typically provided annually, with additional sessions for new staff provided upon request. Although these formal training sessions were typically done in person before the pandemic, they had shifted to being held virtually since that time.

File petitions. In addition to researching petitions, Navigators also filed them—a process that took up only about 2.5 percent of their time. Virginia’s Navigators not only filed petitions related to in-state employers that had layoffs only in Virginia, but also collaborated with TAA units from other states in cases where some of an employer’s layoffs occurred outside Virginia.

Conduct Rapid Response-related activities.

Navigators participated in some Rapid Response-related activities, although for only a small amount of time (2.5 percent) each week. When engaged in Rapid Response activities, Navigators typically worked closely with regional Rapid Response coordinators. Some of these coordinators—usually in regions where there had been a lot of TAA activity in the past—continued to reach out to Navigators about all local layoffs, although Navigators participated only in those that they determined likely to be trade related. These Rapid Response coordinators appreciated having TAA Navigators because the position made it easier for them to know whom from the TAA Program the worker should be communicating with.



“Bringing in the Navigator created structure and served as a means of holding individuals accountable for completing their work. Having a designated trade point of contact helps streamline communication and responsibility.”

Rapid Response Coordinator

Conduct general outreach to employers related to TAA. In collaboration with Rapid Response Coordinators and other members of local BSTs, Navigators reported conducting some general outreach to employers about the TAA Program. This outreach, which only took up about 2.5 percent of their weekly hours, typically consisted of providing general information about the program at outreach meetings with businesses or at networking events such as local chamber of commerce meetings.

Obtain lists of covered workers. Navigators spent a small amount of time (about 1 percent) following up with employers to obtain updated contact lists for workers who were covered by petitions that were certified before TAA entered phased termination. They maintained a schedule of regular follow-ups throughout each petition's certification period to ensure that they had updated contact information for all workers who had been laid off or threatened with being laid off before July 1, 2022. Any updates to these lists were then shared with Virginia's UI Division—which then sent certified letters to workers who had been newly added to contact lists—and with the state's central TAA office so that the workers could be notified about TAA Program eligibility and how to apply for benefits and services.

2. How did Navigator activities differ before 2023?

The activities of Virginia's Navigators in 2023 differed in many ways from those that Navigators carried out when the positions were first launched in 2018 and particularly before July 1, 2022, when TAA entered phased termination. This section describes some of the most notable ways that key Navigator activities differed from those carried out in 2023.

From conducting petition research, working with Rapid Response, and filing petitions to developing OJTs and conducting outreach to workers. Immediately after Virginia's TAA Navigator positions were launched in 2018, Navigators spent most of their time conducting research on petition filing opportunities and filing petitions. This was because the state had very low numbers of petitions filed at that time, and the TAA Coordinator wanted the Navigators to be entirely focused on researching and filing petitions to increase the number of petitions filed.



"The focus at the time was research, research, research. Don't take no for an answer. ... We had six petitions in 2017 for the whole state. And the first year with Navigators between [name of Navigator] and me [the other Navigator at that time], we started in January, and I think by June we had about 14 petitions submitted. Then we had three more Navigators in July, okay, so that first year from Navigators we had 35 petitions. Then the second year we had 78 petitions filed."

State TAA Administrator

A key part of petition research was improving the connections between TAA and Rapid Response. According to one of the original TAA Navigators, one of the major reasons for the low number of petitions being filed was that there was a breakdown in communication between TAA and Rapid Response. As a result, after the Navigator positions were launched, one of the approaches they were to use in conducting research was to develop close connections with the Rapid Response Coordinator in their assigned region. This included attending as many Rapid Response meetings as possible—including meetings with employers that were in the process of laying off workers—and communicating regularly via emails, texts, and phone calls with that coordinator to share information. Navigators also collaborated

with Rapid Response coordinators to present information on the TAA Program at Rapid Response worker information sessions where the layoff appeared to be trade related or if a TAA petition had already been certified.

However, after Navigators succeeded in increasing the number of petitions filed, the state TAA Coordinator expanded Navigator duties into other areas such as engaging with employers regarding OJT, obtaining lists of covered workers from employers (non-TAA AJC staff had previously reached out to employers for those lists), and—especially after TAA entered phased termination—conducting outreach to trade-affected workers.

D. How Were Navigators Selected?

Nearly all respondents in Virginia emphasized the importance of recruiting and selecting the right people to serve as Navigators. Despite this importance, however, the state used its standard hiring process for selecting Navigators.

1. What was the selection process used to hire Navigators?

To select Navigators, Virginia's TAA program followed the state's standard process for hiring state merit staff. This process mandates the creation of a job description, posting of the position, and conducting interviews with candidates using a standard set of questions. Despite Navigators' key role in working with partner programs such as Rapid Response, only TAA staff—typically only the state's TAA manager and the Navigator supervisor—were included on interview panels.

2. What were the key criteria for selecting Navigators?

Multiple Virginia respondents, including the TAA Program Manager, the Navigator supervisor, Navigators, and partner staff, noted what they felt were the most important selection criteria for Virginia's TAA Navigators. Foremost among these was a background and interest in research. For example, at least two Navigators had previously served as government investigators of some type, and all the Navigators said they enjoyed research. Furthermore, the TAA Program Manager stated that just as important as research experience was what he called a "personality of being a hunter" with a "never quit" attitude.



"The intel wasn't working. There was a broken communications link. So, we [the Navigators] were set up to develop that intel link. We had to have a relationship with our four offices [AJCs]. We had to meet with the Rapid Response Coordinator, part of our job description at the time was that we would be married at the hip with our Rapid Response coordinator."

Navigator



I really enjoyed ... research, just kind of digging and looking for the answers and the puzzle pieces.

Navigator

Other criteria shared by a Navigator included the ability to multitask efficiently and adapt to changing tasks and projects, and the ability to feel comfortable asking questions while being "politely aggressive." A Rapid Response partner stated that the ability to "sell" the TAA Program to employers was also important, as was being a good "presenter." The TAA Program manager also stated that some understanding of UI and what he called "job services" was also important, but that a college degree was not. As a result, he was happy that the state of Virginia had changed its hiring practices so that the

position no longer required a degree. The TAA Program manager also said that it was valuable for the team to include at least one Navigator who was bilingual in Spanish, because some trade-related dislocations had involved many workers who spoke Spanish as their primary language.

E. How Were Navigators Supervised and Trained?

One of Virginia's five Navigators served as the Navigator team's supervisor, spending 60 percent of her time supervising the other four Navigators. She stated that these supervisorial tasks primarily included handling administrative tasks, coordinating with the TAA Program manager, and supporting and overseeing the other Navigators.

One key component of the Navigator supervisor's duties was to ensure that there was clear and regular communication among the Navigator team. She did this not through regular formal meetings but rather through daily interactions via Microsoft Teams, where Navigators often asked questions of her and each other regarding the best approach to dealing with challenges. She also often held "daily huddles" where the Navigator team could check in with each other about what they were doing. Also, Navigators stated that they could schedule more formal meetings, as needed, to discuss major issues they were facing.

The TAA Program manager also asserted that a key aspect of successfully supervising the Navigator team was to "allow free communication up and down" between himself and the Navigator supervisor and the Navigators. He also said that it was important to "respect" the Navigators and "give them the freedom and flexibility to do what they do" because being successful in the position often took a long time.

Virginia's Navigators operated without set targets, which TAA administrators said was due to the position's relatively recent establishment. According to the TAA Program manager, this approach also enabled Navigators to acclimate to their roles without additional pressure. He stated that daily communication between the Navigator supervisor and the Navigators, as well as review of petitions before they were filed, was sufficient to ensure that Navigators were fulfilling their responsibilities effectively.

When the Navigators were hired, there was no formal training; instead, the Navigators underwent individual on-the-job training during their first days on the job. The TAA Navigator supervisor and Navigators described this as a learning process where they reviewed OTAA training materials, legislation, regulations, and TEGs. For example, the current Navigator supervisor was trained by an existing Navigator who provided useful resources and guidance on preparing TAA petitions. Additionally, she observed other Navigators' practices and incorporated them into her own



"One petition can take an hour and you already have enough [to file], but ... you can go four weeks and not find one. ... So do you see immediate results? No. ... But it doesn't mean you're not doing your job right. It just means there's not enough evidence to justify [filing]. ...And then the next month you'll file three [petitions]. It's different.

State TAA administrator



"I believe our program's success stems from allowing Navigators the freedom to think independently and ask questions. Ironically, despite the potential for micromanagement, we were not restricted in this manner."

Navigator

process. She added that this approach to training Navigators worked because every TAA petition process is different depending on the industry, the company, and its workforce.

Despite the informal nature of their training, TAA administrators stated that they wanted all their Navigators to continuously "grow" their skills, whether by "teaching themselves" or by supporting each other. Further, at the request of OTAA and with support from the state's TAA program manager, Virginia's Navigators created a Navigator manual to be used as a training guide for any new Navigators hired by the state and as a reference tool for current Navigators. This manual was also presented as a model to other state TAA coordinators at a meeting held by OTAA.

F. What Future Changes Were Planned for Navigator Positions?

If the TAA Program is reauthorized, Virginia's TAA program manager said that he planned to request that his state approve an additional Navigator position. He intended to do this so he would have five full-time Navigators and a full-time Navigator supervisor to cover the state's five Rapid Response regions, just as the state had before phased termination. The Navigator supervisor said that having another Navigator would allow them more time to connect with Rapid Response coordinators and other AJC partners in their assigned areas.

V. Case Study of Indiana's TAA Navigator Model

Key elements of Indiana's Navigator model

- **Number of Navigators:** Three
- **Year Navigator position was created:** 2021
- **What Navigators were called:** Outreach coordinators
- **Coverage:** Each Navigator covered one of three regions of the state; each region included three or four local workforce development areas
- **Where Navigators were based:** Worked remotely from their homes but resided within a two-hour driving distance from all American Job Centers (AJCs) within their assigned regions; they visited these AJCs only when needed
- **Primary activities:** Conducted research on petition-filing opportunities; carried out activities related to outreach to trade-affected workers; and filed petitions (lead Navigator only)
- **Trade program staffing (other than Navigators):**
 - *TAA Program leadership.* One TAA Program director directly supervised TAA Navigators and four regional program directors, who, in turn, each supervised TAA engagement case managers in three of the state's 12 local workforce development areas.
 - *TAA engagement case managers.* There were 17 TAA engagement case managers (the state had 20 approved positions, but three were unfilled at the time of the site visit) who were based in AJCs. Six of these case managers were solely conducting outreach, and 11 were solely providing case management services. ▲

The Indiana Department of Workforce Development (DWD), which administered the TAA Program in the state, launched its TAA Navigator positions in 2021. This case study, which is based primarily on interviews conducted during a site visit to the state in October 2023, describes Indiana's Navigator model. The case study begins with a section on the origin and launch of Indiana's Navigators, as well as their goals. It then describes the Navigators' activities and partners, selection and hiring, training and supervision, and the state's plans for Navigators in the future.

A. What Are the Origins of Indiana's TAA Navigators, and How Were the Positions Launched?

According to Indiana's TAA Program director, the decision to create Navigator positions in 2021 stemmed from a steep decline in trade-affected worker take-up in 2018 and 2019. A secondary issue was that she and her four regional program managers—who were the only staff then researching and filing petitions—were overwhelmed trying to handle those activities on top of their other duties. As a result of these challenges, the TAA Program director, with OTAA's help, began to learn more about other states' Navigator models—speaking, for example, with TAA leaders in Oregon and soliciting information from Missouri, Virginia, and Florida. She then developed a proposal for six



"It was around engagement and outreach. Having the capacity ... to be able to try to reach more people because our engagement rate started going down. [Also] it got too much for us to be able to do that [petition research and filing] ... We needed staff that were dedicated to that so it could be done effectively."

State TAA administrator

Navigators for her state's leadership to consider. This would have enabled her to assign each Navigator to cover two of the state's 12 local areas; she also would have had those Navigators researching petitions and presenting at Rapid Response events, as well as determining individual eligibility, conducting initial assessments, and developing individual employment plans for trade-affected workers before handing off the workers to case managers. The six Navigators would have also assisted TAA participants with finding OJT or apprenticeship opportunities and helping them with their job searches, either in lieu of or after training.

However, state leaders approved only three Navigator positions. As a result, the TAA Program director had to scale back on the Navigators' duties; they would need to cover a much larger area, as they would be working with four local workforce development areas rather than just two. Consequently, she rewrote the Navigator job description to take out all one-on-one engagement with trade-affected workers, instead focusing the positions almost entirely on petition research and Rapid Response, with only a small management role in outreach for the lead Navigator who divided up worker lists and sent them to TAA case managers to contact the workers.

1. What were the key factors in successfully launching the Navigator positions?

The TAA Program director and Navigators mentioned a few key elements that had helped the launch of their positions to proceed smoothly. One of these was for them to reach out immediately after they took on the Navigator position to introduce themselves and explain their new roles in person to members of the Business Services Teams (BSTs) in their assigned local workforce development areas. They did this not only because local area BSTs handled most Rapid Response activities in Indiana, but also because they wanted to begin to develop relationships with those staff members—who were primarily WIOA Title I staff. Another purpose for this outreach was to make clear that the roles of Navigators were quite distinct from those of BST members.



"We reached out and set up a meeting with the business services team in each region to introduce ourselves and the role and what we would be doing to just get that face-to-face connection ... and just kind of start that collaborative end of things."

Navigator

B. What Goals Did Navigators Have?

Although Indiana's TAA program initially wanted the TAA Navigators to focus primarily on the outreach and engagement of trade-affected workers, as discussed above, the goals for the position shifted when only three positions were approved instead of six. As a result, the primary initial goals for the position were to conduct research on potential petition filing opportunities, provide that information to the state's petition coordinator for filing, and attend and present at Rapid Response and TAA orientation meetings.

1. How have Navigator goals changed since 2021?

After the TAA Program entered phased termination, one change was made to the goals for Navigator positions. Given the greater challenge of engaging with trade-affected workers when no new petitions were being certified, the Navigators—especially the lead Navigator—began to focus heavily on outreach to trade-affected workers, taking on a lead role in planning and organizing outreach activities—an activity that is discussed in the next section.

C. What Do Navigators Do, and When Do They Work with Partners to Conduct These Activities?

Navigators in Indiana carried out a variety of activities, both on their own and in collaboration with partners—particularly Rapid Response, WIOA Title I, Reemployment Services and Eligibility Assessment (RESEA), and Wagner-Peyser ES staff. The amount of time Navigators spent on each of these activities each week varied from about an hour to about 14 hours each week per activity. The activities also changed over time. This section describes most Navigator activities, beginning with those carried out in 2023 at the time of the study’s site visit.

1. What did Navigators do in 2023?

At the time of the site visit in 2023, all three Navigators were focused on carrying out petition research and Rapid Response activities, with the lead Navigator also spending much of her time overseeing and organizing worker outreach activities and filing petitions (see Figure V.1). The Navigators also spent time communicating with each other and attending quarterly and semi-annual TAA meetings. (TAA meetings are discussed below in the section on the supervision and training of Indiana’s Navigators.)³⁶

Conduct outreach to potentially eligible workers. In fall 2023, Navigators reported spending on average 35.7 percent of their time each week on outreach to trade-affected workers who had been covered by a previously certified petition. The lead Navigator estimated that she spent at least three hours a day on this task and sometimes nearly her entire week.

The lead Navigator’s role in outreach to trade-affected workers was primarily as the planner and organizer of Indiana’s TAA outreach activities, which—at the time of the site visit—primarily revolved around holding in-person “open houses” that provided information on available TAA benefits for trade-affected workers covered by previously certified petitions. Workers who attended these open houses received a gas card to compensate them for traveling to the open house, and another such gas card if they subsequently met in person with a TAA case manager for a TAA eligibility determination session.³⁷ To ensure that even trade-affected workers with jobs could attend, these open houses often lasted until 6:00 or 7:00 p.m., and some took place on Saturdays.



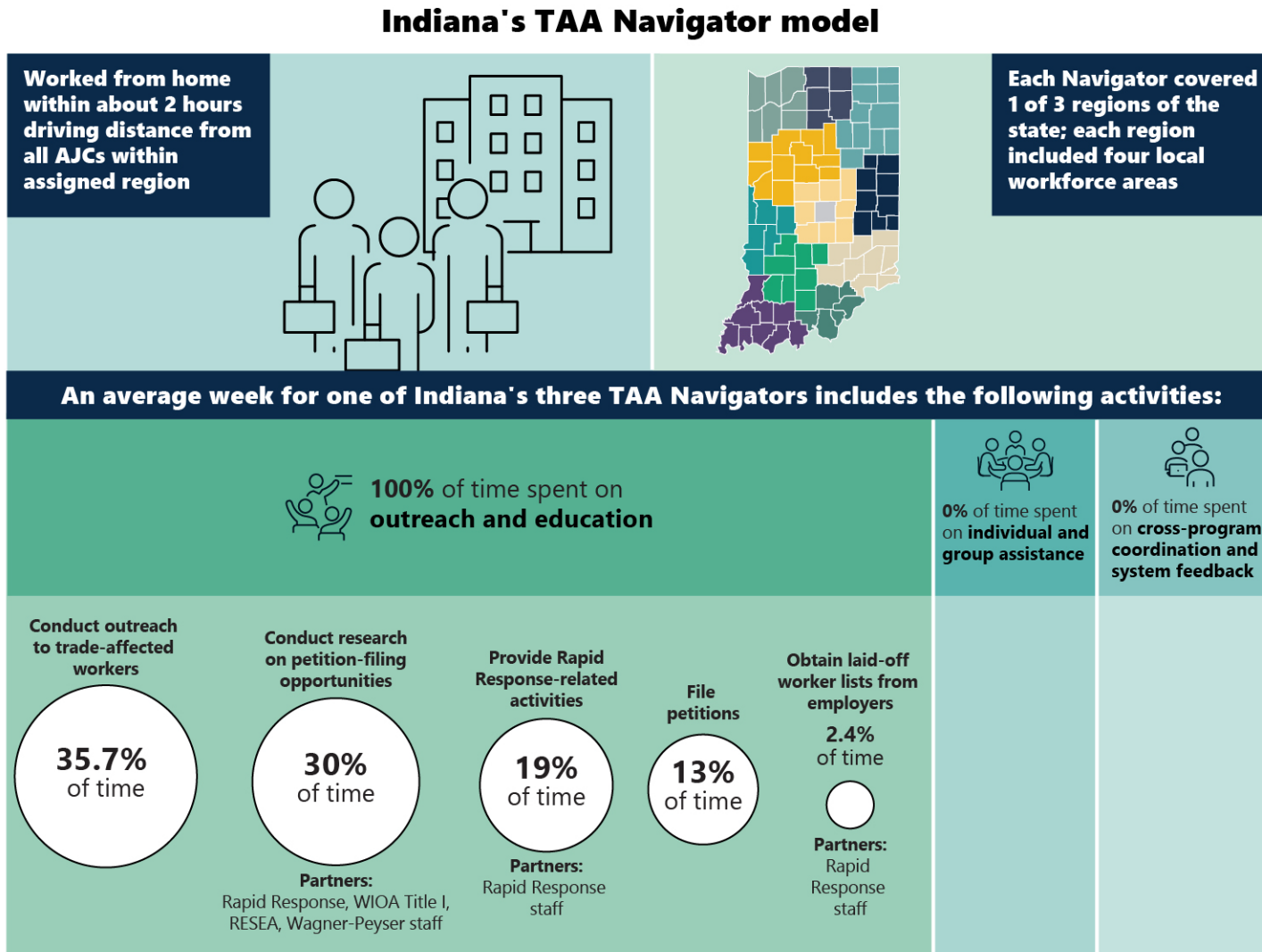
“That was an epiphany I had. All these years I’ve done Trade ... We would always do it [orientations] between the hours of 8 and 4:30. And I was like, why do we have to do everything on our schedule. We get flex time. So we said let’s start trying to meet them where they’re at versus making them come to meet us.”

State TAA administrator

³⁶ At the time of the site visit, one of the Navigators was also filling in for a TAA case manager position that had not yet been refilled, providing case management services. However, as these were temporary duties that were not part of her regular role as a Navigator, they are not described here.

³⁷ https://taa.workforcegps.org/blog/general/2023/07/10/15/03/GasCardPilot_Indiana.

Figure V.1. Graphic illustration of Indiana's TAA Navigator model



Data collected from interviews with Indiana staff during a virtual site visits in October 2023. Percentages reflect averages across three Navigators, and the specific time spent on each activity varied significantly by Navigators. Percentages do not add to 100% due to rounding.

Open houses almost always took place in what the TAA Program director called “neutral” sites, such as libraries, parks, and community or event centers, that were located close to where most of the affected workers lived. She said her staff had decided to hold open houses at these different locations so that trade-affected workers would not be dissuaded from attending because of any stigma associated with visiting an AJC, which many workers thought of as the “unemployment office.”

The preparations for these open houses, which were managed primarily by the lead Navigator, were extensive. According to the TAA Program director, at the time of the site visit, the state was trying to contact and invite to open houses about 9,000 trade-affected workers who had been covered by petitions that were certified from 2010 to 2015 and who had not exhausted their benefits. The contact information for these workers—which was taken from the initial lists of employees collected from employers immediately after petitions were certified—was then compiled by the lead Navigator into spreadsheets. Individuals who had already received TAA-funded training or were no longer likely to be seeking work were then removed from those lists and their contact information was then updated using the state’s UI data system. The lead Navigator then divided the lists by county and workforce development area and shared them with the TAA case managers, who used them to call and text the workers to invite them to upcoming open houses about two weeks before the open house and then again about 24 hours before the event. The lead Navigator also imported the lists into a program she had helped to develop that was part of the state’s virtual client engagement portal, so she could use that system to send the workers automated emails about the event. Information about the events was also posted on as well as on YouTube and in digital display advertisements on high-traffic websites.



“Getting out to what I’ve been calling neutral territory, the libraries, community centers, parks, that’s where we’re having these [open house] events and people are showing up. ... I think when we are going out to these [places] we have t-shirts, jeans, tennis shoes on [to show] we are normal people. ... We’re trying to ‘degovernment’ ourselves ... to kind of get the stigma off of us.”

State TAA administrator

As a further means of getting the word out to workers about the open houses, the state also posted notices about the events on various social media platforms, such as Facebook and Instagram. To ensure that workers only saw social media information about open houses that were near them, the state used geofencing,³⁸ a technique that the lead Navigator had learned about in her prior work as an advertising account manager. Although this social media campaign focused on informing workers about open houses that were closest to their homes, the state also posted a schedule of all



“It’s longer now [to distribute worker contact lists] because we have worker lists, huge worker lists, that we’re working through and breaking down by county and region to understand ... what areas we need to schedule the events [in].”

State TAA administrator

³⁸ Geofencing is a technique that creates virtual geographic fences around physical locations for more targeted outreach. It uses a location-based technology called RFID (Radio Frequency ID), Wi-Fi, GPS, or cellular data to trigger a targeted outreach action (such as a text, email, social media message, or app notification) when a mobile device or RFID tag enters or exits a virtual geofence. Social Media/Geofencing. Workforce GPS: Trade Adjustment Assistance for Workers. https://taa.workforcegps.org/resources/2023/12/11/16/12/Social_Media.

upcoming open house events on its website, so that if workers weren't able to attend an event scheduled in their area, they had the option to attend any event statewide.

Other duties related to the open houses that were carried out by the lead Navigator included creating what she called engagement plans for each open house and finding suitable locations within the targeted local area that were suitable for hosting them, liaising with site staff, and scheduling them. She also oversaw the outreach activities of case managers, ensuring that the outreach was getting done on time and bringing in additional staff to help with outreach if needed. Each Navigator then attended the open houses that took place in their regions, working with other TAA staff in attendance to distribute gas cards and discuss eligibility with workers.

Conduct petition research. Navigators in Indiana estimated that they spent about 30 percent of their time each week conducting research on petition-filing opportunities, although one said that this amount varied and sometimes took up two-thirds of her week. All three Navigators reported that this activity typically involved a combination of checking reports of laid-off workers in the state's UI system, following up on information about layoffs from TAA, Wagner-Peyser, or Reemployment Services and Eligibility Assessment (RESEA) program staff in the AJCs, looking for information about the layoff in online articles, and speaking with members of the local BST who handled Rapid Response.



It could be that they've walked into a WorkOne center (AJC) and notified someone there, and one of our TAA case managers has funneled that up to us, or it could be that they came in for RESEA, and they referred that information over to the TAA case manager and then it went up [to us]."

Navigator

For example, Navigators said they received regular reports from the state's UI system of all recent claimants and researched any employers that had had three or more workers recently file a UI claim. They also commonly received information from TAA case managers about workers who had recently come into an AJC after having been laid off. They were also supposed to receive information about layoffs from local BSTs, although Navigators said that they were more often the ones telling BST members about layoffs than the other way around—an assertion that was backed up by a workforce development board staff person who managed a local BST and oversaw Rapid Response activities in that area.



"I'd say nine times out of ten almost every time that I hear of a layoff, I'm the one bringing it to the business services representative."

Navigator

Once they had information on a recent layoff, Navigators would then try to determine whether the layoff appeared to be trade related. They did so by using the state's UI system to examine other recent worker UI filings. They also conducted research online to see if they could find any information such as news articles about the reasons for the layoff. Once they had done so, they typically next reached out to the local BST to ask one of their Business Services Representatives (BSRs) to contact the company. But if the BST was unresponsive or the company did not respond to them, the Navigators themselves reached out by phone directly to the company—or even to an affected worker—to collect information.

In some cases, Navigators were more successful in getting employers to respond to them than were BSRs—something both Navigators and WIOA BSRs commented on. One Navigator explained that this was because to be successful, BSRs had to be more diplomatic with employers to nurture their relationships with them. In contrast, Navigators were just interested in getting employers to respond to them regarding a recent layoff to help workers.

Another effective way that Navigators were often able to collect information directly from employers for their petition research efforts was at Rapid Response events, a topic that is discussed in the next section.

A final activity Navigators carried out related to petition research was keeping an updated spreadsheet on their petition research activities—including all recent layoffs they were tracking—which they sent to the lead Navigator every Friday. The lead Navigator then added her updates to the spreadsheet, including information on the petitions she filed (petition filing is described below), and shared it with the state's TAA leaders on Friday afternoons.

//////
"We've pivoted and changed our message. It's 'Have you experienced a layoff in the past?' There are lifetime benefits available through TAA if that layoff was deemed to be trade certified. So we are going out to all of the meetings with the workers and letting them understand that."

Navigator

The most common Rapid Response-related activity carried out by Navigators was attending Rapid Response sessions for workers. During these sessions, Navigators presented on the TAA Program, focusing on the benefits still available to workers who had suffered a layoff that was covered by a previously certified petition rather than on the possibility of benefits from a new petition. Because nearly every one of these presentations had turned up at least one worker who was eligible for TAA benefits from a previous layoff, Navigators sought to attend every Rapid Response session held in the state, even if the layoff did not appear to be trade related.

Navigators tried to get Rapid Response members of BSTs to invite them to initial fact-finding Rapid Response meetings with employers so they could gather information about whether the layoff was likely trade related and inform the employer about the TAA Program, but that seldom happened. Instead, Navigators typically met with employer representatives at Rapid Response sessions for workers.

Navigators also tried to be generally helpful to local BSTs during Rapid Response sessions, whether by assisting the BSTs with handing out information packets or by collecting completed worker surveys for

//////
"For BSRs to be successful, they have to really maintain and nurture the relationships with businesses. And to be perfectly blunt ... we [Navigators] don't really care about that, because it's not about them [businesses]. It's about providing services and the solutions to the individuals who are being laid off ... It's those individuals ... who we are helping, not the businesses."

Navigator

Provide Rapid Response-related activities. Navigators reported spending 19 percent of their time on Rapid Response-related activities, although they said this amount varied greatly over time and by region. For example, the Navigator covering the state's northern local workforce development areas (where numerous large automobile factories were located) sometimes spent nearly her entire week on Rapid Response activities.

them. If requested by the BST, they also arranged for needed interpretation services provided by DWD.

File petitions. The lead Navigator said she spent about 13 percent of her time on petition filing. While the other two Navigators supported her in this process, the lead Navigator filed all the petitions developed by any of the Navigators. In this role, she regularly received draft petitions from the state’s two other Navigators and reviewed them carefully before submitting them to ensure they contained no errors. To make it more likely that the petitions would be certified, she also conducted her own review of the WARN notice or any articles about the layoff to ensure that the wording in the petition was correct.

Obtain worker lists from employers. Navigators reported spending just a small amount of time (2.4 percent) obtaining contact lists of laid-off workers from employers for each petition they filed.³⁹ The first step in their process was to try to obtain such lists through the local BST, which was supposed to get it from the employer during the Rapid Response process. If Navigators were unable to obtain a list from the



“Where my time with businesses comes is in finding time to pull someone away during the Rapid Response to talk with them. ... So while the employees are filing in and checking in, I’ll get with the BSR [and ask], ‘Hey, who was your main contact for this?’ And they’ll point them out and if they have time, introduce them to me ... It works like gangbusters.”

Navigator



“During the Rapid Response ... I have specific questions I like to ask. ... But I also make sure to walk away with two business cards [from the employer representative] so I have contacts to put into the petition [form] as well as to email for the worker list. And I always say, you’re going to be getting an email from me.”

Navigator

BST within 10 days—whether because the BST was unresponsive or because the employer had not provided a list to the BST—the Navigators reached out to the employer directly. However, if the employer did not respond to emails or phone calls, Navigators then formally requested a list from the UI system that included all the workers who had recently filed for UI from the company—a process they said took them only about five minutes but could take the UI system up to two weeks to provide them with the list.

2. How did Navigator activities differ before 2023?

The activities of Indiana’s Navigators in 2023 differed in several ways from those carried out when the positions were first launched in 2021 and particularly before July 1, 2022, when TAA entered phased termination. This section describes some of the most notable ways that key Navigator activities differed from those carried out in 2023.

Provide outreach to trade-affected workers. Before phased termination, Indiana’s lead Navigator played a much smaller role in outreach to trade-affected workers, and the other two Navigators were not involved at all. Although the lead Navigator did send out worker lists to TAA case managers for the latter to contact after petitions were certified, she said that this activity took up very little of her time.

³⁹ Navigators continued to request contact lists from employers despite TAA’s phased termination status, so that if the law was not reauthorized quickly, they would not need to try to obtain these lists later (which could be challenging, as employers’ contact information might change, or employers might even cease operating).

Provide TAA orientations. Before phased termination, after a petition was certified, Navigators planned, scheduled, and presented TAA orientations to workers whose layoffs were covered by those newly certified petitions. These orientations took place in person, either at the employer’s location or nearby, and lasted for one and a half to two hours. If there were many workers whose primary language was not English, Navigators also arranged for interpretation services to be provided.

D. How Were Navigators Selected?

Nearly all respondents in Indiana emphasized the importance of selecting individuals with a relevant skill set for the TAA Navigator role.

1. What was the selection process used to hire Navigators?

Navigators in Indiana were selected through what was generally a standard state civil service process, with three DWD leaders (including the TAA Program director) staffing the interview panels. However, when the newest Navigator was hired in August 2022, the TAA Program director shifted the process to require all the applicants to present a simulated TAA orientation to the interview panel as part of their interview. To enable them to prepare for the simulated presentation, applicants were provided the state’s standard TAA orientation PowerPoint slide deck a week before the interview. The TAA Program director said that she had added this presentation component to the selection process because of how important she thought it was for Navigators to be skilled at public speaking, a view that the Navigators shared.

////////////////////
“I really like that they threw that [presentation] in there [the hiring process] ... It is very much a big part of it [being a Navigator]. You’ve got to be comfortable presenting in front of other people or at least comfortable enough.”

Navigator

2. What were the key criteria for selecting Navigators?

In addition to the presentation skills discussed above, the state TAA program director and Indiana’s Navigators noted several other important selection criteria for Navigators. These included communication and collaboration skills, knowledge of TAA and other workforce programs—ideally developed during stints working in the state’s AJCs—a sales or marketing background, and a professional demeanor, as well as a determined, innovative attitude.

////////////////////
“Communication is the biggest, biggest thing and being able to collaborate with other people ... being open with your communication, being willing to share information, and ask questions, and that kind of stuff.”

Navigator

For example, all three Navigators emphasized the importance of having strong communication and collaboration skills, such as knowing how to ask open-ended questions to elicit needed information and how to be an active listener. They felt that such skills were very important for working effectively not only with workers and employers but also with local BSTs. The lead Navigator also talked about the importance of what she called “storytelling” when talking to employers, to make sure that they understand the importance of TAA benefits to their workers and how difficult being laid off is for workers—especially because it is often not the first nor last time they will be laid off.

Both the Navigators and the state TAA Program director also emphasized the importance of Navigators being knowledgeable about workforce programs and especially the TAA Program, so that they do not confuse or mislead workers or employers. The state TAA Program director preferred to hire Navigators who had spent time working in TAA or other workforce programs at the local level so they would not “make rules and policies around theory and not really know how it [TAA] works.”

The state TAA Program director also noted the importance of hiring Navigators with a sales or marketing background, along with what she called a “professional demeanor,” not only so they would fit in with local BSTs but also so they would understand how to sell the program to employers. One of the Navigators who had spent time in sales agreed, adding that during her years in sales, she had “grown comfortable with being uncomfortable,” which has made her more willing to try new things—a trait she deems very important for a successful Navigator.

Finally, one of the Navigators stated that it is very important for her and her colleagues to be individuals who are dogged in their work, essentially being unwilling to “give up” easily. She stated that as a Navigator, she had learned that “accepting the information that I was given isn’t the default I should live with,” and that instead, if one approach to solving a problem does not work, she should “find a different one.”

E. How Were Navigators Supervised and Trained?

The three Indiana Navigators were directly supervised and trained by the TAA Program director. Although the Navigators and the state TAA Program director did not regularly hold formal meetings with each other, according to the state TAA Program director, they communicated almost daily on Microsoft Teams, via chat and specific Teams channels set up for different topics such as layoffs, petitions, and research. Both Navigators and the program director also reported that they scheduled occasional ad hoc meetings with each other as needed.

The Navigators and the TAA Program director had only positive things to say about the Navigator team. One Navigator likened it to a “beehive,” as they were “constantly talking” and “asking questions,” while another called the team an “amazing” group where “everybody is very open to working with each other” and “open to suggestions and ideas for ways to do it better...build[ing] each other up so we can do our best.”

////////////////////
“We’ve got different groups on [Microsoft Teams], and then of course just individual chat. [The Supervisor] is terrific about, like you said, working us in if we’ve got questions or anything. Really about anything, even just regular employment questions you might have for your superior.”

Navigator

The Navigators did meet formally with all other TAA staff members once a quarter, in meetings organized by the TAA Program director. There were also longer biannual meetings for TAA staff called “roundtables,” one of which was held jointly with non-TAA staff from DWD. These roundtables included in-depth training on certain topics; the TAA-only one held in November also included team-building activities and celebrations of the TAA unit’s success stories for the year.

The TAA Program director said that she had different metrics for the two regular Navigators and the lead Navigator. For the regular Navigators, she had two metrics that were not relevant unless TAA is

reauthorized:(1) within 48 hours of receipt of petition notification, the Navigators were expected to request worker lists from employers; and (2) they were expected to schedule TAA orientations within two weeks of certifications. The lead Navigator was supposed to research 10 to 20 companies for potential petition filing each month, provide company research outcomes to DWD leadership by the end of each month, and increase TAA petition filings by 100 percent each year, a metric she had met for FY 2022. She said she could not really set Rapid Response metrics for the Navigators because “I can’t hold them accountable for ... what we have no control over, whether they happen or not.”

In addition to communication and accountability, training was also a priority for Indiana’s Navigator team. Each Navigator’s training began with onboarding, which was described as “thorough” by one Navigator. According to the state TAA Program director, this onboarding was focused on TAA petition eligibility and the sections of the TAA regulations that focused on that topic, among others. As part of this training, Navigators were required to provide the state TAA Program director with written summaries of certain sections of the regulations. Navigators also had to review WARN notice requirements, as well as internal state processes for tracking Rapid Response activities. They were also required to go through the basic TAA training required for new case managers—even though all of them had previously served as TAA case managers—at least partly to ensure that they could fill in for any TAA staff.

////
“It’s [the Navigator team] a continual learning environment.”
Navigator

In addition to reviewing and summarizing written materials, the TAA Navigators also learned by shadowing more experienced staff. For example, one Navigator shared that she observed three Rapid Response presentations conducted by two different TAA staff members before she conducted a session on her own. The lead Navigator said she was trained on how to file petitions by sending drafts of petitions to the TAA Program director for review for six months before she began filing them directly.

F. What Future Changes Were Planned for Navigator Positions?

Indiana’s TAA Program director stated that if the TAA Program were reauthorized, she planned to request that her state approve three additional Navigator positions. She then planned to have the Navigators take over all direct outreach to trade-affected workers—which, as discussed above, was being carried out at the time of the site visit by six TAA engagement case managers, with planning and management support from the lead Navigator. Those engagement case managers would then return to providing case management. The addition of three Navigators would also enable each Navigator to cover only two of the state’s local workforce areas instead of four, which would hopefully enable them to develop closer relationships with local BSTs. The Program director also hoped that Navigators could take over the task of assisting trade-affected workers with finding work-based learning opportunities, such as OJTs or apprenticeships.

Although the state TAA Program director still planned to have the six Navigators work remotely, she planned to post the new positions only within the counties of the regions they would cover to ensure that they would be close to the AJCs in their assigned regions. She also thought that it was likely that these Navigators would be required to visit their local AJCs on some regular schedule, such as weekly or monthly.

VI. TAA Navigator Outreach Activities

Outreach is a key activity for the TAA Program, not only because it is required,⁴⁰ but also because even before phased termination, when outreach became much more difficult due to the lack of new petition certifications, uptake for the program was low.⁴¹ Navigators play an important role in these outreach efforts, with 11 of 14 states with Navigators reporting that Navigators assisted with outreach to trade-affected workers (see Chapter II). Following the beginning of phased termination on July 1, 2022, however, it became necessary for TAA Navigators and other TAA staff to intensify their outreach efforts to try to maintain program enrollments, since no new petitions were being certified. As a result, Navigators across five of the six site visit states spent a significant amount of time in 2023 developing and leading special outreach projects aimed at finding workers interested in TAA services.⁴² This chapter describes Navigator outreach activities across the five site visit states—Connecticut, Indiana, Oregon, Pennsylvania, and Virginia—where Navigators engaged in outreach in 2023, beginning with how they conducted outreach in 2023 and followed by how they began changing their outreach efforts before 2023.

A. Navigator Outreach in 2023

According to site visit data, Navigators' most common activity in 2023 was conducting outreach to workers, an activity on which Navigators in these five states spent an average of about 14 hours a week. Because the TAA Program was in phased termination in 2023, Navigators had to limit outreach to trade-affected workers who were covered by petitions that were certified before July 1, 2022. For this reason, many states called this activity "reach-back" rather than outreach. States pursued two different approaches in their reach-back efforts: direct reach-back strategies to specific trade-affected workers and broader outreach strategies to increase awareness of the TAA Program among individuals seeking workforce services.

1. Direct reach-back strategies to specific trade-affected workers.

State TAA staff had access to certified worker lists that included names and contact information for workers covered by previously certified petitions. Although states knew which individuals might be eligible for services, they still faced challenges in outreach because of old contact information, uncertainty about which workers might still be interested in receiving TAA-funded training, and low response rates to cold outreach calls. State TAA staff, including Navigators in all five states, attempted to reach these individuals with different strategies including multi-prong outreach, open houses with incentives, and surveying previously certified workers.

⁴⁰ All workers who file an unemployment insurance application must receive notice of the benefits and services available under the TAA program. In addition, eligible worker groups must be notified of their eligibility via both mail and at least one electronic communication method, such as text or email. TAA Program Regulations 20 CFR § 618.816(a) and 20 CFR § 618.816(e).

⁴¹ In Fiscal Year 2021, although there were an estimated 107,454 workers covered by certified petitions, there were only 21,286 TAA participants. "Trade Adjustment Assistance for Workers Program FY 2021 Annual Report." Employment and Training Administration, U.S. Department of Labor, 2021. <https://www.dol.gov/agencies/eta/tradeact/reports>.

⁴² The Navigator in the sixth site visit state (New York) did not conduct outreach to trade-affected workers in 2023.

Multi-prong outreach. Navigators used a multi-prong outreach approach that involved reaching out to workers covered by previously certified petitions one to three times via multiple modalities, such as mail, phone, text, and email. For example, as discussed in Chapter IV, Navigators in Virginia used what they called a “three-point” approach. The Navigators reached out to those workers using a combination of a phone call, a text message, an email, and a mailed letter. If, after one round of this three-point process, staff had still not succeeded in reaching a worker, they repeated the process. In Oregon, as noted in Chapter III, if a worker was not reached by phone, Navigators followed up with an email, if an email address was available, and did this twice if the worker had never been contacted before.

////
“[We have] that spreadsheet which is color-coded for your name and has the worker’s name, address, phone number. ... So, then we have to go into our workforce system ... just look up information. Then we conduct the ... outreach. I usually start with email ... and text. ... and then I’ll wait several days and then do phone. ... And then if we haven’t had a response, we mail a letter.”

Virginia Navigator

As described in the previous chapter, the TAA Program in Indiana was carrying out a similar multi-prong outreach effort to trade-affected workers. However, although the lead Navigator was overseeing the process, TAA case managers primarily conducted the outreach. The focus of the outreach was also slightly different, as it aimed to get workers to attend an open house (described below), not to complete eligibility determination forms or procedures.

Although these multi-prong efforts were common among the site visit states, staff doing the outreach sometimes found these efforts quite frustrating. This was a key reason that Pennsylvania, which had also previously conducted a multi-prong outreach effort, had stopped by the time of the site visit and had shifted to other approaches (described below). Pennsylvania respondents reported that its previous multi-prong approach had resulted in too few successes and too many “hang-ups,” as well as confusion from trade-affected workers who thought the outreach was a “scam.”

////
“This is the worst part of my job. I know it has to be done [but] I feel like a call center worker. Yesterday I made about 30 calls, and I got three people who answered. And I consider that productive.”

Navigator

////
“At two open houses we had Wednesday and Thursday this week we had 57 people come and that was the biggest turnout. We actually ran out of gas cards because we were not prepared for so many people. Lesson learned. Bad problem but good problem ...and we’ve got several new enrollments scheduled out of them.”

Indiana TAA administrator

Open houses. As discussed in the previous chapter, the lead Navigator in Indiana played a key role in carrying out the state’s open house pilot. This pilot initiative was developed in 2020, but its implementation was delayed first by the COVID pandemic and then by failure of the TAA Program’s reauthorization. It was finally implemented in March 2023 as part of the state’s phased termination reach-back outreach efforts. The lead Navigator’s primary role in the effort was to develop what she called engagement plans for each open house, to oversee the development of the method used to provide worker contact information to TAA case managers (who invited

workers to the open houses), and to schedule the open houses. Open houses took place at neutral locations such as libraries, parks, and community centers, and open house attendees received \$50 gas cards for attending and responding to a short survey. In the first three months of the initiative, Indiana reported that the pilot had resulted in engagement with 120 eligible workers and had increased its program enrollment by over 500 percent.⁴³

Surveying certified workers. In late 2022, Pennsylvania developed a new approach for its Navigators to conduct reach-back. This approach involved surveying workers covered by previous petitions about whether they had any need for TAA services, before trying to contact them. The surveys used in this approach were adapted from those used by state Rapid Response teams but included a few additional TAA-related questions and were customized by the Navigators for each previously certified petition targeted for reach-back. Before sending out the surveys, Navigators met with local Rapid Response coordinators and other AJC staff who worked with local businesses in ad hoc meetings called “huddles,” to ensure that the employer connected to the targeted petition was not recalling workers; if it was, the Navigators dropped that petition from their reach-back efforts.

Once the survey was distributed via email or text, Pennsylvania Navigators then followed up—via email, phone, or a specially designed postcard—with any workers who responded that they were interested in TAA services, to ensure that they had a clear understanding of what the workers needed. Navigators then entered that information into the state’s workforce MIS so that it would be readily available for case managers to access.

As soon as all this information was entered in the Pennsylvania state workforce management information system, Navigators emailed or called the TAA case managers who were located closest to each worker’s residence, to inform those case managers about the workers’ needs and ask them to reach out to those workers to conduct TAA eligibility and assist them with those needs. Navigators also held ad hoc huddles with case managers and their supervisors to further discuss these workers’ needs, to ensure that case managers clearly understood them.



“[The survey] makes it easier for them [AJC staff] because these people [who responded to the survey] are interested in being contacted ... Before when we used to have them do outreach, they [AJC staff] were basically saying, yeah, we don't have time for this.”

Pennsylvania Navigator

2. Broad outreach strategies to increase awareness

In addition to direct reach-back activities that focused on specific trade-affected workers, Navigators in all five states also employed strategies designed to increase awareness of the TAA Program among those who visited AJCs and throughout the community more broadly. These awareness-building strategies avoided some of the challenges with reach-back based on worker lists—such as low response rates to cold calls, out-of-date contact information, and affected workers who were already reemployed—and enabled Navigators to reach people at the point when they needed services. Awareness-building strategies included posters with or without QR codes in AJCs and Navigator attendance at Rapid Response events.

⁴³ “Gas Card Incentive Project – Our New Normal.” Workforce GPS: Trade Adjustment Assistance for Workers. https://taa.workforcegps.org/blog/general/2023/07/10/15/03/GasCardPilot_Indiana.

Posters and QR codes. Connecticut and Pennsylvania used posters to conduct outreach to the community more broadly about the TAA Program benefits available to workers covered by previously



“Our new kind of outreach campaign using posters ... It's basically, you know, did you lose your job due to foreign trade? If so, you may be eligible for TAA training up to \$25,000.”

Connecticut Navigator

certified petitions. In Connecticut, the Navigator came up with the idea to add QR codes to the posters so that interested workers could scan those QR codes using their phones to easily learn more. In both states, Navigators designed and oversaw the printing of the posters and distributed them to AJCs across the state. In Pennsylvania, a Navigator was also developing talking points and training materials for AJC staff about how to handle calls from any interested workers who saw the posters or otherwise had heard they might still be

eligible for TAA benefits. These talking points were aimed at ensuring that AJC staff did not use too much TAA jargon when they spoke to these workers, which was another problem in the state's previous multi-prong outreach efforts discussed above.

Rapid Response events. Outreach at Rapid Response events offered another way to conduct broader outreach to workers experiencing a job loss who might be eligible for TAA benefits. As discussed in previous chapters, Navigators in Oregon and Indiana continued to conduct outreach to trade-affected workers at Rapid Response information sessions. These Navigators did so by changing their pitch from telling workers that their most recent layoff could become trade certified to asking whether any of the workers had been laid off previously, because they could have TAA benefits from that previous layoff. TAA respondents and some Rapid Response partners were very supportive of these efforts because they said that at least one eligible worker typically came forward at each of the Rapid Response sessions Navigators attended. In Indiana, the



“At Rapid Response now our messaging has changed; the messaging they're [Navigators] sharing is, hey ... have you ever been laid off before? If so, let's look at this list and see if we can serve you through a past [certification].”

Indiana TAA administrator



“You know, it'll probably be something we carry forward ... because my expectation for my team [of Navigators] is that they will go to any and all Rapid Responses within their assigned regions, whether that's a trade-eligible employer or not.”

Indiana TAA administrator

success of this new Rapid Response message had even resulted in a change in the TAA Program's strategy: Navigators now tried to attend every Rapid Response information session—even those that did not seem trade related, because it was likely that there were trade-affected workers in the audience. Furthermore, Indiana's TAA Program director said that its approach was something that her team would likely continue even if TAA were reauthorized.

B. Navigator Outreach Before TAA's Phased Termination

Before phased termination, Navigators in only three of the six site visit states regularly conducted outreach to trade-affected workers outside of presenting at Rapid Response or TAA information sessions. Although one additional state did initially have its Navigators reaching out to such workers for two

different certified petitions, this was discontinued after the state realized that these efforts were duplicating those of other TAA staff.

However, states had already started to develop new approaches to outreach before July 1, 2022. For example, after coming on board in early 2021, Pennsylvania’s Navigators began to hold huddles with AJC staff about how to improve TAA outreach efforts. They also began a reach-back project in 2021 that focused on petitions certified in 2020. This involved conducting research using the state’s workforce management information system to determine which workers had not attended benefits rights interviews (BRIs), registered for services, nor participated in an eligibility assessment; they compiled lists of these workers for TAA case managers to contact, typically via email and sometimes by phone. However, as the state’s TAA case managers—who were not fully funded by the TAA Program—were very busy with other duties such as providing RESEA services or staffing resource rooms, by mid-2021, Navigators began to develop other approaches to outreach.

TAA Navigators in Pennsylvania also helped to change how the state used trade determination letters for TAA outreach. Previously, this lengthy letter (14 pages) was used as a direct outreach method sent to trade-affected workers, who were expected to review its contents and then understand that to receive services, they needed to reach out to a TAA case manager at an AJC—something that often did not happen due to the letter’s complexity and length. Pennsylvania’s Navigators worked to shift the process so that determination letters went to them as well as to workers; Navigators then shared the determination letters with TAA case managers, who, in turn, reached out to workers, informing them of their eligibility for TAA and how they could begin receiving services.



“So then now the [AJC] case manager can do the outreach because what was happening is when [UI] was sending the letters to the people [trade-affected workers], they were reading them going oh, it looks like I'm not eligible. But yet the career staff was waiting for that person to call them.”

Pennsylvania Navigator

Oregon had also changed the outreach approach used by its Navigators much earlier than July 2022. Initially, Navigators had called trade-affected workers only once, but after learning from a TAA staff person who had been a call center worker that it typically takes multiple calls for someone to respond to outreach, the state changed its outreach procedures to include three rounds of calls instead of just one, with each followed by an email, if an email address was available. Still, because of the greater difficulty Navigators faced in reaching trade-affected workers in 2023 compared to before July 2022, Oregon Navigators stated that they were typically spending much more time on outreach than they had before termination.

Indiana’s lead Navigator had also piloted a new TAA outreach strategy in 2019, using targeted social media outreach and geofencing.⁴⁴ This inexpensive strategy involved using social media posts (on Facebook and Instagram) that were featured in the feeds of those who lived in or traveled to geographical areas such as high-traffic grocery stores near where layoffs had occurred. The goal was to inform workers in that area of the TAA Program and its benefits, and of their potential eligibility. Compared to an

⁴⁴ Social Media/Geofencing. Workforce GPS: Trade Adjustment Assistance for Workers. https://taa.workforcegps.org/resources/2023/12/11/16/12/Social_Media.

outreach flyer that achieved less than one percent worker engagement, the social media campaign yielded approximately 13 percent engagement for a comparable cost.

C. Outreach to Underserved Populations

Overall, Navigators sought to reach all trade-affected workers who were potentially eligible for TAA, without explicitly focusing on subgroups within that larger population. However, at least one state—Oregon—did specifically focus some of its Navigator outreach and reach-back efforts on specific underserved communities, groups to which it estimated that 57 percent of its trade-affected workers belonged.⁴⁵



“Because Navigators are the face of the program and because we try to provide outreach and encourage people to trust us as a whole, it is highly important that there is representation of all kinds for the program and for the people that need to feel comfortable accessing services.”

Oregon TAA administrator

Oregon focused its efforts on workers whose primary language was not English and rural workers. Oregon’s TAA administrators noted that outreach to non-English-speaking communities is difficult because of language barriers, but also because many in those communities have a distrust of government. As a result of this distrust, these administrators found that their outreach efforts were more effective when their Navigators shared key demographic characteristics with the communities

being served. Consequently, they sought to hire Navigators who were not only bilingual in key languages such as Spanish and Russian, but who also had a deep cultural understanding of the communities they were supporting—including, in many cases, lived experience with those communities—as well as an understanding of the TAA Program.

To develop effective outreach and reach-back strategies for these underserved populations, Oregon’s TAA administrators employed bilingual and culturally knowledgeable Navigators and looked to these Navigators for advice on outreach strategy. Based on this advice, Oregon held in-person events, used awareness-building strategies such as flyers and radio ads, and mined UI data to help identify trade-affected workers.

As discussed in Chapter III, the state also implemented a Technology for Underserved Communities pilot (Tech Pilot), providing laptops, basic software, internet access, and basic computer training to trade-affected workers from these communities (see Chapter III for more detail).⁴⁶ This program also supported Navigators’ outreach and reach-back efforts to individuals in rural communities, as Navigators discussed the available technology with potentially eligible trade-affected workers during their multi-prong outreach efforts (described above).⁴⁷



“Providing a technology access to our underserved participants is very important to us. Knowing how to serve them and meet them where they are is crucial to their success.”

Oregon TAA administrator

⁴⁵ Digital Inclusion: Targeted Strategies for Reaching Underserved Populations. (3/2/22) Workforce GPS.

⁴⁶ Ibid.

⁴⁷ Digital Inclusion and Reaching Underserved Populations, Part 2: How to Make It Happen. (3/30/22) Workforce GPS.

D. Effectiveness of Outreach

Although the innovative outreach approaches outlined here were said by state TAA administrators to have had a positive impact on program enrollment, none were reported to have generated large increases in 2023. However, recruiting new participants without newly certified petitions is a particularly difficult and



“There’s a lot of states that I think need to look at outreach differently. I think we all get stuck in the status quo. This is the way we’ve always done it and right now especially, we have to look at things differently. These [Navigators] have to be involved in the community ... We cannot sit at a brick-and-mortar location and wait for people to walk through our doors. That’s not happening.”

Indiana TAA administrator

unique outreach challenge. As a result, these approaches will need to be further tested once TAA is reauthorized or by other programs serving laid-off workers, such as the WIOA Dislocated Worker or UI programs, to assess their efficacy. Despite the challenges to outreach and enrollment caused by phased termination, multiple TAA respondents noted that one benefit of this program’s status was that it provided their programs with the impetus to innovate and, as one Navigator said, “to work outside the box ... doing things differently.”

VII. Conclusion: Promising Practices, Challenges, and Lessons Learned in Navigator Implementation

This report has highlighted the landscape of TAA Navigators, case studies of three states that have implemented Navigator positions and lessons learned, and promising practices related to conducting outreach to trade-affected workers. This chapter concludes the report with findings on lessons learned regarding what is needed for successful implementation of Navigator positions.⁴⁸ These findings, which are based on all data collected during the TAA Navigator sub-study, included the need for sufficient numbers of TAA participants, support from state leaders, a clear focus on key goals and activities that align with the state’s TAA context, supervision that was supportive but not micromanaging, effective selection and retention of Navigators, clear communication with both other TAA and partner staff, and implementation at a time when the program and state were not dealing with other major crises. Each of these is discussed below.

A. Increase in Numbers of TAA Participants and Funding

Survey data indicated that one element needed for successful implementation of Navigator positions was having a sufficient number of TAA participants and sufficient TAA funding. As discussed in Chapter II, most (eight of 14) of the states that would consider implementing Navigator positions indicated that they

////////////////////

“[We are] a small state with limited resources. ... From our experience discussing the Navigator position, an FTE or more would be required to staff these roles. At this time, we do not have any employee that is working full time on TAA exclusively. The decision is primarily related to funding and staffing.”

State TAA administrator

would need to have an increase in TAA participants for their state to move forward. However, because of the difficulties that states faced in identifying trade-affected workers while TAA was in phased termination, enrolling larger numbers of TAA participants was likely not possible until the program is reauthorized. Two of those states also reported that a lack of funding was a barrier in implementing Navigator positions; as TAA funding was partly based on enrollment, increased program funding was also not likely to be available until TAA is reauthorized.

B. Support From State Leaders

Both site visit and survey data emphasized the importance of strong support from state leaders for successful rollout of TAA Navigator positions. The importance of this support was emphasized by all six of the site visit states and by seven (half) of the 14 states that reported in the survey that they were considering implementing TAA Navigator positions if TAA were reauthorized. In two of the site visit states, TAA administrators also emphasized the importance of this support being realistic; that state leaders needed

////////////////////

Our workforce agency leader is “open to innovation and tolerant [that] it won't go perfect, but it's OK ... He knows ... we have to pivot. We have to be flexible. And I just think it's this leadership style, which is like, OK, do the work and I'm gonna trust you [that is critical to successful implementation].”

State TAA administrator

⁴⁸ Please note that since this was a formative study and these findings are based on a brief survey and site visits to six states, they should be viewed as preliminary and interpreted with caution by readers.

to understand that implementation would take time and would not be “perfect,” trusting that the TAA Program would be able to work out any challenges related to implementation. These TAA administrators also stated that this support needed to be ongoing.

C. Clear Focus on Certain Goals and Activities

Another key element that arose from the site visit and survey data was the importance of establishing clear goals for Navigator positions. To establish those goals, states needed to have a clear understanding of where their TAA Program needed to focus to improve outcomes, and where it faced staffing gaps that needed to be filled. For example, as discussed in Chapter III, when Oregon centralized its TAA case managers, it realized that that change created a programmatic gap because it removed all TAA staff from the state’s AJCs. Consequently, a key goal for Oregon’s TAA Navigators was to serve as the TAA Program’s “boots on the ground” in AJCs. In Virginia, where (as discussed in Chapter IV) there had been few petitions filed due to a lack of staff capacity as well as limited communication with Rapid Response, TAA state



“So, some of the things that we were intending to insert our [Navigators] in, we realized oh, well, we don't need to do that because we’re already doing it ... It actually caused confusion in some cases.”

State TAA administrator

administrators focused their Navigators primarily on these activities, particularly when they were first launched. In Pennsylvania, the TAA Navigator supervisor identified a need for increased TAA Program uptake and therefore had Navigators focus on improving the process used to conduct outreach to workers covered by previous petitions. In other words, across all of these states, Navigators filled in gaps that had been identified in the state’s TAA structure.

However, some states, because of the sudden availability of support from state leaders, moved forward quickly without clearly determining specific goals for how their Navigators would fill a need without duplicating existing efforts being carried out by other TAA or Rapid Response staff. This lack of clarity created a significant amount of confusion during early implementation of the state’s Navigator positions.

D. Supportive and Trusting Supervision of Navigators

Another key element in successful Navigator implementation was supervision. Respondents from five of the six states we visited stated that Navigator supervisors played a key role in ensuring that Navigators obtained the support and training they needed to be successful.

Many Navigators, their supervisors, and TAA administrators across five states emphasized the importance of allowing Navigators the freedom to work independently without being micromanaged. For example, one Navigator supervisor reported that she believed it was part of her role to create a culture of learning and support for the Navigators, where no one was afraid to suggest trying something different.

Similarly, in another state, a TAA leader reported that

Navigators learned from each other, and he tried to “give them the freedom and flexibility to do what they do, ... you have to encourage persistence and stay out of their way.” Another TAA administrator said that a key element in the success of his Navigator team was to “respect them” and “allow communication



“We foster an environment of 100 percent transparency and authenticity in ... the Navigator team, so nobody is afraid to ask a question more than once. Nobody is afraid to provide feedback to each other.”

State TAA administrator

up and down” because, when given this freedom, the Navigators will innovate and creatively solve issues on their own.

In the three states where Navigator supervisors micromanaged their Navigators, were overstretched, or were less focused on the position, Navigators appeared to be less successful. During our site visit to one state, for example, we heard that the Navigator supervisor was stretched thin from supervising too many TAA staff members. As a result, other TAA staff members reported some performance issues among Navigators, and they did not have a clear understanding of how the Navigators could assist them. In another state, where the Navigators were initially supervised by several managers outside of the TAA unit, Navigators themselves reported that they had been less effective in their roles.



“Things are much better now with [name of new Navigator supervisor]. It’s like night and day ... I think it runs much more efficiently than it has in the past. You know, in the past we were like, what did they [Navigators] do? I don’t know. It’s very much like we now have defined responsibilities for the Navigators and there’s a clearer picture of how to service our participants with them.

TAA case manager

In all of these states, changes to the supervisor position were reported to have led to improvements in Navigator performance. For example, in one state, the centralization of Navigator supervision to one person led to the development of new Navigator outreach strategies and strengthened processes for connecting TAA participants to AJC staff. In another, TAA case managers reported that Navigators had become more responsive and reliable once the state decreased the number of staff the Navigator supervisor managed.

E. Selection and Retention of Navigators

All six of the states that we visited emphasized the importance of selecting Navigators with the right skills and experience. Although there was some variation in what states looked for in Navigators, a few skills and experiences generally stood out: communication skills, customer service or sales experience to help with “selling the program to workers, partners, and employers,” an ambitious or “go-getter” attitude, knowledge of the workforce system, and research skills. Three states also reported the importance of selecting Navigators who were bilingual as well as knowledgeable about the cultures of trade-affected workers who spoke a different language.

All six states noted that Navigators were not typical state staff, so the states needed to deliberately choose where they hired staff from. One state told us that it specifically looked for staff from outside of state government, whereas another looked for people who were already state staff members. For example, one state reported that it valued its Navigator’s prior experience working in the higher education system because, as it stated, “she was used to working with students,” understood the processes of applying for education and training, and was willing to take the initiative to jump in and assist Trade participants when needed.



“It is highly important that there is representation of all kinds for the program and for the people that need to feel comfortable accessing services. ... It’s not just the language, it’s the understanding of ... their culture.”

TAA Navigator supervisor

One challenge that four site visit states faced was turnover among their Navigators. The reasons for these retention challenges varied. In one state, for example, a TAA leader told us that she hired Navigators below their true “pay grades,” knowing that they wouldn’t stay but wanting to hire the best people for the position. Other reasons that Navigators gave for leaving included the phased termination status of TAA, which created the perception that their positions could be eliminated; the Navigator positions’ temporary status, which also created fears that the positions would be discontinued; and the significant amount of travel required for the position.

Turnover among Navigators caused multiple challenges for TAA Programs. One challenge was that the Navigators who remained often had to spend a lot of time covering for Navigators who had left or training new Navigators, so they had limited time for their regular duties. Another challenge was that other TAA staff members didn’t always know whom to reach out to, because Navigators changed too often. In some states, Navigators were not able to be replaced, leading to a smaller number of total Navigators for the state.



“The one thing that I think for me as a case manager that’s been difficult [has been] the turnover rate [of Navigators] ... I just experienced this recently. I was like, wait, who’s covering this area where my participant is?”

TAA case manager

In one state that had experienced little turnover, the state’s Navigator supervisor said that she thought her Navigator team’s ability to be fully remote might be one reason for their retention. (One of her Navigators also stated that the commuting requirement of her previous job was one reason she had left.) This same state TAA administrator also shared that her Navigators’ ability to “flex” their time—meaning they could take time off to compensate for working long hours within the same pay period—might be another reason her Navigators stayed in the position.

F. Clear and Ongoing Communication

All six site visit states said that clear and ongoing communication with other TAA staff members, as well as AJC partners, was another key factor in Navigators’ success in the position.

1. Communication within TAA

In states where Navigators assisted with TAA participant services, Navigators, their supervisors, and TAA case managers all said that communication between Navigators and TAA case managers was very important for success. For example, one TAA administrator instituted weekly meetings between Navigators and TAA case managers to enable them to communicate more effectively about how to support TAA participants. In another state, a Navigator supervisor told us that Navigators coordinate with other TAA staff members “so that no one falls through the cracks.” Similarly, in describing the role of the Navigator, another state said, “I think the most important thing you have to have is somebody that can loop you back in, close the loop and connect, right?”



“I ensure that [Navigators] are collaborating with the case management team ... [and] ensure they feel like they are part of the team.”

TAA administrator

2. Communication with AJC partners, especially WIOA Rapid Response and Dislocated Worker programs

Both TAA and partner staff also emphasized the importance of clear and ongoing communication between Navigators and AJC partner staff members. Both TAA and partner staff members from across four of the six site visit states shared that the implementation of Navigator positions had resulted in improved collaboration between the TAA Program and its partners, especially the Rapid Response program.

To ensure this communication started off well, TAA staff members in five of the six site visit states said that they made an effort to introduce their Navigators to local Rapid Response and BST staff members when the positions were first launched. For example, as discussed in Chapter III, before hiring their Navigators, TAA administrators in Oregon reached out to its partners in every local workforce area where a Navigator was to be located, to collect the partners' input on the Navigator job description. Partners were also invited to participate in interview panels for the first Navigators. Furthermore, Navigators in all five of these states were encouraged to maintain regular communication with their local partners. For example, in three of these states, Navigators were required to attend local AJC meetings and regularly spend time in their assigned AJCs to maintain these relationships. They were also required to provide regular updates and training on the TAA Program.

////////////////////
"We reached out to each workforce area to say we are going to be hiring for this [Navigator] position and we want to make sure that your voice is heard. And then we reviewed the position description [with] the partners ... and that included the local area manager, and anybody the area manager felt should be in there as well, including [WIOA] Title I staff."

Oregon TAA administrator

////////////////////
"I don't have a job description for the Navigator [anymore]; so, it isn't really clear to me exactly what they are doing."

Rapid Response staff

However, we also learned that this communication was challenging to maintain over time. For example, a few years after one state had made the effort to introduce its Navigator positions to local Rapid Response and WIOA Title I partners, several of these partner staff said that because they had not been kept in the loop about what Navigators were doing, they were no longer clear on the role of the Navigator, which made it hard to collaborate with them effectively. One state WIOA Title I leader in the same state said that he thought that these communication challenges were mostly related to "the need for better processes and communication flows." He also said that he was hopeful that TAA Navigators might be able to play a key role in improving communication between TAA and other partner programs.

3. Timing of implementation

The final implementation element that was emphasized by respondents in two site visit states was the importance of implementing Navigator positions when states were not grappling with major crises. Three of the six states we visited, for example, had rolled out their Navigator positions during the COVID-19 pandemic. In one of those states, state leaders had initially supported the idea of implementing a TAA Navigator model after learning about other states' Navigator positions. However, the onset of the COVID-19 pandemic led to a shift in the state's focus to UI and to a hiring freeze for permanent state staff, which negatively affected the state's ability to effectively roll out its Navigator positions.



"Another thing to remember too is we were in a pandemic. So, you know, there's that additional level of complexity and you know, it just was really difficult and not a great time maybe to implement."

TAA administrator

G. Final Thoughts

If TAA is reauthorized, this report will provide important information for state TAA programs that are considering implementing TAA Navigator positions. However, even if TAA is not reauthorized, the TAA Navigator models described in this report provide information about innovative outreach approaches that could be useful for other public workforce system programs—such as the Wagner-Peyser Employment Service and WIOA Title I programs that could also benefit from improved program uptake—especially customers facing major barriers to participation. Furthermore, the elements described above—such as the importance of support from state leaders, ongoing communication with partners, clear goals for the effort, and the importance of considering the right timing for rollout—may also provide helpful tips for the implementation of any new effort by a public workforce program.



I'm just gonna speak from my experience of what I see here ... [Customer outreach] is status quo ... And that's not just Trade. This is the way we've always done it ... But we've had some local areas finally wake up and start doing innovative things and are going out to their community centers. And guess what, they're some of the local areas that are seeing foot traffic, they're getting more numbers than the ones that are just sitting there in their [AJCs] waiting for them [customers] to come in."

TAA administrator

References

- Congressional Research Service. "Trade Adjustment Assistance for Workers: Background and Current Status." Report No. R47200. 2023. <https://crsreports.congress.gov/product/pdf/R/R47200>.
- Congressional Research Service. "Trade Adjustment Assistance for Workers and the TAA Reauthorization Act of 2015." Report No. R44153. 2021. <https://crsreports.congress.gov/product/pdf/R/R44153>.
- Di Biase, C., and M. Mochel. "Navigators in Social Service Delivery Settings: A Review of the Literature with Relevance to Workforce Development Programs." Manhattan Strategy Group, U.S. Department of Labor, 2021. https://www.dol.gov/sites/dolgov/files/OASP/evaluation/pdf/NavigatorLitReview_20211203_508.pdf.
- Employment and Training Administration. "Trade Adjustment Assistance for Workers: Final Rule." U.S. Department of Labor Effective, 2020. <https://www.federalregister.gov/documents/2020/08/21/2020-13802/trade-adjustment-assistance-for-workers>.
- Employment and Training Administration. "Trade Adjustment Assistance for Workers Program FY 2021 Annual Report." U.S. Department of Labor, 2021. <https://www.dol.gov/sites/dolgov/files/ETA/tradeact/pdfs/AnnualReport21.pdf>.
- Employment and Training Administration. "Training and Employment Guidance Letter 24-20, Change 1." U.S. Department of Labor, 2022a. <https://www.dol.gov/agencies/eta/advisories/tegl-24-20-change-1>.
- Employment and Training Administration. "Unemployment Insurance Program Letter No. 11-22: Grant Opportunity for States to Participate in the American Rescue Plan Act (ARPA) Unemployment Insurance (UI) Navigator Program." U.S. Department of Labor, 2022b. <https://www.dol.gov/agencies/eta/advisories/unemployment-insurance-program-letter-no-11-22>.
- Forsberg, S., L. Lausmann, A. Barker, and B. Picazo. "Digital Inclusion and Reaching Underserved Populations, Part 2: How to Make It Happen." WorkforceGPS webinar, 2022. <https://www.workforcegps.org/events/2022/03/08/13/39/Digital-Inclusion-and-Reaching-Underserved-Populations-Part-2-How-to-Make-It-Happen>.
- Mahurin, M. "Gas Card Incentive Project – Our New Normal." WorkforceGPS, 2023. <https://taa.workforcegps.org/blog/general/2023/07/10/15/03/GasCardPilot Indiana>.
- Oelke, S., C. Atkinson, L. Lausmann, and S. Forsberg. "Digital Inclusion: Targeted Strategies for Reaching Underserved Populations." WorkforceGPS webinar, 2022. <https://taa.workforcegps.org/resources/2022/02/08/17/04/Digital Inclusion>.
- Smith, R., and S. Forsberg. "Trade Adjustment Assistance: Oregon Best Practice." WorkforceGPS webinar, 2017. <https://www.workforcegps.org/events/2017/09/27/11/10/Trade-Adjustment-Assistance-Oregon-Best-Practice>.
- Trade Adjustment Assistance Reauthorization Act of 2015. Pub. L. No. 114-27, 129 STAT. 362. 2015. <https://www.govinfo.gov/content/pkg/PLAW-114publ27/pdf/PLAW-114publ27.pdf>.
- U.S. Department of Labor. "U.S. Department of Labor Announces \$204M in Grants to Improve Capacity, User Experience, Reliability of Unemployment Insurance Systems." 2023. <https://www.dol.gov/newsroom/releases/eta/eta20230922>.
- Women's Bureau. "Funding Opportunity Announcement FOA-WB-22-14: Fostering Access, Rights, and Education (FARE)." U.S. Department of Labor, 2022. <https://www.grants.gov/search-results-detail/340497>.

References

WorkforceGPS. "Oregon's Think Differently Form." 2016. <https://d2leuf3vilid4d.cloudfront.net/-/media/Communities/taa/files/State-Resources/Think-Differently-Form---OR.ashx?rev=e0585a8f675a43ccba7b8b9b357327d9&hash=D4B88DA08A38B56F4A0E1830A71CEDC2>.

WorkforceGPS. "TAA Navigator Model Resources." 2019. <https://taa.workforcegps.org/resources/2019/11/26/17/51/TAA-Navigator-Resources>.

WorkforceGPS. "Multi-Prong Outreach." 2023a. [https://taa.workforcegps.org/resources/2023/12/11/16/36/Layered Outreach](https://taa.workforcegps.org/resources/2023/12/11/16/36/Layered_Outreach).

WorkforceGPS. "Social Media/Geofencing." 2023b. [https://taa.workforcegps.org/resources/2023/12/11/16/12/Social Media](https://taa.workforcegps.org/resources/2023/12/11/16/12/Social_Media).

Appendix A. Site visit dates and interviews conducted

State	Date of visit	Visit type	Interviews conducted
Connecticut	09/15/2023–11/06/2023	Virtual	TAA Coordinator Navigator supervisor Navigator 2 TAA case managers TAA participant
Indiana	10/03/2023–10/13/2023	Virtual	TAA Coordinator/Navigator supervisor 3 Navigators State Rapid Response coordinator 2 local WIOA Rapid Response staff
New York	09/11/2023–10/05/2023	Virtual	TAA Coordinator Supervisor of TAA Coordinator 2 former Navigators State Rapid Response coordinator State Manager of Business Services
Oregon	08/21/2023–10/04/2023	On-site & virtual	TAA program manager 2 state Petition Coordinators Navigator supervisor 4 Navigators 3 former Navigators 3 state WIOA Rapid Response administrators 2 state WIOA administrators 2 TAA case managers 5 local WIOA Rapid Response coordinators 2 AJC managers 5 local WIOA Dislocated Worker staff 6 business services team representatives AJC frontline staff DVOP SNAP E&T staff 2 participants 1 employer
Pennsylvania	10/11/2023–10/20/2023	On-site & virtual	State workforce agency administrator Navigator supervisor 3 Navigators Economic development partner AJC WIOA program coordinator AJC business services coordinator/WIOA Title I program administrator Local Rapid Response coordinator Employer

Appendix A. Site visit dates and interviews conducted

State	Date of visit	Visit type	Interviews conducted
Virginia	09/06/2023–9/08/2023	On-site & virtual	TAA Coordinator Navigator supervisor 2 Navigators TAA case manager supervisor 2 TAA case managers 2 AJC WIOA Title I program directors 2 state Rapid Response regional coordinators Business services coordinator Employer

Appendix B.
TAA Coordinator Survey Instrument



OMB Control Number: 1290-0043

Expiration Date: 10/31/2025

**Formative Study of Trade Adjustment Assistance
(TAA) Navigators: State TAA Coordinator
Questionnaire**

INTRODUCTION

The Chief Evaluation Office (CEO) at the U.S. Department of Labor is conducting a study about workforce Navigator programs. CEO has contracted with Mathematica and Social Policy Research Associates to conduct this Formative Study of Trade Adjustment Assistance (TAA) Navigators. As part of this work, we are trying to understand more about Navigators in the TAA program. We are asking all TAA coordinators to complete a brief survey about whether the state has considered having navigators in the TAA program, and for states with navigators, the role these navigators play. We invite you to participate in the study.

We would like you to know the following:

- As part of the study, you will be asked to complete a 15-minute web survey about whether you currently employ TAA Navigators, have previously employed them, or have considered employing them but chose not to move forward with such positions. If you do have Navigators or have had them in the past, it will also ask you additional questions about those Navigators' activities. If there are questions you are unable to answer, please feel free to draw on the expertise and knowledge of others within your office.
 - This survey is voluntary and you may choose not to answer some or any of our questions. You can also choose to end the survey at any time without consequences. There are no right or wrong answers, and your responses will have no impact on receiving federal funding.
 - Your answers to questions will only be shared with the study team.
 - While there are no direct benefits to participants, your participation will help us learn about TAA Navigators throughout the country and how these programs can benefit jobseekers.
 - The risks of participating in this study are minimal. We will do everything we can to secure the privacy of the information you provide. The study team has safeguards in place to ensure respondents' confidentiality, including restricted access to survey data and separating identifying information such as TAA coordinator names from survey responses. Any data that identifies you will be destroyed at the end of the study.
 - Individual responses to this questionnaire will not be attributed to specific individuals. Responses to this data collection will be used only for research purposes. When we compile our reports, the names of individual respondents will not be included, but we may identify respondent titles or states. You will not be quoted directly by name in any of our reports, but it is possible that you could be identified by title and state.
 - If you have any questions, please contact the study's Survey Director, Alicia Harrington at aharrington@mathematica-mpr.com or (609) 945-3350 or the research team's main point of contact, Kate Dunham at (510) 788-2475.
- Click here if you have read and understand the above statements and agree to participate in the survey
- Click here if you do not agree to participate in the survey

Public reporting burden for this questionnaire is estimated to average 15 minutes per response. The burden estimate includes the time for reviewing instructions, searching existing data sources, gathering and maintaining the data needed, and completing and submitting the questionnaire. This collection of information is voluntary. You are not required to respond to this collection of information unless it displays a valid OMB control number. Please send comments regarding the burden estimate or any other aspect of this collection of information to the Chief Evaluation Office, U.S. Department of Labor, 200 Constitution Ave NW, Room S-4307, Washington, DC 20210 and reference OMB control number 1290 – 0043.

NOTE: Please do not send your completed questionnaire to this address.

NO CONSENT

You did not agree to participate in the TAA Coordinator Survey.

If you would like to review the survey information and complete the survey, please click the “Back” button and choose “Click here if you have read and understand the above statements and agree to participate in the survey”

Thank you for your time.

Programmer Notes

UNIVERSAL SOFT CHECK IF NO RESPONSE: Please provide an answer to this question and continue or click the "Next" button to move to the next page.

UNIVERSAL SOFT CHECK IF NO TEXT IS ENTERED INTO OTHER SPECIFY BOX OF "OTHER" IS SELECTED: Please provide an answer in the "Other (Specify)" box, or click the "Next" button to move to the next page.

UNIVERSAL HARD CHECK: Your response to this question is very important. Please select a response.

Log in screen

Welcome to the Formative Study of Trade Adjustment Assistance (TAA) Navigators State TAA Coordinator questionnaire. Please refer to the instructions you received to find your login ID and password. To begin the questionnaire, enter your login ID and password in the fields below, and then click "Log In." If you do not have your login ID and password, please call the study team at XXX-XXX-XXXX, or e-mail us at XXXXXXXXXX.

Login ID:

Password:

Log In (Button)

State Verification

ALL

0. Please select the state for which you are responding as the TAA State Coordinator.

When we say "state" here throughout the survey, we are referring to states, the District of Columbia, and the Commonwealth of Puerto Rico.

PROGRAMMER: INSERT DROP DOWN FIELD WITH ALL 50 STATES, DISTRICT OF COLUMBIA, PUERTO RICO

SELECT STATE FROM DROP DOWN LIST

HARD CHECK: IF = NO RESPONSE; Your response to this question is very important. Please select a response.

Number and Location of Navigators

ALL

1. Does your state currently have any TAA Navigator positions?

Navigators are typically state staff who are funded by TAA to carry out a variety of activities that may include investigating potential TAA petition-filing opportunities, conducting outreach to workers covered by certified petitions, conducting TAA-related outreach to employers, assisting TAA case managers with serving TAA participants, coordinating with Rapid Response, the WIOA Dislocated Worker program, and other American Job Center partners to provide services to workers covered by a certified petition or TAA participants, and helping TAA participants with finding on-the-job training opportunities or employment.

When we say "state" here throughout the survey, we are referring to states, the District of Columbia, and the Commonwealth of Puerto Rico.

- Yes1
- No0 GO TO Q13

HARD CHECK: IF = NO RESPONSE; Your response to this question is very important. Please select a response.

IF Q1 = 1

2. How many TAA Navigators does your state currently have?

TAA Navigators

(STRING (NUM))

NO RESPONSEM

IF Q1 = 1

3. Where do these TAA Navigators typically work?

Select all that apply

- In American Job Centers.....1
 - In local workforce development areas, but not in American Job Centers.....2
 - In the TAA central office.....3
 - They work remotely, no specified location in the state4
 - Somewhere else (SPECIFY).....99
- Specify (STRING (NUM))
- Don't know.....DK
 - NO RESPONSEM

IF Q1 = 1

4. When did your state implement TAA Navigator positions?

If you are not sure, your best guess is fine.

PROGRAMMER: INSERT DROP DOWN FIELD

SELECT YEAR FROM DROP DOWN LIST

- 20231
- 20222
- 20213
- 20204
- 20195
- 20186
- Before 2018.....7
- Don't know.....DK
- NO RESPONSEM

IF Q1 = 1

5. In the next year, does your state have plans to change the number of TAA Navigator positions?

We understand that because the TAA program is currently in phased termination and has not been reauthorized, you may feel uncertainty about the future of the program. However, we ask that you answer this and related questions assuming that program reauthorization will occur.

- Yes, to increase the number1
- Yes, to decrease the number2
- No change planned3 GO TO Q7
- Don't know.....DK
- NO RESPONSEM

IF Q1 = 1 AND Q5 = 1, 2, M, OR DK

6. Why are you planning to change the number of TAA Navigator positions?

We understand that because the TAA program is currently in phased termination and has not been reauthorized, you may feel uncertainty about the future of the program. However, we ask that you answer this and related questions assuming that program reauthorization will occur.

Select all that apply

- Expected funding changes1
 - Planned changes to TAA staffing structure2
 - Support from your state's TAA agency leadership3
 - Something else (SPECIFY)99
- Specify (STRING (NUM))
- Don't know.....DK
 - NO RESPONSEM

Navigator Roles and Activities

IF Q1 = 1

7. Do your state’s TAA Navigators work directly with employers?

- Yes1
- No0 GO TO Q8
- NO RESPONSEM

IF Q1 = 1 AND Q7 =1 OR M

7a. In what ways do they work with employers?

Select all that apply

- Conduct outreach regarding petition-filing1
- Conduct outreach to educate them about the TAA program2
- Assist employers with filing TAA petitions3
- Assist with obtaining or updating worker lists4
- Develop work-based learning (On-the-Job Training, etc.) opportunities5
- Conduct outreach to find employment for TAA participants6
- Something else (SPECIFY)99
Specify (STRING (NUM))
- Don't KnowDK
- NO RESPONSEM

IF Q1 = 1

8. Do your state’s TAA Navigators work directly with workers covered by a certified petition, including petitions certified in previous years, or TAA participants?

- Yes1
- No0 GO TO Q8b
- NO RESPONSEM

IF Q1 = 1 AND Q8 =1 OR M

8a. In what ways do they work with workers covered by a certified petition, including petitions certified in previous years, or TAA participants?

Select all that apply

- Conduct outreach to workers covered by a certified petition, including petitions certified in previous years1
 - Determine eligibility for workers covered by a certified petition2
 - Provide case management for TAA participants3
 - Help TAA participants with work-based learning, such as on-the-job-training (OJT)4
 - Assist TAA participants with job search and placement5
 - Assist TAA participants with referrals to other needed services that TAA cannot provide6
 - Conduct assessments for TAA participants.....7
 - Coordinate co-enrollment of TAA participants in the WIOA Dislocated Worker program8
 - Provide interpretation or translation services for TAA participants9
 - Something else (SPECIFY)99
- Specify (STRING (NUM))
- Don’t knowDK
 - NO RESPONSEM

PROGRAMMER: SKIP TO Q9

IF Q1 = 1 AND Q8 = 2

8b. Does your state plan to have your Navigators work directly with workers covered by a certified petitions or TAA participants?

- Yes1
- No.....0
- NO RESPONSEM

IF Q1 = 1

9. Do your state’s TAA Navigators work with *partner staff*?

- Yes1
- No.....0 GO TO Q11
- NO RESPONSEM

IF Q1 = 1 AND Q9 =1 OR M

9a. From which programs do they work with *partner staff*?

Select all that apply

- Rapid Response.....1
 - WIOA Dislocated Worker program2
 - Wagner-Peyser Employment Service3
 - Training providers (such as community colleges)4
 - Others (SPECIFY)99
- Specify (STRING (NUM))
- Don’t know.....DK
 - NO RESPONSEM

IF Q1 = 1 AND Q9 = 1 OR M

10. In what ways do your state's TAA Navigators work with *partner staff*?

Select all that apply

- Provide training on the TAA program.....1
- Answer questions about the TAA program2
- Work together on employer outreach (such as by attending American Job Center business services team meetings).....3
- Assist with co-enrolling TAA participants.....4
- Help with Rapid Response outreach and activities.....5
- Assist with American Job Center intake (such as by staffing the welcome desk, etc.)6
- Help partners complete required TAA paperwork.....7
- Connect TAA participants with partner staff8
- Assist partners with providing case management services to co-enrolled TAA participants9
- Don't knowDK
- NO RESPONSEM

IF Q1 = 1

11. In addition to the activities and services provided by your TAA Navigators for workers, TAA participants, employers, and partner programs that you indicated previously, do Navigators play any of the following roles in your TAA program?

Select all that apply

- Investigate potential opportunities for filing TAA petitions1
- File TAA petitions.....2
- Assist TAA case managers, such as by helping them reach non-responsive participants or partners3
- Supervise, train, or monitor other TAA staff members.....4
- Monitor TAA program data (such as performance results) and follow-up to ensure data is accurate and complete5
- Suggest system improvements.....6
- Do not have any of these roles7 GO TO Q12
- Don't knowDK GO TO Q12
- NO RESPONSEM

IF Q1 = 1 AND Q11 = 1,2,3,4,5, OR M

11a. Are there any other roles TAA Navigators play in your program that have not been mentioned?

- Yes1
- Specify STRING (NUM)
- No0
- NO RESPONSEM

IF Q1 = 1

12. What were your state's primary goals for creating TAA Navigator positions in your TAA program?

Select up to three

- Increase the number of approved petitions1
- Increase the take-up rate of workers covered by a certified petition2
- Improve collaboration with AJC partners3
- Increase the number of work-based learning opportunities (e.g., on-the-job training) for TAA participants4
- Improve TAA participant performance results.....5
- Expend more TAA funds.....6
- Something else (SPECIFY)99
- Specify(STRING (NUM))
- Don't knowDK
- NO RESPONSEM

INTERNAL PROGRAMMING NOTE: QUESTION PRO CAN NOT LIMIT TO THREE SO THIS WAS PROGRAMMED AS SELECT ALL, THOUGH THE INSTRUCTIONS SAY THREE, AND THOSE WITH MORE THAN THREE MAY NEED ADDITIONAL FOLLOW-UP.

IF Q1 = 1

13. Please provide comments on anything else you would like us to know about TAA Navigators in your state.

NO RESPONSEM

PROGRAMMER: GO TO SUBMIT

IF Q1 = 0

14. Has your state ever had any TAA Navigator positions?

If you are not sure, your best guess is fine.

- Yes1
- No0 GO TO Q18
- Don't knowDK GO TO Q18
- NO RESPONSEM

IF Q1 = 0 AND Q13 = 1 OR M

15. What was the largest number of TAA Navigator positions your state had?

Your best guess is fine.

TAA Navigator Positions

(STRING (NUM))

- Don't knowDK
- NO RESPONSEM

IF Q1 = 0 AND Q13 = 1 OR M

16. When did your state stop having TAA Navigator positions?

If you are not sure, your best guess is fine.

PROGRAMMER: INSERT DROP DOWN FIELD

SELECT YEAR FROM DROP DOWN LIST

- 20231
- 20222
- 20213
- 20204
- 20195
- 20186
- Before 2018.....7
- Don't know.....DK
- NO RESPONSEM

IF Q1 = 0 AND Q13 = 1 OR M

17. What were the primary roles of your state’s TAA Navigators?

Select all that apply

- Conduct outreach to workers covered by a certified petition, including petitions certified in previous years.....1
- Conduct outreach to employers2
- Collaborate with partner staff3
- Investigate potential opportunities for filing TAA petitions or otherwise assist with filing petitions4
- Provide case management for TAA participants5
- Assist TAA participants with work-based learning opportunities, such as on-the-job-training (OJT), or job search6
- Help TAA case managers, such as by assisting them with reaching non-responsive participants or partners7
- Supervise, train, or monitor TAA staff8
- Monitor TAA program data (such as performance results) and follow-up to ensure data is accurate and complete9
- Suggest system improvements.....10
- Assist TAA participants with referrals to other needed services that TAA cannot provide11
- Conduct assessments for TAA participants.....12
- Coordinate co-enrollment of TAA participants in the WIOA Dislocated Worker program13
- Provide interpretation or translation services for TAA participants14
- Something else (SPECIFY)99
- Specify(STRING (NUM))
- Don't knowDK
- NO RESPONSEM

IF Q1 = 0 AND Q13 = 1 OR M

18. Why did your state eliminate its TAA Navigator positions?

Select all that apply

- Covid 19 pandemic.....1
- Implementation of Reversion 20212
- Expiration of TAA authorizing legislation3
- Change in TAA agency leadership.....4
- Decrease in approved petitions.....5
- Decline in TAA participants6
- Adoption of a different approach to TAA program staffing.....7
- Something else (SPECIFY)99
Specify (STRING (NUM))
- Don't know.....DK
- NO RESPONSEM

IF Q1 = 0

19. Do you think your state will consider creating TAA Navigator positions in the future?

We understand that because the TAA program is currently in phased termination and has not been reauthorized, you may feel uncertainty about the future of the program. However, we ask that you answer this question assuming that program reauthorization will occur.

- Yes1
- No0 GO TO Q20
- Don't knowDK GO TO Q20
- NO RESPONSEM

IF Q1 = 0 AND Q18 = 1 OR M

20. What are the primary things that would need to happen for your state to create TAA Navigator positions?

We understand that because the TAA program is currently in phased termination and has not been reauthorized, you may feel uncertainty about the future of the program. However, we ask that you answer this question assuming that program reauthorization will occur.

Select all that apply

- Increase in number of TAA participants1
 - Additional TAA funding for your state.....2
 - Support from your state’s TAA agency leadership3
 - Something else (SPECIFY)99
- Specify (STRING (NUM))
- Don’t knowDK
 - NO RESPONSEM

PROGRAMMER: GO TO 23

IF Q1 = 0 AND Q18 = 2, DK, OR M

21. Why is your state not interested in creating TAA Navigator positions?

Select all that apply

- Expiration of TAA authorizing legislation1
 - Not enough funding2
 - Adopted a different approach to TAA program staffing.....3
 - Too few TAA participants4
 - Too few approved petitions.....5
 - Agency leadership has other priorities6
 - Don’t have enough information about Navigators to know if they would be useful7
 - Something else (SPECIFY)99
- Specify (STRING (NUM))
- Don’t knowDK
 - NO RESPONSEM

IF Q1 = 0 AND Q18 = 2, DK, OR M

22. Has your state considered creating TAA Navigator positions in the past?

If you are not sure, your best guess is fine.

- Yes1
- No0 GO TO Q23
- Don't knowDK GO TO Q23
- NO RESPONSEM

IF Q1 = 0 AND Q22 = 1

22a. Please provide comments on barriers or any additional resources your state would need to consider creating TAA Navigator positions.

NO RESPONSEM

IF Q1 = 0

23. Please provide comments on anything else you would like us to know about why you may not have TAA Navigators in your state.

NO RESPONSEM

ALL

Thank you for your responses to questions for the TAA Coordinator Survey for the Formative Study of Trade Adjustment Assistance (TAA) Navigators.

If you would like to review or revise and responses, please click the “back” button to navigate through the survey items.

If you would like to submit your responses, please select “Submit survey” below and click “Next”. Once submitted, you will not be able to revise responses.

Submit survey1 GO TO END

END.

**This concludes the questionnaire. Below is a copy of your responses for your records.
Thank you very much.**

PROGRAMMER: DISPLAY SUMMARY OF RESPONSES