National Evaluation of the Trade Adjustment Assistance Program: Characteristics of Workers Eligible Under the 2002 TAA Program and Their Early Program Experiences

Final Report

April 2010

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MATHEMATICA
Policy Research, Inc.

Contract Number:
AK-13690-04-30

Mathematica Reference Number:
6066-521

Submitted to:
U.S. Department of Labor
Employment and Training Administration
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Washington, DC 20210
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This report has been funded, either wholly or in part, with Federal funds from the U.S. Department of Labor (USDOL), Employment and Training Administration (ETA), Office of Policy Development and Research (OPDR) under Contract Number DOLJ61A20358. The report has been edited by OPDR. The contents of this publication do not necessarily reflect the views or policies of the Department of Labor, nor does mention of trade names, commercial products, or organizations imply endorsement of same by the U.S. Government.

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EXECUTIVE SUMMARY

I. Introduction

The Trade Adjustment Assistance (TAA) program supports manufacturing workers who have suffered a trade-related job loss by providing compensation and reemployment services to help them adjust to changes in market circumstances. First introduced in 1962 to facilitate the passage of free trade legislation, this federal program has undergone several reforms that expanded benefits and eligibility, including those introduced by the 2002 Trade Act and the 2009 American Recovery and Reinvestment Act (ARRA). In fiscal year 2008, almost $260 million in funding was distributed and 42,000 new participants received program services.

The Evaluation of the Trade Adjustment Assistance Program, funded by the U.S. Department of Labor (USDOL), is designed to assess the effectiveness of the TAA program as it operated under the 2002 amendments in improving the labor market outcomes of eligible manufacturing workers. This quasi-experimental study will estimate program impacts by comparing TAA eligible workers who filed for Unemployment Insurance (UI) benefits to a comparison group of UI claimants in the manufacturing sector living in the same local areas who were not eligible for the program. Nationally representative treatment samples will ensure that the estimates can be generalized to the entire TAA eligible population. Two telephone surveys of the worker samples, one conducted in 2008-2009 and a second planned for 24 months later, will provide data on employment-related outcomes and receipt of reemployment services, including TAA benefits, as well as demographic information.

The purpose of this report is to better understand the characteristics of the population eligible for the 2002 provisions of TAA and its members' experiences with the program. A descriptive analysis of survey data from the sample of TAA eligible workers, including both participants and nonparticipants, enables us to examine participation rates as well as reasons for participation and nonparticipation. The report provides information that will help us interpret program impact estimates in the future; it will also provide policymakers with information that can be used to assess and improve program implementation.

II. Key Features of the TAA Program

The main benefits provided by the TAA program under the 2002 amendments include subsidized training and extended Unemployment Insurance (UI) payments called Trade Readjustment Allowances (TRA) for up to 104 weeks (130 weeks if remedial training is needed), coverage of 65 percent of health insurance premiums through the Health Coverage Tax Credit (HCTC), and wage subsidies for workers over age 50 who find a full-time job with earnings of $50,000 a year or less through Alternative Trade Adjustment Assistance (ATAA). Other benefits offered by TAA include job search and relocation allowances for workers who look for and find work in another area, and supplemental assistance payments for expenses associated with attending training in another area.

In addition to the services provided by the TAA program, Workforce Investment Act (WIA) core and intensive services are also available to all TAA eligible workers, as they are to all other UI claimants. These services include job listings and other information on the labor market and information about training services; workshops on resume writing and interviewing; assessments of skills, aptitudes, and interests; determination of eligibility for programs; group and individual

counseling; and job development and placement. The TAA program requires that these services be made available to trade-affected workers and encourages co-enrollment with WIA.

Current program entrants face a different set of rules. Changes introduced by the 2009 ARRA expanded eligibility and services for workers covered by petitions filed on or after May 18, 2009. Thus the findings in this paper do not necessarily pertain to the current population of TAA eligible workers.

III. Data and Methods

The analysis uses survey data from a nationally representative sample of TAA eligible workers. The nationally representative sample of workers who are eligible for the TAA program as it operated under the 2002 amendments was selected using a two-stage, stratified sample design. In the first stage, 26 states were randomly selected in geographic strata with probabilities proportional to the expected number of TAA participants in the state. These 26 states, all of which agreed to participate in the study, contained approximately 90 percent of the TAA eligible population (see Schochet 2009). In the second stage, we selected a sample of workers who were laid off from TAA certified firms in each state and also subsequently received a first UI payment. The sample frame consisted of claimants in state UI claims data files who also appeared on lists of covered workers that certified firms provided to the states.

We specified a one-year window in which workers' firms were certified (that is, approved) for TAA to ensure that the sample was eligible for TAA services after the full implementation of all the 2002 reforms (which took effect in August 2003) and that the analysis would not be affected by seasonal layoff patterns. To ensure worker eligibility for TAA, we further restricted the sample to workers laid off during the specific time period covered by the petition. Given the time required to collect and process UI claims data from states in order to begin interviewing in March 2008, however, the sample of 2,860 workers does not cover the full post-certification coverage period. Instead, the sample covers 17 months of the 24-month post-certification period for the average petition; on average, eligible workers in the sample were laid off between September 1, 2004, and January 31, 2008. Supplemental analysis suggests that this sample is largely representative of trade-affected workers in our certified-worker universe (Schochet 2009).

Our sample includes both TAA participants and nonparticipants. Participants include those who received any core TAA services: TRA, TAA-funded training, HCTC, or ATAA. Nonparticipants are TAA eligible workers who had not received any of these services at the time of the baseline interview. However, some of these nonparticipants may receive TAA or other reemployment services subsequently.

The survey asks about program experiences and service receipt since the UI claim date that is associated with (and is a proxy for) the trade-related job separation. There are three important caveats to note. First, the survey is not conducted at the time of the UI claim but rather 28 months afterwards on average. Second, some services, especially training, could still be in progress at the time of the interview or may not yet have been received. Finally, the UI claim date associated with the trade-related job separation is not necessarily the date at which workers became eligible for TAA. Some services reported in this analysis, including reemployment services, may have been received before workers obtained eligibility.

Descriptive statistics on eligible workers' characteristics and their experiences with the TAA program are computed for TAA eligible workers, TAA participants, TAA nonparticipants, and worker subgroups as appropriate. All statistics are calculated using sample weights so that the estimates can be generalized to eligible workers in the intended study population. Any differences discussed are statistically significant, unless otherwise indicated. Table ES.1 presents key findings from the analysis.

It is important to emphasize that comparisons between participants and nonparticipants should not be interpreted as impacts of the TAA program. Participation was not randomly assigned but determined as a result of individual choice. Differences between these groups instead reflect differences between the populations who do and do not choose to participate.

IV. Description of TAA Eligible Sample

Prior to the TAA eligibility expansion in the 2009 ARRA, the TAA program supported manufacturing workers who had suffered a trade-related job loss (results not shown in Table ES.1). These workers tended to differ from other displaced manufacturing workers. TAA eligible workers tended to be full-time workers with long-term employment at their previous job. On average, TAA eligible workers had been with their former employer for 13 years. They had relatively high-paying positions with generous employment benefits that typically included health insurance, paid vacations, paid holidays, and a retirement pension benefit. Most lost their position when their plant closed or moved, and few expected to be recalled. Unlike many layoffs in the manufacturing sector, most TAA eligible workers were faced with a permanent job loss.

The characteristics of the TAA eligible population highlight the challenges that these displaced workers faced as they tried to find new employment of similar quality. They had long tenure at their former employer and likely developed a specialized set of non-transferrable skills. The TAA eligible workers were also older and less educated than other workers looking for employment. Moreover, local job opportunities may be limited as TAA eligible workers were more likely to live in non-metropolitan areas and areas with lower average earnings.

The services offered by the TAA program appealed to many eligible workers. We find that half of TAA eligible workers participated in the program. Virtually all TAA participants received TRA (98 percent). TAA participation rates were higher among females, older workers, and workers with less education (Figure ES.1), although differences based on age are significant only after regression adjustment.

V. Learning about TAA

The 2002 Trade Act requires state outreach to eligible workers in two specific ways: through the provision of Rapid Response services after a TAA petition has been filed and sending letters to workers to notify them of their potential eligibility after a petition has been certified. In many respects, this outreach seems successful. More than 80 percent of TAA participants and 65 percent of nonparticipants reported receiving Rapid Response services. A similar share of participants reported receiving a letter about their TAA eligibility. A majority of participants, but not nonparticipants, attended a TAA orientation (79 percent and 45 percent). Substantial fractions of both participants and nonparticipants were knowledgeable about particular benefits available to them under TAA, but notification and knowledge were more common among TAA participants.

Table ES.1. Key Measures of Receipt of Reemployment Services (Percentages Unless Noted)

	Mean of Sample	
	TAA Participants	TAA Nonparticipants
Notification about TAA		
Received Rapid Response services following job loss	83.1***	65.6
Received a letter from the state	79.9***	57.0
Attended TAA orientation or met with TAA representative	79.1***	45.2
Knowledge of Available TAA Benefits		
Subsidized training	90.1***	59.8
HCTC	58.1***	26.1
ATAA	57.2***	38.5
All Reasons Why Applied for TAA		
Interested in training/schooling	65.2	n.a.
Interested in TRA benefits	25.5	n.a.
All Reasons Why Did Not Apply for TAA		
Got a job	n.a.	36.1
Lack of information	n.a.	37.7
Wasn't interested in training	n.a.	10.4
Receipt of WIA-Related Reemployment Services		
Received any reemployment services	93.9***	72.7
Received all seven key services and any counseling	18.7***	6.0
Services were helpful in finding a job	66.1***	50.1
Services were helpful in finding suitable education or employment program	70.4***	47.4
Receipt of HCTC		
Applied for HCTC (among those with knowledge of benefit)	28.3***	8.0
Received HCTC (among HCTC applicants)	83.0	n.a.
Main reason did not apply for HCTC: too expensive	36.2***	14.3
Main reason did not apply for HCTC: already had health plan	30.9**	42.6
Receipt of ATAA		
Applied for ATAA (among those with knowledge of benefit)	13.2	14.2
Received ATAA (among ATAA applicants)	53.9	n.a.
All reasons did not apply for ATAA: could not find job	31.2***	15.5
All reasons did not apply for ATAA: wanted training	28.6***	0.0
Receipt of Training[a]		
Received any training after layoff	59.8***	14.0
Weeks of training (average)	30.2***	18.9
Hours of training per week (average)	23.9	20.7
Completed any training program after layoff	80.0	78.4
Sample Size	**2,228**	**632**

Source: Mathematica TAA Baseline Survey administered 2008-2009.

Note: Data pertain to all survey respondents who were eligible for TAA.

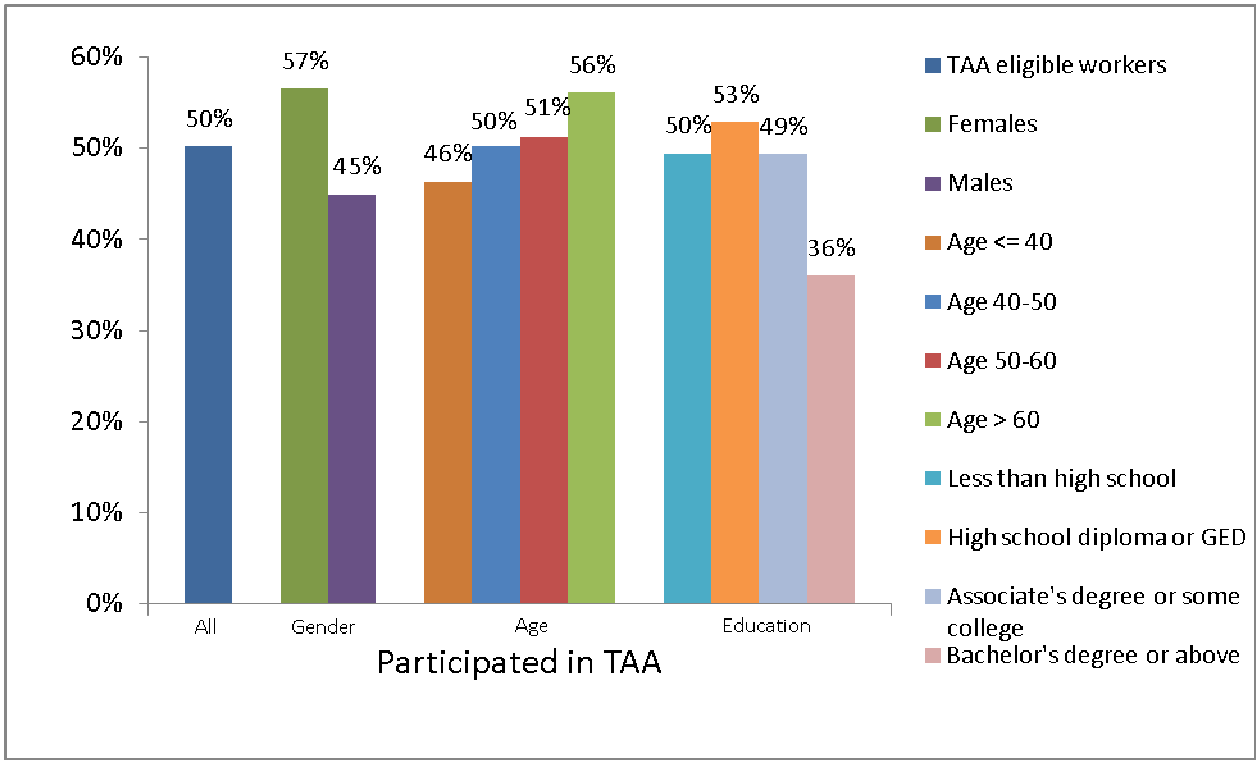
[a]Data pertain to all training programs enrolled in during the 12 months following the determination of TAA eligibility.

*/**/*** Difference between TAA participants and TAA nonparticipants is significantly different from zero at the 0.10/0.05/0.01 level, two-tailed test.

n.a. = Not applicable.

ATAA = Alternative Trade Adjustment Assistance; HCTC = Health Coverage Tax Credit; TAA = Trade Adjustment Assistance; TRA = Trade Readjustment Allowances; WIA = Workforce Investment Act.

Figure ES.1. Participation in TAA among Eligible Workers



Sample size is 2,860.

VI. Applying for TAA

The most common reason for applying for TAA among TAA participants was an interest in training (65 percent). Interest in training greatly exceeded interest in receiving TRA benefits (26 percent), particularly among younger workers. Among education subgroups, eligible workers with the lowest and highest levels of education were least interested in training.

The most common reason that TAA nonparticipants did not apply for TAA services was that they had found a job (36 percent). Lack of information about the program or the application process was another common reason for not applying (38 percent in total). A small share of workers did not apply because they were not interested in training (10 percent).

VII. Receipt of Reemployment Services

Receipt of WIA-Related Reemployment Services. The TAA program aims to help participants obtain rapid, suitable employment by delivering TAA services through One Stop Career Centers and thus facilitating linkages with other reemployment services such as WIA. Nearly all TAA participants (94 percent) received at least one reemployment service. A substantial proportion reported taking advantage of all seven key WIA-related services the survey asked about as well as counseling (19 percent). TAA participants were more likely than nonparticipants to use WIA-related services (except job search and relocation allowances). Most participants found the services they received to be "very helpful" or "moderately helpful" in finding a job (66 percent) or in identifying a suitable education or training program (70 percent); nonparticipants did not find the services as helpful in finding employment or training (50 percent and 47 percent, respectively).

Receipt of HCTC Benefits. Nearly 60 percent of TAA participants knew about HCTC benefits at the time of the survey. Among TAA participants who knew about HCTC, 28 percent applied for HCTC and 83 percent of these applicants received the benefit, representing 14 percent of TAA participants and 7 percent of all TAA eligible workers. HCTC recipients received $1,150 on average, compared with the $1,610 they spent out of pocket in the past 12 months. The most commonly reported reasons for not applying for HCTC benefits were that the program was too expensive or that the respondent already had health coverage. Among TAA participants who knew about HCTC, 36 percent cited cost as the main reason they did not apply, whereas 31 percent reported that they already had health coverage. For those who had coverage, it was usually provided through their spouse's employer rather than through a government program (like Medicare, Medicaid, or S-CHIP) or a former employer. Few cited problems related to the program itself, like complicated rules or excessive paperwork, as the main reason they did not apply.

Receipt of ATAA Benefits. Almost 60 percent of TAA eligible workers age 50 and over were informed about ATAA. Among these workers, 13 percent applied for ATAA and 54 percent of these applicants received the benefit, receiving $8,600 on average; this represents about 4 percent of TAA participants age 50 and over. The most common reason given by TAA participants for not applying was that the worker could not find a job (31 percent); another common reason was that the worker wanted to enroll in training (29 percent). Some reasons for not applying indicate problems accessing program services. Ten percent did not understand the program, and 11 percent missed the application deadline.

Receipt of Training. Consistent with their primary reason for participation, TAA participants received more training than nonparticipants. During the 12 months following the determination of TAA eligibility, 60 percent of TAA participants enrolled in training, compared to 14 percent of nonparticipants. TAA participants attended training for an average of 30 weeks and spent 24 hours per week in training. While 80 percent of enrolled participants had completed a training program during this period, 28 percent were still enrolled in a program at the time of the survey.

TAA participant and nonparticipant trainees were most likely to enroll in training for a skill or occupation; trainees most commonly received their training at a two-year college. Among participants, types and locations of training varied depending on whether the main program was funded by TAA. TAA-funded training was more commonly for a skill or occupation or for a two-year community college program and was more likely to be received at a two-year college or vocational training center. In contrast, training not funded by TAA was more likely to be for a GED, ESL courses, or noncredit adult education and was more likely to be received at an adult high school or night school, One-Stop Career Center, or private company. TAA-funded programs tended to be more expensive than programs funded by other sources, but participants paid a smaller portion of the costs.

The most common reason given by TAA participants for not enrolling in training was that they were not interested (45 percent), though a sizeable proportion said that they got a job (20 percent). A small proportion of workers cited barriers to enrollment, including cost, unavailability of training, and ineligibility, as a reason for not enrolling.

Subgroup Findings. There were some notable differences in service receipt depending on workers' demographic groups and program experiences. Females were more likely than males to participate in TAA, and among participants, they were more likely to receive HCTC and training. Older workers were more likely to participate in TAA than younger workers but were less likely to

enroll in training, consistent with differences in these workers' reasons for applying for TAA. Workers with different levels of completed education selected different training programs; among trainees funded by TAA, high school dropouts were more likely to enroll in GED or ESL programs, while those with a high school diploma or some college were more likely to enroll in two-year community college programs. In addition, workers who were notified about TAA through Rapid Response services, a state letter, or an orientation were more likely to know about available TAA services and receive WIA-related employment services.

VIII. Conclusions

These findings on TAA eligible workers' profiles, receipt of services, and experiences with the program can help guide policymakers in assessing and improving the implementation of the TAA program as the 2009 program amendments are put into place. As ARRA expands eligibility for TAA and increases the accessibility and flexibility of benefits, it may lead to greater rates of service receipt among eligible workers. Findings from this report suggest that the changes to HCTC and ATAA in particular may lead to increases in rates of application for these benefits by addressing some concerns that discouraged workers in our sample from applying.

I. INTRODUCTION

The Trade Adjustment Assistance (TAA) program supports workers who have suffered a trade-related job loss by providing compensation and reemployment services to help them adjust to changes in market circumstances. First introduced in 1962 to facilitate the passage of free trade legislation, this federal program has undergone several reforms that expanded benefits and eligibility, including those introduced by the 2002 Trade Act and the 2009 American Recovery and Reinvestment Act (ARRA). In fiscal year 2008, almost $260 million in funding was distributed and 42,000 new participants received program services.

The Evaluation of the Trade Adjustment Assistance Program, funded by the U.S. Department of Labor (USDOL), is designed to assess the effectiveness of the 2002 amendments to the TAA program in improving the labor market outcomes of eligible manufacturing workers. This quasi-experimental study will estimate program impacts by comparing TAA eligible workers who filed for Unemployment Insurance (UI) benefits to a comparison group of UI claimants in the manufacturing sector living in the same local areas who were not eligible for the program. Nationally representative treatment samples will ensure that the estimates can be generalized to the entire TAA eligible population. Two telephone surveys of the worker samples, one conducted in 2008-2009 and a second planned for 24 months later, will provide data on employment-related outcomes and receipt of reemployment services, including TAA benefits, as well as demographic information. Additional earnings and employment information will be collected from UI wage records.

The purpose of this report is to better understand the characteristics of the population eligible for the 2002 TAA provisions and their experiences with the program. A descriptive analysis of the sample of TAA eligible workers, including both those who decided to participate in the program and those who did not, enables us to examine participation rates as well as reasons for participation and nonparticipation. For this analysis, we use detailed survey data reported by TAA eligible workers rather than administrative program records and do not seek to compare data from the two sources.

The findings illustrate the types and intensity of the use of TAA and other services among TAA eligible workers. This will help us interpret program impact estimates in the future because impacts are only expected if the treatment group received services through the TAA program. The analysis will also provide policymakers with information that can be used to assess and improve program implementation. Understanding reasons why eligible workers participate or not, how they use services, and differences in service receipt across worker subgroups can help them determine whether services are being provided as intended.

The remainder of the report is organized as follows. Section II describes key features of the TAA program, including the eligibility process and available benefits. Section III discusses data and methods. The subsequent sections present findings from the analysis. Section IV describes the sample of TAA eligible workers, including participants and nonparticipants. Sections V and VI present results on how eligible workers learned about TAA and their reasons for applying or not applying, respectively. Section VII presents findings on the receipt of services, including Workforce Investment Act (WIA) services, Health Coverage Tax Credit (HCTC), Alternative Trade Adjustment Assistance (ATAA), and training. Section VIII concludes.

II. KEY FEATURES OF THE TAA PROGRAM

The TAA program following the 2002 amendments provides benefits to manufacturing workers who lose their jobs or experience reductions in working hours for trade-related reasons. Broadly speaking, these reasons include a shift of production to certain foreign countries (excluding China and India) or increased competition from imports. The amendments reflected an increased focus on early intervention, upfront assessment, and reemployment services. The following sections outline key features of the TAA program during this period and before ARRA, the focus of this report. We discuss the process to determine eligibility for TAA and the benefits that workers may receive, including those provided by the TAA program and by WIA. This background is presented to provide a context for the descriptive analysis of the use of these services; more detailed information may be found in D'Amico et al. (2007). By way of comparison, we then outline key changes to the program introduced through the 2009 ARRA.

A. Eligibility Process

Worker eligibility for TAA is determined through a two-step process. First, groups of workers at a firm or their representatives file a petition with the Employment and Training Administration of USDOL. A determination is made within 40 days. If a petition is certified (that is, approved) for TAA, individual workers covered by the petition are notified of their potential eligibility to receive TAA benefits and services. Covered workers are those who are laid off or experience reductions in working hours within one year before the petition filing date and up to two years after the petition approval date (the "impact period"). These workers are eligible to receive TAA services but must first submit individual applications for approval. In the second step, workers apply for TAA reemployment services and TRA benefits (which require workers to satisfy additional eligibility criteria, as described below) using a single joint application.

B. Services Provided by TAA

The main benefits provided by the TAA program include subsidized training and extended UI payments called Trade Readjustment Allowances (TRA); partial compensation for health coverage through the HCTC; and for workers over age 50, wage subsidies through ATAA. These benefits are described below.

Training. TAA subsidizes the cost of "training" for up to two years.[1] Approved training options include occupational training and education programs, remedial education (such as GED or English as a Second Language courses), and on-the-job training. The 2002 Trade Act increased funding for training from $110 million to $220 million.

TRA. Weekly TRA payments are intended to support workers enrolled in training programs. Following the exhaustion of their UI benefits, eligible workers who experienced a job separation within the defined impact period may receive these payments as long as they meet certain other criteria. Specifically, the workers must have had 26 weeks of work with the certified employer in the

[1] While some states required that workers select providers from state-approved training providers on the Eligible Training Provider List (ETPL), most states recommended but did not require that providers be chosen from these lists (see D'Amico et al. 2007).

52 weeks before job separation and must either enroll in training or receive a waiver from training within the later of 8 weeks after certification or 16 weeks after job separation (with 45 days for extenuating circumstances). TRA benefits include up to 52 weeks of basic TRA; that is, once workers have exhausted UI benefits (which generally last 26 weeks, or more if extended benefits are in effect), they receive TRA benefits until week 52. However, participants can receive 52 weeks of additional TRA so long as they are in training. Moreover, TRA benefits can be extended up to 26 weeks further for participants enrolled in remedial education. Thus regular training can be supported for up to 104 weeks and up to 130 weeks if remedial training is needed. Trainees can continue to receive TRA payments during breaks in training of less than 30 days (not including weekends and holidays). Because training typically is long term, and because some workers do not begin training until their UI benefits have expired, the TRA payments might end before workers have completed training.

ATAA. As investments to retrain older workers—both the workers' own investment of time and effort and the government's investment in expenditures—may not pay off before such workers retire, the TAA legislation established ATAA, which pays a wage supplement to encourage rapid reemployment. ATAA is available to workers who are at least 50 years old, who are covered by a petition for which ATAA was submitted and certified, and who find a full-time job within 26 weeks of job separation from a new employer at earnings that do not exceed $50,000 a year. The wage supplement is 50 percent of the difference between the worker's pre-dislocation wage and post-dislocation wage, up to a maximum of $10,000 over a two-year period. Workers who receive ATAA cannot receive TRA, training, or job search allowances, but they can receive HCTC and relocation allowances (which offset the costs of moving to take a job in another area).

HCTC. HCTC is a tax credit covering 65 percent of the cost of health coverage for the individual and qualified family members (generally the spouse and dependents, for IRS purposes). TAA eligible workers can obtain health insurance by continuing their former coverage if available through the Consolidated Omnibus Budget Reconciliation Act of 1985 (COBRA), by contributing to a spouse's plan (so long as the employer does not pay more than 50 percent of the premium), by buying coverage through state qualified health plans (usually state high-risk pool plans), or by using individually purchased coverage that the worker has had for 30 days or more prior to job separation. Workers can claim the credit when filing their tax returns; alternatively, it can be paid in advance as premiums become due. HCTC is only available to those individuals who receive TRA benefits (or would be eligible to receive them if they had exhausted UI), a waiver from training, or ATAA.

Other benefits offered by TAA include job search and relocation allowances for workers who look for and find work in another area, and supplemental assistance payments for subsistence and transportation expenses associated with attending training in another area. Job search allowances cover 90 percent of allowable costs up to $1,250 while relocation allowances cover 90 percent of costs up to the statutory limit for federal employees and provide a lump sum payment of up to $1,250.

C. Services Provided by WIA to TAA Eligible Workers

In addition to the services provided by the TAA program, WIA core and intensive services are also available to all TAA eligible workers, as to all other UI claimants. The 2002 TAA program amendments require that these services be made accessible and encourage co-enrollment of TAA participants in WIA to ensure that participants are offered the full array of services that could help them find appropriate training or employment.

WIA funded core services are for individuals age 18 or over, although youth under age 18 may access core services by using Wagner-Peyser funds. Many core services can be accessed by customers without staff assistance either in the resource room at the One-Stop Career Center or remotely via the internet. These self-assisted offerings include job listings and other information on the labor market (such as lists of high-demand occupations); information on services provided via WIA and other programs; information on WIA providers; internet access; computer software for assessments and resume writing; and access to telephones, fax machines, and copy machines. Other core services require some staff assistance. These include workshops on resume writing and interviewing; initial assessments of skills, aptitudes, and interests; determination of eligibility for programs; help in contacting an employer; and information about training services.

Intensive services are available to customers who are unable to obtain employment with the help of core services alone. The determination of the need for intensive services is made by One-Stop Career Center staff. The services include comprehensive and specialized assessments; help in developing an individual employment plan (IES); group and individual counseling; placement in work experience and internships; job development and placement; and short-term prevocational services, such as works skills development. Some services, such as workshops, may be considered either core or intensive, depending on their length.

D. Changes to TAA Through the 2009 American Recovery and Reinvestment Act

This paper analyzes the characteristics and TAA program experiences of a nationally representative sample of TAA eligible workers covered under the 2002 amendments to the program. However, current program entrants face an updated set of rules. Changes introduced by the 2009 ARRA expanded eligibility and services for workers covered by petitions filed on or after May 18, 2009. Eligibility was expanded to service and public sector workers in addition to manufacturing workers and those affected by trade with any countries rather than only those countries with which the U.S. has a free trade agreement. Services were broadened and made more accessible. Specifically, important changes to key services include the following:

- The deadline to enroll in training was extended to the later of 26 weeks after either layoff or certification, rather than the later of 8 weeks after certification and 16 weeks after layoff. Certified workers may begin training before the layoff occurs, rather than waiting until afterwards. Allowable training options have been extended from full-time only to include part-time training. Funding for training was increased to $575 million a year.
- The amount of time for which TRA payments can be received was increased by 26 weeks, from 104 weeks to 130 weeks for workers enrolled in full-time training and from 130 weeks to 156 weeks for workers also enrolled in remedial training.
- The percent of health insurance premiums covered by HCTC was increased from 65 percent to 80 percent. (This change went into effect in May 2009 for all workers, regardless of certification date.)
- ATAA, now known as Reemployment Trade Adjustment Assistance (RTAA), no longer requires a deadline for reemployment. The maximum allowable annual earnings level at the new job was increased from $50,000 to $55,000 and the maximum wage supplement from $10,000 to $12,000. Workers participating in RTAA, unlike ATAA, are allowed to enroll in TAA-approved training.

- The amounts of job search and relocation allowances were increased. Job search allowances now cover 100 percent of allowable costs up to $1,500 (rather than 90 percent of costs up to $1,250) while relocation allowances now cover 100 percent (rather than 90 percent) of costs up to the statutory limit for federal employees and provide a lump-sum payment of up to $1,500 (rather than $1,250).

Thus the findings in this paper do not necessarily pertain to the current population of TAA eligible workers.

III. DATA AND METHODS

The analysis uses survey data from a nationally representative sample of workers who were eligible for TAA as it operated under the 2002 amendments. The following sections describe the sample, survey, and analytical methods; more details are available in Schochet (2009).

A. Sample

The sample of workers who are eligible for TAA was selected using a two-stage, stratified sample design. In the first stage, 26 states were randomly selected in geographic strata with probabilities proportional to the expected number of TAA participants in the state. These 26 states, all of which agreed to participate in the study, contained approximately 90 percent of the TAA eligible population (see Schochet 2009). In the second stage, we selected a sample of workers who were laid off from TAA certified firms in each state during the period covered by certification and who subsequently received a first UI payment. The sample frame consisted of claimants in state UI claims data files who also appeared on lists of covered workers that certified firms provided to the states. The use of UI claims data ensured that the TAA eligible workers and the comparison group for the impact analysis were drawn from the same population. Workers were age 16–80 and living in the state at the time of their UI claim.

The sample was restricted to eligible workers experiencing trade-related layoffs from firms whose petitions were certified during the one-year period from November 1, 2005, to October 31, 2006. We specified this one-year certification window to ensure that the sample was eligible for TAA services after the full implementation of all the 2002 reforms (which took effect in August 2003) and that the analysis would not be affected by seasonal layoff patterns.

In order to be covered by the certification and hence eligible for TAA, workers had to have been laid off during the impact period: between one year prior to the petition filing date and two years after the petition certification date. Thus our sample includes eligible workers who were laid off between September 1, 2004, and October 31, 2008.

However, while the sample covers the full pre-certification period, it does not include the full post-certification coverage period. As the sample consists of UI claimants, it was necessary to collect UI claims data from each of the states in the study. This data was provided at different times throughout 2008. Since most states provided data on all workers receiving a first UI payment from the first quarter of 2004 to the most recent quarter that UI records were available, the data coverage period differs somewhat across states. The period covers through part of 2007 for 22 of the 26 states. Thus, the sample covers 17 months of the 24 month post-certification period for the average petition and at least 12 months after the petition certification date for three-quarters of the petitions. Using UI claim and petition data, we found that about 90 percent of trade-affected workers filed for UI either before or within 12 months after their certification date. This suggests that our sample is largely representative of trade-affected workers in our certified-worker universe (Schochet 2009).

Our sample includes both TAA participants and nonparticipants. Participants include those who received any core TAA services: TRA, TAA-funded training, HCTC, or ATAA. Nonparticipants are TAA eligible workers who had not received any of these services at the time of the baseline interview. However, some of these nonparticipants may receive TAA or other reemployment services subsequently.

B. Survey

The Baseline Survey was administered by telephone to the 4,381 TAA eligible workers in our sample. Using telephone numbers and contact information reported in the UI claims data and certified worker lists, sample members were contacted for interviews between March 2008 and April 2009. Post-response incentive payment checks of $25 for TAA participants and $25 or $50 for nonparticipants were mailed to respondents in order to enhance response rates.[2] The overall response rate among TAA eligible workers was 65.3 percent, with TAA participants responding at higher rates than nonparticipants (68.7 percent versus 58.8 percent). The respondent sample includes 2,860 TAA eligible workers: 2,228 TAA participants and 632 nonparticipants. See Schochet (2009) for a detailed description of the survey design and administration. Because respondents and nonrespondents differ, we used sample weights in our analysis to help reduce the potential bias due to interview nonresponse.

The survey questionnaire includes a battery of questions about workers' experiences with the TAA program and their demographic and labor market backgrounds. Questions ask about whether and how workers learned about TAA and other benefits; whether and why they applied or did not apply for benefits; whether they received WIA-related reemployment services, TRA payments, HCTC benefits, ATAA benefits, or training; and the characteristics of the training programs they attended. Information was also collected on pre- and post-claim employment and income, demographic characteristics, and mobility.

The survey asks about experiences since the UI claim date that is associated with (and is a proxy for) the trade-related job separation. There are three important caveats to note. First, the recall period varies. The survey is not conducted at the time of the UI claim but rather about 28 months afterwards on average (27.5 months among TAA participants and 28.3 months among nonparticipants). This lag ranges from about 4.5 months to almost 50 months after the UI claim date; only 1.6 percent of the respondent sample is interviewed less than a year after the claim and 67.1 percent is interviewed more than two years after the claim. Second, some services, especially training, could still be in progress at the time of the interview or may not yet have been received. Thus, this report reflects initial rather than long-term experiences with TAA.

Finally, the UI claim date associated with the trade-related job separation is not necessarily the date at which workers became eligible for TAA. As discussed above, workers who are eligible for TAA may have been laid off before their firm's petition was certified. Those displaced before certification may not become eligible for TAA until more than a year following their dislocation. In our sample of TAA eligible respondents, more than 54 percent were displaced before certification, though only about 14 percent were displaced more than six months before certification. Thus, some services reported in this analysis, including reemployment services, may have been received before workers obtained eligibility.

[2] The incentive payment to TAA nonparticipants was increased from $25 to $50 partway through the survey administration period in an effort to boost response rates for this group, which were lower than response rates among participants.

C. Methods

Baseline survey data for TAA eligible workers are used to examine these workers' characteristics and their experiences with the TAA program. Descriptive statistics are computed for TAA eligible workers, TAA participants, and TAA nonparticipants as appropriate. The statistics presented include means as well as percentiles of the distributions of selected key measures. All statistics are calculated using sample weights so that the estimates can be generalized to eligible workers in the intended study population. Any differences discussed are statistically significant, unless otherwise indicated. Statistical tests account for design effects due to state-level clustering and weighting. Construction of the weights to account for design effects and survey nonresponse is discussed in Schochet (2009). Tables and figures are presented at the end of each subsection. Appendix A displays estimated standard errors and item response rates for selected measures of service receipt.

Subgroup analyses are conducted to help us understand variation in service receipt. The subgroups examined are based on the following types of worker characteristics.

- Demographic characteristics: gender, race and ethnicity, age, education, marital status, self-reported health status, whether English is spoken at home, and USDOL Region
- Job market characteristics: union membership, employer size, wage at previous job, expectation of recall to employer
- Program experiences: receipt of Rapid Response services, receipt of an eligibility letter from the state, attendance at a TAA orientation, knowledge that TAA provides subsidized training

In general, the subgroups analyzed were selected because they are likely to relate to service receipt. For instance, older workers may be less interested in training for a new occupation, while the type of training chosen may depend on a worker's level of education. Regional labor market differences may create a need for certain types of services. Worker subgroups based on program experiences are important because the ways in which workers are notified about TAA benefits may be associated with their take-up of these benefits.

As it is not infeasible to present estimates of all the items in the report for all the subgroups, our approach is to present means of selected measures of service receipt for the full set of subgroups. Because subgroup characteristics may be correlated, we also compute regression adjusted means to isolate important subgroup differences while holding other characteristics constant. Adjusted means were estimated using sample weights and logit models of service receipt where explanatory variables included the full set of demographic and job market characteristics (see Schochet 2009). The unadjusted and adjusted estimates are shown in Appendix B. We highlight interesting subgroup findings in more detail by including tables and figures in the body of the report that show a broad range of measures for selected subgroups.

An advantage of using survey data for the analysis is that it reflects workers' perceptions about the services they received, including their knowledge of services available, the reasons they applied for services, and whether they found those services to be helpful. However, by the same token, readers should recognize that these data do not necessarily reflect actions taken by employers or states to provide services. A reported lack of service receipt could be due to workers not taking up services offered or to incorrect recall.

Given the focus on worker knowledge, a distinctive feature of the analysis is the treatment of "don't know" responses to survey questions. For some measures, in particular regarding receipt of a notification letter from the state in Table 8, these responses are meaningful, so they are included in a separate response category where appropriate. In other places, respondents answering "don't know" to a question are treated in the same way as respondents answering "no."

It is important to emphasize that comparisons between participants and nonparticipants should not be interpreted as impacts of the TAA program. Participation was not randomly assigned but determined as a result of individual choice. Differences between these groups instead could partly reflect differences between the populations who do and do not choose to participate. Impacts will be assessed in a future report comparing the TAA eligible workers with a comparison group.

IV. DESCRIPTION OF TAA ELIGIBLE SAMPLE

This section describes the demographic, job market, and local area characteristics of displaced workers eligible for TAA services. We examine how TAA eligible workers compare to other displaced workers, analyze rates of participation in TAA, and compare the characteristics of TAA participants and nonparticipants. This descriptive analysis will help us more fully understand the workers who are served by the TAA program. The information presented will also guide us in defining subgroups that may be of policy interest and will provide a foundation for interpreting program impact estimates derived from follow-up interviews and administrative data.

A. Comparison of TAA Eligible Workers and Other Displaced Workers

We first compare the characteristics of TAA eligible workers with two other groups of displaced workers. The first is a national population of UI claimants in the manufacturing sector. The second comparison is to a national sample of UI claimants from all industries. We created both national samples using UI claims data from the 26 states included in the TAA study. Our samples include all claimants who started their UI benefit year between September 2004 and October 2008, closely mirroring the period in which the TAA eligible workers were laid off.[3]

Three data sources are used for this analysis: UI claims data, local area data, and baseline interview data. UI claims data and county-level local area data are available for both the TAA eligible worker sample and the other national samples of displaced workers, allowing for direct comparisons. These data contain information on workers' recent employment histories, some demographic characteristics, and local labor market and population characteristics. Baseline interview data contain more detailed information to enrich our profile of the TAA eligible worker sample but are not available for the other national samples.

UI claims data reveal differences between TAA eligible workers and other UI claimants.

- **About 46 percent of workers eligible for TAA services were female (Table 1)**. The TAA population contained a larger proportion of women than the broader population of manufacturing UI claimants, consistent with evidence that manufacturing sectors that employ women have been particularly affected by trade (Kletzer 2002). The TAA population also had more women than the national population of UI claimants, but the difference in the proportion female was smaller.
- **Nearly two-thirds of TAA eligible workers were white (Table 1)**. Nineteen percent of eligible workers were black and 10 percent were Hispanic. The racial composition of the TAA eligible population differs somewhat from the national samples of UI claimants, including more white and black workers and fewer Hispanic workers.
- **On average, TAA eligible workers were older than other UI claimants (Table 1)**. Whereas 50 percent of the national sample of UI claimants was 40 or younger, only a third of TAA eligible workers fell into this age group. Although manufacturing

[3] We do not conduct tests of statistical significance to compare these samples.

claimants were generally older than the average UI claimant, the TAA eligible workers were older still.

- **Most TAA eligible workers had finished high school, but only 25 percent had additional education (Table 1)**. Seventeen percent of eligible workers had not completed high school. Compared with a national population of the unemployed, the TAA population had less education. Although a slightly larger share of the unemployed had not finished high school (19 percent), many more had continued their education beyond high school, with 27 percent completing some college and 20 percent receiving a bachelor's degree or higher.

- **While all TAA eligible workers were in the manufacturing sector, manufacturing workers accounted for only 18 percent of the national sample of UI claimants (Table 1)**. As discussed above, this is the population that the TAA program served prior to ARRA.

- **TAA eligible workers had higher average wages than other UI claimants (Table 1).** The wages of TAA eligible workers also exceeded the average earnings of UI claimants from manufacturing industries. One source of the difference in average wages is that TAA eligible workers were much less likely to be at the bottom of the wage distribution. Although 32 percent of UI claimants lost a job where they earned less than $15,000, only 12 percent of the TAA eligible workers fell into this category.

- **TAA eligible workers had fewer spells of recent unemployment (Table 1)**. More than 60 percent of the TAA eligible workers had only one record in the UI claims data states provided, generally starting in the first quarter of 2004 (see Schochet 2009). They were also half as likely to have had three or more claims.

The baseline survey provides additional information about the pre-layoff labor market experiences of TAA eligible workers. The baseline survey includes questions on employment in the three years before the UI claim and information on the trade-related job separation.

- TAA eligible workers had full-time positions on average (Table 2). They reported working an average of 44 hours per week.

- Most TAA eligible workers reported generous employment benefits and one-third belonged to a union (Table 2). Almost all workers had jobs that offered health insurance, paid vacation, and paid holidays. Eighty percent of the eligible workers previously had access to an employer-provided retirement pension benefit.

- Workers displaced by trade had long job tenure (Table 2). On average, workers had been with the company from which they were displaced for 12.6 years. In the last three years, workers had held 1.3 jobs.

- The majority of eligible workers lost their position when their plant closed or moved (Table 2). Seventy-one percent of workers reported that they were laid off due to a closure or relocation. Another 26 percent were laid off when their position was eliminated or there was a shortage of work. The remaining four percent reported reasons for job loss that are not consistent with eligibility for the TAA program including quitting, retiring, and being fired.

- Seventeen percent of workers eligible for TAA services expected to be recalled to their prior jobs (Table 2). The relatively small share of workers who expected to be recalled is consistent with the program's focus on workers displaced by trade. Temporary layoffs are common in manufacturing, with some estimates as high as 50 percent of layoffs (Katz and Meyer 1990), but workers eligible for TAA experienced a more permanent layoff.

Although it is important to understand the demographic characteristics and labor market experiences of TAA eligible workers, it is also useful to compare the local labor market conditions these workers face with the average labor market conditions of a national sample of UI claimants. A comparison of TAA eligible workers with other UI claimants highlights the fact that workers eligible for TAA services live in different areas and likely face very different labor market conditions as they try to become reemployed.

- **TAA eligible workers lived in areas with lower average earnings (Table 3)**. Although TAA eligible workers had higher wages, on average, than other UI claimants, they lived in lower wage areas. This suggests that it may be particularly difficult for these workers to find new jobs at their previous wage levels without additional training. Local poverty rates were similar, however.
- **Like other manufacturing workers, TAA eligible workers came from areas with lower population growth (Table 3)**. This difference in population growth could also reflect differences in job growth.
- **Manufacturing workers and TAA eligible workers, in particular, were much less concentrated in metropolitan areas (Table 3).** Whereas 54 percent of UI claimants lived in a metropolitan area of at least one million people, less than a third of TAA eligible workers resided in these large metropolitan areas. TAA eligible workers were twice as likely to live in small urban areas or rural areas that are adjacent to metropolitan areas.

Table 1. Characteristics of TAA Eligible Workers and National Samples (Percentages Unless Noted)

	Mean of Sample		
	TAA Eligible Workers	Unemployed Manufacturing Workers	Unemployed Workers
Demographic Characteristics			
Female	45.5	37.0	41.5
Race/Ethnicity			
White Non-Hispanic	64.9	59.7	57.2
Black Non-Hispanic	18.9	15.0	15.8
Hispanic	10.1	13.8	16.3
Other Race	6.0	11.2	10.7
Age (Years)			
< = 40	33.0	42.3	49.8
41 – 50	31.5	30.0	26.7
51 – 60	27.2	22.1	17.6
61 +	8.2	6.2	5.9
Mean age	45.6	42.7	40.7
Education			
Less than High School	16.8 [a]		19.3 [b]
High School Diploma or GED	58.0		34.3
Associate's Degree or Some College	17.3		26.5
Bachelor's Degree or Above	7.9		19.9
Professional Background Related to Trade-Affected Employment			
Manufacturing Industry	100	100	18.0
Base Period Wage for UI Claim			
< $ 15,000	11.9	20.7	31.9
$ 15,000 –$ 19,999	11.8	12.3	12.8
$ 20,000 –$ 29,999	26.7	25.8	21.2
$ 30,000 –$ 39,999	19.1	17.1	13.9
$ 40,000 –$ 59,999	20.7	14.7	12.6
$ 60,000 +	9.7	9.4	7.7
Mean Wage ($)	34,254	31,553	28,039
Sample Size	**2,860**	**2,865,519**	**17,534,256**

Source: Mathematica TAA Baseline Survey administered 2008-2009, state UI claims data, and Labor Force Statistics from the 2005 Current Population Survey.

Notes: Data for TAA Eligible Workers pertain to all survey respondents who were eligible for TAA. Data for Unemployed Manufacturing Workers pertain to all manufacturing workers in state UI claims data files. Data for Unemployed Workers pertain to workers in the state UI claims data files. Unless noted, all data are from the state UI claims data files. Blank entries signify data were not available.

[a] Data from the TAA Baseline Survey.

[b] Data from the 2005 Current Population Survey.

TAA = Trade Adjustment Assistance; UI = Unemployment Insurance.

Table 2. Characteristics of Job Associated with Trade-Related Separation Among TAA Eligible Workers (Percentages Unless Noted)

	Mean of Sample
	TAA Eligible Workers
Number of Hours Worked Per Week	44.3
Employer Size (Number of Employees)	530.0
Union Member	32.7
Employment Benefits	
Paid holidays	95.4
Health insurance	92.7
Paid vacation	91.9
Retirement benefit	79.8
Paid sick leave	52.9
Job Tenure (Years)	12.6
Number of Jobs In Prior 3 Years	1.3
Reason Stopped Working	
Laid Off	95.1
Plant closed or moved	70.8
Job eliminated or lack of work	25.8
Quit	1.8
Retired	1.2
Fired	0.8
Other	1.1
Expected to Be Recalled to Employer	16.7
Sample Size	**2,860**

Source: MPR TAA Baseline Survey administered 2008-2009.

Notes: Data for TAA Eligible Workers pertain to all survey respondents who were eligible for TAA.

TAA = Trade Adjustment Assistance.

Table 3. Characteristics of TAA Eligible Workers and National Samples (Percentages Unless Noted)

	Mean of Sample		
	TAA Eligible Workers	Unemployed Manufacturing Workers	Unemployed Workers
Local Area Characteristics			
Average Earnings per Job in 2005 [a] ($)	38,375	40,610	43,700
Percentage of Workers in Manufacturing [a]	13.6	12.9	9.7
Average Population Growth Rate Between 2000 and 2005 [b]	4.1	4.0	4.9
Average Poverty Rate in 2004 [b]	13.0	13.0	12.9
Average Unemployment Rate in Year of Job Loss [c]	5.3	5.6	5.4
Urban-Rural Categorization [d]			
Metropolitan (Metro) area of at least 1 million	31.9	39.5	54.4
Metro area of less than 1 million	33.7	32.6	28.9
Small area adjacent to metro area	26.1	21.6	12.6
Small area not adjacent to metro area	8.3	6.4	4.2
Sample Size	**2,860**	**2,865,519**	**17,534,256**

Source: State UI claims data files and other sources noted below.

Notes: Data for TAA Eligible Workers pertain to all survey respondents who were eligible for TAA. Data for Unemployed Manufacturing Workers pertain to all manufacturing workers in state UI claims data files. Data for Unemployed Workers pertain to all workers in state UI claims data files. Local area characteristics were measured at the county level and matched to workers using the county of their zip code or the majority county if a zip code crossed county boundaries.

[a] Bureau of Economic Analysis, 2005.

[b] Bureau of the Census.

[c] Bureau of Labor Statistics, 2003-2006.

[d] Economic Research Service, 2003.

TAA = Trade Adjustment Assistance; UI = Unemployment Insurance.

B. Participation in TAA and TRA

We defined TAA participation based on the receipt of any core TAA services: TRA, TAA-funded training, HCTC, or ATAA. One important caveat is that workers in our sample may still be eligible to take up certain TAA services, so the eventual participation rate may be higher. We report participation rates for the overall population and relevant subgroups defined by demographic and job market characteristics. Participation rates for additional subgroups including TAA program experiences are reported in Appendix B.

- **Among TAA eligible workers, the overall TAA participation rate was 50 percent (Table 4).** Participation rates among eligible workers varied substantially across states from a 25th percentile of 41 percent to a 75th percentile of 66 percent. We explored possible associations between state participation rates and state-level characteristics that might affect the participation of eligible workers. In particular, we examined state characteristics that might have affected information that eligible workers received about the program as well as worker demand for TAA services. In states that have more experience with the TAA program, the notification process might be stronger or One-Stop staff might be more experienced in describing TAA services. In states with better economic conditions, participation rates might be lower because it was easier to find a job. We found few significant associations between these state-level characteristics and state participation rates, although participation was higher in states where more respondents reported receiving Rapid Response services. In future work, we will consider other explanations for this variation including the completeness of state-level certified worker lists.
- **Among TAA participants, 98 percent received TRA (Table 4).** This rate varied little across states.
- **Females had a higher TAA participation rate than males (Table 5)**. Whereas 57 percent of eligible females participated, the participation rate for eligible males was 45 percent.
- **College graduates participated in TAA at a lower rate than eligible workers with lower levels of completed education (Table 5)**. Only 36 percent of eligible college graduates participated whereas the participation rate for all other education groups exceeded 49 percent.
- **Eligible workers who lost their job because their company closed or their plant moved had higher rates of TAA participation than eligible workers who lost their job for other reasons (Table B.1).** The Rapid Response services that follow company closures or plant movements may have increased the participation rate of these eligible workers.
- **Eligible workers who expected to be recalled by the employer had a lower participation rate (Table B.1).** If workers expected their job loss to be temporary, they may have been less interested in the job training offered through TAA.

Because demographic and employment subgroup characteristics may be correlated, we use regression adjustment to isolate important subgroup differences holding other characteristics constant. Although the adjustment affected the estimated rates of participation in TAA discussed

above, it did not change these findings in a qualitative way. However, regression adjustment did yield some additional interesting findings.

- **Worker race/ethnicity was not a significant predictor of TAA participation after controlling for other factors (Table B.2).** Unadjusted participation rates differed by race/ethnicity, but these differences were driven by differences in other characteristics between race and ethnicity groups.
- **TAA participation rates increased with age (Table B.2)**. Participation rates were the highest for eligible workers who were 61 and older (68 percent). Unadjusted participation rates did not differ across age subgroups, implying that differences in rates related to the demographic and job market characteristics of these subgroups masked differences based solely on age.
- **Job characteristics were important determinants of TAA participation (Table B.2)**. Workers in the middle of the wage distribution were more likely to participate. Eligible workers who had health insurance in their prior job were also more likely to participate.
- **The likelihood of participating in TAA varied across regions (Table B.2)**. Eligible workers in Region 4 (covering the West and Southwest) and Region 6 (covering the West Coast) were less likely to participate than other eligible workers.

Table 4. TAA and TRA Participation Rates

	Percentage of Sample	
	TAA Eligible Workers	TAA Participants
Participated in TAA[a]	50.3	100.0
Distribution of TAA Participation Across States		
25th percentile	40.7	100.0
Median	50.9	100.0
75th percentile	66.0	100.0
Received TRA	49.1	97.7
Distribution of TRA Receipt Across States		
25th percentile	40.7	96.7
Median	49.9	98.6
75th percentile	61.5	100.0

Source: Mathematica TAA Baseline Survey administered 2008-2009.

Notes: Data pertain to all survey respondents who were eligible for TAA. Sample size of TAA eligible workers is 2,860. Sample size of TAA participants is 2,228.

[a]Received TRA, TAA-funded training, ATAA, or HCTC.

ATAA = Alternative Trade Adjustment Assistance; HCTC = Health Coverage Tax Credit; TAA = Trade Adjustment Assistance; TRA = Trade Readjustment Assistance.

Table 5. TAA and TRA Participation Rates by Subgroup

	Percentage of Sample	
	Participated in TAA[a]	Received TRA
TAA Eligible Workers	50.3	49.1
Female	56.6†††	55.8†
Male	45.0	43.5
Race/Ethnicity		
White Non-Hispanic	50.7†	49.3†
Black Non-Hispanic	54.6	53.3
Hispanic	41.3	41.3
Other Race	49.8	49.2
Age (Years)		
< = 40	46.4	45.6
41 – 50	50.3	49.1
51 – 60	51.2	50.0
61 +	56.2	54.5
Education		
Less than high school	49.5†††	48.6†††
High school diploma or GED	52.9	51.5
Associate's degree or some college	49.4	48.8
Bachelor's degree or above	36.0	34.4
Married	50.5	49.1
Not Married	50.2	49.4
Self-Rated Health Status Is Poor	49.9	47.1
Self-Rated Health Status Is Not Poor	50.3	49.1
Speaks Language Other Than English at Home	45.1	44.7
Speaks English at Home	51.1	49.8
Union Member	47.8	46.5
Not a Union Member	51.6	50.4
Covered by Health Insurance During Year Prior to Job Loss	52.5†††	51.2†††
Not Covered by Health Insurance During Year Prior to Jobs Loss	34.7	34.2
Trade-Affected Employer Size (Number of workers)		
< 25	54.0	52.9†
25 –100	54.2	53.7
100 –500	49.7	48.2
500 +	45.9	44.6
Hourly Earnings at Trade-Affected Employer		
< = $6.60	56.6††	56.6††
$6.61 - $9.90	49.8	49.2
$9.91 - $12.90	56.0	55.0
$12.91 - $15.90	52.5	51.5
$15.91 - $19.90	48.6	46.9
> $19.90	40.5	39.0
Expected to Be Recalled to Employer	34.0†††	33.0†††
Did Not Expect to Be Recalled	55.2	54.0

Table 5 *(continued)*

	Percentage of Sample	
	Participated in TAA[a]	Received TRA
USDOL Region		
1	55.7†††	54.6†††
2	49.3	48.5
3	59.7	58.0
4	37.5	37.4
5	46.3	45.1
6	35.7	35.0
Sample Size	**2,860**	**2,860**

Source: Mathematica TAA Baseline Survey administered 2008-2009.

Notes: Data pertain to all survey respondents who were eligible for TAA. Sample size of TAA eligible workers is 2,860.

[a]Received TRA, TAA-funded training, ATAA, or HCTC.

†/††/††† Differences across all subgroup levels are statistically significant at the 0.10/0.05/0.01 level.

ATAA=Alternative Trade Adjustment Assistance; HCTC = Health Coverage Tax Credit; TAA = Trade Adjustment Assistance; TRA = Trade Readjustment Allowance; UI = Unemployment Insurance; USDOL = United States Department of Labor.

C. Comparison of TAA Participants and Nonparticipants

In the previous section, we examined the participation rates of various subgroups of TAA eligible workers. An alternative way to describe the sample is to compare the demographic, job, and local area characteristics of participants and nonparticipants. One advantage of this approach is that it allows for a comparison of the mean characteristics of the two groups. Presenting the characteristics of the participants also provides clear information about the individuals served by the TAA program.

- **The majority of TAA participants were female (52 percent), whereas only 40 percent of nonparticipants were female (Table 6).** While it may be surprising that the majority of participants in a program serving trade-affected manufacturing workers were female, compared to all unemployed manufacturing workers, the TAA eligible population is disproportionately female, and eligible females participated at a higher rate.
- **TAA participants were less likely to be college graduates (Table 6).** While there was no difference between participants and nonparticipants in the percentage of workers who attended some college, TAA participants were more likely than nonparticipants to report that a high school diploma or GED was their highest level of education (61 percent versus 55 percent) and less likely to report a bachelor's degree (6 percent versus 10 percent).
- **TAA participants had greater job attachment (Table 6)**. Prior to being laid off, TAA participants had longer job tenure at that employer. They also reported fewer jobs in the past three years. This difference could reflect more specialized skills and a greater need for training in a new field.

- **On average, TAA participants had lower total earnings in the year prior to their job loss (Table 6)**. Although TAA participants had lower average earnings, they were more likely to be in the middle wage quintile at the trade-affected job. While fewer TAA participants were in the top wage quintiles, there was no difference in the bottom wage quintile.
- **TAA participants were more likely to have had health insurance in their prior job (Table 6)**. There was no difference in the unionization rates of participants and nonparticipants.
- **TAA nonparticipants were twice as likely to report that they expected to be recalled to their former position (Table 6)**. This is consistent with the TAA program's focus on workers affected by a permanent job loss.
- **TAA participants were more likely to live in certain regions (Table 6)**. They were more likely to live in Region 3 (covering the Southeast) and somewhat less likely to live in Region 4 (covering the West and Southwest) or Region 6 (covering the West Coast).

Table 6. Characteristics of TAA Participants and Nonparticipants (Percentages Unless Noted)

	Mean of Sample	
	TAA Participants	TAA Nonparticipants
Demographic Characteristics		
Female	51.6***	40.1
Race/Ethnicity		
White Non-Hispanic	65.3	64.6
Black Non-Hispanic	20.5	17.4
Hispanic	8.3**	12.0
Other Race	6.0	6.1
Age (Years)		
< = 40	24.9	29.1
41 – 50	30.1	30.0
51 – 60	30.7	29.6
61 +	14.4*	11.3
Mean Age	48.3**	47.0
Education		
Less than High School	16.6	17.1
High School Diploma or GED	60.9**	55.1
Associate's Degree or Some College	17.0	17.6
Bachelor's Degree or Above	5.6***	10.2
Married	59.9	59.6
Self-Rated Health Status is Poor	3.3	3.3
Does Not Speak English at Home	11.9	14.7
Professional Background Related to Trade-Affected Employment		
Union	31.1	34.4
Covered by Health Insurance During Year Prior to Job Loss	91.7***	84.2
Employer Size (Number of Workers)	463.5**	597.4
Job Tenure (Years)	13.1*	12.0
Number of Hours Worked Per Week	44.5	44.0
Hourly Earnings		
< = $6.60	6.1	4.8
$6.61 - $9.90	19.3	20.2
$9.91 - $12.90	28.7*	23.4
$12.91 - $15.90	22.2	20.8
$15.91 - $19.90	13.6	15.0
> $19.90	10.3**	15.7
Reason Stopped Working		
Laid off	98.2***	91.9
Quit	0.2***	3.4
Retired	0.6*	1.8
Fired	0.3	1.3
Other	0.7	1.5
Expected to Be Recalled to Employer	11.0***	22.8
Actually Recalled to Employer	8.1***	17.6
Number of Jobs In Prior 3 Years	1.3***	1.4
Total Earnings In Year Prior to Job Loss ($)	28,250**	31,297

Table 6 *(continued)*

	Mean of Sample	
	TAA Participants	TAA Nonparticipants
Local Area Characteristics		
Average Unemployment Rate in Year of Job Loss[a]	5.4**	5.2
Percentage of Workers in Manufacturing [b]	13.9	13.3
USDOL Region		
1	8.5	6.8
2	14.1	14.7
3	40.5***	27.6
4	7.5*	12.7
5	23.8	28.0
6	5.7***	10.3
Sample Size	**2,226**	**632**

Source: Mathematica TAA Baseline Survey administered 2008-2009.

Notes: Data pertain to all survey respondents who were eligible for TAA. Local area characteristics were measured at the county level and matched to workers using the county of their zip code or the majority county if a zip code crossed county boundaries.

[a] Bureau of Labor Statistics, 2003-2006.

[b] Bureau of Economic Analysis, 2005.

*/**/*** Difference between TAA participants and TAA nonparticipants is statistically significant at the 0.10/0.05/0.01 level, two-tailed test.

TAA = Trade Adjustment Assistance; USDOL = United States Department of Labor.

V. LEARNING ABOUT TAA

The 2002 Trade Act aims to promote early service receipt and rapid reemployment among TAA eligible workers. As part of this effort, it requires state outreach to these workers in two specific ways (among others): by providing Rapid Response services after a petition has been filed and sending letters to notify workers of their potential eligibility after a petition has been certified. Although not required by TAA legislation, states typically provide TAA program orientations following certification as well.

Rapid Response activities represent the first response among workforce staff in their efforts to promote trade-affected workers' rapid and successful reemployment following notice of an impending dislocation. Rapid Response services, offered by state and/or local staff, typically include providing information to workers regarding available employment and training services and facilitating access to those services. For large layoffs, services may be made available at the worksite. Prior to 2002, Rapid Response services were required only for layoffs and plant closings, involving 50 or more employees; the 2002 amendments made these services a requirement for all certified dislocations regardless of size.[4] D'Amico et al. (2007) found that while Rapid Response services in a majority of states include information about TAA, this information tended to be cursory until the firm's petition was certified.

In addition, states generally conduct post-certification worker orientations to the TAA program, again often at the work site. These early intervention services inform workers expediently of their eligibility to apply for TAA benefits and services and introduce them to the array of services available at One-Stop Career Centers, regardless of whether their petition is certified. In some cases states also have workers fill out TAA and TRA applications at the orientation, thus speeding the workers' connection to the program and ideally to reemployment (D'Amico et al. 2007).

After a petition has been filed and a worker group has been certified, states identify potentially eligible workers from lists provided by firms and notify them of their potential eligibility to receive TAA benefits and services. States are required to notify each potentially eligible worker in writing and to place general notices of the certification and TAA program benefits and services in newspapers.

This section discusses notification about and knowledge of TAA benefits and services among eligible workers. We first examine the receipt of Rapid Response services; how workers learned about TAA, including receipt of a letter from the state; and attendance at orientations. Next we examine eligible workers' knowledge of specific services.

A. Notification about TAA Eligibility and Services

- **A majority of both TAA participants (83 percent) and nonparticipants (66 percent) received Rapid Response services following their job loss (Table 7).** Participants were more likely to report receiving these services, consistent with the TAA program's emphasis on Rapid Response.

[4] Layoffs must also satisfy the condition that at least one-third of the workforce at the site is affected.

- **For both TAA participants and nonparticipants, Rapid Response services were most commonly provided by a UI staff member (55 and 48 percent, respectively) (Table 7)**. There were some differences between the groups in the delivery of Rapid Response, however. Participants were more likely than nonparticipants to have been visited by One-Stop Career Center staff (28 percent versus 19 percent) or TAA staff (27 percent compared to 17 percent). The likelihood of talking to an employer or state staff relative to other sources was slightly greater among nonparticipants, although rates were not significantly different from those of participants.

- **Nearly all TAA participants had learned about TAA at the time of the survey (Table 7)**. The indicator for whether workers learned about TAA was constructed based on responses to a number of survey questions asking about notification and knowledge of specific TAA benefits. Interestingly, 81 percent of nonparticipants had also learned about TAA.

- **TAA participants and nonparticipants learned about TAA in a variety of ways (Table 7)**. The most common way that both participants and nonparticipants learned about TAA was by letter (82 percent of participants and 73 percent of nonparticipants). Other common ways that workers found out were from the employment or unemployment office or One-Stop Career Center (57 percent and 47 percent) and their former employer (38 percent and 32 percent). Less common sources included co-workers, friends, and media.

- **Most TAA participants attended an orientation (79 percent), whereas fewer nonparticipants did (45 percent) (Table 7)**. Most meetings were held at the One-Stop Career Center and most of the rest at the former employer. Among attendees, participants were more likely than nonparticipants to attend the orientation at the One-Stop.

- **Most TAA participants and nonparticipants reported receiving a letter from the state (80 percent and 57 percent) (Table 8)**. Participants were more likely to report receiving a letter; thus, this could be an important reason for participation. However, substantial proportions of each group did not know whether they had received such a letter (10 percent and 12 percent, respectively).

- **The majority of TAA participants and nonparticipants received their letter after they left their jobs (Table 8).** The percentage, computed by summing those who received their letters at different periods following the separation, is 67 percent among both participants and nonparticipants. Fewer than 10 percent of either group received the letter more than six months afterwards. This is roughly consistent with the differences between the UI claim dates and certification dates observed in our sample: 54 percent of all TAA eligible workers' firms were certified following the workers' job separation and 14 percent of all TAA eligible workers' firms were certified more than six months afterwards. Nearly eight percent of participants could not recall when they received the letter, compared with a smaller proportion of nonparticipants (four percent).

- **The likelihood of notification about TAA varied across types of layoffs among TAA participants (Tables B.3-B.4)**. Workers laid off due to a company closure or a plant move (compared with the elimination of shifts or a lack of work) were more likely to receive Rapid Response services and a letter from the state. Rapid Response services

were also more common among workers at larger firms and among those who did not expect recall to their employers.

- **Among TAA participants, there were few differences in notification between demographic and job market subgroups (Tables B.3-B.4)**. Participants who were more likely to report receiving Rapid Response services or a letter included those of non-Hispanic ethnicity and those with a high school diploma, GED, Associate's degree, or some college. There were no differences across gender, age, or wage subgroups; differences in unadjusted means by whether English was spoken at home disappear with regression adjustment, indicating that the unadjusted differences were driven by other characteristics of these language subgroups. Among participants, there were no differences in attendance at a TAA orientation by gender, education, or language subgroups, but non-Hispanic, younger, higher-wage workers were more likely to attend.

Table 7. Early Experiences with TAA and the One-Stop System: Rapid Response Service Receipt and Notification About TAA

	Percentage of Sample	
	TAA Participants	TAA Nonparticipants
Received Rapid Response Services Following Job Loss	83.1***	65.6
Who Talked to You (Among Those Receiving Rapid Response; All that Apply)		
Unemployment Insurance staff	54.8**	47.6
One-Stop Career Center or Rapid Response staff	28.1***	19.3
TAA staff	27.4***	17.1
Your employer	25.3	28.8
State employment services staff	15.7	16.3
Union representatives	9.5	9.1
Other	5.5	4.8
Learned about TAA At Time of Survey	98.8***	81.3
How Learned About TAA (Among Those Learning about TAA; All that Apply)		
Letter from union, employer, state, or other	81.5***	73.2
Employment/job service/unemployment office or One-Stop Career Center	57.2***	47.4
Meeting at former employer	38.1*	32.4
Union representative	7.5	9.0
Co-workers	6.9	7.2
Friends (not co-workers)	2.9*	1.8
TAA representative	2.3***	0.8
Newspaper/radio/TV/internet	1.7	2.2
Notice posted at work	1.5	3.2
Other government representative	0.6	1.3
School	0.5***	0.0
Other	1.4**	3.3
Attended TAA orientation or met with TAA representative	79.1***	45.2
Where Meeting Took Place (Among Those Attending Orientation)		
State unemployment or employment office or One-Stop Career Center	71.5***	56.6
Former employer	18.9	23.2
College/school	3.9	4.4
Government building/community center	3.8	5.9
Union office	2.1***	0.6
By telephone	0.7	2.2
Church	0.4**	0.0
Other	2.1	2.6
Don't know	1.4*	4.6
Sample Size	**2,228**	**632**

Source: Mathematica TAA Baseline Survey administered 2008-2009.

Notes: Data pertain to all survey respondents who were eligible for TAA.

*/**/*** Difference between TAA participants and TAA nonparticipants is statistically significant at the 0.10/0.05/0.01 level, two-tailed test.

TAA = Trade Adjustment Assistance; UI = Unemployment Insurance.

Table 8. Receipt of TAA Eligibility Notification Letter from State

	Percentage of Sample	
	TAA Participants	TAA Nonparticipants
Received a Letter from the State		
Yes	79.9***	57.0
No	9.8***	31.2
Don't know	10.4	11.8
When Received Letter from the State (Among Those Receiving a Letter)		
Before left job	25.0	29.2
Within one month after leaving	29.6	27.0
Between 1 and 6 months after leaving	30.0	32.4
Six or more months after leaving	7.6	7.6
Don't know	7.8***	3.9
Sample Size	**2,226**	**627**

Source: Mathematica TAA Baseline Survey administered 2008-2009.

Note: Data pertain to all survey respondents who were eligible for TAA.

*/**/*** Difference between TAA participants and TAA nonparticipants is statistically significant at the 0.10/0.05/0.01 level, two-tailed test.

TAA = Trade Adjustment Assistance.

B. Knowledge of TAA Benefits

- **Substantial fractions of both TAA participants and nonparticipants were aware of some of the benefits available to them under TAA (Table 9)**. Participants were more likely to know about TRA and training provisions than about most other TAA benefits: all participants knew about TRA, 85 percent knew about training requirements, and 90 percent knew about training subsidies, whereas 53 to 65 percent knew about HCTC, ATAA, job search and relocation allowances, and supplemental assistance. Among nonparticipants, the proportion who knew about benefits ranged from 60 percent who knew TAA offered subsidized training to 26 percent who knew about HCTC.

- **TAA participants were more likely to know about each type of TAA benefit than nonparticipants (Table 9)**. Thus, knowledge appears to be associated with participation.

- **Among TAA participants, those who were notified about TAA were more likely to know about each type of benefit (Figures 1-2)**. TAA participants who received Rapid Response services or attended an orientation were more likely to know about benefits. This finding suggests a specific reason for the link between notification and participation found earlier: notification is associated with greater knowledge of services available, which is related to participation.

- **Among TAA participants, one key measure—knowledge that TAA provides subsidized training—varied slightly among demographic and job market**

subgroups (Tables B.3-B.4). Participants who were somewhat more likely to know about subsidized training after regression adjustment included non-Hispanic workers, younger workers, workers with at least a high school diploma, workers who do not expect recall to their employer, and workers with higher wages. Knowledge about subsidized training did not vary by gender or region.

Table 9. Knowledge of Available TAA Benefits

	Percentage of Sample	
	TAA Participants	TAA Nonparticipants
TRA	100.0***	47.1
TRA Training Requirements	85.0***	41.5
Subsidized Training	90.1***	59.8
ATAA	57.2***	38.5
HCTC	58.1***	26.1
Job Search Allowances	53.6***	32.6
Supplemental Assistance	65.1***	37.9
Relocation Allowances	53.3***	33.3
Sample Size	**2,228**	**628**

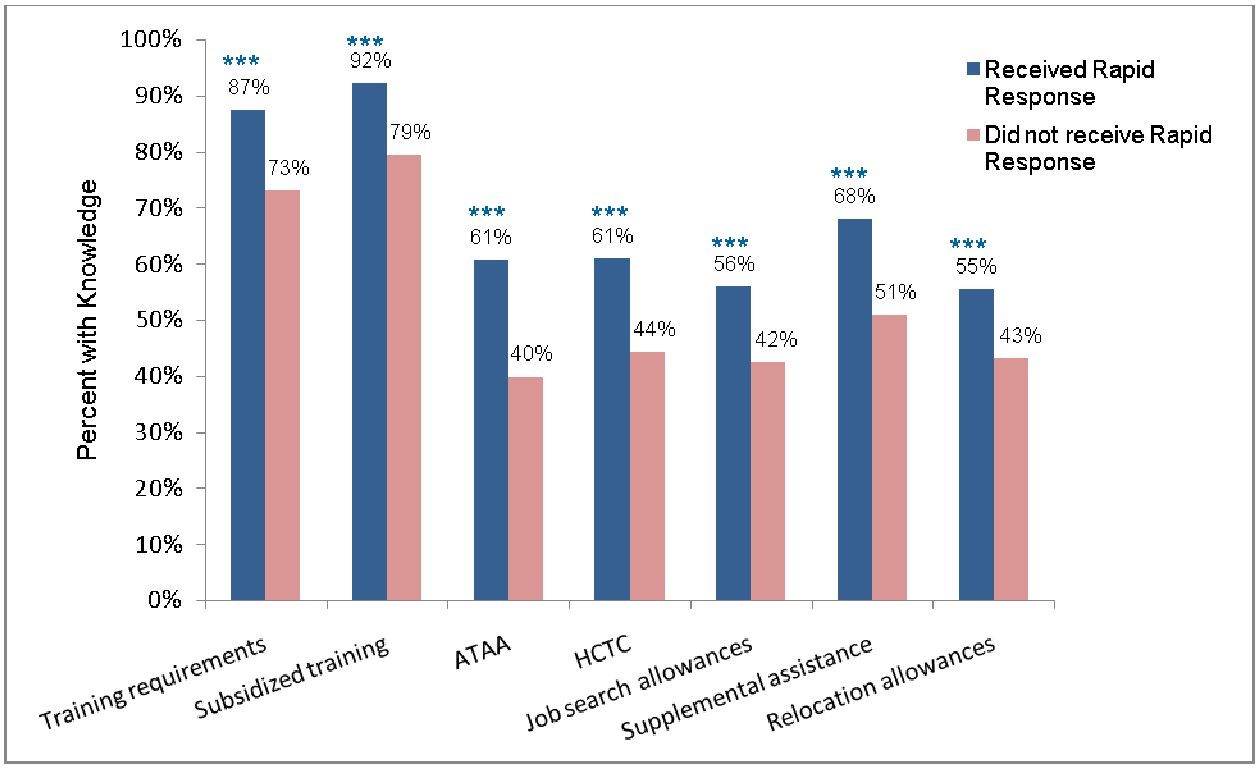
Source: MPR TAA Baseline Survey administered 2008-2009.

Notes: Data pertain to all survey respondents who were eligible for TAA.

*/**/*** Difference between TAA participants and TAA nonparticipants is statistically significant at the 0.10/0.05/0.01 level, two-tailed test.

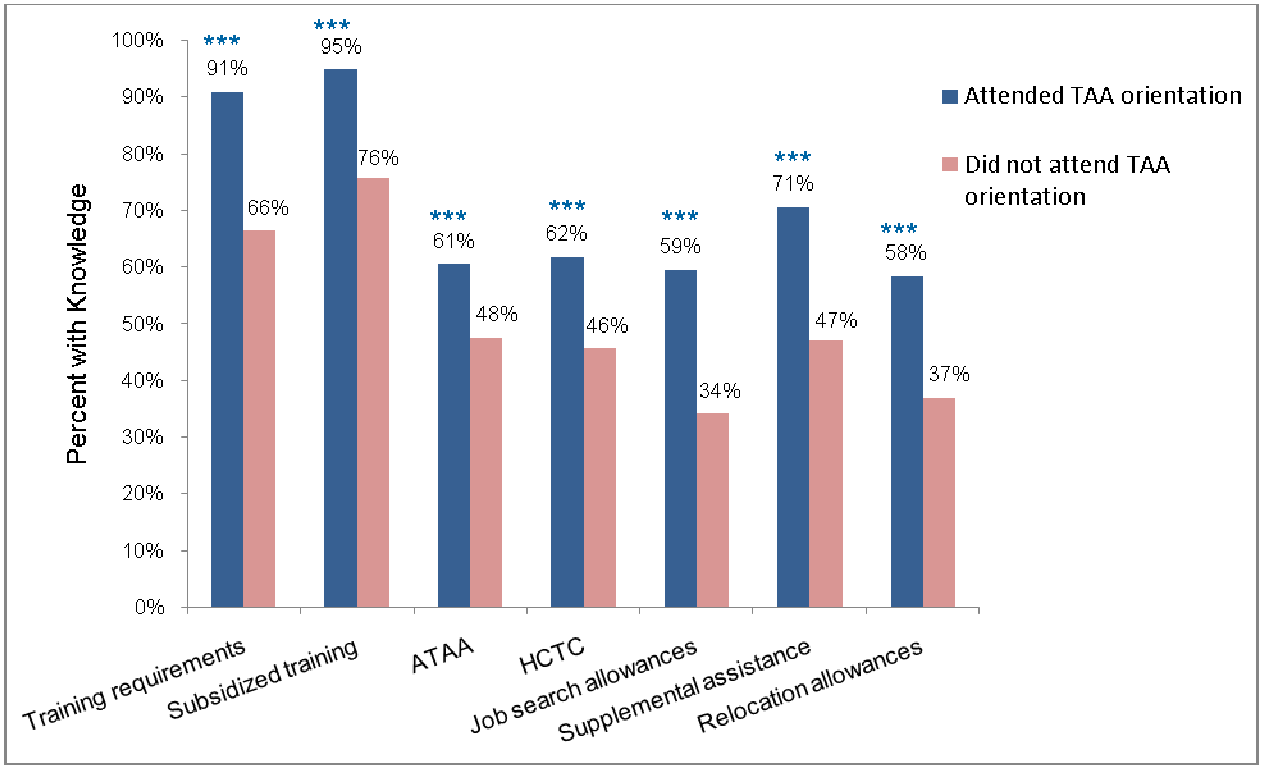
ATAA = Alternative Trade Adjustment Assistance; HCTC = Health Coverage Tax Credit; TAA = Trade Adjustment Assistance; TRA = Trade Readjustment Allowance.

Figure 1. Knowledge of Available Benefits among TAA Participant Rapid Response Subgroups



*/**/*** Differences between subgroups are significantly different from zero at the 0.01/0.05/0.10 level, two-tailed test. Sample sizes are 1,849 and 379, respectively.

Figure 2. Knowledge of Available Benefits Among TAA Participant Orientation Subgroups



*/**/*** Differences between subgroups are significantly different from zero at the 0.01/0.05/0.10 level, two-tailed test. Sample sizes are 1,753 and 460, respectively.

VI. APPLYING FOR TAA

After firms are certified for TAA, workers need to complete an application to receive TRA benefits and other TAA reemployment services. This section presents findings on the reasons that eligible workers applied or did not apply for TAA services. Survey respondents selected all the reasons that applied, so numbers do not sum to 100.

A. Reasons for Application

- **Among TAA participants, the most common reason for applying for TAA was an interest in training (Table 10)**. Sixty-five percent of TAA participants reported interest in TAA funding for training and education. The second most common reason for application was an interest in receiving TRA benefits (26 percent). Much less common reasons included interest in other benefits such as HCTC, ATAA, or job search or relocation allowances, or in finding a better job.
- **Among TAA participants, interest in training declined with age, but training remained of interest for all age groups (Figure 3)**. For eligible workers younger than 40, more than 75 percent reported training as a motivation for applying for TAA services, whereas fewer than 20 percent cited TRA benefits. Among workers 60 and older, the responses were more balanced. The most common reason was TRA benefits (38 percent), but 36 percent still listed training as a reason for application.
- **TAA participants with the lowest and highest levels of education were least interested in training (Figure 4)**. For workers who did not finish high school, 54 percent reported an interest in training. A similar share of college graduates cited an interest in training (59 percent).

Table 10. All Reasons Why Applied for TAA

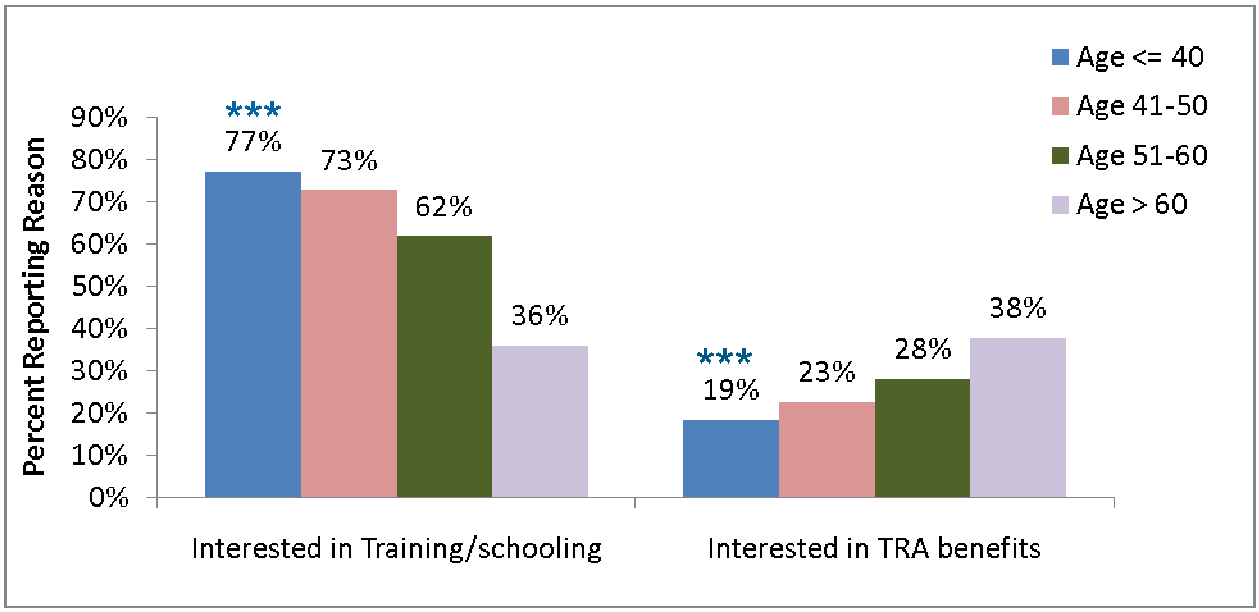
	Percentage of Sample
	TAA Participants
Interested in Training/Schooling	65.2
Interested in TRA Benefits	25.5
Interested in Job Search or Relocation Allowances	8.1
Seemed Like a Good Idea/Recommended/No Choice	1.6
Interested in HCTC	1.5
Interested in ATAA	1.1
Interested in Better Job	0.8
Unemployment Benefits Ended	0.4
Interested in Learning English	0.1
Other	1.0
Don't Know	12.4
Sample Size	**2,228**

Source: Mathematica TAA Baseline Survey administered 2008-2009.

Note: Data pertain to all survey respondents who were eligible and applied for TAA.

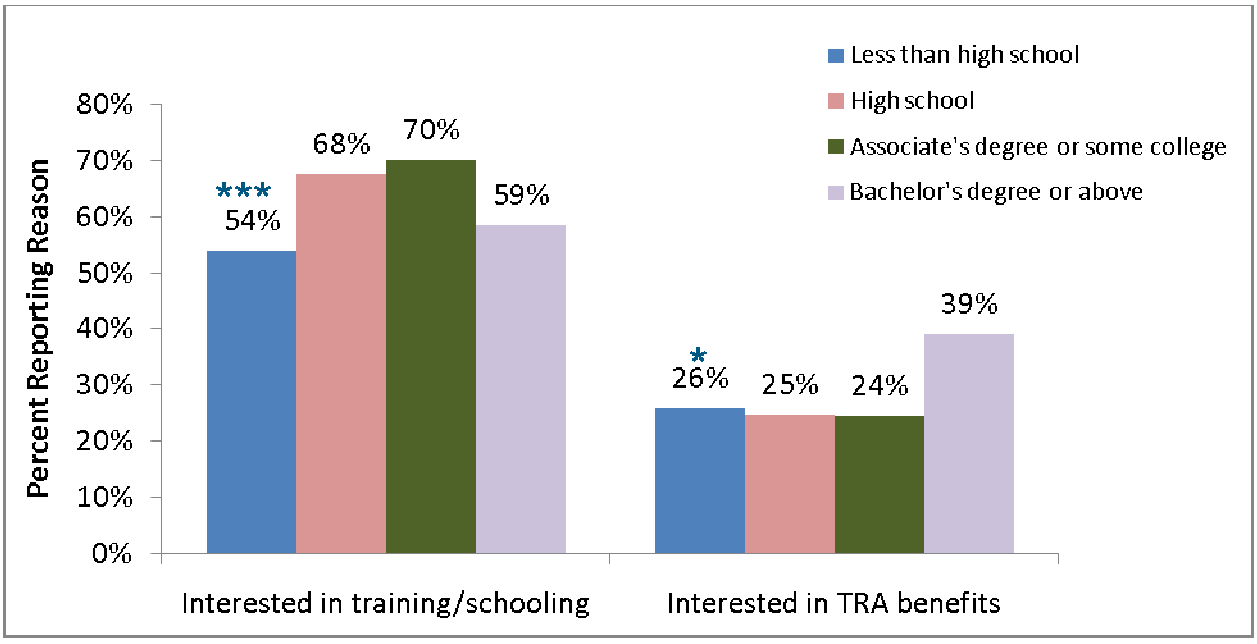
ATAA = Alternative Trade Adjustment Assistance; HCTC = Health Coverage Tax Credit; TAA = Trade Adjustment Assistance; TRA = Trade Readjustment Allowance.

Figure 3. All Reasons Why Applied for TAA Among TAA Participant Age Subgroups



*/**/*** Differences between all four subgroups are jointly significantly different from zero at the 0.01/0.05/0.10 level, two-tailed test. Sample sizes are 520, 668, 700, and 340, respectively.

Figure 4. All Reasons Why Applied for TAA Among TAA Participant Education Subgroups



*/**/*** Differences between all four subgroups are jointly significantly different from zero at the 0.01/0.05/0.10 level, two-tailed test. Sample sizes are 358, 1,304, 401, and 139, respectively.

B. Reasons for Not Applying

- **The most commonly cited reason that TAA nonparticipants did not apply for TAA services was that they found another job (Table 11)**. Almost 40 percent of nonparticipants reported that they did not apply because they had started working (36 percent) or were recalled to their jobs (3 percent).
- **Lack of information about TAA was another common reason for not applying (Table 11)**. Some eligible workers reported that they did not know about TAA (14 percent), did not know how to apply (12 percent), thought the rules were too complicated (3 percent), or did not think they would be eligible (10 percent).
- **A small share of TAA nonparticipants did not apply because they were not interested in training (10 percent) (Table 11)**. Other rare reasons included workers feeling they would not benefit, that they were too old or were retired, or that their health was too poor.
- **Among TAA nonparticipants, some reasons for not applying for TAA services differed by age (Figure 5)**. Only 12 percent of workers 60 and older did not apply because they found a job, unlike younger workers who were far more likely to cite this reason for not applying (39 percent). For workers over age 60, the four most common reasons for not applying were not knowing how to apply (20 percent), thinking they were too old (20 percent), thinking they were not eligible (19 percent), and not knowing about TAA (16 percent).
- **TAA nonparticipants who speak a language other than English at home were twice as likely to report not applying because they were unaware of TAA than English speakers (Figure 6)**. They also were nine times as likely to cite complicated program rules as a reason they did not apply (10 percent). Conversely, eligible workers who speak another language were less likely than English speakers to report not applying because they found a job (25 percent versus 39 percent) or were not interested in training (5 percent versus 12 percent).

Table 11. All Reasons Why Did Not Apply for TAA

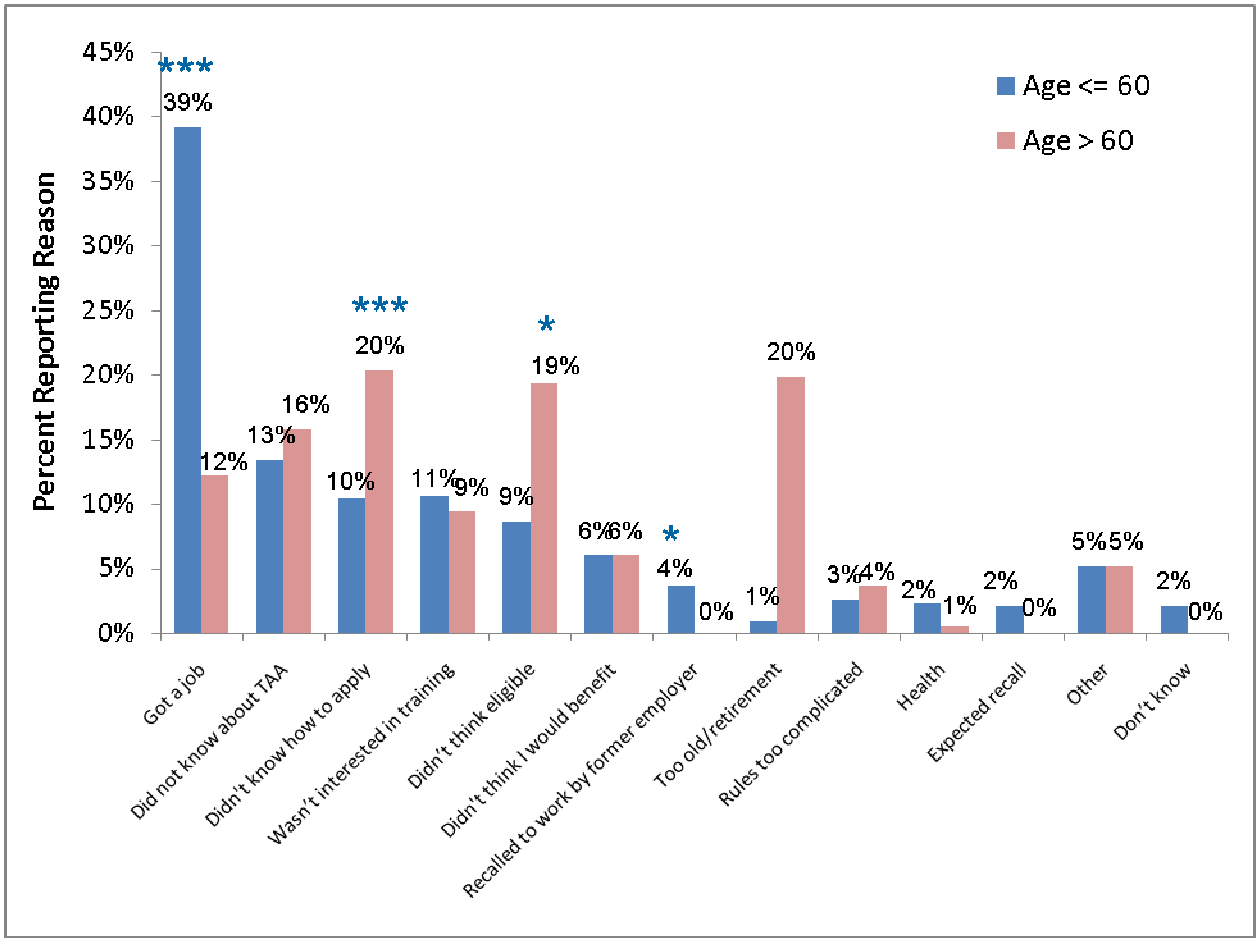
	Percentage of Sample
	TAA Nonparticipants
Got a Job	36.1
Didn't Know About TAA	13.7
Didn't Know How to Apply for TAA Services	11.5
Wasn't Interested in Training	10.4
Didn't Think Would Be Eligible	9.8
Didn't Think I Would Benefit	6.0
Recalled to Work by Former Employer	3.3
Too Old/Retirement	3.1
Rules Too Complicated	2.7
Health	2.1
Expected To Be Recalled by Former Employer	1.9
Other	5.2
Don't Know	1.8
Sample Size	**334**

Source: Mathematica TAA Baseline Survey administered 2008-2009.

Note: Data pertain to all survey respondents who were eligible but did not apply for TAA.

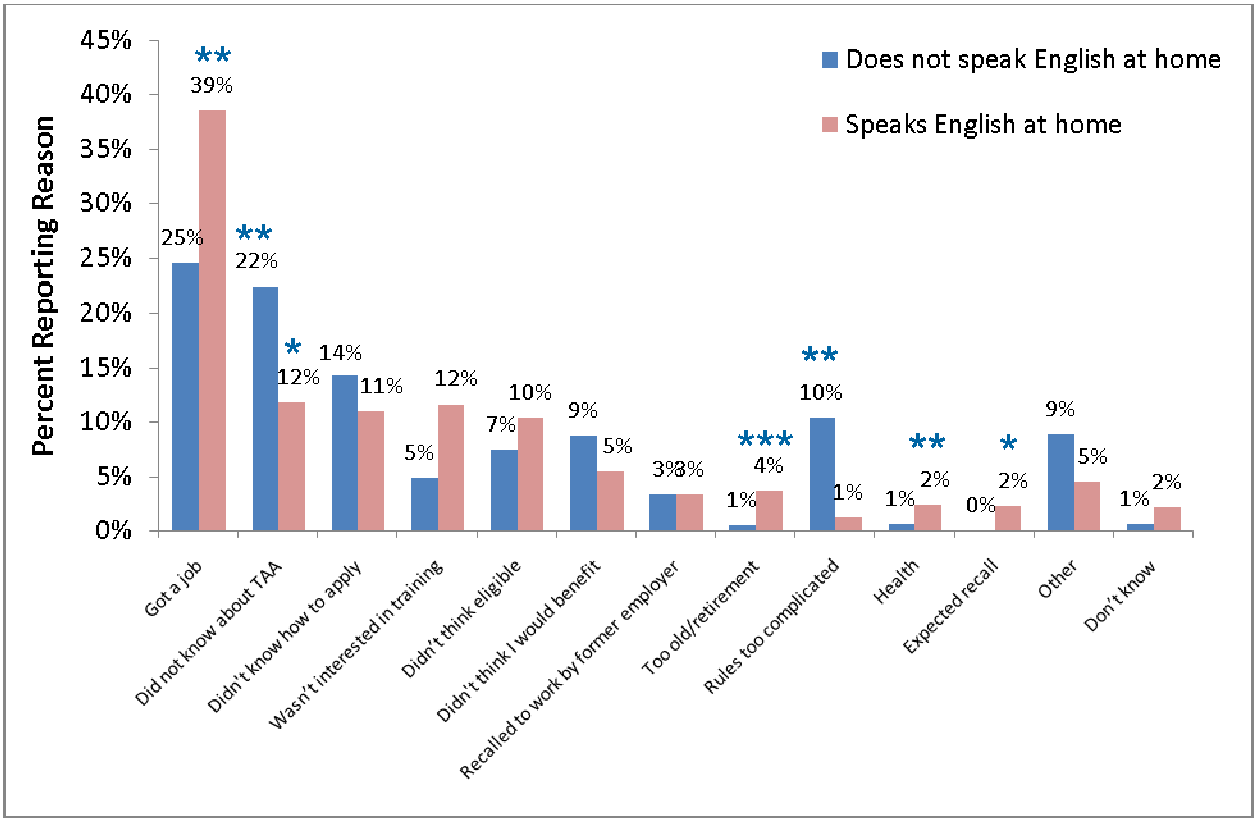
TAA = Trade Adjustment Assistance.

Figure 5. All Reasons Why Did Not Apply for TAA Among TAA Nonparticipant Age Subgroups



*/**/*** Differences between subgroups are significantly different from zero at the 0.01/0.05/0.10 level, two-tailed test. Sample sizes are 287 and 47, respectively.

Figure 6. All Reasons Why Did Not Apply for TAA Among TAA Nonparticipant Language Subgroups



*/**/*** Differences between subgroups are significantly different from zero at the 0.01/0.05/0.10 level, two-tailed test. Sample sizes are 60 and 273, respectively.

VII. RECEIPT OF REEMPLOYMENT SERVICES

This section describes the receipt of reemployment services by TAA participants and nonparticipants. The discussion covers WIA-related reemployment services as well as key TAA services: HCTC, ATAA, and training. It does not cover receipt of TRA as this was discussed earlier.

A. Receipt of WIA-Related Services

The 2002 amendments to the TAA program required that core and intensive WIA services be made accessible to trade-affected workers. These provisions reflected the amendments' focus on more in-depth upfront services. The amendments encouraged use of One-Stop Career Centers as the main point of participant intake and delivery of benefits and services. They also encouraged co-enrollment of trade-certified workers with other programs providing employment and supportive services, particularly WIA services.

The amendments state that as soon as a certification is filed, workers covered by the certification must have WIA core and intensive services made available to them. After certification, TAA customers must have access to counseling, testing and assessment, placement services, and support services (which include "transportation, child care, and health care assistance provided for under any Federal law"). The amendments note that early intervention services beneficial to trade-impacted workers may include orientation; initial assessment of skill levels, aptitudes, and abilities; provision of labor market information; job search assistance; and financial management workshops.

A report on the initial implementation of the 2002 TAA provisions found that the coordination of TAA with state and local One-Stop systems was an important determinant of the ability of states to provide core and intensive WIA services to TAA eligible workers. However, integration of the TAA program with other One-Stop partner employment and training programs, including WIA, varied greatly across states and local areas. Nearly all TAA eligible workers were co-enrolled with the Employment Service program, but far fewer were co-enrolled with WIA (D'Amico et al. 2007).

To learn about the receipt of reemployment services provided by WIA and other employment programs (hereafter "WIA-related services") by TAA eligible workers, the baseline survey asks workers about specific services received at "a local unemployment office, One-Stop Career Center or other organization." First it asks about seven types of WIA-related services, hereafter called the "key services": assistance searching for work, referrals to jobs or employers, help with resumes, information on how to change careers, tests to see what jobs the worker is qualified or suited for, labor market information about what occupations are in demand in the area, and information on education or job training programs. Second, it asks whether workers received counseling to determine whether training was appropriate or to select a training program. Third, it asks whether workers received job search and relocation allowances or supplemental assistance payments and the amounts received. In addition to reporting on the prevalence of each type of service, we also examine the receipt of two sets of combined WIA-related services: all seven key services together and all seven key services plus counseling either to determine whether training is appropriate or to select a program.

This section presents findings on the receipt of WIA-related reemployment services among TAA eligible workers. It includes an examination of where services were received and how helpful workers found these services in finding a job or training program.

It is important to note that the services reported were not necessarily funded by WIA. We call these services "WIA-related services" to emphasize this point. Not all services may have been received at the One-Stop Career Center, and moreover, WIA is just one of the several funding sources that support these centers. Thus, findings should not be used to draw conclusions about the use of WIA services specifically or the co-enrollment of TAA participants in WIA.

- **Nearly all TAA participants received some WIA-related reemployment services (94 percent), compared with 73 percent of nonparticipants (Table 12)**. Rates of receipt among all TAA participants across states varied little.

- **A substantial proportion of TAA eligible workers received all seven key services the survey asked about (Table 12).** Seven percent of participants received all seven services and no counseling, while 19 percent received all seven services and counseling. Among nonparticipants, these rates are 4 and 6 percent, respectively. The most common individual services reported among both participants and nonparticipants were information on education or job training programs (81 percent and 52 percent, respectively); assistance in searching for work (69 percent and 47 percent, respectively); labor market information (66 percent and 40 percent, respectively); and information on changing careers (64 percent and 40 percent, respectively). Few in either group received job search or relocation allowances.

- **TAA participants were more likely than nonparticipants to have received each type of service except job search and relocation allowances (Table 12)**. They were more likely to have received counseling to help determine if training was appropriate (37 percent versus 13 percent) or to select a training program (33 percent versus 10 percent); those who did receive counseling met with their counselors more often (four times versus three times). They were also more likely than nonparticipants to have received supplemental assistance (payment for travel and living expenses while attending a training program in another area; 17 percent versus one percent), and those who did received a larger amount ($781 versus $242), reflecting their greater participation in training, as described below.

- **For both TAA participants and nonparticipants, the majority of WIA-related reemployment services were received at the state unemployment/employment office or One-Stop Career Center (Table 13)**. Percentages receiving most services at this location were 84 percent and 71 percent, respectively.

- **Other locations of service receipt differed somewhat for TAA participants and nonparticipants (Table 13)**. Participants were more likely to receive the majority of services at a school, training provider, college, or university (seven percent versus two percent). Nonparticipants were more likely to receive services at their place of work (14 percent versus 4 percent) or over the internet (5 percent versus 1 percent).

- **Most TAA participants found the services they received to be "very helpful" or "moderately helpful" in finding a job (66 percent) or identifying a suitable education or training program (70 percent) (Table 14)**. Six percent of participants were still in training and could not assess the helpfulness of the services in finding a job (not shown). Nonparticipants were less likely to report that these services were helpful in finding a job or training program (50 percent and 47 percent, respectively). The difference between participants and nonparticipants in the reported helpfulness of services is larger for finding a training program than for finding a job.

- **Among TAA participants, race and age subgroups exhibited some differences in WIA-related reemployment service receipt (Tables B.1-B.2)**. White non-Hispanic workers and younger workers generally received fewer WIA-related reemployment services. Differences in unadjusted means by language subgroups do not persist after regression adjustment to account for differences in demographic and job market characteristics between these groups. After regression adjustment, the receipt of any services did not differ by level of education, union status, or region.

- **TAA participants who were notified about TAA generally received more WIA-related reemployment services than those who were not notified (Tables B.1-B.2)**. Participants who received Rapid Response services or a letter from the state, attended an orientation, or knew that TAA offered subsidized training were more likely to receive any reemployment services. This result holds for both unadjusted and adjusted estimates.

- **Among TAA participants, the reported helpfulness of services varied by the type of services received, the location of service receipt, and knowledge about TAA (Figure 7)**. Participants who received all seven key services and counseling were more likely to find the services they received helpful than those who received only some of the services. Participants who received services from the One-Stop Career Center were more likely to find them helpful than those who received services from other locations. Participants who knew about TAA subsidized training were also more likely to find services helpful than those who did not.

Table 12. Receipt of WIA-Related Reemployment Services (Percentages Unless Noted)

	Mean of Sample	
	TAA Participants	TAA Nonparticipants
Received Any Reemployment Services	93.9***	72.7
Distribution of Receipt of Any Services Across States:		
25th percentile	92.3	70.5
Median	95.2	78.3
75th percentile	97.7	87.2
Receipt of Seven Key Services		
Information on education or job training programs	80.9***	51.8
Assistance searching for work	69.3***	46.8
Labor market information about what occupations are in demand in area	65.8***	40.1
Information on how to change careers	64.3***	39.7
Help with resume	59.6***	36.8
Tests to see what jobs qualified/suited for	56.1***	28.9
Referrals to jobs or employers	54.5***	34.8
Receipt of Other Services		
Counseling on whether training is appropriate	36.6***	13.2
Counseling to select a training program	33.1***	10.0
Job search allowances	1.7	0.9
Supplemental assistance	17.1***	1.0
Relocation allowances	0.5	0.2
Number of Meetings with Counselor (Among Those Receiving Counseling)	4.2***	3.1
Received All Seven Key Services and No Counseling	6.8**	4.1
Received All Seven Key Services and Any Counseling	18.7***	6.0
Amount Received ($)		
Job search allowances	644	393
Supplemental assistance	781***	242
Relocation allowances	2,455*	4,000
Sample Size	**2,228**	**632**

Source: Mathematica TAA Baseline Survey administered 2008-2009.

Note: Data pertain to all survey respondents who were eligible for TAA.

*/**/*** Difference between TAA participants and TAA nonparticipants is statistically significant at the 0.10/0.05/0.01 level, two-tailed test.

TAA = Trade Adjustment Assistance.

Table 13. Location Where Majority of WIA-Related Reemployment Services Were Received (Among Those Receiving Services)

	Percentage of Sample	
	TAA Participants	TAA Nonparticipants
State Unemployment or Employment Office or One-Stop Career Center	83.7***	70.8
School, Training Provider, College, or University	7.1***	2.4
Employer	3.9***	13.7
Another Government Agency	1.8	3.0
Internet	1.2***	5.4
Placement Agency	0.6	1.9
Other	1.1	1.9
Don't Know	0.5	0.8
Sample Size	**2,099**	**486**

Source: Mathematica TAA Baseline Survey administered 2008-2009.

Note: Data pertain to all survey respondents who were eligible for TAA and received any WIA related services.

*/**/*** Difference between TAA participants and TAA nonparticipants is statistically significant at the 0.10/0.05/0.01 level, two-tailed test.

TAA = Trade Adjustment Assistance.

Table 14. Helpfulness of WIA-Related Reemployment Services (Among Those Receiving Services)

	Percentage of Sample	
	TAA Participants	TAA Nonparticipants
Services Received Were Helpful in Finding a Job	66.1***	50.1
Services Received Were Helpful in Finding Suitable Education or Employment Program	70.4***	47.4
Sample Size	**2,065**	**484**

Source: Mathematica TAA Baseline Survey administered 2008-2009.

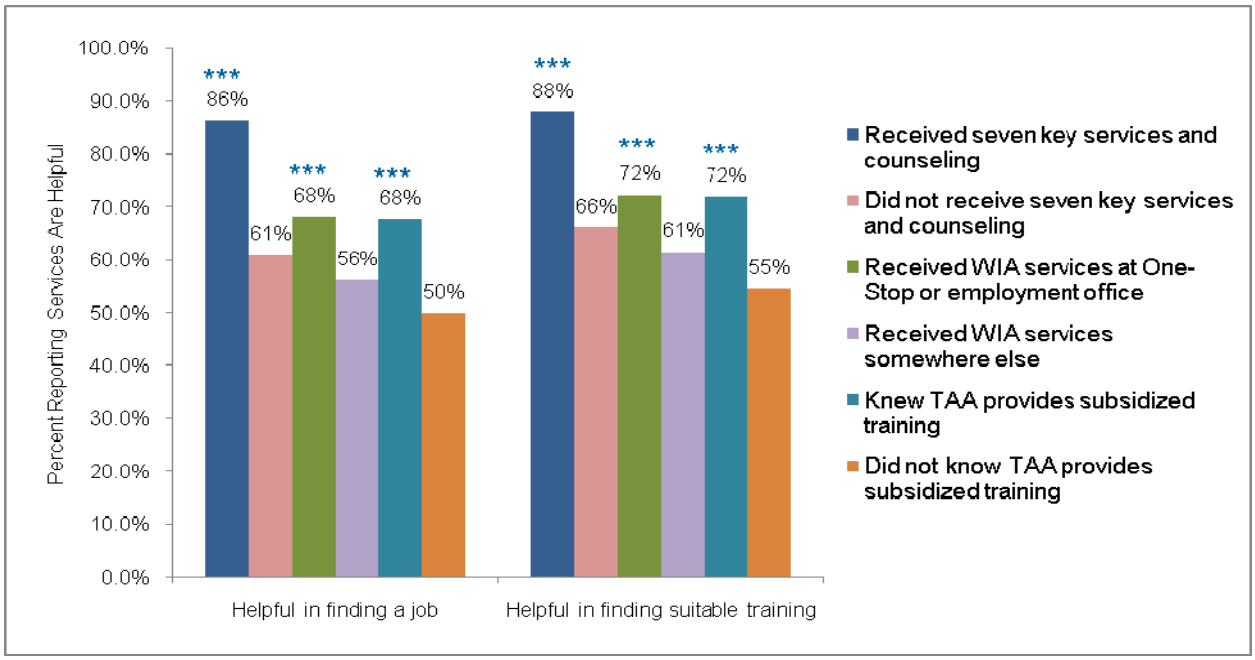
Note: Data pertain to all survey respondents who were eligible for TAA and received any WIA-related reemployment services.

*/**/*** Difference between TAA participants and TAA nonparticipants is statistically significant at the 0.10/0.05/0.01 level, two-tailed test.

TAA = Trade Adjustment Assistance.

Figure 7. Helpfulness of WIA Services among TAA Participant Subgroups

*/**/*** Differences between subgroups are significantly different from zero at the 0.01/0.05/0.10 level, two-tailed test. Sample sizes for the six groups are 459, 1,525, 1,685, 298, 1,825, and 159, respectively.



B. Receipt of HCTC Benefits

This section presents findings on knowledge about, application for, and receipt of HCTC benefits among TAA eligible workers. HCTC covers 65 percent of the cost of health coverage for TAA workers and their families as long as they maintain eligibility for TRA or ATAA each month.

A report on the initial implementation of the 2002 TAA provisions found that rates of take-up of HCTC were low. State officials believed that this resulted in part from the new program's lack of public visibility, confusion about how the program worked, a lack of affordability of health insurance plans, gaps between the end of coverage through the former employer and participation in the new plan that qualified for HCTC, and, in many states, the lack of a qualified health plan. Moreover, they felt that the burden of implementing the complex program created administrative challenges (D'Amico et al. 2007). The analysis in this report complements the initial implementation report by examining experiences with the HCTC program reported by TAA eligible workers.

- **Almost 60 percent of all TAA participants knew about HCTC benefits at the time of the survey (Table 15)**. Fewer TAA nonparticipants were knowledgeable about HCTC at the time of the survey; 26 percent reported knowledge of these benefits.
- **Among TAA participants who knew about HCTC, 28 percent applied for HCTC (Table 15)**. The application rate was lower among nonparticipants who knew about the benefits (8 percent).
- **The most commonly reported reasons for not applying for HCTC among TAA participants were that the program was too expensive or that the respondent**

already had health coverage (Table 15). Among participants who did not apply for HCTC, 36 percent cited cost as the main reason, compared to 14 percent of nonparticipants. Respondents also reported already having health coverage through Medicare, Medicaid or S-CHIP, their former employer, their spouse's employer, or other sources. Taking all these sources together (not shown), this represents 31 percent of participants and 43 percent of nonparticipants. For those with coverage, it was usually provided through their spouse's employer. Few cited problems related to the program itself, like complicated rules or excessive paperwork, as the main reason they did not apply.

- **Over 80 percent of TAA participants who applied for HCTC received the benefit (Table 15).** This represents 14 percent of all TAA participants and 7 percent of all TAA eligible workers (not shown). Across states, rates of HCTC receipt among applicants ranged from a 25th percentile of 75 percent to a 75th percentile of 93 percent.

- **HCTC recipients received on average $1,150, compared with the $1,610 they spend out of pocket in the past 12 months (Table 15)**. These findings suggest that HCTC covered 22 percent of recipients' medical care costs. This rough estimate was constructed by assuming that reported out-of-pocket spending was typical of total medical care expenditures between the date that HCTC recipients became eligible for TAA and the date of the interview (25.8 months on average), and that recipients covered the other 35 percent of the costs of health insurance premiums ($620 on average).

- **HCTC recipients received other TAA and WIA-related services as well (Table 15)**. Sixty-five percent received training and 58 percent received ATAA, higher proportions than among all TAA participants. The most commonly accessed WIA-related reemployment services among this population were information on training and education programs and job search assistance, as was true for all TAA participants.

- **Among TAA participants, those who received HCTC differed somewhat in terms of demographic, job market, and local area characteristics from nonrecipients who knew about the benefit (Table 16)**. Recipients were more likely to be older white females who did not belong to a union and were more likely to have been covered by health insurance prior to their job loss. They had longer job tenure at the job from which they were separated and, in the three years prior to the dislocation, fewer jobs and higher earnings. They were more likely to live in Region 3 (covering the Southeast) and less likely to live in Region 4 (covering the West and Southwest) or Region 5 (covering the Midwest).

- **Among TAA participants, receipt of HCTC generally increased with age (Tables B.1-B.2)**. The differences between age subgroups persist after controlling for other worker differences. Other subgroups of participants with knowledge about HCTC who were more likely to receive the benefit after regression adjustment included non-union workers, those with higher pre-layoff wages, and those living in Region 1 (covering the Northeast). Black non-Hispanic participants were much less likely to receive HCTC. There were no differences by level of education, language spoken, or self-reported health status.

- **TAA participants who were notified about TAA were more likely to know about HCTC benefits than those who were not notified (Figure 8)**. Those who received Rapid Response services or attended an orientation were more likely to know about

HCTC benefits than those who did not. However, these workers were no more likely to receive HCTC. Knowledge about HCTC also varied among some demographic subgroups. Participants who were under age 40, high school dropouts, or spoke a language other than English at home were less likely to know about HCTC benefits.

Table 15. Application for and Receipt of HCTC (Percentages Unless Noted)

	Mean of Sample	
	TAA Participants	TAA Nonparticipants
Knew About HCTC Benefits	58.1***	26.1
Applied for HCTC (Among Those with Knowledge of Benefit)	28.3***	8.0
Main Reason Did Not Apply for HCTC (Among HCTC Nonapplicants)		
Not eligible	6.8	7.2
Desired health plan was not qualified	1.2	0.5
Already had health plan through Medicare	2.1	2.0
Already had health plan through Medicaid or S-CHIP	1.3***	0.0
Already had health plan through former employer	5.3***	16.2
Already had health plan through spouse's employer	20.9	21.2
Had other coverage	1.3	3.3
Too expensive	36.2***	14.3
Program rules too complicated	3.0	3.1
Worried would not get reimbursed	0.1	0.0
Didn't think tax credits would last long enough	0.3	0.0
Paperwork	0.5	2.2
Didn't know about it	3.1	3.5
Didn't think would qualify	1.3	1.2
No specific reason	7.1	9.8
Other	3.4	5.8
Don't know	6.1	9.9
Received HCTC (Among HCTC Applicants)	83.0***	0.0
Distribution of HCTC Receipt (Among HCTC Applicants) Across States:		
25th percentile	74.7	0.0
Median	81.1	0.0
75th percentile	93.2	0.0
Amount Received ($, Among HCTC Recipients)	1,151	0.0
Amount Spent Out of Pocket On Health Care in Past 12 Months ($, Among HCTC Recipients)	1,609	0.0
Other Services Received (Among HCTC Recipients)		
Training during 12 months following the determination of TAA eligibility	64.7	0.0
ATAA[a]	57.9	0.0
Information on education or job training programs	81.4	0.0
Assistance searching for work	68.5	0.0
Labor market information about what occupations are in demand in area	66.0	0.0
Information on how to change careers	63.8	0.0
Help with resume	57.8	0.0
Tests to see what jobs qualified/suited for	54.0	0.0
Referrals to jobs or employers	53.7	0.0
Counseling on whether training is appropriate	37.9	0.0
Counseling to select a training program	33.5	0.0
Job search allowances	2.1	0.0
Supplemental assistance	23.6	0.0
Relocation allowances	0.3	0.0
Sample Size	**2,221**	**627**

Source: Mathematica TAA Baseline Survey administered 2008-2009.

Note: Data pertain to all survey respondents who were eligible for TAA.

[a] Among those ages 50 and older.

*/**/*** Difference between TAA participants and TAA nonparticipants is statistically significant at the 0.10/0.05/0.01 level, two-tailed test.

HCTC = Health Coverage Tax Credit; TAA = Trade Adjustment Assistance.

Table 16. Characteristics of HCTC Recipients and Nonrecipients (Percentages Unless Noted)

	Mean of Sample	
	HCTC Recipients	TAA Eligible Workers Who Knew About HCTC (Both TAA Participants and Nonparticipants)
Demographic Characteristics		
Female	56.0**	46.4
Race/Ethnicity		
White Non-Hispanic	83.0***	67.9
Black Non-Hispanic	10.4***	22.2
Hispanic	2.2*	4.1
Other Race	4.4	5.8
Age (Years)		
< = 40	9.9***	26.8
41 – 50	24.3*	30.4
51 – 60	42.3***	31.8
61 +	23.5***	10.9
Mean age	53.3***	47.6
Education		
Less than High School	13.4	13.9
High School Diploma or GED	58.9	59.7
Associate's Degree or Some College	19.2	18.6
Bachelor's Degree or Above	8.6	7.7
Married	61.6	64.0
Self-Rated Health Status Is Poor	4.4	2.5
Does Not Speak English at Home	5.9	7.5
Professional Background Related to Trade-Affected Employment		
Union	22.2**	29.4
Covered by Health Insurance During Year Prior to Job Loss	99.7***	93.5
Employer Size (Number of Employees)	525.4	452.7
Job Tenure (Years)	16.2***	13.0
Number of Hours Worked Per Week	44.4	43.9
Hourly Earnings		
< = $6.60	5.9	4.8
$6.61 - $9.90	10.3***	18.1
$9.91 - $12.90	32.8*	24.8
$12.91 - $15.90	23.6	22.9
$15.91 - $19.90	13.4	15.9
$19.91 +	14.0	13.5
Reason Stopped Working		
Laid off	98.2	98.1
Quit	0.3	1.1
Retired	1.0	0.2
Fired	0.0	0.2
Other	0.4	0.4
Expected to Be Recalled to Employer	10.8	12.3
Actually Recalled to Employer	9.4	12.2
Number of Jobs in Prior 3 Years	1.1***	1.3

Table 16 *(continued)*

	Mean of Sample	
	HCTC Recipients	TAA Eligible Workers Who Knew About HCTC (Both TAA Participants and Nonparticipants)
Total Earnings in Year Prior to Job Loss ($)	32,922*	29,964
Local Area Characteristics		
Average Unemployment Rate in Year of Job Loss[a]	5.2*	5.3
Percentage of Workers in Manufacturing[b]	14.7	14.5
USDOL Region		
1	9.7	6.6
2	18.5	14.7
3	47.0*	40.0
4	5.1*	11.2
5	14.3***	23.2
6	5.4	4.5
Sample Size	**297**	**1,145**

Source: Mathematica TAA Baseline Survey administered 2008-2009.

Note: Data pertain to all TAA eligible workers who knew about HCTC. Local area characteristics were measured at the county level and matched to workers using the county of their zip code or the majority county if a zip code crossed county boundaries.

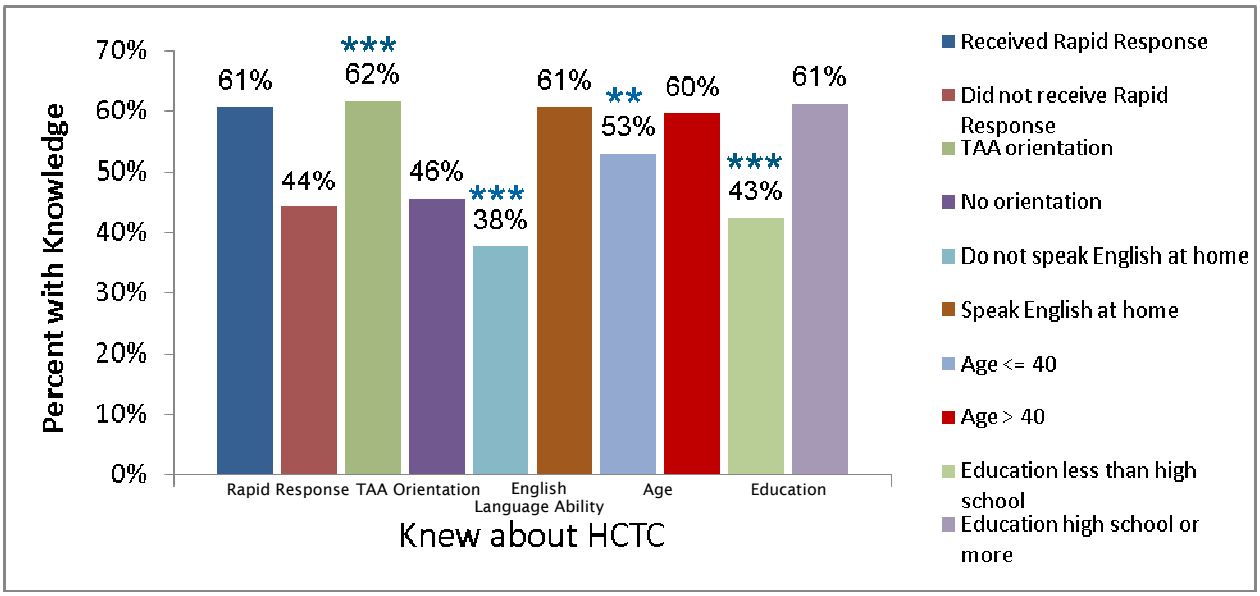
[a]Bureau of Labor Statistics, 2003-2006

[b]Bureau of Economic Analysis, 2005.

*/**/*** Difference between TAA participants and TAA nonparticipants is statistically significant at the 0.10/0.05/0.01 level, two-tailed test.

HCTC = Health Coverage Tax Credit; TAA = Trade Adjustment Assistance; USDOL = United States Department of Labor.

Figure 8. Knowledge of HCTC among TAA Participant Subgroups



*/**/*** Differences between subgroups are significantly different from zero at the 0.01/0.05/0.10 level, two-tailed test. Sample sizes are 1,845, 376, 1,751, 455, 351, 1,869, 519, 1,702, 358, 1844, respectively.

C. Receipt of ATAA Benefits

This section presents results on knowledge about, application for, and receipt of ATAA benefits among TAA eligible workers age 50 and over. ATAA pays a wage supplement to eligible workers age 50 and above who find qualified employment at an annual salary of no more than $50,000. The actual selection of ATAA does not occur until a worker finds employment; application must be made within two years after the first day of work. Workers seeking qualified employment should maintain eligibility for TRA, including waivers from training. ATAA participants may not receive TAA training benefits, TRA, or job search allowances.

A report on the initial implementation of the 2002 TAA provisions found low rates of take-up for ATAA. In addition to administrative problems associated with the introduction of the program, reasons for low receipt rates reported by state officials included workers' lack of knowledge about the program, difficulties in choosing between ATAA and TRA, and problems meeting eligibility requirements (D'Amico et al. 2007). The analysis in this report complements this earlier study by examining ATAA knowledge and service receipt, as well as reasons for not applying for ATAA, as reported by TAA eligible workers.

- **Nearly 60 percent of TAA participants age 50 and over were informed about ATAA (Table 17)**. In contrast, about 39 percent of nonparticipants knew about ATAA. Among these workers, 13 percent of participants and 14 percent of nonparticipants applied for ATAA.
- **Among TAA participants age 50 and over who knew about ATAA, the most common reason given for not applying was that the worker could not find a job (31 percent) (Table 17)**. However, it is not clear whether respondents chose this reason because they could not find any employment or because they could not find

qualified employment below the salary ceiling. Other common reasons included wanting to enroll in training (29 percent) and being ineligible (16 percent), although the survey did not ask workers the reasons for ineligibility. Less common reasons included having found a job (which could reflect that the job paid too much to qualify for ATAA or that the worker was not interested in ATAA), retirement, or that the program did not pay enough to be worthwhile. Reasons for not applying differed somewhat among TAA nonparticipants; the most prevalent reasons included ineligibility (30 percent), finding a job (27 percent), missing the application deadline (26 percent), and retirement (25 percent). No nonparticipants chose not to apply because they wanted training.

- **Among TAA participants age 50 and over, some reasons for not applying for ATAA indicate problems accessing program services (Table 17)**. Ten percent of participants who knew about ATAA did not understand the program and 11 percent missed the application deadline. These percentages were 19 percent and 26 percent among nonparticipants, respectively.

- **Fifty-four percent of ATAA applicants received the benefit, receiving $8,480 on average (Table 17)**. This represents about four percent of TAA participants age 50 and over.

- **Patterns of WIA-related reemployment service usage among ATAA recipients were roughly similar to those of TAA participants (Table 17)**. As for all TAA participants, the most prevalent types of services received were information on training and education programs and job search assistance.

- **Twenty percent of ATAA recipients also received HCTC (Table 17)**. This is a higher rate than among all TAA participants (14 percent).

- **Knowledge of ATAA was greater among TAA participants who were notified about TAA and spoke English at home than among those who were not notified and non-English speakers (Figure 9)**. TAA participants who received Rapid Response services or a letter from the state or attended an orientation were more likely to know about ATAA. Those speaking a language other than English at home were less likely to report knowledge about ATAA.

- **TAA participants attending an orientation were more likely to receive ATAA than those who did not (Tables B.1-B.2).** However, there are few differences in ATAA receipt among TAA participant subgroups defined by demographic or job market characteristics. Black non-Hispanic workers, those under age 60, those with less than a Bachelor's degree, and those with higher wages, and those in Region 1 (covering the Northeast) were more likely to receive ATAA. Receipt did not differ by gender, language, union status, or type of job loss. These findings are robust to regression adjustment.

Table 17. Application for and Receipt of ATAA (Percentages Unless Noted)

	Mean of Sample	
	TAA Participants	TAA Nonparticipants
Knew About ATAA Benefits	57.2***	38.5
Applied for ATAA (Among Those with Knowledge of Benefit)	13.2	14.2
All Reasons Did Not Apply for ATAA (Among ATAA Nonapplicants		
Could not find a job	31.2**	15.5
Wanted training	28.6***	0.0
Not eligible	15.7**	30.4
Missed deadline	11.2**	26.3
Did not understand program	10.2	19.1
Found a job	10.0**	27.2
Retired	9.4**	25.1
Not enough money to be worthwhile	6.9*	16.4
Other	8.7	14.8
Don't know	4.4***	3.2
Received ATAA (Among ATAA Applicants)	53.9***	0.0
Distribution of ATAA Receipt (Among ATAA Applicants) Across States:		
25th percentile	0.0	0.0
Median	36.0	0.0
75th percentile	69.8	0.0
Amount Received ($, Among ATAA Recipients)	8,479	0.0
Other Services Received (Among ATAA Recipients)		
HCTC	20.0	0.0
Information on education or job training programs	77.1	0.0
Assistance searching for work	77.4	0.0
Labor market information about what occupations are in demand in area	67.3	0.0
Information on how to change careers	60.5	0.0
Help with resume	55.9	0.0
Tests to see what jobs qualified/suited for	45.6	0.0
Referrals to jobs or employers	57.9	0.0
Counseling on whether training is appropriate	30.5	0.0
Counseling to select a training program	20.9	0.0
Job search allowances	0.0	0.0
Supplemental assistance	3.0	0.0
Relocation allowances	0.0	0.0
Sample Size	**1,138**	**312**

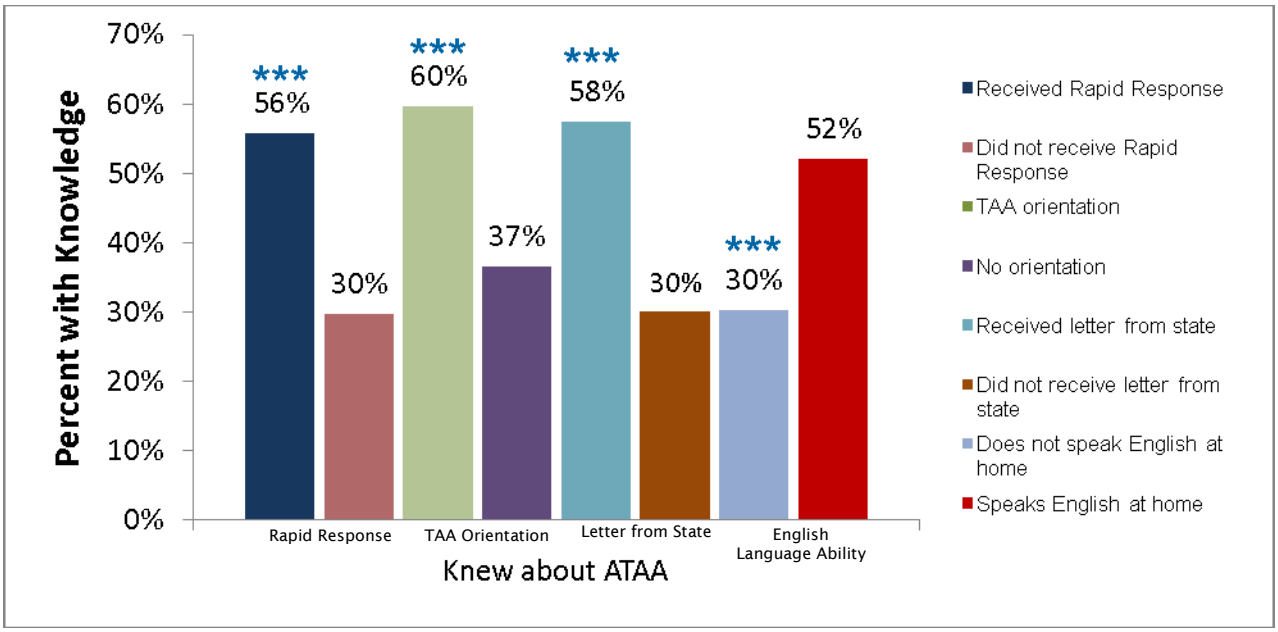
Source: Mathematica TAA Baseline Survey administered 2008-2009.

Note: Data pertain to all survey respondents who were eligible for TAA and were ages 50 and older.

*/**/*** Difference between TAA participants and TAA nonparticipants is statistically significant at the 0.10/0.05/0.01 level, two-tailed test.

ATAA = Alternative Trade Adjustment Assistance; HCTC = Health Coverage Tax Credit; TAA =Trade Adjustment Assistance.

Figure 9. Knowledge of ATAA among TAA Participant Subgroups



*/**/*** Differences between subgroups are significantly different from zero at the 0.01/0.05/0.10 level, two-tailed test. Sample sizes are 1,130, 294, 999, 389, 1,073, 347, 214, and 1,206, respectively.

D. Receipt of Training

TAA eligible workers considering training work with a One-Stop Career Center counselor to determine whether training is appropriate and which program to enter. The goal of training from the perspective of the TAA program is to ensure that trade-affected workers develop "marketable skills" that will enable them to find a job. However, the 2002 amendments emphasized that the long-term training that has been the historical focus of the program may not be the best route to suitable and rapid reemployment for all workers.

TRA payments are intended to support workers who enroll in training to facilitate their successful completion of the program. Workers who are judged to have marketable skills may still receive TRA and HCTC if they obtain a waiver from training. Other conditions for waivers include a lack of available training programs or enrollment.

Although this report does not compare workers' experiences with TAA before and after the 2002 amendments, it is interesting to note state officials' perspectives on the effect of the changes. An initial implementation study of the 2002 TAA provisions in twelve states found that most state officials had expected the extension of TRA benefits and allowable breaks in training to improve training completion rates. However, they felt that the speed at which TAA eligible workers entered training was not increased by the imposition of the 8/16 deadlines for enrollment. Most states granted waivers to TAA eligible workers in order to ensure their eligibility for HCTC, removing the incentive of the deadlines, so workers did not appear to enter training more quickly than before the 2002 amendments.

This section describes the receipt of training among TAA eligible workers. We first present results on enrollment in training following the job separation, the duration of programs in terms of number of weeks and hours per week, and program completion. Next we discuss characteristics of

training programs attended, including types of training, locations where training was delivered, and training costs. We then compare profiles of those who do and do not enroll in training in terms of TAA and WIA-related service receipt as well as demographic, job market, and local area characteristics. Finally, we present reasons given by TAA eligible workers for not enrolling in training.

Findings on training program completion and duration (Table 18) are restricted to the 12 months following the determination of TAA eligibility. The eligibility date is defined as the later of the first UI claim date and the petition certification date because some workers become eligible for TAA before the job separation and some afterward depending on when the petition determination is made. This restriction enables us to compare TAA eligible workers who have all received the same exposure to the TAA program. The median time between the determination of TAA eligibility and the baseline survey interview is 27 months. The full 12 month period was observed for 98.7 percent of the sample; 1.3 percent were surveyed before 12 months of eligibility. Weeks of training and hours per week are based on all programs attended during the 12 month period.

In analyses of training program characteristics (Tables 19-20 and 24), we focus on trainees' main program following their UI claim date, defined as the program with the longest duration. As part of these analyses we compare TAA participants whose main programs were funded by TAA with TAA participants whose main programs were funded by other sources.

To obtain a longer follow-up period, analyses of training program characteristics, the profiles of TAA eligible workers who did and did not enroll in training, and reasons for not enrolling in training (Tables 19–24) do not restrict the training program to fall within 12 months of the determination of TAA eligibility but are instead based on any training workers enrolled in following the UI claim date. Thus the analysis covers a period of 27.5 months on average (nearly two and a half years). Findings are very similar when we restrict the sample to the 12 month period after their firm's certification.

Training Enrollment and Completion

- **Most TAA participants (60 percent) enrolled in training during the 12 months following the determination of TAA eligibility, consistent with their reasons for applying for TAA, whereas fewer nonparticipants enrolled (14 percent) (Table 18)**. The majority of those from both groups who enrolled in any training attended only one program (83 and 80 percent, respectively). Among TAA participants, rates of training enrollment by state varied from a 25th percentile of 52 percent to a 75th percentile of 72 percent, with a median of 61 percent.
- **Among those enrolled in training during the 12 months following the determination of TAA eligibility, TAA participants spent more weeks and longer hours per week in training than TAA nonparticipants (Table 18)**. The length of time for which enrolled participants attended training was 30 weeks on average, compared with 19 weeks among enrolled nonparticipants. TAA participants spent 24 hours per week in training on average, compared with 21 hours per week among nonparticipants. These findings suggest that differences in training enrollment understate true differences in the amount of training received.
- **The likelihood of training completion did not differ between TAA participants and nonparticipants, but participants were more likely than nonparticipants to be still enrolled in a training program at the time of the survey (Table 18)**. Roughly

80 percent of trainees (among both TAA participants and nonparticipants) reported completing a training program. Among TAA participants, 28 percent of trainees reported that they were still enrolled in a program, compared with 8 percent of trainees among nonparticipants. This suggests that these results may understate ultimate differences in training completion in the longer term.

Characteristics of Training Programs

- **The most common type of training among TAA participants (whether funded by TAA or not) and nonparticipants was for a skill or occupation (Table 19)**. The percents were 78 percent, 59 percent, and 54 percent, respectively. TAA nonparticipants were less likely than participants to enroll in this type of training; they were also less likely to enroll in two-year community college programs and more likely to report an unspecified course.
- **Among TAA participants, types of training varied depending on whether the main program was funded by TAA (Table 19)**. TAA-funded training was more common for a skill or occupation (78 percent versus 59 percent) or two-year community college program (10 percent versus 3 percent). Training not funded by TAA was more likely to be for a GED (13 percent versus 5 percent), ESL (7 percent versus 2 percent), or non-credit adult education (7 percent versus 2 percent).
- **Among both TAA participants and nonparticipants, most trainees received their training at a two-year college (Table 19)**. Fifty-seven percent of TAA participants whose main program was funded by TAA attended training at this location, as did 39 percent of TAA participants with a main program funded by other sources and 33 percent of TAA nonparticipants.
- **Locations of training differed among TAA participants depending on whether the training was funded by TAA (Table 19)**. Those whose main programs were funded by TAA were more likely than those whose main programs were not funded by TAA to go to two-year colleges (57 versus 39 percent) or vocational training centers (21 versus 14 percent), whereas those with main programs funded through other sources were more likely to go to an adult high school or night school (12 versus 5 percent), One-Stop Career Center (9 versus one percent), or private companies (8 versus 5 percent).
- **Compared to other programs, TAA-funded programs tended to be more expensive but TAA-funded trainees paid slightly less out of pocket than other trainees (Table 20)**. Among TAA participant trainees, the total cost of all programs ranged from an average of $9,000 for TAA-funded programs to $6,500 for programs funded through other sources. For those whose main programs were funded by TAA, the participant paid less than one percent of the costs of the main training program while TAA paid 88 percent (with other sources covering the remaining 11 percent). Among TAA participants whose main programs were not funded by TAA, the participant paid nearly 3 percent of the cost of the main program while sources other than TAA paid the rest. TAA nonparticipants enrolled in less expensive training programs ($4,100 on average) and paid a larger proportion of the cost of their main programs themselves (38 percent).

Profiles of Trainees and Non-Trainees

- **Among TAA participants, trainees were more likely than non-trainees to have received most types of WIA-related services and HCTC (Table 21).** Among nonparticipants, trainees generally receive WIA-related services at no greater rates than non-trainees, except for job referrals (43 percent versus 33 percent).
- **TAA participants who enrolled in any training following the job separation were somewhat different from those who did not enroll in training (Table 22)**. Those enrolled in training were somewhat more likely to be female, were younger, were more likely to belong to a union, were less likely to speak English at home, had shorter job tenure, worked longer hours per week, were less likely to expect recall, had slightly more jobs in the prior three years, and had higher earnings in the year prior to the job loss. They were slightly less likely to be in Region 3 (covering the Southeast) or Region 5 (covering the Midwest).
- **The most common reason that TAA participants gave for not enrolling in training was that they were not interested (45 percent), though a sizeable proportion said that they got a job (20 percent) (Table 23)**. In contrast, TAA nonparticipants were most likely to explain that they got a job (42 percent), though many also reported they were not interested in training (29 percent). These differences between TAA participants and nonparticipants are statistically significant.
- **A small proportion of TAA eligible workers cited barriers to enrollment as a reason for not enrolling (Table 23)**. TAA participants and nonparticipants both cited cost as a reason for not enrolling (7 percent and 8 percent, respectively). Some workers in both groups said that suitable training was not available (13 percent and 11 percent, respectively) or thought they were not eligible for either training or TAA (5 percent and 7 percent in total, respectively, not shown).

Subgroup Findings

- **Among TAA participants, training enrollment varied by gender, age, language, wage, notification, and expectation of recall (Tables B.5-B.6)**. After regression adjustment, females, those not speaking English at home, and those earning higher wages were more likely to enroll in training. Training enrollment rates declined with age. Those who were notified about TAA through Rapid Response or an orientation or who knew about TAA subsidized training were more likely to enroll, whereas those who expected recall to their employers were less likely to enroll. Training enrollment did not differ between race and ethnicity subgroups or by union status after regression adjustment.
- **Among TAA participants, females and those speaking a language other than English at home were less likely to train for a skill or occupation (Tables B.5-B.6)**. After regression adjustment, rates of training for a skill or occupation did not differ by race and ethnicity, age, education, or wage subgroups.
- **Although rates of training enrollment among TAA participants did not vary by level of education, types and locations of training did differ among education subgroups (Table 24)**. Among TAA participant trainees whose main program was funded by TAA, high school dropouts were more likely than those with more education

to be enrolled in a GED program (43 percent) or ESL program (5 percent) and less likely to train for a skill or occupation (41 percent). They were also more likely to attend training at an adult high school or night school (24 percent). In contrast, those with a high school diploma or GED or an associate's degree or some college were more likely to enroll in two-year community college programs (11 percent of both groups) and attend training at a 2-year college (61 and 53 percent, respectively) or vocational training center (22 and 20 percent, respectively). Those with a Bachelor's degree or above were more likely to attend training at a vocational training center (26 percent) and slightly more likely to go to a community based organization (2 percent) or private company (1 percent).

- **Among TAA participants, reasons for not enrolling in training differed by age, language spoken, and expectation of recall (Figures 10-12).** TAA participants over age 60 were more likely to be uninterested in training and less likely to not enroll in training for financial reasons or because they found a job. Those speaking a language other than English at home were less likely to have a lack of interest and more likely to cite language problems as a reason for not enrolling in training. Those who expected recall were less likely to be uninterested in training and more likely to have found a job.

Table 18. Receipt of Training Within 12 Months Following the Determination of TAA Eligibility (Percentages Unless Noted)

	Mean of Sample	
	TAA Participants	TAA Nonparticipants
Received Any Training After Layoff	59.8***	14.0
Distribution of Receipt of Training Across States:		
25th percentile	51.5	7.2
Median	60.9	14.2
75th percentile	71.9	18.8
Number of Programs Enrolled in Since Layoff (Among Trainees)		
One	83.1	79.9
Two	11.3	13.7
Three or more	3.6	3.4
Duration of All Training Programs (Among Trainees)		
Weeks of training	30.2***	18.9
Distribution of weeks of training		
25th percentile	25.1	13.5
Median	30.0	18.5
75th percentile	33.6	24.5
Hours of training per week	23.9	20.7
Completed Any Program After Layoff (Among Trainees)	80.0	78.4
Still in Any Training (Among Trainees)	28.2***	8.0
Sample Size	**2,198**	**626**

Source: Mathematica TAA Baseline Survey administered 2008-2009.

Note: Data pertain to all survey respondents who were eligible for TAA. Training programs include any in which the respondent was enrolled during the 12 months following the determination of TAA eligibility.

*/**/*** Difference between TAA participants and TAA nonparticipants is statistically significant at the 0.10/0.05/0.01 level, two-tailed test.

TAA = Trade Adjustment Assistance.

Table 19. Characteristics of Training Received (Among Trainees)

	Percentage of Sample		
	TAA Participants		TAA Nonparticipants
	Main Program Funded by TAA	Main Program Funded by Other Source	Main Program
Received Any Training After Layoff in:			
Skill/occupation	78.4***	59.2	53.6***
Two-year program at community college	9.7***	3.1	0.6***
GED classes	5.2***	12.7	17.2
Non-credit adult education	2.0***	7.3	8.8
ESL	1.5**	6.8	7.2
Computer classes	0.9	0.9	0.6
Unspecified course/session	0.7**	5.1	6.0*
Graduate or professional program	0.4	1.0	1.5
Regular high school	0.4*	1.6	1.8
Four-year program at college or university	0.3	1.4	1.5
Don't know	0.5	1.0	1.4
Where Received Any Training After Layoff			
Community college/two-year college	56.9***	38.8	32.9***
Vocational training center	20.6**	13.6	19.9
Four-year college or university	6.0	4.6	2.9
Adult ed/community school/adult HS/night school	5.0**	12.1	12.0
Private company	5.1	8.1	9.0
Business school	2.9**	1.2	0.5***
State unemployment or employment office or One-Stop Career Center	1.4***	9.4	5.5
Community-based organization or other non-profit private agency	0.5*	2.7	3.1
Company	0.3**	4.4	5.3*
Government agency/military	0.2*	1.3	1.1
Online	0.2	0.3	1.6
Other	0.7	2.3	4.2
Don't Know	0.1	1.3	2.4
Sample Size	**1,034**	**421**	**114**

Source: Mathematica TAA Baseline Survey administered 2008-2009.

Note: Data pertain to all survey respondents who were eligible for TAA and were enrolled in any training after the UI claim date. Main program is the program of longest duration in which respondent was enrolled after the UI claim date. Programs are not necessarily new programs enrolled in after layoff.

*/**/*** Difference between TAA participants whose main program was funded by TAA and by other sources, or between TAA participants and TAA nonparticipants, is significantly different from zero at the 0.10/0.05/0.01 level, two-tailed test.

ESL = English as Second Language; GED = General Equivalency Diploma; HS = high school; TAA = Trade Adjustment Assistance; UI = Unemployment Insurance.

Table 20. Costs of Training Received (Among Trainees)

	Mean of Sample		
	TAA Participants		TAA Nonparticipants
	Main Program Funded by TAA	Main Program Funded by Other Source	Main Program
Cost of All Programs ($)	9,016	6,472**	4,099**
Distribution of Cost of All Programs ($)			
25th percentile	3,000	80	60
Median	6,500	3,000	500
75th percentile	11,500	7,200	4,000
Percentage of Cost Of Main Programs Paid by:			
Self	0.7	2.7*	38.3***
TAA Program	88.3	0.0***	0.0***
Other sources	11.0	97.3***	61.7***
Sample Size	**972**	**398**	**98**

Source: Mathematica TAA Baseline Survey administered 2008-2009.

Note: Data pertain to all survey respondents who were eligible for TAA and were enrolled in any training after the UI claim date. Main program is the program of longest duration in which respondent was enrolled after the UI claim date. Programs are not necessarily new programs enrolled in after layoff.

*/**/*** Difference between TAA participants whose main program was funded by TAA and by other sources, or between TAA participants and TAA nonparticipants, is significantly different from zero at the 0.10/0.05/0.01 level, two-tailed test.

TAA = Trade Adjustment Assistance; UI = Unemployment Insurance.

Table 21. Other Services Received After Layoff by Trainees and Non-Trainees

	Percentage of Sample			
	TAA Participants		TAA Nonparticipants	
	Trainees	Non-Trainees	Trainees	Non-Trainees
HCTC	23.6***	22.8	0.0	0.0
Information on Education or Job Training Programs	86.8***	70.2	57.2	51.1
Assistance Searching for Work	71.7***	65.0	52.2	46.0
Labor Market Information About What Occupations Are In Demand In Area	70.4***	57.3	43.2	39.7
Information on How to Change Careers	68.0***	57.6	48.0	38.3
Help with Resume	63.5***	52.4	44.1	34.8
Tests to See What Jobs Qualified/Suited For	62.9***	43.8	30.8	28.7
Referrals to Jobs or Employers	55.2***	53.1	42.9*	33.1
Counseling on Whether Training Is Appropriate	41.9***	26.9	17.1	12.5
Counseling to Select a Training Program	40.6***	19.4	11.7	9.7
Job Search Allowances	1.9*	1.2	1.9	0.7
Supplemental Assistance	25.3***	2.0	4.2*	0.4
Relocation Allowances	0.5	0.4	0.0	0.3
Sample Size	**1,490**	**731**	**114**	**515**

Source: Mathematica TAA Baseline Survey administered 2008-2009.

Note: Data pertain to all survey respondents who were eligible for TAA and were enrolled in any training after the UI claim date.

*/**/*** Difference between trainees and non-trainees is significantly different from zero at the 0.10/0.05/0.01 level, two-tailed test.

TAA = Trade Adjustment Assistance; HCTC = Health Coverage tax Credit.

Table 22. Characteristics of Training Recipients and Samples of Other Workers (Percentages Unless Noted)

	Mean of Sample	
	TAA Participant Trainees	TAA Participant Non-Trainees
Demographic Characteristics		
Female	53.5***	48.1
Race/Ethnicity		
White Non-Hispanic	62.7	70.1
Black Non-Hispanic	21.2	19.0
Hispanic	9.4	6.3
Other Race	6.7	4.6
Age (Years)		
< = 40	30.1***	15.4
41 – 50	33.2	24.4
51 – 60	29.0	33.6
61 +	7.6***	26.6
Mean age	46.1***	52.5
Education		
Less than High School	15.1	19.2
High School Diploma or GED	62.0	58.8
Associate's Degree or Some College	17.3	16.2
Bachelor's Degree or Above	5.5*	5.8
Married	60.4	59.2
Self-Rated Health Status Is Poor	2.9	3.9
Does Not Speak English at Home	13.3**	9.4
Professional Background Related to Trade-Affected Employment		
Union	32.2**	28.8
Covered by Health Insurance During Year Prior to Job Loss	92.4**	90.6
Employer Size (Number of Employees)	506.2	384.4
Job Tenure (Years)	12.3*	14.6
Number of Hours Worked Per Week	44.9*	43.9
Hourly Earnings		
< = $6.60	5.5	7.0
$6.61 - $9.90	17.6	22.3
$9.91 - $12.90	27.5**	30.8
$12.91 - $15.90	24.1	18.7
$15.91 - $19.90	14.3*	12.4
$19.91 +	11.0	8.8
Reason Stopped Working		
Laid off	98.6**	97.5
Quit	0.2	0.4
Retired	0.5**	0.6
Fired	0.1*	0.6
Other	0.6	0.9
Expected to Be Recalled to Employer	10.0***	13.0
Actually Recalled to Employer	7.4***	9.6
Number of Jobs in Prior 3 Years	1.3	1.2

Table 22 *(continued)*

	Mean of Sample	
	TAA Participant Trainees	TAA Participant Non-Trainees
Total Earnings in Year Prior to Job Loss ($)	28,607**	27,545
Local Area Characteristics		
Average Unemployment Rate in Year of Job Loss[a]	5.4	5.4
Percentage of Workers in Manufacturing[b]	13.7	14.3
USDOL Region		
1	8.3	8.8
2	13.9	14.6
3	38.4***	44.1
4	9.7	3.6
5	22.9**	25.5
6	6.9	3.4
Sample Size	**1,493**	**732**

Source: Mathematica TAA Baseline Survey administered 2008-2009.

Note: Data pertain to all TAA participants. Local area characteristics were measured at the county level and matched to workers using the county of their zip code or the majority county if a zip code crossed county boundaries.

[a]Bureau of Labor Statistics, 2003-2006.

[b]Bureau of Economic Analysis, 2005.

*/**/*** Difference between TAA participants and TAA nonparticipants is statistically significant at the 0.10/0.05/0.01 level, two-tailed test.

TAA = Trade Adjustment Assistance; USDOL = United States Department of Labor.

Table 23. All Reasons Why Did Not Participate in Training After Layoff

	Percentage of Sample	
	TAA Participants	TAA Nonparticipants
Not Interested	45.4***	28.6
Got a Job	20.3***	41.8
Suitable Training Not Available	12.8	10.7
Financial Reasons	6.6	8.1
Looking For Job on Own	4.8**	2.4
Family Issues	4.4	2.6
Didn't Think I Was Eligible for Training	4.1	5.7
Health Issues	3.3	2.6
Already Had Degree/Skills/Training	3.2*	1.5
Language Barrier/Literacy Problems	1.5	0.8
Transportation Problems	1.1	1.1
Didn't Think I Was Eligible for TAA/TRA	1.1	1.0
Expect To Be Called Back	0.5	0.2
Other	2.1*	0.9
Sample Size	**673**	**498**

Source: Mathematica TAA Baseline Survey administered 2008-2009.

Note: Data pertain to all survey respondents who were eligible for TAA and did not enroll in any training after the UI claim date.

*/**/*** Difference between TAA participants and TAA nonparticipants is statistically significant at the 0.10/0.05/0.01 level, two-tailed test.

TAA = Trade Adjustment Assistance; TRA = Trade Readjustment Allowance; UI = Unemployment Insurance.

Table 24. Characteristics of TAA-Funded Training Received Among Recipients of TAA-Funded Training Education Subgroups

	Percentage of Sample			
	Education Less Than High School	High School Diploma or GED	Associate's Degree or Some College	Bachelor's Degree or Above
Received Any Training After Layoff in:				
Skill/occupation	40.7	82.8	84.7	87.3†††
Two-year program at community college	2.1	11.1	10.7	5.6†††
GED classes	43.0	0.4	0.3	0.0†††
Non-credit adult education	4.2	1.9	0.8	2.4†
ESL	4.9	0.8	0.7	0.0†††
Computer classes	2.4	0.7	0.3	1.7
Unspecified course/session	0.0	1.0	0.3	0.0
Graduate or professional program	0.5	0.1	1.5	1.5
Regular high school	1.5	0.4	0.0	0.0
Four-year program at college or university	0.0	0.4	0.5	0.0†
Don't know	0.7	0.3	0.3	1.5
Where Received Any Training After Layoff				
Community college/two-year college	43.4	61.4	52.9	43.2†††
Vocational training center	12.0	21.9	20.4	26.4†††
Four-year college or university	4.2	3.6	12.2	15.2
Adult ed/community school/adult HS/night school	23.5	3.0	1.5	2.7
Private company	7.9	4.1	7.2	3.8†††
Business school	4.8	2.8	2.2	1.1
State unemployment or employment office or One-Stop Career Center	2.5	1.4	0.3	4.0
Community-based organization or other nonprofit private agency	0.8	0.2	1.2	1.5††
Company	0.0	0.4	0.2	1.0†††
Government agency/military	0.4	0.3	0.0	0.0
Online	0.0	0.2	0.5	3.3
Other	0.0	0.5	1.4	1.2
Don't know	0.4	0.1	0.0	0.0
Sample Size	**120**	**643**	**212**	**53**

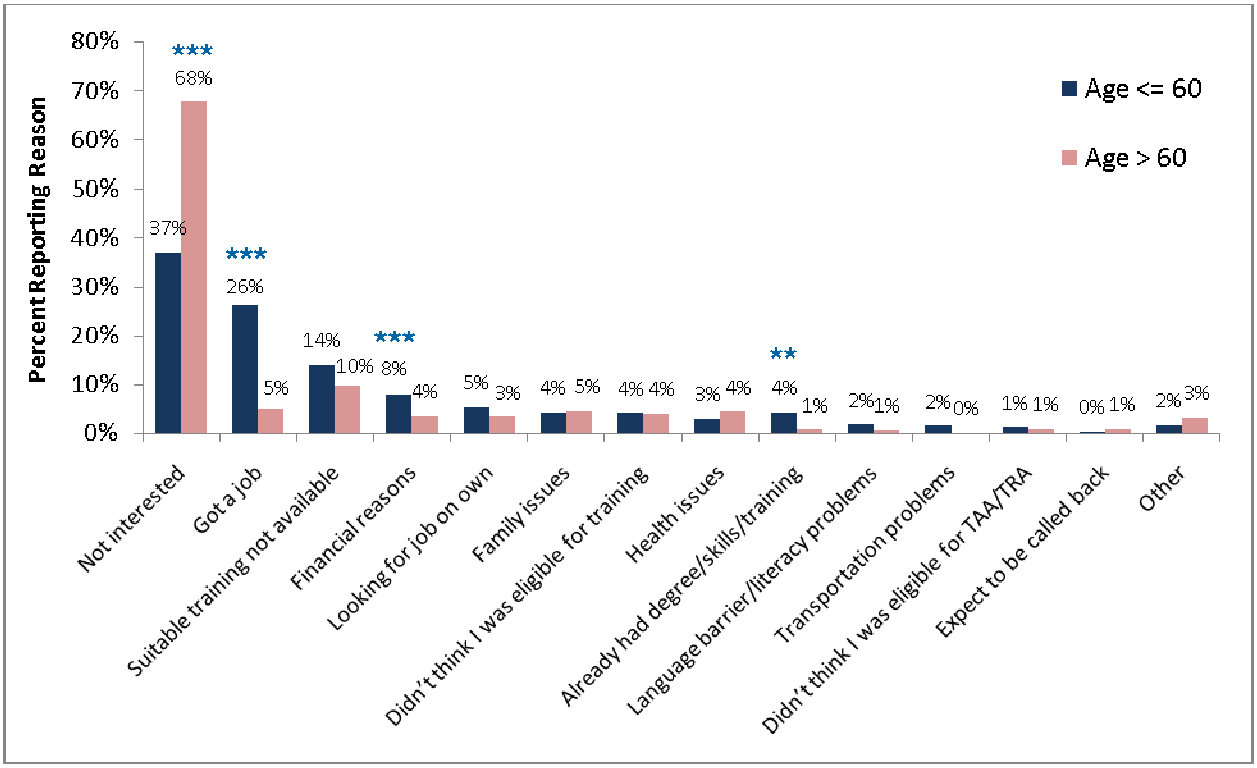
Source: Mathematica TAA Baseline Survey administered 2008-2009.

Note: Data pertain to all survey respondents who were TAA participants and were enrolled in any training after the UI claim date. Program described is the program of longest duration in which respondent was enrolled after the UI claim date, if the program was funded by TAA. Programs are not necessarily new programs enrolled in after layoff.

†/††/††† Differences across all subgroup levels are statistically significant at the 0.10/0.05/0.01 level.

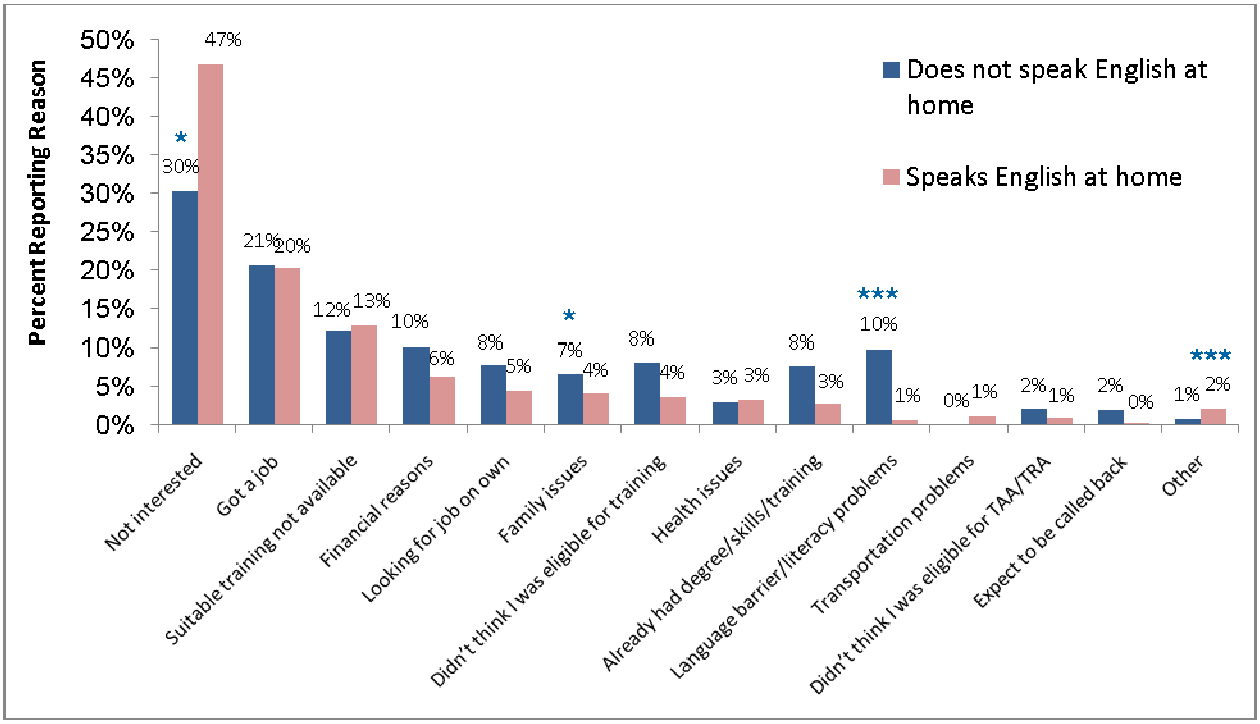
ESL = English as Second Language; GED = General Equivalency Diploma; HS = high school; TAA = Trade Adjustment Assistance; UI = Unemployment Insurance.

Figure 10. All Reasons Why Did Not Participate in Training After Layoff Among TAA Participants Age Subgroups



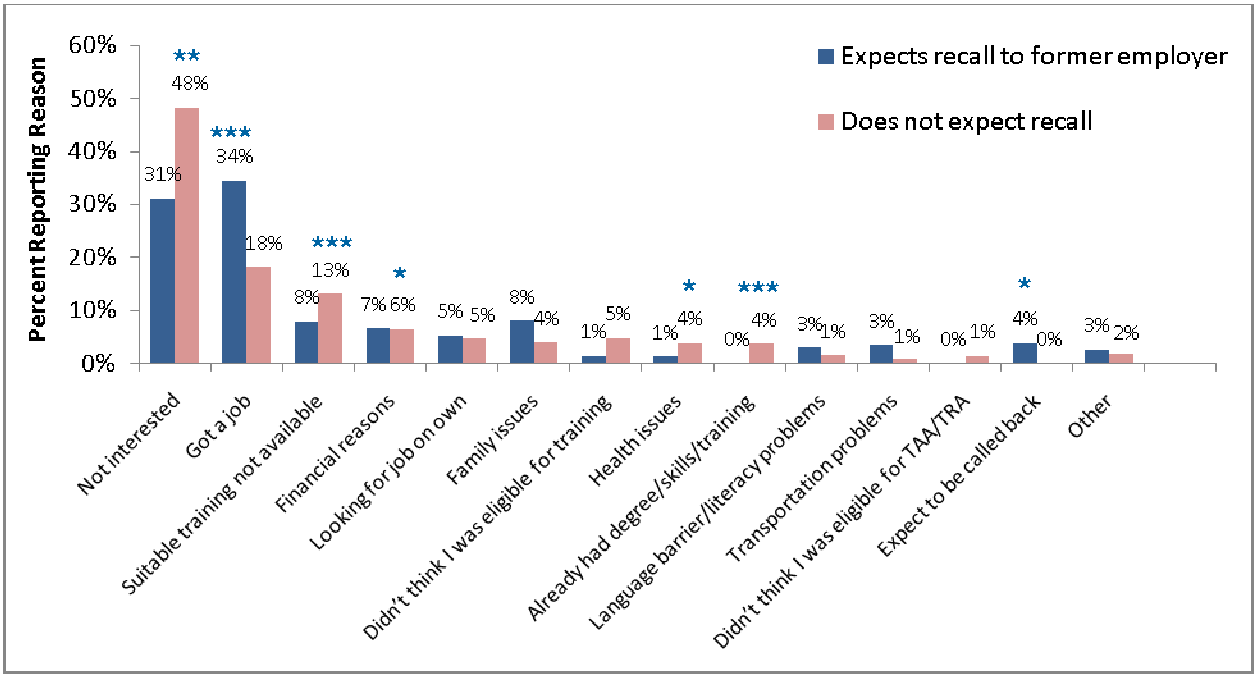
*/**/*** Differences between subgroups are significantly different from zero at the 0.01/0.05/0.10 level, two-tailed test. Sample sizes are 477 and 197, respectively.

Figure 11. All Reasons Why Did Not Participate in Training After Layoff among TAA Participant Language Subgroups



*/**/*** Differences between subgroups are significantly different from zero at the 0.01/0.05/0.10 level, two-tailed test. Sample sizes are 71 and 602, respectively.

Figure 12. All Reasons Why Did Not Participate in Training After Layoff among TAA Participant Expectation of Recall Subgroups



*/**/*** Differences between subgroups are significantly different from zero at the 0.01/0.05/0.10 level, two-tailed test. Sample sizes are 161 and 938, respectively.

VIII. SUMMARY AND CONCLUSIONS

In this section, we synthesize the results found above. We highlight some key findings that emerge that can help guide policymakers in assessing and improving the implementation of the TAA program. These issues may be of particular interest as the 2009 program amendments are put into practice.

Prior to the TAA eligibility expansion in the 2009 ARRA, the TAA program supported manufacturing workers who had suffered a trade-related job loss. These workers tended to differ from other displaced manufacturing workers. TAA eligible workers tended to be full-time workers with long-term employment at their previous job. On average, TAA eligible workers had been with their former employer for 13 years. They had relatively high-paying positions with generous employment benefits that typically included health insurance, paid vacations, paid holidays, and a retirement pension benefit. Most lost their position when their plant closed or moved, and few expected to be recalled. Unlike many layoffs in the manufacturing sector, most TAA eligible workers were faced with a permanent job loss.

The characteristics of the TAA eligible population highlight the challenges that these displaced workers faced as they tried to find new employment of similar quality. They had long tenure at their former employer and likely developed a specialized set of non-transferrable skills. The TAA eligible workers were also older and sometimes less educated than other workers looking for employment. The TAA program was designed to alleviate some of these challenges.

The services offered by the TAA program appealed to many eligible workers. We find that half of TAA eligible workers participated in the program. These workers cited training as a key reason for participation. Interest in training greatly exceeded interest in receiving TRA benefits, particularly among younger workers. Among eligible workers that did not participate, the main explanation was that the nonparticipants had found a job.

The 2002 Trade Act requires state outreach to eligible workers in two specific ways: through the provision of Rapid Response services after a TAA petition has been filed and sending letters to workers to notify them of their potential eligibility after a petition has been certified. In many respects, this outreach seems successful. More than 80 percent of participants and 65 percent of nonparticipants reported receiving Rapid Response services. A similar share of participants reported receiving a letter about their TAA eligibility. While most nonparticipants reported having knowledge about the TAA program, some reported not participating because they were not aware of the program or did not understand program eligibility rules.

The TAA program aims to help participants obtain rapid, suitable employment by delivering TAA services through One Stop Career Centers and thus facilitating linkages with other reemployment services such as WIA. Nearly all TAA participants (94 percent) received at least one reemployment service. Many reported taking advantage of a wide array of services including intensive counseling. TAA participants were significantly more likely than nonparticipants to use WIA-related services, although this should not be interpreted as a strict causal impact since TAA participation was voluntary. While we do not know the causal impact of the TAA program on WIA-related service receipt, there are certainly aspects of the TAA program that could encourage increased use of WIA-related services.

While many TAA participants took advantage of WIA-related reemployment services, the take-up rates of two key TAA benefits, HCTC and ATAA, were very low. This is consistent with an

earlier report on implementation of the 2002 TAA provisions (D'Amico et al. 2007). Participants and nonparticipants had less awareness of these benefits than about other TAA benefits. For participants with knowledge of the HCTC and ATAA benefits, the reasons for not taking up the benefits were varied. Among workers age 50 and over, some did not apply for ATAA because they were more interested in receiving training than a wage subsidy, and others could not find employment within the required timeframe. Many workers reported that they did not apply for HCTC because they already had coverage, mainly through their spouse's employer, and for others, the lack of affordable health insurance plans was a significant deterrent.

Consistent with their primary reason for participation, TAA participants received significantly more training than nonparticipants. In the first year of TAA eligibility, enrolled participants attended training for an average of 30 weeks and spent 24 hours per week in training. While 80 percent of enrolled participants had completed a training program, 28 percent were still enrolled. The most common type of training among TAA participants and nonparticipants was for a skill or occupation, although workers also enrolled in two-year community college programs and other general education classes (GED, ESL, and adult basic education).

There were some notable differences in service receipt depending on workers' demographic groups and program experiences. Females were more likely than males to participate in TAA, and among participants, they were more likely to receive HCTC and training. Older workers were more likely to participate in TAA than younger workers but were less likely to enroll in training, consistent with differences in these workers' reasons for applying for TAA. Workers with different levels of completed education selected different training programs; among trainees funded by TAA, high school dropouts were more likely to enroll in GED or ESL programs, while those with a high school diploma or some college were more likely to enroll in two-year community college programs. In addition, workers who were notified about TAA through Rapid Response services, a state letter, or an orientation were more likely to know about available TAA services and receive WIA-related employment services.

Current program entrants face an updated set of rules introduced through the 2009 ARRA. As ARRA expands eligibility for TAA and increases the accessibility and flexibility of benefits, it may lead to greater rates of service receipt among eligible workers. Furthermore, media attention devoted to these changes may itself affect participation through heightened awareness of the program. Findings from this report suggest that the changes to HCTC and ATAA in particular may lead to increases in rates of application for these benefits. For instance, some workers (covered under prior amendments) reported they did not apply for HCTC because health insurance would still be too expensive even with the tax credit covering 65 percent of the cost of premiums. The expansion of HCTC to cover 80 percent of premiums may make the program attractive to these types of workers. Changes to ATAA (now RTAA) may also address issues that discouraged some workers from applying for the benefit. We found that some workers did not apply for ATAA because they could not meet the application deadline or find a job; RTAA's elimination of a deadline for finding qualified employment and increased allowable earnings for such employment may make RTAA appealing to workers like these. Likewise, allowing RTAA participants to enroll in training may encourage RTAA application among workers who, like some of those in our analysis, did not apply because they were interested in training.

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APPENDIX A

Table A.1. Standard Errors and Item Response Rates for Selected Measures

Measure	Standard Error		Percent Responding to Survey Question Among Those Asked	
	TAA Participants	TAA Nonparticipants	TAA Participants	TAA Nonparticipants
TAA Participant[a]	0.41		100.0	
Received Any WIA Services	0.22	0.42	100.0	100.0
Received ATAA[b]	0.50	n.a.	100.0	n.a.
Received HCTC	0.37	n.a.	98.0	n.a.
Received Rapid Response Services	0.38	0.47	100.0	100.0
Received Letter from State	0.41	0.49	99.9	99.2
Attended TAA Orientation	0.41	0.50	99.3	86.2
Knew That TAA Provides Subsidized Training	0.29	0.48	100.0	99.4
Enrolled in Any Training[c]	0.49	0.36	98.7	99.1
Received Training for Skill or Occupation (Among Training Recipients)[d]	0.46	0.50	100.0	100.0
Completed Any Training (Among Training Recipients)[c]	0.39	0.42	75.8	93.8
Still Enrolled in Any Training at Time of Survey (Among Training Recipients)[c]	0.45	0.28	61.1	100.0

Source: MPR TAA Baseline Survey administered 2008-2009.

Note: Data pertain to all survey respondents who were eligible for TAA.

n.a. = Not applicable

[a]Standard error calculated among all TAA eligible workers.

[b]Standard error calculated among workers aged 50 and over.

[c]Measure covers the 12 months following TAA eligibility.

[d]Measure is for main training program attended between TAA eligibility and baseline survey date.

ATAA = Alternative Trade Adjustment Assistance; HCTC = Health Care Tax Credit; TAA = Trade Adjustment Assistance; WIA = Workforce Investment Act.

APPENDIX B

Table B.1. Unadjusted Means of Key Service Receipt Measures, by Subgroup

	Percentage of Sample				
	TAA Participant	Received Any WIA Services		Received ATAA (Among Those with Knowledge of Benefit)[a]	Received HCTC (Among those with Knowledge of Benefit)
	TAA Eligibles	TAA Participants	TAA Nonparticipants	TAA Participants	TAA Participants
Female	56.6***	93.0	70.5	7.9	24.9
Male	45.0	94.7	74.2	5.1	21.8
Race/Ethnicity					
White Non-Hispanic	50.7†	95.5†††	74.3	5.8†††	27.1†††
Black Non-Hispanic	54.6	91.5	71.4	12.0	13.1
Hispanic	40.5	88.2	63.5	1.7	20.3
Other race	49.6	90.7	76.3	1.4	18.8
Age (Years)					
< = 40	46.4	95.7†††	74.1	n.a.	10.3†††
41 – 50	50.4	96.4	72.6	n.a.	18.6
51 – 60	51.2	92.8	73.5	8.1	29.6
61 +	56.2	87.7	67.6	4.3	41.0
Education					
Less than high school	49.5†††	91.0	70.0†	7.6†††	25.9
High school diploma or GED	52.9	94.9	69.6	7.4	21.7
Associate's degree or some college	49.4	93.5	79.8	5.3	25.3
Bachelor's degree or above	36.0	96.4	83.3	0.9	32.3
Married	50.5	94.0	75.2	7.2	23.8
Not married	50.2	93.7	69.5	4.9	22.9
Self-reported health poor	49.9	90.4	54.3	4.1	33.2
Self-reported health not poor	50.3	94.0	73.3	6.6	23.1
Speak language other than English at home	45.1	90.1††	64.2	4.0	18.0
Speak English at home	51.1	94.4	74.2	6.7	23.9
Union member	47.8	93.2	68.0	8.4	17.1***
Not union member	51.6	94.2	75.1	5.5	26.2

Table B.1 *(continued)*

	Percentage of Sample				
	TAA Participant	Received Any WIA Services		Received ATAA (Among Those with Knowledge of Benefit)[a]	Received HCTC (Among those with Knowledge of Benefit)
	TAA Eligibles	TAA Participants	TAA Nonparticipants	TAA Participants	TAA Participants
Covered by health insurance prior to job loss	52.5***	94.0	74.2	6.6	n.a.
Not covered by health insurance prior to job loss	34.7	93.2	64.2	4.8	n.a.
Trade-Affected Employer Size (Number of Employees)					
< 25	54.0	94.0	62.8	4.8	20.4
25 –100	54.2	94.4	79.2	3.3	21.6
100 –500	49.7	94.0	73.4	7.4	24.4
500 +	45.9	93.2	70.4	8.2	24.6
Base Period Wage for UI Claim					
<$ 14,625	35.3†††	96.2†††	54.6†††	0.0†††	10.2†††
$ 14,625 –$ 20,921	56.2	90.0	80.8	8.8	15.3
$ 20,922 –$ 29,520	59.8	93.5	85.4	6.9	26.7
$ 29,521 –$ 42,437	54.1	93.7	65.0	4.8	22.7
$ 42,437 –$ 57,394	48.9	97.4	71.0	8.3	27.9
$ 57,394 +	32.9	94.7	80.7	6.2	31.7
Job loss due to plant moving or closing	56.2***	94.0	82.4***	5.4	22.9
Job loss due to other reason	38.8	93.4	59.2	10.4	24.9
Expect to be recalled to employer	34.0***	90.0	62.2***	8.3	24.6
Do not expect to be recalled to employer	55.2	94.2	80.8	5.3	23.6
Received Rapid Response services	56.2***	95.1***	54.9***	5.8	23.4
Did not receive Rapid Response services	33.2	87.9	49.6	11.5	23.5
Received TAA Letter from state	58.8***	96.0***	80.7***	5.8	23.8
Did not receive TAA Letter from state	32.3	85.4	61.8	9.9	21.2
Attended TAA orientation	67.3***	96.7***	88.8***	7.7***	22.9
Did not attend TAA orientation	31.0	83.8	61.9	1.6	25.7
Knew TAA offers subsidized training	60.5***	95.7***	81.6***	6.6	23.5
Did not know TAA offers subsidized training	20.0	76.7	59.2	4.7	21.6

Table B.1 *(continued)*

	Percentage of Sample				
	TAA Participant	Received Any WIA Services		Received ATAA (Among Those with Knowledge of Benefit)[a]	Received HCTC (Among those with Knowledge of Benefit)
	TAA Eligibles	TAA Participants	TAA Nonparticipants	TAA Participants	TAA Participants
USDOL Region					
1	55.8†††	90.4††	81.2†	5.6	29.8†††
2	49.3	97.3	63.2	11.8	28.2
3	59.7	92.7	80.4	5.4	25.9
4	37.5	93.0	77.4	4.0	16.3
5	46.3	95.2	66.5	5.5	15.2
6	35.7	94.1	71.5	8.6	24.3
Sample size	**2,860**	**2,228**	**631**	**641**	**1,264**

Source: Mathematica TAA Baseline Survey administered 2008-2009.

Note: Data pertain to all survey respondents who were eligible for TAA.

[a] Among those ages 50 and older.

*/**/*** Subgroup is significantly different from others at the 0.10/0.05/0.01 level, two-tailed test.

†/††/††† Differences across all subgroup levels are statistically significant at the 0.10/0.05/0.01 level.

ATAA = Alternative Trade Adjustment Assistance; GED = General Equivalency Diploma; HCTC = Health Coverage Tax Credit; TAA = Trade Adjustment Assistance; WIA = Workforce Investment Act; USDOL = United States Department of Labor; n.a. = Not applicable.

Table B.2. Regression Adjusted Means of Key Service Receipt Measures, by Subgroup

	Percentage of Sample				
	TAA Participant	Received Any WIA Services		Received ATAA (Among Those with Knowledge of Benefit)[a]	Received HCTC (Among Those with Knowledge of Benefit)
	TAA Eligibles	TAA Participants	TAA Nonparticipants	TAA Participants	TAA Participants
Female	66.9***	97.0	82.0*	1.6	23.0*
Male	57.3	97.7	89.5	1.1	17.8
Race/Ethnicity					
White Non-Hispanic	62.3	97.9††	88.1	1.6†††	23.4†††
Black Non-Hispanic	59.2	95.2***	76.2*	4.7**	9.0***
Hispanic	56.5	96.3	87.1	0.2	22.5
Other race	69.7	96.4	90.4	0.2**	21.1
Age (Years)					
< = 40	56.8	98.2†††	90.5	n.a.	9.3†††
41 – 50	62.5	98.3	82.9	n.a.	16.5**
51 – 60	63.2	96.4**	89.0	1.7	28.6***
61 +	67.9**	94.1***	78.5*	0.7*	36.9***
Education					
Less than high school	60.6†	97.0	88.6	2.1	25.7
High school diploma or GED	64.6	97.5	84.7	1.6	19.4
Associate's degree or some college	60.8	96.7	89.1	1.2	19.6
Bachelor's degree or above	49.2	98.5	89.8	0.1**	24.0
Married	61.8	97.5	87.2	1.9**	19.2
Not married	62.9	97.1	86.3	0.6	22.5
Self-reported health poor	66.8	96.2	69.4	1.0	32.2
Self-reported health not poor	62.0	97.4	87.3	1.3	20.1
Speak language other than English at home	68.4	96.4	77.5	1.4	13.5
Speak English at home	61.1	97.5	88.1	1.3	21.4
Union member	62.8	96.5	86.7	1.3	15.3***
Not union member	61.9	97.7	87.0	1.3	23.0
Covered by health insurance prior to job loss	62.9*	97.4	87.0	1.3	n.a.
Not covered by health insurance prior to job loss	54.9	97.1	86.0	2.2	n.a.

Table B.2 *(continued)*

	Percentage of Sample				
	TAA Participant	Received Any WIA Services		Received ATAA (Among Those with Knowledge of Benefit)[a]	Received HCTC (Among Those with Knowledge of Benefit)
	TAA Eligibles	TAA Participants	TAA Nonparticipants	TAA Participants	TAA Participants
Trade-Affected Employer Size (Number of Employees)					
< 25	68.0	97.6	86.8	1.2	14.5
25 –100	66.1	97.8	85.6	0.7	20.0
100 –500	59.6	97.5	85.6	1.6	21.3
500 +	60.5	96.3	90.1	1.6	21.7
Base Period Wage for UI Claim					
<$ 14,625	57.6†††	99.6†	86.3	0.00†††	6.3†††
$ 14,625 –$ 20,921	65.6	95.5***	90.3	3.3***	11.1
$ 20,922 –$ 29,520	68.0*	97.4**	90.6	3.0***	22.2***
$ 29,521 –$ 42,437	65.9	96.1***	80.5	1.3***	22.9***
$ 42,437 –$ 57,394	58.2	98.1*	78.6	3.1***	27.1***
$ 57,394 +	41.2**	97.3**	92.2	4.9***	24.8***
Job loss due to plant moving or closing	63.1	97.4	89.3**	1.3	20.0
Job loss due to other reason	59.5	97.2	79.1	1.2	21.5
Expect to be recalled to employer	53.0**	95.4*	86.9	1.5	27.7
Do not expect to be recalled to employer	63.3	97.5	86.9	1.3	19.7
Received Rapid Response services	61.9	97.6*	88.8*	1.1*	20.5
Did not receive Rapid Response services	63.4	95.8	79.6	2.6	19.9
Received TAA Letter from state	62.8	97.9***	87.9	1.7	20.7
Did not receive TAA Letter from state	60.2	93.9	84.4	0.5	18.8
Attended TAA orientation	70.0***	98.0***	93.0***	0.66***	20.8
Did not attend TAA orientation	38.5	92.8	77.0	0.14	18.2
Knew TAA offers subsidized training	64.5***	97.5**	88.5	1.4	20.3
Did not know TAA offers subsidized training	42.7	95.5	80.5	0.2	23.5

Table B.2 *(continued)*

	Percentage of Sample				
	TAA Participant	Received Any WIA Services		Received ATAA (Among Those with Knowledge of Benefit)[a]	Received HCTC (Among Those with Knowledge of Benefit)
	TAA Eligibles	TAA Participants	TAA Nonparticipants	TAA Participants	TAA Participants
USDOL Region					
1	62.7†††	97.5	88.7	2.1†††	29.5†††
2	60.7	98.3	73.8	2.0	24.7
3	70.1	96.1	89.7	1.0	24.9
4	39.4***	96.9	83.2	1.1	16.9
5	64.8	97.5	87.6	0.8	12.2***
6	51.3*	98.6	87.9	0.5	22.6
Sample size	**2,567**	**2,073**	**494**	**604**	**1,198**

Source: Mathematica TAA Baseline Survey administered 2008-2009.

Note: Data pertain to all survey respondents who were eligible for TAA.

*/**/*** Subgroup is significantly different from others at the 0.10/0.05/0.01 level, two-tailed test.

†/††/††† Differences across all subgroup levels are statistically significant at the 0.10/0.05/0.01 level.

ATAA = Alternative Trade Adjustment Assistance; GED = General Equivalency Diploma; HCTC = Health Coverage Tax Credit; TAA = Trade Adjustment Assistance; WIA = Workforce Investment Act; USDOL = United States Department of Labor; n.a. = Not applicable.

Table B.3. Unadjusted Means of Key Notification and Knowledge Measures, by Subgroup

	Percentage of Sample							
	Received Rapid Response Services		Received Letter from State		Attended TAA Orientation		Knew About Subsidized Training	
	TAA Participants	TAA Nonparticipants	TAA Participants	TAA Nonparticipants	TAA Participants	TAA Nonparticipants	TAA Participants	TAA Nonparticipants
Female	81.1**	63.4	80.5	55.6	77.8	40.9	89.6	54.4*
Male	85.2	67.1	79.2	57.9	80.4	47.8	90.8	63.5
Race/Ethnicity								
White Non-Hispanic	84.0†††	65.4	79.9†††	60.2††	78.2†††	46.6	92.9†††	65.1†††
Black Non-Hispanic	85.5	66.4	84.6	58.5	84.5	47.6	88.6	51.8
Hispanic	74.3	56.6	73.7	39.2	71.3	31.3	78.4	40.4
Other race	74.9	72.2	71.7	56.5	76.3	50.1	83.8	55.2
Age (Years)								
< = 40	80.1	59.0	76.6	54.4	81.7†††	40.1	92.6†††	51.9
41 – 50	85.2	71.7	82.1	55.8	81.8	43.2	91.7	58.3
51 – 60	85.1	67.8	80.4	61.7	78.0	51.0	90.2	67.0
61 +	79.6	60.7	79.5	54.5	71.1	46.9	83.8	65.7
Education								
Less than high school	78.3††	68.9†	79.2††	56.7	73.5	47.2	81.7†††	53.8
High school diploma or GED	84.5	60.8	81.4	53.5	80.3	42.7	91.8	60.5
Associate's degree or some college	85.9	72.5	80.6	66.1	80.0	49.8	94.3	66.9
Bachelor's degree or above	76.8	75.3	66.8	66.4	81.6	51.2	92.1	59.8
Married	84.1	68.7	78.8	61.1*	79.6	46.7	90.4	67.6***
Not married	81.7	61.5	81.5	51.3	78.4	42.7	89.8	48.7
Self-reported health poor	86.0	57.3	79.7	68.5	79.5	33.9	89.1	58.3
Self-reported health not poor	83.1	65.8	80.0	56.6	79.3	45.5	90.3	59.7
Speak language other than English at home	76.3**	60.7	72.7***	41.1***	74.6**	34.5*	80.7	43.9
Speak English at home	84.0	66.4	80.9	59.7	79.7	46.8	91.4	62.5
Union member	84.8	65.6	77.6	51.9	82.7**	41.1	90.1	60.4
Not union member	82.5	65.4	81.0	60.1	77.4	47.5	90.4	59.7

Table B.3 *(continued)*

	Percentage of Sample							
	Received Rapid Response Services		Received Letter from State		Attended TAA Orientation		Knew About Subsidized Training	
	TAA Participants	TAA Nonparticipants	TAA Participants	TAA Nonparticipants	TAA Participants	TAA Nonparticipants	TAA Participants	TAA Nonparticipants
Covered by health insurance prior to job loss	83.7*	67.9**	80.1	59.7***	79.0	48.1***	90.7**	64.9***
Not covered by health insurance prior to job loss	77.8	52.1	79.1	42.5	81.1	26.7	84.6	31.7
Trade-Affected Employer Size (Number of Employees)								
< 25	74.9†††	42.4†††	74.4†	52.1	77.7	53.3	88.4	50.1
25 –100	79.5	68.5	77.4	57.0	78.8	49.9	88.6	56.1
100 –500	86.3	70.4	81.7	55.1	79.8	43.4	90.9	61.9
500 +	84.0	63.5	82.0	62.6	78.8	42.5	91.4	62.6
Base Period Wage for UI Claim								
<$ 14,625	74.7†††	35.6†††	77.1	35.3††	76.5†††	22.2†††	86.1†††	30.8†††
$ 14,625 –$ 20,921	83.8	71.1	78.4	65.4	76.6	43.2	85.4	57.3
$ 20,922 –$ 29,520	79.3	77.7	81.1	60.4	74.8	50.1	88.4	57.9
$ 29,521 –$ 42,437	85.8	63.9	81.5	60.0	81.6	48.0	92.1	63.8
$ 42,437 –$ 57,394	86.9	74.4	79.2	58.9	84.8	46.3	96.6	69.4
$ 57,394 +	88.0	69.0	77.3	60.1	83.1	54.9	92.0	76.3
Job loss due to plant moving or closing	88.5***	82.0***	81.2**	63.6***	80.0	48.1	90.1	66.3***
Job loss due to other reason	67.8	42.5	76.1	47.7	76.5	40.3	90.2	50.8
Expect to be recalled to employer	68.5***	43.1***	78.6	44.9**	75.7	31.8***	83.3***	51.1**
Do not expect to be recalled to employer	84.9	77.3	80.1	63.2	79.3	49.3	91.1	65.4

Table B.3 *(continued)*

	Percentage of Sample							
	Received Rapid Response Services		Received Letter from State		Attended TAA Orientation		Knew About Subsidized Training	
	TAA Participants	TAA Nonparticipants	TAA Participants	TAA Nonparticipants	TAA Participants	TAA Nonparticipants	TAA Participants	TAA Nonparticipants
USDOL Region								
1	76.4	69.9†††	66.6†††	63.5†††	73.2†††	49.2†††	84.8†††	65.7††
2	84.6	61.5	84.5	59.5	80.0	54.0	95.2	71.5
3	83.9	77.6	83.2	62.9	75.6	37.7	88.7	65.2
4	83.3	68.9	79.1	75.8	83.9	57.4	88.6	69.1
5	84.3	51.6	77.7	43.6	85.5	44.1	93.2	47.1
6	78.7	70.5	74.5	46.8	76.8	38.2	85.0	48.6
Sample size	**2,228**	**631**	**2,226**	**626**	**2,213**	**544**	**2,228**	**627**

Source: Mathematica TAA Baseline Survey administered 2008-2009.

Note: Data pertain to all survey respondents who were eligible for TAA.

*/**/*** Subgroup is significantly different from others at the 0.10/0.05/0.01 level, two-tailed test.

†/††/††† Differences across all subgroup levels are statistically significant at the 0.10/0.05/0.01 level.

GED = General Equivalency Diploma; TAA = Trade Adjustment Assistance; USDOL = United States Department of Labor.

Table B.4. Regression Adjusted Means of Key Notification and Knowledge Measures, by Subgroup

	Percentage of Sample							
	Received Rapid Response Services		Received Letter from State		Attended TAA Orientation		Knew About Subsidized Training	
	TAA Participants	TAA Nonparticipants	TAA Participants	TAA Nonparticipants	TAA Participants	TAA Nonparticipants	TAA Participants	TAA Nonparticipants
Female	84.7	76.2	80.8	65.7	81.2	44.4	93.6	67.4
Male	87.4	77.0	79.8	63.1	80.0	48.9	92.4	69.0
Race/Ethnicity								
White Non-Hispanic	87.1††	78.8	80.5	67.6	80.0†††	47.8	94.0	73.7††
Black Non-Hispanic	88.7	72.7	83.9	55.9*	87.9***	53.0	92.6	54.3***
Hispanic	80.8**	62.8	78.4	50.5	73.3	38.2	89.5*	56.4
Other race	78.3***	79.8	75.0*	66.2	76.5	43.1	89.4*	61.1
Age (Years)								
< = 40	85.6	76.4††	76.8	71.2	84.1†††	44.3	95.3†††	71.2
41 – 50	87.4	83.9	82.3**	62.2	83.2	47.1	93.7	66.3
51 – 60	86.0	74.7	80.4	64.4	78.0**	49.5	92.6	68.6
61 +	83.9	60.8*	81.0	52.0*	73.8***	46.3	87.1	66.4
Education								
Less than high school	84.5†	88.9††	80.1††	74.6	78.4	58.6	89.3†	73.3
High school diploma or GED	86.9	74.5***	81.3	59.6*	81.4	45.1	93.2**	70.5
Associate's degree or some college	86.6	76.4	81.2	65.6	79.4	44.2	95.0***	69.1
Bachelor's degree or above	77.6	65.9***	65.5***	68.4	81.6	46.4	92.9	49.5**
Married	86.7	76.1	79.5	68.7*	81.9*	48.2	93.6	72.4**
Not married	84.9	77.5	81.5	56.7	78.3	45.2	92.2	61.4
Self-reported health poor	88.6	56.4*	80.7	75.1	83.1	29.3*	92.3	60.9
Self-reported health not poor	85.9	77.3	80.3	63.7	80.5	47.8	93.1	68.7
Speak language other than English at home	85.8	65.9*	79.5	36.8***	77.6	35.4	90.6	55.3*
Speak English at home	86.1	78.3	80.5	68.8	81.1	49.1	93.4	70.6
Union member	86.6	78.5	77.7	58.6	81.3	40.7	91.2*	68.5
Not union member	85.8	75.8	81.4	66.4	80.3	49.9	93.8	68.3
Covered by health insurance prior to job loss	86.3	76.8	80.2	64.8	80.2	49.2**	93.1	71.2**
Not covered by health insurance prior to job loss	82.7	75.5	81.9	60.1	84.3	31.6	92.1	47.3

Table B.4 *(continued)*

	Percentage of Sample							
	Received Rapid Response Services		Received Letter from State		Attended TAA Orientation		Knew About Subsidized Training	
	TAA Participants	TAA Nonparticipants	TAA Participants	TAA Nonparticipants	TAA Participants	TAA Nonparticipants	TAA Participants	TAA Nonparticipants
Trade-Affected Employer Size (Number of Employees)								
< 25	78.0†††	58.0†	76.0	54.3	81.2	61.8	92.6	65.5
25 –100	82.9	80.3**	77.4	64.2	81.3	48.2	91.7	68.1
100 –500	88.3***	77.3**	81.6	62.2	81.0	45.0	93.4	69.3
500 +	87.2***	79.1**	82.4	72.6	78.4	43.7	93.9	67.9
Base Period Wage for UI Claim								
<$ 14,625	80.1†	43.4†††	77.3	52.3	80.0††	19.9††	0.9††	42.3††
$ 14,625 –$ 20,921	86.0	72.7***	77.1	66.1	76.6	43.1**	89.0	61.3*
$ 20,922 –$ 29,520	82.6	82.4***	81.4	68.6	75.8	53.9***	91.8	65.0**
$ 29,521 –$ 42,437	87.8**	78.9***	81.6	64.9	81.7	47.2***	93.2	72.2***
$ 42,437 –$ 57,394	88.0*	83.0***	80.7	65.5	85.9	49.7***	97.2**	74.5***
$ 57,394 +	89.3**	79.1***	79.8	62.3	85.8	58.1***	91.6	79.3***
Job loss due to plant moving or closing	89.8***	83.9	81.6**	68.0*	81.7**	48.2	93.1	72.1**
Job loss due to other reason	66.9	55.7	75.9	55.7	76.8	44.5	93.1	59.9
Expect to be recalled to employer	78.0***	53.8	80.5	53.7*	78.6	30.2***	86.2***	59.1
Do not expect to be recalled to employer	86.8	80.3	80.3	66.2	80.8	50.2	93.6	70.2
USDOL Region								
1	83.6	70.6	72.9††	72.8††	77.6†††	50.1†	93.3	74.2
2	88.3	71.2	84.0***	67.8	80.0	61.2	95.6	75.9
3	85.1	82.4	82.3***	62.8	74.6	33.8	90.5	71.1
4	89.1	76.5	81.9***	78.9	85.4**	58.4	92.3	74.1
5	86.3	69.9	79.0*	46.3*	85.5**	50.0	94.7	51.5
6	84.7	83.4	78.2	67.0	82.3	50.2	91.8	68.3
Sample size	**2,086**	**564**	**2,084**	**560**	**2,073**	**495**	**2,086**	**561**

Source: Mathematica TAA Baseline Survey administered 2008-2009.

Note: Data pertain to all survey respondents who were eligible for TAA.

*/**/*** Subgroup is significantly different from others at the 0.10/0.05/0.01 level, two-tailed test.

†/††/††† Differences across all subgroup levels are statistically significant at the 0.10/0.05/0.01 level.

GED = General Equivalency Diploma; TAA = Trade Adjustment Assistance; USDOL = United States Department of Labor.

Table B.5. Unadjusted Means of Key Training Measures, by Subgroup

	Percentage of Sample				
	Enrolled in Any Training		Received Training for Skill or Occupation (Among Enrollees)[a]	Completed Any Training (Among Enrollees)	Still Enrolled in Any Training at Time of Survey (Among Enrollees)
	TAA Participants	TAA Nonparticipants	Training Participants	Training Participants	Training Participants
Female	61.9*	19.0***	61.4***	76.5**	24.6
Male	57.5	10.7	74.7	83.2	24.2
Race/Ethnicity					
White Non-Hispanic	57.8	12.9	72.1†††	84.7†	25.1†††
Black Non-Hispanic	59.9	10.9	66.9	71.2	30.6
Hispanic	67.2	25.4	42.5	75.2	9.5
Other race	63.6	10.9	66.3	78.5	27.4
Age (Years)					
< = 40	72.2†††	16.0†††	69.5	76.6	27.7
41 – 50	67.1	15.1	70.7	81.5	24.1
51 – 60	55.2	14.3	63.9	79.4	23.0
61 +	32.1	5.1	59.7	84.6	17.2
Education					
Less than high school	55.1	16.2	23.3†††	71.5†††	23.0
High school diploma or GED	60.8	13.0	75.7	79.4	24.9
Associate's degree or some college	60.7	13.1	77.8	84.6	25.1
Bachelor's degree or above	58.9	16.7	84.8	93.6	22.9
Married	60.8	16.1*	68.5	83.9***	24.5
Not married	58.1	11.0	66.1	72.6	24.2
Self-reported health poor	52.0	21.1	61.2	62.7	28.1
Self-reported health not poor	60.0	13.8	68.0	80.2	24.2
Speak language other than English at home	69.0***	25.2**	49.8***	77.6	15.0***
Speak English at home	58.4	12.1	71.1	80.0	26.2
Union member	61.5	7.1***	72.9**	78.5	25.2
Not union member	59.1	17.7	65.4	80.0	24.1

Table B.5 *(continued)*

	Percentage of Sample				
	Enrolled in Any Training		Received Training for Skill or Occupation (Among Enrollees)[a]	Completed Any Training (Among Enrollees)	Still Enrolled in Any Training at Time of Survey (Among Enrollees)
	TAA Participants	TAA Nonparticipants	Training Participants	Training Participants	Training Participants
Covered by health insurance prior to job loss	59.8	14.9	69.2†††	80.1	24.9
Not covered by health insurance prior to job loss	58.7	9.5	51.8	74.3	19.4
Trade-Affected Employer Size (Number of Employees)					
< 25	56.2	11.5	51.5†††	83.5	27.3
25 –100	61.4	13.6	62.0	75.3	26.7
100 –500	57.9	11.3	70.5	80.7	24.1
500 +	63.6	20.2	73.7	79.8	21.8
Base Period Wage for UI Claim					
<$ 14,625	53.4†††	9.8†	59.8†††	76.9†††	20.7
$ 14,625 –$ 20,921	51.5	23.7	54.4	72.9	26.9
$ 20,922 –$ 29,520	58.2	16.1	60.8	76.8	21.2
$ 29,521 –$ 42,437	65.8	11.1	73.5	83.4	30.8
$ 42,437 –$ 57,394	64.3	9.1	80.2	79.6	21.8
$ 57,394 +	60.5	16.1	78.4	90.1	18.3
Job loss due to plant moving or closing	61.5**	15.2	65.5	81.0	25.4
Job loss due to other reason	54.8	12.3	73.5	75.9	21.6
Expect to be recalled to employer	49.2***	11.5	65.4	79.8	22.9
Do not expect to be recalled to employer	61.6	15.8	67.8	80.2	24.7
Received Rapid Response services	61.7***	15.2	68.5	80.7	25.7**
Did not receive Rapid Response services	49.9	11.7	63.1	74.9	18.0
Received TAA Letter from state	61.1**	18.3***	67.7	79.6	24.5
Did not receive TAA Letter from state	54.1	8.4	67.4	79.7	24.0
Attended TAA orientation	63.2***	16.8	68.9	79.6	27.4***
Did not attend TAA orientation	47.6	12.9	64.4	79.9	15.1

Table B.5 *(continued)*

	Percentage of Sample				
	Enrolled in Any Training		Received Training for Skill or Occupation (Among Enrollees)[a]	Completed Any Training (Among Enrollees)	Still Enrolled in Any Training at Time of Survey (Among Enrollees)
	TAA Participants	TAA Nonparticipants	Training Participants	Training Participants	Training Participants
Knew TAA offers subsidized training	61.9***	15.7	69.9***	80.2	25.2
Did not know TAA offers subsidized training	39.8	11.6	49.7	75.6	18.5
USDOL Region					
1	60.4†††	11.6††	61.5	80.1††	13.9†††
2	53.0	16.1	71.1	82.8	11.1
3	57.8	18.7	66.1	77.4	28.8
4	79.6	14.9	63.3	86.4	40.1
5	57.2	7.2	73.1	80.3	24.7
6	73.3	17.7	66.2	75.4	13.8
Sample size	**2,198**	**626**	**1,458**	**1,123**	**1,458**

Source: Mathematica TAA Baseline Survey administered 2008-2009.

Note: Data pertain to all survey respondents who were eligible for TAA.

[a]Pertains to the main training program following the UI claim date.

*/**/*** Subgroup is significantly different from others at the 0.10/0.05/0.01 level, two-tailed test.

†/††/††† Differences across all subgroup levels are statistically significant at the 0.10/0.05/0.01 level.

GED = General Equivalency Diploma; TAA = Trade Adjustment Assistance; USDOL = United States Department of Labor.

Table B.6. Regression Adjusted Means of Key Training Measures, by Subgroup

	Percentage of Sample				
	Enrolled in Any Training		Received Training for Skill or Occupation (Among Enrollees)[a]	Completed Any Training (Among Enrollees)	Still Enrolled in Any Training at Time of Survey (Among Enrollees)
	TAA Participants	TAA Nonparticipants	Training Participants	Training Participants	Training Participants
Female	67.2***	14.8**	67.0***	81.3	21.4
Male	58.2	8.5	77.6	85.1	23.2
Race/Ethnicity					
White Non-Hispanic	63.5	11.9	73.2	84.8††	23.9††
Black Non-Hispanic	62.9	8.8	73.3	72.7***	24.3
Hispanic	63.3	10.7	62.2	83.0	9.3***
Other race	59.8	6.6	72.7	84.6	26.1
Age (Years)					
< = 40	76.4†††	14.4	73.1	81.8	26.2
41 – 50	70.9*	13.3	75.9	82.9	21.4
51 – 60	57.4***	9.8	68.8	82.4	22.2
61 +	33.5***	4.3**	64.7	88.7	14.5**
Education					
Less than high school	66.3	11.0	26.5†††	75.5††	25.5
High school diploma or GED	62.6	12.2	78.4***	82.8*	21.7
Associate's degree or some college	61.5	9.1	77.7***	85.4**	20.6
Bachelor's degree or above	62.1	7.3	85.8***	92.3**	24.5
Married	64.8*	14.3***	73.3	85.3	22.4
Not married	60.0	6.4	70.1	78.8	21.9
Self-reported health poor	53.2	8.8	59.4	73.3	32.1
Self-reported health not poor	63.3	10.8	72.5	83.4	22.0
Speak language other than English at home	70.5*	26.4**	59.3**	81.5	19.4
Speak English at home	61.5	9.1	74.7	83.5	22.9
Union member	64.3	5.8**	70.8	81.6	24.4
Not union member	62.4	13.8	72.7	83.8	21.3

Table B.6 *(continued)*

	Percentage of Sample				
	Enrolled in Any Training		Received Training for Skill or Occupation (Among Enrollees)[a]	Completed Any Training (Among Enrollees)	Still Enrolled in Any Training at Time of Survey (Among Enrollees)
	TAA Participants	TAA Nonparticipants	Training Participants	Training Participants	Training Participants
Covered by health insurance prior to job loss	63.1	10.9	72.3	83.2	22.8
Not covered by health insurance prior to job loss	61.5	8.9	71.1	82.4	16.5
Trade-Affected Employer Size (Number of Employees)					
< 25	60.6	12.3	57.4†††	88.4†	22.6
25 –100	64.0	8.4	66.1	77.4**	25.0
100 –500	62.1	9.4	76.0***	83.3	21.9
500 +	65.1	15.9	76.1***	85.2	20.0
Base Period Wage for UI Claim					
<$ 14,625	57.1††	11.2	74.8	80.2	21.2
$ 14,625 –$ 20,921	52.6	17.2	68.7	78.5	24.0
$ 20,922 –$ 29,520	60.5	11.1	67.2	81.7	19.0
$ 29,521 –$ 42,437	66.6	9.6	72.5	87.7	27.3
$ 42,437 –$ 57,394	68.6*	6.6	79.4	81.7	22.2
$ 57,394 +	69.9*	12.3	72.6	84.0	15.0
Job loss due to plant moving or closing	63.6	10.7	71.1	84.1	22.7
Job loss due to other reason	61.1	10.5	75.6	79.6	20.5
Expect to be recalled to employer	53.1**	8.5	76.4	82.1	20.6
Do not expect to be recalled to employer	64.1	11.1	71.7	83.2	22.4
Received Rapid Response services	64.2*	11.4	72.1	83.4	22.2
Did not receive Rapid Response services	56.8	8.8	72.6	81.7	22.3
Received TAA Letter from state	63.6	12.5	71.3	83.4	21.7
Did not receive TAA Letter from state	60.4	7.3	75.6	82.0	24.6
Attended TAA orientation	64.9***	12.4	71.9	83.1	24.5***
Did not attend TAA orientation	55.2	9.2	73.4	83.3	14.2

Table B.6 *(continued)*

	Percentage of Sample				
	Enrolled in Any Training		Received Training for Skill or Occupation (Among Enrollees)[a]	Completed Any Training (Among Enrollees)	Still Enrolled in Any Training at Time of Survey (Among Enrollees)
	TAA Participants	TAA Nonparticipants	Training Participants	Training Participants	Training Participants
Knew TAA offers subsidized training	63.9**	10.2	72.5	83.0	22.2
Did not know TAA offers subsidized training	51.4	12.5	66.7	85.3	22.5
USDOL Region					
1	64.7†††	9.0†	72.6†††	84.4††	15.2†††
2	56.2	19.5	65.1	86.2	10.4
3	61.1	15.3	65.6	81.6	26.9
4	78.3***	8.5	76.4	89.3	39.8**
5	55.7*	5.9	72.9	83.7	22.1
6	75.8**	8.9	84.6	73.9	18.7
Sample size	**2,050**	**489**	**1,365**	**1,050**	**1,365**

Source: Mathematica TAA Baseline Survey administered 2008-2009.

Note: Data pertain to all survey respondents who were eligible for TAA.

[a]Pertains to the main training program following the UI claim date.

*/**/*** Subgroup is significantly different from others at the 0.10/0.05/0.01 level, two-tailed test.

†/††/††† Differences across all subgroup levels are statistically significant at the 0.10/0.05/0.01 level.

GED = General Equivalency Diploma; TAA = Trade Adjustment Assistance; USDOL = United States Department of Labor.

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