

FY 2023 ANNUAL REPORT

TRADE ADJUSTMENT ASSISTANCE FOR WORKERS PROGRAM



**United States Department of Labor
Employment and Training Administration**

ANNUAL REPORT ON THE TRADE ADJUSTMENT ASSISTANCE (TAA) FOR WORKERS PROGRAM

Since 1974, more than 5 million American workers have been served by the TAA Program. This has included autoworkers, steelworkers, paper machine operators, appliance manufacturers, and more recently, service sector workers – everything from programmers, to accountants, to call center operators. Workers from all 50 states, the Commonwealth of Puerto Rico, and the District of Columbia have received the benefits and services of the TAA Program. These workers live in large metropolitan areas, in some of the most rural towns in our nation, and everywhere in between. Many entered the TAA Program with no more than a high school diploma. Others had advanced degrees. All of them shared one thing in common - they were impacted by foreign trade and lost their jobs through no fault of their own.

On July 1, 2022, the termination provisions of sections 285(a) and 246(b) of the Trade Act of 1974 (as amended by section 406 of the Trade Adjustment Assistance Reauthorization Act of 2015, P.L. 114-27) went into effect. The Department ceased all investigations of pending petitions and its issuance of determinations. As a result, this report contains limited information on petitions, investigations, and determinations. This year, the Department has included descriptions of various effective practices in the areas of outreach and participant services, as well as activities implemented in various states. This report, among other things, summarizes data collected by the Department of Labor (the Department) on the TAA Program for the preceding Fiscal Year (FY) and includes supplemental data from FY 2019 through FY 2022.

Despite the TAA program's status, it remains in operation, with results that speak to the need for the program. Although the termination provisions limit TAA participant eligibility to workers who were covered by a petition certified before July 1, 2022 and who were laid off before that date, TAA has enrolled thousands of new participants who met those criteria through FY 2023, often deploying previously untried methods of outreach that showed significant results (for more on this, please see the Innovative & Effective State Practices section). In addition, the program is in receipt of petitions for workers laid off after July 1, 2022 that are being archived in anticipation of program reauthorization, and which represent tens of thousands of workers who may be considered for certification in the event of legislative action.

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EXECUTIVE SUMMARY

TAA FOR WORKERS:

TRANSITIONING WORKERS TO IN-DEMAND JOBS OF THE FUTURE

The TAA for Workers Program provides benefits and services to workers who are adversely affected by foreign trade. TAA includes resources and opportunities for trade-affected workers to obtain the skills, credentials, and income support necessary for successful reemployment. Any member of a worker group certified by the Department as trade-affected is potentially eligible to receive TAA Program benefits and services through a local American Job Center (AJC) established under the Workforce Innovation and Opportunity Act (referred to as One-Stop centers in WIOA). These benefits and services include employment and case management services, training, income support in the form of Trade Readjustment Allowances (TRA), job search allowances, and relocation allowances. The Reemployment TAA (RTAA) or Alternative TAA (ATAA) benefit is also available and provides wage supplements for eligible reemployed workers, age 50 and older, whose reemployment resulted in lower wages than those earned in their trade-affected employment. The Health Coverage Tax Credit (HCTC), previously available to certain adversely affected workers, expired on December 31, 2021, and has not been renewed.

In FY 2023 (October 1, 2022 – September 30, 2023), states and other parties continued to submit petitions to the Department even though no investigations could be conducted. During this timeframe, an additional 387 petitions were submitted, covering an estimated 71,481 workers. Petitions have continued to be submitted in FY 2024. As of April 8, 2024, the Department has received 669 petitions, covering an estimated 103,518 workers, that cannot be processed, and workers covered by petitions that would otherwise be approved cannot receive TAA benefits and services.

Performance results in FY 2023 have largely returned to pre-pandemic levels (as measured by FY 2019 performance). In FY 2023, approximately 76.7 percent of TAA participants obtained new employment within 6 months of exiting the program. Median Earnings reached historic high levels in FY 2023 with reported earnings nearly 23 percent higher than in FY 2019.

Wage replacement was also noteworthy for FY 2023, with post-participation earnings at 106.5 percent of pre-participation employment earnings – the highest in the history of the TAA Program. Even more impressive, wage replacement for TAA participants aged 30 or younger was at 132.8 percent. This means that, post-TAA participation, these workers earned 32.8 percent more than their pre-participation earnings. Similarly, TAA participants aged 30 through 39 and 40 through 49 also earned more after participating in TAA than in their pre-participation employment. With many highly skilled job openings left unfilled due to the lack of qualified applicants, the TAA Program and its combination of training benefits, income support, and services is an essential part of the workforce system providing vital assistance to help trade-affected workers obtain reemployment.

NOTE: Due to the termination provisions currently applicable to the TAA program, this report varies from previous years, as certain data is either unavailable or not relevant. Wherever possible, the Department has maintained consistent labeling of tables and figures used in previous years. However, there will be some “missing” tables and figures – notably those providing information on investigations, determinations, and other activities that have been suspended during termination. Where practical, data is provided with the context of previous years’ activities (2-5 years) to provide perspective on more recent performance.

SUCCESS STORIES



Kierson came to “The Workforce Connection”, an Illinois WorkNet Center and partner in the American Job Center network, after learning that he qualified for the TAA Program because he had become a dislocated Chrysler worker on June 10, 2012. At the time he entered the TAA program, Kierson was unemployed and not sure what his next step would be. After learning that he could attend training that would lead to a career, he made the decision to invest in his education and work towards developing in-demand skills through the TAA program. Kierson explained that he was a little apprehensive of going back to school after graduating from high school 20 years earlier,

however, he wanted to do this for himself and his daughter’s future. As a single father of a daughter who has special needs, he knew it would not be easy, but he was ready and motivated to accomplish his career goals. With assistance from his Career Planner, Kierson enrolled in the welding program at Rockford Career College. After completing this 8-month program, he earned his diploma, graduated on July 13, 2023, and two weeks later, obtained a position at Hennig Inc. as a welder. Kierson is really enjoying his new job and utilizing his new skills. His employment provides a livable wage and benefits, including health insurance, which is particularly important to him and his daughter. He stated, “Without the opportunity of this program, there was not an option for me to go to school. I would have had to just find another job, now I have something to build from.” Kierson is continuing to add career goals and is preparing to take his aptitude test for the Local 23 Plumbers and Pipefitters Apprenticeship program. When asked if he wanted to share anything else about his success and the TAA program, he said he “highly recommends the program to anyone eligible and that they would be a fool not to take advantage of it!”

Participant State: Illinois



Timothy was separated from Tenneco/Federal Mogul on December 26, 2020, where he had worked as a Foundry Machine Operator. At the initial announcement of impending layoff, he planned to be self-employed doing automotive work from his home. However, when his shop caught fire and was a complete loss, he knew needed to take advantage of the TAA Program. Timothy had decades of welding experience but no credentials to back it up, so he began working with his case manager on a training plan. His plan was approved, and Timothy attended Ivy Tech Community College and obtained a Technical Certificate in Welding Technology. He maintained straight A's throughout the duration of his year-long program. As he neared the end of his training, Timothy began interviewing at local colleges and school systems. After graduating on December 16, 2022, he was immediately hired by a local high school, where he teaches auto mechanics and welding. He is currently working on creating a full-time welding program in the high school and is very excited about where his training has taken him. He is earning \$10/hour more than he was earning at separation and loves the benefit of having the summers off when school is out. Tim expressed that though his life was full of barriers and struggles, when he became certified for TAA he took the bad part of being laid off and turned it into something better. He stated TAA has been an opportunity and blessing and wants everyone to know how TAA was able to impact his life in such a positive and productive way.

Participant State: Indiana



When the timber mill closed its doors on June 30, 2010, **Alejandro** did what he could to take care of his family. In his own words, “Right away I found a job in a furniture store, getting paid minimum wage, which forced me to take side jobs to make ends meet. For several years life was difficult. One day after I hit rock bottom, I decided to go to WorkSource to find a better job.” WorkSource Oregon is part of the network of American Job Centers (AJCs) established under the Workforce Innovation and Opportunity Act. Alejandro continued, “In the initial interview the WorkSource representative informed me that I

had retraining benefits on my account that I could use to get a better job from back when the timber mill was shut down. This was one of the best news I had received. I knew then that things would get better. Soon after the initial interview I was assigned to a case worker, Alexandra (Alex). Alex was extremely helpful she made a complex process easy to follow. Once I was part of the retraining program my classes were covered by Trade Act and money that I would obtain from scholarships and working on the side were exclusively to pay my bills. Sonia Lopez and Julie McIntosh were also there to support me during my training. The Trade Act program has given me the opportunity to reach my goal of becoming a surgical nurse. I completed the Nursing program through Southwestern Oregon Community College on June 10, 2023, and studied hard to pass my National Council Licensure Examination (NCLEX) certification to obtain my Registered Nursing license. Today I got an offer to work in the Operating Room (OR) where I did my practicum. I can proudly say now that I have a career not just a job. I thank everyone that was there to support me when I needed them the most, this would not have been possible without programs like this.”

Participant State: Oregon



Michael is a disabled veteran who was laid off from his trade-impacted employer in December 2022 after six years of employment as a Cell Operator for a global automotive manufacturing company. He was able to find a job after his layoff, working third shift as a security guard, but because he was making only 59 percent of his previous hourly rate, Michael also had to apply for public assistance benefits for his family of four in order to make ends meet.

In March 2023, Michael enrolled in the TAA Program where he worked with the team to find employment options that were technology-focused and had promotion potential along with an hourly rate that was suitable for him and his family. Michael had worked with computer systems during his eight years of service in the U.S. Navy and thoroughly enjoyed it. In

May 2023, Michael started an On-the-Job Training (OJT) program as an Assembly Operator II, making 95 percent of the wage he earned in his trade impacted employment. He performs difficult and challenging tasks on a production line for a company with clients in the aerospace and defense industries. Michael frequently travels across the country for trim and test training. He stated he really enjoys his job and gets tremendous satisfaction from working with complex, technological solutions. In addition, Michael works first shift and his wife and two children are thrilled to have him on a schedule better aligned with theirs.

Participant State: Virginia



Bert was laid off from a trade-affected employer on December 18, 2020. His job was in Quality Control at Littelfuse, a computer circuit board manufacturing company. Bert completed assessments which proved helpful in determining his abilities and interest in pursuing post-secondary training. Bert had met with representatives of Western Dakota Technical College and was interested in becoming an Engineer Technician in Environment Agriculture, which was a program new to the college and the area. His conversations regarding training included relevant labor market information, as well as conversations with a professor at South Dakota State University, the state's largest university. This is a new field and to be sure there would be a need for this type of employment, Bert and his TAA Case Manager talked with a horticulture specialist at the university to get input into available Aquaponics jobs and self-employment options. The specialist believed that Aquaponics is a growing field with business potential. The TAA Case Manager provided Bert with contact information for the West River Business Service Center so that he could discuss a self-employment plan, if appropriate, related to his interest in starting his own aquaponics business. Bert decided to enroll in the Engineering Technician-Controlled Environment Agriculture class at Western Dakota Tech to earn his associate degree. He graduated magna cum laude on May 12, 2023. Bert continues to focus on starting and operating a business, with the expectation that he will sell micro green products to stores as they become available and the demand increases. Bert is on his way to owning a successful business, and TAA funds were used to cover the cost of tuition, fees, supplies, and books required for him to complete the educational program that made it possible. This included the cost of a remedial class that he was required to take. Bert also received TRA funds while attending Western Dakota Tech.

Participant State: South Dakota



Madalynn was employed at the local paper mill, Verso Corporation, when in June of 2020, they decided to indefinitely idle the plant, leaving her and roughly 900 others without jobs. Madalynn started in general production in the Converting Department and later transferred to an office union position where she finished out her 4.5 years of service at \$24.95/hour. After receiving her layoff date of October 30, 2020, Madalynn met with a TAA case manager who helped her realize that she wanted to specialize in a field related to her previous work in the shipping and purchasing departments at the paper mill. She enrolled in Blackhawk Technical College, where she was able to

take courses online, and on May 15, 2023, earned her Associate Degree in Supply Chain Management. Madalynn started her career journey with Tweet Garot Mechanical, in March 2023, during a spring internship where she worked in Purchasing and Accounts Payable. Just two short months later, after graduating, she was offered a full-time position in their Tool Crib, at \$20/hour. Now, in January of 2024, she is still working in the Tool Crib, managing the inventory in and out of the field and overseeing much of the purchasing for the Wisconsin Rapids, Altoona, and Tomahawk branches. Madalynn now earns \$25/hour – matching her pay at separation. Without TAA Program funding, Madalynn would not have been able to earn her degree. The effects of the pandemic left the people in her community with little opportunity to make a living wage, let alone wages comparable to those previously paid by the paper mill, and with little ability to pay for schooling to help them find a new career path and reemployment. Madalynn had just purchased a home with her soon-to-be husband and had 17 cute, fuzzy mouths to feed on her hobby farm when she was laid off. TAA helped make her reemployment possible, and now she is on her way to earning more than she did at the paper mill, creating a real career path in Supply Chain Management.

Participant State: Wisconsin



Keionna was working at Meritor Suspension Systems Company (MSSC) when she learned the company planned to consolidate some of their manufacturing lines and would be laying off employees, effectively losing her job on November 26, 2021. The Department determined MSSC US, Inc. workers were eligible to apply for TAA benefits and services. The West Kentucky Workforce Board provided Keionna with Rapid Response orientation and a Career Coach who assisted her in choosing a new career path. She knew one thing, she wanted to follow her dreams into a career in healthcare. Keionna started TAA-funded training in May 2022 with the Medical Institute of Kentucky-Hopkinsville Campus in their Clinical Medical Assisting Program. She completed coursework in March 2023 and gained a

Certified Medical Aid Certification, along with a HIPPA Omnibus Training and Management OSHA Training Certificate. After graduating, Keionna was hired by Charter Senior Living on July 10, 2023, where she works as a Certified Medical Assistant.

Participant State: Kentucky



On December 10, 2021, **Diane** lost her job due to a plant closing. In her own words, “I was with my employer for 35 years, so job searching was something I had not done in several years. I felt that my biggest challenge was that I had been in one single industry for so many years that my skillset and experiences were limited. This is when I realized that I would need assistance with finding employment. I enrolled in the dislocated worker program with Career Solutions in December 2021. I participated in the Career Trek program through Career Solutions and also completed a career assessment while in that program. This program helped me to identify my current skills, explore career options, and begin to set my goals for future employment. Together, my Career Solutions planner and I, explored what my interests would be in a career. This is when I realized I had an interest in administration and customer service. My previous job did not provide me with the necessary skills or experience needed to pursue my career path. To move forward with this goal, I needed to expand my skill set with some training. With the help of my Career Solutions planner, I received financial aid through the TAA program. With this program, I was able to enroll in college to get the training I needed to expand and strengthen my skill set to pursue my new career goal and become employed once again. I started my training in April 2022. With dedication and determination, I completed my training in 18 months and graduated with honors on September 16, 2023, with an associate degree in business management. My Career Solutions planner also provided me with information on a website to help strengthen my typing speed skills. My typing speed increased from 30 words per minute (WPM) to 50 WPM by using the practice lessons provided on the website. Now, I needed to tackle the next hurdle, which was writing my resume and being prepared for common questions that are asked in an interview. Due to my long-term employment with my previous employer, it has been several years since I had been interviewed by an employer. I knew I would need some assistance with my resume and interview tips. My Career Solutions planner was very helpful in providing me with information and assistance on

my resume and interview tips. She also provided me with information on workshops for resume strategies and interviewing skills that I could either attend live or watch the recordings at my convenience. A short time later, I was contacted by an employer requesting an interview. The following day after I was interviewed by this employer, I was offered the customer service support position. I accepted the offer, and this is the beginning of an exciting career. My journey started with a job loss and a path of uncertainty, and now I am in a career that I am passionate about and happy to be in every day. Thanks to the training I received and the job search assistance from the Dislocated Worker Program and TAA, I was able to achieve the skills I needed to find a stable career with an opportunity for growth.”

Participant State: Minnesota

INNOVATIVE & EFFECTIVE STATE PRACTICES

Bridging the Digital Divide

Oregon – Tech Pilot

Access to computers and broadband is not a given for many of those in underserved communities, nor is the technical knowhow to use applications that are often foundational to entry into today's job market. This has never been more apparent than during the COVID-19 pandemic. As American Job Centers pivoted to online and remote services, Oregon realized that a large portion of the workforce was unable to access these services. This also meant that they were likely to be missing out on job opportunities and other services that were only posted or available online. Oregon's Trade staff began a pilot for TAA



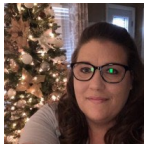
participants, who were also part of underserved communities, to provide computer hardware, internet access, and training to help ensure successful and sustainable reemployment. Living in rural communities can create additional challenges in accessing fundamental

infrastructures such as education, health care, housing, broadband, local support services, and even employment opportunities. The TAA Participant Individual Layout (PIRL) data indicated that 57 percent of the state's trade-affected workers fall into at least one underserved community. Pilot participants were provided internet access, a laptop, and a six-week course covering: computer basics, video call etiquette, labor exchange registration, labor exchange job search, review of lessons, and follow-up on reemployment and training opportunities. Since implementing the pilot program, 81 workers have been enrolled in the project. Of these 81, 35 were enrolled in training – and are currently participating in training. Twenty-seven workers have already been reemployed. For these workers, a significant barrier to reemployment was internet access and digital literacy. This point is further dramatized by the fact that many of these workers were laid off years earlier (an average of 4.6 years)

prior to re-engagement efforts, despite having received traditional outreach communications shortly after layoff. The fact that they only enrolled and successfully pursued services after an outreach effort that included access to computers and the internet, and digital literacy training, speaks to how important these resources are to successfully engage underserved communities with workforce programs such as TAA.

Outreach

Indiana – Gas Cards / Open Houses



Mandy Mahurin

Indiana Department of Workforce Development
TAA Unit Director

Prior to 2018, outreach under the TAA Program in Indiana was mostly limited to formal mailings, interactions with Rapid Response, and newspaper notices. Beginning in 2019, Indiana started to look for new, effective ways to reach impacted workers. The state proposed a pilot that included gas cards to lower the cost burden for workers to attend TAA information sessions. Unfortunately, the pilot was immediately impacted by the COVID-19 pandemic. The state resumed the program in March 2023 and in three short months, Indiana engaged with over 120 eligible workers at Open Houses and increased program enrollment by over 500 percent. During deployment of the pilot, Indiana constantly adapted their outreach to be more effective. For instance, Indiana noticed that individuals who received an outreach call or text message the day before or day of an event were much more likely to attend than those contacted a week or two prior to the event. So, Indiana developed a dedicated outreach team that conducted these calls and texts to eligible workers within a 24-hour window of each Open House event. Additionally, Indiana began to host these events at community centers, parks, and libraries because they noticed attendance was higher at these locations than at AJC locations.

Indiana – Geofencing

In 2019, Indiana embraced social media as an outreach tool for the TAA Program. Originally, this consisted only of regular posts, but then evolved to include some targeted ads. Subsequently, Indiana's outreach team discovered an even more cost-effective social media tool – “geofencing”. Geofencing

allows the state to target a specific location and to target TAA outreach to individuals with smart devices who enter that area. In 2022, Indiana began focusing on large shopping centers – especially in rural areas. They also deployed geofencing at the location of an impacted employer. Indiana tracked the effectiveness of this new approach compared to traditional mailings. For example, Indiana mailed 2,535 workers the traditional outreach individual flyers. More than 160 flyers were returned as undeliverable. Only 3 workers completed TAA applications, resulting in an engagement rate of less than 1 percent at a cost of \$1,672. By comparison, the state targeted a layoff of 211 workers exclusively through social media. Under this approach, there were 285,383 impressions (the number of times the digital content was rendered on a user’s screen) of the information, 108 workers attended an information session, and 27 completed TAA applications, resulting in a 13 percent engagement rate.¹ This specific social media campaign only cost \$1,500. From May through August of 2022, Indiana’s various social media campaigns resulted in 2.7 million impressions and 5,933 clicks. TAA certifications in Indiana that used a social media campaign to engage eligible workers had an 11 percent higher engagement rate at TAA informational sessions than those that had no social media campaigns.

Work-Based Learning

Minnesota – On-the-Job-Training

Minnesota’s Department of Employment and Economic Development (DEED) believes On-the-Job Training (OJT) is the best strategy for assisting TAA participants in gaining the skills they need to compete for new employment. OJT provides participants the opportunity to *learn while they learn*. In



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TAA Supervisor
DEED



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August 2023, Minnesota’s DEED presented a webinar that attracted more than 1,600 attendees where they discussed a case study for enrolling TAA participants in OJT.

¹ 27 out of 211 workers targeted exclusively through social media.

Here are a few takeaways:

- *OJT Results in Impressive Performance Outcomes:* Since 2019, approximately 86 percent of Minnesota’s TAA OJT participants successfully completed their training, and of these, the average hourly wage in their new employment after training completion is \$24.36/hour.
- *Collaboration Works:* Minnesota partnered with the City of Duluth, Workforce Development, Human Resources Managers, and Managers at ST Paper to train TAA participants, resulting in the hiring of nine upskilled, ready-to-work employees in less than six months.
- *Relationship Matters:* Minnesota continues to build on its OJT success with a new “We Build Relationships” strategy. Even as the program operates in termination, i.e., no new certifications since July 1, 2022, utilizing its unique OJT practices Minnesota continues to upskill TAA participants, preparing them for new roles in new careers.
- *Default Towards Action:* After personalizing the State of Oregon’s “Think Differently” form, Minnesota can identify TAA-eligible workers sooner and enroll them more quickly in OJT, which helps to improve performance outcomes.

Virginia – Team of Partners

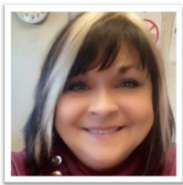
The Commonwealth of Virginia uses a **Team of Partners** composed of workforce professionals from Rapid Response, TAA, the Workforce Innovation and Opportunity Act (WIOA) and Community Colleges that come together with a common goal: to assist dislocated workers by facilitating their placement in OJT opportunities. Through coordinated efforts, structured communication channels, and a laser focus on upskilling, the team streamlines the OJT process – everything from Rapid Response intake through OJT completion, which speeds skill attainment and prepares workers more quickly for placement in new careers.

Curtis Wray, Southeastern Regional Rapid Response Coordinator, Virginia Department of Workforce Development and Advancement (DWDA)



Unique Needs. In Rapid Response, every layoff presents unique challenges and circumstances. However, while there are differences, there are common elements: the workers impacted and the workforce professionals who play a vital role in assisting them. Our Team of Partners provides workers with information and support to make informed decisions about their reemployment transition. The Rapid Response sessions create camaraderie among the Team members and help build trust with the workers. This approach sets a tone of collaboration and cohesive messaging that continues beyond the initial Rapid Response.

Elaine Hurley, Trade Case Manager, DWDA



One Objective. Trade and WIOA Teams were open to approaching the OJT process differently. Everyone said, “Let’s Make This Work.” We discovered flexibility to be the key component when we worked together, making processes more efficient and employer friendly. My role was to keep our customers engaged throughout the process, updating them on progress and program requirements. I reminded the Team of how excited the workers were to start new jobs and have a steady income again, which was sometimes weeks or even months after their layoff. Team members focused on the customer and were willing to think outside their job, making for an effective collaboration and positive outcomes for everyone involved.

Joshua Sheffield, Business Services Coordinator, Hampton Roads Workforce Council



Let’s Talk About Communication. In the beginning, we identified each other’s roles and worked for a common goal, co-enrolling our customers participating in OJT in the WIOA and Trade programs. We opened lines of communication right away with the employers and the Team. However, the key to our success was not just improved communication but the

development of a true partnership. Our Team adopted a win-win approach, which allowed us all to better serve our customers, the employer, and meet program goals.

Corrie Franco, Trade Navigator, DWDA



No Silos. We actively engage with customers faced with challenging transitions that have a profound impact on them and their families. A shift in how we thought and worked became a necessity because we were asking our customers to do the very same thing. We didn't work in our program's silos; we reached outside them. The supportive environment allowed for an open exchange of ideas that led us to better serve our customers. A partnership tone was set early with Rapid Response, and it carried naturally through the OJT process.

I. PROGRAM DESCRIPTION

General Description of the TAA Program

The Trade Act of 1974, Title II, Chapter 2, as amended (the Act) (codified at 19 U.S.C. § 2271 *et seq.*), established the TAA for Workers, and the ATAA and RTAA programs. These programs, collectively referred to as the TAA Program, provide assistance to workers who have been adversely affected by foreign trade. TAARA 2015 (or 2015 Program), (Pub. L. No. 114-27, Title IV), was the last major reauthorization of the TAA Program.

The current TAA Program regulations are codified at 20 CFR part 618 and became effective on September 21, 2020. These regulations modernized the administration of the program, including by creating clearer definitions, articulating state flexibilities, and incorporating program improvements identified since the 2002 version of the program.

As part of the TAARA 2015 statutory requirements, on July 1, 2021, the TAA Program entered Reversion 2021, which greatly reduced eligibility and services for workers covered by petitions filed on or after that date and approved by June 30, 2022. Reversion 2021 is a slightly modified version of 2002 Program provisions. One of the most important limitations in the Reversion 2021 Program concerned the elimination of eligibility for worker groups in the services sector and those employed at companies that are subject to affirmative decisions from the International Trade Commission (ITC), which left only worker groups in the manufacturing sector eligible for TAA program benefits and services. On July 1, 2022, the TAA Program entered a period of phased termination that prohibited new determinations on petitions from being rendered and limited eligibility to those workers covered by petitions approved before that date who were also separated before that date.

During FY 2023, the Department and the states continued to concurrently administer five versions of the TAA Program: the 2002 Program, the 2009 Program, the 2011 Program, the 2015 Program, and Reversion 2021. As referenced above, one of the most important distinctions

across programs is that the Reversion 2021 Program (and the 2002 Program) can only certify worker groups in manufacturing, while the 2009, 2011, and 2015 programs can certify worker groups in both the manufacturing and service sectors. There are additional differences in the individual service eligibility requirements and the length of allowable benefits. For example, the 2009 program provides for up to 3 years of Trade Readjustment Allowances, while all other versions provide 2.5 years of allowances. A detailed description of the differences between these iterations of the TAA Program is provided in Appendix A: Side-by-Side Comparison of TAA Program Benefits.

In FY 2023, the average length of TAA Program participation was 636 days (1.7 years), up from 519 days (1.4 years) in FY 2022. The average length of training participation also increased to 507 days (1.4 years), up from 432 days (1.2 years) in FY 2022 (illustrated in *Table 1*). Nearly all the participants who left the program in FY 2023 were from the 2015 Program (illustrated in *Table 1*), making up 92.1 percent of the total number that exited in the year.

Status of TAA Program

As mentioned previously, during FY 2023, the Department administered five versions of the TAA Program: the 2002 Program, the 2009 Program, the 2011 Program, the 2015 Program, and Reversion 2021. Having five different programs with varying eligibility requirements and service provisions significantly complicates the administration of an already complex program. Participant benefits and services are tied to the version of the TAA Program under which they are certified. A participant certified under the 2015 Program receives benefits and services available under that version of the program. A participant who is a member of a worker group covered by an existing certification issued under the 2002, 2009, or 2011 Program continues to receive benefits and services available under the eligibility criteria applicable to those respective programs. Reversion 2021 applies to participants covered by petitions filed on or after July 1, 2021, and approved by June 30, 2022. *Table 1* provides context on the number of people who were served under each of the respective programs in FY 2023.

Because the Congress has not reauthorized the TAA Program, the program entered a phased termination on July 1, 2022. Investigation and determination of petitions ceased and therefore no new TAA petitions have been certified since that date. However, the termination provisions allow for continued outreach and services provision to those workers who were covered by petitions that were certified, and who were also laid off, by June 30, 2022. Despite termination, states managed to enroll 1,672 new workers between July 1, 2022, and September 30, 2023, through effective and innovative outreach strategies. The fact that many of TAA’s newly enrolled participants were laid off years earlier is notable. Specifically, they received “traditional” outreach when they were laid off and did not enroll at that time. After receiving outreach that was the product of new approaches, in FY 2023 they chose to enroll. This suggests that new approaches to reach and engage workers are much more effective. For examples of new outreach approaches, see the Innovative & Effective State Practices section above, including examples from Oregon and Indiana.

To provide further context on the thousands of participants still served by the Program, *Table 1* provides information on total participants served in FY 2023, broken out by Program.

Table 1: FY 2023 Percentage of Current TAA Participant by Program

Participants by Program	Total Count	Percentage of Total
2002 Program	93	1%
2009 Program	45	1%
2011 Program	60	1%
2015 Program	5,876	85%
Reversion 2021	812	12%

II. PROGRAM BACKGROUND

Petition Processing in FY 2022 and FY 2023

In FY 2022, the Department received 306 new petitions, substantially less than the 743 new petitions filed in FY 2021, due to program reversion and termination. Prior to the July 1, 2022, termination date, which required DOL to cease certifications of petitions filed for group eligibility, the Department certified 168 petitions (43.3 percent of the total received), which included petitions filed during the previous fiscal year, and denied 220 petitions (56.7 percent of the total received).^{2 3} The higher percentage of denials in FY 2022 was due to program reversion which limited worker group eligibility to the manufacturing sector. Service sector workers traditionally represent approximately half of the worker groups certified each year. The certified petitions covered an estimated 25,099 workers from various industries.

Table 2 shows the number of petitions filed in recent years, the number and percentage of certified petitions, the number and percentage of denied petitions, and the number of workers affected under those petitions. *Table 2* also shows that the number of petitions filed in FY 2022 decreased significantly from FY 2021 due to the reversion and termination provisions.

Due to the termination provisions, no investigations of petitions were conducted in FY 2023; however, as noted above, 387 petitions were submitted in FY 2023, covering an estimated 71,481 workers. This provides abundant evidence of the ongoing need for the program.

² TAA petitions must be properly completed and filed with the appropriate state and federal offices to be deemed valid.

³ The percentage of 43.4 is determined by the ratio of certified petitions (168) to the sum of certified and denied petitions (388).

Table 2: FY 2018 – FY 2022 Estimated Number of Workers Covered by Petitions Certified and Denied

Fiscal Year	Petitions Filed	Petitions Certified	% of Petitions Certified	Est. # of Workers	Petitions Denied ²	% of Petitions Denied	Est. # of Workers' Petitions Denied
2018	1,279	906	81.0%	77,745	213	19.0%	16,389
2019	1,353	804	71.8%	90,305	315	28.2%	21,875
2020	1,259	772	72.0%	96,202	300	28.0%	25,972
2021	743	815	79.0%	108,023	216	21.0%	31,466
2022	306	168	43.3%	25,099	220	56.7%	26,514

Note: During any fiscal year, the number of petitions filed will not necessarily be the same as the number of determinations issued for a variety of reasons: 1) the processing time for petitions may overlap fiscal years; and 2) petitioners may withdraw a petition once it has been filed, which results in the termination of an investigation. (Data is inclusive of workers added to petitions after amendments were filed.)

Table 6 shows the top five industry sectors for post-participation employment in FY 2023. The manufacturing industry continues to be the largest industry sector for reemployment.

Table 6: FY 2023 Top Five Industry Sectors for Post-TAA Participation Employment

Industry Sector of Reemployment	Total Count	
Manufacturing	2,606	30.0%
Health Care and Social Assistance	610	7.0%
Administrative, Support, Waste Management and Remediation Services	547	6.3%
Retail Trade	381	4.4%
Professional, Scientific, and Technical Services	340	3.9%

Note: Industry Sector of Reemployment is based on TAA participants employed in the second quarter after exit as documented four quarters after exit to allow for time to collect and report data. The FY 2023 Industry Sector of Reemployment is for participants who exited between October 1, 2021, and September 30, 2022, inclusively.

Table 7 lists the top five subsectors for reemployment in the manufacturing and service industries in FY 2023.

Table 7: FY 2023 Top Five Subsectors for Reemployment

Industry	Sector
Aerospace Product and Parts Manufacturing	Manufacturing
Employment Services	Services
General Medical and Surgical Hospitals	Services
Elementary and Secondary Schools	Services
Computer Systems Design and Related Services	Services

Note: Industry Sector of Reemployment is based on TAA participants employed in the second quarter after exit as documented four quarters after exit to allow for time to collect and report data. The FY 2023 Industry Sector of Reemployment is for participants who exited between October 1, 2021, and September 30, 2022, inclusively.

Profile of New TAA Participants in FY 2023

The demographic characteristics of new TAA participants continue to fluctuate. An increase in the percentage of participants who were male occurred in FY 2023, from 57.8 percent in FY 2022 to 60.5 percent in FY 2023, the highest percentage of male participants since at least FY 2009 – the first year the Department was required to provide this report to the Congress.

Table 8 shows that, although the percentage of TAA participants with some level of post-secondary education has increased, more than half of new TAA participants have a high school diploma, GED, or less.

Table 8: FY 2022 – FY 2023 Demographics of New TAA Participants by Gender, Race, Pre-Program Educational Level, Age, and Employment Tenure

Demographic Description		FY 2022 TAA Participants	FY 2023 TAA Participants
Gender	Male	57.8%	60.5%
	Female	40.2%	38.3%
Race	White	62.3%	63.1%
	Black or African American	19.5%	20.9%
	Hispanic/Latino	11.9%	12.9%
	Asian	4.0%	3.6%
	American Indian or Alaska Native	1.7%	2.5%
	Native Hawaiian or Other Pacific Islander	0.4%	0.3%
Education	High School Diploma, GED or less	58.1%	52.0%
	Some Post-Secondary, Associate's	26.7%	33.3%
	Bachelor's & Beyond Bachelor's	15.2%	14.7%
Age (Years)	Average (Mean)	50.1	48.4
	Median	53.0	49.0
Tenure of Trade-Affected Employment (Years)	Average (Mean)	12.5	10.8
	Median	9.5	7.3

Note: This chart reflects new participants in FY 2022 and FY 2023. Race is self-identified, and a participant may identify as more than one race. As such, the total of race-identified percentages may be greater than 100 percent.

Table 9 compares the FY 2023 population served under the TAA Program with the American Civilian Labor Force (ACLF), which is based on data provided by the Department's Bureau of Labor Statistics (BLS). BLS defines the ACLF as:

“All persons in the civilian non-institutional population (Persons 16 years of age and older residing in the 50 states and the District of Columbia, who are not inmates of institutions (e.g., penal and mental facilities, homes for the aged), and who are not on active duty in the Armed Forces) classified as either employed or unemployed.”

As shown in *Table 9*, new TAA participants continue to have significantly less education compared to the ACLF. While 68.6 percent of the ACLF had post-secondary education, only 48.0 percent of TAA participants entered the program with post-secondary education. Another significant distinction between the ACLF and new TAA participants is their median tenure of employment. In FY 2023, new TAA participants had a median of 7.3 years of experience in their adversely affected employment, significantly higher than the 4.1 years median tenure of employment for ACLF. Median age of TAA participants continues to be higher than the ACLF, 49 years old compared to 42.3 years old, respectively.

In summary, the data shows that TAA Program participants continue to be older, more diverse, have less formal education, and have been in the same employment longer (thus out of the job market), than the ACLF at large. These distinctions explain why TAA participants may require more substantial employment and case management services and longer-term training to assist them in becoming reemployed.

Table 9: FY 2023 Demographics of New TAA Participants Compared to the American Civilian Labor Force, by Gender, Race, Educational Level, Age, and Tenure

Demographic Description	American Civilian Labor Force	TAA Participants FY 2023
Gender ¹ : Male	53.2%	60.5%
Race ¹ : White	76.2%	63.1%
Education ¹ : Some College, Associate's Degree, Bachelor's Degree, or More	68.9%	48.0%
Median Age (Years) ²	41.8	49.0
Median Tenure of Employment (Years) ³	4.1	7.3

Sources: All based on "Civilian labor force"

¹ ACLF data based on 2023, which is BLS' most recent data.

² ACLF data based on 2022, which is BLS' most recent data.

³ ACLF data based on January 2022, which is BLS' most recent data.

III. BENEFITS AND SERVICES

Benefits and Services Provided During FY 2023

The TAA Program includes a range of benefits and services available under the different versions of the program. *Appendix A* provides details on the benefits and services available under each version of the program.

Table 11 shows the number of FY 2023 participants receiving each type of TAA benefit or service. Employment and case management services reached an all-time high with 98.4 percent of participants receiving these services during FY 2023.

FY 2023 saw 55 percent of participants enrolled in training, which is the highest percentage of such enrollments based on all available program data. Occupational training remains the most common type of training with 43.6 percent of all participants receiving such training. The percentage of training participants enrolled in an apprenticeship opportunity or on-the-job training is relatively unchanged from year-to-year. Since Registered Apprenticeship is a critical and successful component of America's workforce strategy, the Department is continuing to help TAA participants find apprenticeship opportunities and to work with states to identify best practices that may lead to the establishment of additional apprenticeship and other work-based learning opportunities. A state-led work-based learning group was formed in FY 2022 and continued over the course of FY 2023 to focus on increasing enrollments in work-based learning, including Registered Apprenticeship.

Table 11: FY 2023 Participants Receiving Each Type of TAA Benefit or Service

Note: A participant may receive more than one service.

Participant Benefit or Service	Percentage of Participants FY 2023
TAA (All)	-
Employment and Case Management	98.4%
Training	55.0%
Occupational	43.6%
Remedial	2.6%
Prerequisite	0.6%
Customized	0.2%
On the Job	1.3%
Apprenticeship	0.2%
Pre-Layoff Training	0.4%
Training Leading to an Associate's Degree	18.4%
Distance Learning	16.2%
Part Time Training	2.2%
TRA	11.7%
Basic	3.0%
Additional	8.1%
Remedial	0.0%
Completion	2.1%
Job Search Allowances	0.1%
Relocation Allowances	0.0%
ATAA/RTAA	2.4%
Previous Certification	2.6%

Table 12 shows the training participation rate from FY 2019 to FY 2023. During FY 2023, the training participation rate increased to 55.0 percent compared with 51.4 percent in FY 2022.

Table 12: FY 2019 – FY 2023 Training Participation Trend

Fiscal Year	Training Participation Rate
2019	48.7%
2020	49.0%
2021	51.1%
2022	51.4%
2023	55.0%

Table 14 shows the number of TAA training exiters and average training costs by level of training completion. In FY 2023, 76.9 percent of TAA exiters who participated in training completed their training program, which is down from 78.5 percent in FY 2021 but up from the FY 2022 completion percentage. The average training cost per participant was \$15,972, an increase from \$12,886 in FY 2022. The increase in training costs is partially due to the increase in training duration from 432 days to 507 days. When comparing the average costs of training to average duration of training, costs have only increased by \$1.67 per day of training received.

Table 14: FY 2023 Training Exiters and Average Training Cost by Completion

Training Exiters	Percentage of Participants FY 2023	Average Training Cost
Training Participants	-	\$15,972
Training Completed	76.9%	\$17,461
Training Not Completed	23.1%	\$11,002
Part-Time Training Completed	1.9%	\$13,326
Pre-Layoff Training Completed	0.9%	\$9,070

Note: The number of participants who completed training and the number of participants who did not complete training may be larger than the total training participants due to individuals having more than one participation in the period. The average training cost is per participant who exits the TAA Program, and it includes their entire time in the TAA Program.

Table 15 indicates that 77.0 percent of participants completed training during FY 2023, 68.9 percent of whom earned a post-secondary credential, including an industry-recognized credential, or a secondary school diploma or equivalent.

Table 15: FY 2019 – FY 2023 Credentialing Rate of Participants Who Completed Training

Fiscal Year	Completed Training (Exiters)	Credential Attainment Rate (Performance)
2019	76.0%	66.4%
2020	77.2%	71.3%
2021	78.0%	71.7%
2022	73.0%	70.0%
2023	77.0%	68.9%

Table 16 shows the average duration of participation in the TAA Program, as well as the average duration of training, TRA, and employment and case management services. *Table 16* identifies that the average duration for TRA benefits increased from 253 days in FY 2022 to 282 days in FY 2023.

Table 16: FY 2022 – FY 2023 Average Duration of TAA Benefits and Services

Benefit or Service	FY 2022 Average Duration (Days)	FY 2023 Average Duration (Days)
TAA Training (All Training)	432	507
TAA Training (No Remedial or Prerequisite)	428	497
TAA Training (Completed)	461	518
TAA Training (Not Completed)	344	455
Trade Readjustment Allowance (TRA)	253	282
Employment and Case Management	493	595
TAA Participation (All)	519	636

Table 17 shows the percentage of TAA participants exiting in FY 2023 who received either ATAA or RTAA. In FY 2023, ATAA/RTAA exiters increased slightly to 15.4 percent, the highest level in three years. *Appendix A* illustrates the differences between ATAA and RTAA.

Table 17: FY 2019 – FY 2023 ATAA and RTAA Participant Trends

Fiscal Year	Percentage of Exiters Receiving ATAA or RTAA
2019	15.9%
2020	16.4%
2021	14.7%
2022	12.3%
2023	15.4%

¹ ATAA is available to participants served under the 2002 and Reversion 2021 Programs.

² RTAA is available to participants served under the 2009, 2011, and the 2015 Programs.

The following section, *Section IV*, provides greater detail about the performance outcomes of these participants and examines the credential attainment rate in more detail, as well as the reemployment outcomes for participants who exited the TAA Program in FY 2023.

IV. PERFORMANCE OUTCOMES

The Department analyzes participant outcomes to assess the primary indicators of performance established by section 239(j) of the Trade Act of 1974, as amended by TAARA 2015, in addition to other outcomes and measures used by the Department to assess the TAA Program. These measures align with those required by the Workforce Innovation and Opportunity Act (WIOA).

The performance measures are the following:

1. *Employment Rate* in the second quarter after program exit (ERQ2);
2. *Employment Rate* in the fourth quarter after program exit (ERQ4);
3. *Median Earnings* in the second quarter after exit (MEQ2);
4. *Credential Attainment* (CA), which reflects the percentage of exiters who receive a post-secondary credential within one year of program exit; and
5. *Measurable Skills Gains* (MSG), which reflects the percentage of participants enrolled in training who are achieving measurable progress towards a recognized post-secondary credential or employment.

The Department uses reports submitted through the Participant Individual Record Layout (PIRL) to calculate outcomes on Employment Rate in the second quarter after program exit (ERQ2), Employment Rate in the fourth quarter after exit (ERQ4), and Median Earnings in the second quarter after exit (MEQ2). As seen in *Table* , all three measures remained steady until the COVID-19 pandemic affected performance results in FY 2021 and FY 2022. FY 2023 outcomes show a return to pre-pandemic levels.

Table 18: FY 2019 – FY 2023 Performance Results for Employment Rate for Q2, and Median Quarterly Earnings for Q2

Fiscal Year	Performance Results	
	ERQ2	MEQ2
2019	77.2%	\$9,669
2020	75.6%	\$9,667
2021	66.6%	\$9,351
2022	71.1%	\$10,701
2023	76.7%	\$11,847

Note: *Employment Rate Quarter 2 (ERQ2)* is the percentage of TAA participants employed in the second quarter after program exit as reported in the fourth quarter after exit. FY 2023 ERQ2 is for participants who exited between October 1, 2021, and September 30, 2022, inclusively.

Median Earnings Quarter 2 (MEQ2) is the median earnings of TAA participants employed in the second quarter (three-month period) after program exit based on data collected four quarters after exit to allow for time to collect and report data. For FY 2023, this represents participants who exited between October 1, 2021, and September 30, 2022, inclusively.

The dramatic impact of the COVID-19 pandemic on the American labor force during FY 2021 and FY 2022 is plainly visible. Employment Rate Q2 improved from 66.6 percent in FY 2021 to 76.7 percent in FY 2023, while ERQ4 improved from 70.3 percent in FY 2021 to 75.2 percent in FY 2023. Median Quarterly Earnings are at an all-time of \$11,847 in FY 2023.

As in prior years, the FY 2023 post-participation employment rates are higher for younger groups of workers.

Table 19 details the employment rates, measurable skills gains, and credential attainment by age, based on age at the start of TAA program participation.

Table 19: FY 2023 Employment Rates, Measurable Skills Gains, and Credential Attainment by Age at Program Entrance⁴

Age	Percentage of Exiters ¹	ERQ2	ERQ4	MSG	CA
Under 30	7.9%	87.6%	86.3%	61.2%	66.8%
30-39	16.6%	82.9%	82.2%	63.8%	68.4%
40-49	21.2%	82.2%	82.7%	60.0%	71.4%
50-59	36.2%	79.2%	76.7%	59.0%	69.1%
60+	18.1%	54.8%	50.7%	60.0%	66.3%
Total	100.0%	76.7%	75.2%	60.8%	68.9%

¹ Percentage of Exiters is based on ERQ2 Exiters.

⁴ Minor edit 9/17/2024: Change from “Pre-participation Separation” to “Program Entrance.”

Table 20 shows pre-participation and post-participation earnings by age. As in prior years, FY 2023 wage replacement is higher for younger age groups, who have pre-participation wages that are substantially lower. Groups under age 30 continued to have the highest wage replacement rates in the TAA program. Wages were also higher than pre-participation wages for the 30 to 39 age group, as well as the 40 to 49 age group. Furthermore, wage replacement rates for groups under 30 exceed 132 percent, but fall sharply after age 50. The overall wage replacement percentage for TAA participants has exceeded 100 percent for the first time in program history (based upon available program data), demonstrating that TAA Program participation helps participants to substantially replace or exceed their pre-participation wages.

Table 20: FY 2023 Earnings at Pre-Participation and Post-Participation by Age at Program Entrance⁵

Age	Quarterly Earnings Before Participation	Quarterly Earnings After Participation (MEQ2)	Wage Replacement Percentage
Under 30	\$8,500	\$11,288	132.8%
30-39	\$9,876	\$12,650	128.1%
40-49	\$11,452	\$12,707	111.0%
50-59	\$11,922	\$11,594	97.2%
60+	\$13,138	\$10,454	79.6%
Total	\$11,126	\$11,847	106.5%

As shown in *Table 21*, TAA participants entering with some post-secondary education continue to have the highest employment rates in the second quarter after exit and employment rates are robust for the core demographics served by the TAA Program.

⁵ Minor edit 9/17/2024: Change from “Pre-participation Separation” to “Program Entrance.”

Table 21: FY 2023 Employment Rates, Measurable Skills Gains, and Credential Attainment by Education Level at Program Entrance

Pre-participation Education Level	Percentage of Exiters	ERQ2	ERQ4	MSG	CA
High School & Less than High School	51.9%	76.8%	75.3%	60.0%	68.4%
Associates, Post-Secondary Certification, Some Post-Secondary	31.2%	78.6%	77.2%	61.4%	69.9%
Bachelor's & Beyond Bachelor's	16.9%	72.8%	71.4%	62.1%	68.4%
Total	100.0%	76.7%	75.2%	60.8%	68.9%

Table 22 illustrates that workers with higher pre-program education levels have higher earnings both before and after participation, but higher pre-program wages result in lower wage replacement.

Table 22: FY 2023 Earnings by Education Level at Program Entrance

Pre-participation Education Level	Quarterly Earnings Before Participation	Quarterly Earnings After Participation (MEQ2)	Wage Replacement Percentage
High School & Less than High School	\$10,321	\$10,886	105.5%
Associates, Post-Secondary Certification, Some Post-Secondary	\$11,075	\$12,348	111.5%
Bachelors & Beyond Bachelors	\$17,042	\$16,000	93.9%
Total	\$11,126	\$11,847	106.5%

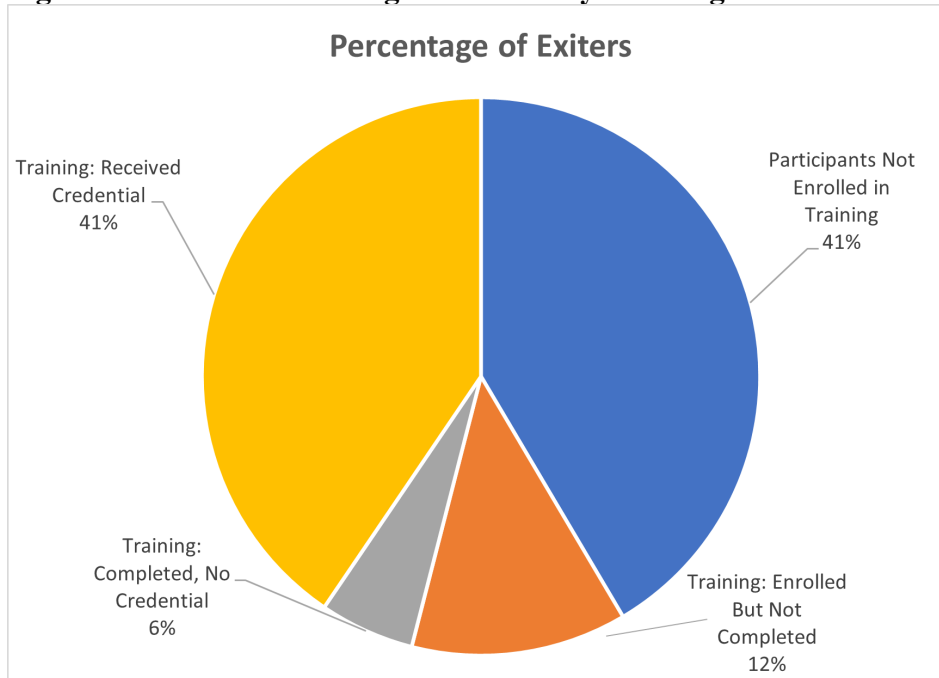
Table 23 demonstrates how the FY 2023 employment rates and measurable skills gains vary based on the training services received. TAA training participants who receive a credential through training have the highest employment rates and skills gains. The Department has worked to ensure participants are enrolled in training that results in credentials and provides long-term employment benefits.

Table 23: FY 2023 Employment Rates and Measurable Skills Gains by Training Received

Training Received	Percentage of Exiters	ERQ2	ERQ4	MSG
Participants Not Enrolled in Training	41.5%	77.0%	76.3%	0.0%
Training: Enrolled But Not Completed	12.5%	76.3%	74.1%	50.0%
Training: Completed, No Credential	5.5%	71.8%	74.0%	64.4%
Training: Received Credential	40.5%	77.2%	74.3%	70.3%
Total	100.0%	76.7%	75.2%	60.8%

Note: Percentage of Exiters is based on ERQ2.

Figure 3 shows the percentage of TAA exiters by training services received. In FY 2023, the percentage of exiters who received a credential surpassed the percentage of participants who enrolled but did not complete training as well as the percentage of participants who completed training but did not receive a credential.

Figure 3: FY 2023 Percentage of Exiters by Training Received

Note: Percentage of Exiters is based on ERQ2.

Table 24 shows the FY 2023 earnings and wage replacement rate by training services received. The wage replacement rate among all exiters was 106.5 percent – as noted above, the highest rate on record. Historically, there has been a gap in the wage replacement rate for participants not enrolled in training and participants who complete training with a credential – with those receiving no training having a higher wage replacement rate. For FY 2023, this was not the case—the wage replacement rate for those who completed training and received a credential was higher than the wage replacement rate for those participants not enrolled in training.

Table 24: FY 2023 Earnings and Wage Replacement by Training Received

Training Received	Quarterly Earnings Before Participation	Median Earnings Q2 (MEQ2)	Wage Replacement Percentage
Participants Not Enrolled in Training	\$11,186	\$11,390	101.8%
Training: Enrolled But Not Completed	\$10,159	\$12,706	125.1%
Training: Completed, No Credential	\$10,302	\$11,200	108.7%
Training: Received Credential	\$11,564	\$12,184	105.4%
All Exiters	\$11,126	\$11,847	106.5%

V. PROGRAM GUIDANCE

The Department provides oversight and monitoring for the state delivery of TAA benefits and services through six Employment and Training Administration (ETA) Regional Offices. The Office of Trade Adjustment Assistance within ETA provides overall direction and technical assistance to the regions and the states to ensure the consistent and timely delivery of these benefits and services nationwide. The Department, through ETA, issues guidance relating to funding and other salient topics to states in the form of a Training and Employment Guidance Letter (TEGL), a Training and Employment Notice (TEN), or an Unemployment Insurance Program Letter (UIPL). In FY 2023, the Department issued five guidance documents, as shown in *Table 25*.

Table 25: FY 2023 Administrative Guidance Documents

Date	Directive
August 2, 2023	TEGL 02-23: Fiscal Year (FY) 2023 Trade Adjustment Assistance (TAA) Program Training and Other Activities (TaOA) Funds Distribution, SF-424 Instructions, and Grants Management Requirements for Accessing TaOA Funds
May 12, 2023	TEGL 23-19 Change 2: Revisions to Training and Employment Guidance Letter (TEGL) 23-19, Change 1, Guidance for Validating Required Performance Data Submitted by Grant Recipients of U.S. Department of Labor (DOL) Workforce Programs
April 14, 2023	TEGL 14-22: Trade Adjustment Assistance (TAA) for Workers Program Phase-out Termination Frequently Asked Questions (FAQs)
March 31, 2023	TEN 19-22 Change 1: Reporting Training in the U.S. Department of Labor's (DOL) Participant Individual Record Layout (PIRL)
November 25, 2022	TEGL 24-20 Change 1: Change 1 to Operating Instructions for Implementing the Reversion Provisions of the Amendments to the Trade Act of 1974 Enacted by the Trade Adjustment Assistance Reauthorization Act of 2015

In addition to formal administrative guidance, the Department also provides a significant amount of technical assistance throughout the year. This takes the form of webinars, blogs, ask-me-anything sessions, and monthly office hours. During FY 2023, the Office of Trade Adjustment Assistance conducted seven webinars, posted 19 blogs, hosted 20 quarterly ask-me-anything sessions, and held 14 monthly office hours. Many of the webinars and blog entries are prepared and presented in cooperation with the states to ensure that we are providing real-world, peer-to-peer, and actionable technical assistance. Every webinar had hundreds of live participants and have had thousands of subsequent views.

VI. FUNDING

Under the Governor-Secretary agreements authorized under section 239 of the Trade Act of 1974, as amended, the states provide benefits and services to eligible workers in the TAA Program and the Department provides funding to the states to provide these benefits and services to adversely affected workers. Each state provides benefits through one or more state agencies, one of which is designated as the Cooperating State Agency (CSA) in the Governor-Secretary Agreement.

TAA Program Funding in Phaseout Termination

Training and Employment Guidance Letter (TEGL) No. 24-20, *Operating Instructions for Implementing the Reversion Provisions of the Amendments to the Trade Act of 1974 enacted by the Trade Adjustment Assistance Reauthorization Act of 2015* reminds states that although the termination provision of the TAARA 2015 prohibits the Department from certifying petitions for TAA group eligibility as of July 1, 2022, workers certified as eligible to apply for assistance under a petition approved prior to July 1, 2022, and who were also separated prior to that date, continue to be entitled to TAA Program benefits and services. To ensure states had available funds to serve eligible workers, the Department provided a single Training and Other Activities (TaOA) allocation of funds based on each state's most recent four quarters of expenditure data. The Department calculated each state's expenditures over the four quarters ending March 31, 2023, and distributed 66 percent of that amount as the state's FY 2023 TaOA allocation. In cases where the calculation resulted in an amount less than \$100,000, the Department distributed a minimum allocation of \$100,000. States are required to continue to fully operate their TAA programs in accordance with the termination provision, which includes providing ongoing and sustained outreach to workers included in certifications who have not yet received services, and conducting the administrative activities described in 20 CFR 618.860(b). To support that requirement, with the exception of the District of Columbia, the Department allocated a minimum of \$100,000 in FY 2023 TaOA funds to each state.

Congress appropriates funds to the Federal Unemployment Benefits and Allowances (FUBA) account for the TAA Program, and the Department apportions the FUBA appropriation into three separate budget activities: (1) TaOA, which includes funds for training, job search allowances, relocation allowances, employment and case management services, and related state administration; (2) Trade Benefits, which includes funds for TRA payments; and (3) ATAA and RTAA.

Congress separately appropriates discretionary funds to cover the states' administrative costs of providing TRA, ATAA, and RTAA in the State Unemployment Insurance and Employment Security Operations (SUIESO) account appropriation. The Department apportions these funds through the UI Annual Funding Agreement with each state.

The Consolidated Appropriations Act, 2023, Division H (Pub. L. 117-328) appropriated \$494.4 million to the Department's FUBA account to carry out the TAA Program; however, this amount was subject to a 5.7 percent sequestration reduction (\$28.2 million) required by the Balanced Budget and Emergency Deficit Control Act of 1985 (BBEDCA). Because the pool of eligible TAA participants was limited by the termination provisions for the TAA Program that took effect on July 1, 2022, the amounts the Department distributed to states to carry out the TAA program were: \$45,635,000 for TRA; \$40,292,721 for Training and Other Activities; and \$3,724,000 for A/RTAA, for a total of \$89,651,721.

Table 26: FY 2023 Funds for Training and Other Activities Distributed to States

State	FY 2023 Single Distribution to All States	Reserve Funds Distribution to States Requesting Additional FY 2023 TaOA Funds	Total FY 2023 TaOA Distribution
AL	\$107,176		\$107,176
AK	\$100,000		\$100,000
AZ	\$100,000	\$1,058,566	\$1,158,566
AR	\$205,749		\$205,749
CA	\$1,105,666		\$1,105,666
CO	\$492,166		\$492,166
CT	\$214,178		\$214,178
DE	\$100,000		\$100,000
DC	\$0		\$0
FL	\$156,728		\$156,728
GA	\$369,291		\$369,291
HI	\$100,000		\$100,000
ID	\$100,000	\$300,000	\$400,000
IL	\$462,057		\$462,057
IN	\$315,636		\$315,636
IA	\$263,170		\$263,170
KS	\$111,130		\$111,130
KY	\$202,944		\$202,944
LA	\$100,000		\$100,000
ME	\$100,000		\$100,000
MD	\$100,000		\$100,000
MA	\$584,169		\$584,169
MI	\$433,602	\$3,900,000	\$4,333,602
MN	\$600,747	\$2,049,095	\$2,649,842
MS	\$100,000		\$100,000
MO	\$210,524		\$210,524
MT	\$100,000		\$100,000
NE	\$100,000		\$100,000
NV	\$100,000		\$100,000
NH	\$100,000		\$100,000

State	FY 2023 Single Distribution to All States	Reserve Funds Distribution to States Requesting Additional FY 2023 TaOA Funds	Total FY 2023 TaOA Distribution
NJ	\$192,793		\$192,793
NM	\$280,659		\$280,659
NY	\$906,396		\$906,396
NC	\$528,613	\$1,856,062	\$2,384,675
ND	\$100,000		\$100,000
OH	\$647,263		\$647,263
OK	\$100,000		\$100,000
OR	\$2,121,013	\$12,000,000	\$14,121,013
PA	\$1,761,749	\$870,042	\$2,631,791
PR	\$100,000		\$100,000
RI	\$100,000		\$100,000
SC	\$300,464		\$300,464
SD	\$100,000		\$100,000
TN	\$406,448		\$406,448
TX	\$1,609,876		\$1,609,876
UT	\$100,000		\$100,000
VT	\$100,000		\$100,000
VA	\$100,000		\$100,000
WA	\$866,399		\$866,399
WV	\$282,534		\$282,534
WI	\$319,816		\$319,816
WY	\$100,000		\$100,000
Total	\$18,258,956	\$22,033,765	\$40,292,721

Process for Providing Funds to States for TRA, ATAA, and RTAA

Funding for TRA and ATAA/RTAA (wage supplements) is neither determined by formula nor distributed in accordance with the other provisions of TAA regulations codified at 20 CFR § 618.900 to 20 CFR § 618.940. Wage supplements are provided in the form of ATAA under the 2002 Program and Reversion 2021 Program and RTAA under the 2009, 2011, and 2015 Programs. The Department's Office of Unemployment Insurance (OUI) manages these funds, and states request them from OUI on an as-needed basis. As noted above, discretionary funds to cover the state administrative costs of providing TRA, ATAA, and RTAA are provided by the SUIESO appropriation through each state's UI Annual Funding Agreement.

Table 27 provides, by state, the amounts of funds distributed for TaOA (\$40.3 million), funds obligated for TRA (\$45.6 million), and funds obligated for ATAA/RTAA (\$3.7 million) in FY 2023. The first column in *Table* corresponds to the total amount of TaOA program funds listed for each state in *Table*.

Table 27: The Total Amount of Payments to the States in FY 2023 Used to Carry Out TaOA, TRA, and ATAA/RTAA

State	Training and Other Activities	TRA	ATAA / RTAA	Total TAA
AL	\$107,176	\$500,000	\$50,000	\$657,176
AK	\$100,000	\$0	\$0	\$100,000
AZ	\$1,158,566	\$10,000	\$10,000	\$1,178,566
AR	\$205,749	\$825,000	\$40,000	\$1,070,749
CA	\$1,105,666	\$1,100,000	\$60,000	\$2,265,666
CO	\$492,166	\$550,000	\$0	\$1,042,166
CT	\$214,178	\$800,000	\$25,000	\$1,039,178
DE	\$100,000	\$0	\$0	\$100,000
DC	\$0	\$0	\$0	\$0
FL	\$156,728	\$240,000	\$20,000	\$416,728
GA	\$369,291	\$300,000	\$100,000	\$769,291

State	Training and Other Activities	TRA	ATAA / RTAA	Total TAA
HI	\$100,000	\$0	\$0	\$100,000
ID	\$400,000	\$35,000	\$0	\$435,000
IL	\$462,057	\$3,450,000	\$35,000	\$3,947,057
IN	\$315,636	\$1,750,000	\$400,000	\$2,465,636
IA	\$263,170	\$1,925,000	\$60,000	\$2,248,170
KS	\$111,130	\$1,400,000	\$60,000	\$1,571,130
KY	\$202,944	\$860,000	\$50,000	\$1,112,944
LA	\$100,000	\$40,000	\$40,000	\$180,000
ME	\$100,000	\$60,000	\$5,000	\$165,000
MD	\$100,000	\$40,000	\$40,000	\$180,000
MA	\$584,169	\$500,000	\$35,000	\$1,119,169
MI	\$4,333,602	\$600,000	\$135,000	\$5,068,602
MN	\$2,649,842	\$1,150,000	\$80,000	\$3,879,842
MS	\$100,000	\$15,000	\$7,000	\$122,000
MO	\$210,524	\$300,000	\$70,000	\$580,524
MT	\$100,000	\$0	\$0	\$100,000
NE	\$100,000	\$100,000	\$15,000	\$215,000
NV	\$100,000	\$0	\$0	\$100,000
NH	\$100,000	\$10,000	\$15,000	\$125,000
NJ	\$192,793	\$1,850,000	\$15,000	\$2,057,793
NM	\$280,659	\$550,000	\$0	\$830,659
NY	\$906,396	\$2,750,000	\$100,000	\$3,756,396
NC	\$2,384,675	\$525,000	\$175,000	\$3,084,675
ND	\$100,000	\$20,000	\$0	\$120,000
OH	\$647,263	\$740,000	\$60,000	\$1,447,263
OK	\$100,000	\$1,495,000	\$70,000	\$1,665,000
OR	\$14,121,013	\$3,500,000	\$35,000	\$17,656,013
PA	\$2,631,791	\$2,500,000	\$400,000	\$5,531,791
PR	\$100,000	\$20,000	\$20,000	\$140,000
RI	\$100,000	\$130,000	\$0	\$230,000
SC	\$300,464	\$80,000	\$150,000	\$530,464
SD	\$100,000	\$210,000	\$90,000	\$400,000

State	Training and Other Activities	TRA	ATAA / RTAA	Total TAA
TN	\$406,448	\$250,000	\$200,000	\$856,448
TX	\$1,609,876	\$1,300,000	\$20,000	\$2,929,876
UT	\$100,000	\$215,000	\$0	\$315,000
VT	\$100,000	\$40,000	\$17,000	\$157,000
VA	\$100,000	\$650,000	\$0	\$750,000
WA	\$866,399	\$10,000,000	\$70,000	\$10,936,399
WV	\$282,534	\$1,600,000	\$700,000	\$2,582,534
WI	\$319,816	\$650,000	\$250,000	\$1,219,816
WY	\$100,000	\$0	\$0	\$100,000
Total	\$40,292,721	\$45,635,000	\$3,724,000	\$89,651,721

VII. CONCLUSION

During FY 2023, the Department worked with the states to ensure that ongoing outreach was provided to eligible workers. As a result of those efforts, the TAA Program served 6,886 individuals in FY 2023. Of those participants, 55 percent enrolled in training, which is the highest percentage of such enrollments in the history of the TAA program, based on all available data. Employment and case management services also reached an all-time high with 98.4 percent of participants receiving these services during FY 2023.

TAA participant performance outcomes returned to pre-pandemic levels, with 76.7 percent of TAA participants obtaining new employment within 6 months of completing the program compared with 67 percent in FY 2021. Median Quarterly Earnings reached historic high levels in FY 2023 with MEQ2 Earnings nearly 27 percent higher than in FY 2021. Over three quarters (75.2 percent) of TAA workers were employed in the second quarter after exiting the program.

Wage replacement also reached an all-time high of 106.5 percent. This means that the average TAA participant earned more following exit from the program than they earned in their trade-affected employment. It is also noteworthy that the elevated wage replacement for TAA participants aged 30 or under was 132.8 percent, meaning that post-TAA participation they earned 32.8 percent more than their pre-participation earnings. Similarly, TAA participants aged 30-39 and 40-49 also earned more post-participation than their pre-participation employment earnings.

This report clearly demonstrates that, notwithstanding its current termination status, in FY 2023 the TAA Program continued to provide important benefits and services to help adversely affected workers obtain reemployment, with average wage replacement rates above 100 percent.

IX. APPENDICES

Appendix A: Side-by-Comparison of TAA Program Benefits

The following table provides a comparison of TAA Program benefits as provided under each program version.

Table 29: Side-by-Side Comparison of TAA Program Benefits under the 2002 Program, 2009 Program, 2011 Program, 2015 Program, and Reversion 2021

Program Element	2002 Program	2009 Program	2011 Program / 2015 Program	Reversion 2021
<u>Group Eligibility:</u> Defines the worker group that is eligible to apply for and potentially receive benefits through the TAA program.	Manufacturing sector workers ONLY ----- Workers who have lost their jobs because their company's decline in production and/or sales was due to increased imports or to the outsourcing of jobs to a country with which the U.S. has a Free Trade Agreement	Manufacturing sector workers Service sector workers Public sector workers ----- ITC workers (those who work for a firm that has been identified by the International Trade Commission as a domestic industry that has been injured/is a party to a market disruption) ----- Workers who have lost their jobs because their company's decline in production and/or sales was due to increased imports or to outsourcing to ANY country	Manufacturing sector workers Service sector workers ----- ITC workers (those who work for a firm that has been identified by the International Trade Commission as a domestic industry that has been injured/is a party to a market disruption) ----- Workers who have lost their jobs because their company's decline in production and/or sales was due to increased imports or to outsourcing to ANY country	Manufacturing sector workers ONLY ----- Workers who have lost their jobs because their company's decline in production and/or sales was due to increased imports or to outsourcing to a country with which the U.S. has a Free Trade Agreement
<u>Trade Readjustment Allowances (TRA):</u> Income support available in the form of weekly cash payments to workers	Up to 104 weeks of TRA available to workers enrolled in full-time training <i>OR</i>	Up to 130 weeks of TRA available to workers enrolled in full-time training <i>OR</i>	Up to 130 weeks of TRA available to workers enrolled in full-time training, the last 13 of which are only available if needed for	Up to 130 weeks of TRA available to workers enrolled in full-time training, the last 13 of which are only available if needed for

Program Element	2002 Program	2009 Program	2011 Program / 2015 Program	Reversion 2021
who are enrolled in a full-time training course.	<p>Up to 130 weeks of TRA available to workers enrolled in remedial training</p> <p>Must enroll in training within 8 weeks of certification or 16 weeks of layoff.</p>	<p>Up to 156 weeks of TRA available to workers enrolled in remedial training</p> <p>Must enroll within 26 weeks of either certification or layoff</p>	<p>completion of a training program and training benchmarks are met</p> <p>Must enroll within 26 weeks of either certification or layoff</p>	<p>completion of a training program and training benchmarks are met</p> <p>Must enroll within 8 weeks of certification or 16 weeks of layoff</p>
<p><u>Training Waivers:</u> Basic TRA is payable if an individual participates in TAA training OR is under a waiver of the requirement to participate in training. Training may be determined not feasible or appropriate and waived as a requirement for basic TRA eligibility for the following reasons:</p>	<ol style="list-style-type: none"> 1. The worker will be recalled to work reasonably soon 2. The worker has marketable skills for suitable employment and a reasonable expectation of employment in the foreseeable future 3. The worker is within two years of eligibility for a pension or social security 4. The worker is unable to participate in or complete training due to a health condition 5. No training program is available 6. An enrollment date is not immediately available 	<ol style="list-style-type: none"> 1. The worker will be recalled to work reasonably soon 2. The worker has marketable skills for suitable employment and a reasonable expectation of employment in the foreseeable future 3. The worker is within two years of eligibility for a pension or social security 4. The worker is unable to participate in or complete training due to a health condition 5. No training program is available 6. An enrollment date is not immediately available 	<ol style="list-style-type: none"> 1. The worker is unable to participate in or complete training due to a health condition 2. No training program is available 3. An enrollment date is not immediately available 	<ol style="list-style-type: none"> 1. The worker is unable to participate in or complete training due to a health condition 2. No training program is available 3. An enrollment date is not immediately available
<p><u>Funding:</u> <u>Training Funding:</u> Funds to states to pay for TAA training.</p> <p><u>State Administration Funding:</u> Funds to states to pay for state administration of TAA benefits, not administration of TRA or ATAA/RTAA (covered by UI Funding Agreement).</p>	<p>\$220 Million Statutory Cap Applies to Training Funds Only</p> <p>An additional 15% above the amount provided for training is available for State Administration</p>	<p>\$575 Million Statutory Cap Applies to Training Funds Only</p> <p>An additional 15% above the amount provided for training is available for State Administration, and Case Management and Employment Services</p>	<p>2011 \$575 Million Statutory Cap</p> <p>2015 \$450 Million Statutory Cap Applies to Training, Job Search and Relocation Allowances, Case Management and Employment Services, and related State Administration</p>	<p>\$220 Million Statutory Cap Applies to Training Funds Only</p>

Program Element	2002 Program	2009 Program	2011 Program / 2015 Program	Reversion 2021
<u>Job Search and Relocation Allowances Funding:</u> Funds to states to pay allowances. <u>Case Management Funding:</u> Funds to states to pay for TAA case management and employment services.	Additional funds are available for Job Search and Relocation Allowances No funds are available for TAA Case Management and Employment Services	Additional funds are available for Job Search and Relocation Allowances At least 1/3 of these funds must be used for TAA Case Management and Employment Services States also receive \$350,000/year for TAA case management and employment services	No more than 10% of the amount provided may be spent for State Administration No less than 5% of the amount provided must be spent for TAA Case Management and Employment Services DOL may recapture and distribute unobligated funds.	
<u>Job Search Allowances:</u> A cash allowance provided to workers who cannot find an available job within the commuting area (e.g., 50 miles). Used to cover transportation costs, etc. <u>Relocation Allowances:</u> A cash allowance provided to workers who have to accept a job outside of their commuting area and relocate.	90% of allowable job search costs, up to a maximum of \$1,250 ----- 90% of allowable relocation costs, plus an additional lump sum payment of up to \$1,250	100% of allowable job search costs, up to a maximum of \$1,500 ----- 100% of allowable relocation costs, plus an additional lump sum payment of up to \$1,500	90% of allowable job search costs, up to a maximum of \$1,250, available if state elects to provide the benefit ----- 90% of allowable relocation costs, plus an additional lump sum payment of up to \$1,250, available if state elects to provide the benefit	90% of allowable job search costs, up to a maximum of \$1,250 ----- 90% of allowable relocation costs, plus an additional lump sum payment of up to \$1,250

Program Element	2002 Program	2009 Program	2011 Program / 2015 Program	Reversion 2021
<u>Alternative Trade Adjustment Assistance/Reemployment Trade Adjustment Assistance:</u> A wage supplement provided to eligible workers over the age of 50 that supplements a portion of the wage difference between their new wage and their old wage (up to a specified maximum amount).	<u>Alternative Trade Adjustment Assistance:</u> Requires a separate group certification Available to workers earning less than an annual salary of \$50,000 Maximum total ATAA benefit of up to \$10,000 Reemployed within 26 weeks of separation Reemployed in full time employment Training benefit NOT available	<u>Reemployment Trade Adjustment Assistance:</u> Does not require a separate group certification Available to workers earning less than an annual salary of \$55,000 Maximum total income support (RTAA and TRA) benefit of \$12,000 Reemployed with no deadline Reemployed in full-time or part-time employment in combination with approved training Training benefit is also available	<u>Reemployment Trade Adjustment Assistance:</u> Does not require a separate group certification Available to workers earning less than an annual salary of \$50,000 Maximum total income support (RTAA and TRA) benefit of \$10,000 Reemployed with no deadline Reemployed in full-time or part-time employment in combination with approved training Training benefit is also available	<u>Alternative Trade Adjustment Assistance:</u> Requires a separate group certification Available to workers earning less than an annual salary of \$50,000 Maximum total ATAA benefit of up to \$10,000 Reemployed within 26 weeks of separation Reemployed in full time employment Training benefit NOT available
<u>Health Coverage Tax Credit:</u> A tax credit offered to eligible TAA recipients to help pay for qualified health insurance premiums	72.5% of qualifying health insurance premium costs Note: HCTC expired on December 31, 2021 https://www.irs.gov/Individuals/HCTC			

Note: As of June 29th, 2015, all participants being served under the Reversion 2014 Program were automatically converted to the 2015 Program.

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