Characteristics of Trainees and Training Programs in the Trade Adjustment Assistance (TAA) Program Under the 2002 Amendments

Final Report—Prepared as Part of the Evaluation of the Trade Adjustment Assistance Program

August 2012

Jillian Berk

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EXECUTIVE SUMMARY

A. Introduction

The Trade Adjustment Assistance (TAA) program, administered at the federal level by the U.S. Department of Labor (USDOL), provides assistance to dislocated workers, certified as having suffered trade-related job losses. First introduced in 1962 to offset the impacts of free trade legislation, the TAA program has undergone several reforms, including those in the TAA Reform Act of 2002, the Trade and Globalization Adjustment Assistance Act (TGAAA) in 2009, and the TAA Act Extension of 2011.

TAA is intended to help affected workers adjust to changes in market circumstances. Under the program, participants can access training, relocation and job search assistance, as well as Trade Readjustment Allowances (TRA), which are weekly benefits provided after an individual has exhausted Unemployment Insurance (UI) compensation. "Basic" TRA is available for 26 weeks after UI is exhausted which for most participants in the 2002 TAA program occurred at 26 weeks.

Subsidized training is accessible to trade-impacted workers who apply for and are determined eligible by their state workforce agency, after a petition regarding their firm has been submitted to and approved by USDOL. Proposed training services must further be documented in a plan and approved by the state agency. Other benefits under the 2002 program included: coverage of 65 percent of health insurance premiums through the Health Coverage Tax Credit (HCTC), 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), allowances for job search and relocation, and supplemental payments for expenses associated with attending training in another area.

This report documents patterns in the receipt of training, including characteristics of trainees, types of training, program completion, and credential receipt, among participants in the TAA program who enrolled in the program as it operated under the 2002 amendments. The report is one of a series produced as part of the Evaluation of the TAA Program. The evaluation overall was designed to assess the effectiveness of the program and to understand its administrative and service features as it operated under the 2002 amendments. The evaluation was commissioned by USDOL in 2004.

The report is based on the responses of 2,228 TAA participants who were interviewed by phone in a survey conducted in 2008 and early 2009. Data for the evaluation were also collected through a second survey in 2010, multiple rounds of site visits, and from administrative records for the UI, TAA, and Workforce Investment Act (WIA) programs. Other reports for the evaluation discuss implementation of the 2002 and 2009 amendments, characteristics of individuals eligible for the TAA program, case management, promising practices in outreach, and estimated impacts, benefits and costs of the 2002 TAA program.

B. Provisions in the 2002 TAA Amendments Regarding Training

The TAA program under the 2002 amendments continued and expanded many provisions of previous trade adjustment programs. The amendments continued to cover manufacturing workers

whose job loss was the direct result of increased imports of similar or directly competitive goods or plant relocations, but added "secondary workers" who were similarly affected by changes in demand or production because of foreign trade.

The 2002 amendments also continued to permit multiple sources and types of training, including classroom training, on-the-job training, customized training for a specific employer or group of employers, apprenticeship, postsecondary education, and remedial education, including General Educational Development (GED) preparation, literacy training, basic math, or English as a Second Language (ESL). TAA participants were eligible to receive funding for only one training plan, but that plan could include one or multiple courses of study, if needed for an individual to meet a specific occupational goal. For example, an individual training plan could include an education component, like a GED program, and occupational training.

One of the major goals of the 2002 amendments was to ensure that TAA participants obtained suitable training as quickly as possible and were able to pursue longer training if necessary. To achieve these goals, the Act made a number of significant changes, including:

- New deadlines requiring entry into training either 8 weeks after certification of a petition or 16 weeks after complete separation (called 8/16 deadlines)
- An extension of additional TRA from 26 to 52 weeks, allowing for up to 104 weeks of cash payments to workers enrolled in full-time training
- The addition of up to 26 weeks of TRA-supported remedial training, thus permitting a total of 130 weeks of cash payments for workers also enrolled in remedial training
- An extension of approved breaks in training from 14 days to 30 days without loss of TRA.

As in prior legislation, the 2002 program required individuals to be enrolled in training in order to remain eligible and receive TRA benefits and workers had to enter training within 8 weeks after the petition was certified or within 16 weeks after the separation, whichever was later (known as the 8/16 rule). However, individuals could be exempted from this requirement if granted a waiver by the state agency for any of six possible conditions (including lack of available training, an intention to retire, health problems, or evidence of "marketable skills").

Finally, the amendments also permitted (under the Alternative Trade Adjustment Assistance demonstration) wage subsidies for workers over age 50 who did not enroll in training but instead obtained a full-time job.

C. Data and Methods

This report uses data from 2,228 respondents identified as TAA participants in the first of two surveys of a nationally representative sample[1] of workers eligible for the TAA program under the 2002 amendments. The sample included both TAA participants (defined by their receipt of any core TAA services or benefits: TRA, TAA-funded training, HCTC, or ATAA) and nonparticipants, who were eligible but did not receive any core services or benefits. This first survey was administered by telephone in 2008 and early 2009 and had a response rate of 68.7 percent among TAA participants and 58.8 percent among nonparticipants.[2]

The survey asked about program experiences and service receipt from the date of the UI claim that was associated with (and is a proxy for) the trade-related job separation. There are two important caveats to note. First, the survey was not conducted at the time of the UI claim but rather 28 months afterwards, on average. Second, training may have still been in progress or not yet received at the time of the survey interview.[3]

Descriptive statistics were computed for TAA participants overall, TAA training participants, and worker subgroups as appropriate. In general, the subgroups analyzed were selected because they were likely to relate to characteristics of training programs attended by TAA participants or to their training outcomes. The statistics presented include means and medians for key selected measures. All statistics are calculated using sample weights to adjust for survey nonresponse and to assure that the estimates can be generalized to eligible workers in the intended study population nationally. All differences discussed are statistically significant, unless otherwise indicated.

[1] The sample 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 et al. 2012b). In the second stage, a random sample was drawn among claimants in state UI claims data files who also appeared on lists of covered workers that certified firms provided to the states. The sample included only eligible workers from firms whose petitions were certified during the one-year period from November 1, 2005, to October 31, 2006, i.e., after the full implementation of all the 2002 reforms (which took effect in August 2003). Workers covered by the certification and hence eligible for TAA, could have been laid off one year prior or up to two years after the petition filing date, i.e., between September 1, 2004, and October 31, 2008. For more details on the sampling strategy see (Schochet et al. 2012b).

[2] The 2,228 respondents identified as participants include 1,974 individuals from the original participant sample and 254 individuals who were initially defined as nonparticipants, but were redefined as participants after the research team examined a) service receipt data from the baseline survey and b) Trade Act Participant Report (TAPR) administrative program records on individuals in the sample.

[3] This paper was originally prepared before the follow-up survey interview was completed. Including the data from the follow-up survey would not substantively change the results presented here—more than 95 percent of the participants who ever received training during the full 16-quarter follow-up period had started their training prior to the initial interview.

D. Characteristics of Trainees

Sixty-five percent of TAA participants had enrolled in training, either funded by the TAA program or another source, by the time of the initial survey interview (an average of 27.5 months after the UI claim).[4] The high rate of participation overall was consistent with TAA participants' reasons for applying for TAA benefits. As reported in Dolfin and Berk (2010), the most common reason eligible workers cited for applying to the TAA program was an interest in training (65 percent). Interest in training greatly exceeded interest in receiving TRA benefits (26 percent), particularly among younger workers.

The majority of trainees were female (54 percent). About 63 percent were white, 21 percent were black, and 9 percent were Hispanic. The average age among trainees was 46.1 years old, with 70 percent older than 40, and for whom, presumably, a significant number of years had elapsed since they were last in school. The majority of trainees had finished high school, but less than one quarter of trainees had any education beyond that level. Fifteen percent of trainees had not completed high school and only 6 percent had a bachelor's or graduate degree.

Prior to the layoff, trainees had full time jobs with good employment benefits, with more than 90 percent having had health insurance in the year prior to job loss. Trainees had an average of 12 years of job tenure, and they had earned $28,607 on average in the year prior to job loss.

TAA participants who enrolled in training were somewhat different from those who did not enroll in training. Overall, among trainees, there were slightly higher percentages of women, union members, and individuals who did not speak English at home, compared to non-trainees. On average, trainees were slightly younger and tended to have shorter job tenure, to have worked more hours per week in their pre-layoff job, and to have been less likely to expect recall. Overall, they had slightly more jobs in the prior three years and slightly higher earnings in the year prior to the job loss than TAA participants who did not pursue training.

Among TAA participants who did not pursue training, the most common reason cited for this choice was that they were not interested (45 percent). However, a sizeable proportion (20 percent) said that they had gotten a job and a small percentage cited barriers to enrollment, including cost, unavailability of training, and ineligibility, as a reason for not enrolling.

E. Training Goals and Motivations

TAA training participants were asked about their goals in pursuing training and whether they were hoping to maintain their current occupation but upgrade their skills or were preparing themselves for a new occupation.

Overall, the vast majority, more than 85 percent, of TAA training participants pursued training in order to prepare for a new career, while only nine percent aimed to upgrade their skills in their current occupation. While we do not know why trainees planned to change careers, this finding may suggest that workers believed that there were few employment opportunities

[4] Of the 1,493 TAA participants enrolled in training, 1,027 (or 69 percent of trainees and 46 percent of all participants) reported that the TAA program funded their training program. Other trainees reported that their training was funded from another source or that they didn't know the source.

available in their existing occupation and sought to find different or better occupations. Also, it is possible that workers who planned to stay in their existing occupation believed they could find work without participating in training.

For TAA training participants, the decision to train for a new occupation was related to their occupation at the point of the trade-related job loss. Among former production workers, 90 percent said they were training for a new occupation. However, among those whose prior job was in management, only 32 percent indicated they were training for new career, as opposed to 68 percent who said their motivation was to upgrade their skills. Almost 30 percent of trainees who had held positions in installation, maintenance, and repair were looking to upgrade their skills.

Training goals were also related to the age of the TAA participant. Switching occupations may have substantial transition costs, so the decision to retrain is likely more reasonable for a younger worker. This pattern was somewhat evident among our sample of TAA participants. While the majority of TAA trainees of all ages were training for a new occupation, the goal of a new occupation was most common among the youngest trainees. We found that 92 percent of training participants younger than 40 were training for a new occupation, as were more than 80 percent of trainees aged 40 to 49 and 50 to 59. Even amongst the oldest trainees, 76 percent were hoping to switch occupations.

F. Characteristics of Training Programs

In analyzing training program characteristics, we limited our analysis to training programs funded by TAA. Of the 1,493 TAA participants who had enrolled in training, 1,027 (or 69 percent) of trainees reported that the TAA program funded their training program.

As described above, TAA benefits could be used for only one training plan per individual participant, but the training plan could include more than one program or course of study. In the first year of eligibility, 72 percent of TAA training participants participated in occupational skills training only. Approximately 20 percent of training participants limited their enrollment to non-occupational general education programs, and the remaining eight percent enrolled in both general education programs and occupational skills training.

There were some notable differences in the types of training courses depending on workers' education and gender. Participants with lower levels of education were more likely to enroll in general education training programs and were also more likely to combine both a general education and an occupational skills program. This activity was consistent with the goals of the 2002 amendments that were designed to facilitate occupational skills training for individuals who may require remedial coursework prior to enrollment.

For participants enrolled in occupational skills programs, the most common training areas were health care support, office and administrative support, and installation, maintenance, and repair. Among workers enrolled in occupational skills programs, there were strong gender differences in the types of occupational programs pursued. Female participants chose training in health care and office and administrative support, while male participants trained for occupations in installation, maintenance, and repair; computer and mechanical occupations; transportation and material moving; production; and construction and extraction.

Participants whose prior job was in production were unlikely to enroll in occupational training with a production focus and instead chose programs in other occupations such as health care support, office and administrative support, and installation, maintenance, and repair. By contrast, almost half of TAA trainees who lost jobs in office and administrative support positions chose training programs focused on developing skills in the same occupational areas.

One of the goals of the 2002 amendments was to get participants into training programs more quickly. The median number of weeks between TAA eligibility and first enrollment in an education or occupational skills training course was 16 weeks. Enrollment in education programs occurred more quickly than in occupational skills programs and the time to enrollment varied with the demographic characteristics of the trainees. Older workers took longer to enroll, which may reflect hesitancy about entering training or less comfort with navigating the system. Less educated workers enrolled in education courses more quickly, but took substantially longer to enroll in their first occupational skills course possibly because they lacked the prerequisites for such training and had to take remedial education before enrolling.

Community colleges were the biggest providers of education and occupational skills training. More than 60 percent of trainees reported receiving services at either a community college or a two-year school. Vocational training centers were also active players, particularly for trainees in occupational skills programs. The strong involvement of community colleges in the provision of training resulted in a pronounced seasonality in enrollment, with most courses starting in January, August, and September.

The median duration of the programs was relatively long, at 11 months, with similar lengths of time for both occupational skills programs and general education programs. However, there was significant variation in cost and duration within the different broad categories of education and occupational program. GED programs were longer than ESL classes (12 months compared to 9 months), but the ESL classes were significantly more expensive than the longer GED programs. Training programs for health care practitioners and installation, maintenance, and repair occupations were relatively long and expensive, with median durations exceeding 11 months and median costs above $8,500. At the other extreme, the training programs for transportation occupations had a median duration of 1.4 months and cost less than $4,000.

G. Training Outcomes

The ultimate goal of TAA-funded training is to facilitate the reemployment of trade-affected workers. At the time of the first survey, conducted an average of 28 months after the UI claim, it was too soon to determine if TAA training was achieving its objectives, since approximately one-third of TAA trainees were still enrolled in a training program, but some outcomes regarding credential receipt were available.

More than 85 percent of training participants who completed a TAA-funded training program said they received a certificate or degree, and this was more common for occupational skills participants. It should be noted, however, that the information on credential receipt was from participants' self-reported answers to survey questions and it was not possible to verify this information or to know if the certificates awarded were nationally recognized or only certificates of completion.

While a trainee's education level was not a significant predictor of receiving a certificate from an education program, it was strongly related to receiving a certificate from an occupational skills program. Only 74 percent of those without a high school diploma received a certificate compared to 92 percent or more of participants with higher levels of education.

H. Conclusions

The majority of TAA participants took advantage of education and training opportunities and their training experiences were diverse. Some participants pursued general education opportunities, while others completed training programs focused on specific occupational skills. Some participants chose relatively short programs, while others spent more than a year in training. Future reports will examine whether the TAA program increased the receipt of education and training and will also examine the earnings and employment of TAA participants compared to other similar workers not eligible for TAA services.

I. INTRODUCTION

The Trade Adjustment Assistance (TAA) program, administered at the federal level by the U.S. Department of Labor (USDOL), provides assistance to help manufacturing workers certified as having suffered trade-related job losses. 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 in the TAA Reform Act of 2002, the Trade and Globalization Adjustment Assistance Act (TGAAA) in 2009, and the TAA Act Extension of 2011 (under which the program was operating at the time of this report's release). TAA also represents a substantial investment of federal funds; for example, in fiscal year 2008 alone, almost $260 million in funding for TAA services was distributed and 42,000 new participants received program services.

Under the TAA program, participants can access training, relocation and job search assistance, as well as Trade Readjustment Allowances (TRA), i.e., weekly benefits provided after an individual has exhausted Unemployment Insurance (UI) compensation. As with all benefits under TAA, subsidized training is accessible to trade-impacted workers who apply for and are determined eligible by their state workforce agency, after a petition regarding their firm has been submitted to and approved by USDOL. Training services must further be documented in a plan and approved by the state agency.

This report is one of a series produced as part of the Evaluation of the TAA Program commissioned by USDOL in 2004 to assess the effectiveness of the program under the 2002 amendments and to understand its administrative and service features. The report is based on the responses of TAA participants who were interviewed during a first survey conducted in 2008 and early 2009. Other data for the evaluation were collected through a second survey in 2010, multiple rounds of site visits, and from administrative records for the UI, TAA, and Workforce Investment Act (WIA) programs. Other reports for the evaluation discuss implementation of the 2002 and 2009 amendments, characteristics of individuals eligible for the TAA program, case management, promising practices in outreach, and estimated impacts, benefits and costs of the TAA program. (Impacts were determined by use of quasi-experimental design comparing TAA-eligible workers to a statistically matched group of UI claimants.)

The main benefits provided by the TAA program under the 2002 amendments included subsidized training and extended 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 seek and find work in another area, and supplemental assistance payments for expenses associated with attending training in another area.

Worker eligibility for TAA is determined through a two-step process. First, groups of workers at a firm or representatives for these workers file a petition with the Employment and Training Administration (ETA) of USDOL. A determination of eligibility is made within 40 days of receipt of the petition. 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. In the second step, workers apply for TAA reemployment services and TRA benefits, which require workers to satisfy additional eligibility criteria using a single joint application.

In a previous report, we explored the characteristics of the population eligible for the 2002 provisions of TAA and its members' experiences with the program (Dolfin and Berk 2010). A descriptive analysis of the survey data from the sample of TAA eligible workers, including both participants and nonparticipants, enabled us to examine participation rates as well as reasons for participation and nonparticipation. We found that, by and large, TAA participants applied for TAA services because of an interest in training. Interest in training greatly exceeded that of receiving TRA benefits (65 percent versus 26 percent), particularly among younger workers. Consistent with their primary reason for participation, most TAA participants reported receiving educational or occupational training.

The purpose of this report is to document the characteristics of TAA participants in TAA-funded training and of the training programs themselves, including information about the occupational goals of trainees, the types of training they pursued, characteristics of training programs attended, and rates of training completion and credential attainment. Such information may help in interpreting program impact estimates as well as furnish policymakers with information that can be used to assess and improve program features or their implementation.

The remainder of the report is organized as follows. In Section II, we describe key features of the 2002 amendments in regard to training, including the eligibility process, available benefits, and the changes made by the 2002 amendments. In Section III, we describe the data and methods. In the subsequent sections, we present findings from the analysis. We discuss the characteristics of training participants in Section IV and the participants' training goals and motivations in Section V. In Section VI, we describe the characteristics of TAA-funded training programs, and in Section VII, we examine training outcomes. In Section VIII, we provide a summary of our research conclusions.

II. PROVISIONS IN THE 2002 TAA AMENDMENTS REGARDING TRAINING

The goal of training in the TAA program is to ensure that trade-affected workers develop marketable skills that will enable them to find jobs. While the 2002 amendments emphasized that long-term training, which had been the historical focus of the program, may not be the best route to suitable and rapid reemployment for all workers, training continued to be a benefit that attracted eligible workers to participate in the program.

TRA payments were intended to support workers who enroll in training in order to facilitate successful completion of their programs. "Basic" TRA continued to be available, as in prior legislation, for 26 weeks following the exhaustion of UI (which generally occurred after 26 weeks) for a total of 52 weeks of cash assistance. As in prior legislation, the 2002 program required individuals to be enrolled in training in order to remain eligible and receive TRA benefits. To be eligible for TRA, workers had to enter training within 8 weeks after the petition was certified or within 16 weeks after the separation, whichever was later (known as the 8/16 rule). However, individuals could be exempted from the training requirement if granted a waiver by the state agency, for any of six possible conditions (including lack of available training, an intention to retire, or evidence of marketable skills).[5]

Occupational skills training can be paid for by TAA for up to two years, and can include classroom training, on-the-job training (OJT), and other customized training with an employer. Remedial training can also be provided if it is required for the worker to successfully complete occupational skills training or to take full advantage of his or her existing occupational skills. Training should aim to provide suitable re-employment at an adequate replacement wage and, because TAA benefits are an entitlement, must be approved if all of the following conditions are met:

- The worker cannot find suitable employment otherwise;
- The worker would benefit from the training;
- There is a reasonable expectation of employment following the training;
- The training the worker requests is reasonably available;
- The worker is qualified to undertake the training; and
- The training is suitable for the worker and available at a reasonable cost.

[5] The six conditions for which waivers could be granted were: (1) the worker was expected to be recalled; (2) the worker was believed to have marketable skills; (3) the worker was within two years of retirement; (4) the worker had a health condition preventing participation in training; (5) suitable training was not available, or (6) the first available enrollment date for the training the worker wanted to undertake fell outside the 8/16 guidelines (but within 60 days from that cut-off date, unless there were extenuating circumstances).

Previous reports prepared as part of this evaluation examined how states have operational zed some of these provisions (D'Amico et al. 2009). We reported that, as a way of meeting the reasonable cost criterion, states typically impose cost caps meant to cover the cost of tuition and books and supplies, but that the caps are almost always considerably more generous that what is allowable for WIA-funded training. For example, New York has a cap per person of $15,000 for training plans of up to 130 weeks.[6] Current federal regulations prevent the approval of training plans that would require trade affected workers to use any personal funds to cover the cost of the training plan. Most states, but not all, require the worker to select training from the WIA eligible training provider list in order to ensure training quality.

TAA-funded training can include classroom training, on-the-job training, customized training designed to meet the needs of a specific employer or group of employers, apprenticeship programs, postsecondary education or coursework and remedial education, which may include General Educational Development (GED) preparation, literacy training, basic math, or English as a Second Language (ESL). TAA participants are eligible to receive funding for one training plan, but the plan may include more than one training or educational program, all to help an individual meet a specific occupational and employment goal. An individual training plan could include both an education component, like a GED program, and occupational training.

One of the major goals of the 2002 amendments was to ensure that TAA participants are able to obtain suitable and long-term employment as quickly as possible. To achieve this goal, the act made a number of significant changes to the provision of training-related services. These changes included:

- New deadlines requiring entry into training either 8 weeks after certification of a petition or 16 weeks after complete separation (called 8/16 deadlines);
- An extension of additional TRA from 26 to 52 weeks, allowing for up to 104 weeks of cash payments for workers enrolled in full-time training but not permitting any waivers of the training requirement;
- The addition of up to 26 more weeks of TRA-supported remedial training, thus permitting a total of 130 weeks of cash payments for workers also enrolled in remedial training; and
- An extension of approved breaks in training from 14 days to 30 days without loss of TRA.

The potential impacts of the 2002 amendments on the training behaviors of TAA participants likely varied by population group. The 8/16 deadlines were designed to encourage faster enrollment in training programs. In addition to attempting to alter the timing of training enrollment, the 2002 amendments may have affected the composition of TAA training participants. By granting waivers to individuals with "marketable skills," the amendments may have discouraged certain individuals from enrolling in training. On the other hand, having an additional 26 weeks of TRA-supported remedial training available may have encouraged participants with more academic barriers to enroll in training.

[6] Found at: http://www.labor.ny.gov/workforcenypartners/TA04-6-4.pdf. Accessed December 20, 2010.

Although this report focuses on workers' experiences after the 2002 amendments and does not compare workers' experiences with TAA before and after those amendments, it is interesting to note state officials' perspectives on the effect of the changes. An initial implementation study of the 2002 TAA amendments in 12 states found that most state officials had expected the extension of TRA benefits and allowable breaks in training to improve training completion rates (D'Amico et al. 2009). 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 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.

Recent program entrants have faced a different set of rules. Changes introduced by the 2009 TGAAA expanded eligibility and services for workers covered by petitions filed on or after May 18, 2009. Among its key provisions, TGAAA expanded eligibility (most notably to trade-affected workers in services and the public sector), mandated that case management services be made available to TAA participants, and significantly expanded certain program benefits. However, TGAAA included a sunset provision and the program expired on February 12, 2011,[7] and then reverted back to the provisions in the Trade Act of 2002. On October 21, 2011, President Obama signed the TAA Extension Act of 2011, which included most of the same provisions as in the 2009 program and extended the program through 2013.

[7] TGAAA was originally set to sunset on December 31, 2010. On December 29, 2010, Congress enacted the Omnibus Trade Act of 2010, extending the sunset date until February 12, 2011. The law was subsequently extended in October 2011 with the enactment of the Trade Adjustment Assistance Extension Act.

III. DATA AND METHODS

This report documents the patterns among TAA participants in TAA-funded training programs and provides information about the occupational goals of trainees, the types of training they received, characteristics of training programs they attended, and their rates of training completion and degree and certificate receipt. The analysis uses survey data from a nationally representative sample of workers who were eligible for TAA as it operated under the 2002 amendments and in the following sections, we describe the sample, survey, and analytical methods. More details are available in Schochet et al. (2012b).

A. Sample

The data used in this report were gleaned from interviews with a sample of TAA-eligible workers who were randomly 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 in fiscal years 2005 and 2006. These 26 states, all of which agreed to participate in the study, contained approximately 90 percent of the TAA eligible population (see Schochet et al. 2012b). In the second stage, a sample of TAA-eligible workers was randomly selected from each state's UI claimants who were also found on lists of TAA-covered worker (provided by employers in TAA-certified firms). The sample frame included workers aged 16–80 and living in the state at the time of their UI claim.

The sample was restricted to eligible workers 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. The data covered a period one year before the TAA-certified firms' petition filing date and up to two years after the petition approval date.[8]

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 though most sample members lost their jobs in 2005 and 2006.

While the evaluation covers both TAA participants and nonparticipants, the analysis in this report is restricted to TAA participants. This report uses data from respondents identified as

[8] While the sample covers the full pre-certification period, it does not include the full post-certification coverage period. The data on UI claimants was provided by states from 2004 to the most recent quarter that UI records were available. However, because the states provided the data at different times, the most recent data available differed by state. The period covered 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 et al. 2012b).

TAA participants in the first of two surveys of a nationally representative sample of workers eligible for the TAA program under the 2002 amendments. The sample included both TAA participants (defined by their receipt of any core TAA services or benefits: TRA, TAA-funded training, HCTC, or ATAA) and nonparticipants, who were eligible but did not receive any core services or benefits (though some received job search assistance, case management and other "light-touch services").

B. Survey

The first survey was administered by telephone to the 4,381 TAA-eligible workers in the 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. To enhance response rates, incentive payments of $25 for TAA participants and $25 or $50 for nonparticipants were offered for completing the survey.[9]

This first survey had a response rate of 68.7 percent among TAA participants and 58.8 percent among nonparticipants. Among all respondents, 2,228 were identified as TAA participants.[10] (See Schochet et al. (2012b) for a detailed description of the survey design and administration.) Because survey respondents and nonrespondents differed in some ways, we used sample weights in our analysis to help reduce the potential bias due to interview nonresponse.

The survey questionnaire included a battery of questions about workers' experiences with the TAA program and their demographic and labor market backgrounds. Questions covered 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-UI-claim employment and income, demographic characteristics, and mobility.

The survey asked about experiences after the UI claim date associated with the trade-related job separation. There are two important caveats to note. First, the recall period varies. The survey was not conducted at the time of the UI claim but rather about 28 months afterwards on average. This lag ranged from about 4.5 months to almost 50 months after the UI claim date; only 1.6 percent of the respondent sample was interviewed less than a year after the claim and 67.1 percent was interviewed more than two years after the claim.

Second, at the time of the initial interview, training could still be in progress or might not yet have been initiated. Thus, this report reflects initial rather than long-term experiences with TAA,

[9] 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 TAA participants.

[10] The sample of 2,228 TAA participants includes 1,974 individuals from the original participant sample who completed the baseline survey as well as 254 individuals who were initially defined as nonparticipants, but were redefined as participants after the research team examined service receipt information in the baseline survey and Trade Act Participant Report (TAPR) administrative program records. In the second survey, we completed interviews with an additional 251 participants who had not responded to the initial interview. Including these additional participants would not alter the results presented here.

although our subsequent analysis of the second interview found that 90 percent of training programs started prior to the first interview.

C. Methods

Survey data for TAA participants are used to examine these workers' motivations for training and the characteristics of their training programs. 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. The sample weights account for study design and adjust for survey nonresponse. Construction of the weights is discussed in Schochet et al. (2012b). Any differences discussed are statistically significant, unless otherwise indicated. Statistical tests account for design effects due to state-level clustering and weighting.

Subgroup analyses are conducted to help us understand variation in training patterns. The subgroups examined are based on the following worker characteristics:

- Demographic characteristics: gender, race and ethnicity, age, education, and whether English is spoken at home;
- Job market characteristics: occupation, union membership, wage at previous job, and expectation of recall to employer;
- Local labor market characteristics: percent of workers in manufacturing, unemployment level, urban-rural continuum, and USDOL region; and
- Training program characteristics: receipt of counseling to select training provider, costs of training, training provider, occupational focus of training, and training goals.

In general, the subgroups analyzed were selected because they are likely to relate to the characteristics of training programs attended by TAA participants or their training outcomes. 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. Also, regional labor market differences may create a need for certain types of training.

As it was not feasible to present estimates of all the items in the report for all the subgroups, our approach is to present means and medians of selected measures of service receipt for the full set of subgroups. 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.

IV. CHARACTERISTICS OF TRAINEES

Sixty-five percent of TAA participants said they had enrolled in training by the time of the initial survey interview (an average of 27.5 months after the UI claim).[11] This high rate of participation was consistent with TAA participants' reasons for applying for TAA benefits. For more information on TAA participation and reasons for application, see Dolfin and Berk (2010). (It should be noted that of the 1,493 TAA participants enrolled in training, only 1,027 (or 69 percent of trainees and 46 percent of all participants) reported that the TAA program funded their training program.

A. Profile of Trainees in TAA

- **About 54 percent of trainees were female, and 63 percent were white (Table 1).** Twenty one percent of trainees were black, and 9 percent were Hispanic.
- **The average trainee was 46.1 years old.** Seventy percent of trainees were older than 40, so a significant number of years may have elapsed since the trainees were last in a classroom.
- **The majority of trainees had finished high school, but less than one quarter of trainees had additional education**. Fifteen percent of trainees had not completed high school. Only 6 percent had a bachelor's or graduate degree.
- **Prior to the layoff, trainees had full time jobs with good employment benefits.** More than 90 percent of trainees were covered by health insurance in the year prior to job loss. Trainees had an average of 12 years of job tenure, and on average earned $28,607 in the year prior to job loss.

B. Comparison of Trainees and Non-Trainees

- **TAA participants who enrolled in any training following the job separation were somewhat different from those who did not enroll in training (Table 1)**. Those enrolled in training were somewhat more likely to be female, younger, to belong to a union, not to speak English at home and not to expect recall. They tended to have slightly shorter job tenure, to have worked longer hours per week, to have had slightly more jobs in the prior three years, and to have 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).

[11] Using the follow-up survey, we examined enrollment in education and training over the full 16-quarter follow-up period (Schochet et al. 2012a). We found that 66 percent of TAA participants enrolled in education or training over this four year period, so more than 95 percent of trainees had initiated their training before the initial survey interview.

- **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 2)**. A small proportion of TAA participants cited barriers to enrollment as a reason for not enrolling. Specific barriers cited included financial reasons (7 percent), the lack of suitable training (13 percent), and a belief in ineligibility for training (5 percent in total, not shown).

Table 1. Characteristics of TAA Trainees and Non-Trainees (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
$19.91 +	11.0	8.8
Expected to Be Recalled to Employer	10.0***	13.0
Number of Jobs in Prior 3 Years	1.3	1.2
Total Earnings in Year Prior to Job Loss ($)	28,607**	27,545

Table 1 *(continued)*

	Mean of Sample	
	TAA Participant Trainees	TAA Participant Non-Trainees
Local Area Characteristics		
Average Unemployment Rate in Local Area in Year of Job Loss[a]	5.4	5.4
Percentage of Workers in Manufacturing in Local Area in Year of Job Loss[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
Number of Respondents	**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. Sampling weights were used in computing estimates.

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

[b]Bureau of Economic Analysis, 2005.

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

Table 2. Reasons TAA Participants Gave for Not Participating in Training after Layoff

	Percent of Those Not in Training
Not Interested	45.4
Got a Job	20.3
Suitable Training Not Available	12.8
Financial Reasons	6.6
Looking For Job on Own	4.8
Family Issues	4.4
Didn't Think I Was Eligible for Training	4.1
Health Issues	3.3
Already Had Degree/Skills/Training	3.2
Language Barrier/Literacy Problems	1.5
Transportation Problems	1.1
Didn't Think I Was Eligible for TAA/TRA	1.1
Expect To Be Called Back	0.5
Other	2.1
Number of Respondents	**673**

Source: Mathematica TAA Baseline Survey administered 2008-2009.

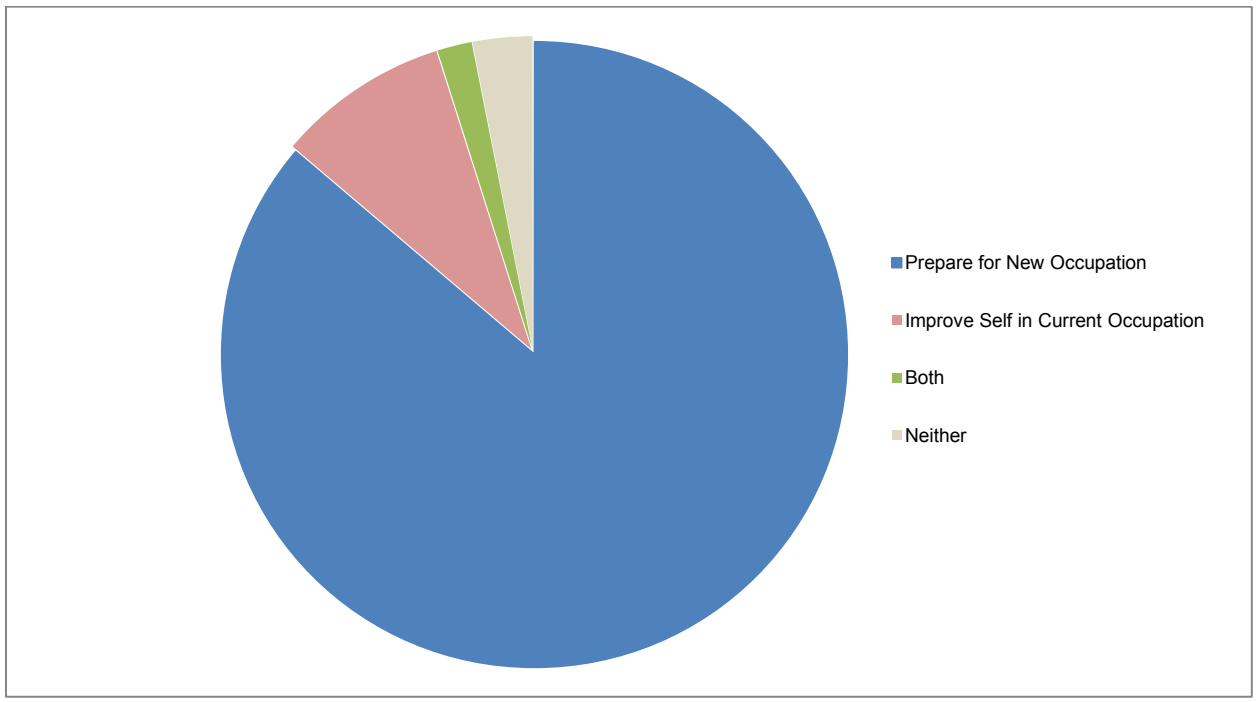
Note: Data pertain to all survey respondents who were eligible for TAA, did not enroll in any training after the UI claim date, and offered a reason for not enrolling in training. Sampling weights were used in computing estimates.

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

V. TRAINING GOALS AND MOTIVATION

TAA participants' goals for training varied. Some trainees hoped to upgrade skills in their current occupation, while others enrolled to prepare themselves for a new occupation. We found that most TAA training participants said they were training for a new occupation (Figure 1). More than 85 percent of training participants were focused on a new career, compared to 9 percent who aimed to upgrade their skills in their current occupation. This finding may suggest that workers believed that there were few employment opportunities available in their existing occupation or that they preferred to change occupations for other reasons. Alternatively, workers who planned to stay in their existing occupation may have believed they could find employment without participating in training.

Figure 1. Occupational Goals of TAA Training Participants



Source: Mathematica TAA Baseline Survey administered 2008-2009.

Note: Data pertain to training and education programs of TAA participants who were enrolled in any training paid for by TAA after the UI claim date. Sampling weights were used in computing estimates.

Goals for training also varied relative to a trainee's occupation at the point of the trade-related job loss (Table 3). The overwhelming majority (90 percent) of training participants who had lost jobs in production said their training was for a new occupation and only 6 percent said the training was to upgrade their skills In contrast, 68 percent of trainees who had held a management position said their training was to upgrade their skills. Almost 30 percent of trainees who had held positions in installation, maintenance, and repair were also looking to upgrade their skills.

Table 3. Reason for Pursuing TAA Funded Training, by Occupation at Time of Job Loss (Percentages)

Occupation at Time of Job Loss	Prepare for New Occupation	Improve Self in Current Occupation
Production	90.0	5.7
Office and Administrative Support	78.9	16.4
Installation, Maintenance, and Repair	65.4	28.7
Transportation and Material Moving	86.1	7.9
Architecture and Engineering	82.1	12.1
Business and Financial Services	76.3	16.8
Management	32.2	67.8

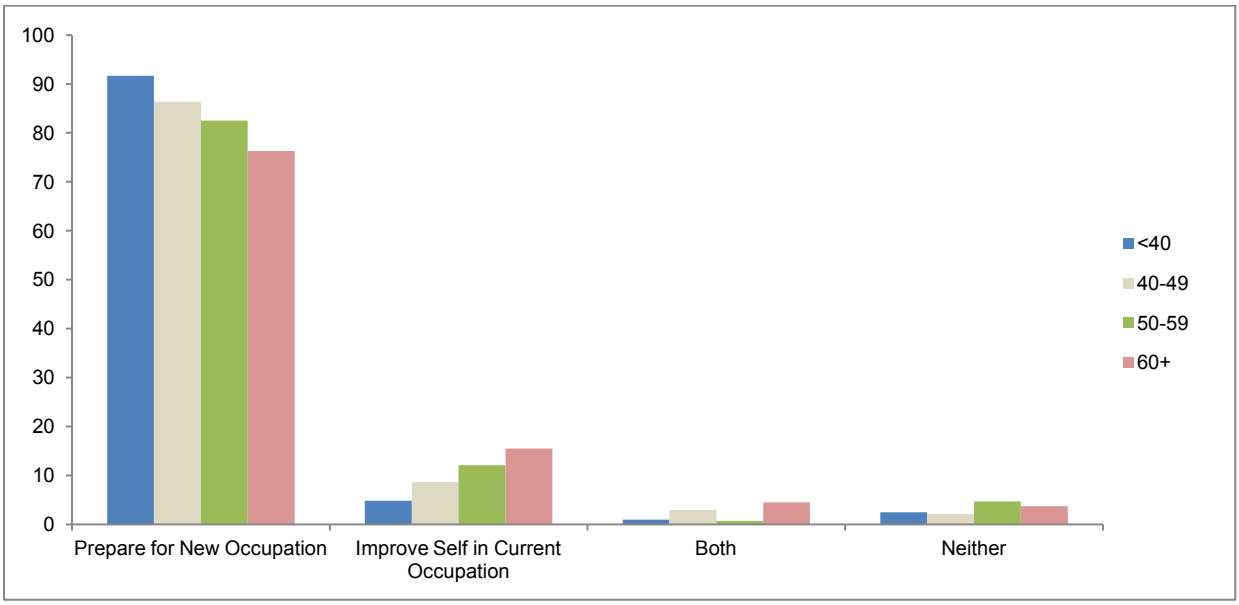
Source: Mathematica TAA Baseline Survey administered 2008-2009.

Note: Row percentages will not sum to 100 because respondents also replied "both" or "don't know." Data pertain to training and education programs of TAA participants who were enrolled in any training paid for by TAA after the UI claim date. Sampling weights were used in computing estimates.

A second consideration that may affect the training decision is the age of the TAA participant. Switching occupations may have substantial transition costs, so the decision is likely more reasonable for a younger worker. This pattern was somewhat evident among our sample of TAA participants. While the majority of TAA trainees of all ages said they were training for a new occupation, this goal was most common among the youngest trainees. We found that 92 percent of training participants younger than 40 were training for a new occupation, as were more than 80 percent of trainees aged 40 to 49 and 50 to 59 (Figure 2). Even amongst the oldest trainees, 76 percent were hoping to switch occupations. Interestingly, the decision to train for a new occupation was not significantly related to an individual's job tenure (not shown).

In addition to deciding whether to train for a new occupation or upgrade their skills, TAA participants needed to decide whether to enroll in an education or training program focused on a particular skill or occupation or a more general education program. General education programs could include remedial education, GED programs, or academic postsecondary education. Among TAA participants who enrolled in training to prepare for a new occupation, approximately 80 percent chose an occupational skills program, and the remaining group enrolled in a general education program (Figure 3). TAA participants looking to upgrade skills were more likely to consider education programs, with 35 percent enrolling in such programs.

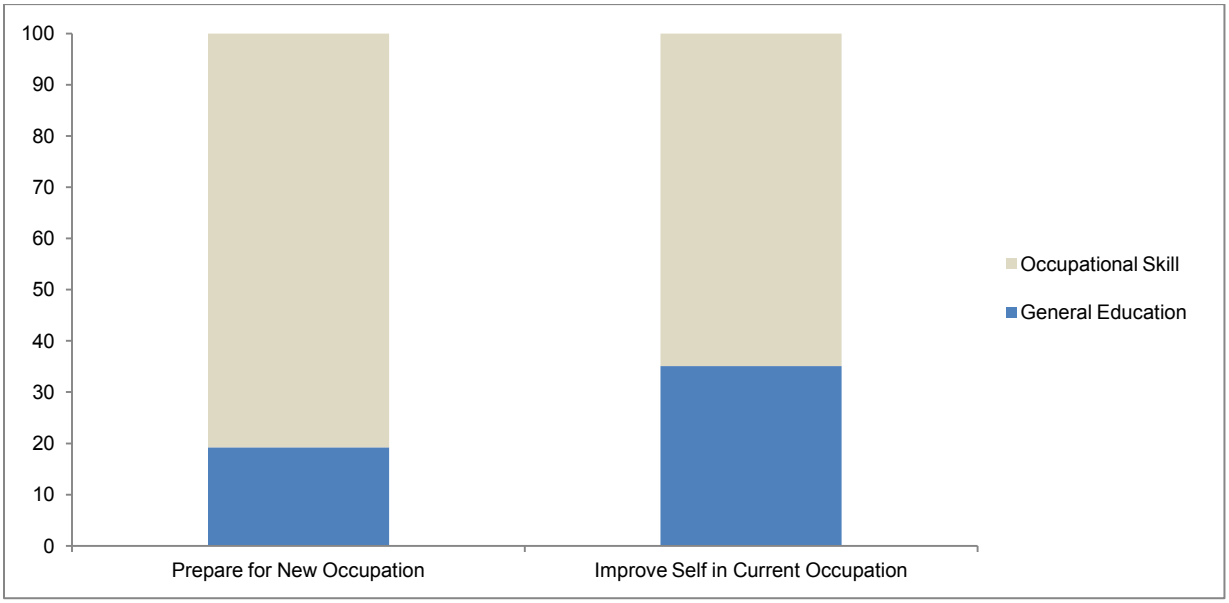
Figure 2. Occupational Goals of TAA Training Participants by Age Subgroups



Source: Mathematica TAA Baseline Survey administered 2008-2009.

Note: Data pertain to training and education programs of TAA participants who were enrolled in any training paid for by TAA after the UI claim date. Sampling weights were used in computing estimates.

Figure 3. Type of Training Programs by Occupational Goals



Source: Mathematica TAA Baseline Survey administered 2008-2009.

Note: Data pertain to training and education programs of TAA participants who were enrolled in any training paid for by TAA after the UI claim date. Sampling weights were used in computing estimates.

VI. CHARACTERISTICS OF TRAINING PROGRAMS

In analyzing training program characteristics, we limited our analysis to TAA-funded training programs that participants had begun by the time of the initial survey interview (an average of 27.5 months after the UI claim). As noted above, only 46 percent of participants and 69 percent of all trainees (i.e., 1,027 individuals) were enrolled in training that was reported to be TAA-funded. Excluded from the analysis here are the approximately 31 percent of TAA trainees who enrolled in an education or training program they reported was funded from a source other than TAA or about whose funding the respondent was uncertain. If a TAA participant enrolled in more than one program (for example a remedial education program and an occupational skills training program), we analyzed the characteristics of both programs.

A. Number and Types of Training Program

- **The most common type of program pursued by TAA participants and funded by TAA was occupational skills training (Table 4)**. Among training participants who had enrolled in training prior to the initial survey interview, 77 percent enrolled in only occupational skills training, 17 percent enrolled only in general education programs, while 6 percent pursued both occupational skills and general education. Pursuing general education may have been necessary for this last group, if they had to complete remedial coursework prior to enrollment in occupational training.

- **There were notable differences in the types of training programs depending on workers' demographic groups (Table A.1)**. Participants with lower levels of education were more likely to enroll in general education training programs, and they were also more likely to combine that with an occupational skills program (Figure 4). Participants without a high school diploma may have needed remedial education before they were ready to participate in occupational skills training. Female trainees, black trainees, and trainees who spoke a language other than English at home were also more likely to enroll in a general education training program.

- **The relative emphasis on occupational skills training varied across USDOL regions (Figure 5)**. General education programs were more common for training participants in USDOL Region 1 (northeastern states) and Region 3 (southeastern states). The differences across regions could reflect differences in the needs of participants, the regional macro-economies, the training philosophies of the caseworkers, or policies of various states. The regional differences remained significant in regressions that controlled for the demographic characteristics of the participants and economic characteristics of the local labor markets including unemployment levels and the percent of workers employed in manufacturing (not shown).

- **The most common education programs attended were two-year college programs and GED programs (Table 5)**. The percentages were 37 percent and 28 percent, respectively. Fewer than 5 percent of trainees in a general education program were enrolled in a four year program at a college or university or in a post graduate or professional program.

- **Among general education trainees, the most common types of education programs differed by age, education, and language spoken (Table 5)**. Two-year college programs were particularly common for younger workers (57 percent), perhaps because they have more time to take advantage of the human capital investment. Older workers were more likely to enroll in a GED program or non-credit courses. As expected, workers without a high school degree were more likely to be enrolled in GED programs. Participants who speak a language other than English at home were substantially more likely to be enrolled in an ESL class, and less likely to be enrolled in a two-year college program.

- **The distribution of education programs was also different for participants living in large cities and participants living in different regions of the country (Table 6)**. TAA participants in metropolitan areas appeared to enroll in more remedial coursework including ESL and GED programs and non-credit courses. Participants living outside of metropolitan areas also enrolled in GED programs at high rates, but were significantly more likely to enroll in two-year college programs. There were also subgroup differences by USDOL region. GED programs were fairly common across all regions, but participants in Region 1 (northeast states) were more likely to enroll in ESL classes. Differences in enrollment across USDOL regions could reflect the differences in program implementation or differences in participant populations. After controlling for participant characteristics, the distribution of education programs did not differ significantly by metropolitan status or USDOL region (not shown).

- **For participants enrolled in occupational skills programs, the most common training areas were health care support, office and administrative support, and installation, maintenance, and repair (Table 7)**. Other common occupational focuses included health care practitioners and technical support; computer and mechanical occupations; and transportation and material moving. The full list of program titles is included Appendix Table A.2.

- **Participants employed in production at the time of the trade affected job loss were unlikely to enroll in occupational training programs with a production focus (Table 8)**. Instead, these participants trained for occupations in health care support, office and administrative support, and installation, maintenance, and repair. In contrast, almost half of TAA trainees who lost jobs in office and administrative support positions chose occupational training programs focused on office and administrative support positions.

- **The types of occupational training programs chosen varied significantly by gender (Table 9)**. Women were more likely than men to be training for occupations in the health care field, office and administrative support, and personal care. Men were more likely than women to enroll in training for occupations in installation, maintenance, and repair; computer and mechanical occupations; transportation and material moving; production; and construction and extraction.

- **Occupational training choices also varied by age, education, and the language spoken at home (Table 10)**. The oldest workers were the least likely to consider training programs in health care occupations. For workers training in the health care field, the occupational focus was dependent on education. Trainees without high school diplomas trained for health care support occupations (26 percent) instead of

health care practitioner positions (7 percent), while trainees who had some college education were just as likely to be in health care practitioner programs as health care support programs. Trainees with a Bachelor's degree or above pursued training for office and administrative support occupations and computer and mathematical occupations (38 percent and 14 percent, respectively).

- **Certain occupational training programs were more popular in metropolitan areas (Table 11)**. In metropolitan areas, trainees were more likely to train for occupations in installation, maintenance, and repair. Differences in training patterns between metropolitan and non-metropolitan areas may reflect underlying differences in labor demand.

Table 4. TAA-Funded Training or Education Program (Percentages)

Program	Enrollment in Education or Training before the Initial Survey
General Education Only	17.7
Occupational Skills Training Only	76.9
General Education and Occupational Skills Training	5.5
Total	100.0
Number of Trainees	**1,027**

Source: Mathematica TAA Baseline Survey administered 2008-2009.

Note: Data pertain to training and education courses of TAA participants who were enrolled in any training paid for by TAA after the UI claim date. Sampling weights were used in computing estimates.

TAA = Trade Adjustment Assistance; UI = Unemployment Insurance.

Table 5. TAA-Funded Non-Occupational Education Program (Percentages): Overall, Age, Education, and Language Subgroups

		Age				Education				Language	
Non-Occupational Education Program	Overall	Age <= 40	Age 41-50	Age 51-60	Age 60+	Less than High School	High School Diploma or GED	Associate's Degree or Some College	Bachelor's Degree or Above	Speaks Language Other Than English at Home	Speaks English at Home
Regular High School	2.7	1.0††	3.3	2.1	8.0	4.8†††	1.9	0.0	0.0	7.0†††	1.6
GED Classes	27.6	20.5	22.4	36.7	33.9	65.7	3.0	4.3	0.0	21.4	29.1
ESL-English as a Second Language	8.7	2.5	15.2	7.3	10.1	10.7	5.8	4.5	10.2	39.8	0.8
Non-Credit Adult Education	12.0	3.1	11.5	18.6	17.3	8.3	15.1	6.3	23.8	6.7	13.4
Two-Year Program at Community College	37.1	57.4	37.9	25.0	17.2	2.5	60.3	71.1	38.7	15.4	42.7
Four-Year Program at College/University	1.5	2.0	2.4	0.5	0.0	0.0	2.5	3.0	0.0	0.0	1.8
Graduate or Professional Program	2.3	4.7	0.0	2.5	2.9	0.6	1.7	9.2	10.2	1.3	2.6
Other	8.1	8.9	7.4	7.3	10.6	7.4	9.9	1.7	17.0	8.4	8.0
Total	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Number of Education Programs	**270**	**63**	**87**	**91**	**29**	**98**	**125**	**32**	**11**	**69**	**201**
Number of Trainees	**248**	**59**	**79**	**83**	**27**	**87**	**117**	**31**	**10**	**62**	**186**

Source: Mathematica TAA Baseline Survey administered 2008-2009.

Note: Data pertain to the general education programs of TAA participants who were enrolled in any education program paid for by TAA after the UI claim date. Sampling weights were used in computing estimates.

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

TAA = Trade Adjustment Assistance; UI = Unemployment Insurance.

Table 6. TAA-Funded Non-Occupational Education Program (Percentages): Residential Area Subgroups

Non-Occupational Education Program	Metropolitan Area	Not Metropolitan Area	USDOL Region 1	USDOL Region 2	USDOL Region 3	USDOL Region 4	USDOL Region 5	USDOL Region 6
Regular High School	6.7†††	1.2	2.4†††	2.2	1.7	0.0	4.3	8.9
GED Classes	18.7	30.8	19.7	22.4	33.4	15.2	32.7	12.7
ESL-English as a Second Language	28.4	1.7	37.7	0.0	0.5	9.5	12.9	25.5
Non-Credit Adult Education	18.2	9.8	14.4	16.7	14.2	5.9	9.0	3.7
Two-Year Program at Community College	19.2	43.6	20.8	58.7	38.4	38.8	33.6	22.4
Four-Year Program at College/University	0.0	2.0	0.0	0.0	1.7	6.0	0.8	0.0
Graduate or Professional Program	1.0	2.8	0.0	0.0	0.0	15.7	3.5	3.5
Other	7.8	8.1	5.0	0.0	10.1	8.8	3.2	23.4
Total	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Number of Education Programs	**82**	**188**	**31**	**27**	**89**	**31**	**57**	**35**
Number of Trainees	**73**	**175**	**29**	**24**	**79**	**31**	**51**	**34**

Source: Mathematica TAA Baseline Survey administered 2008-2009.

Note: Data pertain to the general education programs of TAA participants who were enrolled in any education program paid for by TAA after the UI claim date. Sampling weights were used in computing estimates.

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

TAA = Trade Adjustment Assistance; UI = Unemployment Insurance.

Table 7. Occupational Focus of Training Program (Percentages)

	Overall
Healthcare Support	18.0
Office and Administrative Support	16.6
Installation, Maintenance, and Repair	14.4
Healthcare Practitioners and Technical	9.5
Computer and Mathematical	7.2
Transportation and Material Moving	8.0
Production	5.9
Construction and Extraction	4.7
Personal Care and Service	2.6
Education Training and Library	1.9
Architecture and Engineering	1.8
Protective Service	1.1
Management	1.1
Community and Social Service	1.7
Arts Design, Entertainment, Sports & Media	0.5
Other	5.0
Total	100.0
Number of Training Programs	**902**
Number of Trainees	**842**

Source: Mathematica TAA Baseline Survey administered 2008-2009.

Note: Data pertain to training and education programs of TAA participants who were enrolled in any training paid for by TAA after the UI claim date. Sampling weights were used in computing estimates.

TAA = Trade Adjustment Assistance; UI = Unemployment Insurance.

Table 8. Occupational Focus of Training Program by Occupation at Time of Job Loss (Percentages)

	Occupation at Time of Job Loss						
Occupational Focus of Training Program	Production	Office and Administrative Support	Transportation and Material Moving	Installation, Maintenance, and Repair	Architecture and Engineering	Business and Financial	Management
Health Care Support	19.3	21.0	8.7	6.4	16.2	0.0	0.0
Office and Administrative Support	17.9	43.5	14.0	3.2	9.4	17.0	17.9
Installation, Maintenance, and Repair	13.2	4.5	16.1	37.0	9.2	5.3	18.0
Health Care Practitioner	10.5	7.6	9.1	4.7	4.6	19.7	4.3
Computer and Mechanical	5.7	3.4	0.0	12.5	19.0	32.0	25.7
Transportation and Material Moving	8.6	0.8	4.4	11.6	16.2	0.0	0.0
Production	5.4	0.0	14.8	6.1	0.0	8.8	19.0
Construction and Extraction	3.7	2.6	20.0	5.7	0.0	0.0	0.0
Other	14.9	12.8	12.2	10.9	25.4	17.2	15.3
Total	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Number of Trainees	**560**	**71**	**53**	**47**	**21**	**18**	**15**

Source: Mathematica TAA Baseline Survey administered 2008-2009.

Note: Data pertain to training programs of TAA participants who were enrolled in an occupational skills training program paid for by TAA after the UI claim date, and report the name of the program. Sampling weights were used in computing estimates.

Table 9. Gender Differences in Occupational Focus of TAA-Funded Training Program (Percentages)

Female Training Participants		Male Training Participants	
Healthcare Support	32.8	Installation, Maintenance, and Repair	29.0
Office and Administrative Support	26.1	Transportation and Material Moving	15.7
Healthcare Practitioners and Technical	14.1	Production	11.0
Other	6.3	Computer and Mathematical	10.1
Personal Care and Service	4.6	Construction and Extraction	8.9
Computer and Mathematical	4.4	Office and Administrative Support	6.8
Other Occupations	11.7	Other Occupations	18.5
Total	100.0	Total	100.0
Number of Training Programs	**471**	**Number of Training Programs**	**431**
Number of Trainees	**442**	**Number of Trainees**	**400**

Source: Mathematica TAA Baseline Survey administered 2008-2009.

Note: Data pertain to training programs of TAA participants who were enrolled in an occupational skills program paid for by TAA after the UI claim date, and report the occupation they are training for. Sampling weights were used in computing estimates.

Table 10. Occupational Focus of TAA-Funded Training Program (Percentages): Overall and by Age, Education, and Language Subgroups

		Age				Education				Language	
Occupational Focus	Overall	Age <= 40	Age 41-50	Age 51-60	Age 60+	Less than High School	High School Diploma or GED	Associate's Degree or Some College	Bachelor's Degree or Above	Speaks Language Other Than English at Home	Speaks English at Home
Healthcare Support	18.0	13.9†††	20.7	20.5	13.1	26.3†††	18.7	14.6	7.5	16.4†††	18.2
Office and Administrative Support	16.6	11.9	16.4	20.4	23.8	11.4	18.3	8.8	37.6	17.3	16.5
Installation, Maintenance, and Repair	14.4	16.3	12.1	13.2	22.6	14.9	13.7	17.5	7.0	24.5	13.0
Healthcare Practitioners	9.5	13.6	11.0	4.1	4.8	6.5	8.8	13.8	6.6	4.7	10.1
Computer and Mathematical	7.2	6.7	7.6	7.6	6.2	7.4	4.3	15.7	14.3	6.5	7.3
Transportation and Material Moving	8.0	6.9	8.2	9.5	6.1	12.0	8.6	5.9	0.0	3.4	8.6
Production	5.9	4.6	5.9	7.7	3.6	8.1	5.8	5.1	5.8	3.2	6.2
Construction and Extraction	4.7	4.9	3.8	4.2	10.2	10.2	4.8	3.0	0.0	5.5	4.6
Personal Care and Service	2.6	4.3	1.1	3.0	0.0	10.2	3.1	0.7	0.0	8.6	1.9
Education Training and Library	1.9	2.6	1.5	1.2	3.5	2.2	2.5	0.0	4.7	2.9	1.8
Architecture and Engineering	1.8	2.5	1.7	1.5	0.0	0.0	2.1	1.8	1.4	0.0	2.0
Protective Service	1.1	1.8	0.6	1.3	0.0	0.0	0.8	2.0	5.3	0.0	1.3
Management	1.1	0.1	2.4	0.8	0.0	0.0	1.3	0.5	1.5	0.0	1.2
Community and Social Service	1.7	3.5	1.2	0.6	0.0	0.0	2.4	0.8	0.0	0.0	1.9
Arts Design, Entertainment, Sports & Media	0.5	0.2	0.9	0.6	0.0	0.0	0.1	0.4	4.6	0.5	0.5
Other	5.0	6.1	4.9	3.7	6.1	0.9	4.6	8.4	3.8	6.5	4.8
Total	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Number of Training Programs	**902**	**265**	**312**	**261**	**64**	**82**	**570**	**192**	**55**	**131**	**169**
Number of Trainees	**842**	**246**	**287**	**249**	**60**	**68**	**534**	**187**	**50**	**127**	**716**

Source: Mathematica TAA Baseline Survey administered 2008-2009.

Note: Data pertain to training programs of TAA participants who were enrolled in any training paid for by TAA after the UI claim date, and report the occupation they are training for. Sampling weights were used in computing estimates.

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

TAA = Trade Adjustment Assistance; UI = Unemployment Insurance.

Table 11. Occupational Focus of TAA-Funded Training Program (Percentages) by Residential Area and Regional Subgroups

Program	Metropolitan Area[a]	Not Metropolitan Area	USDOL Region 1	USDOL Region 2	USDOL Region 3	USDOL Region 4	USDOL Region 5	USDOL Region 6
Healthcare Support	17.8	18.0	22.6†††	17.0	20.2	16.8	16.5	12.2
Office and Administrative Support	16.6	16.5	22.9	8.9	18.5	18.7	14.8	20.4
Installation, Maintenance, and Repair	20.0	12.3	15.0	17.9	14.2	11.3	12.6	19.6
Healthcare Practitioners and Technical	6.0	10.9	3.0	12.9	8.1	20.9	8.1	1.1
Computer and Mathematical	6.4	7.5	5.0	5.6	10.0	14.3	1.2	10.3
Transportation and Material Moving	7.5	8.2	10.7	12.2	4.7	1.3	12.1	7.5
Production	7.0	5.4	10.3	9.7	4.2	0.5	7.0	5.4
Construction and Extraction	3.7	5.1	5.6	7.6	2.6	1.2	6.3	7.1
Personal Care and Service	2.1	2.8	0.0	0.5	2.3	7.6	2.1	4.7
Education Training and Library	1.1	2.2	0.0	1.7	2.3	1.8	2.1	2.0
Architecture and Engineering	1.8	1.8	1.5	0.9	2.4	1.1	2.3	0.8
Protective Service	1.1	1.1	0.0	1.0	0.0	0.6	3.5	0.0
Management	0.4	1.3	0.0	0.0	0.8	0.0	3.1	0.0
Community and Social Service	1.1	2.0	1.8	1.9	1.5	0.0	3.2	0.0
Arts Design, Entertainment, Sports & Media	1.4	0.2	1.5	0.0	0.5	1.3	0.3	0.8
Other	6.0	4.6	0.0	2.2	7.7	2.7	4.9	8.1
Total	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Number of Training Programs	**280**	**622**	**84**	**122**	**212**	**113**	**266**	**105**
Number of Trainees	**269**	**573**	**79**	**112**	**193**	**107**	**250**	**101**

Source: Mathematica TAA Baseline Survey administered 2008-2009.

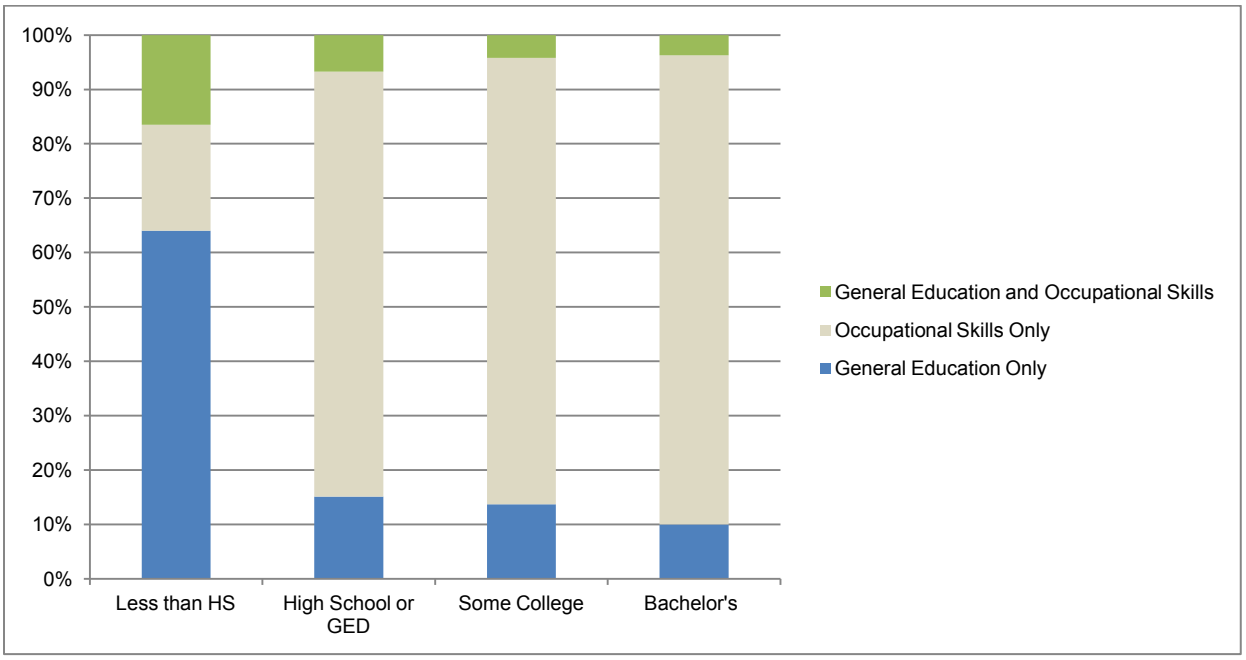
Note: Data pertain to training programs of TAA participants who were enrolled in any training paid for by TAA after the UI claim date, and report the name of the program. Sampling weights were used in computing estimates.

[a] "Metropolitan area" is defined as an area with at least one million residents. Non-metropolitan areas are smaller metropolitan areas or small areas (Economic Research Service, 2003).

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

TAA = Trade Adjustment Assistance; UI = Unemployment Insurance.

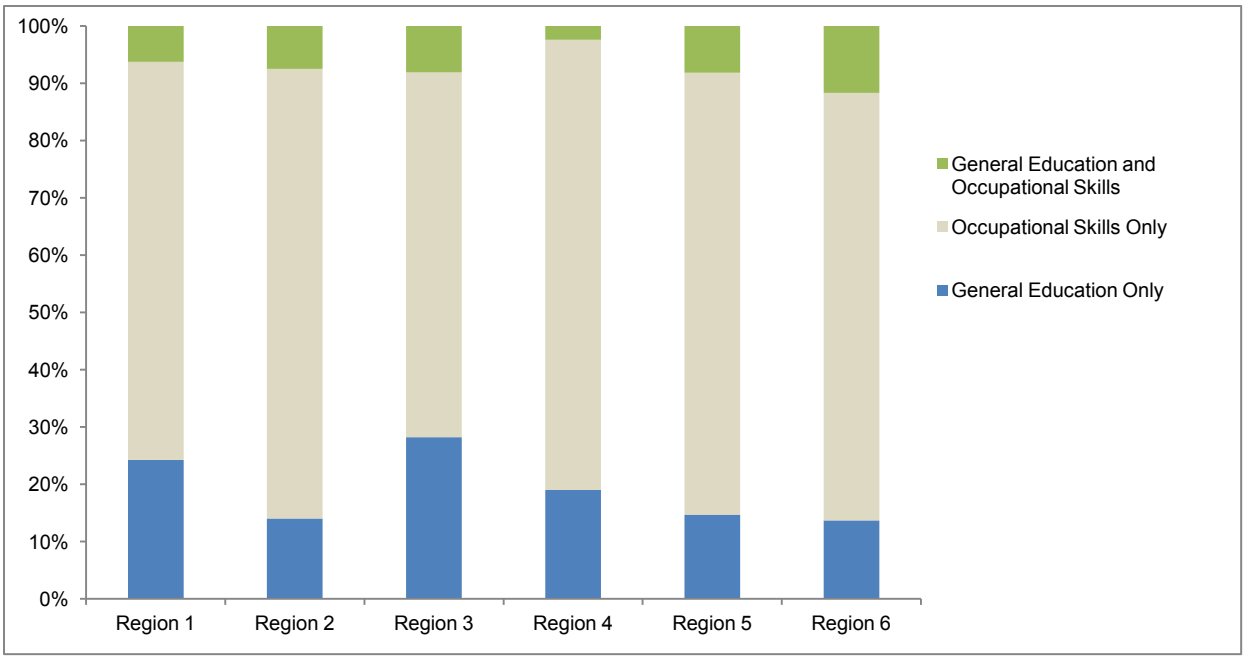
Figure 4. Type of Training Courses by Education Subgroups



Source: Mathematica TAA Baseline Survey administered 2008-2009.

Note: Data pertain to training and education programs of TAA participants who were enrolled in any training paid for by TAA after the UI claim date. Sampling weights were used in computing estimates.

Figure 5. Type of Training Courses by USDOL Region Subgroups



Source: Mathematica TAA Baseline Survey administered 2008-2009.

Note: Data pertain to training and education programs of TAA participants who were enrolled in any training paid for by TAA after the UI claim date. Sampling weights were used in computing estimates.

B. Timing of Training Enrollment and Provider of Training Services

One of the goals of the 2002 amendments was to get participants into training programs more quickly. The timing of training enrollment is affected by at least four factors including: (1) the readiness of the worker to commit to training; (2) the training approval process; (3) the scheduling of training programs, and (4) the availability of training slots. A final round of site visits in 2010 found some shortage of training slots in high demand occupations. Other sites reported shortages in education slots, particularly for full-time ESL classes.

- **The median duration of time between TAA eligibility and first enrollment in an education or occupational skills training course was almost 16 weeks (Table 12)**. Enrollment in education programs occurred more quickly than in occupational skills programs (a median of 12.5 weeks versus 19.9 weeks).
- **Time to enrollment varied with the demographic characteristics of participants (Table 12)**. In particular, time to enrollment increased with age. Older workers may have been more hesitant about entering training or less skilled at navigating the system. Time to enrollment in occupational skills training was also longer for less educated workers possibly because these workers lacked the prerequisites for occupational training and needed remedial education classes before enrolling. For high school dropouts, a median of 9 weeks elapsed before participants enrolled in an education program while 32 weeks elapsed before participants enrolled in an occupational skills program.
- **Community colleges were the biggest providers of education and occupational skills training (Table 13)**. More than 60 percent of trainees reported receiving services at either a community college or a two-year school. Vocational training centers were also active players, particularly for occupational skills programs, and these centers provided 23 percent of the occupation training.
- **Strong involvement of community colleges likely accounted for the pronounced seasonality in training enrollment (Figure 6)**. Based on the start dates reported by TAA training participants, it appears start dates were concentrated in January, August, and September. The seasonality existed for general education training as well as for occupational skills training and may be related to the pattern of course offerings in community colleges.

Table 12. Median Weeks from TAA Eligibility to Enrollment in First TAA-Funded Training or Education Course by Age and Education Subgroups

		Age				Education			
	Overall	Age <= 40	Age 41-50	Age 51-60	Age 60+	Less than High School	High School Diploma or GED	Associate's Degree or Some College	Bachelor's Degree or Above
Weeks to Enrollment in First Education or Training Course	15.8	15.5	14.0	18.4	18.8	10.4	18.5	12.5	14.3
Weeks to Enrollment in First Education Course	12.5	14.0	9.3	14.1	19.9	8.9	18.0	14.1	12.7
Weeks to Enrollment in First Occupational Skills Course	19.9	18.0	18.2	22.9	20.0	31.7	20.5	12.8	14.5
Number of Trainees	**1,027**	**291**	**346**	**309**	**81**	**131**	**623**	**213**	**56**

Source: Mathematica TAA Baseline Survey administered 2008-2009.

Note: Data pertain to training and education programs of TAA participants who were enrolled in any training paid for by TAA after the UI claim date. Sampling weights were used in computing estimates.

TAA = Trade Adjustment Assistance; UI = Unemployment Insurance.

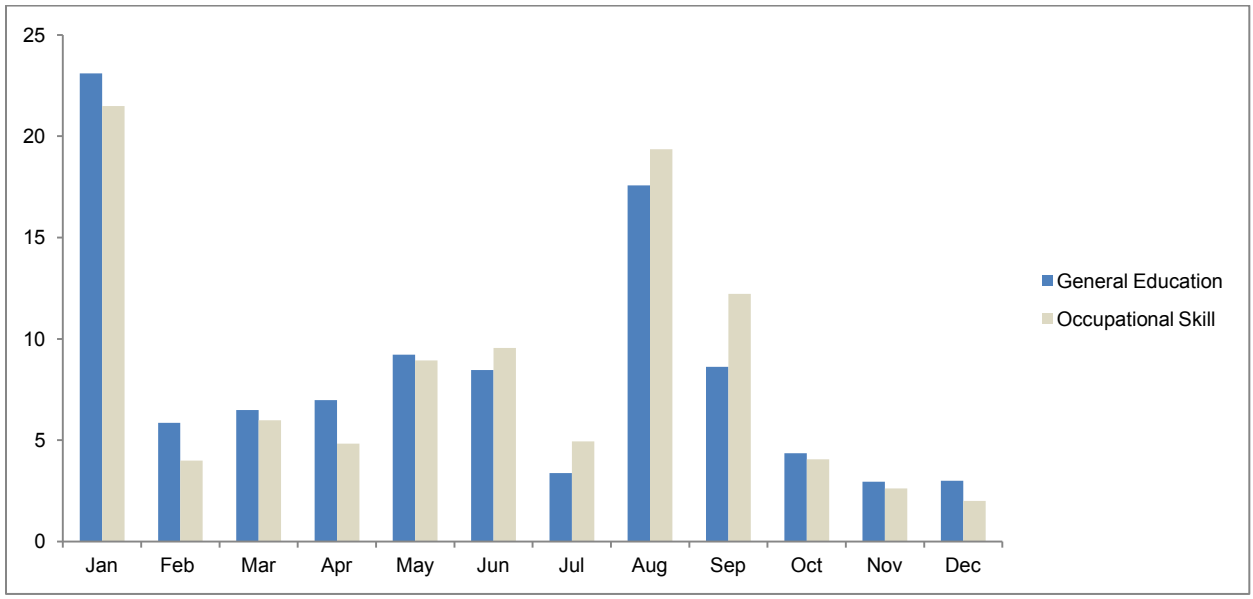
Table 13. Provider of TAA-Funded Training and Education Programs by Program Type (Percentages)

	General Education Programs	Occupational Skills Programs	Any TAA-Funded Training Programs
Training Provider (Percent)			
Private Company that Provides Training	3.6	7.3	6.5
Community or Two Year College	61.0	54.7	56.1
Four Year College/University	5.3	5.6	5.5
Vocational Training Center	8.2	22.8	19.4
Adult Education or Night School	13.9	3.5	5.8
Community Based Organization or Other Non-Profit Agency	1.0	0.8	0.8
Business School	1.9	3.3	3.0
One-Stop Career Center	3.8	1.1	1.7
Other	1.3	0.9	1.2
Total	100.0	100.0	100.0
Number of Training Programs	**270**	**902**	**1,172**
Number of Trainees	**248**	**842**	**1,027**

Source: Mathematica TAA Baseline Survey administered 2008-2009.

Note: Data pertain to training and education programs of TAA participants who were enrolled in any training paid for by TAA after the UI claim date. Sampling weights were used in computing estimates.

Figure 6. Seasonality of Training Enrollment



Source: Mathematica TAA Baseline Survey administered 2008-2009.

Note: Data pertain to training and education programs of TAA participants who were enrolled in any training paid for by TAA after the UI claim date. Sampling weights were used in computing estimates.

C. Duration and Costs of Training

- **Once TAA participants enrolled, the duration of the training program was relatively long (Table 14).** The average duration of occupational skills programs and general education programs was similar at about 12 months (while the median was about 11 months). Approximately one-third of training participants enrolled in programs that lasted 13 or more months. Forty-three percent of participants enrolled in programs that lasted fewer than 6 months, and only five percent of participants enrolled in programs that lasted less than a month. At the time of the initial survey interview, the average time spent in education or training was 57 weeks. Total weeks in training exceeded the average length of the programs themselves, since some trainees enrolled in more than one course of study.

- **Occupational skills programs were more expensive than general education programs (Table 14).** For TAA training participants enrolled in an occupational skills program, the median cost of training was almost $5,984 compared to $2,954 for general education trainees. Approximately 40 percent of general education programs cost less than $1,000 compared to only 13 percent of occupational skills programs. The distribution of training costs also revealed a number of more expensive training programs. Training costs for 9 percent of general education programs and 16 percent of occupational skills programs exceeded $15,000. These more costly programs resulted in average training costs ($8,031) that were significantly higher than the median cost of training ($5,923).

- **The duration and costs of TAA-funded training programs varied by the type of education program (Table 15).** GED programs were longer than ESL and non-credit adult education classes (12 months compared to 9 months and 3 months, respectively). Interestingly, while the cost of non-credit adult education classes was minimal (median cost of $17), the ESL classes were significantly more expensive than the longer-duration GED programs (median cost of $4,391 compared to $24 for GED classes). The four-year degree and two-year degree programs had the longest duration (median duration of 16 months) and were the most expensive (median cost of $5,339 for two-year degree programs and $12,398 for four-year degree programs). For all categories of education programs, the average training cost was substantially higher than the median training cost.

- **The duration and cost of TAA-funded training also varied for occupational skills programs with different focuses (Table 15).** Training programs for health care practitioners and installation, maintenance, and repair occupations were relatively long and expensive programs, with median durations exceeding 11 months and median costs exceeding $8,500. At the other extreme, the training programs for transportation occupations had a median duration of 1.4 months and median costs below $4,000. In most occupational training areas, the average training cost was significantly higher than the median training cost.

Table 14. Duration and Costs of TAA-Funded Training and Education Programs by Program Type (Percentages Unless Noted)

	General Education Programs	Occupational Skills Programs	Any TAA-Funded Training Programs
Duration of Training Program (Percent)			
< 1 Month	4.8	5.4	5.3
1 – 3 Months	22.9	27.9	26.9
4 – 6 Months	15.1	9.1	10.3
7 – 9 Months	10.2	9.5	9.6
10 – 12 Months	10.7	15.9	14.9
13+ Months	36.1	32.3	33.1
Median Duration (Months)	10.6	11.3	11.2
Average Duration (Months)	12.1	11.8	11.8
Cost of Training Program (Percent)			
< $1,000	41.1	12.6	17.5
$1,000 - $4,999	20.5	28.4	27.1
$5,000 - $9,999	17.7	27.7	26.0
$10,000 - $14,999	12.1	15.4	14.9
$15,000 or more	8.6	15.8	14.6
Median Cost ($)	2,954	5,984	5,923
Average Cost ($)	5,598	8,475	8,031
Number of Training Programs	**270**	**902**	**1,172**
Number of Trainees	**248**	**842**	**1,027**

Source: Mathematica TAA Baseline Survey administered 2008-2009.

Note: Data pertain to programs of TAA participants who were enrolled in any training paid for by TAA after the UI claim date. The duration of the training program is the time elapsed between the program start and end date. Sampling weights were used in computing estimates.

TAA = Trade Adjustment Assistance.

Table 15. Duration and Costs of TAA-Funded Training and Education Programs by Program Type

	Share of Programs (Percent)	Program Duration (Months)		Cost of Program ($)	
		Median	Mean	Median	Mean
Type of Non-Occupational Education Program					
Regular High School	2.6	5.4	8.6	324	1,476
GED Classes	26.4	11.8	12.8	24	2,419
ESL-English as a Second Language	11.3	9.1	9.9	4,391	5,976
Non-Credit Adult Education	13.0	2.6	5.7	17	90
Two-Year Program at Community College	35.5	16.0	15.3	5,339	8,064
Four-Year Program at College/University	1.7	16.3	17.3	12,398	14,892
Graduate or Professional Program	1.7	3.3	5.2	1,872	6,315
Other Non-Occupational Education Program	7.8	8.4	8.3	770	5,084
Total	100.0	10.6	12.1	2,954	5,598
Occupational Focus of Training Program					
Healthcare Support	17.0	6.8	8.9	5,471	6,743
Office and Administrative Support	16.6	12.4	13.4	6,325	7,119
Installation, Maintenance, and Repair	14.2	13.5	13.9	9,520	10,405
Healthcare Practitioners and Technical	9.7	11.3	12.6	8,688	11,625
Computer and Mathematical	9.0	12.3	12.0	5,498	11,310
Transportation and Material Moving	7.4	1.4	2.3	3,557	4,288
Production	5.8	11.6	12.1	4,645	7,504
Construction and Extraction	3.7	5.7	9.0	5,114	9,180
Personal Care and Service	2.6	11.3	12.3	8,587	8,049
Education Training and Library	2.3	20.6	20.4	8,419	11,309
Architecture and Engineering	2.0	19.1	17.7	5,433	10,509
Protective Service	1.6	16.3	13.1	7,544	11,379
Management	1.3	18.0	16.7	6,550	11,149
Community and Social Service	1.2	17.7	15.5	8,492	10,844
Arts Design, Entertainment, Sports & Media	1.3	9.3	10.6	3,310	5,994
Other Occupational Training Program	4.4	17.4	16.9	7,140	7,123
Total	100.0	11.3	11.7	5,984	8,400

Source: Mathematica TAA Baseline Survey administered 2008-2009.

Note: Data pertain to training and education programs of TAA participants who were enrolled in any training paid for by TAA after the UI claim date. The sample includes 270 general education programs and 902 occupational programs. The duration of the training program is the time elapsed between the program start and end date. Sampling weights were used in computing estimates.

TAA = Trade Adjustment Assistance.

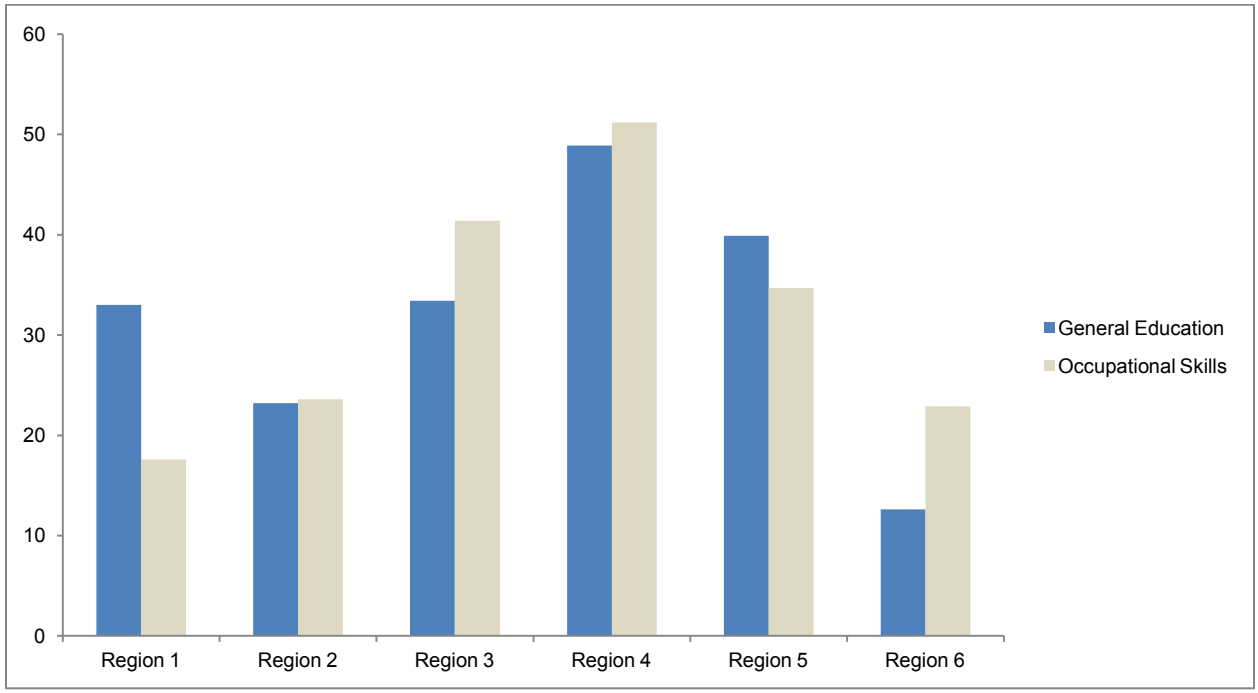
VII. TRAINING STATUS AND OUTCOMES

The ultimate goal of TAA-funded training is to facilitate the reemployment of trade-affected workers. At the initial survey, conducted an average of 28 months after the UI claim date, it was too soon to determine if TAA training was achieving its objectives. Since approximately one-third of TAA-funded trainees were still enrolled in a training program at the time of the baseline survey, it was clearly too early to consider any impacts of training. Additionally, the economic returns to training might not occur immediately upon completion of the training program. Instead, we examined training outcomes in terms of completion and credential attainment for those no longer in a training program. Overall, our findings are as follows:

- **Approximately one-third of general education and occupational skills trainees were still in training at the time of the baseline survey (Table A.3)**. The likelihood of still being in a training program was relatively similar across demographic groups.
- **There was significant variation across the USDOL regions in the share of trainees still enrolled in training (Figure 7)**. Region 4 (Texas and the mountain states) had the highest share of general education and occupational skills trainees still enrolled in training. In Region 1 (northeastern states), trainees were more likely to still be enrolled in education programs, but less likely to still be in occupational skills program. In Region 6 (western states), the opposite was true.
- **Trainees enrolled in more expensive programs were more likely to still be in training at the time of the baseline survey (Figure 8)**. This pattern was particularly striking for occupational skills programs where cost may be highly correlated with the expected duration of the training program.
- **Trainees in certain occupational training programs were more likely to still be in training (Table A.3)**. The majority of trainees in more intensive programs, including those for health care practitioners, were still participating in training, while trainees in shorter training programs (such as for transportation occupations) had completed their training.
- **More than 85 percent of training participants who completed their training program received a certificate or degree (Table A.3)**. Receiving a certificate or degree was more common for occupational skills participants (93 percent) than for general education programs (86 percent). The information on certificate receipt is from participants' answers to survey questions. Some of the certificates awarded may be nationally recognized certifications while others may be certificates of completion.
- **While a trainee's education level was not a significant predictor of receiving a certificate from an education program, it was strongly related to receiving a certificate from an occupational skills program (Figure 9)**. Among trainees who were no longer enrolled in training, only 74 percent of participants without a high school diploma received a certificate compared to 92 percent or more of participants with higher levels of education. Training participants without a high school diploma may have lacked the academic skills necessary to complete certain occupational skills programs.

- **Age and education were both significant predictors of receiving a certificate from an occupational skills program after controlling for other factors (not shown)**. Among trainees who were no longer enrolled in training, younger trainees and trainees with higher levels of education were more likely to have received certificates. For trainees who had completed an education program, age and education level were not significant predictors of certificate or degree receipt.

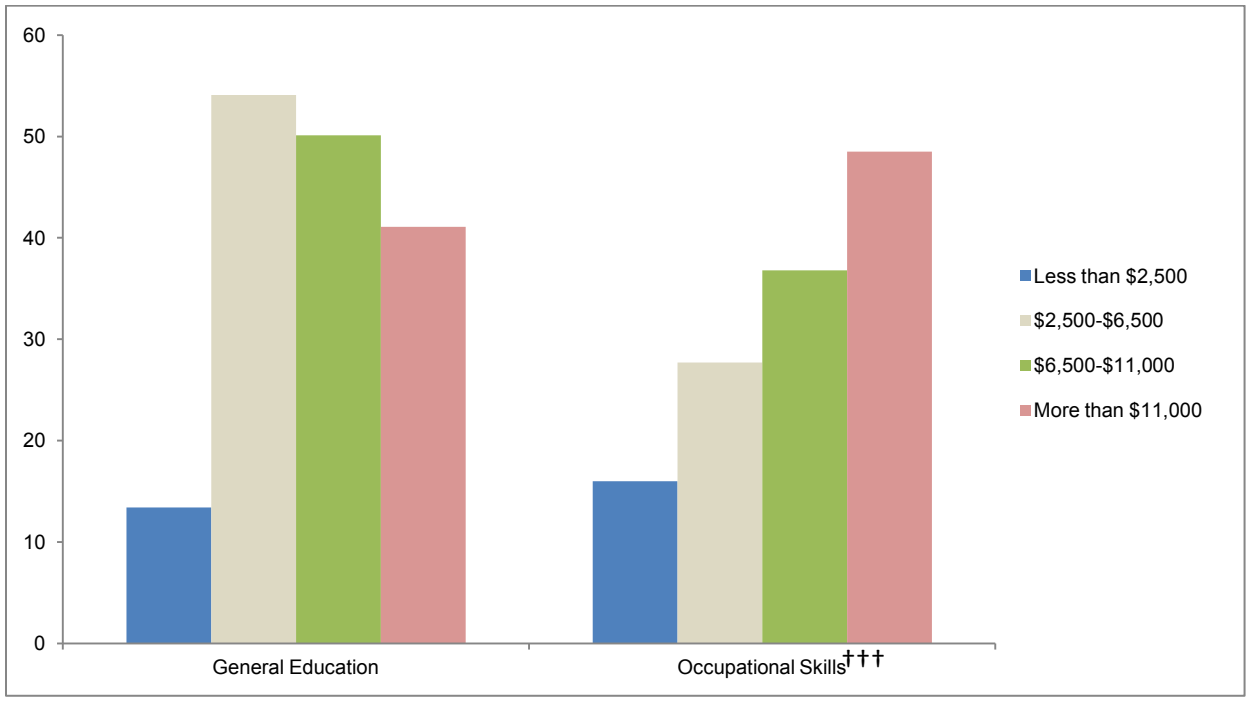
Figure 7. Still Enrolled in Training by USDOL Region Subgroups



Source: Mathematica TAA Baseline Survey administered 2008-2009.

Note: Data pertain to training and education programs of TAA participants who were enrolled in any training paid for by TAA after the UI claim date. Sampling weights were used in computing estimates.

Figure 8. Still Enrolled in Training by Training Cost Subgroup

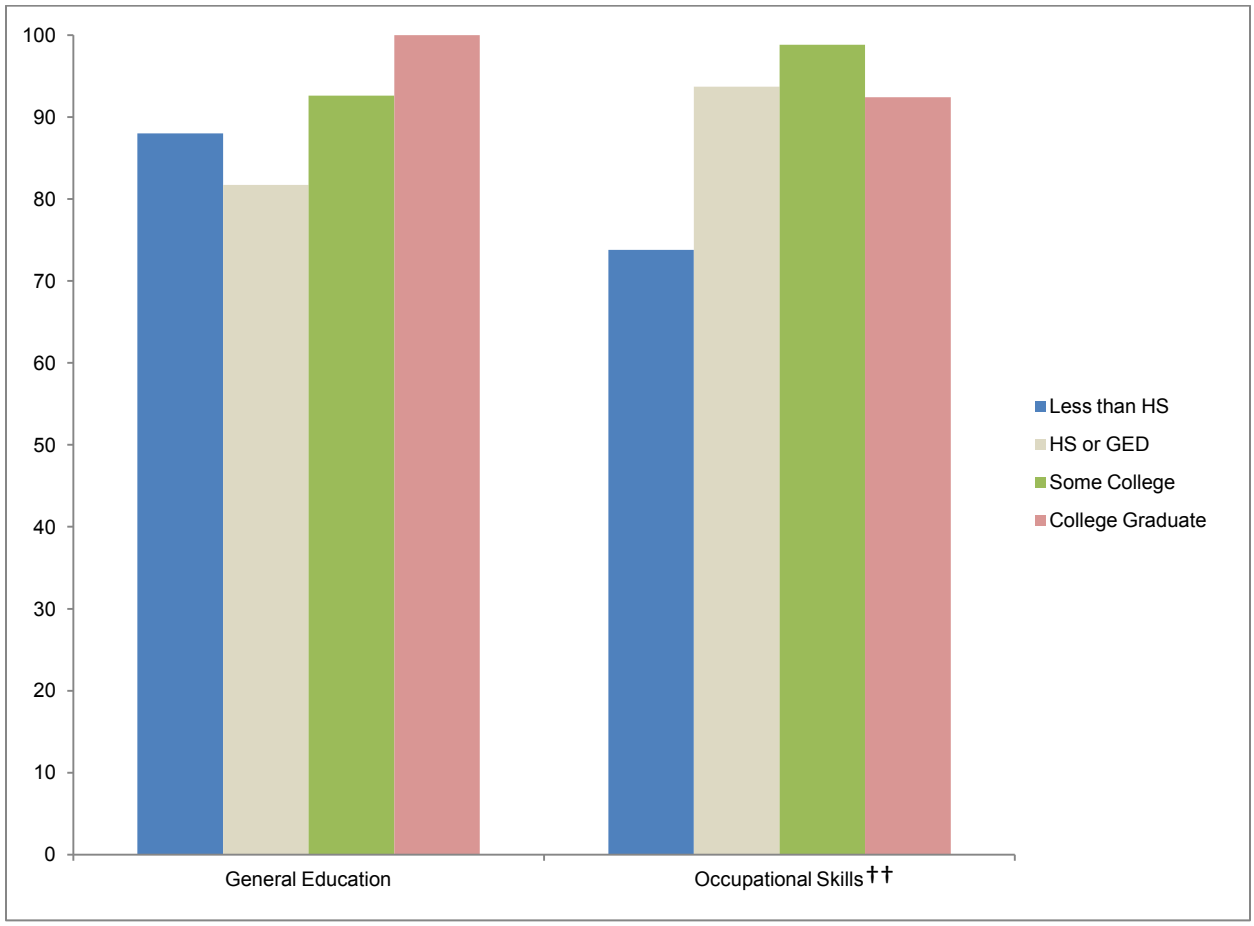


Source: Mathematica TAA Baseline Survey administered 2008-2009.

Note: Data pertain to training and education programs of TAA participants who were enrolled in any training paid for by TAA after the UI claim date. Sampling weights were used in computing estimates.

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

Figure 9. Received Certificate or Degree by Education Subgroup



Source: Mathematica TAA Baseline Survey administered 2008-2009.

Note: Data pertain to training and education programs of TAA participants who completed a training course paid for by TAA after the UI claim date. Sampling weights were used in computing estimates.

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

VIII. SUMMARY AND CONCLUSIONS

Most of the TAA participants who participated in training intended to change occupations. This was particularly true among younger workers who may have fewer occupation-specific skills and a greater willingness to accept the transition costs of an occupational change. Almost one-third of those looking to change occupations were aiming for a job in health care. Many training participants who were using training to re-skill in their current occupation had positions in office and administrative support; installation, maintenance, and repair; and production.

While most TAA participants enrolled in a single training program, with the majority choosing an occupational skills training, almost 20 percent enrolled in at least two training programs, with the majority combining an education program with occupational skills training. The 2002 amendments facilitated this combined training behavior by allowing participants to receive TRA benefits for a longer period of time if they enrolled in remedial education. Enrollment in general education training programs was more common in Regions 1 (northeastern states) and 3 (southeastern states) which may reflect the characteristics of the participant population or the training philosophies of the region. Regional differences remained significant after controlling for characteristics of participants and the local labor markets.

Workers enrolled in general education programs were typically pursuing two-year college degrees and GED certificates. Among workers enrolled in occupational skills programs, there were strong gender differences in the types of occupational programs pursued. Female participants chose training in health care and office and administrative support, while male participants trained for occupations in installation, maintenance, and repair; computer and mechanical occupations; transportation and material moving; production; and construction and extraction.

One of the goals of the 2002 amendments was to get participants into training programs more quickly. Overall, the median number of weeks from TAA eligibility to first enrollment in a TAA-funded training program was 15.8, but the time to enrollment varied with the demographic characteristics of participants and with the type of program. Older workers and workers with less education took longer to enroll in training. One of the factors limiting quick enrollment in training may have been the availability of training courses. During site visits, case workers described waiting lists for popular training courses in health care occupations. Additionally, because community colleges provided the majority of the training courses, many of the programs operated on a semester schedule, with marked seasonality as to when they began. Participants were thus not necessarily able to start a training program immediately after receiving approval.

For participants enrolled in TAA-funded training, the duration of the program was relatively long. The TAA-funded training programs that participants completed lasted an average of 12 months, with one third of programs lasting for 3 months or fewer and one third lasting 13 months or longer. These programs cost an average of $8,000 per participant, with a median cost of $5,923. While general education programs were less expensive on average, there was significant variation in the costs and duration of both general education and occupational skills programs nationally. Given the long duration of the training programs, it was not surprising to discover that a sizable share of TAA training participants were still enrolled in training at the time of the baseline survey. Among participants who had participated in training but were no longer in training at the time of the baseline survey, the commitment to TAA training was clear.

More than 85 percent of training participants who were no longer in training had received a certificate or degree. Some evidence suggests that workers without a high school diploma faced greater challenges completing occupational skills programs, but three-quarters still received a certificate or degree.

All in all, a majority of TAA participants pursued education and training opportunities but only 46 percent of participants received TAA-funded training. The experiences of those receiving TAA-funded training were diverse. Some participants pursued general education opportunities, while the majority completed training programs focused on specific occupational skills. Some participants chose relatively short programs, while others spent more than a year in training. Future reports will examine whether the TAA program increased the receipt of education and training and how such training and education affected earnings and employment compared to similar workers not eligible for TAA.

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APPENDIX A

Table A.1. Type of TAA-Funded Training, by Subgroup

	Percentage of Sample		
	By the Initial Survey Interview		
	General Education Only	Occupational Skills Training Only	General Education & Occupational Skills Training
Demographic Characteristics			
Female	18.7†	74.1	7.2
Male	16.6	79.8	3.6
Race/Ethnicity			
White Non-Hispanic	17.3†	78.7	4.1
Black Non-Hispanic	17.4	76.6	6.0
Hispanic	23.4	61.8	14.8
Other race	11.1	82.4	6.3
Age (Years)			
< = 40	15.8	79.5	4.8
41 – 50	17.0	78.1	4.9
51 – 60	18.5	74.5	7.1
61 +	26.2	69.7	4.1
Education			
Less than high school	49.5†††	33.0	17.5
High school diploma or GED	13.0	83.3	3.7
Associate's degree or some college	13.4	83.9	2.7
Bachelor's degree or above	11.0	85.6	3.4
Speak Language Other than English at Home	21.9†	64.4	13.7
Speak English at Home	17.2	78.5	4.3
Professional Background Related to Trade-Affected Employment			
Union Member	14.2††	82.4	3.4
Not Union Member	19.5	74.0	6.5
Base Period Wage for UI Claim			
<$ 14,625	26.9†	66.8	6.3
$ 14,625 –$ 20,921	14.1	75.7	10.2
$ 20,922 –$ 29,520	20.6	74.9	4.5
$ 29,521 –$ 42,437	16.2	77.9	5.9
$ 42,437 –$ 57,394	19.9	73.9	6.2
$ 57,394 +	11.2	86.3	2.5
Job Loss Due to Plant Moving or Closing	17.8	76.5	5.8
Job Loss Due to Other Reason	16.8	78.2	5.0
Expect to Be Recalled to Employer	15.9	77.5	6.6
Do Not Expect to Be Recalled to Employer	17.8	76.7	5.5
Job Tenure			
< 5 Years	19.7	75.5	4.8
5 – 9 Years	12.8	81.0	6.1
10 – 14 Years	20.1	74.8	5.1
15 – 19 Years	19.8	77.0	5.1
20+ Years	18.5	74.4	7.1

Table A.1 *(continued)*

	Percentage of Sample		
	By the Initial Survey Interview		
	General Education Only	Occupational Skills Training Only	General Education & Occupational Skills Training
Local Labor Market Characteristics			
Percentage of Workers in Manufacturing, 2005			
Less than 5.3	10.3	86.7	3.0
5.3 to 7.9	18.8	76.7	4.5
7.9 to 11.2	16.4	77.2	6.5
11.2 to 15.8	16.5	77.8	5.7
15.8 or higher	23.9	73.4	2.7
Unemployment Rate in Year of Job Loss (Percents)			
Less than 3.7	9.6††	82.2	8.2
3.7 to 4.4	17.6	79.7	2.6
4.4 to 5.1	11.9	80.5	7.6
5.1 to 6.0	23.9	72.2	3.9
6.0 to 7.3	17.0	78.5	4.5
7.3 or higher	25.7	65.8	8.5
ERS Urban-Rural Continuum Rating, 2003			
Metropolitan Area	13.1††	80.1	6.8
Not a Metropolitan Area	19.6	75.5	4.9
USDOL Region			
1	19.4†	71.5	9.1
2	12.8	82.7	4.5
3	23.3	70.5	6.2
4	16.3	79.1	4.6
5	13.2	83.6	3.2
6	16.8	74.6	8.6
Number of Trainees	**185**	**779**	**63**

Source: Mathematica TAA Baseline Survey administered 2008-2009.

Note: Data pertain to training and education programs of TAA participants who were enrolled in any training paid for by TAA after the UI claim date. Sampling weights were used in computing estimates.

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

TAA = Trade Adjustment Assistance; UI = Unemployment Insurance.

Table A.2. Training Programs of TAA Participants Enrolled in Occupational Skills Programs

	Percent TAA Occupational Skills Trainees
A+ Certification	0.13
Accounting/Bookkeeping	2.24
Administrative Assistant	0.60
Aesthetics	0.00
Architectural Design and Construction Technology	0.44
Associates/Bachelors' Degree – Not Specified	10.59
Automotive Collision Repair/Services	3.03
Basic Computer Skills/Training	1.81
Building Construction Technology	0.57
Business Management	3.26
Business Technology	1.44
Carpenter	1.22
Certified Nurse Assistant (CNA)	1.73
CISCO Certified Network Associate (CCNA)	0.32
CISCO—Not Specified	0.20
Classes/Degrees in Education—Certificate Not Specified	1.47
CAN—Unspecified	1.60
Communications/Media	0.00
Computer Assisted Drafting and Design (CAD)	0.40
Computer Electronics Technology	0.11
Computer Networking	0.62
Computer Programming, JAVA/UNIX/C++/Visual Basic	0.49
Computerized Accounting/Payroll Associate	0.08
Cosmetology/Hair Dressing	1.64
Culinary Management/Arts	0.96
Dental Hygienist/Assistant	0.25
Electrician/Electrical Technician	2.72
Emergency Medical Technician (EMT)	0.07
Financial Planner	0.04
Funeral Services/Mortuary Science	0.20
General Education	0.82
Graphic Design	0.16
Heavy Equipment Operator	0.89
Home Inspection	0.12
Human Resources	0.29
Human Services	0.38
Heating, Ventilation, Air Conditioning Technician (HVAC)	4.74
IT/Info Systems Including IT Security	0.06
Licensed Practical Nurse (LPN)	3.42
Massage Therapy	0.29
Medical Assistant/Secretary	6.44
Medical Billing Specialist	1.96

Table A.2 *(continued)*

	Percent TAA Occupational Skills Trainees
Medical Coding	2.03
Medical Lab Tech	0.14
Microsoft Certified Systems Engineer (MCSE)	0.12
Microsoft—Not Specified	0.07
Microsoft Office User Specialist (MOUS)	0.71
Nursing—Other (Associates Degree)	1.97
Occupational Therapy	0.06
Office Administration/Associate	0.06
Paralegal/Legal Assistant/Court Report	0.85
Patient Care Technology	0.25
Phlebotomy	0.60
Physical Therapy Assistant	0.27
Police Officer	0.20
Radiology	0.58
Real Estate Sales/Appraisal	0.07
Registered Nurse (RN)	1.04
Respiratory Care	0.28
Sigma Six Green Belt/Black Belt	0.13
Surgical Technician	0.37
Teaching Certificate	0.15
Tractor-Trailer Operator	0.22
Truck Driver/Commercial Driving License (CDL)	6.01
Visual Communications—Bachelors' Degree	0.08
Web Design and Development/Internet/.NET	0.21
Welder	1.79
Basic Life Skills	0.16
Technical School/College	5.16
Other	18.70
Number of Training Programs	**902**
Number of Trainees	**842**

Source: Mathematica TAA Baseline Survey administered 2008-2009.

Note: Data pertain to training programs of TAA participants who were enrolled in occupational skills training paid for by TAA after the UI claim date. Sampling weights were used in computing estimates.

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

Table A.3. Outcomes of TAA-Funded Training, by Individual, Residential, and Training Program Characteristics

	Percentage of Sample			
	General Education Program		Occupation Skills Program	
	Still in Program	Received Certificate or Degree	Still in Program	Received Certificate or Degree
Demographic Characteristics				
Female	37.3	88.5	38.7††	92.8
Male	28.6	83.7	30.9	92.4
Race/Ethnicity				
White Non-Hispanic	39.0††	86.8	34.0	94.9
Black Non-Hispanic	26.3	81.6	37.4	84.4
Hispanic	27.5	88.8	34.0	90.9
Other race	5.7	86.4	37.2	93.8
Age (Years)				
< = 40	28.5	79.5	40.0	93.1
41 – 50	31.4	89.3	37.7	96.5
51 – 60	37.6	88.8	28.3	89.3
61 +	37.5	82.7	23.7	88.2
Education				
Less than high school	29.9	88.0	23.3†	73.8††
High school diploma or GED	35.1	81.7	36.7	93.7
Associate's degree or some college	33.5	92.6	36.7	98.8
Bachelor's degree or above	41.5	100.0	21.8	92.4
Speak Language Other than English at Home	20.8†	84.3	26.5†	94.0
Speak English at Home	36.7	86.8	35.8	92.4
Professional Background Related to Trade-Affected Employment				
Union Member	33.3	86.8	33.7	93.6
Not Union Member	33.2	86.0	35.4	92.0
Base Period Wage for UI Claim				
<$ 14,625	40.0	91.4	32.1	87.2
$ 14,625 –$ 20,921	12.8	64.7	27.8	92.1
$ 20,922 –$ 29,520	40.6	81.0	38.4	95.7
$ 29,521 –$ 42,437	36.7	82.3	37.4	89.5
$ 42,437 –$ 57,394	31.0	98.1	34.7	97.0
$ 57,394 +	31.6	81.3	33.3	92.4
Job Loss Due to Plant Moving or Closing	31.8	85.4	34.0	92.5
Job Loss Due to Other Reason	37.2	88.2	36.5	92.2
Expect to Be Recalled to Employer	48.0	87.2	30.4	96.8
Do Not Expect to Be Recalled to Employer	31.5	85.7	34.7	92.0
Job Tenure				
< 5 Years	19.0	86.5	35.3	95.4†
5 – 9 Years	45.2	89.7	34.5	98.4
10 – 14 Years	44.9	73.0	35.8	83.5
15 – 19 Years	29.7	85.4	45.9	96.9
20+ Years	37.0	92.9	28.5	86.4

Table A.3 *(continued)*

	Percentage of Sample			
	General Education Program		Occupation Skills Program	
	Still in Program	Received Certificate or Degree	Still in Program	Received Certificate or Degree
Local Labor Market Characteristics				
Percentage of Workers in Manufacturing, 2005				
Less than 5.3	63.2	100.0	31.8	75.6
5.3 to 7.9	39.8	91.9	38.2	97.0
7.9 to 11.2	30.3	71.0	33.7	85.3
11.2 to 15.8	22.8	85.7	32.9	97.3
15.8 or higher	27.9	89.2	35.5	95.8
ERS Urban-Rural Continuum Rating, 2003				
Metropolitan Area	24.3	84.5	31.7	92.9
Not a Metropolitan Area	36.7	86.9	36.2	92.5
USDOL Region				
1	33.0†	79.1	17.6†††	92.3
2	23.2	87.4	23.6	94.1
3	33.4	86.0	41.4	87.7
4	48.9	94.8	51.2	95.7
5	39.9	92.1	34.7	95.8
6	12.6	76.3	22.9	93.3
Training Program Characteristics				
Received Counseling to Select Training Program or Provider	34.0	87.4	33.3	94.9
Did Not Receive Counseling to Select Training Program or Provider	32.5	86.5	36.1	91.0
Total Cost of Training Program				
Less than $2,500	13.4††	94.3	16.0†††	84.3
$2,500-$6,500	54.1	92.1	27.7	97.3
$6,500-$11,000	50.1	88.0	36.8	97.1
More than $11,000	41.1	82.9	48.5	98.2
Type of General Education Program				
Regular High School	8.2†††	64.7†		
GED Classes	34.8	97.6		
ESL-English as a Second Language	19.3	78.4		
Non-Credit Adult Education	7.5	91.9		
Two-Year Program at Community College	53.6	77.4		
Four-Year Program at College/University	20.0	100.0		
Occupational Focus of Training Program				
Healthcare Support			26.3†††	95.4
Office and Administrative Support			46.7	93.4
Installation, Maintenance, and Repair			42.8	93.7
Healthcare Practitioners and Technical			72.9	87.2
Computer and Mathematical			38.8	98.7
Transportation and Material Moving			0.0	99.2
Production			20.1	95.9
Construction and Extraction			15.9	75.9
Personal Care and Service			18.9	100.0
Education Training and Library			74.5	86.1
Architecture and Engineering			49.7	100.0
Protective Service			31.2	100.0
Management			88.2	100.0

Table A.3 *(continued)*

	Percentage of Sample			
	General Education Program		Occupation Skills Program	
	Still in Program	Received Certificate or Degree	Still in Program	Received Certificate or Degree
Community and Social Service			63.9	100.0
Arts Design, Entertainment, Sports & Media			17.9	67.6
Other			51.1	100.0
Training Goal				
Training for a New Occupation	30.7	94.3	35.6	92.6†
Training to Improve Self in Current Occupation	39.6	92.1	25.4	90.2
Neither	36.3	88.0	47.3	100.0
Both	73.2	82.9	32.4	100.0
Number of Training Programs	**270**	**180**	**902**	**587**
Number of Trainees	**248**	**165**	**842**	**548**

Source: Mathematica TAA Baseline Survey administered 2008-2009.

Note: Data pertain to training and education programs of TAA participants who were enrolled in any training paid for by TAA after the UI claim date. The analysis of certificate receipt is limited to trainees who had completed their training program prior to the initial survey interview. Sampling weights were used in computing estimates.

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

TAA = Trade Adjustment Assistance; UI = Unemployment Insurance.

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