

Trade Adjustment  
Assistance (TAA)  
For Workers Program

# Annual Report



UNITED STATES DEPARTMENT OF LABOR

## Since 1974, more than **5 million American workers** have been served by the TAA Program.

This has included autoworkers, steelworkers, paper machine operators, appliance manufacturers, and more recently, service sector workers – everything from programmers, to accountants, to call center operators. These workers have lived in large metropolitan areas, in some of the most rural towns in our nation, and everywhere in between. Many entered the TAA Program with no more than a high school diploma. All of them shared one thing in common - they were impacted by foreign trade and lost their jobs through no fault of their own.



# Executive Summary

## **TAA for Workers:** Transitioning Workers to In-Demand Jobs of the Future

The TAA for Workers Program provides benefits and services to workers who are adversely affected by foreign trade. These benefits and service include employment and case management services, training, income support in the form of Trade Readjustment Allowances (TRA), job search allowances, and relocation allowances, and a wage insurance benefit for workers over 50 years of age called Reemployment TAA (RTAA) or Alternative TAA (ATAA).

In FY 2023, approximately 76.7% of TAA participants obtained new employment within 6 months of exiting the program. Median Earnings reached historic high levels in FY 2023 with reported earnings nearly 23% higher than FY 2019.

Wage replacement was also noteworthy for FY 2023, with post participation earnings at 106.5% of pre-participation employment earnings – the highest in known history of the TAA Program.



# Success Stories

“Without the opportunity of this program, there was not an option for me to go to school. I would have had to just find another job, now I have something to build from.”



**Kierson** came to The Workforce Connection in Illinois after learning that he qualified for the TAA Program due to being a dislocated worker from Chrysler on June 10, 2012. Kierson explained that he was a little apprehensive of going back to school after graduating high school 20 years earlier, however, he wanted to do this for himself and his daughter’s future. As a single father of a daughter who has special needs, he knew it would not be easy, but he was ready and motivated to accomplish his career goals. Kierson enrolled in the welding program at Rockford Career College. After this 8-month program, he earned his diploma, graduated on July 13, 2023, and two weeks later, he obtained a position at Hennig Inc. as a welder. His new employment provides a livable wage and benefits, including health insurance, which is particularly important to him and his daughter.

**PARTICIPANT STATE: ILLINOIS**







**Keionna** was working at Meritor Suspension Systems Company (MSSC) when she learned the company planned to consolidate some of their manufacturing lines and would be laying off employees, effectively losing her job on November 26, 2021. The West Kentucky Workforce Board provided Keionna and her former co-workers with Rapid Response and information on reemployment services. She knew one thing, she wanted to follow her dreams into a career in healthcare. Keionna started training May 2022 with The Medical Institute of Kentucky-Hopkinsville Campus in their Clinical Medical Assisting Program. She completed coursework March 2023 and gained a Certified Medical Aid Certification, along with a HIPPA Omnibus Training and Management OSHA Training Certificates. Upon graduation, Keionna was hired by Charter Senior Living on July 10, 2023, where she works as a Certified Medical Assistant. **PARTICIPANT STATE: KENTUCKY**

*“The TAA Program helped me out a lot! It prepared me for opportunities in the medical field making a salary I never thought possible, which is exciting because I love to help others!”*



# Innovative & Effective State Practices

## Outreach Indiana – Geofencing



In 2019, Indiana embraced social media as an outreach tool for the TAA Program. Originally, this included just regular posts and then evolved into some targeted ads. Indiana’s outreach team then discovered an even more cost-effective social media tool – geofencing. Geofencing is a location-based service that uses technologies like Wi-Fi, GPS, or cellular data to trigger targeted marketing actions. When a mobile device enters or exits a virtual geographic boundary (known as a geofence), it can prompt actions such as sending texts, emails, social media ads, or app notifications. In 2022, Indiana began deploying geofencing at the location of the impacted employer. Under this approach, there were 285,383 impressions of the information, 108 workers attended an information session, and 27 completed TAA applications, resulting in a 13 percent engagement rate. This specific social media campaign only cost \$1,500. TAA certifications in Indiana that used a social media campaign to engage eligible workers had an 11% higher engagement rate at TAA informational sessions than those that had no social media campaigns.



# Bridging the Digital Divide Oregon – Tech Pilot

Access to computers and broadband is not a given for many of those in underserved communities; nor is the technical knowhow to use applications that are often foundational to entry into today's job market. Never before was this more apparent than during the COVID-19 pandemic. As American Job Centers pivoted to online and remote services, Oregon realized that a large portion of the workforce was unable to access these services. This also meant that they were likely to be missing

out on job opportunities and other services that were only available or posted online. Oregon's Trade staff began a pilot for TAA participants, who are also part of underserved communities, to provide computer hardware, internet access, and training to help ensure successful and sustainable reemployment. Participants were provided internet access, a laptop, and a six-week course covering: computer basics, video call etiquette, labor exchange registration, labor exchange job search,

review of lessons, and follow-up on reemployment and training opportunities. Since implementing the program, 81 workers have been enrolled in the project. Of these 81, 35 were enrolled in training – and are currently participating in training. Twenty-seven workers have already been reemployed. For these workers, the only barrier to reemployment was access to the Internet and digital literacy.



# Program Description

## Status of TAA Program

On July 1, 2022, the termination provisions of the Trade Adjustment Assistance Reauthorization Act of 2015 (TAARA 2015) went into effect. Although the Department can no longer issue determinations, eligible workers can still receive the benefits and services available under the TAA Program. Despite termination, states managed to enroll 1,672 new workers between July 1, 2022, and September 30, 2023, through effective and innovative outreach strategies. The fact that many of TAA's newly enrolled participants were laid off years earlier is notable. As of April 8, 2024, there were 669 petitions covering an estimated 103,518 workers that the Department cannot process.

### FY 2023 Percentage of Current TAA Participant by Program

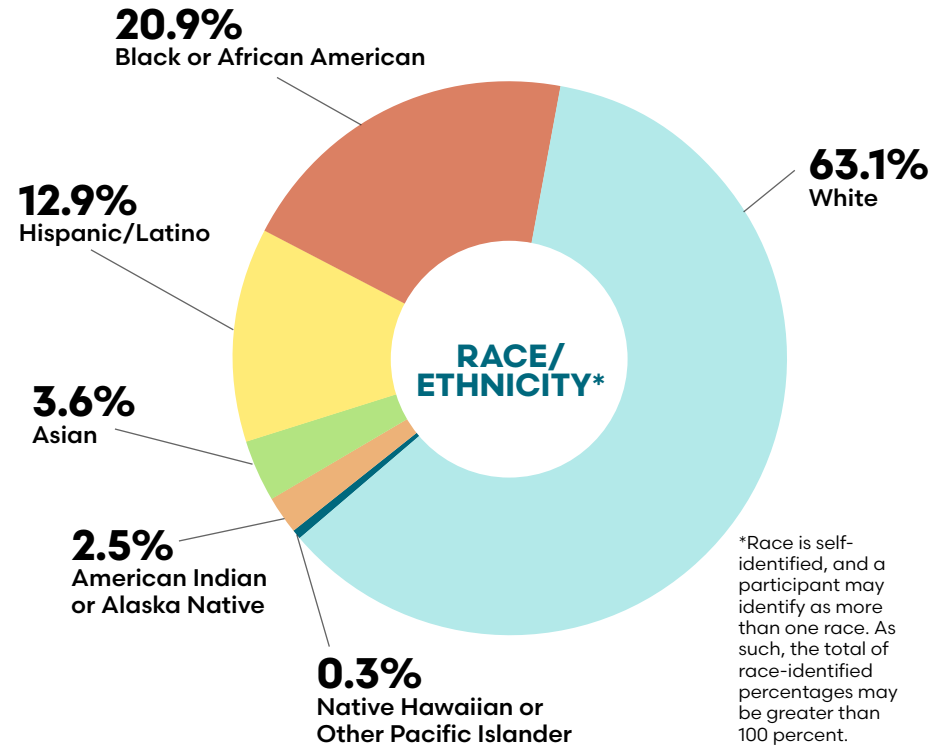
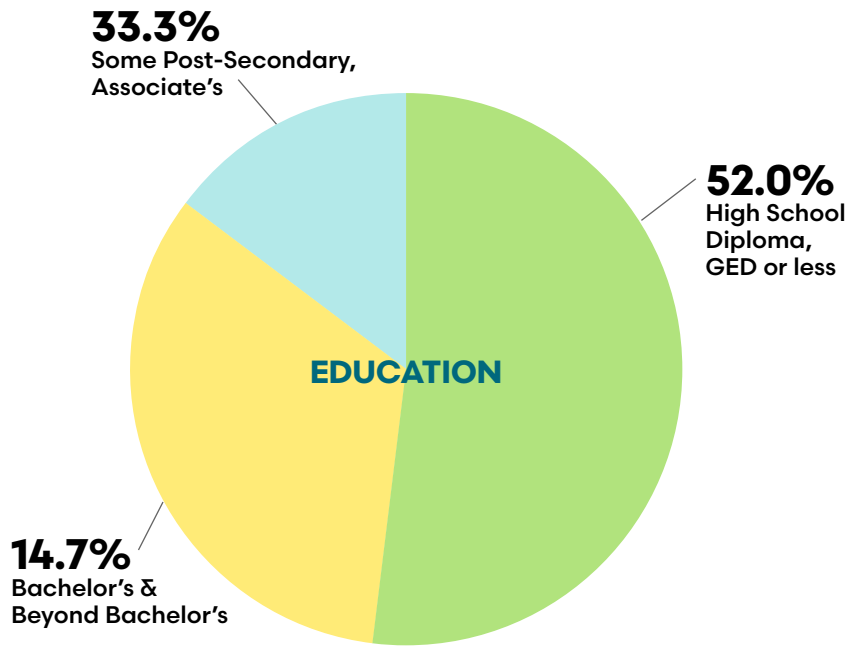
PROGRAM	PERCENTAGE OF TOTAL
2002 Program	1%
2009 Program	1%
2011 Program	1%
2015 Program	85%
Reversion 2021	12%





# Program Background

Profile of New TAA Participants in FY 2023

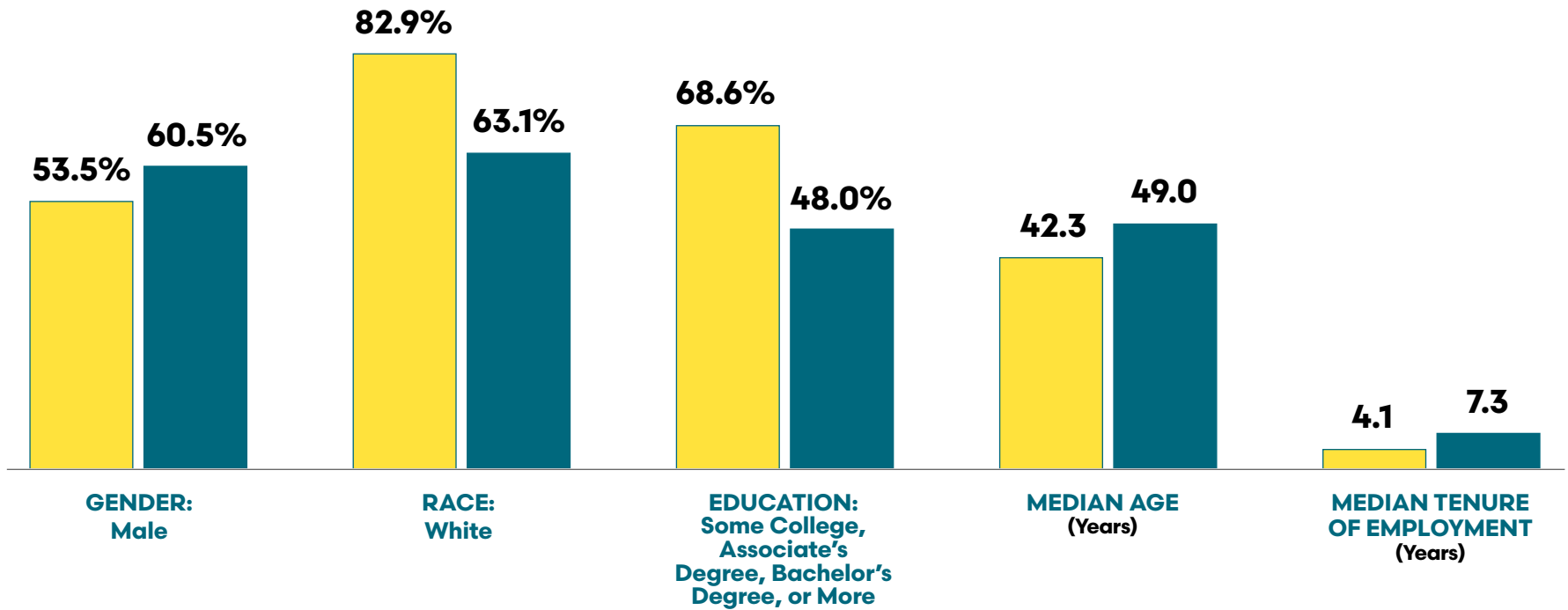


**7.3**  
**MEDIAN TENURE OF TRADE-AFFECTED EMPLOYMENT**  
 (Years)

**49**  
**MEDIAN AGE**  
 (Years)



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



- American Civilian Labor Force
- TAA Participants FY 2023

This figure compares the FY 2023 population served under the TAA Program with the American Civilian Labor Force (ACLF), which is based on data provided by the Department's Bureau of Labor Statistics (BLS). TAA Program participants continue to be older, more diverse, have less formal education, and have been in the same employment longer (thus out of the job market), than the ACLF at large. These distinctions explain why TAA participants require more substantial employment and case management services and longer-term training to assist them to become reemployed.



# Benefits and Services Provided During FY 2023

FY 2023 Participants Receiving Each Type of TAA Benefit or Service

98.4%

EMPLOYMENT  
AND CASE  
MANAGEMENT



**HISTORIC  
HIGH!**  
55.0%

TRAINING



11.7%

TRADE  
READJUSTMENT  
ALLOWANCE (TRA)



0.1%

JOB SEARCH  
ALLOWANCES



2.4%

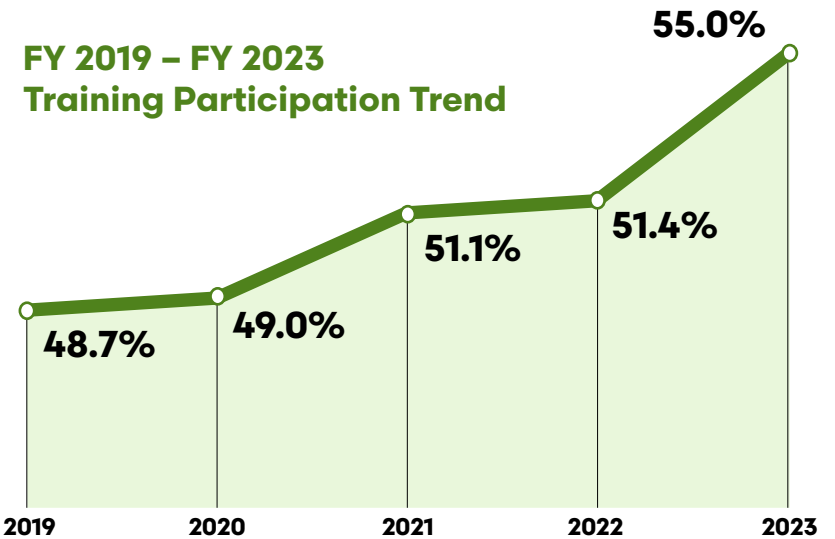
ALTERNATIVE/  
REEMPLOYMENT TAA  
(ATAA/RTAA)



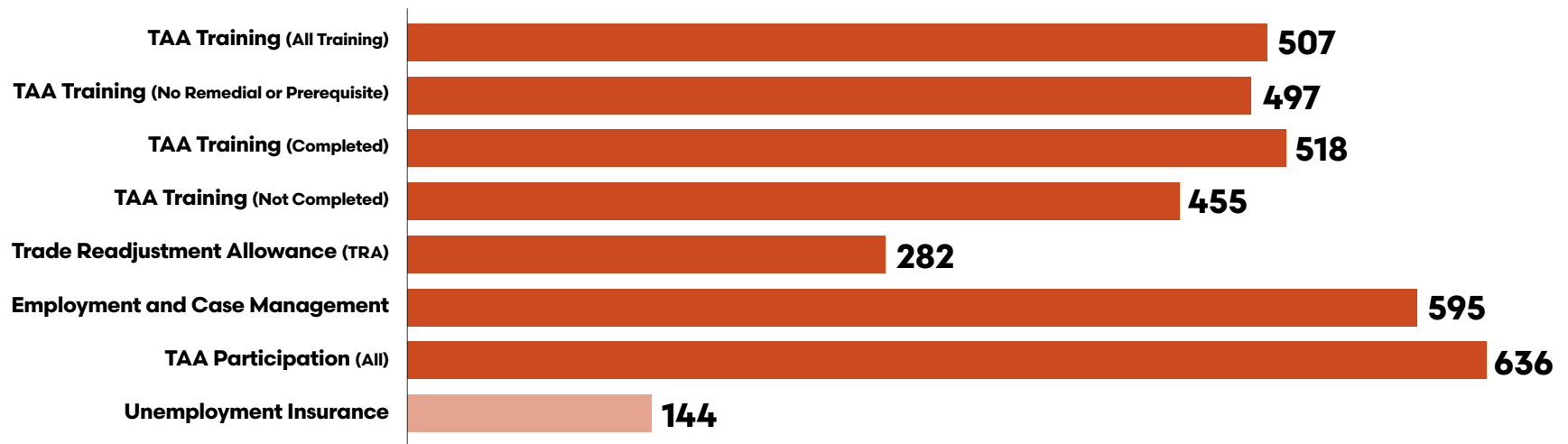
# Training Participant and Duration of Benefits and Services

Training participation continues to rise.

The figure below identifies average duration of TAA Benefits and Services. By comparison, the average duration of unemployment insurance during FY 2023 was 144 days. The longer duration in TAA participation shows the need for longer term services for trade-affected workers to achieve reemployment at or near their previous wages.

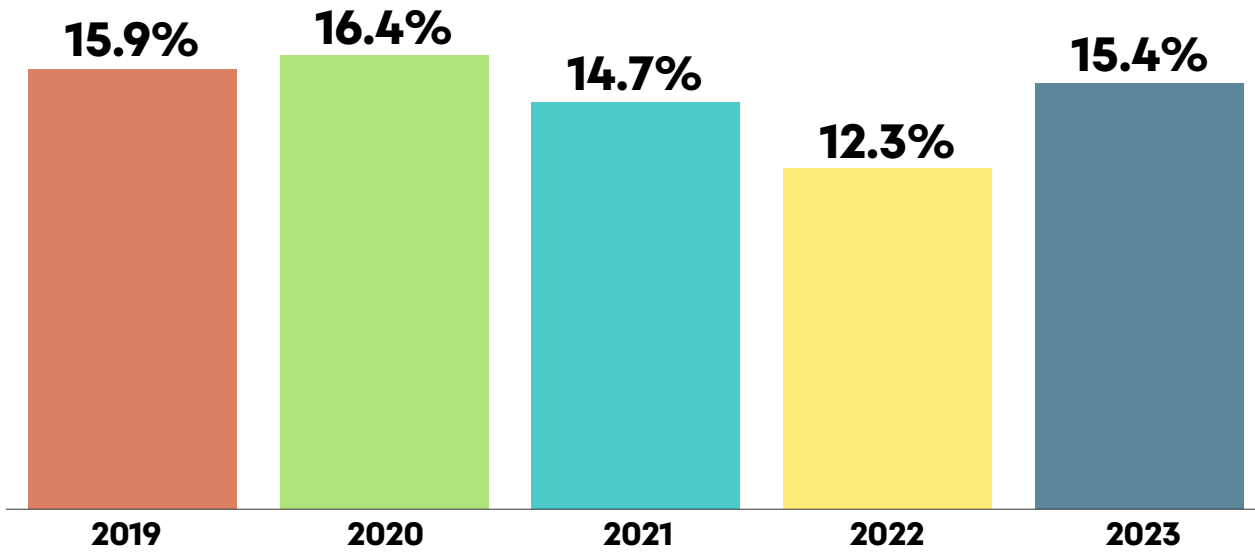


## FY 2023 Average Duration (in days) of TAA Benefits and Services





**FY 2019 – FY 2023 ATAA and RTAA Participant Trends**  
Percentage of Exiters Receiving ATAA or RTAA



In FY 2023, ATAA/RTAA exiters increased slightly to 15.4%, the highest level in three years.



# Performance Outcomes

In this table, the dramatic impact of the COVID-19 pandemic on the American labor force during FY 2020 - FY 2021 is plainly visible. The employment rate (ERQ2) in FY2023 shows a return to pre-pandemic levels. Wage replacement has exceeded pre-pandemic levels. In FY2023, it reached the highest rate in program history at 106.5%.

## FY 2019 – FY 2023 Performance Results for ERQ2\* and Wage Replacement

FISCAL YEAR	PERFORMANCE RESULTS	
	ERQ2	Wage Replacement
2019	77.2%	90.8%
2020	75.6%	85.2%
2021	66.7%	80.5%
2022	71.1%	96.9%
2023	76.7%	106.5%

\*ERQ2: Employment Rate 2nd Quarter after Exit



This table details the employment rates and credential attainment by age at program entry.

### FY 2023 Employment Rate and Credential Attainment by Age at Program Entrance

AGE	PERCENTAGE OF EXITERS	ERQ2	CREDENTIAL
Under 30	7.9%	87.6%	66.8%
30-39	16.6%	82.9%	68.4%
40-49	21.2%	82.2%	71.4%
50-59	36.2%	79.2%	69.1%
60+	18.1%	54.8%	66.3%
<b>Total</b>	<b>100.0%</b>	<b>76.7%</b>	<b>68.9%</b>

Wage replacement rates for groups under age 30 continued to be the highest performing age group in TAA which exceed their pre-participation wages. Wages were also higher than pre participation wages for the 30 to 39 age group, as well as the 40 to 49 age group. The overall wage replacement percentage for TAA participants, for the first time in program history for which data is available has exceeded 100%, showing that TAA Program participation helps participants to substantially replace or exceed their pre-participation wages.

### Wage Replacement by Age

AGE	WAGE REPLACEMENT
Under 30	132.8%
30-39	128.1%
40-49	111.0%
50-59	97.2%
60+	79.6%
<b>Total</b>	<b>106.5%</b>



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

### FY 2023 Employment Rate and Wage Replacement by Education Level at Program Entrance

PRE-PARTICIPATION EDUCATION LEVEL	PERCENTAGE OF EXITERS	ERQ2	WR
High School & Less than High School	51.9%	76.8%	105.5%
Associates, Post-Secondary Certification, Some Post-Secondary	31.2%	78.6%	111.5%
Bachelor's & Beyond	16.9%	72.8%	93.9%
<b>Total</b>	<b>100.0%</b>	<b>76.7%</b>	<b>106.5%</b>

### FY 2023 Employment Rate by Training Received

TRAINING RECEIVED	PERCENTAGE OF EXITERS	ERQ2
Participants Not Enrolled in Training	41.5%	77.0%
Training: Enrolled But Not Completed	12.5%	76.3%
Training: Completed, No Credential	5.5%	71.8%
Training: Received Credential	40.5%	77.2%
<b>Total</b>	<b>100.0%</b>	<b>76.7%</b>

The table on the left demonstrates how the FY 2023 employment rates vary based on the training services received. TAA training participants who receive a credential through training have the highest employment rate.





This table shows the FY 2023 earnings and wage replacement rate by training services received. The wage replacement rate among all exiters was 106.5% – the highest rate on record. Historically, there has always been a gap in the wage replacement rate for participants not enrolled in training and participants who complete training with a credential – with those receiving no training having a higher wage replacement rate. For FY 2023, this was not the case.

### FY 2023 Earnings and Wage Replacement by Training Received

TRAINING RECEIVED	QUARTERLY EARNINGS BEFORE PARTICIPATION	MEDIAN EARNINGS Q2 (MEQ2)	WAGE REPLACEMENT
Participants Not Enrolled in Training	\$11,186	\$11,390	101.8%
Training: Received Credential	\$11,564	\$12,184	105.4%
<b>All Exiters</b>	<b>\$11,126</b>	<b>\$11,847</b>	<b>106.5%</b>



# Conclusion

During FY 2023, the Department worked with the States to ensure that ongoing outreach was provided to eligible workers. As a result of those efforts, the TAA Program served 6,886 individuals in FY 2023. Of those, over half received training.

TAA participant outcomes returned to pre-pandemic levels, with 76.7% of TAA participants obtaining new employment within 6 months of completing the program compared with 67 percent in FY 2021. Median Earnings reached historic high levels in FY 2023 with MEQ<sub>2</sub> Earnings nearly 27% higher than FY 2021. Over three-fourths (75.2%) of TAA workers were employed in the second quarter after exiting the program.

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



Despite the termination of the TAA Program, offshoring of US jobs is continuing as workers continue to be displaced by the impacts of foreign trade. As of April 8, 2024, states, unions, companies, and groups of workers have submitted 669 petitions, covering an estimated 103,518 workers since the program entered termination on July 1, 2022, and these petitions are pending investigation. No petitions are being investigated until the program is reauthorized. This staggering number of trade-affected workers, which does not include all trade affected workers, demonstrates the ongoing, urgent and continuing need to reauthorize TAA to ensure its benefits and services can help workers.

For the most recent  
information on submitted  
petitions [CLICK HERE](#)

