

Texas Workforce Commission *Trade Adjustment Assistance*

2007 Annual Report



— TEXAS —
WORKFORCE SOLUTIONS
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TRADE ADJUSTMENT ASSISTANCE 2007 ANNUAL REPORT



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Abstract

Texas Labor Code §302.007 requires the Texas Workforce Commission to submit an annual report to the Texas Legislature on the effectiveness of the federally funded Trade Adjustment Assistance (TAA) program. TAA provides reemployment services to individuals who lose their manufacturing jobs because of foreign imports or shifts in production to foreign countries with which the United States has a free trade agreement.

The population of Trade-certified workers in Texas is gradually becoming younger, more educated, and less predominantly female. With higher education and transferable job skill levels, coupled with the improved economy in Texas, Trade-certified workers are having greater success in returning to employment without occupational or remedial training.

Texas exceeded and improved on the three national goals for the Trade program in Federal Fiscal Year 2006:

- 74% entered employment within the 1st Quarter (National Goal = 70%)
- 91% employment retention rate (National Goal = 85%)
- 84% earnings replacement (National Goal = 80%)

A federal review of the TAA program in July 2007 had no findings and indicated that Texas meets all federal requirements for operation of the TAA program, providing Trade-affected workers with financial assistance for training services, relocation, and out-of-area job search.

Introduction

The federally funded Trade Adjustment Assistance (TAA) program provides reemployment services to individuals who lose their manufacturing jobs because of foreign imports or shifts in production to foreign countries with which the United States has a free trade agreement. The Texas Workforce Commission (TWC) administers a program of services for Trade-certified individuals that is fully integrated with the Texas workforce system.

Texas Labor Code §302.007 requires TWC to submit an annual report to the Texas Legislature on the effectiveness of the TAA program. Specifically, the statute requires TWC to report:

- 1) The number of persons entering employment (Tables 3 and 4);
- 2) Whether a person who enters employment after completion of a program retains that employment for at least six months (Table 5);
- 3) The wages earned by persons before and after participation in the program (Table 6);
- 4) The occupations in which the persons are placed (Table 7);
- 5) The number of persons participating in integrated vocational and language training programs (see last bullet on page 4); and
- 6) Whether a participant has acquired basic skills to enhance employability in the participant's local labor market (see last bullet on page 4).

The Trade Adjustment Assistance Program in Texas

Services and Outcomes

TWC keeps a consistent focus on early intervention by integrating the TAA program with Workforce Investment Act Dislocated Worker services in order to achieve the following outcomes for Texans:

- Successful reattachment in suitable employment; and
- Training in new skills for high-growth, high-demand occupations when suitable employment is not available.

Trade-certified workers are eligible for core services including job search assistance, skills assessments, and advanced vocational skills training to meet the needs of Texas employers as well as other assistance, such as transportation reimbursements and child care while in training provided through Texas Workforce Centers. A description of Trade services and benefits and service delivery for Trade-certified workers is provided in the Appendix.

The following is a summary of the outcomes of services provided to Trade-certified workers who ended participation in the TAA program during Federal Fiscal Year 2006 (FFY'06), which is October 1, 2005 through September 30, 2006. Additional detail about TAA program participants is available in Tables 1–7.

- 74 percent (3,286 of 4,463) of the individuals who ended participation in the TAA program found employment within three months of ending participation (Table 3);
- 81 percent (3,615 of 4,463) of the individuals who ended participation in the TAA program were reemployed within nine months of ending participation (Table 4);
- 91 percent (2,978 of 3,286) of workers who entered employment in the first quarter after ending participation in the TAA program retained that employment for at least six months (Table 5);

- Individuals who ended participation in the TAA program and entered employment earned 84 percent (\$43,888,740 compared to \$52,238,797) of their prior wages (Table 6);
- Of the 2,532 individuals who ended participation in the TAA program and for whom the employing industry after training is known, the top five industries in which workers obtained jobs are (Table 7):
 - ◊ 29 percent (or 743) in manufacturing;
 - ◊ 17 percent (or 437) in retail and wholesale trades;
 - ◊ 13 percent (or 329) in administrative and support services;
 - ◊ 9 percent (or 226) in health care and social assistance; and
 - ◊ 6 percent (or 163) in educational services;
- Of the 2,348 individuals who ended participation in the TAA program after being enrolled in TAA-approved training,
 - ◊ 92 percent (or 2,159) participated in vocational training that also may have included a remedial education program such as Adult Basic Education, General Educational Development (GED), and/or English as a Second Language (ESL) training;
 - ◊ 16 percent (or 378) participated in a remedial education program that is delivered separately from vocational training; and
 - ◊ 8 percent (or 189) participated in both vocational training and a separate remedial education program.

Demographic Characteristics of Trade-Certified Workers

In FFY'06, more male Trade-certified workers (56%) ended participation in the TAA program than female Trade-certified workers (43%). The gender of 1 percent of the participants was not reported. Over time, Trade-certified workers are getting younger and better educated; in FFY'06 about one-third were under 40 years old and nearly three-fourths had attained a General Educational Development (GED) credential or higher education level. The declining percentage of women, increasing percentage of younger individuals, and higher educational attainment among Trade-certified workers is largely due to the fact that the female-dominated garment industry, whose workers were older and less educated, is no longer the primary source of Trade-certified workers.

With higher education and transferable job skill levels, coupled with the improved economy in Texas, Trade-certified workers are having greater success in returning to employment without occupational or remedial training.

Table 2 summarizes the race/ethnicity, gender, age, and education of Trade-certified workers who ended participation in the TAA program in FFY'06.

Funding and Expenditures

States receive formula-allocated Trade funding from a capped Congressional appropriation from the U.S. Department of Labor (DOL) for training, job search allowances, and relocation allowances. TWC then allocates the funds to the local workforce development areas (LWDAs) by formula and works closely with Local Workforce Development Boards (Boards) to encourage the use of all available funding sources in order to avoid service interruptions.

Trade Readjustment Allowance (TRA) payments provide weekly support to eligible Trade-certified workers while they are enrolled in TAA-approved training. An eligible Trade-certified worker also can receive some TRA payments if the training requirement is waived. TRA and Alternative Trade Adjustment Assistance (ATAA) payments are made through the state Unemployment Insurance (UI) payment system from dedicated federal funds allocated by DOL. As with UI payments, TRA payments are now being made through the use of debit cards.

Texas Trade Act Expenditures for Federal Fiscal Year 2006

Type of Payment	Amount
Job Search Allowances	\$7,143
Relocation Allowances	\$38,678
Training	\$9,897,463
Alternative Trade Adjustment Assistance	\$360,595
Trade Readjustment Allowances	\$25,696,094
Total	\$35,999,973

Proposed Final Rules for the Trade Act of 2002 and Reauthorization

DOL published proposed rules for the Trade Act of 2002 and invited public comment; however, the rules were not adopted. Instead, Congress is considering significant changes to the Trade Act in conjunction with the reauthorization of the TAA program.

Federal Review of the Trade Adjustment Assistance Program in Texas

In July 2007, DOL conducted a statewide review of the TAA program. There were no findings, and DOL determined that Texas meets all federal requirements for operation of the TAA program, providing Trade-affected workers with financial assistance for training services, relocation, and out-of-area job search.

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Table 1. Trade Participants Ending Participation in the Trade Adjustment Assistance Program in Federal Fiscal Year 2006*, by Local Workforce Development Area (LWDA)

LWDA No.	LWDA Name	Participants			Participants Receiving Training, Job Search, Relocation, or ATAA	
		No.	%	No. with Only Waivers**	No.	%
20	Alamo	608	13.62	88	520	21.78
16	Brazos Valley	1	0.02	1	0	0.00
24	Cameron County	278	6.23	30	248	10.39
14	Capital Area	90	2.02	61	29	1.21
26	Central Texas	7	0.16	4	3	0.13
22	Coastal Bend	2	0.04	1	1	0.04
12	Concho Valley	22	0.49	18	4	0.17
6	Dallas County	171	3.83	54	117	4.90
17	Deep East Texas	130	2.91	53	77	3.22
8	East Texas	199	4.46	184	15	0.63
19	Golden Crescent	2	0.04	0	2	0.08
28	Gulf Coast	170	3.81	113	57	2.39
13	Heart of Texas	64	1.43	47	17	0.71
23	Lower Rio Grande	102	2.29	48	54	2.26
27	Middle Rio Grande	1	0.02	0	1	0.04
4	North Central	394	8.83	301	93	3.89
7	North East Texas	25	0.56	21	4	0.17
3	North Texas	8	0.18	2	6	0.25
1	Panhandle	3	0.07	0	3	0.13
11	Permian Basin	2	0.04	0	2	0.08
15	Rural Capital Area	43	0.96	21	22	0.92
2	South Plains	27	0.61	8	19	0.80
21	South Texas	2	0.04	0	2	0.08
18	Southeast	182	4.08	168	14	0.59
5	Tarrant County	766	17.16	628	138	5.78
25	Texoma	160	3.59	65	95	3.98
10	Upper Rio Grande	995	22.29	153	842	35.26
9	West Central Texas	9	0.20	6	3	0.13
Totals		4463	99.98	2075	2388	100.01

* October 1, 2005 through September 30, 2006

** Waivers of the TRA training requirement (see Appendix for details).

Table 2. Characteristics at Intake of Participants Ending Participation in the Trade Adjustment Assistance Program in Federal Fiscal Year 2006*

Race/Ethnicity	%
Black	10.67
Hispanic	51.50
White	28.14
Asian	6.70
More than one	1.46
Other	0.60
Not Reported	1.93

Gender	%
Male	55.95
Female	42.89
Not Reported	1.16

Age	%
< 20	0.07
20–29	7.53
30–39	23.95
40–49	36.28
50–59	24.36
≥ 60	5.42
Not Reported	2.40

Last Grade Completed	%
Less than high school	26.13
High school or GED	49.07
Some college / Associate Degree	17.00
Bachelor's degree	3.50
Some graduate school	0.02
Graduate degree	0.94
Other certificate or credential	0.31
Not reported	3.02

NOTE: 4463 Participants ended participation in FFY '06

* October 1, 2005 through September 30, 2006

Table 3. Entered Employment within First Quarter after Ending Participation in the Trade Adjustment Assistance Program in Federal Fiscal Year 2006*, by Local Workforce Development Area (LWDA)

LWDA No.	LWDA Name	No. of Participants			Entered Employment Rate (%)
		Wages	No Wages	Total	
20	Alamo	469	139	608	77.14
16	Brazos Valley	0	1	1	0.00
24	Cameron County	235	43	278	84.53
14	Capital Area	64	26	90	71.11
26	Central Texas	6	1	7	85.71
22	Coastal Bend	2	0	2	100.00
12	Concho Valley	16	6	22	72.73
6	Dallas County	122	49	171	71.35
17	Deep East Texas	89	41	130	68.46
8	East Texas	173	26	199	86.93
19	Golden Crescent	2	0	2	100.00
28	Gulf Coast	103	67	170	60.59
13	Heart of Texas	52	12	64	81.25
23	Lower Rio Grande	65	37	102	63.73
27	Middle Rio Grande	1	0	1	100.00
4	North Central	260	134	394	65.99
7	North East Texas	16	9	25	64.00
3	North Texas	6	2	8	75.00
1	Panhandle	2	1	3	66.67
11	Permian Basin	1	1	2	50.00
15	Rural Capital Area	36	7	43	83.72
2	South Plains	26	1	27	96.30
21	South Texas	0	2	2	0.00
18	Southeast	174	8	182	95.60
5	Tarrant County	523	243	766	68.28
25	Texoma	118	42	160	73.75
10	Upper Rio Grande	717	278	995	72.06
9	West Central Texas	8	1	9	88.89
Totals		3286	1177	4463	73.63

Methodology: UI wage record data was utilized for the quarter immediately following the quarter that the participants ended participation in the TAA program.

* October 1, 2005 through September 30, 2006

Table 4. Reemployment within Three Quarters after Ending Participation in the Trade Adjustment Assistance Program in Federal Fiscal Year 2006*, by Local Workforce Development Area (LWDA)

LWDA No.	LWDA Name	No. of Participants			Reemployment Rate (%)
		Wages	No Wages	Total	
20	Alamo	500	108	608	82.24
16	Brazos Valley	0	1	1	0.00
24	Cameron County	253	25	278	91.01
14	Capital Area	71	19	90	78.89
26	Central Texas	6	1	7	85.71
22	Coastal Bend	2	0	2	100.00
12	Concho Valley	18	4	22	81.82
6	Dallas County	141	30	171	82.46
17	Deep East Texas	92	38	130	70.77
8	East Texas	180	19	199	90.45
19	Golden Crescent	2	0	2	100.00
28	Gulf Coast	119	51	170	70.00
13	Heart of Texas	54	10	64	84.38
23	Lower Rio Grande	68	34	102	66.67
27	Middle Rio Grande	1	0	1	100.00
4	North Central	321	73	394	81.47
7	North East Texas	17	8	25	68.00
3	North Texas	8	0	8	100.00
1	Panhandle	2	1	3	66.67
11	Permian Basin	1	1	2	50.00
15	Rural Capital Area	38	5	43	88.37
2	South Plains	26	1	27	96.30
21	South Texas	1	1	2	50.00
18	Southeast	176	6	182	96.70
5	Tarrant County	609	157	766	79.50
25	Texoma	127	33	160	79.38
10	Upper Rio Grande	774	221	995	77.79
9	West Central Texas	8	1	9	88.89
Totals		3615	848	4463	81.00

Methodology: UI wage record data was utilized for the three quarters immediately following the quarter that the participant ended participation in the TAA program.

* October 1, 2005 through September 30, 2006

Table 5. Employment Retention of Workers Who Entered Employment in First Quarter after Ending Participation in the Trade Adjustment Assistance Program in Federal Fiscal Year 2006*, by Local Workforce Development Area (LWDA)

LWDA No.	LWDA Name	No. of Participants with Wages			Employment Retention Rate (%)
		First Quarter	All Three Quarters	Did not retain	
20	Alamo	469	430	39	91.68
16	Brazos Valley	0	0	0	NA
24	Cameron County	235	228	7	97.02
14	Capital Area	64	53	11	82.81
26	Central Texas	6	6	0	100.00
22	Coastal Bend	2	2	0	100.00
12	Concho Valley	16	15	1	93.75
6	Dallas County	122	105	17	86.07
17	Deep East Texas	89	84	5	94.38
8	East Texas	173	162	11	93.64
19	Golden Crescent	2	2	0	100.00
28	Gulf Coast	103	101	2	98.06
13	Heart of Texas	52	46	6	88.46
23	Lower Rio Grande	65	57	8	87.69
27	Middle Rio Grande	1	1	0	100.00
4	North Central	260	238	22	91.54
7	North East Texas	16	15	1	93.75
3	North Texas	6	6	0	100.00
1	Panhandle	2	1	1	50.00
11	Permian Basin	1	1	0	100.00
15	Rural Capital Area	36	34	2	94.44
2	South Plains	26	23	3	88.46
21	South Texas	0	0	0	NA
18	South East	174	171	3	98.28
5	Tarrant County	523	456	67	87.19
25	Texoma	118	108	10	91.53
10	Upper Rio Grande	717	627	90	87.45
9	West Central Texas	8	6	2	75.00
Totals		3286	2978	308	90.63

Methodology: Percentage of participants who had wages in all three quarters after leaving the TAA program. UI wage record data was used.

NOTE: The statutory requirement is to report at least six months of data. Three quarters meets this requirement. The first quarter is not used because typically it does not show three months of employment.

* October 1, 2005 through September 30, 2006

Table 6. Earnings Replacement of Workers Who Ended Participation in the Trade Adjustment Assistance Program in Federal Fiscal Year 2006*, by Local Workforce Development Area (LWDA)

LWDA No.	LWDA Name	Participants	Post Wages	Prior Wages	Earnings Replacement Rate (%)
20	Alamo	440	\$5,171,639	\$6,178,746	83.70
16	Brazos Valley	0	NA	NA	NA
24	Cameron County	229	\$2,373,951	\$2,581,462	91.96
14	Capital Area	51	\$925,745	\$1,418,010	65.28
26	Central Texas	6	\$92,309	\$111,267	82.96
22	Coastal Bend	2	\$39,944	\$28,442	140.44
12	Concho Valley	17	\$236,111	\$334,909	70.50
6	Dallas County	106	\$1,407,534	\$1,749,861	80.44
17	Deep East Texas	84	\$1,442,947	\$2,158,893	66.84
8	East Texas	162	\$2,828,135	\$2,783,707	101.60
19	Golden Crescent	2	\$43,861	\$23,812	184.20
28	Gulf Coast	103	\$2,643,199	\$3,236,680	81.66
13	Heart of Texas	46	\$724,718	\$1,011,291	71.66
23	Lower Rio Grande	53	\$466,902	\$568,615	82.11
27	Middle Rio Grande	1	\$13,825	\$13,447	102.81
4	North Central	268	\$4,176,099	\$4,682,146	89.19
7	North East Texas	16	\$237,283	\$367,482	64.57
3	North Texas	7	\$111,052	\$96,950	114.55
1	Panhandle	0	NA	NA	NA
11	Permian Basin	1	\$27,112	\$9,716	279.04
15	Rural Capital Area	33	\$453,372	\$516,645	87.75
2	South Plains	20	\$243,381	\$259,894	93.65
21	South Texas	1	\$9,575	\$14,366	66.65
18	South East	170	\$4,804,277	\$4,807,347	99.94
5	Tarrant County	494	\$7,020,163	\$8,973,531	78.23
25	Texoma	108	\$1,654,002	\$2,222,679	74.41
10	Upper Rio Grande	640	\$6,696,169	\$8,010,504	83.59
9	West Central Texas	6	\$45,435	\$78,395	57.96
Statewide		3066	\$43,888,740	\$52,238,797	84.02

Methodology: Percentage of wages earned in the second and third quarters after the participants ended participation in the TAA program compared to wages earned in the second and third quarters prior to separation. UI wage record data was used. Only participants ending participation in the program with wage data in all four quarters and the first quarter after ending participation were used.

* October 1, 2005 through September 30, 2006

Table 7. Participants Reemployed within Three Quarters of Ending Participation in the Trade Program in Federal Fiscal Year 2006*, by North American Industry Classification System (NAICS)

NAICS Code	NAICS Title	Participants	
		No.	%
11	Agriculture, Forestry, Fishing and Hunting	8	0.32
21	Mining	47	1.86
22	Utilities	13	0.51
23	Construction	109	4.30
31-33	Manufacturing	743	29.34
42	Wholesale Trade	218	8.61
44-45	Retail Trade	219	8.65
48-49	Transportation and Warehousing	124	4.90
51	Information	53	2.09
52	Finance and Insurance	20	0.79
53	Real Estate and Rental and Leasing	23	0.91
54	Professional, Scientific, and Technical Services	110	4.34
55	Management of Companies and Enterprises	1	0.04
56	Administrative and Support and Waste Management and Remediation Services	329	12.99
61	Educational Services	163	6.44
62	Health Care and Social Assistance	226	8.93
71	Arts, Entertainment, and Recreation	9	0.35
72	Accommodation and Food Services	7	0.28
81	Other Services (except Public Administration)	25	0.99
92	Public Administration	85	3.36
	Total	2532	100.00
	Not Classified	1083	
	Grand Total	3615	

* October 1, 2005 through September 30, 2006

Appendix

Description of Trade Services and Benefits for Trade-Certified Workers

Training assistance can be provided to Trade-certified workers when no suitable work is available within their local commuting area. Training opportunities include on-the-job training (OJT), vocational or technical training, customized training, and remedial education as part of an occupational training program. Generally, participants must complete training programs within 104 weeks. Up to 26 weeks of training can be added if remedial education is necessary to complete occupational training. The training provides job skills that participants need to obtain employment in high-growth, high-demand occupations, such as computer-related occupations, accounting clerk positions, nursing and other health and dental service occupations, computer-assisted drafting, general clerical positions, heating and air conditioning repair, electronics, pharmacy technology, various machine repair positions, and truck driving.

Weekly income support benefits – Trade Readjustment Allowances (TRA) – may be paid to eligible participants after they exhaust their state Unemployment Insurance (UI) benefits. This income is intended to provide financial support to participants and their families while the participants are in a Trade Adjustment Assistance (TAA)-approved training program. The amount of the income support benefit payments is typically the same as the participant's UI payments; however, these benefits are not UI, are not charged against the employer's accounts, and do not affect the employer's UI tax rates. Generally, the total length of time a participant may receive weekly benefit payments, including both UI and TRA, cannot exceed two years. Benefit payments may be extended for participants who need remedial training to enroll in occupational training or to become job ready.

A waiver of the TRA training requirement, which permits an individual to be eligible for TRA without participating in training, can be issued for any of the following six reasons:

1. The participant has marketable skills sufficient to get a job making at least 80 percent of his or her prior wages or working in an occupation they have selected.
2. Training is not feasible due to the participant's health.
3. The participant is within two years of retirement.
4. The participant is subject to recall within six months to the position from which he or she was laid off.
5. Enrollment in suitable training is available within 60 days and the participant is supported by TRA until the start of training.
6. Suitable training is not available at a reasonable cost.

(Unemployment rates, industry profiles, and the age, education and skills of laid-off individuals all contribute to the waiver rate in a given LWDA.)

The Health Coverage Tax Credit (HCTC) pays 65 percent of the cost of health insurance premiums for health coverage under the Consolidated Omnibus Budget Reconciliation Act (COBRA) of 1985 and other qualified health insurance plans. An individual must be eligible for TRA payments to be eligible for HCTC.

Alternative Trade Adjustment Assistance (ATAA) pays a 50 percent pay differential to older Trade-certified workers who find employment within 26 weeks of being laid off.

Job search allowances cover the expenses participants incur in seeking employment outside their normal commuting area. Participants may receive up to 90 percent of necessary transportation and living expenses (with a maximum of \$1,250) while searching for such employment.

Relocation allowances pay 90 percent of the reasonable and necessary expenses of moving participants, their families, and their household goods to a new location, if participants obtain employment outside their normal commuting area. As part of their relocation allowance, participants may receive a lump sum payment equal to three times their former average weekly wage (with a maximum of \$1,250) to pay deposits and help them get settled.

Description of Service Delivery for Trade-Certified Workers

Service delivery begins when an employer provides notice of an impending layoff or plant closure, when TWC staff receives notification of an event by other means, or when a Trade petition is filed. The Board in the affected area provides Rapid Response services by meeting with the employer to arrange early intervention reemployment services for affected workers. The Board and Texas Workforce Center staff members provide the employer and employees with information about workforce services, including Trade services.

Rapid Response early intervention services provide immediate aid to potentially dislocated workers affected by plant closings and large layoffs. The objective is to help these workers find reemployment as quickly as possible, often before their last day of work. Trade-certified workers also may be notified of possible eligibility for services by individual mail-outs in English and Spanish, press releases, or notices published in newspapers announcing Trade certifications.

During the Rapid Response effort, Texas Workforce Center staff conducts employee orientations and seminars concerning job search skills, stress management, financial management, and local labor market information. Activities such as local job fairs and job referrals also occur. If workers have been certified under a Trade petition by DOL, or if a certification will likely occur, orientations and assistance include information about Trade services and benefits. Providing this information to employees during Rapid Response activities helps to ensure that Trade-certified workers apply for services and file for benefits as early as possible to meet the TRA benefit eligibility timelines. Following job separation, Trade-certified workers can access WorkInTexas.com to find jobs that match their skills and experience, or they can receive staff-assisted job search services through a Texas Workforce Center.

Through co-enrollment in Workforce Investment Act Dislocated Worker services, Trade-certified workers can receive thorough assessment services. If a Trade-certified worker lacks the job skills required to secure suitable employment, he or she can receive occupational training to prepare for a high-growth, high-demand occupation. Board-approved training providers can provide occupational training, or occupational training can be provided through customized training or OJT with an employer. Texas Workforce Center staff continues to work with participants while they are in training. TWC continuously stresses the need for training that integrates occupational job skills with the necessary basic education and language skills required for the occupation. While in training, the participant can file claims for weekly support payments through TWC's UI system.

Not all workers covered under a Trade certification request services. Many workers who are potentially eligible for Trade services and benefits find reemployment quickly, take advantage of retirement options or transfers within a company, or become self-employed.



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