

# Texas Workforce Commission

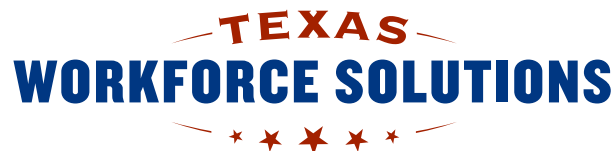
## Trade Adjustment Assistance 2008 Annual Report



**TEXAS**  
**WORKFORCE SOLUTIONS**  
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# ***Texas Workforce Commission Mission***

To promote and support a workforce system that offers employers, individuals and communities the opportunity to achieve and sustain economic prosperity.



# TRADE ADJUSTMENT ASSISTANCE 2008 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 that Texas has experienced in recent years, Trade-certified workers are having greater success in returning to employment without occupational or remedial training.



Although the methodologies are slightly different than those used in this report, it is important to note that Texas exceeded the three national goals for the Trade program in Federal Fiscal Year 2007, which looked at TAA exiters for July 1, 2005, through June 30, 2006:

- 73 percent entered employment within the first quarter (national goal equals 70 percent)
- 91 percent employment retention rate (national goal equals 85 percent)
- \$13,728 average earnings (national goal equals \$12,000)

## 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 individuals entering employment (Table 3);
- 2) Whether an individual who enters employment after completion of a program retains that employment for at least six months (Table 4);
- 3) The wages earned by individuals before and after participation in the program (Table 5);
- 4) The occupations in which the individuals are placed (Table 6);
- 5) The number of individuals participating in integrated vocational and language training programs (see Services and Outcomes discussion below); and
- 6) Whether a participant has acquired basic skills to enhance employability in the participant's local labor market (see Services and Outcomes discussion below).

### Change in Methodology

The methodology for the figures contained in this report has changed from prior annual reports; therefore, a comparison between data in this report and that in prior annual reports is not always easily made. In previous years, the data included in the annual report was based on the methodology and time frames used to produce federal Trade Program reports, which typically tracked exiters during a particular federal fiscal year for all measures. In 2004, the Trade database was integrated with the Workforce Investment Act (WIA) database to facilitate more productive delivery of services. The integration now allows for the consistent use of reporting methodologies across programs. The methodology used to gather data for this report is now the same as the methodology used to gather data for other programs, including TWC's monthly performance reporting.



## The Trade Adjustment Assistance Program in Texas

### Services and Outcomes

TWC keeps a consistent focus on early intervention by integrating the TAA program with WIA dislocated worker services in order to achieve the following outcomes for Texans:

- Successful reattachment to 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, benefits, and service delivery for Trade-certified workers is provided in the Appendix.

The following is a summary of the outcomes of the services provided to Trade-certified workers who ended participation in the TAA program during State Fiscal Year 2008 (SFY 08), unless another time frame is noted in the Tables. Additional detail about TAA program participants is available in Tables 1–6.

- 84 percent of the individuals who ended participation in the TAA program found employment by the end of the quarter following participation (Table 3);
- 92 percent of individuals who entered employment by the end of the first quarter after ending participation in the TAA program retained that employment for at least six months (Table 4);
- Individuals who ended participation in the TAA program and entered employment earned average wages of \$14,743, or 88 percent (\$35,707,368 compared to \$40,652,361) of their prior wages (Table 5);
- Of the 2,367 participants who ended participation in the TAA program and for whom the employing industry after ending participation is known, the top five industries in which individuals obtained jobs are (Table 6):
  - 34 percent (or 797) in manufacturing;
  - 14 percent (or 323) in administrative and support services;
  - 13 percent (or 298) in retail and wholesale trades;
  - 9 percent (or 213) in health care and social assistance; and
  - 5 percent (or 117) in educational services;
- Of the 1,547 individuals who ended participation in the TAA program after being enrolled in TAA-approved training:
  - 91 percent (1,411 of 1,547) participated in vocational training that also may have included English as a Second Language (ESL) training or other remedial programs (data does not specifically identify remedial training that has been integrated with a vocational program);
  - 26 percent (or 401) participated in a remedial education program that was delivered separately from vocational training; and
  - 17 percent (or 265) participated in both vocational training and a separate remedial education program.

### **Trade Activity**

The level of trade activity, both the number of trade-affected workers and the number of those workers requiring training, has declined significantly in recent years. When garment production activities were shifting to other countries, Texas had a high demand for TAA services. In 2004, 6,912 trade-affected workers were laid off. Since then, however, there has been a decline in the number of trade-affected workers. Trade-affected separations declined to 3,454 in 2006, then rose to 4,238 in 2007, still well below the 2004 level.

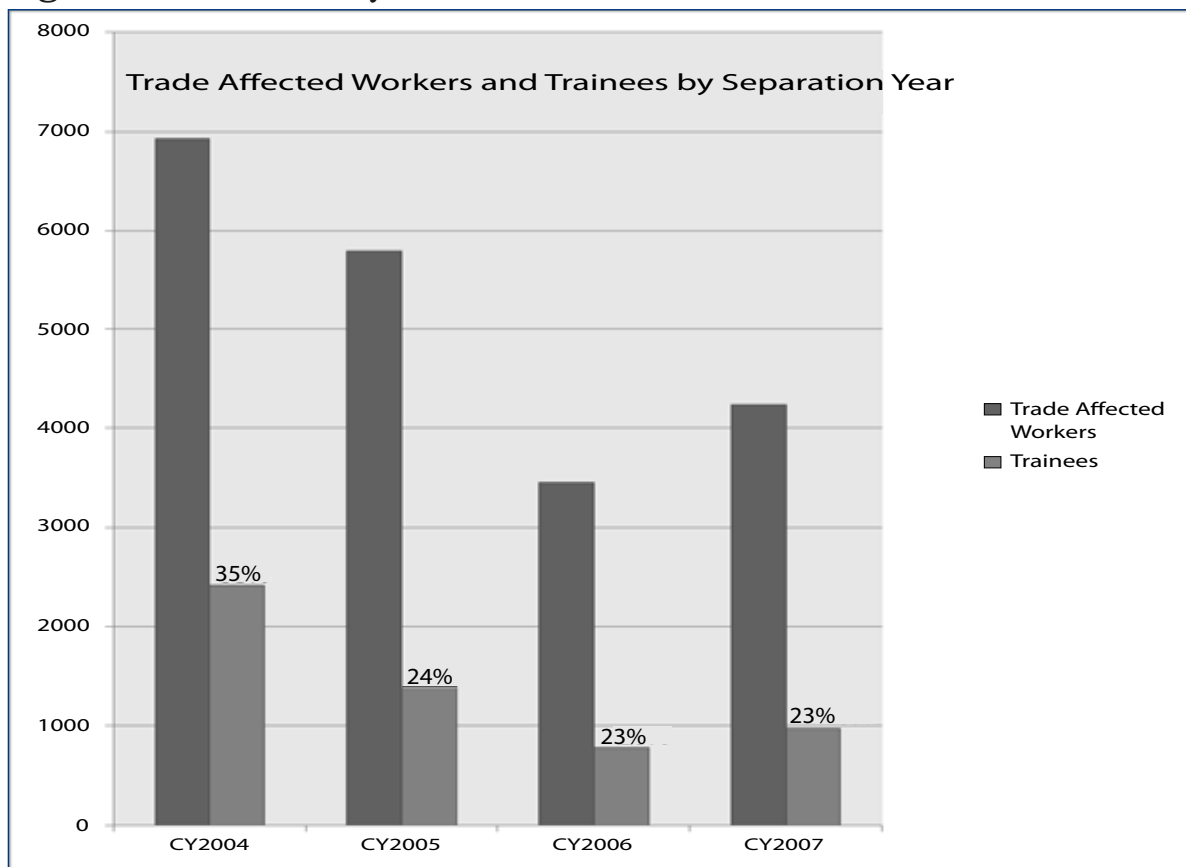
In the 10 years prior to 2004, the typical trade-affected worker in Texas was a 45-year-old female garment worker, with less than a high school education level and limited English proficiency. In 2004, 35 percent of the trade-affected workers who were laid off worked in the garment industry. With low education and skill levels, workers were more inclined to request, and enroll in, training programs. Often, because of their need for remedial training, workers from the garment industry participated in longer training programs and were participants in the TAA program for several years.

By contrast, in 2007, a trade-affected worker was likely to have been employed making auto parts, electronics, air conditioners, or travel trailers; was as likely to be male as female; and was most likely a high school graduate. Workers from the garment industry were only 5 percent of the trade-affected workers in 2007. The native language of many of the workers who were not proficient in English was Vietnamese, rather than Spanish.

Because the trade-affected workers separated from their jobs in 2007 had higher skill and education levels than those separated from their jobs in 2004, the number entering training dropped from 2,422 (35 percent) to 974 (23 percent).

From 1994 through 2003, most of the trade-affected layoffs occurred along the border with Mexico. From 2004 through 2006, many of the trade-affected layoffs occurred in the Dallas/Fort Worth area. Beginning in 2007 through the middle of 2008, many of the trade-affected layoffs occurred in North Texas (specifically, Wichita Falls) and East Texas.

**Fig. 1 Trade Activity Calendar Year 2004 – Calendar Year 2007**



## Demographic Characteristics of Trade-Certified Workers

Table 2 summarizes the race/ethnicity, gender, age, and education of Trade-certified workers who ended participation in the TAA program in SFY 08.

In SFY 08, the gender of TAA participants was almost evenly divided —50 percent male and 49 percent female. The gender of less than 1.0 percent of the participants was not reported. Twenty-one percent of the Trade-certified workers leaving the TAA program in SFY 08 had less than a GED credential or high school diploma compared to 26 percent in the previous year.



As noted previously, the relatively strong economy in Texas means that Trade-certified workers continue to have success in returning to employment without the need for occupational or remedial training.

## Funding and Expenditures

States receive formula-allocated TAA 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 Local Workforce Development Boards (Boards) by formula and works closely with Boards to encourage the use of all available funding sources to avoid service interruptions.

Because of a hold harmless provision in the DOL allocation formula for TAA funding, each state receives at least 85 percent of the previous year's allocation, even if the state has not fully expended its previous year's TAA funds. With decreasing TAA activity, Texas had more TAA funds than it was able to expend under the federal regulation. In 2008, at DOL's request, TWC returned \$8,402,025 of the Federal Fiscal Year 2008 TAA funds. These funds were then available for allocation to states that have experienced more TAA activity and demand for TAA services than their funding supports.

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 (allowable reasons for waiver are included in the Appendix). TRA and Alternative Trade Adjustment Assistance (ATAA) payments are made through the state UI payment system from dedicated federal funds allocated by DOL. These are not UI benefits, are not charged against employers' accounts, and do not affect employers' UI tax rates. As with UI payments, TRA and ATAA payments are now made by debit card.



## Texas Trade Act Expenditures for Federal Fiscal Year 2007

Type of Payment	Amount
Job Search Allowances	\$1,305
Relocation Allowances	\$32,944
Training	\$8,139,533
Alternative Trade Adjustment Assistance	\$373,791
Trade Readjustment Allowances	\$17,731,306
<b>Total</b>	<b>\$26,278,879</b>

### Reauthorization of the Trade Adjustment Assistance Program

Authorization for the TAA program expired October 1, 2007. A reauthorization bill was passed by the U.S. House of Representatives, and a companion bill is pending in the U.S. Senate. Funds were appropriated to continue the program under the existing regulations until reauthorization legislation is passed.

### Conclusion

Although there has been a decline in TAA activity in Texas in the past several years, TWC continues to monitor how the current economic climate and any significant policy changes included in TAA reauthorization legislation may affect the state's workforce.

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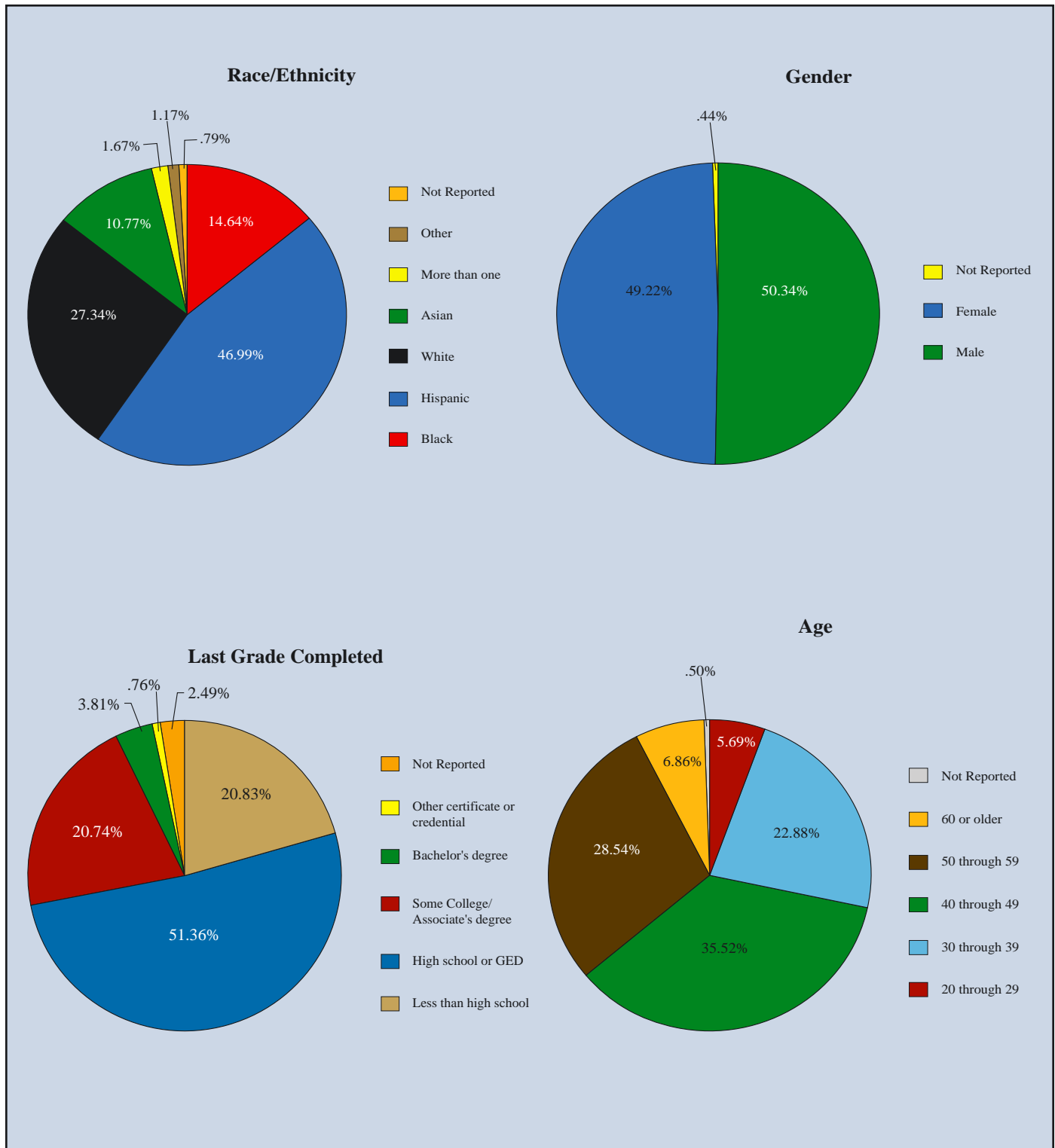
**Table 1. Trade Participants Ending Participation in the Trade Adjustment Assistance Program October 1, 2006 – September 30, 2007, by Local Workforce Development Area (LWDA)**

LWDA No.	LWDA Name	Participants			Participants Receiving Training, Job Search, Relocation, or ATAA	
		No.	%	No. with Only Waivers**	No.	%
20	Alamo	103	3.65	15	87	5.25
16	Brazos Valley	1	0.04	NA	1	0.06
24	Cameron County	87	3.09	16	67	4.05
14	Capital Area	64	2.27	42	18	1.09
26	Central Texas	7	0.25	2	2	0.12
22	Coastal Bend	NA	NA	NA	NA	NA
12	Concho Valley	27	0.96	15	10	0.60
6	Dallas County	74	2.63	14	45	2.72
17	Deep East Texas	39	1.38	18	18	1.09
8	East Texas	195	6.92	165	25	1.51
19	Golden Crescent	NA	NA	NA	NA	NA
28	Gulf Coast	79	2.80	46	27	1.63
13	Heart of Texas	48	1.70	7	37	2.23
23	Lower Rio Grande	103	3.65	76	23	1.39
27	Middle Rio Grande	NA	NA	NA	NA	NA
4	North Central	240	8.51	171	51	3.08
7	Northeast Texas	6	0.21	4	2	0.12
3	North Texas	1	0.04	NA	1	0.06
1	Panhandle	1	0.04	NA	1	0.06
11	Permian Basin	NA	NA	NA	NA	NA
15	Rural Capital Area	54	1.92	31	18	1.09
2	South Plains	4	0.14	2	2	0.12
21	South Texas	3	0.11	NA	3	0.18
18	Southeast	15	0.53	6	9	0.54
5	Tarrant County	497	17.63	284	190	11.47
25	Texoma	37	1.31	22	13	0.79
10	Upper Rio Grande	1,003	35.58	79	917	55.37
9	West Central Texas	4	0.14	1	3	0.18
<b>99</b>	<b>State of Texas</b>	<b>358</b>	<b>12.70</b>	<b>201</b>	<b>92</b>	<b>5.56</b>
<b>Statewide (Unduplicated)</b>		<b>2,819</b>		<b>1,152</b>	<b>1,656</b>	

\* Participants may have been served by more than one LWDA. Eleven individuals who were reported as receiving TRA payments but did not receive any TAA services are counted as participants.

\*\* See Appendix for details on waivers of the TRA training requirement.

**Table 2. Characteristics at Intake of Participants in the Trade Adjustment Assistance Program in State Fiscal Year 2008 (September 1, 2007 – August 31, 2008)**



**Table 3. Entered Employment by the End of the First Quarter after Ending Participation in the Trade Adjustment Assistance Program October 1, 2006 – September 30, 2007, by Local Workforce Development Area (LWDA)**

LWDA No.	LWDA Name	No. of Participants			Entered Employment Rate (%)
		Wages	No Wages	Total	
20	Alamo	86	12	98	87.76
16	Brazos Valley	2	0	2	100.00
24	Cameron County	53	16	69	76.81
14	Capital Area	37	11	48	77.08
26	Central Texas	6	0	6	100.00
22	Coastal Bend	0	0	0	NA
12	Concho Valley	19	2	21	90.48
6	Dallas County	51	19	70	72.86
17	Deep East Texas	26	10	36	72.22
8	East Texas	127	19	146	86.99
19	Golden Crescent	0	0	0	NA
28	Gulf Coast	52	12	64	81.25
13	Heart of Texas	39	3	42	92.86
23	Lower Rio Grande	80	16	96	83.33
27	Middle Rio Grande	0	0	0	NA
4	North Central	152	28	180	84.44
7	Northeast Texas	5	1	6	83.33
3	North Texas	1	1	2	50.00
1	Panhandle	1	0	1	100.00
11	Permian Basin	0	0	0	NA
15	Rural Capital Area	32	13	45	71.11
2	South Plains	4	0	4	100.00
21	South Texas	1	1	2	50.00
18	Southeast	12	1	13	92.31
5	Tarrant County	368	75	443	83.07
25	Texoma	27	4	31	87.10
10	Upper Rio Grande	625	104	729	85.73
9	West Central Texas	2	1	3	66.67
99	State of Texas	266	40	306	86.93
<b>Statewide</b>	<b>(Unduplicated)</b>	<b>1,895</b>	<b>355</b>	<b>2,250</b>	<b>84.22</b>

NOTE: Some individuals were participants in more than one LWDA. For the statewide total, individuals are counted only once

**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	239	219	20	91.63
16	Brazos Valley	0	0	0	NA
24	Cameron County	167	162	5	97.01
14	Capital Area	47	46	1	97.87
26	Central Texas	8	8	0	100.00
22	Coastal Bend	0	0	0	NA
12	Concho Valley	17	16	1	94.12
6	Dallas County	90	79	11	87.78
17	Deep East Texas	55	54	1	98.18
8	East Texas	137	126	11	91.97
19	Golden Crescent	2	2	0	100.00
28	Gulf Coast	81	77	4	95.06
13	Heart of Texas	36	32	4	88.89
23	Lower Rio Grande	83	81	2	97.59
27	Middle Rio Grande	0	0	0	NA
4	North Central	213	195	18	91.55
7	Northeast Texas	8	7	1	87.50
3	North Texas	3	3	0	100.00
1	Panhandle	1	1	0	100.00
11	Permian Basin	1	1	0	100.00
15	Rural Capital Area	43	42	1	97.67
2	South Plains	11	8	3	72.73
21	South Texas	1	1	0	100.0
18	Southeast	140	137	3	97.86
5	Tarrant County	284	260	24	91.55
25	Texoma	80	72	8	90.00
10	Upper Rio Grande	754	685	69	90.85
9	West Central Texas	4	2	2	50.00
99	State of Texas	358	319	39	89.11
<b>Statewide</b>	<b>(Unduplicated)</b>	<b>2,657</b>	<b>2,449</b>	<b>208</b>	<b>92.17</b>

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



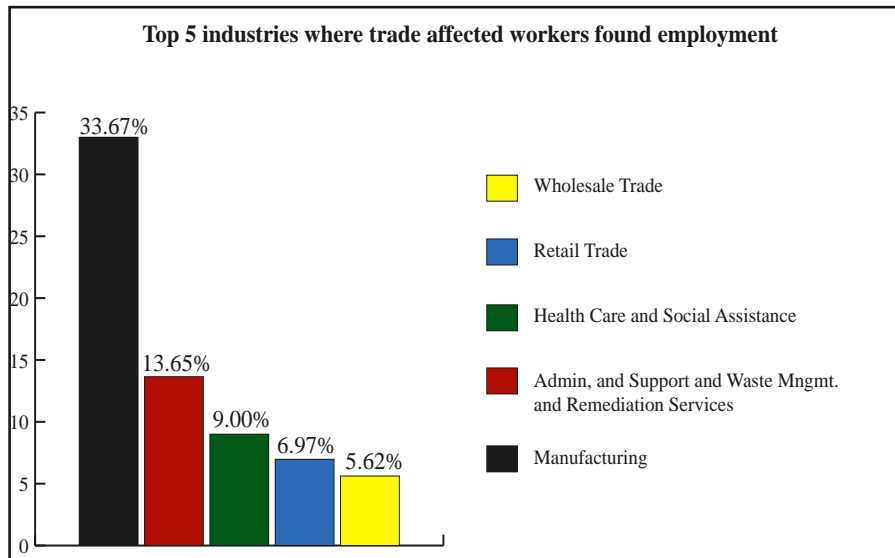
**Table 5. Earnings Replacement of Workers Who Ended Participation in the Trade Adjustment Assistance Program April 1, 2006 – March 31, 2007, by Local Workforce Development Area (LWDA)**

LWDA No.	LWDA Name	Participants	Post Wages	Average Wages**
20	Alamo	219	\$2,551,530	\$11,651
16	Brazos Valley	0	NA	NA
24	Cameron County	161	\$1,871,408	\$11,624
14	Capital Area	44	\$968,702	\$22,016
26	Central Texas	8	\$161,187	\$20,148
22	Coastal Bend	0	NA	NA
12	Concho Valley	16	\$239,278	\$14,955
6	Dallas County	79	\$1,207,849	\$15,289
17	Deep East Texas	54	\$1,009,194	\$18,689
8	East Texas	124	\$1,756,648	\$14,167
19	Golden Crescent	2	\$43,861	\$21,931
28	Gulf Coast	76	\$1,650,939	\$21,723
13	Heart of Texas	32	\$487,146	\$15,223
23	Lower Rio Grande	80	\$927,523	\$11,594
27	Middle Rio Grande	0	NA	NA
4	North Central	195	\$3,174,636	\$16,280
7	Northeast Texas	7	\$158,734	\$22,676
3	North Texas	3	\$55,226	\$18,409
1	Panhandle	1	\$39,899	\$39,899
11	Permian Basin	1	\$27,112	\$27,112
15	Rural Capital Area	41	\$687,129	\$16,759
2	South Plains	8	\$116,353	\$14,567
21	South Texas	1	\$13,149	\$13,149
18	Southeast	137	\$3,912,537	\$28,559
5	Tarrant County	259	\$3,896,957	\$15,046
25	Texoma	71	\$1,058,818	\$14,913
10	Upper Rio Grande	668	\$7,299,138	\$10,927
9	West Central Texas	2	\$22,777	\$11,389
99	State of Texas	317	\$5,232,836	\$16,507
<b>Statewide</b>	<b>(Unduplicated)</b>	<b>2,422</b>	<b>\$35,707,368</b>	<b>\$14,743</b>

\* Total wages earned in the second and third quarters after exit quarter

\*\* Average wages earned in the second and third quarter after exit quarter

**Table 6. Industries for Participants Reemployed within Three Quarters of Ending Participation in the Trade Adjustment Assistance Program April 1, 2006 – March 31, 2007, by North American Industry Classification System (NAICS)**



NAICS Code	NAICS Title	Participants	
		No.	%
11	Agriculture, Forestry, Fishing, and Hunting	6	0.25
21	Mining, Quarrying, and Oil and Gas Extraction	56	2.37
22	Utilities	10	0.42
23	Construction	115	4.86
31-33	Manufacturing	797	33.67
42	Wholesale Trade	133	5.62
44-45	Retail Trade	165	6.97
48-49	Transportation and Warehousing	90	3.80
51	Information	69	2.92
52	Finance and Insurance	15	0.63
53	Real Estate, and Rental and Leasing	14	0.59
54	Professional, Scientific, and Technical Services	84	3.55
55	Management of Companies and Enterprises	3	0.13
56	Administrative, and Support and Waste Management and Remediation Services	323	13.65
61	Educational Services	117	4.94
62	Health Care and Social Assistance	213	9.00
71	Arts, Entertainment, and Recreation	8	0.34
72	Accommodation and Food Services	33	1.39
81	Other Services (except Public Administration)	54	2.28
92	Public Administration	62	2.62
<b>Total Reported</b>		<b>2,367</b>	
<b>Not Reported</b>		<b>82</b>	
<b>Grand Total</b>		<b>2,449</b>	

# Appendix

## Description of Trade Services, Benefits, and Service Delivery 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)** may be paid to eligible participants after they exhaust their state UI benefits. The income is intended to provide financial support to participants and their families while the participants are in a TAA-approved training program. The amount of income support payments is typically the same as the participant's UI payments; however, these are not UI benefits, are not charged against employers' accounts, and do not affect employers' UI tax rates. Generally, the total length of time a participant may receive weekly benefits, including UI and TRA, cannot exceed two years (104 weeks). Benefit payments can 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** can be issued in certain cases when it is not feasible to approve training. The waiver, which permits an individual to be eligible for TRA without participating in training, can be issued for any one of the following six reasons:

1. The participant has marketable skills sufficient to get a job in the occupation he or she has selected
2. Training is not feasible because of the participant's health reasons
3. The participant is within two years of retirement
4. The participant is subject to recall to his or her laid off position within six months
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 those who are laid off all contribute to the waiver rate in a given Board area.

**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 the 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 mailings 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. Services include local job fairs and job referrals. 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, TWC's online job-matching system, 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 WIA 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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