



Testimony

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TRADE ADJUSTMENT ASSISTANCE

Improvements Necessary, but Programs Cannot Solve Communities' Long- Term Problems

Statement of Loren Yager, Director, International Affairs and Trade



G A O

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Mr. Chairman and Members of the Subcommittee:

I am pleased to have the opportunity today to discuss our recent work on federal trade adjustment assistance that we have been undertaking at the Committee's request. These programs are designed to help dislocated workers, communities, and firms adjust to the rapid economic changes that characterize the globalization of national economies. While globalization has increased the importance of technology and service sector jobs, it has also resulted in the loss of many manufacturing jobs as companies that cannot compete with lower-priced imports go out of business or relocate abroad. The federal government recognizes that, while the benefits of increased trade are widely dispersed across the economy, the costs of worker dislocation effects are more localized. This has heightened concerns about the efficacy of federal trade adjustment assistance efforts.

Today I will draw on information from our earlier report on the Trade Adjustment Assistance (TAA) program, which covers workers who lost their jobs because of imports from any country, and the North American Free Trade Agreement Transitional Adjustment Assistance (NAFTA-TAA) program, which covers only those workers who have lost their jobs due to increased imports from or a shift of production to Mexico or Canada.¹ I will also draw on material from our ongoing work for this Committee, which has focused on case studies in six communities to learn about their experiences with trade adjustment assistance. Specifically, I will discuss (1) the nature of trade impacts on communities and the use of benefits and services under the TAA and NAFTA-TAA programs, (2) the structural problems that impede effective delivery of those services and benefits, and (3) the longer-term challenges facing trade-impacted communities.

¹See *Trade Adjustment Assistance: Trends, Outcomes, and Management Issues in Dislocated Worker Programs* (GAO-01-59, Oct. 13, 2000). We also completed reports on trade adjustment assistance to communities and firms. See *Trade Adjustment Assistance: Opportunities to Improve the Community Adjustment and Investment Program* (GAO/NSIAD-00-229, Sept. 29, 2000) and *Trade Adjustment Assistance: Impact of Federal Assistance to Firms Is Unclear* (GAO-01-12, Dec. 15, 2000).

Before I get into the specifics of these topics, let me provide a brief summary of our findings.

Summary

In our ongoing review of communities' experiences with trade adjustment assistance, we found about 300 communities that had more than 500 workers certified for TAA benefits from fiscal years 1994 to 1999. Some communities lost a large percentage of their jobs in sudden plant closures, while others experienced rolling layoffs, where a series of smaller plant closures dislocated as many or more workers but did so more gradually. The number of workers covered by certifications under both trade adjustment programs averaged about 163,000 annually from fiscal years 1995 through 2000 (see the app. for 1995-2000 data about payments and service and benefit recipients).

- Apparel and textiles represented about 35 percent of all certified workers, followed by the oil and gas, electronics, and metal and machinery industries.
- In fiscal year 2000, TAA and NAFTA-TAA benefits to displaced workers included
 - \$255 million in income support for basic and extended trade readjustment allowances and
 - about \$104 million in training support.

TAA and NAFTA-TAA provide substantial assistance to dislocated workers. However, program administrators and training officials said that the programs have structural problems that impede effective service delivery. Specifically, they said that

- the period of time dislocated workers receive income support versus training benefits is inconsistent (18 and 24 months, respectively), which local officials and workers said limited training options;

- the instability of funding for training benefits results in delayed approval of training requests; and
- the maintenance of separate TAA and NAFTA-TAA programs is administratively inefficient and confusing.

We found in our reviews that providing trade adjustment assistance cannot resolve all the workers' or communities' long-term challenges—particularly those faced by lower-skilled workers and less economically diverse communities. For example, based on the most recent national data, approximately 80 percent of the TAA and NAFTA-TAA workers using benefits in fiscal years 1999 and 2000 had a high school education or less, compared to 42 percent in the overall labor force. In addition, many of these workers have been out of the educational system for 20 years, and in some communities, many have limited English skills. Because of these and other challenges, TAA-sponsored training is unlikely to complete the match between these workers and the kinds of jobs available in the current economy.

The communities face other longer-term challenges such as improving their human capital. Community leaders found that there is limited federal and state assistance to help with economic adjustment. However, even when these communities received funds, the funds were targeted and not necessarily designed to address long-term human capital and infrastructure challenges. Many of these communities had relied on low-skilled manufacturing jobs, which are disappearing, and now face the difficult task of diversifying their economies. As a result, many of these communities are attempting to replace the jobs that were lost to layoffs. At the same time, they are trying to attract higher paying and more stable service industry jobs. However, while helping dislocated workers is the immediate challenge, it does not lead to—and may even detract from—the efforts to achieve a more flexible and highly educated workforce and a more diversified economy.

At the end of my statement, I highlight several matters the Congress may wish to consider during its reauthorization deliberations.

Background

The TAA and NAFTA-TAA programs assist U.S. workers displaced by foreign trade and increased imports.² The TAA program covers workers who lose their jobs because of imports from any country, while the NAFTA-TAA program covers only workers who have lost their jobs because of increased imports from or a shift of production to Mexico or Canada. In addition to the NAFTA-TAA program provided for in the North American Free Trade Implementation Act, a Statement of Administrative Action was issued that made a commitment to provide services and benefits for “secondary workers.” Such workers are employed at firms that supply or assemble products produced by directly affected firms certified under NAFTA-TAA. However, such secondary workers are not eligible for the NAFTA-TAA program but receive benefits under another dislocated worker program. Both TAA and NAFTA-TAA programs provide similar benefits such as trade readjustment allowances (extended income support beyond normal unemployment insurance benefits), services such as job training, and job search and relocation allowances. However, the two programs’ rules covering benefits and services differ.

The Department of Labor oversees both programs and makes final determinations regarding worker eligibility. Groups of workers or their representatives can petition the Department of Labor for certification of eligibility to apply for services or benefits under the program (under NAFTA-TAA, this process begins in the states). The Department then conducts an investigation to determine if increased imports have contributed to their loss of employment. Once a TAA or NAFTA-TAA petition is approved, covered workers must meet several tests

²The current Trade Adjustment Assistance program was created by the Trade Expansion Act of 1962 (P.L. 87-794). It was substantially modified by the Trade Act of 1974 (P.L. 93-618) and the North American Free Trade Agreement Implementation Act of 1993 (P.L. 103-182).

regarding the timing of their layoff and their length of employment with the trade-impacted firm. Workers can be certified as eligible for both programs but can claim benefits from only one. The states play a major role by providing program services and benefits, such as job training and reemployment services.³ The TAA and NAFTA-TAA programs together received about \$407 million in fiscal year 2001 funding. Workers who lose their jobs for nontrade reasons generally receive benefits under the Workforce Investment Act program, which will serve an estimated 927,000 workers in fiscal year 2001 and received about \$1.6 billion in funding.

Generally, TAA and NAFTA-TAA income assistance for a dislocated worker is equal to the weekly benefits of the state's unemployment insurance program⁴ and may be paid for up to 52 weeks after the initial 26 weeks (30 weeks in Massachusetts and Washington state) of unemployment insurance benefits have been exhausted. Thus, eligible dislocated workers may receive up to 78 weeks (18 months) of cash payments if enrolled in approved training or if eligible for a training waiver. Dislocated workers also are eligible for up to 104 weeks (2 years) of training. Therefore, workers do not necessarily receive income assistance during their entire period of training.

The federal government has also established programs to assist trade-impacted firms and communities suffering job losses due to changing trade patterns. For example, the Trade Adjustment Assistance program for firms, established in 1962 and administered by the Department of Commerce's Economic Development Administration, provides assistance to firms that can demonstrate that increases in imports have contributed importantly to layoffs and declines in sales or production. The TAA for firms program was funded for \$10.5 million in fiscal year 2000. In addition, the Community Adjustment and Investment Program was

³See *Trade Adjustment Assistance: Trends, Outcomes, and Management Issues in Dislocated Worker Programs* for a more detailed discussion of TAA and NAFTA-TAA certification procedures and eligibility requirements.

established as a result of the 1993 North American Free Trade Agreement Implementation Act. Under the program, loan guarantees, loans, and grants are provided to businesses and grantees in eligible counties to help stimulate private sector employment and growth. Loan guarantees to local businesses have accounted for the preponderance of financing commitments to date. The program was established with an initial capitalization of \$22.5 million and has received \$20 million in additional appropriations to support and expand program activities. The Congress did not appropriate any funds for the program in fiscal year 2001.

Trade Affects Wide Range of Workers and Communities

Worker Certification Trends—Fiscal Years 1995 Through 2000

The estimated number of workers covered by certifications under both trade adjustment programs averaged about 163,000 annually from fiscal year 1995 to 2000, reaching a high of about 228,000 in fiscal year 1999 (see table in app.).⁵ Petitions under the TAA and NAFTA-TAA programs covered an estimated 977,611 workers during fiscal years 1995-2000.⁶ Many worker groups file for certification under both programs, and Department of Labor officials estimate that 75 percent of NAFTA-TAA certified workers are also covered by TAA petitions. Such workers could be counted twice in the overall program totals if they had been part of the groups that filed for certification under both programs. From fiscal years 1995 through 1999, these certifications covered workers in apparel and textiles (35 percent), oil and gas (15 percent), electronics (9 percent), and metal and

⁴Unemployment benefits vary widely among the states. In 1999, the average benefit was an estimated \$202 per week.

⁵By way of comparison, between January 1997 through December 1999, 1 million factory workers lost jobs in the United States, according to the Bureau of Labor Statistics. These job losses accounted for about one in every three job displacements in the country during that period.

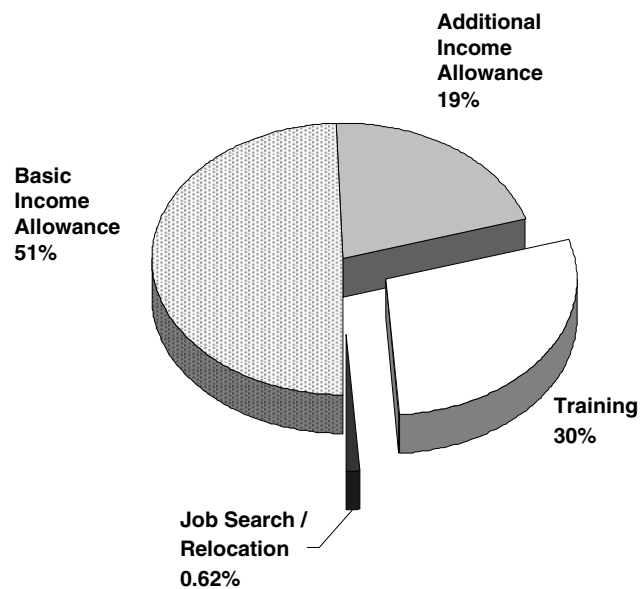
⁶These certifications represent potentially affected workers—not actual jobs lost. In some cases, workers certified were facing the potential loss of their job and were not laid off. Thus, program certifications are not an accurate count of job losses due to trade.

machinery (8 percent); the remaining petitions were from a range of manufacturing industries.

Trends in Benefit Utilization

The largest benefit delivered to trade-impacted displaced workers in 1995 to 2000 was in the form of income support, primarily to allow workers partial wage replacement while taking training. The TAA and NAFTA-TAA programs paid a total of \$843.7 million during this period for basic income allowances. The two programs also paid \$314.5 million in additional income allowances. Training courses cost \$494.2 million, and job search and relocation allowances totaled \$10.3 million over the 6-year period. Most state officials we surveyed said job search and relocation benefits have not been heavily utilized, because workers are reluctant to move to new areas, primarily because of family commitments or ties to the community. Figure 1 depicts the breakout of major TAA and NAFTA-TAA services and benefits for fiscal year 2000.

Figure 1: Trade Adjustment Assistance Benefit Utilization, Fiscal Year 2000



Totals may not add up to 100 percent due to rounding.

Source: GAO analysis of Department of Labor data. The Department of Labor still considers data for fiscal year 2000 preliminary.

Trade-related Layoffs Hurt Case Study Communities

As part of our work on trade adjustment assistance, we identified about 300 communities that had 500 or more workers certified for TAA benefits between fiscal years 1994 and 1999. Based on our case study examination of six of these communities, we found that trade-related layoffs occurred in a variety of ways. In some communities, a single large plant closing led to the layoff of more than 500 workers. For example, Tultex, an apparel manufacturer and one of the largest employers in Martinsville, Virginia, declared bankruptcy in December 1999 without prior notice and immediately closed all operations. This left more than 2,000 workers without jobs and caused the city's unemployment rate to rise from about 9 percent to almost 20 percent that year. In other cities—such as El Paso,

for example—a series of layoffs occurred that have contributed to their relatively high unemployment rates.

We also observed that many of the communities that we visited were concerned about additional trade-related layoffs and plant closures. In Washington, North Carolina, and Martinsville, Virginia, community leaders said that they expect their textile and apparel industries to continue to decline because of increased foreign competition. Martinsville leaders also fear that the furniture industry, another large employer in their community, will begin to feel the impact of increased furniture imports.

Delivery of TAA Services and Benefits Hampered by Program Structure

Length of Time for Income Support Limits Training Options

Program administrators, training providers, and workers in training consistently said that the TAA and NAFTA-TAA programs needed to close the gap between extended income support payments, which are provided for up to 18 months, and training, which is provided for up to 24 months. Although there are mixed views and little data on the outcomes associated with shorter and longer training programs, the gap in income support is believed to create difficulties for workers in 2-year training programs. This situation occurs because when income support payments stop, dislocated workers generally drop out of training because they cannot afford to remain in classes without financial assistance. This choice often precludes them from pursuing a 2-year Associate of Arts degree program, which could result in higher earnings or better skills, or any 2-year course of study involving initial remedial courses.⁷

⁷Department of Labor program data show that about 12 to 16 percent of those entering training took remedial courses during fiscal years 1995-2000.

Funding Problems Lead to Training Delays

Another problem with program structure cited by local program administrators was the lack of a stable funding stream for training benefits. Although training is a key part of a worker's benefits, some states had difficulties providing consistent funding for training due to administrative problems in the Department of Labor. Generally, federal funding is provided to states quarterly and is based on prior expenditures. Because TAA and NAFTA-TAA certifications fluctuate, in some cases states may not have received sufficient funding to cover workers enrolled during a quarter. In addition, state and local officials reported that insufficient federal funds are available for the programs toward the end of the fiscal year (Department of Labor officials said these problems primarily occur in the first and last quarters of the fiscal year). High levels of certifications from unanticipated layoffs and plant closures have resulted in states—Texas and North Carolina, for example—with large numbers of workers enrolled in training at the same time that program officials were informed that no additional federal funds remained.⁸ As we noted in our recent report,⁹ although the Department of Labor has issued formal guidance that states should not stop enrolling workers in program services and benefits when funding is temporarily unavailable, agency officials report that few states have done so. In some cases, when federal training funds are depleted, states use Workforce Investment Act¹⁰ or other state monies.

⁸When this happens, states may apply for funding, such as National Emergency Grants from the Secretary of Labor, put workers on waiting lists, or suspend the training program.

⁹*Trade Adjustment Assistance: Trends, Outcomes, and Management Issues in Dislocated Worker Programs.*

¹⁰The Workforce Investment Act of 1998, title I, provides assistance to persons who have been laid off due to plant closures or mass layoffs and/or meet the eligibility requirements outlined in the act. There is no special category of causation, such as that for trade-impacted workers under TAA and NAFTA-TAA.

Difficulties Stemming From Maintaining Separate Trade Adjustment Assistance Programs

Maintaining separate TAA and NAFTA-TAA programs results in a basic structural problem that confuses participants and causes problems for program administrators. Dislocated workers we interviewed in Texas and Michigan stated that the explanations that program officials provided about the programs before workers choose a program were inadequate and did not sufficiently clarify workers' questions. For example, while a worker can obtain a waiver from training under TAA and still receive income support, waivers are unavailable under NAFTA-TAA. Explaining this difference and others to dislocated workers unfamiliar with federal programs can confuse workers—particularly because many workers are certified for benefits under both programs and must select one under which to take benefits.

Officials in the 20 states we surveyed and in the states and localities we visited believed that differing certification and training enrollment procedures of the two programs hinders effective program administration. Under current law, TAA petitions are received and processed by the Department of Labor, while NAFTA-TAA petitions are submitted to the state agency in which the affected plant is located. Officials in every state administrative office and case study community we visited consistently supported the consolidation of the TAA and NAFTA-TAA programs. These officials believed that consolidation would simplify program administration and be more efficient.

Other Program Requirements Hinder Delivery of Benefits and Services

Other program requirements can impede dislocated workers from successfully completing training, according to state program administrators and program participants. State officials were critical of the enrollment deadlines to qualify for income support in the NAFTA-TAA program. To qualify for transition

readjustment benefits under NAFTA-TAA, a worker must enroll in an approved training program by (1) the last day of the 16th week of their most recent qualifying separation or (2) the last day of the 6th week after publication of the certification in the *Federal Register*, whichever is later. The TAA program does not have this requirement. According to some state officials, the stringent NAFTA-TAA requirement limits the training options for workers who only qualify for this program. In some cases, appropriate training courses are not scheduled to begin within the enrollment deadline, so workers choose to take less suitable courses to retain eligibility for income support. The TAA and NAFTA-TAA programs also prohibit dislocated workers from receiving income support if there is a break in training exceeding 14 days. Program administrators we interviewed explained that community colleges generally have semester breaks lasting longer than 14 days, which means that dislocated workers cannot receive any financial assistance during that period.

Other factors complicating service and benefit delivery include certification delays at the Department of Labor and federal paperwork requirements. As noted in our recent report, Department of Labor delays in certifying TAA and NAFTA-TAA petitions or state program administrative office delays in approving workers' training plans can limit workers' options.¹¹ Department of Labor officials said that nearly all states have centralized approval of workers' training plans because local officials have less experience with TAA and NAFTA-TAA regulations.

¹¹We found that in fiscal year 1999, 58 percent of NAFTA-TAA investigations exceeded the 40-day statutory requirements and 34 percent of the TAA investigations exceeded the 60-day limit. See *Trade Adjustment Assistance: Trends, Outcomes, and Management Issues in Dislocated Worker Programs*.

Trade Adjustment Assistance Cannot Solve Communities' Longer-Term Problems

Education Seen as Key to Successful Adjustment

One challenge consistently cited by government and civic leaders in the communities we visited was the issue of human capital. They said that they needed to improve local educational systems, which often had high school dropout rates much higher than the national average. In several communities, local leaders said that school facilities and curricula need to be improved to better prepare students for high-skilled jobs and to develop a more attractive environment for companies that they would like to recruit. In some communities, local officials said that they were caught in a difficult situation in which local residents who graduate from college leave for better jobs elsewhere. At the same time, they were hampered in recruiting firms that needed a college-educated workforce, in part because they had low numbers of such workers in their area.

Worker Profile Indicates Potential Training Challenges

The profile of dislocated workers that emerged from our case study discussions with program administrators, training providers, and small groups of dislocated workers is consistent with the Labor Department's available national data on TAA and NAFTA-TAA dislocated workers. The Department's data on these programs illustrates the human capital challenge facing trade-impacted communities (see table 1). The table compares trade-dislocated workers nationwide to the total U.S. workforce. While 42 percent of the nation's total workforce has a high school education or less, 80 percent of trade-dislocated workers fall into this category. Among trade-dislocated workers, the average age was 43, and 59 percent were over the age of 40. In addition, 64 percent of these workers were women. These data suggest, and community leaders we interviewed in our case studies confirmed, that trade-impacted workers tend to be less mobile and face difficulties reentering a workforce that increasingly requires more skills and

training. As a result of these factors, moving these workers further along on the educational or job skill continuum is a challenge. Our discussions with training providers and workers indicated that enormous sacrifices are necessary for dislocated workers—many of whom have been out of school for 20 years or more—to be successful in an educational system that has become more challenging while maintaining family and other responsibilities. Given these factors and the maximum 2 years of training available, earning an Associate of Arts degree would represent a considerable achievement yet may still leave these participants short of the skills required for many technology and service sector jobs.

Table 1: Profile of TAA and NAFTA-TAA Participants Compared to Total U.S. Workforce, Fiscal Years 1999-2000

Worker characteristics	Nationwide TAA and NAFTA-TAA participants	Total U.S. workforce
Gender		
Male	36%	53%
Female	64	47
Average age	43 years	NA
Limited English proficiency	12%	NA
Average old wage	\$12.13 per hour (at separation)	\$13.36 per hour (current wages for production workers)
Average new wage	\$10.31	Not applicable
Median tenure	7 years (at separation)	3.5 years
Education		
Less than high school	25%	10%
High school graduate	55	32
Some post-high school	17	28 ^a
College graduate	4	30

Notes: TAA and NAFTA-TAA participant data based on data from 36,000 workers who left the TAA and NAFTA-TAA program in fiscal years 1999-2000 and filled out a survey. Total U.S. workforce data are from Bureau of Labor Statistics Employment Situation Report for May 2001, except for average wage and average tenure data, which are Bureau data for February 2000.

NA=Not available

Totals may not add up to 100 percent due to rounding.

^a“Some post-high school” for total U.S. workforce includes some college, no degree, and associate degrees.

Sources: GAO analysis of TAA and NAFTA-TAA participant data from Department of Labor and data from Bureau of Labor Statistics.

Differing Economic Adjustment Strategies May Be Needed to Facilitate Adjustment to Trade Impacts

Communities recovering from adverse trade impacts are struggling with difficult choices needed to rebuild their economic base and retool to better compete in the national and global economies. The assistance available for communities' economic adjustment efforts is limited, targeted, and generally short-term. Three of the communities where we conducted our case studies are adopting strategies that aim for economic diversification by preparing their workforce for the high-skilled, well-paying jobs that they hope to attract. However, these communities realize that they still need jobs suitable for low-skilled, displaced workers who will not qualify for jobs in the new economy.

The communities we visited as part of our case studies had received some assistance from federal and state governments to facilitate their economic adjustment efforts. The federal government provided a total of \$59.5 million in economic adjustment assistance funding to these six communities from fiscal year 1995 to the present, mostly in federal loan guarantees. Of this amount, the largest amount was \$42.3 million in loan guarantees to businesses provided by the Community Adjustment and Investment Program, most of which were made in El Paso, Texas (\$38.7 million). The second largest source of funding was from the Department of Commerce's Economic Development Administration, which provided \$10.5 million in grant assistance to these six communities from fiscal year 1995 to early fiscal year 2001. Community officials believe they are limited in their ability to obtain such federal assistance, which is spread across many federal agencies, because there is no central source of information on available programs and because they often lack the financial resources to meet grant matching requirements. Local officials also believe that the programs targeted at trade-impacted areas are too limited to make a significant difference in their communities' adjustment efforts.

Those involved in worker adjustment assistance programs in the communities pointed to the need for training programs linked to the employment needs of local businesses. One of the fundamental challenges facing trade-impacted communities is helping dislocated workers—generally older workers with a high school degree or less—adjust to an increasingly globalized economy that requires different skills than those needed when these individuals first entered the workforce. In fiscal year 1999, occupational training was the most common type of training provided under the TAA and NAFTA-TAA programs. Computer and information system skills and office and business administration were the most popular training programs, with 14 states of 20 listing them in their top three occupational course offerings to trade-impacted workers. Medical skills, including nursing, were listed among the top three training courses by nine states; and six states listed English as a second language or remedial education in the top three training courses offered. However, these relatively short-term training programs may not bridge the gap between these workers' current skills and the skills they need to enter a workforce more focused on technology and services.

Matters for Congressional Consideration

As a result of the work that we have performed for the Committee, we have several matters that the Congress may wish to consider as part of its current deliberations about consolidating or restructuring the trade adjustment assistance programs. With regard to the TAA and NAFTA-TAA programs, the Congress may wish to simplify the administration of the TAA and NAFTA-TAA programs by standardizing (1) time frames for workers to enter training, (2) training waiver policies for certified workers, and (3) time frames for completing certification investigations. Congress may also wish to consider whether workers who experience an unavoidable break in training of more than 14 days (such as semester breaks) should continue to receive income benefits.¹²

¹²Our prior reports also contained recommendations to improve the effectiveness of the trade adjustment assistance programs. See *Trade Adjustment Assistance: Trends, Outcomes, and Management Issues in Dislocated Worker Programs*; *Trade Adjustment Assistance: Opportunities*

Mr. Chairman and Members of the Committee, this concludes my prepared statement. I will be happy to answer any questions the Committee members may have.

Contacts and Acknowledgments

For future contacts regarding this testimony, please call Loren Yager or Phillip Herr at (202) 512-4128. Individuals making key contributions to this testimony included Sigurd Nilsen and Leyla Kazaz.

to Improve the Community Adjustment and Investment Program; and Trade Adjustment Assistance: Impact of Federal Assistance to Firms Is Unclear.

Appendix

Trade Adjustment Assistance and North American Free Trade Agreement Transitional Adjustment Assistance Payments and Service and Benefit Recipients, Fiscal Years 1995-2000

Dollars in millions

	1995	1996	1997	1998	1999	2000	Total
Total workers certified ^a	118,837	166,310	165,898	153,804	227,650	145,112	977,611
Basic allowance							
Payments	\$109.5	\$127.8	\$148.0	\$119.2	\$159.1	\$180.1	\$843.7
Recipients	25,641	32,856	34,158	26,241	36,910	32,368	188,174
Additional allowance							
Payments	\$41.6	\$43.6	\$53.6	\$50.2	\$50.7	\$74.8	\$314.5
Recipients	5,856	7,132	15,215	7,736	8,166	10,010	54,115
Training							
Costs	\$60.9	\$68.5	\$83.4	\$79.9	\$97.3	\$104.2	\$494.2
Recipients	28,645	32,971	26,865	25,235	32,120	24,106	169,942
Job search							
Costs	\$0.3	\$0.3	\$0.2	\$0.1	\$0.1	\$0.1	\$1.1
Recipients	927	752	520	289	314	359	3,161
Job relocation							
Costs	\$2.8	\$1.8	\$1.7	\$0.8	\$1.0	\$1.1	\$9.2
Recipients	1,678	940	875	473	771	731	5,468
Total service and benefit payments	\$215.1	\$242.0	\$286.9	\$250.2	\$308.2	\$360.3^b	\$1,662.7

Note: Readjustment allowance and training recipients may appear in quarterly reports spanning more than one fiscal year. Likewise, workers could have received more than one type of benefit in a fiscal year. "Recipients" means the number of people receiving a first trade readjustment allowance payment and the number of people who entered training.

^aThese figures include workers certified under both programs.

^bData for 2000 are preliminary.

Source: GAO analysis of Department of Labor data collected quarterly from the states.

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