

TRADE ADJUSTMENT
ASSISTANCE:
NEW OPPORTUNITIES FOR
OHIO WORKERS

A REPORT FROM
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AUTHORS

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POLICY MATTERS OHIO, the publisher of this study, is a nonprofit, nonpartisan research institute dedicated to researching an economy that works for Ohio. Policy Matters seeks to broaden debate about economic policy by doing research on issues that matter to working people and their families. With better information, we can achieve more just and efficient economic policy. Areas of inquiry for Policy Matters include work, wages, education, housing, energy, tax and budget policy, and economic development.

Executive Summary

The Trade Adjustment Assistance program provides benefits to workers who lose their jobs due to rising imports or shifts in U.S. production to overseas locations. It offers jobless workers some of the best opportunities for income support and retraining. By offering extended income support, TAA can provide meaningful training opportunities for dislocated workers. However, many dislocated workers are not properly identified as having been affected by trade, and even fewer workers receive training for a new line of work. The underuse of the program, along with a major expansion of it, provide a real opportunity for improvements in outreach efforts that will allow more trade-affected workers across the country and Ohio to benefit.

TAA, a federal-state program, requires two steps for workers to qualify. First, a company, union, the state or at least three workers must successfully petition the U.S. Department of Labor. Second, each worker must then apply for benefits with the state.

Under the American Recovery and Reinvestment Act, the TAA program is being substantially widened. More workers will be covered, benefits will increase and deadlines for participation will be loosened. Effective May 18, workers in service industries and public-sector workers will be eligible for the first time. More shifts in production abroad and workers who make components for trade-affected companies will be covered. Income support for those in long-term training, called Trade Readjustment Assistance (TRA), will increase by 26 weeks, to 130 weeks; the Health Coverage Tax Credit will be 80 percent, up from 65 percent; and wage subsidies available to older workers who take new jobs at lower pay will be boosted. While participation in the program will depend on how much workers in the newly eligible sectors make use of the new law, the Ohio Department of Job & Family Services is expecting what one official calls “a tsunami” of certifications, which the agency believes could double or more.

Overall, as one might expect given its dependence on manufacturing, Ohio has been a national leader in job losses certified under TAA. In the federal fiscal year ended last September, only Michigan exceeded Ohio in the number of workers certified. The 20,912 certified Ohio job losses between January 2007 and March 27, 2009, amounted to 16 percent of the net decline in the state’s manufacturing jobs during that time frame.

The five largest TAA certifications in the nearly 27-month time span involved automotive employers. Chrysler LLC’s machining plant in Perrysburg was the single largest certification in Ohio, covering 1,341 workers. Montgomery, Wood, Cuyahoga, Trumbull and Seneca Counties together accounted for 43 percent of the workers certified over the period. Montgomery County alone accounted for 26 petitions and 3,667 workers certified, more than half again as many workers as the next leading county. Certifications at bankrupt auto-parts maker Delphi Corp. made up most of that county total. However, the job losses certified by the labor department extended across Ohio, covering workers in 58 of the state’s 88 counties.

A surprisingly small share of the workers certified to receive Trade Adjustment Assistance benefits – both nationally and in Ohio – actually receives them. According to ODJFS data, 2,843 Ohio participants filed an initial claim for TRA in federal fiscal year (FFY) 2007, and 3,487 did so in FFY 2008. Agency data show that 1,494 workers received TAA training in the 2007 federal fiscal year, and 1,984 received training in FFY2008. An exact comparison with the number of certified workers is impossible, because they have a period of time in which to apply for benefits. However, between CY2006 and 2008, an average of 10,687 a year were certified, according to DOL. This average excludes many workers who became eligible after petitions were filed.

One major reason for the low participation is the relatively small share of certified workers who come to a session to learn about the program. Some workers find other jobs without TAA or retire, while others don't fully understand the program's importance or see a need for help. However, some workers are left off the list to contact, or the company doesn't provide the list of laid-off workers to ODJFS in a timely fashion, so workers miss deadlines for applying. New rules may help with these problems, but Ohio can take further steps to increase the number of trade-affected workers who are certified to receive TAA benefits.

A large statewide marketing campaign is needed to ensure workers know of the available benefits and where they may go to get them. Community groups and unions can assist in these outreach efforts, and the state should partner with them.

The Ohio Benefit Bank, a free web-based service that centralizes the application process for state and federal benefits, could help by visiting work sites around the state with its Benefit Bank Mobile; keeping a list of TAA certifications and informing applicants for other benefits that they might be eligible for TAA benefits; programming the TAA application into its software so it can help dislocated workers fill it out; and checking these workers' eligibility for other programs such as health care, utility and food assistance.

The state can do more as well. ODJFS should review a possible TAA filing in each federally required mass layoff notification and file a petition itself when necessary. State Rapid Response teams should ask companies with such layoffs who their Ohio suppliers are, so their workers, too, can receive TAA certification. ODJFS also could use the information on employees supplied by employers to the agency when they pay unemployment compensation to contact workers about TAA. The state should advertise the availability of TAA benefits in newspapers, and provide information on the program to operators of the 2-1-1 help line. It should aid workers navigating the program by expanding the peer assistance program, which involves educating fellow workers to help ease the layoff process and take advantage of available assistance.

While many additional workers now will be eligible for TAA coverage, they will not necessarily know that the program exists or how to petition for certification. Many of those certified likely will not take advantage of the available benefits. Ohio should take steps to make sure more do.

Introduction

The Trade Adjustment Assistance (TAA) program provides benefits to workers who lose their jobs due to rising imports or shifts in U.S. production to overseas locations. It offers jobless workers some of the best opportunities for income support and retraining. By offering income support over an extended period of time, TAA can provide meaningful training opportunities for dislocated workers. However, many dislocated workers are not properly identified as having been affected by trade and even fewer workers actually receive training for a new line of work.

Nationally, just 49,339 individuals started TAA training in the 2007 federal fiscal year.¹ In Ohio, a state disproportionately impacted by trade because of our industrial base, less than 1,500 workers participated in TAA training in federal fiscal year 2007, and less than 2,000 workers in FFY 2008.²

While TAA has reached a surprisingly small number of dislocated workers, the program's potential reach has been expanded by amendments passed as part of the American Recovery and Reinvestment Act (ARRA). Beginning on May 18, 2009, TAA will cover workers in service industries who have lost their jobs because of trade. A number of program benefits will increase and rules will change. The underuse of the program to date, together with its expansion, provide a major opportunity for improvements in outreach efforts that will allow more trade-affected workers across the country and Ohio to benefit.

Since 2004, Policy Matters Ohio has produced four other reports on the TAA program in Ohio.³ This report was commissioned by the Ohio Association of Second Harvest Foodbanks, lead agency of the Ohio Benefit Bank, a web-based, counselor-assisted program to connect low- and moderate-income Ohioans to work supports such as tax credits and public benefits. This report describes the TAA program and changes in it; reviews recent certifications; examines use of the program's benefits; and makes recommendations about how to expand usage of the program, particularly through the Ohio Benefit Bank. This is not intended to be a comprehensive examination of how the TAA program operates in the state.

¹ U.S. Department of Labor, Employment and Training Administration, Performance and Results, Trade Adjustment Assistance, Participation Counts, see <http://www.doleta.gov/tradeact/TAA/ParticipationNum.cfm>. The labor department also reported that 5,154 persons received training under TAA during the fourth quarter of 2008 among those exiting the program that quarter See http://www.doleta.gov/performance/results/Quarterly_report/Dec_2008/QR_PY2009_First_TAA_Final.pdf accessed May 7, 2009

² Data provided by the Ohio Department of Job and Family Services. Numbers may not compare directly with the national statistics cited above, as they come from a different source. The average cost of training for 2008 in Ohio was \$6,141 and on average it lasted 45.8 weeks.

³ See <http://www.policymattersohio.org/publications.htm#trade>

The TAA program

TAA is a federal-state program and requires two steps for workers to become eligible. First, a petition requesting certification may be filed by a company, the state, a union representing workers, or a group of at least three affected workers. In response to the petition, the U.S. Department of Labor (DOL) investigates to determine whether workers were laid off for a trade-related reason. The DOL has 40 days to make a determination.

A TAA certification issued for a group of workers establishes that those workers are eligible to apply for trade assistance benefits. Each individual worker must then apply for benefits with a state employment security agency. These duties are handled by the Ohio Department of Job & Family Services (ODJFS), in conjunction with local One-Stop employment centers.

Trade adjustment assistance includes several features to assist workers who are certified: Training for a new job; an additional unemployment benefit known as a “trade readjustment allowances” (TRA) that provides income support for workers in training or with waivers of training; reemployment services; job search allowances for workers who must search for a job outside of their immediate commuting area; relocation assistance for workers who must move to another area to find a job; and a health coverage tax credit. Instead of applying for trade readjustment allowance benefits, a worker over age 50 may apply for a wage supplement if her reemployment wage is lower than the wage at her previous job (under the recently approved provisions of TAA, this will be called the Reemployment Trade Adjustment Assistance Program).

Income support and retraining benefits under TAA are among the best available for unemployed workers. Trade readjustment allowances, which are paid at the same amount as unemployment insurance, currently are allowed for up to 104 weeks for TAA-certified workers in training. Regular state unemployment insurance runs up to 26 weeks in Ohio, but is currently supplemented by up to 53 more weeks in federally paid extended benefits. TRA is paid after such federal payments run out and such payments are deducted from the total TRA paid. Thus, as long as the federal government supports extended unemployment compensation as it is now, the training supported by the TAA program is more significant than the TRA income support.

TAA offers several different kinds of training: Remedial training, including literacy or English as a second language, for basic employability; classroom training; on-the-job training; and customized training designed to meet the specialized needs of an employer or a group of employers. Training is available for up to two years, with an additional 6 months for remedial education.

Job search allowances provide up to \$1,250 for certified workers who interview for a job 50 or more miles from where they live. Relocation allowances of up to \$1,250 are available if you receive a job offer and need to move 50 or more miles from where you currently live.

Those trade-certified workers who are at least 50 years old and find new, lower-paying jobs after being laid off are eligible for a separate form of assistance subsidizing their wages, as long as

they earn less than \$50,000. This program is designed to make up half the difference between the new wage and the old one, up to a maximum of \$10,000 over two years.

The new TAA

The TAA program is about to change drastically, widening the scope of who is covered and the benefits available. Until now, TAA benefits have been limited to manufacturing workers. However, under the American Recovery and Reinvestment Act approved by Congress in February, the TAA program is being substantially expanded. At the same time, some of the rules governing the program also have been overhauled.

The ARRA reauthorized the TAA program through the end of 2010. Under the new provisions, effective May 18, workers in service industries and public-sector workers will be eligible for the first time. The program also will cover workers when their employers shift production even to countries with which the United States does not have a free trade agreement. This is important because up till now, workers affected by production shifts to China, India and other important exporters have not been eligible for TAA unless they can also show an increase in imports of the articles they used to produce. It also will allow more workers who make components to qualify. Under the new criteria, component parts workers can still qualify if they show increased imports of the parts they make, but will also qualify if they can show rising imports of products into which their parts are assembled. In addition, all direct suppliers to a location that has already been certified will be eligible. Thus, workers at a janitorial firm that serviced a plant certified under TAA will be eligible.

Benefits available under TAA will expand so that:

- The Health Coverage Tax Credit will subsidize 80 percent of health-insurance premiums, up from the previous 65 percent;
- Income support (Trade Readjustment Assistance) for those in long-term training will increase by 26 weeks, to 130 weeks;
- Allowances for job search and relocation, respectively, will increase from \$1,250 to \$1,500;
- Wage subsidies for older workers can range up to \$12,000 over two years for workers over 50, up from \$10,000. The maximum salary for the new job is now \$55,000. Workers in this program will be eligible for other TAA benefits in addition to the health tax credit.

Besides broadening the scope of the program and benefits that are provided, the new law also changes some key rules. Enrollment deadlines have been extended from no more than 16 weeks to 26 weeks after certification or layoff, and states have greater flexibility to forgive late

enrollments when mistakes are made.⁴ Other rules are also loosened; for instance, certified workers will be able to begin training before they are laid off, and can receive part-time training while working part-time.

Finally, the ARRA increases the resources that are available. The act more than doubles funding for training under TAA to \$575 million a year. It also creates a new “TAA for Communities” program to provide aid to communities affected by trade, though these funds haven’t yet been appropriated.⁵

The changes in the program create substantial opportunity for more trade-affected workers to participate. Alice Worrell, chief of the Trade & Reemployment Services Section in the ODJFS Office of Unemployment Compensation, is expecting a “tsunami” of trade-certified workers. According to Judi Cicatiello, the state unemployment compensation system deputy director, the U.S. Department of Labor sees a possible doubling in the number of trade-certified workers. Based on an earlier estimate that there would be 19,179 workers certified in the federal fiscal year ending next September, this suggests that 38,000 or more workers may qualify in Ohio. For her part, Cicatiello believes the number could be even higher.⁶ A 2007 study by the Congressional Budget Office estimated that the addition of service and public-sector employees along with the expansion of TAA eligibility criteria would cause the number of certifications to increase nationally by two-thirds, or 80,000 a year based on fiscal 2006 levels.⁷ Though the exact number is uncertain, it is clear many more workers will be eligible for certification.

The Ohio Benefit Bank, a web-based, counselor-assisted program to connect low- and moderate-income Ohioans to work supports such as tax credits and public benefits, simplifies and centralizes the process for applying for state and federal benefits. If the Benefit Bank started providing help to workers by informing them of possible TAA benefits and helping them fill out TAA paperwork, they could also be checked for eligibility for other benefit programs. Many workers certified for Trade Adjustment Assistance also could be eligible for other kinds of work supports that could help them make ends meet while enrolled in a training program, such as food assistance, child care, health care and help with utility bills. Appendix I provides examples of hypothetical trade-affected workers and what benefits they might be eligible for, both under TAA and other programs.

⁴ Under the old rules, TAA-certified workers needed to enroll in training or receive a waiver within 8 weeks of the TAA certification or 16 weeks after they were laid off, whichever was later.

⁵ Much of this description of the new TAA is based on *Highlights of Trade Adjustment Assistance Changes in the American Recovery and Reinvestment Act*, National Employment Law Project, <http://www.nelp.org/page/-/UI/highlights.new.taa.pdf?nocdn=1>, accessed May 11, 2009.

⁶ Judi Cicatiello, Presentation at the Ohio Unemployment Compensation Advisory Council, Columbus, April 29, 2009. The full implications of the new TAA won’t be clear until the recession ends, however. Imports of many manufactured products are not increasing now as they were earlier. Thus, certifications in the manufacturing sector may not grow in the near term even while service and public-sector workers become eligible.

⁷ H.R. 3920 Trade and Globalization Assistance Act of 2007, As ordered reported by the House Committee on Ways & Means on October 25, 2007, Congressional Budget Office Cost Estimate, October 29, 2007.

Of course, the number of workers that are certified and access benefits will depend on how broadly companies, workers and unions in the newly eligible sectors, along with states, make use of the new law. Employers downsizing their workforce, or closing plants, particularly those involved in the supply chain of larger manufacturers, may not be aware they can help their workers transition to new jobs by petitioning to become certified as affected by trade, or they may be disinclined to bring attention to themselves if they are outsourcing production. And many workers are unaware of the existence of local One Stop centers where they might otherwise be able to find out about these benefits on their own. So, many potentially eligible workers never learn of the benefits they may be entitled to have. Especially in the service sector, outreach efforts will be necessary to ensure that petitions are submitted and certified workers learn of the available benefits.

Ohio TAA certifications

Overall, as one might expect given its dependence on manufacturing, Ohio has been a national leader in job losses certified under TAA. In the federal fiscal year ended last September, only Michigan exceeded Ohio in the number of workers certified; Ohio ranked fourth, after North Carolina, California and Michigan, in the number of petitions certified.⁸

Table 1 shows the number of Ohio workers certified for Trade Adjustment Assistance between January 2007 and March 27, 2009.⁹ The 20,912 certified Ohio job losses amounted to 16 percent of the net decline in Ohio's manufacturing jobs during that time frame. According to the Ohio Department of Job & Family Services, the actual number of workers covered by the certifications is larger, because the DOL figures are an estimate at the time of the petition. Subsequent layoffs at these facilities mean that the actual number of covered workers last year was more than 15,000, compared to the 9,402 listed in DOL documents.¹⁰

These numbers are only minimal estimates of the number of workers affected by trade. Most important, until now, workers in service industries were not covered by Trade Adjustment Assistance, thus excluding most jobs and many that have been affected by trade more recently, from call center workers to radiologists. In addition, a lack of awareness may prevent some groups of workers from applying for assistance. And until the change in the law this month, the extension of coverage to downstream producers has been limited by the requirement that these companies must work "directly" for the certified firm. That means that the law only covers one tier of suppliers, when the reality of industrial production is that the supply chain may be many layers deep.

⁸ Estimated Number of Workers Covered by Certifications, 10/1/07 to 9/30/08, E-mail received from Brian Johnston, U.S. Department of Labor, May 6, 2009

⁹ These numbers are based on certification data supplied to Policy Matters Ohio by the U.S. Department of Labor.

¹⁰ Interview with Alice Worrell, chief of the Trade and Reemployment Services Section, Office of Unemployment Compensation, Ohio Department of Job & Family Services, and Scott Switzer, assistant section chief, April 9, 2009

Table 1.

Ohio Workers Certified for Trade Adjustment Assistance, 1995-2009	
Calendar Year	Number of Workers
1995	2330
1996	2832
1997	3298
1998	2462
1999	4564
2000	4661
2001	6509
2002	13093
2003	7470
2004	6624
2005	3967
2006	13432
2007	9289
2008	9523
2009 (through March 27)	2100

Source: U.S. Department of Labor, Policy Matters Ohio

*Includes certifications under the former NAFTA-TAA program

Automotive employers accounted for the five biggest certifications in Ohio between January 2007 and March 2009. Table 2 lists the 20 largest certifications in Ohio during this time period.

Table 2

Largest TAA certifications in Ohio, January 1, 2007-March 27, 2009				
Rank	Company Name	City	County	Est. No. of Workers
1	Chrysler, LLC	Perrysburg	Wood	1341
2	Delphi Corporation	Moraine	Montgomery	1253
3	Delphi Corporation	Kettering	Montgomery	925
4	Blackhawk Automotive Plastics	Mason	Warren	737
5	Ford Motor Company	Brook Park	Cuyahoga	556
6	Norwalk Furniture Corporation	Norwalk	Huron	505
7	Plastech Engineered Products	Byesville	Guernsey	476
8	Ravenna Aluminum, Inc.	Ravenna	Portage	473
9	General Motors Corporation	Mansfield	Richland	365
10	Johnson Rubber Company	Middlefield	Geauga	360
11	Chrysler LLC	Twinsburg	Summit	358
12	ThyssenKrupp Crankshaft Company, LLC	Fostoria	Seneca	355
13	Coshocton Leasing Company LLC	Coshocton	Coshocton	352
14	Honeywell International	Fostoria	Seneca	350
15	Indalex Aluminum Solutions	Girard	Trumbull	335
16	Textileather Corporation	Toledo	Lucas	310
17	Meridian Automotive Systems Composites Operations	Jackson	Jackson	296
18	WCI Steel, Inc.	Warren	Trumbull	269
19	Weastec, Inc.	Hillsboro	Highland	269
20	Alcatel-Lucent, Inc	Columbus	Franklin	255

Source: U.S. Department of Labor, Policy Matters Ohio

A large share of the workers covered by TAA certifications is concentrated in a few counties – Montgomery, Wood, Cuyahoga, Trumbull and Seneca accounted for 43 percent of the total over the period. However, the job losses certified by the DOL extend across Ohio. Altogether, the department certified workers in 58 of the state’s 88 counties (see Appendix II for a list of all 58 counties). For example, they included Lancaster Glass Group, an industrial glass producer that closed in Lancaster; J-Sport Co. in Millersburg, a maker of marine life vests and boat cushions that shifted production to China, and Flowserve Corp. of Dayton, which increased imports of steel castings.¹¹

Over the nearly 27-month period, Montgomery County had by far the largest number of petitions and workers certified. This continues the county’s earlier top ranking between 2004 and 2006.

¹¹ Decisions on these and other certifications are available at http://www.doleta.gov/tradeact/taa/taa_search_form.cfm These numbers reflect the number of workers cited in the petition; the ultimate number eligible for benefits may be different.

The county had 26 petitions and 3,695 workers certified, more than half again as many as the next leading county. The downsizing at bankrupt auto parts maker Delphi Corp. resulted in the certification of 2,703 workers at 9 locations. These included two of the three largest certifications: A plant in Moraine producing automotive compressors and pistons had 1,253 workers and a plant in Kettering making dampers and damper components had 925 workers certified. Both were due to shifts in production to Mexico.

Chrysler LLC's machining plant in Perrysburg, Wood County, was the single largest certification in Ohio during this time period, covering 1,341 workers. The workers were certified because the plant was a producer of parts for minivans whose workers were also certified for TAA (direct suppliers to TAA-certified plants may also get certification). The other two certifications in Wood County included workers at two companies in tiny North Baltimore: Continental Structural Plastics, with 143 workers, and Johnson Rubber Co., a maker of rubber auto parts, with 120. Continental was certified as an upstream producer, much like the Perrysburg Chrysler workers, and Johnson Rubber was certified due to imports.

Cuyahoga County had 1,632 workers certified under 18 petitions during the 27-month period. The two largest certifications covered Ford Motor Co.'s Brook Park castings plant, which laid off 556 workers, and Van Dorn Demag Corp., where 196 workers lost their jobs at a plastic injection molding machinery plant in Strongsville. Both were certified due to imports.

Trumbull County had 10 petitions certified covering 1,088 workers. The largest were Indalex Aluminum Solutions, which shifted production to Mexico and laid off 335 workers making aluminum extrusions, and WCI Steel Inc., where 269 workers making steel were certified due to imports.

Seneca County's four certifications included three in Fostoria: Thyssen-Krupp Crankshaft Company LLC, with 355 employees certified due to imports; Honeywell International, a maker of sparkplugs, with 350 workers laid off because of a production shift to Mexico; and Fostoria Industries Inc., a maker of heating ovens and other products, with 121 employees laid off because of a production shift to Mexico. AS America Inc., a maker of vitreous china in Tiffin, laid off 191 workers who were certified because of a shift in production to Mexico.

Table 3.

Ohio Counties with the most TAA certified workers, January 1, 2007-March 27, 2009			
Rank	County	Workers	Petitions
1	Montgomery	3695	26
2	Cuyahoga	1632	18
3	Wood	1604	3
4	Trumbull	1088	10
5	Seneca	1017	4
6	Warren	846	5
7	Portage	839	6
8	Summit	695	8
9	Huron	605	3
10	Franklin	529	7
11	Guernsey	476	1
12	Allen	474	3
13	Fulton	445	3
14	Highland	401	2
15	Richland	395	2
16	Licking	394	3
17	Crawford	373	3
18	Geauga	360	1
19	Coshocton	352	1
20	Lucas	343	3

Source: U.S. Department of Labor, Policy Matters Ohio

As the above examples indicate, trade certifications are heavily concentrated in the automotive industry. Delphi, the three Detroit automakers (which together had 2,908 workers certified), and Blackhawk Automotive Plastics in Mason (737 certified workers) are the top companies with the largest numbers of certified workers. Numerous other auto parts makers have been certified, from Plastech Engineered Products in Guernsey County to Ravenna Aluminum in Portage County. Table 4 below shows the number of workers certified in the 10 industries most affected between January 2007 and March 2009:

Table 4

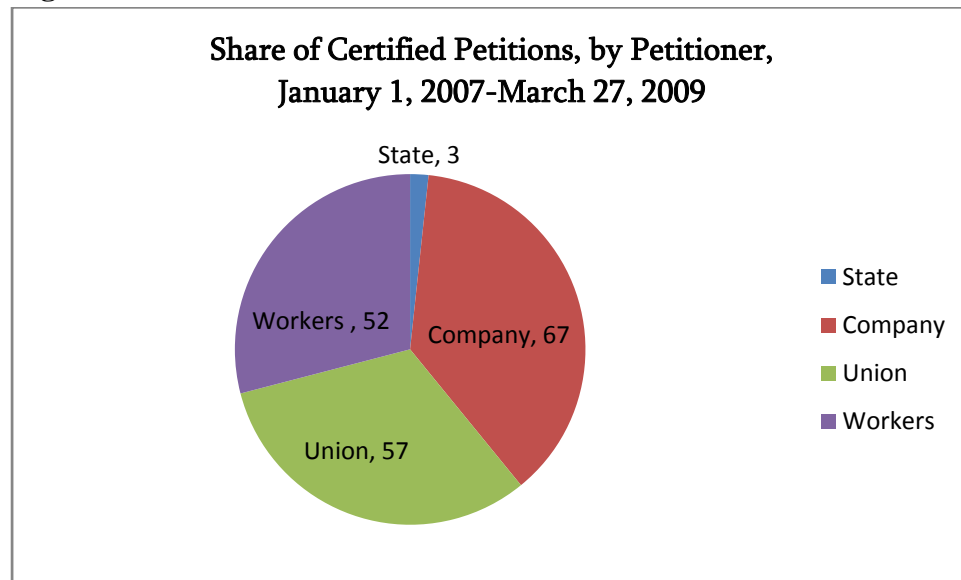
Ohio Workers Certified by Standard Industrial Classification, January 1, 2007-March 27, 2009			
Rank	SIC Code	Description	Number of Workers Certified
1	3714	Motor Vehicle Parts & Accessories	5585
2	3711	Motor Vehicle & Passenger Car Bodies	1401
3	3089	Plastics Products, NEC	1322
4	3585	Air Conditioning & Warm Air Heating Equipment, & Commercial & Industrial Refrigerating Equipment	1253
5	3465	Automotive Stampings	674
6	3599	Industrial and Commercial Machinery and Equipment, Not Elsewhere Classified	556
7	2512	Wood Household Furniture, Upholstered	505
8	3694	Electrical Equipment for Internal Combustion Engines	499
9	3061	Molded, Extruded, and Lathe-Cut Mechanical Rubber Goods	480
10	3354	Aluminum Extruded Products	480

Source: U.S. Department of Labor, Policy Matters Ohio

As noted above, petitions for Trade Adjustment Assistance may be filed by the state or a One-Stop center, as well as by a union, a company or a group of three or more workers. In Ohio during the 27-month period in this study, the labor department certified 179 petitions. Companies filed 67 of them, the largest number of any kind of petitioner. As shown in Figure 1, DOL also certified significant numbers filed by unions and workers, while the state filed only three petitions resulting in certification during the period, or less than 2 percent of the total.¹² The ODJFS has a petitions unit that walks petitioners through the application. However, this does not ensure that petitions are filed in all of the cases where they might be. In Michigan last year, the state was the petitioner in 20 out of the 124 certifications, or 16 percent of the total; in Illinois, the state successfully petitioned in 8 out of the total of 47 certified, or 17 percent.¹³ This suggests that Ohio may be able to increase its role as a petitioner.

¹² All numbers cited here cover the 179 petitions that resulted in certification during the 27-month period. Another 19 were denied, while 27 were terminated before a decision was made. Of these, the state filed one unsuccessful petition.

¹³ See DOL's web site for TAA determinations, http://www.doleta.gov/tradeact/taa/taa_search_form.cfm

Figure 1

Source: U.S. Department of Labor, Policy Matters Ohio

Small share of Ohio workers receives TAA benefits

A surprisingly small share of the workers certified to receive Trade Adjustment Assistance benefits in Ohio—as in the country—receives them. According to agency data, 2,843 Ohio participants filed an initial claim for TRA in federal fiscal year (FFY) 2007 and 3,487 did so in FFY 2008. Another 301 received their first payment in FFY07 under the Alternative Trade Adjustment Assistance wage-support program, while 471 did in FFY08. An exact comparison with the number of certified workers is impossible, because they have a period of time in which to apply for benefits. However, between CY2006 and 2008, an average of 10,687 a year was certified.¹⁴ Thus, it appears that between 30 percent and 37 percent of certified workers are getting these monetary benefits.

The number receiving training is considerably lower. Agency data show that 1,494 workers received TAA training in the 2007 federal fiscal year, and 1,984 received training in FFY2008.¹⁵

A major contributor to the low number of Ohio workers receiving TAA benefits is the relatively small share of certified workers who come to a session to learn about the program and its benefits. It is during these sessions that state employees explain the ins and outs of the benefits available. As the TAA application clearly states—in bold, underlined, and italicized words—

¹⁴This is a conservative estimate, because it does not include additional workers who were not counted at the time the petition was filed but are eligible for benefits. Separately reported ODJFS data on the number of workers potentially able to receive TAA benefits show a total of 39,067 between FFY06 and FFY08, or an average of 13,000 a year. The share receiving TAA benefits is thus lower.

¹⁵ Ohio Department of Job & Family Services, Trade participant information, Federal Fiscal Years 2007 and 2008, data provided to Policy Matters Ohio.

“failure to attend this meeting may result in the loss of services provided under the trade act of 2002.”¹⁶

According to ODJFS officials, only 50 percent to 60 percent of certified workers attend such benefit rights sessions. This means that close to half the workers who lost their jobs and were certified as eligible to receive income support, training and other benefits did not follow up and receive them. State officials say they don’t understand why more certified workers don’t come to the benefit rights information sessions.

In mass-layoff situation, workers may first be informed of the existence of TAA by the state’s Rapid Response program. But many workers don’t attend, and if they don’t go to this meeting, they are unlikely to go to the benefit rights session.

Besides any Rapid Response effort, the agency follows this procedure to inform workers of that session. It asks the company in question to provide a list of workers and contact information.¹⁷ It uses that information to send a letter to workers telling them about an information session on the program. If they do not show up, it sends a follow-up letter, telling them about a make-up session. At that point, a worker can request a benefit rights information session. The agency is redesigning the initial benefit rights packet that it sends out, trying to make it smaller and more urgent so that more eligible workers will open it and decide to go.

Some workers, of course, find other jobs without Trade Adjustment Assistance or decide to retire, so they don’t need the benefits the program offers. Others may not attend the benefit rights session for different reasons: Scheduling conflicts, reluctance to accept the gravity of their situation, or a lack of understanding about the importance of attending these seminars. However, some workers are left off the list to contact, or the company doesn’t provide the list in a timely fashion, so workers miss the deadlines. Finding eligible workers who may have been laid off as much as a year earlier can be a challenge.

Agency officials see the new TAA rules allowing longer time frames to contact workers and the ability to waive deadlines so that, in particular, workers don’t find themselves unable to receive benefits because they didn’t enroll in training or seek a waiver soon enough. Worrell said the legislation also gives the agency more power to get the worker list from the company.

However, other states take additional steps to inform workers of their rights to benefits. For instance, they publish newspaper ads notifying workers of the available benefits and deadlines, and if necessary, may use unemployment compensation records to identify workers covered by a TAA certification. In North Carolina, the state Employment Security Council actively partners with Connectinc., a non-profit call center, to help dislocated workers understand their TAA benefits, navigate the application process, apply for the health-coverage subsidy and connect them with additional resources.

¹⁶ Ohio Department of Job & Family Services, Notice of Certification, Trade Act of 2002

¹⁷ TAA benefits are available to certified workers laid off from one year prior to the certification till two years afterward.

Another way to improve these numbers is through peer assistance teams. This involves training workers who are among those being laid off to assist their fellow employees to apply for public services and work supports available to them, and provide support to navigate through the complex system of benefits available. Peer teams, which have been used for decades in other states, also spot trouble signs and mental health issues, organize financial planning, and develop their own agenda for how to best assist the dislocated workers at each location. Peer assistance teams in Ohio have raised the proportion of workers attending benefit rights information sessions. And they increase participation in training by helping workers through the TAA enrollment process. The United Labor Agency, through a grant from the state, helps identify and train workers for peer assistance.¹⁸ The need for this kind of assistance is growing as plants close across Ohio.

Training

To be approved for training, a TAA-certified worker's situation must meet six criteria: That suitable employment is not available; that he or she would benefit; that there is a reasonable expectation of employment after the training; that the training must be reasonably available; that he or she is qualified to obtain and complete the training, which includes having adequate financial resources to complete the training; and that the training is suitable and available at a reasonable cost.

According to the most recent data available from ODJFS, Ohio provides training to a smaller share of TAA-certified workers than most states in the region or the national average, and the training it provides lasts a shorter period of time. Asked why the number receiving training is as low as it is, Alice Worrell said, "That's the million dollar question." She and Scott Switzer, trade coordinator and assistant chief of the UC Benefits and Technology/Trade Section, say that a significant number of auto industry workers who receive buyouts are not immediately interested in training; some don't see a need for it, while others wait until 18 months or so after they leave the company. They also say that many are older workers who are not interested in training. Switzer also says that an increasing number of TAA-certified workers are beginning to receive training.

Ohio currently grants waivers to everyone who attends a benefit rights interview, so they will receive TRA whether or not they are enrolled in training. The initial waiver lasts 45 days, and must be renewed every 30 days after that. Automatic waivers are granted because the state has not had in place an automated system to notify its staff in the field when the 8-week and 16-week eligibility periods would expire (Ohio also participated in an earlier HCTC program which required recipients to be on a waiver). By the end of May, ODJFS expects to have a new system operating, eliminating the need for automatic waivers.¹⁹

¹⁸ David Megenhardt, president of the ULA, is a board member and treasurer of Policy Matters Ohio.

¹⁹ Training waivers may be issued for a number of reasons: Because the applicant has been recalled to her job; has marketable skills and a reasonable expectation of employment at equivalent wages; is within 2 years of receiving

Besides the auto buyouts, agency officials say that the automatic waivers make it look like a smaller percentage of those receiving benefits is getting training. They also say that they are trying to improve the data reporting, since some job placements may occur without being reported.

However, the number of TAA-certified workers receiving training in Ohio still is tiny, at fewer than 2,000 a year. Nationally, the TAA program has been oriented to rapid reemployment. This seems to be the orientation in Ohio, too; “Assisting trade impacted individuals return to work as quickly as possible” is the goal of the program, as described in the benefit rights session.²⁰ President Obama recently signaled a change in philosophy, however, to put a greater emphasis on the long-term career pathways of dislocated workers, while recognizing the critical role training plays in upgrading these workers’ skills.²¹

Rapid reemployment may not be the best solution for the state or the worker in the longer term, even though it might be appealing in the immediate term to both the caseworker and the unemployed person. In the short term, it means fewer cases for an overloaded caseworker, less cost to the state, and income for the dislocated worker. In the long term, it often can mean the worker accepts lower career wages and is not on a career pathway. He or she may also be at greater risk of being laid off again because the new job is still in a low-growth industry, instead of training in a new higher-growth industry sector. Both of these things can have ramifications on future demand for unemployment compensation and other support. In the long run, robust training for trade-affected workers, rather than rapid reemployment, is often the better choice for both the state and the dislocated worker.

Wage subsidies, job search and relocation allowances

Relatively few TAA-certified workers in Ohio are taking advantage of the wage subsidy for older workers who find lower-paying jobs or the allowances for job search and relocation. Table 6 shows how many individuals have been participating in these programs. Worrell notes that many people want to stay where they live and avoid relocating for a new job. The relatively small number of participants in the wage subsidy program is related in part to the 26 weeks that workers have had to find another job in order to qualify for that program. This didn’t allow enough time. With a change in deadlines under the new legislation, “I think we’ll see some pretty significant increases there,” she said. Participants in the wage-subsidy program also no longer

Social Security or a pension; is unable to participate for health reasons; because suitable training isn’t available at a reasonable cost or federal funds aren’t available; or because there’s a delay in when the training begins

²⁰ Ohio Department of Job & Family Services, Benefit Rights Information presentation

²¹ The White House, Office of the Press Secretary, Remarks by the President on Job Creation and Job Training, May 8, 2009, accessible at http://www.whitehouse.gov/the_press_office/Remarks-by-the-President-on-Job-Creation-and-Job-Training-5/8/09/?tr=y&auid=4844222

will have to sign away all their other rights to help under TAA. That means more may select this option.

Table 5

Ohio participation in the TAA wage subsidy, job search and job relocation programs		
(Federal Fiscal Year)	FFY07	FFY08
Number of wage-subsidy recipients who received their first payment	301	471
Total number of participants in wage-subsidy program	1,410	1,916
Total number of workers who received job search allowances	14	14
Total number of workers who received relocation allowances	4	21

Source: Ohio Department of Job & Family Services

Health Coverage Tax Credit

TAA-certified workers are made aware of the Health Coverage Tax Credit as a part of the benefit rights interview. However, the program is administered separately by the Internal Revenue Service. The agency's HCTC Program Office uses eligibility records to send enrollment kits to individuals who may be eligible; they can then apply.

A relatively small number of Ohioans participate in the HCTC program. According to the IRS, 1,200 Ohioans currently participate in the monthly program, and 4,000 have received the credit to date. However, these figures include not only TAA-certified workers, but also individuals who have had their pensions taken over by the Pension Benefit Guarantee Corporation. The IRS has records for 21,000 eligible Ohioans. "We expect the eligible HCTC population to increase as the Department of Labor implements changes to the Trade Act that expand the number of qualifying workers," the agency said in a statement.²²

For many unemployed workers, paying the 35 percent required after the federal credit remains too steep a price. The increase in support, so that this will be reduced to 20 percent, will make it useful to more workers. In addition, rule changes will make it easier for some workers to participate.

Ohio's performance

Data supplied by ODJFS to the federal government suggest that Ohio's performance with those workers who receive TAA benefits is about average. According to data covering the year ended June 30, 2007, 69 percent of the 3,206 participants exiting the program were reemployed, an

²² E-mail received from Lynn H. Reno, Internal Revenue Service, HCTC Business Operations Lead, May 1, 2009

identical proportion to the share nationally.²³ Ninety-one percent of these individuals had stayed on the job for at least 90 days, nearly the same as the 90 percent figure nationally. They earned slightly above the national average of workers exiting the program.

However, data on the program's comparison to other states and the nation must be treated with caution. According to data supplied to the U.S. Department of Labor, 99 percent of those TAA-certified Ohioans access training complete it.²⁴ On the face of it, this number seems unrealistic. It compares with a national completion rate during the period of 72 percent. By contrast, during the same period, only 1 percent of Ohioan exiting the program had received remedial training, compared to 14 percent nationally. While ODJFS officials attribute these numbers to good customer service and a lack of demand, respectively, they also note that the federal reporting is not fully automated, and acknowledge that the data may not be completely reliable.

Recommendations

The major expansion of the TAA program means that millions of workers who were not previously eligible for coverage will be. Given the degree to which trade-related job loss has hurt Ohio's economy, this is appropriate and should be extremely helpful to affected workers and their communities, and to the economy more broadly. However, many eligible workers will still not necessarily know that the program exists or how to petition for certification if they lose their jobs because of trade. Based on experience, many of those who are certified will not take advantage of the benefits that they could obtain.

Ohio can take steps to increase the number of workers certified and make sure that those who are eligible for benefits are aware of the opportunity. This would build on the federal government's broadening of program eligibility and ensure that Ohio can maximize receipt of federal benefits into our most beleaguered communities.

A large statewide marketing campaign, advising dislocated workers of their rights to Trade Adjustment Assistance, is needed to ensure workers know of the available benefits, and know where they need to go to get them. Community groups and unions can assist in these outreach efforts, and the state should partner with them, as well as the 2-1-1 help line. For instance, the state could support the use of the Benefit Bank Mobile, to be driven around the state, visiting plants and service centers that have announced plans to lay off workers, providing literature, and directing workers to places they can be helped.

The Benefit Bank also could program the application into its software program, so that Benefit Bank volunteers can help dislocated workers fill out the application, through a question and

²³ TAA Performance Outcomes for FY 2008 in Region V, provided by Ohio Department of Job & Family Services. The FY08 period refers to the federal fiscal year when the data were provided; the actual period covered ran from July 1, 2006 through June 30, 2007.

²⁴ As with the previous data comparing Ohio and the country, this data covers those who finished their involvement in the program between July 1, 2006 and June 30, 2007. See Table II – Region V Trade Adjustment Assistance Program Data, supplied by ODJFS.

answer session prompted by software, creating a typed application to be printed out and mailed, or better yet, filed on line. A one-on-one meeting with a state TAA staffer would still be necessary to fill in any missing information, make a determination of eligibility and go over training opportunities. However, that meeting could be scheduled prior to the worker leaving the Benefit Bank site, or the TAA staffer could call the worker upon receipt of the application.

The Benefit Bank could also keep an updated list of TAA certification decisions in Ohio. By asking if any applicant had been laid off, and if so, the employer and location, it could inform applicants of the benefits that they might be eligible for if they worked at a facility with TAA-certified workers. This might be especially useful for buyout recipients who come to the Benefit Bank seeking benefits and may not realize they are eligible for TAA training. The Benefit Bank could tell them that they worked at a facility with certified workers, and direct them to a One-Stop center to see if they are eligible for benefits.

Further, laid-off workers who come to the Benefit Bank could be asked if they believed import competition or a shift in production outside the United States had played a role in their layoff. If so, their name could be forwarded to the state's petitions unit for it to determine if a petition should be filed.

State and local One-Stop staffers often don't have access to additional work supports that can help families make it through an entire training program. So, an additional bonus of having the Benefit Bank involved in the TAA application process is that at the same time the applicant receives help in filling out the TAA paperwork, they can also be checked for eligibility for other benefit programs such as health care, child care, utility bills and food assistance (see Appendix I). This assistance that may make a huge difference in whether an individual can afford to complete a training program.

Beyond the activities of the Ohio Benefit Bank, there are additional ways that Ohio could expand the number of unemployed workers who benefit from the TAA program.

The state can begin by expanding its role as a petitioner. Specifically, the Department of Job & Family Services should review the potential for a TAA filing in each notice under the Worker Adjustment and Retraining Notification Act (WARN), the federal law that requires notification of plant closings and mass layoffs. State Rapid Response teams should ask companies with mass layoffs who their Ohio suppliers are, so that workers there, too, can be certified if there is a TAA certification. The state is restructuring its Rapid Response efforts, which conceivably could help increase both the number of petitions and the extent to which certified workers access available benefits.

The state also can reduce its dependence on employers providing employee lists so that TAA-certified workers can be contacted. ODJFS could use the information on employees supplied by employers to the unemployment compensation agency when they pay their taxes.

The state should advertise the availability of TAA benefits in newspapers, as provided in the statute, as well as other media. Ads have sometimes been run on the program and Switzer of the ODJFS noted that newspaper ads are published in the few cases that the state doesn't obtain a list

of laid-off employees from the company. However, this should be expanded more broadly. Information on the program, including eligibility criteria, should be supplied to operators of the 2-1-1 help line available in about half of Ohio's counties so that trade-affected Ohioans can be connected to someone who can help.

As evident from the variety of benefits available, forms to fill out and the deadlines required, workers need aid in navigating the program. The peer assistance program should be expanded to help with this and other issues associated with job loss. Peer support teams should also be strongly encouraged to train on the Benefit Bank software, so that dislocated workers can work with their trusted peers to fill out the necessary applications.

Many weeks can pass before TAA-certified workers learn of their need to take action, putting them at risk of missing important deadlines. Federal deadlines for a timely application are being loosened as part of the recovery act, but deadlines remain in place, beyond which workers no longer can take advantage of the income-support benefits. This is further reason for the state to take the steps outlined above to ensure that workers in Ohio are getting the full benefit of this important program. It brings in sorely needed federal dollars for income support, and can improve the skill of our workforce, both of which will stabilize the Ohio economy and help it grow. An educated and skilled workforce, trained in growing fields, is necessary for Ohio to become prosperous again.

Appendix I. The following hypothetical examples show how different trade-affected workers might fare, both under the Trade Adjustment Assistance program and other work support programs. Workers would be eligible for unemployment compensation prior to receiving income support under TAA.

1. **Tom has worked at an auto manufacturing facility for 15 years.** As an auto worker and union member, Tom made good wages and had good benefits, and supported his wife and two kids (age 3 and 9). Tom was laid off last year. Fortunately, he got a decent buy-out package from his former employer, and his employer made sure his plant's closure was certified as having been a consequence of trade so that their employees could get Trade Adjustment Assistance if they needed it. Because of the severance, Tom didn't apply. His severance pay has run out now though, and he still hasn't found a new job. His wife took a job at the local grocery store to try to keep up with mortgage payments.

Previous earnings: \$54,000 per year, plus health care and pension benefits.¹

Current Income: Wife earns \$8 per hour at a grocery store and works 30 hours per week for \$240 per week (\$960 per month). Her employer provides no benefits.

Assets: Own a home and two cars, but struggling to keep up with payments for both.

Monthly Bills: Tom's estimated no frills budget is outlined in the table below.

Table 1. Basic Family Budget for family of four living in Cleveland (2 adults, 2 children)	
Housing	\$744
Food	660
Childcare	1309
Transportation	458
Healthcare	351
Other Necessities	337
Taxes	479
Total	\$4337
*Source: EPI Basic Family Budgets at http://www.epi.org/content/budget_calculator Adjusted from 2007 to March 2009 levels using the Consumer Price Index	

Company: Certified as trade impacted, plant closure due to outsourcing

Trade Related Assistance: Tom did not apply for Trade Adjustment Assistance, because he received a buy-out package that would suffice for some time. Tom doesn't want to train for a new line of work, he just wants his old job back.

Training: Now that Tom's severance package is gone, and he still hasn't been recalled to work or found a new job, Tom is starting to consider enrolling in a training program. Trade Adjustment Assistance will pay for Tom's training assuming he meets certain criteria, but since he didn't sign up earlier, he is not eligible for income support under TAA.

¹ Average wage of NE Ohio manufacturing workers was \$54,308 in 2007, 40 percent higher than average wage for all other industries (\$38,490).

Alternative Scenario: Depending on the terms of his severance package, Tom might have been eligible for income support of \$452 per week for two years if he was in training. Coupled with his wife's earnings of \$240 per week, they would have had \$692 per week, or \$2768 per month. This is only 2/3 of what Tom made previously, but would be enough to cover Tom's basic family budget while unemployed and in training, without fear of losing his home, having his heat shut off, or not being able to put food on the table for his kids.

Benefit Bank: If Tom visited a Benefit Bank, his family would be very likely to qualify for additional supports while Tom was in training based on his unearned income of \$452 in the alternative scenario, and his wife's earned income of \$240 per week:²

- Child care assistance
- Tax credits
- Assistance with utility bills
- Health care and prescription benefits
- School meals for the kids

The family has too much income to qualify for food assistance. However, without the TRA assistance, if Tom's family is forced to live only on his wife's income, the family would most likely also be qualified for food support.

² <http://resources.thebenefitbank.com/quickcheck/quickcheck-012909/qc.html>

2. Sara is a single mother with a young child (age 3). She worked for a company that made plastic ware products. The company couldn't compete with Chinese imports, and workers there have been certified under TAA. Sara has a high school diploma, and is not sure what to do now. She attended the benefits right information session for Trade Adjustment Assistance and has scheduled a 1:1 interview with a TAA counselor.

Previous Earnings: \$15.80 per hour, or approximately \$33,000 per year.³

Assets: Owns a car worth \$3000, rents an apartment

Company: Certified as trade impacted

Trade Readjustment Assistance: \$316 per week

Training: Sara qualifies to be retrained, but \$316 per week, amounting to \$1264 per month, won't pay the bills for her and her daughter while she is in school. Another workforce program, WIA, may also be able to be used to provide Sara with assistance with transportation costs, of getting to and from training, as well as with books and other need equipment or supplies for training purposes. Below is Sara's estimated basic family monthly budget, without any frills.

Housing	\$ 762
Food	325
Childcare	667
Transportation	348
Healthcare	189
Other Necessities	261
Taxes	379
Monthly Total	\$2931
Monthly TAA income support	\$1264
Hardship Gap (Difference between her basic budget and TAA income support)	(\$1667)
*Source: Economic Policy Institute at http://www.epi.org/content/budget_calculator Adjusted from 2007 to March 2009 levels	

Benefit Bank: Additional work supports may be available to Sara during her training period, via the Benefit Bank, based on the low unearned income support of \$1264 per month. Sara's family most likely will qualify for additional work supports while she is in training:

- Medical benefits and assistance with prescriptions
- Utility bill assistance
- Child care subsidy
- School meals
- Up to \$367 a month for food assistance

³ 60th percentile wage for women (2007 number adjusted for inflation).

3. Byron made small metal parts, mostly for light bulbs. His plant shut down after he worked there for nearly 8 years. Byron has a GED. He is willing to retrain and has heard a lot about “green jobs” but he doesn’t know how to proceed. A friend says she thinks they could get some benefits to help with training, but nobody informed them of their rights. His company is not trade certified, but they both suspect the shutdown had something to do with trade because the company who used to buy most of his metal parts is now making light bulbs in China. Byron has a wife and 3 kids. His wife works part-time as a manager at a clothing store.

Previous Earnings: \$16.10 per hour, or approximately \$35,000 per year.⁴

Wife’s Earnings: \$10.42 per hour, 25 hours per week, for \$260 per week (pre-tax).⁵

Assets: None (they rent, and take the bus to work)

Company: Not yet certified as trade impacted

TRA Benefits: Could qualify for \$334 per week in income support, but didn’t know to petition for TAA certification

Training: If his company were to become certified, he could be enrolled in green training curriculum, such as becoming an electrician, which would be paid for (while receiving the above income support).

Byron’s Basic Family Budget:

Housing	\$926
Food	796
Childcare	1951
Transportation	458
Healthcare	388
Other Necessities	414
Taxes	808
Total	\$5742
*Source: EPI Basic Family Budgets adjusted from 2007 to March 2009 levels using CPI	

Availability of additional work supports, during Byron’s re-training period, via Benefit Bank: Byron’s family most likely will qualify for additional work supports while he is in training:

- Medical benefits and assistance with prescriptions
- Tax credits
- Utility bill assistance
- Child care subsidy
- School meals
- Up to \$793 a month in food assistance

⁴ Median wage for men in Ohio (2007 number adjusted for inflation).

⁵ 30th percentile wage for women in Ohio.

4. Alicia worked for a call center for 5 years before they outsourced her job to India. Her call center is closing soon. Alicia has an associate's degree. She'd like to go back to school and get a bachelor's degree in accounting. Alicia is single. She does not know she may have rights to Trade Adjustment Assistance under the American Recovery and Reinvestment Act.

Previous earnings: \$13.82 per hour, or approximately 29,000 per year⁶

Assets: Rents apartment, bought a new car last year, on loan.

Company: Not yet trade certified

Potential TAA income support while in training: \$276 per week (\$1106 per month)

Basic Budget for Alicia

Table 4. Basic Budget for single individual living in Akron	
Housing	\$599
Food	203
Transportation	306
Health Care	148
Other Necessities*	216
Taxes	488
Monthly bills total	\$1959
<i>Source:</i> Bridging the Gaps analysis using EPI Basic Family Budget methodology and applying it to single individual. 2004 data inflated to March 2009 using CPI.	

Potential additional work supports for Alicia, via the Benefit Bank, while she is in training:

- Prescription Assistance
- Utility bill assistance
- Food assistance

⁶ Median wage for women in Ohio (half of women earn above this wage, half below), based on 2007 median wage for women in Ohio, inflated with the Consumer Price Index using 2008 numbers.

Appendix II

Ohio TAA Petitions and Workers Certified by County, January 2007 through March 27, 2009			
County	Petitions	Workers	Worker Rank
Montgomery	26	3695	1
Cuyahoga	18	1632	2
Wood	3	1604	3
Trumbull	10	1088	4
Seneca	4	1017	5
Warren	5	846	6
Portage	6	838	7
Summit	7	695	8
Huron	3	605	9
Franklin	6	529	10
Guernsey	1	476	11
Allen	3	474	12
Fulton	3	445	13
Highland	2	401	14
Richland	2	395	15
Licking	3	394	16
Crawford	3	373	17
Geauga	1	360	18
Coshocton	1	352	19
Lucas	3	343	20
Van Wert	3	312	21
Jackson	1	296	22
Erie	3	291	23
Miami	2	246	24
Wayne	2	245	25
Stark	7	240	26
Columbiana	3	229	27
Knox	2	218	28
Williams	1	200	29
Ross	1	192	30
Muskingum	1	191	31
Wyandot	2	165	32
Darke	2	164	33
Ashtabula	2	108	34
Hamilton	7	103	35
Logan	2	95	36
Shelby	2	91	37
Paulding	1	89	38

Ohio TAA Petitions and Workers Certified by County, January 2007 through March 27, 2009			
County	Petitions	Workers	Worker Rank
Lake	2	86	38
Jefferson	1	85	40
Medina	2	85	39
Marietta	1	78	41
Champaign	2	65	42
Ashland	1	64	43
Marion	1	51	44
Tuscarawas	1	44	45
Mercer	1	40	46
Lorain	1	39	47
Clinton	1	37	48
Greene	1	37	49
Henry	1	37	50
Mahoning	2	32	51
Noble	1	20	52
Perry	1	20	53
Butler	1	17	54
Defiance	1	16	55
Holmes	1	13	56
Fairfield	1	8	57
*One other multistate petition, covering one Ohio worker, did not identify the county location			

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