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Adjustment Assistance under the Trade Act of 1974 to Pennsylvania Apparel Workers Often Has Been Untimely and Inaccurate. HRD-78-43; B-152183. May 9, 1978. 20 pp. + 6 appendices (11 pp.).

Report to the Congress; by Elmer B. Staats, Comptroller General.

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Adjustment assistance benefits which the Department of Labor provided to workers laid off in the apparel industry in Pennsylvania were evaluated. As of March 31, 1977, apparel workers comprised the second largest single product line group certified for adjustment assistance under the Trade Act of 1974. The worker adjustment assistance program is administered through State employment security agencies. Workers whom the Department of Labor certifies as eligible to apply to State employment security agencies for benefits because their jobs were affected by imports can receive: weekly cash trade readjustment allowances; employment services such as counseling, training, testing, and placement; job search allowances; and relocation allowances. Findings/Conclusions: The Department of Labor certified 8,815 apparel workers in Pennsylvania as eligible to apply for work adjustment assistance. Benefits received were generally in the form of trade readjustment allowances; few workers received other types of services or allowances. From April 1975 to March 31, 1977, Pennsylvania workers received about $3.8 million in trade readjustment allowance benefits in addition to unemployment compensation payments. Payments to Pennsylvania apparel workers were generally untimely and, in many instances, inaccurate. Ninety-nine percent of the initial payments were not made within the Department's 3-week processing time criterion. A sample of applicant payment records showed that 45% of payments were inaccurate. Applicants took little advantage of such benefits as training, counseling, and job search and relocation allowances; apparently, this was because many were still working part-time. Recommendations: The Secretary of Labor should closely monitor the Pennsylvania trade adjustment assistance payment system to ensure that benefit payments are correct and timely in the future. (RRS)

6296

BY THE COMPTROLLER GENERAL

Report To The Congress

OF THE UNITED STATES

Adjustment Assistance Under The Trade Act Of 1974 To Pennsylvania Apparel Workers Often Has Been Untimely And Inaccurate

Pennsylvania and the Labor Department have, as a result of this report, acted to improve the timeliness and accuracy of future readjustment allowance payments under the Trade Act of 1974.

The act is designed to provide benefits to help workers adjust to job loss or reduced income resulting from imports, but for Pennsylvania apparel workers the program was slow in providing benefits. Many were receiving erroneous payments, and workers rarely sought other benefits such as training, job search allowances, and job relocation allowances.

UNITED STATES GENERAL ACCOUNTING OFFICE

HRD-78-53
MAY 9, 1978

COMPTROLLER GENERAL OF THE UNITED STATES
WASHINGTON, D.C. 20548

B-152183

To the President of the Senate and the
Speaker of the House of Representatives

This report discusses the impact of the worker adjustment assistance program on Pennsylvania apparel workers separated from jobs because of import competition. It is one of several reports which will be issued by the General Accounting Office in fulfilling our legislative requirements to assess the effectiveness of adjustment assistance programs and to report our findings no later than January 31, 1980.

We made our review pursuant to the Budget and Accounting Act, 1921 (31 U.S.C. 53), the Accounting and Auditing Act of 1950 (31 U.S.C. 67), and the Trade Act of 1974 (19 U.S.C. 2101).

We are sending copies of this report to the Director, Office of Management and Budget, and to the Secretary of Labor.

Elmer B. Staats
Comptroller General
of the United States

COMPTROLLER GENERAL'S
REPORT TO THE CONGRESS

ADJUSTMENT ASSISTANCE UNDER THE TRADE ACT OF 1974 TO PENNSYLVANIA APPAREL WORKERS OFTEN HAS BEEN UNTIMELY AND INACCURATE

D I G E S T

The Trade Act assistance program for workers in the Pennsylvania apparel industry adversely affected by imports has been slow in providing benefits, and some payments have been erroneous.

Allowances under the Trade Act of 1974 averaged about $15 a week over the amount received from unemployment insurance, and employment services were rarely sought. Affected Pennsylvania apparel workers sampled by GAO usually remained unemployed, worked part-time or returned to full-time employment within the apparel industry.

Pennsylvania and the U.S. Department of Labor have taken action which should improve the timeliness and accuracy of future trade readjustment allowance payments. However, GAO recommends that the Secretary of Labor closely monitor the Pennsylvania trade readjustment allowance payment system to ensure that benefit payments are correct and timely in the future. (See p. 13.) Labor concurred. (See p. 24.)

The worker adjustment assistance program is administered by the Department of Labor through State employment security agencies. Workers whom Labor certifies as eligible to apply to State employment security agencies for benefits, because their jobs were affected by imports, can receive

--weekly cash trade readjustment allowances;

--employment services such as counseling, testing, training, and placement;

--job search allowances; and

--relocation allowances. (See pp. 2 to 4.)

Labor certified nearly 29,000 workers in 215 apparel firms nationwide as of March 31, 1977, as eligible to apply for worker adjustment assistance. Pennsylvania determined that 8,815 apparel workers in 61 companies were entitled to benefits as of that date. Benefits they received were generally in the form of trade readjustment allowances; few workers received other types of allowances or employment services. From April 1975 to March 31, 1977, Pennsylvania apparel workers received about $3.8 million in trade readjustment allowance benefits in addition to unemployment compensation payments. (See p. 4.)

Labor's guidelines require that trade readjustment allowance first payments be made within 21 days (3 weeks) after the worker files an application for assistance with the State employment office. GAO's review of a sample of benefit recipient records showed that allowance payments were often untimely and, in many cases, inaccurate.

The GAO sample showed that an average of 12 weeks elapsed from the time a worker filed an application to the first payment. Overall, 99 percent of all trade readjustment allowance initial payments were not made within 21 days of application. An average of over 65 weeks elapsed from the time workers were separated or put on a reduced work schedule to the time workers received the first trade readjustment allowance payment.

A major cause for delayed first payments was that the employers' data on applicants who filed for assistance was not readily available. To expedite payments when this

occurred, the State of Pennsylvania, as recommended by Labor, implemented a new procedure whereby, subsequent to later verification, trade readjustment allowance first payments were made based on information on workers' affidavits filed with their applications for assistance. (See p. 8.)

GAO's sample further showed that 45 percent of trade readjustment allowance payments were miscalculated. Underpayments to recipients ranged from $3 to $659, while overpayments ranged from $1 to $1,754. The projected amount of overpayments and underpayments for the entire Pennsylvania apparel population who filed applications was about $78,000 and $178,000, respectively. (See p. 9.)

Pennsylvania and Labor agreed to follow up on payment errors found in GAO's sample. Also, Pennsylvania redesigned a trade readjustment allowance computer pay order card which will simplify recording the information necessary to make correct payment computations. (See pp. 9 and 10.)

Tear Sheet

Contents

		Page
DIGEST		i
CHAPTER		
1	INTRODUCTION	1
	How the program operates	2
	Apparel industry certifications and TRA assistance provided	4
	Scope of review	4
2	PENNSYLVANIA APPAREL WORKERS FREQUENTLY RECEIVE UNTIMELY AND ERRONEOUS PAYMENTS AND SELDOM RECEIVE OTHER PROGRAM ASSISTANCE	6
	Extent of TRA payments	6
	TRA payments have not been timely	7
	Payment errors	9
	Benefits other than trade readjustment allowances are seldom sought	10
	Employment services	10
	Training	11
	Job search allowances	12
	Relocation allowances	12
	Conclusions	13
	Recommendation to the Secretary of Labor	13
	Agency comments and our evaluation	13
3	APPAREL INDUSTRY OVERVIEW	15
	Employment and work force trends	15
	Earnings	15
	Extent and impact of apparel imports	16
	International trade agreements	17
4	PROFILE AND COMPARISON OF PENNSYLVANIA TRA APPAREL RECIPIENTS AND UI RECIPIENTS	18
APPENDIX		
I	Weekly wage, wage loss, and TRA payments	21
II	TRA time lapse statistics sample of 150	22
III	TRA payment errors sample of 150	23

APPENDIX		Page
IV	Letter dated March 9, 1978, from the Assistant Secretary for Administration and Management, U. S. Department of Labor	24
V	Letter dated February 16, 1978, from the Executive Director, Pennsylvania Bureau of Employment Security	28
VI	Questionnaire results and methodology used in comparisons between TRA and UI recipients	30
VII	Principal Department of Labor officials responsible for administering activities discussed in this report	32

ABBREVIATIONS

GAO	General Accounting Office
TRA	trade readjustment allowances
UI	unemployment insurance

CHAPTER 1

INTRODUCTION

The Trade Act of 1974--Public Law 93-618 enacted January 3, 1975--gives the President authority to make trade agreements with foreign countries and liberalizes certain adjustment assistance provisions, benefits, and qualifying requirements of the Trade Expansion Act of 1962 (Public Law 87-794). In passing both of these acts, the Congress (1) recognized that increased imports resulting from expanding international trade could adversely affect certain workers and firms within the United States and (2) directed that those segments of the economy affected by increased import competition receive various forms of monetary and nonmonetary adjustment assistance. Specifically, such assistance was designed to bring about an adjustment to changed economic conditions caused by changes in international trade patterns.

Under the 1974 act, adjustment assistance was extended to communities. The Secretary of Commerce is responsible for certifying the benefit eligibility of firms and communities and for delivering the benefits to them. The new act also transferred the responsibility for certifying workers' eligibility to apply for benefits from the U.S. International Trade Commission (formerly the U.S. Tariff Commission) to the Secretary of Labor. The new act left the responsibility for delivering benefits to workers with the Secretary of Labor.

Under section 280 of the 1974 act, the Congress directed us to review adjustment assistance programs and report, by 1980, on how effectively the programs are helping workers, firms, and communities. Because of the programs' complex structure, we are issuing several interim reports on various aspects of trade adjustment assistance. So far we have issued three other reports on the Trade Act: (1) "Assistance to Nonrubber Shoe Firms" (CED-77-51, Mar. 4, 1977); (2) "Certifying Workers For Adjustment Assistance--The First Year Under the Trade Act" (ID-77-28, May 31, 1977); and (3) "Worker Adjustment Assistance Under The Trade Act of 1974--Problems In Assisting Auto Workers" (HRD-77-152, Jan. 11, 1978).

This report evaluates adjustment assistance benefits which the Department of Labor provided to workers who were laid off in the apparel industry in Pennsylvania. As of March 31, 1977, apparel workers comprised the second largest single product line group certified for adjustment assistance.

HOW THE PROGRAM OPERATES

Eligibility to receive worker adjustment assistance must be determined through a two-step process. First, a petition requesting certification of eligibility to apply for assistance must be filed with the Secretary of Labor. The Bureau of International Labor Affairs, within the Department of Labor, administers the certification process. A petition may be filed by either a group of workers, their union, or an authorized representative.

To be determined eligible for assistance, the Secretary of Labor must certify that

--a significant number of workers in a firm or an appropriate subdivision of the firm have become or are threatened with becoming totally or partially separated,

--the sales and/or production of the firm or subdivision have decreased absolutely, and

--increased imports of like or directly competitive articles have contributed importantly to such separations and declines in sales or production.

The Secretary must also determine the date on which imports began contributing to layoffs (the impact date) and, when appropriate, the date on which imports will no longer affect workers (the termination date of the certification).

Upon reaching a determination on a petition, the Secretary must publish a summary of the decision in the Federal Register, together with the reasons for making the determination. Petitioners aggrieved by the Secretary's determination may: (1) within 30 days after the notice of determination file a written application with the Office of Trade Adjustment Assistance for reconsideration of the determination, or (2) within 60 days of the notice of determination, file a petition for review of the decision with the U.S. Court of Appeals.

The second step of the eligibility process is for certified workers to individually submit applications for benefits to the local offices of their respective State employment agencies responsible for deliv ng the benefits. General supervision of the trade adjus ent assistance

program in these State agencies is the responsibility of Labor's Employment and Training Administration. Labor's Regional Trade Act Coordinators monitor the States' delivery of benefits under the act and provide technical assistance to the States regarding program benefits.

Workers may apply for the following types of trade adjustment assistance:

--Weekly trade readjustment allowances (TRA).

--Employment services, including training and related services.

--Job search and relocation allowances.

These benefits are in addition to those available through State unemployment insurance (UI) programs.

Workers are eligible for weekly TRA equal to 70 percent of their average weekly wage, less any UI benefits that they are entitled to, but not to exceed the national average weekly manufacturing wage for all industries as compiled by Labor. TRA is also reduced by 50 percent of any wages earned during each week that TRA is claimed. However, in these cases, the UI and weekly TRA, in combination with such earnings, cannot exceed the lesser of either 80 percent of their average weekly wages earned during the period that TRA was based on, or 130 percent of the national average weekly manufacturing wage as compiled by Labor. Generally, workers may receive TRA for up to 52 weeks of total or partial unemployment. However, an additional 26 weeks of TRA is available for those in approved training programs and those age 60 or over on the date of separation.

In addition to TRA, those in training may receive a training allowance of up to $15 a day for subsistence and 12 cents a mile for transportation expenses. Up to 80 percent of job search expenses (not to exceed $500) may be paid to totally unemployed workers looking for work outside the commuting area. Totally unemployed workers moving to a new job outside the commuting area may also receive 80 percent of their moving expenses, plus a lump sum payment equivalent to three times their average weekly wage (not to exceed $500).

The only requirement for workers to be eligible for training, related employment services, and job search allowances is that they be covered by a certification. However, to be eligible for TRA and relocation allowances, certified

workers must have worked in adversely affected employment for 26 of their last 52 weeks, at wages of $30 or more a week.

APPAREL INDUSTRY CERTIFICATIONS AND TRA ASSISTANCE PROVIDED

Nationwide, about 1.3 million people are employed in the apparel industry. As of March 31, 1977, Labor had certified nearly 29,000 of these workers in 215 apparel firms as eligible to apply for worker adjustment assistance. The estimated average number of workers per firm was 135, although 4 petitions exceeded 1,200 workers and ranged to a high of 3,500 workers.

Using estimated numbers of affected employees from the March 31, 1977, Bureau of International Labor Affairs Petition Calendar, Pennsylvania had 24 percent (52) of the certified petitions in the apparel industry, which covered an estimated 18 percent (5,121) of certified apparel workers nationwide. As of that date, 73 percent of all Pennsylvania apparel firms with certified workers were estimated by Labor to have less than 100 employees eligible for TRA.

From April 1975 to March 31, 1977, worker adjustment benefits for all Pennsylvania industries totaled about $21.9 million. For the same period, worker adjustment benefits for the Pennsylvania apparel industry totaled about $3.8 million. While Labor estimated that 5,121 apparel workers in Pennsylvania would be eligible for benefits, 8,815 workers in 61 companies actually received benefits.

SCOPE OF REVIEW

To evaluate the delivery of trade adjustment assistance to apparel workers in Pennsylvania, we reviewed the program records of 150 randomly selected apparel workers from a population of 7,076 applicants who had drawn benefits at some time through June 1976. Payment data was verified through November 26, 1976, for the 150 applicants. (See apps. I, II, and III.)

We also mailed questionnaires to 250 TRA recipients and 250 regular UI recipients. Although we received 211 usable responses from TRA recipients and 197 from UI recipients, the respondents generally did not answer every question. The purpose of the questionnaires was to obtain a profile of and compare both types of recipients, and obtain information on the types and amount of benefits received and the services desired. (See app. VI.)

In addition, we discussed the trade adjustment assistance program and the import problem with officials from apparel firms in Pennsylvania and New York, and with labor unions, the Departments of Labor and Commerce, and the Pennsylvania Bureau of Employment Security. We discussed the extent of partial and total separations with State trade act coordinators from Alabama, California, Illinois, Maryland, New York, and Virginia. We also reviewed legislation, regulations, and procedures relating to the program.

CHAPTER 2

PENNSYLVANIA APPAREL WORKERS FREQUENTLY RECEIVE UNTIMELY AND ERRONEOUS PAYMENTS AND SELDOM RECEIVE OTHER PROGRAM ASSISTANCE

TRA payments to Pennsylvania apparel workers were generally untimely and, in many instances, inaccurate. Ninety-nine percent of the initial payments were not made within Labor's 3-week processing time criterion. Also, our sample of applicant payment records showed that 45 percent of these payments were inaccurate. The projected overpayments and underpayments for all Pennsylvania TRA apparel workers were about $78,000 and $178,000, respectively.

TRA applicants seldom took advantage of other benefits available to them, such as training, counseling, and job search and relocation allowances. Apparently most workers saw no need for services because they were still working part-time. As of June 10, 1977, only seven TRA apparel workers in Pennsylvania received benefits other than readjustment allowances (six received training, and one received a job search allowance).

EXTENT OF TRA PAYMENTS

Based on our sample, the average weekly wage of Pennsylvania's TRA apparel worker before total or partial separation was $147.35. After separation, the State employment security agency provided UI equal to approximately 50 percent of the former average weekly wage, limited to a maximum of $133 per week. In addition to UI, they received an average weekly TRA payment of $14.76. (See app. I.)

Although TRA permits a benefit payment of up to 70 percent of the average weekly wage, the benefit is limited by the national average weekly manufacturing wage ($203 as of March 1977). Our sampling of 150 TRA applicants showed that the TRA benefit rates for 7 applicants had been limited to the national average weekly manufacturing wage at the time of their application, because 70 percent of their average weekly wage was higher than the applicable average weekly manufacturing wage. Only about 19 percent of the sampled recipients were totally unemployed. The average weekly TRA benefit was $22 for totally unemployed, and $13 for partially unemployed workers. The average weekly UI payment for those in our sample was $76.40.

The average after-benefit weekly wage loss to totally and partially unemployed apparel workers covered by the act was $37.01. For those totally unemployed it was $56.90, and for those partially unemployed it was $32.24. We checked with six other States (Alabama, California, Illinois, Maryland, New York, and Virginia), and were advised that with the exception of Maryland and New York, most TRA apparel applicants were partially unemployed. In Maryland most apparel applicants were totally unemployed. In New York most apparel applicants in the New York City area were totally unemployed for intermittent periods, but in the upper part of the State most were partially unemployed.

TRA PAYMENTS HAVE NOT BEEN TIMELY

An average of about 65 weeks elapsed between the date a worker was laid off or put on a reduced work schedule and the date of the first TRA payment. Of the 65 weeks, about 42 weeks expired between the time of separation and the date of certification, 1/ and about 11 weeks expired between certification and application for benefits. Furthermore, Pennsylvania took 12 weeks to make first payments from the time the workers filed applications, whereas Labor guidelines require that the first TRA payment be made within 21 days (3 weeks) after the initial application is filed. Elapsed time from application to first payment for our sample of 150 TRA claimants ranged from 3 to 40 weeks. Overall, 99 percent of all TRA initial payments in our sample were made after the 3-week time criterion. (See app. II for TRA time lapse statistics and methodology for sample of 150 TRA applicants.)

1/The reasons for the delays in submitting petitions and in Labor's certification or denial of petitions are discussed in detail in our report "Certifying Workers for Adjustment Assistance--The First Year Under the Trade Act" (ID-77-28, May 31, 1977).

The following table shows the amount of time it took the Pennsylvania Bureau of Employment Security to process 148 1/ of the 150 TRA applications in our sample.

TRA application to first payment (weeks)	Number of applicants	Percentage
0- 3 (3-week Labor criterion)	1	0.7
4- 6	11	7.4
7- 9	43	29.0
10-12	39	26.4
13-15	22	14.9
16-18	9	6.1
19-21	10	6.8
22-24	6	4.0
25-29	4	2.7
30-40	3	2.0
	148	100.0

As shown in the table, only 1 of the 148 applicants received her TRA payment within the 3-week Labor criterion.

The primary cause for these delays, according to the Department of Labor Region III, is slow employer response to State requests for wage and employment information on the workers applying for benefits. In a letter dated June 23, 1977, Region III instructed the State of Pennsylvania to submit a corrective action plan in an attempt to meet Labor's TRA first payment criterion of 21 days. The Region also recommended that Pennsylvania require workers to file, with their application, an affidavit specifying time and earnings in trade affected employment, and use this as the basis for determining eligibility when employers respond slowly to requests for wage and employment information.

In response to Labor Region III instructions, Pennsylvania has begun implementing the following procedures in order to make timely TRA first payments.

--Use of the TRA applicant affidavit form is mandatory whenever an adversely affected employer does not return the Request for Employment Information form within 10 days. (Subsequent comparison of the two forms will be made to verify data.)

1/No TRA checks were issued to two applicants.

--A specially designed TRA computer pay order card is being used to simplify and expedite payments.

--TRA first payments are monitored daily through electronic data processing printouts.

--Local employment security offices are monitored to see that pay order cards are filled out correctly.

PAYMENT ERRORS

We found payment errors in 67 (45 percent) of the 150 applicant records in our sample covering the period April 1975 through November 1976. Of all records sampled, 24 percent had overpayments and 30.7 percent had underpayments. Overpayments ranged from $1 to $1,754, while underpayments ranged from $3 to $659. The projected total dollar amount of overpayments for the Pennsylvania TRA apparel population is about $78,000, but it could range from a low of $31,000 to over $124,000. The projected total dollar amount of underpayments is about $178,000, and it could range from $99,000 to $257,000. Ten additional records contained discrepancies, but the discrepancies did not affect the TRA payment. (See app. III for population projection methodology and payment error statistics for our sample of 150 TRA applicants.)

The payment errors were the result of TRA pay order cards being filled out incorrectly at the local employment security offices. A State official told us the errors were due to a lack of experience and training of local office personnel, and also the newness and complexity of the program. Further, officials of two local employment security offices indicated that some experienced TRA personnel were lost due to turnover, and this may also have affected the error rate.

Labor Region III and the State told us that they would follow up on the payment errors we found and that actions have been taken to expedite and improve the accuracy of payments. Labor has prepared a new TRA training package in an effort to preclude TRA payment errors and to make payments more timely. Labor Region III planned to meet with Pennsylvania State employment security officials to discuss the desirability of including the new training package in the State's training program.

Increased monitoring and the new computer TRA pay order card, developed by Pennsylvania to improve the timeliness of TRA payments, should also help to reduce errors which had

occurred in recording information on the old TRA pay order card. (See p. 9.) The new card simplifies the recording of data by specifically indicating columns for wages, UI benefits paid, and vacation or holiday pay. In addition, no computations are made or manually marked on the new card as all computations are dlne by computer.

BENEFITS OTHER THAN TRADE READJUSTMENT ALLOWANCES ARE SELDOM SOUGHT

In addition to TRA, the act provides other benefits designed to help a person become more employable and find another job. These other benefits include employment services, training, and job search and job relocation allowances.

According to statewide data, as of June 10, 1977, only seven apparel workers had received benefits other than readjustment allowances (six received training, one received job search allowance) at a cost of $10,461. We believe this low usage is due to the fact that 81 percent of the 150 TRA applicants sampled were partially employed and still attached to their companies, and apparently saw no need for help in obtaining other employment. The 19 percent who were totally unemployed, however, presumably would have a need for these services.

We sent a questionnaire to 250 randomly selected Pennsylvania apparel workers receiving TRA, and found that for the most part, these affected workers either remained unemployed or worked part-time, or returned to full-time employment within the apparel industry. Most respondents did not show an interest in receiving these other program benefits. For the respondents who indicated an interest in employment service benefits, their eligibility for and the appropriateness of such benefits will be determined by the State. Further, Pennsylvania will require that all TRA applicants be informed of the availability of employment services and sign a waiver form when they do not want these services.

Employment services

The act encourages Labor to provide affected workers with a wide range of employment services. The services include testing, counseling, job placement, and supportive

services. Supportive services include work orientation, basic education, communication skills, and other services necessary to prepare a worker for full employment. Our questionnaire for apparel workers receiving TRA asked whether counseling or other services were desired or received. Most of the respondents replied that they did not want employment services (counseling, 64 percent; or other services, 84 percent). Most (62 percent) responded that they were company attached and working part-time. The State Bureau of Employment Security does not normally offer employment services to those who are partially employed.

Training

Under the act, the Secretary of Labor can place workers who have been displaced by imports into the appropriate training programs. The training would be provided under existing Federal programs, such as those authorized by the Comprehensive Employment and Training Act. The training can be vocational, technical, or professional. Priority should be given to on-the-job training so that workers can be employed while training. However, classroom training is also available.

Only one of the respondents of our TRA questionnaire received training. Eighty-one percent (140 out of 173) of those responding to the question on training indicated they did not want training, and gave the following reasons:

--They were already trained in a particular skill and were satisfied with this job skill.

--They were company attached and partially employed.

--They expected to be recalled to the same job.

Union officials told us that retraining was not practical because there were few jobs in the area in other industries. Also, they pointed out that because of their age, many apparel workers have little desire to learn a new job.

State officials told us that since TRA apparel applicants are mostly middle-aged or older women and are partially employed, they are not interested in training benefits. According to statewide data, only six of Pennsylvania's TRA apparel applicants received training benefits. As of June 10, 1977, these six had not yet completed their training.

Job search allowances

To help an applicant look for a new job, Labor may reimburse 80 percent of the applicant's job search expenses up to $500. The allowance is permitted only if suitable employment is unavailable within the commuting area, and only if the applicant has been totally separated from adversely affected employment.

None of our TRA questionnaire respondents who were totally separated received a job search allowance. Of those who responded to our question about a job search allowance, 72 percent (34 out of 47) said they did not want it. The reason frequently given was that applicants expected to return to their former jobs, because the layoff was expected to be temporary.

Union officials told us that because most apparel workers are middle-aged women, often with family ties, few are willing or able to look for a job at a new location. State and local officials concurred that job search allowances are not appealing for the same reasons.

Statewide data showed that as of June 10, 1977, only one apparel applicant had received a job search allowance. The applicant received $203 but did not get the job for which he was applying, because the company was having a reduction in staff.

Relocation allowances

Totally separated workers who are eligible for TRA and have no reasonable expectation of finding suitable work in their commuting area may apply for an allowance to help cover moving expenses to a new job. The relocation usually must occur within 6 months of application for assistance or completion of training. An additional 6-month period is possible for extenuating circumstances. The allowance covers 80 percent of the costs for moving the worker, his or her family, and household goods. The worker is also given a lump sum payment equal to three times the worker's former average weekly wage up to $500.

None of our TRA questionnaire respondents who were totally separated received a relocation allowance. Of those who responded to our question regarding a relocation allowance, 79 percent (37 out of 47) did not want the relocation allowance because they did not want to move from the area, had family ties, or expected to be recalled to their former job.

As with the job search allowance, both union and State officials pointed out that workers in the apparel industry, predominantly middle-aged women, often cannot relocate because of family responsibilities or other ties to their neighborhoods.

No relocation allowances were expended by the State for apparel workers as of June 10, 1977.

CONCLUSIONS

While the program is designed to provide many types of employment services as well as job search and job relocation allowances, few applicants requested or desired benefits other than cash benefits. Many of the cash benefits were received too late to provide timely assistance, the amounts involved were generally small, and many payment errors were made.

Both Labor Region III and the State of Pennsylvania are following up on the payment errors we found in our review of 150 TRA apparel applicant files, and have taken action to reduce delays in payments and to improve the accuracy of future payments. However, these actions will not correct the significant number of payment errors that still exist in the 7,076 TRA apparel payments from which we drew our sample.

RECOMMENDATION TO THE SECRETARY OF LABOR

We recommend that the Secretary of Labor closely monitor the Pennsylvania TRA payment system to ensure that benefit payments are correct and timely in the future.

AGENCY COMMENTS AND OUR EVALUATION

In a March 9, 1978, letter (see app. IV), Labor generally concurred with the report findings and described actions taken or planned in response to our recommendations.

Labor stated that it has closely monitored the Pennsylvania TRA payment system following our findings, and noted that (1) TRA overpayments have been reduced to less than 1 percent of all TRA payments, (2) all underpayment and overpayment errors found in our sample have been corrected, and (3) the total number of first payments in all industries being made in 21 days has increased from 9 percent in November 1976 to 73 percent in November 1977.

Because of the projected large number of Pennsylvania TRA payment errors in the universe from which we drew our sample (see app. III), we had suggested that Labor explore the cost effectiveness of correcting all erroneous payments. Labor estimated that the administrative costs of doing this would be approximately $3.2 million. The Department further stated that the Pennsylvania Bureau of Employment Security probably could not undertake this task for the next few months without additional staff. Both Labor and we agree, in principle, that all erroneous payments to Pennsylvania TRA applicants should be corrected. However, assuming that Labor's estimate of administrative costs is reasonably accurate, these costs and the need for additional resources may make it inadvisable to perform this task. It is conceivable, however, that underpaid Pennsylvania TRA apparel workers could file claims for the underpayments.

In a February 16, 1978, letter (see app. V) the Pennsylvania Bureau of Employment Security reiterated that actions noted in our report (see pp. 8 to 10.) corrected the untimely and incorrect TRA payment problems. The bureau further stated that it did not concur with our recommendation that the Secretary of Labor closely monitor the Pennsylvania TRA payment system to ensure that benefit payments are correct and timely.

Given that Labor estimated a cost of about $3.2 million to correct the TRA payment errors noted during our review, we believe that Labor should continue to closely monitor the Pennsylvania TRA payment system to prevent the recurrence of payment problems.

Labor also concurred with our conclusions regarding employability services, training, job search, and relocation for Pennsylvania apparel workers. Recognizing that some apparel workers do need employability services, Labor said it issued a program directive in November 1977 to all State Employment Security Agencies, reemphasizing to these agencies their responsibility to provide employability services to totally separated workers, unless such workers submit a written statement of reasons why employment services are not desired and the statement is approved by the State agency.

CHAPTER 3

APPAREL INDUSTRY OVERVIEW

According to Labor officials, the United States apparel industry is a distressed industry. Over the last decade, production, employment, profits, and investments have all declined. Imports are its most immediate source of problems. The industry is vulnerable to import competition because it is extremely labor intensive, with about 86 percent of the labor force being production workers, as compared to 71 percent in all types of manufacturing. Furthermore, apparel technology is relatively simple, capital requirements are low, and most workers are low skilled. Because of these characteristics, new firms both here and abroad can easily enter the industry, and the intense competition holds profits down. The industry's small profit margins are further limited by rising costs of energy, labor, and raw materials, as well as environmental, health, and safety regulations.

EMPLOYMENT AND WORK FORCE TRENDS

The American apparel industry peaked in 1969, when it employed over 1.4 million workers. Unemployment in the industry went from 5.9 percent in 1969 to 14.5 percent in 1975 and was about 11 percent in March 1977. From 1964 to 1977, unemployment in the apparel industry was higher than the average for all manufacturing industries.

An American Apparel Manufacturers Association, Inc., 1976 publication states that even with minor economic fluctuations, recent trends show that U.S. consumer demand for apparel will increase in the next few years. The problem that the domestic apparel industry faces is not knowing how much of this demand will be met by increasing imports.

EARNINGS

Apparel workers earn about one-third less per hour than the average manufacturing worker. For example, the Labor Department's Bureau of Labor Statistics preliminary data showed that in March 1977, the average wage in apparel was $3.60 per hour, or $1.88 less than the wage for all manufacturing employees. In addition, the average number of hours worked was 35.5 hours per week, or 4.6 hours less than for all manufacturing employees. As a result, the average weekly earnings in apparel were $127.80, compared to $219.75 for all manufacturing, or $91.95 less.

Bureau of Labor Statistics data further indicate that hourly compensation rates in most countries exporting large amounts of textile and apparel products to the United States are significantly lower than those of American workers. According to a Labor report in mid-1976, when the average American apparel worker earned about $3.39 hourly, workers in Korea, Taiwan, Hong Kong, and Japan earned $0.32, $0.41, $0.69, and $1.52, respectively. Also, most of the European countries had wage rates considerably lower than the United States and Canada. The difference between the high wage scale countries and the low wage scale countries is accentuated when the cost of fringe benefits is considered. Many foreign apparel workers in low wage areas do not receive the fringe benefits American apparel workers commonly receive; i.e., overtime pay, pension benefits, and paid vacations.

EXTENT AND IMPACT OF APPAREL IMPORTS

Apparel imports have been increasing, although at a slower rate than in previous years. Data on all textile product imports which are predominately apparel shows that 50 percent come from four Far East countries: Japan, Hong Kong, Taiwan, and Korea.

The ease of transportation has made importing practical. Lower wages, overhead, and investment costs overseas have placed domestic apparel manufacturers at a competitive disadvantage. The primary difference between domestic and foreign manufacturers is the wage rate.

The International Ladies' Garment Workers' Union estimates that from 1966 to 1976, the potential job loss in the United States from apparel imports was 222,300 jobs. The union has computed the 1976 import penetration in women's and children's apparel at 31.1 percent of domestic production--up from 7.8 percent in 1966 and 17.3 percent in 1970. The union also predicts that over the next 5 years, the import penetration will rise to between 39 and 42 percent.

Imports by domestic producers of finished garments, originally cut by the domestic producer, have also been rising. Item 807.00 of the U.S. Tariff Schedules allows a domestic producer to cut the fabric pieces of a garment and ship them to another country to be sewn together into a finished garment. When the garment is returned to the United States, duty is paid only on the value added (value of the garment less the value of the original cut fabric).

Domestic firms, therefore, are permitted to gain cost savings by using cheaper foreign labor and obtaining lower duty assessments on finished garments coming into the United States. According to a union official, foreign countries sometimes give further incentives to American companies through tax or duty breaks. According to the International Ladies' Garment Workers' Union, in 1965 Item 807.00 apparel imports comprised 0.3 percent of all imports, but by 1975 these imports comprised 10.2 percent.

We interviewed officials of eight apparel firms in Pennsylvania and four in the New York City area. All said they would like to control the influx of foreign-made apparel by increased tariffs. Five (three Pennsylvania, two New York) said that because of the increasing severe import problem, their firms would probably close within 2 years.

INTERNATIONAL TRADE AGREEMENTS

In an attempt to promote orderly international marketing and growth in the textile/apparel industry, the United States signed the Multi-Fiber Agreement effective January 1, 1974. The agreement, which originally ran through December 31, 1977, was subsequently extended through December 31, 1981. Eighteen 1/ countries have bilateral arrangements with the United States under the agreement. Although apparel imports come from about 100 countries, the agreement covers three-fourths of the imports. Other important exporting countries, such as the People's Republic of China, are not covered by the bilateral arrangements because they are not a signatory to the Multi-Fiber Agreement.

The agreement permits a 6-percent annual growth in imports. However, since 1961, domestic textile/apparel production has been growing only at about 3 percent annually. Therefore, imports are taking an increasing share of the American market.

1/Eighteen bilateral agreements have, to date, been negotiated in conformity with the Multi-Fiber Agreement. Twelve comprehensive (cotton, synthetic, fiber/wool) and six cotton agreements have been reached. There are also nine consultative mechanisms in effect providing for consultations, should imports from the country in question cause or threaten to cause disruption in the American market. (U.S. Department of Labor, Office of Foreign Economic Policy, Bureau of International Labor Affairs, Textile Program Briefing Paper, May 1976.)

CHAPTER 4

PROFILE AND COMPARISON OF PENNSYLVANIA TRA APPAREL RECIPIENTS AND UI RECIPIENTS

In its report on the 1974 Trade Act (Senate Report No. 93-1298, dated November 26, 1974), the Senate Committee on Finance requested that we identify characteristics of workers benefiting from the adjustment assistance program and determine whether such workers differ from other unemployed workers in the same area.

The typical apparel worker as reported by Labor is a semi-skilled female, about 50 years old, and with a limited education. Women comprise 81 percent of the apparel work force, compared to 29 percent in all manufacturing. Minority representation in the industry has been trending upward. In 1965, minorities comprised under 10 percent of the apparel workers; in 1975, 16 percent; and now, about 20 percent (compared to 11 percent in all manufacturing).

Most of these observations are similar to the profile of apparel workers receiving TRA in Pennsylvania, which we developed from a questionnaire sent to 250 TRA recipients. We also sent the questionnaire to 250 UI recipients in Pennsylvania. (See app. VI.) Profiles of the average or most frequent characteristics of people receiving TRA in the Pennsylvania apparel industry and of those receiving unemployment insurance are as follows.

Characteristics	TRA	UI
Age (years)	45.8	39.4
Education (years completed)	9.9	11.4
Dependents (recipient plus supported household members)	2.5	2.7
Sex	Female	a/Male
Race	White	White
Marital status	Married	Married
Primary wage earner	a/No	Yes
Spouse working	Yes	a/Yes
Recipients have other income	No	No
Layoff	Partial	Total

a/Represents majority of respondents, but the characteristics could not be projected because the results were not statistically conclusive. (See app. VI for recipient characteristics, questionnaire results, and methodology.)

The results of the comparative analysis of the significant differences are summarized below.

Age: TRA recipients are generally about 6 years older than UI recipients.

Education: TRA recipients have about 1-1/2 years less education than UI recipients.

Dependents: There are no significant differences in number of dependents between TRA and UI recipients.

Sex: Females comprise a significantly higher proportion of TRA recipients than UI recipients.

Race: The majority of recipients in each group are white. However, there are more white UI recipients than white TRA recipients, and more black TRA recipients than black UI recipients.

Marital status: While the majority of recipients in each group are married, there are more single UI recipients than single TRA recipients. TRA recipients include more divorced and widowed persons.

Primary wage earner: Among recipients with working spouses, more UI recipients were the primary wage earner than TRA recipients.

Spouse working: More TRA recipients have working spouses than UI recipients.

Recipients have other income: While the majority of recipients in each group have no other income, more UI recipients have other income than do TRA recipients.

Layoff: UI recipients' layoffs were primarily total, while TRA layoffs were usually partial.

These differences may be the result of variations in the specific industries from which the samples were drawn. The TRA questionnaire was sent to a sample of TRA recipients from the apparel industry, whereas the UI questionnaire was sent to UI recipients without regard to industry or occupation.

WEEKLY WAGE, WAGE LOSS, AND TRA PAYMENTS

A random sample of 150 TRA payment records from a universe of 7,076 TRA apparel applicants, as of June 1976, provided the following data.

	Mean	Range Minimum	Range Maximum
Average weekly wage	$147.35	$40.00	$352.00
Average weekly wage loss after any applicable TRA and earnings	37.01	a/-28.33	187.00
Weekly TRA payment	14.76	b/0	63.50

a/The negative wage loss indicates a net wage gain after any applicable TRA and earnings. There were four recipients with weekly wage gains: $5.65, $9.66, $21.00, and $28.33.

b/The weekly TRA payment of "0" indicates that the workers received no TRA because their combined UI payment and partial earnings exceeded the maximum payment allowance. (See p. 3.)

The schedule below shows TRA population projections for all TRA apparel workers in Pennsylvania based on the sample data. The expected population ranges were computed at the 90-percent level of confidence; i.e., the average for all TRA apparel workers in Pennsylvania would fall within this range.

	Population projection Minimum	Population projection Maximum
Average weekly wage	$139.19	$155.51
Average weekly wage loss after TRA and earnings	32.95	41.07
Weekly TRA payment	13.00	16.52

TRA TIME LAPSE STATISTICS SAMPLE OF 150

The time lapse statistics below were computed for each processing step from a random sample of 150 out of 7,076 TRA recipient records obtained from the State of Pennsylvania Bureau of Employment Security. The schedule shows the minimum, maximum, and average (mean) number of days elapsed. The population projection for all TRA apparel workers is given by an expected range, in days, computed at the 90-percent level of confidence; i.e., the average for all TRA apparel workers in Pennsylvania would fall within this range.

Period	Range		Mean	Population projection
	Minimum	Maximum		
	(days)			
Separation to petition	14	357	215.8	204 to 227
Petition to certification	58	130	80.9	77 to 85
Certification to application	7	242	75.7	70 to 81
Application to approval	6	151	42.4	38 to 47
Approval to payment	1	212	41.7	37 to 47
Total average time lapse (separation to payment)			456.5	

APPENDIX III

TRA PAYMENT ERRORS SAMPLE OF 150

METHODOLOGY

Population projections for the 7,076 TRA applicants were computed at the 90-percent level of confidence.

The population estimates for total amounts of overpayments were based on adjusted sample data, since the large variation in the original data precluded a reasonable estimate. The adjustment consisted of computing a modified mean by deleting the upper extreme sample error of $1,754. The next highest sample error was $550. The effect of this adjustment should be minimal since less than 1 percent (1 of 150) of the sample cases was extracted. The computed estimates can be considered somewhat conservative.

	Errors	Over-payment	Under-payment
Recipients (percent)	44.7	24.0	30.7
Population projection (percent):			
Minimum	38.0	18.2	24.5
Maximum	51.4	29.8	36.9
Population projection (number of recipients):			
Minimum	2,689	1,288	1,734
Maximum	3,637	2,109	2,611
Amount of error:			
Average	-	$ 18.50	$ 38.00
Minimum	-	$ 1.00	$ 3.00
Maximum	-	$1,754.00	$659.00
Population projection:			
Total	-	$ 78,000.00	$178,000.00
Minimum	-	$ 31,000.00	$ 99,000.00
Maximum	-	$124,000.00	$257,000.00

APPENDIX IV

U.S. DEPARTMENT OF LABOR
OFFICE OF THE ASSISTANT SECRETARY
WASHINGTON

Mr. Gregory J. Ahart
Director, Human Resources Division
United States General Accounting Office
Washington, D.C. 20548

Dear Mr. Ahart:

The Department of Labor has reviewed the draft General Accounting Office report to the Congress on "Adjustment Assistance Under the Trade Act of 1974 to Pennsylvania Apparel Workers." The Department appreciates the opportunity to review and comment on the draft report. It generally concurs with your findings regarding the apparel workers in Pennsylvania, and as noted in the report, has already taken corrective action on the issues highlighted. The primary issues in the report and the Department's comments are as follows:

TRA Payments Have Not Been Timely

The report states that "an average of about 65 weeks elapsed between the date a worker was laid off or put on a reduced work schedule and the date of the first TRA payment."

An important factor in this average time lapse is the lag between the date of layoff or reduced work schedule and the date of the filing of the petition with the Department of Labor. Corrective action requires improved and earlier knowledge by the Department about import impact at the firm level and/or more comprehensive knowledge by workers about the trade adjustment assistance program. The Department will undertake within the next few months one or more automated tests of a developmental system designed to utilize nationally available import information and monitor developing unemployment in industries and firms susceptible to import impact. Further the Department will initiate a three month experiment, beginning April 1978, in disseminating program leaflets on the trade adjustment assistance program to certain unemployment insurance applicants in five states. Realistically, however, the Department does not anticipate that these efforts will lead to major improvements in the timely filing of petitions in the near future.

The report further states that "Pennsylvania took 12 weeks to make first payments from the time the workers filed applications, whereas Labor guidelines require the first TRA payment to be made within 21 days (3 weeks) after the initial application is filed." It is recognized that, during the period from April, 1975 through November, 1976, Pennsylvania had a record of untimely first payments, particularly in apparel certifications, which necessitated improvement. As noted in the report, the major reason for this situation was the fact that employer wage and separation information (reported on Form ETA 8-55A) was not being promptly returned to the State Employment Security Agency. Pennsylvania has undertaken corrective action and initiated a major staff effort to perform effective precertification activity, implemented the routine use of affidavits where ETA 8-55A's are not promptly returned by employers, and developed procedures to effectively utilize the computer to obtain pertinent State U.I. records on TRA claimants. As a result of these efforts, the total number of first payments in all industries being made in 21 days has increased from 9 percent in November, 1976 to 73 percent in November, 1977 in the State of Pennsylvania.

TRA Payment Errors

The GAO 2 percent sample of 150 applicant records in the apparel group indicated that 45 percent of the TRA calculations were in error, with the majority of these errors resulting in underpayments. The bulk of the individuals sampled were partial separations and generally the errors were due to local office staff incorrectly filling out TRA pay order cards. During the period surveyed, the State agency's local office staff was insufficiently trained in computing the weekly TRA payments where partial separations were involved.

The SESA has taken steps to rectify this situation. Local office staffs have now been trained on how to calculate TRA partial amounts allowing for the proper credit for UI paid and weekly earnings. In addition, the State agency's computer has been programmed to calculate such amounts, thereby reducing the probability of mathematical error. The SESA is also closely monitoring TRA pay order cards submitted by local offices to the central office payment unit. The result has been that TRA overpayments have been reduced to less than 1 percent of the total TRA payments in the State of Pennsylvania.

In its recommendations, GAO indicated that the Department should "(1) explore the cost effectiveness of correcting the erroneous payments to all Pennsylvania TRA apparel applicants, and (2) closely monitor the Pennsylvania TRA payment system to ensure that benefit payments are correct and timely in the future."

As previously mentioned DOL has closely monitored the Pennsylvania TRA payment system following the GAO findings, and TRA overpayments have been reduced to less than 1 percent of the total TRA payments. The Pennsylvania Bureau of Employment Security has rectified all underpayment and overpayment errors in the GAO sample. The Department agrees in principle that all Pennsylvania apparel worker TRA payments should be reviewed and corrected as necessary, but it is estimated that the administrative costs of doing this would be approximately $3.2 million. The Department, therefore, questions the cost effectiveness of the expenditure of the funds which would be necessary to correct the payments. In addition, it is doubtful that the Pennsylvania Agency could undertake this assignment within the next few months without additional staff. The Department will defer to GAO's final recommendation on this issue.

Benefits Other Than TRA are Seldom Sought

The Department of Labor concurs with the GAO conclusions regarding employability services, training, job search and relocation for the Pennsylvania apparel workers. The report recognizes that the majority of the workers surveyed were either fully or partially employed at the time TRA initial requests were taken. It also recognizes that the majority of apparel workers are middle-aged women who are reluctant or unwilling to enter training, or apply for job search or relocation. The Department is also cognizant that every generalization has exceptions and that some of the apparel workers do need employability services. As a result, in a recent program directive of November, 1977, to all State Employment Security Agencies, the Department reemphasized to the State Agencies their responsibility to provide employability services to totally separated workers, unless such workers submit a written statement of reasons why employment services are not desired and such statement is approved by the State agency. In addition, the Department has been conducting tests in four sites to determine if intensive federal technical assistance and additional staffing would significantly increase employability services, training, job search and relocation for trade affected workers. Evaluation visits to the test sites will begin in March, 1978.

Other Comments

In addition to the above comments, we have a number of suggestions of a more technical nature which members of my staff will communicate to your staff on an informal basis.

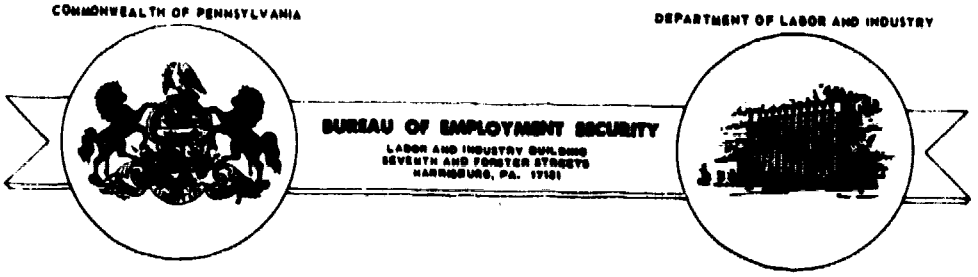
APPENDIX IV

On behalf of the Department of Labor, I wish to express our appreciation for the GAO recommendations. I hope that our comments will be helpful to you in the preparation of the final report.

Sincerely,

ALFRED M. ZOOK
Assistant Secretary for
Administration and Management

APPENDIX V



February 16, 1978

Mr. Gregory J. Ahart, Director
United States General Accounting
Office, Human Resources Division
441 "G" Street, N.W.
Washington, D.C. 20548

Dear Mr. Ahart:

Your letter dated January 31, 1978 requested our comment on the report to Congress on worker adjustment assistance provided to Pennsylvania apparel workers under Title II of the "Trade Act of 1974."

We do not concur with your recommendations that the Secretary of Labor closely monitor the Pennsylvania TRA payment system to ensure that benefit payments are correct and timely.

We clearly note that your report is totally based on TRA claims which were processed on or before March 1977. As such, your recommendations were determined on the methods in which these claims were processed one year or more ago and absolutely do not accurately reflect in any way the current methods or procedures.

We have instituted a number of procedures to improve the untimely payment of benefits. We have instituted procedures which mandatorily require the taking of an affadavit on each and every claim, the immediate processing of the claim in order to establish a record on the computer file, and we monitor on a daily basis the TRA time lapse statistics. The aforementioned efforts are reflected in the TRA time lapse statistics for the past five months.

APPENDIX V

MONTH	% TIMELY	# 1st PAYMENTS	# TIMELY
Sept. '77	80.6	3371	2718
Oct. '77	53.4	1087	580
Nov. '77	73.2	1372	1004
Dec. '77	66.8	3843	2567
Jan. '78	66.9	3302	2210

In the area of incorrect payment calculations, we have taken a number of steps to correct this deficiency. We have repeated our TRA training program in the various districts in Pennsylvania and will continue to do so in the future. In addition we have established a separately distinguishable TRA pay order(a sample is enclosed). It is anticipated this pay order will effectively reduce the number of mark-sensing errors that we experienced with our prior TRA pay order.

We respectfully request you provide us with a copy of the final version of your report to Congress on worker adjustment assistance provided to Pennsylvania apparel workers under Title II of the "Trade Act of 1974".

Sincerely yours,

John M. Clark
Executive Director

QUESTIONNAIRE RESULTS AND METHODOLOGY USED IN COMPARISONS BETWEEN TRA AND UI RECIPIENTS

The objective of the analysis was to identify differences and similarities between TRA and UI recipients in Pennsylvania. We obtained a listing of 500 UI recipients randomly selected and provided by the Pennsylvania State Bureau of Employment Security from a universe of about 741,000 UI recipients. We selected 250 of the 500 names and mailed questionnaires to the recipients. We also obtained a listing of 7,076 TRA apparel recipients and mailed questionnaires to 250. We analyzed the questionnaire results and compared the two recipient groups using the following statistical methodologies:

--Chi-Square test for dependence--for data given by percentage frequency of responses.

--T-Test for difference between sample means--for continuous data such as years, dollars, etc.

We selected a 90-percent level of statistical significance. Sample differences significant at the 90-percent or greater level are assumed to indicate systematic differences between the TRA and UI populations. Conversely, sample differences not significant at the 90-percent level provide no statistical basis for concluding that the two recipient populations differ on the subject characteristic. In the latter case, sample differences are assumed to represent variation due to random sampling only.

The following table shows questionnaire and analysis results for the various recipient characteristic measures. The column headed "groups differ" indicates either (1) "yes," the difference between the two sample groups is large enough so that we can assume there are differences between the two recipient populations or (2) "no," the difference between the two sample groups is not sufficient to assume any difference between the populations.

Results of Recipient Characteristics Questionnaire

Characteristic	TRA (apparel)	UI	Groups differ
Age (years)	45.8	39.4	Yes
Education (years completed)	9.9	11.4	Yes
Dependents (recipient plus supported household members)	2.5	2.7	No
Sex (percent):			
Male	15.6	a/52.3	Yes
Female	84.4	47.7	
Race (percent):			
White	79.3	92.9	Yes
Black	19.7	5.6	
Other	1.0	1.5	
Marital status:			
Single	11.5	23.4	Yes
Married	63.9	61.4	
Divorced	14.9	10.2	
Widowed	9.6	5.1	
Primary wage earner (percent):			
Yes	b/48.8	57.7	Yes
No	51.2	42.3	
Working spouse (percent):			
No spouse	23.6	34.0	Yes
Yes	56.5	a/36.6	
No	19.9	29.4	
Layoff (percent):			
Partial	66.3	10.6	
Total	33.7	89.4	Yes
Full-time workweek before layoff (hours)	37.6	39.6	Yes
Part-time workweek before layoff (hours)	27.5	22.2	Yes
Workweek after cutback (hours)	22.2	17.7	Yes
Weekly wage before layoff	$135.59	$168.16	Yes
Weekly wage after partial layoff	$70.64	$53.07	Yes
Weeks received unemployment assistance	19.5	18.8	No
Presently working (percent):			
Yes	81.9	67.4	Yes
No	18.1	32.6	
Retired (percent):			
Yes	5.7	6.8	No
No	94.3	93.2	
Present workweek (percent) (note c):			
Full-time	73.5	56.3	Yes
Part-time	10.5	12.6	
Not working	16.0	31.1	

a/Difference is insignificant; therefore, no basis for differentiation in UI recipient profile.

b/Difference is insignificant; therefore, no basis for differentiation in TRA recipient profile.

c/Represents respondents' workweek status at the time of our questionnaire.

PRINCIPAL DEPARTMENT OF LABOR OFFICIALS RESPONSIBLE FOR ADMINISTERING ACTIVITIES DISCUSSED IN THIS REPORT

	Tenure of Office	
	From	To
SECRETARY:		
Ray Marshall	Jan. 1977	Present
W. J. Usery, Jr.	Feb. 1976	Jan. 1977
John T. Dunlop	Mar. 1975	Jan. 1976
Peter J. Brennan	Feb. 1973	Mar. 1975
DEPUTY UNDER SECRETARY FOR INTERNATIONAL AFFAIRS		
Howard Samuel	Mar. 1977	Present
Herbert N. Blackman (acting)	Jan. 1977	Mar. 1977
Joel Segall	July 1972	Jan. 1977
ASSISTANT SECRETARY FOR EMPLOYMENT AND TRAINING		
Ernest G. Green	Mar. 1977	Present
William B. Hewitt (acting)	Feb. 1977	Mar. 1977
William H. Kolberg	Apr. 1973	Jan. 1977

(20467)