



# RESEA Program Strategies: State and Local Implementation

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## About This Report

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This report is the capstone product of the Implementation Study conducted as part of the *Evaluation to Advance Reemployment Services and Eligibility Assessments (RESEA) Program Evidence*. Other contract products include the *RESEA Evaluation Toolkit: Key Elements for State RESEA Programs* (Mills De La Rosa, et al., 2021), the *Report on the State of Evidence for RESEA* (Epstein, et al., 2022), and the report on *Options to Build Evidence on RESEA Programs* (Klerman et al., 2022). All project reports can be found on the “Completed Studies” page of the US Department of Labor/Chief Evaluation Office (DOL/CEO) website: <https://www.dol.gov/agencies/oasp/evaluation/completedstudies>.

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**BOLD  
THINKERS  
DRIVING  
REAL-WORLD  
IMPACT**

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## Abbreviations

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### Topic-specific and technical terms

<b>AJC</b>	American Job Center
<b>CEO</b>	US Department of Labor’s Chief Evaluation Office
<b>DOL</b>	US Department of Labor
<b>ES</b>	Wagner-Peyser Employment Service
<b>ETA</b>	US Department of Labor’s Employment and Training Administration
<b>FTR</b>	Failure to report (specifically, to a scheduled RESEA meeting)
<b>FY</b>	Fiscal year
<b>OUI</b>	US Department of Labor’s Office of Unemployment Insurance
<b>REA</b>	Reemployment and Eligibility Assessment program. (The predecessor program to RESEA, operated from 2006 to 2014)
<b>RESEA</b>	Reemployment Services and Eligibility Assessment program
<b>SSA</b>	Social Security Act
<b>UC</b>	Unemployment Compensation (i.e., UC refers to benefits provided under the Unemployment Insurance program)
<b>UI</b>	Unemployment Insurance (a joint state-federal program that provides unemployment compensation to eligible workers who have lost their job and are searching for work)
<b>UIPL</b>	Unemployment Insurance Program Letter (the documents in which the U.S. Department of Labor provides official guidance to states regarding requirements for how to operate state UI programs)
<b>WDB</b>	Workforce Development Board
<b>WIA</b>	Workforce Investment Act
<b>WIOA</b>	Workforce Innovation and Opportunity Act
<b>WPRS</b>	Worker Profiling and Reemployment Services program

**State and Territory Abbreviations**

<b>AK</b>	Alaska	<b>NC</b>	North Carolina
<b>AL</b>	Alabama	<b>ND</b>	North Dakota
<b>AR</b>	Arkansas	<b>NE</b>	Nebraska
<b>AZ</b>	Arizona	<b>NH</b>	New Hampshire
<b>CA</b>	California	<b>NJ</b>	New Jersey
<b>CO</b>	Colorado	<b>NM</b>	New Mexico
<b>CT</b>	Connecticut	<b>NV</b>	Nevada
<b>DC</b>	District of Columbia	<b>NY</b>	New York
<b>DE</b>	Delaware	<b>OH</b>	Ohio
<b>FL</b>	Florida	<b>OK</b>	Oklahoma
<b>GA</b>	Georgia	<b>OR</b>	Oregon
<b>HI</b>	Hawaii	<b>PA</b>	Pennsylvania
<b>IA</b>	Iowa	<b>PR</b>	Puerto Rico
<b>ID</b>	Idaho	<b>RI</b>	Rhode Island
<b>IL</b>	Illinois	<b>SC</b>	South Carolina
<b>IN</b>	Indiana	<b>SD</b>	South Dakota
<b>KS</b>	Kansas	<b>TN</b>	Tennessee
<b>KY</b>	Kentucky	<b>TX</b>	Texas
<b>LA</b>	Louisiana	<b>UT</b>	Utah
<b>MA</b>	Massachusetts	<b>VA</b>	Virginia
<b>MD</b>	Maryland	<b>VI</b>	Virgin Islands
<b>ME</b>	Maine	<b>VT</b>	Vermont
<b>MI</b>	Michigan	<b>WA</b>	Washington
<b>MN</b>	Minnesota	<b>WI</b>	Wisconsin
<b>MO</b>	Missouri	<b>WV</b>	West Virginia
<b>MS</b>	Mississippi	<b>WY</b>	Wyoming
<b>MT</b>	Montana		



## Executive Summary

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### Introduction

In support of the efforts of the U.S. Department of Labor (DOL) and states to meet the evidence requirements for the Reemployment Services and Eligibility Assessment (RESEA) program and build evidence on effective strategies, DOL funded Abt Associates and its partners to conduct the **RESEA Evidence Building and Implementation Study**. This report presents the results of the evaluation's implementation study, a multi-method effort intended to provide an up-to-date understanding of states' current RESEA programs, their evaluation plans, and recent programmatic changes in response to new statutory requirements for RESEA established through amendments to the Social Security Act (SSA) and related DOL guidance. We also examine program changes in the wake of the COVID-pandemic. The study addresses the following key research questions:

- What are the types and packages of services provided under current RESEA programs?
- What are the common RESEA program components?
- Who is selected to participate in RESEA?
- In what ways do states' programs differ and why?
- How have RESEA strategies and populations served changed over time?
- What strategies appear particularly unique or innovative?
- What changes do states anticipate making to their RESEA programs?
- What issues and challenges do states face in implementing and operating RESEA programs?
- How have states' RESEA programs responded to the challenges presented by the COVID-19 pandemic?
- What are states' views on evidence-based requirements and how are they preparing to meet these requirements?

The study's findings draw on (1) three web-based surveys of all state RESEA directors;<sup>1</sup> (2) interviews conducted remotely with state and local staff in 10 states;<sup>2</sup> (3) state RESEA plans submitted to DOL; and

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<sup>1</sup> Conducted February through mid-March 2020, the initial survey wave (referred to as Wave 1) captured program features/operations just prior to the onset of the COVID pandemic. A total of 43 states responded to the survey (an 86 percent response rate). In October and November 2020, the Wave 2 survey captured program features/operations, but at a time about seven months into the COVID pandemic. Important aims of the survey's second wave were to understand: (1) how the COVID pandemic affected states' RESEA operations; (2) what strategies states adopted in response; and (3) what change the pandemic might spur in the longer term. A total of 46 states responded to the survey (a 92 percent response rate). Conducted during March through May 2021, the Wave 3 survey captured program features/operations a year after the COVID pandemic began. This wave documented states' continued efforts to re-establish program operations. A total of 50 states responded to the survey (a 98 percent response rate).

<sup>2</sup> The RESEA study team interviewed state and local staff involved in administering RESEA via telephone and/or videoconference in the summer and fall of 2020. The team selected a stratified random sample of 10 states for staff interviews, implicitly stratifying by two key factors: (1) program size; and (2) geographic region (i.e., according to the six DOL regions to which each state is assigned).<sup>2</sup> The states selected for interviews were Connecticut (CT), Georgia (GA), Louisiana (LA), Maryland (MD), North Carolina (NC), New York (NY), Nevada (NV), Ohio (OH), Washington (WA), and Wisconsin (WI). These 10 states account for about one-third (31 percent) of the total RESEA initial meetings scheduled each year.



(4) states' ETA 9128 (*Reemployment and Eligibility Assessments Workloads*) reports (filed quarterly with DOL).

### Brief Background on the RESEA Program

Authorized as part of the Social Security Act of 1935, the Unemployment Insurance (UI) program provides cash assistance to qualifying unemployed workers. DOL provides funding to states to operate RESEA programs that aim to help UI claimants return to work more quickly and ensure that claimants are meeting eligibility requirements, thus reducing improper payments. In 2018, amendments to Section 306(c) of the Social Security Act (SSA) permanently authorized the RESEA program and introduced substantive changes, including formula-based funding to states and a series of requirements intended to increase the use and availability of evidence-based reemployment interventions and strategies.<sup>3</sup>

States select some percentage of their UI claimants to participate in RESEA. Those claimants are required to attend an initial meeting with a state caseworker as a condition of continuing to receive Unemployment Compensation (UC). The meeting includes, at a minimum, the following activities:

- *“A UC eligibility review that is conducted on a one-on-one basis, including review of work search activities if such activities have not been waived, and referral to adjudication if an issue or potential issue(s) is identified;*
- *Customized labor market and career information based on an assessment of the claimant’s needs;*
- *Enrollment in the ES<sup>4</sup> program;*
- *Support, to the extent needed, for the claimant in the development of an individual reemployment plan tailored to the claimant’s needs; and*
- *Information and referral to additional reemployment services and other AJC services, resources, and training, as appropriate.”*

If the state holds subsequent RESEA sessions, current guidance indicates that those sessions must, at a minimum, include the following:

- *“A UC eligibility assessment; and*
- *A review of the claimant’s work search activities to determine if additional assistance is needed to support the claimant’s compliance with work search requirements and the claimant’s return to work at the earliest possible time.”<sup>5</sup>*

Statutory language (SSA) and DOL guidance<sup>6</sup> emphasize that RESEA programs should align their activities with services offered by partner programs and facilitate claimants’ access to those partners’ services.

<sup>3</sup> These amendments to the Social Security Act were included in the Balanced Budget Act of 2018 (Public Law 115-123), signed by the President on February 9, 2018. The RESEA provisions are contained in the new Section 306 of the Social Security Act.

<sup>4</sup> “ES” refers to the Wagner-Peyser Employment Service.

<sup>5</sup> Initial and subsequent meeting requirements are quoted from UIPL13-21.

<sup>6</sup> DOL’s current RESEA guidance as of the time of writing is provided in UIPL 13-21.

## Key Implementation Study Findings and Implications

This study examines the reach and focus of states' RESEA programs, as well as specific strategies states use to integrate and align with workforce partners, select claimants for RESEA, promote high attendance rates at RESEA meetings, provide customized reemployment services, strengthen program integrity, and build evidence on effective program service delivery and practices. This report focuses primarily on state RESEA program implementation under "normal" conditions, following the 2018 changes to the SSA. During the course of the study, the COVID-19 pandemic dramatically interrupted those normal operations. In response, the study also examines the interruptions states experienced, strategies used to continue operating RESEA in response to the pandemic-induced challenges, and the extent to which strategies implemented during the pandemic may continue to influence the RESEA programs after the pandemic.

### Key Findings

- RESEA programs vary substantially across the country in aspects including:
  - Use of subsequent meetings
  - Staffing approaches
  - Attendance promotion strategies
  - Consequences for failure to attend.
- Staff reported few program changes from 2018 to COVID onset but indicated interest in more changes, including:
  - Strategies to enhance reemployment services
  - Changes to criteria to select UI claimants for RESEA
- Eligibility issues identified during meeting are often not adjudicated.
- Post-COVID onset, service delivery changed dramatically. In particular, programs rapidly shifted to remote services.
- Most states are making progress toward launching evaluations, and interest exists in testing various components and strategies.

Below we briefly summarize key findings in the areas addressed by the implementation study.

**Reach and Content of States' Programs.** Forty-eight states, the District of Columbia, Puerto Rico, and the Virgin Islands operate RESEA programs. In fiscal year (FY) 2019, programs scheduled initial meetings for nearly 1.2 million UI claimants nationwide, which equates to about 10 percent of total initial UI claims. Program funding has grown over time (Exhibit ES-1). Growth in funding has outpaced growth in the number of claimants selected for RESEA. Under RESEA, DOL has encouraged states to find ways to intensify the services provided to participants. The trends in spending and claimants served indicates that states have used increased funding primarily to intensify the extent of services provided rather than to broaden the number of claimants that the program includes. Nearly 90 percent of the hours that staff spend on initial RESEA meetings is dedicated to activities related to reemployment services. About 12 percent of time is dedicated to eligibility assessment.

**Integrating RESEA with the Broader Workforce System.** RESEA operates within a broader workforce system that includes many partner programs. RESEA services are to align with and supplement those partners' services and be a gateway to them, not to supplant them.<sup>7</sup> To promote service alignment and integration, the study found that under normal conditions (i.e., when not restricted by COVID-related distancing requirements), the overwhelming majority of RESEA meetings are held in American Job Centers (AJCs). Staff reported that this co-location makes it easier for staff from different programs to

<sup>7</sup> See descriptions of statutory program aims in SSA section 306, and language in UIPL 13-21.

collaborate. Co-location also puts claimants in proximity to partner services, reducing information and logistical hurdles to accessing those services.

**Exhibit ES-1. Measures of Size and Reach of RESEA Programs Nationwide, by Fiscal Year**

Fiscal Year	Number of State RESEA Programs	Total RESEA Funding	Number of Claimants Scheduled for their First RESEA Session	Number of Claimants Scheduled as a % of Total Initial UI Claims
2015	44	\$81,068,198	1,057,841	7.19%
2016	49	\$112,000,000	1,123,021	8.11%
2017	51	\$111,692,000	1,101,941	8.43%
2018	51	\$119,415,040	1,168,359	9.92%
2019	51	\$150,138,872	1,170,603	10.32%
2020	50	\$168,135,077	849,957	1.35%

**Sources:** Number of State RESEA Programs and Number of Claimants Scheduled for their First RESEA Session sourced from ETA 9128 reports. Total RESEA Funding sourced from UIPLs that list total funding available for the coming program year and the prior year (UIPL 3-17; UIPL 7-19; UIPL 13-21). The total number of initial UI claims sourced from USDOL’s Unemployment Insurance Weekly Claims Data (<https://oui.doleta.gov/unemploy/claims.asp>).

**Note:** Programs are considered operational if they scheduled more than 0 claimants in a given fiscal year. Non-operational programs are not included in the count of state programs or the summation of total funding.

Integration in areas such as shared staffing and data systems requires additional coordinated planning between RESEA and key partners, such as ES and Workforce Innovation and Opportunity Act (WIOA). The majority of RESEA programs use staff from partner programs to conduct RESEA meetings—sometimes with dedicated RESEA staff and sometimes in addition to dedicated RESEA staff. Integrating different programs’ data systems—in particular between UI and workforce data systems—also promises to make reemployment services provision more seamless and help facilitate program integrity feedback loops. Despite the promise of such integrations, technical, cost, and privacy issues make data system integration challenging. Staff from states that have integrated data systems report that integration has been very helpful for RESEA operations.

**Selecting Claimants.** Given that most states’ RESEA funds are insufficient to serve all UI claimants, who to select for RESEA is an important program decision. Both the survey and staff interview responses indicate that—as was true with RESEA’s predecessor, the Reemployment and Eligibility Assessment (REA) program—states continue to focus RESEA selection on claimants deemed most likely to exhaust their UI benefits.<sup>8</sup> Some states express interest in focusing on claimants other than those with high profiling scores. Several states report that they are considering changes to selection, including focusing on claimants with lower profiling scores/risk of benefit exhaustion, selecting claimants randomly, not automatically selecting transitioning veterans receiving Unemployment Compensation for Ex-servicemembers, using individual assessment results and incorporating local labor market information and economic trends.

**Promoting Participation.** Attendance at RESEA meetings is mandatory, but roughly one-third of selected UI claimants do not attend. A key program design issue for states is what strategies can be employed to increase attendance at scheduled RESEA initial and subsequent meetings. States have

<sup>8</sup> Typically, risk of benefit exhaustion is determined through “profiling” scores that are estimated through statistical models.

implemented a variety of strategies to increase attendance that include more frequent reminders, as well as messaging aimed to heighten UI claimants’ understanding of the attendance requirement and how attending RESEA meetings may benefit them (Exhibit ES-2). States have also taken steps to make meeting attendance more convenient, such as adopting self-scheduling for UI claimants and making available remote/virtual services, including conducting initial and subsequent meetings via telephone or videoconference calls. Finally, states use benefit suspensions to remedy non-attendance if it does occur. The most common consequence for participants’ failure to report (FTR) is suspending benefits immediately and indefinitely until participants comply with meeting requirements.

**Exhibit ES-2. Communication Strategies States Use to Promote Attendance**

Program Change Informed by Behavioral Insights	# of States	% of States
Have staff contact claimants to remind them about upcoming meetings	29	69%
Send automated reminders (emails, letters, calls, texts, etc.) to claimants about upcoming meetings	15	36%
Simplified communications with claimants due to limited attention	13	31%

**Source:** RESEA Implementation Survey, Wave 1, Question 4.d.1. N=42.

**Note:** Counts and percentages do not sum to 100% of respondents because they could select more than one response.

**Providing Reemployment Services.** Across states, RESEA reemployment services are designed to improve basic job search skills, help claimants better understand their own occupational skills and interests, inform claimants of job opportunities, and make claimants aware and encourage use of a wide array of services available through WIOA, AJCs, and other linked partners. Under RESEA, DOL has encouraged states to innovate their program designs to customize the reemployment services they provide to the needs of each participant. Nevertheless, state RESEA programs remain largely similar to the predecessor REA programs in terms of their provision of reemployment services. One exception suggested by the survey and staff interviews is that more states are using subsequent meetings to provide additional follow-up services to claimants who have been unable to return to work quickly.

Staff interviews did reveal some innovative reemployment assistance strategies that states have implemented or plan to implement. Those innovative strategies include efforts to help customers take advantage of opportunities offered by AJC partners—such as providing calendar and email notifications of potentially relevant upcoming AJC services and referral of claimants during initial and subsequent meetings to resume and job search workshops. Local offices also make efforts to directly connect claimants with employers with job openings in claimants’ occupations or industry sectors of interest, as well as to facilitate claimant attendance at the employer recruitment events and job fairs.

**Strengthening Integrity.** Preventing UI improper payments is a key RESEA objective. One RESEA activity is to check claimants work search activity against UI requirements to assess their continued eligibility for UI. Survey and interview evidence indicates that states typically approach the eligibility assessment part of RESEA as a chance to help claimants understand UI requirements and improve job search practices, rather than as an enforcement activity. As such, staff who conduct RESEA meetings do not always refer instances of claimant non-compliance with those requirements for adjudication. One reason that staff mentioned for being hesitant to enforce eligibility requirements is a concern that enforcing UI eligibility requirements may make it more difficult to establish necessary trust with the claimant to effectively provide services.

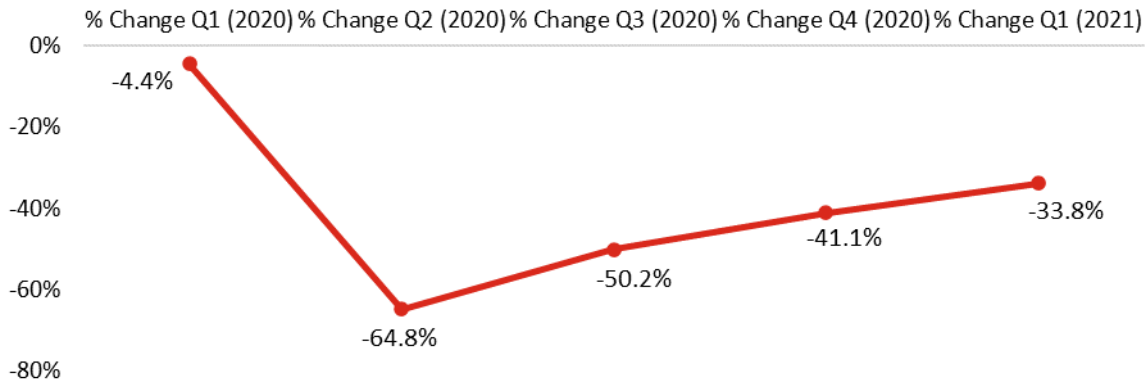
In instances where staff may be inclined to report possible eligibility issues for adjudication, states' infrastructure for reporting eligibility issues can be a help or hindrance to whether adjudication occurs. In recent years, some states have moved toward modernizing and integrating data systems with a particular emphasis on improving communication between case management systems and benefit payment systems that makes the process of referring compliance issues for adjudication easier and more reliable. However, though mid-2021, most states rely on a variety of manual systems for reporting eligibility issues. Such manual systems are more likely to result in eligibility issues not being reliably and swiftly processed. As a result, adjudications are delayed or sometimes never occur.

**COVID-19 Pandemic Effects.** Beginning in March 2020, the COVID-19 pandemic had profound effects on RESEA programs. Because of pandemic-related layoffs, UI applications surged. State/local agencies reassigned staff that would otherwise have conducted RESEA meetings to instead process the surge in applications. Fewer staff remained available to provide RESEA and other services to claimants. In response to the pandemic, AJCs introduced physical distancing measures that reduced the number of clients who could be served in person and many temporarily suspended in-person operations. In the wake of these limitations, starting in March 2020, three-quarters of state RESEA programs temporarily suspended operations, while others operated at reduced capacity. As a result, the number of new RESEA participants declined dramatically (Exhibit ES-3)

Over the subsequent weeks and months, states developed systems to reestablish RESEA service provision. To deliver services safely during the pandemic, states shifted from delivery in person to a remote service delivery model. By spring 2021, four-fifths of states indicated that initial RESEA meetings typically occur remotely by phone. The content of RESEA meetings changed somewhat during the pandemic. In particular, many state UI programs suspended work search requirements and, in turn, some RESEA programs suspended eligibility assessments. States also temporarily paused or reduced penalties for FTR.

Increasingly, as AJCs have re-opened, RESEA programs are more able to conduct RESEA sessions in person. Yet, survey and staff interview responses suggest that COVID has provided states an opportunity (and necessity) to design platforms and approaches for conducting RESEA meetings with a combination of telephone interviews and Internet-based tools and provide virtual access to other services. As a consequence, remote and virtual service delivery are likely to be more prominent features of RESEA in the years to come than they were before the pandemic. Remote and virtual services have obvious convenience and cost benefits to both program operators and participants. It remains to be seen whether RESEA is equally effective if services are provided remotely rather than in person.

**Exhibit ES-3. Change in Initial RESEA Meetings Scheduled, by Quarter, in 2020 Relative to the Same Quarter in 2019**



**Source:** ETA 9128 reports. Accessed March 23, 2022.

**Note:** Tabulations are by program quarter and year (quarter is abbreviated to “Q”, for example, with “Q1” referring to Quarter 1 of the calendar year). The exhibit shows percent change from 2019 to 2020 or 2021 for all states ( $N=50$ ) that received grant funds to operate programs for all quarters from Q1 2019 through Q1 2021.<sup>9</sup>

**Evidence Building.** State administrators and staff expressed an understanding of and general support for the new requirements for evidence of effectiveness and performance. Most states (90 percent) expressed an understanding of the new RESEA requirements for evidence of effectiveness and performance as outlined in the SSA. Many but not all state RESEA administrators expressed confidence in their states’ readiness to conduct evaluations. Three-fifths of states were confident in their capability and capacity to move forward with designing, administering, and ultimately undertaking evaluations of their RESEA programs. Most state RESEA administrators characterized the quality of data they collect and their ability to link data across sources, as being sufficient to support future evaluation efforts.

States have identified a range of RESEA features they are interested in exploring in future studies, including: (1) the effects of providing more individualized employment services; (2) criteria used to select RESEA claimants; (3) adding or removing subsequent RESEA meetings; (4) approaches to reduce FTR; and (5) the usefulness of labor market information.

**Study Limitations.** The study has several limitations. First, as an implementation study, it is not possible to definitively state what impact new statutory requirements and DOL guidance have had on the design and implementation of RESEA programs, or any resulting impacts on claimant outcomes (e.g., weeks of UI benefit receipt and earnings). The study was able to track some program changes and describe staff explanations for program changes but not definitively attribute those changes to statute or guidance.

Second, coverage may not be entirely representative. Survey and administrative sources cover nearly all states, barring a few that have not filed DOL’s Employment and Training Administration (ETA) reports for all quarters or that did not respond to one or more survey waves. The site visit interviews cover fewer states, and the 10 site visit states were chosen through a random process that was structured to produce diversity in region and size but may not be strictly representative. More importantly, the two local areas

<sup>9</sup> A small number of state reports are missing for some quarters (two apiece Q2 2020 and Q1 2021; four apiece in Q3 2020 and Q4 2020). For the purposes of tabulating meetings conducted, missing reports are treated as indicating that the state had no RESEA meeting activity (zero meeting scheduled or conducted).



where interviews were conducted within states were chosen largely at the discretion of state RESEA staff and may not be representative of all local areas within those states.

Third, the interview responses reflect subjective perceptions of staff. The experiences of RESEA participants may differ. The study did not conduct interviews with RESEA participants.

Finally, with the exception of the Wave 1 survey, much of the study data collection and analysis occurred during the COVID-19 pandemic. RESEA programs' operations were profoundly interrupted during this time. This complicates efforts to describe what state RESEA programs "are" in a lasting sense because their operations changed throughout the study. Some program changes that occurred during the study period may be temporary responses. For instance, some states suspended their RESEA programs for a period. During that time, those states had no program operations, but all state programs have since restarted operations. With the exception of the chapter on pandemic responses (Chapter 8), most findings attempt to characterize the design and implementation of states' programs as they would be in more of a "steady state" (i.e., in the absence of pandemic-related constraints on operations). However, it is not possible to know exactly what that is.

**Final Thoughts.** In conclusion, the three waves of surveys conducted with state administrators as part of the RESEA implementation study provided a wealth of up-to-date data and analyses of key features of RESEA programs at three distinct times over slightly more than a one-year period (from just prior to the onset of the COVID pandemic in March 2020 through May 2021). The site visit interviews with 10 states and 20 local areas (conducted in late summer/early fall 2020) provided additional understanding and enabled supplemental analyses of RESEA program structure and operations during the pandemic, including if, how, and why states and local areas suspended or continued to operate their programs. With statutory requirements to build evidence on effective delivery of services, it will be critical for DOL and states to continue to closely monitor and understand how RESEA program services evolve in the coming years and subject these service delivery practices to rigorous study.



# 1. Introduction

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The Unemployment Insurance (UI) program provides cash assistance to qualifying unemployed workers. To improve program integrity—by minimizing improper payments—and to speed reemployment, the US Department of Labor (DOL) has provided funds to states supporting the operation of programs to achieve these goals. Established in 2015 to replace its predecessor, the Reemployment and Eligibility Assessment program (REA), the Reemployment Services and Eligibility Assessment program (RESEA) currently operates to attempt and reach those goals. In 2018, amendments to Section 306(c) of the Social Security Act (SSA) permanently authorized the RESEA program and implemented several substantive changes, including formula-based funding to states and a series of requirements intended to increase the use and availability of evidence-based reemployment interventions and strategies.<sup>10</sup> At the same time, DOL’s guidance has provided states with more latitude in how their programs are designed.<sup>11</sup>

To support implementation of the RESEA evidence requirements, in October 2018, DOL’s Chief Evaluation Office (CEO) contracted with a study team led by Abt Associates, partnering with the Urban Institute, Capital Research Corporation, and the National Association of State Workforce Agencies to conduct the Evaluation to Advance RESEA Program Evidence.<sup>12</sup> The team conducted a three-year evaluation to (1) develop strategies to support DOL’s implementation of that evidence requirement and (2) conduct an implementation study that produces an up-to-date understanding of states’ current RESEA programs, their evaluation capacity, and plans for RESEA program changes in response to the statutory requirement.<sup>13</sup>

This report presents the results of the implementation study. It describes state RESEA programs and components as they have been designed and implemented, as well as further changes that states plan to make to implement RESEA programs under SSA. The findings draw on data that the study team collected through surveys and interviews between February 2020 and May 2021.

The COVID-19 pandemic greatly interrupted state RESEA program implementation during this period. Most of the discussion in the report aims to describe states’ programs as they are designed and would be implemented absent the pandemic-induced interruptions. The report does dedicate a chapter (Chapter 8) to discussions of the challenges that state RESEA programs faced as a result of the pandemic and the strategies that states used to operate their RESEA programs during the pandemic.

This chapter begins in Section 1.1 with background about the RESEA program’s aims and basic elements. Section 1.2 describes the implementation study’s research questions, research design, and key data sources on which report findings are based. Section 1.3 concludes with discussion of an RESEA logic model and theory of action which motivates the topics covered by the subsequent chapters of this report.

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<sup>10</sup> These amendments to the Social Security Act were included in the Balanced Budget Act of 2018 (Public Law 115-123), signed by the President on February 9, 2018. The RESEA provisions are contained enacting the new Section 306 of the Social Security Act.

<sup>11</sup> For instance, DOL has removed the requirement that states target claimants with high profiling scores—leaving RESEA participant selection criteria wholly up to states. DOL has also given state and local areas broader options for staffing RESEA meetings. See UIPL 7-19.

<sup>12</sup> Per Solicitation 1605DC-18-A-0037, “Evaluation to Advance RESEA Program Evidence.”

<sup>13</sup> Evaluation capacity, discussed in Chapter 9 of this report, is also the focus of a separate report prepared by Abt Associates, *Options for Building Evidence on RESEA Programs* (Klerman et al., 2022).

## 1.1. Overview of RESEA

Understanding the results of this implementation study requires understanding the RESEA program's statutory context and its implicit theory of action. This section provides some background about both the Unemployment Insurance and Reemployment Services and Eligibility Assessment programs.

**Unemployment Insurance Program.** Authorized as part of the Social Security Act of 1935, the UI program provides financial support to eligible unemployed workers while they seek new employment. The eligibility conditions that are particularly relevant to this study are that workers collecting Unemployment Compensation (UC) benefits must (1) be able and available to accept employment if offered and (2) conduct a sufficiently intensive work search. UI benefits paid for a week in which a claimant does not satisfy those two conditions are “improper payments.” In operating their programs, states aim to verify and improve compliance with those twin conditions to reduce improper payments.

**Reemployment Services and Eligibility Assessment Program.** Since 2006, the Reemployment and Eligibility Assessment (REA) program and then the RESEA program have been designed to support the UI program and the claimants it supports. Specifically, as provided in Section 306(b), SSA, RESEA's statutory aims are:

- 1) *“To improve employment outcomes of individuals that receive unemployment compensation and to reduce the average duration of such compensation through employment;*
- 2) *To strengthen program integrity and reduce improper payments of unemployment compensation by States through the detection and prevention of such payments to individuals who are not eligible for such compensation;*
- 3) *To promote alignment with the broader vision of the Workforce Innovation and Opportunity Act ... of increased program integration and service delivery for job seekers, including claimants for unemployment compensation; and*
- 4) *To establish reemployment services and eligibility assessments as an entry point for individuals receiving unemployment compensation into other workforce system partner programs.”*

Exhibit 1-1 shows a highly simplified model of what RESEA involves, noting in parentheses the report chapter that addresses each of those elements. State RESEA programs typically do not have the resources to serve all of their UI claimants, so they select a subset to participate. For claimants selected into the RESEA program, the core program activity is one or more mandatory meetings (sometimes also referred to as “sessions”) in which staff provide the claimant with reemployment services (Goal 1) and assess their continued eligibility (Goal 2). States must design the reemployment services to supplement, not supplant services offered through Workforce Innovation and Opportunity Act (WIOA) Title I, Wagner-Peyser Employment Service (ES), and other workforce system partner programs. As such, RESEA program design and implementation are coordinated with those partner programs (Goal 3) and staff who conduct RESEA meetings refer claimants to services offered by those partner programs, as appropriate (Goal 4).

DOL's current guidance at the time of writing this report (UIPL 13-21) specifies that the following activities must be carried out in order for the initial RESEA meeting to be considered completed:

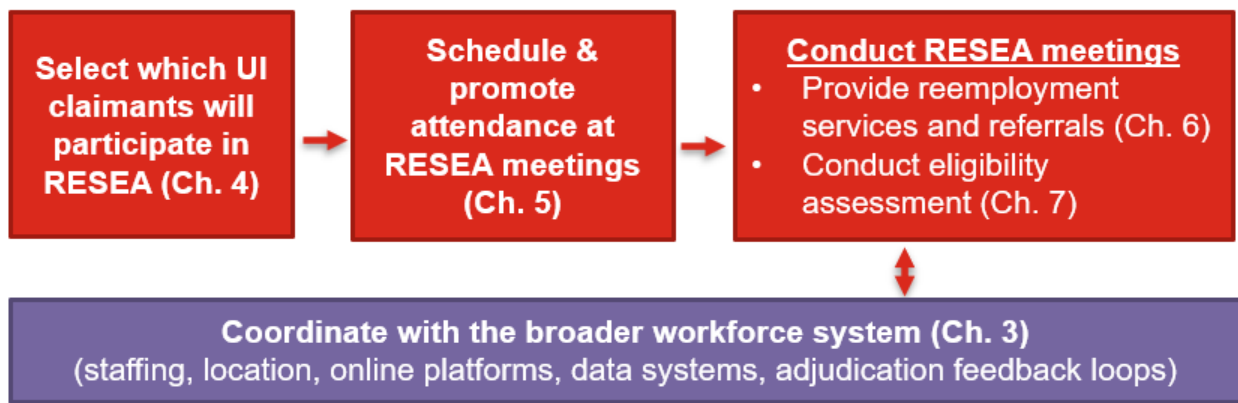
- *“A UC eligibility review that is conducted on a one-on-one basis, including review of work search activities if such activities have not been waived and referral to adjudication if an issue or potential issue(s) is identified;*
- *Customized labor market and career information based on an assessment of the claimant's needs;*
- *Enrollment in the ES program;*

- Support, to the extent needed, for the claimant in the development of an individual reemployment plan tailored to the claimant’s needs; and
- Information and referral to additional reemployment services and other AJC services, resources, and training, as appropriate.”

If the state holds subsequent RESEA sessions, current guidance (UIPL 13-21) indicates that those sessions must, at a minimum, include the following:

- “A UC eligibility assessment; and
- A review of the claimant’s work search activities to determine if additional assistance is needed to support the claimant’s compliance with work search requirements and the claimant’s return to work at the earliest possible time.”

**Exhibit 1-1. Simplified Set of RESEA Activities (and Corresponding Chapters that Discuss Each)**



Source: Abt Associates.

But beyond those requirements, states and local areas have many choices available to them regarding how to design and implement their RESEA programs. Those include choices regarding where to hold RESEA sessions, how to staff the sessions, how to carry out the specified activities (e.g., what assessments to use, whether to provide local AJC information in individual or group sessions), what if any additional services to provide during the session, what contact to maintain outside of the session, how to determine what outside services to refer participants to, and whether to require participation in certain AJC services (e.g., workshops). Because RESEA participation is mandatory for claimants who are selected, states also have choices to make regarding how to promote participation, how to set up feedback loops to adjudicate<sup>14</sup> failure to attend, and what consequences to apply if a claimant is deemed to be out of compliance with attendance requirements. As discussed further in Section 1.3, each of those decisions has the potential to influence how effective a state’s RESEA program is. This implementation study documents the strategies that states are taking to those various program design and implementation options.

<sup>14</sup> “Adjudication” is the legal process for settling a dispute between employee and employer with regard to an unemployment insurance claim. If a claimant is disqualified or denied benefits, he/she has the right to file an appeal. Similarly, an employer may also appeal a determination if the employer does not agree with the state’s determination regarding the claimant’s eligibility. For additional background on the adjudication process and common reasons for denying UI benefits, see: [https://oui.doleta.gov/unemploy/docs/factsheet/UI\\_Program\\_FactSheet.pdf](https://oui.doleta.gov/unemploy/docs/factsheet/UI_Program_FactSheet.pdf)

## 1.2. Implementation Study Research Questions, Design, and Data Sources

Prompted by the aim to support DOL's and states' efforts to implement the RESEA evidence requirements from Section 306(c), SSA, the implementation study examines the following research questions about state RESEA program design and implementation.

- What are the types and packages of services provided under current RESEA programs?
- What are the common RESEA program components?
- In what ways do states' programs differ and why?
- Who is selected to participate in RESEA?
- How have RESEA strategies and populations served changed over time?
- What strategies appear particularly unique or innovative?
- What changes do states anticipate making to their RESEA programs?
- What issues and challenges do states face in implementing and operating RESEA programs?
- How have RESEA programs responded to the challenges presented by the COVID-19 pandemic?
- What are states' views on evidence-based requirements and how are they preparing to meet these requirements?

Three key points related to documenting RESEA variations across programs are worth emphasizing. First, as noted in Section 1.1, states have considerable discretion over aspects of their UI and RESEA programs, meaning there is variation across states in policies and procedures. Some of that variation may help enhance programs' effectiveness in achieving RESEA's statutory aims. Second, although variation does exist among states' programs, there are no distinct program models or defined packages of services. States, instead, vary idiosyncratically in particular strategies that they use. Third, RESEA is part of the workforce development system, which administers local job centers and coordinates multiple programs and funding streams. Thus, documenting and analyzing the RESEA program requires data and information at both the state and local levels and attention to variation across jurisdictions.

This report's main data sources are: (1) web-based surveys of all state RESEA directors; (2) interviews conducted remotely with state and local staff in 10 states; (3) state RESEA plans; and (4) states' ETA 9128 (*Reemployment and Eligibility Assessments Workloads*) reports (filed quarterly with DOL). Below, we provide an overview of each of these sources.

### **Web-based Surveys of State RESEA Directors**

The RESEA study team conducted three waves of a web-based survey with state RESEA directors. For the first two waves, the team distributed surveys to RESEA program leads in 47 states, the District of Columbia, Puerto Rico, and the U.S. Virgin Islands operating RESEA programs in FY 2020 (i.e., a total of 50 states and territories). For the third wave, the team distributed surveys to RESEA program leads in 48 states (adding Maine to the states surveyed), the District of Columbia, Puerto Rico, and the U.S. Virgin Islands operating RESEA programs in FY 2021 (i.e., a total of 51 states and territories).

- **Wave 1.** From February through mid-March 2020, the initial survey (referred to as Wave 1) captured program features/operations just prior to the onset of the COVID pandemic. A total of 43 states responded to the survey (an 86 percent response rate).<sup>15</sup>
- **Wave 2.** In October 2020, the Wave 2 survey captured program features/operations, but at a time about seven months into the pandemic. Important aims of the survey’s second wave were to understand: (1) how the COVID pandemic affected states’ RESEA operations; (2) what strategies states adopted in response; and (3) what change the pandemic might spur in the longer term. A total of 46 states responded to the survey (a 92 percent response rate).<sup>16</sup>
- **Wave 3.** Conducted during March and April 2021, the Wave 3 survey captured program features/operations a year after the pandemic began. This wave documented states’ continued efforts to re-establish program operations. A total of 50 states responded to the survey (a 98 percent response rate).<sup>17</sup>

The most appropriate wave of survey data to use varies, depending on the topic discussed. Although the data from Waves 2 and 3 are more recent than Wave 1, much of the report relies on Wave 1 data because it more likely reflects what states’ programs look like under normal conditions. For instance, many state UI programs waived their work search requirements. In turn, the Wave 2 or Wave 3 surveys may show that RESEA programs were not conducting eligibility assessments of claimants’ work search activities, but that is a departure from what is “normal.” The states’ descriptions of eligibility assessment activities at the time of Wave 1 implementation more meaningfully reflect what their RESEA programs are like than do the Wave 2 or Wave 3 descriptions. The appendix to this report includes a longer set of survey tabulations that go beyond those presented in the main body of the report.

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<sup>15</sup> The Wave 1 survey responding states were AK, AL, AR, CO, CT, DC, DE, HI, IA, ID, IL, IN, KS, LA, MA, MD, MI, MN, MO, MS, MT, NC, NE, NH, NJ, NM, NV, NY, OH, OR, PA, PR, RI, SC, SD, TN, TX, UT, VA, VI, WA, WI, and WV. Non-responding states were AZ, CA, FL, GA, KY, OK, and VT. The 43 survey respondents represent about 79 percent of the total number of claimants scheduled for an initial RESEA meeting in FY 2019. This percentage is lower than the share of states responding because the non-respondents include California, a particularly populous state.

<sup>16</sup> The Wave 2 responding states were AK, AL, AR, CO, CT, DC, DE, FL, GA, HI, IA, ID, IL, IN, KS, KY, LA, MA, MD, MI, MN, MO, MS, MT, NC, NE, NH, NJ, NM, NV, NY, OH, OK, OR, PA, PR, RI, SC, SD, TN, TX, VA, VT, WA, WI, and WV. Non-responding states were AZ, CA, UT, and VI. The 46 survey respondents represent about 85 percent of the total number of claimants scheduled for an initial RESEA meeting in FY 2019. Similar to first wave survey, this percentage is lower than the share of states responding because the non-respondents include California, a particularly populous state.

<sup>17</sup> The Wave 3 survey responding states were AK, AL, AR, AZ, CA, CO, CT, DC, DE, GA, HI, IA, ID, IL, IN, KS, KY, LA, MA, MD, ME, MI, MN, MO, MS, MT, NC, NE, NH, NJ, NM, NV, NY, OH, OK, OR, PA, PR, RI, SC, SD, TN, TX, UT, VA, VI, VT, WA, WI, and WV. Non-responding state was FL. The 50 survey respondents represent about 96 percent of the total number of claimants scheduled for an initial RESEA meeting in FY 2019. This percentage is lower than the share of states responding because the non-responding state, Florida, serves an above-average number of claimants. The Wave 3 survey was administered to one state that had not been included in the prior waves, ME, because the state operated an RESEA program in FY 2021 after not having administered one in FY 2020.

## Staff Interviews

The RESEA study team interviewed state and local staff involved in administering RESEA via telephone and/or videoconference in the summer and fall of 2020.<sup>18</sup> The team selected a stratified random sample of 10 states for staff interviews, implicitly stratified by two key factors: (1) program size and (2) geographic region (i.e., according to the six DOL regions to which each state is assigned).<sup>19</sup> The states selected for interviews were Connecticut (CT), Georgia (GA), Louisiana (LA), Maryland (MD), North Carolina (NC), New York (NY), Nevada (NV), Ohio (OH), Washington (WA), and Wisconsin (WI). These 10 states account for about one-third (31 percent) of the total RESEA initial meetings scheduled each year.

The study team—in consultation with each state UI/RESA program—then selected two local workforce areas in each state. To the extent possible, the two local workforce areas were selected such that one was from a larger urban area and the other was from a smaller city/town or rural area. Exhibit 1-2 lists the 10 states and the 20 local areas where virtual staff interviews were conducted.

A total of 112 state and local RESEA administrators and staff were interviewed across the 10 states, including 52 administrators/staff at the state level and 60 administrators/staff across the 20 local area offices. The average duration of interviews, all conducted by telephone or videoconference call, was about 90 minutes, though ranged in duration from 45 minutes to two hours.

Types of state-level respondents included state UI and Employment Service/Job Service directors; state RESEA administrators; state UI/RESEA data/reporting staff; state staff overseeing UI/RESEA operations at the local level; state staff overseeing workforce development activities (including WIOA and ES) and AJCs in the state; and if appropriate, state staff involved with evaluation activities. Types of local-level respondents included Local Workforce Development Board administrator/staff; AJC directors; local RESEA program managers; local RESEA staff (e.g., ES, WIOA, and UI) involved in delivery of RESEA initial and subsequent meetings and other reemployment services; regional/local UI staff involved in adjudicating failure to report and issuing sanctions; and local staff responsible for RESEA data collection/reporting. Interview topics varied considerably at state and local levels, as well as by type of interviewee.

At both the state and local levels, interviews covered the specifics of RESEA program context, structure, and service delivery, including topics such as claimant selection criteria and process; participation levels; funding; the initial and subsequent RESEA sessions; failure to report and consequences; staffing of RESEA services; coordination of RESEA with other programs such as WIOA and Wagner-Peyser; challenges to operating RESEA programs; perceived effectiveness of services on claimants; promising/innovative practices; and COVID pandemic-related changes. Additionally, at the state level, administrators were asked about SSA evidence requirements, evaluation capabilities and past evaluation experience, plans for future evaluation efforts, and willingness to participate in DOL-sponsored studies and partnering with other states in multi-state evaluation efforts.

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<sup>18</sup> At the time the staff interviews were conducted it was not possible due to the COVID pandemic to conduct in-person site visits; hence, interviews were conducted via telephone and videoconference calls.

<sup>19</sup> Program size was reflected in site selection as the square root of the total number of RESEA initial meetings scheduled in a state, with those states with larger numbers of RESEA meetings having a greater weight and possibility for selection.



**Exhibit 1-2. States and Local Areas from Where Staff Interviews Were Conducted**

State	DOL Region	Initial RESEA Sessions Scheduled in 2019	AJC (Local Area Served)
Connecticut	1 (Boston)	12,712	Hamden AJC (South Central CT) Montville AJC (Eastern CT)
Georgia	3 (Atlanta)	9,356	Atlanta AJC (Atlanta, Fulton County, Douglas County) Cobb County AJC (Cobb and Cherokee Counties)
Louisiana	4 (Dallas)	16,857	East Baton Rouge North and South AJCs (East Baton Rouge Parish) Orleans AJC (Orleans Parish)
Maryland	2 (Philadelphia)	18,063	Waldorf AJC (St. Mary's, Calvert, and Charles Counties) Anne Arundel AJC (Anne Arundel County)
North Carolina	3 (Atlanta)	59,614	Tillery AJC and Johnston County AJC (Wake and Johnston Counties) Alamance AJC (Alamance County)
Nevada	6 (San Francisco)	10,187	Las Vegas Job Connects Center (Urban North Las Vegas/Clark County) Reno Jobs Connect Center (Northern Nevada)
New York	1 (Boston)	137,648	Capital Region AJC (Albany, Rensselaer, and Schenectady Counties) Chautauqua Works (Chautauqua County)
Ohio	5 (Chicago)	11,757	OhioMeansJobs/Franklin County AJC OhioMeansJobs/Cleveland-Cuyahoga County AJC
Washington	6 (San Francisco)	59,629	Pierce AJC (Pierce County) Sunnyside AJC (Yakima and Benton County)
Wisconsin	5 (Chicago)	24,886	WDA #1 & # 2 (Kenosha, Racine, Walworth Counties; Milwaukee) WDA #6 (North Central WI, a nine-county area)

**Source:** Abt Associates, Capital Research Corporation, and the Urban Institute.  
AJC = American Job Center; WDA = Workforce Development Area

**Other Administrative Data and Documents**

Information from the surveys and in-depth staff interviews is augmented with information from:

- **RESEA FY 2019, FY 2020, and FY 2021 State Plans.** In these documents, states inform DOL how it anticipates operating its RESEA program (e.g., number of RESEA meetings scheduled, participant selection, penalties for failure to report (FTR), evaluation plans, coordination/collaboration) and how grant funds will be allocated across different program activities. The RESEA study team reviewed these state plans and extracted key program features and plans for conducting future evaluations.
- **State ETA 9128 Report Submissions.** States submit this report to DOL to provide quantitative information on the state's RESEA program activities on a quarterly basis. Form ETA 9128, *Reemployment and Eligibility Assessments Workloads*, provides details about activities of claimants



selected for RESEA services, including numbers of RESEA meetings scheduled and conducted, numbers of RESEA participants reporting for reemployment services and training, and numbers of RESEA meetings for which the claimant failed to report.

### **Study Limitations**

The study has several limitations. First, as an implementation study, it is not possible to definitively state what impact new statutory requirements and DOL guidance have had on the design and implementation of RESEA programs, or any resulting impacts on claimant outcomes (e.g., weeks of UI benefit receipt and earnings). The RESEA study team was able to track some program changes and describe staff explanations for program changes but not definitively attribute those changes to statute or guidance.

Second, coverage may not be entirely representative. Survey and administrative sources cover nearly all states, barring a few that have not filed ETA reports for all quarters or that did not respond to one or more survey waves. The 10 site visit states were chosen through a random process that produces diversity in region and size but may not be strictly representative. The two local areas where interviews were conducted within states were chosen largely at the discretion of state RESEA staff and may not be representative of all local areas within the state.

Third, the interview responses reflect subjective perceptions of staff. The experiences of RESEA participants may differ. The study did not conduct interviews with RESEA participants.

Finally, with the exception of the Wave 1 survey, much of the study data collection and analysis occurred during the COVID-19 pandemic, which profoundly interrupted RESEA operations. This complicates efforts to describe what state RESEA programs “are” in a lasting sense, because their operations changed dramatically during the study. Some changes that occurred during the study period may be temporary. For instance, based on responses to our Wave 2 survey, about three-fourths of states suspended their RESEA programs for a period. During that time, those states had no program operations, but all state programs have since re-started operations. With the exception of the chapter on pandemic responses (Chapter 8), most findings attempt to characterize the design and implementation of states’ programs as they would be under normal conditions (i.e., in the absence of pandemic-related constraints on operations).

### **1.3. RESEA Theory of Action and Related RESEA Program Strategies**

As noted earlier in documenting the implementation of RESEA, the implementation study aims to support the efforts of DOL and states to identify and implement program strategies that improve participants’ outcomes. This report structures its discussion of the research questions by a set of areas in which RESEA programs have design and implementation options that may affect the outcomes identified in Section 306(c), SSA. The report covers the breadth of aspects of RESEA program design and implementation, presented in a way that will help DOL and states take that information on how states’ programs vary and use it to understand the relevance of program components and strategies for program outcomes.

This section presents an RESEA program logic model and theory of action. The logic model shows the range of inputs, services, and contextual factors that lead (or intend to lead) to outputs and outcomes. The theory of action describes in finer detail how the strategies that states employ for different RESEA program components may affect program outcomes—in particular the outcomes that are required for interventions to be considered to be demonstrated effective. The report’s findings provide DOL and states with information on states’ strategies to implement their RESEA programs. The study team presents the theory of action as context for understanding the potential substantive import of those program strategies and, in turn, to aid DOL and states as they consider strategies to adopt moving forward.

### ***A Program Logic Model for the RESEA Program***

Exhibit 1-3 presents a program logic model showing the connection between RESEA program design, outputs, and the expected short- and long-term outcomes.<sup>20</sup> The logic model begins with inputs needed to develop, operate, and support RESEA programs (e.g., funding, staff, and physical resources). The model then identifies key program services delivered to claimants selected for RESEA (e.g., initial and ongoing eligibility determinations, assessments, and a range of reemployment services, such as job search assistance and referral to job leads, registration for ES, provision of labor market information, and referral to other services available through AJCs and other partners).

As shown, *short-term outcomes* for claimants include receipt of UI benefits, return to work, and short-term earnings. For states, outcomes include detection and prevention of ineligible UI claims. *Long-term outcomes* for claimants include employment outcomes, long-term earnings, and total income. For states, outcomes include levels of improper UI payments and overall UI payments. Finally, as shown at the bottom of the exhibit, contextual factors such as local economic conditions affect all stages of the model.

### ***A Theory of Action for the How the RESEA Program Achieves its Outcomes***

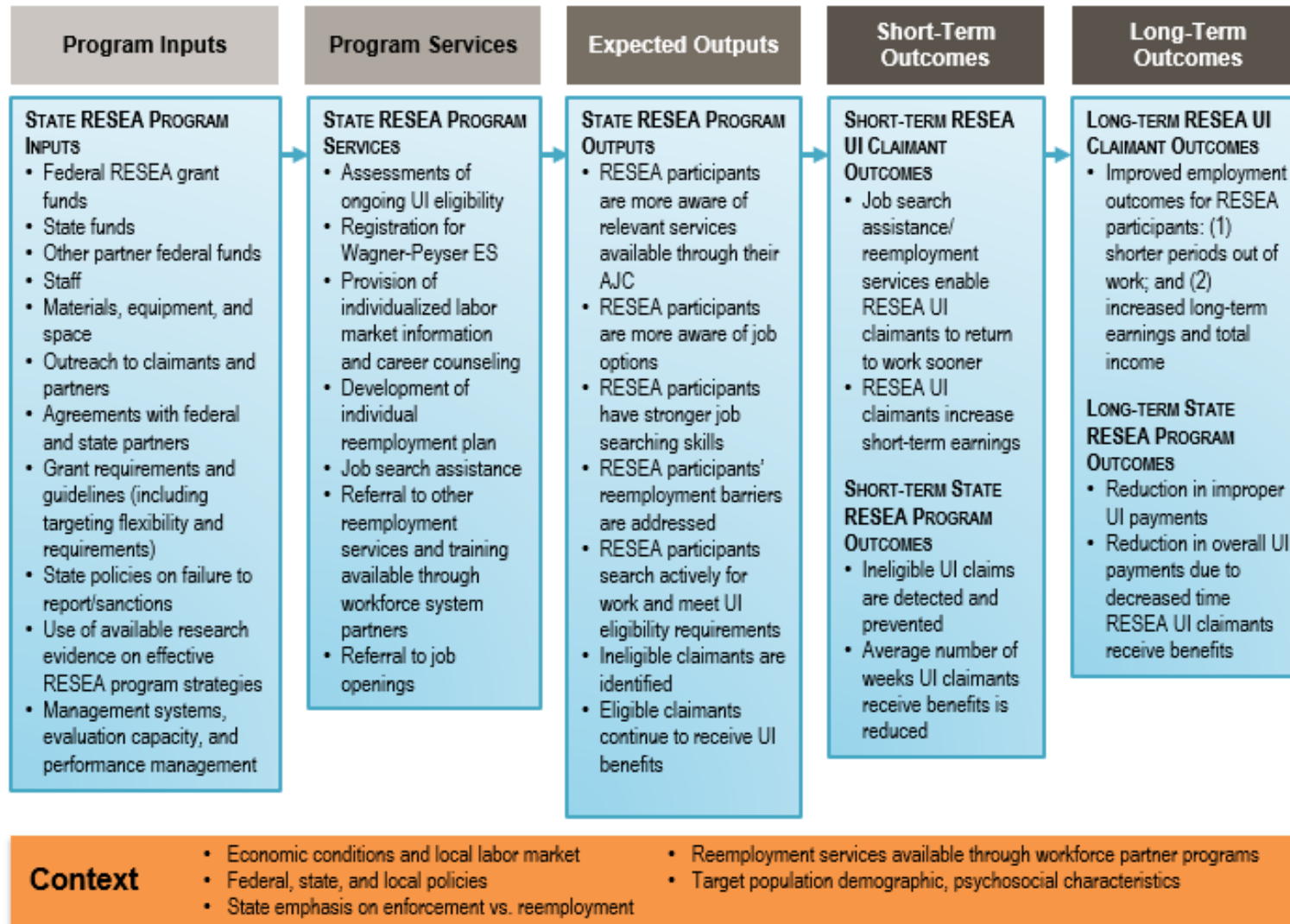
As indicated in the logic model above, RESEA has short-and long-term outcomes, primarily for employment and UI receipt. In considering the relevance of state RESEA program implementation findings to the evidence provisions, it is important to consider what existing evidence indicates about how RESEA program components lead (or may lead) to improved claimant outcomes—faster reemployment, higher earnings, and reduced UI claim duration. Previous studies (Black et al., 2003; Klerman et al., 2019) have documented three complementary pathways through which RESEA might shift outcomes for selected UI claimants:

- 1) **Assistance.** RESEA participants receive reemployment services to help them return to work. Of course, WIOA and ES provide voluntary reemployment services to anyone seeking them, so UI claimants could seek out such services on their own. An essential and distinguishing aspect of RESEA is that participation is mandatory. That mandate likely increases UI claimants' use of reemployment services. RESEA requires selected claimants to attend a meeting where they receive some reemployment services and learn about a wider range of available services. These reemployment services might improve the intensity and effectiveness of the claimant's job search—and thereby reduce UC claim duration and speed reemployment.

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<sup>20</sup> Logic models, by hypothesizing how programs produce expected short- and long-term changes in outcomes, imply causality. However, in the absence of an experimental design, an evaluation cannot attribute outcomes to program services. For this implementation study, then, we will document outcomes and not attribute causality.

Exhibit 1-3. Logic Model for the RESEA Implementation Study



Source: Abt Associates, Capital Research Corporation, and the Urban Institute.

- 2) **Eligibility Assessment.** At the mandatory RESEA meeting, the RESEA staff person reviews compliance with ongoing eligibility requirements, in particular “able and available” and “sufficiently intensive work search.” Knowing that their work search efforts will be reviewed might induce the claimants to search more intensively—and thereby speed up reemployment and reduce UI weeks paid. These actions would also improve program integrity. Furthermore, at the meetings, the RESEA staff person can explain and emphasize the importance of compliance. Finally, the RESEA guidance<sup>21</sup> provides that detected non-compliance should result in referral to adjudication and possible loss of a period of UI (Meyer, 1995).
- 3) **Non-response to non-attendance at mandatory RESEA meetings is common,** with roughly 30 percent of selected claimants not attending (see Chapter 4). In most states, non-attendance leads to suspension of benefits—in some states, suspension is for the week of non-attendance, and in other states, until attendance is resumed. Some, but far from all claimants whose benefits are suspended, will then come to the RESEA meeting. In states that suspend benefits until attendance, such suspension alone might cut UI durations by more than a week (Klerman et al., 2019). With benefits suspended, (former) claimants have a strong incentive to job search more intensively and to accept more job offers—potentially speeding up reemployment.

### **Additional Context: Key Research Findings on REA’s Impacts**

As of early 2021, no completed studies exist that examine the impact of the RESEA program on UI claimants’ employment and UI outcomes. There is a moderate-sized body of literature on the impact of the predecessor REA program, however. The *Options to Build Evidence on RESEA Programs* report (Klerman et al., 2022) surveys that literature. These studies show that on average, being selected for REA lowered UI received by roughly a week. Some studies found impacts of only about half of a week; others found impacts of about two weeks. In addition, on average, being selected for REA increased employment two full calendar quarters later by about 2.5 percentage points, with estimates ranging from one percentage point to about eight percentage points.

DOL’s sponsored evaluation of impacts of the Reemployment and Eligibility Assessment (REA) Program (Klerman et al., 2019) was specifically designed to understand how the REA program achieved its impacts.<sup>22</sup> The results of that study are consistent with the following interpretation of the extent to which the three pathways described above affected the outcomes of REA participants in the states studied. We offer a summary here to help contextualize the findings from this implementation study:

- 1) **Assistance has some impact on both UI weeks and employment and earnings.** The REA findings suggest that roughly one-third of the total REA programs’ impact resulted from the reemployment assistance. It may be that more assistance or different assistance strategies could further increase impacts.
- 2) **Eligibility assessment has only small impacts on outcomes.** This does not necessarily indicate that eligibility assessment cannot influence the statutory outcomes. Implementation findings

<sup>21</sup> For example, UIPL 13-21 (DOL 2021) sets forth required elements of initial RESEA meetings, which include “review of work search activities, if such activities have not been waived and referral to adjudication, if an issue or potential issues(s) is identified.” UIPL 13-21, page 2, available at: [https://wdr.doleta.gov/directives/corr\\_doc.cfm?docn=8087](https://wdr.doleta.gov/directives/corr_doc.cfm?docn=8087).

<sup>22</sup> Reports from DOL’s Reemployment and Eligibility Assessment Program Evaluation can be found here: <https://www.dol.gov/agencies/oasp/evaluation/completed-reports/reemployment-and-eligibility-assessment-REA-program-evaluation>.

suggest that states' eligibility assessment activities detected little additional non-compliance that was then reported for adjudication. Adjudicated non-compliance resulted only in the loss of benefits for the week in which that non-compliance occurred. The net impact on outcomes was small, perhaps trivial.

- 3) **Much of the impact on weeks arises from a state's response to non-attendance at the REA meeting.** Klerman et al. (2019) estimates that lost weeks due to suspended benefits explains more than half of the impact of REA on UI weeks. Because of sample sizes, it was not possible to detect impacts on employment.

### ***Aspects of RESEA Programs in Which States' Strategies May Vary***

As noted earlier, although many basic elements of RESEA are specified in law and DOL guidance (see logic model and discussion earlier in this section for these basic elements), states have discretion over many aspects of their program design. This report describes the design and implementation of states' RESEA programs. As the report intends to support the efforts of DOL and states to implement statutory provisions to increase the use of strategies that are effective for improving claimants' employment outcomes and reducing UI duration, the report notes (below) the range of program areas in which states may implement different components or strategies and how those program design choices might influence how effective their RESEA program is in achieving its final outcomes. Chapters 3 through 7 of this report are organized by the five categories of design choices enumerated in Exhibit 1-4. The exhibit's right-hand column describes hypothesized pathways through which the design choices could influence how effective a program is at getting claimants back to work more quickly and reducing UI duration.

Before discussing states' program strategies in each of the areas enumerated in Exhibit 1-4, Chapter 2 provides an overview of RESEA program funding, extent of claimants served, staff time devoted to each claimant, and the amount of time allocated to different RESEA activities. As shown in the exhibit (and discussed earlier), Chapters 3 through 7 then discuss variation among states' programs in specific aspects. Chapter 8 describes how states programs have been affected by the COVID-19 pandemic and the strategies that states have taken in response in operating their RESEA programs. Chapter 9 explores state agencies' knowledge of statutory evidence and evaluation requirements, evaluation capacity, willingness to partner on upcoming evaluation efforts, and technical assistance needs), stat plans for moving forward to use evaluation to build evidence to meet evidence and evaluation requirements, and potential interventions that could be the focus of future evaluations conducted by DOL and states. Finally, Chapter 10 provides a summary of key implementation study conclusions and implications.



**Exhibit 1-4: RESEA Program Implementation and Linked Intermediate Outcomes, by Chapters in This Report**

Chapter / Program Element	Research question	Possible considerations for strategies adopted, including relationships to outcomes specified by SSA
<b>Chapter 3: Coordination Between RESEA and the Broader Workforce System</b>	Given RESEA's program integration goals, how are state and local programs coordinating RESEA services with AJCs, WIOA, and other workforce system partners to enhance claimant outcomes?	<p><b>Why might states coordinate/integrate their RESEA services with other programs/services available through AJCs, WIOA, and other workforce system partners?</b></p> <ul style="list-style-type: none"> <li>To improve claimant access to range of services/assistance not available directly through RESEA</li> <li>To more fully assess and address full needs of claimants to support their return to work</li> <li>Ultimately, to reduce barriers to claimants' return to work and weeks of UI benefit receipt, and to improve employment outcomes</li> </ul>
<b>Chapter 4: Selecting Claimants for RESEA</b>	Given that most states' RESEA funds are insufficient to serve all UI claimants, which claimants are states' RESEA programs targeting?	<p><b>Why might states target a particular set of claimants?</b></p> <ul style="list-style-type: none"> <li>Those claimants are the ones that can be most helped by the program or are in most need of help, so selecting them will do more to promote improved employment and UI duration outcomes</li> <li>The targeting is equitable</li> <li>The selection process/algorithm is simple to manage</li> </ul>
<b>Chapter 5: Participation and Promoting Attendance in RESEA</b>	Given that participants can only receive RESEA services if they attend the RESEA meetings, what strategies are states employing to increase attendance rates?	<p><b>Why might selected claimants not attend?</b></p> <ul style="list-style-type: none"> <li>Claimants forget (e.g., and as a result, might need reminders)</li> <li>Claimants do not understand the requirement or how to meet it</li> <li>Claimants do not believe it is important and/or might not be aware or care about the penalties for non-compliance</li> <li>Claimants have conflicting obligations (and hence, the possible need for easy self-scheduling or self-rescheduling)</li> <li>Claimants already have a job lined up and do not need help</li> </ul>
<b>Chapter 6: Providing Reemployment Services</b>	What reemployment assistance strategies are states employing in their RESEA meetings to improving employment outcomes?	<p><b>Why might RESEA assistance be helpful?</b></p> <ul style="list-style-type: none"> <li>To improve claimants' basic job search skills</li> <li>To help them better understand their own skills and interests (e.g., through assessments and provision of up-to-date labor market information)</li> <li>To make them aware of job opportunities that fit their skills and interests</li> <li>To make them aware of available AJC partner services that could help (e.g., through orientation to available AJC services and referrals to a wide range of partners)</li> </ul>
<b>Chapter 7: Strengthening Program Integrity</b>	What enforcement strategies are states employing to promote program integrity? Do states see trade-offs between emphasizing assistance versus enforcement; if yes, how do states balance the two?	<p><b>Why enforcement promotes program integrity?</b></p> <ul style="list-style-type: none"> <li>UI funds are expended on those able and available to work</li> <li>UI improper payments are eliminated/reduced</li> </ul> <p><b>Why might there be trade-offs?</b></p> <ul style="list-style-type: none"> <li>Spending more time on one claimant could mean spending less time on another</li> <li>Qualitatively, emphasizing enforcement could undermine claimants' trust that staff members truly want to help them</li> </ul>

Source: Abt Associates, Capital Research Corporation, and the Urban Institute.

## 2. RESEA Program Reach and Content

States are not statutorily required to operate an RESEA program, although most do so. All RESEA program funds come from DOL. To receive funds to operate an RESEA program, a state must submit an annual plan detailing its proposed service delivery strategies, projected number of participants served, and other information. During FY 2021, RESEA programs are operating in 48 states, the District of Columbia, Puerto Rico, and the U.S. Virgin Islands (hereafter all referred to as “states”).<sup>23</sup>

Federal funding for RESEA has grown in the years since RESEA was first established. The number of UI claimants served by the program has grown in turn. This chapter describes the extent of RESEA programs, how that has changed since RESEA was established and since the Sec. 306 SSA amendments, and how states allocate funding across different elements of RESEA.

### 2.1. RESEA Program Size

Exhibit 2-1 shows how the total number of RESEA programs, RESEA funding, and number of claimants served by RESEA have changed over time since RESEA was established.

❖ **Over time, RESEA programs have expanded to more states and overall funding has increased, but the number of claimants served has grown more slowly.**

By metrics of the number of states operating programs, program funding, and the percent of UI claimants selected for RESEA, the program has grown between FY 2015 and FY 2020. However, the number of claimants served remained between 1.10 million and 1.17 million from FY 2016 through FY 2019 after having increased from 1.06 million to 1.12 million from FY 2015 to FY 2016. And with the onset of the COVID-19 pandemic, the number of claimants selected fell in FY 2020.

❖ **States vary greatly in the percent of UI claimants that their RESEA programs cover.**

The percent of claimants served by RESEA varies not just over time, but also among states. Exhibit 2-2 shows the variation among states in the number of initial meetings scheduled as a proportion of the total number of initial UI claims during the same period in FY 2019, the most recently completed pre-pandemic year. The median state’s RESEA program served roughly 10 percent of claimants, yet operating RESEA programs varied from serving more than 80 percent of new UI claimants to fewer than 10 percent.

#### Key Findings

- Fifty-one RESEA programs operated as of FY 2021.
- The number of UI claimants served by RESEA has increased over time as has funding, though the pandemic interrupted the growth in participants.
- States vary widely in the proportion of their UI caseloads that are served by RESEA and in spending per participant.
- Most RESEA staff time with participants is spent providing reemployment services.

<sup>23</sup> To simplify discussion, when this report references “states” operating RESEA programs, the term means to include these 50 entities. In FY 2021, the two states not operating RESEA grants were North Dakota and Wyoming. In FY 2021, Maine began operating an RESEA program after not having operated one in FY 2020.



## RESEA PROGRAM SIZE AND ALLOCATION OF SERVICES

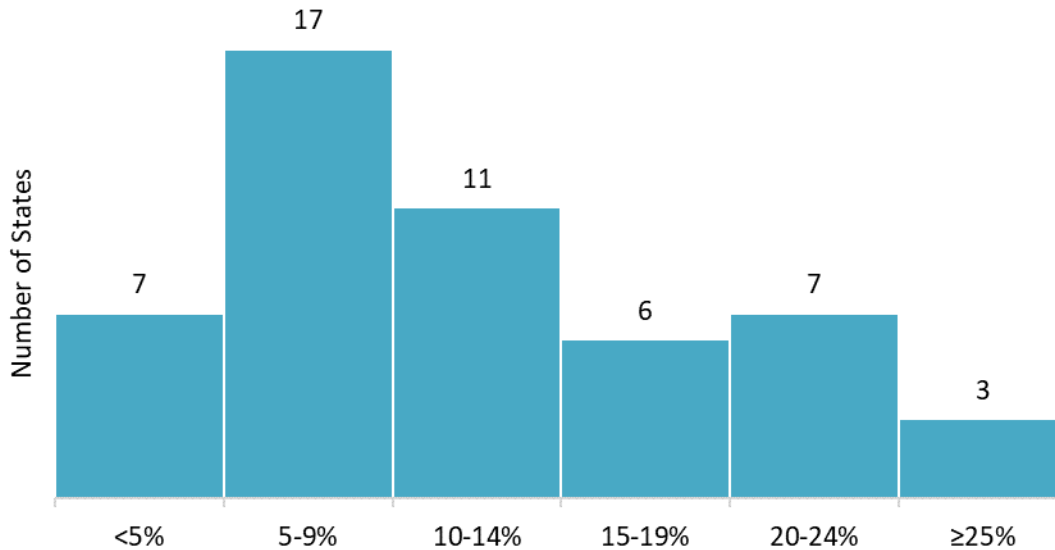
**Exhibit 2-1. Measures of Size and Reach of RESEA Programs Nationwide, by Fiscal Year**

Fiscal Year	Number of State RESEA Programs <sup>a</sup>	Total RESEA Funding <sup>b</sup>	Number of Claimants Scheduled for their First RESEA Session <sup>c</sup>	Number of Claimants Scheduled as a % of Total Initial UI Claims <sup>d</sup>
2015	44	\$81,068,198	1,057,841	7.19%
2016	49	\$112,000,000	1,123,021	8.11%
2017	51	\$111,692,000	1,101,941	8.43%
2018	51	\$119,415,040	1,168,359	9.92%
2019	51	\$150,138,872	1,170,603	10.32%
2020	50	\$168,135,077	849,957	1.35%

**Sources:** Number of State RESEA Programs and Number of Claimants Scheduled for their First RESEA Session sourced from ETA 9128 reports. Total RESEA Funding sourced from UIPLs that list total funding available for the coming program year and the prior year (UIPL 3-17; UIPL 7-19; UIPL 13-21). The total number of initial UI claims sourced from USDOL’s Unemployment Insurance Weekly Claims Data (<https://oui.doleta.gov/unemploy/claims.asp>).

**Note:** Programs are considered operational if they scheduled more than 0 claimants in a given fiscal year. Non-operational programs are not included in the count of state programs or the summation of total funding.

**Exhibit 2-2. Variation Across States in the Number of Claimants Scheduled for Initial RESEA Meetings as a Percent of Initial UI Claims, FY 2019**



**Sources:** The number of claimants scheduled for their first RESEA session comes from ETA 9128, element c1. The total number of initial UI claims comes from USDOL’s Unemployment Insurance Weekly Claims Data (<https://oui.doleta.gov/unemploy/claims.asp>).

**Note:** At the boundary, states were categorized according to rounded percentage to the nearest whole number (e.g., a state whose initial RESEA meetings constitute 19.2% of initial UI claims is included in the “15-19%” category, while a state whose initial RESEA meetings constitute 19.8% of initial UI claims is included in the “20-24%” category.)

### 2.2. Amount of Resources that RESEA Programs Dedicate to Each Participant

The number of participants that a state’s RESEA program can serve is a function of both the total amount of funding that a state receives and how much it spends per claimant. One tradeoff that states face in operating RESEA programs on a given budget is whether to serve a larger number of claimants less

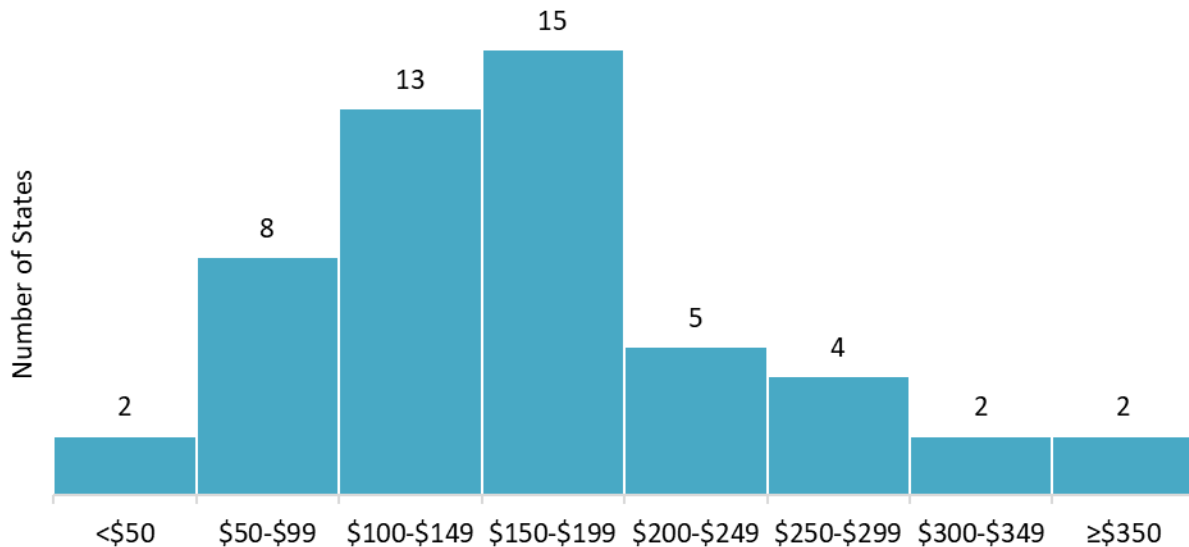
## RESEA PROGRAM SIZE AND ALLOCATION OF SERVICES

intensively (spending less per claimant) or a smaller number of claimants more intensively (spending more per claimant).

### ❖ States vary greatly in how much they spend in RESEA funds per RESEA participant.

Exhibit 2-3 uses states' RESEA plans for FY 2021 to show how states vary in their RESEA spending per participant served. The median state spends \$155 in RESEA funds per RESEA participant. But RESEA spending per participant ranges from as little as \$19 to over \$300. But most states (28 of 51) spend between \$100 and \$199 per claimant.

**Exhibit 2-3. Variation Across States in Planned Initial RESEA Meeting Spending per Participant, FY 2021**



**Source:** FY 2021 State RESEA Plans, element 9. "Staff and Administrative Costs for a Single Completed Initial RESEA".

**Note:** At the boundary, states were categorized according to rounded expenditure to the nearest dollar (e.g., a state who spends \$99.20 per participant is included in the "<\$100" category, while a state who spends \$99.80 is included in the "\$100-\$200" category).

### ❖ As of FY 2021, over half of states use subsequent RESEA meetings.

One potential way in which a state's program could be more intensive is by including subsequent sessions. According to states' RESEA plans, in FY 2021, 30 states plan to use subsequent sessions, while the other 21 plan to use only an initial session.

Without access to state RESEA plans for earlier years, it is unclear how the number of states that use subsequent sessions over time has changed, however, the ETA 9128 reports that states submit to DOL do allow us to compute the total number of RESEA sessions scheduled and completed per claimant selected for RESEA over time. As shown in Exhibit 2-4, the average number of sessions scheduled and completed per selected claimant grew between FY 2015 and FY 2017 before declining slightly between FY 2017 and FY 2019.

Use of subsequent sessions is not the only factor that could affect the ratio of the number of sessions completed to the number of sessions scheduled. A higher rate of FTR would tend to increase the average number of sessions scheduled per selected claimant because of the need to schedule another meeting if the

## RESEA PROGRAM SIZE AND ALLOCATION OF SERVICES

claimant does not show for the first scheduled meeting. However, a higher rate of FTR would tend to decrease the total number of sessions completed (see Chapter 5 for description of states’ efforts to reduce rates of failure to report). By contrast, use of subsequent sessions would tend to increase both the average number of sessions scheduled and average number of sessions completed per claimant. Given that from FY 2015 through FY 2019 those two ratios tend to move in the same direction, changes in use of subsequent sessions seem more likely to be the primary driver of changes in meetings scheduled and held per claimant.

The pattern changes in FY 2020. Between FY 2019 and FY 2020 the total sessions scheduled per selected claimant increases, but the total completed per selected claimant decreases. A reasonable conjecture is that the pandemic impeded claimants’ ability to attend meetings or states’ ability to carry out all scheduled meetings. Chapter 9 discusses pandemic-related challenges to RESEA program operations and the strategies that states used to respond to those challenges.

**Exhibit 2-4. Average Number of RESEA Sessions Scheduled and Completed per Claimant Selected, by Fiscal Year**

Fiscal Year	Number of State RESEA Programs <sup>a</sup>	Average Sessions Scheduled per Claimant Selected for RESEA	Average Sessions Completed per Claimant Selected for RESEA	Total RESEA Sessions Conducted
2015	44	1.45	0.892	943,509
2016	49	1.45	0.911	1,023,160
2017	51	1.52	0.990	1,090,784
2018	51	1.42	0.913	1,066,777
2019	51	1.43	0.905	1,059,437
2020	50	1.73	0.872	740,926
2021	50	1.37	0.712	600,269

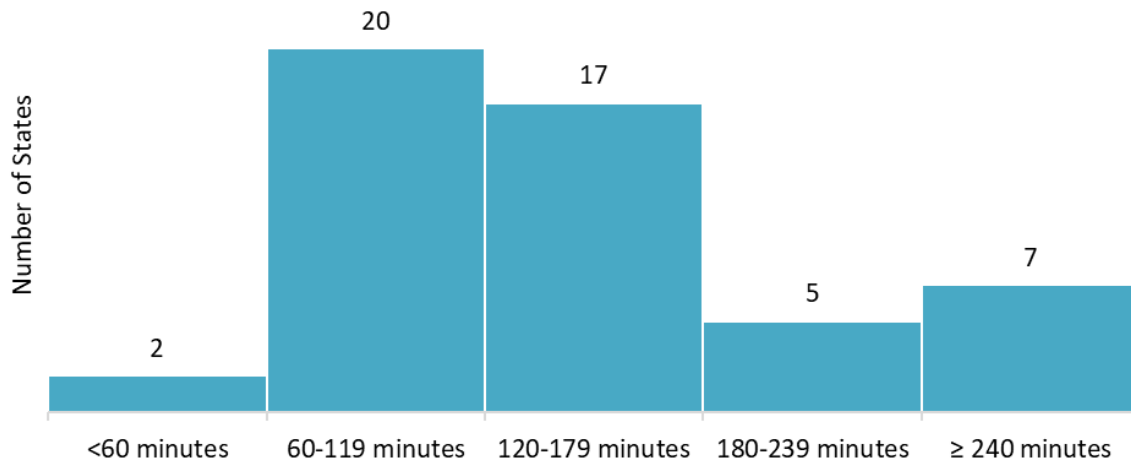
**Source:** ETA 9128 reports (Elements c1, c2, c3).

**Note:** For the purposes of this table, “Selected for RESEA” is defined as having been scheduled for an initial session.

### ❖ States vary greatly in the amount of staff time dedicated to each initial RESEA meeting.

Another way in which a state’s program can be more intensive is by spending more time working with each RESEA claimant in any given meeting. Exhibit 2-5 shows how states vary in the amount of staff time used per initial RESEA meeting, as described in FY 2021 RESEA State Plans. The median number of staff time for each initial RESEA is two hours. But this varies from as little as 45 minutes to as much as six hours. This does not necessarily indicate that participants meet with staff for six hours. For instance, more than one staff person may be involved in a meeting at the same time. Or the estimates could potentially include staff time to prepare for or follow up on a meeting. It is also possible that actual staff time differs from planned staff time. However, the fact that the staff time estimates in states’ RESEA Plans are the basis for which DOL provides funding to states suggests that it is important that those estimates at least roughly reflect what actually occurs.

**Exhibit 2-5. Variation Across States in Planned Staff Hours per Initial RESEA Session, FY 2021**



Source: FY 2021 State RESEA Plans.

### 2.3. Allocation of Staff Time among RESEA Program Activities

Exhibit 2-6 shows how staff time is allocated across different elements of initial RESEA meetings, based on categories of activities that DOL asks states to report on in the FY 2021 RESEA State Plan template (see UIPL 13-21, Attachment II).

❖ **Nearly 90 percent of staff time in initial RESEA sessions is dedicated to reemployment services.**

On average, 12 percent of staff time is dedicated to eligibility review, while the other 88 percent is spent on some type of reemployment services-related activity (see Exhibit 2-6). Activities in blue are about providing information (AJC orientation, labor market information). Those constitute a total of 25 percent of initial meeting staff time. The largest chunk of time (an average of 43 percent) is spent on providing more customized services (see green segments of Exhibit 2-6)—developing a reemployment plan and providing services consistent with that plan. An average of 20 percent of initial meeting staff time is spent connecting RESEA participants to reemployment services available through partner programs (see gray segments of Exhibit 2-6)—enrolling participants in ES or referring them to additional services.

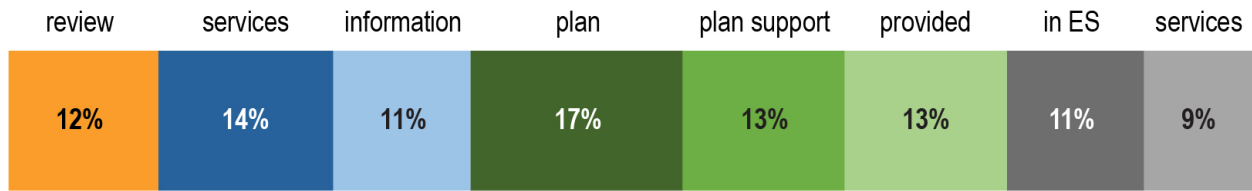
❖ **States that spend more time on eligibility assessment also tend to spend more time on reemployment services.**

In general, states that spend more time on one type of activity also tend to spend more time on others. For example, the time spent on eligibility review is positively correlated with time spent on each of the other individual activities.<sup>24</sup> Rather than trading off between time spent on eligibility assessment and reemployment assistance-related activities, states that spend more time on eligibility assessment also tend to spend more time on assistance activities.

<sup>24</sup> The correlation between time spent on eligibility review and time spent on other activities ranges from a correlation of .737 with time spent on ES enrollment to a correlation of .242 with time spent on “other services.”

## RESEA PROGRAM SIZE AND ALLOCATION OF SERVICES

**Exhibit 2-6. Percent Staff Time Allocated to Each RESEA Initial Meeting Activity, FY 2021**



**Source:** FY 2021 State RESEA Plans. N=51.

Of course, an important mechanism through which RESEA serves claimants is by connecting them to employment services offered by RESEA partner programs. As such, data on RESEA meetings do not fully capture the intensity of services received by RESEA claimants that may be attributable to their selection into RESEA. The next chapter describes ways in which RESEA is integrated into the broader workforce system.

### 3. RESEA Connections to Workforce Partners

This chapter discusses how state and local programs coordinate RESEA services with those offered by partner programs in the DOL-led public workforce system. For two reasons, the coordination of these service delivery systems is crucial to understanding RESEA. First, RESEA activities are provided in the context of a workforce system that offers many services that may benefit RESEA participants. RESEA is meant to supplement, not supplant, those existing programs.

Second, a specific statutory aim of RESEA is “to promote alignment with the broader vision of WIOA of increased program integration and service delivery.”<sup>25</sup> In particular, DOL emphasizes RESEA’s coordination with the ES and the WIOA Adult and Dislocated Worker programs.

Exhibit 3-1 provides an overview of the public workforce system. As the exhibit notes, programs directly authorized under WIOA<sup>26</sup> are the “core” of that system. WIOA provides funding as well as an overarching planning and performance measurement framework for an array of federal, state, and local employment, education, training, and support services to help workers succeed in the labor market and employers find workers with the skills they need to compete globally.

The passage of WIOA sought to foster greater innovation and alignment across workforce development services. WIOA’s name indicates the innovation emphasis. And of the six goals that WIOA’s authorizing legislation (P.L. 113-128) lists, the second is: “To support the alignment of workforce investment, education, and economic development systems in support of a comprehensive, accessible, and high-quality workforce development system in the United States.”

As part of that effort, P.L. 113-128 mandates a “one-stop delivery system” that brings together various employment-related programs to streamline job-seekers’ access to services and reduce duplication of services. In addition to core programs, WIOA mandates additional required partner programs and specifies optional partners that states and local areas may include in their WIOA planning processes. Exhibit 3-1 lists those partners. UI, under which RESEA operates, is a mandatory WIOA partner.<sup>27</sup> Throughout this report we refer to these mandatory and optional partner programs as “workforce system partners.” When the report refers to “WIOA staff” or “ES staff,” that indicates staff whose positions are funded principally or in whole through WIOA Title I funding or Wagner-Peyser (WIOA Title III) funding, respectively. WIOA Title I staff are typically employed by the AJC operator, which may be the local workforce development board or a contractor of that board. ES staff are typically state merit staff.

#### Key Findings

- Nearly all states conduct RESEA meetings within AJCs to facilitate better access to reemployment services.
- State leadership report that coordination across programs is important, but actual coordinated planning may not occur in many states.
- States use different models for staffing RESEA meetings, but involvement of staff from partner programs is common.
- Integrated data systems that bring together UI, RESEA, and workforce reemployment services promise to aid in coordination, but only a modest share of states have them in place.

<sup>25</sup> SSA Section 306.

<sup>26</sup> See P.L. 113-128.

<sup>27</sup> See P.L. 113-128.

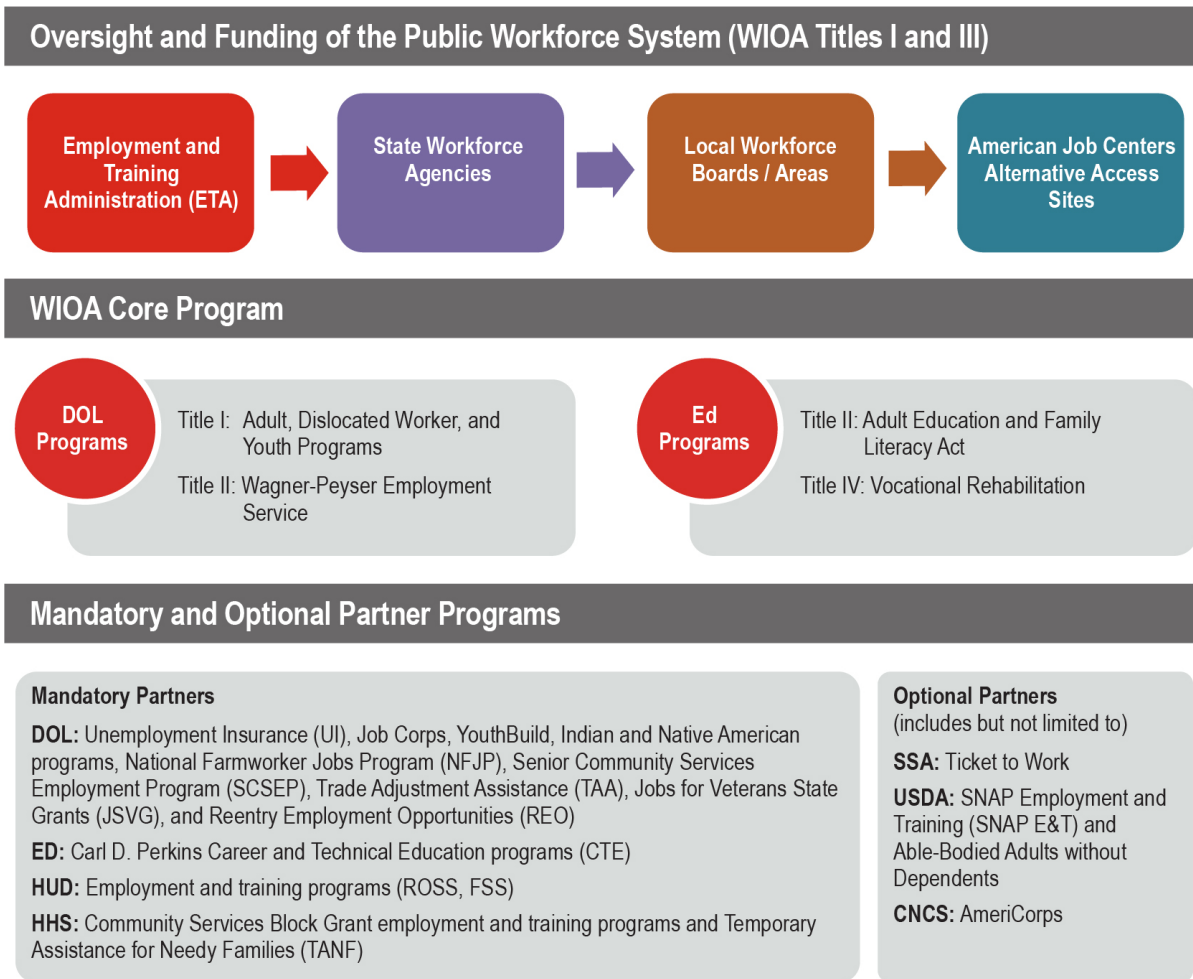


## RESEA CONNECTIONS TO WORKFORCE PARTNERS

WIOA emphasizes alignment among workforce system core partner programs through requirements such as common performance measures; development of state, regional, and local plans that incorporate partners; resource-sharing; representation of partner programs on state and local workforce development boards; and data sharing and integration. Job seekers and employers access workforce system services through a network of more than 2,500 AJCs where those clients can access services funded by an array of partner programs.

Individual programs within the workforce system are to some degree distinct in the particular set of services they offer and the populations they serve. But these employment and training programs also often share many commonalities in their goals, the populations they work with, and the services they could potentially provide.

**Exhibit 3-1. Public Workforce System Partners and Organization**



Source: Created by Abt Associates, based on text of P.L. 113-128.)

If they coordinate services, these workforce system programs can, in theory, be more effective and efficient than if operating wholly independently. For example, DOL emphasizes that RESEA programs

find ways to customize reemployment services according to participants' specific circumstances.<sup>28</sup> Some participants might require services of a different type or duration than can be realistically provided within RESEA meetings. Connections from RESEA to other programs can broaden the customization options by providing participants access to a wider array of services than would be available through RESEA alone. For example, an RESEA participant may benefit from an interviewing skills workshop or basic skills training, services offered by AJC partner programs, but not by RESEA. Coordination can also promote RESEA's program integrity aims. Because staff from other programs work regularly with RESEA participants and other UI claimants, they can help claimants meet work search requirements and can also report non-compliance with requirements that they become aware of. Finally, coordination among programs provides opportunities for those programs to identify and reduce service duplication, increasing efficiency and allowing more customers to be served.

In practice, states employ many complementary strategies to coordinate RESEA with other workforce programs. In this chapter, Section 3.1 discusses these strategies for coordinating RESEA with other workforce programs: states co-locating RESEA and other workforce development services. Section 3.2 discusses leadership and planning. Section 3.3 discusses cross-training and/or staffing RESEA services with other WIOA staff. Section 3.4 discusses states' investments in integrated data systems that support seamless service delivery across programs.

### 3.1. Co-locating RESEA with Workforce System Partners

Congress and DOL intend that RESEA be an "entry point for [UI] claimants into other workforce system partner programs."<sup>29</sup> Although the workforce system offers an array of services from which UI claimants could benefit, many claimants may be unaware of what they are or how to access them without assistance. Conducting RESEA meetings in the same building or complex as these other services is a straightforward way to address that problem. In particular, consistent with WIOA's vision for a one-stop delivery system, AJCs are designed as places where job seekers and employers can find relevant services in a single location. As such, holding RESEA meetings in an AJC is a natural coordination strategy.

#### ❖ Nearly all states co-locate RESEA with other workforce reemployment services at local AJCs.

States that responded to the survey indicated that before the pandemic, almost all of them (42 of 43) held at least some RESEA meetings in person at an AJC. In interviews, RESEA staff reported that co-location allows staff to collaborate easily, both formally and informally (e.g., during a break or in the hallway). Holding RESEA meetings in AJCs puts claimants in physical proximity to available services, which also permits claimants to more easily access workforce services offered by partner programs.

Anecdotally, staff also reported that RESEA's wide reach, mandatory nature, and co-location with AJCs make it a potentially powerful tool for the workforce system to reach a large number of job seekers. A staff person in one state emphasized that RESEA "has always been a steady draw of customers to the AJC.... This is a pipeline into the AJC that helps folks find what they're looking for."

#### ❖ The pandemic introduces uncertainty about the extent of co-location in the future.

Since the onset of the pandemic, workforce programs including RESEA have seldom been able to deliver services in-person at AJCs. In response, states have rapidly increased their capacity to provide remote and virtual services. This change in services includes holding RESEA meetings remotely. Now that states have developed this expanded capacity to provide remote and virtual services, such services seem likely

<sup>28</sup> See, for instance, UIPL 13-21, Section 4.

<sup>29</sup> Section 306(b), SSA

to remain a larger part of state RESEA programs, even after in-person services become feasible once the pandemic subsides.

States and local areas may be able to develop online one-stop service hubs that can sufficiently simulate the benefits of physical proximity. But if that does not occur, then a shift toward holding RESEA meetings remotely risks losing some of the benefits of co-location. Chapter 8 discusses the effects of the pandemic on service delivery approaches, and especially remote delivery of RESEA services, in more detail.

### **3.2. *Aligning State and Local Policy and Practice***

While co-location facilitates connections between RESEA and other workforce system programs, integration in areas such as cooperative staffing arrangements and of IT systems requires a higher level of collaboration among leadership of workforce partner programs. DOL encourages state RESEA administrators to engage their state Workforce Development Board (State Board) to help better integrate RESEA into the state's broader workforce service delivery strategy.<sup>30</sup>

#### **❖ State RESEA leadership echo the federal message that coordinating state-level planning with workforce system partners is important.**

In interviews, RESEA staff report that state coordination is important for strong service delivery. An official in one state mentioned that having a planning and strategy team that includes senior agency policy leadership, RESEA and UI offices, and workforce development staff has been “strongly beneficial.” That coordinated planning can help align policy changes and language across programs. One state holds regularly scheduled state-level coordination meetings among workforce program leadership. A staff member from that state noted that this coordination aligns training of staff from different programs to ensure that “we are all in line with the same information and that we’re trying to assist the claimants with the dual process of trying to reduce their UI duration.”

#### **❖ In spite of potential benefits, RESEA coordination with state Workforce Development Boards appears to be far from universal.**

As mentioned above, DOL encourages state RESEA programs to engage their State Board in coordinated planning, although evidence from the study indicates that State Board coordination may not be common. State Boards did not feature prominently in RESEA staff members' discussion of cross-program coordination. Survey responses also indicate that it is not a common strategy. In the spring 2021 survey, only about one-quarter of responding states (13 of 50) report that their RESEA program works with the State Board to promote integration. More states, though still a minority (19 of 50), report working through the WIOA state plan to promote RESEA integration with workforce system partners. Most (28 of 50) states report doing neither. Substantive work related to the state's WIOA plan should involve the State Board. The fact that not all states that report working through the WIOA plan also report working with the State Board could indicate that the extent of cross-program coordination involved in producing WIOA plans may often be modest.

One place where cross-program coordination could manifest itself is cross-program staffing, such as using WIOA staff to staff RESEA meetings (see further Discussion in Section 3.3). Across all states, 35 percent of survey respondents report that WIOA staff participate in RESEA meetings. But among states that report RESEA coordination with the State Board, that figure is twice as high, 71 percent. This

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<sup>30</sup> E.g., see UIPL 13-21 (DOL 2021), Section 3.

suggestively indicates that RESEA coordination with the State Board might be consequential for meeting staffing decisions. By contrast, we do not observe this kind of pattern among states that report using the WIOA state plan for integration. Among those states, the percent that report that WIOA staff participate in meetings is the same as for states that did not (35 percent in each). This provides further suggestive evidence that reported co-planning with the State Board is a more meaningful indicator of coordination than is coordinating through the State WIOA Plan.

### 3.3. Staffing RESEA Meetings

Consistent with program aims of improving UI claimants' employment outcomes and strengthening program integrity, the RESEA meetings involve both providing *reemployment services* and *assessing continued eligibility* for UI. DOL permits either UI staff or staff who primarily provide workforce partner services to conduct RESEA meetings. DOL also encourages states to revisit staffing approaches to promote integration.<sup>31</sup> Interviews indicate that ES staff (typically state merit staff) or WIOA staff (typically employed by the AJC operator) are the most likely partner staff to conduct RESEA meetings. Of course, depending on their organizational home, staff will likely vary in their relative expertise in the respective reemployment services and assessing eligibility components. For instance, as a result of their day-to-day work and training, a WIOA staff person will likely know more about available basic skills training options than would a UI staff person. Similarly, a UI staff person is likely to better understand UI eligibility requirements than would staff whose primary responsibilities are not UI related. Consequently, DOL requires that any non-UI staff who conduct RESEA meetings be trained by UI staff in RESEA requirements in general and procedures for reviewing eligibility and detecting eligibility issues in particular.<sup>32</sup>

Regardless of such cross-training, the choice of how to staff RESEA meetings could theoretically affect the content of the meetings. For example, a staff person who regularly administers WIOA Title I programs could have a relatively stronger reemployment service expertise than someone who worked strictly on UI. One might also expect that they better understand the employment and training services offered through the WIOA Adult and Dislocated Worker programs and because of that greater familiarity may be more likely to make referrals to WIOA Title I services than would full-time RESEA staff.

#### ❖ States use different models for staffing RESEA meetings, but involvement of staff from partner programs is common.

Based on the states included in the staff interviews, three approaches to staffing the RESEA meetings were identified: RESEA-funded staff only, partner program staff only, and mixed staffing models, each of which is discussed further below.

**RESEA-funded Staff Only.** In two of the 10 staff interview states, all RESEA meetings are conducted by a single fully RESEA-funded staff position. In theory, this approach could offer the potential advantages of specialized staff being able to develop greater expertise in how to conduct RESEA meetings. Because they are technically state UI staff, they may be likely to better understand eligibility issues and could potentially be more effective in the eligibility assessment function than staff from other workforce programs. However, this approach could plausibly risk reducing integration with WIOA if

<sup>31</sup> E.g., see UIPL 13-21 (DOL 2021), Section 8.

<sup>32</sup> When staff detect issues that are referred for determination, UI staff make the determination decisions. The eligibility determination function is funded through the state's regular UI administrative grant, not the RESEA grant.

procedures are not in place to ensure that RESEA-funded staff are well informed about partner programs' services and that they develop working relationships with staff from those programs.

**Partner Program Staff Only.** In four states included in the staff interviews, staff from partner programs such as ES or WIOA conduct the RESEA meetings. When not conducting RESEA activities, those staff's primary function is providing reemployment services. As such, one state administrator reported that this model helps ensure that the program emphasizes reemployment rather than focusing too much on UI claims and compliance. ES staff exclusively lead the meetings in three of these four states. In the fourth state, either ES or WIOA staff may conduct the meetings. In Wisconsin, although RESEA meetings are led by ES staff, a WIOA staff person may also attend part of the initial meeting to present information on Title I (WIOA Adult and Dislocated Worker) services.

**Text Box 3-A. A Local AJC's Approach to Delivery of RESEA Reemployment Services**

*“Because of the integrated service delivery, everybody is doing a little bit of everything here [at our AJC] .... We don't have enough people to say, ‘You're only going to do this one thing and this only.’ ... So, we by necessity, we're jacks of all trades.”*

—AJC director

**Source:** Abt remote site visit interviews with state and local program staff involved with RESEA, Summer/Fall 2020.

**Mixed Staffing Models.** Mixed staffing approaches for providing RESEA meetings are the most common among the states included in the staff interviews (in 5 of the 10 states). In those states, meetings can be conducted either by RESEA-funded staff or by staff from partner programs. In some states, the mixed strategy appears to be motivated by managing workloads. In those states, staffing can vary across locations or depending on level of demand. In one state, staff in lower-volume rural areas used an AJC-staff-only model, with ES and other state-funded staff splitting their time between RESEA and other services offered by AJCs. However, in larger, urban AJCs, that state employs a RESEA-funded staff model. Another state primarily uses RESEA-funded staff, however, ES and WIOA staff can help to facilitate, or facilitate the meeting entirely themselves, if RESEA staff are short-handed or dealing with a large number of claimants. While this approach has operational advantages, it could lead to inconsistency in meeting content, depending on which kind of staff are conducting the meetings.

In other cases, the mixed staffing model involves having staff from different programs work together to conduct the meeting. In one state, dedicated RESEA-funded staff and ES staff conduct the meetings together.<sup>33</sup> In another state, ES staff lead the meetings, but UI staff also attend. This approach allows the meetings to include one staff person with greater expertise in the reemployment services function and one with greater expertise in eligibility assessment. That could lead to more effective administration of both functions, though having two staff members involved is also likely to be more costly.

**3.4. Linking Data Systems**

Because different workforce programs have distinct funding, varying reporting, and program management requirements, states often build separate data systems or platforms to support different programs. As discussed in this section, UI data and workforce program data often are entirely separate performance and reporting systems (see also Poe-Yamagata et al., 2011). For RESEA, which is operated by UI and as

<sup>33</sup> During the pandemic, these staff conducted sessions separately to manage the high volume of claimants.



discussed above may involve staff from multiple programs, separate data systems with data that is not linked at the individual level can cause challenges.

First, lack of linked data can make it harder for staff to ensure that participants engage with appropriate reemployment services. If the staff member who conducts RESEA meetings does not have access to workforce system case management data, it is more difficult to schedule appointments for partner program services (e.g., a resume workshop). DOL also emphasizes that states explore how RESEA programs could include ongoing case management of greater intensity (DOL, 2020). Even so, RESEA staff need access to workforce services data systems in order to track what services an RESEA participant has received.

Lack of linked data can also complicate compliance enforcement. For example, the staff who conduct RESEA meetings may not have access to systems through which eligibility issues or failure to report are referred for adjudication which adds steps to the process of reporting non-compliance. This lack of access can lead to increased staff costs or underreporting of claimant compliance issues.

### ❖ States have made some progress in linking data systems, but doing so is a challenge.

Three of the 10 staff interview states reported linking UI and RESEA data to other workforce data from programs such as ES and WIOA Title I. For example, in one state, the UI and RESEA systems are linked to the case management system for AJCs, giving UI staff access to appointment information. Text Box 3-B describes one state's highly linked system and the benefits that come from that inter-connection. One other state plans to launch a new data system with these kinds of connections in the near future.

#### **Text Box 3-B. One State's Approach to Integrated Data Systems**

*“Once there's a RESEA selection, it is interfaced over to the UI database, workforce database, and also with [our virtual assistant to keep in contact with claimants]. [Our] data system helps to facilitate communication between RESEA staff and UI staff regarding claimant cases. It's a virtual one-stop operating system that collects data for workforce activities for all programs under WIOA and is the state's data collection system for federal reporting and case management for all programs under WIOA, including RESEA. There are interfaces with UI for RESEA to allow for easy communication. It is connected to the same system customers use for self-service.”*

—Business Process Analyst

**Source:** Abt remote site visit interviews with state and local program staff involved with RESEA, Summer/Fall 2020.

Nonetheless, linking data systems is challenging. Survey responses indicate that less than half of states have taken steps to integrate data systems that would allow staff to access both UI and workforce data. States that have not yet taken this step emphasized a couple of challenges in interviews. First, RESEA staff cited the confidential nature of UI data and setting up secure systems and customizable permissions to make sure staff from different programs are accessing only appropriate information. Second, states named as a barrier the financial cost of developing and maintaining a linked system.



## 4. Selecting Claimants for RESEA

DOL guidance has given states discretion as to which UI claimants to select for their RESEA program.<sup>34</sup> Previously, state RESEA programs were required to target two specific groups: (1) UI claimants most likely to exhaust benefits; and (2) transitioning veterans receiving Unemployment Compensation for Ex-Servicemembers (UCX). Beginning fiscal year 2019, states have more flexibility to select claimants deemed most appropriate by whatever criteria the state applies.<sup>35</sup> Given SSA Section 306(c)'s focus on using strategies that increase programs' impacts on participant outcomes, one possible criterion is focusing selection on claimants whose employment and UI duration outcomes are most likely to be improved through participation on RESEA.

This chapter discusses state approaches to selecting claimants for RESEA. Section 4.1 describes states' current approaches to selecting claimants and their responses to changes in RESEA program rules. Section 4.2 focuses on changes to their claimant selection approach that states reported were under consideration.

### Key Findings

- Despite more latitude in selecting claimants, most states still use their pre-FY 2019 approach.
- Program capacity can influence the number of UI claimants selected for RESEA.
- Many states do not agree that claimants with the highest profiling scores are the most likely to benefit from RESEA.
- Several states are considering changing their approach.

### 4.1. Current Selection Approaches

This section describes the approaches states use to select claimants, limited changes made since FY 2019, and local variation in claimant selection.

❖ **Most states (86 percent) continue to select claimants based wholly or in part on having a high profiling score.**

Prior to FY 2019, states were required to select UI claimants using the methods established for the state's Worker Profiling and Reemployment Services (WPRS) program.<sup>36</sup> Although no longer required, most states, through spring 2021, continued to select claimants with higher probability of UI benefit exhaustion using the WPRS profiling model or similar method.<sup>37</sup> Exhibit 4-1 shows the types of claimants that states report targeting for RESEA. As shown, about 66 percent of states responding to the Wave 3 survey

<sup>34</sup> UIPL 7-19 (DOL 2019)

<sup>35</sup> Certain claimants are not required to participate in RESEA. Exempted claimants include those with a definite or anticipated return-to-work date, hired through a union hiring hall, or enrolled in an approved training program. Some states have additional state-specific exclusion criteria. For instance, Ohio excludes claimants who previously completed the RESEA program or received similar services (e.g., job search assistance) in the previous 12 months.

<sup>36</sup> Under Section 303 of the Social Security Act, states are required to use a profiling system to identify claimants for reemployment services. States that incorporate the WPRS profiling score model into their RESEA program on a statewide basis are considered to have met WPRS requirements.

<sup>37</sup> Selection by profiling score system generally works as follows: The state first calculates a score for UI claimants who meet the eligibility criteria for RESEA, based on a predictive model. That score reflects the claimants' estimated probability of exhausting their claim without finding a job. Then claimants are sorted by their assigned score. Finally, states select UI claimants—typically, starting with those who have the highest score.

prioritize solely those claimants who are most likely to exhaust UI benefits for RESEA service, with those with a high probability of doing so given priority for RESEA services. An additional 26 percent of states select claimants based in part on profiling score and in part on other factors. Only a small portion (5 percent) of states report that selection in their state does not depend on risk of UI benefit exhaustion.

As Exhibit 4-1 shows, there has been a slight shift in the types of claimants that states target for RESEA. Between Wave 1 and Wave 3, fewer states indicated that their approach to selecting claimants for RESEA does not depend on claimants’ likelihood of exhausting UI benefits. There has also been an increase in the number of states who target claimants based on their risk of UI benefit exhaustion in addition to other characteristics.

**Exhibit 4-1. Types of Claimants That States Target for RESEA**

Type of Claimant	Wave 1		Wave 3	
	# of States	% of States	# of States	% of States
Claimants who are deemed most likely to exhaust UI benefits	30	70%	33	66%
Claimants who have both a high risk of UI benefit exhaustion and other characteristics that make them an appropriate participant	7	16%	13	26%
Selection for RESEA does not depend on how likely they are to exhaust UI benefits	5	12%	2	4%
Did not respond	1	2%	1	2%
<b>TOTAL</b>	<b>43</b>	<b>100%</b>	<b>50</b>	<b>100%</b>

**Source:** Wave 1 and Wave 3 Survey, Question Q2a1. Wave 1 N=43. Wave 3 N=50.

**Note:** All 43 states that responded to the Wave 1 survey responded in Wave 3. “Did not respond” indicates that the respondent declined to answer the question. When asked about current selection approaches, the survey also included response options for whether programs selected claimants who were “somewhat more likely”, “somewhat less likely,” or “least likely,” respectively, to exhaust UI benefits. No states indicated that they used such approaches.

States have made minimal to no changes to their claimant selection approach, even with the elimination of the profiling requirements. None of the states interviewed for this study report have changed their selection criteria in response to the new flexibility. Likewise, according to the survey, only five states (12 percent) have changed their claimant selection approach. Those states that made changes tend to focus more on including claimants with a lower range of profiling scores/risk of benefit exhaustion, incorporating local labor market information and economic trends into their selection approach, or substituting random selection.

**❖ Program capacity can influence the number of UI claimants who are selected for RESEA.**

RESEA programs have fixed budgets and the capacity to serve a limited number of participants annually in each AJC. In contrast, the number of RESEA-eligible UI claimants varies over time—primarily because of seasonal and business cycle factors. As such, states need a strategy to manage that variability.

Based on the interviews, states varied in the strategies they use to address potential fluctuations in the number of RESEA-eligible UI claimants. Of the 10 states where interviews were conducted, four appear to have sufficient capacity such that the variation does not affect selection for RESEA. That is, all claimants meeting the fixed criteria (e.g., profiling score cutoff value) are selected and passed as a list to the AJC. Among the other states, four make some adjustment at the state level (e.g., varying the cutoff score—over time and across AJCs). In the remaining two states, the entire list of claimants eligible for

RESEA is sent to the AJC; the AJC then selects claimants, starting with those who have the highest profiling score and are most likely to exhaust UI benefits until RESEA staff capacity is met.

**Text Box 4-A. Wisconsin’s Approach to Matching Number of Claimants Selected to AJC Capacity**

*Staff in one site visit state report that their state selects claimants for RESEA based on whether their profiling score meets the established cutoff score, with claimants who score at or above the cutoff score selected for RESEA. The state varies the cutoff score depending on local AJC capacity. During periods with a high volume of UI claimants, the state might increase the threshold to limit the number of UI claimants selected for RESEA. For example, state staff report that the cutoff score was adjusted during the COVID pandemic, a period of high unemployment claims, to account for staff capacity.*

*This state develops the profiling score based on the responses provided on an online assessment. All UI claimants who are required to perform work searches must complete the online orientation and assessment within 14 days of being instructed to do so. The online assessment consists of questions on topics such as work readiness, career/skills, familiarity with technology, and available resources to support claimant’s employment (e.g., childcare, transportation). A score for the assessment is calculated based on each question’s assigned point value, which can vary over time. A high score indicates that the claimant is not work ready. Claimants with a score above the cutoff score are selected for RESEA. Most claimants are selected and notified during the third UI benefit week.*

**Source:** Abt remote site visit interviews with state and local staff involved in RESEA programs, Summer/Fall 2020.

**Note:** The evaluation team received permission from the state to include its name.

## 4.2. States’ Perceptions on Changes to Selection Approaches

States’ survey and interview responses indicate that many are interested in selecting claimants based on criteria other than risk of UI benefit exhaustion. This section considers the types of claimants that states perceive would benefit from RESEA, and potential changes to states’ claimant selection approach.

❖ **Many states do not agree that claimants with the highest profiling scores are the most likely to benefit from RESEA.**

Though the overwhelming majority of states continue to select claimants based solely or predominantly on profiling scores, states appear to believe that RESEA participation would offer some benefits to all claimants regardless of profiling score. Indeed, previous research has not found a relationship between profiling score and employment outcomes (Black et al., 2003; Klerman et al., 2019). About a third of state survey respondents report that all claimants are equally likely to benefit from the RESEA program, regardless of likelihood of UI benefits exhaustion. More than half of the states that target claimants who are most likely to exhaust do not believe that such claimants would benefit most from RESEA participation—whether the benefit is better employment outcomes or reduced UI duration (Exhibit 4-2).

These survey responses suggest that if states had the budget and staff capacity to support it, they would expand the RESEA program to other claimants. In fact, when asked whether they would recommend selecting claimants other than those who are most likely to exhaust UI benefits, almost three-quarters (72 percent) of state survey respondents either “strongly” or “somewhat recommend” making such a change in order to make the RESEA program more effective.

**Exhibit 4-2. States’ Current Selection Practices and Perceptions of Who Benefits from Selection**

Claimants That State’s RESEA Selection Process Currently Targets:	Claimants Who Would Benefit Most from Selection to RESEA:					TOTAL
	Most Likely to Exhaust	Somewhat More Likely Than Average to Exhaust	Somewhat Less Likely Than Average to Exhaust	Least Likely to Exhaust	All Claimants Are Similarly Likely to Benefit	
Most likely to exhaust	13	3	1	3	13	33
Most likely to exhaust, plus other characteristics	1	0	0	0	0	1
High risk of benefit exhaustion plus other characteristics	3	1	0	0	9	13
Selection for RESEA does not depend on how likely they are to exhaust UI benefits	0	2	0	0	0	2
<b>TOTAL</b>	<b>17</b>	<b>6</b>	<b>1</b>	<b>3</b>	<b>22</b>	<b>49</b>

**Source:** Wave 3 Survey, Question 2.a.1 and 2.a.2. N=49.

**Note:** Number of states is shown in the exhibit. One state did not respond to either Question 2.a.1 or 2.a.2, so responses from 49 states are included. When asked about current selection approaches, the survey also included response options for whether programs selected claimants who were “somewhat more likely”, “somewhat less likely,” or “least likely,” respectively, to exhaust UI benefits. No states indicated that they used such approaches.

**❖ More than one-quarter of states report interest in incorporating different criteria to select RESEA claimants. The specific criteria vary among states.**

Overall, the changes under consideration by states reflect the idea that RESEA services could have a larger impact on claimants who are not most likely to exhaust UI benefits. Among the 12 states (out of 43) that report in the Wave 1 survey that they are considering changes to their approach, changes under consideration include focusing on claimants with lower profiling scores/risk of benefit exhaustion, selecting claimants randomly, changing rules for selection of veterans, and incorporating local labor market information and economic trends. States’ reported interest in changing their selection process to include claimants with a lower profiling score or to use random selection suggests that states want to select a wider range of UI claimants for RESEA.

Additionally, staff in two states report an interest in excluding claimants with seasonal or cyclical employment or who have previously received RESEA services. Previous studies have found a large share of UI claimants are those that repeatedly receive UI benefits (Meyer & Rosenbaum, 1996). Though they might not have an official rehire date, these claimants are likely to wait for their jobs to reappear, so reemployment services will not be as beneficial to them. One staff interview state is considering adding two selection criteria to reduce the number of claimants who work seasonally or are repeatedly selected: (1) number of prior claims with same employer; and (2) number of prior exhaustions with the same employer. These claimants typically include workers, such as school bus drivers or resort workers, who are unemployed for similar periods in (nearly) every year. Lastly, two staff interview states anticipate that they might make changes to their selection process based on the results of their RESEA program evaluations.

While states report interest in making changes to their claimant selection process, responses to the survey and staff interviews show that states have made minimal changes, if any. One possible reason is that

## SELECTING CLAIMANTS FOR RESEA

states do not have a strong incentive to change their selection methods. Changing existing processes requires time and effort. For states with limited staff capacity, making changes to the claimant selection process may not be an urgent issue to address. Additionally, using profiling within RESEA allows states to meet WPRS requirements, which specifies that states must use a profiling system to identify claimants for reemployment services. Thus, many states are likely to continue using a profiling method within RESEA to avoid needing to operate a separate WPRS program.

## 5. Promoting Participation in RESEA

The RESEA program can directly affect claimants' employment and duration on UI through the activities at the RESEA meeting.<sup>38</sup> However, if claimants do not attend the meeting (“failure to report” or “FTR”), no employment assessment is conducted, no reemployment services are delivered, ongoing eligibility is not assessed, and no referrals are made to other workforce services.

Section 5.1 of this chapter reviews FTR rates. Section 5.2 describes states' responses to those who fail to report for the initial meeting. Section 5.3 then describes state policies for scheduling meetings that may reduce FTR. Section 5.4 describes how states use notifications and reminders to increase attendance.

### 5.1. Rates of Failure to Report

Despite being mandatory, non-attendance at meetings is a persistent challenge, not just for RESEA, but also for its predecessor REA. For example, one REA Impact Study (Klerman et al., 2019) found that in the four states evaluated,<sup>39</sup> FTR rates were high—a third to a half.

#### ❖ **FTR rates are declining but remain high, and most states indicate this is a challenge.**

Our analyses of more recent data for the RESEA Implementation Study suggest a lower, but still substantial FTR rate when compared to FTR rates in the REA program. Based on DOL data for all 46 RESEA programs for which ETA-9128 reports are available for all four quarters of FY 2016 and FY 2019, respectively, this percentage was 33 percent in FY 2016 and 31 percent in FY 2019. Consistent with these rates, 60 percent of surveyed states also indicate that claimants failing to report is a “moderate” or “major” challenge to their RESEA program.

#### ❖ **The reasons most commonly provided for FTR include transportation issues, the seasonal nature of work, childcare needs, and a lack of awareness about RESEA requirements.**

In staff interviews, state and local officials report a range of common reasons provided by claimants for failure to report, including transportation issues; childcare commitments; belief that they do not need RESEA services because their work is seasonal; and lack of awareness about RESEA requirements. In interviews, RESEA staff in two states specifically mentioned seasonal workers in rural areas as a group of claimants more likely to fail to report. These states report that seasonal workers are often selected for RESEA year after year but might not attend meetings because they know or believe they will be returning to work eventually.

Local-level RESEA staff have additional perceptions of why some claimants fail to report. Some claimants could believe that notification phone calls are a scam. Others might miss voice or text messages

### Key Findings

- Across states, approximately 30 percent of claimants failed to report in FY 2019.
- The reasons most commonly provided for FTR include transportation issues, the seasonal nature of work, childcare needs, and a lack of awareness about RESEA requirements.
- The most common consequence for participants' failure to report is suspending benefits immediately and indefinitely until compliance.
- States also view self-scheduling as a method to reduce FTR rates.
- Strategies to avoid FTR include increased frequency of reminders, automated reminders, and simplified communications with claimants.

<sup>38</sup> See Klerman et al. (2018, Sect. 2.2) for the direct/indirect causal pathway distinction.

<sup>39</sup> The state REA programs examined in Klerman et al., 2019 are Indiana, New York, Washington, and Wisconsin.



and email notification messages because they lack regular access to a smart phone and/or a computer. Local staff also comment that claimants just might not want to attend RESEA meetings or fail to realize the RESEA meetings are mandatory (Text Box 5-A).

❖ **States use multiple prevention strategies to reduce rates of FTR, with the objective of increasing employment and reducing the duration of time claimants receive UI benefits.**

Strategies used by states to prevent FTR include informing claimants about the consequences and penalties for not attending meetings, including the suspension of benefits. Among states responding to the Wave 1 survey, 63 percent of surveyed states highlight the penalties for FTR in the RESEA notification to reinforce the message that attendance at RESEA meetings is required. States also utilize multiple notifications and reminders to communicate with selected claimants who do not attend their RESEA meeting (see Section 5.4).

**Text Box 5-A. One Local Administrator’s View on Changes in Claimant Perspectives about RESEA as They Learn More About Program Services**

*“[Some people] just don’t feel they need to come in. Lots of them feel it’s not necessary. But once we [get them in the door and] explain its affiliated with their benefits, they show up. Once I explain...and spend the time with them, by the time they leave here, they usually don’t feel the same way.”*

—Local Administrator

**Source:** Abt remote site visit interviews with state and local program staff involved with RESEA, Summer/Fall 2020.

## 5.2. State Responses to FTR

Once claimants fail to report, states respond in a variety of ways that include suspension of benefits, adjudication, and pathways to return to compliance.

❖ **Over time, states have penalized a larger number of claimants who fail to attend RESEA meetings.**

According to DOL records, the annually reported number of claimants whose benefits were suspended for failure to report to an RESEA meeting increased from 124,000 to 206,000 from FY 2016 to FY 2019.<sup>40</sup> As a percentage of total RESEA meetings scheduled each year, this is an increase from 8 percent in FY 2016 to 12 percent in FY 2019.

❖ **The most common consequence for failure to report is suspending benefits immediately and indefinitely until compliance.**

Exhibit 5-1 shows the type and frequency of state responses to FTR. As shown, in about half of states responding to the survey, UI benefits are immediately and indefinitely suspended following a failure to report to an RESEA meeting. Those suspensions can be lifted once the FTR is remedied by attendance at

<sup>40</sup> The ETA 9128 report captures data for this variable at the meeting level rather than the claimant level. Therefore, if a claimant is scheduled for more than one meeting over the time of their participation in RESEA, the claimant could be disqualified for FTR reasons more than once. For example, a claimant can miss a meeting, be disqualified, attend a rescheduled meeting, have benefits reinstated, miss a subsequent meeting, and be disqualified a second time.

a RESEA meeting or when an adjudication shows that the FTR was for cause. In contrast, about 40 percent of states report they first adjudicate a claimant’s FTR before suspending benefits, either indefinitely (eight states) or for one week (nine states).

**Exhibit 5-1. Types of State Responses to FTR<sup>41</sup>**

Type of State Response to FTR	Number of States	% of States	Number of Covered Claimants	% of Covered Claimants
Benefits are immediately and indefinitely suspended until the FTR is remedied or until an adjudication shows that the FTR was for cause	21	49%	491,100	53%
Benefits are immediately suspended for a week	3	7%	43,682	5%
The case is adjudicated. If the adjudication finds that the FTR was not for cause, then benefits are suspended indefinitely until the FTR is remedied	8	19%	238,042	26%
The case is adjudicated. If the adjudication finds that the FTR was not for cause, then benefits are suspended for a week	9	21%	89,724	10%
Did not respond	2	5%	66,601	7%
<b>TOTAL</b>	<b>43</b>		<b>929,149</b>	

**Source:** RESEA Implementation Survey, Wave 1, Question 4.a.1.

**Note:** “Did not respond” indicates that the respondent declined to answer the question.

Six of the 10 sites where interviews were conducted report that benefits are indefinitely suspended following FTR. Three states adjudicate the case before making a determination about the suspension or continuation of benefits. One state suspends benefits for a week, as an immediate penalty for an unexcused absence from an initial meeting, while another gives claimants 5 to 10 business days to respond to a hold on their claim before benefits are suspended. Finally, state staff in two states report that claimants who attend an RESEA meeting during the same week as their initial FTR avoid having their benefits suspended.

While this is the most common practice, there are exceptions. In one state, claimants return to compliance once they schedule a new RESEA meeting (rather than after attending the rescheduled meeting). Should claimants fail to respond to the rescheduled meeting, an indefinite hold is placed on their claim that can be resolved only by adjudication. Another state suspends benefits indefinitely for FTR, but that state provides some leeway for claimants to avoid a FTR determination. Once they fail to report, claimants must return in person to reschedule the appointment. Benefits are suspended indefinitely until they comply with RESEA requirements.

### 5.3. Scheduling and Self-Scheduling

States use different methods of scheduling RESEA meetings to provide flexibility and convenience for claimants, with the goal of inducing higher meeting attendance rates. This section describes how state RESEA programs schedule meetings, and the gradual shift to more self-scheduling.

<sup>41</sup> Exhibit 5-1 describes the types of state responses to FTR in the week of the UI claim in which initial RESEA meetings are held.

❖ **Most states schedule initial meetings by the fifth week of the claim; prior to the COVID-19 pandemic nearly all states required in-person meetings, usually held at AJCs.**

The majority of states assign meeting dates and times to claimants selected for RESEA. Exhibit 5-2 shows how many weeks after the UI claim initial RESEA meetings are held. As shown, survey responses indicate that the median state schedules the first RESEA meeting in the fifth week of the claim, with a cumulative 70 percent of states scheduling a meeting by this time (Exhibit 5-2). Only one state waits until the eighth week of the claim to hold the initial meeting.

**Exhibit 5-2. Week of UI Claim in which Initial RESEA Meetings Are Held**

Week of Claim	# of States	% of States	Cumulative % of States
2	3	7%	7%
3	7	16%	23%
4	9	21%	44%
5	11	26%	70%
6	7	16%	86%
7	5	12%	98%
8	1	2%	100%
<b>TOTAL</b>	<b>43</b>	<b>100%</b>	

**Source:** RESEA Implementation Survey, Wave 1, Question 3.b.2.

Exhibit 5-3 shows where and how states typically hold the initial RESEA meetings, as reported in Wave 1 of the survey. In almost all states (98 percent) prior to the pandemic, the RESEA meetings were conducted in person at an AJC. As shown, some states also conduct some meetings at other locations or remotely (via phone or videoconference).<sup>42</sup> Chapter 8 discusses major pandemic-induced changes, with more meetings held remotely and fewer in person. Once public health limitations on the ability of RESEA meetings to be held in person disappear, it remains to be seen to what extent remote meetings will remain a part of states’ programs.

**Exhibit 5-3. Where/How States Typically Hold Initial RESEA Meetings**

Location/Mode	# of States	% of States
In person at an AJC	42	98%
In-person at a location other than an AJC	8	19%
Remotely by phone call (audio, not video)	6	14%
Remotely by videoconference	4	9%
Other remote option (please specify)	3	7%

**Source:** RESEA Implementation Survey, Wave 1 (administered February/March 2020), Question 3.c.1. N=43.

**Note:** Counts and percentages do not add to 100% because respondents could select more than one response.

<sup>42</sup> Chapter 7 discusses the sharp changes to meeting location that occurred as a result of the pandemic and the extent to which those changes are likely to continue.

❖ **Most states assign each selected claimant a meeting date and time and provide the option to reschedule for acceptable reasons; about a quarter of states allow for claimants to self-schedule.**

As shown in Exhibit 5-4, almost three quarters of states who responded to the survey report that they will schedule the initial meeting, while over one-quarter allow for self-scheduling. Thirty-two states that schedule the initial meeting allow the claimant to reschedule, as long as it is for an acceptable reason. For example, one AJC director says, “We’ll allow [them to] reschedule once with no issues. If they call a second time, we have to call [UI] if it might possibly be an ‘able and available’ issue. Able and available issues stop UI claims until they’re addressed.”

**Exhibit 5-4. Scheduling Method for the Initial RESEA Meeting**

Scheduling Method	# of States	% of States
State schedules and reschedules if claimant cites extenuating circumstances	31	72%
State schedules, but claimant can reschedule if extenuating circumstances arise	1	2%
State schedules, but claimant can reschedule if another time would be more convenient/preferred	0	0%
Claimant self-schedules within a window of time provided by the state	11	26%
<b>TOTAL</b>	<b>43</b>	<b>100%</b>

**Source:** RESEA Implementation Survey, Wave 1, Question 3.b.3.

With self-scheduling, selected claimants use an online system to choose a time for the initial RESEA meeting—by some number of weeks after the initial claim. For both initial and subsequent meetings, failure to schedule or attend a self-scheduled meeting is treated as FTR. During the staff interviews, one state staff person reported that one consequence of self-scheduling is an increased number of FTRs for subsequent meetings, as claimants forget or fail to self-schedule the second meeting after they complete their initial one. RESEA staff in 5 of the 10 staff interview states reported that as of 2020, they either have fully implemented (2 states), are piloting (1 state), or are considering launching self-scheduling systems in the future (2 states) to reduce burden on staff and to decrease FTR rates (Text Box 5-B).<sup>43</sup>

**Text Box 5-B. One State’s Efforts to Make Scheduling Easier for Claimants as Described in Its RESEA State Plan**

*The state’s RESEA program implemented a self-scheduler tool in July 2019 to help improve show rates. One state administrator notes in the state plan, “We quickly realized that not all customers would have either the necessary access to technology or the computer literacy to be able to take full advantage of the scheduler. Thus, offices have developed local processes to assist such customers with their scheduling to ensure the new scheduler did not become an unintentional barrier to attendance.”*

**Source:** Abt remote site visit interviews with state and local program staff involved with RESEA, Summer/Fall 2020.

**5.4. Notification and Reminders**

This section describes various approaches states take to notify and remind claimants of meetings, a strategy viewed across states as a way to reduce FTR. Traditionally, states simply mailed a notice of the

<sup>43</sup> DOL’s recently released REA Impact Study (Klerman et al., 2019) found that Wisconsin, one of the ten states included in the interviews for this study, had allowed self-scheduling well before 2020.

scheduled meeting. Doing so satisfied the formal requirement for notice, including the statement that attendance at the RESEA meeting was mandatory (Poe-Yamagata et al., 2011). As described below, it is now common for states to use technology to send notices and appointment reminders to claimants.

**❖ Strategies to lower FTR include increased frequency of reminders and the use of automated reminders.**

To increase attendance in meetings and as an effort to reduce FTR rates, several states are using multiple notifications and reminders. Previous research has found multiple reminders to be an effective method to increase the likelihood of response (Darling et al., 2017). Survey responses indicate that states implement a variety of reminder approaches. As shown in Exhibit 5-5, survey responses from Wave 1 suggest states actively remind selected claimants of the meeting: more than two-thirds (70 percent) of states remind the selected claimants by making a phone call, half by sending an email, and about a quarter by sending a letter or text message. Wave 3 survey data indicates an increased number of states are using phone calls, emails, and letters when compared to Wave 1 to send meeting reminders. In one state interviewed, claimants have the option via an online web portal to choose how they would like to be notified about their upcoming appointments.

**Exhibit 5-5. State’s Use of Various Modes of Communication for Meeting Reminders**

Mode of Reminder	% of States	
	Wave 1	Wave 3
Phone call	69%	83%
Email	52%	81%
Letter	26%	33%
Text	24%	26%

**Source:** RESEA Implementation Survey, Wave 1 and Wave 3, Question 4.a.2. Includes N=42 states responding to the survey in Waves 1 and 3 and operational at both waves.

**Note:** Counts and percentages do not sum to 100% of respondents because they could select more than one response.

**❖ States have also implemented changes to the mode and content of their communications in order to try to promote more attendance.**

Exhibit 5-6 shows the strategies states use to encourage high levels of attendance. Survey responses indicate that 29 states (69 percent) utilize staff to contact claimants to remind them about upcoming appointments, and 15 states (36 percent) use an automated follow-up outreach email system. Survey responses also suggest that states have adapted their communications strategy, with 13 states (31 percent) simplifying communications with claimants and 15 states using positively themed messaging (36 percent) to promote attendance.

Staff interviews with RESEA administrators indicate that states’ reminder systems used to encourage higher meeting attendance have varying levels of frequency and personalization. For example, RESEA program staff in one state report they use follow-up reminders by phone, followed by an email and two text reminders. A staff member says, “Several layers of notifications (including by letter, email, and text) have improved failure to report rates.” Another state uses a semi-autonomous research assistant (SARA™) to send notifications via text or email on what the meetings will entail.

**Exhibit 5-6. Programmatic Changes Implemented by States to Alter Claimants’ Behavior**

Program Change Informed by Behavioral Insights	Number of States	% of States
Have staff contact claimants to remind them about upcoming meetings	29	69%
Simplified communications with claimants due to limited attention	13	31%
Send automated reminders (emails, letters, calls, texts, etc.) to claimants about upcoming meetings	15	36%
Use positively themed messaging in communications with claimants	15	36%
Invoke social norms to motivate claimants	3	7%
No behavioral insights were incorporated into RESEA programs	3	7%
Changed a default program requirement	2	5%
Other	1	2%

**Source:** RESEA Implementation Survey, Wave 1, Question 4.d.1. N=42.

**Note:** Counts and percentages do not sum to 100% of respondents because they could select more than one response.

As shown in Exhibit 5-6 above about a third of states have simplified their communications as a result of claimants’ limited attention. Similarly, a third are using positively themed messages. However, only three states report using “social norms” (i.e., the informal rules that govern behavior in groups and societies) to motivate claimants.

During interviews with RESEA state-level staff, one state reported that they work with their communications team to ensure that the letter communicating RESEA notification and requirements is clear and straightforward, explaining that that their system sends claimants reminders of their meetings by email. In addition, all their written and electronic communications are sent to claimants in both English and Spanish.<sup>44</sup> Similarly, another state recently revised its RESEA selection notification letter to make the language more positive in tone, easier to understand, and welcoming for the recipient, in an effort to improve attendance rates at the initial meeting.

<sup>44</sup> Those communications include the initial notification, a description of how to use the online self-scheduler, and customer support FAQs.



## 6. Providing Reemployment Services

As discussed in Chapter 1, the theory of action for RESEA includes both participant objectives and system objectives. At the participant level, DOL guidance<sup>45</sup> requires reemployment services to be provided as part of the initial meeting (as well as an eligibility assessment, which is covered in Chapter 7).

An essential feature of RESEA is that participation in reemployment services is mandatory. Though WIOA provides these services to anyone seeking them at AJCs, RESEA requires selected claimants to receive such services. At a minimum, initial RESEA meetings must include the following activities related to reemployment services: labor market information; enrollment in the ES; reemployment plan support; and information and referral to additional reemployment services. ES enrollment and referrals serve to promote RESEA’s system objective of working in alignment with other workforce programs and providing participants a gateway to services offered by those partner programs.

At the RESEA meeting, it is expected that claimants will become aware of the reemployment services available through the workforce system, if they are not already, and receive some specific services. Such customized labor market information, help with developing a reemployment plan, and assistance with developing a resume. This reemployment assistance is hypothesized to increase the intensity and effectiveness of the claimants’ job search and thereby reduce their duration on UI and speed up reemployment.

This chapter describes how states—which are responsible for setting key policies—and local offices structure and deliver the required reemployment services to RESEA participants and how they align RESEA with other parts of the workforce development system. Specifically, Section 6.1 discusses the development of customized reemployment plans. Section 6.2 describes states’ use of subsequent meetings to provide reemployment services. Section 6.3 covers ways that states use their RESEA programs to serve as gateways to the broader public workforce system.

### 6.1. Assessment and Development of a Customized Reemployment Plans

Reemployment services start with an assessment of claimant reemployment needs and development of a reemployment plan tailored to the needs of each RESEA participant. The reemployment plan identifies the steps a claimant can take to get a job, including assessing their own skills and interests, setting goals, revising their resume, and applying for jobs.

#### Key Findings

- Staff use a variety of approaches to assess claimant’s reemployment needs. Many staff recommend broadening the types of assessments used.
- Staff use labor market information to help claimants learn about occupations that align with their skills and interests to inform goal setting in the reemployment plan, though some staff report that job seekers seldom make use of labor market information.
- Beyond the initial meeting, subsequent RESEA meetings often focus on providing continued support for claimants in need of additional assistance in securing jobs.
- When making referrals to reemployment services offered by partner programs, RESEA staff in many states emphasize the value of making a “warm handoff” to promote claimants’ use of those services.
- Strong connections and alignment with partner programs help to facilitate efficient and appropriate support.

<sup>45</sup> At the time of writing, the current DOL guidance is in UIPL 13-21.

- ❖ **As a first step in developing a reemployment plan, RESEA staff conduct an assessment to develop an understanding of each claimant’s career interest and barriers to reemployment, with some states using formal assessment tools.**

Either before or during the initial RESEA meeting, the staff member conducts one or more assessments to better understand the participant’s reemployment needs and circumstances so they can provide and direct claimants to services to address them. When asked about the employment barriers participants face, the set of responses from staff anecdotally included the following: not knowing how to look for a job; not knowing what they want to do; not having skills that align with their interests or available opportunities; not being aware of job opportunities that fit their skills and interests; and not knowing where to get additional support (such as job search assistance, additional education or training, or supportive services, including transportation or childcare). The assessment helps to identify reemployment barriers, as well as the claimant’s work experience, skills, job search methods, and career goals, so that RESEA staff can provide any possible services directly while also determining appropriate additional services through AJCs or other providers.

An evaluation of REA (Poe-Yamagata et al., 2011) recommended that states use a rigorous, formal assessment form. This kind of formal assessment tool provides a systematic way to determine the needs of the claimant for the purpose of developing the individual reemployment plan. RESEA staff in one state report they use the Your Employment Search ([YES](#)) guide developed by Career Action Resources to assess claimants (Text Box 6-A). States can also conduct informal assessments by having a discussion with the claimant about their employment background and needs.

### **Text Box 6-A. One State’s Approach to Assessment**

*The Your Employment Search (YES) guide presents three steps to improving claimants’ job hunt. In step 1, claimants fill in a short assessment that covers their knowledge of their strengths and skills, their confidence in career direction, their commitment to and method of job search, the quality of their resume and cover letter, and their job interview tactics, among other items. It then offers a score that identifies overall how strong each claimant is on job search, plus a score for each section of the assessment (career direction, attitude, active job search, job search tools, and employer communications). Step 2 involves interpreting the score. Step 3 offers actions to take to improve in any area where there is a deficiency. After finishing the YES guide, claimants complete a form covering what they will do next, as part of their reemployment plan.*

**Source:** Abt remote site visit interviews with state and local program staff involved with RESEA, Summer/Fall 2020.

Based on the survey of states, about three-quarters of state survey respondents reported that the initial RESEA meeting includes conducting an assessment of claimant needs (Exhibit 6-1). Because states are required to conduct a needs assessment in the initial meeting, it is not immediately clear why a quarter of states report otherwise. One interview state had claimants conduct an initial self-assessment virtually prior to the initial meeting. Their RESEA staff reported that having the claimant do the assessment beforehand is a helpful starting point for that initial meeting. With the assessment already completed, staff are able to better prepare to provide appropriate services geared to claimants’ needs ahead of the initial meeting. Staff reported that they also benefitted because any potential eligibility issues (such as inadequate work search or a known return date) are directed to UI prior to the meeting. Overall, staff in the state reported they favored this approach both because it lessens claimant stress and because it

preserved more meeting time for other activities such as providing labor market information, developing the reemployment plan, or preparing resumes.

**Exhibit 6-1. Reemployment-Related Activities that Must Occur as Part of RESEA Initial Meetings**

Activity	# of States	% of States
Create reemployment plan	43	100%
Refer to any appropriate individualized career services	38	88%
Conduct orientation to AJC services	37	86%
Register with Employment Service (if claimant has not done so already)	36	84%
Provide individualized labor market information	34	79%
Conduct assessments (of skills, barriers, interests, etc.)	33	77%
Refer to any appropriate employment workshops	33	77%
Review and, if necessary, create or revise a resume	30	70%
Provide general labor market information	29	67%
Make employment matches and job referrals	26	60%
Other (please specify)	7	16%
Schedule (but do not conduct) orientation to AJC services	5	12%

**Source:** RESEA Implementation Survey, Wave 1, Question 3.c.5. N=43.

**Note:** Counts and percentages do not sum to 100% of respondents because they could select more than one response.

Generally, RESEA staff report finding assessments to be a helpful element of RESEA services. When asked whether they would recommend using a broader range of assessments to identify claimants’ reemployment needs, as a way to make RESEA more effective, more than three-fourths (77 percent) of state respondents to the survey report they either “strongly” or “somewhat” recommend doing so.<sup>46</sup>

**❖ All states develop a customized reemployment plan for RESEA participants based on the results of the initial assessment.**

All states report developing a reemployment plan tailored to each individual’s needs and goals (Exhibit 6-1 above). The claimant can then use this reemployment plan as an agenda to follow to help them find employment. The reemployment plan is developed in the initial RESEA meeting. In states requiring subsequent meetings, the plan is reviewed for progress and updated as appropriate during second and (where held) further additional meetings with the RESEA participant. One strategy, used by several states, was having the RESEA participant meet with the same staff person in subsequent meetings. For example, in one state, interviewees discussed utilization of a “case management approach” to providing RESEA services that involve the assignment of the same agency staff person to meet with and monitor claimant progress throughout their involvement in RESEA. Staff in this state reported that this approach allows claimants to get comfortable with their assigned staff person and for the staff person to build knowledge for providing individualized services to each claimant served.

To make it easier for claimants to follow their reemployment plan, one state has developed a strategy it calls the “What’s Next Card”—a physical card to be given to the claimant at the end of the initial meeting. The card lists all the services that will be offered at the next service point, as well as what

<sup>46</sup> From Item 5.b.4. Not shown in exhibit.

actions the claimant needs to take before receiving further services. This card gives claimants a paper agenda and keeps them oriented toward the program. In addition to the card, staff also help each claimant set two specific objectives related to reemployment (e.g., computer classes) to accomplish after the meeting.

❖ **Staff use labor market information to help claimants learn about occupations that align with their skills and interests and to inform goal setting in the reemployment plan.**

Anecdotally, multiple staff reported that customized career and labor market information is important for developing a claimants' reemployment plan, so that plan reflects goals that account for local and occupation-specific labor market demand. For example, the information can help those who have lost jobs due to reductions in the workforce understand in what sectors and occupations jobs might be available, of interest, and aligned with their skills. Labor market information typically includes information about overall employment patterns within geographic regions and industries of interest, helping claimants better understand where to target their job searches.

Based on the state survey, about two-thirds of respondents (67 percent) reported that RESEA staff provide general labor market information in the initial meeting and that 79 percent customize labor market information to individual claimants, based on their occupation, skills and interests, and where they live (Exhibit 6-1 above).

Most survey respondents and staff interviewees specifically cite the value of customized labor market information to helping claimants adjust their work search to changing labor market trends. For example, 83 percent of state survey respondents reported that they would “strongly” or “somewhat” recommend providing such information as a way to make RESEA more effective (not shown in the exhibit). During the staff interviews, RESEA staff in one state explained, “We have a strong relationship with the [labor market information] team, so we know how crucial that information is and understand how quickly labor market trends can shift—we’ve always had a big focus on that.”

However, some RESEA staff indicated that claimants were not always receptive to or acted on the labor market information provided during initial and subsequent meetings; for example, as one RESEA staff person observed: “No one is ever influenced by hearing labor market information, even if it is true. They do not want to look for a new industry even if their industry is declining. They would be better served to focus on interviewing skills and resume preparation rather than labor market information.” This staff person, as well as others, reported that they would prefer that meetings have fewer required activities including providing labor market information: “Allowing more tailoring [of services] to individual needs would be ideal.”

## **6.2. Additional Reemployment Services Provided Directly through Subsequent RESEA Meetings**

While conducting an initial meeting is a federal RESEA program requirement, states have the discretion as to whether, when, and for whom subsequent meetings are mandatory. States also have discretion to determine which if any reemployment services to include in these subsequent meetings, how many meetings to offer, and the amount of time RESEA staff spend with claimants. States also can target services to particular claimants. However, there are minimum required components for the subsequent RESEA meeting, including an eligibility assessment and a review of the claimant's work search activities to date.

❖ **Beyond the initial meeting, 6 in 10 states offer subsequent RESEA meetings, which are typically shorter in duration than initial meetings and vary in their focus.**

FY 2021 State RESEA Plans indicate that 30 states use subsequent meetings and 21 do not. Though it is not clear from state plans whether states conduct more than 1 subsequent meeting, the Wave 1 survey indicated that among states that conduct subsequent meetings, 85 percent (22 of 26) report conducting just one subsequent meeting, but 15 percent (4 of 26) report conducting a third. DOL’s only requirement for subsequent meetings is that they include a UI eligibility assessment and review of work search activities (UIPL 13-21). Therefore, the subsequent meetings can be quite different from initial meetings in duration and reemployment services provided. The types of activities covered in the meeting are generally similar to those in the initial one, but staff emphasize the importance of tailoring the subsequent meeting activities to the individual claimant. These activities can include but are not limited to updating individualized reemployment plans, reviewing eligibility, reviewing labor market information, monitoring job search efforts, making job referrals, and providing referrals to other reemployment services. Moreover, subsequent meetings are usually shorter in length.

Based on the interviews conducted for the study, RESEA staff report that the staff member conducting the meeting often determines the agenda and activities included in the subsequent meeting, tailoring discussions to the specific reemployment needs and circumstances of the individual claimant. For example, in at least three of the site visit states, claimants are to complete items in their individual reemployment plans between the initial and subsequent meetings, such as updating their resume or attending a job readiness workshop. These activities are intended to support the two main goals of RESEA: compliance with eligibility requirements and rapid reemployment. Local workforce staff in one state describe claimant job referrals as one of the most helpful aspects of the services they provide directly to claimants at later RESEA meetings. In a second state a local staff person reported they often use subsequent meetings to help claimants with their resumes, as most application processes are now online and require submission of a resume.

**Text Box 6-B. One View on Importance of Providing Job Referrals and Additional Assistance to Support Claimant Job Search**

*“Because these are one-on-one interviews, as long as the customer hasn’t found a job and we see we can provide additional resources, we’ll keep having them come back even if it’s just for additional job referrals. When someone goes to interviews and doesn’t get a job, we have a responsibility to figure out what they’re missing.”*

—State Administrator

**Source:** Abt remote site visit interviews with state and local program staff involved with RESEA, Summer/Fall 2020.

RESEA staff primarily report that these subsequent meetings are valuable. For example, one staff person responsible for conducting RESEA meetings observed that the subsequent meeting with a participant is valuable because it allows for additional time to work with claimants that had not yet been successful in finding a job and to adjust services to meet the claimant’s specific reemployment needs (see Text Box 6-B). Staff in other states also cite the value of subsequent meetings in providing services. In contrast, in at least one state, some staff found that requiring claimants to come in-person to additional meetings could increase FTR rates, often because they lacked adequate transportation.



### 6.3. Accessing Other Workforce Partner Services and Resources

Staff report that some claimants need additional services beyond what happens in the time-limited initial and subsequent RESEA meetings. A goal of RESEA is to provide an entry point for workforce program partner programs, including ES and WIOA services provided at the AJCs. RESEA was designed so that claimants who need additional services beyond what the program offers can be referred to other AJC services.

❖ **RESEA is an entry point to obtaining reemployment services available through the AJC and through other workforce system partners.**

The first place that claimants can access additional services is through ES, which aims to provide unemployed workers with assistance in finding a job. ES staff can help claimants by referring them directly to jobs and workshops, helping them get clothing and other materials they need for a job, developing their resumes, and providing other resources they need to get back to work as quickly as possible.

States are required to enroll RESEA participants in the ES as part of the RESEA program, though they do so at varying times using different methods. As part of the survey, 20 states (47 percent) reported enrolling claimants in ES before the RESEA initial meeting, 22 states (51 percent) reported enrolling them during the initial meeting, and one state (2 percent) reported enrolling claimants as a follow-up activity after the initial meeting. States also vary in how they do enrollment: 15 states use an automated enrollment system, and 22 have RESEA staff manually enroll claimants. A strategy mentioned by staff in at least 8 states is to integrate ES into the RESEA program, by cross-training ES staff in RESEA and vice versa.

❖ **States encourage strong connections and alignment with WIOA and other partner programs.**

Claimants can be referred to job search services, such as resume workshops or job fairs, provided at AJCs by WIOA-funded staff. Several states also refer claimants to other supportive services they may need such as housing, healthcare, childcare, veterans’ services, or food assistance. Staff emphasize the importance of these referrals in getting claimants back to work. The strength of the connection to workforce system partner services varies, often dictated by broader state policies, as discussed in Chapter 3. Workforce system partners can offer some claimants supports that go beyond what is typically offered under RESEA, including basic literacy, skills training, and access to employers and job opportunities.

All claimants in the RESEA program are encouraged to receive an orientation to the AJC and its services as part of the initial meeting to help introduce them to other services that can help them with reemployment. Some states conduct orientations in groups; others do so one-on-one. In one state, which moved away from group orientations, RESEA staff indicated that the one-on-one meetings (that include an orientation to AJC and partner services) are important for tailoring services to meet claimants’ needs. A state staff interviewee reported “One-on-one initial meetings have been a positive change from the group orientations—shorter wait times for one-on-one meetings, greater privacy for the participant, and an ability to tailor the individual [meeting] to the claimant’s needs.”

Staff across multiple states cite the coordination and referrals between services as one of the most important features of the RESEA program and most helpful in getting claimants reemployed. Staff in two states particularly cite the importance of a “warm handoff” approach to referrals, wherein the RESEA staff member directly introduces the claimant to staff who can provide partner services. They found this approach makes the services more likely to be received. As an example of the benefits of coordination,



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one state schedules employer recruitment sessions at the AJC on the same days as RESEA meetings; that way claimants can walk out of their RESEA meeting to attend a recruitment activity immediately.

## 7. Strengthening Program Integrity

The RESEA program’s name signals two broad types of activities: *reemployment services* and *eligibility assessments*. As discussed in Chapter 1, reviewing a claimant’s compliance with ongoing eligibility requirements (able and available, sufficiently intensive job search) is a required component of the RESEA meetings. RESEA staff are to refer potential non-compliance issues identified during the RESEA meeting to adjudication, which can result in the non-compliant claimant losing UI benefits for a period.

This chapter discusses the role of RESEA in promoting UI program integrity, meaning the extent to which benefits are provided only to those individuals who are eligible (i.e., are “proper”). Section 7.1 discusses perceptions of RESEA staff of the role of eligibility assessment in RESEA. Section 7.2 describes how states respond when UI eligibility issues are identified. Section 7.3 considers the feedback loop between UI and AJC staff. Section 7.4 discusses the implications of the findings outlined in this chapter.

### 7.1. Staff Perceptions of Eligibility Assessment’s Role in RESEA

State RESEA programs have considerable discretion in how they design the procedures for conducting eligibility assessment of participants. This discretion has the potential to create variability in how eligibility assessments are conducted across states. This section considers staff perceptions of the role of eligibility assessments in the RESEA program.

#### ❖ State-level RESEA staff sometimes are ambivalent about enforcement.

State RESEA staff report that the concepts of eligibility assessment and enforcement are important. Among survey respondents, 60 percent would strongly or somewhat recommend intensively verifying eligibility. Similarly, 67 percent strongly or somewhat recommend increasing penalties for non-compliance (not shown).

Despite this finding, state-level RESEA staff interviewed in four states report that though enforcing UI eligibility requirements is an essential part of RESEA, their staff are more focused on providing reemployment services. One state interviewee stated, “Of course, there is some level of enforcement, because that is something we have to do. That’s just totally required. So, we have no option.” In practice, however, the interviewee noted that “the emphasis is really trying to help people and be supportive and trying to help people go back to work.”

#### Key Findings

- State-level RESEA staff sometimes are ambivalent about enforcement.
- Local staff perceive that it is challenging to balance RESEA’s dual goals of reemployment assistance and enforcement.
- Many RESEA staff perceive the work search review primarily as a chance to help claimants understand UI requirements and improve job search practices, rather than as an enforcement activity.
- Staff who conduct RESEA meetings do not always refer inadequate job search for adjudication.
- States vary in how they respond to compliance issues identified during RESEA meetings.
- Though UI and AJC coordination are viewed by staff as important, close collaboration between them appears to be limited at this time.

❖ **Local staff who provide reemployment services report that it is challenging to balance RESEA’s dual goals of reemployment assistance and enforcement.**

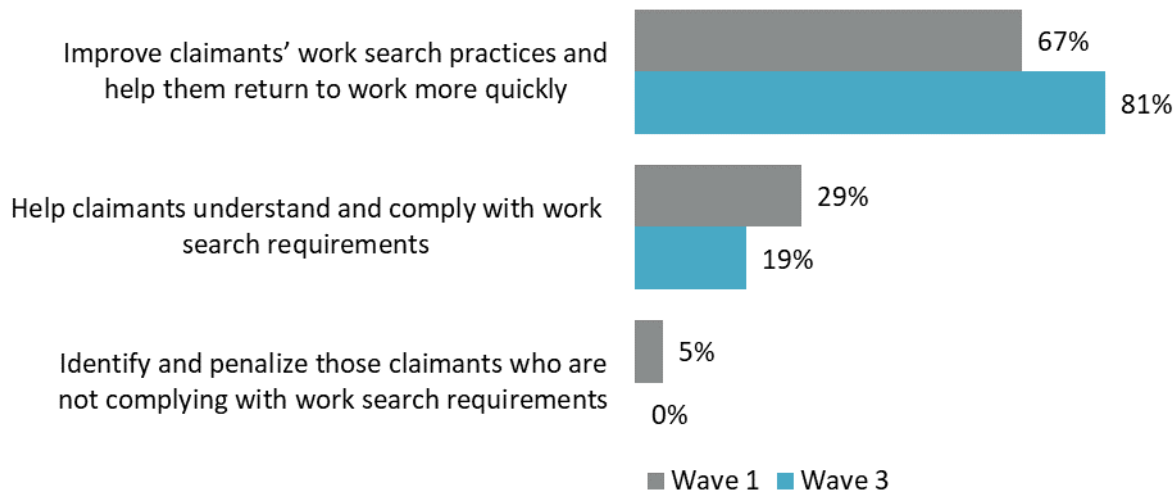
Interviews with local staff in four states suggest that some staff perceive a tension between enforcing eligibility requirements and providing reemployment services—and often they say they give priority to the reemployment services role. For instance, a local staff interviewee in one state reports, “It’s hard being the enforcer, obviously, if you want to have that rapport with your customer. It’s a delicate balance.” This comment implies that enforcing eligibility requirements can undermine efforts to build a trusting relationship with claimants, and thus can hinder providing reemployment assistance. The respondent suggests that having rapport can make claimants more open to discussing their barriers to employment. As a result, they leave enforcement to UI staff, which allows RESEA staff to focus on providing services that facilitate claimant success.

❖ **Many RESEA staff perceive the work search review during RESEA meetings primarily as a chance to help claimants understand UI requirements and improve their work search practices, rather than as an enforcement activity.**

Data collected for this study suggest that some staff emphasize prevention of UI eligibility issues over detection of noncompliance. Many states view the work search review as an opportunity to educate RESEA claimants about proper search activities. As shown in Exhibit 7-1, in spring 2021, 81 percent of respondents report that their primary motivation is to improve participants’ work search practices to help them return to work more quickly. The remaining 19 percent report that their primary motivation is to help claimants understand requirements so that they comply with requirements.

States’ views on the motivation behind work search review shifted between the Wave 1 and Wave 3 surveys toward a more assistance-focused perspective. Between the two surveys, the percent of states who report viewing the work search review as being primarily about improving work search practices to facilitate faster return to work rose by 14 percentage points (from 69 percent to 81 percent).

**Exhibit 7-1. Comparison of States’ Primary Motivation for Reviewing Work Search Between Wave 1 and Wave 3 Survey**



**Source:** RESEA Implementation Survey, Wave 1 and 3, Questions 4.b.1.

**Note:** Includes the states that responded to the survey in both Waves 1 and 3 and were operational at both waves (N=42). Percentages are of those states that completed the survey. Total percentage does not equal 100% due to rounding.

## 7.2. Consequences for Non-compliance

Having discussed perceptions and actions around eligibility assessments, this section turns to actions taken in response to non-compliance.

### ❖ **Staff who conduct RESEA meetings do not always refer inadequate work search activity for adjudication.**

Given states' perceptions about work search, it might not be surprising that even when they detect non-compliance, staff conducting RESEA meetings do not always report inadequate work search activity for adjudication. According to the DOL data, fewer than 4 percent of claimants scheduled for an RESEA meeting are disqualified for reasons other than failure to report.<sup>47</sup> This finding suggests that non-monetary determinations resulting from RESEA eligibility assessments are uncommon.

Based on the interviews conducted for this study, local RESEA staff appear to favor efforts to remedy inadequacies in claimants' work search practices. Staff report that they refer an issue to adjudication only once they subjectively conclude that remediation efforts will not result in changes in RESEA claimants' behavior. Staff interviewed in one state report that instead of being referred for adjudication, claimants with inadequate work search records are given the opportunity to demonstrate improvements at a subsequent RESEA meeting. Respondents from this state also report that inadequate work search is the main reason that claimants are scheduled for a subsequent RESEA meeting. If the claimant does not have improved work search records at the subsequent RESEA meeting, then an eligibility issue is documented and referred to adjudication.

Similarly, staff interviewed in another state report that if claimants have incomplete work search records, the staff give claimants the opportunity to complete them during the meeting. Staff there explain that sometimes claimants do not complete the work search requirement because they are not knowledgeable about what activities qualify as work search, per the state rules. The staff suggest that by talking to the claimant, they can usually surface activities that meet the work search requirements. In doing so, staff help claimants to understand how to complete their work search log to account for all eligible activities (see Text Box 7-A).

#### **Text Box 7-A. One View on Importance of Claimant's Reviewing Work Activity**

*"We do as much as possible with the time that we have to make sure that their work search is appropriate, and in doing that, it's only going to help their next appointment because if we just let it go, they're going to come in the next time and they're not really moving forward, so if we can help them, by all means, we help them."*

—Local Administrator

**Source:** Abt remote site visit interviews with state and local program staff involved with RESEA, Summer/Fall 2020.

States also vary in what they review. Claimants are required to maintain a record of their work search activities for every UI claim week. Thus, at the RESEA meeting, staff could review every week from the

<sup>47</sup> ETA-9128 report data for 2019.

initial claim to the week prior to the meeting; however, not all states do so.<sup>48</sup> Of the 10 states interviewed, 4 states do not review work search for all prior weeks. One reviews claimants’ work search records for the week prior to the RESEA meeting and another state reviews work search records for the two weeks prior to the RESEA meeting. The two other states review claimants’ work search records for the three weeks prior to the RESEA meeting.

States vary in their response to UI eligibility issues identified during RESEA meetings. Among states responding to the survey, 77 percent suspend benefits for claimants identified during the initial RESEA meeting as having work search or able and available issues (Exhibit 7-2). Of these states, roughly half suspend benefits for a defined period (e.g., a week), whereas the other half suspend benefits indefinitely until claimants return to compliance. Some 12 percent of states give claimants a warning, but they do not lose their benefits after adjudication.

In practice, disqualifications resulting from UI eligibility issues identified during the RESEA meeting are uncommon. The ETA 9128 data for FY 2019 show that only about 17 percent of disqualifications identified during RESEA meetings were for reasons other than failure to report for an RESEA meeting. Of these disqualifications, only about 3 percent were for able and available issues.<sup>49</sup> Overall, the disqualifications due to reasons other than FTR represent about 4 percent of completed RESEA meetings.

**Exhibit 7-2. State Responses to Work Search or Able and Available Eligibility Issues Identified During Initial RESEA Meetings**

State Response to Eligibility Issues Identified During Initial RESEA Meeting	Number of States	% of States
Claimants are found ineligible for benefits for the period(s) covered and benefits are suspended indefinitely until the claimant is shown to be in compliance	16	37%
Claimants are found ineligible for benefits for the period(s) covered and benefits are suspended for a definite period (e.g., a week)	17	40%
Claimants may be warned, but after adjudication do not lose benefits	5	12%
Did not respond	5	12%
<b>Total</b>	<b>43</b>	<b>100%</b>

**Source:** RESEA Implementation Survey, Wave 1, Question 4.b.3.

**Note:** “Did not respond” indicates that the respondent declined to answer the question. Total does not equal 100% due to rounding.

### 7.3. RESEA Coordination with the Broader UI Program

As noted in Chapter 2, RESEA activities are carried out by various staff, including those in AJCs and specifically in the UI program. For example, UIPL 13-21 (DOL 2021) states that “RESEA services may be delivered by UI staff or qualified and trained ES staff, WIOA staff, or other AJC staff.” That same UIPL goes on to note that, even if staff from partner programs are involved, UI staff must participate in program planning and oversight, train other staff, and conduct eligibility determinations of issues that other staff identify.

This section considers how state RESEA programs coordinate with UI staff.

<sup>48</sup> States did not indicate reasons for why work search activities are reviewed during the RESEA meeting only for the specified length of time.

<sup>49</sup> The remainder of non-FTR disqualifications consists of about 3 percent due to disqualifying/deductible income, 10 percent due to other issues, and 1 percent due to separation issues.

❖ **Though states believe that communication between UI and AJC staff is important, collaboration between UI and AJC appears to be limited.**

In two states, electronic systems automatically flag a claimant record in the UI system if an eligibility issue is found. Most commonly, this automatic trigger occurs when there is an eligibility issue resulting from FTR. One state has implemented an automatic notification for potential able and available issues. In this state, claimants complete a self-assessment prior to the first RESEA meeting. Not only does this self-assessment provide a helpful starting point for the meeting, but any potential eligibility issues are routed directly to UI ahead of it. Staff in this state favor this approach both because it lessens claimant stress and because it preserves more time for reemployment activities. In addition to increasing RESEA meeting efficiency, this system also enhances the RESEA program's abilities to detect and report UI eligibility issues.

Such close connection between systems, however, appears to be uncommon. Instead, most states appear to rely on a variety of manual systems. In the survey, many states report that they have an online information management system (54 percent) and/or a dedicated email (47 percent) that AJC staff can use to report UI compliance issues to the UI system. Mirroring the survey results, state interview respondents commonly report using an electronic system to document potential compliance issues. They then manually send a notification to UI staff. One state reports that AJC staff use a dedicated email address and phone number to report potential UI compliance issues to UI staff.

In interviews, staff in two states report that less formal channels of communication can also be used. For example, AJC and UI staff in one state document issues in an electronic log and can also communicate about potential issues via email or instant message. At one AJC in this state, staff who conduct RESEA meetings prefer to speak directly about potential compliance issues with UI staff who are co-located at the AJC.

Additionally, level of engagement of UI staff with the RESEA program varies from state to state, which has implications for the detection of eligibility issues. Some state and local RESEA staff report in interviews that UI staff are primarily involved only when an UI eligibility issue is identified or there are UI-related questions. However, staff in other states (n=4) report a concerted effort to strengthen coordination between UI and AJC staff. In one state, staff report a close coordination between UI and AJC staff at the local level. The UI and AJC staff in this state are cross-trained, which provides greater flexibility to staff RESEA meetings and improves ability to identify possible UI eligibility issues.<sup>50</sup> Staff in this state also report that because some UI staff are located at the AJCs, an adjudication determination can typically be made immediately following the RESEA meeting by a UI staff person at the AJC.<sup>51</sup> Another state reports that UI and RESEA staff have built a strong partnership; most recently, UI staff developed trainings to help RESEA staff better understand the eligibility assessment to improve the identification and resolution of compliance issues. Staff in this state report that there is now better communication between them.

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<sup>50</sup> More details about cross-training of staff can be found in Chapter 2.

<sup>51</sup> More details about co-location can be found in Chapter 2.



## 8. Responding to the COVID-19 Pandemic

Beginning in March 2020, the COVID-19 pandemic had devastating effects on the US economy. There was a rapid rise in unemployment and the number of workers applying for Unemployment Insurance (UI). The public health measures forced many states to suspend services in local American Job Centers (AJCs). At the same time, states were implementing newly enacted provisions of RESEA programs that serve UI claimants' reemployment needs and safeguard program integrity.

Previous chapters have focused mainly on what might be thought of how programs operate under “normal” conditions. This chapter examines program operations under the extraordinary conditions of the COVID pandemic in 2020 and into early 2021. The chapter begins with a discussion of how deeply the pandemic interrupted operations and participation in state RESEA programs (Section 8.1) and how states pivoted in their delivery of RESEA services in response to the pandemic (Section 8.2). The chapter concludes by discussing the extent to which changes in service delivery are likely to continue post-COVID (Section 8.3), based on survey and site visit interviews.

### Key Findings

- In response to enormous surges in new UI applications, agencies reassigned staff that would otherwise have conducted RESEA meetings to instead process those applications. This left fewer staff to provide RESEA and other services to claimants.
- Starting in March 2020, three-quarters of state RESEA programs temporarily suspended operations in response to the pandemic.
- Early in the pandemic, the number of claimants served by RESEA programs decreased precipitously. While operations recovered late in 2020, the number of RESEA meetings scheduled and completed remained well below pre-COVID levels.
- To deliver services safely during COVID, states shifted rapidly from in-person services to a remote service delivery model. By spring 2021, four-fifths of states indicated that initial RESEA meetings typically occur remotely by phone.
- Even as the pandemic subsides, remote and virtual services seem likely to remain as features of RESEA.

### 8.1. Pandemic Effects on Operational Status of and Participation in State RESEA Programs

The pandemic introduced several challenges to the operation of RESEA programs and reemployment service partner programs – including a surge of new claims, UI/RESEA staffing constraints, and suspension of in-person delivery of services at AJCs (and other locations) where RESEA services are delivered. As discussed below, state and local RESEA programs temporarily suspended or reduced the number of RESEA meetings scheduled and made substantial adjustments to their approach to delivery of RESEA services.

❖ **Because of pandemic-related layoffs, UI applications surged. State/local agencies reassigned staff that would otherwise have conducted RESEA meetings to instead process the surge in applications. This left fewer staff to provide RESEA and other services to claimants.**

Between March 14 and April 4, 2020, non-seasonally adjusted initial weekly claims increased nearly 25-fold (from 251,416 to 6,211,406 initial claims).<sup>52</sup> The National Association of State Workforce Agencies

<sup>52</sup> Though those numbers shrunk in 2020, claim counts remained historically high throughout 2020 (e.g., at about one million initial weekly claims during January 2021); by July 24, 2021, non-seasonally adjusted initial claims totaled 344,653). Source: <https://www.dol.gov/ui/data.pdf>

reports that almost 19 percent of the entire U.S. labor force received first-time regular state UI payments in 2020 (30 million).<sup>53</sup> As a result of the record high initial claim filings, many staff who otherwise would have been conducting RESEA activities or providing RESEA-related reemployment services were not.

❖ **In response to the pandemic, state and local employment and workforce agencies, including those administering UI and RESEA, introduced physical distancing measures, and temporarily suspended in-person operations.**

At various points during the pandemic, many AJCs and other physical locations where RESEA meetings and subsequent reemployment services would normally take place closed fully or partially to in-person customer services.<sup>54</sup> As discussed below, in response to temporary closure of AJCs and other facilities where RESEA meetings were held, RESEA programs rapidly modified their service delivery approach to include remote and virtual service delivery.

❖ **Starting in March 2020, three-quarters of state RESEA programs temporarily suspended operations in response to the pandemic; a year later, all states but one had restarted their programs.**

Before the pandemic, nearly all states (93 percent) held most RESEA meetings (both initial and subsequent meetings) in person, usually at AJCs. The closing of AJCs (and other locations where RESEA services were provided), therefore, presented a challenge for RESEA.

Most states that suspended their programs did so beginning in mid-March 2020, coinciding with the closure (for in-person services) of AJCs in their states. Among the 45 states that responded to both Waves 2 and 3, 34 (75 percent) suspended their programs at some point. All but one of these 34 states had restarted their programs as of when they completed their Wave 3 survey in March/April 2021.<sup>55</sup>

Of the 10 states where staff were interviewed, six suspended their RESEA programs after the pandemic started (five shut down in mid-March 2020; a sixth in late April 2020). As of the time the study team conducted staff interviews (early fall 2020), RESEA meetings were still suspended in five of the 10 states where interviews were conducted. Furthermore, due to uncertainty about the duration and intensity of the pandemic, these five states were unsure when they would resume their programs. A sixth state that had suspended its program in mid-March 2020 had restarted as of July 2020.

Staff interviews suggest that the shutdown of RESEA resulted from a combination of two factors. First, states had traditionally conducted nearly all initial meetings in person, at AJCs. When states imposed broad shutdowns, these in-person meetings became impossible. Even in the absence of a broad shutdown, some states closed their AJCs to protect staff and avoid any risk of AJCs becoming vectors for viral

<sup>53</sup> National Association of State Workforce Agencies (NASWA), 2021 State of the Workforce Report: Responding to the Pandemic, 2021 (available at: <https://www.naswa.org/system/files/2021-03/2021-state-of-the-workforce-reportweb3-9-21.pdf>).

<sup>54</sup> American Job Centers (AJCs) provide free help to job seekers for a variety of career and employment-related needs, including provision of RESEA services. Nearly 2,400 AJCs, funded by the U.S. Department of Labor’s Employment and Training Administration, are located throughout the United States. As of August 2021, the US Department of Labor’s CareerOneStop website provided the following information on the operational status of AJCs: “COVID-19 update: A few AJCs are temporarily closed or have moved to virtual services.” See: <https://www.careeronestop.org/LocalHelp/AmericanJobCenters/american-job-centers.aspx>.

<sup>55</sup> To receive 2021 grant funds, states were required to restart suspended programs by March 31, 2021, per a deadline set by the DOL. The one state with a program under suspension during Wave 3 responded to the survey prior to that deadline.

spread. RESEA programs did not begin to restart until remote services models were established or AJCs returned to in-person operations. Remote service delivery models are discussed below.

Second, RESEA meetings are relatively time intensive and considered less critical than processing UI claims. Handling the surge in initial claims required increased staffing, made more urgent due to growing public attention on processing delays. The reaction in many states was “all hands on deck,” including reassigning RESEA-dedicated staff to respond to claimant inquiries and process UI applications.

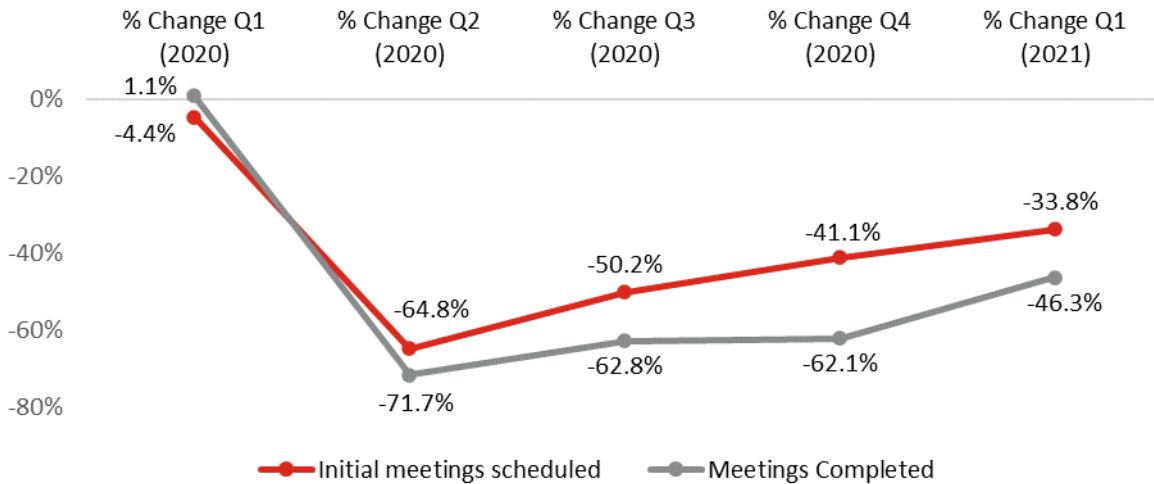
❖ **The number of RESEA meetings conducted decreased precipitously. While operations recovered late in 2020, the number of RESEA meetings scheduled and completed remained well below pre-COVID levels.**

Not surprisingly given the program suspensions, the number of initial RESEA meetings scheduled and total meetings (i.e., both initial and subsequent meetings) completed dropped sharply year-over-year (Exhibit 8-1). As the number of RESEA meetings dropped, the number of initial UI claims rose sharply—initially, as noted above, by nearly a factor of twenty-five—driving down the fraction of RESEA-eligible initial UI claimants selected for RESEA.

The number of meetings scheduled and completed in the first quarter of 2020 was similar to the first quarter of 2019. The number of initial meetings *scheduled* was 1.1 percent higher in the first quarter of 2020 than in the corresponding quarter a year earlier. Total meetings *conducted* were 4.4 percent fewer in the first quarter of 2020 compared to a year earlier, possibly reflecting cancellations due to AJC office closures in late March 2020, at the very end of the first quarter. But in the second quarter of 2020, meeting activity declined by more than two-thirds—with 65 percent fewer initial meetings scheduled and 72 percent fewer total meetings conducted compared to the same quarter in the prior year. Over the subsequent three quarters, RESEA meeting activity gradually rose back toward pre-pandemic levels. In the first quarter of 2021, a year after the start of the pandemic, the number of meetings conducted was 46 percent lower than the number conducted in the same quarter in 2019.

Interviews with state and local staff provided some illustrations of how the pandemic contributed to the steep declines in initial meetings scheduled and total meetings completed. Five of the 10 states where interviews were conducted had operational programs at the time of the interviews in fall 2020. Staff in these five states reported at least some initial decreases in the number of people scheduled for RESEA and the number of meetings held, though the numbers of meetings scheduled and conducted increased again over subsequent months.

**Exhibit 8-1. Percentage Change in Initial RESEA Meetings Scheduled and Total RESEA Meetings Completed in 2020 and 2021 Relative to the Same Quarter in 2019**



**Source:** ETA 9128 reports. Accessed March 23, 2022.

**Note:** Tabulations are by calendar quarter and year. Quarter is abbreviated to “Q”. For example, “Q1” refers to Quarter 1). *Meetings completed* includes both initial and subsequent meetings completed. The exhibit shows percent change from 2019 to 2020 or 2021 for all states (N=50) that received grant funds to operate programs for all quarters shown. ETA 9128 reports are missing for a small number of states for some quarters (two apiece Q2 2020 and Q1 2021; four apiece in Q3 2020 and Q4 2020).<sup>56</sup> For the purposes of tabulating meetings scheduled, missing reports are treated as indicating that the state had no RESEA meeting activity (zero meetings scheduled).

As an illustrative example, in one state where the program was operational at the time of the in-depth interviews, staff reported that despite surging numbers of new claimants (resulting from pandemic-related layoffs), the RESEA program had a decrease in the number of claimants scheduled for initial meetings, in part as a result of staffing constraints. Some AJCs in this state had not been able to resume RESEA meetings because the staff responsible for conducting them were temporarily reassigned to support UI application processing. Staff in a second state reported an initial sharp decrease in numbers of claimants selected and scheduled, but once remote meetings (via telephone) were introduced, local areas were able to increase the number of claimants scheduled (in part because of efficiencies of conducting initial meetings remotely). In a third state, which initially suspended program operations but restarted after several months, staff explained that the number of claimants scheduled for meetings varied more from month to month than prior to the pandemic.

## 8.2. Early Pandemic Effects on Structure and Delivery of RESEA Services

In each survey wave, states reported on recent changes made to their program design or operation. In Wave 2 (October/November 2020) states reported on changes made in past six months; in Wave 3 (March-May 2021) states reported on changes made since November 2020 (the prior survey wave). Across the two survey waves, the leading change was the same – change in service delivery design, reported by about two-thirds of states in both waves (Exhibit 8-2). The next two leading changes for states were changes to RESEA staffing (reported by about one third of Wave 2 and 3 respondents) and changes

<sup>56</sup> By quarter, the states with missing ETA 9198 reports for periods covered in Exhibit 1 are Q2 2020: MN and NC; Q3 2020: CA, IN, KS, NV; Q4 2020: CA, KS, NV, PA; Q1 2021: CA and MN. In survey responses, all of these states indicated having suspended their RESEA programs.

to the approach to UI eligibility and work search review (Wave 2, 37 percent of states; and Wave 3, 24 percent of states).

- ❖ **Among states where programs were operating as of fall 2020, over half reported changing their approach to UI eligibility and work search review, with most lowering requirements or suspending penalties.**

In the early months of the pandemic, most states waived work search requirements for their UI programs (Viser et al., 2021) because so many people were unemployed and so few employers were hiring. Concomitantly, many state RESEA programs adjusted their approach to eligibility assessment. At the time of the Wave 2 survey in October/November 2020, 32 state survey respondents indicated that their programs were in operation. Of those, 17 reported having made changes to their approach to UI eligibility and work search review during the previous six months. In 9 of those states, no work search review was being conducted as of the time of the survey. In two others, work search review had been waived at some point, but had been reinstated as normal by the time of the survey. In a smaller number of states (3), RESEA programs continued to review claimants’ work search, but staff were not to disqualify claimants for issues identified. In the remaining 2 states, work search was still required, but the set of activities that could be used to meet the requirement had changed.

**Exhibit 8-2. Changes to RESEA Programs**

Type of Programmatic Change	October/November 2020		March-May 2021	
	Number of States	% of States	Number of States	% of States
Changed service delivery design	31	67%	35	70%
Changed RESEA staffing or resources	15	33%	17	34%
Changed the approach to UI eligibility and work search review	17	37%	12	24%
Changed size and/or geographic coverage area of RESEA program	6	13%	6	12%
Changed approach to targeting RESEA services to claimants	5	11%	4	8%
Other (please specify)	3	7%	0	0%
We have not changed the RESEA program	0	0%	11	22%
N/A	14	30%	2	4%
Did not respond	0	0%	1	2%
<b>Total</b>	<b>46</b>	<b>100%</b>	<b>50</b>	<b>100%</b>

**Source:** RESEA Implementation Survey, Wave 2 (October/November 2020) and Wave 3 (March-May 2021), Question 1.a.4.

**Note:** For Wave 2, states were asked “In the past six months, which aspects of your RESEA program have you changed.” For Wave 3, states were asked “Since the end of November 2020, which aspects of your RESEA program have you changed.” Totals do not sum to grand total because respondents could select more than one response option. N/A indicates that the respondent was not displayed the question. “Did not respond” indicates that the respondent declined to answer the question.

- ❖ **To deliver services safely during COVID, states shifted from delivery in person to a remote service delivery model—by spring 2021, four-fifths of states indicated that initial RESEA meetings typically occur remotely by phone.**

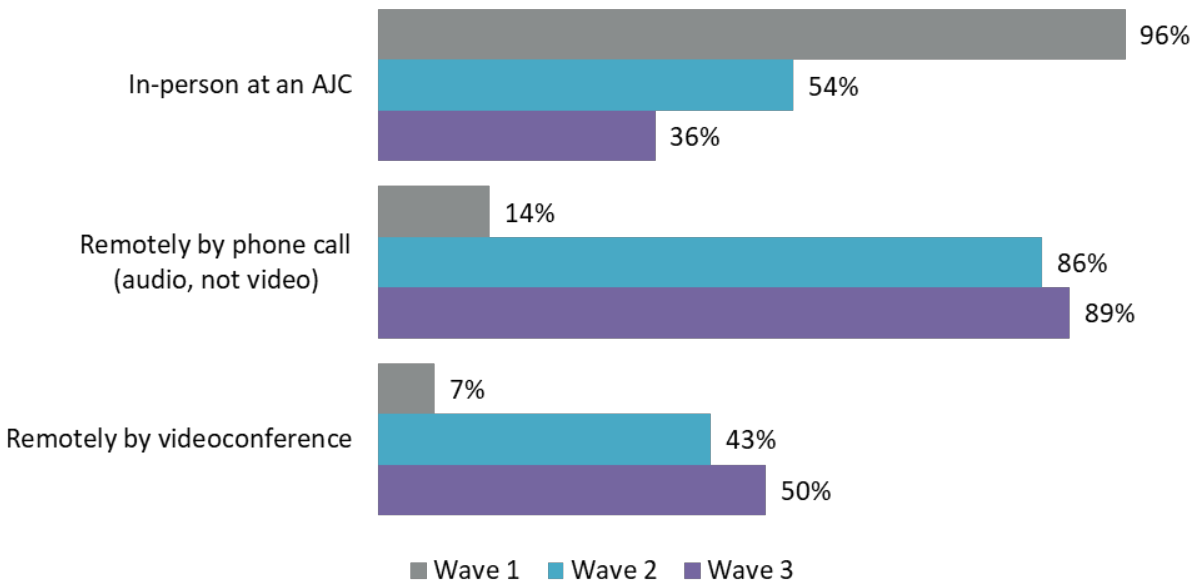
In response to the pandemic, states shifted initial RESEA meetings from in-person to remote delivery, typically via phone or videoconference. These types of shifts to remote activities generally applied to the

workforce development system as a whole as well as for RESEA. Exhibit 8-3 shows changed over time in where RESEA meetings could be held, based on responses from the subset of 28 states that responded to the survey at all three waves and also had programs that were in operation each wave. Just before the pandemic (Wave 1), only 14 percent of states reported holding at least some RESEA meetings by phone and only 7 percent reported that videoconference was an option used for RESEA meetings. By fall 2020 (Wave 2), those figures had risen to 86 percent and 43 percent respectively. As of March-May 2021 (Wave 3), 89 percent of states reported holding RESEA meetings by phone and 50 percent reported holding them by videoconference.

In their Wave 3 survey responses, among the 46 states that reported holding meetings remotely using at least one form of technology (whether by phone or videoconference), all states made this option available to all claimants. In contrast, at Wave 1, only five states that used remote meetings offered the option to all claimants.

Finally, RESEA also serves as a gateway to services provided by workforce system partners, and states increased virtual access to those reemployment services, which also had shifted to virtual methods. New virtual workforce services include: (a) posting labor market information and job leads online or emailing these to job seekers; (b) online videos on effective job search strategies and resume preparation; (c) online tools for job search and career interest assessments; and (d) virtual job fairs.

**Exhibit 8-3. Changes in where RESEA Meetings Occurred, from Just Before the Pandemic through Spring 2021**



**Source:** RESEA Implementation Survey, Wave 1 (February/March 2020, Wave 2 (October/November 2020), Wave 3 (March-May 2021), Question 3.c.1.

**Note:** Totals across the three categories for each wave do not sum to 100% because respondents could select more than one response option if meetings could be held in more than one of the three locations. Sample includes only those states whose programs were in operation at all three survey waves and responded to the survey at all waves (N=28).



Staff interviews also suggest that remote service delivery during the pandemic could have effects beyond the pandemic.<sup>57</sup> Having put the technology and procedures in place, continuing them would be straightforward. Text Box 8-A highlights experiences of one state with remote delivery of RESEA meetings with claimants.

**Text Box 8-A: Wisconsin’s Experiences with Moving from In-person to Remote Initial Meetings**

*State RESEA leaders were able to quickly pivot from in-person to a remote delivery format in March of 2020. Since the shift to remote services, the RESEA presentation is delivered individually, with tele-meetings lasting an average of 45 minutes. The state has not indicated any plans to change its initial meeting in the future, but local staff stated that services could be delivered remotely, for all or select claimants, and for both the initial but especially the subsequent meeting.*

*Local staff also largely indicated a preference for the individual nature of remote meetings. They cited the ability to look up claimants’ case information and resumes before the meeting as a way to provide more individualized information tailored to the background and needs of each claimant. According to state staff, the shift to remote delivery has arguably resulted in more intensive and targeted service provision, because presentation and discussion content can be more readily tailored to the needs of each individual claimant.*

*From a service provision perspective, the shift to remote services also spread claimant caseload more equitably across the state, because any RESEA staff person could serve any claimant statewide. During the pandemic, local staff reported that they might try calling a claimant multiple times and/or look through the UI system for alternate contacts in order to reach out to claimants and reduce FTR. They report that the use of remote meetings in general has seemed to reduce the previously cited barriers to attendance, and they cite this as one reason to explore the use of remote meetings in the future.*

**Source:** Abt remote site visit interviews with state and local program staff involved with RESEA, Summer/Fall 2020.

**Note:** The evaluation team received permission from the state to include its name.

### 8.3. Anticipated Longer-term Effects of COVID on State RESEA Programs

Longer term, it is hard to anticipate the full impacts of COVID on RESEA service delivery. The pandemic forced states to explore, test, and perhaps accelerate the use of remote and virtual service delivery in RESEA and in the workforce development system as a whole.

**❖ Even as the pandemic subsides, remote and virtual services seem likely to remain as features of RESEA.**

The survey also asked states to report on “definitive, official” plans to change their programs going forward, either in response to COVID-19 or for other reasons. As of Wave 3, only about a third (17) of states had such plans, but nearly all of those states (16 states) intend to emphasize changes to service delivery design, specifically expansion of remote and virtual services (Exhibit 8-4). Although the exhibit

<sup>57</sup> As noted earlier, among the 10 states where staff interviews were conducted, half were operational at the time the interview occurred. In all five of these states, it was not yet possible for RESEA staff to meet with claimants in-person to conduct initial or subsequent meetings. As a result, meetings in all five states were possible only with remote or virtual RESEA meetings conducted via telephone or videoconference call.

does not show this, of the 16 states that indicated plans to change service delivery design, 15 planned to add or expand remote services such as phone or videoconference meetings, and 9 indicated plans to add or expand online self-service options.

Text Box 8-B highlights one state’s plan to develop remote service delivery capacity, post-COVID.

**Exhibit 8-4. Planned Changes to RESEA Programs, as of Spring 2021**

Type of Planned Change	Number of States	% of States
Changing service delivery design (e.g., in-person, remote or virtual, etc.)	16	32%
Changing RESEA staffing or resources	5	10%
Changing size and/or geographic coverage area of RESEA program	3	6%
Changing approach to targeting RESEA services to claimants	2	4%
No changes are planned	33	66%
<b>Total</b>	<b>50</b>	<b>100%</b>

**Source:** RESEA Implementation Survey, Wave 3 (March-May 2021), Question 1.b.2. N=50.

**Notes:** Options do not sum to total because respondents could select more than one response option.

**Text Box 8-B. Connecticut’s Plans for Implementing Remote Platforms to Support RESEA Service Provision**

*Connecticut is planning to implement a remote platform to facilitate RESEA service provision. At the time of the virtual staff interviews, the state was planning and developing this platform, which could employ a combination of Microsoft Teams and Zoom Webinar (allowing interactions between participants and RESEA staff for initial meetings and mandatory workshops) and DocuSign (to support claimant’s completion and signing of documents). Once COVID restrictions are lifted, the expectation is that if this new process goes well, a new hybrid approach could be implemented for the initial RESEA meetings and for reemployment services offered after the initial meeting. This hybrid approach would feature an option allowing a claimant to complete the initial RESEA meeting via one-on-one video, telephone, or in-person. Over time, as the state assesses the effects of remote service provision on RESEA participant outcomes, it is possible that the in-person initial RESEA meeting could be entirely replaced by the telephone/virtual service delivery options offered via the remote platform.*

**Source:** Abt remote site visit interviews with state and local program staff involved with RESEA, Summer/Fall 2020.

**Note:** The evaluation team received permission from the state to include its name.

Moving forward, it is difficult to predict the extent which states will return to in-person delivery of RESEA services, combine in-person and remote/virtual delivery of services, or continue to embrace and intensify use of remote/virtual service delivery options. The survey results and interviews with state and local administrators suggest a likelihood for continued use and expansion of remote/virtual service delivery. The longer-term effects of remote RESEA services include both potential positive and negative effects. The potentially positive effects noted by RESEA administrators and staff include the following:

- **Remote service delivery removes geographic constraints, and that may create efficiencies in RESEA service provision.** With in-person service delivery, RESEA staff and selected claimants

must reside near the service location. With remote service delivery, a RESEA staff person in one part of the state can serve claimants statewide. This makes the program more flexible. States could adopt a centralized call center model or allow staff in one AJC to help another AJC's localized case surge. Hence, conducting meetings via telephone or online holds the potential for greater flexibility in which RESEA staff are scheduled to meet with claimants.

- **Replacing in-person orientations with virtual orientations may reduce costs for programs.** Prior to the onset of the pandemic, some states and localities had 60- to 90-minute in-person group orientations to explain AJC and partner services to claimants as part of initial RESEA meetings. By shifting to providing recorded orientations online, it is possible that staff could be freed up to spend more time on one-on-one interactions in RESEA meetings.
- **No longer requiring in-person attendance likely reduces time and burden on RESEA participants.** The switch to remote services reduces participants' travel time/costs, reduces barriers to attendance at initial/subsequent meetings (like lack of childcare or transportation), and reduces time waiting to meet individually with RESEA staff.
- **Remote meetings may reduce rates of failure to report.** The reduced attendance burden on claimants seems likely to increase attendance rates (and therefore reduce rates of failure to report) at least somewhat. This may improve their employment rates, and helps states improve their performance on a metric that they must report to the DOL.

Two potential negative effects are:

- Holding RESEA meetings remotely weakens RESEA's role as an entry point to AJC partner services. Attending RESEA meetings in an AJC puts UI claimants in proximity to workforce system partners and may promote claimants' use of those services in a way that a remote model does not.
- Claimants may face technological/logistical challenges to accessing virtual services. Challenges related to the "digital divide," comfort with technology, data plans, access to Wi-Fi, quality of phones/computers, and privacy concerns—e.g., having a private available space to conduct a videoconference with RESEA staff—could make it difficult for claimants to interact remotely/virtually to meet RESEA requirements and effectively take advantage of reemployment services.

Overall, the pandemic greatly interrupted RESEA service delivery, as it did for the workforce development system more broadly. Surveys and interviews with RESEA administrators and staff suggest that the pandemic and resulting surge in UI claims profoundly challenged state and local operations. RESEA program administrators and staff also had to cope with temporary pandemic-related suspension of in-person service delivery at AJCs and other localities where RESEA initial and subsequent meetings with claimants were typically conducted. States responded—sometimes very rapidly—to adapt their RESEA programs to those interruptions. Some changes are temporary (e.g., easing enforcement of certain requirements), while others are likely to persist. In particular, the pandemic provided both the need for, and opportunity to, introduce or accelerate remote service delivery platforms and tools, and these are likely to be important service delivery features in the future.

## 9. Building RESEA Evidence

The SSA amendments (and DOL guidance) include a tiered-evidence approach for the RESEA program to encourage states to use evidence-based strategies in cases where evidence of effectiveness exists and conduct evaluations to generate evidence strategies for which such evidence does not yet exist. These requirements apply to FY 2019 RESEA grant funds and future year grant funds.<sup>58</sup> This chapter uses data from the three survey waves, supplemented by interviews conducted during site visits to learn about (a) staff knowledge of SSA requirements and states' evaluation capabilities, challenges, and technical assistance needs (Section 9.1) and (b) state evaluation progress and interests (Section 9.2).

### Key Findings

- 90 percent of states expressed an understanding of new RESEA evidence requirements.
- 60 percent of states report having expertise and data resources to support evaluation.
- 28 percent of states view lack of funds to comply with evidence and evaluation requirements as a challenge.
- As of the spring 2021, all but a few states (94 percent) have plans to move forward with RESEA evaluations.
- States' interests in which interventions to evaluate span a range of program components.
- While about a quarter of states express interest in joining state-led multi-state evaluation efforts, 4 in 5 states express interest in being part of DOL-sponsored multi-state studies.

### 9.1. Knowledge of the Evidence Requirements and Evaluation Capabilities, Challenges, and Needs

The survey and site visits shed considerable light on the extent to which states understand statutory evidence and evaluation requirements, their existing evaluation capabilities and challenges, and likely technical assistance needs.

❖ **Most states (90 percent) expressed an understanding of new RESEA requirements for evidence of effectiveness and performance as outlined in the SSA.**

DOL has provided guidance (UIPL 01-20) and evaluation technical assistance such as a series of webinars that introduce states to key evaluation concepts and a Reemployment Services and Eligibility Assessment (RESEA) Evaluation Toolkit (Mills De La Rosa, et al., 2021) to help states understand evidence and evaluation requirements.<sup>59</sup> The Wave 3 survey results indicate that most RESEA administrators in most states understand the new requirements for implementing evidence-based interventions, as well as DOL plans to link funding to use of such. As shown in Exhibit 9-1, as of spring

<sup>58</sup> See UIPL 01-20 and Klerman, et al. (2022) for more detailed discussions of those evidence requirements.

<sup>59</sup> See RESEA Evaluation and Evidence Resources page on WorkforceGPS for technical assistance: [https://rc.workforcegps.org/resources/2016/10/03/06/29/~/link.aspx?id=472F42AAE3FD4A159CBCC374AA\\_A36CCB&z=z](https://rc.workforcegps.org/resources/2016/10/03/06/29/~/link.aspx?id=472F42AAE3FD4A159CBCC374AA_A36CCB&z=z). See the Reemployment Services and Eligibility Assessment (RESEA) Evaluation Toolkit: Key Elements for State RESEA Programs here: [https://www.dol.gov/sites/dolgov/files/OASP/evaluation/pdf/RESEA\\_Toolkit\\_February2021.pdf](https://www.dol.gov/sites/dolgov/files/OASP/evaluation/pdf/RESEA_Toolkit_February2021.pdf).

2021, respondents from nearly 90 percent of states indicated that they either understood the evidence-based requirements very well (32 percent) or somewhat well (56 percent).<sup>60</sup>

During the site visit discussions (in early fall 2020), RESEA administrators in 8 of the 10 states visited indicated that they had a basic understanding of the evidence requirements outlined in the SSA, as a result of reviewing relevant UIPLs and attending training webinars sponsored by DOL.

**Exhibit 9-1. How Well States Understand New RESEA Requirements for Evidence of Effectiveness and Performance, as of Spring 2021**

Degree of Understanding	Number of States	% of States
Very well	16	32%
Somewhat well	28	56%
Not well at all	5	10%
Did not respond	1	2%
<b>Total</b>	<b>50</b>	<b>100%</b>

**Source:** RESEA Implementation Survey, Wave 3 (March/April 2021), Question 6.a.1.

**Note:** “Did not respond” indicates that the respondent declined to answer the question.

**❖ Most states report having at least “satisfactory” expertise and data resources to support planned evaluations, though room to strengthen capabilities exists.**

Staff expertise in planning and overseeing evaluation efforts are key resources for states to be able to build high quality evidence. The spring 2021 survey data indicate that about 3 in 5 states (58 percent) rated their staff expertise in designing formal evaluation as “satisfactory” or better (Exhibit 9-2), though only 12 percent rated their staff expertise as “excellent.” At the other end of the scale, just over than one-fourth of states (26 percent) indicated a “need for improved” staff expertise, while another 14 percent reported that they did not know about their states’ expertise.

States indicated similar ratings of state staff’s expertise in contracting with research partners and overseeing evaluations. Again, 58 percent rated their staff expertise as “satisfactory” or better, though only 4 percent rated their expertise as “excellent.” And 18 percent indicated a “need for improvement,” while another 20 percent indicated uncertainty about expertise in contracting out such studies, and 4 percent failed to provide an answer.

<sup>60</sup> At the time of the Wave 1 survey (February/March 2020, a slightly lower percentage (about four-fifths of states) indicated that they either understood the evidence-based requirements very well (34 percent) or somewhat well (47 percent).

**Exhibit 9-2. State Administrators' Rating of Staff's Expertise in Designing Formal Evaluations, and Contracting with Research Partners and Overseeing Evaluations, as of Spring 2021**

Level of Expertise	Expertise in Designing Formal Evaluations		Expertise in Contracting with Research Partners and Overseeing Evaluations	
	Number of States	% of States	Number of States	% of States
Excellent	6	12%	2	4%
Good	11	22%	13	26%
Satisfactory	12	24%	14	28%
Needs improvement	13	26%	9	18%
I don't know	7	14%	10	20%
Did not respond	1	2%	2	4%
<b>Total</b>	<b>50</b>	<b>100%</b>	<b>50</b>	<b>100%</b>

**Source:** RESEA Implementation Survey, Wave 3 (March-May 2021), Question 6.e.1. and 6.e.2.

**Note:** “Did not respond” indicates that the respondent declined to answer the question.

State RESEA administrators’ survey responses also suggest that states are confident in the quality of their data on program participants, with 4 of 5 rating the quality of their data as “satisfactory” or better and just 8 percent of states indicating that it “needs improvement” (see Exhibit 9-3). States similarly rated highly their technical ability to link RESEA participant data (i.e., UI claims data) to wage records, workforce data, and any other important data, with nearly three-fourths (72 percent) rating the quality of their technical ability “satisfactory” or better and 14 percent indicating a “need for improvement.”

**Exhibit 9-3. State Administrators' Rating of Data Quality and Linking Ability, as of Spring 2021**

Data Quality	Quality of State's Data on Individual RESEA Participants		State's Technical Ability to Link RESEA Participant Data to Wage Records, Workforce Data, and Other Important Data	
	Number of States	% of States	Number of States	% of States
Excellent	8	16%	13	26%
Good	19	38%	18	36%
Satisfactory	14	28%	5	10%
Needs improvement	4	8%	7	14%
I don't know	4	8%	6	12%
Did not respond	1	2%	1	2%
<b>Total</b>	<b>50</b>	<b>100%</b>	<b>50</b>	<b>100%</b>

**Source:** RESEA Implementation Survey, Wave 3 (March-May 2021), Question 6.e.4 and 6.e.5.

**Note:** “Did not respond” indicates that the respondent declined to answer the question.

During site visits, state administrators generally indicated confidence in their ability to generate high quality data to support data collection and an ability to bring together a combination of in-house staff and outside experts to plan and conduct impact-type studies. Three of the 10 states visited had been part of past impact studies focused on their UI or REA programs. Interviewees expressed a continued need and willingness to access training and technical guidance from DOL (and outside evaluation experts).



❖ **Nearly three-fourths (72 percent) of states do not view lack of funds to comply with evidence and evaluation requirements as a challenge.**

Relative to the first survey wave in spring 2020, by spring 2021 fewer states reported that funding is a challenge to their being able to comply with evidence requirements. Exhibit 9-4 shows how that perception has changed across the three survey waves, among the 40 states that responded to all three survey waves. At Wave 3 (spring 2021), 27 states reported that lack of funds was “not a challenge,” 9 states more than at Wave 1 (February/March 2020). Most of that shift appears to have come from a reduction in the number of states reporting that lack of funding is a “slight challenge” (from 11 states to 3) between those waves. The number of states reporting that lack of funding is a “moderate” or “major” challenge changed little—from 11 at Wave 1 to 10 at Wave 2, though the number of respondents who cited funding as a “major” challenge declined from 6 at Wave 1 to 3 at Wave 3. The largest changes occurred between Wave 2 and Wave 3, not between Wave 1 and Wave 2. Possible influences at Wave 2 include DOL’s release of FY 2021 RESEA guidance with preliminary funding allocations (UIPL 13-21), an RESEA Evaluation Toolkit (Mills de la Rosa et al., 2021), and a technical assistance webinar on evaluation strategies for small states<sup>61</sup> (who are likely to face the most serious funding-related challenges).

**Exhibit 9-4. States’ Perceptions that “Lack of Funds to Comply with Evidence and Evaluation Requirements” is a Challenge**

Degree of Challenge	Feb/Mar 2020	Oct/Nov 2020	Mar/May 2021
Major challenge	6	6	3
Moderate challenge	5	6	7
Slight challenge	11	11	3
Not a challenge	18	17	27
<b>Total (Number of states)</b>	<b>40</b>	<b>40</b>	<b>40</b>

**Source:** RESEA Implementation Survey, Wave 1 (February/March 2020), Wave 2 (October/November 2020), and Wave 3 (March-May 2021), Question 5.a.8.

**Note:** Tabulations are for the subset of states that responded to the applicable question in all three survey waves.

During remote site visit discussions, RESEA administrators in nearly all states indicated a willingness to consider collaboration with other states, however, none of the 10 states indicated ongoing efforts to undertake or even plan such multi-state efforts. Level of interest in states varied. Several states indicated keen interest in collaboration while most others indicated interest in such collaboration if there was a need (from a sample size perspective), a willingness for other states to collaborate, and the interventions to be tested across states were similar in nature.<sup>62</sup> For example, one state with a relatively low RESEA caseload felt that their sample size would be too small to conduct an impact evaluation without joining other states. This state had discussions with DOL about pooling with other states prior to COVID, but discussions were placed on hold. Similarly, a second state observed they were somewhat interested in being part of a multi-state evaluation, but collaboration in such a study would depend on the nature of the evaluation and how similar the participating state or states were in terms of program structure. A third state was very

<sup>61</sup> This webinar can be found at: <https://www.workforcegps.org/events/2020/10/21/13/48/Evaluation-Strategies-for-States-with-Smaller-RESEA-Programs>.

<sup>62</sup> In its guidance (UIPL 01-20), DOL acknowledges that funding or sample sizes may not be sufficient to do rigorous evaluations on a state-by-state basis, and so, “states are encouraged to pool their funds to support more rigorous evaluations. The Department of Labor may also engage with states to support RESEA evaluations.”

interested in working with other states on future evaluation efforts in order to obtain larger sample sizes, access to other states' expertise, and to generally learn from "successes" in other states.

❖ **States prefer written technical assistance, but also welcome webinars and other types of training/technical assistance focused on evidence building.**

Looking ahead to focusing the types of technical assistance that DOL might provide in the future, as part of the spring 2021 survey, states rated the following methods for conveying assistance most effective: written guidance (74 percent); one-on-one coaching and support (66 percent); webinars (64 percent); and conferences, workshops, or other in-person meetings (62 percent). During site visits, states indicated that the written guidance issued by DOL in the form of UIPLs had been carefully reviewed and well-received, providing states with clarity on key provisions of the SSA and how to move forward. State RESEA administrators welcomed all forms of technical assistance, though several indicated the combination of written technical guidance accompanied by webinars and one-on-one technical assistance is most helpful. Several states indicated that when information is presented to states, it is important that it not be overly technical, useful for "on-the-ground" staff, and specific to state/local needs. Several states indicated they welcomed one-on-one technical assistance because of the different size, structure, and context of RESEA programs across states.

## 9.2. Status and Possible Focus of States' Evaluations

Under the SSA (and guidance issued by DOL), states may use up to 10 percent of their RESEA grant funds to conduct evaluations of interventions used in carrying out their programs. States may conduct evaluations of their program as a whole or of individual program components. Because the number of program participants and amount of funding may not be sufficient to do rigorous, sufficiently powered evaluations on a state-by-state basis—particularly for small states and states that are evaluating components of programs—states are encouraged to consider pooling their funds (and efforts) to support more rigorous evaluations.

In the spring 2021 survey, 94 percent of respondents indicated that their state currently plans to conduct an RESEA evaluation. Further, 58 percent report that they expect to use the full 10 percent of allowable grant funds for the purpose of evaluation. In this section we describe what states have done to prepare for evaluations, the interventions that staff express interest in evaluating and their interest in participating in multi-state evaluations.

❖ **States have engaged in many kinds of activities to prepare to meet the evaluation and evidence requirements.**

The spring 2021 survey asked state RESEA administrators what steps the state had taken to "plan for the new RESEA program evaluation and evidence requirements?" Those steps included discussions with different types of state staff, consulting with individuals outside of their state agency, consulting DOL's Clearinghouse for Labor Evaluation and Research (CLEAR), and consuming technical assistance materials. Exhibit 9-5 lists the activities that states report having engaged in, from most to least common. Other than one state's respondent who replied "I don't know," all other respondents reported that their states had engaged in at least one listed activity.

**Exhibit 9-5. States’ Activities to Prepare for Meeting Evaluation and Evidence Requirements**

State Activity	Number of States	% of States
Attended USDOL’s evaluation technical assistance webinars or viewed them through WorkforceGPS	46	92%
Reviewed resources on RESEA evidence standards and/or reviews of existing studies, available on USDOL’s CLEAR	41	82%
Reviewed evaluation technical assistance resources on WorkforceGPS	40	80%
Held internal discussions with RESEA staff	31	62%
Discussed with State ES, UI, WIOA, or labor market information office	31	62%
Consulted with outside partners or consultants	25	50%
Consulted other states one-to-one or through regional, NASWA, or other national meetings	19	38%
I don’t know	1	2%

**Source:** RESEA Implementation Survey, Wave 3 (March-May 2021), Question 6.c.1. N=50.

**Note:** Responses do not sum to 100% because respondents could select multiple responses.

Attending evaluation technical assistance webinars was the most common response, with 92 percent of states reporting having done so. Roughly 80 percent of states reported, respectively, consulting CLEAR and reviewing evaluation technical assistance resources on Workforce GPS. Holding discussions with other state staff was the next most common step that states had taken, with 62 percent reporting having held discussions among RESEA staff. The same percentage reported having held discussions with staff from other relevant state workforce, UI, and research offices. Many had also consulted with entities from outside the state, such as outside partners or consultants (50 percent) or other states (38 percent).

**❖ A range of program services and policy interventions exist that could be the focus of future evidence building activities by DOL and states.**

The study team asked state survey respondents which RESEA components they either plan to evaluate or might evaluate. Twelve states responded that they did not know or that the question is not applicable (presumably because they do not intend to conduct an evaluation). The most commonly selected response option was evaluating “the program as a whole,” chosen by 58 percent of respondents.

But as Exhibit 9-6 shows, respondents also indicated plans or interest in evaluating a range of specific program components and strategies. The most common (16 percent) was evaluating remote services compared to in-person services. Since the onset of the COVID-19 pandemic, the effectiveness of remote services compared to in-person services has become a very salient question. The next most commonly selected option (14 percent) was evaluating subsequent RESEA meetings. Respondents also expressed interest in evaluating a range of different reemployment services-related interventions, such as job search assistance (12 percent), career and labor market information (4 percent), ways to develop a reemployment plan (4 percent), and providing more individualized career services (4 percent).

Eight percent of states expressed interest in testing strategies to reduce failure to report. Chapter 5 of this report listed a number of possible candidate strategies that might be tested to reduce failure to report. Those include different modes of reminders (both by staff and automated), using behaviorally-informed messaging in communications about RESEA meetings, and allowing self-scheduling.

**Exhibit 9-6. RESEA Program Aspects that States Plan to or Might Evaluate**

RESEA Program Aspect	Number of States	% of States
Remote vs in-person services	8	16%
Adding or removing subsequent RESEA meetings	7	14%
Job search assistance	6	12%
Criteria used to select RESEA claimants (e.g., likelihood of exhaustion)	5	10%
Approaches to reduce failure to report	4	8%
Career and labor market information	2	4%
Ways to develop a reemployment plan	2	4%
Providing more individualized career services	2	4%
Penalties for non-compliance/failure to report	1	2%

**Source:** RESEA Implementation Survey, Wave 3 (March-May 2021), Question 6.c.6. N=50.

**Note:** Responses do not sum to 100% because respondents could select more than one of the responses above. They could also select none of them.

The same DOL project that produced this report has also created a report on *Options for Building Evidence on RESEA Programs* (Klerman et al., 2022) that describes in greater depth specific program components and strategies that could potentially be the focus of future state and DOL evaluations.

**❖ While about a quarter of states express interest in joining state-led pooled evaluation efforts, 4 in 5 states express interest in being part of DOL-sponsored studies.**

As part of the Wave 3 survey, states were asked whether they would be interested in being part of a multi-state evaluation effort. About one-fourth (26 percent) indicated they were very interested or interested in such a multi-state collaboration. However, another 26 percent were not interested, and an additional 36 percent were uncertain. Although interest exists, only 10 percent of states report that they plan to participate in a multi-state evaluation.<sup>63</sup>

According to Wave 3 results, more state administrators expressed interest in being part of DOL-sponsored studies, compared with being part of multi-state efforts. Four in five states (80 percent) indicated their state would be very interested (22 percent) or somewhat interested (58 percent) in participating in future DOL-sponsored studies (not shown in an exhibit, with 6 percent not interested and 12 percent unsure). As shown in Exhibit 9-7, states perceive that being part of a DOL-sponsored study of the RESEA program would provide an opportunity to improve their state’s RESEA program (84 percent) and learn from other states’ experiences with RESEA (62 percent). Other perceived benefits include a reduction in the logistical and technical challenges involved in designing an evaluation (42 percent); helping other states improve their RESEA program (36 percent); developing the state’s evaluation capacity (38 percent); and getting assistance with covering the cost of evaluation (28 percent).

<sup>63</sup> States were also asked whether they plan on participating in a multi-state evaluation. As part of the Wave 3 survey, 10 percent of states indicated “yes” and 14 percent indicated “maybe”; overall half (54 percent) indicated “No” and an additional 22 percent said they “did not know.”

**Exhibit 9-7. State RESEA Administrators' Views of the Most Important Benefits of Participating in Future DOL-Sponsored Studies**

Type of Benefit	Number of States	% of States
Improve the state's RESEA program	42	84%
Help other states improve their RESEA program	18	36%
Develop the state's evaluation capacity	19	38%
Learn from other states' experiences with RESEA	31	62%
Reduce the logistical and technical challenges involved in designing an evaluation	21	42%
Get assistance with covering the cost of evaluation	14	28%
I don't know	2	4%
Did not respond	1	2%

**Source:** RESEA Implementation Survey, Wave 3 (March-May 2021), Question 6.d.6. N=50.

**Note:** The percentages in the rows sum to more than 100 percent, because respondents could select more than one response. "Did not respond" indicates that the respondent declined to answer the question.

## 10. Study Conclusions and Implications

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This report has described how states and local areas implement RESEA programs. This chapter summarizes the main themes and implications of the study.

As discussed in Chapter 1, although many basic elements of RESEA are specified in statute and DOL guidance, states have flexibility to shape details of their programs' designs. DOL has encouraged states to continuously search for ways to innovate their strategies for operating RESEA and delivering services in order to promote better employment outcomes for claimants, reduce UI duration, and strengthen program integrity. For instance, DOL's FY 2021 RESEA program guidance (UIPL 13-21) states:

*“The RESEA program now provides states with significant opportunity for innovation in program design and targeting UI claimants for participation, and it rewards new and innovative service delivery strategies and interventions. With consideration for the program’s potential growth in future years, states are strongly encouraged to seek, test, and/or evaluate innovative methods and to continuously revisit their specific program interventions and service delivery strategies, how they staff the program, and how to most effectively achieve the purposes of the RESEA program.”*

This report has drawn on information from surveys, interviews with state and local staff, and program administrative data, to examine how states' program implementation—with a particular eye to ways that they are “revisiting” and “innovating” in response to the SSA amendments and related DOL guidance. The report documents states' approaches to coordinating RESEA with workforce system partners, selecting claimants, promoting attendance at RESEA meetings, delivering reemployment services, strengthening program integrity, and building evidence on program impacts and practices.

A broad finding across all areas is that states have yet to dramatically change the design of their programs from the early years of RESEA, or even from REA. States express interest in some changes to key elements such as claimant selection and reemployment service provision, but actual changes have been fewer.

That characterization applies to states programs as they functioned between passage of SSA in 2018 and the start of the COVID pandemic. Since March 2020, operations have been far from normal. The report also describes how states have adapted to the pandemic's forced closures of AJCs and strains on staff resources. In response to the pandemic, many states have made rapid and deep changes to their service delivery approaches. Many of those changes may be temporary, lasting only until the pandemic subsides, but some changes may endure.

The key study conclusions and implications from each chapter are summarized below.

**Integrating RESEA with the Broader Workforce System.** RESEA operates within a broader workforce system. The goal of RESEA is not to supplant or duplicate other funding or services, but instead to supplement and be a gateway to them. Integrating RESEA with other programs may have the potential to improve an RESEA program's ability to customize reemployment services to claimants' needs, improve program integrity, and operate more efficiently.<sup>64</sup>

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<sup>64</sup> See, for example UIPL 13-21's observation that “ensuring that the RESEA program is integrated into the workforce system... enables RESEA participants full access to the full range of services offered through the state's one-stop delivery system.” Having access to a wider array of services necessarily expands the options for



Under normal conditions, the overwhelming majority of RESEA meetings are held in AJCs. Staff reported that this co-location makes it easier for staff from different programs to collaborate. Co-location also puts claimants in proximity to partner services, reducing information and logistical hurdles to accessing those services.

Integration in areas such as shared staffing and data systems requires additional coordinated planning between RESEA and key partners such as ES and WIOA. RESEA programs in some states do appear to engage in substantial collaboration with their Workforce Development Boards and other partners involved in development of WIOA state plans, but some do not. State RESEA programs that have not been able to develop substantial coordinated planning with workforce partners could potentially benefit from peer learning opportunities with staff from states that have made more progress in that area.

Despite those challenges in coordinated planning, the majority of RESEA programs do use staff from partner programs to conduct RESEA meetings—sometimes with dedicated RESEA staff and sometimes in addition to dedicated RESEA staff. Because staff from different programs are likely to vary in their expertise in and emphasis on reemployment services and UI program integrity, respectively, staffing choices might be consequential for how those two sets of activities are carried out in RESEA meetings.

Integrating different programs' data systems—in particular for the UI and workforce development programs—also promises to make reemployment services provision more seamless and help facilitate program integrity feedback loops. Despite the promise of such integrations, technical, cost, and privacy issues make data system integration challenging. Some states have made substantial progress in integrating data systems, but many have not.

**Claimant Selection.** Given that most states' RESEA funds are insufficient to serve all UI claimants, an important design issue for state RESEA programs is whom to select for RESEA. Efficient use of funds implies that states may want to consider focusing selection on the claimants that have the greatest need or can be most helped by the program (e.g., claimants for whom selection has the greatest impact on their employment and UI duration outcomes).<sup>65</sup>

Both the survey and staff interview responses indicate that states continue to focus RESEA selection on claimants deemed most likely to exhaust their UI benefits, typically based on claimants' profiling scores. Some states express interest in focusing on claimants other than those with high profiling scores. Changes that staff report considering include focusing on claimants with lower profiling scores/risk of benefit exhaustion, selecting claimants randomly, not automatically selecting Unemployment Compensation for Ex-servicemembers claimants, using individual assessment results, and incorporating local labor market information and economic trends.

States' expressed interest in possible changes to selection raises the question of why more changes have not been made already. Adherence to the status quo may result in part from states perceiving that changes

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services customization. Regarding program integrity, see Poe-Yamagata & Benus (2011) discuss how integrating data systems provide staff with access to information on participants' status that allows them to understand claimants' situation and possible needs. Minzner et al. (2017) describe how lack of data system integration can result in possible non-compliance issues not being adjudicated. The ongoing emphasis in DOL guidance that RESEA services “supplement, not supplant” existing services points to DOL's belief that program integration can improve efficiency.

<sup>65</sup> Of course, that is only one consideration for how to approach claimant selection. States might have others, such as equity and administrative burden.

to claimant selection are not urgent. A state might in principle favor changing selection, but the issue is not sufficiently salient to induce the effort required to change its selection approach. Another potential barrier is that many states use RESEA to meet their WPRS requirements and WPRS programs must serve claimants with high profiling scores. Some states may also be unclear about how to move away from profiling scores while still meeting their WPRS requirements.

**Participation and Promoting Attendance.** Attendance at RESEA meetings is mandatory, but roughly a third of selected claimants do not attend. Claimants may fail to report for initial and subsequent meetings for a variety of reasons. Some evidence suggests that better notifications would help by addressing issues including claimants being unaware of or not understanding the requirement or forgetting their appointment (Darling et al., 2017). Other factors such as lack of transportation or childcare necessary for attendance, or not feeling like they want or need the services (in some cases because they have a job already lined up) may also contribute. Therefore, a key program design issue for states is what strategies programs can employ to increase attendance at scheduled RESEA initial and subsequent meetings.

Survey and interview responses indicate that encouraging attendance is an area in which states have been particularly active in implementing new program strategies. Unlike for claimant selection, states have reporting metrics for attendance rates. These metrics increase the salience of improving attendance rates. Most strategies that states employ are intended to prevent FTR. Other strategies aim to remedy FTR after it has occurred. Prevention strategies are approaches to improve claimants' understanding of requirements and increase claimants' sense of how important attendance is. These approaches include simplified and positive messaging in initial notifications, more convenient scheduling arrangements, increased frequency of reminders, and different modes of reminders (including multiple layers of notifications). Another prevention strategy involves reducing logistical barriers to attendance. For example, most states assign the date and time of initial/subsequent meetings, but half of staff interview states report they either have implemented or plan to implement self-scheduling to make attending meetings more convenient for claimants selected into RESEA. The shift to remote service delivery in response to the COVID pandemic has also reduced barriers to attending meetings.

Finally, suspension of benefits can be a strategy to increase attendance. If claimants are aware of those penalties, then the penalties could prevent non-attendance. But penalties also remedy FTR. Some non-attendees will likely attend once their benefits are suspended. In some cases, the suspension causes them to contact the office and they learn about a requirement of which they were unaware. In other cases, the loss of benefits makes attendance worthwhile.

**Reemployment Services.** Across states, RESEA reemployment services are designed to improve basic job search skills, help claimants better understand their own occupational skills and interests, inform claimants of job opportunities, and make claimants aware of and encourage use of a wide array of services available through WIOA, AJCs, and other linked partners. In structuring reemployment services, state RESEA programs face two important design questions: What assistance strategies can be provided that are most effective at improving claimant employment outcomes; and how can RESEA services be aligned with WIOA partners' services to more comprehensively and effectively support claimants' reemployment efforts?

Under RESEA, DOL has encouraged states to: (1) individualize the reemployment services they provide; and (2) connect participants to other AJC and partner services. Nevertheless, with regards to reemployment services, current state RESEA programs appear to remain largely similar to the REA programs they replaced.

Staff interviews did reveal some innovative reemployment assistance strategies that states have implemented or plan to implement. Those strategies include efforts to help customers take advantage of opportunities offered by AJC partners—such as providing calendar and email notifications of potentially relevant upcoming AJC services and referral of claimants during initial and subsequent meetings to resume and job search workshops. Local offices also make efforts to directly connect claimants with employers with job openings in claimants’ occupations or industry sectors of interest, as well as to facilitate claimant attendance at the employer recruitment events and job fairs.

**Strengthening Integrity.** Improving program integrity—that is, paying benefits only to those claimants who are eligible and comply with UI program requirements—is a primary programmatic goal. Nevertheless, staff conducting RESEA meetings report that they sometimes hesitate to enforce eligibility requirements, because they perceive that doing so makes it more difficult to establish the trust with the claimant needed to effectively provide them reemployment services.

Strategies to address that tension merit additional consideration. AJC staff suggest that one way to address the tension they perceive in both conducting eligibility review and providing reemployment services is to separate the functions. However, having separate staff conducting eligibility review induces different challenges, such as having enough staff to fulfill each role and reducing the efficiency of the RESEA meeting due to the need to coordinate multiple staff. Moreover, one study of the REA program in Nevada hypothesizes that having the same staff conduct eligibility assessments and reemployment services in a single meeting contributes to the program’s overall effectiveness, though this has not been tested (Michaelides et al., 2012).

Staff also appear to emphasize preventing future improper payments over detecting past ones. Survey and staff interview results indicate that many RESEA staff perceive the work search review primarily as a chance to help claimants understand UI requirements and improve work search practices, rather than as an enforcement activity.

When staff who conduct RESEA meetings do find evidence of non-compliance with work search requirements, interviewee responses indicate that staff often do not refer the non-compliance for adjudication.

Finally, in recent years, some states have moved toward modernizing and integrating data systems with a particular emphasis on improving communication between case management systems and benefit payment/suspension systems. However, through mid-2021, most states rely on a variety of manual systems for reporting compliance issues. Such manual systems may be more likely to result in compliance issues not being properly, completely, and swiftly processed.

**COVID Pandemic Effects.** Beginning in March 2020, the COVID pandemic had profound effects on RESEA programs. Public health concerns forced AJCs to close, making in-person services impossible. In addition, a surge of UI claims forced states to shift staff who normally provide workforce services—including RESEA staff—to instead process UI claims. Partially as a result, most states suspended their RESEA programs. In response to the inability to provide services in-person after the AJC closures, states shifted to remote service models, substituting telephone/videoconference calls for in-person meetings.

But states varied substantially in how quickly they were able to implement remote and virtual services. Some were able to almost immediately make the transition, but others had not been able to by fall 2020. Many states also suspended job search requirements and, in turn, eligibility assessments.

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Many of those changes are temporary. State RESEA programs that were suspended have all gradually reopened. States are reinstating eligibility requirements. And increasingly as more AJCs have re-opened for in-person services, RESEA programs are able to increasingly allow for in-person delivery of RESEA sessions and reemployment services (as an option or supplement to remote/virtual service delivery).

But some pandemic-induced changes seem likely to persist even after the pandemic is over. Survey and staff interview responses suggest that COVID has provided states an opportunity (and necessity) to design approaches/platforms for conducting RESEA meetings with a combination of telephone interviews and videoconferencing, as well as providing virtual access to other services. As a consequence, remote and virtual service delivery are likely to be more prominent features of RESEA in the years to come, though it is unclear how extensively states will choose to use remote services once AJCs reopen at full capacity. Remote and virtual services have obvious convenience and cost benefits to both program operators and participants. It remains to be seen whether RESEA is equally effective if services are provided remotely rather than in person. Additionally, there are potential challenges posed by remote/virtual delivery of RESEA sessions to making claimants aware of and connecting them to workshops and other reemployment/supportive services available at AJCs and through other partnering organizations.

**Evidence Building.** States expressed an understanding of and general support for the new requirements for evidence of effectiveness and performance as outlined in the SSA. That said, the fact that in spring 2021, 68 percent of state RESEA administrators indicated that they understood the evidence requirements no more than “somewhat well” indicates room for further improvement.

In moving forward, states expressed strong interest in being part of USDOL-sponsored studies (4 in 5 states were interested), but less interest in (and uncertainty regarding) being part of multi-state evaluation efforts (about a quarter of states were interested in such efforts) led by states themselves.

All but a few states (94 percent) have plans to move forward with evaluation of their RESEA programs but look for continued guidance from DOL on how to proceed. The survey and site visit findings suggest that states have, and are willing to spend, funding available (as part of their grants) to support evaluation activities in the coming years but are likely to need continued support from DOL if they are to plan and conduct high quality and well-targeted evaluations in the future—particularly evaluations of program components and strategies. DOL could continue to play an important role moving forward through: (a) encouraging states to plan and execute high quality experimental (impact) evaluations; (b) helping with coordinating evaluation efforts among states so a wide variety of interventions/practices of interest are tested; (c) where useful and practical, encouraging states to collaborate on DOL-sponsored and/or with other states in multi-state evaluations (especially where sample size in individual states is inadequate to support experimental studies).

For states, it will be important to continue to build their internal evaluation capabilities and identify external partners that could be contracted to help ensure high quality and appropriately focused evidence building activities. Additionally, with input from DOL, states will need to identify RESEA program features and interventions that they most want to test in future evaluations, determine how best to plan and structure such evaluations, and determine funding that will support such studies for internal staff and external contractors.

**Final Thoughts.** Nationwide, RESEA is growing. All but a couple of states now operate RESEA programs and program funding is projected to grow in coming years. RESEA is thus poised to be able to have increasingly large beneficial impacts on UI claimants and the UI system. The extent to which that promise is fulfilled depends on the program strategies that states employ in implementing their RESEA

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programs. This report has described those strategies and how they have changed since the passage of new evidence requirements and changes to DOL guidance that expand states' discretion regarding the range of strategies that they employ.

Prior to the pandemic, state RESEA programs appear to have changed only modestly in response to new statutory requirements and DOL guidance. But this report has highlighted a number of different strategies that states are employing to improve outcomes for claimants—from use of different forms of meeting reminders to increase attendance rates, particular assessments to better understand participants' needs, to simplified summaries of next steps to carry out a reemployment plan, to follow-up contacts after initial RESEA meetings. The pandemic then induced some major changes to operations—most notably the expanded use of technology to provide services remotely or virtually—that could influence how RESEA services are provided in the future. And state staff express interest in a range of possible changes to their RESEA programs. We hope that information from this report will help provide states and DOL with further ideas for considering ongoing program innovations.

One major response to the statutory requirements and related DOL guidance is that dozens of states are planning or have launched evaluations. Findings from those evaluations promise to provide RESEA administrators with further data to inform how they design their programs. To the extent that this continues and a culture of using and building evidence grows, it would permit further integration of careful descriptive evidence of what strategies states are employing with rigorous causal evidence on the effectiveness of those strategies to support implementation of more effective RESEA interventions.

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## Appendix A: Tabulations from RESEA Administrators Survey

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The main body of this report contains tabulations from the project's surveys of state RESEA administrators. However, not all data collected by the surveys could be included in the report. Below we present survey data for most items collected across the three survey waves.

As noted in Section 1.2, the three waves were administered during the following periods:

- Wave 1: February 2020 – March 2020 (N = 43)
- Wave 2: September 2020 – November 2020 (N = 46)
- Wave 3: March 2021 – April 2021 (N = 50)

The content of the three surveys largely overlapped. However, Wave 2 and Wave 3 include some items that are not included in Wave 1. Those items focus on capturing information related to COVID-19. In addition, in Wave 2 and Wave 3, some items were only asked of states whose programs were in operation at that time. This is particularly relevant at Wave 2, at which point respondents reported that 14 programs were suspended among the 46 states that responded to the survey.

The tables are set up to allow readers to compare responses to the same item across survey waves. There is a table for each item, including the count and percentage of respondents for each response option at each survey wave. Many tables contain tabulations from all survey waves. Some include data from only Wave 2 and Wave 3 because the item was not asked at Wave 1. Some others include data only from Wave 1 and Wave 3. That occurs in instances where the item was skipped for large numbers of states at Wave 2 due to program suspensions.

In a few instances item wording or response options vary among survey waves. Where that is the case, table notes describe differences among survey waves.

## APPENDIX A: SURVEY TABULATIONS

Q1a1 <sup>a</sup> : At any point since the end of November 2020 has your state needed to temporarily suspend operation of your RESEA program?				
Label	Wave 2		Wave 3	
	Number of States	Percentage of States	Number of States	Percentage of States
Yes	34	73.9%	20	40.0%
No	12	26.1%	29	58.0%
Other (please specify)	0	0.0%	0	0.0%
N/A <sup>b</sup>	0	0.0%	1	2.0%
Did Not Respond <sup>c</sup>	0	0.0%	0	0.0%
<b>Total<sup>d</sup></b>	<b>46</b>		<b>50</b>	

Notes:

<sup>a</sup> This question was not asked in the Wave 1 survey, which was fielded before the onset of the COVID-19 pandemic. In the Wave 2 survey, this question was phrased as “At any point *in the past six months* has your state needed to temporarily suspend operation of your RESEA program?”.

<sup>b</sup> N/A indicates that the state was not asked the question because they had not operated a program in FY 2020. They re-started their RESEA program in FY 2021.

<sup>c</sup> Did Not Respond indicates that the respondent declined to answer the question.

<sup>d</sup> The figures in the “percentage of states” columns may not sum to 100% due to rounding.

Q1a2 <sup>a</sup> : Is your RESEA program still temporarily suspended, meaning claimants are not currently being enrolled into the program?				
Label	Wave 2		Wave 3	
	Number of States	Percentage of States	Number of States	Percentage of States
Yes, program is still suspended	14	30.4%	1	2.0%
No, program is currently operating	32	69.6%	48	96.0%
N/A <sup>b</sup>	0	0.0%	1	2.0%
Did Not Respond <sup>c</sup>	0	0.0%	0	0.0%
<b>Total<sup>d</sup></b>	<b>46</b>		<b>50</b>	

Notes:

<sup>a</sup> This question was not asked in the Wave 1 survey, which was fielded before the onset of the COVID-19 pandemic.

<sup>b</sup> N/A indicates that the state was not asked the question because they had not operated a program in FY 2020. They re-started their RESEA program in FY 2021.

<sup>c</sup> Did Not Respond indicates that the respondent declined to answer the question.

<sup>d</sup> The figures in the “percentage of states” columns may not sum to 100% due to rounding.

Q1a3 <sup>a</sup> : How soon do you expect to be able to re-start RESEA program operations?				
Label	Wave 2		Wave 3	
	Number of States	Percentage of States	Number of States	Percentage of States
Within 1-2 months	6	13.0%	1	2.0%
Within 3-4 months	8	17.4%	0	0.0%
More than 4 months	0	0.0%	0	0.0%
N/A <sup>b</sup>	32	69.6%	49	98.0%
Did Not Respond <sup>c</sup>	0	0.0%	0	0.0%
<b>Total<sup>d</sup></b>	<b>46</b>		<b>50</b>	

Notes:

<sup>a</sup> This question was not asked in the Wave 1 survey, which was fielded before the onset of the COVID-19 pandemic.

<sup>b</sup> N/A indicates that the respondent was not displayed the question.

<sup>c</sup> Did Not Respond indicates that the respondent declined to answer the question.

<sup>d</sup> The figures in the “percentage of states” columns may not sum to 100% due to rounding.

Q1a4 <sup>a</sup> : Since the end of November 2020, which aspects of your RESEA program have you changed?						
Label	Wave 1		Wave 2		Wave 3	
	Number of States	Percentage of States	Number of States	Percentage of States	Number of States	Percentage of States
Changed approach to targeting RESEA services to claimants	5	11.6%	5	10.9%	4	8.0%
Changed service delivery design	15	34.9%	31	67.4%	35	70.0%
Changed size and/or geographic coverage area of RESEA program	8	18.6%	6	13.0%	6	12.0%
Changed RESEA staffing or resources	10	23.3%	15	32.6%	17	34.0%
Changed the approach to UI eligibility and work search review <sup>b</sup>	-	-	17	37.0%	12	24.0%
Other (please specify)	5	11.6%	3	6.5%	0	0.0%
We have not changed the RESEA program	15	34.9%	0	0.0%	11	22.0%
N/A <sup>c</sup>	0	0.0%	14	30.4%	2	4.0%
Did Not Respond <sup>d</sup>	0	0.0%	0	0.0%	1	2.0%
<b>Total<sup>e</sup></b>	<b>43</b>		<b>46</b>		<b>50</b>	

Notes:

<sup>a</sup> In the Wave 1 survey, this question was Q1a1 and was phrased as follows: “Thinking about the recent changes in RESEA program rules and funding – for example, increased funding from Congress, new evidence-based requirements, and new flexibility in targeting services to claimants – which aspects of your RESEA program have you changed in FY2019 or FY2020 in response?”. In the Wave 2 survey, this question was phrased as follows: “In the past six months, which aspects of your RESEA program have you changed?”

<sup>b</sup> This response option was added after the Wave 1 survey was fielded

<sup>c</sup> N/A indicates that the respondent was not displayed the question.

<sup>d</sup> Did Not Respond indicates that the respondent declined to answer the question.

<sup>e</sup> Totals reflect the number of respondents. The number of selected responses may not sum to the totals, because respondents could select more than one response.

Q1b1 <sup>a</sup> : Does your state have definitive, official plans that you have not yet implemented to change your RESEA program in response to COVID-19 or other reasons, such as changes in RESEA program rules and funding?				
Label	Wave 1		Wave 3	
	Number of States	Percentage of States	Number of States	Percentage of States
Yes	19	44.2%	17	34.0%
No	23	53.5%	32	64.0%
N/A <sup>b</sup>	0	0.0%	1	2.0%
Did Not Respond <sup>c</sup>	1	2.3%	0	0.0%
<b>Total<sup>d</sup></b>	<b>43</b>		<b>50</b>	

Notes:

<sup>a</sup> In the Wave 1 survey, this question was phrased as follows: “Does your state have definitive, official plans that you have not yet implemented to change your RESEA program in response to changes in RESEA program rules and funding?” Responses from Wave 2 of the survey are omitted due to the number of suspended states.

<sup>b</sup> N/A indicates that the state was not asked the question because they had not operated a program in FY 2020. They re-started their RESEA program in FY 2021.

<sup>c</sup> Did Not Respond indicates that the respondent declined to answer the question.

<sup>d</sup> The figures in the “percentage of states” columns may not sum to 100% due to rounding.

Q1b2 <sup>a</sup> : Which of the following changes are you planning?				
Label	Wave 1		Wave 3	
	Number of States	Percentage of States	Number of States	Percentage of States
Changing approach to targeting RESEA services to claimants	12	27.9%	2	4.0%
Changing service delivery design	21	48.8%	16	32.0%
Changing size and/or geographic coverage area of RESEA program	7	16.3%	3	6.0%
Changing RESEA staffing or resources	11	25.6%	5	10.0%
Other (please specify)	7	16.3%	0	0.0%
We are not considering changes to the RESEA program	6	14.0%	0	0.0%
N/A <sup>b</sup>	0	0.0%	33	66.0%
Did Not Respond <sup>c</sup>	2	4.7%	0	0.0%
<b>Total<sup>d</sup></b>	<b>43</b>		<b>50</b>	

Notes:

<sup>a</sup> In the Wave 1 survey, this question was phrased as follows: “Which of the following changes are you *considering*?” In all waves, this question was only presented to respondents who answered “yes” to the preceding question: “Does your state have definitive, official plans that you have not yet implemented to change your RESEA program in response to COVID-19 or other reasons, such as changes in RESEA program rules and funding?” Responses from Wave 2 of the survey are omitted due to the number of suspended states

<sup>b</sup> N/A indicates that the respondent was not displayed the question.

<sup>c</sup> Did Not Respond indicates that the respondent declined to answer the question.

<sup>d</sup> Totals reflect the number of respondents. The number of selected responses may not sum to the totals, because respondents could select more than one response.

Q1b8 <sup>a</sup> : Do you expect the size of your RESEA grant to increase further in the coming two-to-three years?						
Label	Wave 1		Wave 2		Wave 3	
	Number of States	Percentage of States	Number of States	Percentage of States	Number of States	Percentage of States
Yes	26	60.5%	18	39.1%	29	58.0%
No	2	4.7%	2	4.3%	5	10.0%
I don't know	14	32.6%	12	26.1%	16	32.0%
N/A <sup>b</sup>	0	0.0%	14	30.4%	0	0.0%
Did Not Respond <sup>c</sup>	1	2.3%	0	0.0%	0	0.0%
<b>Total<sup>d</sup></b>	<b>43</b>		<b>46</b>		<b>50</b>	

Notes:

<sup>a</sup> In the Wave 1 survey, this question was Q1b7.

<sup>b</sup> N/A indicates that the respondent was not displayed the question. Note that in the Wave 2 survey suspended states were not displayed this question, while in Wave 3 the survey logic was revised such that all states were displayed this question.

<sup>c</sup> Did Not Respond indicates that the respondent declined to answer the question.

<sup>d</sup> The figures in the “percentage of states” columns may not sum to 100% due to rounding.

Q1b9 <sup>a</sup> : How do you expect to use any increased RESEA funding in the coming two-to-three years?						
Label	Wave 1		Wave 2		Wave 3	
	Number of States	Percentage of States	Number of States	Percentage of States	Number of States	Percentage of States
Serve more claimants	22	51.2%	17	37.0%	25	50.0%
Expand RESEA to more geographic areas	3	7.0%	2	4.3%	3	6.0%
Hire more staff	17	39.5%	13	28.3%	25	50.0%
Purchase new equipment	7	16.3%	11	23.9%	11	22.0%
Evaluate or conduct other research on the RESEA program	23	53.5%	14	30.4%	16	32.0%
Virtualize systems and delivery to claimants <sup>b</sup>	-	-	1	2.2%	-	-
Other (please specify)	2	4.7%	1	2.2%	4	8.0%
I don't know	1	2.3%	1	2.2%	0	0.0%
N/A <sup>c</sup>	16	37.2%	28	60.9%	21	42.0%
Did Not Respond <sup>d</sup>	0	0.0%	0	0.0%	0	0.0%
<b>Total<sup>e</sup></b>	<b>43</b>		<b>46</b>		<b>50</b>	

Notes:

<sup>a</sup> In the Wave 1 survey, this question was Q1b8.

<sup>b</sup> This response option was added for analysis when assessing how to re-categorize “Other” responses from Wave 2. It was not displayed to states as a response option at any wave.

<sup>c</sup> N/A indicates that the respondent was not displayed the question.

<sup>d</sup> Did Not Respond indicates that the respondent declined to answer the question.

<sup>e</sup> Totals reflect the number of respondents. The number of selected responses may not sum to the totals, because respondents could select more than one response.

Q1c1 <sup>a</sup> : Have you seen a change in the types of industries that are hiring, relative to earlier stages of the pandemic?				
Label	Wave 2		Wave 3	
	Number of States	Percentage of States	Number of States	Percentage of States
Yes	21	45.7%	25	50.0%
No	11	23.9%	8	16.0%
I don't know	14	30.4%	17	34.0%
N/A <sup>b</sup>	0	0.0%	0	0.0%
Did Not Respond <sup>c</sup>	0	0.0%	0	0.0%
<b>Total<sup>d</sup></b>	<b>46</b>		<b>50</b>	

Notes:

<sup>a</sup> This question was not asked in the Wave 1 survey, which was fielded before the onset of the COVID-19 pandemic.

<sup>b</sup> N/A indicates that the respondent was not displayed the question.

<sup>c</sup> Did Not Respond indicates that the respondent declined to answer the question.

<sup>d</sup> The figures in the “percentage of states” columns may not sum to 100% due to rounding.



**Q2a1<sup>a</sup>: Excluding UCX claimants, which of the following most accurately reflect the types of claimants that your state's RESEA selection process currently targets?**

Label	Wave 1		Wave 3	
	Number of States	Percentage of States	Number of States	Percentage of States
Claimants who are deemed most likely to exhaust UI benefits	30	69.8%	33	66.0%
Claimants who are deemed somewhat more likely than average to exhaust UI benefits	0	0.0%	1	2.0%
Claimants who are deemed somewhat less likely than average to exhaust UI benefits	0	0.0%	0	0.0%
Claimants who are deemed least likely to exhaust UI benefits	0	0.0%	0	0.0%
Claimants who have both a high risk of UI benefit exhaustion and other characteristics that make them an appropriate participant	7	16.3%	13	26.0%
Selection for RESEA depends on other criteria, not on how likely claimants are to exhaust UI benefits	5	11.6%	2	4.0%
N/A <sup>b</sup>	0	0.0%	1	2.0%
Did Not Respond <sup>c</sup>	1	2.3%	0	0.0%
<b>Total<sup>d</sup></b>	<b>43</b>		<b>50</b>	

Notes:

<sup>a</sup> Responses from Wave 2 of the survey are omitted due to the number of suspended states.

<sup>b</sup> N/A indicates that the respondent was not displayed the question, because the state was suspended at Wave 3.

<sup>c</sup> Did Not Respond indicates that the respondent declined to answer the question.

<sup>d</sup> The figures in the "percentage of states" columns may not sum to 100% due to rounding.

**Q2a2<sup>a</sup>: The logic of selecting claimants with high risk of benefit exhaustion is that RESEA can have a larger impact on the outcomes of those claimants than on other claimants. In your opinion, which of the following types of claimants would benefit most--in terms of better employment outcomes and reduced UI duration--from being selected for RESEA?**

Label	Wave 1		Wave 3	
	Number of States	Percentage of States	Number of States	Percentage of States
Claimants who are most likely to exhaust UI benefits	19	44.2%	17	34.0%
Claimants who are somewhat more likely than average to exhaust UI benefits	4	9.3%	6	12.0%
Claimants who are somewhat less likely than average to exhaust UI benefits	1	2.3%	1	2.0%
Claimants who are least likely to exhaust UI benefits	2	4.7%	3	6.0%
All claimants are similarly likely to benefit, regardless of how likely they are to exhaust UI benefits	16	37.2%	22	44.0%
N/A <sup>b</sup>	0	0.0%	1	2.0%
Did Not Respond <sup>c</sup>	1	2.3%	0	0.0%
<b>Total<sup>d</sup></b>	<b>43</b>		<b>50</b>	

Notes:

<sup>a</sup> Responses from Wave 2 of the survey are omitted due to the number of suspended states.

<sup>b</sup> N/A indicates that the respondent was not displayed the question, because the state was suspended at Wave 3.

<sup>c</sup> Did Not Respond indicates that the respondent declined to answer the question.

<sup>d</sup> The figures in the "percentage of states" columns may not sum to 100% due to rounding.

## APPENDIX A: SURVEY TABULATIONS

**Q2a3<sup>a</sup>: In some states, AJCs may be referred more claimants than they can serve right away. Does this occur in your state?**

Label	Wave 1		Wave 3	
	Number of States	Percentage of States	Number of States	Percentage of States
Yes	14	32.6%	12	24.0%
No	29	67.4%	36	72.0%
N/A <sup>b</sup>	0	0.0%	1	2.0%
Did Not Respond <sup>c</sup>	0	0.0%	1	2.0%
<b>Total<sup>d</sup></b>	<b>43</b>		<b>50</b>	

Notes:

<sup>a</sup> Responses from Wave 2 of the survey are omitted due to the number of suspended states.

<sup>b</sup> N/A indicates that the respondent was not displayed the question, because the state was suspended at Wave 3.

<sup>c</sup> Did Not Respond indicates that the respondent declined to answer the question.

<sup>d</sup> The figures in the "percentage of states" columns may not sum to 100% due to rounding.

**Q3a1<sup>a</sup>: How many weeks into the claim does selection for RESEA typically occur?**

Label	Wave 1		Wave 3	
	Number of States	Percentage of States	Number of States	Percentage of States
Week 2	12	27.9%	16	32.0%
Week 3	12	27.9%	13	26.0%
Week 4	9	20.9%	8	16.0%
Week 5	8	18.6%	12	24.0%
Week 6 or later	1	2.3%	0	0.0%
N/A <sup>b</sup>	0	0.0%	1	2.0%
Did Not Respond <sup>c</sup>	1	2.3%	0	0.0%
<b>Total<sup>d</sup></b>	<b>43</b>		<b>50</b>	

Notes:

<sup>a</sup> Responses from Wave 2 of the survey are omitted due to the number of suspended states.

<sup>b</sup> N/A indicates that the respondent was not displayed the question, because the state was suspended at Wave 3.

<sup>c</sup> Did Not Respond indicates that the respondent declined to answer the question.

<sup>d</sup> The figures in the "percentage of states" columns may not sum to 100% due to rounding.

**Q3a2<sup>a</sup>: Once selected, how are UI claimants notified of that selection and their participation requirements for RESEA?**

Label	Wave 1		Wave 3	
	Number of States	Percentage of States	Number of States	Percentage of States
Email	19	44.2%	33	66.0%
Telephone	15	34.9%	29	58.0%
Mailed letter	43	100.0%	43	86.0%
Online (UI website, mobile app)	11	25.6%	16	32.0%
N/A <sup>b</sup>	0	0.0%	1	2.0%
Did Not Respond <sup>c</sup>	0	0.0%	0	0.0%
<b>Total<sup>d</sup></b>	<b>43</b>		<b>50</b>	

Notes:

<sup>a</sup> Responses from Wave 2 of the survey are omitted due to the number of suspended states.

<sup>b</sup> N/A indicates that the respondent was not displayed the question, because the state was suspended at Wave 3.

<sup>c</sup> Did Not Respond indicates that the respondent declined to answer the question.

<sup>d</sup> Totals reflect the number of respondents. The number of selected responses may not sum to the totals, because respondents could select more than one response.

## APPENDIX A: SURVEY TABULATIONS

Q3b1 <sup>a</sup> : How soon after notification does the initial meeting occur?				
Label	Wave 1		Wave 3	
	Number of States	Percentage of States	Number of States	Percentage of States
1 week	10	23.3%	15	30.0%
2 weeks	27	62.8%	27	54.0%
3 weeks	6	14.0%	6	12.0%
4 weeks or more	0	0.0%	1	2.0%
N/A <sup>b</sup>	0	0.0%	1	2.0%
Did Not Respond <sup>c</sup>	0	0.0%	0	0.0%
<b>Total<sup>d</sup></b>	<b>43</b>		<b>50</b>	

Notes:

<sup>a</sup> Responses from Wave 2 of the survey are omitted due to the number of suspended states.

<sup>b</sup> N/A indicates that the respondent was not displayed the question, because the state was suspended at Wave 3.

<sup>c</sup> Did Not Respond indicates that the respondent declined to answer the question.

<sup>d</sup> The figures in the "percentage of states" columns may not sum to 100% due to rounding.

Q3b2 <sup>a</sup> : On average, in which claim week would you estimate that initial RESEA meetings are held? (Please enter an integer.)				
Label	Wave 1		Wave 3	
	Number of States	Percentage of States	Number of States	Percentage of States
Week 2	3	7.0%	3	6.0%
Week 3	7	16.3%	12	24.0%
Week 4	9	20.9%	12	24.0%
Week 5	11	25.6%	7	14.0%
Week 6	7	16.3%	8	16.0%
Week 7	5	11.6%	7	14.0%
Week 8	1	2.3%	0	0.0%
N/A <sup>b</sup>	0	0.0%	1	2.0%
Did Not Respond <sup>c</sup>	0	0.0%	0	0.0%
<b>Total<sup>d</sup></b>	<b>43</b>		<b>50</b>	

Notes:

<sup>a</sup> Responses from Wave 2 of the survey are omitted due to the number of suspended states.

<sup>b</sup> N/A indicates that the respondent was not displayed the question, because the state was suspended at Wave 3.

<sup>c</sup> Did Not Respond indicates that the respondent declined to answer the question.

<sup>d</sup> The figures in the "percentage of states" columns may not sum to 100% due to rounding.

Q3b3 <sup>a</sup> : Which of the following most closely describes your state's method for scheduling the initial RESEA meeting?				
Label	Wave 1		Wave 3	
	Number of States	Percentage of States	Number of States	Percentage of States
State or AJC staff schedule the initial meeting. Claimants can notify staff if there are extenuating circumstances that prevent them from attending at that time. Staff then reschedule the meeting for a different time.	31	72.1%	36	72.0%
State or AJC staff schedule the initial meeting. Claimants can reschedule the meeting for a different date/time if there are extenuating circumstances.	1	2.3%	5	10.0%
State or AJC staff schedule the initial meeting. Claimants are invited to reschedule for a different time if another time would be more convenient.	0	0.0%	1	2.0%
Claimants self-schedule the meeting, within a window of a week or less provided by the state.	0	0.0%	1	2.0%
Claimants self-schedule the meeting, within a window more than a week provided by the state.	11	25.6%	6	12.0%
N/A <sup>b</sup>	0	0.0%	1	2.0%
Did Not Respond <sup>c</sup>	0	0.0%	0	0.0%
<b>Total<sup>d</sup></b>	<b>43</b>		<b>50</b>	

Notes:

<sup>a</sup> Responses from Wave 2 of the survey are omitted due to the number of suspended states.

<sup>b</sup> N/A indicates that the respondent was not displayed the question, because the state was suspended at Wave 3.

<sup>c</sup> Did Not Respond indicates that the respondent declined to answer the question.

<sup>d</sup> The figures in the “percentage of states” columns may not sum to 100% due to rounding.

## APPENDIX A: SURVEY TABULATIONS

Q3c1: Where do initial RESEA meetings typically occur?						
Label	Wave 1		Wave 2		Wave 3	
	Number of States	Percentage of States	Number of States	Percentage of States	Number of States	Percentage of States
In-person at an AJC	42	97.7%	17	37.0%	16	32.0%
In-person at a location other than an AJC (please specify)	8	18.6%	2	4.3%	2	4.0%
Remotely by phone call (audio, not video)	6	14.0%	27	58.7%	40	80.0%
Remotely by videoconference	4	9.3%	14	30.4%	30	60.0%
Other remote option (please specify)	3	7.0%	0	0.0%	0	0.0%
N/A <sup>a</sup>	0	0.0%	14	30.4%	1	2.0%
Did Not Respond <sup>b</sup>	0	0.0%	0	0.0%	0	0.0%
<b>Total<sup>c</sup></b>	<b>43</b>		<b>46</b>		<b>50</b>	

Notes:

<sup>a</sup> N/A indicates that the respondent was not displayed the question, because the state was suspended at Wave 2 or Wave 3.

<sup>b</sup> Did Not Respond indicates that the respondent declined to answer the question.

<sup>c</sup> Totals reflect the number of respondents. The number of selected responses may not sum to the totals, because respondents could select more than one response.

Q3c2: Is the option to hold the initial RESEA meeting remotely, rather than in-person, an option for all claimants or only some?						
Label	Wave 1		Wave 2		Wave 3	
	Number of States	Percentage of States	Number of States	Percentage of States	Number of States	Percentage of States
All claimants	5	11.6%	30	65.2%	46	92.0%
Only some claimants	6	14.0%	0	0.0%	0	0.0%
N/A <sup>a</sup>	31	72.1%	16	34.8%	4	8.0%
Did Not Respond <sup>b</sup>	1	2.3%	0	0.0%	0	0.0%
<b>Total<sup>c</sup></b>	<b>43</b>		<b>46</b>		<b>50</b>	

Notes:

<sup>a</sup> N/A indicates that the respondent was not displayed the question.

<sup>b</sup> Did Not Respond indicates that the respondent declined to answer the question.

<sup>c</sup> The figures in the “percentage of states” columns may not sum to 100% due to rounding.

## APPENDIX A: SURVEY TABULATIONS

Q3c4 <sup>a</sup> : Which of the following types of staff participate in the initial RESEA meeting?				
Label	Wave 1		Wave 3	
	Number of States	Percentage of States	Number of States	Percentage of States
RESEA grant-funded staff <sup>b</sup>	-	-	40	80.0%
UI staff (e.g., UI adjudicators)	15	34.9%	6	12.0%
Wagner-Peyser staff	34	79.1%	30	60.0%
WIOA staff	15	34.9%	18	36.0%
Other staff (please specify)	5	11.6%	2	4.0%
N/A <sup>c</sup>	0	0.0%	1	2.0%
Did Not Respond <sup>d</sup>	1	2.3%	0	0.0%
<b>Total<sup>e</sup></b>	<b>43</b>		<b>50</b>	

Notes:

<sup>a</sup> Responses from Wave 2 of the survey are omitted due to the number of suspended states.

<sup>b</sup> This response option was added after the Wave 1 survey was fielded. Note that it is possible that states would have selected this option if it were presented at Wave 1, but instead may have selected among a number of other options (e.g., UI staff, Other staff) to categorize the same types of staff.

<sup>c</sup> N/A indicates that the respondent was not displayed the question, because the state was suspended at Wave 3.

<sup>d</sup> Did Not Respond indicates that the respondent declined to answer the question.

<sup>e</sup> Totals reflect the number of respondents. The number of selected responses may not sum to the totals, because respondents could select more than one response.

Q3c5 <sup>a</sup> : Which of the following must occur as part of the initial RESEA meeting?				
Label	Wave 1		Wave 3	
	Number of States	Percentage of States	Number of States	Percentage of States
Assess compliance with UI requirements (e.g., work search, able and available)	43	100.0%	44	88.0%
Schedule (but do not conduct) orientation to AJC services	7	11.6%	7	14.0%
Conduct orientation to AJC services	37	86.1%	41	82.0%
Register with Employment Service (if claimant has not done so already)	36	83.7%	43	86.0%
Conduct assessments (of skills, barriers, interests, etc.)	33	76.7%	40	80.0%
Provide general labor market information	29	67.4%	31	62.0%
Provide individualized labor market information	34	79.1%	41	82.0%
Create reemployment plan	43	100.0%	44	88.0%
Review and, if necessary, create or revise a résumé	30	69.8%	34	68.0%
Refer to any appropriate employment workshops	33	76.7%	41	82.0%
Refer to any appropriate individualized career services	38	88.4%	44	88.0%
Make employment matches and job referrals	26	60.5%	30	60.0%
Other (please specify)	7	16.3%	4	8.0%
N/A <sup>b</sup>	0	0.0%	1	2.0%
Did Not Respond <sup>c</sup>	0	0.0%	0	0.0%
<b>Total<sup>d</sup></b>	<b>43</b>		<b>50</b>	

Notes:

<sup>a</sup> Responses from Wave 2 of the survey are omitted due to the number of suspended states.

<sup>b</sup> N/A indicates that the respondent was not displayed the question, because the state was suspended at Wave 3.

<sup>c</sup> Did Not Respond indicates that the respondent declined to answer the question.

<sup>d</sup> Totals reflect the number of respondents. The number of selected responses may not sum to the totals, because respondents could select more than one response.



## APPENDIX A: SURVEY TABULATIONS

Q3d1 <sup>a</sup> : How are AJC orientations most commonly conducted?				
Label	Wave 1		Wave 3	
	Number of States	Percentage of States	Number of States	Percentage of States
One-on-one	17	39.5%	24	48.0%
Group, including RESEA claimants only	16	37.2%	12	24.0%
Group, including UI claimants, whether RESEA or non-RESEA	2	4.7%	1	2.0%
Group, both UI and general AJC populations	5	11.6%	4	8.0%
Independently, via online orientation <sup>b</sup>	-	-	8	16.0%
N/A <sup>c</sup>	0	0.0%	1	2.0%
Did Not Respond <sup>d</sup>	3	7.0%	0	0.0%
<b>Total<sup>e</sup></b>	<b>43</b>		<b>50</b>	

Notes:

<sup>a</sup> Responses from Wave 2 of the survey are omitted due to the number of suspended states.

<sup>b</sup> This response option was added after the Wave 1 survey was fielded.

<sup>c</sup> N/A indicates that the respondent was not displayed the question, because the state was suspended at Wave 3.

<sup>d</sup> Did Not Respond indicates that the respondent declined to answer the question.

<sup>e</sup> The figures in the "percentage of states" columns may not sum to 100% due to rounding.

Q3d2 <sup>a</sup> : Beyond the basic information and resources, in which individualized career services does your state make particular efforts to engage RESEA participants?				
Label	Wave 1		Wave 3	
	Number of States	Percentage of States	Number of States	Percentage of States
Assessments of job-related qualifications and interests	29	67.4%	39	78.0%
Individualized reemployment plan	42	97.7%	44	88.0%
Career planning assistance	30	69.8%	37	74.0%
Individualized labor market information	37	86.1%	39	78.0%
Information on occupational training opportunities	28	65.1%	42	84.0%
Referrals to particular job openings	33	76.7%	37	74.0%
Other individualized employment service	6	14.0%	7	14.0%
N/A <sup>b</sup>	0	0.0%	1	2.0%
Did Not Respond <sup>c</sup>	1	2.3%	0	0.0%
<b>Total<sup>d</sup></b>	<b>43</b>		<b>50</b>	

Notes:

<sup>a</sup> Responses from Wave 2 of the survey are omitted due to the number of suspended states.

<sup>b</sup> N/A indicates that the respondent was not displayed the question, because the state was suspended at Wave 3.

<sup>c</sup> Did Not Respond indicates that the respondent declined to answer the question.

<sup>d</sup> Totals reflect the number of respondents. The number of selected responses may not sum to the totals, because respondents could select more than one response.

Q3d3 <sup>a</sup> : Which RESEA participants typically receive individualized career services?				
Label	Wave 1		Wave 3	
	Number of States	Percentage of States	Number of States	Percentage of States
All RESEA participants	28	65.1%	34	68.0%
Only RESEA participants identified through assessments as needing individualized services	12	27.9%	12	24.0%
Few or no RESEA participants	1	2.3%	1	2.0%
I don't know	2	4.7%	2	4.0%
N/A <sup>b</sup>	0	0.0%	1	2.0%
Did Not Respond <sup>c</sup>	0	0.0%	0	0.0%
<b>Total<sup>d</sup></b>	<b>43</b>		<b>50</b>	

Notes:

<sup>a</sup> Responses from Wave 2 of the survey are omitted due to the number of suspended states.

<sup>b</sup> N/A indicates that the respondent was not displayed the question, because the state was suspended at Wave 3.

<sup>c</sup> Did Not Respond indicates that the respondent declined to answer the question.

<sup>d</sup> The figures in the “percentage of states” columns may not sum to 100% due to rounding.

Q3d4 <sup>a</sup> : After helping the claimant create an individual reemployment plan, how often do staff follow up with claimants to check on their progress carrying out the plan and provide further help that the claimant might need?				
Label	Wave 1		Wave 3	
	Number of States	Percentage of States	Number of States	Percentage of States
Regularly, every week or two	9	20.9%	6	12.0%
Regularly, every month or so	3	7.0%	6	12.0%
Once or twice, but not on a regular, on-going basis	14	32.6%	17	34.0%
This type of staff follow-up is not a specific part of RESEA	16	37.2%	18	36.0%
N/A <sup>b</sup>	0	0.0%	1	2.0%
Did Not Respond <sup>c</sup>	1	2.3%	2	4.0%
<b>Total<sup>d</sup></b>	<b>43</b>		<b>50</b>	

Notes:

<sup>a</sup> Responses from Wave 2 of the survey are omitted due to the number of suspended states.

<sup>b</sup> N/A indicates that the respondent was not displayed the question, because the state was suspended at Wave 3.

<sup>c</sup> Did Not Respond indicates that the respondent declined to answer the question.

<sup>d</sup> The figures in the “percentage of states” columns may not sum to 100% due to rounding.

**Q3d5<sup>a</sup>: After helping the claimant create an individual reemployment plan, does your state use any automated methods? (e.g., automated emails or messages) to check with claimants about their job search progress?**

Label	Wave 1		Wave 3	
	Number of States	Percentage of States	Number of States	Percentage of States
Yes	10	23.3%	9	18.0%
No	32	74.4%	37	74.0%
I don't know	0	0.0%	1	2.0%
N/A <sup>b</sup>	0	0.0%	1	2.0%
Did Not Respond <sup>c</sup>	1	2.3%	2	4.0%
<b>Total<sup>d</sup></b>	<b>43</b>		<b>50</b>	

Notes:

<sup>a</sup> Responses from Wave 2 of the survey are omitted due to the number of suspended states.

<sup>b</sup> N/A indicates that the respondent was not displayed the question, because the state was suspended at Wave 3.

<sup>c</sup> Did Not Respond indicates that the respondent declined to answer the question.

<sup>d</sup> The figures in the “percentage of states” columns may not sum to 100% due to rounding.

**Q3d6<sup>a</sup>: If AJC staff who provide employment services become aware of potential claimant non-compliance with eligibility requirements, what feedback mechanisms have been set up to communicate non-compliance to the UI system?**

Label	Wave 1		Wave 3	
	Number of States	Percentage of States	Number of States	Percentage of States
There is an online portal for those AJC staff to report UI compliance issues.	23	53.5%	20	40.0%
There is a dedicated email address for those AJC staff to use to report UI compliance issues.	20	46.5%	31	62.0%
There is a dedicated telephone number for those AJC staff to use to report UI compliance issues.	7	16.3%	3	6.0%
None of the above dedicated mechanisms exist for those AJC staff to report UI compliance issues.	4	9.3%	4	8.0%
Communication occurs through less formal channels.				
N/A <sup>b</sup>	0	0.0%	1	2.0%
Did Not Respond <sup>c</sup>	1	2.3%	0	0.0%
<b>Total<sup>d</sup></b>	<b>43</b>		<b>50</b>	

Notes:

<sup>a</sup> Responses from Wave 2 of the survey are omitted due to the number of suspended states.

<sup>b</sup> N/A indicates that the respondent was not displayed the question, because the state was suspended at Wave 3.

<sup>c</sup> Did Not Respond indicates that the respondent declined to answer the question.

<sup>d</sup> Totals reflect the number of respondents. The number of selected responses may not sum to the totals, because respondents could select more than one response.

Q3e1 <sup>a</sup> : Are subsequent RESEA meetings a feature of your RESEA program?				
Label	Wave 1		Wave 3	
	Number of States	Percentage of States	Number of States	Percentage of States
No, we do not conduct subsequent RESEAs	17	39.5%	23	46.0%
Yes, for at least some claimants we conduct a second RESEA, but never a third	22	51.2%	14	28.0%
Yes, we conduct a third RESEA for at least some claimants	4	9.3%	12	24.0%
N/A <sup>b</sup>	0	0.0%	1	2.0%
Did Not Respond <sup>c</sup>	0	0.0%	0	0.0%
<b>Total<sup>d</sup></b>	<b>43</b>		<b>50</b>	

Notes:

<sup>a</sup> Responses from Wave 2 of the survey are omitted due to the number of suspended states.

<sup>b</sup> N/A indicates that the respondent was not displayed the question, because the state was suspended at Wave 3.

<sup>c</sup> Did Not Respond indicates that the respondent declined to answer the question.

<sup>d</sup> The figures in the “percentage of states” columns may not sum to 100% due to rounding.

Q3e2 <sup>a</sup> : At what point in the claim does the second RESEA typically occur?				
Label	Wave 1		Wave 3	
	Number of States	Percentage of States	Number of States	Percentage of States
4 weeks or less	7	16.3%	8	16.0%
5-6 weeks	8	18.6%	7	14.0%
7-9 weeks	8	18.6%	8	16.0%
10 weeks or more	2	4.7%	2	4.0%
N/A <sup>b</sup>	17	39.5%	24	48.0%
Did Not Respond <sup>c</sup>	1	2.3%	1	2.0%
<b>Total<sup>d</sup></b>	<b>43</b>		<b>50</b>	

Notes:

<sup>a</sup> Responses from Wave 2 of the survey are omitted due to the number of suspended states.

<sup>b</sup> N/A indicates that the respondent was not displayed the question.

<sup>c</sup> Did Not Respond indicates that the respondent declined to answer the question.

<sup>d</sup> The figures in the “percentage of states” columns may not sum to 100% due to rounding.

Q3e3 <sup>a</sup> : Which RESEA participants are required to attend a second RESEA?				
Label	Wave 1		Wave 3	
	Number of States	Percentage of States	Number of States	Percentage of States
All RESEA participants	18	41.9%	21	42.0%
RESEA participants who staff deem to be in need of more help in finding a job (e.g., based on assessment results at the first RESEA)	3	7.0%	5	10.0%
RESEA participants who have had some non-compliance with eligibility requirements during the claim	1	2.3%	1	2.0%
RESEA participants who request a follow-up meeting	2	4.7%	4	8.0%
Other (please specify)	6	14.0%	0	0.0%
N/A <sup>b</sup>	17	39.5%	24	48.0%
Did Not Respond <sup>c</sup>	0	0.0%	0	0.0%
<b>Total<sup>d</sup></b>	<b>43</b>		<b>50</b>	

Notes:

<sup>a</sup> Responses from Wave 2 of the survey are omitted due to the number of suspended states.

<sup>b</sup> N/A indicates that the respondent was not displayed the question.

<sup>c</sup> Did Not Respond indicates that the respondent declined to answer the question.

<sup>d</sup> The figures in the “percentage of states” columns may not sum to 100% due to rounding.

Q4a1 <sup>a</sup> : Which of the following most accurately reflects what occurs after a claimant fails to report to a scheduled RESEA meeting?				
Label	Wave 1		Wave 3	
	Number of States	Percentage of States	Number of States	Percentage of States
Benefits are immediately and indefinitely suspended until the failure to report is remedied or until an adjudication shows that the failure to report was for cause.	21	48.8%	22	44.0%
Benefits are immediately suspended for a week.	3	7.0%	3	6.0%
The case is adjudicated. If the adjudication finds that the failure to report was not for cause, then benefits are suspended indefinitely until the failure to report is remedied.	9	20.9%	5	10.0%
The case is adjudicated. If the adjudication finds that the failure to report was not for cause, then benefits are suspended for a week.	8	18.6%	10	20.0%
No adjudication or suspension because of COVID-19 <sup>b</sup>	-	-	6	12.0%
Other (please describe)	0	0.0%	1	2.0%
N/A <sup>c</sup>	0	0.0%	1	2.0%
Did Not Respond <sup>d</sup>	2	4.7%	2	4.0%
<b>Total<sup>e</sup></b>	<b>43</b>		<b>50</b>	

Notes:

<sup>a</sup> Responses from Wave 2 of the survey are omitted due to the number of suspended states.

<sup>b</sup> This response option was added after the Wave 1 survey was fielded.

<sup>c</sup> N/A indicates that the respondent was not displayed the question, because the state was suspended at Wave 3.

<sup>d</sup> Did Not Respond indicates that the respondent declined to answer the question.

<sup>e</sup> The figures in the “percentage of states” columns may not sum to 100% due to rounding.

Q4a2 <sup>a</sup> : What steps has your state taken to reduce rates of failure to report?				
Label	Wave 1		Wave 3	
	Number of States	Percentage of States	Number of States	Percentage of States
Remind claimants by letter	11	25.6%	18	36.0%
Remind claimants by phone	30	69.8%	42	84.0%
Remind claimants by email	23	53.5%	38	76.0%
Remind claimants by text	10	23.3%	11	22.0%
In RESEA notification communications, highlight penalties for failure to report	27	62.8%	30	60.0%
Increase the consequences of failure to report (e.g., lengthier suspensions of benefits)	4	9.3%	3	6.0%
Give claimants greater flexibility to schedule or reschedule meetings	11	25.6%	16	32.0%
Other (please specify)	4	9.3%	2	4.0%
No steps have been taken to reduce failure to report	1	2.3%	0	0.0%
N/A <sup>b</sup>	0	0.0%	1	2.0%
Did Not Respond <sup>c</sup>	0	0.0%	0	0.0%
<b>Total<sup>d</sup></b>	<b>43</b>		<b>50</b>	

Notes:

<sup>a</sup> Responses from Wave 2 of the survey are omitted due to the number of suspended states.

<sup>b</sup> N/A indicates that the respondent was not displayed the question, because the state was suspended at Wave 3.

<sup>c</sup> Did Not Respond indicates that the respondent declined to answer the question.

<sup>d</sup> Totals reflect the number of respondents. The number of selected responses may not sum to the totals, because respondents could select more than one response.

Q4b1 <sup>a</sup> : Which of the following most accurately describes your state's primary motivation when reviewing work search through the RESEA program?				
Label	Wave 1		Wave 3	
	Number of States	Percentage of States	Number of States	Percentage of States
The work search review is intended to help claimants understand and comply with work search requirements.	13	30.2%	10	20.0%
The work search review is intended to identify and penalize those claimants who are not complying with work search requirements.	2	4.7%	0	0.0%
The work search review is intended to improve claimants' work search practices and help them return to work more quickly.	28	65.1%	39	78.0%
N/A <sup>b</sup>	0	0.0%	1	2.0%
Did Not Respond <sup>c</sup>	0	0.0%	0	0.0%
<b>Total<sup>d</sup></b>	<b>43</b>		<b>50</b>	

Notes:

<sup>a</sup> Responses from Wave 2 of the survey are omitted due to the number of suspended states.

<sup>b</sup> N/A indicates that the respondent was not displayed the question, because the state was suspended at Wave 3.

<sup>c</sup> Did Not Respond indicates that the respondent declined to answer the question.

<sup>d</sup> The figures in the "percentage of states" columns may not sum to 100% due to rounding.



## APPENDIX A: SURVEY TABULATIONS

Q4b2 <sup>a</sup> : Which of the following most accurately characterizes the work search review efforts that occur as part of the eligibility assessments?				
Label	Wave 1		Wave 3	
	Number of States	Percentage of States	Number of States	Percentage of States
Staff review claimants' log of reported work search contacts	37	86.1%	29	58.0%
Staff may ask about how many contacts were made, but do not review specific reported contacts	3	7.0%	3	6.0%
Work search review is handled by online system <sup>b</sup>	-	-	5	10.0%
No review – work search currently waived <sup>b</sup>	-	-	11	22.0%
Other (please specify)	1	2.3%	1	2.0%
N/A <sup>c</sup>	0	0.0%	1	2.0%
Did Not Respond <sup>d</sup>	2	4.7%	0	0.0%
<b>Total<sup>e</sup></b>	<b>43</b>		<b>50</b>	

Notes:

<sup>a</sup> Responses from Wave 2 of the survey are omitted due to the number of suspended states.

<sup>b</sup> This response option was added after the Wave 2 survey was fielded.

<sup>c</sup> N/A indicates that the respondent was not displayed the question, because the state was suspended at Wave 3.

<sup>d</sup> Did Not Respond indicates that the respondent declined to answer the question.

<sup>e</sup> The figures in the “percentage of states” columns may not sum to 100% due to rounding.

Q4b3 <sup>a</sup> : For claimants who, during the initial eligibility assessment, are found to not have met work search or able and available requirements, which of the following is the most common outcome?				
Label	Wave 1		Wave 3	
	Number of States	Percentage of States	Number of States	Percentage of States
Claimants are found ineligible for benefits for the period(s) covered and benefits are suspended indefinitely until the claimant is shown to be in compliance	16	37.2%	17	34.0%
Claimants are found ineligible for benefits for the period(s) covered and benefits are suspended for a definite period (e.g., a week)	17	39.5%	20	40.0%
Claimants may be warned, but after adjudication do not lose benefits	5	11.6%	9	18.0%
N/A <sup>b</sup>	0	0.0%	1	2.0%
Did Not Respond <sup>c</sup>	5	11.6%	3	6.0%
<b>Total<sup>d</sup></b>	<b>43</b>		<b>50</b>	

Notes:

<sup>a</sup> Responses from Wave 2 of the survey are omitted due to the number of suspended states.

<sup>b</sup> N/A indicates that the respondent was not displayed the question, because the state was suspended at Wave 3.

<sup>c</sup> Did Not Respond indicates that the respondent declined to answer the question.

<sup>d</sup> The figures in the “percentage of states” columns may not sum to 100% due to rounding.

Q4c1 <sup>a</sup> : Current RESEA program guidance requires enrollment in Wagner-Peyser Act-funded Employment Services as a core component of RESEA. When does your state's program complete enrollment for each claimant?				
Label	Wave 1		Wave 3	
	Number of States	Percentage of States	Number of States	Percentage of States
Before RESEA selection <sup>b</sup>	7	16.3%	-	-
Before the end of the first week of the UI claim <sup>c</sup>	-	-	7	14.0%
When claimants are enrolled into the RESEA program <sup>d</sup>	8	18.6%	-	-
When claimants are notified of the requirement to attend an RESEA meeting	5	11.6%	3	6.0%
During the initial RESEA meeting	22	51.2%	35	70.0%
As a follow-up activity after completion of the RESEA meeting	1	2.3%	4	8.0%
Other (please specify)	0	0.0%	0	0.0%
I don't know	0	0.0%	0	0.0%
N/A <sup>e</sup>	0	0.0%	1	2.0%
Did Not Respond <sup>f</sup>	0	0.0%	0	0.0%
<b>Total<sup>g</sup></b>	<b>43</b>		<b>50</b>	

Notes:

<sup>a</sup> Responses from Wave 2 of the survey are omitted due to the number of suspended states.

<sup>b</sup> This response option was added for analysis when assessing how to re-categorize "Other" responses from Wave 1. It was not displayed to states as a response option at any wave.

<sup>c</sup> This response option was added after the Wave 2 survey was fielded.

<sup>d</sup> This response option was removed after the Wave 2 survey was fielded.

<sup>e</sup> N/A indicates that the respondent was not displayed the question, because the state was suspended at Wave 3.

<sup>f</sup> Did Not Respond indicates that the respondent declined to answer the question.

<sup>g</sup> The figures in the "percentage of states" columns may not sum to 100% due to rounding.

Q4c2 <sup>a</sup> : How does your state enroll each RESEA claimant into Wagner-Peyser Act-funded Employment Services?				
Label	Wave 1		Wave 3	
	Number of States	Percentage of States	Number of States	Percentage of States
An automated system conducts Wagner-Peyser enrollment	15	34.9%	14	28.0%
An RESEA staff member – who does not meet with the claimant – manually completes enrollment	0	0.0%	1	2.0%
The RESEA staff member who meets with the claimant manually completes enrollment	20	46.5%	32	64.0%
Other (please specify)	8	18.6%	2	4.0%
I don't know	0	0.0%	0	0.0%
N/A <sup>b</sup>	0	0.0%	1	2.0%
Did Not Respond <sup>c</sup>	0	0.0%	0	0.0%
<b>Total<sup>d</sup></b>	<b>43</b>		<b>50</b>	

Notes:

<sup>a</sup> Responses from Wave 2 of the survey are omitted due to the number of suspended states.

<sup>b</sup> N/A indicates that the respondent was not displayed the question, because the state was suspended at Wave 3.

<sup>c</sup> Did Not Respond indicates that the respondent declined to answer the question.

<sup>d</sup> The figures in the "percentage of states" columns may not sum to 100% due to rounding.

Q4c3 <sup>a</sup> : What steps has your state taken to more fully integrate RESEA programs with WIOA and Wagner-Peyser-funded services?				
Label	Wave 1		Wave 3	
	Number of States	Percentage of States	Number of States	Percentage of States
Include WIOA or Wagner-Peyser staff in the RESEA meeting where eligibility assessment occurs	23	53.5%	27	54.0%
Work with the State Workforce Board to promote integration	7	16.3%	13	26.0%
Work through the WIOA State Plan to promote RESEA integration	17	39.5%	19	38.0%
Integrate data systems to allow staff access to both UI and workforce data	19	44.2%	21	42.0%
Train WIOA or Wagner-Peyser staff on RESEA procedures and requirements	27	62.8%	34	68.0%
Work with local workforce development boards to create or implement an AJC orientation tailored to RESEA claimants	8	18.6%	11	22.0%
Align internal RESEA reporting with WIOA performance measures	9	20.9%	14	28.0%
Other (please specify)	6	14.0%	1	2.0%
No significant steps have been taken to integrate programs	4	9.3%	3	6.0%
N/A <sup>b</sup>	0	0.0%	1	2.0%
Did Not Respond <sup>c</sup>	0	0.0%	0	0.0%
<b>Total<sup>d</sup></b>	<b>43</b>		<b>50</b>	

Notes:

<sup>a</sup> Responses from Wave 2 of the survey are omitted due to the number of suspended states.

<sup>b</sup> N/A indicates that the respondent was not displayed the question, because the state was suspended at Wave 3.

<sup>c</sup> Did Not Respond indicates that the respondent declined to answer the question.

<sup>d</sup> Totals reflect the number of respondents. The number of selected responses may not sum to the totals, because respondents could select more than one response.

## APPENDIX A: SURVEY TABULATIONS

Q4d1 <sup>a</sup> : In which ways, if any, has your state made the following small changes to your program in order to alter claimants' behavior?				
Label	Wave 1		Wave 3	
	Number of States	Percentage of States	Number of States	Percentage of States
Changed a default program requirement	2	4.7%	1	2.0%
Use positively themed messaging in communications with claimants	15	34.9%	24	48.0%
Invoke social norms to motivate claimants	3	7.0%	6	12.0%
Simplified communications with claimants due to limited attention	13	30.2%	19	38.0%
Send automated reminders (emails, letters, calls, texts, etc.) to claimants about upcoming meetings	15	34.9%	27	54.0%
Have staff contact claimants to remind them about upcoming meetings	29	67.4%	37	74.0%
Other (please specify)	1	2.3%	0	0.0%
No, we have not explicitly incorporated behavioral insights into our RESEA	3	7.0%	2	4.0%
N/A <sup>b</sup>	0	0.0%	1	2.0%
Did Not Respond <sup>c</sup>	1	2.3%	0	0.0%
<b>Total<sup>d</sup></b>	<b>43</b>		<b>50</b>	

Notes:

<sup>a</sup> Responses from Wave 2 of the survey are omitted due to the number of suspended states.

<sup>b</sup> N/A indicates that the respondent was not displayed the question, because the state was suspended at Wave 3.

<sup>c</sup> Did Not Respond indicates that the respondent declined to answer the question.

<sup>d</sup> Totals reflect the number of respondents. The number of selected responses may not sum to the totals, because respondents could select more than one response.

Q5a_1: Based on your experience, to what extent is each of the following a challenge to your state in operating your RESEA program? Lack of sufficient funds to provide appropriate reemployment services						
Label	Wave 1		Wave 2		Wave 3	
	Number of States	Percentage of States	Number of States	Percentage of States	Number of States	Percentage of States
Major challenge	6	14.0%	6	13.0%	4	8.0%
Moderate challenge	11	25.6%	10	21.7%	7	14.0%
Slight challenge	11	25.6%	7	15.2%	12	24.0%
Not a challenge	15	34.9%	23	50.0%	26	52.0%
Did Not Respond <sup>a</sup>	0	0.0%	0	0.0%	1	2.0%
<b>Total<sup>b</sup></b>	<b>43</b>		<b>46</b>		<b>50</b>	

Notes:

<sup>a</sup> Did Not Respond indicates that the respondent declined to answer the question.

<sup>b</sup> The figures in the "percentage of states" columns may not sum to 100% due to rounding.

**Q5a\_2: Based on your experience, to what extent is each of the following a challenge to your state in operating your RESEA program? Lack of sufficient funds to rigorously verify eligibility for UI**

Label	Wave 1		Wave 2		Wave 3	
	Number of States	Percentage of States	Number of States	Percentage of States	Number of States	Percentage of States
Major challenge	4	9.3%	2	4.3%	1	2.0%
Moderate challenge	4	9.3%	8	17.4%	5	10.0%
Slight challenge	13	30.2%	10	21.7%	10	20.0%
Not a challenge	22	51.2%	26	56.5%	33	66.0%
Did Not Respond <sup>a</sup>	0	0.0%	0	0.0%	1	2.0%
<b>Total<sup>b</sup></b>	<b>43</b>		<b>46</b>		<b>50</b>	

Notes:

<sup>a</sup> Did Not Respond indicates that the respondent declined to answer the question.

<sup>b</sup> The figures in the “percentage of states” columns may not sum to 100% due to rounding.

**Q5a\_3: Based on your experience, to what extent is each of the following a challenge to your state in operating your RESEA program? Lack of AJC capacity to serve enough RESEA claimants**

Label	Wave 1		Wave 2		Wave 3	
	Number of States	Percentage of States	Number of States	Percentage of States	Number of States	Percentage of States
Major challenge	6	14.0%	5	10.9%	7	14.0%
Moderate challenge	12	27.9%	17	37.0%	15	30.0%
Slight challenge	12	27.9%	15	32.6%	15	30.0%
Not a challenge	12	27.9%	9	19.6%	12	24.0%
Did Not Respond <sup>a</sup>	1	2.3%	0	0.0%	1	2.0%
<b>Total<sup>b</sup></b>	<b>43</b>		<b>46</b>		<b>50</b>	

Notes:

<sup>a</sup> Did Not Respond indicates that the respondent declined to answer the question.

<sup>b</sup> The figures in the “percentage of states” columns may not sum to 100% due to rounding.

**Q5a\_4: Based on your experience, to what extent is each of the following a challenge to your state in operating your RESEA program? Claimants’ failure to report to RESEA meetings**

Label	Wave 1		Wave 2		Wave 3	
	Number of States	Percentage of States	Number of States	Percentage of States	Number of States	Percentage of States
Major challenge	7	16.3%	4	8.7%	11	22.0%
Moderate challenge	19	44.2%	24	52.2%	19	38.0%
Slight challenge	15	34.9%	14	30.4%	16	32.0%
Not a challenge	2	4.7%	4	8.7%	4	8.0%
Did Not Respond <sup>a</sup>	0	0.0%	0	0.0%	0	0.0%
<b>Total<sup>b</sup></b>	<b>43</b>		<b>46</b>		<b>50</b>	

Notes:

<sup>a</sup> Did Not Respond indicates that the respondent declined to answer the question.

<sup>b</sup> The figures in the “percentage of states” columns may not sum to 100% due to rounding.

**Q5a\_5: Based on your experience, to what extent is each of the following a challenge to your state in operating your RESEA program? Claimants' lack of full engagement with reemployment services**

Label	Wave 1		Wave 2		Wave 3	
	Number of States	Percentage of States	Number of States	Percentage of States	Number of States	Percentage of States
Major challenge	6	14.0%	3	6.5%	7	14.0%
Moderate challenge	20	46.5%	18	39.1%	20	40.0%
Slight challenge	15	34.9%	22	47.8%	17	34.0%
Not a challenge	2	4.7%	3	6.5%	6	12.0%
Did Not Respond <sup>a</sup>	0	0.0%	0	0.0%	0	0.0%
<b>Total<sup>b</sup></b>	<b>43</b>		<b>46</b>		<b>50</b>	

Notes:

<sup>a</sup> Did Not Respond indicates that the respondent declined to answer the question.

<sup>b</sup> The figures in the "percentage of states" columns may not sum to 100% due to rounding.

**Q5a\_6: Based on your experience, to what extent is each of the following a challenge to your state in operating your RESEA program? Problems coordinating with local workforce development boards and the WIOA system**

Label	Wave 1		Wave 2		Wave 3	
	Number of States	Percentage of States	Number of States	Percentage of States	Number of States	Percentage of States
Major challenge	6	14.0%	3	6.5%	1	2.0%
Moderate challenge	5	11.6%	3	6.5%	8	16.0%
Slight challenge	9	20.9%	9	19.6%	10	20.0%
Not a challenge	23	53.5%	31	67.4%	30	60.0%
Did Not Respond <sup>a</sup>	0	0.0%	0	0.0%	1	2.0%
<b>Total<sup>b</sup></b>	<b>43</b>		<b>46</b>		<b>50</b>	

Notes:

<sup>a</sup> Did Not Respond indicates that the respondent declined to answer the question.

<sup>b</sup> The figures in the "percentage of states" columns may not sum to 100% due to rounding.

**Q5a\_7: Based on your experience, to what extent is each of the following a challenge to your state in operating your RESEA program? Lack of data systems to fully support appropriate feedback loops**

Label	Wave 1		Wave 2		Wave 3	
	Number of States	Percentage of States	Number of States	Percentage of States	Number of States	Percentage of States
Major challenge	6	14.0%	9	19.6%	4	8.0%
Moderate challenge	8	18.6%	10	21.7%	8	16.0%
Slight challenge	14	32.6%	12	26.1%	17	34.0%
Not a challenge	15	34.9%	15	32.6%	20	40.0%
Did Not Respond <sup>a</sup>	0	0.0%	0	0.0%	1	2.0%
<b>Total<sup>b</sup></b>	<b>43</b>		<b>46</b>		<b>50</b>	

Notes:

<sup>a</sup> Did Not Respond indicates that the respondent declined to answer the question.

<sup>b</sup> The figures in the "percentage of states" columns may not sum to 100% due to rounding.



**Q5a\_8: Based on your experience, to what extent is each of the following a challenge to your state in operating your RESEA program? Lack of funds to comply with evidence and evaluation requirements**

Label	Wave 1		Wave 2		Wave 3	
	Number of States	Percentage of States	Number of States	Percentage of States	Number of States	Percentage of States
Major challenge	6	14.0%	8	17.4%	5	10.0%
Moderate challenge	7	16.3%	7	15.2%	7	14.0%
Slight challenge	11	25.6%	11	23.9%	4	8.0%
Not a challenge	19	44.2%	20	43.5%	32	64.0%
Did Not Respond <sup>a</sup>	0	0.0%	0	0.0%	2	4.0%
<b>Total<sup>b</sup></b>	<b>43</b>		<b>46</b>		<b>50</b>	

Notes:

<sup>a</sup> Did Not Respond indicates that the respondent declined to answer the question.

<sup>b</sup> The figures in the “percentage of states” columns may not sum to 100% due to rounding.

**Q5a\_9: Based on your experience, to what extent is each of the following a challenge to your state in operating your RESEA program? Lack of technical expertise to comply with evidence and evaluation requirements**

Label	Wave 1		Wave 2		Wave 3	
	Number of States	Percentage of States	Number of States	Percentage of States	Number of States	Percentage of States
Major challenge	12	27.9%	9	19.6%	9	18.0%
Moderate challenge	6	14.0%	8	17.4%	8	16.0%
Slight challenge	10	23.3%	13	28.3%	13	26.0%
Not a challenge	15	34.9%	16	34.8%	19	38.0%
Did Not Respond <sup>a</sup>	0	0.0%	0	0.0%	1	2.0%
<b>Total<sup>b</sup></b>	<b>43</b>		<b>46</b>		<b>50</b>	

Notes:

<sup>a</sup> Did Not Respond indicates that the respondent declined to answer the question.

<sup>b</sup> The figures in the “percentage of states” columns may not sum to 100% due to rounding.

**Q5a\_10: Based on your experience, to what extent is each of the following a challenge to your state in operating your RESEA program? Lack of technical expertise to update profiling models**

Label	Wave 1		Wave 2		Wave 3	
	Number of States	Percentage of States	Number of States	Percentage of States	Number of States	Percentage of States
Major challenge	8	18.6%	3	6.5%	7	14.0%
Moderate challenge	9	20.9%	13	28.3%	10	20.0%
Slight challenge	9	20.9%	11	23.9%	8	16.0%
Not a challenge	17	39.5%	19	41.3%	24	48.0%
Did Not Respond <sup>a</sup>	0	0.0%	0	0.0%	1	2.0%
<b>Total<sup>b</sup></b>	<b>43</b>		<b>46</b>		<b>50</b>	

Notes:

<sup>a</sup> Did Not Respond indicates that the respondent declined to answer the question.

<sup>b</sup> The figures in the “percentage of states” columns may not sum to 100% due to rounding.

**Q5a\_11<sup>a</sup>: Based on your experience, to what extent is each of the following a challenge to your state in operating your RESEA program? Lack of physical or technological capacity to serve claimants in-person or remotely**

Label	Wave 2		Wave 3	
	Number of States	Percentage of States	Number of States	Percentage of States
Major challenge	10	21.7%	7	14.0%
Moderate challenge	14	30.4%	6	12.0%
Slight challenge	10	21.7%	21	42.0%
Not a challenge	12	26.1%	15	30.0%
Did Not Respond <sup>b</sup>	0	0.0%	1	2.0%
<b>Total<sup>c</sup></b>	<b>46</b>		<b>50</b>	

Notes:

<sup>a</sup> This question was not asked in the Wave 1 survey.

<sup>b</sup> Did Not Respond indicates that the respondent declined to answer the question.

<sup>c</sup> The figures in the “percentage of states” columns may not sum to 100% due to rounding.

**Q5b\_1: How strongly would you recommend each of the following to other states and DOL as ways to make RESEA programs more effective? Some options may include increasing emphasis on existing program activities: Increasing the use of individualized career services**

Label	Wave 1		Wave 2		Wave 3	
	Number of States	Percentage of States	Number of States	Percentage of States	Number of States	Percentage of States
Strongly recommend	24	55.8%	25	54.3%	31	62.0%
Somewhat recommend	14	32.6%	19	41.3%	15	30.0%
Do not recommend	3	7.0%	1	2.2%	3	6.0%
Recommend against	0	0.0%	1	2.2%	0	0.0%
Did Not Respond <sup>a</sup>	2	4.7%	0	0.0%	1	2.0%
<b>Total<sup>b</sup></b>	<b>43</b>		<b>46</b>		<b>50</b>	

Notes:

<sup>a</sup> Did Not Respond indicates that the respondent declined to answer the question.

<sup>b</sup> The figures in the “percentage of states” columns may not sum to 100% due to rounding.

**Q5b\_2: How strongly would you recommend each of the following to other states and DOL as ways to make RESEA programs more effective? Some options may include increasing emphasis on existing program activities: Increasing the provision of customized labor market information to inform claimants’ decisions**

Label	Wave 1		Wave 2		Wave 3	
	Number of States	Percentage of States	Number of States	Percentage of States	Number of States	Percentage of States
Strongly recommend	23	53.5%	18	39.1%	27	54.0%
Somewhat recommend	15	34.9%	20	43.5%	16	32.0%
Do not recommend	4	9.3%	5	10.9%	6	12.0%
Recommend against	0	0.0%	2	4.3%	0	0.0%
Did Not Respond <sup>a</sup>	1	2.3%	1	2.2%	1	2.0%
<b>Total<sup>b</sup></b>	<b>43</b>		<b>46</b>		<b>50</b>	

Notes:

<sup>a</sup> Did Not Respond indicates that the respondent declined to answer the question.

<sup>b</sup> The figures in the “percentage of states” columns may not sum to 100% due to rounding.

**Q5b\_3: How strongly would you recommend each of the following to other states and DOL as ways to make RESEA programs more effective? Some options may include increasing emphasis on existing program activities: Increasing the use of earn-while-you-learn training? (e.g., on-the-job training, apprenticeship)**

Label	Wave 1		Wave 2		Wave 3	
	Number of States	Percentage of States	Number of States	Percentage of States	Number of States	Percentage of States
Strongly recommend	23	53.5%	22	47.8%	27	54.0%
Somewhat recommend	15	34.9%	21	45.7%	17	34.0%
Do not recommend	3	7.0%	2	4.3%	4	8.0%
Recommend against	0	0.0%	1	2.2%	0	0.0%
Did Not Respond <sup>a</sup>	2	4.7%	0	0.0%	2	4.0%
<b>Total<sup>b</sup></b>	<b>43</b>		<b>46</b>		<b>50</b>	

Notes:

<sup>a</sup> Did Not Respond indicates that the respondent declined to answer the question.

<sup>b</sup> The figures in the “percentage of states” columns may not sum to 100% due to rounding.

**Q5b\_4: How strongly would you recommend each of the following to other states and DOL as ways to make RESEA programs more effective? Some options may include increasing emphasis on existing program activities: Using a broader range of assessments to identify claimants’ reemployment needs**

Label	Wave 1		Wave 2		Wave 3	
	Number of States	Percentage of States	Number of States	Percentage of States	Number of States	Percentage of States
Strongly recommend	15	34.9%	11	23.9%	12	24.0%
Somewhat recommend	13	30.2%	22	47.8%	25	50.0%
Do not recommend	14	32.6%	9	19.6%	11	22.0%
Recommend against	0	0.0%	4	8.7%	0	0.0%
Did Not Respond <sup>a</sup>	1	2.3%	0	0.0%	2	4.0%
<b>Total<sup>b</sup></b>	<b>43</b>		<b>46</b>		<b>50</b>	

Notes:

<sup>a</sup> Did Not Respond indicates that the respondent declined to answer the question.

<sup>b</sup> The figures in the “percentage of states” columns may not sum to 100% due to rounding.

**Q5b\_5: How strongly would you recommend each of the following to other states and DOL as ways to make RESEA programs more effective? Some options may include increasing emphasis on existing program activities: Using more intensive case management**

Label	Wave 1		Wave 2		Wave 3	
	Number of States	Percentage of States	Number of States	Percentage of States	Number of States	Percentage of States
Strongly recommend	21	48.8%	14	30.4%	18	36.0%
Somewhat recommend	16	37.2%	24	52.2%	24	48.0%
Do not recommend	6	14.0%	7	15.2%	6	12.0%
Recommend against	0	0.0%	1	2.2%	1	2.0%
Did Not Respond <sup>a</sup>	0	0.0%	0	0.0%	1	2.0%
<b>Total<sup>b</sup></b>	<b>43</b>		<b>46</b>		<b>50</b>	

Notes:

<sup>a</sup> Did Not Respond indicates that the respondent declined to answer the question.

<sup>b</sup> The figures in the “percentage of states” columns may not sum to 100% due to rounding.

**Q5b\_6: How strongly would you recommend each of the following to other states and DOL as ways to make RESEA programs more effective? Some options may include increasing emphasis on existing program activities: Increasing the use of behavioral nudges to support behaviors that will help claimants meet employment goals and increase compliance with UI requirements**

Label	Wave 1		Wave 2		Wave 3	
	Number of States	Percentage of States	Number of States	Percentage of States	Number of States	Percentage of States
Strongly recommend	17	39.5%	12	26.1%	16	32.0%
Somewhat recommend	17	39.5%	27	58.7%	25	50.0%
Do not recommend	6	14.0%	6	13.0%	7	14.0%
Recommend against	2	4.7%	1	2.2%	1	2.0%
Did Not Respond <sup>a</sup>	1	2.3%	0	0.0%	1	2.0%
<b>Total<sup>b</sup></b>	<b>43</b>		<b>46</b>		<b>50</b>	

Notes:

<sup>a</sup> Did Not Respond indicates that the respondent declined to answer the question.

<sup>b</sup> The figures in the “percentage of states” columns may not sum to 100% due to rounding.

**Q5b\_7: How strongly would you recommend each of the following to other states and DOL as ways to make RESEA programs more effective? Some options may include increasing emphasis on existing program activities: Selecting claimants other than those who are most likely to exhaust UI benefits**

Label	Wave 1		Wave 2		Wave 3	
	Number of States	Percentage of States	Number of States	Percentage of States	Number of States	Percentage of States
Strongly recommend	18	41.9%	11	23.9%	16	32.0%
Somewhat recommend	13	30.2%	22	47.8%	20	40.0%
Do not recommend	7	16.3%	7	15.2%	10	20.0%
Recommend against	4	9.3%	6	13.0%	3	6.0%
Did Not Respond <sup>a</sup>	1	2.3%	0	0.0%	1	2.0%
<b>Total<sup>b</sup></b>	<b>43</b>		<b>46</b>		<b>50</b>	

Notes:

<sup>a</sup> Did Not Respond indicates that the respondent declined to answer the question.

<sup>b</sup> The figures in the “percentage of states” columns may not sum to 100% due to rounding.

**Q5b\_8: How strongly would you recommend each of the following to other states and DOL as ways to make RESEA programs more effective? Some options may include increasing emphasis on existing program activities: More intensively verifying eligibility**

Label	Wave 1		Wave 2		Wave 3	
	Number of States	Percentage of States	Number of States	Percentage of States	Number of States	Percentage of States
Strongly recommend	10	23.3%	6	13.0%	9	18.0%
Somewhat recommend	16	37.2%	22	47.8%	24	48.0%
Do not recommend	12	27.9%	15	32.6%	11	22.0%
Recommend against	4	9.3%	3	6.5%	4	8.0%
Did Not Respond <sup>a</sup>	1	2.3%	0	0.0%	2	4.0%
<b>Total<sup>b</sup></b>	<b>43</b>		<b>46</b>		<b>50</b>	

Notes:

<sup>a</sup> Did Not Respond indicates that the respondent declined to answer the question.

<sup>b</sup> The figures in the “percentage of states” columns may not sum to 100% due to rounding.

**Q5b\_9: How strongly would you recommend each of the following to other states and DOL as ways to make RESEA programs more effective? Some options may include increasing emphasis on existing program activities: Strengthening penalties for failure to report or comply with UI eligibility requirements**

Label	Wave 1		Wave 2		Wave 3	
	Number of States	Percentage of States	Number of States	Percentage of States	Number of States	Percentage of States
Strongly recommend	15	34.9%	11	23.9%	15	30.0%
Somewhat recommend	14	32.6%	16	34.8%	17	34.0%
Do not recommend	12	27.9%	14	30.4%	14	28.0%
Recommend against	2	4.7%	4	8.7%	3	6.0%
Did Not Respond <sup>a</sup>	0	0.0%	1	2.2%	1	2.0%
<b>Total<sup>b</sup></b>	<b>43</b>		<b>46</b>		<b>50</b>	

Notes:

<sup>a</sup> Did Not Respond indicates that the respondent declined to answer the question.

<sup>b</sup> The figures in the “percentage of states” columns may not sum to 100% due to rounding.

**Q5b\_10: How strongly would you recommend each of the following to other states and DOL as ways to make RESEA programs more effective? Some options may include increasing emphasis on existing program activities: Conducting more RESEA follow-up meetings per claimant**

Label	Wave 1		Wave 2		Wave 3	
	Number of States	Percentage of States	Number of States	Percentage of States	Number of States	Percentage of States
Strongly recommend	17	39.5%	10	21.7%	16	32.0%
Somewhat recommend	21	48.8%	24	52.2%	20	40.0%
Do not recommend	4	9.3%	9	19.6%	12	24.0%
Recommend against	0	0.0%	3	6.5%	0	0.0%
Did Not Respond <sup>a</sup>	1	2.3%	0	0.0%	2	4.0%
<b>Total<sup>b</sup></b>	<b>43</b>		<b>46</b>		<b>50</b>	

Notes:

<sup>a</sup> Did Not Respond indicates that the respondent declined to answer the question.

<sup>b</sup> The figures in the “percentage of states” columns may not sum to 100% due to rounding.

**Q5b\_11: How strongly would you recommend each of the following to other states and DOL as ways to make RESEA programs more effective? Some options may include increasing emphasis on existing program activities: Improving the feedback loops between UI and AJC staff**

Label	Wave 1		Wave 2		Wave 3	
	Number of States	Percentage of States	Number of States	Percentage of States	Number of States	Percentage of States
Strongly recommend	26	60.5%	21	45.7%	20	40.0%
Somewhat recommend	9	20.9%	18	39.1%	21	42.0%
Do not recommend	7	16.3%	6	13.0%	7	14.0%
Recommend against	0	0.0%	1	2.2%	1	2.0%
Did Not Respond <sup>a</sup>	1	2.3%	0	0.0%	1	2.0%
<b>Total<sup>b</sup></b>	<b>43</b>		<b>46</b>		<b>50</b>	

Notes:

<sup>a</sup> Did Not Respond indicates that the respondent declined to answer the question.

<sup>b</sup> The figures in the “percentage of states” columns may not sum to 100% due to rounding.

Q6a1: How well do you feel your state understands the new RESEA requirements for evidence of effectiveness and performance?						
Label	Wave 1		Wave 2		Wave 3	
	Number of States	Percentage of States	Number of States	Percentage of States	Number of States	Percentage of States
Very well	15	34.9%	18	39.1%	16	32.0%
Somewhat well	20	46.5%	21	45.7%	28	56.0%
Not well at all	7	16.3%	7	15.2%	5	10.0%
Did Not Respond <sup>a</sup>	1	2.3%	0	0.0%	1	2.0%
<b>Total<sup>b</sup></b>	<b>43</b>		<b>46</b>		<b>50</b>	

Notes:

<sup>a</sup> Did Not Respond indicates that the respondent declined to answer the question.

<sup>b</sup> The figures in the “percentage of states” columns may not sum to 100% due to rounding.

Q6b1: To your knowledge, has your office participated in an evaluation of any kind in the past five years?						
Label	Wave 1		Wave 2		Wave 3	
	Number of States	Percentage of States	Number of States	Percentage of States	Number of States	Percentage of States
Yes	13	30.2%	15	32.6%	9	18.0%
No	23	53.5%	17	37.0%	26	52.0%
I don't know	7	16.3%	14	30.4%	14	28.0%
Did Not Respond <sup>a</sup>	0	0.0%	0	0.0%	1	2.0%
<b>Total<sup>b</sup></b>	<b>43</b>		<b>46</b>		<b>50</b>	

Notes:

<sup>a</sup> Did Not Respond indicates that the respondent declined to answer the question.

<sup>b</sup> The figures in the “percentage of states” columns may not sum to 100% due to rounding.

## APPENDIX A: SURVEY TABULATIONS

Q6c1: What has your state done to plan for the new RESEA program evaluation and evidence requirements?						
Label	Wave 1		Wave 2		Wave 3	
	Number of States	Percentage of States	Number of States	Percentage of States	Number of States	Percentage of States
Held internal discussions with RESEA staff	35	81.4%	30	65.2%	31	62.0%
Discussed with State ES, UI, WIOA, or LMI office	31	72.1%	31	67.4%	31	62.0%
Consulted other states one-to-one or through regional, NASWA, or other national meetings	16	37.2%	25	54.3%	19	38.0%
Consulted with outside partners or consultants	15	34.9%	15	32.6%	25	50.0%
Consulted DOL resources and publications <sup>a</sup>	26	60.5%	35	76.1%	-	-
Attended USDOL's evaluation technical assistance webinars or viewed them through WorkforceGPS <sup>b</sup>	-	-	-	-	46	92.0%
Reviewed evaluation technical assistance resources on WorkforceGPS <sup>b</sup>	-	-	-	-	40	80.0%
Reviewed resources on RESEA evidence standards and/or reviews of existing studies, available on USDOL's CLEAR <sup>b</sup>	-	-	-	-	41	82.0%
Initiated or completed procurement of third-party evaluation services <sup>b</sup>	-	-	-	-	19	38.0%
Other activity	3	7.0%	1	2.2%	1	2.0%
None of the above <sup>c</sup>	1	2.3%	2	4.3%	0	0.0%
I don't know	0	0.0%	0	0.0%	1	2.0%
Did Not Respond <sup>d</sup>	1	2.3%	0	0.0%	0	0.0%
<b>Total<sup>e</sup></b>	<b>43</b>		<b>46</b>		<b>50</b>	

**Notes:**

<sup>a</sup> This response option was removed after the Wave 2 survey was fielded, in favor of the four more-detailed and disaggregated options listed immediately below this option.

<sup>b</sup> This response option was added after the Wave 2 survey was fielded.

<sup>c</sup> Prior to the Wave 3 survey, this response option was worded as "Nothing yet."

<sup>d</sup> Did Not Respond indicates that the respondent declined to answer the question.

<sup>e</sup> Totals reflect the number of respondents. The number of selected responses may not sum to the totals, because respondents could select more than one response.



Q6c2: Are you currently planning to conduct any evaluations of your RESEA program?						
Label	Wave 1		Wave 2		Wave 3	
	Number of States	Percentage of States	Number of States	Percentage of States	Number of States	Percentage of States
Yes <sup>a</sup>	36	83.7%	38	82.6%	-	-
Yes — and the evaluation is still in planning stages (no Statement of Work has been developed) <sup>b</sup>	-	-	-	-	27	54.0%
Yes — and a Statement of Work (or similar planning document) is complete, but we do not yet have an evaluator <sup>b</sup>	-	-	-	-	6	12.0%
Yes — and we have an evaluator, but have not begun data collection or analysis <sup>b</sup>	-	-	-	-	11	22.0%
Yes — and we have begun data collection (e.g., on randomly assigned claimants) or analysis <sup>b</sup>	-	-	-	-	4	8.0%
No	3	7.0%	2	4.3%	0	0.0%
Maybe	1	2.3%	2	4.3%	1	2.0%
I don't know	2	4.7%	4	8.7%	1	2.0%
Did Not Respond <sup>c</sup>	1	2.3%	0	0.0%	0	0.0%
<b>Total<sup>c</sup></b>	<b>43</b>		<b>46</b>		<b>50</b>	

Notes:

<sup>a</sup> This response option was removed after the Wave 2 survey was fielded, in favor of the four more-detailed and disaggregated options listed immediately below this option.

<sup>b</sup> This response option was added after the Wave 2 survey was fielded, to collect more specific information about that status of states' evaluation plans. With the other added response options, it replaced the overall "Yes" response option from the Wave 1 and Wave 2 surveys.

<sup>c</sup> Did Not Respond indicates that the respondent declined to answer the question.

<sup>d</sup> The figures in the "percentage of states" columns may not sum to 100% due to rounding.

Q6c4: Do you expect to use any RESEA grant funds for any evaluation of your RESEA program?						
Label	Wave 1		Wave 2		Wave 3	
	Number of States	Percentage of States	Number of States	Percentage of States	Number of States	Percentage of States
Yes, we intend to use the full 10 percent that is allowed by statute	24	55.8%	25	54.3%	29	58.0%
Yes, we intend to use some funds, but less than 10 percent of our grant	6	14.0%	9	19.6%	12	24.0%
No	1	2.3%	1	2.2%	1	2.0%
I don't know	6	14.0%	5	10.9%	4	8.0%
N/A	6	14.0%	6	13.0%	1	2.0%
Did Not Respond <sup>a</sup>	0	0.0%	0	0.0%	3	6.0%
<b>Total<sup>b</sup></b>	<b>43</b>		<b>46</b>		<b>50</b>	

Notes:

<sup>a</sup> Did Not Respond indicates that the respondent declined to answer the question.

<sup>b</sup> The figures in the "percentage of states" columns may not sum to 100% due to rounding.

Q6c5: Which type of evaluations do you plan to conduct?						
Label	Wave 1		Wave 2		Wave 3	
	Number of States	Percentage of States	Number of States	Percentage of States	Number of States	Percentage of States
Random assignment impact evaluation (aka, an experimental impact evaluation)	12	27.9%	18	39.1%	17	34.0%
Impact evaluation with a comparison group that does not use random assignment (aka, quasi-experimental impact evaluation)	13	30.2%	11	23.9%	14	28.0%
Outcomes study (e.g., program performance study)	13	30.2%	11	23.9%	21	42.0%
Process study	8	18.6%	2	4.3%	2	4.0%
Implementation study	6	14.0%	6	13.0%	5	10.0%
Cost study (i.e., a systematic disaggregation of the costs of different program elements)	1	2.3%	0	0.0%	0	0.0%
Other	1	2.3%	1	2.2%	0	0.0%
I don't know	11	25.6%	8	17.4%	11	22.0%
N/A	6	14.0%	6	13.0%	1	2.0%
Did Not Respond <sup>a</sup>	1	2.3%	0	0.0%	0	0.0%
<b>Total<sup>b</sup></b>	<b>43</b>		<b>46</b>		<b>50</b>	

Notes:

<sup>a</sup> Did Not Respond indicates that the respondent declined to answer the question.

<sup>b</sup> Totals reflect the number of respondents. The number of selected responses may not sum to the totals, because respondents could select more than one response.

Q6c6: Which aspects of the RESEA program do you plan to evaluate?						
Label	Wave 1		Wave 2		Wave 3	
	Number of States	Percentage of States	Number of States	Percentage of States	Number of States	Percentage of States
Program as a whole <sup>a</sup>	-	-	-	-	28	56.0%
Career and labor market information	4	9.3%	13	28.3%	2	4.0%
Criteria used to select RESEA claimants (e.g., likelihood of exhaustion)	12	27.9%	16	34.8%	5	10.0%
Ways to develop a reemployment plan	7	16.3%	7	15.2%	2	4.0%
Job search assistance	11	25.6%	10	21.7%	6	12.0%
Approaches to reduce failure to report	11	25.6%	13	28.3%	4	8.0%
Penalties for non-compliance/failure to report	1	2.3%	5	10.9%	1	2.0%
Providing more individualized career services	9	20.9%	18	39.1%	2	4.0%
Adding or removing subsequent RESEA meetings	14	32.6%	13	28.3%	7	14.0%
Remote vs in-person services <sup>a</sup>	-	-	-	-	8	16.0%
Providing remote/virtual services <sup>b</sup>	-	-	3	6.5%	-	-
Other (please specify)	6	14.0%	5	10.9%	1	2.0%
I don't know	8	18.6%	6	13.0%	11	22.0%
N/A	6	14.0%	0	0.0%	1	2.0%
Did Not Respond <sup>c</sup>	1	2.3%	6	13.0%	0	0.0%
<b>Total<sup>d</sup></b>	<b>43</b>		<b>46</b>		<b>50</b>	

Notes:

<sup>a</sup> This response option was added after the Wave 2 survey was fielded.

<sup>b</sup> This response option was added for analysis when assessing how to re-categorize “Other” responses from Wave 2. It was not displayed to states as a response option at any wave.

<sup>c</sup> Did Not Respond indicates that the respondent declined to answer the question.

<sup>d</sup> Totals reflect the number of respondents. The number of selected responses may not sum to the totals, because respondents could select more than one response.

Q6d1: States may choose to cooperate on their evaluations with other states to pool grant funds and conduct larger evaluations. Does your state plan on participating in a multi-state evaluation?						
Label	Wave 1		Wave 2		Wave 3	
	Number of States	Percentage of States	Number of States	Percentage of States	Number of States	Percentage of States
Yes	7	16.3%	2	4.3%	5	10.0%
Maybe	9	46.5%	6	13.0%	7	14.0%
No	20	20.9%	24	52.2%	27	54.0%
I don't know	7	16.3%	14	30.4%	11	22.0%
Did Not Respond <sup>a</sup>	0	0.0%	0	0.0%	0	0.0%
<b>Total<sup>b</sup></b>	<b>43</b>		<b>46</b>		<b>50</b>	

Notes:

<sup>a</sup> Did Not Respond indicates that the respondent declined to answer the question.

<sup>b</sup> The figures in the “percentage of states” columns may not sum to 100% due to rounding.

Q6d2: How interested would your state be in participating in a multi-state evaluation like this?						
Label	Wave 1		Wave 2		Wave 3	
	Number of States	Percentage of States	Number of States	Percentage of States	Number of States	Percentage of States
Very interested	1	2.3%	5	10.9%	3	6.0%
Somewhat interested	12	27.9%	15	32.6%	10	20.0%
Not at all interested	9	20.9%	12	26.1%	13	26.0%
I don't know	13	30.2%	12	26.1%	18	36.0%
N/A	7	16.3%	2	4.3%	5	10.0%
Did Not Respond <sup>a</sup>	1	2.3%	0	0.0%	1	2.0%
<b>Total<sup>b</sup></b>	<b>43</b>		<b>46</b>		<b>50</b>	

Notes:

<sup>a</sup> Did Not Respond indicates that the respondent declined to answer the question.

<sup>b</sup> The figures in the “percentage of states” columns may not sum to 100% due to rounding.

Q6d3: What do you see as the most important benefits of participating in a multi-state evaluation? (Please select up to three.)						
Label	Wave 1		Wave 2		Wave 3	
	Number of States	Percentage of States	Number of States	Percentage of States	Number of States	Percentage of States
Opportunity to work with a lead administrative organization (USDOL or other)	9	20.9%	9	19.6%	11	22.0%
Opportunity to pool evaluation to get a larger sample	17	39.5%	13	28.3%	14	28.0%
Access to the expertise of other states UI and WIOA offices	16	37.2%	13	28.3%	11	22.0%
Access to a larger pool of external evaluators	6	14.0%	2	4.3%	7	14.0%
Opportunity to learn about successes in other states	19	44.2%	22	47.8%	20	40.0%
Opportunity to take advantage of existing state data partnerships	5	11.6%	6	13.0%	5	10.0%
Other (please specify)	1	2.3%	0	0.0%	1	2.0%
I don't know	5	11.6%	6	13.0%	7	14.0%
N/A	9	20.9%	12	26.1%	13	26.0%
Did Not Respond <sup>a</sup>	0	0.0%	0	0.0%	0	0.0%
<b>Total<sup>b</sup></b>	<b>43</b>		<b>46</b>		<b>50</b>	

Notes:

<sup>a</sup> Did Not Respond indicates that the respondent declined to answer the question.

<sup>b</sup> Totals reflect the number of respondents. The number of selected responses may not sum to the totals, because respondents could select more than one response.

Q6d5: How interested would your state be in participating in future DOL-sponsored studies of RESEA programs?						
Label	Wave 1		Wave 2		Wave 3	
	Number of States	Percentage of States	Number of States	Percentage of States	Number of States	Percentage of States
Very interested	12	27.9%	9	19.6%	11	22.0%
Somewhat interested	20	46.5%	23	50.0%	29	58.0%
Not at all interested	0	0.0%	3	6.5%	3	6.0%
I don't know	9	20.9%	10	21.7%	6	12.0%
Did Not Respond <sup>a</sup>	2	4.7%	1	2.2%	1	2.0%
<b>Total<sup>b</sup></b>	<b>43</b>		<b>46</b>		<b>50</b>	

Notes:

<sup>a</sup> Did Not Respond indicates that the respondent declined to answer the question.

<sup>b</sup> The figures in the “percentage of states” columns may not sum to 100% due to rounding.

Q6d6: What do you see as the most important benefits of participating in future DOL-sponsored studies of RESEA programs? The opportunity to:						
Label	Wave 1		Wave 2		Wave 3	
	Number of States	Percentage of States	Number of States	Percentage of States	Number of States	Percentage of States
Improve the state's RESEA program	34	79.1%	37	80.4%	42	84.0%
Help other states improve their RESEA program	17	39.5%	20	43.5%	18	36.0%
Develop the state's evaluation capacity	13	30.2%	19	41.3%	19	38.0%
Learn from other states' experiences with RESEA	23	53.5%	27	58.7%	31	62.0%
Reduce the logistical and technical challenges involved in designing an evaluation	21	48.8%	24	52.2%	21	42.0%
Get assistance with covering the cost of evaluation	14	32.6%	16	34.8%	14	28.0%
Other	1	2.3%	0	0.0%	0	0.0%
I don't know	4	9.3%	4	8.7%	2	4.0%
Did Not Respond <sup>a</sup>	1	2.3%	0	0.0%	1	2.0%
<b>Total<sup>b</sup></b>	<b>43</b>		<b>46</b>		<b>50</b>	

Notes:

<sup>a</sup> Did Not Respond indicates that the respondent declined to answer the question.

<sup>b</sup> Totals reflect the number of respondents. The number of selected responses may not sum to the totals, because respondents could select more than one response.

Q6e1: How would you rate your staff's expertise in designing formal evaluations?						
Label	Wave 1		Wave 2		Wave 3	
	Number of States	Percentage of States	Number of States	Percentage of States	Number of States	Percentage of States
Excellent	4	9.3%	8	17.4%	6	12.0%
Good	13	30.2%	10	21.7%	11	22.0%
Satisfactory	6	14.0%	4	8.7%	12	24.0%
Needs improvement	10	23.3%	16	34.8%	13	26.0%
I don't know	8	18.6%	8	17.4%	7	14.0%
Did Not Respond <sup>a</sup>	2	4.7%	0	0.0%	1	2.0%
<b>Total<sup>b</sup></b>	<b>43</b>		<b>46</b>		<b>50</b>	

Notes:

<sup>a</sup> Did Not Respond indicates that the respondent declined to answer the question.

<sup>b</sup> The figures in the "percentage of states" columns may not sum to 100% due to rounding.

Q6e2: How would you rate your staff's expertise in contracting with research partners and overseeing evaluations?						
Label	Wave 1		Wave 2		Wave 3	
	Number of States	Percentage of States	Number of States	Percentage of States	Number of States	Percentage of States
Excellent	7	16.3%	6	13.0%	2	4.0%
Good	11	25.6%	15	32.6%	13	26.0%
Satisfactory	3	7.0%	5	10.9%	14	28.0%
Needs improvement	8	18.6%	9	19.6%	9	18.0%
I don't know	11	25.6%	11	23.9%	10	20.0%
Did Not Respond <sup>a</sup>	3	7.0%	0	0.0%	2	4.0%
<b>Total<sup>b</sup></b>	<b>43</b>		<b>46</b>		<b>50</b>	

Notes:

<sup>a</sup> Did Not Respond indicates that the respondent declined to answer the question.

<sup>b</sup> The figures in the "percentage of states" columns may not sum to 100% due to rounding.

Q6e3: How much does your office currently use and analyze the data it already collects on individual RESEA participants to assess how the program is working?						
Label	Wave 1		Wave 2		Wave 3	
	Number of States	Percentage of States	Number of States	Percentage of States	Number of States	Percentage of States
A lot	8	18.6%	15	32.6%	12	24.0%
Some	18	41.9%	20	43.5%	23	46.0%
A little	8	18.6%	4	8.7%	8	16.0%
Not at all	5	11.6%	1	2.2%	0	0.0%
I don't know	3	7.0%	6	13.0%	6	12.0%
Did Not Respond <sup>a</sup>	1	2.3%	0	0.0%	1	2.0%
<b>Total<sup>b</sup></b>	<b>43</b>		<b>46</b>		<b>50</b>	

Notes:

<sup>a</sup> Did Not Respond indicates that the respondent declined to answer the question.

<sup>b</sup> The figures in the "percentage of states" columns may not sum to 100% due to rounding.

Q6e4: How would you rate the quality of your state's data on individual RESEA participants?						
Label	Wave 1		Wave 2		Wave 3	
	Number of States	Percentage of States	Number of States	Percentage of States	Number of States	Percentage of States
Excellent	5	11.6%	10	21.7%	8	16.0%
Good	17	39.5%	18	39.1%	19	38.0%
Satisfactory	12	27.9%	12	26.1%	14	28.0%
Needs improvement	2	4.7%	3	6.5%	4	8.0%
I don't know	6	14.0%	3	6.5%	4	8.0%
Did Not Respond <sup>a</sup>	1	2.3%	0	0.0%	1	2.0%
<b>Total<sup>b</sup></b>	<b>43</b>		<b>46</b>		<b>50</b>	

Notes:

<sup>a</sup> Did Not Respond indicates that the respondent declined to answer the question.

<sup>b</sup> The figures in the "percentage of states" columns may not sum to 100% due to rounding.

Q6e5: How would you rate your state's technical ability to link RESEA participant data? (i.e., UI claims data) to wage records, workforce data, and any other important data?						
Label	Wave 1		Wave 2		Wave 3	
	Number of States	Percentage of States	Number of States	Percentage of States	Number of States	Percentage of States
Excellent	14	32.6%	16	34.8%	13	26.0%
Good	11	25.6%	18	39.1%	18	36.0%
Satisfactory	5	11.6%	5	10.9%	5	10.0%
Needs improvement	4	9.3%	3	6.5%	7	14.0%
I don't know	7	16.3%	4	8.7%	6	12.0%
Did Not Respond <sup>a</sup>	2	4.7%	0	0.0%	1	2.0%
<b>Total<sup>b</sup></b>	<b>43</b>		<b>46</b>		<b>50</b>	

Notes:

<sup>a</sup> Did Not Respond indicates that the respondent declined to answer the question.

<sup>b</sup> The figures in the "percentage of states" columns may not sum to 100% due to rounding.

Q6e6: What methods do you find most effective for receiving evaluation technical assistance?						
Label	Wave 1		Wave 2		Wave 3	
	Number of States	Percentage of States	Number of States	Percentage of States	Number of States	Percentage of States
Webinars	14	32.6%	23	50.0%	32	64.0%
Conferences, workshops, or other in-person group meetings	24	55.8%	22	47.8%	31	62.0%
One-on-one coaching and support	27	62.8%	25	54.3%	33	66.0%
Written guidance (e.g., toolkits, checklists, etc.)	21	48.8%	32	69.6%	37	74.0%
Other (please specify)	1	2.3%	0	0.0%	1	2.0%
I don't know	5	11.6%	3	6.5%	0	0.0%
Did Not Respond <sup>a</sup>	2	4.7%	0	0.0%	1	2.0%
<b>Total<sup>b</sup></b>	<b>43</b>		<b>46</b>		<b>50</b>	

Notes:

<sup>a</sup> Did Not Respond indicates that the respondent declined to answer the question.

<sup>b</sup> Totals reflect the number of respondents. The number of selected responses may not sum to the totals, because respondents could select more than one response.