



# Actus Policy Research



## RCT Impact Study of the Nevada Reemployment Services and Eligibility Assessment Program

### Final Evaluation Report

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# About Actus

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**Actus Policy Research (Actus)** is an independent research organization dedicated to delivering high-quality research and program evaluation services to U.S. Federal and state government agencies, non-profit and community-based organizations, educational institutions, and Federal grantees. At Actus, we specialize in developing state-of-the-art research designs to conduct randomized controlled trial (RCT) and quasi-experimental impact evaluations, cost-benefit analysis, implementation studies, evaluability assessments, and outcome studies. Our experts possess subject-matter expertise across an array of policy areas, including labor market, education, food security, welfare, youth, and criminal justice.

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# Executive Summary

Over the past twenty years, the Nevada Department of Employment, Training and Rehabilitation (DETR) has been a national leader in introducing innovative job-search assistance programs for Unemployment Insurance (UI) claimants. In 2005, Nevada was among the first five state workforce agencies nationwide to implement the Eligibility Assessment (REA) program, funded by U.S. Department of Labor (DOL) grants. While the primary goal of REA was to perform eligibility reviews to ensure claimant compliance with UI work-search requirements, DETR expanded the program to also include mandatory job counseling.

In 2015, DOL directed all states to expand the scope of their existing REA programs to include mandatory job counseling, based on evidence from a randomized controlled trial (RCT) showing that Nevada's enhanced program delivered significantly better results than REA programs in other states (Poe-Yamagata et al., 2012). To highlight the expanded focus on services, the REA program was renamed the Reemployment Services and Eligibility Assessment (RESEA) program.

Since this transition, the Nevada DETR has been implementing two job-search assistance interventions:

- 1) The **federally funded RESEA program**, operating in all ten JobConnect Centers statewide.
- 2) The **state-funded REANV program**, operating concurrently with the RESEA program in four centers that serve more populous urban areas.

Both programs require UI claimants to attend a meeting with a job counselor at the early stages of their claim for an eligibility review and job counseling. At the discretion of the counselors, some claimants are also asked to attend a follow-up session to resolve any eligibility issues and receive additional services. Overall, the RESEA and REANV programs share a similar structure and service delivery models.

In 2021, the Nevada DETR contracted Actus Policy Research (Actus) to conduct a third-party evaluation of the RESEA and REANV programs. The primary goal was to determine if the two programs are effective in helping participants find jobs, increase their earnings, and decrease their UI duration and benefits received. The evaluation included an RCT impact study, designed to measure the causal effects of the programs on participants' UI receipt, employment, and earnings, as well as an implementation study to examine how the programs were carried out and to provide context for understanding the RCT findings.

The RCT impact study was conducted in four of the ten Nevada JobConnect Centers—Henderson, Maryland Parkway, and Reno, which implemented both RESEA and REANV, and North Las Vegas, which implemented RESEA only. Collectively, the four study centers served about 82% of UI claimants in the state. The remaining six centers were excluded because random assignment was not feasible; each served a small number of claimants and had the capacity to serve all eligible claimants.

During the 52-week sample intake period—from October 2022 through September 2023—17,848 UI claimants were randomly assigned to one of three groups:

- *RESEA group* (8,539 claimants)—Required to participate in the RESEA program.
- *REANV group* (1,638 claimants)—Required to participate in the REANV program.
- *Control group* (7,671 claimants)—No RESEA or REANV program requirements.

Random assignment was done separately at each center, taking into account weekly center capacity to deliver RESEA and/or REANV services. This design ensures that—controlling for the structure of random assignment—claimants across the three study groups are equivalent in terms of observed (and unobserved) factors. Thus, we estimate the collective causal impacts of the RESEA and REANV programs by comparing the outcomes between the combined RESEA/REANV group and the control group. Similarly, we estimate impact differences across the two programs by comparing the outcomes between the RESEA group and the REANV group.

This report presents the final findings of the evaluation. Key findings can be summarized as follows:



***The RESEA and REANV programs were equally effective in facilitating meetings between UI claimants and job counselors.***

Approximately 79% of RESEA group claimants and 78% of REANV group claimants complied with program requirements by completing the initial job counseling session. Further, about 13% of RESEA claimants and 25% of REANV claimants completed a follow-up session.



***Both programs were successful in increasing the receipt of job counseling and related services.***

About 82% of RESEA group claimants and 81% of REANV group claimants received job counseling, with about 71% and 74% receiving a direct job referral at the point of contact. In comparison, fewer than 9% of control group claimants received job counseling, with only 7% receiving a direct job

referral. Moreover, RESEA and REANV group claimants were much more likely than control group claimants to participate in other services available at local employment offices.



***The RESEA/REANV programs caused significant reductions in UI receipt, generating substantial savings for the UI program.***

The programs reduced UI duration by an average of 1.91 weeks, a 10% reduction relative to the control group. As a result, the programs reduced the average benefits collected by \$668 per participant, which is significantly more than the estimated \$359 average program cost per participant. In aggregate, the RESEA/REANV programs generated nearly \$6.8 million in UI savings during the study period.



***The RESEA/REANV programs led to significant improvements in participants' employment and earnings in the first seven quarters after UI entry.***

The two programs had positive impacts on participants' employment, increasing the likelihood of employment by 4% in the first quarter after UI entry. Following small effects in quarters 2 and 3, the programs increased employment in quarters 4-7, with effects increasing over time from 3% in quarter 4 to 6% in quarter 7. Similarly, the programs caused substantial effects on participant earnings—over the seven-quarter follow-up period, the two programs increased total earnings by an average of \$2,135, a 4% increase relative to the control group mean.



***There are no significant differences in implementation and impacts between the RESEA program and the REANV program.***

The two programs imposed similar requirements on participants and had similar service delivery processes. Further, our analysis finds no significant differences in the impacts of the RESEA program and the impacts of the REANV program on UI receipt, employment, and earnings. These findings suggest that the two programs are equally effective in providing services to UI claimants, generating savings for the UI program, and improving participants' employment and earnings.

These findings provide strong evidence that the RESEA and REANV programs were effective during a period of strong economic conditions. The substantial reductions in UI benefit duration and payments—far exceeding the average program costs—offer a compelling rationale for continued Federal and state support of the programs. This conclusion is reinforced by the programs' positive impacts on

employment and earnings, indicating that reduced UI receipt is partly due to participants securing jobs more quickly and obtaining higher earnings.

Additionally, the finding that the federally funded RESEA program and the state-funded REANV program have similar requirements and produce comparable impacts suggests that consolidating the two into a single program could reduce administrative burden and generate additional cost savings. Such consolidation would further improve cost-effectiveness without compromising the programs' core goals or integrity.

# 1. Introduction

Over the past two decades, the Nevada Department of Employment, Training and Rehabilitation (DETR) has been at the forefront of implementing innovative job-search assistance interventions targeting Unemployment Insurance (UI) claimants. In 2005, Nevada was one of five states to receive a grant from the U.S. Department of Labor (DOL) to implement the Reemployment and Eligibility Assessment (REA) program. The primary goal of this program was to conduct eligibility reviews to confirm claimant compliance with UI work search requirements. The Nevada DETR leveraged Wagner-Peyser funds to expand the REA program to include both the eligibility review and mandatory job counseling.

By 2015, REA was being implemented across all 50 states. However, Nevada was the only state operating an intervention that combined an eligibility review and counseling. In contrast, other states typically operated programs that featured either an eligibility review or service referrals, without imposing strict job counseling requirements. In 2015, spurred by promising evidence on the effects of the Nevada REA model (Poe-Yamagata *et al.*, 2012), DOL replaced REA with the Reemployment Services and Eligibility Assessment (RESEA) program. States were directed to use their RESEA grants to establish programs mirroring the requirements of the Nevada model. Bolstered by Federal funding provided under the Bipartisan Budget Act of 2018, the RESEA program has evolved into the largest job-search assistance intervention targeting UI claimants in the United States. Currently, all 50 states and the District of Columbia operate the program.

Since the establishment of RESEA in 2015, Nevada has been implementing two job-search assistance interventions targeting UI claimants: 1) the **federally funded RESEA program**, which operates across all ten JobConnect Centers statewide; and 2) the **state-funded REANV program**, which operates concurrently with the RESEA program in four centers that serve more populous urban areas.

To administer these programs, DETR adds new UI claimants who begin collecting benefits each week and meet the criteria for employment services to the program selection pool. Using this pool, centers operating both programs randomly select claimants to participate in the REANV program. Subsequently, in line with DOL directives, these centers identify among the remaining claimants those with the highest profiling scores (i.e., those most likely to exhaust benefits) and refer them to the RESEA program. The remaining six centers, which operate RESEA exclusively, assign claimants with the highest profiling scores to available RESEA slots. The two programs impose similar requirements on participants. Claimants assigned

to either program are required to attend a meeting with a job counselor in the first few weeks of their UI claims to undergo an eligibility review and receive job counseling. At the counselors' discretion, claimants may also be required to attend a follow-up session to address any work-search issues and obtain additional services. To enforce participation, DETR suspends benefit payments for claimants who fail to meet program requirements or who are unable to provide evidence of an active job search until they comply. The expectation is that program requirements will improve claimants' job search outcomes and lead to cost savings for the UI program.

In January 2021, DETR contracted Actus Policy Research (Actus) to conduct a third-party evaluation of the impacts of the RESEA and REANV programs. The primary evaluation objective was to assess the effectiveness of these programs in helping UI claimants to secure employment and improve their earnings, thereby reducing the number of UI weeks claimed and total benefit amounts collected.

The evaluation included two components:

- 1) A **randomized controlled trial (RCT) impact study** designed to estimate the effects of the two programs on claimants' UI receipt, employment, and earnings.
- 2) An **implementation study** that aimed to assess program execution, providing crucial context to interpret the findings of the RCT impact study.

For the RCT impact study, Actus developed a research design in which RESEA-eligible claimants were randomly assigned to one of three groups:

- *RESEA group* – Claimants in this group were required to participate in the RESEA program. These claimants received the RESEA notification letter and were required to fulfill the usual program requirements.
- *REANV group* – Claimants in this group were required to participate in the REANV program. These claimants received the REANV notification letter and were required to fulfill the usual program requirements.
- *Control group* – These claimants were not required to participate in either RESEA or REANV. Claimants in this group received no RESEA or REANV notifications and were exempt from any associated requirements.

The study excluded six JobConnect Centers that served less populous areas of the state and had the capacity to serve all eligible UI claimants. Consequently, random assignment was implemented in the four remaining Centers—Henderson,

Maryland Parkway, and Reno, which operated both RESEA and REANV, and North Las Vegas, which operated RESEA only. Collectively, these centers served approximately 82% of UI claimants in the state during the study period.

The 52-week RCT intake period started the first week of October 2022 and concluded the last week of September 2023, a period characterized by a strong labor market. During the RCT intake period, 17,848 new services-eligible UI claimants were randomly assigned as follows: 8,539 (48%) to the RESEA group, 1,638 (9%) to the REANV group, and 7,671 (43%) to the control group. Statistical tests show that the three groups were similar in terms of individual characteristics, benefit entitlements, and prior earnings, indicating that random assignment was successful in generating comparable study groups.

By virtue of random assignment, we can estimate the collective causal impacts of the RESEA and REANV programs by comparing the post-random assignment outcomes between claimants assigned to the RESEA and REANV programs and those assigned to the control group, controlling for the center and week of assignment. Moreover, the research design allows us to examine if any implementation differences between the two programs caused differential impacts by comparing the outcomes between the RESEA and REANV groups in the centers where both programs operate.

This Final Evaluation Report presents the final findings from the evaluation. Results show that the RESEA and REANV programs shared a similar structure and were equally effective in facilitating meetings between UI claimants and job counselors. About 79% and 78% of RESEA group and REANV group participants completed the initial meeting, with 13% and 23% completing a follow-up session, respectively. As a result, 82% of RESEA group claimants and 81% of REANV group claimants received job counseling, with about 71% and 74% receiving a direct job referral. In comparison, fewer than 9% of control group claimants received job counseling and 7% received a job referral.

The RESEA/REANV programs caused significant reductions in UI receipt, generating substantial savings for the UI program. The two programs reduced UI duration by 1.91 weeks, leading to a \$668 reduction in benefits collected per participant. The average savings caused by the two programs greatly exceeded the estimated \$359 average cost per participant. In aggregate, the two programs caused nearly \$6.8 million in UI savings during the study period.

Reductions in UI receipt are accompanied by significant improvements in

participants' employment and earnings in the seven quarters following UI entry. With the exception of quarters 2 and 3 after UI entry, the two programs increased the likelihood of employment by 3% to 6% relative to the control group, with impacts following an increasing trend in quarters 4 through 7. Moreover, the programs caused substantial effects on earnings—over the seven-quarter follow-up period, the two programs increased total participant earnings by an average \$2,135, representing a 4% increase relative to the control group.

Notably, we find no statistically significant differences in the impacts of the RESEA program and the REANV program, indicating that the two programs were equally effective in providing services to UI claimants, generating UI savings, and improving participants' employment and earnings.

These findings indicate that both the RESEA and REANV programs were effective in supporting UI claimants during a period of relatively strong labor market conditions. The programs led to meaningful reductions in UI benefit receipt, and the associated UI savings exceeded the estimated costs of service delivery. These results demonstrate that the programs provided a net financial benefit to the UI system while helping claimants return to work more quickly.

The analysis also shows that the RESEA and REANV programs—despite being funded through different sources—have similar participant requirements and produce comparable impacts. This suggests that there may be opportunities to streamline or integrate program operations to reduce administrative burden and improve efficiency. Importantly, given the similarities across the two programs, such streamlining could be achieved while maintaining the central program objectives of ensuring continued UI eligibility and providing targeted job-search support.

The rest of this report is organized as follows. Section 2 provides an overview of the Nevada RESEA and REANV programs and outlines the main objectives of the evaluation. Section 3 discusses the research design and final findings of the RCT study. Section 4 presents the results of the implementation study, offering insights into how the two programs were executed. Section 5 summarizes the findings and describes the upcoming evaluation activities.

## 2. Background

### 2.1. The RESEA Program

In 2005, DOL established the REA program in an effort to enforce the requirement that UI claimants actively search for work and remain able and available to obtain suitable employment while receiving benefits. The program required services-eligible UI claimants to visit a local employment office to undergo an eligibility review to confirm they were actively searching for work and to provide information about available services to aid their job search efforts (Benus *et al.*, 2008). The primary objective was to yield UI savings by discontinuing benefit payments to claimants not compliant with work search requirements and boosting claimants' job search efforts. The program was initially operated by nine states and expanded to 42 states by 2011 (U.S. Department of Labor, 2012).

In 2012, DOL published an experimental impact study of REA programs implemented during the Great Recession in Nevada, Florida, Idaho, and Illinois. The study showed that the Nevada program was more effective than programs in other states in reducing UI spells and yielding UI savings (Poe-Yamagata *et al.*, 2012). Furthermore, the Nevada REA program was the only program that increased participants' employment and earnings following program participation. The greater effects of the Nevada REA program were attributed to the mandatory provision of job counseling services to claimants after the eligibility review. Programs in the other states did not mandate participation in counseling services.

The Nevada REA program garnered considerable attention in the literature. Two studies showed that while program effects were partly due to voluntary claimant exits and disqualifications of those deemed ineligible during the review, the majority of the effects were attributable to counseling services assisting participants in their job search efforts (Michaelides and Mueser, 2018; Michaelides and Mueser, 2020). Additional research showed that the program yielded long-term effects for participants, their families, and the government (Manoli *et al.*, 2018), was at least as effective in periods of moderate unemployment (Michaelides and Mueser, forthcoming), and was more effective than other state programs in aiding youth UI claimants (Michaelides, Mueser, and Smith, 2020).

In 2015, drawing from the results of the Nevada program, DOL encouraged state workforce agencies to replace their REA programs with interventions that required claimants to both undergo an eligibility review and receive job counseling services.

(U.S. Department of Labor, 2015). To underscore this shift, the REA program was renamed RESEA (Reemployment Services and Eligibility Assessment). The Bipartisan Budget Act of 2018 permanently authorized the nationwide implementation of RESEA and allocated more than \$150 million to support the program's implementation in all 50 states and the District of Columbia (U.S. Department of Labor, 2019). In FY 2023, DOL appropriated \$375 million for the RESEA program (U.S. Department of Labor, 2023).

## 2.2. The Nevada RESEA and REANV Programs

Nevada operates both the federally funded RESEA program and the state-funded REANV program. The two programs share a similar structure, requiring claimants to attend a meeting with a job counselor at the start of their UI claims to undergo an eligibility review and receive job counseling. Both programs are locally administered by the ten JobConnect Centers under the supervision of DETR. As indicated in Table 1, the Henderson and Maryland Parkway Centers in the Las Vegas workforce region and the Reno and Carson City Centers in the Reno-Carson City region operate both programs, while the remaining Centers (one in Las Vegas and five in rural areas) operate only the RESEA program.

Each week, DETR identifies new UI claimants who are eligible to receive employment services. Typically, all claimants who collect their first weekly benefit payment are eligible except for those who are job attached and subject to recall and claimants securing employment through a union hiring hall. Using information provided by claimants in their UI applications, DETR calculates a profiling score predicting the probability of each claimant exhausting benefit entitlements. Then, DETR compiles the program selection pool, comprising all service-eligible claimants actively collecting benefits.

**Table 1: Implementation of the REANV and RESEA Programs**

	REANV	RESEA
<b>Las Vegas area</b>		
Henderson JobConnect	Yes	Yes
Maryland Parkway JobConnect	Yes	Yes
North Las Vegas JobConnect	--	Yes
<b>Reno-Carson City area</b>		
Reno JobConnect	Yes	Yes
Carson City JobConnect	Yes	Yes
<b>Rural areas</b>		
Elko JobConnect	--	Yes
Ely JobConnect	--	Yes
Fallon JobConnect	--	Yes
Sparks JobConnect	--	Yes
Winnemucca JobConnect	--	Yes

The program selection pool becomes available to JobConnect Centers, which use a computer system to select claimants for participation in the two programs. Centers use the following selection process:

- 1) *Select UCX claimants for RESEA.* Each center identifies claimants collecting Unemployment Compensation for Ex-Servicemembers (UCX) benefits and refers them to RESEA. The intention is to refer all UCX claimants to the RESEA program, regardless of their profiling score.
- 2) *Select UI claimants for REANV.* The four urban centers that operate REANV randomly select which claimants will participate in the REANV program. The number of claimants selected for REANV depends on the allocated program slots at each center each week.
- 3) *Select UI claimants for RESEA.* All centers use profiling scores to select which of the remaining claimants will be referred to the RESEA program.<sup>1</sup> Each center selects claimants to fill their available RESEA slots, starting with claimants

<sup>1</sup> In the four centers that operate both REANV and RESEA, the remaining selection pool includes all program-eligible claimants, except UCX claimants assigned to RESEA in Step 1 and those randomly selected for REANV in Step 2. In the remaining six centers that operate RESEA only, the selection pool includes all program-eligible claimants except UCX claimants assigned to RESEA in Step 1.

with the highest profiling scores. Claimants remain eligible for RESEA selection as long as they have collected fewer than 5 weeks of benefits.

In practice, the five rural centers and the Carson City Center have sufficient RESEA slots to serve nearly all service-eligible claimants, so they may not use profiling scores to select RESEA participants. In contrast, the remaining four centers (Henderson, Maryland Parkway, North Las Vegas, and Reno) do not have the capacity to serve all eligible claimants and thus select claimants with the highest profiling scores.

Claimants selected for RESEA and REANV face similar requirements. Initially, they receive a notification letter informing them about the exact date/time and JobConnect Center for the in-person meetings.<sup>2</sup> These meetings are typically scheduled in weeks 2-4 of their UI claims. During these meetings, participants undergo a review to confirm their benefit eligibility and active job search status. Claimants who do not show up for the meeting and those deemed ineligible during the review are disqualified from collecting UI payments until they comply with requirements.

In addition to the review, claimants are offered job counseling, tailored to their specific needs, aimed at helping them connect to available jobs. These services may include a skills assessment, wherein counselors work with claimants to identify their skills and experience.<sup>3</sup> Counselors also engage claimants to develop a reemployment plan, assisting them in identifying and pursuing jobs pertinent to their skills, experience, and interests. Counselors also provide claimants with personalized labor market information and individual career options, helping them understand the state of the market and focus their job search accordingly. Participants also obtain information about available services and resources designed to enhance their job search, such as job-search workshops and access to the state's job exchange. Importantly, claimants may receive direct job referrals if program staff identify suitable jobs in the state's job exchange system.

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<sup>2</sup> In cases where claimants raise concerns about their ability to attend the meeting in person, the meetings may be conducted virtually, via Teams or by phone.

<sup>3</sup> During the meeting, RESEA participants are required to complete a formal assessment form – called the Your Employment Search (YES) guide – which is used by the counselor to identify areas in which the claimant may require guidance and assistance and inform development of the reemployment plan. REANV participants are not required to complete this form; however, REANV claimants may receive an “informal” skills assessment which helps the counselor develop a reemployment plan. For more details, see Section 4.

At the discretion of counselors, REANV and RESEA participants may be required to attend follow-up meetings to undergo a review of their search activities and receive additional services.

Based on information provided by DETR, the average program cost is estimated at \$359 per RESEA/REANV participant. This average includes the costs for administering the program, participant selection and assignment to program slots, and the costs of providing services at the initial and follow-up sessions.

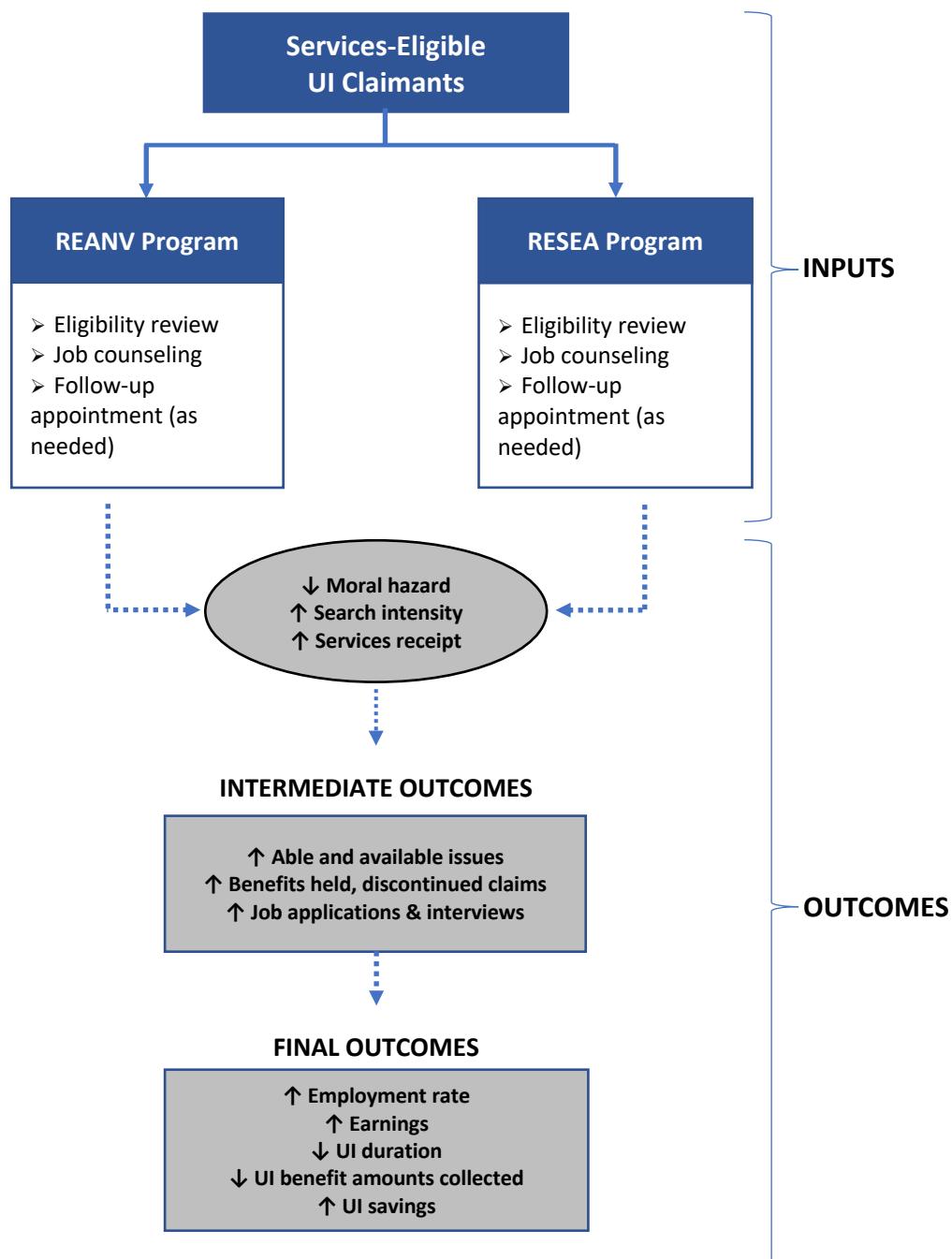
The Theory of Change (TOC) for the two programs is illustrated in Figure 1. Both programs are expected to mitigate moral hazard by suspending benefits for claimants identified as having eligibility issues during the review, such as those who do not actively search for work or those not able and available to accept suitable employment.<sup>4</sup> Additionally, the two programs may address moral hazard by disqualifying those who do not comply with program requirements. This reduction in moral hazard is expected to reduce UI duration and benefit amounts collected, resulting in savings for the UI program.

Furthermore, both programs are designed to increase the receipt of job counseling services. These services are expected to directly assist participants in their search efforts. For example, counseling may help participants target their job search more effectively, enhance the quality of their job application materials, and improve their interviewing skills. Direct referrals to suitable jobs with attractive wages are expected to play an important role in expediting participant reemployment. The meeting may also motivate participants to seek services independently or intensify their job-search efforts. Overall, through these service mechanisms, the two programs are expected to help participants find jobs sooner and achieve higher earnings than they would in the absence of the interventions. As a result, the programs would reduce claimants' UI spells, causing savings for the UI program.

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<sup>4</sup> Moral hazard in this context occurs when UI claimants are not actively searching for work as required by state and Federal laws.

**Figure 1: Theory of Change: Nevada RESEA and REANV Programs**



## 2.3. Evaluation Objectives

The main objective of this evaluation is to conduct an RCT impact study to estimate the causal impacts of the Nevada RESEA and REANV programs on participants' outcomes. Using the programs' TOC as a baseline, the RCT impact study addresses the following questions:

- 1) *Did the two programs increase service participation?*** This study examines if the two programs increased participation in services. Demonstrating increased service uptake is essential for validating the programs' TOC, as any effects on employment, earnings, and UI receipt are expected to be associated with participants' engagement in services that they would not have accessed in the absence of the programs.
- 2) *Did RESEA and REANV reduce UI duration, benefit amounts collected, and benefit exhaustion?*** The anticipated increase in service participation, combined with the enforcement of work-search requirements, may lead to higher employment and, in turn, reduce the duration of UI receipt. Accordingly, the evaluation examines the causal impacts of both programs on UI duration, benefit exhaustion, and total benefit amounts collected, and compares these effects across the two programs.
- 3) *Did RESEA and REANV lead to savings for the UI Trust Fund, both overall and after deducting program costs?*** The evaluation compares the reductions in UI benefit amounts generated by the programs with the average program cost per participant. This comparison provides an approximate measure of the cost-effectiveness of the two programs, allowing policymakers and program administrators to assess if the programs offset their operating costs through reduced UI benefit payments.
- 4) *Did the two programs increase participants' employment rates and earnings?*** The TOC posits that the two programs improve both the quality and intensity of participants' job search through increased service engagement and enforcement of work-search requirements. As a result, the programs are expected to help participants secure employment more quickly and achieve higher earnings. A central objective of the evaluation is to examine whether the two programs increased participants' employment rates and earnings following program participation.

To supplement the findings of the RCT impact study and offer additional context for

interpreting estimated impacts, the evaluation includes an implementation study. This study seeks to examine how the programs are implemented during the study period and assess the adherence of implementation to the RESEA and REANV program models, which is crucial for the replicability of findings.

## 3. RCT Impact Study

### 3.1. Research Design

The RCT impact study used random assignment procedures to assign services-eligible UI claimants into one of three groups:

- *RESEA group*—These claimants were required to participate in the RESEA program. They received the RESEA notification letter and were required to fulfill the usual program requirements.
- *REANV group*—These claimants were required to participate in the REANV program. They received the REANV notification letter and were required to fulfill the usual program requirements.
- *Control group*—These claimants were not required to participate in either RESEA or REANV. Claimants in this group received no RESEA or REANV notifications and were exempt from any associated requirements for the duration of their UI claims.

This design enables us to estimate the impacts of the two programs by comparing the outcomes of the combined RESEA and REANV groups with the outcomes of the control group, controlling for the structure of random assignment. Moreover, it allows us to examine if there are differential impacts across the two programs by comparing the outcomes between the RESEA and REANV groups in the centers where both programs operate.

As previously mentioned, there are ten JobConnect Centers operating in Nevada—three serving the Las Vegas region, two serving the Reno region, and five serving rural areas (see Table 1). Among these, four centers—Henderson and Maryland Parkway in the Las Vegas region and Reno and Carson City in the Reno region—implement both the RESEA and REANV programs. The remaining six centers implement only the RESEA program.

Following discussions with DETR, it was deemed undesirable to forfeit program

slots to accommodate the study. Consequently, it was decided that the RCT impact study would exclude JobConnect Centers in rural areas, given their low claimant intake and capacity to serve all (or nearly all) claimants under RESEA. Similarly, the RCT impact study excludes the Carson City JobConnect Center due to its capacity to serve nearly all claimants.

Ultimately, the RCT impact study was carried out in four JobConnect Centers—Henderson, Maryland Parkway, North Las Vegas, and Reno. Three of these centers implement both the RESEA and REANV programs while North Las Vegas implements only the RESEA program. During the period of our study, we estimate that these four centers served approximately 82% of UI claimants in the state.

The random assignment procedure, illustrated in Figure 2, consisted of four steps:

**Step 1:** Each week, DETR compiled the pool of services-eligible UI claimants for the RESEA and REANV programs. This pool included all claimants who had collected fewer than 3 weeks of benefits and had not been selected for RESEA or REANV in prior weeks.

**Step 2:** The four JobConnect Centers included in the study (Henderson, Maryland Parkway, North Las Vegas, and Reno) used their standard process to identify UCX claimants and referred them to the RESEA program. These claimants were excluded from the study sample.

**Step 3:** The three centers operating REANV (Henderson, Maryland Parkway, and Reno) randomly selected claimants for referral to the REANV program based on center capacity.<sup>5</sup> These selected claimants received the notification letter and were expected to complete the usual REANV requirements.

**Step 4:** All four centers randomly selected claimants from the selection list for referral to the RESEA program.<sup>6</sup> The number of claimants selected for RESEA varied based on each center's capacity to serve RESEA claimants each week. These selected claimants received the RESEA notification letter and were expected to complete the usual RESEA requirements.

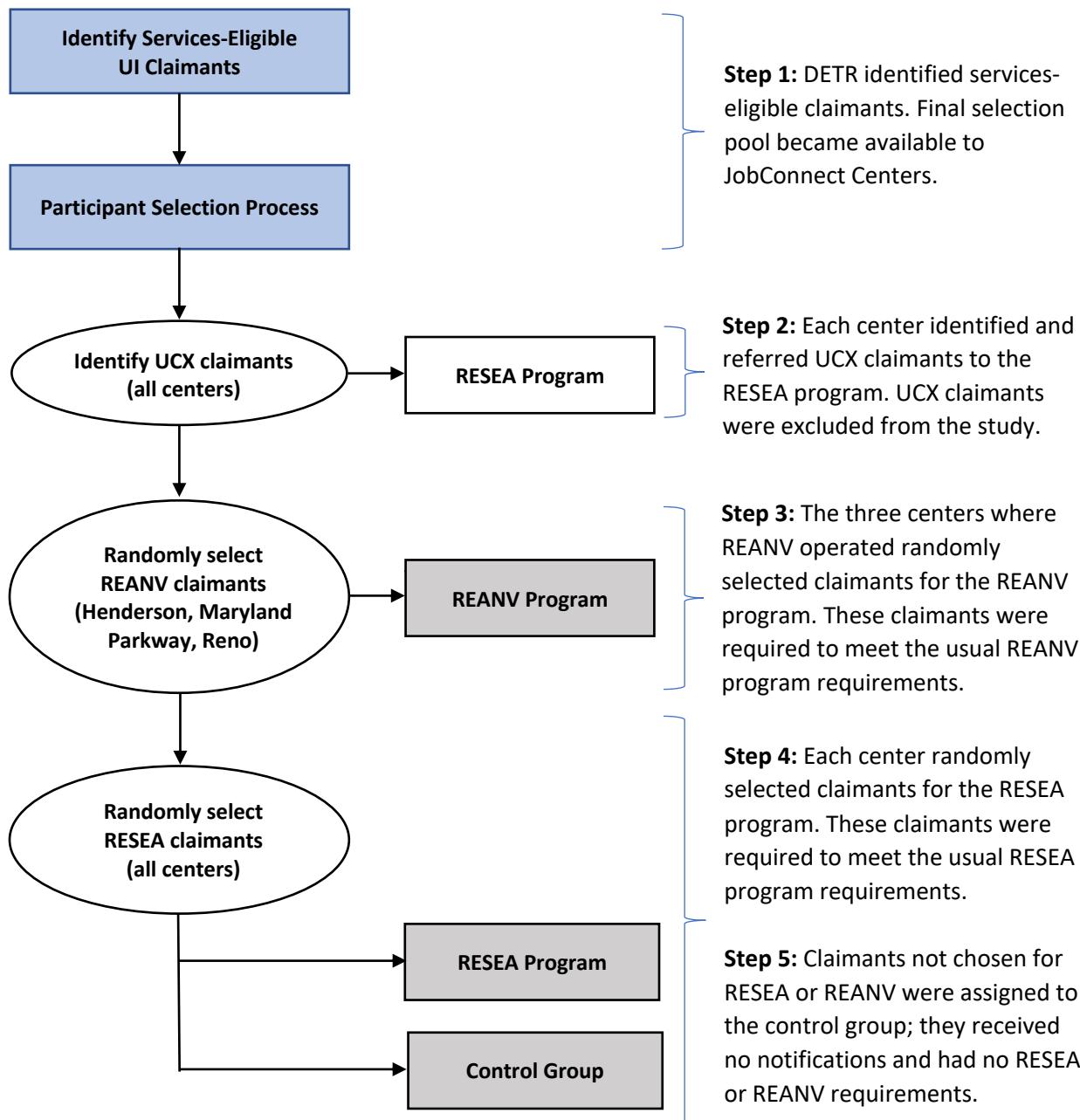
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<sup>5</sup> The selection list for each of the four centers included all services-eligible claimants in the initial selection pool, except UCX claimants.

<sup>6</sup> The selection list for Henderson, Maryland Parkway, and Reno JobConnect Centers included all services-eligible claimants in the initial selection pool, except UCX claimants and claimants assigned to REANV in Step 2. The selection list for North Las Vegas included all services-eligible claimants in the initial selection pool, except UCX claimants.

**Step 5:** Claimants not selected for RESEA (or REANV, as applicable) were placed into the control group and received no program notifications and had no obligations under either program.

**Figure 2: Random Assignment Procedure**



The RCT intake process was implemented over 52 weeks, from the first week of October 2022 through the last week of September 2023. During this period, 17,848 claimants were randomly assigned to the three study groups—8,539 (48%) to the RESEA group, 1,638 (9%) to the REANV group, and 7,671 (43%) to the control group.

## 3.2. Data Sources

The study sample includes all 17,848 UI claimants who were randomly assigned to the RESEA, REANV, and control groups between October 1, 2022 and September 30, 2023. To assess the causal effects of the two programs, the study uses Nevada administrative data that contain information on each UI claimant in the sample. Below is a description of each data source that DETR provided to the evaluation team for this study.

***UI claims data.*** DETR provided baseline UI claims data, which includes claimant characteristics (as reported by claimants in their UI applications) and benefit entitlements (weeks of eligibility and weekly benefit amounts). These data are used to conduct statistical tests to confirm that random assignment produced RESEA, REANV, and control groups that are equivalent in terms of observed characteristics and benefit entitlements, after controlling for center and week of assignment.

DETR also provided all UI payments collected by each claimant in the study sample on the UI claim associated with random assignment. These data are used here to estimate the impacts of the two programs on UI receipt outcomes, including the number of benefit weeks collected, the benefit amount collected, and the likelihood of exhausting benefits.

***UI wage records.*** DETR provided UI wage records from quarter 4, 2020, through quarter 2, 2025. These data report quarterly employment records from UI-covered jobs within the state of Nevada for each claimant in the study sample. We use these data in this report to: 1) describe the employment history of claimants in the study sample in the eight quarters prior to random assignment, and 2) estimate program impacts on employment and earnings for up to seven quarters after program entry.

***RESEA/REANV program data.*** DETR has provided information on RESEA and REANV program activities for claimants assigned to the two programs. These data enable us to measure program-related activities during the UI claim period—including meeting completions—for claimants assigned to the RESEA and REANV programs, and to assess participant compliance with program requirements.

**Employment service data.** DETR provided information on the specific job-search assistance services received by UI claimants in the RESEA, REANV, and control groups during their claim period. This data is used to identify services received by claimants in each study group and to assess if assignment to the programs increased service receipt among claimants.

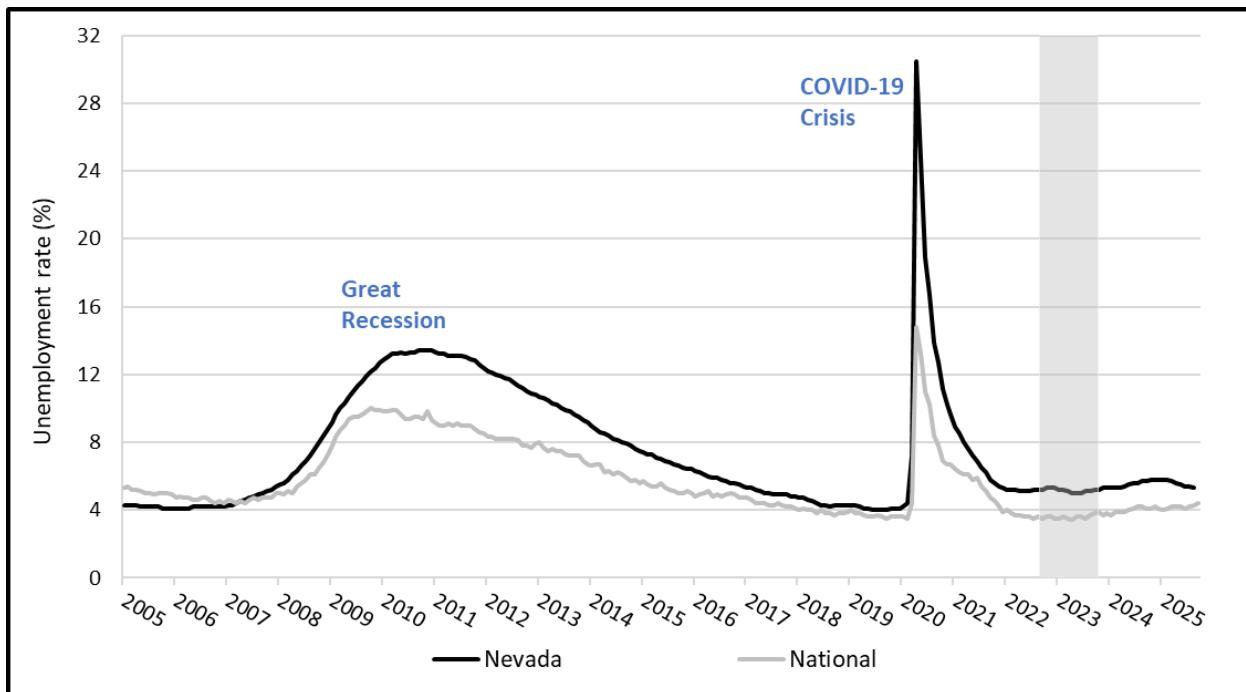
## 3.3. Characteristics of RESEA-Eligible Claimants

### 3.3.1. Operational Context

The Nevada labor market has historically been more responsive to the economic cycle than the rest of the country. Figure 3 shows that during the Great Recession, Nevada's unemployment rate peaked at 13.4%, compared to the 10% national peak. During the COVID-19 pandemic, Nevada's rate reached 30.5%, 16 percentage points above the national peak. After the pandemic, Nevada's economy recovered quickly. During the RCT intake period, the average unemployment rate in Nevada was about 5.2%, slightly above the pre-recession average of 2018-2019. Notably, since 2020, Nevada's unemployment rate has remained higher than the national rate.

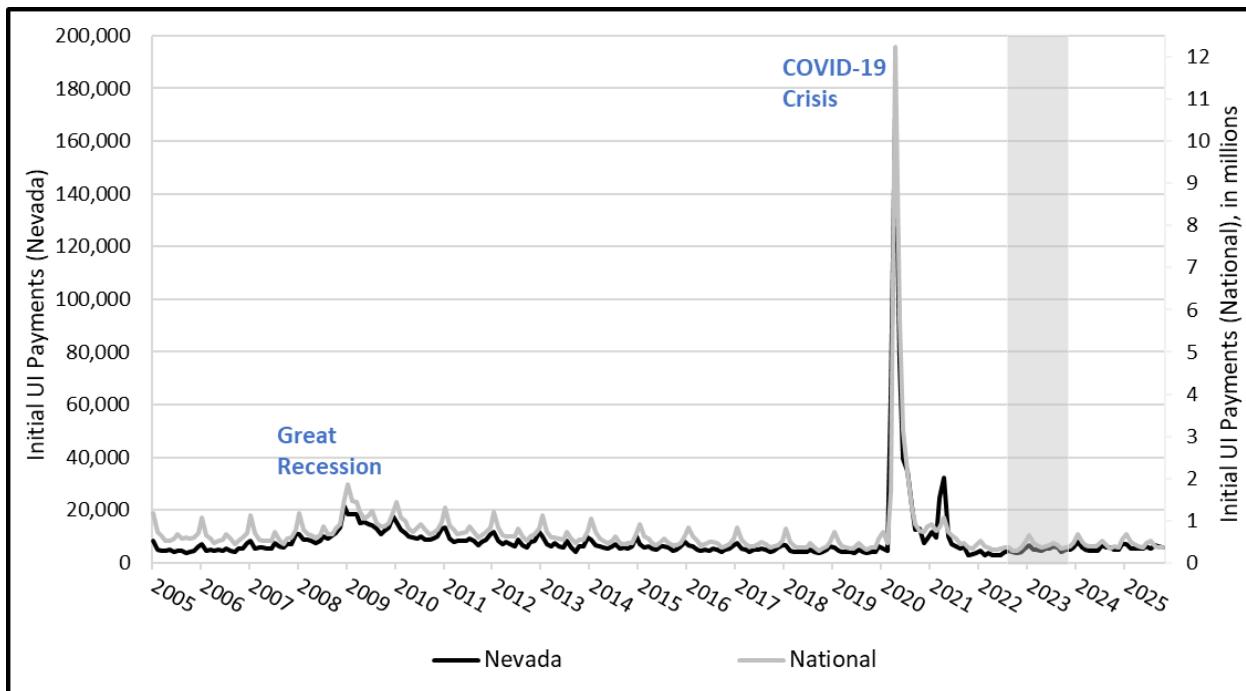
Similar to the rest of the country, Nevada experienced an unprecedented spike in new UI claims during the pandemic (see Figure 4). Following the pandemic, the number of UI claims returned to their pre-recession levels. During the RCT intake period, the monthly average was 10,093 new UI claims with a first payment, similar to the average before the pandemic.

**Figure 3: Nevada and National Unemployment Rates**



Note: Seasonally adjusted monthly unemployment rate. Source: Current Population Survey, retrieved from: <https://www.bls.gov/data/>. The shaded area marks the RCT intake period.

**Figure 4: Nevada and National New UI Claims with a First Payment**



Note: Number of initial UI payments. Source: U.S. Department of Labor, retrieved from: <https://oui.dol.gov/unemploy/claimssum.asp>. The shaded area marks the RCT intake period.

### 3.3.2. Claimant Characteristics

Over the 52-week RCT intake period, 17,848 UI claimants at the four study JobConnect Centers received their first payment, making them eligible to participate in the programs. Each week, the four JobConnect Centers involved in the study used random assignment procedures to select which claimants would participate in the two programs, considering center capacity. Figure 5 shows that about 48% of claimants were assigned to the RESEA group, 9% to the REANV group, and the remaining 43% to the control group.

**Figure 5: Random Assignment of Service-Eligible UI Claimants**

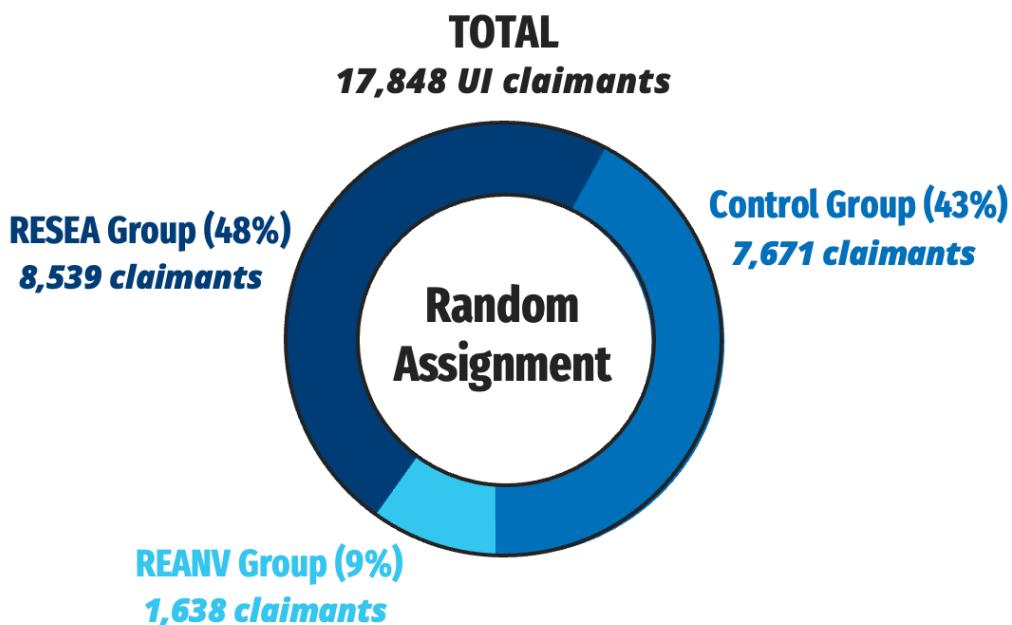


Table 2 presents claimant assignments within each JobConnect Center. The Henderson Center assigned 43% of claimants to RESEA, 18% to REANV, and 40% to the control group. By comparison, Maryland Parkway assigned more claimants to the RESEA program and fewer to the REANV program. In North Las Vegas, approximately 46% of claimants were assigned to RESEA and 54% to the control group; REANV did not operate in this location. The Reno JobConnect Center, the smallest of the four study centers, had the capacity to serve the majority of claimants under the two programs, so only 2% were assigned to the control group. Notably, Reno assigned a disproportionately large number of claimants to the REANV group relative to the other centers.

**Table 2: Random Assignment by JobConnect Center**

	Total	RESEA	REANV	Control
<b>Total</b>	<b>17,848</b>	<b>48%</b>	<b>9%</b>	<b>43%</b>
Henderson	3,991	42%	18%	40%
Maryland Parkway	6,471	51%	6%	43%
North Las Vegas	6,157	46%	--	54%
Reno	1,229	56%	42%	2%

Note: Total column reports number of claimants; the remaining columns report sample proportions by JobConnect Center.

Source: Nevada baseline UI claims data.

Using information reported in UI applications, Table 3 summarizes the characteristics of claimants within the study sample. Approximately half of the claimants identified as male, with the majority identifying as white; race information was not reported for about 19% of the sample. Notably, approximately 62% of claimants had no more than a high school education. Fewer than 5% reported being veterans, and a little over 2% reported having a disability.

To become eligible for UI benefits, claimants needed to satisfy the following requirements: 1) have earnings from UI-covered employment in at least two calendar quarters during the base period;<sup>7</sup> 2) earn a minimum of \$600 during the base period; and 3) earn a minimum of \$400 during the base period quarter with the highest earnings. Claimants who satisfied these requirements were entitled to collect 8-26 weekly UI payments, each for a pre-determined weekly benefit amount (WBA), during the claim benefit year.<sup>8</sup>

Table 4 indicates that 62% of claimants were eligible for the maximum 26 weeks of benefits. On average, claimants were entitled to a \$440 WBA and a \$10,532 maximum benefit amount.<sup>9</sup> Claimants can collect their entitlements in weeks when they are unemployed within the UI claim's benefit year, which lasts 52 weeks after the start of the claim.

<sup>7</sup> The base period is defined either as the first four of the five calendar quarters prior to the UI claim or as the four quarters immediately prior to the UI claim.

<sup>8</sup> The WBA is equal to 4% of earnings in the quarter with the highest earnings during the base period, subject to a \$16 minimum and a \$533 maximum. Weeks of eligibility are equal to 20% of the base period earnings divided by the WBA, subject to an 8-week minimum and a 26-week maximum.

<sup>9</sup> The maximum benefit amount is equal to the WBA times weeks of eligibility.

**Table 3: Characteristics of RESEA-Eligible UI Claimants**

	Sample Proportion
<b>Total</b>	<b>17,848</b>
<b>Gender</b>	
Male	50.5%
Female	48.9%
Other	0.6%
<b>Race</b>	
White	46.5%
Black	23.6%
Asian	6.9%
Other	4.2%
Missing	18.9%
<b>Age</b>	
<25 years old	9.2%
25-34 years old	27.3%
35-44 years old	23.8%
45-54 years old	17.5%
55+ years old	19.3%
Missing	3.0%
<b>Education</b>	
No high school diploma	14.2%
High school diploma	47.5%
Associate degree / some college	17.7%
College degree	13.1%
Post-graduate degree	5.7%
Missing	1.9%
<b>Veteran</b>	4.4%
<b>Disabled</b>	2.3%

Note: Reported are sample proportions.

Source: Nevada baseline UI claims data.

**Table 4: Benefit Entitlements of RESEA-Eligible UI Claimants**

	Benefit Entitlements
<b>Total</b>	<b>17,848</b>
<b>Weeks of Eligibility</b>	
8-15 weeks	8.3%
16-20 weeks	13.5%
21-25 weeks	16.7%
26 weeks	61.5%
<b>Weekly benefit amount</b>	<b>440 (139)</b>
<b>Maximum benefit amount</b>	<b>10,532 (4,128)</b>

Note: Reported are sample proportions, or means with standard deviations in parentheses.

Source: Nevada baseline UI claims data.

Table 5 presents the prior earnings of RESEA-eligible UI claimants in the eight-quarter period prior to program entry.<sup>10</sup> Claimants experienced an increasing trend in earnings leading up to the penultimate quarter prior to their UI claim, which most likely stems from the economic recovery following the COVID-19 pandemic. In the quarter prior to UI entry, claimants earned an average of \$11,597.

**Table 5: Prior Earnings of RESEA-Eligible UI Claimants**

	Average Earnings
Earnings amount (\$)	
In quarter 1 prior to entry	11,597 (12,107)
In quarter 2 prior to entry	12,824 (14,350)
In quarter 3 prior to entry	11,846 (11,641)
In quarter 4 prior to entry	11,258 (29,274)
In quarter 5 prior to entry	10,393 (12,242)
In quarter 6 prior to entry	9,140 (13,608)
In quarter 7 prior to entry	8,137 (12,220)
In quarter 8 prior to entry	7,240 (16,204)

Note: Reported are sample means with standard deviations in parentheses.

Source: Nevada UI wage records.

<sup>10</sup> For example, for claimants who entered from October to December 2022 (quarter 4, 2022), the first quarter prior to entry is quarter 3, 2022 and the eighth quarter prior to entry is quarter 4, 2020.

### 3.3.3. Statistical Tests of Random Assignment

To examine if random assignment resulted in equivalent study groups at the time of assignment, we employ a regression model to estimate the likelihood of assignment to the RESEA or the REANV group relative to the control group. This model takes the following form:

$$T_i = X_i \cdot b + Earn_i \cdot c + Center_i \cdot Week_i \cdot d + \nu_i \quad [1a]$$

The dependent variable ( $T_i$ ) is an indicator that equals 1 if individual  $i$  was assigned to the RESEA or the REANV group, and 0 otherwise. Control variables include:

- $X_i$  – claimant characteristics and UI entitlements;
- $Earn_i$  – earnings in quarters 1-8 prior to UI entry; and
- $Center_i \cdot Week_i$  – interaction terms identifying the center a claimant was assigned to and the week of the first weekly payment.

In addition to the control variables, the right-hand side of the equation includes  $\nu_i$ , a zero-mean error term. The center-week fixed effects are included to capture variation over time and across centers in the proportion of claimants assigned to the two treatment groups. If random assignment was successful, then after controlling for center-week, the estimated parameters associated with characteristics ( $b$ ) and prior earnings ( $c$ ) should not be greater than expected by chance, so that assignment into the two treatments would not be predicted by individual characteristics and prior earnings.

We also estimate a variation of this model to examine if observed factors predict the likelihood of assignment to the RESEA program versus the REANV program in the three centers where both programs operate. The model is as follows:

$$RESEA_i = X_i \cdot b + Earn_i \cdot c + Center_i \cdot Week_i \cdot d + w_i \quad [1b]$$

The dependent variable in Model 1b ( $RESEA_i$ ) is an indicator that equals 1 if the claimant was assigned to the RESEA group and 0 otherwise. The model is estimated using only claimants assigned to the RESEA or REANV group in the three centers where both programs operated.<sup>11</sup> Controlling for center-week interactions, we expect that the parameters for claimant characteristics and prior earnings do not

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<sup>11</sup> The model estimation sample excludes: 1) all claimants assigned to the control group in the Henderson, Maryland Parkway, and Reno Centers; and 2) all North Las Vegas claimants, where REANV did not operate.

predict assignment in the RESEA program vs. the REANV program beyond what is expected by chance. In practice, this means that most of the estimated parameters should be small and not clear the 5% statistical significance standard.

Table 6 presents the regression results for the two models. Only two of the 31 estimated parameters in model 1a are statistically significant at the 1% level; two parameters are significant at the 10% level. These results indicate that the observed factors do not predict the likelihood of assignment to either program beyond chance. Similarly, for model 1b, only two of the 31 parameters are statistically significant at the 5% level; two parameters for age and two parameters for benefit weeks are significant at the 10% level. However, these parameters are small in magnitude and may be due to chance. Collectively, the statistical tests indicate that random assignment yielded balanced RESEA, REANV, and control groups, confirming the absence of systematic differences in the selection process.

**Table 6: Regression Results: Likelihood of Program Assignment**

	[1a] RESEA/REANV vs. Control	[1b] RESEA vs. REANV
<b>Gender</b>		
Male <sup>†</sup>	--	--
Female	0.006 (0.007)	-0.003 (0.007)
Other	0.026 (0.045)	-0.026 (0.043)
<b>Race</b>		
White <sup>†</sup>	--	--
Black	-0.009 (0.009)	-0.006 (0.008)
Asian	-0.012 (0.014)	-0.000 (0.015)
Other	0.008 (0.018)	0.009 (0.016)
Missing	0.007 (0.010)	0.001 (0.009)
<b>Age</b>		
<25 years old	-0.026 (0.014)*	0.015 (0.012)
25–34 years old <sup>†</sup>	--	--
35–44 years old	-0.010 (0.010)	0.021 (0.009)
45–54 years old	-0.009 (0.011)	0.017 (0.010)*
55+ years old	-0.016 (0.011)	0.019 (0.010)*
Missing	-0.039 (0.022)*	0.005 (0.022)

(Table 6 continues on next page)

(Table 6 continued from previous page)

	[1a] RESEA/REANV vs. Control	[1b] RESEA vs. REANV
<b>Education</b>		
No high school diploma	-0.002 (0.011)	-0.009 (0.010)
High school diploma	--	--
Associate degree / some college	0.013 (0.010)	0.001 (0.009)
College degree	-0.000 (0.011)	-0.016 (0.011)
Post-graduate degree	-0.013 (0.016)	-0.013 (0.016)
Missing	-0.034 (0.025)	-0.060 (0.028)**
<b>Veteran</b>	0.023 (0.017)	-0.008 (0.017)
<b>Disabled</b>	0.006 (0.023)	0.016 (0.023)
<b>WBA (in \$000s)</b>	-0.001 (0.032)	0.004 (0.031)
<b>Weeks of Eligibility</b>		
8-15 weeks	0.015 (0.015)	0.004 (0.014)
16-20 weeks	-0.011 (0.013)	0.021 (0.012)*
21-25 weeks <sup>†</sup>	--	--
26 weeks	-0.001 (0.010)	0.018 (0.009)*
<b>Earnings (in \$000s)</b>		
In quarter 1 prior to entry	0.0012 (0.0004)***	-0.0003 (0.0004)
In quarter 2 prior to entry	-0.0001 (0.0003)	-0.0004 (0.0003)
In quarter 3 prior to entry	0.0001 (0.0005)	-0.0001 (0.0005)
In quarter 4 prior to entry	0.0001 (0.0000)	0.0000 (0.0001)
In quarter 5 prior to entry	-0.0006 (0.0005)	0.0005 (0.0004)
In quarter 6 prior to entry	0.0003 (0.0004)	-0.0000 (0.0002)
In quarter 7 prior to entry	0.0002 (0.0004)	0.0007 (0.0003)**
In quarter 8 prior to entry	0.0003 (0.0001)***	-0.0000 (0.0001)
Center-week controls	Yes	Yes
Observations	17,848	10,177
R-squared	0.1570	0.2075

Note: Reported are estimated parameters with standard errors in parentheses. <sup>†</sup>Denotes omitted category for categorical variables. \*\*\* p-value<0.01, \*\* p-value<0.05, \* p-value<0.10.

## 3.4. Impact Results

Using available data for claimants in the three study groups, this section presents evidence on the effectiveness of the two programs. First, we use RESEA and REANV program data to examine program participation and service receipt during the 12-month UI claim period. Second, we provide estimates of the causal impacts of the programs on UI receipt outcomes, using UI payments data that cover the entire claim period. Third, we analyze UI wage records to present the causal impacts of the programs on employment and earnings for the seven quarters following UI entry. In addition to estimating the overall impacts of the two programs, we explore whether there are differences in impacts between RESEA and REANV.

### 3.4.1. Program Participation and Services Received

The two programs require claimants to attend an initial meeting for an eligibility review and job counseling. A follow-up meeting may be required when counselors determine that claimants may benefit from receiving additional services. The expectation is that increased service take-up, combined with the incentive effects of the eligibility review, will help claimants conduct a more effective job search.

Table 7 presents measures of program participation based on RESEA and REANV program data for claimants assigned to each of the two programs. Both programs achieved high participation rates. About 79% of RESEA and 78% of REANV claimants completed their initial appointment, as required, while approximately 7% of RESEA and 9% of REANV claimants were excused from attending the meeting for various reasons. Approximately 13% of both RESEA and REANV participants did not complete the initial meeting and did not justify their non-compliance. Additionally, 15% of RESEA and 27% of REANV claimants were scheduled for a follow-up meeting, and most of these claimants attended that meeting.

Separate analysis (Appendix Table A) shows that all four study centers achieved high compliance. Specifically, about 78% of RESEA and REANV claimants at the Henderson JobConnect Center completed the initial meeting, compared to 75-81% in Maryland Parkway, 77-80% in Reno, and 78% in Las Vegas. The analysis also reveals a significant implementation difference among the centers—the Reno JobConnect Center required nearly all RESEA and REANV claimants who attended the initial meeting to participate in a follow-up, while the other centers mandated a follow-up only for a small number of claimants. Therefore, the overall RESEA-REANV difference in the proportion required to attend a follow-up (see Table 7) is entirely

due to REANV claimants being overrepresented at the Reno Center, where all claimants were required to attend a follow-up.

**Table 7: Program Participation**

	RESEA	REANV
<b>Number of claimants</b>	<b>8,539</b>	<b>1,638</b>
Completed initial meeting	79.2%	78.0%
Did not complete meeting, exempted	7.4%	9.2%
Did not complete meeting, not exempted	13.4%	12.8%
Scheduled for follow-up meeting	15.4%	26.6%
Completed follow-up meeting	13.1%	22.5%

Note: Reported are sample proportions. Program participation outcomes are measured for the 12-month period after claimants started collecting benefits.

Source: Nevada RESEA/REANV program data.

Table 8 compares service take-up rates across the three study groups, indicating that both programs were very effective in increasing receipt of job counseling and other services. About 82% of RESEA group claimants and 81% of REANV group claimants received job counseling, as compared with about 9% of control cases. RESEA claimants were more likely than REANV claimants to complete a skills assessment, and slightly more likely to receive resume development assistance.<sup>12</sup> Moreover, claimants assigned to the program groups were much more likely than control group claimants to receive referrals to additional services and obtain other basic job search services. One particularly noteworthy outcome is the number of direct job referrals. Approximately 71% of RESEA and 74% of REANV claimants received a direct job referral during their meetings with counselors. In contrast, only about 7% of control claimants received job referrals.

<sup>12</sup> Separate analysis indicates that the disparity in the application of the skills assessment is due to implementation differences across centers. In Reno, all RESEA and REANV claimants who attended the initial meeting were required to complete an assessment. In the remaining three centers, all RESEA claimants received a skills assessment but only 14% of REANV claimants in Henderson and 80% of REANV claimants in Maryland Parkway completed the assessment.

**Table 8: Service Take-up Rates by Study Group**

	RESEA	REANV	Control
<b>Number of claimants</b>	<b>8,539</b>	<b>1,638</b>	<b>7,671</b>
<b>Job counseling services†</b>	<b>82.1%</b>	<b>80.8%</b>	<b>8.5%</b>
Skills assessment	80.2%	54.7%	7.7%
Resume development assistance	78.7%	76.7%	5.8%
<b>Other services</b>			
Job-search workshops	0.6%	0.7%	0.1%
Referrals to additional services	45.8%	34.7%	5.8%
Basic services††	41.4%	50.1%	4.5%
<b>Job referrals</b>	<b>71.2%</b>	<b>73.9%</b>	<b>7.3%</b>

Note: Reported are sample proportions. Service take-up rates are measured during the 12-month UI claim period. †= Includes skills assessment, reemployment plan development, resume development assistance, and career guidance services. ††= Includes enrollment in job exchange system, orientation services, provision of labor market information (LMI), supportive services, and self-assisted services.

Source: Nevada employment service data.

Overall, there are three key takeaways from these analyses. One, both programs achieved high participation rates, with the vast majority of claimants complying with the stipulated requirements. Both programs were highly effective in increasing the receipt of job counseling services and providing direct job referrals at the point of contact. Third, the results affirm the similar structure of the two programs, except for some implementation differences between the Reno and the other three study centers.<sup>13</sup>

### 3.4.2. Effects on UI Receipt Outcomes

To assess if the two programs reduced claimant UI receipt and resulted in savings for the UI program, we estimate program impacts on three UI outcome measures:

- *Number of benefit weeks collected* – Measures the number of weekly UI payments collected by the claimant during the 12-month UI claim period.
- *Benefit amount collected* – Measures the total benefit amount collected (sum of all weekly benefit amounts collected) by the claimant during the 12-month

<sup>13</sup> Implementation study results in Section 4 provide a more detailed discussion of implementation differences across centers.

UI claim period.

- *Exhausted benefits* – Indicates if the claimant exhausted their maximum benefit entitlement, that is, if the total benefit amount collected was equal to the maximum benefit amount.

Table 9 presents UI receipt outcomes for each study group. Claimants assigned to the RESEA program collected on average 16.4 weeks of benefits, totaling \$6,779 in benefits, with approximately 21% exhausting their entitlements. Comparable outcomes are observed for REANV claimants. Control group claimants had relatively higher average weeks and benefit amounts collected, and a relatively higher proportion exhausted their entitlements.

**Table 9: UI Receipt Outcomes by Study Group**

	RESEA	REANV	Control
<b>Number of Claimants</b>	<b>8,539</b>	<b>1,638</b>	<b>7,671</b>
Benefit Weeks Collected	16.4 (9.0)	16.2 (8.9)	18.3 (8.2)
Benefit Amount Collected (\$)	6,779 (4,602)	6,927 (4,594)	7,314 (4,432)
Exhausted Benefits	0.211	0.207	0.249

Note: Reported are sample means with standard deviations in parentheses; for exhausted benefits, reported is the sample proportion.

Source: Nevada UI payment data.

These differences, however, do not constitute formal estimates of the effects of the program because they do not account for the structure of random assignment (i.e., the proportions assigned to the three study groups vary by week and center). To estimate the impacts of the two programs, we use ordinary least squares regression models of the following form:

$$Y_i = T_i \cdot a + X_i \cdot b + EARN_i \cdot c + Center_i \cdot Week_i \cdot d + \omega_i \quad [2]$$

The dependent variable ( $Y_i$ ) is the outcome of interest (number of weeks collected, benefit amount collected, and exhausted benefits). Control variables include:

- $T_i$  – a treatment indicator that equals 1 if the individual was either in the RESEA or the REANV group and 0 otherwise;
- $X_i$  – observed characteristics and UI entitlements;
- $EARN_i$  – a vector with the earnings amount in each of the eight quarters prior to UI entry;

- $Center_i \cdot Week_i$  – fixed effects based on interaction terms between the claimant's JobConnect Center and the week the claimant collected the first benefit payment.

In addition to the control variables, the right-hand side of the equation includes  $\omega_i$ , a zero-mean error term. For each outcome, the parameter of interest is  $a$ , which estimates the combined average treatment effect (ATE) of the two programs.<sup>14</sup> While center-week interactions are included to account for the structure of random assignment, individual characteristics and UI entitlements ( $X_i$ ), and prior earnings ( $EARN_i$ ) are included to eliminate any minor across-group differences that may have occurred by chance and to improve the statistical power of the estimates.

Table 10 presents the results. The first column reports the ATEs with standard errors in parentheses. The second column reports the effects expressed as percentages of the control group means, which represent the average outcome values in the absence of the interventions.

**Table 10: Average Treatment Effects, RESEA/REANV vs. Control Group**

	Average Treatment Effect	Effect as a percentage of control group mean
Benefit Weeks Collected	-1.91 (0.14)***	-10%
Benefit Amount Collected (\$)	-668 (60)***	-9%
Exhausted Benefits	-0.034 (0.007)***	-14%

Note: Reported are estimated parameters with heteroskedasticity-robust standard errors in parentheses. The right column reports the average treatment effect as a percentage of the control group mean. \*\*\* = statistically significant at the 1% level.

The results show that the programs reduced the number of benefit weeks collected by 1.91 weeks, or 10% compared with the control group mean. As a result, the programs caused an average \$668 reduction in benefit amounts collected, a 9% reduction relative to the control group. Additionally, the programs reduced the likelihood of exhausting benefits by 3.4 percentage points or 14% compared to the control group. All estimates are statistically significant at the 1% level.

Notably, the average UI savings generated by the programs (\$668 per participant)

<sup>14</sup> The ATE estimates the impact of the program for those assigned to receive program services, regardless of whether they actually received services. For those who received no services, it captures the effect of receiving the letter.

exceed the estimated average program cost per participant of \$359. This means that for every dollar spent on the programs, the government achieves an average of \$1.86 in UI savings. Thus, the cost of providing services to UI claimants under the two programs is more than offset by the resulting UI savings. In aggregate, multiplying the average UI savings by the number of RESEA/REANV participants, indicates that the programs generated nearly \$6.8 million in net savings during the study period.

Although RESEA and REANV share a similar structure, we formally test if the causal impacts on UI outcomes may differ across the two programs by estimating models of the following form:

$$Y_i = RESEA_i \cdot a_1 + REANV_i \cdot a_2 + X_i \cdot b + EARN_i \cdot c + Center_i \cdot Week_i \cdot d + \omega_i \quad [3]$$

The structure of model 3 is similar to the structure of model 2, except that the treatment indicator  $T_i$  in model 2 is replaced by two indicators:  $RESEA_i$ , which equals 1 if the claimant is in the RESEA group and 0 otherwise; and  $REANV_i$ , which equals 1 if the claimant is in the REANV group and 0 otherwise. Model 3 allows for the effects of RESEA and REANV to differ, where  $a_1$  is the effect of RESEA,  $a_2$  is the effect of REANV, and  $a_1 - a_2$  is the effect difference between RESEA and REANV.

Table 11 presents the results. The first column reports the impact of RESEA ( $a_1$ ), the second column reports the impact of REANV ( $a_2$ ), and the third column reports the difference ( $a_1 - a_2$ ). The effect on the number of weeks collected is 1.88 weeks for RESEA and 2.08 weeks for REANV; the 0.20-week difference is smaller than the standard error and thus lacks statistical significance. Similarly, the effect differences for benefit amount collected and exhausted benefits lack statistical significance. These findings indicate that the causal impacts of the two programs on the UI outcomes of participants were similar.

**Table 11: Average Treatment Effects by Program**

	RESEA	REANV	Difference
Benefit Weeks Collected	-1.88 (0.14)***	-2.08 (0.25)***	0.20 (0.25)
Benefit Amount Collected (\$)	-655 (61)***	-775 (117)***	120 (113)
Exhausted Benefits	-0.033 (0.007)***	-0.039 (0.013)***	-0.005 (0.012)

Note: Reported are estimated parameters with heteroskedasticity-robust standard errors in parentheses. The right column reports the difference between the RESEA and REANV average treatment effect with standard errors in parentheses. \*\*\* = statistically significant at the 1% level.

### 3.4.3. Effects on Employment and Earnings

To assess the effectiveness of the two programs in improving participant employment and earnings, we rely on Nevada UI wage records. These data provide quarterly information on individual earnings from UI-covered jobs within the state of Nevada through quarter 2, 2025. Using these data, we construct the following measures:

- *Employed in a quarter*—Equals 1 if the claimant had positive earnings in a given quarter after UI entry, 0 else. This outcome is measured for each of the seven quarters after UI entry for the entire study sample.
- *Earnings in a quarter*—Equals the total earnings amount earned by the claimant in a given quarter after UI entry.<sup>15</sup> This outcome is measured for each of the seven quarters after UI entry for the entire study sample.
- *Total earnings, quarters 1-7*—Equals the total earnings amount earned in the entire seven-quarter period after UI entry.

Table 12 presents descriptive statistics of these outcomes. RESEA claimants had a 60.7% employment rate in quarter 1, which gradually increased to 71.1% by quarter 3. Then gradually declined to 68.6% by quarter 7. In aggregate, RESEA claimants earned \$54,098 during the entire seven-quarter follow-up period. On average, REANV group claimants had slightly lower employment rates but higher average earnings than RESEA group claimants. Employment and earnings were generally lower for control group claimants compared to the other two groups.

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<sup>15</sup> Claimants with no earnings in a quarter take a value of zero in the earnings calculation.

**Table 12: Employment and Earnings after Program Entry**

	RESEA	REANV	Control
<b>Number of Claimants</b>	<b>8,539</b>	<b>1,638</b>	<b>7,671</b>
Employed			
in quarter 1 after entry	0.607	0.595	0.583
in quarter 2 after entry	0.684	0.674	0.676
in quarter 3 after entry	0.711	0.687	0.701
in quarter 4 after entry	0.707	0.678	0.683
in quarter 5 after entry	0.703	0.672	0.674
in quarter 6 after entry	0.701	0.677	0.658
in quarter 7 after entry	0.686	0.672	0.640
Earnings (\$)			
in quarter 1 after entry	5,089 (7,372)	5,483 (7,685)	4,704 (7,281)
in quarter 2 after entry	7,136 (8,770)	7,348 (8,682)	6,649 (8,325)
in quarter 3 after entry	7,957 (9,311)	8,220 (9,191)	7,448 (8,758)
in quarter 4 after entry	7,955 (9,093)	8,252 (9,462)	7,357 (9,315)
in quarter 5 after entry	8,401 (14,115)	8,530 (10,744)	7,519 (8,991)
in quarter 6 after entry	8,759 (11,500)	9,068 (10,998)	7,817 (9,394)
in quarter 7 after entry	8,800 (16,242)	9,031 (10,729)	7,723 (9,957)
Total earnings, quarters 1-7	54,098 (59,154)	55,933 (57,104)	49,216 (51,552)

Note: Reported are sample proportions for the employment rate and means with standard deviations in parentheses for earnings.

Source: Nevada UI wage records.

To estimate the causal impacts of the two programs on these outcomes, we use regression models corresponding to model 2 above. These models estimate the combined impacts of the RESEA and REANV programs on employment and earnings, controlling for individual characteristics, benefit entitlements, and prior earnings (to improve precision), and for interactions between week and center (to account for the structure of random assignment).

Results in Table 13 show that the programs were effective in improving participants' employment and earnings. In particular, the programs increased the likelihood of employment in quarter 1 by 2.4 percentage points, corresponding to a 4% increase compared to the control group. Although employment effects in quarters 2 and 3

were smaller and lacked statistical significance, significant effects were observed in quarters 4-7, with effects increasing over time both in absolute terms and relative to the control group. The quarter 4 impact on employment was 2.3 percentage points (3%) and gradually increased to 4 percentage points (6%) by quarter 7.

**Table 13: Average Treatment Effects on Employment and Earnings,  
RESEA/REANV vs. Control Group**

	Average Treatment Effect	Effect as a percentage of control group mean
Employed		
in quarter 1 after entry	0.024 (0.008)***	+4%
in quarter 2 after entry	0.008 (0.008)	+1%
in quarter 3 after entry	0.005 (0.007)	+1%
in quarter 4 after entry	0.023 (0.007)***	+3%
in quarter 5 after entry	0.025 (0.008)***	+4%
in quarter 6 after entry	0.036 (0.008)***	+5%
in quarter 7 after entry	0.040 (0.008)***	+6%
Earnings (\$)		
in quarter 1 after entry	226 (114)**	+5%
in quarter 2 after entry	123 (130)	+2%
in quarter 3 after entry	78 (135)	+1%
in quarter 4 after entry	205 (143)	+3%
in quarter 5 after entry	519 (179)***	+7%
in quarter 6 after entry	463 (157)***	+6%
in quarter 7 after entry	521 (187)***	+7%
Total earnings, quarters 1-7	2,135 (815)***	+4%

Note: Reported are estimated parameters with heteroskedasticity-robust standard errors in parentheses. The right column reports the average treatment effect as a percentage of the control group mean. \*\*, \*\*\* = statistically significant at the 5%, 1% level.

The programs also produced significant positive impacts on earnings. In quarter 1, the programs increased earnings by \$226 (5%). Effects were smaller in quarters 2 and 3 and lacked statistical significance. Effects were particularly large in quarters 5 and 6, corresponding to a 6-7% increase in earnings relative to the control group. In aggregate, the programs increased participant earnings by \$2,135 over the entire

seven-quarter follow-up period, a 4% increase relative to the total average earnings of control group claimants.

To examine if impacts differ between the two programs, we use model 3. Table 14 presents the results. Impact differences on employment rates between the RESEA and REANV programs are negative in quarters 1-2 and positive in the remaining quarters. However, these differences lack statistical significance, with standard errors exceeding the parameters in most cases.

**Table 14: Average Treatment Effects by Program**

	RESEA	REANV	<i>Difference</i>
Employed			
in quarter 1 after entry	0.023 (0.008)***	0.030 (0.015)***	-0.007 (0.014)
in quarter 2 after entry	0.007 (0.008)	0.018 (0.014)	-0.012 (0.013)
in quarter 3 after entry	0.006 (0.008)	-0.003 (0.014)	0.008 (0.013)
in quarter 4 after entry	0.024 (0.008)***	0.017 (0.014)	0.008 (0.013)
in quarter 5 after entry	0.026 (0.008)***	0.012 (0.014)	0.014 (0.014)
in quarter 6 after entry	0.037 (0.008)***	0.023 (0.014)	0.015 (0.013)
in quarter 7 after entry	0.041 (0.008)***	0.031 (0.014)**	0.010 (0.014)
Earnings (\$)			
in quarter 1 after entry	218 (115)*	296 (227)	-79 (217)
in quarter 2 after entry	133 (132)	42 (255)	91 (243)
in quarter 3 after entry	79 (137)	73 (268)	6 (256)
in quarter 4 after entry	210 (147)	166 (270)	43 (258)
in quarter 5 after entry	552 (189)***	244 (289)	308 (301)
in quarter 6 after entry	479 (161)***	332 (299)	147 (291)
in quarter 7 after entry	536 (196)***	395 (298)	141 (304)
Total earnings, quarters 1-7	2,207 (833)***	1,549 (1,566)	658 (1,511)

Note: Reported are estimated parameters with heteroskedasticity-robust standard errors in parentheses. The right column reports the difference between the RESEA and REANV average treatment effect with standard errors in parentheses. \*, \*\*, \*\*\* = statistically significant at the 10%, 5%, 1% level.

Differences in earnings impacts also lack statistical significance. Nonetheless, RESEA impacts are larger than those of REANV in quarters 5, 6, and 7, and the impact of

the RESEA program on total earnings exceeds that of the REANV program by \$658. However, the standard errors of these differences are very large, often exceeding the differences themselves. Taken together, these results suggest that the true differences in earnings impacts between the two programs are about as likely to be positive as they are to be negative.

## 4. Implementation Study

The implementation study uses program observations, document reviews, and interviews with program staff to examine the implementation of the Nevada RESEA program during the study period. Particular emphasis is placed on examining the methods and processes used for conducting RESEA and REANV sessions and delivering services. Moreover, the study identifies implementation challenges, while also highlighting best practices and lessons learned that emerged during program implementation. Of particular interest is identifying any implementation differences between the federally funded RESEA program and the state-funded REANV program, as well as variation in implementation across JobConnect Centers.

### 4.1. Data Sources

We relied on three qualitative data sources to assess program implementation:

- **Interviews.** The interviews were structured to gather information about program implementation from Workforce Development program administrators, program staff and partners responsible for conducting RESEA/REANV sessions, and UI staff. Throughout the entire study period, interviews were conducted with staff from a sample of JobConnect Centers, chosen to represent variation across several key factors, such as location, type of population served, and size. Semi-structured interview guides were used to provide the framework for covering all research questions, while allowing flexibility for interviewees' responses.
- **Program Observations.** This involved observing RESEA/REANV sessions and associated follow-up activities, subject to participant consent. Observations adhered to a checklist protocol for recording observations tied to the research questions. The protocol was designed to identify variation in the implementation of RESEA/REANV activities.

- **Document Review.** Additional program details were gathered through a comprehensive review of existing materials associated with the implementation of the two programs, both statewide and regionally. This included documentation about the data systems used to record meetings, templates for individual employment plans, labor market information, outreach materials, training materials and guidance documents, as well as the letter requesting that claimants complete the assessment.

The study included three rounds of data collection during the evaluation period. The first round was completed before the start of random assignment, with interviews limited to RESEA/REANV, UI, and program partner administrative and managerial staff. These early interviews aimed to gather information to guide the development of the TOC and the Evaluation Design Plan. The second round occurred during the RCT intake period, focusing on gathering information on RESEA/REANV implementation through the perspectives of workforce representatives responsible for conducting interviews in a sample of JobConnect Centers across the state. The third round of data collection took place towards the end of the RCT intake period and included follow-up interviews with UI staff and observations of RESEA/REANV meetings.

## 4.2. Analysis and Findings

In this section, we present findings identified from the analysis of the qualitative data. Our findings, organized and analyzed to allow themes to emerge, shed light on the processes, best practices, and challenges related to the two programs. We begin with a general description of UI application processes and procedures for selecting RESEA/REANV participants, followed by a discussion of various aspects of program implementation that we consider noteworthy. These insights serve to provide context for interpreting quantitative findings and, ultimately, the results of the impact study.

### 4.2.1. Overview of the RESEA and REANV Programs

Unemployed workers can file a UI claim at any time through an online Claimant Self Service portal within the state's UI system, UINV (UI.NV.gov) or through the state's Telephone Claim Centers during certain days and hours of the week. Unemployed workers are encouraged to file their UI claims as soon as they become unemployed. New UI claims take effect on Sundays; all claims submitted between the previous Sunday and Saturday become effective the next Sunday. After claims are filed and

all eligibility requirements are met, benefit payments are disbursed after a one-week waiting period. Benefit payments for an eligible week are made within two business days.

Claimants meeting the selection criteria (collected first benefit payment, are not job attached or subject to recall, and do not secure employment through a union hiring hall) are eligible for participation in RESEA or REANV. As described in Section 2.2, in the absence of the random assignment procedures relevant to this study, profiling is used to identify claimants selected for participation in the RESEA program, while claimants are randomly selected for participation in REANV. Program meetings are typically scheduled to occur within 2-4 weeks of the start of a participant's UI claim. RESEA/REANV sessions are held in person, unless there is a compelling reason to conduct the meeting virtually.

The RESEA one-on-one meeting is described as intensive and customized to the needs of each participant, with follow-up activities tailored to further address those needs. During the meeting, program staff work with claimants to develop an individual reemployment plan, provide labor market information, and review UI eligibility and work search requirements. REANV participants receive services comparable to those participating in RESEA. For both RESEA and REANV, subsequent meetings are scheduled if they are deemed necessary to address work search deficiencies identified during the initial meeting or to provide additional services.

## **4.2.2. Program Administration and Staff Resources**

***Program Administration.*** The administration of the RESEA and REANV programs is overseen by the Employment Security Division of DETR. Within this division, Workforce Development (WD) administers both the RESEA and the REANV programs for Unemployment Insurance Nevada (UINV). WD is supported by a part-time liaison from UINV, who handles daily email responses from WD related to program implementation and provides monthly and annual staff training.

The Nevada JobConnect Centers implement the RESEA and REANV programs and program meetings take place in those centers. Workforce Investment Support Services (WISS) staff, including the RESEA coordinator and backup coordinator, oversee the RESEA and REANV programs by providing support and technical assistance. They communicate directives and standards from DOL, ensure RESEA goals are fulfilled, provide overall program leadership and direction, and maintain program integrity across the state. The coordinator is responsible for training,

monitoring, and reviewing activities conducted by staff related to UI eligibility requirements. Additionally, the coordinator compiles monthly/quarterly reporting to ensure program integrity and compliance.

Despite this oversight, decisions regarding center staffing, training of new staff, scheduling, and strategies to meet program requirements lie solely with the managers of each JobConnect Center, not WISS. Employment representatives and their supervisors are employees of JobConnect, limiting the influence of WISS staff on implementing recommended changes. WISS staff must adhere to required channels and processes to enact any changes. They cannot mandate centers to hire staff or expedite the hiring of new staff to achieve their target goals.

**Communication.** A similar structure is reflected in the flow of information relevant to the implementation of the RESEA and REANV programs. For instance, when an employment representative requires information about a participant's UI claim, they approach their office manager or co-worker instead of directly contacting UINV staff. The office manager may then seek assistance from WISS staff or UINV if additional instruction is needed. Employment representatives indicated that the process of getting answers to their questions is clear and effective.

Regular monthly communication among employment representatives, the WISS RESEA coordinator, and office managers occurs via Teams meetings. These meetings are designed to discuss any issues related to programming and service delivery, discuss new UI directives and other UI issues, and answer questions. In addition, employment representatives receive program updates through email.

**RESEA Staff Training.** Training experiences expressed among the interviewed employment representatives varied to some extent. Some staff members described the training as informal and "bare basic," while others indicated that the process was comprehensive and involved both classroom and hands-on training over a three-week period. The differences in training experiences are likely to be attributed to factors such as the diverse locations of staff interviewed and variation in training schedules. These variations could also be influenced by the natural evolution of training or procedural shifts, particularly those necessitated during the pandemic.

In general, training for new employment representatives seemed to equip them with the necessary skills to effectively conduct RESEA/REANV interviews and accurately document relevant information. Common elements described by employment representatives in their training include:

- Training sessions conducted by the WISS RESEA coordinator approximately every six months, as needed. Virtual recordings were mentioned as a tool enabling frequent training sessions, as required.
- Utilization of the RESEA/REANV desktop guide.
- Job shadowing and hands-on training alongside experienced employment representatives.

Further, monthly meetings with the RESEA coordinator, emails communicating information about program updates or processes, and specific topic training identified by the RESEA coordinator or office manager, as needed, were highlighted as methods and opportunities for continuous training.

#### **4.2.3. Participant Identification, Notification, and Scheduling**

During the RCT intake period, from October 2022 through September 2023, DETR authorized the use of random assignment to assign claimants to different study groups, temporarily suspending the use of profiling scores. It is expected that the program will eventually resume the use of profiling scores after the end of the RCT intake.

***Notification of Program Selection.*** UI claimants selected for RESEA/REANV participation are notified via: 1) a notification letter sent through the United States Postal Service (USPS), and 2) an email or text notification made through the EmployNV interface, SARA. This interface facilitates two-way communication between UI claimants who have opted to use the system and employment representatives, automatically recording communications in case notes. Employment representatives may also notify claimants via email and/or phone call.

The notification letter informs claimants about their RESEA/REANV selection and communicates essential information, including the obligation to participate in the meeting, the purpose of the meeting, the expected duration of the meeting, and potential consequences for non-participation, including the suspension of benefits. The notification also provides logistical details, such as the location, date, and time of the meeting. Meetings are scheduled two weeks from the mailing of letters.

Moreover, the notification includes pertinent UI and employment services-related forms, encouraging participants to complete the forms and update their account

information in EmployNV before the scheduled meeting.<sup>16</sup> Claimants are asked to bring a resume and the completed work search forms and documentation. The letter further describes a process for rescheduling, if necessary, and requests that claimants notify the JobConnect Center if they have returned to work.

Employment representatives noted challenges associated with the notification process. The first involves the use of two data systems in this process: the state's UI data system (UINV) and the workforce system (EmployNV). The lack of communication between these systems requires employment representatives to meticulously ensure the consistency of claimant information (e.g., name, date of birth, contact info) between EmployNV and UINV.<sup>17</sup> Any discrepancies may lead to notification packets dispatched to incorrect addresses and the inability to update UI information and notifications in EmployNV, particularly through SARA. The ongoing state initiative to modernize and integrate these systems is expected to alleviate these challenges in the future.

A second challenge in the notification process involves claimants expressing skepticism to employment representatives about the authenticity of certain notifications. This skepticism is particularly prevalent for communications conveyed through SARA and email, which may be perceived as less official. Addressing this challenge may require strategies to enhance the perceived credibility of notifications sent through these channels.

#### **4.2.4. Administration of the RESEA/REANV Meetings**

**Program Meetings.** In preparation for their initial meetings, claimants are asked to bring their resume and documentation of work search, as well as updating materials on EmployNV. RESEA and REANV counselors begin the meeting by verifying identity and then proceed to review and complete an eligibility review and work search form to verify continuing UI eligibility. Counselors then work with claimants to review and improve their resumes, updating their records in the EmployNV system. Counselors also provide claimants with labor market information and offer an orientation to the services available at the JobConnect Center.

The RESEA meeting incorporates a job search assessment using the Your

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<sup>16</sup> Specifically, this includes: Eligibility Review Form, Work Search Record, Transferable Skills, JobSeeker Registration, SBE Eligibility and Veteran's Priority of Service Screening, UI Benefit Requirements, and Online Registration reminder.

<sup>17</sup> It is believed that the more up-to-date source of this information is UINV.

Employment Search (YES) guide, which helps claimants identify areas of their job search that may require guidance and assistance to enhance productivity. While RESEA claimants are required to complete the YES guide during the meeting, this is not typically required for REANV claimants, which is perhaps the only substantive difference between the two programs. Nevertheless, REANV counselors typically informally assess claimant skills and interests, which is crucial for developing a reemployment plan and providing job referrals. Toward the conclusion of the RESEA and REANV meetings, counselors work with claimants to develop individual reemployment plans and provide direct job referrals using job postings in the state's labor exchange system.

As deemed appropriate, counselors may also suggest enrollment in the Career Enhancement Program (CEP), a short-term employer-funded training and re-employment program that offers job seekers skills-based training, including WIOA Title 1 training and other supportive services.

Generally, RESEA meetings take 60-90 minutes to complete, including preparation and case notes. REANV meetings tend to be shorter, around 45-60 minutes, mainly because the YES guide is not mandatory. Some counselors believe this time is insufficient, especially if participants have not brought their resumes and completed forms. RESEA counselors, in particular, expressed concerns that the YES assessment could dominate much of the meeting time, limiting the opportunity to build rapport and share information with claimants. Finally, counselors emphasized that data entry must be made to both EmployNV and UINV to fully document activities and meeting findings, particularly to address noncompliance and avoid overpayment issues.

Both the RESEA and REANV meetings are completed in person at JobConnect Centers, unless claimants express concerns about their ability to attend in person. In such cases, meetings may be conducted remotely, via Teams or by phone. The decision to conduct a follow-up meeting is at the discretion of the counselor and is often based on the status of the claimant's work search. In-person follow-up meetings are scheduled two weeks after the initial meeting if there are concerns or issues related to claimants' work search. These meetings include a review of UI eligibility and an update of the individual reemployment plan, as well as a review of labor or career information and a resume update, as needed. The typical duration of a follow-up meeting is 30-45 minutes, and, when scheduled, it is mandatory for both RESEA and REANV participants.

In both programs, claimants are not required to participate in additional

reemployment services or workshops (e.g., resume development, mock interviews, interviewing skills). However, counselors may suggest and make referrals for such services. However, employment representatives are encouraged to maintain informal contacts with claimants to provide additional assistance, if needed.

***Meeting Implementation of Differences Across Centers.*** As noted in Section 3.4.1, two noteworthy implementation differences exist between the Reno JobConnect Center and the other three centers in this study. First, Reno required all RESEA and REANV claimants who completed the first meeting to attend a follow-up meeting. In contrast, the majority of RESEA and REANV claimants in Henderson, Maryland Parkway, and North Las Vegas were not required to attend a follow-up meeting (see Appendix Table A). Second, Reno required all RESEA and REANV claimants to receive a skills assessment. RESEA claimants were asked to complete the YES form and REANV claimants received an informal assessment to provide counselors with the information necessary to identify appropriate services. In comparison, while all RESEA claimants who attended the initial meetings in Henderson, Maryland Parkway, and North Las Vegas completed the formal skills assessment, only 14% of REANV claimants in Henderson and 80% of REANV claimants in Maryland Parkway received an assessment.

Except for these differences, our general conclusion is that the two programs were consistently implemented across the four centers. All four centers achieved high participation rates, with about 75-81% of RESEA claimants and 72-77% of REANV claimants completing their initial meetings. Across all centers, the vast majority of RESEA and REANV claimants who attended the meetings received job counseling services and 85-88% of those received direct job referrals.

***Attendance Issues.*** Workforce representatives reported that they allow a grace period of approximately 25 minutes beyond the scheduled appointment time before coding the claimant as non-attending. Typically, during this period, the employment representative attempts to contact the claimant and checks SARA for messages from the claimant. If the claimant reschedules within the same week (which is typically the case), there will not be an interruption in benefit receipt. However, benefits may be suspended if the meeting is rescheduled outside the week of the originally scheduled meeting, as this may be taken as an able and available issue.

Information about reschedules is recorded in case notes. Moreover, a claimant is not allowed more than two reschedules without triggering a UI assessment of the claim. The hold on the claim remains in effect until the claimant attends the

meeting and the employment representative confirms this, or until the claim is adjudicated through UI. In cases where an issue is placed on a claim, a meeting is scheduled with the claimant, and they are duly notified. UI representatives use case notes from the employment representative to explore the issue further. Typically, claimants who neither attend the meeting nor contact anyone after receiving notification are presumed to have returned to work. The lack of communication from claimants about their intention not to attend the meeting due to reemployment remains a source of frustration for UI investigators, given the efforts expended to explore these cases.

Releasing a hold on benefits typically backdates the claim to the date it was put on hold if the meeting was rescheduled within one to two weeks. Claims may not be backdated if the rescheduled date extends beyond this timeframe, as it might indicate other issues with the claim.

**UI Eligibility Issues.** In cases where an issue is identified during the eligibility review, the employment representative documents it in their case notes. These issues may pertain to unreported earnings, the claimant's ability and availability for work, and work search problems. Employment representatives reported that problems in fulfilling work search requirements constitute a significant issue identified during the meetings. They estimate that about 60% of claimants are reported to have inadequate work search at the first meeting, although only about 10-15% have no work search or are unaware of the requirement to conduct work search activities.

The process of reviewing the claimant's work search activities serves as an opportunity to inform the claimant of their UI requirements and as a means to gather information related to noncompliance. Employment representatives offer suggestions about the types of work search that are allowed and would be helpful to the claimant. In addition, they make suggestions for documentation needed to ensure the claim is protected in the case of an audit. As noted earlier, follow-up meetings are instrumental in addressing issues associated with work search and its documentation. If such issues have not been resolved by the time of the follow-up meeting (e.g., the claimant has not provided the required proof of work search), they are documented as such in case notes. In such cases, UI is likely to place a hold on benefits and reach out to the claimant to adjudicate the issue.

## 5. Conclusion

The objective of this study was to evaluate the effectiveness of the federally funded RESEA program and the state-funded REANV program in helping UI claimants secure employment, increase their earnings, and reduce both UI duration and benefit amounts received. To estimate the causal impacts of the programs, we conducted a randomized controlled trial (RCT) in which eligible UI claimants were assigned to one of three groups:

- *RESEA group*—Required to participate in the RESEA program.
- *REANV group*—Required to participate in the REANV program.
- *Control group*—No RESEA or REANV requirements.

The RCT was implemented in four of Nevada's ten JobConnect Centers: Henderson, Maryland Parkway, and Reno, and North Las Vegas. The remaining six centers were excluded because they served relatively few claimants and had sufficient capacity to serve all eligible individuals during the study period. The four study centers served approximately 82% of all UI claimants in the state.

During the 52-week intake period (October 2023–September 2024), 17,848 UI claimants were randomly assigned as follows: 8,539 to RESEA, 1,638 to REANV, and 7,671 to the control. Random assignment ensures that, for a given center in a given week, the three groups were comparable in both observed and unobserved characteristics. Accordingly, we estimated the overall impacts of the two programs by comparing outcomes between the combined RESEA/REANV group and the control group, controlling for week-center interactions. We also compared the outcomes between the RESEA and REANV groups to estimate the relative effectiveness of the two programs.

The results indicate that both programs were successful in connecting UI claimants with job counseling services. Approximately 79% of RESEA participants and 78% of REANV participants completed at least one counseling session, with 15% and 27% respectively completing a follow-up session. About 82% of RESEA participants and 81% of REANV participants received job counseling, compared with only 9% of control group claimants. Additionally, 71% of RESEA and 74% of REANV participants received a direct job referral, compared with only 7% of the control group.

Analysis of the causal impacts of RESEA and REANV show that the programs significantly reduced UI receipt, reducing average UI duration by 1.91 weeks and

benefits collected by \$688 per participant. These savings substantially exceeded the average program cost of \$359 per participants. In total, the RESEA/REANV programs generated nearly \$6.8 million in savings for the Nevada UI program during the study period.

Furthermore, analysis of Nevada UI wage records show that the programs improved participants' reemployment outcomes in the seven quarters following UI entry. The programs increased employment by 4% in the first quarter, had small effects in quarters 2 and 3, and produced sustained positive impacts from quarters 4 through 7, rising from 3% in quarter 4 to 6% in quarter 7. Across the entire seven-quarter follow-up period, RESEA/REANV participants earned approximately \$2,135 more than claimants in the control group—a 4% increase.

Finally, our analysis does not reveal significant differences between the RESEA program and the REANV program. The two programs imposed similar requirements on UI claimants and shared a similar service delivery process. Further, comparing the impacts caused by RESEA with the impacts caused by REANV reveals no significant differences. These findings suggest that the two programs were equally effective in improving access to services, generating savings for the UI program, and improving participants' reemployment outcomes.

Overall, these findings show that the Nevada RESEA and REANV programs are highly effective in supporting UI claimants. The substantial UI savings caused by the two programs, combined with their significant impacts on employment and earnings, provide strong support for continued federal and state support. At the same time, the federally funded RESEA program and the state-funded REANV program have similar requirements and produce comparable impacts. Therefore, consolidating the two programs into a single program could reduce administrative burden, lower costs, and further improve their cost-effectiveness, without compromising program integrity or outcomes.

# Appendix

**Table A: Program Participation by JobConnect Center**

	RESEA	REANV
<b>Henderson</b>		
Completed Initial Meeting	78.3%	77.8%
Scheduled for follow-up meeting	3.3%	1.7%
Completed follow-up meeting	2.5%	1.7%
<b>Maryland Parkway</b>		
Completed Initial Meeting	81.4%	75.4%
Scheduled for follow-up meeting	13.8%	3.9%
Completed follow-up meeting	12.4%	2.9%
<b>North Las Vegas</b>		--
Completed Initial Meeting	77.8%	--
Scheduled for follow-up meeting	10.3%	--
Completed follow-up meeting	9.1%	--
<b>Reno</b>		
Completed Initial Meeting	76.7%	80.4%
Scheduled for follow-up meeting	74.0%	79.3%
Completed follow-up meeting	59.4%	67.1%

Note: Each row reports the sample proportions for each center.

Source: Nevada RESEA/REANV program data.

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