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Reemployment Services and Eligibility Assessments (RESEA) in Maryland: Process Analysis Report

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Christopher J. O'Leary and Gabrielle Pepin
W.E. Upjohn Institute for Employment Research

Ting Zhang and Conrad Helms
Jacob France Institute at the University of Baltimore

Submitted to:

Dayne M. Freeman, Director
Division of Unemployment Insurance
Maryland Department of Labor
1100 N. Eutaw Street, Room 508
Baltimore, MD 21201

by:

Ting Zhang, Associate Director
Jacob France Institute
University of Baltimore
1420 N. Church Street
Baltimore, MD 21201

W.E. Upjohn Institute for Employment Research
300 South Westnedge Avenue
Kalamazoo, Michigan 49007-4686 U.S.A.

communications@upjohn.org
269.343.5541

Upjohn.org

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TABLE OF CONTENTS

1. INTRODUCTION

1.1 Overview of the RESEA program

The Reemployment Services and Eligibility Assessments (RESEA) program provides unemployment insurance (UI) eligibility assessments and reemployment services to UI beneficiaries. The RESEA program has four main purposes:

- Reduce UI duration through improved employment outcomes,
- Strengthen UI program integrity (reduce improper payments),
- Align with objectives of the Workforce Innovation and Opportunity Act (WIOA), and
- Establish RESEA as an entry point to other workforce system partners.

In 2018, Public Law 115-123 amended the Social Security Act (SSA) to establish permanent authorization for the RESEA program, enacting Section 306 of the SSA. The new SSA section requires a tiered evidence approach for RESEA to encourage states to use evidence-based strategies, and to conduct evaluations and build evidence for other interventions and service delivery strategies.

Interventions and strategies not backed by evidence (moderate or high causal evidence rating) must be under evaluation if used as part of RESEA. About RESEA customers:

- States may develop their own methods to target groups of UI claimants for RESEA.
- RESEA is no longer limited to UI beneficiaries identified as most likely to exhaust benefits by the state Worker Profiling and Reemployment Services (WPRS) model.
- RESEA now has the flexibility to target claimants from a variety of backgrounds or lengths of time receiving UI benefits.
- However, targeted claimant populations must be supported by local labor market information, economic trends, and other available data.

RESEA must include the following services:

- UI eligibility assessment, including review of work search activities, and referral to adjudication if an issue or potential issue is identified;
- Provision of labor market and career information, customized for the claimant
- Enrollment in Wagner Peyser Act funded employment services;
- Support in the development of individual reemployment plan;
- Provide information and access to reemployment services at American Jobs Centers (AJC), and referrals to reemployment services and training.

The state RESEA must assure due process for UI beneficiaries:

- Procedures must be in place to provide claimants with proper notifications, including consequences of not attending;

- RESEA must reasonably reschedule services when UI beneficiaries have bona fide conflicts.
- The main outcomes measuring RESEA success are:
    - UI duration (weeks), UI cost (dollars), and UI exhaustion rate;
    - Reemployment and earnings (measured with quarterly UI wage records).

States are encouraged to propose additional outcomes that could provide early indications that the RESEA program is working as intended. Examples of outcomes that states might consider include increased participation in or completion of the RESEA program activities, or the time to reemployment following the start of RESEA interventions.

1.2 Purpose of process analysis and formative evaluation

The purpose of this process analysis report is to document the standard operation of the RESEA program in Maryland and to use that structure as the basis for designing a formative evaluation of the RESEA program in Maryland. Our investigation is guided by two principles enunciated by the U.S. Department of Labor in Unemployment Insurance program letter 1-20:

- "In carrying out a State program of reemployment services and eligibility assessments using grant funds awarded to the State under this section, a State shall use such funds only for interventions demonstrated to reduce the number of weeks for which program participants receive unemployment compensation by improving employment outcomes for program participants." (Pallasch 2019, p. 2)
- "Any intervention without a high or moderate causal evidence rating used by a State in carrying out a State program or reemployment services and eligibility assessments under this section shall be under evaluation at the time of use." (Pallasch 2019, p. 3)

1.3 Organization of this report

This introduction summarizes the legislative origins of RESEA, and the reasons evaluation of program effectiveness is required. The next section in this process analysis report provides a brief background on the UI program, describes the conditions that led to the establishment of RESEA, and the interactions of RESEA with other employment programs. Section III reviews operational details of RESEA in Maryland based on interviews with program staff and available data on participation and services receipt. The final section summarizes lessons learned from the process analysis for design of the formative evaluation.

2. BACKGROUND

2.1 Overview of the UI program, RESEA, and WPRS

Foundations for the federal-state UI program were set in the Social Security Act of 1935. The main purpose of UI is to provide temporary partial income replacement during involuntary unemployment while beneficiaries are actively seeking reemployment. By 1938 all states were providing UI benefits through state programs in conformity with federal requirements.

Reemployment services to support return to work by UI beneficiaries were originally provided only by the Employment Service established under the Wagner-Peyser Act of 1933 which is funded by the federal unemployment tax. Appropriations for Wagner-Peyser employment service programs have remained flat in nominal terms since 1983 when the federal taxable wage base was last increased (Balducchi and O'Leary 2018). In real terms Wagner-Peyser funding has fallen by more than half since that time.

The Worker Profiling and Reemployment Services (WPRS) program was established in 1993 but was an unfunded mandate. Under WPRS, states provided services by using funds provided to local areas through federal job training programs (Job Training Partnership Act, Workforce Investment Act, and Workforce Innovation and Opportunities Act). The federal Tax Cuts and Jobs Act (TCJA) of 2017 provided statutory funding for reemployment services to UI beneficiaries through RESEA.

In 2005 the U.S. Department of Labor (USDOL) offered grants to states to operate Reemployment Eligibility Assessments (REA). Grants went to a dozen states and USDOL supported evaluations of program effectiveness. Success of REA led to legislation establishing RESEA.

2.2 Interaction of RESEA with other programs

This section presents essential guidelines issued by the U.S. Department of Labor (USDOL) in Unemployment Insurance Program Letter 8-20 (Pallasch 2020) as "Operating Guidance for Unemployment Insurance (UI) Reemployment Services and Eligibility Assessments (RESEA)" and UIPL 7-19 (Conway 2019).

The statutory requirements include the RESEA state plan required by Section 306(e) of the Social Security Act (SSA). The purposes of the RESEA program are identified in Section 306(b) of the SSA as:

1) To improve employment outcomes of UC recipients and to reduce the average duration of UC receipt through employment;

2) To strengthen program integrity and reduce improper UC payments through the detection and prevention of such payments to ineligible individuals;

3) To promote the alignment with the broader vision of WIOA of increased program integration and service delivery for job seekers, including UC claimants; and

4) To establish reemployment services and eligibility assessments as an entry point for UC claimants into other workforce system partner programs.

The Maryland RESEA program is operated in coordination with the Maryland Worker Profiling and Reemployment Services (WPRS) program. The WPRS system was established nationwide following the 1993 enactment of Public Law 103-152 which authorized WPRS under Section 303(j) of the SSA. The law requires state employment security agencies to establish and

operate a system of profiling all new claimants for regular unemployment insurance (UI) benefits. Profiling is designed to identify UI claimants who are most likely to exhaust their regular benefits, so they may be provided reemployment services early in their unemployment spell in order to help them make a faster transition to new employment.

States now have significant flexibility in program design and targeting UI claimants for participation. The permanently authorized RESEA program promotes and rewards new and innovative service delivery strategies and interventions. In the context of these changes and the program's potential growth in future years, states are strongly encouraged to revisit their service delivery designs, how they staff the program, and how to most effectively achieve the purposes of the RESEA program. State workforce and UI agencies implementing RESEA are also encouraged to engage their State Workforce Boards in support of these aims. Especially in the furtherance of integrating the RESEA program into American Job Center (AJC) service delivery and WIOA State Plans.

- The Worker Profiling and Reemployment Services (WPRS) system remains separate from RESEA. It is a stand-alone program authorized under Section 303(j) of the SSA.
- Historically states operating RESEA were exempt from WPRS because participants were the same.
- States not using the WPRS model to select customers for RESEA, must still operate the WPRS program separately.

The following two paragraphs from U.S. Department of Labor, Unemployment Insurance Program Letter (UIPL) 7-19 summarize the expected interactions between WPRS and RESEA.

Prior to FY 2019, RESEA targeted two required populations: (1) UI claimants determined to be most likely to exhaust benefits under the methods established for the state's WPRS program; and (2) to the greatest extent feasible, transitioning veterans receiving unemployment compensation for ex-military (UCX). Since RESEA incorporated WPRS profiling models to select claimants and provided participants with access to reemployment services, the Department determined that any state operating RESEA on a statewide basis met the requirements of WPRS and was not subject to separate WPRS reporting requirements and oversight. States providing RESEA on a less than statewide basis were required to continue WPRS in any area(s) not served by RESEA (Conway 2019, p. 7).

Starting in 2019, states have broader flexibility in targeting UI claimants for participation in RESEA. However, only RESEA programs that continue to incorporate WPRS profiling models to select participants and provide RESEA services statewide will satisfy WPRS requirements and result in waiver of the separate WPRS reporting requirements and oversight. States that include the WPRS profiling model but do not provide RESEA statewide must continue to provide WPRS in areas not served by RESEA (Conway 2019, p. 7).

3. MARYLAND'S RESEA PROGRAM

3.1 Context of RESEA in Maryland

To provide institutional context, following is an excerpt from the website for the on-line Maryland public labor exchange.

> "Maryland's Workforce System, comprised of a partnership between the thirty (30) American Job Centers (AJCs) and the twelve (12) Workforce Development Boards, serves as the primary tool for both adults and dislocated workers to access a vast array of resources, including job training, with the objective of securing gainful employment. The AJCs are part of Maryland Jobs Now, a network of high-performing, results-oriented workforce centers investing in employment and training strategies, reemployment services, and employer support initiatives providing Marylanders opportunities for good-paying jobs. Each of the AJCs offers access to the Maryland Workforce Exchange Virtual One Stop (MWE-VOS)--a web-based system allowing job seekers to manage their own career accounts using individual on-line folders. A visit to the MWE-VOS site will provide not only assistance to job seekers but to businesses as well who post job openings in the job bank or look for potential candidates for employment opportunities. Additionally, MWE-VOS may be accessed from an individual's home computer as well, and via the mobile app."[1]

3.2 RESEA qualitative data collection procedure

In 2021 the RESEA evaluation team conducted Zoom video interviews with state level RESEA program managers and local RESEA program staff in three AJCs around Maryland. The three AJCs were chosen strategically to represent a Baltimore urban setting, a suburb of Washington DC, and a more rural location—on the eastern shore of Chesapeake Bay. Before structured interviews were conducted each area completed a written questionnaire about practices and procedures for administering the RESEA and WPRS programs. A sample questionnaire is provided in Appendix A to this report. Staff were interviewed from local AJCs in Randallstown--Baltimore County, Wheaton--Montgomery County (suburban DC), and Easton--Upper Shore County.[2]

3.3 Institutional details of RESEA in Maryland

Based on interviews with RESEA staff we learned that every week, Maryland UI applicants who receive their first UI benefit payment in a new benefit year and are neither job attached (on recall) nor union hiring hall members, are put into a sample on which the WPRS profiling model is evaluated. Note that in Maryland, WPRS is referred to as the Reemployment Opportunity Workshop (ROW). Individual profiling scores for each new beneficiary are then ordered from highest to lowest probability of UI exhaustion for AJCs in each of 24 Maryland counties. Details of UI claimant flows for the RESEA program are summarized in the flow chart presented as Exhibit 1.

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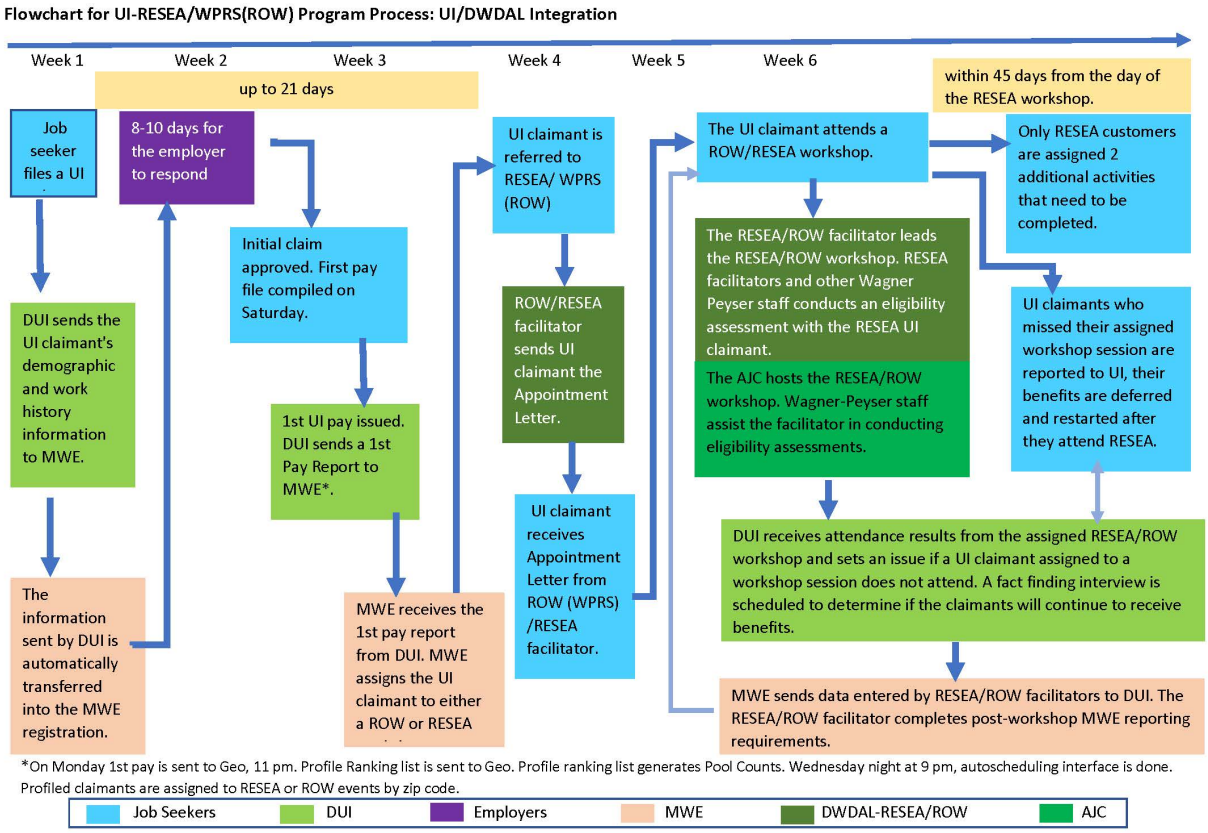
[1] http://www.labor.maryland.gov/employment/jobseekers.shtml

[2] We thank RESEA staff in Randallstown, Wheaton, and Upper Shore for their generosity and insights in sharing practical details about program administration.

Exhibit 1 Flowchart for UI-RESEA/WPRS(ROW) Program Processes: UI/DWDAL



Every week in each AJC, the top half of the WPRS score distribution is referred to the group RESEA orientation session run by the AJC, and the bottom half of the profiling score distribution is referred to the WPRS (ROW) group session. Except for those who are work search exempt, all new UI beneficiaries in Maryland are required to participate in reemployment services through either RESEA or WPRS (ROW). The invitation letters for RESEA and ROW are mailed out by the central UI office in Baltimore. The local offices send reminders before the scheduled sessions by telephone, email, text, or through the MWE-VOS website depending on the option chosen by the UI beneficiary when applying for benefits.

3.3.2 RESEA Reemployment Services

Participation in two groups of services is required of RESEA selected UI beneficiaries. First, all RESEA selected UI beneficiaries must participate in a group RESEA orientation session along with three other compulsory services. Second, RESEA beneficiaries must complete two additional reemployment services from an approved list within two weeks.

Completion of the group RESEA orientation session results in five services codes being recorded in the MWE data system. Table 1 lists the required RESEA services along with a list of additional services from which at least two must be completed within two weeks of RESEA orientation to continue uninterrupted UI benefit receipt. Following are the five required services with the MWE system code in parentheses after the service name: labor market information (107), staff assisted assessment (108), individual employment plan (142), RESEA orientation (193), and RESEA referral (194).[3]

Table 1 Maryland RESEA Required (R) and Additional (A) Reemployment Services

Count	MWE Code	Description
RESEA Required Services		
1	107	Provision of Labor Market Research
2	108	Staff Assisted Informal Assessment
3	193	REA / RESEA Orientation Service
4	194	RESEA Referral
5	142	Initial Development of Individual Plan/ Employment Plan
RESEA Additional Services (must complete two within two weeks)		
1	11+25+115+690	Resume Preparation
2	12+154	Recruitment Activity (job developers arrange interviews)
3	17+32+33+165	Referral to Training
4	19+130	Job Fair Participation
5	20+29+143+161	Job Search Activity
6	21+37+104+132+160+215	Job Search Workshop
7	26+105	Job Finding Clubs
8	111+214	Referral to Adult Literacy Programs
9	138	Reemployment Skills (networking, MS Office suite)
10	225	Pre-Apprenticeship Activities

After the group RESEA orientation session each participant stays to have their UI eligibility assessment done individually.[4] In addition to the group RESEA, the individual eligibility assessment, and staff assisted assessments, to complete RESEA each participant must complete two additional services from an approved list. The most common additional RESEA services chosen are workshops (104), resume preparation assistance (115), job search workshop (132), and post-secondary productivity training (138).

The set of individual reemployment services commonly received by Maryland RESEA participants are:

[3] We were told by AJC staff that RESEA participants were automatically assigned codes 107, 108, 193, 194, and 142, and that WPRS (ROW) participants were automatically assigned codes 100 (WPRS referral), 107, and 115. There was some disagreement among staff as to whether 138 is also an automatic code for RESEA and/or ROW.

[4] There is strong causal evidence from the Tacoma experiment on the effectiveness of UI eligibility assessments and lifting continued claims reporting from Johnson and Klepinger (1994) and Lachowska et al. (2016). This effect is similar to that found in Black et al. (2003)—the requirement to attend shortens UI durations. Klepinger et al. (1998) found verification of work search contacts effective in Maryland.

- Labor market information (107),
- Staff assisted assessment (108),
- Individual employment plan (142),
- Workshops (104),
- Resume preparation assistance (115),
- Job search workshop (132), and
- Post-secondary productivity training (138).

All these services fall into the Clearinghouse for Labor Evaluation and Research (CLEAR) category of "job search assistance (JSA) services found to have favorable impacts on all outcomes."[5] The main references on effectiveness of service bundles are Klerman et al. (2019) and Michaelides and Mueser (2018).

Causal evidence of effectiveness for job search assistance (JSA) in the forms of labor market information (107), staff assisted assessment (108), individual employment plan (142), and resume preparation assistance (115) was provided by Corson et al. (1985) and Almandsmith (2006). These two field experiments conducted in Charleston, South Carolina and throughout Wisconsin involved random trials showing that reconnecting Wagner-Peyser (and workforce agency) employment services to UI beneficiaries promotes return to work and shortens durations of UI benefit receipt. Similar causal evidence is provided from another field experiment on job search assistance by Manoli et al. (2018) and from random trials in Texas by Bloom (1990). Job search assistance targeted by profiling type models was found to be effective by Decker et al. (2000) and Dickinson et al. (1999).

Causal evidence of effectiveness for individual employment plans (142) was found in Nevada, Idaho, Illinois, and Florida by Michaelides et al. (2012). Causal evidence of the effectiveness of Reemployment and Eligibility Assessments was reported by Poe-Yamagata et al. (2011). Causal evidence of the effectiveness of reemployment workshops (104) and job search workshops (132) was found in the New Jersey reemployment experiment (Corson et al. 1989, Anderson et al. 1991, Corson and Haimson 1996). Post-secondary productivity training (138) in Maryland is short-term job skill training mainly in computer software like Microsoft Excel and Word. In the course of learning to use these software participants also draft and improve personal resumes. Causal evidence that such short-term skill development is effective was provided in the gold standard Workforce Investment Act (WIA) act evaluation (McConnell et al. 2015).

3.3.3 The Maryland WPRS model

The WPRS profiling model is a statistical model used to predict the probability that an individual UI beneficiary, who is neither job attached nor a union hiring hall member, will receive their full UI dollar entitlement within fifty-two weeks of their benefit year being date. Since the probability of UI exhaustion is necessarily between 0 and 1, a logit specification is commonly used for estimating parameters of the WPRS profiling model so as to constrain the computed

[5] https://clear.dol.gov/topic-area/reemployment

values for any new UI beneficiary to be in the [0, 1] interval. The Maryland WPRS profiling model is based on a logit specification as documented in Appendix D.

Our analysis sample for program year 2019 includes 42,460 UI beneficiaries who were assigned profiling scores. Table 2 reports summary statistics on profiling scores assigned to new UI beneficiaries in Maryland in program year 2019. The maximum score value is 0.562 the minimum is 0.400, the mean score is 0.466 with a standard deviation of 0.025. This is a very small range of scores--spanning only 0.16 probability points, with a very small dispersion as indicated by the 0.025 standard deviation of scores. This suggests that the current Maryland profiling model is not meaningfully differentiating the likelihood of exhaustion among new UI beneficiaries.

Table 2 Summary Statistics on WPRS Profiling Scores Assigned to New UI Beneficiaries in Maryland, PY 2019

Statistic	Value
Number of person-scores *	42,460
Mean score	0.4660
Standard deviation	0.0251
Minimum value	0.4003
Maximum value	0.5620

Note: * Our final program year 2019 sample for analysis is 42,460 UI beneficiaries with profiling scores. To capture all the activity for UI beneficiaries with profiling scores in PY 2019 we included benefit year begin dates (BYBs) 5/1/2018 to 6/30/2019. There are 43,342 beneficiaries with profiling scores in this period. Among these, 78 were dropped because they participated in both RESEA and WPRS (ROW). To allow linking beneficiaries to local Maryland AJCs we also dropped 804 beneficiaries residing outside Maryland.

The Maryland WPRS model was implemented in 2017 and the model documentation in Appendix D summarizes the predictive accuracy of the new model. The last item in Appendix D is a table reporting the actual and predicted UI exhaustion rates divided into ten groups by deciles of the WPRS profiling score distribution. This assessment is based on a randomly selected group reserved from the sample used to estimate parameters of the model. The table reports predicted scores ranging from 0.121 (mean of the bottom decile score group) to 0.602 (mean of the top decile score group). The table shows close concordance to actual UI exhaustion rates for UI beneficiaries in the ten groups separated by deciles. The WPRS profiling scores produced using the model on data for program year 2019 span a much narrower range.

The Maryland WPRS profiling model was estimated on claimant level micro administrative data. The binary dependent variable had a value one for beneficiaries exhausting their full UI entitlement and zero for those who did not. A randomly selected validation sample was reserved before model estimation. The right-hand-side variables include four continuous variables and three categorical variables. The continuous variables are weeks delay in filing after job separation, wage replacement rate, separating job tenure, and the number of UI claims in the past three years. The categorical variables represent educational attainment, prior job occupation, and prior job industry. There are four model parameters for the four continuous variables, and there are restrictions in estimation of the categorical variables. There are three parameters for the number of recent claims (two, three, and four or more claims), four parameters for education, seven parameters for occupation groups, and seven parameters for industry groups. The parsimony in subgroups of the categorical variables could partly explain the compression in the range of scores.

During our interviews with the state and local employment office staff, we were told that the relative ranking of an individual's profiling score within their AJC during the week in which their claim was approved completely determines referral to RESEA or WPRS. In particular, individuals with above-median profiling scores within a given AJC are assigned to RESEA, and those with below-median profiling scores are assigned to WPRS. While not all UI beneficiaries given WPRS profiling scores choose to participate in RESEA or WPRS after referral, it is reasonable to assume that, under this assignment rule, individuals with above-median profiling scores should be more likely to attend RESEA.

To examine the distribution of profiling scores among UI beneficiaries in PY 2019 we produced three histograms. Figure 1 includes histograms for those attending RESEA, those attending WPRS, and those assigned a profiling score who chose not to attend either RESEA or WPRS. Unfortunately for our evaluation design, we only have data on who attended which program after being given a profiling score. The next RESEA evaluation should use data on assignment to RESEA or WPRS. These data could be recovered from the list used by the Maryland RESEA central office to send letters of invitation to program services. Going forward, the date of referral to RESEA or WPRS should be recorded in the data system at the time of referral.

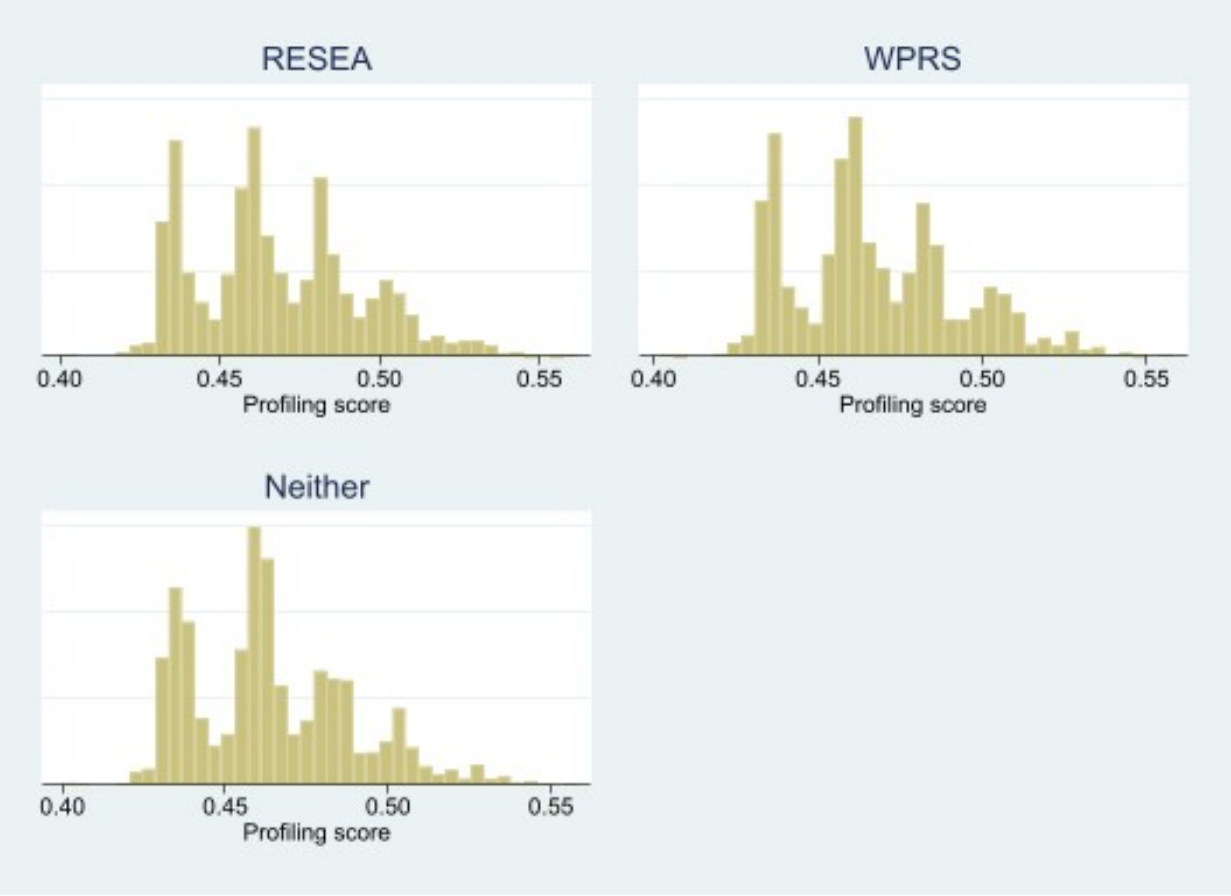
Among the "neither" group we do not know to which program they were originally assigned. Furthermore, we are assuming that those who showed up for RESEA or WPRS sessions were originally assigned to those programs. Given the intended program assignment plan, one would expect to see relatively higher WPRS profiling scores in the RESEA panel of Figure 1, and relatively lower scores in the WPRS panel. That is not the case as both histograms look identical with similar ranges and density patterns. It is not surprising to see a wide range of profiling scores in the "neither" group, since both RESEA and WPRS could have high no-show rates. However, it is surprising that the "neither" histogram has practically the same distribution as the RESEA and WPRS graphs. There should be more density of higher scores in the RESEA histogram and more density of lower scores in the WPRS histogram.

Given that there is no apparent correlation between the profiling score value and RESEA or WPRS participation, we next investigate whether profiling scores are a good indicator of the proportion of entitled UI benefits received. We measure the proportion of potential UI benefits received by a given individual during the benefit year using the following metric:

Proportion of UI benefits withdrawn = (Total UI benefits received)/(WBA*26),

where, WBA, is the weekly benefit amount including any dependents' allowance. If the profiling model is well-suited to predict benefit exhaustion, individuals with higher profiling scores should draw larger proportions of their benefit entitlements.

Figure 1 Distributions of Profiling Scores for Maryland Participants in RESEA, WPRS, or Neither in Program Year 2019



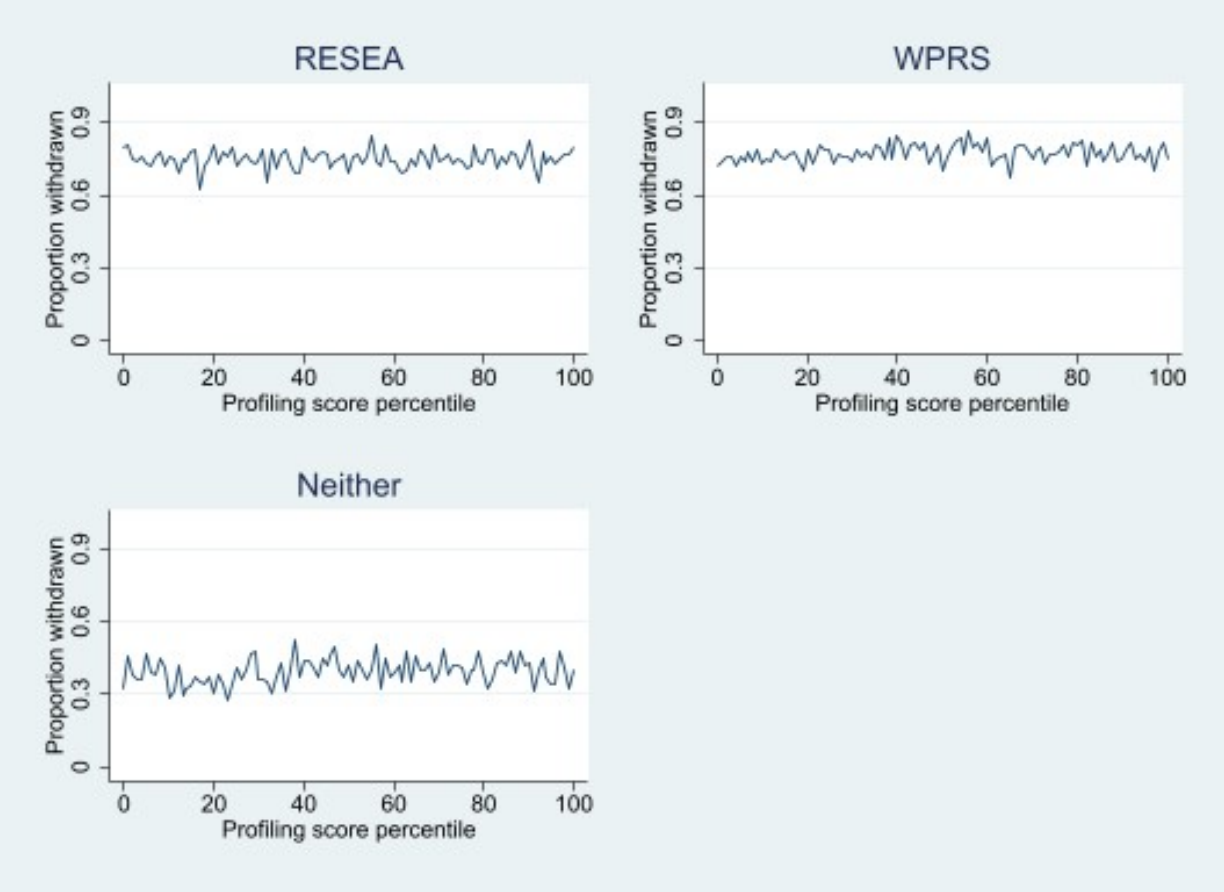
NOTE: Distributions of profiling scores among UI beneficiaries during program year 2019 who were assigned profiling scores, by RESEA participation, WPRS participation, or neither.

The top left panel of Figure 2 displays the correlation between profiling scores and the proportion of UI benefit entitlements received by RESEA participants. The figure shows that RESEA participants withdraw on average about 75 percent of benefit entitlements, but the proportion withdrawn is not correlated with the profiling score. The top right panel of Figure 2 shows the correlation between profiling scores and the proportion of benefit entitlements received by WPRS participants. This panel suggests WPRS participants also receive on average about 75 percent of entitlements—a rate similar to RESEA participants—showing no correlation between the profiling score and the proportion of benefit entitlements received. Certainly, the differing bundles of reemployment services received by these two groups of UI beneficiaries could influence the exhaustion rates, but these figures showing unadjusted comparisons suggest assignment to the two programs is more random than strategic.

The proportion of UI entitlements received by UI beneficiaries with profiling scores who are nonparticipants in either RESEA or WPRS, shown in the third panel of Figure 2, are substantially lower than for either of the two program participant groups averaging about 45 percent of their benefit entitlements. The lower proportion of entitlements received is probably due to the fact that UI beneficiaries referred to either RESEA or WPRS who do not participate in services have their UI benefit payments suspended. Reestablishing UI entitlement without

program participation involves delays that can reduce the compensable period within a benefit year.

Figure 2 Correlations between Profiling Score Rank and Potential Benefits Withdrawn



NOTE: Correlations between profiling score percentile rank and proportion of total potential UI benefits withdrawn among UI beneficiaries during program year 2019 who were assigned profiling scores and whose benefits began before January 2019, by RESEA participation, WPRS participation, or neither.

We have seen that participation in either RESEA or WPRS or non-participation, does not appear to be correlated with WPRS profiling scores. Furthermore, the proportion of UI entitlements received is not correlated with the profiling score. These facts strongly suggest that neither the profiling model nor the program assignment procedure are working properly.

This preliminary examination of the proportion of UI entitlements received by program participants has not accounted for differences in services received. Our impact analysis in the formative evaluation will investigate whether services or other observable differences between the groups could explain the proportions of entitlement received. As further background for the formative analysis we next examine quantitative data available on services received by these groups of UI beneficiaries assigned profiling scores.

3.4 Quantitative data sources and comments

To understand RESEA in Maryland we worked with data from three sources: the ETA 9128 summary reports by Maryland to the USDOL, the Performance Indicators Record Layout (PIRL) micro data provided by Maryland to USDOL, and data from the Maryland program administrative data records. We discuss data from each of these sources in the following three subsections and then compare the data on Maryland RESEA from these three sources.

3.4.1 ETA 9128 reports

All states are required to report RESEA program activity to the USDOL monthly on the Employment and Training Administration (ETA) 9128 reports. Table 3 summarizes annual totals of RESEA referrals in Maryland for the years 2016 to 2019.[6]

The ETA 9128 reports on the number of referrals to RESEA, the number completing RESEA, and the numbers reporting to reemployment or training services. At the bottom of Table 3 we list counts of initial UI claims and first payments as reported to USDOL and counted from Maryland administrative records. For 2019 the ratio of RESEA scheduled relative to first UI payments in Maryland administrative data is 22.5 percent which is somewhat lower than expected. Normally, somewhat more than 50 percent of first payments are in the profiling pool and of first payments Maryland half are referred to RESEA.

Figure 3 shows that compared to recent years, in 2019 a somewhat higher share of RESEA referrals completed the program. Figure 4 shows that annual numbers of RESEA participants in reemployment services or training are similar to the numbers of program completers.

Under the predecessor program to RESEA called the Reemployment Eligibility Assessments (REA) program, states were also required to submit a companion report ETA 9129 which provided data on a "comparison group" for RESEA participants. In concept this would have provided for an ongoing monitoring system of net impacts. No states have reported data in the ETA 9129 in the last few years. It would be difficult to construct appropriate and useful comparison groups on a monthly basis for reporting. The practice of comparison group reporting has been suspended. States are now required to prepare annual impact evaluations providing causal evidence on the effectiveness of RESEA and the services provided.

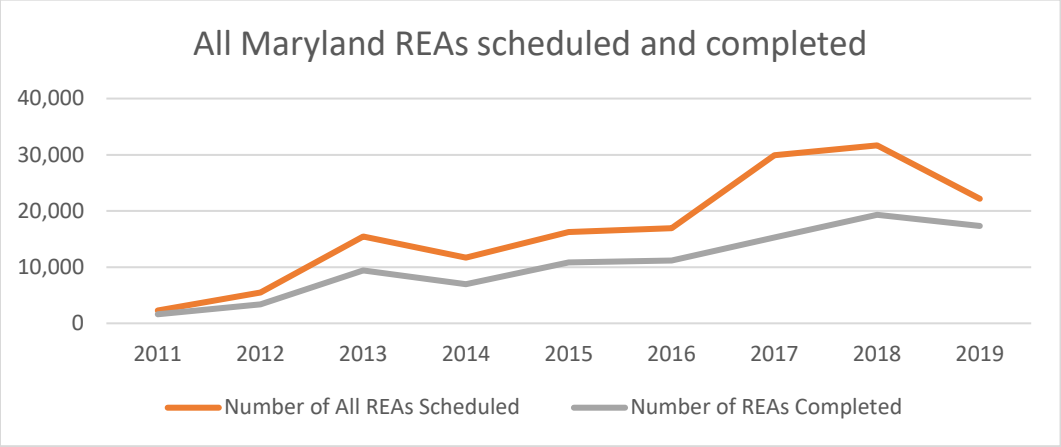
[6] A companion report to ETA 9128 called ETA 9129 was intended to monitor net impacts by tracking the same measurements for a comparison group. This effort was suspended in all states including Maryland several years ago.

Table 3 Summary of ETA 9128 Annual Reports

Year	2016	2017	2018	2019
Number of Claimants Scheduled for Their First REA	18,408	30,396	28,307	19,219
Number of All REAs Scheduled	16,911	29,899	31,669	22,181
Number of REAs Completed	11,192	15,277	19,315	17,343
Number Reporting to Reemployment Services or Training	9,843	13,991	18,349	16,106
Number Reporting to Reemployment Services	9,219	13,378	17,616	15,263
Number Reporting to Training	621	606	733	843
Number Completed REAs Resulting in Disqualification	6	13	10	5
Number Disqualified for a Separation Issue	0	0	0	0
Number Disqualified for an Able and Available Issue	46	26	25	18
Number Disqualifying/Deductible Income	0	0	0	0
Number Disqualified for Refusal of Suitable Work Issue	0	0	0	0
Number Disqualified for Issue(s) Other Than # 9–12	5	10	8	4
Number Resulting in an Overpayment	3	8	5	4
Dollar Amount of Overpayment Established	3,109	6,101	2,885	4,300
Number of REAs for Which the Claimant Failed to Appear	4,357	4,848	4,713	3,402
Number Rescheduled Without Disqualification	855	611	623	482
Number Disqualified for Failure to Report	1,309	1,532	1,446	1,078
Number Disqualified for Issues Other Than Reporting	172	161	168	130
Number That Resulted in An Overpayment	1	2	0	2
Dollar Amount of Overpayment Established	1,290	852	0	735
Number of Claimants That Failed to Report	2,021	2,544	2,476	1,712
Number of Claimants That Returned to Work (If Available)	0	0	604	3
Average Dollar Amount of Overpayment	1,036	763	577	1,075
Initial UI claims-DOL site	221,007	202,356	173,209	158,171
First UI payments-DOL site	93,112	80,963	75,127	68,357
Initial UI claims-MD data	154,117	143,724	136,482	129,571
First UI payments-MD Data	123,213	115,943	104,724	98,565
Ratio: (Scheduled REA/RESEAs)/(First payments--MD Data)	0.137	0.258	0.302	0.225

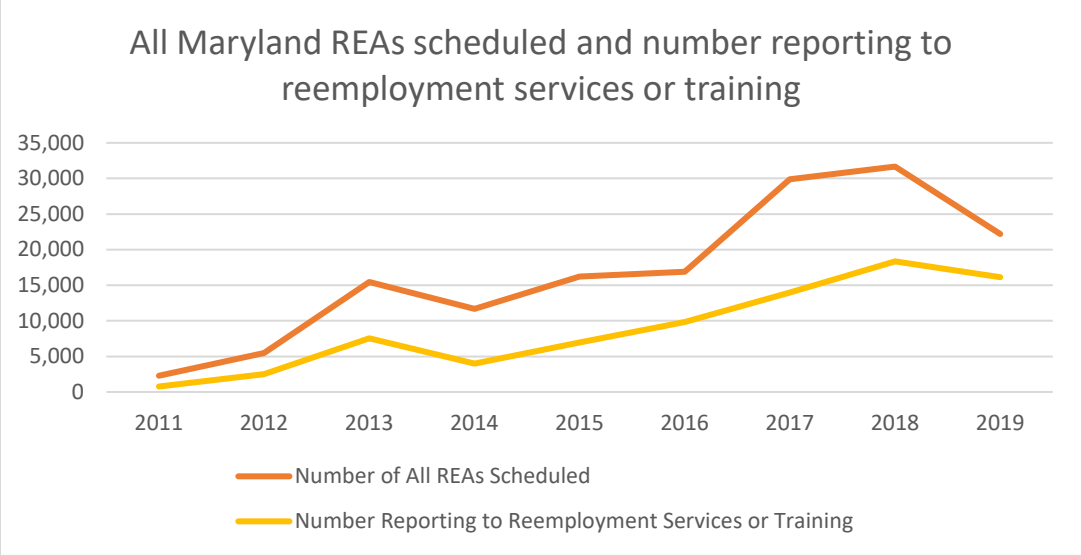
SOURCE: Data from annual Maryland reports on Employment and Training Administration (ETA) 9128 forms about REA/RESEA activity. UI claims and first payments data from www.doleta.gov/unemploy and from author's compilations from Maryland program administrative records. Ratio is author's computation.

Figure 3 Maryland REA/RESEAs Scheduled and Completed as Reported in ETA 9128.



SOURCE: ETA 9128 reports.

Figure 4 Maryland REA/RESEAs Scheduled and Number Reporting to Training or Reemployment Services in ETA 9128.



SOURCE: ETA 9128 reports.

3.4.2 Performance Indicators Record Layout (PIRL)

Along with the names of services and MWE service code numbers, Table 4 provides the counts of services received by RESEA, WPRS, and other UI beneficiaries in 2019 as reported in the Participant Individual Record Layout (PIRL) data reported by Maryland to the U.S. Department of Labor (USDOL).[7] It appears that the PIRL data reported in ETA 9172 for 2019 only includes about 15 percent of all RESEA data in the MWE system for 2019. Nonetheless, the PIRL data are suggestive of the pattern of group and individual services received by RESEA customers in

[7] "The U.S. Departments of Labor and Education have collaboratively issued Workforce Innovation and Opportunity Act (WIOA) provisions related to performance accountability. The associated documents include a Participant Individual Record Layout (PIRL), reporting calculation specifications, and quarterly and annual report templates." https://www.dol.gov/agencies/eta/performance/reporting Annual PIRL data on WIOA activities are reported in Employment and Training Administration (ETA) report 9172.

2019. The PIRL data suggest that the most attendance is in RESEA required services: Labor market information (107), Staff assisted assessment (108), Individual employment plan (142), and that the most popular additional RESEA services are Workshops (104), Resume preparation assistance (115), Job search workshop (132), and Post-secondary productivity training (138). The latter usually involves lessons in how to use Microsoft Office productivity software.

Table 4 Maryland Reemployment Services Received by RESEA and WPRS Referred UI Beneficiaries data from the Performance Indicators Reporting Layout (PIRL), Program Year 2019

Services		Counts of Services Received		
Code	Description	WPRS	RESEA	Neither
RESEA Services Commonly Recorded After Participation in RESEA Group Activity				
107	Labor Market Information	1,338	1,605	3,706
108	Staff Assisted Assessment	180	1,540	2,105
142	Individual Employment Plan	85	1,399	1,535
193	RESEA Orientation Service	112	1,476	1,608
194	RESEA Referral	114	1,536	1,696
Service Code Recorded after Completion of Group WPRS(ROW) Services Activity				
100	WPRS (ROW) Registration	1,246	63	2,034
RESEA Participants must Complete at least 2 of the Following Services within 2 Weeks of RESEA Orientation				
104	Workshops	706	630	1,475
105	Job Finding Club	5	14	42
115	Resume Preparation Assistance	908	471	2,269
130	Job Fair Participation	26	56	152
132	Job Search Workshop	1,082	274	1,999
138	Post-Secondary Productivity Training	1,269	250	2,393
143	O*NET Assessment - Staff Assisted	5	10	14
154	Targeted Recruitment	0	0	1
160	Federal Employment Workshops	9	34	83
161	Job Search Activity	334	196	916
214	Federal Employment Workshops	2	0	3
215	Job Search Activity	9	1	16
225	Pre-Apprenticeship Activities	2	6	2
690	Resume Doctor (FR)	2	15	10
	Referrals with at least one service	1,653	1,730	4,560
	Proportion or referrals with at least one service	0.372	0.367	0.607
	Total Referrals	4,448	4,709	7,512

SOURCE: ETA 9172, report on reemployment services participation.

3.4.3 Program administrative records

Administrative records for program year (PY) 2019 cover the period July 1, 2018 to June 30, 2019. As reported in Table 5, there were 129,571 UI first payments in Maryland during that period. Among these 43,342 were assigned a WPRS profiling score since they were neither job attached awaiting recall nor members of a union hiring hall. For analysis, the sample of those with a profiling score was reduced by eliminating UI beneficiaries who participated in both RESEA and WPRS (ROW) during PY 2019. To assure county level analysis of services will be consistent we also eliminate Maryland UI beneficiaries who reside outside the state yielding 42,460 observations for analysis.

Table 5 Sample Sizes for UI and RESEA from Program Administrative Records, PY 2019

UI beneficiaries during program year 2019	129,571
UI first payments during program year 2019	98,565
UI beneficiaries during PY 2019 assigned profiling scores (BYBs 5/1/18 to 6/30/19)	43,342
Minus profiled UI beneficiaries participating in both RESEA (193) and ROW (100)	43,264
Drop UI beneficiaries residing outside of Maryland	42,460

SOURCE: Maryland UI program administrative data.

Table 6 displays summary statistics among UI beneficiaries who were assigned profiling scores and participated in RESEA, WPRS, or neither program in Maryland during PY 2019. The table documents characteristics separately by whether the individual participated in RESEA, WPRS, or neither program. There were 12,814 UI beneficiaries who participated in RESEA, 11,784 who participated in WPRS, and another 17,862 who were assigned profiling scores but did not participate in either program. There is very little variation in profiling scores across the three groups: average profiling scores are 0.468 for RESEA participants, 0.467 for WPRS participants, and 0.464 for nonparticipants.[8] RESEA and WPRS participants are quite similar in terms of age, sex, and education. Slightly more than half of participants are female, and the average age at benefit start date is around 44. A high school degree or GED is the highest level of education for about 40 percent of participants, and another 25 percent have attended some college or received a certificate. While not significantly different from the WPRS group, the RESEA participants are slightly more likely to have finished some postsecondary education. While not significantly different from the program participants, the "neither" group is more male, younger and less educated.

There are some statistically insignificant differences in the racial and ethnic composition across the three groups. WPRS participants include a higher proportion Black (50.9 percent) and a lower proportion Hispanic (3.2 percent) compared to RESEA (44.7 percent Black, 5.2 percent Hispanic). The "neither" group has demographics closer to the RESEA participants group but these differences are not statistically significantly different from either group. The demographic shares across the RESEA, WPRS, and "neither" groups are not significantly different, if there were systematic differences in any demographic dimensions, they would certainly be measured reliably given the large sample sizes.

The "neither" group had the lowest base period earnings and weekly benefit amounts, but not statistically significantly different from the program participants. Despite higher weekly benefit amounts on average, RESEA participants tend to receive lower levels of UI compensation during the benefit year. The average total UI compensation received was $6,978 among RESEA participants and $7,166 among WPRS participants. This unadjusted difference in outcomes will be more deeply investigated in the formative evaluation study.

Relevant to the impact evaluation, Table 7 shows the pattern of reemployment services receipt between the RESEA and WPRS participants and the profiled UI beneficiaries not participating in either program. This table shows some significant differences across groups in services receipt.

[8] T-tests based on standard deviations in Table 6 show no significant differences between mean profiling scores across the three groups.

While both RESEA and WPRS receive labor market information (LMI) at similar rates, hardly any in the "neither" group receive LMI. Over 90 percent of RESEA participants receive the compulsory services staff assisted assessment (108), RESEA orientation (193), and individual employment plan (142) while hardly any in the other two groups receive the RESEA compulsory services. Significantly higher rates of WPRS participants receive reemployment services (138) and job search workshop (132) compared to the RESEA and neither groups. For the "neither" group the rate of attendance was very low all the reemployment services listed in Table 7—declining the invitation to RESEA or WPRS appears to greatly reduce the connection to reemployment services.

Table 6 Demographic Characteristics and Outcomes of UI Beneficiaries Assigned a WPRS Profiling Score and Participated in RESEA, WPRS, or Neither in PY 2019 (standard deviations in parentheses)

	RESEA	WPRS	Neither
Profiling score	0.468	0.467	0.464
	(0.026)	(0.025)	(0.024)
Female	0.534	0.543	0.487
	(0.499)	(0.498)	(0.500)
Age	43.650	44.570	41.510
	(13.99)	(13.17)	(13.55)
White	0.429	0.392	0.387
	(0.495)	(0.488)	(0.487)
Black	0.447	0.509	0.493
	(0.497)	(0.500)	(0.500)
Hispanic	0.052	0.032	0.056
	(0.222)	(0.176)	(0.230)
Less than high school	0.076	0.077	0.095
	(0.265)	(0.267)	(0.293)
High school	0.402	0.425	0.464
	(0.490)	(0.494)	(0.499)
Some college	0.242	0.255	0.234
	(0.428)	(0.436)	(0.423)
College	0.280	0.243	0.207
	(0.449)	(0.429)	(0.405)
Dependents	0.215	0.242	0.230
	(0.622)	(0.661)	(0.645)
Base period wages	41,995	40,509	38,211
	(36,808)	(35,837)	(35,633)
Weekly benefit amount before dependents	358	354	341
	(97.9)	(99.6)	(108.7)
Weekly benefit amount after dependents	360	356	343
	(97.21)	(98.65)	(108.0)
Benefit year earnings	563	590	624
	(1406.8)	(1704.2)	(1367.5)
UI compensation received during benefit year	6,967	7,163	3,704
	(3,533.0)	(3,470.5)	(3,603.6)
N	12,814	11,784	17,862

NOTE: there are no significant differences from RESEA participants and WPRS participants and UI beneficiaries in neither program on demographic variables and unadjusted outcomes.

Table 7 Reemployment Services Received by UI Beneficiaries Assigned a WPRS Profiling Score who Participated in RESEA, WPRS, or Neither in PY 2019

	RESEA	WPRS	Neither
Labor market information (107)	0.874	0.947	0.025
	(0.331)	(0.224)	(0.155)
Staff-assisted assessment (108)	0.934	0.102**	0.012**
	(0.249)	(0.303)	(0.107)
RESEA orientation (193)	0.944	0.000**	0.007**
	(0.230)	(0.013)	(0.084)
Individual employment plan (142)	0.902	0.000**	0.016**
	(0.297)	(0.018)	(0.126)
Reemployment services (138)	0.138	0.962**	0.023
	(0.344)	(0.192)	(0.150)
Resume preparation (115, 690)	0.201	0.661	0.040
	(0.401)	(0.474)	(0.197)
Recruitment activity (154)	0.000	0.000	0.000
	(0.009)	(0.016)	(0)
Referral to training (165)	0.000	0.000	0.000
	(0)	(0.013)	(0)
Job fair participation (130)	0.023	0.014	0.008
	(0.150)	(0.116)	(0.088)
Job search activity (143, 161)	0.138	0.169	0.017
	(0.344)	(0.375)	(0.129)
Job search workshop (132, 160, 215)	0.286	0.919**	0.038
	(0.452)	(0.273)	(0.191)
Job finding club (105)	0.007	0.002	0.001
	(0.084)	(0.042)	(0.025)
Referral to literacy program (111, 214)	0.000	0.000	0.000
	(0.009)	(0.013)	(0)
Pre-apprenticeship program (225)	0.000	0.000	0.000
	(0.009)	(0)	(0.013)
N	12,814	11,784	17,862

NOTE: **Significant difference from the mean value for RESEA participants at the 5 percent level of significance in a two-tailed test.

3.4.4 Comments on data available for evaluation

The tables presented in the previous three sections report dramatically different levels of participation by Maryland UI beneficiaries in RESEA. Certainly, there are challenges for timely completion and submission of RESEA on the ETA 9128 report and for the PIRL system that could partly explain the starkly lower participation counts in RESEA compared to those shown in the program administrative data, but the difference is dramatic.

Maryland reemployment policy is aggressively designed to provide reemployment services to all UI beneficiaries who are not either job attached awaiting recall or union hiring hall members. We plan to base the RESEA formative evaluation on the available program administrative data. Nonetheless, the sample for analysis of UI beneficiaries with a profiling score (42,460) is a surprisingly small share of all Maryland UI beneficiaries (129,571) in PY 2019. These figures suggest that about two-thirds of PY 2019 UI beneficiaries were either job attached or union hiring hall member. That is an extremely high rate. Using the administrative data, which will be the basis for the formative evaluation, the following section documents variation in RESEA services participation across counties within Maryland as reported in the MWE system.

3.5 Variation in services participation across counties

Maryland RESEA policy requires participation in four compulsory services LMI (107), staff assisted assessment (108), individual employment plan (142), and RESEA orientation (193) along with RESEA referral (194). To complete RESEA, referrals must participate in at least two additional reemployment services within two weeks after RESEA orientation. The most popular additional services for RESEA participants are resume preparation assistance (115), job search workshop (132), and post-secondary productivity training (138)—also called reemployment services.

In the following three subsections we examine tables and graphs summarizing the patterns of services participation as recorded in the MWE data across the 23 Maryland counties plus the City of Baltimore (24 areas) for the three groups: RESEA participants, WPRS participants, and profiled UI beneficiaries who participated in neither RESEA nor WPRS.

3.5.1 RESEA participant services data by county

The 24 Maryland workforce areas had an average of 534 RESEA participants during PY 2019. Four areas each had more than 1,000 WPRS (ROW) participants. They are the counties of Baltimore, Montgomery, and Prince George's, plus the City of Baltimore. Table 8 shows that the four largest areas had among the highest rates of RESEA participation in compulsory services: RESEA orientation, staff assisted assessment, individual employment plan, and LMI. Of these, LMI was recorded as having the lowest participation rate.

Some small areas had extremely high rates of participation in compulsory services. For example, Caroline and Dorchester counties had nearly 100 percent participation in compulsory services by RESEA participants. While not listed by the Maryland central office as an RESEA compulsory service, some small areas (Caroline, Dorchester, Talbot) provided reemployment services (138) to over 80 percent of RESEA participants while the statewide mean participation rate was 24.5 percent. County participation rates in compulsory RESEA services can be seen graphically in Figure 5.

Participation rates summarized in Table 8 reflect local AJCs service delivery practices as well as their data recording practices. An illustration is thinly populated Garrett county that reported perfect attendance in three of four compulsory services, but a very low rate of RESEA orientation participation which is hard to imagine for their 7 RESEA UI beneficiaries. Low recorded rates of participation in compulsory services in Calvert, Charles, and St. Mary's counties could be true, or could be due to incomplete recording of activities. Our evaluation relies on data recorded in the MWE system. A lesson of this process analysis for future evaluations is to establish consistent practices for service selection, referral, recording of referrals, and recording of participation.

Table 9 displays the recorded rates of participation in the most popular additional services chosen by RESEA participants in the 24 Maryland areas in PY 2019. RESEA referrals must participate in at least two additional services to complete their RESEA requirement. The area

participation rates in Table 9 suggest that RESEA participants on average do not participate in two additional services. If they did, the total of mean participation rates in the bottom row would equal or exceed two, which it does not. In fact, the total is less than one, suggesting the RESEA completion rate in Maryland is low.

The most popular additional service is the job search workshop (132) having more than 90 percent RESEA participation in several of the smaller counties (Caroline, Dorchester, Kent, Queen Anne's, and Talbot). Resume preparation (115) is popular in Kent and Queen Anne's counties, and job search activity (143) was used intensively in Calvert, Charles, and St. Mary's counties. County participation rates in additional RESEA services can be seen graphically in Figure 6.

Table 8 Maryland Rates of Compulsory Services Usage by RESEA Participants by County, 2019

County	RESEA Orientation	Staff Assisted Assessment	Individual Employment Plan	Labor Market Information	Reemp-loyment Services	RESEA Participants N
Allegany	0.764	0.994	1.000	0.975	0.000	161
Anne Arundel	0.996	0.988	0.995	0.991	0.007	1,057
Baltimore City	0.993	0.988	0.769	0.939	0.318	2,063
Baltimore Cnty	0.969	0.948	0.961	0.740	0.244	2,335
Calvert	0.863	0.482	1.000	0.381	0.180	139
Caroline	1.000	1.000	0.984	1.000	0.984	63
Carroll	0.710	0.919	1.000	0.984	0.000	248
Cecil	0.982	0.982	0.978	0.897	0.040	223
Charles	0.864	0.535	1.000	0.404	0.195	359
Dorchester	1.000	1.000	0.988	1.000	0.952	84
Frederick	0.805	0.992	0.994	0.996	0.000	471
Garrett	0.429	1.000	1.000	1.000	0.000	7
Harford	0.949	0.982	0.996	0.730	0.144	723
Howard	0.991	0.976	0.996	0.923	0.011	546
Kent	0.900	0.900	1.000	0.833	0.867	30
Montgomery	0.897	0.957	0.978	0.997	0.002	1,387
Prince George's	0.969	0.845	0.995	0.884	0.016	1,531
Queen Anne's	0.911	0.933	0.978	0.911	0.844	45
St. Mary's	0.863	0.583	0.994	0.542	0.125	168
Somerset	0.924	1.000	0.303	0.924	0.000	66
Talbot	0.984	0.968	0.968	1.000	0.935	62
Washington	0.785	0.938	1.000	1.000	0.000	274
Wicomico	0.960	0.992	0.304	0.955	0.008	378
Worcester	0.972	1.000	0.195	0.975	0.000	394
Mean rate	0.994	0.934	0.902	0.874	0.138	534

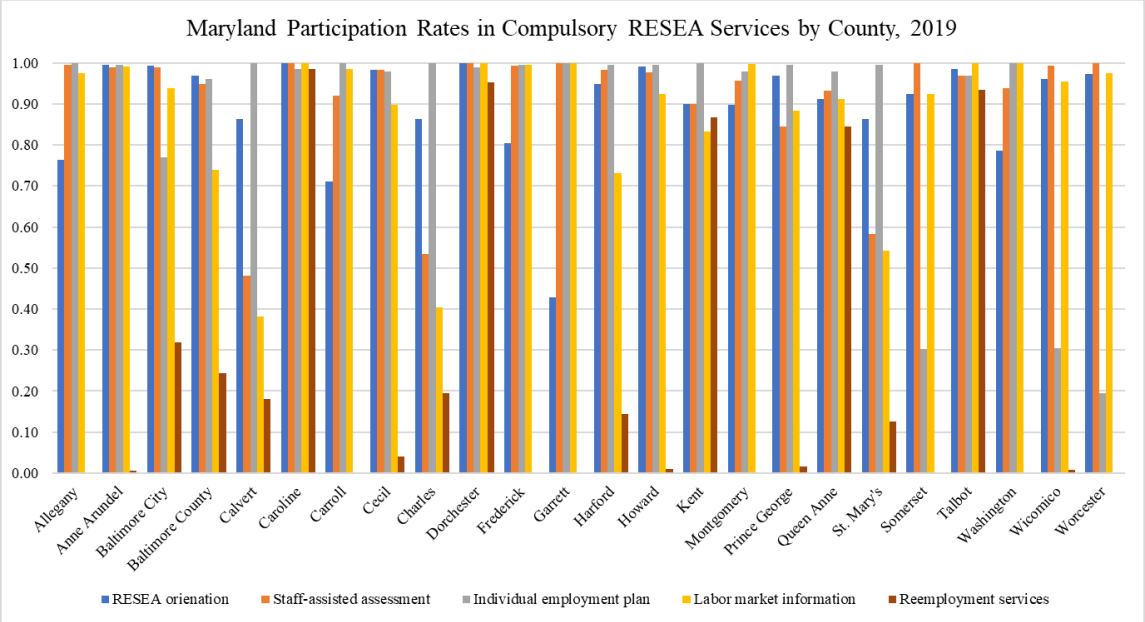
NOTE: Based on counts of services recorded in program year 2019 for Maryland UI beneficiaries assigned a WPRS profiling score and indicated as referred to RESEA (194) by Maryland Workforce Exchange (MWE) service code number. This table summarizes proportions of RESEA referrals who received compulsory RESEA services (code). The compulsory services are: RESEA Orientation (193), Staff assisted assessment (108), Individual employment plan (142), Labor market information (107), and Reemployment services (138, some counties regard this service as compulsory). Following are system assigned automatic codes for RESEA participants: 107, 108, 193, 142. The mean rate is of participation is weighted by county participation. There were an average of 534 RESEA participants in the 24 areas.

Table 9 Maryland Rates of Additional Services Usage by RESEA Participants by County, 2019

County	Job Search Workshop	Resume Preparation	Job Search Activity	Job Fair Participant	Job Finding Club	RESEA Participants N
Allegany	0.062	0.149	0.019	0.043	0.000	161
Anne Arundel	0.199	0.208	0.008	0.007	0.001	1,057
Baltimore City	0.338	0.307	0.205	0.022	0.007	2,063
Baltimore Cnty	0.431	0.289	0.156	0.050	0.011	2,335
Calvert	0.468	0.338	0.763	0.000	0.000	139
Caroline	0.984	0.159	0.127	0.000	0.000	63
Carroll	0.169	0.077	0.008	0.105	0.153	248
Cecil	0.224	0.117	0.130	0.004	0.000	223
Charles	0.507	0.331	0.827	0.006	0.017	359
Dorchester	0.964	0.071	0.060	0.012	0.000	84
Frederick	0.253	0.149	0.076	0.000	0.000	471
Garrett	0.000	0.286	0.000	0.000	0.000	7
Harford	0.314	0.174	0.087	0.001	0.000	723
Howard	0.117	0.086	0.046	0.029	0.002	546
Kent	0.967	0.500	0.133	0.000	0.000	30
Montgomery	0.153	0.032	0.014	0.012	0.000	1,387
Prince George's	0.212	0.151	0.125	0.015	0.002	1,531
Queen Anne's	0.911	0.444	0.200	0.000	0.000	45
St. Mary's	0.470	0.268	0.863	0.000	0.012	168
Somerset	0.000	0.152	0.000	0.000	0.000	66
Talbot	0.952	0.161	0.194	0.000	0.000	62
Washington	0.350	0.277	0.036	0.120	0.000	274
Wicomico	0.005	0.175	0.000	0.003	0.000	378
Worcester	0.003	0.076	0.005	0.000	0.000	394
Mean rate	0.286	0.201	0.138	0.023	0.007	534

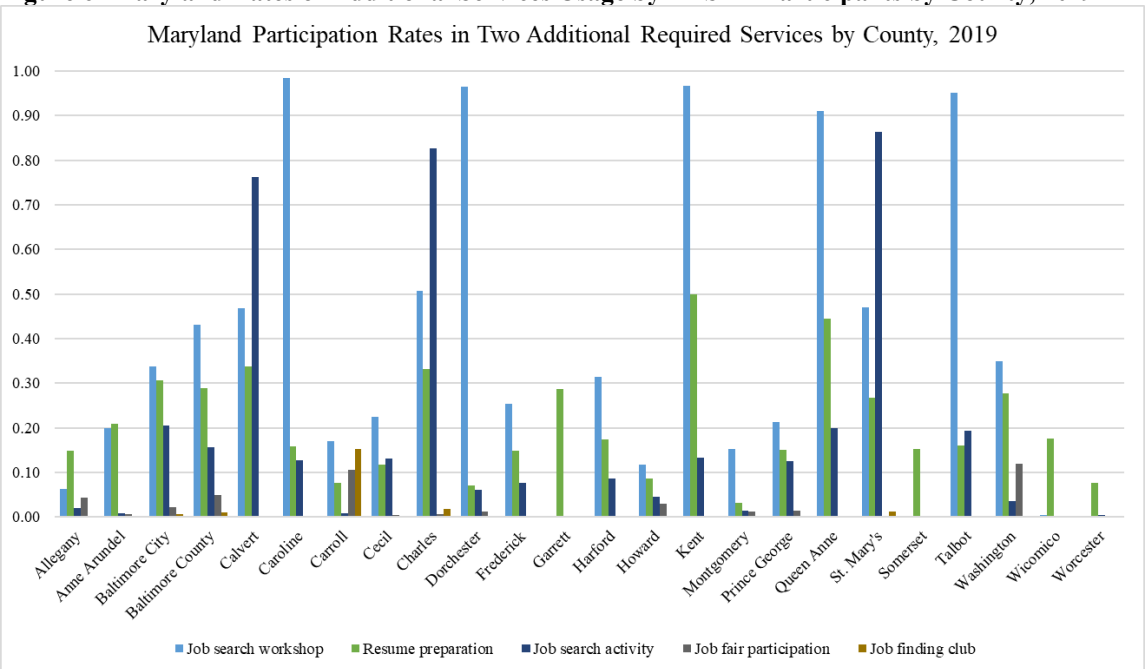
NOTE: Based on counts of services recorded in program year 2019 for Maryland UI beneficiaries assigned a WPRS profiling score and indicated as referred to RESEA (194) by Maryland Workforce Exchange (MWE) service code number. This table summarizes proportions of RESEA referrals who received additional RESEA services (code). Each RESEA participant is required to participate at least two additional services. This table summarizes services received by a proportion more than 0.0001 of county RESEA referrals. The additional services are: Job search workshop (21+37+104+132+160+215), Resume preparation (11+25+115), Job search activity (20+29+143+161), Job fair participant (19+130), and Job finding club (26+105). The mean rate is of participation is weighted by county participation.

Figure 5 Maryland Rates of Compulsory Services Usage by RESEA Participants by County, 2019



SOURCE: Data from Maryland Workforce Exchange on RESEA participants.

Figure 6 Maryland Rates of Additional Services Usage by RESEA Participants by County, 2019



SOURCE: Data from Maryland Workforce Exchange on RESEA participants.

3.5.2 WPRS participant services data by county

The 24 Maryland workforce areas had an average of 491 WPRS (ROW) participants during PY 2019. Table 10 shows high overall participation rates (percentage) in WPRS compulsory services: LMI (94.7 percent), job search workshop (91.9 percent), and reemployment services (96.2 percent). The only overlap between WPRS and RESEA compulsory services is LMI. Five of the smallest counties (Dorchester, Queen Anne's, Somerset, Wicomico, and Worcester) had nearly perfect attendance (97 percent or better) recorded for WPRS UI beneficiaries in all three compulsory services. Table 10 shows high participation rates in all three WPRS compulsory services providing evidence of consistent data recording procedures too. These county WPRS services participation rates are illustrated graphically in Figure 7.

Among the optional services for WPRS participants summarized in Table 11 only resume preparation (MWE code 115) is widely used with 66 percent of WPRS participants getting resume preparation help. The rate of participation in resume preparation is over 90 percent in ten counties (Calvert, Caroline, Charles, Dorchester, Kent, Montgomery, Queen Anne's, St. Mary's, Talbot, and Washington). The mean rate of using the other two listed services is very low, but these rates of usage by WPRS participants are higher than all other reported reemployment services in the MWE system. The mean rate of 10.2 percent participated in staff-assisted assessment (108) and 16.9 percent participated in job search activity (143). Three smaller counties (Calvert, Charles, and St. Mary's) had more than 90 percent of WPRS participants recorded as receiving all three of the additional WPRS services listed in Table 11. These participation rates by county are summarized in Figure 8.

Table 10. Maryland Rates of Compulsory Services Usage by WPRS Participants by County, 2019

County	Labor market information	Job search workshop	Reemployment services	N
Allegany	0.929	0.929	0.957	140
Anne Arundel	0.936	0.980	0.979	869
Baltimore City	0.918	0.985	0.975	2311
Baltimore County	0.944	0.929	0.981	2439
Calvert	0.980	0.993	0.987	152
Caroline	0.905	1.000	1.000	42
Carroll	0.981	0.925	0.967	214
Cecil	0.937	0.946	0.802	111
Charles	0.948	0.980	0.987	305
Dorchester	1.000	0.988	0.988	84
Frederick	0.987	0.759	0.987	316
Garrett	0.937	0.825	0.841	63
Harford	0.801	0.973	0.639	438
Howard	0.965	0.797	0.858	492
Kent	1.000	1.000	0.909	22
Montgomery	0.983	0.979	0.984	1279
Prince George’s	0.960	0.739	0.991	1282
Queen Anne’s	1.000	0.985	0.970	67
St. Mary's	0.981	0.974	0.981	154
Somerset	1.000	1.000	0.982	55
Talbot	0.854	1.000	0.938	48
Washington	1.000	0.701	0.998	415
Wicomico	0.996	1.000	1.000	274
Worcester	1.000	0.995	1.000	212
Mean rate	0.947	0.919	0.962	491

NOTE: Based on counts of services recorded in program year 2019 for Maryland UI beneficiaries assigned a WPRS profiling score and indicated as referred to WPRS (100) by Maryland Workforce Exchange (MWE) service code number. This table summarizes proportions of WPRS referrals who received required services (code). This table summarizes services received by a proportion more than 0.0001 of county RESEA referrals. The required services are: Labor market information (107), Job search workshop (21+37+104+132+160+215), and Reemployment services (138). The mean rate is of participation is weighted by county participation.

Table 11 Maryland Rates of Additional Services Usage by WPRS Participants by County, 2019

County	Staff-assisted assessment	Resume preparation	Job search activity	N
Allegany	0.607	0.700	0.079	140
Anne Arundel	0.018	0.071	0.035	869
Baltimore City	0.008	0.379	0.282	2311
Baltimore County	0.025	0.862	0.067	2439
Calvert	0.928	0.934	0.941	152
Caroline	0.000	0.905	0.476	42
Carroll	0.238	0.509	0.009	214
Cecil	0.000	0.838	0.036	111
Charles	0.954	0.944	0.957	305
Dorchester	0.024	0.964	0.381	84
Frederick	0.003	0.873	0.025	316
Garrett	0.698	0.889	0.000	63
Harford	0.018	0.797	0.055	438
Howard	0.217	0.250	0.266	492
Kent	0.000	1.000	0.545	22
Montgomery	0.002	0.951	0.009	1279
Prince George’s	0.100	0.868	0.112	1282
Queen Anne’s	0.000	0.955	0.642	67
St. Mary's	0.987	0.961	0.987	154
Somerset	0.200	0.218	0.200	55
Talbot	0.021	0.958	0.583	48
Washington	0.017	0.930	0.005	415
Wicomico	0.215	0.234	0.208	274
Worcester	0.071	0.085	0.071	212
Average	0.223	0.711	0.290	491

NOTE: Based on counts of services recorded in program year 2019 for Maryland UI beneficiaries assigned a WPRS profiling score and indicated as referred to WPRS (100) by Maryland Workforce Exchange (MWE) service code number. This table summarizes proportions of WPRS referrals who received additional services (code). This table summarizes services received by a proportion more than 0.0001 of county RESEA referrals. The additional services are: Staff-assisted assessment (108), Resume preparation (11+25+115), and Job search activity (20+29+143+161). The mean rate is of participation is weighted by county participation.

Figure 7 Maryland Rates of Compulsory Services Usage by WPRS Participants by County, 2019

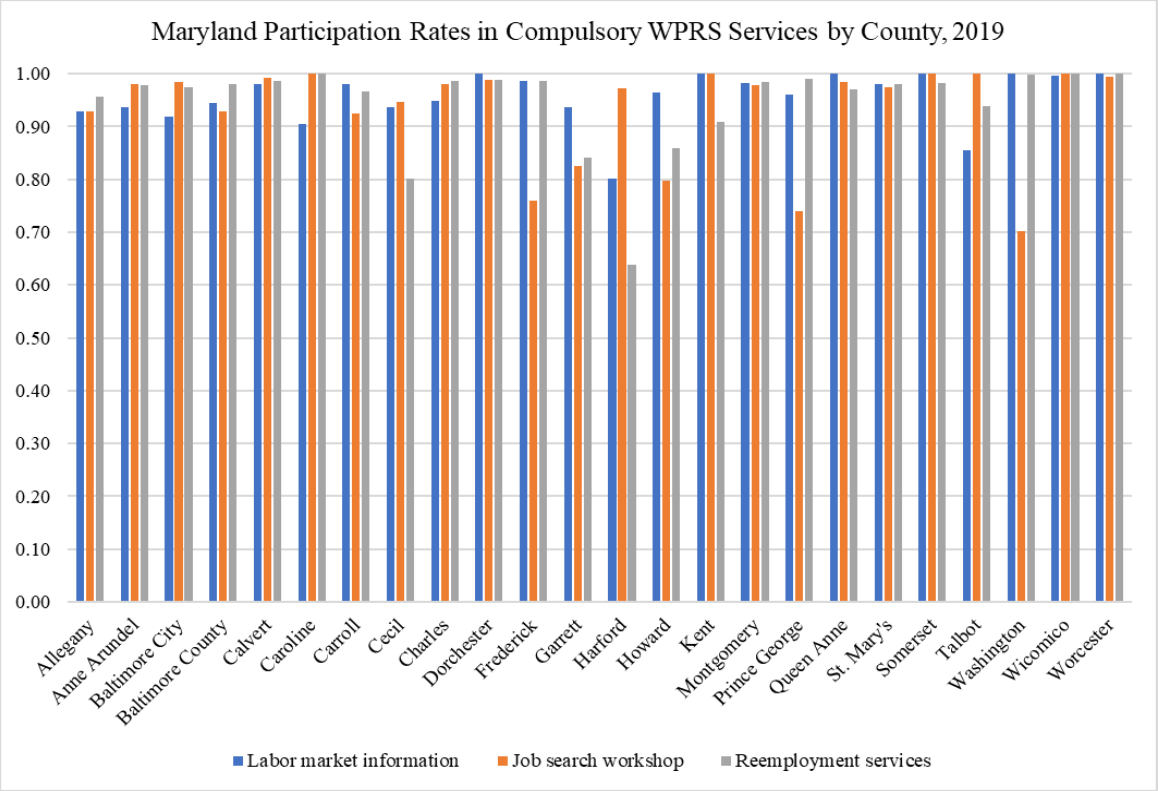
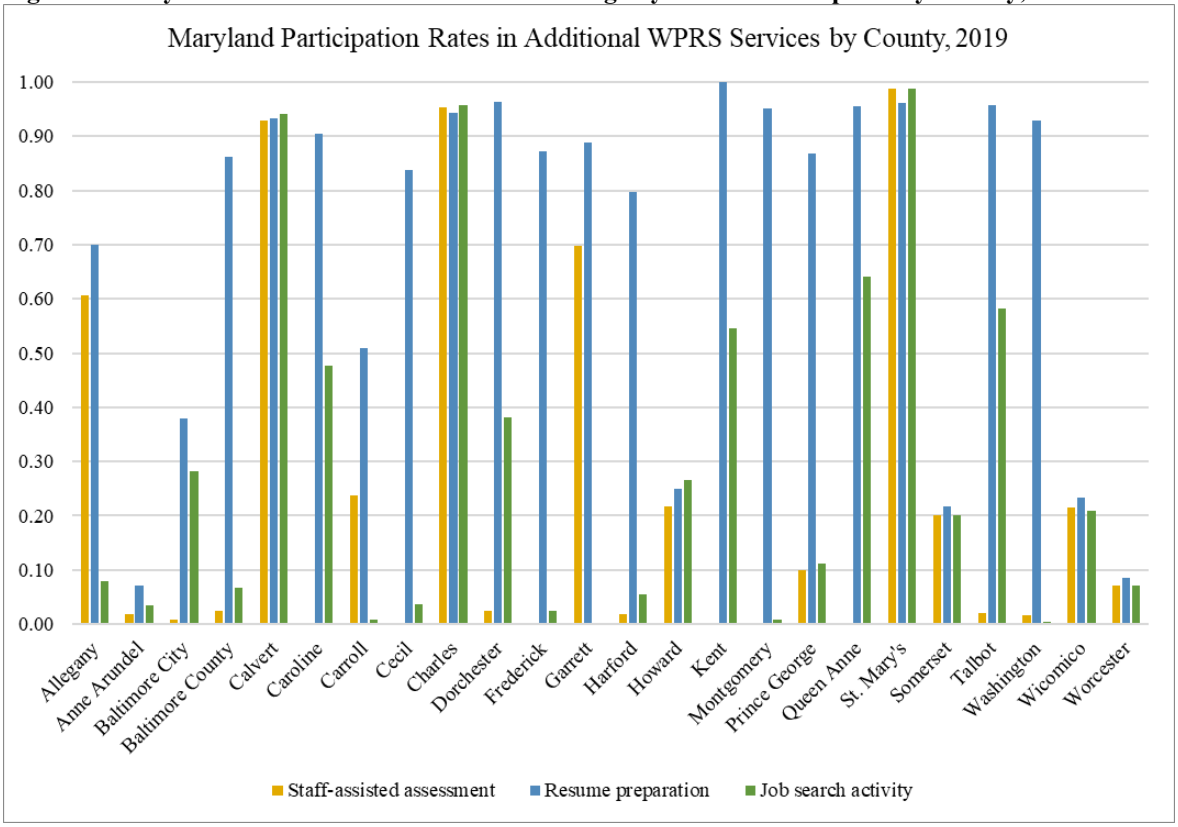


Figure 8 Maryland Rates of Additional Services Usage by WPRS Participants by County, 2019



3.5.3 Non-participant services data by county

Profiled UI beneficiaries assigned a WPRS profiling score and referred to either RESEA or WPRS but choosing not to participate in those programs had very low over rates of reemployment services receipt. Table 12 shows participation rates by county for the four compulsory RESEA services and mean participation rates range from 0.7 percent to 2.5 percent. The RESEA orientation (code 193) participation percentages for five smaller counties (percentage) Caroline (14.0), Dorchester (9.0), Kent (10.8), Queen Anne's (11.8), and Talbot (11.6) were higher than should be expected by RESEA non-participants. The RESEA participation code (194) is zero in these five counties for between 9 and 14 percent of "neither" program profiled UI beneficiaries. This might be due to missed coding of RESEA attendance. In these five counties, the rates of participation in the other three compulsory RESEA services is nearly identical to the rate of RESEA orientation attendance. A graphical presentation of these county participation rates is given in Figure 9. The services coding reflected in Table 12 will be used in the impact evaluation when estimating effects of programs and services on outcomes of interest. Additionally, we will test transferring the miscoded "neither" observations to the RESEA participant group for the impact evaluation.

Table 13 summarizes participation rates by the profiled but "neither" UI beneficiaries in three of the most popular additional RESEA services (job search workshop, resume preparation, and job search activity) and the most popular WPRS service (reemployment services). It is interesting that participation rates closely match those for the compulsory RESEA services in five smaller counties (Caroline, Dorchester, Kent, Queen Anne's, and Talbot). This is further evidence that RESEA participation (194) is miscoded for a significant proportion of profiled UI beneficiaries. High rates of the services listed in Table 13 are also reported for Fredrick County, but RESEA referral coding errors are less likely there because RESEA orientation participation rates for this group are low in Fredrick County. Participation rates by county for these services is presented graphically in Figure 10.

The data on services receipt suggests some coding errors on program participation. Procedures for assigning codes in all counties should be renewed. Furthermore, the MWE codes for referral to RESEA or WPRS (ROW) should be system generated when invitation letters are mailed out after the profiling model is evaluated each week. The referral codes should not be assigned at the time program attendance. Some of the smaller counties missed recording these codes in some cases, but that should be fixed by system generated codes for program referral. Examination of county patterns of services participation for each of the three groups of profiled UI beneficiaries greatly informs the design of our formative RESEA evaluation.

Table 12 Rates of Compulsory RESEA Services Usage by Maryland Profiled UI Beneficiaries Participating in Neither RESEA nor WPRS, by County, 2019

	RESEA orientation	Staff-assisted assessment	Individual employment plan	Labor market information	N
Allegany	0.000	0.016	0.000	0.032	250
Anne Arundel	0.000	0.005	0.001	0.005	1,449
Baltimore City	0.001	0.004	0.008	0.009	3,199
Baltimore County	0.001	0.012	0.008	0.022	2,900
Calvert	0.000	0.016	0.016	0.005	188
Caroline	0.140	0.105	0.140	0.140	114
Carroll	0.022	0.039	0.012	0.034	406
Cecil	0.019	0.004	0.004	0.019	265
Charles	0.003	0.012	0.024	0.021	327
Dorchester	0.090	0.094	0.090	0.090	256
Frederick	0.014	0.008	0.013	0.179	633
Garrett	0.000	0.038	0.000	0.087	104
Harford	0.003	0.003	0.003	0.024	748
Howard	0.010	0.008	0.008	0.027	592
Kent	0.108	0.048	0.108	0.120	83
Montgomery	0.001	0.001	0.015	0.010	1,566
Prince George’s	0.001	0.010	0.033	0.014	2,783
Queen Anne’s	0.118	0.071	0.118	0.118	127
St. Mary's	0.000	0.009	0.009	0.014	211
Somerset	0.000	0.000	0.000	0.000	83
Talbot	0.116	0.098	0.116	0.116	173
Washington	0.000	0.015	0.002	0.017	405
Wicomico	0.000	0.007	0.002	0.000	455
Worcester	0.002	0.004	0.002	0.002	545
Weighted mean	0.007	0.012	0.016	0.025	744

Table 13 Rates of Additional RESEA Services Usage by Maryland Profiled UI Beneficiaries Participating in Neither RESEA nor WPRS, by County, 2019

	Job search workshop	Resume preparation	Job search activity	Reemployment services	N
Allegany	0.040	0.040	0.008	0.040	250
Anne Arundel	0.021	0.025	0.006	0.003	1,449
Baltimore City	0.023	0.021	0.013	0.011	3,199
Baltimore Cnty	0.042	0.043	0.015	0.021	2,900
Calvert	0.005	0.021	0.027	0.011	188
Caroline	0.140	0.044	0.149	0.132	114
Carroll	0.042	0.049	0.002	0.027	406
Cecil	0.072	0.042	0.034	0.023	265
Charles	0.031	0.031	0.034	0.009	327
Dorchester	0.090	0.027	0.094	0.102	256
Frederick	0.152	0.191	0.013	0.167	633
Garrett	0.048	0.077	0.000	0.077	104
Harford	0.039	0.048	0.012	0.045	748
Howard	0.039	0.034	0.017	0.014	592
Kent	0.120	0.096	0.169	0.169	83
Montgomery	0.031	0.025	0.004	0.009	1,566
Prince George’s	0.034	0.056	0.018	0.003	2,783
Queen Anne’s	0.157	0.071	0.173	0.142	127
St. Mary's	0.014	0.009	0.014	0.005	211
Somerset	0.000	0.036	0.000	0.000	83
Talbot	0.116	0.029	0.092	0.116	173
Washington	0.010	0.025	0.000	0.015	405
Wicomico	0.000	0.011	0.000	0.000	455
Worcester	0.002	0.009	0.002	0.002	545
Weighted mean	0.038	0.040	0.017	0.023	744

Figure 9 Compulsory RESEA Services Received by Non-Participants in RESEA or WPRS

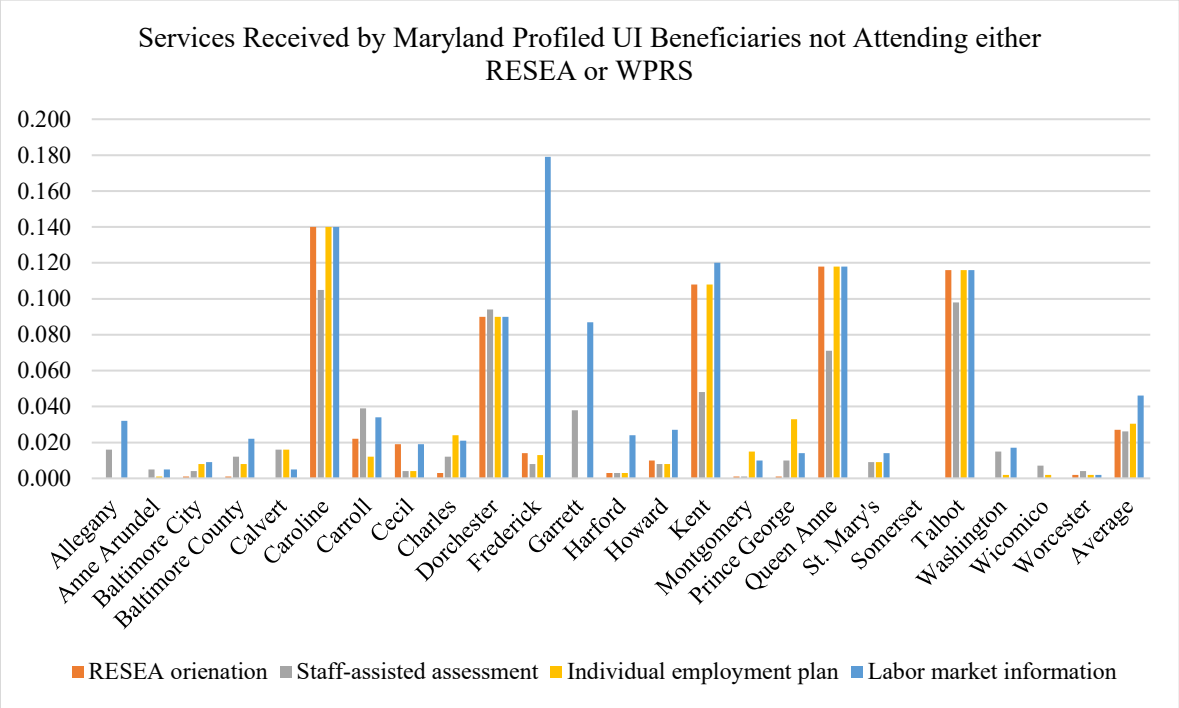
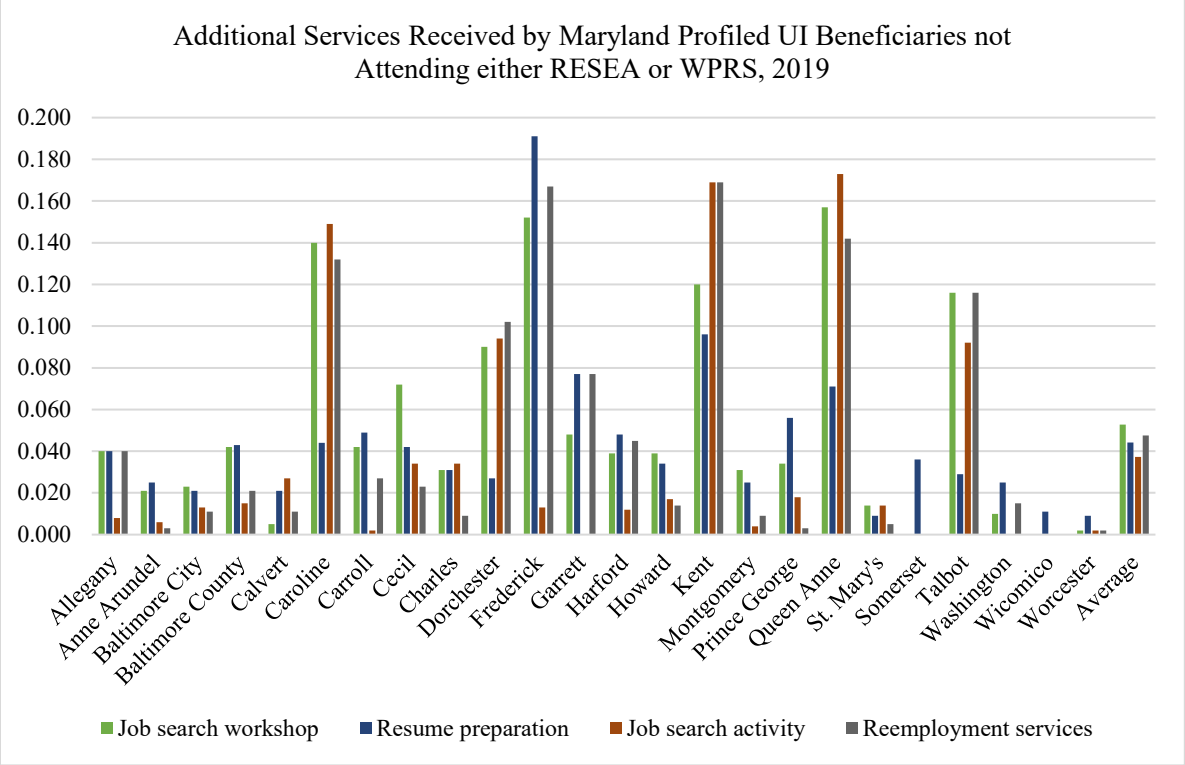


Figure 10 Additional RESEA Services Received by Non-Participants in RESEA or WPRS



4. LESSONS FOR FORMATIVE EVALUATION

The essential goals of RESEA are, "to reduce duration of UI benefits through improved employment outcomes, including earnings, and to ensure an individual claiming UI benefits continues to be eligible for those benefits." (Conway 2019, p. 7)

The aim of this process analysis is to understand the operation of RESEA in Maryland and the data sources available to measure outcomes of interest. We have documented frailties in RESEA and WPRS profiling operations and data systems. However, recognizing these issues, we have an unexpected but defensible pathway to estimating causal effects of the RESEA program and some individual services and bundles of services on outcomes of interest.

4.1 Overview of microdata to be used in formative evaluation

Our formative evaluation study will use Maryland program administrative data including UI application and payment records, UI wage records, and Maryland Workforce Exchange (MWE) services codes.[9]

The UI application records include demographic characteristics on age, gender, race, ethnicity, educational attainment, number of dependents, and county location of residence. UI payment records include base period earnings, entitled UI weekly benefit amount, earnings reported during benefit year UI continued claims, benefit year UI compensation received, benefit year weeks UI compensation received. UI wage records include quarterly earnings by employer ID and North American Industry Classification System (NAICS) code of employer. The MWE data include codes for services received and dates of services along with the numerical value of the WPRS profiling score assigned to new UI beneficiaries who are neither job-attached nor union hiring hall members and are therefore required to engage in active work search to maintain eligibility for weekly UI benefits.

The central challenge for evaluating RESEA is that we do not have a proper indicator code for assignment to RESEA or WPRS (ROW) at the time of referral. The MWE code for RESEA referral (194) is assigned when UI beneficiaries attend the RESEA orientation (193). The referral code should indicate when selection and referral to RESEA was made. That is, when letters of invitation were sent out. The same is true for WPRS. Consequently, we do not fully know which UI beneficiaries were referred to which program and when. We have a very large group of UI beneficiaries with a profiling score who did not participate in either RESEA or WPRS, so we do not know to which program they were referred.

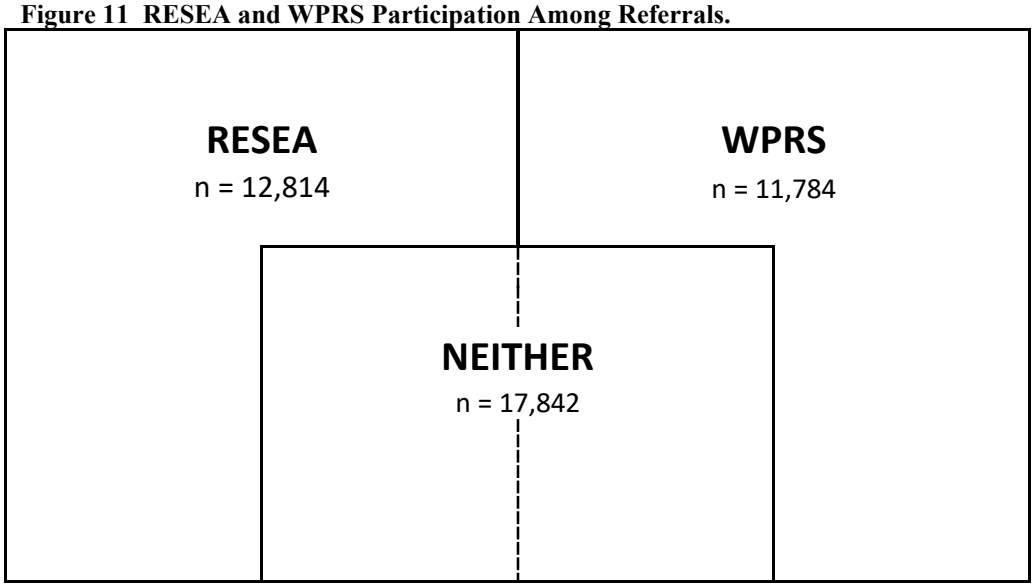
We know the potential pool of referrals to RESEA—new UI beneficiaries with a profiling score, and we know the administrative rules for assignment to RESEA—a profiling score in the top half of the weekly median of scores in the local area, but RESEA referral (194) is not recorded in the MWE system when RESEA orientation letters of invitation are sent. Code 194 is recorded at the

[9] Since we want to include all RESEA participants, our sample to study PY 2019 RESEA activity spanning the period 7/1/2018 to 6/30/2019 includes 42,460 UI beneficiaries who had UI benefit year begin dates between 5/1/2018 and 6/1/2019. The application for UI benefits can precede the first payment by four or five weeks.

time of RESEA participation. The same is true for the WPRS code 100 for program participation.

Our data for analysis includes 129,571 new UI beneficiaries in PY 2019 and 42,460 assigned profiling scores because they are required to actively search for work during their benefit years. Among the 42,460 who were assigned to either RESEA or WPRS, we know 12,814 attended RESEA orientation, 11,784 attended WPRS orientation, and 17,862 attended neither RESEA nor WPRS—we call this last group of profiled UI beneficiaries "neither." Figure 11 is a Venn diagram summarizing the sample allocation of PY 2019 Maryland UI beneficiaries with profiling scores participating in RESEA and WPRS, and those assigned to one of the two programs but attending neither. Given the relative sizes of RESEA and WPRS attendees and the program procedures that call for half of profiled UI beneficiaries being assigned to RESEA and half to WPRS, the large "neither" group probably includes slightly more WPRS referrals because the number of RESEA participants exceeds the WPRS participants—the dashed vertical should be somewhat left of center. Figure 11 shows the "neither" group toward the bottom of the universe of claimants because the "neither" group draws about half the benefit year proportion of entitlement drawn by RESEA and WPRS participants.

Figure 11 RESEA and WPRS Participation Among Referrals.



4.2 Logic model and evaluation design

We will conduct a comparison group design evaluation of the RESEA program to produce causal estimates of program effects on outcomes of interest. Following are essential elements of the logic model leading to our evaluation design.

- Inputs–acquisition of qualitative and quantitative data on RESEA procedures, participants, potential comparison observations and factors affecting design possibilities.
- Activities–administration of a survey instrument about RESEA and WPRS to central office and local American Job Center (AJC) staff who run RESEA and WPRS, meetings

with central office and local AJC program administrators, meetings with data system experts within the Maryland UI agency and software contractors on the Maryland Workforce Exchange to get the necessary administrative records, transfer and receipt of administrative data files for analysis.

- Outcomes of interest–we plan to use program administrative data to measure causal impact estimates on near-term program outcomes including average benefit year dollars of UI benefits, average benefit year weeks duration of UI benefits, average UI benefit exhaustion rate; and mid-term program outcomes such as employment within one-year of RESEA, earnings in the year after RESEA participation; long-term outcome measurement will be possible in subsequent annual RESEA evaluations.

The ideal evaluation design to estimate causal impacts of the RESEA program would involve an experimental design and randomized controlled trials (RCT). Our formative evaluation involves a retrospective assessment based on observational data. We plan a quasi-experimental design evaluation guided by RCT principles. Our efforts are hampered by the lack of ex ante records of program assignment and a high rate of non-participation.

Our review of the Maryland WPRS profiling model performance suggests no systematic distinction in profiling scores between those attending RESEA orientation and those attending WPRS orientation. Furthermore, before controlling for services receipt, there is no correlation between profiling scores and the proportion of UI benefit entitlement drawn in the benefit year. We can presume that RESEA and WPRS attendees were actually assigned to their respective programs. However, we have no record of RESEA or WPRS referral for profiled UI beneficiaries who have profiling scores but attended neither program. We cannot simulate referrals for non-participants using profiling scores because there is no correlation between scores and the program in which beneficiaries participated. For this very reason a Heckman type selection bias correction is not possible since probit models estimated on participants and non-participants are unlikely to reliably predict program assignment.

4.2.1 Model assumptions

Assumption 1: assignment to RESEA and WPRS is random because 1) the observed proportion of UI benefits received is uncorrelated with the profiling score, and 2) the mean profiling scores and distribution of profiling scores are not different between participants of RESEA and WPRS.

Assumption 2: program participation is due to self-selection.

4.2.2 Impact Estimators

Because profiling scores predict neither RESEA participation nor UI benefit exhaustion and the fact that demographic characteristics of RESEA and WPRS participants are not statistically significantly different, referral to RESEA or WPRS appears to be random. In light of this, we plan to study differences in outcomes of RESEA and WPRS participants, conditional on observable characteristics prior to program participation using an ordinary least-squares framework. Since referral to RESEA is random, we will the combined sample of RESEA and WPRS participants and will estimate ordinary least squares models of program impacts

controlling for observable characteristics, prior (UI base period) earnings, and county fixed effects. Assuming random assignment to RESEA and WPRS allows us to assume that the comparison group for each program is participants in the other program. We will use indicators for RESEA and WPRS in separate models, excluding the other indicator from each program impact estimating model. For example, the RESEA impact model will have the general linear form:

(1) $Y_{ic} = \beta RESEA_i + X_i C + d_c + u_{ic}$,

where Y_{ic} is the outcome of interest for individual i in county c, *RESEA* is 1 for participants else 0, β is the program impact estimate of interest, X is a matrix of demographic characteristics and prior earnings, C is a conformable vector of parameter estimates, d_c represents county fixed effects and u is a normally distributed mean zero random error term with fixed variance. The 1, 0 indicator variable for WPRS is excluded from the estimating equation (1).

The outcomes of interest, Y, are average benefit year dollars of UI benefits, average benefit year weeks duration of UI benefits, average UI benefit year exhaustion rate, employment within one-year of RESEA, and earnings in the year after RESEA participation.

The program impact for WPRS is produced by substituting an indicator variable for WPRS in place of the RESEA variable in the estimating Equation (1). From this exercise the WPRS program impact estimate will be reciprocal to the RESEA estimate.

Since there is some overlap in MWE services received by RESEA and WPRS participants we will run an alternate specification on the pooled sample of RESEA and WPRS participants that takes the general form.

(2) $Y_{ic} = S_i B + X_i C + d_c + u_{ic}$,

where S_i represents the vector of services that individual i received in county c, B is a conforming vector of regression parameters, and other variables are as defined in Equation (1).

4.2.3 Planned additional analyses

This process analysis suggests investigating three issues to assess whether our estimating strategy is appropriate or can be improved.

First, adding the "neither" group to sample for estimation of Equations (1) and (2). We do this as a robustness check. While the mean value for proportion of UI entitlement drawn is much lower on average for the "neither" group, we expect the RESEA program impact estimate to be unchanged by adding the "neither" group to the estimation sample. While there is a voluntary component to program non-participation, t-tests show the observable demographic characteristics are not different between non-participants and participants in either RESEA or WPRS.

Second, we will add some observations from the "neither" group to the RESEA participant group from the counties of Caroline, Dorchester, Kent, Queen Anne's, and Talbot where UI

beneficiaries received all the compulsory RESEA services. We will then re-estimate the RESEA program impacts on the combined WPRS and slightly increased RESEA samples.

Third, we will examine results from some matching estimators. After forming synthetic comparison samples from observation matching algorithms, we will run estimating equations similar to (1) and (2) on the RESEA participant plus matched comparison group and separately on the WPRS plus matched comparison group. We will use propensity score matching of participant observations from the "neither" group and from other UI beneficiaries in PY 2019 who were not assigned profiling scores. The UI beneficiaries without profiling scores are either job attached awaiting recall or members of union hiring halls. However, matching on observable demographic, prior earnings, and location may generate a good counterfactual for program participants.

4.3 Summary and comments

- Maryland assigns WPRS profiling scores to all UI beneficiaries who are neither job attached nor union hiring hall members. The score is intended to indicate the probability a UI beneficiary will exhaust their UI entitlement. Beneficiaries with the top half of scores (most likely to exhaust UI) are assigned to RESEA and the bottom half of scores are assigned to WPRS. This is an aggressive reemployment policy requiring participation in reemployment services by all UI beneficiaries required to actively search for work.
- Analysis of data on UI beneficiaries profiled in PY 2019 showed no difference in the distribution of WPRS profiling scores between Maryland UI beneficiaries participating in RESEA, WPRS, or neither program. Additionally, before adjusting for services receipt, there is no correlation between profiling scores and the proportion of UI benefit entitlements actually drawn.[10] While we do not have data indicating precisely which UI beneficiaries were referred to RESEA and which to WPRS, these facts about the profiling scores lead us to conclude that referral to either RESEA or WPRS was random.
- While we do not have data on referrals to RESEA or WPRS but only on participation, we do have data on the non-participant group. If non-participation rates were about evenly distributed between RESEA and WPRS we would expect to see higher average profiling scores among RESEA participants than WPRS participants. We do not see this. Indeed, the distributions of scores for RESEA and WPRS participants appear to be identical.
- We conclude the system essentially operated as random assignment to either RESEA or WPRS and we plan to use this result as a basis for estimation of causal program effects.
- The WPRS model should be re-estimated and revalidated. The range of scores should be wider than just 0.4003 to 0.5620, and there should be evidence that higher scores correlate with higher proportions of benefit receipt. Furthermore, the procedure for referring UI beneficiaries to RESEA or WPRS based on WPRS score values should be checked. No correlation between scores and program participation was observed.
- To benefit future RESEA evaluations we request that referral to RESEA or WPRS be recorded in the MWE system at the time letters of invitation to UI beneficiaries are sent from the central office. The data system should be improved to store the referral and date.

[10] We also checked for differences after adjusting for services receipt and no differences were detected between the groups. Details about the effects of MWE services on outcomes will be examined further in the formative evaluation.

For the next RESEA analysis data from the system generating the letters should be pulled for analysis.

- Regarding data for future RESEA evaluations, we must mention the extra efforts the Maryland Department of Labor made to get data pulled on WPRS profiling scores by Geographic Solutions the applications programmers for the agency. This greatly aided the current evaluation, but the profiling score should be stored in the MWE or UI payments data system. It is an essential measurement for program operation, management, and evaluation. For example, states providing self-employment assistance through UI must use the WPRS score to determine eligibility.
- Figures in the ETA 9128 report on RESEA, the PIRL data on RESEA services, and the program administrative data are greatly different. These three should be harmonized to present a consistent picture of the extensive RESEA services delivery in Maryland.
- There are some differences between large counties and small counties in the consistency of reporting services participation. Among RESEA participants about 90 percent were recorded as having most required services in large counties, but average participation rates were below 70 percent in many smaller counties.
- Some small counties showed nearly perfect compulsory WPRS services participation rates. Overall, there was more consistency in WPRS services participation than for RESEA services.

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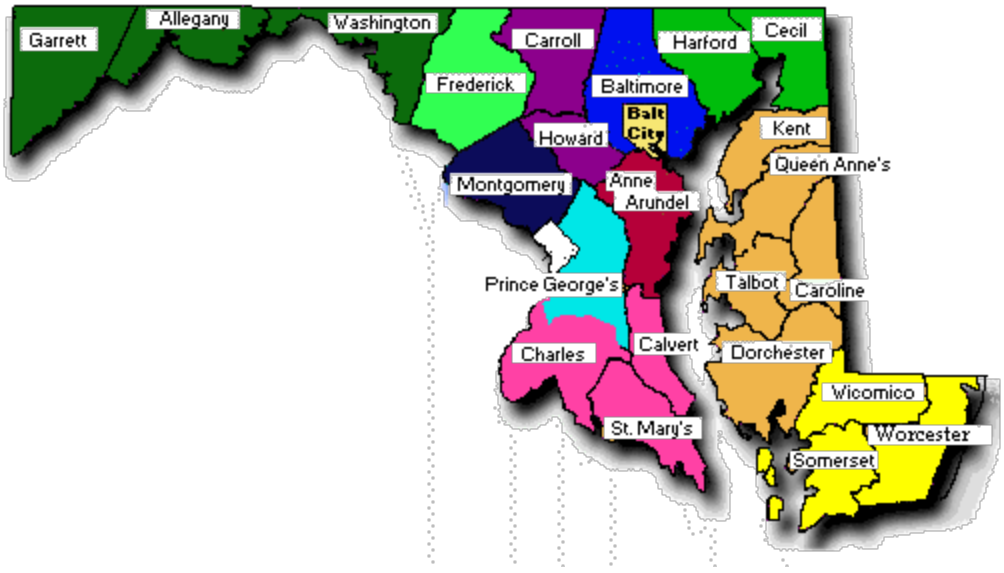
APPENDIX A

Maryland Staff Questionnaire about RESEA and WPRS

Reemployment Services and Eligibility Assessments (RESEA)
Maryland Program Managers Questionnaire

- This questionnaire is to be completed by RESEA/WPRS management of selected local offices within the Maryland Department of Labor network of AJCs.
- These questions are asked to inform the evaluation of RESEA required by USDOL. Questions address both RESEA and Worker Profiling and Reemployment Services (WPRS) because of the close interaction between the two programs for unemployment insurance (UI) beneficiaries.
- For any part of your answers, if you need extra space, please indicate that and add those comments on extra sheets of paper.
- **This questionnaire is focused on 2019 participants (except for Question 8). Please answer questions based on the practices in place during 2019 before the pandemic started.**



1. Please provide flow charts for the REA, RESEA, and WPRS program customer screening, profiling, and implementation processes. The flow charts should indicate when each of the following occur, including the approximate amount of time between activities:
    - Initial claim approved
    - First UI payment issued
    - Profiling score assigned
    - Individual referred to RESEA/WPRS
    - Initial RESEA/WPRS session
    - Any subsequent RESEA/WPRS sessions
    - Any UI continued eligibility assessments
    - Any RESEA/WPRS services provided

The following questions compare the RESEA and the WPRS services. Please place a check mark on the best answer to each question. Where indicated, check all answers that apply.

Questions		RESEA	WPRS
2. At what point in the UI application and benefit receipt process does the state calculate the claimant's RESEA/WPRS profiling score?	When the initial claim is filed		
	When eligibility for benefits is first known		
	When the first payment is issued on a new initial claim		
	Other (explain):		
3. When are claimants referred for RESEA/WPRS services?	When the initial claim is filed		
	When eligibility for benefits is first known		
	When the first payment is issued on a new initial claim		
	Other (explain):		
4. Does the state schedule single or multiple RESEA/WPRS sessions for each claimant?	Single		
	Multiple		
4a. If multiple, at what intervals are they scheduled?	Every 4 weeks		
	Every 5 weeks		
	Other (explain):		
4b. If multiple, how many sessions are there in a UI benefit year (if the claimant exhausts their benefits)?	2		
	3		
	4		
	Other (how many?):		
5. Do UI claimants who are not selected to receive RESEA (or WPRS) ever participate in RESEA (or WPRS) services voluntarily?	No		
	Yes (explain):		

Questions		RESEA	WPRS
6. At what point in the UI claim series is the claimant advised to report for RESEA/WPRS?	2 weeks		
	3 weeks		
	4 weeks		
	5 weeks		
	Other (explain):		
7. How are claimants advised to report for their RESEA/WPRS services?	Postal letter		
	Email		
	Phone		
	Text message		
	Other (explain):		
8. Are UI beneficiaries required to report in-person to an American Job Center for RESEA/WPRS services? (please check all that apply)	Yes, before the pandemic		
	No, before the pandemic		
	Yes, during the pandemic		
	No, during the pandemic		
9. Are claimants notified that they may be denied or suspended UI benefits for the (applicable) week if they fail to participate in RESEA/WPRS when scheduled for an activity?	Yes		
	No		
10. Is the claimant provided a phone number to call the local AJC office in advance if they are unable to attend RESEA/WPRS as scheduled?	Yes		
	No		
11. Is the claimant notified of how long the first RESEA/WPRS appointment is expected to last?	Yes		
	No		
12. Approximately how long does the **first** RESEA/WPRS appointment typically last?	30 minutes		
	60 minutes		
	90 minutes		
	120 minutes		
	Other (explain):		
13. Approximately how long do **subsequent** RESEA/WPRS appointments typically last?	30 minutes		
	60 minutes		
	90 minutes		
	120 minutes		
	Other (explain):		

Questions		RESEA	WPRS
14. Does the state offer alternate means of participating in RESEA/WPRS services if a claimant is unable to report in-person due to a hardship or unavoidable circumstance (e.g., commute to office over 50 miles one-way, lacking transportation from home to AJC, etc.)?	No		
	Yes (explain):		
14a. If yes, what alternate means does the state use to provide RESEA or WPRS services? (check all that apply)	Internet		
	Postal mail		
	Email		
	Phone		
	Other (explain):		
15. What guidelines does the state use for exempting claimants from reporting for RESEA/WPRS services?			
16. Is childcare provided for customers during RESEA/WPRS appointments?	No		
	Yes (explain):		
17. Are translators available at RESEA/WPRS appointments to assist claimants with language barriers?	No		
	Yes (list the available languages):		
18. Are any RESEA/WPRS appointments held outside regular business hours to accommodate the scheduling needs of participants?	No		
	Yes (explain—list hours, e.g. early morning, after 5:00, weekend, etc.):		
19. Which of the following occur if the claimant fails to participate in RESEA/WPRS? (check all that apply)	Benefits for the week are deferred		
	Benefits for the week are denied		
	Other (explain):		

Questions		RESEA			WPRS		
		Internet	Phone	In-person	Internet	Phone	In-person
20. Which of the following are ***always*** included in the **first** RESEA/ WPRS session, and how are they provided? (check the boxes for all that apply)	UI eligibility assessment						
	Work search registration						
	Reemployment needs assessment						
	Orientation to AJC services						
	Labor market information						
	Develop employment plan						
	Counseling						
	Job placement services/referral to employers						
	Job search workshop/job clubs						
	Job interview referral						
	Work registration						
	Education and training						
	Self-employment assistance program						
	Referral to reemployment service						
	Referral to training						
	Other (explain):						
21. Which of the following are ***sometimes*** included in the **first** RESEA/ WPRS session, and how are they provided? (check the boxes for all that apply)		Internet	Phone	In-person	Internet	Phone	In-person
	UI eligibility assessment						
	Work search registration						
	Reemployment needs assessment						
	Orientation to AJC services						
	Labor market information						
	Develop employment plan						
	Counseling						
	Job placement services/referral to employers						
	Job search workshop/job clubs						
	Job interview referral						
	Work registration						
	Education and training						
	Self-employment assistance program						
	Referral to reemployment service						
	Referral to training						
	Other (explain):						

Questions		RESEA			WPRS		
		Internet	Phone	In-person	Internet	Phone	In-person
22. Which of the following are ***always*** included in **followup** RESEA/ WPRS sessions, and how are they provided? (check the boxes for all that apply)	UI eligibility assessment						
	Work search registration						
	Reemployment needs assessment						
	Orientation to AJC services						
	Labor market information						
	Develop employment plan						
	Counseling						
	Job placement services/referral to employers						
	Job search workshop/job clubs						
	Job interview referral						
	Work registration						
	Education and training						
	Self-employment assistance program						
	Referral to reemployment service						
	Referral to training						
	Other (explain):						
23. Which of the following are ***sometimes*** included in **followup** RESEA/ WPRS sessions, and how are they provided? (check the boxes for all that apply)		Internet	Phone	In-person	Internet	Phone	In-person
	UI eligibility assessment						
	Work search registration						
	Reemployment needs assessment						
	Orientation to AJC services						
	Labor market information						
	Develop employment plan						
	Counseling						
	Job placement services/referral to employers						
	Job search workshop/job clubs						
	Job interview referral						
	Work registration						
	Education and training						
	Self-employment assistance program						
	Referral to reemployment service						

	Referral to training						
	Other (explain):						

Questions		RESEA		WPRS	
		Individual	Group	Individual	Group
24. How is each component of RESEA/ WPRS normally conducted? (check all that apply for each component listed)	UI eligibility assessment				
	Work search registration				
	Reemployment needs assessment				
	Orientation to AJC services				
	Labor market information				
	Develop employment plan				
	Counseling				
	Job placement services/referral to employers				
	Job search workshop/job clubs				
	Job interview referral				
	Work registration				
	Education and training				
	Self-employment assistance				
	Referral to reemployment service				
	Referral to training				
	Other (explain):				

Please answer a few additional questions.

25. Are UI continued eligibility assessments ever conducted between RESEA appointments?
    a. No
    b. Yes (describe): _____

26. Are UI claimants ever referred to nonprofit organizations or other local, state, or federal agencies that may provide additional services?
    a. No
    b. Yes (describe): _____

27. Were any local American Job Centers newly opened in the state between 2013 and 2019?
    a. No
    b. Yes (how many and where?): _____

28. Did any American Job Centers close within the state between 2013 and 2019?
    a) No
    b) Yes (how many and where?): _____

Comments: Please list any other important operational facts about RESEA, WPRS, and interactions between the two programs that were not covered in the questionnaire.

APPENDIX B

NOTES FROM INTERVIEWS WITH STAFF AT LOCAL OFFICES

Montgomery County -- Wheaton, Maryland

Upper Shore -- Easton, Maryland

Baltimore County – Randallstown, Maryland

Montgomery County -- Wheaton, Maryland

Tracy Hancock, Alfredo Quiroga, and Barbara --April 14, 2021

- Serve many customers who work in DC and Virginia
- Before pandemic, customers were informed of RESEA/ROW requirement via letter and MWE email; since pandemic, customers receive separate email and Google invitation
- Staff receives list of referrals from UI via MWE
- Staff calls customers who fail to attend to reschedule their appointments
- Letter notice includes phone number and email of workshop facilitator and asks whether customer requires translator
- For MWE notifications, most customers select email but may choose email, text, and/or postal letter
- Since pandemic, RESEA lasts 90 min, ROW lasts 3 hours
- Staff are constantly emailing both UI and non-UI beneficiaries info about job opportunities and resources at AJCs, such as resume and interview prep, access to interview clothes, etc.
- RESEA but not ROW (too long) may be conducted over the phone if customer is unable to attend due to transportation issues, need for translator, etc.
- Only small portion of customers request training waivers; training must be in evening so that customer is "available for work"; UI determines whether customer is exempt from RESEA/ROW
- Before pandemic, no second chance to attend session before failure to attend was reported to UI; since pandemic, appointment is rescheduled for following week; failure to attend second-chance session results in reporting to UI
- RESEA attendance lists must be completed within MWE within 24-48 hours; RESEA involves more paperwork and data entry than ROW
- UI benefits have been paid out via debit cards; MD is now changing to direct deposit
- RESEA automatic service codes: 007, 107, 108, 120, 142, 193, 194
- Almost all customers contact staff after benefit suspension; UI tells them their benefits were held due to failure to participate and provides them with workshop facilitator's contact info
- Office uses evaluation tool at end of workshops and holds team meetings on how to improve workshops based on evals, but no data are recorded; local offices encouraged but not mandated to develop internal evals
- Workforce served is very highly educated
- Before pandemic, up to 40+ participants per ROW/RESEA workshop; since pandemic, up to 80+ participants in online ROW/RESEA workshops
- COVID-19 has proven that services can be offered remotely; particularly helpful for those with translation challenges
- Barbara thinks it would be helpful to send attendance reminders via text

Upper Shore -- Easton, Maryland

Ashley Jones and Shavonte Lewis -- April 16, 2021

- Before pandemic, participants informed of RESEA/ROW requirement via letter, email, phone
    - Calls had been introduced because participation was low (30-45%); calls didn't increase participation, but staff were able to find out why people weren't attending
    - Customers were informed that failure to attend would cause them to lose benefits via phone and email
- Since pandemic, no postal letter but text messages were introduced; original letter is attached to email
- Before pandemic, no appointments were held over the phone; since the pandemic, one-on-one and group meetings over the phone have been introduced
- Most participants work in hospitality and retail; UI claims are very seasonal
- Some participants come from other states; these claimants have the option to be referred out, but most are used to working in MD and do not exercise that option
- Talbot and Caroline county services are effectively combined
- First seats at workshops go to UI claimants; if additional seats available, anyone may attend, but those covered by union and on temporary layoff don't tend to seek services
- RESEA automatic codes: 104, 107, 108, 138, 142, 193
- RESEA possible codes: 100, 101, 102, 105, 109, 110, 115, 120, 121, 123, 125, 130, 132, 150, 160, 161, 170, 176
- Access to technology in virtual environment and long commute to office in in-person environment both pose challenges to customers in rural areas

Baltimore County – Randallstown, Maryland

Tinita Mason and Darnell Foster -- April 15, 2021

- Offers one-on-one resume assistance and mock interviews to customers, regardless of UI benefit receipt
- Since pandemic, text, email, and MWE internal message reminders before appointments; ROW lasts 3 hours, and RESEA lasts 90 min
- ROW outline (first half also covered in RESEA)
    - Intro
    - Center services
    - LMI
    - Social media
    - Resume development
    - Interview prep
- Follow up with ROW but not RESEA participants
- RESEA activities are group workshops that anyone may attend; since pandemic, these have moved to webinars with quiz at end
- RESEA automatic codes: 107, 108, 142, 193, 194
- ROW automatic codes: 100, 107, 115, 138

APPENDIX C

COMMUNICATIONS TO RESEA AND WPRS BENEFICIARIES

Maryland
DEPARTMENT OF LABOR

Division of Workforce Development and Adult Learning
1100 North Eutaw Street, Room 209
Baltimore, MD 21201

11/20/2019

**Your attendance is REQUIRED.
Failure to attend will result in
delay or denial of your UI benefits.**

«Firstname» «Lastname»,
Address
City, State, Zip

<<Dear Mr/Ms.. >>

Thank you for being a part of the economic growth of Maryland throughout your career. We understand the impact of losing your job, both emotionally and financially, and we are here to support you. While Unemployment Insurance (UI) provides your benefits, we have developed the **"Reemployment Services and Eligibility Assessment (RESEA)"** workshop to provide you with up to date tools and resources to assist you in your search for gainful employment.

IMPORTANT RESEA WORKSHOP INFORMATION

Date:

Time:

Location:

- ✓ Please plan to be here the entire workshop as required by Unemployment Insurance policy.
- ✓ Please complete your profile information and create a resume in **the Maryland Workforce Exchange** website https://mwejobs.maryland.gov.
- ✓ **Complete the enclosed Unemployment Insurance Questionnaire and Work Search Log.**
  - **Completed forms must be brought to the RESEA Workshop to expedite your one-on-one interview with a staff member.**
- ✓ Late arrival of 15 minutes or more will require a reschedule of this workshop.
- ✓ Children are not permitted to attend this workshop.

If you are a person with a disability who may require special accommodations or if you need assistance in a language other than English please phone or email me as soon as possible at 410-290-2601 or lday@maryland.gov, so we can make arrangements to better serve you.

The workshop will be cancelled and rescheduled only if county public schools are closed due to bad weather **in the county where the workshop is scheduled.** You will be notified by mail of the reschedule date
If schools are on a delayed opening, the workshop schedule is not impacted.

For information regarding exemptions and reschedules, **please refer to the back of this letter.**

We look forward to meeting and assisting you with your transition back to work!

Sincerely,

RESEA Facilitador

Maryland
DEPARTMENT OF LABOR

Division of Workforce Development and Adult Learning
1100 North Eutaw Street, Room 209
Baltimore, MD 21201

ALLOWABLE WORKSHOP EXEMPTION REASONS

Please contact me at least 24 hours prior to the workshop
(Must provide documentation)

1. Laid off for 10 weeks or less
2. Verified return to work date within 14 calendar days following the workshop
3. Member of a union and actively seeking work through the union hiring hall
4. Moved out of state. (must have changed address with Unemployment Insurance and be able to document participation in another State's reemployment program)
5. Attended a RESEA or Reemployment Opportunity Workshop (ROW) workshop within the past 12 months
6. Participating in approved training (by the Maryland Department of Labor)
7. No longer receiving Unemployment Insurance benefits
8. Reemployed full time

ALLOWABLE RESCHEDULE REASONS

Please contact me at least 24 hours prior to the workshop
(Must provide documentation)

1. Job interview
2. Jury duty or court ordered/legal appointment
3. Previously scheduled medical appointment for you or a dependant, including children up to age 18, disabled adult children, and elderly parents
4. Need for an interpreter or disability related assistance
5. Death of an immediate family member (parent, sibling, spouse, or child)

Email to Schedule RESEA Google Meet Workshop

You recently began receiving Unemployment Insurance Benefits. The **"Reemployment Services and Eligibility Assessment (RESEA)"** workshop was developed to provide you with up-to-date tools and resources to assist you in your search for gainful employment. Your participation in a RESEA workshop is an important activity you must complete to maintain your Unemployment Insurance benefits.
Under normal circumstances, you would attend a RESEA workshop at one of Maryland's American Job Centers. However, due to the COVID-19 outbreak, **American Job Centers (AJC) are now closed to the public.** RESEA facilitators are serving all customers online and via telephone.

To ensure that your Unemployment Insurance benefits are uninterrupted, we are reaching out to schedule a two hour online session with you by **Google Meet**.

The RESEA workshop, which will be held via Google Meet, is scheduled for (INSERT DAY OF WEEK), (INSERT MONTH & DAY) from (INSERT TIME – To-From).

The link to the meeting can be found at: (INSERT LINK TO GOOGLE MEET).

It is required that you stay for the entire duration of the workshop to receive credit for attending.

Be prepared for your RESEA Google Meet webinar:

- ✔ Ensure you have reserved a distraction-free environment.
- ✔ Visit **the Maryland Workforce Exchange** (MWE) website https://mwejobs.maryland.gov to complete your profile information and create a resume. Know that Unemployment Insurance has already created an account for you in MWE. Click "Forgot Username/Password?" and then Option 3 "Retrieve Both." Follow the prompts and answer the verification questions. This will give you your username and allow you to create a password. Once in your account, please update your Personal Profile.
- ✔ Complete the attached MWE WP Customer Questionnaire
- ✔ You will be required to email us the completed forms for verification.
- ✔ The grace period is 15 minutes. If you are late, you may still attend, but after the workshop you will receive an email with a reschedule the date for the next workshop.
- ✔ If you don't have access to a computer, you can download the Google Meet App to your phone. If you have an iPhone, please search for it in the App Store, if you have an Android phone you can search for it in Google Play. Open the link in your computer or mobile browser and join the session on the day of the workshop. The code for this session is – (add code). Try the link at least 15 - 30 minutes prior to the session using any device to ensure its functionality and troubleshoot issues.
- ✔ When accessing Google Meet from your computer, you will not need to create an account, simply click on the link and you will be prompted to join the webinar. Please enter your first and last name so I can give you credit for attending the session.

Division of Workforce Development and Adult Learning
1100 North Eutaw Street, Room 209
Baltimore, MD 21201

- ✔ We will utilize a chat feature to ask questions and for attendance purposes. Please keep the questions general, any questions specific to your situation can be addressed to me via email or a request for a phone call.

During the call we will:

- ✔ Discuss American Job Center and Partner Services
- ✔ Labor Market Information
- ✔ Explore challenges to employment and resources to help you overcome them with live demos.
- ✔ Review Unemployment Insurance requirements

If you wish to request interpretation services or have any questions, you can reach me at (INSERT EMAIL ADDRESS OF FACILITATOR).

Thank you for the privilege of allowing us to assist you in your transition back to work.

Sincerely,

Insert: Name of Facilitator

Insert: Title of Facilitator

NOTE: If you have returned to work and are no longer receiving benefits please reply with your return to work information: Employer Name, Address, Phone Number and Return to Work Date.

*** Para comunicarse con un representante hispanohablante, por favor responde a este correo o llame al 443-492-9349, dejando un mensaje de voz con su nombre y numero de telefono.***

11/15/2019

Your attendance is REQUIRED.
Failure to attend will result in delay or denial of your UI benefits.

«Firstname» «Lastname»,
Address
City, State, Zip

<< Dear Mr/Ms >>

Thank you for being a part of the economic growth of Maryland throughout your career. We understand the impact of losing your job, both emotionally and financially, and we are here to support you. While Unemployment Insurance (UI) provides your benefits, we have developed the "**Reemployment Opportunity Workshop (ROW)**" to provide you with up to date tools and resources to assist you in your job search.

IMPORTANT ROW WORKSHOP INFORMATION

Date:

Time:

Location:

- Please plan to be present for the full workshop as required by Unemployment Insurance policy.
- Late arrival of 15 minutes or more will require a reschedule of this workshop.
- Children are not permitted to attend this workshop.

If you are a person with a disability who may require special accommodations or if you need assistance in a language other than English please phone or email me as soon as possible at 410-290-2601 or lday@maryland.gov, so we can make arrangements to better serve you.

The workshop will be cancelled and rescheduled only if county public schools are closed due to bad weather **in the county where the workshop is scheduled.** You will be notified by mail of the reschedule date.
If schools are on a delayed opening, the workshop schedule is not impacted.

For information regarding exemptions and reschedules, **please refer to the back of this letter.**

We look forward to meeting and assisting you with your transition back to work!

Sincerely,

ROW Facilitator

Maryland
DEPARTMENT OF LABOR

Division of Workforce Development and Adult Learning
1100 North Eutaw Street, Room 209
Baltimore, MD 21201

ALLOWABLE WORKSHOP EXEMPTION REASONS

Please contact me at least 24 hours prior to the workshop
(Must provide documentation)

1. Laid off for 10 weeks or less
2. Verified return to work date within 14 calendar days following the workshop
3. Member of a union and actively seeking work through the union hiring hall
4. Moved out of state. (must have changed address with Unemployment Insurance and be able to document participation in another State's reemployment program)
5. Attended a ROW workshop within the past 12 months
6. Participating in approved training (by the Maryland Department of Labor)
7. No longer receiving Unemployment Insurance benefits
8. Reemployed full time

ALLOWABLE RESCHEDULE REASONS

Please contact me at least 24 hours prior to the workshop
(Must provide documentation)

6. Job interview
7. Jury duty or court ordered/legal appointment
8. Previously scheduled medical appointment for you or a dependant, including children up to age 18, disabled adult children, and elderly parents
9. Need for an interpreter or disability related assistance
10. Death of an immediate family member (parent, sibling, spouse, or child)

Maryland
DEPARTMENT OF LABOR

Division of Workforce Development and Adult Learning
1100 North Eutaw Street, Room 209
Baltimore, MD 21201

ROW E-MAIL

You recently began receiving Unemployment Insurance Benefits. The **"Reemployment Opportunity Workshop" (ROW)** was developed to provide you with up-to-date tools and resources to assist you in your search for gainful employment.
Under normal circumstances, you would attend a ROW workshop at one of Maryland's American Job Centers. However, due to the COVID-19 outbreak, **American Job Centers are now closed to the public.** To ensure customers continue to receive these important reemployment services, ROW facilitators are currently providing ROW services to all customers online and via telephone.

The ROW meeting, which will be held online via Google Meet, is scheduled for (INSERT DAY OF WEEK), (INSERT MONTH & DAY) from (INSERT TIME – To-From). The link to the meeting can be found at: (INSERT LINK TO GOOGLE MEET).
Also, remember to check your personal email and Maryland Workforce Exchange inbox for important messages from UI and Workforce Development.
Please complete the following activities in advance of your ROW phone session:

- ✓ Ensure you have reserved a clear and a distraction-free environment for the webinar.
- ✓ Visit **the Maryland Workforce Exchange** website https://mwejobs.maryland.gov to enter your profile information and create a resume.
- ✓ Please complete and return the Wagner Peyser form

If you wish to request interpretation services, have any questions, or are unable to use Google, you can reach me at (INSERT EMAIL ADDRESS OF FACILITATOR).

During the webinar, we will explore challenges to employment and provide you with the tools to quickly get you back to work.

Thank you for the privilege of allowing us to assist you in your transition back to work.

Sincerely,

Insert: Name of Facilitator

Insert: Title of Facilitator

Maryland
DEPARTMENT OF LABOR

Division of Workforce Development and Adult Learning
1100 North Eutaw Street, Room 209
Baltimore, MD 21201

ROW Text Message

"Maryland's Department of Labor - Office of Workforce Development, invites you to participate in a virtual discussion concerning your work search and reemployment services.

The Reemployment Opportunity Workshop (ROW), which will be held via Google Meet, is scheduled for (INSERT DAY OF WEEK), (INSERT MONTH & DAY) from (INSERT TIME – To-From). The link to the meeting can be found at: (INSERT LINK TO GOOGLE MEET).

We look forward to meeting with you to provide you with the tools to quickly get you back to work. If you wish to request interpretation services, have any questions or are unable to use Google, you can reach me at (INSERT FACILITATOR EMAIL ADDRESS AND PHONE NUMBER).

(INSERT FACILITATOR NAME)

(INSERT FACILITATOR TITLE)

APPENDIX D

DOCUMENTATION FOR MARYLAND WPRS PROFILING MODEL

2017 Maryland Profiling Model

This document lays out information related to building, selecting and specifying Maryland's Profiling/RESEA model as specified by the Office of Unemployment Insurance, in the US Department of Labor. The model uses the following variables:

- A continuous variable for the delay in filing for benefits following separation
- A continuous variable for the claimants' wage replacement rate
- A continuous variable for the claimants' separating job tenure in years
- A continuous variable for the claimants' number of claims over the prior 3 years
- A categorical variable for the claimants' education level
- A categorical variable for the claimants' separating job's occupation code
- A categorical variable for the claimants' separating employer's industry code

Notes about the data provided for Maryland's model build

The final dataset for Maryland's profiling model build was received in early December 2016. The dataset included claims with benefit year end dates ranging from July 2015 through June 2016 which covered initial filing dates from July 2014 to August 2015. The original dataset included 153,996 observations with 19 variables per observation. Of those observations, 54,559 had $0 paid while an additional 10,267 were filed as interstate claims leaving a total 88,701 observations for use in the model build. From this I randomly split out roughly 25% of the observations to be set aside and used for model validation. This left 66,454 cases to be used in building the Maryland profiling model.

The dependent exhaustion variable was set to include claimants that received 100% of their benefit entitlement which in a uniform duration state such as Maryland corresponds to claimants using up all 26 weeks of benefits. The exhaustion rate in the dataset used to build the model was 35.58% versus the overall exhaustion rate in the full state dataset of 35.53%. Within the remaining observations there was very little missing data, most of which was within the NAICS codes, SOC codes and the first and last day worked with the separating employer. For the cases missing NAICS and SOC codes claimants were grouped together as missing and assigned a category accordingly. Since the delay in filing (the file date minus the last day worked) and the tenure variables (the last day worked minus the first day worked) were both continuous, missing cases were set roughly equal to the overall average delay and tenure rates.

Brief overview and thoughts on model

This model was built based on claimants with initial claim filing dates ranging from July of 2014 through June of 2015. This means the model was built during a still improving economy with rising employment and falling unemployment. As always, we recommend the state considers updating the model coefficients in 2 to 3 years to reflect changes in the economy and the workforce.

A few additional thoughts on the data as used in the model and model building process. I brought in the local area unemployment statistics (LAUS) from the Bureau of Labor Statistics (BLS) but none of the variables I reviewed, including the employment level, the one month change in employment, the 12-month change in employment, the unemployment rate (TUR), the one month change in the TUR or the 12-month change in the TUR proved useful to include in the model. This was a change from the previous version of MD's model which included the local area unemployment rates. I believe this variable is somewhat more useful during periods of decreasing employment and rising unemployment rates based on my own experience with it but at this point it did not appear to be worth including.

The education variable included a large number of categories including the number of years of education from 1 to 19, plus standard higher education degrees (associates, bachelors, masters, etc.,) and professional certifications (including the number of certifications up to 9). I chose to break these down into more simplified categories before completing further analysis as is standard procedure to deal with small group sizes and the reasonable expectation of limited variation in actual likelihood of

exhaustion (for instance the difference between a claimant with 2 or 4 years of education). These groupings included claimants with 8 or fewer years of education, some high school (9-11), a high school degree (12), those with 3 to 9 professional certifications and those in the remaining categories included in the dataset. From there, further analysis was completed (using a chi-square automatic interaction detection (CHAID) analysis program) further simplifying the categories into statistically significant groupings. I used the same CHAID analysis to group the 2 digit NAICS codes and the 2 digit SOC codes into statistically significant groupings. When the model is implemented into the system, each 2 digit code should refer to its own coefficient so that in the future when basic model updates are completed, these groupings may easily be changed which will make the updates more able to properly reflect changing economic conditions.

The variable for the number of claims in the last three years was interesting and indicated a higher likelihood of exhaustion for claimants with fewer claims as would normally be expected while claimants that likely claimed once per year for a total of 3 claims were likely seasonal and less likely to exhaust. When claimants had more than 3 claims in the last three years however, the claimant was more likely to exhaust which may indicate a systematic issue.

One additional note: I've included a total of 10 decimal places below for the state's use in implementing the profiling model. This many decimal places may not be necessary for differentiating between claimants' scores and was included for use at the state's discretion.

Creating variables to compute the logit

Continuous Variables

- Create a variable for the claimant's delay in filing. This variable should show the number of weeks (rounded to the nearest whole number) that a claimant waited from the last day worked to the initial file date of the claim. The delay in filing is truncated at 15 weeks so any claimants

that had a delay in filing of more than 15 weeks should be set to 15. Multiply the number of weeks a claimant delayed filing by

0.0532307724

- Create a variable for the claimant's tenure with their separating employer. This variable should show the number of years that a claimant worked (rounded to the nearest tenth) computed as the last day worked minus the first day worked with the separating employer. In cases where there is no data for the last day worked, the tenure should be set to the group average of 3.1 years. The tenure is truncated at 10 years, so any claimants that had a tenure longer than 10 years should be set to 10. Multiply the number of years of tenure by:

0.0542099279

- Create a variable for the base period wage replacement rate (WRR) of the claimant. This number measures the size of a claimant's weekly benefit amount compared to an estimate of their weekly base period wage based on the claimant's base period wages. To compute this effect, first calculate the wage replacement rate by dividing the claimant's weekly benefit amount by the base period wages divided by 52.

(WBA)/(Base period wages/52)

Round the WRR to the nearest hundredth and truncate the results at 0.54 and set all results above 0.54 equal to 0.54. Multiply the truncated wage replacement rate by

1.8155483618

Categorical Variables

- Create a categorical variable for the number of new initial claims made over the past 3 years by the claimant. The categories should be the following: 1 claim, 2 claims 3 claims and 4 or more claims and should be coded with the following values:

If claims_last_3 = 1 then set value = 0
If claims_last_3 = 2 then set value = -0.4044208928
If claims_last_3 = 3 then set value = -0.7295282268
If claims_last_3 >= 4 then set value = -0.0866868500

- Create a categorical variable for the education level of the claimant. The education variable is broken into 5 groups which should be coded as follows:

If Ed = 01 then set ed_cat = 0
If Ed = 02 then set ed_cat = 0
If Ed = 03 then set ed_cat = 0
If Ed = 04 then set ed_cat = 0
If Ed = 05 then set ed_cat = 0

If Ed = 06 then set ed_cat = 0
If Ed = 07 then set ed_cat = 0
If Ed = 08 then set ed_cat = 0

If Ed = 09 then set ed_cat = 0.6204551084
If Ed = 10 then set ed_cat = 0.6204551084
If Ed = 11 then set ed_cat = 0.6204551084

If Ed = 12 then set ed_cat = 0.5570566173
If Ed = 14 then set ed_cat = 0.5570566173
If Ed = 15 then set ed_cat = 0.5570566173
If Ed = 19 then set ed_cat = 0.5570566173
If Ed = C3 then set ed_cat = 0.5570566173
If Ed = C4 then set ed_cat = 0.5570566173
If Ed = C5 then set ed_cat = 0.5570566173
If Ed = C6 then set ed_cat = 0.5570566173
If Ed = C7 then set ed_cat = 0.5570566173
If Ed = C8 then set ed_cat = 0.5570566173
If Ed = C9 then set ed_cat = 0.5570566173
If Ed = GD then set ed_cat = 0.5570566173
If Ed = MD then set ed_cat = 0.5570566173
If Ed = PD then set ed_cat = 0.5570566173

If Ed = 13 then set ed_cat = 0.4913544247
If Ed = 16 then set ed_cat = 0.4913544247
If Ed = 17 then set ed_cat = 0.4913544247
If Ed = 18 then set ed_cat = 0.4913544247
If Ed = AD then set ed_cat = 0.4913544247
If Ed = BD then set ed_cat = 0.4913544247
If Ed = C2 then set ed_cat = 0.4913544247

If Ed = Missing/NA set ed_cat = 0.1732893814

• Create a categorical variable for the claimants 2 digit SOC code. The 2 digit SOC codes are broken into 8 groups and should be coded as follows:

If SOC2 = 11 then set soc_cat = 0
If SOC2 = 13 then set soc_cat = 0
If SOC2 = 15 then set soc_cat = 0
If SOC2 = 29 then set soc_cat = 0
If SOC2 = 41 then set soc_cat = 0

If SOC2 = 17 then set soc_cat = -0.2770666037
If SOC2 = 21 then set soc_cat = -0.2770666037
If SOC2 = 23 then set soc_cat = -0.2770666037
If SOC2 = 27 then set soc_cat = -0.2770666037

If SOC2 = 37 then set soc_cat = -0.2770666037
If SOC2 = 39 then set soc_cat = -0.2770666037
If SOC2 = 49 then set soc_cat = -0.2770666037
If SOC2 = 51 then set soc_cat = -0.2770666037
If SOC2 = 55 then set soc_cat = -0.2770666037

If SOC2 = 19 then set soc_cat = 0.1657541615
If SOC2 = 33 then set soc_cat = 0.1657541615
If SOC2 = 43 then set soc_cat = 0.1657541615
If SOC2 = MISSING/NA then set soc_cat = 0.1657541615

If SOC2 = 25 then set soc_cat = -0.5156360692
If SOC2 = 53 then set soc_cat = -0.5156360692

If SOC2 = 31 then set soc_cat = 0.2099992651
If SOC2 = 35 then set soc_cat = -0.6684497263
If SOC2 = 45 then set soc_cat = -1.1988541398
If SOC2 = 47 then set soc_cat = -0.6625190632

• Create a categorical variable for the 2 digit NAICS code. The 2 digit NAICS codes are broken into 7 groups and should be coded as follows:

If NAICS2 = 11 then set naics_cat = 0
If NAICS2 = 48 then set naics_cat = 0

If NAICS2 = 13 then set naics_cat = 0.5476829184
If NAICS2 = 21 then set naics_cat = 0.5476829184
If NAICS2 = 22 then set naics_cat = 0.5476829184
If NAICS2 =23 then set naics_cat = 0.5476829184
If NAICS2 = 31 then set naics_cat = 0.5476829184
If NAICS2 = 34 then set naics_cat = 0.5476829184
If NAICS2 = 41 then set naics_cat = 0.5476829184

If NAICS2 = 32 then set naics_cat = 0.7594714225
If NAICS2 = 33 then set naics_cat = 0.7594714225
If NAICS2 = 56 then set naics_cat = 0.7594714225

If NAICS2 = 42 then set naics_cat = 0.9501309540
If NAICS2 = 49 then set naics_cat = 0.9501309540

If NAICS2 = 51 then set naics_cat = 0.9501309540
If NAICS2 = 81 then set naics_cat = 0.9501309540

If NAICS2 = 44 then set naics_cat = 0.9721216251
If NAICS2 = 45 then set naics_cat = 0.9721216251
If NAICS2 = 53 then set naics_cat = 0.9721216251

If NAICS2 = 93 then set naics_cat = 0.9721216251

If NAICS2 = 52 then set naics_cat = 1.0923426165
If NAICS2 = 61 then set naics_cat = 1.0923426165
If NAICS2 = 92 then set naics_cat = 1.0923426165

If NAICS2 = 54 then set naics_cat = 0.9007897446
If NAICS2 = 62 then set naics_cat = 0.9007897446
If NAICS2 = 72 then set naics_cat = 0.9007897446
If NAICS2 = MISSING/NA then set naics_cat = 0.9007897446

If NAICS2 = 55 then set naics_cat = 0.4124693333
If NAICS2 = 71 then set naics_cat = 0.4124693333

Regression Constant

- Create a constant for the model and set it to

-2.7969009888

Computing the Logit

Calculating the logit is the first step in calculating probabilities. The logit is the sum of all of the marginal effects in the model. Each variable listed above has a marginal effect, which is the number associated with the variable or it's values. The logit is simply the sum of all the variables listed above plus the regression constant.

So for a simple example of a claimant with a delay in filing of 14 weeks, a tenure of 13 years, 1 claim in the past 3 years (the current claim), education level/code of 11, a 2 digit SOC code of 31, a 2 digit NAICS code of 62 and a wage replacement rate of 0.77, you would calculate the logit as:

Logit = (-2.7969009888) + (14 * 0.0532307724) + (10 * 0.0542099279) + (0) + (0.6204551084) + (0.2099992651) + (0.9007897446) + (0.54 * 1.8155483618)

Logit = 1.202069337

This number, the logit, shows the marginal effect for each variable plus the constant, added together. This number is NOT the probability you'll use to rank claimants. You'll need to perform a logit transformation as described below to produce the probability of exhaustion for this claimant.

Computing the probability by performing a logit transformation

Step three is doing the logit transformation. This is generally expressed as the following:

Probability = $[(e^{logit})/(1 + e^{logit})]$

where "logit" is the computation as described above (i.e. Logit = 1.202069337) and e = 2.71828183 and should be treated as a constant. This number must, by definition, produce a value between 0.0000 and 1.0000. If you find values outside this range, debug your script. You should be able to prove to yourself that any number going into this equation should give you a value between zero and one. For the example provided above, with a logit of 1.084246399, the final probability would be 0.7688927, which can also be expressed as 76.88927 %.

Interpreting this number (76.9%) is straightforward: it's the probability that a claimant will be an exhaustee as we define them. Operationally speaking, you will compute this number or score for each claimant eligible for referral, rank the claimants by the scores, and then serve those with the highest scores first through RESEA.

For reference purposes, during model development we found that your data produced ranges of scores between roughly 2% and 79%, with an average of 35% and a standard deviation of 0.1429. Assuming the provided dataset was a representative sample of the claimant population, staff implementing the model should expect to see a similar range of scores and dispersion in their values.

Technical note to programmers: no matter how you finally elect to implement the computations described in this document, on your systems and in your software, I strongly suggest you store the coefficients in an external lookup table to read at run- time, as opposed to in the program code itself. This will allow the model users to update the model coefficients without changing any of the program coding, a very beneficial feature for the longer-term maintenance of the model. If you would like information on how other states have implemented these changes let us know and we can get you in touch with other states that have made updates extremely simple through the use of coefficient lookup tables.

Brief Overview of Model Performance:

The table below shows the exhaustion rates of ten groups of claimants that have been grouped together based on the model assigned profiling scores. The first column shows the average predicted exhaustion rates/profiling scores for each group or "decile" and the second column shows the actual exhaustion rates for these groups. Ideally these number should be very similar and should both show consistent and similar growth patterns throughout. In our case we are particularly interested in the top 30% of profiling scores identifying those most likely to exhaust. In the table below we can see that those identified as most likely to exhaust have actual exhaustion rates of 45.8%, 51.6% and 59.1%. When we compare this to the overall exhaustion rate of the entire data sample of 35.6% we can see the model is doing significantly better at identifying claimants that are likely to exhaust than random chance alone (in which case we would expect to see roughly 35.6% exhaustion rates across the board).

Decile	Average Predicted Exhaustion Rates	Average Actual Exhaustion Rates
1	12.1%	10.9%
2	19.1%	19.0%
3	24.3%	24.5%
4	29.0%	30.5%
5	33.2%	34.1%
6	37.3%	37.8%
7	41.6%	40.8%
8	46.2%	45.8%
9	50.9%	51.6%
10	60.2%	59.1%