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Randomized Controlled Trial Impact Study of the Colorado RESEA Program

Interim Evaluation Report

August 2026

Arnold Ventures

COLORADO Department of Labor and Employment

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About Actus

Actus Policy Research (Actus) is an independent research organization dedicated to delivering high-quality research and program evaluation services to U.S. Federal and state government agencies, non-profit and community-based organizations, educational institutions, and Federal grantees. Actus specializes in developing and implementing state-of-the-art research designs for randomized controlled trials (RCTs), quasi-experimental impact evaluations, cost-benefit analyses, implementation studies, evaluability assessments, and outcome studies. The Actus team has subject matter expertise in a range of policy areas, including labor market, education, food security, welfare, youth, and criminal justice.

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1. Introduction

In 2015, the U.S. Department of Labor (DOL) established the Reemployment Services and Eligibility Assessment (RESEA) program, a federally funded job-search assistance intervention targeting Unemployment Insurance (UI) claimants. The RESEA program requires new UI claimants to meet with job counselors for an eligibility review to confirm compliance with UI work search requirements and to receive services to aid their job search. Since 2018, all 50 states and the District of Columbia have been operating RESEA programs, making RESEA the largest job-search assistance intervention ever implemented in the U.S. context.

The Colorado RESEA program, administered by the Colorado Department of Employment and Labor (CDLE), requires services-eligible UI claimants to attend a virtual meeting with trained RESEA Program Navigators. During this meeting, claimants undergo an eligibility review and receive job-search assistance services. After the meeting, claimants must complete assigned service activities and attend a follow-up meeting with local Workforce Center job counselors (called Career Coaches) for another eligibility review and to receive additional services.

In January 2023, the CDLE partnered with Actus Policy Research (Actus) to evaluate the effectiveness of the Colorado RESEA program in reducing UI benefit receipt and improving participants' reemployment outcomes. The evaluation, funded by Arnold Ventures, includes two components:

1) A ***randomized controlled trial (RCT) impact study*** designed to estimate the effects of the program on claimants' UI receipt, employment, and earnings.
2) An ***implementation study*** designed to assess program implementation and provide the context to interpret the findings of the RCT impact study.

Actus developed an RCT research design in which RESEA-eligible claimants were randomly assigned to one of two groups:

- *RESEA group*—These claimants were required to participate in the RESEA program.
- *Control group*—These claimants were not required to participate in the RESEA program and were exempt from any associated requirements for the duration of their claims.

The study was implemented in 42 of the 50 Workforce Centers that operated the RESEA program, with the 85-week RCT intake period beginning in the third week of

August 2023 and continuing through the last week of March 2025, a period characterized by historically low unemployment and UI receipt. During the RCT intake period, a total of 76,796 claimants were randomly assigned as follows: 10,317 (13.4%) to the RESEA group and 66,479 (86.6%) to the control group. By virtue of random assignment, the study estimates the program's causal impacts by comparing the post-randomization outcomes between the RESEA group and the control group.

This Interim Report presents findings from the ongoing evaluation, based on data collected through June 2026. Key findings include:

The program was very successful in facilitating claimant meetings with job counselors. Nearly 81% of all RESEA group claimants completed the initial meeting, with an additional 12% returning to work before the meeting was scheduled. Moreover, 66% of all RESEA group claimants completed the follow-up meeting, with an additional 20% finding jobs before the meeting was scheduled.

The program reduced UI receipt, resulting in substantial savings for the UI program. Analysis of the program's impact on UI outcomes shows that the program reduced UI duration by 0.61 weeks, resulting in $323 in UI savings per participant. Further, the program reduced the likelihood that participants would exhaust their benefit entitlements by almost 8%. Based on the average UI savings per participant multiplied by the number of claimants served during the study period, these results suggest that the program generated more than $3.3 million in total UI savings.

The program had positive impacts on employment and earnings in the first quarter after UI entry. The program increased employment by 1.1 percentage points and earnings by $301 in the first quarter after UI entry, but only the employment effect is statistically significant at the conventional 5% level. The employment and earnings impacts in quarters 2 and 3 after UI entry are close to zero.

Overall, these findings provide evidence that the Colorado RESEA program was effective in reducing UI receipt and generating significant savings for the Colorado UI program. These impacts are accompanied by positive effects on quarter 1 employment and earnings, which suggest that the program may have helped some participants improve their short-term reemployment outcomes. However, at this interim stage, there is no evidence that the program improved employment and earnings in subsequent quarters. These results occurred during a period of historically low unemployment and short UI durations in both Colorado and nationally, and thus, they do not necessarily represent the program's impacts under different labor market conditions.

The remainder of this report is organized as follows. Chapter 2 provides an overview of the Colorado RESEA program and outlines the key evaluation objectives. Chapter 3 describes the research design and the findings of the RCT impact study. Chapter 4 presents the implementation study findings and provides insights into the program's execution. Chapter 5 summarizes the findings and outlines future evaluation activities.

2. Background

2.1. The RESEA Program

In 2005, DOL established the Reemployment and Eligibility Assessment (REA) program to enforce the requirement that service-eligible UI claimants actively search for work and remain able and available to obtain suitable employment while receiving benefits.[1] The program required service-eligible UI claimants to visit a local employment office for an eligibility review to confirm they were actively searching for work and to obtain information about available services to aid their job search (Poe-Yamagata *et al.*, 2012). The primary objective was to reduce UI costs by discontinuing benefit payments to claimants who did not comply with work-search requirements and to boost claimants' job-search efforts. The program was initially operated by nine states and expanded to 42 states by 2011 (U.S. Department of Labor, 2012).

In 2012, DOL published an experimental impact study of REA programs implemented during the Great Recession in Nevada, Florida, Idaho, and Illinois. The study showed that the programs were effective in reducing UI spells and yielding UI savings, but that the Nevada program had much higher impacts than programs in other states (Poe-Yamagata *et al.*, 2012). Furthermore, the Nevada program was the only one that increased participants' employment and earnings following program participation. The higher effects of the Nevada REA program were attributed to the

[1] Service-eligible UI claimants typically include all claimants who collected their first UI payment, except those on temporary layoff, those conducting their search through union hiring halls, and those participating in approved training.

mandatory provision of job counseling services to claimants after the eligibility review. Programs in the other states did not mandate job counseling services.

The Nevada REA program garnered considerable attention in the literature. Two studies showed that while program effects were partly due to voluntary claimant exits and disqualifications of those deemed ineligible during the review, most of the effects were attributable to counseling services assisting participants in their job search efforts (Michaelides and Mueser, 2018; Michaelides and Mueser, 2020). Additional research showed that the program yielded long-term effects for participants, their families, and the government (Manoli *et al.*, 2018), was at least as effective in periods of moderate unemployment (Michaelides and Mueser, 2026), and was more effective than other state programs in aiding youth UI claimants (Michaelides *et al.*, 2021).

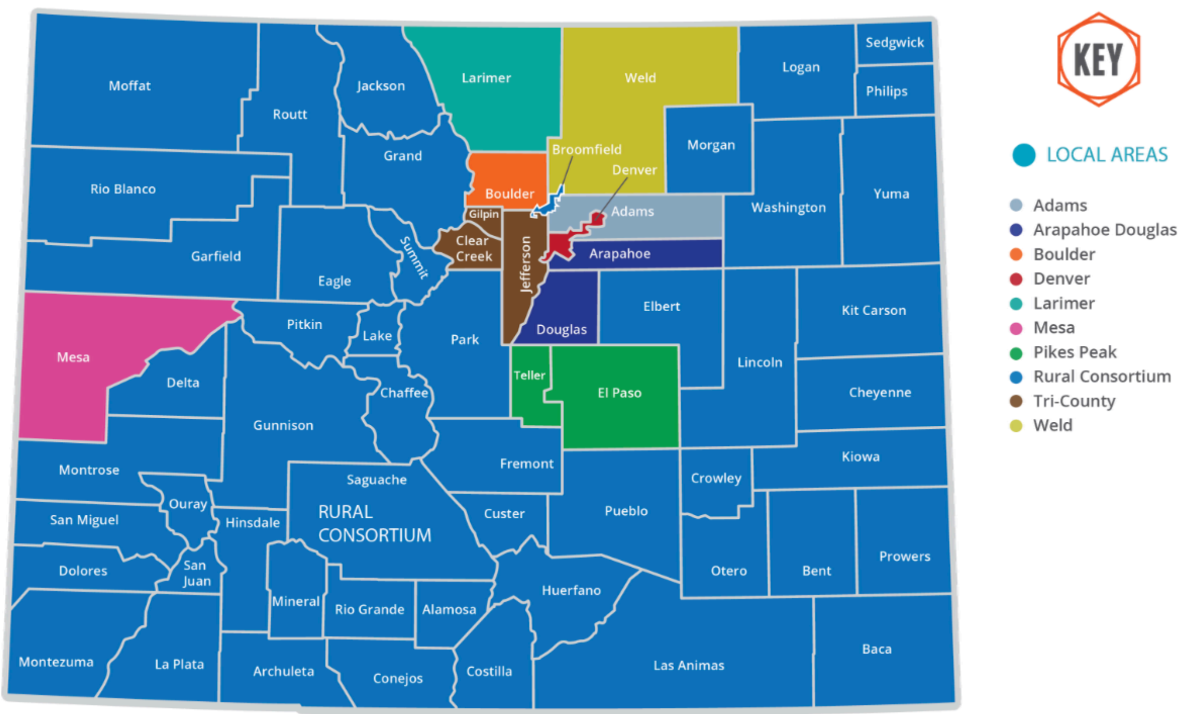
In 2015, drawing from the results of the Nevada program, DOL encouraged state workforce agencies to replace their REA programs with interventions that required claimants to both undergo an eligibility review and receive job counseling services (U.S. Department of Labor, 2015). To underscore this shift, the REA program was renamed RESEA (Reemployment Services and Eligibility Assessment). The momentum of RESEA was further solidified with the passage of the Bipartisan Budget Act of 2018, which permanently authorized the nationwide implementation of RESEA and allocated more than $150 million to support the program in all 50 states and the District of Columbia (U.S. Department of Labor, 2019). In FY 2023, when the current evaluation started, DOL appropriated $375 million for the RESEA program (U.S. Department of Labor, 2023). Federal support for RESEA peaked at $476 million in FY2026 (U.S. Department of Labor, 2026).

2.2. The Colorado RESEA Program

The Colorado RESEA program provides UI claimants with intensive job-search services designed to help them return to employment and exit UI quickly. In particular, the program requires selected RESEA-eligible UI claimants to attend a virtual meeting with trained RESEA Program Navigators to: 1) undergo an eligibility review to assess if they are compliant with UI work-search and other requirements and 2) receive customized reemployment services. Claimants are also assigned to additional service activities to be completed after the meeting. Claimants who collect at least four weeks of benefits are then required to attend a follow-up RESEA meeting with local Workforce Center Career Coaches to undergo another eligibility review, confirm that they completed the mandatory service activities, and receive additional services.

The Colorado RESEA program operates across all 10 federally recognized Local Workforce Areas (LWAs) in the state (Figure 1). CDLE is responsible for the overall administration of the program, with the support of local Workforce Development Boards (WDBs), which provide oversight and guidance to local Workforce Centers within each LWA. CDLE directly employs and trains the RESEA Program Navigators and the Career Coaches for the Rural Consortium LWA, while Career Coaches in the remaining 9 LWAs are trained and employed by local Workforce Centers.

Figure 1: Colorado Local Workforce Areas (LWAs)



Specifically, the program operates as follows:

1) Each week, CDLE uses the MyUI+ system[2] to compile a list of RESEA-eligible claimants, which includes all UI claimants who collected their first weekly benefit payment, except those who are job attached (i.e., on temporary layoff), those conducting their search through union hiring halls, and those who are active in approved training programs. Based on information provided by claimants in

[2] MyUI+ is a comprehensive computer system used by CDLE to administer the UI program and manage both UI and RESEA operations. UI claimants also use the system to claim their weekly benefit payments, and to obtain information about their UI claim.

their UI applications, the system calculates a profiling score (ranging from 0.000 to 1.000) that predicts the probability that claimants will exhaust their benefit entitlements.

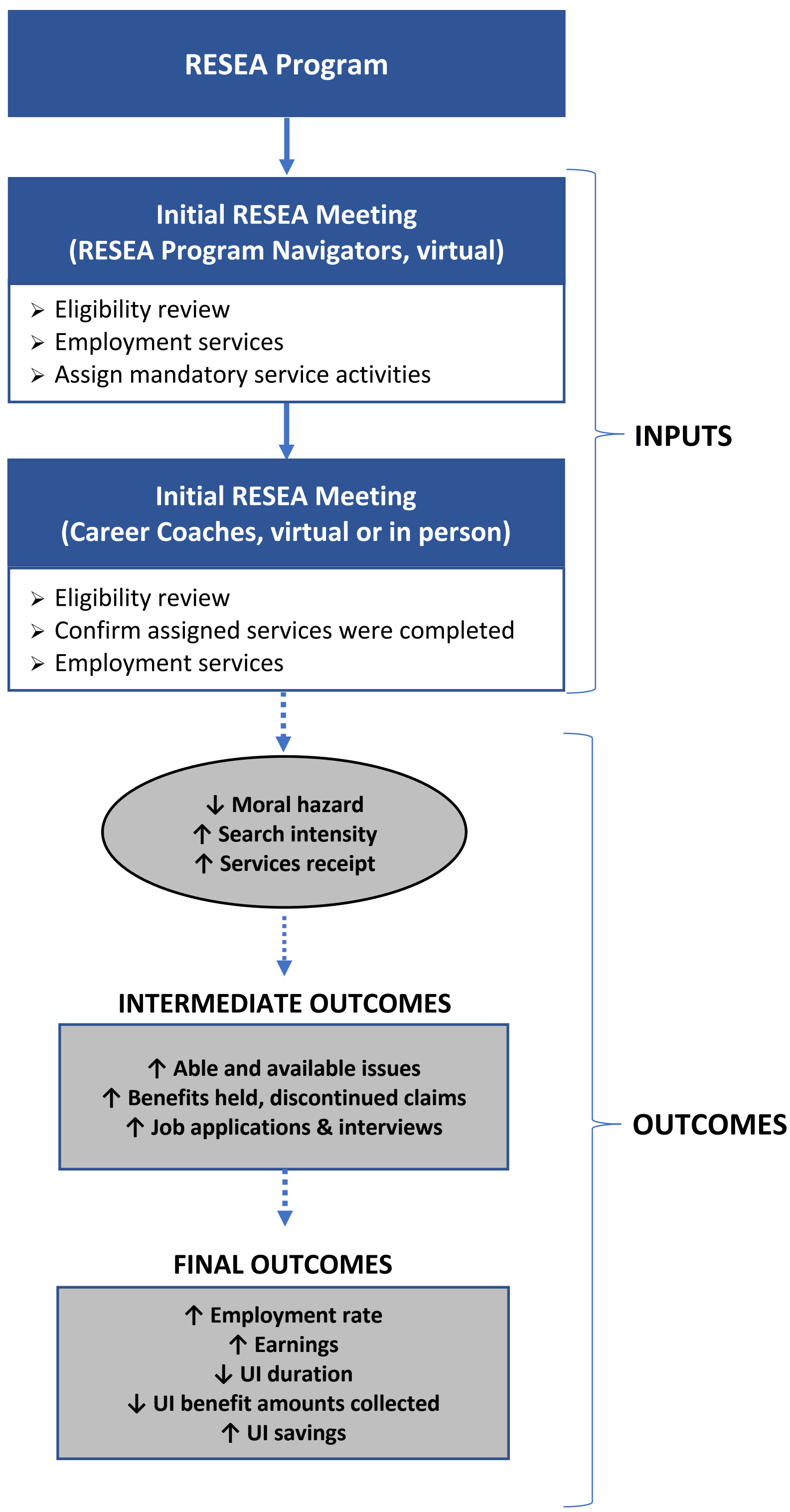
2) Using an automated process, claimants with the highest profiling scores are scheduled in available RESEA program slots. This process takes into account the capacity of local Workforce Centers to conduct the follow-up meetings. Thus, the proportion of claimants assigned to RESEA varies each week and across Workforce Centers based on program capacity.

3) Claimants selected for RESEA are sent notification letters through e-mail. In cases where clients have requested postal notification, a letter is sent by regular mail. The letter is also available on the claimants' MyUI+ portal. The letters inform claimants about program requirements and ask claimants to use the MyUI+ system to schedule and complete their initial RESEA session within 30 days. The state uses reminder robocalls in the first two weeks after selection to remind claimants to schedule their appointments. For those who fail to self-schedule their appointments within two weeks, the system automatically schedules their appointments for them.

4) RESEA Program Navigators conduct the initial RESEA meetings. At the conclusion of the meetings, they refer claimants to additional services that must be completed afterward. Additionally, the follow-up RESEA meeting is scheduled to occur within four weeks of the initial meeting. Most follow-up RESEA meetings are conducted virtually by Career Coaches at local Workforce Centers and are required for claimants who collect at least four weeks of benefits. Claimants may request an in-person meeting. During the meeting, Career Coaches review the claimants' work-search activities, including whether they completed the required services assigned during the initial meeting and whether they received additional services.

The program's Theory of Change (TOC) is illustrated in Figure 2. The TOC indicates that the program is expected to address two major policy concerns about the availability of UI benefits. First, the program is expected to reduce moral hazard, which occurs because claimants are not actively searching for work when collecting benefits, by suspending benefits for claimants identified with eligibility issues during the review, such as those who do not actively search for work or those who are not able and available to accept suitable employment. The program may also address moral hazard by disqualifying those who do not comply with program requirements, including mandatory meetings and services between meetings. This reduction in moral hazard is expected to reduce UI duration and benefit amounts collected, resulting in savings for the UI program.

Figure 2: Theory of Change: Colorado RESEA Program



Second, the program is designed to increase receipt of reemployment services, which are expected to directly assist participants' job search efforts. For example, RESEA counselors may help participants target their search more effectively, enhance the quality of their job application materials, and improve their interviewing skills. Direct job referrals to suitable jobs are expected to play an important role in expediting participant reemployment. Participants' search efforts may be further enhanced by receiving the required services between the initial and follow-up meetings. Furthermore, the meetings may motivate participants to seek services independently or intensify their job search efforts. Overall, through these service mechanisms, the program may help participants find jobs sooner and achieve higher earnings. Ultimately, the RESEA program is expected to expedite participants' reemployment, reduce UI spells, and cause savings for the UI program.

2.3. Evaluation Objectives

The overall objective of the evaluation is to examine the impacts of the Colorado RESEA program on participants' UI receipt and employment outcomes. Based on the program's TOC, the RCT impact study will address the following questions:

1) ***Did the program increase service participation?*** A key study objective is to examine whether the program increased service receipt, which is important for confirming that any program impacts on UI receipt and employment outcomes are associated with increased service engagement.

2) ***Did the program reduce UI duration and benefit amounts collected?*** Increased service take-up and enforcement of UI work search requirements may increase employment, thereby reducing UI duration. The study aims to estimate the program's causal impacts on UI duration and benefit amounts collected and to provide a rough estimate of the program's cost-effectiveness by comparing average UI savings with the average program cost per participant.

3) ***Did the program improve participants' employment rates and earnings?*** The TOC suggests that the program may enhance the participants' job search by enforcing work-search requirements and increasing service participation. It is thus expected that the program may help participants to achieve improved job matches sooner than they would in the absence of RESEA. A primary study objective is to examine whether the program increased participants' employment rates and earnings following program participation.

The evaluation also includes an implementation study to examine how the RESEA program was implemented during the study period and provide additional context for the findings of the RCT impact study.

3. RCT Impact Study

3.1. Research Design

To address the evaluation objectives, Actus developed an RCT research design, which randomly assigned services-eligible UI claimants into one of two groups:

- *RESEA group* – These claimants were required to participate in the RESEA program. They received the RESEA notification letters and were required to fulfill the usual program requirements.
- *Control group* – These claimants had no RESEA requirements. Claimants in this group received no RESEA notifications and were exempt from any associated program requirements for the duration of their UI claims.

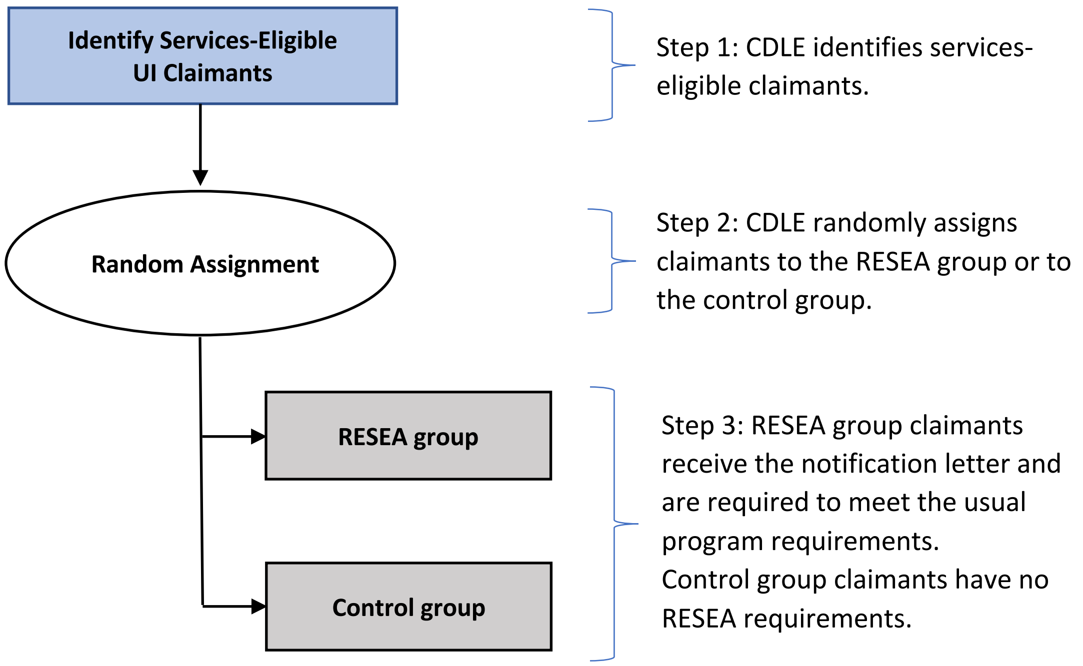
The random assignment procedure, illustrated in Figure 3, included three steps:

Step 1: Each week, CDLE used the MyUI+ system to compile the list of UI claimants who were eligible for RESEA selection. This list included all claimants who collected their first weekly benefit payment, except those who were job-attached, searched for jobs through union hiring halls, or participated in approved training. The system calculated claimant profiling scores, as usual.

Step 2: CDLE randomly assigned RESEA-eligible claimants to the RESEA group or the control group. The number of claimants assigned to RESEA varied weekly based on the capacity of RESEA Program Navigators and local Career Coaches to conduct the initial and follow-up meetings, respectively.

Step 3: Claimants assigned to the RESEA group received the notification letter and were expected to complete the usual RESEA requirements. Claimants assigned to the control group received no RESEA notifications and were exempt from any RESEA-related activities throughout their UI claims. Both RESEA and control group claimants were subject to the usual UI work-search requirements.

Figure 3: Random Assignment Procedure



The RCT intake process was implemented over an 85-week period, spanning from the third week of August 2023 through the final week of March 2025. During the RCT intake period, RESEA was implemented in 42 of the 50 Workforce Centers in the state across all 10 Local Workforce Areas (LWAs), covering about 86% of RESEA-eligible claimants in the state. Each week during this period, claimants in those 42 Centers were assigned to the RESEA and control groups based on the capacity of their local workforce offices to serve RESEA participants. To make use of available RESEA slots, each week all RESEA slots at each of the 42 Centers were filled, with the remaining claimants assigned to the control group.

Overall, as a result of this process, 76,796 claimants across the 42 Workforce Centers where RESEA was operational were randomly assigned as follows: 10,317 (13.4%) to the RESEA group and 66,479 (86.6%) to the control group.[3]

[3] These totals exclude 1,015 claimants across 31 Centers who were assigned to RESEA in weeks when their center had the capacity to serve all eligible claimants (i.e., no control group cases). They also exclude 1,647 claimants from the Denver region who were assigned from the first week of June 2024 to the second week of July 2024 during the transition of RESEA operations from the Denver Westside Center to the Denver Webb Center. These claimants were excluded because of inconsistencies in the random assignment process. Appendix Table A presents a breakdown of the study sample by Workforce Center and LWA.

3.2. Data Sources

The study sample consists of all 76,796 UI claimants who were randomly assigned during the 85-week RCT intake period. To evaluate the program's impacts, the study uses extant Colorado administrative data for all claimants in the study sample, as described below.

UI claims data. These data provide claimants' baseline UI claim information and UI payment information, as follows:

> <u>Baseline UI claim information.</u> Provide claimant characteristics, as reported in the UI claim application (such as gender, race/ethnicity, age, and education), the Workforce Center to which the claimant is assigned, the week when the UI claim was submitted, and benefit entitlements (weeks of eligibility and weekly benefit amount).
>
> <u>UI payment information</u>. Provide all weekly UI payments collected by each claimant for the claim associated with random assignment.

CDLE has provided the UI baseline data for the entire study sample. These data are used to present statistical tests confirming that random assignment produced RESEA and control groups that are equivalent in terms of observed characteristics and benefit entitlements, after controlling for Center and week of assignment.

CDLE has also provided information on all UI payments collected by individuals in the study sample during their entire claim period. The UI payment data are used to estimate the causal impacts of the RESEA program on individual UI receipt outcomes—including benefit duration (in weeks), benefit amount collected, and benefit exhaustion.

UI wage records. These data provide individual quarterly earnings from UI-covered jobs in Colorado, including year, quarter, employer industry, and quarterly earnings. The study will ultimately use UI wage records from quarter 3, 2022, through quarter 1, 2029 for all claimants in the study sample.

At this interim stage, CDLE has provided UI wage records through quarter 4, 2025. Using these data, this report describes the employment history of claimants in the study sample in the four quarters prior to UI entry. Moreover, this report presents the program's impacts on employment and earnings in quarters 1-3 following UI entry for the entire study sample.

***RESEA program data*.** These data provide information on RESEA-related activities for claimants assigned to the RESEA group, including meeting scheduling, meeting completion, disqualifications, and reasons for disqualification (as applicable). CDLE has provided these data through March 2026 to document program completion outcomes for all claimants assigned to the RESEA group.

***Employment service data*.** These data provide information on the reemployment services received by UI claimants in the RESEA and control groups during their claim period. CDLE has not yet provided the required data to conduct an analysis of service receipt for the entire evaluation sample.[4] CDLE is expected to provide this information soon; Actus will update this report when it becomes available.

3.3. Characteristics of RESEA-Eligible Claimants

3.3.1. Operational Context

In 2019, prior to the COVID-19 recession, Colorado's monthly unemployment rate averaged 2.7%, almost a full percentage point lower than the national average (see Figure 4). During the COVID-19 crisis, the Colorado unemployment rate peaked at 11.7% in May 2020, compared to 13.2% nationally. Similar to the national economy, the Colorado unemployment rate rapidly declined following the pandemic, reaching a low of 2.6% in August 2022. From September 2022 through the start of the RCT intake in August 2023, the Colorado unemployment rate gradually increased. During the RCT intake period, from August 2023 through December 2024, the Colorado unemployment rate continued to rise, averaging nearly 4.5%.

Colorado also experienced a historic spike in the number of new UI claims with first payments during the pandemic (Figure 5). In 2019, prior to the pandemic, the monthly average was 5,185 claims with a first payment, a figure that skyrocketed to 212,161 claims in April 2020. Following the pandemic, the number of UI claims declined, averaging 6,866 claims per month in the year prior to the start of the RCT intake period. Similar to the unemployment rate, the number of claims gradually increased during the RCT intake period, averaging 7,442 claims per month from August 2023 through December 2024.

Overall, the Colorado labor market was fairly strong during the RCT intake period,

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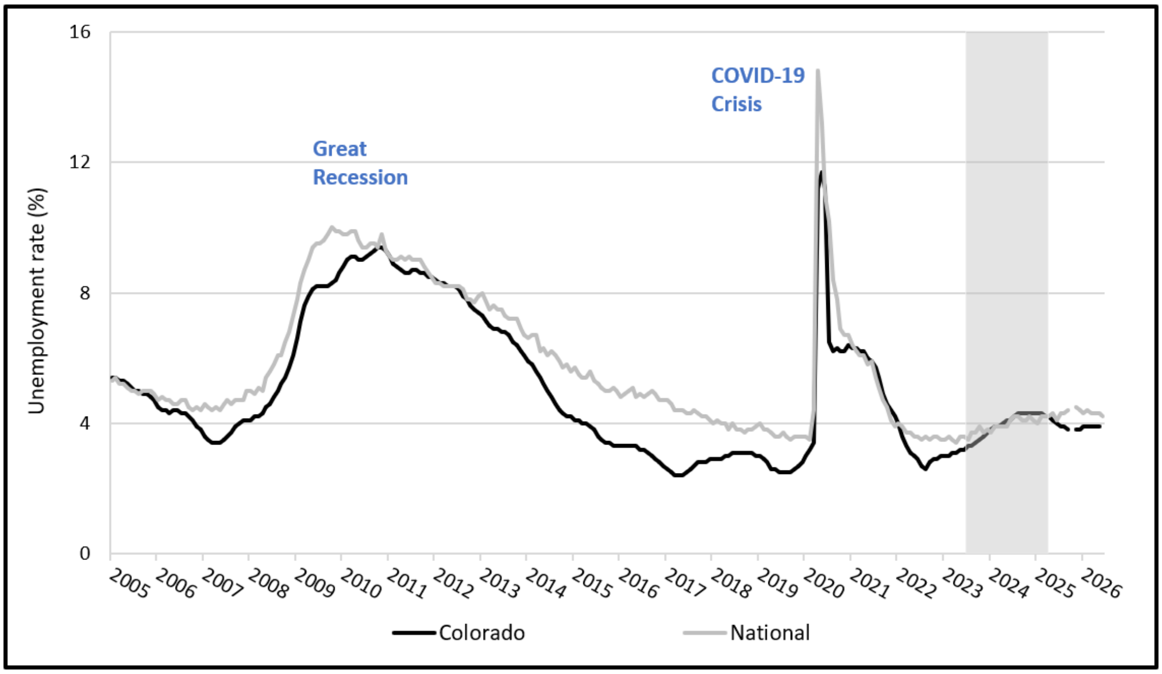
[4] In April 2025, CDLE provided partial information on employment services for a portion of the evaluation sample, which is insufficient to examine service receipt in this report.

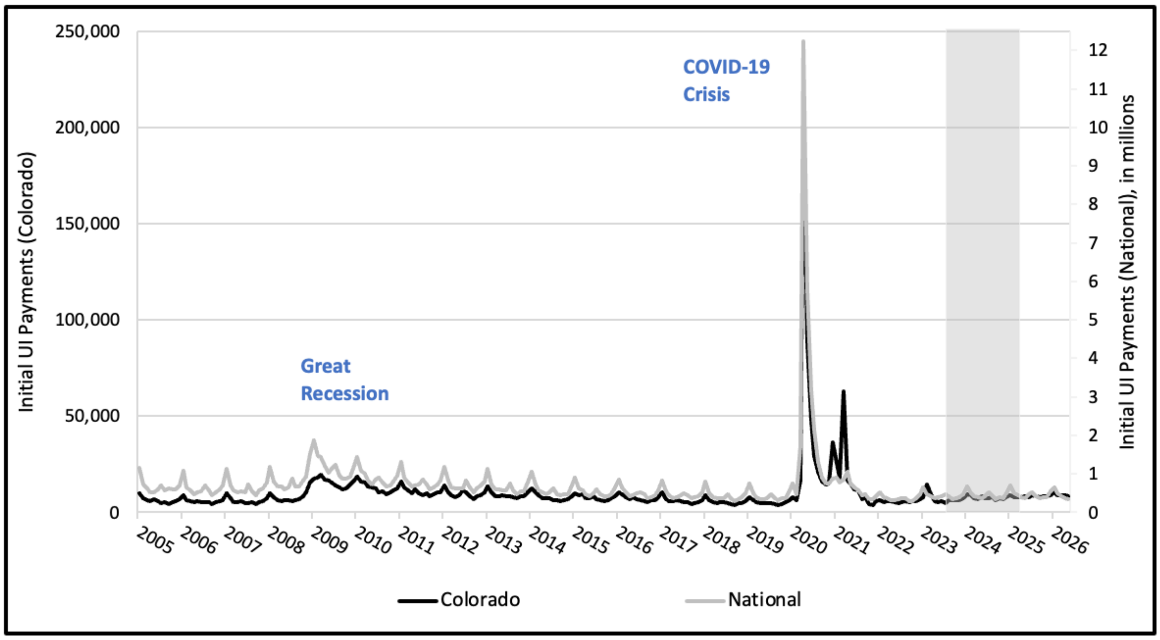
although both the unemployment rate and the number of new UI claims were higher than pre-pandemic levels and exhibited an upward trend.

Figure 4: Colorado and National Unemployment Rate



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

Figure 5: Colorado and National UI Claims with a First Payment



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

3.3.2. Claimant Characteristics

During the RCT intake period, 76,796 claimants were eligible for RESEA. Of these, 10,317 (13.4%) were randomly assigned to the RESEA group and 66,479 (86,6%) to the control group. Table 1 presents the characteristics of the study sample, based on information reported by claimants in their UI applications. Appendix Table A presents a breakdown of the study sample by LWA and Workforce Center.

As shown in Table 1, about 56% of claimants reported being male, with the majority identifying as white (74%). Race was not reported for about 12% of the sample. Nearly one-fifth of claimants self-reported Hispanic ethnicity, and ethnicity was missing for 7% of cases. Notably, approximately 45% of claimants had a college degree or postgraduate education. About 6% of claimants reported being veterans, and about 7% reported having a disability.

In Colorado, unemployed workers who lost their jobs through no fault of their own are eligible for UI benefits if they: 1) have earnings from UI-covered employment in at least two calendar quarters during the base period;[5] 2) earn a minimum of $2,500 during the base period; and 3) earn a minimum of $1,084 in each of at least two quarters during the base period. Claimants who satisfy these requirements are entitled to collect 13-26 weekly UI payments during their claim's benefit year, each for a pre-determined weekly benefit amount (WBA) calculated based on the claimant's prior earnings, subject to a $25 minimum and a $742 maximum.

Table 2 indicates that about 71% of claimants were eligible for the maximum 26 weeks of benefits. On average, claimants were entitled to a weekly benefit amount (WBA) of $621, resulting in a cumulative maximum benefit amount (MBA) of $15,390.[6] Claimants could collect their full WBA entitlement in weeks when they are unemployed within the UI claim's benefit year, which lasts 52 weeks after the start of the claim. Note that claimants could also collect a partial weekly payment if they were partially employed during the week.

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[5] The base period is defined either as the first four of the five calendar quarters prior to the UI claim or as the four quarters immediately prior to the UI claim, whichever implies eligibility.
[6] The MBA is equal to the WBA times weeks of eligibility.

Table 1: Characteristics of RESEA-Eligible UI Claimants

	Sample Proportion
Study Sample	**76,796**
Gender	
Male	55.8%
Female	44.1%
Missing	0.1%
Race/ethnicity	
White	74.2%
Black	7.8%
Asian	3.6%
Other	2.4%
Missing	12.0%
Ethnicity	
Hispanic	19.2%
Non-Hispanic	73.6%
Missing	7.2%
Age	
<25 years old	4.5%
25-34 years old	26.4%
35-44 years old	26.4%
45-54 years old	20.5%
55+ years old	22.3%
Education	
No High School Diploma	3.9%
High School Diploma	22.1%
Associate Degree / Some College	29.0%
College Degree	32.2%
Post-Graduate Degree	12.8%
Missing	0.1%
Veteran	6.1%
Disabled	7.0%

Note: Sample proportions are reported.

Source: Colorado baseline UI claims data.

Table 2: Benefit Entitlements of RESEA-Eligible UI Claimants

	Benefit Entitlements
Study sample	**76,796**
Weeks of Eligibility	
13-15 weeks	7.1%
16-20 weeks	7.4%
21-25 weeks	14.1%
26 weeks	71.4%
Weekly benefit amount ($)	621 (193)
Maximum benefit amount ($)	15,390 (5,638)

Note: Sample proportions are reported, or means with standard deviations in parentheses.
Source: Colorado baseline UI claims data.

Table 3 presents the prior earnings of RESEA-eligible UI claimants in the four quarters before program entry,[7] indicating a steady increase in claimant earnings from quarter 4 through quarter 2 before UI entry, followed by a sharp increase in the quarter immediately before UI entry.

Table 3: Prior Earnings of RESEA-Eligible UI Claimants

	Average Earnings
Prior Earnings ($)	
In quarter 1 before UI entry	18,820 (26,522)
In quarter 2 before UI entry	13,561 (20,943)
In quarter 3 before UI entry	13,235 (18,927)
In quarter 4 before UI entry	12,900 (20,672)

Note: Sample means are reported with standard deviations in parentheses.
Source: Colorado UI wage records.

[7] For example, for claimants who entered from October to December 2024 (quarter 4, 2024), the first quarter before UI entry is quarter 3, 2024, and the fourth quarter before UI entry is quarter 4, 2023.

3.3.3. Baseline Statistical Equivalency

Random assignment is expected to produce RESEA and control groups that are statistically equivalent within Center and week with respect to observed factors at the time of assignment. To test baseline equivalency, we use a regression model to estimate the likelihood of assignment to the RESEA group relative to the control group. This model takes the following form:

$$T_i = X_i \cdot b + Earn_i \cdot c + Center_i \cdot Week_i \cdot d + v_i \qquad [1]$$

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

- X_i – claimant characteristics and UI entitlements;
- $Earn_i$ – earnings in quarters 1-8 before UI entry; and
- $Center_i \cdot Week_i$ – fixed effects representing interactions between the Center the claimant was assigned to, and the week they collected their first weekly payment.

v_i is a zero-mean error term. The Center-week fixed effects are included to account for the structure of random assignment by capturing variation in RESEA assignment proportions over time and across Centers. If random assignment was successful, the estimated parameters for characteristics (b) and prior earnings (c) should not be statistically significant after controlling for Center-week, indicating that these variables cannot predict assignment to the RESEA group.

The regression results are presented in Table 4. Of the 26 estimated parameters, only one is statistically significant at the conventional 5% level, and two are significant at the 10% level (providing weak evidence of statistical significance). These results are about what we would expect by chance, indicating that the observed factors have limited statistical power to predict the likelihood of RESEA assignment and that any observed differences between the RESEA and control groups are attributable to chance.

Table 4: Regression Results: Likelihood of RESEA Assignment

	RESEA vs. Control
Gender	
Male†	--
Female	0.002 (0.002)
Other/Missing	-0.011 (0.055)
Race	
White†	--
Black	0.009 (0.004)**
Asian	-0.000 (0.006)
Other	-0.010 (0.008)
Missing	-0.007 (0.004)*
Ethnicity	
Hispanic†	--
Non-Hispanic	0.003 (0.003)
Missing	0.003 (0.005)
Age	
<25 years old	-0.005 (0.006)
25–34 years old†	--
35–44 years old	-0.001 (0.003)
45–54 years old	0.000 (0.003)
55+ years old	-0.001 (0.003)
Education	
No High School Diploma	0.006 (0.007)
High School Diploma†	--
Assoc. Degree / Some College	0.000 (0.003)
College Degree	0.000 (0.003)
Advanced Degree	0.002 (0.004)
Veteran	-0.006 (0.005)
Disabled	-0.002 (0.004)

(Table 4 continues on the next page)

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	RESEA vs. Control
Weeks of Eligibility	
13-15 weeks	-0.001 (0.005)
16-20 weeks	0.002 (0.005)
21-25 weeks	-0.006 (0.005)
26 weeks†	--
Weekly benefit amount ($)	-0.000 (0.001)
Prior Earnings (in $000s)	
In quarter 1 before UI entry	-0.0000 (0.0000)
In quarter 2 before UI entry	0.0001 (0.0001)*
In quarter 3 before UI entry	0.0001 (0.0001)
In quarter 4 before UI entry	0.0001 (0.0001)
Center-week controls	Yes
Observations	76,796
R-squared	0.1542

Note: Estimated parameters are reported with standard errors in parentheses. †Denotes omitted category for categorical variables. *, ** = statistically significant at the 10%, 5% level.

3.4. Impact Results

This section presents impact analyses using data for all 76,796 claimants assigned to the RESEA and control groups between August 2023 and March 2025. First, we present an analysis of program participation for claimants assigned to the RESEA group. Subsequently, we present the program's causal effects on UI receipt outcomes, using information on all UI payments collected by claimants in the study sample over their entire claim period. Additionally, using currently available UI wage records, we present program impacts on employment and earnings in the first three quarters after UI entry.

3.4.1. Program Participation

To achieve its objectives, the program requires claimants to attend an initial meeting for an eligibility review and job counseling. A follow-up meeting is required for claimants who still collect benefits four weeks after the initial meeting. The expectation is that increased service take-up, combined with the incentives caused by the eligibility review, will help claimants conduct a more effective job search.

Table 5 presents summary statistics on program compliance measures for RESEA group claimants. The top panel shows that nearly 81% of all RESEA group claimants completed the initial RESEA meeting, as required. An additional 11.5% had returned to work before the initial meeting was scheduled. Only about 7.8% of all RESEA claimants did not attend the initial meeting and had not returned to work.

The bottom panel shows that nearly two-thirds (65.8%) of all RESEA claimants completed the follow-up meeting. About 20.1% did not complete the follow-up meeting because they had returned to work either before the initial meeting (11.5%) or after the initial meeting but before the follow-up (8.6%). About 14.1% of all RESEA claimants failed to attend the follow-up meeting and did not return to work, including 7.8% who had not attended the initial meeting and 6.3% who had.

Table 5: RESEA Meeting Participation, RESEA Group Claimants

	RESEA Group
Number of RESEA Group Claimants	**10,317**
Initial meeting	
[1] Completed initial RESEA meeting	80.8%
[2] Did not complete, returned to work	11.5%
[3] Did not complete, no return to work	7.8%
Follow-up meeting	
[1] Completed follow-up meeting	65.8%
[2] Did not complete follow-up meeting, returned to work	20.1%
(Did not complete initial or follow-up, returned to work)	(11.5%)
(Completed initial but not the follow-up, returned to work)	(8.6%)
[3] Did not complete follow-up, no return to work	14.1%
(Did not complete initial or follow-up, no return to work)	(7.8%)
(Completed initial but not the follow-up, no return to work)	(6.3%)

Note: Sample proportions are reported.
Source: Colorado RESEA program data.

Overall, these findings show that the Colorado RESEA program was extremely effective in facilitating claimant meetings with job counselors. As mentioned, CDLE has not yet provided complete information on services received by RESEA and control group claimants; the report will be updated with this information when it becomes available.

3.4.2. Effects on UI Receipt

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

- *Benefit weeks collected* – Measures the number of weekly UI payments collected by the claimant before the end of the claim.
- *Benefit amount collected* – Measures the total benefit amount collected by the claimant, which is the sum of all weekly benefit payments collected before the end of the claim.
- *Exhausted benefits* – Indicates whether the claimant exhausted their maximum benefit entitlement, that is, whether the total benefit amount collected equaled the maximum benefit amount.

We measure these outcomes for the entire study sample using information on all UI payments collected during the claims associated with random assignment.

Table 6 presents the UI receipt outcomes for the two study groups, indicating that the average RESEA group claimant collected 16.7 weeks, relative to 17.3 weeks for the average control group claimant. Similarly, on average, RESEA claimants collected lower benefit amounts and had lower benefit exhaustion rates.

Table 6: Unemployment Insurance Receipt Outcomes by Study Group

	RESEA	Control
Number of Benefit Weeks Collected	16.7 (8.7)	17.3 (8.6)
Benefit Amount Collected ($)	10,556 (6,794)	10,986 (6,771)
Exhausted Benefits	0.413	0.445

Note: Sample means are reported with standard deviations in parentheses; for exhausted benefits, the sample proportion is reported.
Source: Colorado UI claims data.

To estimate the causal impacts of the program on UI receipt outcomes, we use ordinary least squares regression models of the following form:

$$Y_i = T_i \cdot \alpha + X_i \cdot \beta + EARN_i \cdot \gamma + Center_i \cdot Week_i \cdot \delta + u_i \qquad [2]$$

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

- T_i – a treatment indicator that equals 1 if the individual was in the RESEA group and 0 otherwise;
- X_i – observed characteristics and UI entitlements;
- $EARN_i$ – a vector with the earnings amount in each of the four quarters prior to UI entry;
- $Center_i \cdot Week_i$ – interaction terms between the Center the claimant was assigned to, and the week the claimant was randomly assigned.

u_i is a zero-mean error term. The parameter of interest in this model is α, which estimates the program's average treatment effect (ATE).[8] Note that Center-week interactions are included to account for the structure of random assignment, while individual characteristics, UI entitlements, and prior earnings are included to eliminate any minor across-group differences that may have occurred by chance and to improve the statistical power of the estimates.

Table 7 presents the results. The first column reports the ATE with robust standard errors in parentheses. The second column reports effects as percentages of the control group mean, which represents the average outcome value in the absence of the RESEA program.

Table 7: Average Treatment Effects, UI Receipt Outcomes

	Average Treatment Effect†	Effect as a percentage of control group mean
Benefit Weeks Collected	-0.61 (0.10)***	-3.5%
Benefit Amount Collected ($)	-323 (63)***	-2.9%
Exhausted Benefits	-0.034 (0.006)***	-7.6%

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

These findings strongly support the view that the Colorado RESEA program effectively reduced UI receipt. Specifically, the program reduced UI duration by 0.61

[8] This parameter estimates the impact of the program for those assigned to the RESEA group and were subject to program requirements. As such, it includes the effect of receiving the notification letter specifying program requirements as well as the effects of attending RESEA meetings and receiving services.

weeks (3.5%) compared with the control group. The program reduced the average benefit amount collected per participant by $323 and reduced the likelihood of benefit exhaustion by 7.6%. All estimates are statistically significant at the 1% level, which is higher than the conventional 5%.

3.4.3. Effects on Employment and Earnings

Using UI wage records available through quarter 4, 2025, we estimate the program's impacts on employment and earnings in quarters 1-3 after UI entry for all claimants in the study sample. We construct the following measures:

- *Employed*—Equals 1 if the claimant had positive earnings in the quarter, 0 otherwise. This indicator is constructed for quarters 1, 2, and 3.
- *Earnings*—Equals the total earnings amount earned by the claimant in the quarter. This measure is constructed for quarters 1, 2, and 3.
- *Total Earnings*—Equals the total earnings amount in quarters 1-3 after UI entry.

Table 8 presents the average employment rates and earnings for each study group. These comparisons show that the quarter 1 employment and earnings for RESEA claimants are slightly higher than those for control group claimants, while the pattern is reversed in quarters 2-3.

Table 8: Employment and Earnings by Study Group

	RESEA	Control
Employed		
In quarter 1 after UI entry	0.456	0.446
In quarter 2 after UI entry	0.564	0.560
In quarter 3 after UI entry	0.609	0.607
Earnings		
In quarter 1 after UI entry	6,146 (27,157)	6,072 (13,502)
In quarter 2 after UI entry	8,541 (12,783)	8,740 (13,326)
In quarter 3 after UI entry	9,959 (14,129)	10,289 (15,152)
Total Earnings, quarters 1-3 after UI entry	24,646 (41,663)	25,101 (36,271)

Note: Sample proportions for the employment rate are reported, and means with standard deviations in parentheses are reported for earnings.

Source: Colorado UI wage records.

To formally estimate program impacts on these outcomes, we use regression models similar to model [2] above. These models estimate the impact of the Colorado RESEA program on employment and earnings, controlling for characteristics, benefit entitlements, and prior earnings (to improve statistical power) and for interactions between week of entry and Center (to account for the random assignment structure).

Table 9 presents the results. Results show positive impacts on both employment and earnings in quarter 1 after UI entry, with the quarter 1 employment effect statistically significant at the conventional 5% level. Relative to the control group means, these impacts represent a 2.6% increase in employment and a 5.0% increase in earnings in quarter 1 after UI entry. The impacts on employment in quarters 2-3 are close to zero, while the impacts on earnings in the same period are small and about as likely to be positive as negative. Overall, the program increased total earnings in quarters 1-3 after UI entry by $350 (1%), but the estimate is not statistically significant.[9]

Table 9: Average Treatment Effects, Employment and Earnings

	Average Treatment Effect	Effect as a percentage of control group mean
Employed		
In quarter 1 after UI entry	0.011 (0.006)**	+2.6%
In quarter 2 after UI entry	0.005 (0.006)	+0.9%
In quarter 3 after UI entry	0.004 (0.006)	+0.6%
Earnings in quarter 1 after entry		
In quarter 1 after UI entry	301 (218)	+5.0%
In quarter 2 after UI entry	71 (135)	+0.8%
In quarter 3 after UI entry	-22 (148)	-0.2%
Total earnings, quarters 1-3 after UI entry	350 (385)	+1.0%

Note: Estimated parameters are reported with heteroskedasticity-robust standard errors in parentheses. The right column reports the average treatment effect as a percentage of the control group mean. = statistically significant at the 10% level.

[9] The statistical significance of the ATE is determined based on two-sided t-tests. Note that the ATE on quarter 1 earnings would be statistically significant at the conventional 5% and the ATE on quarter 1-3 total earnings would be significant at the 10% level based on one-sided t-tests, which assume that the program cannot negatively affect participants' earnings.

4. Implementation Study

Using program observations, document reviews, and interviews with program staff, the implementation study examines the processes used to operate Colorado's RESEA program and provide services to participants during the study period. The study emphasizes the approaches used to administer and conduct RESEA sessions, as well as the methods of service delivery. An important consideration for the study is how these processes change over the study period and across the state, and what effect any changes could have on program impacts. Moreover, the study identifies implementation challenges, as well as best practices and lessons learned, that emerged during implementation.

4.1. Data Sources

The evaluation team collected three types of qualitative data to support the implementation study:

- **Interviews with state and local staff.** Interviews were designed to gather information about program implementation from UI, employment and training, and partner program staff involved in implementing the RESEA program. Over the course of the study period, interviews were conducted with UI administrative and managerial staff, and a sample of RESEA Program Navigators, Workforce Center Directors, and Career Coaches, selected to reflect variation across several key factors, such as location and size of population served. Semi-structured interview guides were used to ensure that information addressing all research questions is obtained, while providing flexibility for interviewees' responses.

- **Program observations.** This involved observing selected RESEA sessions, including initial and subsequent meetings, as permitted by RESEA participants. Observations were conducted using a checklist protocol linked to the research questions to identify variation in the implementation of RESEA meetings.

- **Program document review.** Additional program details were gathered by reviewing existing materials related to the implementation of the RESEA program. Documents included training material and guidance documents for RESEA staff, templates for individual employment plans, desktop guides, forms for completing the RESEA meeting, and the letter notifying claimants of the requirement to participate in the RESEA.

The evaluation involved three rounds of data collection during the evaluation period. The first round was completed in August 2023, prior to the start of random assignment, so interviews were limited to UI staff. These early interviews were intended to inform the development of the logic model and the Evaluation Design Report. In this first round, the evaluation team also obtained and reviewed all available program documentation, as described above.

The second and third rounds of data collection were completed in March 2024, during the first half of random assignment, and in January 2025, close to the end of random assignment, respectively. Each round of data collection involved interviews with staff from UI, employment and training, and partner programs, including both administrative and managerial staff, as well as staff who conducted the first and second meetings. Both rounds also involved observations of RESEA meetings with UI claimants, including four first meetings with RESEA Program Navigators and four second meetings with Workforce Center Career Coaches.

4.2. Analysis and Findings

This section provides the implementation study findings based on the analysis of the qualitative data described above. Content analysis was used to obtain insights and identify overarching themes from both interviews, our review of program documents, and meeting observations. These findings, organized and analyzed to allow themes to emerge, shed light on the processes, best practices, and challenges related to implementing the Colorado RESEA program.

4.2.1 Implementation Context

State organization of workforce development. The CDLE consists of multiple divisions responsible for supporting the state's workforce and economic stability. The UI division is responsible for administering the state's unemployment insurance program. The Employment and Training (E&T) division oversees programs and services that help individuals find employment, develop skills, and connect with job opportunities. CDLE and E&T collaborate on workforce programs to help job seekers return to work.

Colorado is organized into 10 federally recognized Local Workforce Areas (LWAs), and all workforce programs operating within these areas are guided by a Workforce

Development Board (WDB).[10] Within each LWA, local Workforce Centers (WCFs) provide job search assistance, career counseling, training resources, and business services. Workforce Center (WFC) operations vary across regions: WFCs in the Rural Consortium are state-managed by the E&T Division of CDLE; Denver WFCs are privately managed; and WFCs in the remaining LWAs are county-managed.

History of RESEA administration and operation. Historically, Colorado's WFC staff have provided UI claimants with a range of reemployment services, including career counseling, job search assistance, resume workshops, and access to skills training programs. When Colorado began the Reemployment and Eligibility Assessment (REA) program, WDBs were given the option to administer it. However, because no additional funding was available to conduct REA activities, most did not participate.

With the transition to RESEA, participation became mandatory and statewide. Initially, the E&T Division had full control over the management and operation of the RESEA program and coordinated with the WFCs. The transition from REA to RESEA was accompanied by the expectation that WFCs would adopt a more service-oriented approach to conducting RESEA. However, implementation varied widely across regions. By 2019, DOL service delivery and monitoring reports reflected concerns about these inconsistencies and indicated that the UI Division needed to have greater control over the RESEA program.

From 2019 to 2023, the program transitioned to UI Division management, but funding continued to operate as a pass-through to the E&T Division. Operating RESEA at the county level posed challenges due to variations in local governance, staffing structures, and available resources. These factors contributed to the complexity of ensuring consistent program delivery across the state. The influx of additional UI funding further underscored the need for more direct oversight, prompting a shift toward greater UI Division control and centralization of critical activities. The rationale was to improve oversight and effectiveness, standardize the RESEA process, and provide the UI Division with greater control over program implementation.

The increase in funding also allowed the state to consider augmenting the program with follow-up RESEA appointments. However, WFCs were already struggling to accommodate initial RESEA appointments due to staffing shortages exacerbated by the COVID-19 pandemic. Hiring challenges further complicated this situation and made it clear that adjustments were needed to effectively utilize the additional funds in a manner that addressed DOL concerns.

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[10] For more details, see: https://cwdc.colorado.gov/get-involved/workforce-development-boards.

Current RESEA administration and operation. In 2023, the UI Division initiated changes to align the RESEA program's design and service delivery structure, as described in more detail below. This framework established the UI Division as the primary authority in program administration while recognizing the state CBDs as valued partners. Implementation of the program is primarily facilitated through key staff within the UI and E&T Divisions and LWA program partners.

This revised RESEA program design requires participants to attend both an initial and a follow-up meeting. Previously, when only one meeting was required, Career Coaches conducted the session. Under the new structure, state-based RESEA Program Navigators lead the initial RESEA meeting, while Workforce Center Career Coaches lead the follow-up meeting.

This two-meeting approach expands the number of RESEA sessions available to UI claimants. Additionally, assigning UI staff to conduct the initial meeting enhances consistency in program implementation and leverages the strengths of both the dedicated RESEA Program Navigators and Workforce Center Career Coaches. The initial meeting is a critical opportunity to assess the claimant's needs, identify employment barriers, and promote available reemployment services. In turn, the second meeting allows Career Coaches to fully engage participants in targeted services that address remaining employment barriers, informed by detailed claimant information gathered during the initial session. This transition to WFC-based services begins when the Navigators schedule the follow-up meeting. During the four weeks between the initial and the follow-up meeting, participants are expected to complete one of three assignments identified during the initial meeting.

4.2.2 Communication

Effective communication is essential to clarify expectations, standardize service delivery, convey new directives, processes, and procedures, address questions that may arise, and foster collaboration across divisions. To facilitate a clear and consistent approach to implementing the RESEA program, administrative and managerial staff within the UI Division have established regular communication channels. This section outlines these communication channels, along with the mechanisms that evolved over the study period.

Between the UI Division and WDBs/WFCs. The administrative and managerial staff within the UI Division use both formal and informal communication methods to ensure clear and consistent sharing of information with E&T and partner program staff regarding RESEA service delivery processes. These efforts also provide a platform for addressing questions as they arise. Key communication methods include:

- Open office hours for RESEA staff to ask questions.
- Quarterly meetings with Workforce Center Career Coaches.
- Guidance letters communicating program requirements.
- Participation in monthly state WFC Director meetings.
- Impromptu inquiries via phone or email.

WFC staff reported positive experiences working with the UI Division team throughout the program's transition. They noted that while the process involved many moving parts and frequent meetings in the early stages, the high level of communication helped facilitate smooth operational changes. One staff member described the transition as "different, but not chaotic," while another highlighted the UI team's commitment to transparency, stating that they "like to be transparent and explain things."

Between the UI Division and RESEA Program Navigators. The UI administrative and managerial team has established multiple communication channels to ensure clear and consistent information sharing with state RESEA Program Navigators. These efforts help streamline processes, address concerns, and support effective service delivery. Key communication methods include:

- Weekly "RESEA Roundup" meetings to discuss new processes and lessons learned.
- Informational emails providing updates on program procedures.
- Guidance letters communicating program requirements.
- Team chat channels organized by topic—UI questions, general scheduling inquiries, and urgent issues—with logs maintained for future reference.
- Monthly in-depth meetings to address complex challenges and program improvements.

These structured communication efforts foster collaboration, ensure Navigators stay informed, and support the smooth implementation of RESEA services.

Between RESEA Program Navigators and Workforce Center Career Coaches. Since RESEA Program Navigators and Workforce Center Career Coaches are connected through the RESEA participants they serve, effective communication between the two is essential. This is facilitated through:

- Regular meetings between RESEA Program Navigators and Career Coaches to review Workforce Center services and protocols.
- Sharing of participant information and materials generated during the initial meeting through Connecting Colorado and MyUI+ to ensure seamless transitions between the first and second RESEA meetings.
- Google Chat and email for ongoing coordination and support.

Career Coaches generally reported that RESEA Program Navigators effectively communicate the information needed for a successful second RESEA meeting and are readily available to answer questions. Navigators have also made deliberate efforts to align procedures – such as referrals for WIOA services – with WFC operations and to familiarize themselves with WFC resources.

However, some Career Coaches expressed uncertainty about how well RESEA Program Navigators understand the specific resource availability within Centers, particularly since some Navigators are responsible for multiple counties. Communication gaps between Navigators and Career Coaches occasionally lead to confusion or duplication of effort. They sometimes expressed that there's limited visibility into what was discussed during the initial meeting, leading to some repetition in the follow-up meeting.

4.2.3. Staffing

Building capacity within the UI Division. The implementation of the RESEA program involves collaboration among staff from the UI and E&T Divisions, as well as WFC program partners. UI administrative staff oversee all aspects of program implementation, ensuring compliance with DOL requirements, communicating changes to program design and processes, and addressing issues and questions as they arise.

Colorado's redesigned RESEA model has necessitated a significant expansion of staffing within the UI Division. Under the previous model with only one meeting, WFC Career Counselors conducted the RESEA meetings. However, the transition to a two-meeting model required hiring and training a team of RESEA Program Navigators to conduct the first (initial) meeting, with Career Coaches facilitating the second (follow-up) meeting. Indeed, the number of follow-up RESEA meetings that Career Coaches can complete depends on an adequate number of initial meetings conducted by Navigators.[11]

Efforts to recruit Career Coaches began prior to the program's transition. While the program made great strides in a short period of time, fully staffing these positions in a timely manner proved challenging. Staff cited several obstacles, including the lengthy hiring process for state employees, pay ceilings for the position, limited opportunities for career growth, the time required to train new hires, and retention challenges.

Additionally, the substantial expansion of the Colorado RESEA program necessitated investment in key support roles, such as supervisors, schedulers, and adjudicators, to ensure efficient service delivery. Developing this necessary internal support structure within UI to sustain the program was primarily a more gradual, demand-driven process. As specific needs emerged, staffing and resources were adjusted incrementally to ensure effective program implementation.

Training. Most RESEA Program Navigators and Career Coaches interviewed for this study reported a positive experience when training to conduct RESEA interviews. The training approach effectively equips new staff with the skills necessary to implement key components of an RESEA interview, follow a standardized process when assisting RESEA customers, and understand the UI requirements associated with the RESEA meeting.

While training experiences likely vary based on individual needs, common themes emerged. Some staff may enter the program with limited experience assessing the reemployment needs of UI claimants and connecting them to appropriate services. Others may be less familiar with UI requirements and the processes involved in conducting eligibility reviews. Additionally, differences in training objectives may reflect the distinct roles of RESEA Program Navigators, who conduct the initial meeting, and Career Coaches, who lead the follow-up session. [12]

Despite these variations, training appeared to consistently include key components delivered over a 4-6 week period:

- Independent Material Review – Staff engage in self-paced learning through background materials, Policy and Guidance Letters (PGLs), instructional

[11] This should not be construed as an indication that spending of the budget allocations for LWAs are solely dependent on the number of RESEAs completed.

[12] While both the initial and follow-up RESEA meetings include the key components for RESEA interviews, staff describe the initial meeting involve a wholistic assessment of customer needs and available resources. The follow-up meeting is described as a more targeted effort to connect and involve participants in workforce services.

videos, and RESEA procedure guides.

- Instructor-Led Training – UI administrative and managerial staff provide guided instruction to reinforce RESEA and UI procedures and offer hands-on training with CDLE's two data systems – Connecting Colorado and MyUI+ – both critical for scheduling, conducting, and documenting RESEA meetings.[13]
- Job Shadowing and Reverse Shadowing – New staff observe experienced RESEA interviewers and, in turn, receive direct feedback as they conduct their own interviews under supervision.

This structured training approach ensures that RESEA Program Navigators and Career Coaches develop the knowledge and confidence needed to support RESEA participants effectively.

4.2.4 The Initial RESEA Meeting

During the study's intake period, which spanned from August 2023 through March 2025, the CDLE implemented RCT procedures to assign claimants to either the RESEA group or the control group. As part of this approach, CDLE temporarily suspended the use of profiling scores to determine eligibility for RESEA participation. This section describes the implementation of the initial RESEA meeting.

Scheduling and notification. Claimants selected for RESEA receive a letter from UI instructing them to self-schedule an initial RESEA meeting. The letter includes details on how to book an appointment through the *Ucanbookme* interface and provides guidance on the requirement to complete the initial RESEA meeting within 30 days. Claimants log into their UI account and select a meeting type, either by phone or via *Google Meet*. The system ensures that appointments are scheduled at least 48 hours in advance but allows bookings up to 30 days out.

Claimants who do not schedule a meeting receive additional notifications instructing them to schedule. If they still haven't scheduled after two weeks, claimants are scheduled by UI and receive appropriate notification of such.

If a claimant attempts to self-schedule beyond the 30-day window, they receive a pop-up warning and are contacted to reschedule within the required timeframe. If claimants wait until the end of the 30 days, appointment availability may be limited,

[13] Career Coaches must be given special access to the RESEA module within MyUI+. This is available to WFCs within 9 of the 10 LWAs, except Denver, which utilizes a third-party contractor to operate RESEA.

but RESEA Program Navigators work to find open slots.

Failure to schedule within 30 days results in benefit suspension. If benefits are halted, claimants are notified, and many then contact the office. Benefits resume 48 hours after the meeting, though if the meeting occurs after Wednesday night, benefits may be delayed by an additional week. Back weeks are not initially paid, but claimants may be eligible for extensions.

Meeting confirmation and preparation. When claimants schedule meetings, they receive an automated email from *Ucanbookme* confirming the appointment. The email contains meeting instructions and informs claimants that they must watch an informational video. They are also directed to complete an Individual Reemployment Plan (IRP) before their appointment, documenting their job search efforts, work availability, career goals and skills, and any services they may require. If the claimants do not complete the IRP in advance, it will be addressed during the meeting. Additionally, they are expected to register in Connecting Colorado and upload a resume.

Ucanbookme links directly to the RESEA Program Navigators' Google Calendars, ensuring real-time updates. A 48-hour buffer prevents last-minute bookings, allowing Navigators time to prepare. *Ucanbookme* sends automated email reminders to claimants before their scheduled meetings, helping reduce no-shows and ensure preparedness.

Integrating *Ucanbookme* with the MyUI+ system has posed challenges, including double bookings and scheduling discrepancies. The system sometimes marks canceled meetings as scheduled. In these cases, Navigators must manually reconcile schedules in MyUI+, as the system does not automatically sync with *Ucanbookme*. While workarounds exist, they are time-consuming and require active staff monitoring.

By maintaining clear scheduling procedures and proactive follow-up, the RESEA program strives to enhance claimant engagement and compliance while addressing system challenges through ongoing adjustments.

Structure and Content of the Initial RESEA Meeting. RESEA Program Navigators join RESEA appointments a few minutes early via *Google Meet* or call the claimant at the scheduled time for phone meetings. If there's no answer, they leave up to two voicemails and follow up with an email that includes a meeting link, if requested, and rescheduling instructions. A final message notes that missing the meeting could affect benefits. Typically, Navigators make two calls and send one email within the first 10 minutes, while remaining on *Google Meet* for up to 40 minutes. If the claimant does not attend the initial RESEA meeting, the Navigator records a no-show in the MyUI+, updates case notes, and sends instructions to the participant to reschedule. If the absence was due to a legitimate reason, the Navigator may request approval from supervisory staff to offer a new appointment.

Typically, initial RESEA meetings last approximately 60–90 minutes, with additional time spent on preparation and follow-up. RESEA Program Navigators begin with establishing claimant identity and provide an overview of the RESEA process, explaining the structure of the meeting, what the claimants should expect, and a preview of the follow-up RESEA meeting. If the claimant has completed the IRP, the Navigator reviews it; otherwise, they help the claimant complete it. Navigators use screen sharing to walk through the meeting. In addition, RESEA Program Navigators conduct the following activities:

- ***Review work search activities.*** They do not verify documentation but advise claimants to save proof (screenshots, confirmations).

- ***Complete staff questionnaire.*** This is used to collect meeting details, employment goals, challenges, and support needs (e.g., food assistance).

- ***Review Connecting Colorado website and resources***. They spend significant time reviewing Connecting Colorado features, such as profile setup, job preferences, resume uploading, and navigating job searches. They demonstrate how the claimant can register, explore labor market information, and access workshops and WFC services, including WIOA training.

- ***Discuss barriers to employment.*** This discussion may include such things as childcare, transportation, skill gaps, and lead to potential able and available issues (flagged for adjudication if necessary).

- ***Identify three service activities.*** These are tailored to the claimant's needs and may include resume assistance, workshops, or career coaching. Claimants are required to complete at least one before the second meeting.

All claimants receive a referral form via *Google Docs* that outlines the three selected activities and provides relevant links. The RESEA Program Navigator schedules the second RESEA appointment (30 days out) during the meeting and confirms it with the claimant.

Meeting documentation. Three main forms are used to document meeting activities: the IRP, the staff questionnaire, and the Referral Form. Upon completion of the meeting, these forms are uploaded to Connecting Colorado and to MyUI+ for easy access by Workforce Center Career Coaches. In particular, the staff questionnaire is designed to provide the information Career Coaches need to tailor the follow-up RESEA meeting and respond to the claimant's service referrals. The Referral Form reiterates the three required service activities. Finally, RESEA Program Navigators send a final follow-up email summarizing the appointment and the Referral Form and providing any relevant links.

4.2.5 The Follow-up RESEA Meeting

Scheduling and notification. During the initial RESEA meeting, RESEA Program Navigators schedule the follow-up RESEA meetings, approximately 30 days after the initial meeting using *Ucanbookme*, based on Career Coaches' availability. Once meetings are scheduled, automated emails are sent to the county RESEA calendars, the Career Coaches, and the claimants. The emails include the date, Zoom link, and an introduction to the Workforce Center.

Communication and outreach efforts. After the *Ucanbookme* initial confirmation email, the WFC Career Coach sends a personalized follow-up email introducing themselves, outlining expectations, encouraging engagement, and providing additional WFC resources. This message highlights the three recommended activities, and claimants must complete at least one. The email includes job search support options and offers assistance with service referrals and other services.

Based on information generated by the RESEA Program Navigators and uploaded to Connecting Colorado, UI administrative and managerial staff have strongly recommended that Career Coaches begin outreach immediately upon being notified of the appointment—typically within a few days of scheduling and several weeks before the scheduled appointment. This may include additional emails and phone calls to introduce themselves, explain RESEA and workforce programs (including WIOA and Wagner-Peyser), and encourage early engagement with the Workforce Center. Some claimants arrive before the scheduled meeting, and when they do, Career Coaches often meet with them informally before their scheduled RESEA meeting.

In total, claimants usually receive 4–5 touchpoints (emails or calls) between their initial and follow-up meetings. However, despite these multiple contacts, staff reported varied experiences engaging participants before the follow-up meeting, unless participants are actively interested in WIOA services.

Still, no shows are reported to be less frequent than when only the initial meeting was held. This is believed to be likely the result of these frequent attempts to engage participants between the initial meeting and the follow-up meeting, and the claimant's resulting familiarity with the Career Coach, WFC, and RESEA process. Actual no-shows are reported to UI, resulting in benefits being held until compliance occurs.

Structure and content of the follow-up RESEA meeting. The follow-up RESEA meeting has evolved into a valuable and more targeted phase of claimant engagement. While the meetings are designed to be virtual by default, claimants often opt to come in person, particularly if they require additional support. Most county workshops and many state-recommended services are also held virtually, aligning with the broader shift in service delivery.

Meetings are generally scheduled for 60 to 90 minutes, though many run closer to two hours due to their intensive and personalized nature. The session delves into a claimant's individual job search experience, barriers to reemployment, and the services or training that may help bridge the gap, reviews job search activities, and reviews job search requirements. Coaches guide discussions on resume building, cover letters, interview preparation, labor market information, and local/state resources—including digital literacy tools and assessment guides.

Claimants are expected to complete one assigned activity between their first and second appointments. While verification of activity completion can be difficult if it cannot be tracked in Connecting Colorado, staff follow up with reminders 4–5 days ahead of the appointment. If a claimant fails to complete the activity, the meeting isn't marked complete, and benefits may be affected until the activity is completed and verified. Once the claimant indicates they have completed the referral, the County contacts the state to confirm completion so the claim can be released.

Documentation. With the exception of the Denver WFCs[14], meeting information is documented in both MyUI+ and Connecting Colorado. Despite the duplication, staff generally report little burden associated with this effort.

[14] Denver does not have access to MyUI+ because vendors are used to conduct RESEA activities. Instead, staff send relevant information directly to UI Division administrative and managerial staff.

4.3. Lessons Learned

The two-meeting RESEA model has shown strong potential to improve claimant engagement and service delivery. Staff report that by the time participants attend the follow-up meetings, they tend to be more receptive, less frustrated, and better prepared to engage in meaningful conversations. This marks a significant shift from the previous single-meeting model, where much of the initial appointment was often spent de-escalating tension and addressing resistance rooted in mandatory participation.

In the current two-meeting model, the follow-up meeting offers a more intentional and solution-focused environment. It provides an opportunity for deeper discussions, allowing Career Coaches to deliver more impactful services. Claimants increasingly express appreciation for learning about the tailored offerings available through local workforce centers—many even remark that they wish they had known about these resources sooner. Coaches use this window to build rapport, introduce local opportunities such as WIOA-funded training, and connect individuals to valuable programs and supports.

Despite these improvements, the rollout has not been without its challenges. In particular, some WFCs appear less effective at fully engaging claimants, particularly in offering customized support for job-search activities. In some cases, the follow-up meeting seems to mirror the initial meeting, offering little additional value. There is also concern that Career Coaches could enhance their outreach efforts, especially when it comes to helping claimants complete required activities between meetings. Without strong engagement, the program's potential impact may be diminished.

Additionally, some Career Coaches feel the model has shifted their role from active support to compliance monitoring, limiting their ability to build genuine connections with claimants. Frustration also stems from the inconsistent use of information provided by RESEA Program Navigators. When this information is not used or followed up on effectively, it undermines the coordination intended by the model. Furthermore, because time spent on outreach and participant engagement can be charged to RESEA, inconsistent practices across centers hinder staff from appropriately claiming that time.

RESEA staff generally feel the current model allows them to help people more deeply. Most participants attend their appointments, and no-show rates have dropped compared to when only a single meeting was required. It is reported that informal follow-up beyond the required second meeting occurs in roughly 97% of cases, showing sustained engagement beyond compliance.

Still, there is a strong desire for better alignment between state and local processes. Staff suggests that having clearer, standardized guidance about what RESEA Program Navigators cover in the initial meeting could reduce redundancy and improve the claimant experience in the follow-up meeting, and more generally. There's also room to increase outreach for assigned activities to maximize the use of RESEA funding.

In summary, while the RESEA program continues to evolve, the follow-up meeting has become a key opportunity to shift from compliance to connection, supporting claimants with the tools, knowledge, and resources they need to reenter the workforce more confidently and effectively.

5. Conclusion

The Colorado RESEA program is a federally funded job-search assistance intervention that requires service-eligible UI claimants to attend meetings with counselors to undergo UI eligibility reviews and receive reemployment services. This evaluation uses an RCT research design to evaluate the effectiveness of the program in reducing participants' UI receipt and improving their employment outcomes. During the RCT intake period, spanning from August 2023 through March 2025, 76,796 service-eligible UI claimants were randomly assigned to the RESEA group (10,317 claimants) or to the control group (66,479 claimants). Statistical tests confirm that random assignment yielded statistically equivalent study groups, enabling us to produce reliable estimates of program impacts by comparing the outcomes between the two groups.

This Interim Report presents evaluation findings based on UI administrative and RESEA program data collected through March 2026, and based on UI wage records collected through Q4, 2025. Three key takeaways emerge from these findings.

First, the program was very effective in facilitating claimant meetings with job counselors, with nearly 81% of RESEA group claimants completing their initial meetings and 66% completing both the initial and the follow-up meetings. The majority of participants who did not complete their meetings had found jobs prior to their meetings, highlighting that the program achieved high participant compliance.

Second, the program reduced the average UI duration by 0.61 weeks, resulting in average UI savings of $323 per participant. The program also reduced the likelihood of participants exhausting their benefit entitlements. In aggregate, by multiplying the number of RESEA participants served by the average UI savings per participant, we estimate that the Colorado RESEA program resulted in more than $3.3 million in UI savings during the study period.

Third, analysis of available data indicates positive impacts on employment and earnings in the first quarter following UI entry. In particular, the program increased employment in quarter 1 after UI entry by 1.1 percentage points, a 2.6% increase relative to the control group. The effect on quarter 1 earnings is estimated at $301, a 5.0% increase relative to the control group; however, this estimate is not statistically significant at the conventional 5% level based on a two-sided t-test. Effects on earnings in quarters 2-3 were close to zero.

Overall, this Interim Report shows that the Colorado RESEA program was clearly effective in reducing UI receipt and generating significant savings for the Colorado UI program. The reductions in UI receipt were accompanied by positive effects on quarter 1 employment and earnings, suggesting the program may have helped some participants improve short-term reemployment outcomes. However, the employment and earnings effects were short-lived, with no evidence of positive effects after quarter 1.

These results occurred during a period of historically low unemployment and short UI durations in both Colorado and nationally, and thus do not necessarily reflect the program's impacts under different labor market conditions. Notably, the results of the Colorado RESEA program are comparable to those obtained by RCT evaluations of state RESEA programs elsewhere, including in Iowa (Michaelides *et. al*, 2025a), Missouri (Mueser *et. al*, 2025), Nevada (Michaelides *et. al*, 2025b), and Wisconsin (Michaelides *et. al*, 2025c).

In the remainder of this project, Actus will obtain employment service data from CDLE and update this report with an analysis of the services received by RESEA and control group cases following UI entry. Importantly, Actus will continue to collect UI wage record data through quarter 1, 2029, extending the follow-up period for impacts on employment and earnings to up to four years after UI entry.

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Appendix

Appendix Table A: Study Sample Distribution by LWA and Workforce Center

	Total	Control	RESEA
TOTAL	**76,796 (100%)**	**66,479 (100%)**	**10,317 (100%)**
Adams LWA	**3,443 (4.5%)**	**2,489 (3.8%)**	**954 (9.3%)**
Adams County Workforce & Business Center	749 (1.0%)	370 (0.6%)	379 (3.7%)
Adams County Workforce & Business Center (Brighton)	44 (0.1%)	43 (0.1%)	1 (0.0%)
Adams County Workforce & Business Center (Westminster)	2,650 (3.5%)	2,076 (3.1%)	574 (5.6%)
Arapahoe/Douglas LWA	**15,330 (20.1%)**	**13,999 (21.2%)**	**1,331 (12.9%)**
Aurora - Arapahoe/Douglas Works!	4,774 (6.2%)	4,110 (6.2%)	664 (6.4%)
Centennial - Lima Plaza Arapahoe/Douglas Works!	10,556 (13.8%)	9,889 (15.0%)	667 (6.5%)
Boulder LWA	**5,201 (6.8%)**	**4,781 (7.2%)**	**420 (4.1%)**
Boulder - Workforce Boulder County	1,425 (1.9%)	1,234 (1.9%)	191 (1.9%)
Longmont - Workforce Boulder County	3,529 (4.6%)	3,335 (5.0%)	194 (1.9%)
Broomfield - Workforce Boulder County	247 (0.3%)	212 (0.3%)	35 (0.3%)
Denver LWA	**19,743 (25.8%)**	**18,554 (28.1%)**	**1,189 (11.6%)**
Denver One-Stop Workforce Center at West Side	9,975 (13.1%)	9,606 (14.5%)	369 (3.6%)
Denver Webb Resource Center	9,768 (12.8%)	8,948 (13.5%)	820 (8.0%)
Larimer LWA	**5,367 (7.0%)**	**4,597 (6.9%)**	**770 (7.5%)**
Fort Collins - Larimer County Workforce Center	5,367 (7.0%)	4,597 (6.9%)	770 (7.5%)
Mesa LWA	**1,742 (2.3%)**	**1,378 (2.1%)**	**364 (3.5%)**
Grand Junction – Mesa County Workforce Center	1,742 (2.3%)	1,378 (2.1%)	364 (3.5%)
Pikes Peak LWA	**8,426 (11.0%)**	**7,637 (11.5%)**	**789 (7.7%)**
Pikes Peak Workforce Center	8,426 (11.0%)	7,637 (11.5%)	789 (7.7%)
Tri County LWA	**3,586 (4.7%)**	**1,766 (2.7%)**	**1,820 (17.6%)**
Golden - Jefferson County Workforce Center	3,586 (4.7%)	1,766 (2.7%)	1,820 (17.6%)

(Table A continues on next page)

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TOTAL	76,796 (100%)	66,479 (100%)	10,317 (100%)
Weld LWA	**2,113 (2.8%)**	**1,305 (2.0%)**	**808 (7.8%)**
Employment Services of Weld County - Fort Lupton	2,113 (2.8%)	1,305 (2.0%)	808 (7.8%)
Rural Consortium	**11,845 (15.8%)**	**9,973 (15.0%)**	**1,872 (17.8%)**
Alamosa Workforce Center	291 (0.4%)	214 (0.3%)	77 (0.7%)
Workforce Broomfield County	3,352 (4.4%)	3,100 (4.7%)	252 (2.5%)
Burlington Workforce Center	22 (0.0%)	11 (0.0%)	11 (0.1%)
Canon City Workforce Center	457 (0.6%)	363 (0.5%)	94 (0.9%)
Cortez Workforce Center	282 (0.4%)	211 (0.3%)	71 (0.7%)
Craig Workforce Center	86 (0.1%)	56 (0.1%)	30 (0.3%)
Delta Workforce Center	268 (0.4%)	194 (0.3%)	74 (0.7%)
Durango Workforce Center	641 (0.8%)	545 (0.8%)	96 (0.9%)
Edwards Workforce Center	468 (0.6%)	372 (0.6%)	96 (0.9%)
Elbert County Workforce Center	423 (0.6%)	340 (0.5%)	83 (0.8%)
Fort Morgan Workforce Center	291 (0.4%)	207 (0.3%)	84 (0.8%)
Frisco Workforce Center	313 (0.4%)	231 (0.3%)	82 (0.8%)
Glenwood Springs Workforce Center	528 (0.7%)	425 (0.6%)	103 (1.0%)
Gunnison Workforce Center	67 (0.1%)	41 (0.1%)	26 (0.2%)
La Junta Workforce Center	194 (0.3%)	141 (0.2%)	53 (0.5%)
Lamar Workforce Center	59 (0.1%)	33 (0.0%)	26 (0.2%)
Leadville Workforce Center	170 (0.2%)	114 (0.2%)	56 (0.5%)
Meeker Workforce Center	100 (0.1%)	64 (0.1%)	36 (0.3%)
Monte Vista Workforce Center	151 (0.2%)	105 (0.2%)	46 (0.4%)
Montrose Workforce Center	514 (0.7%)	419 (0.6%)	95 (0.9%)
Pueblo Workforce Center	2,425 (3.2%)	2,301 (3.5%)	124 (1.2%)
Salida Workforce Center	155 (0.2%)	102 (0.2%)	53 (0.5%)
Steamboat Springs Workforce Center	158 (0.2%)	107 (0.2%)	51 (0.5%)
Sterling Workforce Center	146 (0.2%)	92 (0.1%)	54 (0.5%)
Trinidad Workforce Center	180 (0.2%)	118 (0.2%)	62 (0.6%)
Walsenburg Workforce Center	89 (0.1%)	60 (0.1%)	29 (0.3%)
Yuma Workforce Center	15 (0.0%)	7 (0.0%)	8 (0.1%)