



**Report
to
The LEGISLATIVE FINANCE COMMITTEE**



Workforce Solutions Department
WIA Job Training and Employment Programs – Service Outcomes, Cost Effectiveness,
and Coordination with the State
April 14, 2016

Report #16-03

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April 13, 2016

Celina Bussey, Secretary
Workforce Solutions Department
P.O. Box 1928
Albuquerque, NM 87103

Dear Secretary Bussey,

On behalf of the Legislative Finance Committee (Committee), I am pleased to transmit the evaluation, *Local Workforce Development Board Job Training and Employment Programs – Service Outcomes, Cost Effectiveness, and Coordination with the State*.

Since enactment of the Workforce Innovation Act (WIA) in 1999, the Committee has taken a keen interest in progress made toward implementing workforce program reforms for improved outcomes. Three Committee evaluations were performed in 2003, 2006 and 2008. This is the fourth in the series.

The report will be presented to the Committee on April 14, 2016. We very much appreciate the cooperation and assistance we received from you, your staff, and local board staff. Discussions were held with staff to address any concerns before the exit conference, which was conducted on April 8, 2016.

The Committee expects a plan to implement recommendations from the department and local boards within 30 days from the date of the hearing. Staff will continuously monitor your progress.

I believe that this report addresses issues the Committee asked us to review and hope the New Mexico Workforce Solutions Department, the State Workforce Development Board, and the local workforce development boards will benefit from our efforts. Thank you for your cooperation and assistance.

Sincerely,

A handwritten signature in blue ink that reads "David Abbey".
David Abbey, Director

Cc:

Senator John Arthur Smith, Chairman, Legislative Finance Committee
Representative Jimmie C. Hall, Vice-Chairman, Legislative Finance Committee
Timothy Keller, State Auditor
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Despite progress, New Mexico's workforce development system remains fragmented, with no common plan to coordinate over 35 programs identified delivering education, training, and social services to New Mexicans. The 15 programs mandated by the 1998 federal Workforce Investment Act (WIA) to coordinate activities through a "one-stop shop" concept are inconsistently co-located, a best practice designed to end 75 years of operating separately.

As of February 2016, over 58 thousand New Mexicans were unemployed and looking for work but the vast majority will not use the employment and training assistance provided under WIA programs serving adult, dislocated worker, and disadvantaged youth populations.

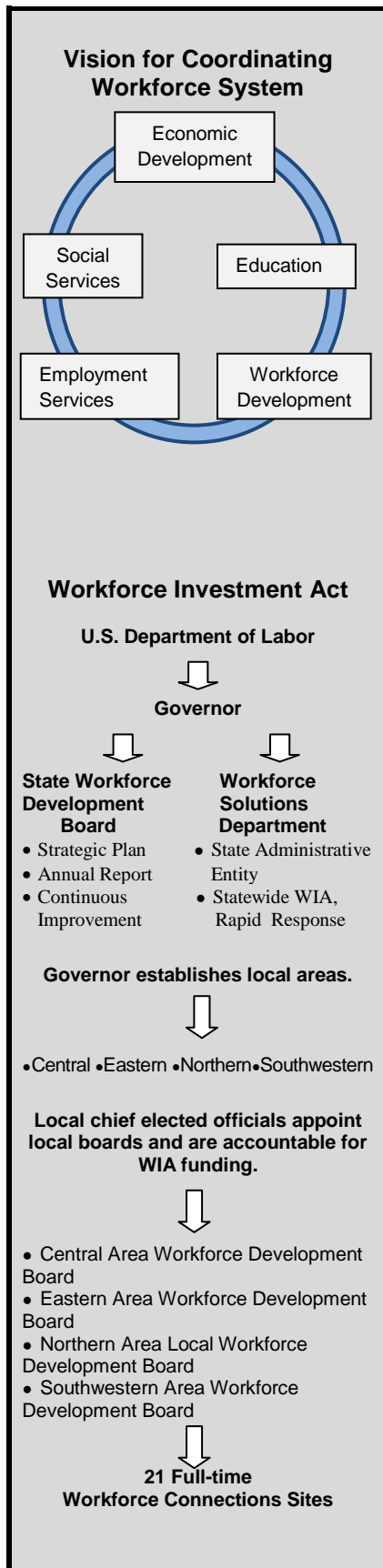
This evaluation assessed program effectiveness, cost effectiveness, and coordination with mandated partners for the four regional local boards administering the WIA programs.

The boards spent about \$12 million annually to serve, on average, 3,700 New Mexicans in WIA employment and training programs. These programs are 100 percent federally funded, and grants have declined over 60 percent since inception. The Workforce Solutions Department (WSD) augmented formula grants with supplemental grants during the recession and also obtained special funding targeting high growth industry segments such as healthcare. Otherwise, the local boards have just begun to seek alternative funding sources and to leverage WIA program funding with others to expand reach and accelerate outcomes for eligible job seekers.

While outcomes for adult programs have improved over the five-year review period, placing people in employment still lags pre-recession levels by 10 percentage points. Statewide, the youth program underperforms similar programs nationally, even after accounting for New Mexico's lower graduation rates. Furthermore, New Mexico ranks last in its cohort region in terms of successful outcomes for youth per dollar spent.

WIA training improved outcomes for participants but had limited impact on filling workforce shortages due to the small number of people served and "in-demand" policies that might be driving training dollars toward growth occupations that don't have a shortage of workers.

Recommendations include inventorying the vast array of governmental and community-based entities involved in the state's workforce system to reduce duplication, identify strategic alliances, streamline service delivery, and leverage resources. Options include placing mandated partners under one agency and reducing WIA administrative costs by replacing the four boards with one statewide administrator. Where applicable, workforce centers could be relocated to community colleges where much of the training takes place. The governor and Legislature should examine the role of funding the system once coordination and duplication issues are addressed. All stakeholders should review the youth program underperformance and adopt new strategies found in other states that have proven effective.



KEY FINDINGS

Despite progress, New Mexico's workforce development system remains fragmented. The 1998 Workforce Investment Act (WIA) intended federal programs, “siloe” by almost 75 years of operating separately, would combine efforts to deliver services that are streamlined, cost-effective, demand-driven, and high-impact through using the “one-stop shop” concept. While the amount of dollars managed by the WIA local workforce development boards has shrunk over time, the local boards remain the epicenter of the WIA workforce system as the one-stop shop administrators. As keepers of the vision, they act as the collective pulse for realizing the WIA goal of coordinated programs.

Co-location of partners, a best practice, is inconsistent across workforce centers. WIA provided flexibility on how mandatory partners coordinated services, allowing physical co-location, electronic links, or referrals to off-site programs or services. In New Mexico, comprehensive one-stop centers developed over time using Memorandums of Understanding (MOU) and cost sharing agreements among co-located partners. Some co-located partners left due to cost concerns while some key partners, such as TANF and unemployment services, remained referral-based.

Co-location by itself did not break down siloe” program barriers. As specified in Chapter 11.2.7.9 NMAC, “It is not enough to co-locate partners, orient customers to partner programs, and refer customers to these programs...for the one-stop delivery system to succeed, services shall be integrated and delivered according to customer need rather than program focus.” Thus, the state implemented a functional management system that crossed program boundaries, which has seen varied success. Local board staff indicates coordination among programs varies across offices and some required partners do not fully participate.

The State Workforce Development Board's recent efforts toward improving coordination, data sharing, and performance measurement have yielded limited results. After a hiatus in 2010, the next three years saw resurgence in board activity. Reorganizing under four committees, members evaluated workforce sites and examined how to improve collaboration, bridge the gap between the workforce development and economic development, share data, and align education with workforce needs. Yet board minutes reflect dwindling committee reporting over fewer board meetings, with attention turning by the end of 2014 to implementing the Workforce Innovation and Opportunity Act (WIOA). The Workforce Solutions Department (WSD) could not produce final committee reports or other documentation substantiating any implementation of board recommendations spurred by the 2011-2013 flurry of activity.

Workforce training and education programs are not grounded in a single statewide, common plan that would optimize program coordination. Although previous LFC reports on workforce development recommended executive agencies better coordinate efforts to prevent duplication and enhance service delivery, New Mexico has not produced a comprehensive inventory of workforce programs that would help achieve these goals. This cross-agency

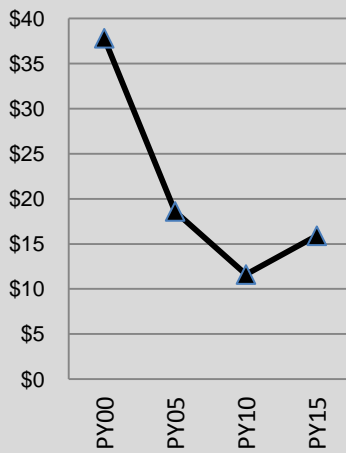
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WIA Job Training and Employment Programs – Service Outcomes, Cost Effectiveness, and Coordination with the State

April 14, 2016

Out of the 58 thousand New Mexicans unemployed and looking for work, less than 10 percent could potentially be served through a WIA program.

WIA Funding from Inception to Present
(in millions)



Common Performance Measures

Adult and Dislocated Worker Programs

- Entered Employment
- Employment Retention
- Average Earnings

Youth Program

- Placement in Employment or Education
- Attainment of Degree or Certification
- Literacy and Numeracy Gains

Performance Ratings

Exceeded	Result > Target
Met	80% Target < Result < Target
Not Met	Result < 80% Target

Source: New Mexico WIA Annual WIA Performance Reports

data collection and coordination still needs to occur.

Five-year adult outcomes have improved statewide but remain below pre-recession levels and some youth outcomes lag national results.

WIA programs target low-skilled, low-income, unemployed or under-employed adults; dislocated (laid off) workers; and youth. The federal funding flows through the WSD to the boards via grant agreements. WSD can retain up to 15 percent of each funding stream for statewide activities and up to 25 percent of the Dislocated Worker portion for Rapid Response efforts to address urgent dislocation of workers due to companies shutting down or laying off a large number of personnel.

The state spent about \$12 million annually to serve, on average, 3,700 New Mexicans in WIA programs. WIA provided a three-tiered structure of services ranging from self-service to staff-assisted intensive service to training from an eligible provider. Participants, including self-serve, totaled 5,350 in Program Year 2014, (July 1, 2014 through June 30, 2015).

Average WIA Program Cost and Staff-Served Participants PY10 – PY14 and PY15 Allocations

(\$ in millions)

WIA Program	Average Cost ¹	Average Participants ²	PY15 Allocation	PY15 Projected Participants ²
Adult	\$5,218.1	1,852	\$4,176.6	2,031
Dislocated Worker	\$2,736.3	734	\$5,099.7	644
Youth	\$3,730.7	1,113	\$4,316.9	1,149
Total	\$11,819.0	3,699	\$13,593.3	3,824

¹ Includes only funding distributed to the local boards; excludes WSD statewide and Rapid Response expenditures

² Excluding self-serve individuals

Source: LFC Analysis

The U.S. Department of Labor (DOL) and Workforce Solutions Department (WSD) used six key measures to monitor performance.

Targets were negotiated annually with the federal Department of Labor (DOL), and states were required to reach 80 percent of each target as a passing grade to avoid possible federal sanctions. Adult measures were tracked separately for the adult and dislocated worker segments, producing a total of nine data points. This evaluation reviewed results reported for July 1, 2010, through June 30, 2014.

New Mexico's overall performance improved from PY10 and the state met most targets.

Combining the local board results provided an overall status of state performance, which improved for three years, peaked in Program Year 2012 (PY12), dropped off the following year, and then rebounded in PY14. During this time the state missed meeting two measures. However, the Adult Entered Employment actual rate remains about 10 percentage points below the pre-recession two-year average of 82.2 percent.

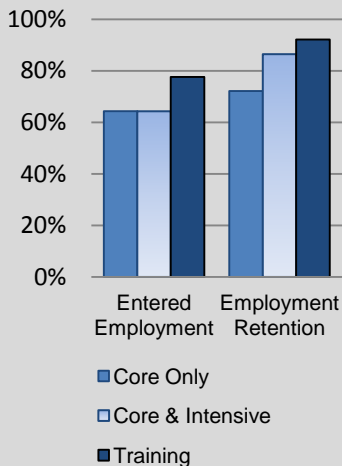
Most years New Mexico performed mid-range nationally except for youth programs. Youth participating in the state's WIA programs attained a degree or certification more than 23 percentage points below the national PY14 average that can't be entirely explained by demographic or other

PY14 Southwest Training Dollars

Almost 60 percent of training dollars (\$679 thousand) was paid to two companies:

- International Schools (\$275.4 thousand) and
- Mesilla Valley Training Institute (\$104 thousand).

Comparison of Outcomes for Level of Service PY14 - Statewide



Ruidoso Sidewalk

reasons. Surrounding states consistently fared better in this category.

Select State Rankings for WIA Youth Attained Degree or Certificate

State	PY10	PY11	PY12	PY13	PY14
Arizona	13	28	32	38	32
Colorado	16	13	20	18	24
New Mexico	45	49	44	48	48
Texas	25	23	37	32	37
Utah	34	40	40	41	36

Source: U.S. Department of Labor

Local boards met most goals but struggled when changing service providers.

The local boards have met or exceeded targets 94 percent of the time but results varied regionally. The Southwestern region stands out as the best performer, particularly because this region's negotiated targets were among the toughest except for average earnings goals. However, the Southwest attained its top performance when adult and dislocated worker programs were administered by the Workforce Solutions Department (WSD).

The new service provider violated board policy and federal law by concentrating training dollars in commercial driving certification (CDL) that no longer fit the criteria for approval. Furthermore, contracts were mishandled for collaborating with some employers, disqualifying payment. Finally, the provider missed the WSD target for expending training dollars in the first year only to overspend in the second year, requiring a \$300 thousand bailout from reserves. Corrective action plans are in place.

WIA training improved outcomes for participants but had limited impact on New Mexico's skill gap.

"In demand" policies might be driving training dollars toward growth occupations that don't have a shortage of workers. The WSD defines in-demand occupations as those that are projected to have more job openings and faster employment growth than most other occupations. Local board policies crafted around this definition ignore the supply side of the basic equilibrium equation and do not use available data that provides a clearer picture of occupations with skill gaps, or worker shortages. In PY14, for example, the local boards tallied a combined 348 CDL candidates, accounting for almost half of all individual, custom, and on-the-job trainings initiated. However, none of the regions showed a shortage of workers for this occupation according to WSD data.

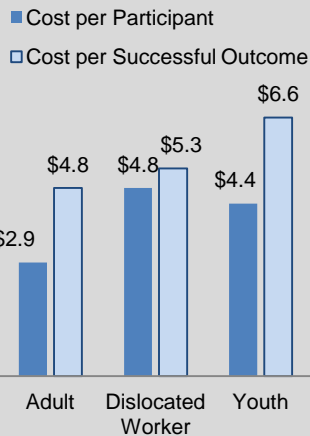
Workforce Connections facility conditions at some locations pose performance and public safety issues.

Each of the four regions contains at least one comprehensive center but the facilities differ in some communities in terms of space available, condition, and other facility attributes that facilitate or impede job seeking and employer interactions. Employee productivity can also be affected by poor lighting, heating or cooling issues, or other conditions of disrepair. Federal regulations limit use of WIA Title I funds on construction or purchase of buildings.

New Mexico's WIA programs are generally cost effective except for youth.

New Mexico's workforce programs' cost effectiveness is mixed. One measure of cost-effectiveness compares the per participant average cost

Cost* per Participant Comparison (in thousands)



Source: LFC Analysis
*Includes 10% administrative costs proportionally applied.

to other states. Using companion states in the same federal region (Region IV), New Mexico falls within the middle of the group. The cost per participant also compares reasonably to other New Mexico education, training or work-related programs.

New Mexico's youth program does not appear cost-effective in terms of producing desired results. WSD staff suggested limited funding might account for the state's relatively poor showing for its youth attaining a degree or certification measure because completing degrees takes time – and money. Comparing the national rankings against per participant cost does not substantiate a clear link between cost per participant and outcomes for this measure. Some states did better at a relatively low cost while others produced lower rankings at higher costs. New Mexico comes in with an average per participant cost but the worst ranking for the region. The youth program also costs the highest per successful outcome out of the state's three programs, with a lower efficient use of dollars.

Local boards have primarily relied on a single federal funding source that may decline at a time of demand for services. Alternate funding sources augmented the PY10 WIA formula funds cut by sequestration. Without it, the local boards would have faced diminished resources at the very point at which people most required their services due to the recession. WSD has obtained most supplemental funding, with local boards pursuing non-formula grants and leveraging opportunities only recently.

The local boards have implemented several best practices individually that would improve the overall cost-effectiveness of the workforce system if adopted across all areas. The Eastern administrative entity (AE) has fully implemented the vouchering module in VOSS, the state's workforce IT system, providing easier access for file review and real-time expenditure data. The Central AE produces several comprehensive reports on training for board review that likely promoted a more equitable distribution of training dollars across occupations. The Northern region uses a referral tracking process that requires follow-up review to ensure participants are obtaining needed services outside WIA programs.

WIOA implementation is progressing but has been slowed by delayed federal guidance. Congress reauthorized WIA in 2014 by enacting the Workforce Innovation and Opportunity Act (WIOA). Implementing WIOA changes began July 1, 2015, with some items staggered over a two-year timeline. WSD submitted the combined four-year strategic WIOA plan to the U.S. Department of Labor on April 1.

KEY RECOMMENDATIONS

The Legislature and executive branch should:

- Require WSD or a responsible party fully inventory all governmental programs functioning as part of the workforce development system to encompass economic development, education, social services, employment services, and employment development;
- Consider funding options for the entire system, once the coordination and duplication issues are resolved; and
- Align New Mexico statute with the Workforce Innovation and Opportunity Act (WIOA) or repeal it completely.

The Workforce Solutions Department (WSD) should:

- Map all WIOA programs;
- Electronically archive and post all State Board minutes, thoroughly document and archive all committee report deliverables, and document any implementation of State Board recommendations;
- Consider having proposed State Board committees focus on the youth programs to improve outcomes;
- Encourage local boards to design policies for mitigating service provider transition issues and spot check regions with new service providers more frequently and more timely than a post-year monitoring review;
- Execute the training on “in-demand” occupations, continue developing regional ‘real time’ job information, and train local board staff on how to effectively use it;
- Work with the appropriate agencies to improve facility conditions; and
- Require all local boards implement the VOSS vouchering system, providing assistance.

The State Workforce Development Board should:

- Work with the Workforce Solutions Department and cabinet agencies to effectively implement the Workforce Innovation and Opportunity Act for streamlined service delivery that generates improved results for New Mexicans.

The Local Boards should, if not already performing:

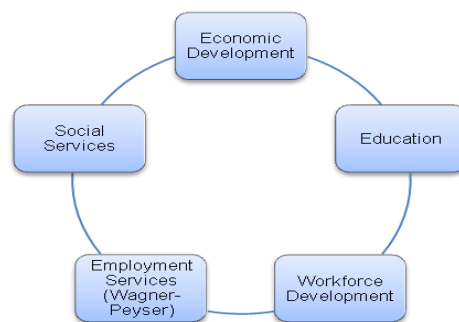
- Submit regular reports to the State Board detailing one-stop activities, such as program participation, degree of agency coordination and co-location, co-located staff turnover and vacancies, community outreach by program, and other means of accountability the Administrative Entity and one-stop operator staff identify;
- Review youth program performance against national benchmarks and best practices to better inform and execute the oversight role;
- Hold providers accountable by measuring against contract deliverables and policies, reviewing management reporting, and analyzing results;
- Work with WSD to develop more effective “in-demand” policies;
- Consider relocating to community colleges where training is already being provided; and
- Expand funding sources by considering other revenue streams, including other grants and leveraging opportunities.

BACKGROUND INFORMATION

Federal Legislation Promoting Workforce Development. The United States has enacted various federal laws to address workforce development for almost 100 years. Beginning with the Smith-Hughes Act in 1917 authorizing federal funding for vocational education, programs multiplied to address specific demographic and labor needs. Over time, federal funding has expanded from providing direct assistance to job seekers to include training and educational programs aimed at those adults and youth most in need. As detailed in **Appendix B**, key legislation targeted a wide variety of groups, from those with disabilities to veterans to older Americans.

However, the Workplace Investment Act (WIA) of 1998 marked a distinct departure from the prior 81 years, indicating three significant paradigm shifts from prior workforce legislation. First, it introduced the concept of a workforce investment *system* to create a comprehensive framework linking previously disparate components impacting labor markets: economic development, education, social services, employment services, and employment development.

Figure 1. WIA Workforce Development System



To enable the framework, the law promoted a style of “one-stop shopping” for service delivery, requiring states develop “one-stop centers” as the hub of multiple federal programs so people could access information and services in a central setting. Disparate programs originally “siloed” according to legislated funding streams became mandated partners in regional one-stop centers, either through co-location or connected via technological or referral pathways. Furthermore, aligning workforce and economic development strategies elevated the business sector as a core partner in shaping workforce solutions as well as introducing employers as essential customers with unique needs for skilled workers. Previous workforce policy had focused primarily on the job seeker and, as a consequence, had generated training with little or no input from the companies with which people would eventually seek employment.

Second, it consolidated key provisions in one law administered through the U.S. Department of Labor (DOL) but emphasized control at the local level by establishing regional boards charged with developing and administering the one-stop centers. However, federal and state administration of most programs continued under disparate agencies, with local boards controlling only a small portion of funding. And finally, the WIA etched the relatively new concepts of accountability into the national scene by requiring specific reporting and data management from those administering programs through common criteria.

These concepts were preserved and further augmented by the subsequent 2014 Workforce Innovation and Opportunity Act (WIOA), continuing the transformation toward the era of coordination and collaboration.

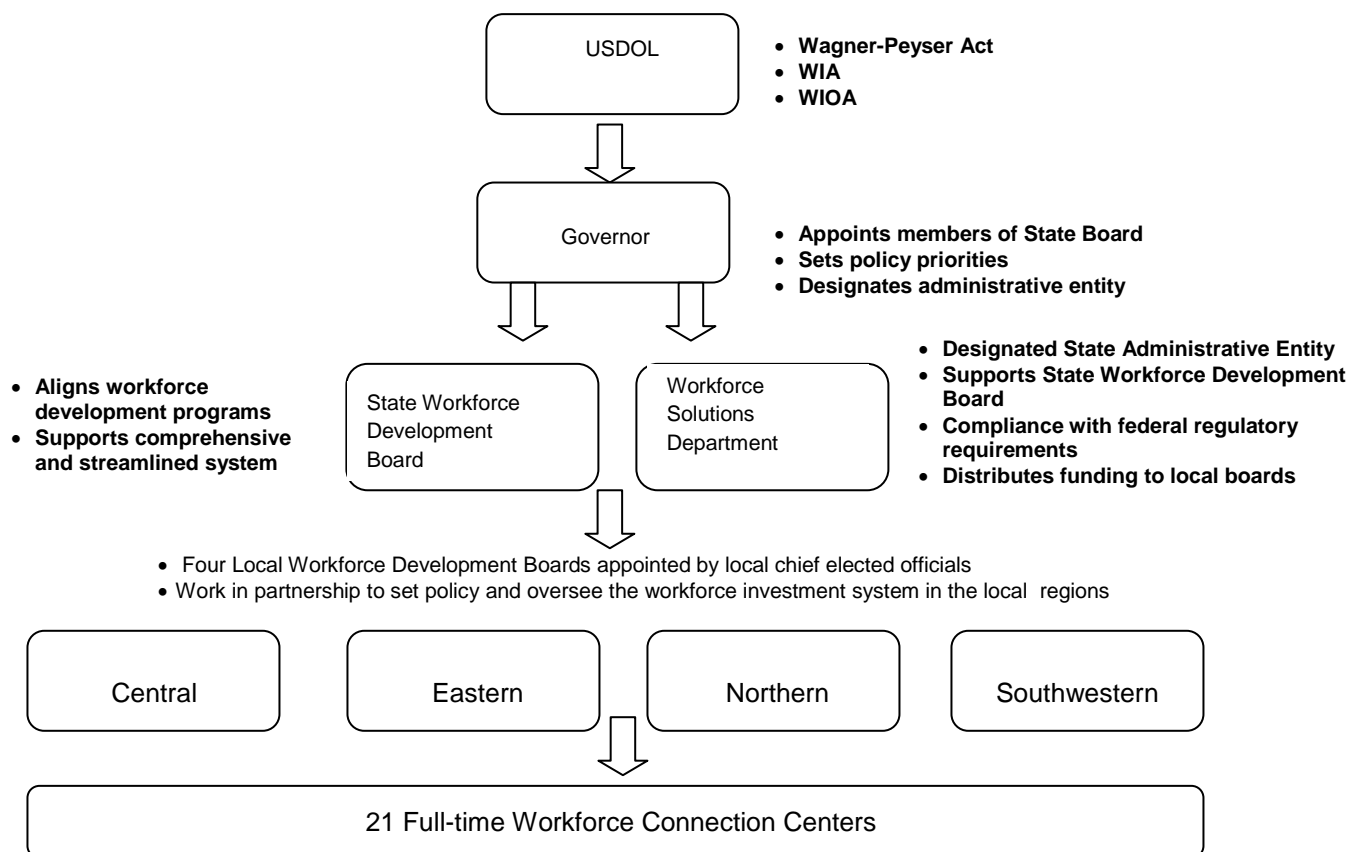
New Mexico enacted the Workforce Development Act, adopting the WIA into state statute, in 1999. Early difficulties in implementing the legislative reform, noted in a 2003 Legislative Finance Committee (LFC) audit, were resolved to a great extent over time as depicted in the table below. Additional issues identified in subsequent LFC evaluations in 2006 and 2008 have also seen improvement, resulting in 64 percent of recommendations at least partially implemented as reflected in **Appendix C**.

HISTORY OF MAJOR EVENTS

1999	Workforce Development Act enacted to implement the WIA in New Mexico (Section 50-14-1 through 50-14-15 NMSA 1978). Workforce Investment Act areas designated October 28, 1999: Central, Eastern, Northern, Southwestern.
2003	LFC Performance Audit, <i>Review of New Mexico's Implementation of the Federal Workforce Investment Act of 1998</i>, identified the need for a single, coordinating agency to more effectively implement the WIA reforms.
2004	Governor Richardson created the Office of Workforce Training and Development (OWTD) by executive order to administer the WIA, oversee the four local workforce investment boards, coordinate with agencies' employment and training programs to expand one-stop centers, and monitor performance of the workforce system.
2005	Legislature established the OWTD in statute.
2006	LFC Performance Review, <i>Review of the New Mexico Works Program and Workforce Development System Integration</i>, found the state and OWTD had implemented 91 percent of the 2003 LFC report recommendations but "more improvements are needed to fulfill statutory goals." A legislative study to review consolidating workforce development programs into a single new department was recommended.
2007	Section 9-26-1 through 9-26-15 NMSA 1978 (Workforce Solutions Department Act). Legislature abolishes OWTD and merges it with the Labor Department to form the current Workforce Solutions Department.
2008	LFC Performance Evaluation, <i>Workforce Solutions Department Performance Accountability Evaluation</i>, found WSD had made progress on many initiatives but recommended developing a comprehensive state strategic plan, adding targeted performance measures, and enforcing timely submittal of local board's independent audits.
2014	Federal Workforce Innovation and Opportunity Act (WIOA) enacted, reforming activities previously conducted pursuant to the WIA and amends the Adult Education and Family Literacy Act, the Wagner-Peyser Act, and the Rehabilitation Act.
2015	Executive Order 2015-012 designates the Workforce Solutions Department as the administrative agency for performing functions associated with the WIOA and maintains the State Workforce Development Board.

Current Structure of the Workforce Development System in New Mexico. Viewed as a system, the state has 15 primary partners directing multiple programs, as depicted in **Appendix D**. As a segment of this system, WIA dictates the organizational structure for the Local Area Workforce Development Boards as depicted in Figure 2. In general, the U.S. Department of Labor (DOL) Education & Training Administration (ETA) establishes funding and regulatory requirements for its programs that are executed as envisioned by the governor, State Workforce Development Board (State Board), and local boards. The Workforce Solutions Department (WSD) supports the State Board by performing many of its statutory functions and also serves as State Administrative Entity (SAE) for New Mexico by distributing funding to the four local boards, overseeing compliance with federal regulations, and meeting federal reporting requirements.

Figure 2. – Organizational Structure for Workforce Development Boards



Source: Workforce Solutions Department

Local Area Workforce Development Boards. The state established the four regional local workforce development areas in 1999, covering the state as shown in Table 1. **Appendix E** maps current one-stop shops, called Workforce Connection Centers, for each local area. In general, this report refers to the boards as Central, Eastern, Northern, and Southwestern to avoid long names and reduce unfamiliar acronyms.

Table 1. New Mexico Local Area Workforce Development Boards

Local Area Workforce Board	Service Area – by County
Central Area Workforce Development Board	Bernalillo, Sandoval, Torrance, Valencia
Eastern Area Workforce Development Board	Chaves, Curry, De Baca, Eddy, Guadalupe, Harding, Lea, Lincoln, Otero, Quay, Roosevelt, Union
Northern Area Local Workforce Development Board	Cibola, Colfax, Los Alamos, McKinley, Mora, Rio Arriba, San Juan, San Miguel, Santa Fe, Taos
Southwestern Area Workforce Development Board	Catron, Dona Ana, Grant, Hidalgo, Luna, Sierra, Socorro

Source: Workforce Solutions Department

Local boards were established to oversee the planning, contracting, performance, and overall operations of the four regional workforce systems. Stated goals for the local boards include:

- Increase employment retention;
- Increase occupational skills and earnings;
- Reduce welfare dependency;
- Enhance productivity and competitiveness of new Mexico's businesses and industries; and
- Encourage continuous improvement in worker preparation and development.

To achieve these goals, local boards structured administrative functions according to WIA guidelines for program administration: an administrative entity (AE) to ensure statutory and regulatory compliance; a fiscal agent to manage financial operations; and one-stop operator to manage site operations. The Table 2 depicts the current array of service providers executing these core functions. The Northern board, established as a non-profit, has fulfilled the role of AE since inception. More recently, the Eastern board moved to this self-appointed role to perform the administrative function as a quasi-governmental agency.

Table 2. Current Local Board Administrative Entities

Function	Central	Eastern	Northern	Southwestern
Administrative	MRCOG	Board	Board	SCCOG
Fiscal Agent	MRCOG	Integrity Accounting	Zlotnick, Laws & Sandoval	SCCOG
One-Stop Operator	MRCOG	Eastern NMU-Ruidoso	SER, Jobs for Progress	SCCOG

Source: Local Boards

One-Stop Centers. One-stop centers offer WIA programs aligned with the three federal funding streams for youth, adult, and dislocated (laid-off) workers. Table 3 denotes the respective regional service providers.

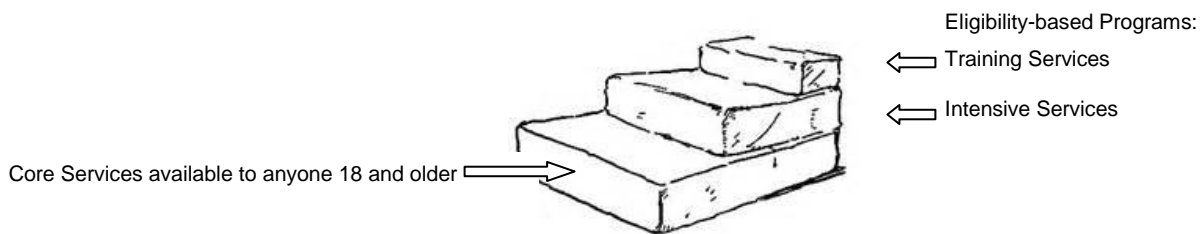
Table 3. Service Providers for WIA Programs

Program	Central	Eastern	Northern	Southwestern
Adult	SER, Jobs for Progress	Eastern NMU-Ruidoso	SER, Jobs for Progress	DWS (End 6/30/2014) HELP NM (Begin 7/1/2014)
Dislocated Worker (DW)	SER, Jobs for Progress	Eastern NMU-Ruidoso	SER, Jobs for Progress	DWS (End 6/30/2014) HELP NM (Begin 7/1/2014)
Youth	YDI	Region IX Education Cooperative	HELP-NM	<ul style="list-style-type: none"> • Alamo Navajo School Board • Families & Youth • HELP NM

Source: Local Boards

Programs are generally eligibility-based, although core services are open to anyone over 18.

Figure 3. WIA Services



Core services are accessible online via the new Mexico Workforce Connection online system at www.jobs.state.nm.us or at the 21 full-time workforce centers in the main area called the "resource room." Federal law requires these resource rooms contain particular information and services as noted in Table 4; most are offered on a self-serve basis through computer stations. The internet portal provides job search and matching services, labor market information, access to the unemployment insurance system, and other resources for both businesses

Workforce Solutions Department, Report #16-03

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April 14, 2016

and job seekers. Group workshops can also provide assistance with resume development, job search techniques, and interviewing techniques.

Table 4. Universal Core Services Required by WIA

- Assessments of skill levels, aptitudes, and abilities
- Job search and placement assistance
- Job vacancy listings
- Information on job skills needed to obtain particular jobs
- Information about occupations in demand locally
- Performance information and program cost of education and training providers
- Performance information about local workforce service providers
- Assistance with establishing eligibility for public assistance and educational financial aid programs
- Eligibility assessments for other workforce services
- Information on:
 - Training providers
 - Unemployment insurance
 - Support services

Source: Workforce Investment Act, sec 121(b)(1)(B)(I) and (ii) and sec. 134(d)(2)

The WIA defines the progression of participant (as opposed to employer) services offered after core services, which are summarized in Table 5. For example under WIA, federal regulations required at least one core service, such as an initial assessment or job search and placement assistance, before receiving intensive services. Other criteria focus on age, income, or specific factors such as being a veteran, a dislocated worker, or subject to a trade-related layoff.

Table 5. Participant Eligibility-based Programs

	Intensive Services	Training Services
Description	Include comprehensive assessments; development of individual employment plans; group and individual counseling; case management; and short-term prevocational services.	Include occupational skills training, on-the-job training; skill upgrading and retraining; entrepreneurial training; job readiness training; and adult education and literacy activities combined with other training services.
Eligible Populations	Adults and dislocated workers who are unemployed and are unable to obtain employment through core services; who have been determined to need intensive services to obtain employment; and those who are employed but need intensive services to obtain or retain employment that allows for self-sufficiency.	Employed and unemployed adults and dislocated workers who meet the following criteria: Be eligible for intensive services; Have been determined to need training services; Select program training services linked to employment opportunities; and Are unable to obtain grant assistance to pay for training; and For individuals whose services are provided through the adult funding stream.
Provider	Staffing at one-stop centers	Eligible Training providers, New Mexico higher education institutions

Source: U.S. Department of Labor

The public workforce system strives to build the skills and competencies of individuals so they may enter the workforce in high-demand, high-growth occupations as quickly as possible. Thus, training is a key component of workforce development and a primary responsibility of the local boards. The workforce system supports the need for training several ways. WIA youth programs offered a range of opportunities for in-school and out-of-school youth, including skill and interest assessments for career development, basic skill augmentation, work readiness preparation, and actual hands-on work experience.

In general, federal law allowed WIA funds to be expended through individual training accounts (ITAs), or pre-employment training and education, for adults and dislocated workers. Local boards established policies and procedures governing these accounts, including criteria for matching training to available jobs or “in demand” occupations for ITAs. Federal law also permitted contracting with businesses directly linked to employment opportunities as described in Table 6, and local boards also adopted policies governing these custom or on-the-job-training (OJT) contracts.

Table 6. WIA Adult and Dislocated Worker Training Programs

Training Type	Description	Method of Payment	Trainer
Pre-employment Training	Short term training, exam preparations, as well as credentialing/licensing fees for job	Individual Training Accounts (ITA) paid to trainer	Eligible Training Provider List
On the Job Training (OJT)	WIA participants gain skills Includes apprenticeship for construction trades and skills upgrade for incumbent workers	Employer is reimbursed up to 50% of the costs or up to 1,040 hours (Eastern)	Employer
Custom Training	Training provided to a participant while engaged in productive work	Employer is reimbursed up to 50% of the costs of the training	Employer
Education	Up to 104 weeks to attain a degree or industry-specific certification (Eastern)	Eligible Training Provider List	Eligible Training Provider List

Sources: Central & Eastern Region Board Policies & Procedures

In addition to streamlining service delivery for participants, the WIA sought to synchronize training and other employee services with employer needs through local board composition requirements heavily emphasizing business representation. The law further stressed the importance of the employer role by assigning local boards the responsibility for establishing employer linkages and promoting private sector participation. Table 7 presents the current resources available to employers on the WSD website.

Table 7. Employer Services on WSD Website

Menu of Services	Description of Services Available
Recruitment	Post job openings, find qualified candidates, and access a wide variety of information designed to help a business succeed.
Labor Market	Access information about labor market trends, statistics, and economic and demographic data.
EEO Information	Find information on topics such as diversity, affirmative action, disabled workers, and other equal employment opportunity issues.
Government Resources	Find information on federal programs such as OSHA, Social Security, IRS, wage reporting, labor statistics and commerce.
Employer Incentives	Find out if you qualify for local, state or federal tax incentives, like the Welfare To Work and Work Opportunity tax credits.
One-Stop Center	Learn about what services are available to you when you make a visit to your local One Stop Career Center.
Education	Find a suitable training or educational program, as well as information on training providers and schools.
Human Resource Information	Find information on HR-related topics, such as news, trends, employee policies, and problem resolution.
Labor Relations	Information on labor relations and legal issues, including area statutes, federal workforce laws and labor policies.
Wellness and Ergonomics	Learn how to reduce workplace injuries, create a drug-free work atmosphere and encourage a healthy work environment.
Internship Services	Find information about internship services in your area.

Source: New Mexico Workforce Connections Website

Financial Overview. The USDOL formula funding flows through the Workforce Solutions Department (WSD) to the boards via grant agreements. WSD can retain up to 15 percent of each funding stream for statewide activities and up to 25 percent of the Dislocated Worker portion for Rapid Response efforts to address urgent dislocation of workers due to companies shutting down or laying off a large number of personnel. Over time the federal allocation to this program has dropped almost 60 percent, and WSD reduced its statewide and Rapid Response holdbacks to 10 percent in Program Year 2015 (PY15). The state does not supplement federal funding. **Appendix F** details funding for each local board for the most current program year.

The local boards report on a 12-month year similar to the state's fiscal year, running from July 1 to June 30 of the following year. However, the term "program year" is used instead of "fiscal year," and the year is designated by the year in which it starts, not ends. For example, Program Year 2015 (PY15) began on July 1, 2015 and will end on June 30, 2016.

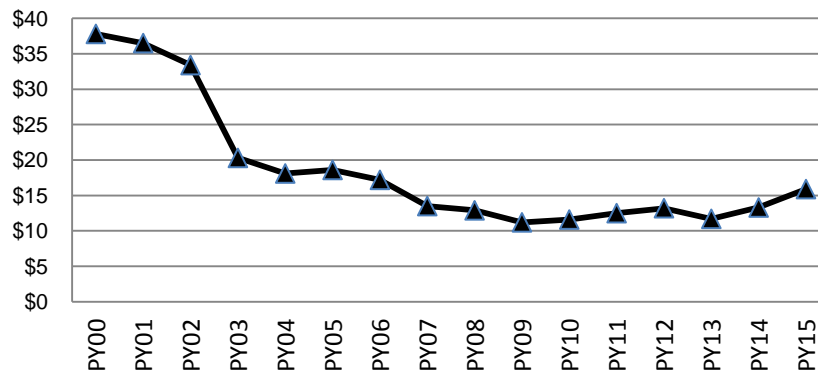
Chart 1 depicts WIA funding from inception, or PY00, to the current program year.

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Chart 1. WIA Funding from Inception to Present
(in millions)



Source: Workforce Solutions Department

Evaluation Overview. This evaluation covers three narrow objectives focusing on the local workforce development boards: assessing program effectiveness, cost effectiveness, and coordination with related programs. The review period covers July 1, 2010, through June 30, 2015, under WIA. Other workforce programs are excluded from the analysis, and WSD is touched upon only in its role as State Administrative Entity in relation to the local boards. **Appendix A** details project scope, methodologies, and objectives.

FINDINGS AND RECOMMENDATIONS

DESPITE PROGRESS, NEW MEXICO'S WORKFORCE DEVELOPMENT SYSTEM REMAINS FRAGMENTED

The federal government spends over \$9 billion annually in employment and training programs designed to support an efficiently functioning labor market. The 1998 Workforce Investment Act (WIA) intended federal programs, “siloed” by almost 75 years of operating separately, would combine efforts to deliver services that are streamlined, cost-effective, demand-driven, and high-impact through using the “one-stop shop” concept. While the amount of dollars managed by the WIA local workforce development boards has shrunk over time, the local boards remain the epicenter of the workforce system as the one-stop shop administrators. As keepers of the vision, they act as the collective pulse for realizing the WIA goal of coordinated programs.

Co-location of partners, a best practice, is inconsistent across workforce centers and some key services are not co-located. Launching the “one-stop” model for service delivery, WIA provided flexibility on how mandatory partners coordinated services, allowing physical co-location, electronic links, or referrals to off-site programs or services. In New Mexico, comprehensive one-stop centers developed over time using Memorandums of Understanding (MOU) and cost sharing agreements among co-located partners. Co-location varies widely across the local boards and across offices within a region, with sites hosting diverse partner mixes to match local needs. Shaded blocks in Table 8 indicate co-located or internal partners for four main comprehensive centers, one within each region.

Table 8. WIA Mandated Partner Profiles for Four Comprehensive Centers

Program	Type	Central Albuquerque Office	Eastern Clovis Office	Northern Santa Fe Office	Southwest Las Cruces Office
Wagner Peyser	Basic Career Services	x	x	x	x
WIA Adult	Workforce Development/Employer Services	x	x	x	x
WIA Dislocated Worker	Workforce Development	x	x	x	x
WIA Youth	Workforce Development/Education	x	x	Referral	Not 100%
Trade Adjustment Assistance	Workforce Development	x	x	x	x
Veterans	Veteran Support/Workforce Development	x	x	x	x
NM Works (TANF)	Workforce Development for people on public assistance	x	Referral	Part-time Volunteer	Referral
Vocational Rehabilitation	Employee and Employer support for Disabled	Referral	Referral	Referral	Referral
Unemployment	State Unemployment Compensation (Claims)	Basic Info Access/Referral	Basic Info Access/Referral	Basic Info Access/Referral	Basic Info Access/Referral
Community Block Grant	Employment and Training	Part-time	N/A	Referral	N/A
Farm Workers	Workforce support for agricultural workers	Part-time	N/A	Referral	x
Senior Services	Workforce support for those >55	Referral	Referral	Referral	Referral
Job Corps	Educational and training for youth	Part-time	Referral	x	x
Native American programs	Various	Referral	N/A	Referral	N/A
Vocational Education under Carl P Perkins Act	Education	Referral	N/A	Referral	Referral
U.S. Department of Housing and Development	Employment and Training	Part-time	N/A	Referral	Referral
Adult Basic Education(ABE)/GED	Education	Referral	Referral	Referral	Referral
Sources: Local Boards Administrative Entities and Site Managers		Internal partner	x= Full-time services available onsite N/A=Not Available		

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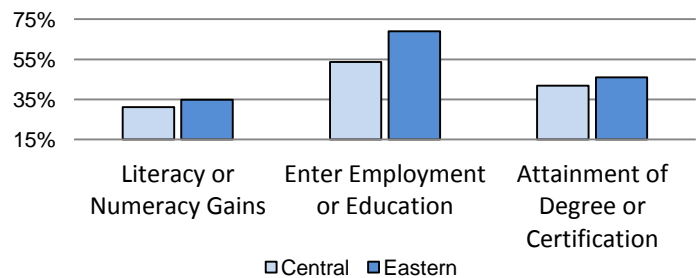
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The Clovis location has fewest located partners of the four main offices, although none currently co-locate key services provided by the Department of Vocational Rehabilitation, vocational training, or Adult Basic Education (ABE). The TANF program helping place people on public assistance back to work has a full-time presence at the Central Albuquerque office but is otherwise absent as a core partner. Unemployment services are provided only to the extent of showing people how to use the Workforce Connections computer online system or accessing unemployment staff via the telephone. At times, the service providers have vacancies or short office hours, as shown for Las Cruces youth program, as staff is required to be out in the field for activities and outreach. Of note, the Northern region stands out as the only region that does not co-locate its youth program at any of its sites.

Co-location to coordinate program services can improve outcomes but service provider competency also is a factor. One GED provider had been co-located at the Central region Albuquerque location but arrangements fell through when employer use of the computer lab took priority over one or two GED students. However, Eastern staff notes partnering with ABE/GED programs has been very successful, with ABE staff, now a core partner under WIOA, co-located in the Ruidoso office and the WIA youth staff co-located with ABE in Roswell. WSD acknowledges adult and youth programs are “infinitely more effective” in locations where the programs are housed together, producing increased attendance of classes and higher rates of High School Equivalency completions because instructors and case managers can work more closely together to ensure students’ full participation.

This assessment is supported by comparing the two regions’ outcomes for their youth programs, which shows the Eastern region edging out the Central region in all three areas being measured despite earlier service provider issues. However, the Northern region, which does not co-locate its youth program at all, posts the highest PY14 rating for youth attaining a degree or certification of 51 percent and has consistently performed at or above this level for four of the five years. Thus, other factors besides co-location must impact results.

Chart 2. Five-Year Average of Youth Performance Measure Results



Source: New Mexico Annual WIA Performance Reports

Co-location has become diluted as some partners have left the comprehensive sites due to cost or other considerations. As funding has decreased for various programs, some partners have retreated to home offices or other accommodations. For example, Central staff pointed to Goodwill and the Department of Vocational Rehabilitation (DVR) as co-located partners that left due to cost concerns, although discussions are underway with DVR for employer and navigator support to return onsite now that DVR has been designated as a core partner under WIOA. Eastern staff reports the Job Corps staff moved out of the Roswell office due to cost.

Co-location by itself did not break down siloed program barriers. As specified in Chapter 11.2.7.9 NMAC, “It is not enough to co-locate partners, orient customers to partner programs, and refer customers to these programs...for the one-stop delivery system to succeed, services shall be integrated and delivered according to customer need rather than program focus.” To break down the walls isolating the varied partner programs, in 2012 WSD set forth the minimum requirements for such integration, specifying local boards shall incorporate the following elements, as minimum, into their centers:

- Welcome function;
- Skill and career development function;
- Business services function;
- Operator to ensure seamless service delivery within each center;
- Site manger to ensure adequate and competent staffing;
- State agency and workforce partner supervisor to manage personnel;
- Staff cross-training;

- Customer flow model based on customer need and not program requirements; and
- Co-enrollment across programs and funding streams.

The goal of improving coordination of services through implementing a functional management system that crosses programs has seen varied success. The Central region has institutionalized these requirements into operations to the greatest extent, providing an extensive plan that spans organization structure, identifies key stakeholders, establishes comprehensive communication procedures for both internal and external partners, identifies a governance team spanning all partners, and depicts the required customer flow model included as **Appendix G**. Teams comprise five functional areas: Welcome Team, Resource Room Team, Basic Career Services Team, Training and Skills Development Team, and the Business Services Team under a uniting goal of providing service to the customer regardless of need. Management of the Mountain Road location is shared equally between WSD and the Administrative Entity.

In contrast to the team structure found at Central’s Mountain location, WSD Wagner-Peyser and WIA/WIOA adult and dislocated worker program staff appeared less integrated at the Las Cruces office. Staff relayed issues relating to mis- and incomplete communication, understaffing, segregated team members at the Missouri Street location, lack of training, minimal oversight of work product, and having to work as part of the Welcome Team rather than focusing on high case loads. Stemming partly from a WIA service provider manager that has since left, additional leadership changes are underway to rectify problems stemming from the adult and dislocated program management. While improving WIA operations, these changes might not address promoting a cohesive culture of all programs.

Not all external partners participated with the local boards, and administrative entities or operators lack authority to ensure compliance. Staff generally indicated segregated funding streams and program-specific goals have continued to foster agency isolation or “silo” mentality. Central staff conceded the Higher Education Department, which administers the Carl D. Perkins technology programs and other Adult Basic Education (ABE) programs, has been an absent partner to its governance team activities. Eastern staff suggests coordination with partners varies from office to office while Northern staff noted delays in establishing partnerships with core partners, ABE, Vocational Rehabilitation, and Commission for the Blind.

All local boards have implemented stronger business services and outreach programs. WIA’s distinct emphasis on embracing the employer as a key partner in the workforce system has propelled a robust employer services element into the workforce centers. From posting jobs to supplying space for training, interviewing, meetings, and recruitment, the adult and dislocated WIA service providers conduct extensive outreach to the business community. However, of the four locations visited, only the Central Mountain office has been renovated to match the needs of this unique constituency. For example, the single conference room at the Alamogordo location serves as computer training room, conference room, and meeting room, minimizing its effectiveness for any one purpose.

Separate information systems form a daunting barrier to fully streamlined service delivery. In addition to co-location, the initial 2003 LFC program evaluation of WIA, *Review of New Mexico’s Implementation of the Federal Workforce Investment Act of 1998*, identified a common intake system as the second essential building block to successfully realize WIA goals. WIA/WIOA serves priority populations distinguished by significant impediments to employment that cross social services, workforce, and education boundaries. Agencies administering these separate programs not only operate proprietary information technology systems, these systems are not integrated in any fashion to share client information.

Table 9. Sample External Information Technology Systems

Adult Education and Literacy (AEL)	Literacy, Adult and community Education System (LACES)
Higher Education Department (HED)	Data Editing and Reporting (DEAR)
Human Services Department (HSD)	Automated System Program and Eligibility Network (ASPEN)
Division of Vocational Rehabilitation (DVR), Public Education Department	Accessible Web-based Activity Reporting Environment (AWARE)
Children, Youth, & Families Department (CYFD)	Enterprise Provider Information and Constituent Services (EPICS)

Sources: New Mexico Workforce Innovation and Opportunity Act (WIOA) Combined State Plan Years 2016-2019; LFC files

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People visiting the Workforce centers already receiving public assistance such as TANF benefits, for example, are enrolled in the Human Services Department ASPEN system but must re-register in the Virtual One-stop System, or VOSS (also now known as NM Workforce Connection On-Line System or NMWCOS). Case management notes are segregated by systems, impacting effectiveness of caseworker assessments. Furthermore, registration in other programs outside those handled under WIA and by WSD programs must be self-disclosed by the client. Only wage records are currently shared.

WSD and the local board administrative entities (AE) recognize the significant inefficiencies resulting in duplication of work effort and the potential for uncoordinated services that undermine client outcomes. The Southwestern AE stresses the importance of proficient case management to capture all relevant dynamics impacting an individual's career decisions. Central one-stop management encourages WSD and WIA staffs work closely to uncover relevant factors. The Northern providers use a referral form and tracking spreadsheet to encourage clients to engage with appropriate programs, documenting follow-up activities in case notes.

WSD proposes to increase efforts to strengthen linkages with partners to align activities of targeted populations "to improve the quality of participants' experiences and interactions with the workforce system." The state four-year plan, for example, proposes designating a Data and Performance Committee within the State Board to support the acquisition and coordination of data across agencies but the intent appears focused on performance reporting, not client services. The department relates it is working with the Human Services Department to establish an integrated workforce system to provide "real time secured data sharing for both internal staff program support and individual participant servicing" but this work is in its initial stages.

Options exist, ranging from using a common intake and eligibility system to developing state-specific identifiers unassociated with social security numbers. Such endeavors spanning multiple agencies would require strong leadership from the governor and State Workforce Development Board, populated by related agency heads.

The State Workforce Development Board's recent efforts toward improving coordination, data sharing, and performance measurement have yielded limited results. As listed in **Appendix H**, Section 50-14-4 NMSA 1978 details the board's responsibilities, including seven tasks assigned to the Coordination Oversight Committee generally requiring strategic planning for employment growth, training, career pathways, economic development job analysis, curriculum alignment, program design to avoid duplication, and coordination of information technology. Furthermore, all state agencies involved in workforce development activities were to submit annual reports to the board covering their goals, objectives and policies, and the board was to submit recommendations to the Legislature for system improvements.

After a hiatus in 2010, the next three years saw resurgence in board activity. Reorganizing under four committees, members developed the 2011-2015 state plan; evaluated workforce sites; examined how to improve collaboration and measure outcomes, bridge the gap between the workforce development and economic development, share data, and align education with workforce needs; and set out to bring employers into the system. Yet board minutes reflect dwindling committee reporting over fewer board meetings, with attention turning by the end of 2014 to implementing the Workforce Innovation and Opportunity Act (WIOA) and producing the new WIOA four-year plan. The plan was submitted in January 2016 for public comment. However, WSD could not produce final committee reports or other documentation substantiating any implementation of board recommendations spurred by the 2011-2013 flurry of activity.

All local board Administrative Entity staff voiced optimism that WIOA is reinvigorating the state's commitment to a truly unified workforce system but caution it will take strong leadership from the governor and State Board to require partners to coordinate and collaborate according to a single goal: jobs.

The U.S. Department of Labor (USDOL) review of the state WIA system in 2008-2009 prompted WSD improvements but risks to the local boards remain.

The USDOL review found the local boards had not been operating in full compliance with WIA requirements, stemming primarily from the lack of state oversight executed through quality monitoring reviews. According to one AE staff, local boards believed they were working well. In response, WSD implemented a full audit function using comprehensive federal guidelines and continues to train local board AEs on their internal monitoring procedures when found deficient. Both the administrative entities and WSD perform broad annual program and financial reviews, while grant drawdown requests and performance tracking are reviewed monthly for allowable costs, expenditure requirements, and progress toward common measures.

Various WSD staffing issues impact the local boards. A 2011 USDOL review of the Eastern local board found such material deficiencies in its administrative and financial management, the federal ETA threatened de-certification. While the Eastern board had changed to an interim Administrative Entity (AE) and brought its audit current by 2013, limited WSD staff focused on final reconciliations of financial data into 2014. PY12 and PY13 monitoring reviews for the Southwestern region were pushed out until June 2014 and the PY14 review was not conducted until August 2015—a full year after a new service provider had taken over Southwestern adult programs. Significant errors were subsequently uncovered, ranging from failure to follow board policies for training expenditures to improperly managing contracts. The AE internal monitoring focused on file reviews to meet federal requirements but missed the bigger picture adherence to policies and operational procedures.

WSD IT staff support VOSS, the Geographic Solutions IT system serving WSD and WIA personnel across the entire state. However, only one person serves as the point of contact for the local boards. Although highly competent, having one person answer questions, solve IT problems, manage upgrades or IT initiatives, and obtain specialized reports slows response time and, more importantly, poses a significant single-point-of-failure risk.

Staff turnover at WSD also had unintended consequences in the absence of well documented desk procedures. Untrained financial staff led to WSD reporting Program Year 2014 cost data incorrectly by \$1 million in its annual report, risking federal sanctions if not resolved. Federal guidance lays out instructions for completing the annual report, or the Education & Training Administration (ETA) 9091, that includes several tables relating WIA performance, participant profiles, and financial information along with economic and labor market data.

When questioned regarding the substantial increase in the Dislocated Worker per participant costs, up 25 percent from the prior year and almost tripling from PY10, the department staff submitted a revised financial table that materially changed the Adult and Dislocated Worker numbers for Program Year 2014 (PY14 – July 1, 2014 through June 30, 2015) as shown in Table 10. Thus, expenditures for PY14 were severely misreported to both the federal agency and the public.

Table 10. Comparison of PY 14 Original and Revised Financial Tables

Program Activity	Original Cost Data	Revised Cost Data	Difference
Local Adults	3,729,438	5,236,404	1,506,966
Local Dislocated Workers	5,041,730	2,643,666	(2,398,064)
Local Youth	3,643,095	3,436,575	206,520
Rapid Response (up to 25%) WIA Section 134(a)(2)(B)	290,982	290,982	-
Statewide Required Activities (up to 15%) WIA Section 134(A)(2)(B)	977,299	977,299	-
Total	\$13,682,544	\$12,584,925	(\$1,097,619)

Source: Workforce Solutions Department

Cost information is not centralized in VOSS, requiring WSD generate financial reports outside the system. Staff inputs SHARE data reflecting grant reimbursements to the local boards into a spreadsheet, producing a cash basis analysis. But the U.S. Department of Labor (DOL) requires accrual reporting. Thus, additional adjustments must be made to the spreadsheet such as removing prior-year expenditures, requested and reimbursed in the current year, and adding

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obligations incurred but not yet paid. Other manual modifications account for local board budget adjustments, usually moving funding from the Dislocated Worker program to the Adult program, which are not tracked in SHARE.

The financial reporting appears inconsistent with federal directions and does not tie to the local board audit rollup for PY14. Federal instructions for the annual report clearly state the entries in the financial table “should be strictly program costs,” which do not include administrative costs included in quarterly WIA financial reports. Yet WSD incorporated them, which skews cost comparisons to other states that did not.

Table 11 shows a \$500 thousand discrepancy between the local boards’ combined audit rollup and the revised WSD numbers based on grant reimbursements, before budget adjustments and the allocation of administrative costs to the three programs. WSD did not provide a reconciliation between the two totals.

Table 11. Cost of Program Activities Comparison

	WSD GL	AUDIT ROLLUP	DIFFERENCE
Administrative	1,177,451.82	1,153,957.00	(23,494.82)
Adult	4,879,160.24	5,050,033.00	170,872.76
DW	2,215,835.48	2,438,055.00	222,219.52
Youth	3,044,196.97	3,176,992.00	132,795.03
Total	11,316,644.51	11,819,037.00	502,392.49

Source: Workforce Solutions Department and Local Board Audits

Workforce training and education programs are not grounded in a single statewide, common plan that would optimize program coordination. As with other states, New Mexico’s workforce system is complicated. To better untangle this complexity and identify areas of strategic alignment or lines of coordination for all entities involved in human capital development, some states developed a system mapping that showed “before” and “after” schematics. Two samples were provided to WSD staff, one from North Carolina and one from Washington that is included as **Appendix I**. Although previous LFC reports on workforce development recommended executive agencies better coordinate efforts to prevent duplication and enhance service delivery, New Mexico has not produced a comprehensive inventory of workforce programs that would help achieve these goals.

The federal WIA envisioned state workforce boards and associated support agencies, like WSD, to ensure coordination of these types of programs for the past 15 years. LFC staff sought assistance from WSD to populate a spreadsheet compiling 35 workforce training and education programs administered by various state agencies to gather basic information, such as program eligibility requirements, targeted population, program size in terms of budget and participants, and funding sources. WSD provided data only related to programs directly under its purview. Given the lack of present information by the state’s lead agency for workforce development, this cross-agency data collection and coordination still needs to occur, an effort reinforced by the federal reauthorization of WIA through WIOA.

WIOA affords the opportunity to take a fresh look at all programs in the state touching workforce issues. The new state plan agrees, noting the State Board as required to “develop and improve the statewide WIOA-funded activities and the one-stop delivery system, including development of linkages to ensure coordination and prevent duplication among the programs and activities.” This assessment should incorporate this type of data collection, including performance data, across programs to begin mapping the workforce development system in New Mexico.

WIOA implementation is progressing but has been slowed by delayed USDOL guidance. Implementing WIOA changes began July 1, 2015 with some items staggered over a two-year timeline. The general consensus is WIOA promises to enforce greater coordination, beginning with requiring an integrated four-year state plan that incorporates partner plans into a combined document that brought DVR, the Higher Education Department, the Commission for the Blind, the Commission for the Heard of Hearing, the Aging and Long-Term Services Department, and the Public Education Department into the WIOA planning discussions. Originally due March 3, 2016, DOL extended the date to April 1 to accommodate final DOL guidance just being disseminated. In addition

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to the core WIOA adult, dislocated worker, youth and Wagner-Peyser programs, the combined plan now incorporates the following programs:

- Adult Education and Literacy (Higher Education Department);
- Vocational Rehabilitation (Public Education Department, Division of Vocational Rehabilitation);
- Commission for the Blind;
- Wagner-Peyser Agricultural Outreach Program; and
- Senior Community Service Employment Program.

The plan also discusses strategies for addressing the key changes from WIA to WIOA, as identified in Table 12.

Table 12. Key Changes from WIA to WIOA – Title I

Element	WIA	WIOA
State Board	2 legislative members from each house No minimum %	1 legislative members from each house; 20% representative of workforce
State Plan/Local Plans	5 Years	4 Year Plan requires Integrated State Plan of core partners; Adds strategic elements
Adult	Sequence of services: core, intensive, training	Removes sequence of services requirement; Streamlines into "career services"
Dislocated Worker	Formula only	Formula + "hold harmless"/stop-gain max and min %
Youth	30% targeted out-of-school youth Youth Council	75% focused on out-of-school youth; Eliminates Youth Council, becomes standing committee
Transfer of funds from DW to Adult	Limited to 20%	Can transfer up to 100%
One Stops	Defined mandatory and voluntary partners (Appendix D)	Emphasizes greater coordination; Requires partners define infrastructure agreement; Brings together Core Programs: WIOA, Wagner-Peyser with Adult and Literacy, Vocational Rehabilitation programs
Performance Measures	9 common measures for WIA 100 measures for all federal reporting for all Title I, Title II, Title III and Title IV programs	Common measures for Adult and Dislocated Worker and WIA programs in Title I, Title II, Title III, and Title IV; Revises youth indicators; Lengthens period
Informed Customer	Waiver for Eligible Training Providers provide performance data	No waiver

Source: NGA Office of Federal Relations

In the absence of DOL guidance relating to performance measures, governance, and data sharing, and other rules, the local boards have been laying WIOA foundations by reviewing policy options to reflect WIOA changes. Additionally, board staff attended national training in January 2016.

Partial implementation started July 1, 2015, and most local board staff report compliance with WIOA changes that pose the most significant impacts to program performance: reorienting the youth program to emphasize out-of-school youth; targeting adult and dislocated worker populations regardless of funding levels; and initiating coordination with adult education and disability programs as well as other industry collaboration. Boards have also been active revising local board composition and committees.

Outstanding items to implement in July 2016 include the Eligible Training Provider List reporting requirements, local plan development, and new performance reporting. Board staff noted the following risks to implementation: critical WSD vacancies, including the WIOA Director; lack of federal regulations and subsequent state policies; retaining eligible training providers due to lacking performance data to meet the new requirement; and persistence of the "silo" mentality. Of all the WIOA changes, focusing more program dollars on out-of-school youth could hold the highest risk for local board performance, potentially stressing already underperforming youth programs.

Current statute is also outdated, as well as associated administrative code. The New Mexico Workforce Development Act was quite explicit in following the original federal WIA legislation. Besides the obvious references to WIA, it requires updating along the lines depicted in Table 12. Section 50-14-6 NMSA 1978 speaks to Youth Councils, for example, that have been eliminated under WIOA and replaced by board committees. Additionally, legislators need to work with the State Board to align its statutory functions with current practice. For

example, WSD relates the State Board has not had its statutory Oversight Committee for a number of years and appoints most committees as needed. More importantly, state statute requires overhauling to reflect some of the key WIOA program elements, such as more stringent prioritization requirements targeting veterans and other populations. Another option is to repeal the statute, allowing federal law to take precedence.

Recommendations

The Legislature and executive branch should:

- Align New Mexico statute with the Workforce Innovation and Opportunity Act (WIOA) or repeal it completely and use the federal code as the guiding law in the state as instructed by Executive Order 2015-12;
- Require WSD or a responsible party fully inventory all governmental programs functioning as part of the workforce development system to encompass economic development, education, social services, employment services, and employment development and:
 - Map it for duplication, potential strategic alliances and coordination, resource leveraging, and opportunities to streamline service delivery;
 - Identify all funding sources and budget data;
 - Collect all performance data;
 - Provide a comprehensive cost-benefit or return on investment analysis of each program; and
 - Provide options for a common state plan that optimizes outcomes for New Mexicans with the most efficient use of resources;
- Consider reorganization of state agency programs under one agency to save administrative costs and improve coordination; and
- Consider funding options for the entire system, once the coordination and duplication issues are resolved.

The Workforce Solutions Department should:

- Map all WIOA partners for duplication, potential strategic alliances and coordination, resource leveraging, and opportunities to streamline service delivery;
- Fill key vacant positions as timely as possible;
- Augment VOSS support staff to enable redundancy;
- Document desk procedures for all WIOA-related activities, including federal reporting;
- Continue providing leadership role for WIOA activities in coordination with the local boards;
- Electronically archive and post all State Board minutes, thoroughly document and archive all committee report deliverables, and document any implementation of State Board recommendations; and
- Update WIA policies for WIOA, including 11.2.10 NMAC for co-enrollment.

The State Workforce Development Board should:

- Work with the Workforce Solutions Department and cabinet agencies to effectively implement the Workforce Innovation and Opportunity Act for streamlined service delivery that generates improved results for New Mexicans.

The Local Boards should:

- Continue to strengthen linkages with other workforce-related programs and community leaders in Chambers of Commerce, Economic Development entities, Councils of Government, Municipal League, community-based organizations;
- Help identify available programs not currently being advertised; and
- Submit regular reports to the State Board detailing one-stop activities, such as program participation, degree of agency coordination and co-location, co-located staff turnover and vacancies, community outreach by program, and other means of accountability Administrative Entity and one-stop operator staff identify.

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FIVE-YEAR ADULT OUTCOMES HAVE IMPROVED STATEWIDE BUT REMAIN BELOW PRE-RECESSION LEVELS AND SOME YOUTH OUTCOMES LAG NATIONAL RESULTS

The state spent about \$12 million annually to serve, on average, 3,700 New Mexicans in WIA programs. New Mexico's Workforce Investment Act (WIA) programs target low-skilled, low-income, unemployed or under-employed adults; dislocated (laid off) workers; and youth. This evaluation covers outcomes reported for five program years beginning July 1, 2010, or PY10. Table 13 provides the five-year average program cost and participants for these three WIA programs, excluding self-serve individuals. Adult costs generally accounted for almost half the annual expenditures while both dislocated worker and youth programs on average paid more per individual. For the current program year 2015 (PY15), higher federal funding increased the projected number of participants in staff-assisted programs by just over 100 participants.

Table 13. Average WIA Program Cost and Participants PY10 – PY14 and PY15 Allocation
(\$ in millions)

WIA Program	PY10-PY14 Average Cost ¹	Average Participants ²	PY15 Allocation	PY15 Projected Participants ²
Adult	\$5,218.1	1,852	\$4,176.6	2,031
Dislocated Worker	\$2,736.3	734	\$5,099.7	644
Youth	\$3,730.7	1,113	\$4,316.9	1,149
Total	\$11,819.0	3,699	\$13,593.3	3,824

¹ Includes only funding distributed to the local boards; excludes WSD statewide and Rapid Response expenditures; July 1, 2010-June 30, 2015

² Excluding self-serve individuals

Source: LFC Analysis

The U.S. Department of Labor (DOL) and Workforce Solutions Department (WSD) used nine key measures to monitor performance. Three common measures applied to programs serving adults and three common measures applied to programs serving youth:

Adult Measures:

- Entered Employment
- Employment Retention – 6 months
- Average Earnings – 6 months

Youth Measures:

- Placement in Employment or Education
- Attainment of Degree or Certificate
- Literacy and Numeracy Gains

Targets were negotiated annually with the federal Department of Labor (DOL), and states were required to reach 80 percent of each target as a passing grade to avoid possible federal sanctions. Adult measures were tracked separately for the Adult and Dislocated Worker segments, producing a total of nine measures. **Appendix J** provides a more detailed description for the nine common performance measures, including methodologies used to calculate actual performance levels.

Although not required, some states – including New Mexico – provided additional outcomes reported for targeted populations: veterans, individuals with disabilities, older individuals, and those receiving public assistance. Other reported information covered 12-month wage gains, placement of people in nontraditional employment, and an extended 12-month retention rate. Targets were not set for these informational measures.

New Mexico's overall performance improved from PY10. Per WIA Sections 136 and 185 requirements for the federal funding, local boards reported quarterly to the WSD, which forwarded the information to DOL. Additionally, WSD prepared an annual report that related economic and job statistics as well as local board results for the nine measures, rolled up into statewide results. In general, outcomes registering in one program year reflect performance related to activities executed in prior years. As noted in **Appendix J**, they are highly dependent on when participants enter and exit the WIA programs.

Combining the local board results provided an overall status of state performance, and results were graded according to three categories:

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Table 14. Performance Ratings

Exceeded	Result > Target
Met	80% Target < Result < Target
Not Met	Result < 80% Target

Source: New Mexico WIA Annual WIA Performance Reports

New Mexico met most performance targets. While all adult and dislocated worker measures reported at the statewide level met most performance targets, targets were reduced in some instances. Youth targets, on the other hand, have seen a gentle rise since PY11. Missed targets are highlighted in Table 15.

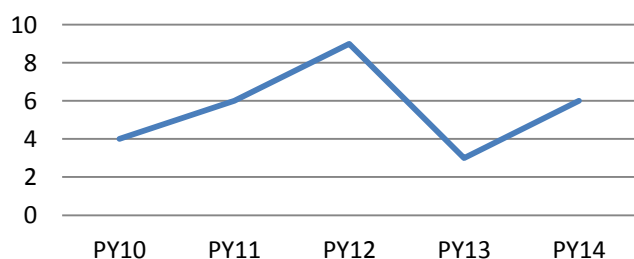
Table 15. Statewide WIA Performance Results and 80% Target Levels
(\$ in thousands)

Adult Program	PY10		PY11		PY12		PY13		PY14	
	Target*	Actual	Target*	Actual	Target*	Actual	Target*	Actual	Target*	Actual
Entered Employment Rate	66%	65%	53%	66%	53%	70%	54%	64%	54%	72%
Retention Rate – 6 months	71%	82%	71%	91%	69%	90%	70%	88%	71%	92%
Ave Earnings – 6 months	\$9	\$14	\$9	\$48.2	\$22.4	\$32.6	\$22.4	\$20.3	\$16	\$19.9
Dislocated Worker Program										
Entered Employment Rate	69%	72%	60%	72%	58%	75%	58%	75%	58%	80%
Retention Rate – 6 months	74%	81%	74%	87%	69%	88%	70%	81%	70%	89%
Ave Earnings – 6 months	\$11.4	\$16.3	\$11.4	\$17.4	\$13.6	\$17.2	\$13.9	\$17.1	\$14	\$16.8
Youth Program										
Placement in Employment or Education	51%	55%	43%	57%	45%	57%	46%	56%	46%	61.7%
Attainment of Degree or Certification	28%	46%	28%	37%	33%	50%	33%	46%	40%	43.2%
Literacy or Numeracy Gains	20%	32%	20%	30%	26%	37%	26%	28%	28%	36.6%

80% of negotiated target = minimum threshold

Source: New Mexico Annual WIA Performance Reports

Chart 3. Number of Results Exceeding Targets

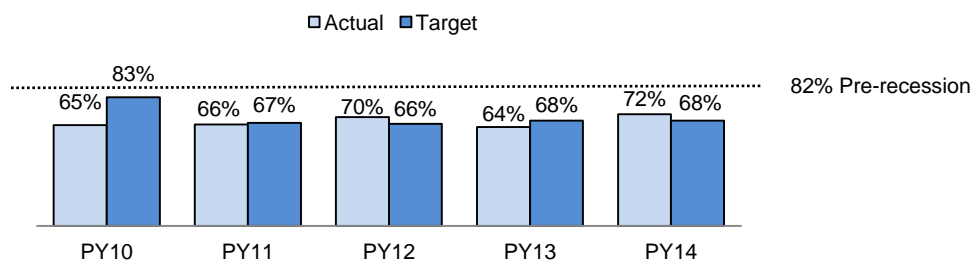


Source: NM WIA Annual Performance Reports

According to this rating scheme, statewide performance improved for three years, peaked in Program Year 2012 (PY12), dropped off the following year, and then rebounded in PY14. During this time the state missed two measures.

While improving from PY10, the latest reported statewide Adult Entered Employment rate remains about 10 percentage points behind pre-recession performance. In PY10 the state missed the 80 percent threshold for the Adult Entered Employment rate by one percentage point. The statewide target was negotiated downward from 83 percent to a low of 65.9 percent in recognition of the Great Recession, increasing slightly to 68 percent as the economy recovered and rates improved. However, the Adult Entered Employment actual rate remains about 10 percentage points below the pre-recession two-year average of 82.2 percent.

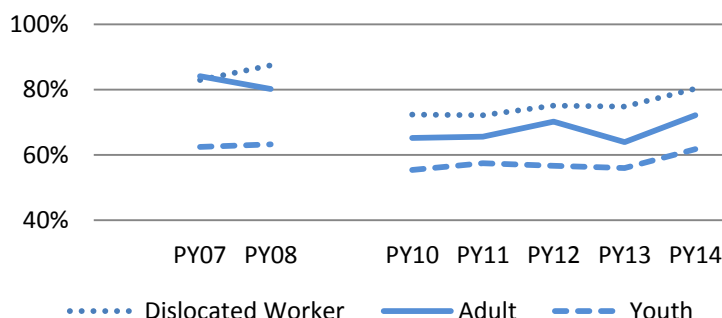
Chart 4 . Adult Entered Employment Results versus Targets



Source: New Mexico WIA Annual Performance

Omitting PY09, Chart 5 accentuates how each of the Entered Employment segments shifted down from pre-recession levels but have unevenly improved over the five years. These PY10-PY14 results exhibit a common WIA pattern for the three population segments, with the dislocated worker segment performing highest, sequentially followed by the adult and youth programs. Dislocated workers who lost their jobs through no fault of their own more often have marketable skills that can quickly translate into new jobs, generating the elevated employment trend.

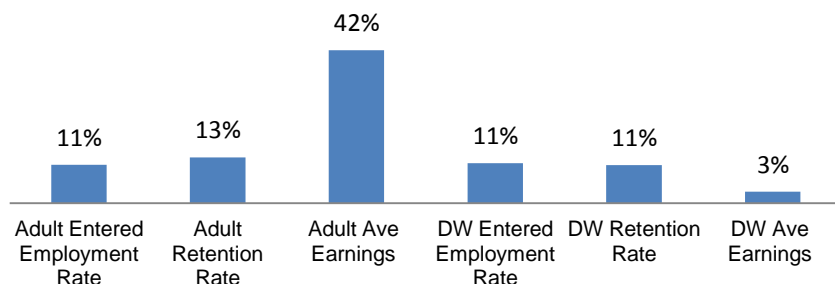
Chart 5. Entered Employment Rates Pre-Recession (PY07-PY08) versus PY10-PY14



Source: New Mexico WIA Annual Performance Reports

Other adult and dislocated worker (DW) statewide performance results have similarly progressed over the last five years, bringing retention rates close to pre-PY10 levels and boosting average salaries.

Chart 6. Percent Increase in Adult/DW Results PY10 - PY14

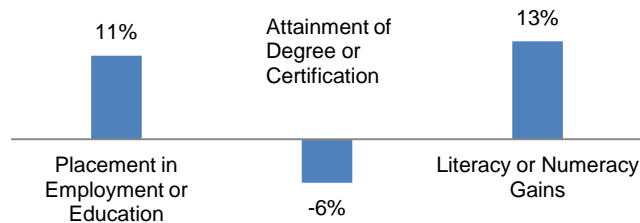


Source: New Mexico WIA Annual Performance Reports

However, Central performed a customized training initiative in PY11 for healthcare workers, some with high earnings. This cohort impacted computations through PY14, artificially boosting statewide results to 42 percent. Anticipating a return to normal levels for PY15, the Central region requested and received a re-negotiated target for the adult salary measure from \$28 thousand to \$20 thousand.

Three top performing regions were unable to sustain peak performance reported for youth attaining a degree or certification, causing the only reported measure decline at the statewide level. Over this period the state's literacy or numeracy gains improved, and the percent of youth participants entering employment or education showed equal gain as adults. However, the percent of youth participants earning a degree or certification slipped by 6 percent.

**Chart 7. Percent Change in Youth Results
PY10 - PY14**



Source: New Mexico WIA Annual Performance Reports

Most years New Mexico performed mid-range nationally except for youth programs. Over the four years covering PY10 to PY13, more bottom 10 rankings crept into the comparative mix. Echoing Table 15's statewide performance trend, New Mexico's national ranking bottomed in PY13 only to uptick again in PY14.

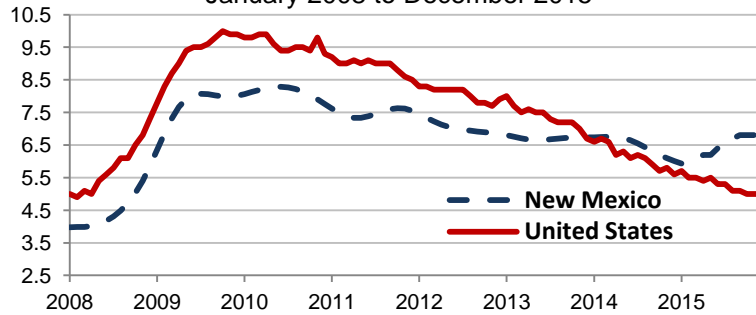
Table 16. New Mexico National Rankings*

Common Measure	PY10	PY11	PY12	PY13	PY14
Adult Entered Employment	32	37	33	44	35
DW Entered Employment	36	41	39	38	33
Adult Retention	35	4	5	11	Tied 4
DW Retention	48	40	36	51	31
Adult Average Earnings	11	1	1	2	2
DW Average Earnings	27	23	22	18	27
Youth Placed in Employment or Education	39	41	46	46	41
Youth Attained Degree or Certificate	45	49	44	48	48
Youth Literacy & Numeracy Gains	34	42	43	48	39
*PY10-PY13 includes 50 states, Virgin Islands, Puerto Rico and District of Columbia * PY14 includes 48 states (Delaware and West Virginia not reporting data), Virgin Islands, Puerto Rico and District of Columbia					
COLOR LEGEND	Annual Ranking Count				
	PY10	PY11	PY12	PY13	PY14
Top 10	0	2	2	1	2
Middle	7	5	3	3	6
Bottom 10	2	2	3	4	1

Source: U.S. Department of Labor

Adult and dislocated worker entered employment and retention rankings are highly influenced by economic conditions, complicating performance assessment of the local boards. State comparisons do not reflect the varied economic conditions that impact individual state's outcomes. As measured by the unemployment rate, New Mexico lagged the rest of the country into the recession and continues to lag the national recovery. Thus, the declining relative performance for some adult metrics in this period against national performance is not surprising.

Chart 8. New Mexico Unemployment Rate
January 2008 to December 2015



Source: Workforce Solutions Department

Youth participating in the state's WIA programs attained a degree or certification 23 percentage points below the national PY14 average that can't be entirely explained by demographic or other reasons. Comparative performance for youth activities has drifted down, with the state underperforming the latest posted national average by a significant margin for two of the three youth performance measures.

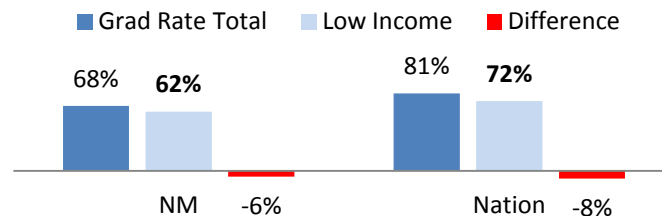
Table 17. PY14 Youth Common Measure Results

Region	Entered Employment	Attainment of Degree or Certification	Literacy/Numeracy Gains
Statewide	62%	43%	37%
National Average	67%	66%	50%

Sources: NM WIA Annual Reports and USDOL national data as of June 2015

A common explanation for the subpar performance for youth attaining a degree or certification proposed the WIA youth outcome simply mirrored New Mexico's low high school graduation rate, particularly for economically disadvantaged youngsters the WIA program primarily served. Average rates covering the period seem to support this view, with low income New Mexicans graduating at a 10 percent clip behind their national counterparts, 62 percent compared to the national average of 72 percent.

Chart 9. Average Graduation Rates
2010-2014



Sources: NM Public Education Department and the National Center for Education Statistics

However, this 10 point disparity does not appear to account for the remaining 13 point gap posed by the national rate comparison of 66 percent to New Mexico's 43 percent for PY14. Nor does it address the trending decline over several years. Finally, even if the state had retained its low-50s performance level, it would still fall short.

Other states in a similar economic and rural bracket consistently fared better in this category. Mississippi's lowest ranking for either literacy/numeracy gains and degree/certificate attainment was 14th in PY10, improving into the elite top 10 thereafter to take the number one spot for the last two years in both measures. Arkansas has consistently positioned among the top five, placing first five times. Missouri often scored in the 20 to 22 range. Surrounding states also performed better than New Mexico's program at the statewide level in each year under review.

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Table 18. State Rankings for WIA Youth Attained Degree or Certificate

State	PY10	PY11	PY12	PY13	PY14
Arizona	13	28	32	38	32
Colorado	16	13	20	18	24
New Mexico	45	49	44	48	48
Texas	25	23	37	32	37
Utah	34	40	40	41	36

Source: U.S. Department of Labor

Recommendations

The Workforce Solutions Department should:

- Consider having proposed State Board committees focus on the youth programs to improve outcomes; and
- Look for best practices that can be transferred from other states.

The local boards should:

- Review youth program performance against national benchmarks to better inform its oversight role;
- Develop better internal measures to identify where programs are performing well or underperforming; and
- Raise expectations and accountability for provider performance.

LOCAL BOARDS MET MOST GOALS BUT STRUGGLED WHEN CHANGING SERVICE PROVIDERS

Out of the 58 thousand New Mexicans unemployed and looking for work, less than 10 percent could potentially be served through a WIA program. WIA provided a three-tiered structure of services ranging from self-service to staff-assisted intensive service to training from an eligible provider. In all but one of the four regions for PY14, self-served individuals accounted for about 40 percent of all participants, while those engaged in intensive and training activities hovered around 35 percent. The Southwest region leaned more toward moving people into the intensive and training category and served the highest percentage of youth. Participants, including self-serve, totaled 5,350.

Chart 10. Central Region Participant Profile - Total 2,763

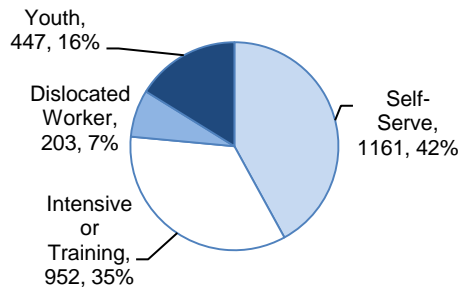


Chart 11. Eastern Region Participant Profile - Total 448

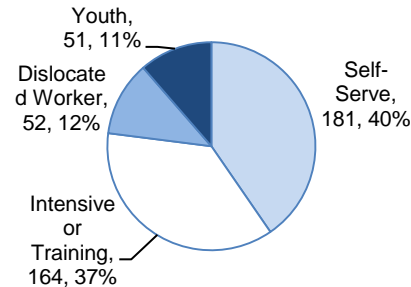


Chart 12. Northern Region Participant Profile - Total 1,233

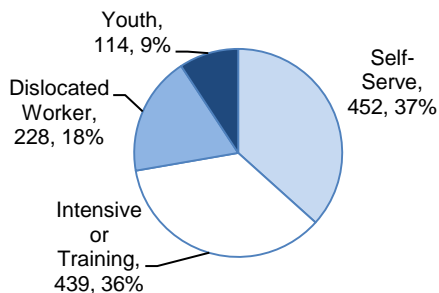
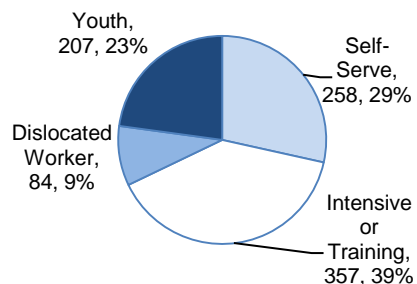


Chart 13. Southwestern Region Participant Profile - Total 906



Source: VOSS

Federal funding sets the baseline for the number of participants each board can serve, and local boards project the number of “slots” for each of the three programs as part of the budget process. As funding has declined over the years, so has the number of participants. For example, PY07 saw 8,765 participants at a grant expenditure level of \$18 million. However, funding is not the only consideration impacting participant level. The potential pool of participants is further restricted by eligibility requirements and prioritization of services targeting specific demographic profiles. Furthermore, WIA funding for pre-employment training is supposed to be used to fill whatever gap is left after all other funding sources have been identified. Thus, individuals must be willing to piece together the necessary dollars to reach their education or certification goals and, if meeting the eligibility and training requirements, use WIA dollars last. Finally, WIA training has strict program requirements, such as meeting grade or attendance schedules, and not all training will be approved.

The local boards have met or exceeded targets 94 percent of the time but results varied regionally. WIA programs serve people with the greatest barriers to sustained employment, creating unique challenges to executing performance. Targets, revisited annually, were negotiated at the local level to accommodate varying regional economic conditions, demographic factors, and program experience. These targets and their actual results were subsequently combined to produce the statewide numbers. Thus, while the New Mexico as a whole only missed

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two targets in the five-year review period through the averaging process, Table 19 shows the local boards did not meet their respective 80 percent baseline numbers a cumulative 6 percent, or 11 times.

Table 19. Local Board Five-Year Performance Against Targets

Rating	Central		Eastern		Northern		Southwestern	
	#	%	#	%	#	%	#	%
Exceeded	22	49%	25	55%	21	47%	32	71%
Met	20	44%	16	36%	21	47%	12	27%
Not Met	3	7%	4	9%	3	7%	1	2%

Source: New Mexico WIA Statewide Annual Reports

By this measure the Southwestern region stands out as the best performer, particularly because this region's negotiated targets were among the toughest except for average earnings goals. **Appendix K** compares targets for each local board by program year and indicates which measures were missed and by what degree. Key highlights include the following:

- PY10 saw the most missed measures, with employment outcomes impacted by the continuing recession;
- PY12 was the best performing year with all measures met or exceeded;
- The Northern board has met or exceeded all targets since PY10, when it missed three;
- Eastern missed the literacy or numeracy goal twice, although administrative entity (AE) staff contest the result reported for PY14 and claims the region met the measure;
- The target for the literacy measure was raised for all boards in PY12 and again in PY14; and
- Southwest missed its 80 percent threshold for dislocated worker earnings in PY14 by only \$81.

Three of the four regions have slipped on youth attaining a degree or certification since PY10, primarily due to lack of oversight during service provider transitions. The Eastern, Northern, and Southwestern regions all reported highs in PY10 above 50 percent. The Northern region posted the most progress for this measure, improving 198 percent from its PY06 low of 17 percent, and maintained this heightened momentum for four of the five program years. According to board staff, the dip in PY11 most likely occurred because a transition to a new provider did not go smoothly. Furthermore, the board conducted very limited oversight reviews prior to PY11, and the PY11 review was not executed until April 2013.

Table 20. Youth Attainment of Degree or Certification

Region	PY10	PY11	PY12	PY13	PY14	% Change PY10-PY14	PY10-PY14 AVE
Central	37%	40%	49%	43%	41%	12%	42%
Eastern	53%	52%	48%	33%	44%	(17%)	46%
Northern	52%	44%	54%	50%	51%	(3%)	50%
Southwest	52%	49%	49%	59%	41%	(22%)	50%

Source: LFC Analysis using Annual Report data

In fact, the Eastern region had performed the most consistently from PY06 through PY09 for this activity but experienced a steady rate decline through PY12 before dropping significantly in PY13. Several factors converged to produce this performance deterioration, which ultimately suggest inadequate oversight at multiple levels during a provider transition as the primary contributing factor:

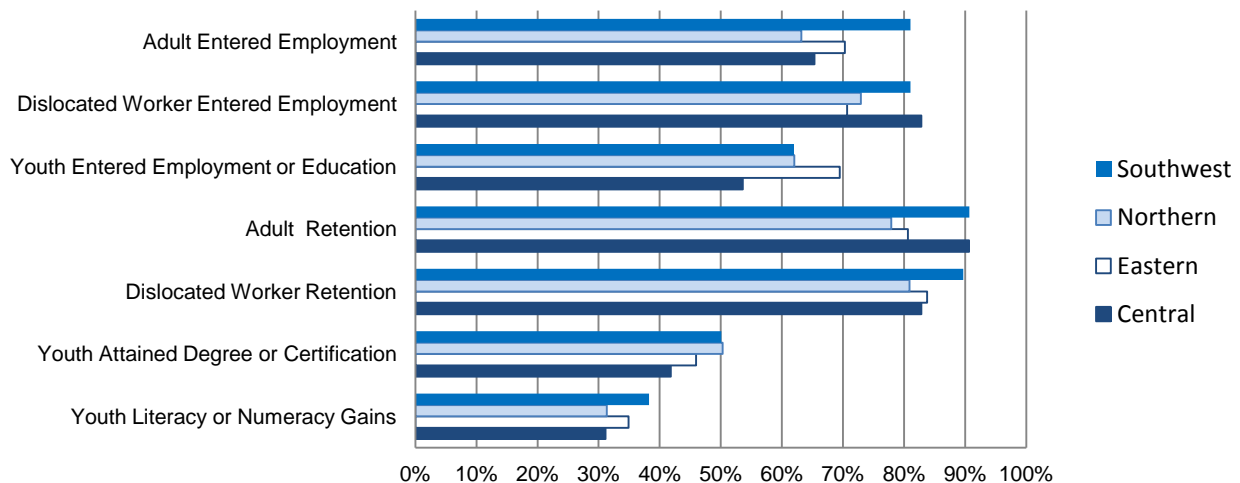
- In PY12 the board transitioned the AE role from the Eastern Plains Council of Governments to interim management, the Employment & Economic Information Center of New Mexico. New staff filled key positions, including Executive Director, fiscal staff and a WIA Coordinator, requiring an AE focus on structure development as opposed to performing oversight activities.
- At the same time, the board converted the youth program from six providers to one area-wide service provider.
- According to current AE staff, the new contractor was slow in filling vacancies, leaving some areas unstaffed. Furthermore, turnover for new hires was high. As a consequence, staffing for the youth program took 18 months to stabilize.
- WSD did not perform its monitoring review for PY12 for the Eastern region, combining it with the PY13 review completed in 2014, creating a two-year window without the comprehensive WSD oversight.

- The WSD PY12/PY13 combined review includes a finding that the Eastern PY12 fiscal report for the youth contractor was presented neither to the provider to take corrective action on any findings nor to SWD for review, and the PY13 monitoring review appeared late.
- The final PY13 Eastern Monitoring Report notes the following issues:
 - Three out of four offices were not meeting youth targets;
 - The provider was behind on Quality Assurance reporting and progress reports; and
 - Several case file errors were detailed, along with the requirement all new staff be adequately trained.
- During this period the Eastern region dropped 40 percent in the Youth Literacy or Numeracy Gains, from 39 percent in PY10 to 23 percent in PY14, a calculation staff that staff disputes as a result of faulty federal software.

Discussions in subsequent monitoring reports regarding adequate corrective action taken to close findings suggest future performance will regain traction. Also encouraging, the current Eastern administrative entity is implementing a staff development program and expanding its web-based offerings for “on-demand” training, a best practice that leverages financial resources, staff, and time while facilitating knowledge transfer.

All local boards demonstrate relative strength in at least one measure but, placing at or near the top in six of seven measures, the Southwest region results confirm its position as the best overall performer. Appendix L compares regional performance for common measures by program year. While acknowledging area differences in demographics, economic conditions, and other influencing factors that can impact scores, comparing performance across the local boards can identify potential best practices to replicate or areas of concern that might not otherwise emerge. Excluding the two salary measures due to the Central region’s built-in PY11 bias leaves seven measures to host such a comparative analysis. Based on average outcomes generated over the last five program years, the Southwest region appeared to employ and retain its adult and dislocated workers most consistently while posting top five-year averages for two of the three youth measures.

Chart 14. Local Board Comparative Five-Year Average Outcomes

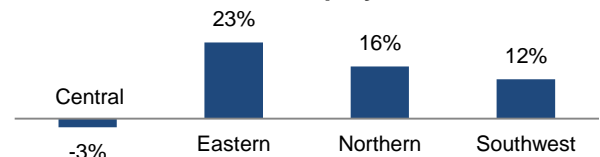


Source: New Mexico WIA Annual Performance Reports

The Southwest attained its top performance when adult programs were administered by the Workforce Solutions Department (WSD). The department administered the Adult and Dislocated Worker programs for over 12 years, from inception of the WIA programs through June 30, 2014 (PY13). The Southwest region was the last region to shift reins of the adult programs to a third-party provider to separate the conflicting roles of oversight and service delivery. The only transferable conclusion is long-term experience administering these complex programs had a positive performance impact for participants.

Adults in the Central region retained their jobs an average 91 percent of the time but some adult and youth metrics average lower than other regions for this period. The Central region has consistently reported high retention rates for its adult participants within a narrow range between 87 percent and 94 percent, even prior to the recession. However, the Central region reports the only decline in the PY10-to-PY14 Adult Entered Employment rate. Although small, it compares to rate increases from PY10 for the other boards ranging up to 23 percent.

**Chart 15. Average Five-Year Rate Change PY10-PY14
Adult Entered Employment Rate**



Source: New Mexico WIA Annual Performance Reports

Hit particularly hard in PY13, Central's administrative staff points to job losses through October 2013 as a possible cause. Data supports the contention of longer periods and higher degrees of job loss for the Central and Northern regions compared with the Southwestern and Eastern areas, conceivably impacting rates, but shows the turnaround for Central started earlier in PY12 as Table 21 demonstrates.

Table 21. Year-over-Year Job Gains/Losses by Region and Statewide*

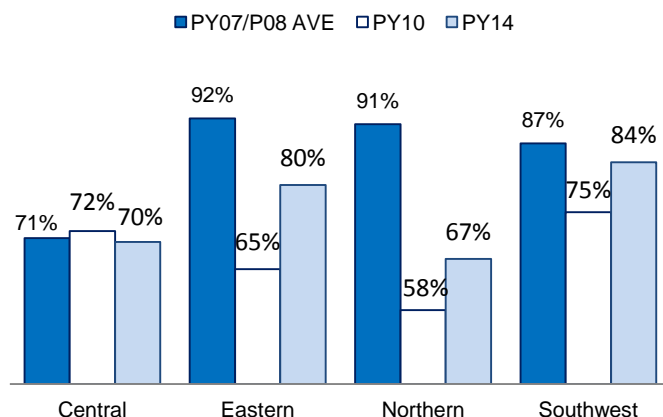
Year over Year Percent Change	Central	Eastern	Northern	Southwestern	Statewide
Y 07 - 08	-2.2%	-0.2%	-1.9%	-1.0%	-1.7%
PY 08 - 09	-3.4%	-3.4%	-4.4%	-1.4%	-3.3%
PY 09 - 10	-1.0%	1.1%	-1.2%	0.9%	-0.4%
PY 10 - 11	-0.8%	2.0%	-0.4%	0.6%	0.1%
PY 11 - 12	0.5%	2.2%	0.3%	0.8%	1.0%
PY 12 - 13	0.4%	1.8%	-0.4%	0.6%	0.5%

*As of January 2016 (unrevised)

Source: WSD Bureau of Economic Research and Analysis

Central's long-term average adult entered employment rate appears more stable than seen in the other areas but hovers at a lower level, most likely reflecting extraction industries' influence on economic cycles outside that region. By PY10 the full impact of the recession had filtered into this measure's results as participants exited, driving rates down as much as 30 percentage points, although the Central region actually improved slightly that program year. The Eastern and Southwest were closing in on their pre-recession highs by PY14 (reflecting overall job gains prior to the current oil and gas slump) while Northern continued to feel the recession's drag.

**Chart 16. Adult Entered Employment
Pre-Recession, PY10, & PY14**



Source: New Mexico WIA Annual Performance Reports

**Table 22. Number of Participants in Ratio
(PY14)**

Region	# Employed	# Exited
Central	104	148
Eastern	51	64
Northern	98	146
Southwest	38	45

Source: VOSS

Entered Employment Rate

Of those who are not employed at the date of participation: the number of adult participants who are employed in the first quarter after the exit quarter divided by the number of adult participants who exit during the quarter.

While data provided does not support isolating regional program performance from economic impacts on this measure, the long-term pace for Central adult participants entering into employment slips behind the other regions by a surprising margin.

Table 23. Average Adult Entered in Employment (PY04 - PY14)

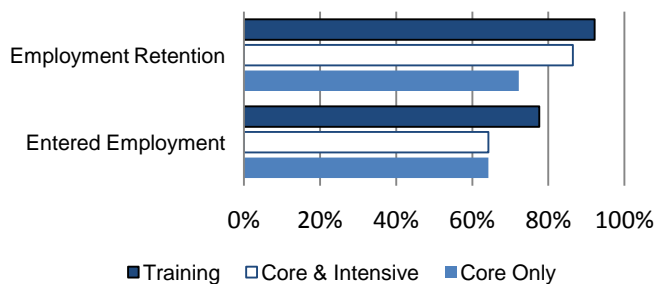
Central	Eastern	Northern	Southwestern
68%	77%	75%	82%

Source: New Mexico WIA Annual Performance Reports

The Youth Entered Employment or Education rate compared well nationally. The Eastern region, which posted the highest five-year average for this measure, offers a possible best practice approach of bringing in high school juniors and seniors or GED students and working to get them enrolled in post-secondary education. According to staff, working in collaboration with the GED and high school programs to find the appropriate track for the youth tends to produce more solid results.

WIA training improved outcomes for participants but had limited impact on New Mexico's skill gap. WSD policy requires local boards spend at least 40 percent of formula funding on combined adult and dislocated worker training annually. Training appears to be a good investment for the boards, with the adult and dislocated worker entered employment and retention rates reflecting improved outcomes for those receiving training over those receiving reduced levels of service. Results for those receiving core-only services register up to 20 percentage points behind the trained group; however, training is limited by funding.

Chart 17. Comparison of Outcomes for Level of Service PY14 - Statewide



Source: New Mexico WIA Annual Performance Report

Table 24. Number of Participants in Ratio Employment Retention – PY14

Service Level	# Retained	# Exited
Core Only	13	18
Core & Intensive	51	59
Training	1,045	1,134

Source: VOSS

Table 25. Number of Participants in Ratio Entered Employment – PY14

Service Level	# Employed	# Exited
Core Only	9	14
Core & Intensive	54	84
Training	497	640

“In demand” policies might be driving training dollars toward growth occupations that don’t have a shortage of workers. The WSD defines in-demand occupations as those that are projected to have more job openings and faster employment growth than most other occupations. Local board policies crafted around this definition, detailed in **Appendix M**, are summarized in Table 26.

Table 26. Local Board Policy for In-Demand Occupations

Local Board	Labor Market Projection		Minimum Job Openings
Central	Average wage ≥ \$40,646 +	OR	20 average annual job openings
Eastern	15% or higher projected growth rate (assume over 10 years)		
Northern	15% or more (over 10 years)		
Southwestern (Effective 8/1/2015)	Annual 1.2% job growth		
Southwestern (Effective 10/12/2015)	12% or more over 10 years	AND	250 job openings over 10 years
Southwestern (Effective 2/2016)			150 job openings over 10 years
Southwestern (Effective 2/2016)	8.7% over 10 years	AND	4 annual job openings

Source: Local Board Policies

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Additionally, local boards can qualify occupations in targeted industry clusters found in the WSD state plan or within new industries, businesses, or occupations identified within the region. Exemptions to the in-demand policy generally require either a bona fide job offer for the participant or letters from three or more employers justifying the need.

This policy benchmarking ignores the other half of the basic economic equation: supply. In its 2011-2015 State Integrated Workforce Plan, WSD clearly explains that labor markets are driven by both, and one measure of equilibrium is the ratio of job postings to job applicants in the system. Known as a “skill gap analysis” or “supply-demand,” a higher ratio of postings to resumés for an occupation or industry would indicate employers were struggling to find qualified candidates. A ratio less than 1, however, indicates a ready workforce is available.

Thus, a particular occupation might meet one or both of the criteria established by the boards and yet the trained individual could find him or herself in a hotly contested market already flooded with job seekers.

A good example is the number of Commercial Driver Licensure (CDL) trainings conducted by the local boards in PY14. Because local boards are not required to track the number of participants being trained for each occupation, not all could produce consistent data quantifying the number of clients completing CDL training within a period. As a proxy, WSD provided a subset of total participants in training by including data for those with start dates between July 1, 2014, and June 30, 2015 (PY14). Table 27 tallies a combined 348 CDL candidates, accounting for almost half of all individual, custom, and on-the-job trainings initiated in PY14.

Table 27. Number of Trained Participants* by Occupation - Statewide

Top 10 Occupations	Number	% of Total Top 10
Heavy and Tractor-Trailer Truck Drivers	348	46%
Registered Nurses	71	9%
Construction Managers	66	9%
Personal Care Aides	62	8%
Home Health Aides	47	6%
Medical Assistants	38	5%
Manufacturing Production Technicians	37	5%
Civil Engineers	30	4%
Dental Assistants	27	4%
First-Line Supervisors of Construction Trades and Extraction Workers	26	3%

*Defined by individuals with start dates between July 1, 2014 and June 30, 2015

Source: WSD VOSS

While customer choice drives training selection, “in-demand” board policies determine the universe of potential job tracks. Heavy and Tractor-Trailer Driver occupation code hit the number one or two spot for all four boards, representing a heavy bias for three of the four boards. Only the Central region’s training distribution falls more evenly across its top 10 occupations, although this may result in part from its broader metropolitan demographics and industry segments as distinct from the other more rural, and more concentrated, workforce segments in the other regions.

**Table 28. Number of Trained Participants*
by Occupation - Central**

Top 10 Occupations	Number	% of Total Top 10
Personal Care Aides	62	18%
Heavy and Tractor-Trailer Truck Drivers	61	18%
Construction Managers	58	17%
Home Health Aides	30	9%
Civil Engineers	29	8%
Environmental Scientists and Specialists, Including Health	26	8%
Customer Service Representatives	21	6%
Dental Assistants	20	6%
Solar Photovoltaic Installers	20	6%
Architects, Except Landscape and Naval	19	5%

*Defined by individuals with start dates between July 1, 2014 and June 30, 2015

Source: WSD VOSS

**Table 29. Number of Trained Participants*
by Occupation - Eastern**

Top 10 Occupations	Number	% of Total Top 10
Heavy and Tractor-Trailer Truck Drivers	47	42%
Registered Nurses	32	29%
Respiratory Therapists	8	7%
First-Line Supervisors of Office and Administrative Support Workers	6	5%
Bookkeeping, Accounting, and Auditing Clerks	4	4%
Hotel, Motel, and Resort Desk Clerks	3	3%
Real Estate Brokers	3	3%
Occupational Therapy Assistants	3	3%
General and Operations Managers	3	3%
Education Teachers, Postsecondary	3	3%

*Defined by individuals with start dates between July 1, 2014 and June 30, 2015

Source: WSD VOSS

**Table 30. Number of Trained Participants*
by Occupation - Northern**

Top 10 Occupations	Number	% of Total Top 10
Heavy and Tractor-Trailer Truck Drivers	120	57%
Home Health Aides	17	8%
Operating Engineers and Other Construction Equipment Operators	13	6%
Registered Nurses	11	5%
Childcare Workers	10	5%
Nursing Assistants	9	4%
Accountants and Auditors	9	4%
Construction Managers	8	4%
Administrative Services Managers	7	3%
First-Line Supervisors of Construction Trades and Extraction Workers	6	3%

*Defined by individuals with start dates between July 1, 2014 and June 30, 2015

Source: WSD VOSS

**Table 31. Number of Trained Participants*
by Occupation - Southwestern**

Top 10 Occupations	Number	% of Total Top 10
Heavy and Tractor-Trailer Truck Drivers	120	51%
Medical Assistants	28	12%
Manufacturing Production Technicians	26	11%
Registered Nurses	24	10%
Manicurists and Pedicurists	15	6%
Radiologic Technicians	7	3%
Medical and Health Services Managers	5	2%
Pharmacy Technicians	4	2%
Administrative Services Managers	4	2%
Nursery and Greenhouse Managers	3	1%

*Defined by individuals with start dates between July 1, 2014 and June 30, 2015

Source: WSD VOSS

The Northern board staff explained dislocated workers from the oil and gas slump in the Four Corners region heavily favored “reskilling” (learning a new trade or occupation) in truck driving as a more stable occupation. To mitigate the preference to use it as a backup job option, the Northern service provider required a bona fide job offer as a prerequisite to training.

CDL training has continued into PY15, although at a slower pace for most regions, except Northern. All regions have skill gap ratios of less than 1, although the Central region looks more promising than the other three areas with higher projected job growth and openings that meet its in-demand criteria. How closely current market conditions tie to projections available, generated for the period 2012-2022, is unknown.

Table 32. CDL Training Analysis for Current Period

Region	Number in CDL Training (7/1/2015-3/15/2016)	# Annual Job Openings 2012-2022	Annual % Growth 2012-2022	Skill Gap Ratio	# Job Applicants Per Posted Position (Supply/Demand)
Central	13	112	1.5%	0.54%	1.86
Eastern	31	88	0.97%	0.27%	3.69
Northern	107	63	1.52%	0.26%	3.91
Southwestern	18	16	0.5%	0.23%	4.28

Sources: WSD VOSS; NM Workforce Connection, Labor Market Information

When viewed collectively, the number of trainees for the first nine months of the program year already exceeds anticipated average projected job openings for the entire calendar year in the Northern region. The “in-demand” procedure judges each ITA individually against one or two data points. Using this criteria, all 107 CDL training accounts met the 1.5 percent Northern “in demand” policy. Furthermore, the supply-demand or skill gap ratios show job postings have at least four applicants apiece, indicating employers have a ready workforce (assuming applicants are qualified) without adding more. The requirement for trainees to obtain proof of employment might be reducing the number of postings (why post if you already have your employee lined up?) but WSD did not test compliance of this administrative rule because ITA’s met the in-demand criteria. This limited view, which only considers the demand part of the labor equation, misses potential issues that only emerge using a broader view that also considers supply.

More labor market information is available for improving alignment of training to employer need in the region and avoiding over-saturation. WSD has added a wide array of tools to its workforce website, such as the supply-demand information for occupations, which allows WIA case managers help individuals more realistically investigate their career options. While service providers appeared keenly aware of the potential for over-saturation, the systematic application of the tools to identify or prevent it was not as apparent. Local boards should adapt policy to ensure administrative entities are monitoring their use to channel training dollars most productively. Furthermore, using trend analysis, more frequent local employer surveys, and predictive methodologies would place the boards on the front edge of emerging job shifts.

WSD proposes in its draft four-year plan “to identify and capitalize on areas with growth opportunity and gaps in service” by using labor market analyses and other information such as job vacancy postings. Staff also relates the agency will be emphasizing “in-demand” occupations in its technical training this year and is working with the local boards to revamp their policies for improved alignment of training and local jobs “with real-time accuracy.”

However, the revised in-demand policy template Southwest staff provided remains basically unchanged in its approach, limiting in-demand appraisal to two data points of job openings and job growth based on the 2012-2022 data that the case worker applies to each individual case. If it meets these minimum criteria, it will likely be approved.

The new Southwestern service provider erroneously focused PY14 training dollars on CDL training that no longer fit the “in-demand” criteria. HELP-NM, the WIA adult and dislocated worker servicer for the Southwestern area, failed to follow policies, the grant agreement, and federal law for the PY14 training program, diverting almost 60 percent of ITA dollars to two providers for commercial driver training that no longer qualified as an “in-demand” occupation. HELP NM assumed control of the adult and dislocated worker programs beginning July 1, 2014, or PY14. The Workforce Solutions Department (WSD) reported 12 findings in its PY14 annual review, of which six related to training. Prompting an extended review regarding use of the Individual Training Accounts (ITA) funds, the subsequent WSD report noted the following issues and questioned \$357 thousand in costs:

- Of the 254 ITA’s issued in PY14, almost half (120), covered Commercial Driver’s License (CDL) training;
- Almost 60 percent of ITA dollars (\$679 thousand) was paid to two companies, International Schools (\$275.4 thousand) and Mesilla Valley Training Institute (\$104 thousand);

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- International School accounted for 73 percent of the CDL training costs, with indications the normal intake process was curtailed for CDL participants and reverse referral was in play by limiting trainer selection. Reverse referral occurs when a training provider sends a prospective student to a WIA office for funding;
- HELP NM staff used incorrect data and an outdated list to approve ITA funds for the CDL-related ITA's as an "in demand" occupation but the occupation no longer met the criteria; and
- Multiple hire letters for CDL ITA participants did not contain firm offers of employment or other required components, essentially creating unauthorized exceptions to the board's "in demand" policy.

As of September 25, 2015, one-third or 40 trainees were employed at an average wage of \$14.64 per hour. AE staff reports 71 participants have entered employment according to their latest report, with 66 of them hired in a job related to the training, or just over half of the original cohort.

Once advised of the issues, the Southwestern Administrative Entity (AE) issued a guidance letter October 1, 2015, instructing the service provider to follow policy by considering how it would spread its limited funds more equitably across occupations in demand, monitor saturation, and limit or suspend ITA's in certain occupations as required.

Also during this period nine on-the job contracts were mishandled, prompting the AE to withhold payments totaling \$35 thousand to those employers, creating a public relations issue forwith the business community. Furthermore, for two years the new provider missed meeting the expenditure rate only to overspend in PY15 due to under-reporting training obligations, requiring a special board meeting to allocate \$300 thousand from reserve funds to cover the deficit. Southwestern's AE submitted an action plan to WSD addressing its oversight role for monitoring budget and spending levels, a grant agreement requirement, in October 2015. Additional steps include reviewing the provider's managerial reporting tools and review process. HELP NM is implementing short-term and long-term solutions to address the issues identified during an investigative process its director conducted early 2016, primarily focused on improved contract tracking and communications with the AE as well as increased training for its employees.

The state still does not post comparative data for eligible training providers but this will change under WIOA. The eligible training provider list (ETPL) is posted online but is missing elements to fully inform customers on training effectiveness and outcomes. The DOL waiver exempting the state from compliance expires by June, 30, 2016, and providers will need to report on various indicators of success. Whether providers have sufficient staff or resources to meet the new reporting requirements under WIOA remains to be seen, although WSD relates anecdotal evidence indicating readiness. **Appendix N** catalogs PY14 ETPs by occupation for each of the local boards using the VOSS data.

Workforce Connections facility conditions at some locations pose performance and public safety issues. Each of the four regions contains at least one comprehensive center but the facilities differ in some communities in terms of space available, condition, and other facility attributes that facilitate or impede job seeking and employer interactions. Employee productivity can also be affected by poor lighting, heating or cooling issues, or other conditions of disrepair.

Some conditions pose safety hazards. The state owns 12 of the 21 Workforce Connection locations posted on the website and has generally been responsible for their long-term upkeep such as major repairs or renovations. The largest sits in the Central region, and has been renovated twice since its construction in 1987 as a Job Training Partnership Act of 1982 (JTPA) property and transferred to state ownership. Consisting of 23 thousand square feet, it has four training or meeting areas, including a dedicated computer lab, that have allowed the staff to deploy strategic initiatives engaging employers at the site. However, staff reports the carpeting is lifting in heavy-use areas, which poses a trip hazard for employees and guests.

<p>State-owned locations include those in Alamogordo, Albuquerque, Artesia, Carlsbad, Deming, Espanola, Farmington, Hobbs, Las Cruces, Las Vegas, Santa Fe and Silver City.</p>

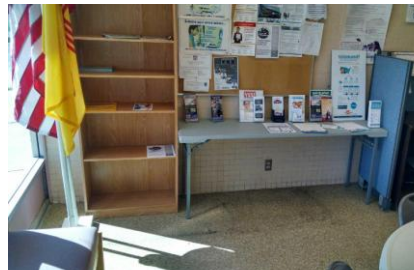
Of the four sites visited, the Alamogordo location was the most run-down. Unrepaired electrical systems, broken doors noncompliant with ADA, and uneven sidewalks were among the safety issues placing people at risk.



Eastern staff reports the Hobbs location also is in need of repair, with falling ceiling tiles and loose vents.



Small or run-down buildings limit WIA activities. Both locations present challenges in presenting a modernized workspace that invites the public to use the facilities. Smaller areas preclude privacy for phone interviews, for example, and older accommodations are not inviting.



Without adequate facilities to accommodate employer needs, some areas are at a disadvantage to emulate Central's success in staging employer services, creating a barrier to performance. As staff from the Southwest explains, "more square footage in all locations would provide a better environment for job seekers to take assessments and for employers to have screening, interview and training rooms." As additional partners are brought in under the WIOA mandates, the issue of space will likely become more urgent. The WIOA mandates core partners work out an "infrastructure agreement," which might result in additional capital outlay requests to upgrade facilities as the partners find current space inadequate for their needs.

Federal regulations limit use of WIA Title I funds on construction or purchase of buildings. Under CFR.20.667-260 guidelines, funds can be used to update buildings to comply with requirements for people with disabilities and to repair or otherwise improve State Employment Security Administration (SESA) real property or previously JTPA-owned property transferred to WIA Title I programs. Most offices would not qualify under these restrictions.

The Central region could qualify its renovations for the Mountain Road location under the JTPA exemption but staff relates co-located programs are reluctant to spend program dollars on carpeting rather than participants and will seek a state capital outlay request through WSD.

The Eastern board spent about \$225 thousand in 2007 to renovate the Clovis location in the Eastern region, including a \$25 thousand general fund capital outlay appropriation, but it is still leased and renovations remain incomplete. Although the local board had negotiated a lease-purchase option and had only two years left to own it, the DOL negated the purchase once discovered. The upper floor remains unused as it requires asbestos abatement.

Some smaller offices are located in higher education or county locations, which offer a viable option to local boards to consider for larger facilities. The Northern region reports it has its offices in county buildings in Colfax and Cibola counties. In McKinley County the WIA office is at UNM-Gallup. Currently, about one-third of WIA training occurs at community colleges or satellite university campuses so it is a natural match to heighten co-location with institutions of higher learning programs while moving from sub-par buildings.

Recommendations

The Legislature and the governor should:

- Consider funding capital outlay appropriations for the Workforce Connections sites that cannot be supported by federal funding per federal law; and
- Require the General Services Department to address substandard and safety issues in state-owned buildings.

The Workforce Solutions Department should:

- Encourage local boards to design policies for mitigating service provider transition issues;
- Spot check regions with new service providers more frequently and more timely than a post-year monitoring review;
- Execute the training on “in-demand” occupations;
- Continue developing regional “real time” job information and train local board staff on how to effectively use it;
- Update the online job tools with more current data; and
- Work with the appropriate agencies to improve facility conditions.

The Local Boards should, if not already performed:

- Devise meaningful indicators of provider performance that inform timely and effective decision making beyond federal- or state-required measures;
- Identify lessons learned from provider missteps;
- Revise Oversight and Monitoring Policies or implement new ones to address potential issues noted in this evaluation arising from service provider transitions, in addition to those covering records transfer;
- Hold providers accountable by measuring against contract deliverables and policies, reviewing management reporting, and analyzing results;
- Work with providers to reduce staff turnover;
- Monitor training in broader terms than current policy dictates;
- Work with WSD to develop more effective “in-demand” policies;
- Incorporate use of the wide array of available Workforce Connections tools into published desk procedures;
- Require all site managers to submit annual capital improvement plans;
- Prioritize capital outlay requests according to the Department of Finance and Administration guidelines; and
- Consider relocating to community colleges where training is already being provided.

NEW MEXICO'S WIA PROGRAMS ARE GENERALLY COST EFFECTIVE EXCEPT FOR YOUTH

New Mexico's workforce programs' cost effectiveness is mixed. One measure of cost-effectiveness compares the per participant average cost to other states. Using companion states in the same federal region (Region IV), New Mexico falls within the middle of the group. Derived from dividing the particular program cost by the number of non self-service participants, New Mexico's Adult program cost per participant falls slightly below average and the Dislocated Worker and Youth programs yield averages slightly above or equal to the median cost.

Including some administrative costs charged to programs, training, and support services costs, this "broad stroke" metric has been an optional federal reporting item. In some instances, comparable data was not available (N/A) and is so noted in Table 33.

Table 33. PY14 Region IV Average Cost per Participant
(in thousands)

State	WIA Federal Funds ¹	Total Funds	Adults ²	Dislocated Worker	Youth
Arkansas	\$15,708.3	\$15,708.3	\$4.8	\$7.9	\$3.6
Colorado	\$36,106.6	\$36,106.6	\$3.3	\$3.7	\$3.8
Louisiana	\$29,082.9	\$29,082.9	N/A	N/A	\$4.5
Montana	\$5,989.0	\$5,989.0	\$3.0	\$1.5	\$4.0
New Mexico	\$11,819.0	\$11,819.0	\$2.6	\$4.3	\$3.9
North Dakota	\$5,073.4	\$5,073.4	\$6.5	\$6.3	\$5.2
Oklahoma	\$9,814.6	\$9,814.6	N/A	\$2.5	\$2.4
South Dakota	\$4,268.8	\$4,268.8	N/A	N/A	N/A
Texas ³	\$143,223.1	\$188,385.1	\$1.6	\$6.9	\$6.3
Utah	\$15,950.9	\$15,950.9	N/A	\$1.3	\$2.4
Wyoming	\$4,194.9	\$4,194.9	\$3.5	\$3.7	\$2.7
Average			\$3.6	\$4.2	\$3.9

¹ Excludes 10% Administrative Costs and Rapid Response/Statewide \$ that do not flow through local boards.

² Excludes self-service participants.

³ Texas adds Local Administration Funds to federal amounts.

Sources: States' PY14 Annual WIA Reports; New Mexico June 30, 2015 Local Board Audits

The cost per participant also compares reasonably to other New Mexico education, training or work-related programs. Several state or federal programs reach out to the various target groups to offer work experience, soft skill development, or other work-related assistance. Table 34 compares the cost per participant for a range of programs with available data covering the period from July 1, 2014, through June 30, 2015, including all participants and all costs. For example, the WIA program entry includes WIA statewide allocations managed by WSD and self-serve individuals.

Table 34. New Mexico Program Estimated Cost per Participant – PY14/FY15

Program	Targeted Group	Number of Participants	Average Cost per Participant
WIA Adult, Dislocate Worker, Youth, Rapid Response, Statewide	Adults, Dislocated Worker, Youth with barriers to employment	5,339	\$2,451
AmeriCorps	Adults>17	460	\$9,480
Apprenticeship	Adults 18+	1,270	\$832
Job Training Incentive Program (JTIP)	Businesses to create jobs	Proposed:: 2,086	\$5,600
New Mexico Coalition for Literacy/State Library	Adults	1,840	\$500
New Mexico Works!	TANF recipients	2,741	\$1,400
Small Business Innovation Internships	UNM Engineering students	13	\$12,154
Trade Adjustment Assistance	People who lose jobs due to foreign imports or jobs move out of U.S.	175	\$11,487
Veterans Employment Program	Veterans	6,740	\$200
Veteran Fire Crew	Veterans	26 participated/61 trained	\$16,198
Vocational Rehabilitation	Disabled	9,364	\$2,518
Youth Conservation Corps	Youth	832	\$4,389

Sources: WSD, LFC files

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Program parameters differ for each effort, which must be considered when contrasting costs at this high level. For example, generally programs with a high degree of staff assistance will cost more than those catering to self-served individuals. Program complexity and the number of participants also weigh heavily in per participant costs. Moreover, Table 34 represents a snapshot in time, with comparisons that might be outdated. For example, JTIP administered by the Economic Development Department, is trending much higher at an average \$19 thousand per potential job in the latest announcement.

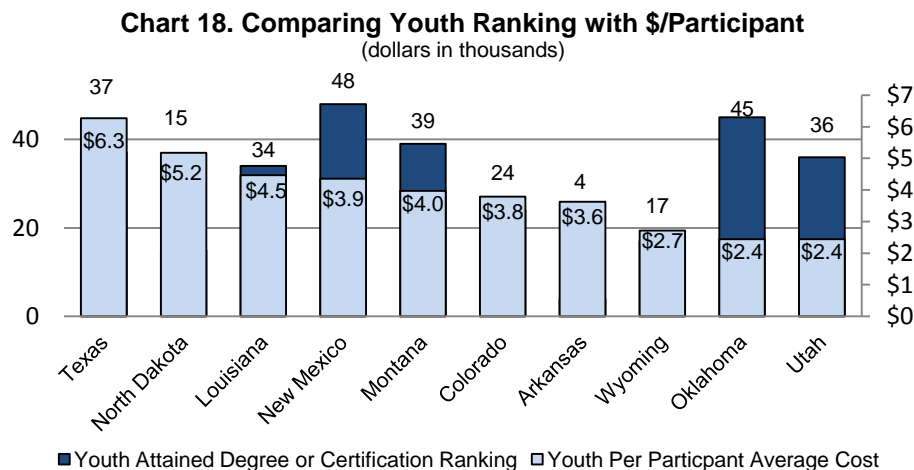
Finally, three of the four WIA local boards have capped training costs as a cost containment measure. Caps for the Individual Training Account (ITA) are noted below, although guidelines also govern the on-the-job (OJT) and custom training programs.

Table 35. Local Board Policy Restrictions on Individual Training Accounts

Local Board	Maximum Training Dollars per Participant	Maximum Short Term Training Weeks	Maximum Long Term Training Weeks
Central	\$5,000 in 5-year period		104 - 5 year period
Eastern	Was \$6,000 during review period Currently: \$0	52	104
Northern	\$5,000 in a 5-year period		104 – 5 year period
Southwestern	<ul style="list-style-type: none"> Bachelors: \$2,000 per year; Max \$10,000 Associates: \$2,000 per year; Max \$6,000 Short term certificates: \$4,000 		Bachelors: 5 years Associate: 3 years Certificate: 1 year

Source: :Local Board Policies

New Mexico's youth program does not appear cost-effective in terms of producing desired results. WSD staff suggested limited funding might account for the state's relatively poor showing for its youth attaining a degree or certification measure because completing degrees takes time – and money. Comparing the national rankings against per participant cost does not substantiate a clear link between cost per participant and outcomes for this measure. Some states did better at a relatively low cost while others produced lower rankings at higher costs.



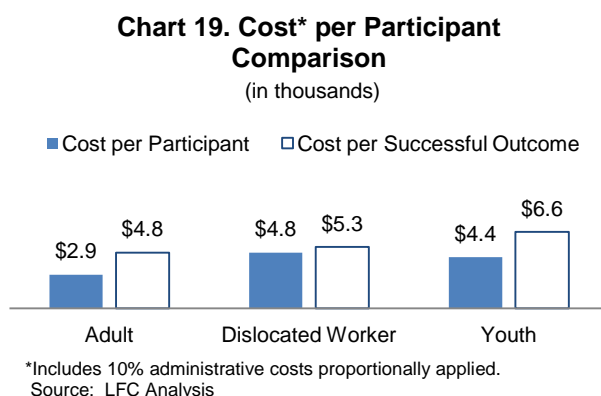
Sources: States' WIA Annual Reports; Local Board PY14 Audits

While the sample size is very small, Arkansas, Wyoming and Colorado top the comparative rankings for this measure with below-average per participant costs. Alternatively, Texas spends almost twice the group's average but produces a mediocre score. Only North Dakota seems to find an outcome in line with higher spending but this result could simply reflect the fewer participants for that state. Oklahoma and Utah line up with the lowest spending per participant and bottom tier rankings. However, New Mexico comes in with an average per participant cost but the worst ranking for the region.

The relatively shorter time and cost associated with certification might be unintentionally pushing local boards into a bias toward certification that would improve the measures' performance and cost-effectiveness in other states without reflecting actual provider effectiveness. Refined performance measures to detect provider impact on outcomes are needed to hold them accountable and identify best practices producing exceptional results.

New Mexico does not compute cost-effectiveness in terms of return on investment (ROI) or other cost benefit evaluations, as some states do, in the annual reports. Most states report cost effectiveness as measured by a cost-per-participant metric, as shown in Table 33. A more sophisticated return-on-investment analysis would benchmark total program costs against dollars saved from individuals leaving public assistance and dollars added through payroll tax deductions. However, the various agencies involved, Taxation and Revenue, Workforce Solutions Department, and Human Services Department, would need to coordinate shared data, which has been a barrier to such analysis due to concerns over confidentiality and incompatibility of proprietary systems.

Yet other states include additional cost-effectiveness analysis using data already reported. North Dakota relates the cost per positive outcome in addition to the cost per participant, offering added insight into program cost-effectiveness. Using this methodology constructs the following cost-per-positive outcome profile for PY14 compared to the cost-per-participant metric.



Since each positive outcome enhances the individual's capacity to achieve and sustain long-term employment, lower cost-per-successful-outcome rates over time would indicate improved program performance. Conversely, the larger the gap between the two cost-effectiveness measures, or a growing gap between the two, would point to reduced program effectiveness. However, radical changes in year-to-year participation rates would nullify this trend analysis due to the lagged outcome reporting. The youth program exhibits the highest cost per successful outcome as well as the widest gap to average participant cost, indicating cost inefficiency.

Local boards have primarily relied on a single federal funding source that may decline at a time of demand for services. WIA funding is allocated to the local boards according to formulas for each of the three primary programs: Adult, Dislocated Workers, and Youth. Local boards, in turn, contract with service providers to meet the regional needs of eligible participants and employers. Annual funding determines the scope and number of participants each local board can serve, and boards set priorities once funding is known in late spring for the following program year beginning July 1. However, because these grants are considered discretionary grants, they may be adjusted up or down depending on federal funding availability, requiring the boards to revise planned spending accordingly. A portion of WIA funding is retained at WSD for statewide and rapid response activities, as well as carrying out mandated WIA functions. WSD established expenditure and obligation guidelines to ensure the effective use of the federal dollars and minimize reversion.

In addition to the formula grants, funding may arrive through the National Emergency Grants (NEG) or other avenues devised, such as the American Recovery and Reinvestment Act (ARRA). Some programs, such as the

PY10-PY12 ARRA State Energy Sector Partnership, targeted specific “green” industries, such as wind, solar, biofuels, and green building. New Mexico does not supplement federal monies with any state appropriations.

Table 36 shows how the alternate funding sources augmented the PY10 WIA formula funds cut by sequestration. Without it, the local boards would have faced diminished resources at the very point at which people most required their services due to the recession.

Table 36. WIA Local Board Funding
(in thousands of dollars)

Program	PY10	PY11	PY12	PY13	PY14
WIA Administration	931.6	1,206.3	1,243.3	1,105.7	1,158
WIA Adult	2,825.5	3,489.6	3,642.4	3,119.2	3,346
WIA Dislocated Worker	2,621.2	3,734.5	3,757.5	3,590.9	3,621
WIA Youth	2,937.4	3,632.4	3,768.4	3,241.5	3,457
ARRA Expenditures	1,447.0				
NEG Expenditures	142.1	199.5	232.9	38.6	
Total*	10,904.8	12,262.3	12,644.5	11,395.9	11,581.8

*Excludes Navajo Nation funding and WSD statewide/Rapid Response
Sources: WSD Statewide and Local Area Allocations, Local Board Audits

WSD has obtained most supplemental funding, with local boards pursuing non-formula grants and leveraging opportunities only recently. WSD obtained the ARRA grant as well as a \$15 million grant to implement Pathways Acceleration in Technology and Healthcare (SUN PATH), projected to deliver over 3 thousand new or retained jobs. WSD also obtained and awarded almost \$900 thousand National Emergency Grants (NEG) from 2010 to 2013, primarily allocated to the Central and Northern regions.

More recently, the Northern board partnered with Santa Fe Community College to pilot the Professional Readiness & Technical Experience for Careers (PROTEC) program for 20 participants, funded by a Santa Fe County grant. The Northern board also leveraged funding in partnership with the Tesuque Pueblo and TEWA Women International to train six women as birthing companions, providing a pathway to employment for five unemployed participants. Central’s youth provider secured four grants to collaborate with community-based organizations for targeted training in green, construction, and healthcare industries. Otherwise, the local boards have relied exclusively on the formula grants to fund operations.

Appendix O lists 13 workforce grant opportunities from the Catalog of Federal Domestic Assistance. WSD staff reports local boards appear to be applying for one, the H-IB Job Training Grant, which might indicate a more aggressive approach to growing available resources. Additionally, the WIOA emphasizes leveraging resources across multiple programs as a cost containment method. “Braided” and blended funding of the multiple federal programs dealing with employment, training, and educational services for workers will likely become more common as a program necessity to do more with less. The draft WIOA plan, for example, promises to expand the state’s Apprentice program by partnering more heavily with local board staff and braiding with WIOA funding.

The local boards have implemented several best practices individually that would improve the overall cost-effectiveness of the workforce system if adopted across all areas. Although the Southwest region launched the initiative to implement the vouchers system within VOSS, the Eastern administrative entity (AE) has taken this project to its fullest fruition. All documentation is scanned, allowing staff to remotely access participant files for approval, desk audits, or other uses rather than requiring travel across broad areas, a benefit saving time and money. Additionally, the system provides real-time expenditure information rather than relying on reports produced for budget comparisons that cover prior month activity. The Eastern AE also uses ZOOM, an online virtual meeting place, to conduct business, a practice that brings numerous efficiencies and is particularly appropriate for this region that spans vast territory with local board staffing located in El Paso and Albuquerque.

The Central AE uses a dashboard format to highlight budget-to-cost comparisons, submitted to the Performance and Monitoring committee monthly. Additional reports cover details on training providers, including the types of training participants are receiving, a practice that helped the provider place trainees more equitably across occupations. Another report monitors service delivery by functional area, cementing the cross-program approach to service delivery into the workplace culture. The Central region clearly defines priority industries that are communicated to participants through the orientation process. Northern area service providers submit extremely detailed information on activities by county and are developing high level synopses for board member review. All these reports augment performance monitoring and enhance the boards' ability to adequately perform their oversight functions to effectively direct programs dollars.

Recommendations

The Workforce Solutions Department should:

- Extend the vouchersing project from the Eastern local board to the other regions, making it a requirement;
- Assist the regions in solving any technical issues related to the vouchersing accounting and scanning documents directly into VOSS;
- Implement the draft WIOA plans to perform a return-on-investment analysis or other enhanced cost-benefit analysis to be used for funding decisions; and
- Include this information in the annual report.

The Local Boards should, if not already performed:

- Expand funding sources by considering other revenue streams, including other grants and leveraging opportunities;
- Identify and share best practices with each other on a consistent frequency;
- Examine youth provider performance against transferable best practices found in other states; and
- Hold providers accountable by measuring against contract deliverables and policies, reviewing management reporting, and analyzing results.

SUSANA MARTINEZ
GOVERNOR



CELINA BUSSEY
SECRETARY

JOHN SANCHEZ
LT. GOVERNOR

STATE OF NEW MEXICO
DEPARTMENT OF WORKFORCE SOLUTIONS
401 Broadway, NE
PO Box 1928
Albuquerque, NM 87103
(505) 841-8405/ FAX (505) 841-8491

April 13, 2016

David Abbey, Director
Legislative Finance Committee
325 Don Gaspar, Suite 101
Santa Fe, NM 87501

Dear Director Abbey,

Please accept this letter as the Department of Workforce Solutions (DWS) formal response to the Legislative Finance Committee's program evaluation report on New Mexico's Local Workforce Development Boards and the Workforce Investment Act (WIA).

DWS appreciates and welcomes the attention being given to the critical issue of workforce development in our state. As the program evaluation highlights, WIA and the local workforce boards are but one piece of a very complicated, and often fragmented, approach to how our state is, and will continue to develop the skilled workforce needed to compete in a global economy.

As an agency, DWS has many roles in the administration of what was WIA funding, and what is now known as the Workforce Innovation and Opportunity Act (WIOA) funding. While the program evaluation sought out to capture DWS's primary role in oversight and compliance with the federal act, given the department's significant staffing and funding presence throughout the entire public workforce system, it is without question an important factor to consider when evaluating recommendations.

Through the passage of WIOA, Congress is imploring states to do what is necessary in order to improve the outcomes for all participants served, regardless of funding streams or program title. In New Mexico, this will require strong executive leadership, of which Governor Martinez is committed to, as well as the leadership of the New Mexico Legislature so that efforts to improve the workforce in our great state are done in a very organized, streamlined, and collaborative way. While funding may come from a variety of sources and programs may be administered by multiple agencies, New Mexico must accept these challenges if it is to compete.

DWS, in partnership with the State Workforce Development Board, stands ready to use WIOA and this evaluation report as the mechanisms to launch a robust discussion and analysis of that the future of workforce development will look like for our state.

"AN EQUAL OPPORTUNITY EMPLOYER"

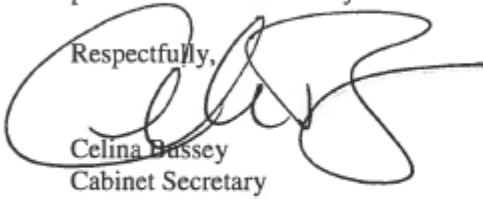
Workforce Solutions Department, Report #16-03

WIA Job Training and Employment Programs – Service Outcomes, Cost Effectiveness, and Coordination with the State

April 14, 2016

Thank you for the opportunity to participate in this important project and for the opportunity to provide final commentary as the evaluation is reported to the Legislative Finance Committee.

Respectfully,

A handwritten signature in black ink, appearing to read 'Celina Bussey', written over the word 'Respectfully,'.

Celina Bussey
Cabinet Secretary

Cc: Governor Susana Martinez

New Mexico Workforce Connection

Central Region



Odes Armijo-Caster, Chair

Dewey V. Cave, Executive Director

April 11, 2016

Mr. David Abbey, Director
Legislative Finance Committee
325 Don Gaspar, Suite 101
Santa Fe, NM 87501

Re: WCCNM Response to LFC's 2016 Report of the New Mexico Workforce System

Dear Mr. Abbey,

This correspondence serves as the Workforce Connection of Central New Mexico's (WCCNM) response to the Legislative Finance Committee's (LFC) evaluation report of the state and local workforce system. The Mid-Region Council of Governments, as the Administrative Entity/Fiscal Agent to the Workforce Connection of Central New Mexico, is providing the Central Region's response to the evaluation and the recommendations outlined by the LFC review.

After reviewing the draft report, it has been noted that there were no specific findings, recommendations or issues directed toward individual Regions, but more of an overarching description of the workforce system as a whole and recommendations for the system as a whole. To that end, the Central Region will not submit comments, individually, at this time. However, the Central Region will work diligently with the other New Mexico workforce regions, the New Mexico Department of Workforce Solutions (NMDWS), and the United States Department of Labor (USDOL), when appropriate, to ensure that the workforce system in New Mexico continues to improve and is moving towards an ever increasing successful future.

Mr. Abbey, on behalf of the Workforce Connection of Central New Mexico, we would like to thank you, Mr. Sallee, Ms. Aubel and the LFC for this review process that seeks to improve the New Mexico workforce system, for all.

Sincerely,

Odes Armijo-Caster, Chair
Workforce Connection of Central NM

Cc: Dewey V. Cave, MRCOG Executive Director
Jerilynn L. Sans, Workforce Administrator

EASTERN AREA WORKFORCE DEVELOPMENT BOARD

Administrative Office: 725 A-B Sixth Street, Box 8, Albuquerque, NM 87102

Phone: 505-343-7612

Fax: 505-343-7625

April 12, 2016

Mr. David Abbey, Director
Legislative Finance Committee
325 Don Gaspar, Suite 101
Santa Fe, NM 87501

Dear Mr. Abbey:

This correspondence serves as the Eastern Area Workforce Development Board (EAWDB) response to the Legislative Finance Committee (LFC) program evaluation report.

The EAWDB appreciates the hard work and thorough investigation conducted by the program evaluator. The resulting report is, for the most part, a fair and impartial representation of the key elements, obstacles, and improvements suggested under the Workforce Investment and Opportunity Act (WIOA) and its' predecessor the Workforce Investment Act (WIA).

Several key recommendations were made in this report. While each recommendation is not addressed separately, the following is the EAWDB response to the report in its entirety:

-The EAWDB agrees that local boards should pursue other grant and revenue opportunities and leverage existing resources to provide both participants and potential participants the best possible outcomes. The EAWDB has actively pursued other grant opportunities including education opportunities for offenders and workforce development in rural areas outreach grants. We will continue these efforts.

-The EAWDB agrees that increased communication between the Workforce Solutions Department (WSD) and local boards and amongst the boards themselves will result in identifying best practices for an employer driven workforce development system. However, the EAWDB believes that the Act requires "in-demand" occupations to be identified at the local level for most effective application and that the WSD should only assist in collecting the data which is used by the boards to help determine the local area demand.

-The EAWDB recognizes the concerns of the LFC program evaluator regarding Youth success rates in New Mexico. The EAWDB would like to comment that significant changes to the Youth program were addressed in WIOA and that we believe time will show that these changes will result in better Youth program success. A careful evaluation of the Youth program identifying where it can be improved is always welcome and the EAWDB will continue to monitor its youth services provider to this end.

-The EAWDB agrees that co-location in the One Stop Centers in New Mexico has been irregular and has not broken down program silos as it was intended. The EAWDB strongly feels that collaboration and coordination in addition to co-location must be an institutionalized mindset adopted and adhered to by the highest ranking officials within New Mexico. It is not enough that the local boards and the WSD recognize the value of co-location and collaboration, the Governor and the legislature must convey to the other required partners that this is an expected outcome.

-The EAWDB strongly agrees that significant capital outlay should be used to repair and modernize the state-owned buildings housing One Stop Centers. The EAWDB is currently and will continue to seek alternative housing for the two privately owned One Stop Centers in the eastern area.

-The EAWDB agrees that sufficient oversight of contracted service providers to identify areas of concern and to improve performance is a vital function of the local boards which have improved and increased its efforts in this area. This was one of the primary purposes of adopting a fully electronic system. The EAWDB plans to review and update our Monitoring policies in the PY16/17 program year.

-The EAWDB readily agrees that WIOA/WIA programs are generally cost effective. It is important to note that the Act requires a cap of 10% on administration of the program, that the WSD requires the local boards to spend no less than 40% of available Adult/DW funds on direct participant expenditures, and that the WSD also requires the local boards to obligate no less than 80% and expend no less than 40% of current year funding by March 31 each year. These combined fiscal performance measures are designed to ensure efficient operation by the boards and their contracted service providers. Discussions surrounding increased fiscal evaluation to determine effectiveness, including Return on Investment (ROI) calculations, should be carefully weighed against the intangible positive outcomes of the program.

Finally, the EAWDB strongly believes that the only key omission in this report is the intent of the Act and how it is administered by the local boards. The WIA and WIOA were written and adopted with the core principle that the private sector is the primary job creator and that federally funded workforce development MUST be operated as a business driven system. While analyzing the cost per participant effectiveness of the program, this report does not address the myriad of services provided to employers including job fairs, job description development, recruiting and screening of applicants. It also does not address the work of One Stop Centers in assisting employers involved in laying off employees by providing layoff aversion assistance, career counseling, resume development and job search assistance for individuals. Rapid Response events, operated by WSD in coordination with the local board, when a layoff occurs have minimized the catastrophic effects a large layoff can have on local communities. Hiring fairs in eastern New Mexico conducted by One Stop Centers on behalf of employers are a routine service. Additionally, this report does not address the value added for services such as better skills matching, skill verification and On the Job Training (OJT) provided to employers which result in increased employee retention and deferred training costs. Local boards are essential to these services. It is a key component of WIOA, to increase effectiveness through local operation. Prior workforce legislation like the Job Training Partnership Act (JTPA) modeled a more centralized administration in Albuquerque, Santa Fe and the balance of state. This model resulted in extreme imbalances in the distribution of services and funding throughout the state. WIA and WIOA identified centralized administration as an ongoing obstacle to effective local business driven workforce development. Local board administration did not result in significant increased system cost since most of the administration handled by the board was previously handled through state employee positions. The result was more a transfer of employee positions not a net gain. The EAWDB strongly feels that a move toward centralized administration would be a step back and counterproductive to the administration of WIOA.

In conclusion, the EAWDB is grateful for the opportunity to respond to this report. We strongly believe that the evaluation conducted by the LFC staff is an excellent overview of the system and will continue to review the key recommendations and implement these recommendations where possible.

Sincerely,



Judith Cooper, Board Chair



April 12, 2016

5 Bisbee Court
Suite 104
Santa Fe, NM 87508
505-986-0363
info@nalwdb.nm.org

Mr. David Abbey, Director
Legislative Finance Committee
325 Don Gaspar, Suite 101
Santa Fe, New Mexico 87501

Dear Mr. Abbey:

Floyd E. Archuleta
Chair

This correspondence serves as the Northern Area Local Workforce Development Board's (NALWDB) response to the Legislative Finance Committee's (LFC) evaluation report.

Jeff Barela
Executive Director

The NALWDB believes that the LFC report is a well-researched, informed, timely and objective analysis of key challenges and opportunities pertaining to the issues of the Northern Area workforce system. We agree with its key conclusions and recommendations, and fully support any actions to be taken that will improve the workforce system of the Northern Area as well as the New Mexico workforce system as a whole.

Serving Northern
New Mexico Counties

Cibola
Colfax
Los Alamos
McKinley
Mora
San Juan
Rio Arriba
San Miguel
Santa Fe
Taos

Relevant to issues noted by the LFC review pertinent to the Northern Area, the NALWDB is in support of, and will make every effort towards, continuous improvements of the Northern Area workforce system based on recommendations made in the review report. We appreciate the evaluation as it surfaced and confirmed shortcomings within our local area, and provides us with an opportunity to revisit and revamp program operations and/or systems where necessary.

Although additional funding availability for the NALWDB would remedy many of the recommendations made in the report, the NALWDB is adamant in its resolve to provide quality workforce system services, and will make every effort to implement corrective actions and recommendations identified in the LFC report.

Sincerely,


FLOYD E. ARCHULETA
Chair

April 12, 2016

Mr. David Abbey, Director
Legislative Finance Committee
325 Don Gaspar, Suite 101
Santa Fe, NM 87501

RE: LFC Local Board Response – Workforce Solutions Department #16-03

Dear Mr. Abbey:

We are pleased to respond to the Legislative Finance Committee Report and seek to use the information to strengthen our workforce system through collaboration, partnerships, and coordination.


In review of the local board recommendations, we will work with our customers, service and training providers, the Workforce Solutions Department, local workforce boards, and partners to determine how the recommendations can be implemented to enhance New Mexico's workforce system.

We are pleased that this report states that "the Southwestern region stands out as the best performer" in regard to performance measures. We also recognize the need to improve in various areas, specifically, broadening the scope of our monitoring mechanisms and the development of our new WIOA Adult & Dislocated Worker service provider.

In regard to the recommendation made to the Workforce Solutions Department and the legislature, we seek to assist both groups with information that may be helpful to their respective recommendations.

If you have any questions, please feel free to contact me at your earliest convenience at (575) 744-4857.

Sincerely,



Steve Duran
WIOA Administration

cc: Board Chair
AE & Fiscal Staff
File

APPENDIX A: EVALUATION SCOPE, METHODOLOGIES, AND OBJECTIVES

Evaluation Objectives.

Assess local board program effectiveness, cost-effectiveness, and coordination with other WIA programs.

Scope and Methodology.

- Reviewed applicable laws and regulations.
- Reviewed federal, state and local board monitoring reports and local board financial audits.
- Reviewed budget and expenditure data.
- Reviewed annual federal reporting documents relating common performance measure data.
- Reviewed United States Department of Labor, Educational and Training Administration and Bureau of Labor Statistics websites, documents, and reports.
- Reviewed reports issued by the DWS Bureau of Economic Research.
- Reviewed State Board and local boards' agendas and minutes.
- Reviewed New Mexico Five- and Four-Year Plans.
- Reviewed comparative state information and best practices for workforce centers.
- Reviewed prior LFC evaluations.
- Performed analysis to yield meaningful conclusions.
- Interviewed Workforce Solutions Department and local board staff.
- Visited four Workforce Connection sites, one in each region.

Evaluation Team.

Michelle Aubel, Program Evaluator

Authority for Evaluation. The LFC is authorized under the provisions of Section 2-5-3 NMSA 1978 to examine laws governing the finances and operations of departments, agencies, and institutions of New Mexico and all of its political subdivisions; the effects of laws on the proper functioning of these governmental units; and the policies and costs. The LFC is also authorized to make recommendations for change to the Legislature. In furtherance of its statutory responsibility, the LFC may conduct inquiries into specific transactions affecting the operating policies and cost of governmental units and their compliance with state laws.

Exit Conference. The contents of this report were discussed with representatives from the Workforce Solutions Department and local boards during the exit conference on April 8, 2016.

Report Distribution. This report is intended for the information of the Office of the Governor, Office of the State Auditor, and the Legislative Finance Committee. This restriction is not intended to limit distribution of this report, which is a matter of public record.

















Charles Sallee
Deputy Director for Program Evaluation

APPENDIX B: KEY FEDERAL WORKFORCE LEGISLATION

Year	Title	Description
1917	Smith-Hughes Act	First authorization for the federal funding of vocational education.
1933	Wagner-Peyser Act	Established a nationwide system of public employment offices.
1937	National Apprenticeship Act (Fitzgerald Act)	Established minimum standards for apprenticeship programs. Later amended to permit DOL to issue regulations protecting the health, safety and general welfare of apprentices
1964	Economic Opportunity Act/Adult Education Act	Title II B created first Adult basic Education program as a state grant, focusing on increasing adult literacy skills.
1965	Older Americans Act	First federal initiative to provide comprehensive services for older adults.
2006	Amended	Amendments updated terminology, expanded roles on elder issues, and updated the Community Service Senior Opportunities Act (Title V) administered by the Department of Labor.
1973	Comprehensive Employment and Training Act (CETA)	Train workers and provide them with subsidized jobs in the public service or private not-for-profit organizations to impart a marketable skill that would lead to permanent employment in the private sector.
1973	Vocational Rehabilitation Act (VRA)	Vocational Rehabilitation Act extended anti-discrimination protection and affirmative action programs to people with disabilities.
1973	Rehabilitation Act	The Rehabilitation Act replaces the VRA to extend and revise grants to states for vocational rehabilitation, supported employment, independent living, and client assistance services.
1982	Job Training Partnership Act (JTPA)	Replaced CETA. Established federal assistance programs to prepare youth and unskilled adults for entry into the workforce and provide training to economically disadvantaged and other individuals facing barriers to employment.
1975	Trade Act of 1974	Introduced Trade Adjustment Assistance for Workers program (TAA), amended 2002, 2009, 2011, and 2015 extending new provisions for six years to help displaced workers gain new skills, credentials, resources and support to obtain jobs in in-demand occupations.
1984	Carl D. Perkins Vocational and Applied Technology Education Act	The purpose of the Act is to develop more fully the academic, career, and technical skills of secondary and postsecondary students who elect to enroll in career and technical education programs. Reauthorized three times with various updates, the latest version requires “programs of study” that link academic and technical content across secondary and post and strengthens local accountability provisions for continuous program improvement.
2006	Carl D. Perkins Career and Technical Education Improvement Act of 2006 (Perkins 4)	
1991	Adult Education Act as amended by the National Literacy Act of 1991	Established a National Institute for Literacy; Authorized state literacy resource centers; Established literacy programs for incarcerated individuals; Created “indicators” of program quality.
1998	Workforce Investment Act (WIA)	Introduced concept of “one-stop shop” for coordinated service delivery of federally-funded programs in a national employment system.
2014	Workforce Innovation and Opportunity act (WIOA)	Reauthorizes WIA with some statutory updates for improved coordination of federal programs

Source: U.S. Department of Labor

APPENDIX C: PRIOR COMBINED KEY RECOMMENDATIONS SUMMARY

Combined Recommendations from 2003, 2006 and 2008 LFC Evaluations	Status			Comments
	No Action	Progressing	Complete	
New agency for WIA as state administrative entity				Now under Workforce Solutions Department (WSD).
Develop comprehensive state plan in addition to WIA federal plan				Plan limited to WIOA four-year plan submitted to ETA April 1, 2016.
Prohibit one-stop operators from also serving as a primary provider of a partner program.				WSD ended provider services for the Adult and DW program in the Southwestern region June 30, 2014. SER Jobs for Progress serves as both one-stop operator and Adult and DW Worker service provider in the Northern region.
Make co-location mandatory				WSD and local boards do not have authority; Legislature has not included requirement as part of General Appropriation Act. EO15-12 simply reaffirms WSD as the SAE and implements WIOA in New Mexico.
Increased State Board participation and leadership: • Increase number of meetings • Post minutes and agendas on WSD website				Produced combined WIOA state plan; no documentation of implementing 2011-2013 recommendations; statutory Coordination Committee not meeting.
Improve VOSS database				Full implementation of the voucher system with full scanning capabilities remains.
Common intake system				WSD and WIOA programs use VOSS but other agencies have own systems.
Improve financial systems; bring local board audits current				All audits are current and financial systems in place with robust WSD oversight.
Provide business services and evaluate effectiveness				Local boards providing services and tracking outreach; need specific performance measures to standardize outcome reporting across all local boards; measure increase in customers and market penetration.
Local boards tie training to in-demand occupations and provide oversight				Policies and procedures have been approved but not always followed; WSD is developing regional-specific in-demand occupations; local boards need to use broad view for determination not just two data points for each individual. Need better tracking and reporting for in-demand placements in occupations and skill gap.
Improve performance tracking and reporting: • Add efficiency, explanatory, cost-effectiveness, quality, and more outcome measures beyond federal requirements • Standardize measures across workforce programs • Publish bi-annual report on agency participation in the one-stop centers • Quarterly reporting to State Board • Include economic information				Performance tracking is limited to VOSS federal measures reported to ETA quarterly but not otherwise disseminated; no one-stop reports; program measures remain unique to programs; providers report various data to local boards but is not standardized nor posted; economic information included only in annual federal report; no benchmarking to national data.
WSD should provide technical assistance to local boards				WSD has procedures and organizational chart in place but key vacancies threaten execution; local board and WSD monitoring and internal reporting have improved greatly.
Encourage coordination and cooperation: • Develop a common brand • Cross train one-stop staff • Refer to staff as counselor rather than program				Workforce Connections branding applied statewide; some regions implemented functional teams more effectively than others.
Research and incorporate other states' best practices; benchmark outcomes to national averages				No evidence of any action except labor data.

Source: Prior LFC Audits and LFC Analysis

0% 50% 75% 100%

Workforce Solutions Department, Report #16-03

WIA Job Training and Employment Programs – Service Outcomes, Cost Effectiveness, and Coordination with the State

April 14, 2016

Mandatory Partners

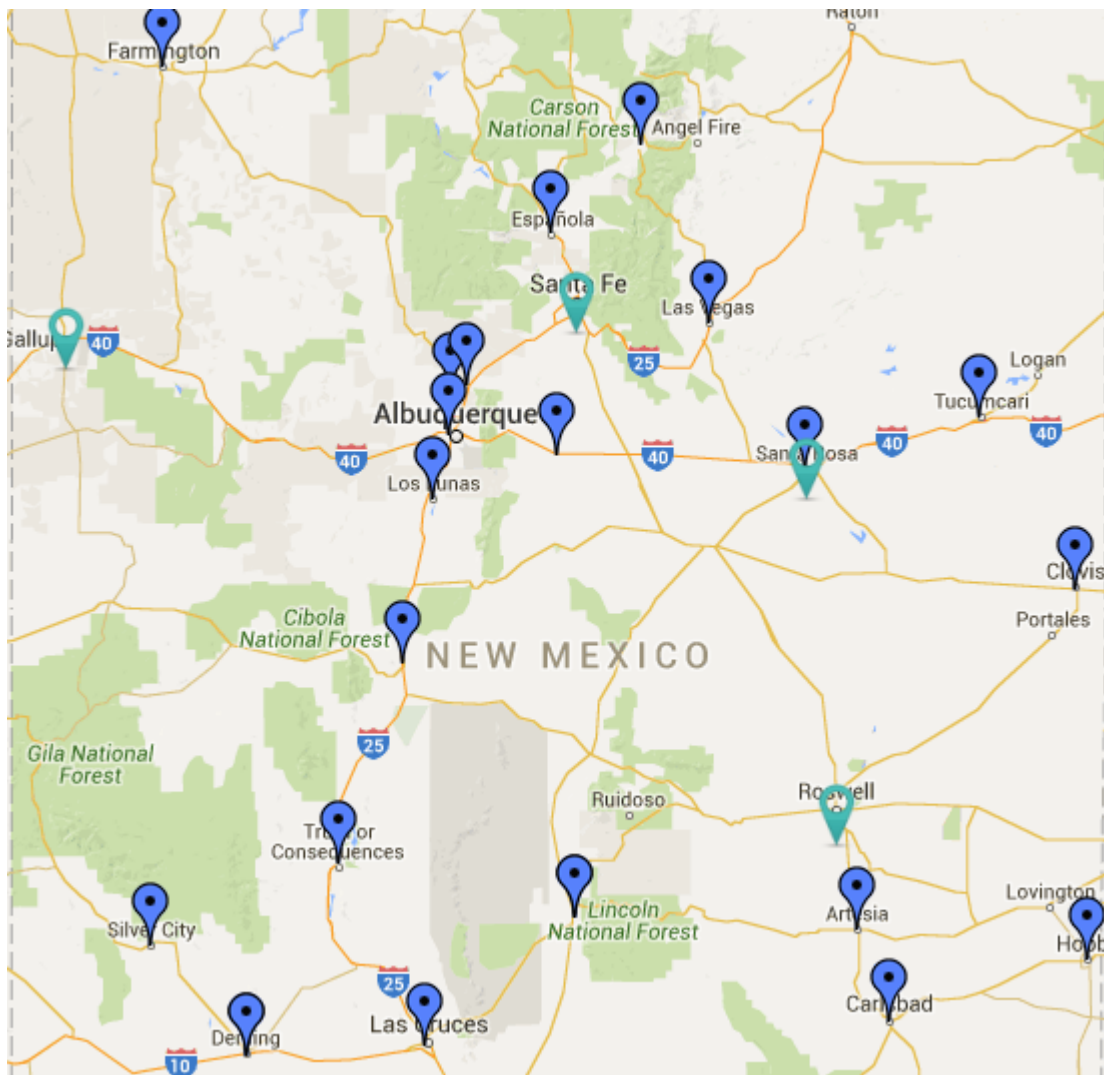
- Programs authorized under Title I of WIA, serving adults, dislocated workers, youth;
- Programs authorized under the Wagner-Peyser Act for employment services;
- Adult education and literacy activities authorized under Title II of WIA;
- TANF/food stamp employment and training program;
- Programs authorized under parts A and B of Title I of the federal Rehabilitation Act to aid people with disabilities (WIA Title IV);
- Senior community service employment activities under Title V Older Americans Act;
- Postsecondary vocational education activities under the federal Carl D. Perkins Vocational and Applied Technology Education Act;
- Trade Adjustment Assistance for workers dislocated due to the North American Free Trade agreement (NAFTA);
- Local veterans' employment representatives and disabled veterans outreach programs, Veterans Title 38;
- Programs authorized under state unemployment compensation laws;
- Employment and training activities carried out under the federal Community Services Block Grant;
- Employment and training activities carried out by the U.S. Department of Housing and Urban Development;
- Native American programs;
- Migrant and seasonal farm worker programs; and
- Job Corps.

Source: 11.2.4.10 (F) NMAC

Recommended Partners

- Economic Development Department
- AmeriCorps, YouthBuild
- Temporary Assistance for Needy Families programs;
- Programs authorized under the federal National and Community Service Act of 1990; and
- Other appropriate federal, state or local programs, including programs related to transportation and housing and programs in the private sector.

APPENDIX E: WORKFORCE CONNECTION CENTER LOCATIONS



- The Eastern region has a full-time office in Ruidoso, which is not shown on the map, and the Tucumcari location is an itinerant office.
- The Northern region has four itinerant offices: Los Alamos, Grants, Taos and Raton.

APPENDIX F: ORIGINAL PY15 WIOA PROGRAM ALLOCATIONS

Appendix F. Table 1. Adult Allocations* by Local Board

Region	Administration	Program	Total Allocation	Projected Participant #
Central	\$158,566	\$1,427,099	\$1,585,665	1,290
Eastern	\$68,754	\$618,789	\$687,543	135
Northern	\$98,596	\$887,362	\$985,958	281
Southwestern	\$91,740	\$825,659	\$917,399	325
Total	\$417,656	\$3,758,909	\$4,176,565	2,031

*Do not reflect budget adjustments from Dislocated Worker to Adult Program

Appendix F. Table 2. Dislocated Worker Allocations by Local Board

Region	Administration	Program	Total Allocation	Projected Participant #
Central	\$233,007	\$2,097,061	\$2,330,068	280
Eastern	\$62,031	\$558,278	\$620,309	35
Northern	\$113,167	\$1,018,497	\$1,131,664	263
Southwestern	\$101,770	\$915,929	\$1,017,699	66
Total	\$509,975	\$4,589,765	\$5,099,740	644

*Do not reflect budget adjustments from Dislocated Worker Program to Adult Program

Appendix F. Table 3. Youth Allocations by Local Board

Region	Administration	Program	Total Allocation	Projected Participant #
Central	\$179,823	\$1,618,410	\$1,798,233	805
Eastern	\$51,051	\$459,463	\$510,514	90
Northern	\$83,381	\$750,433	\$833,814	99
Southwestern	\$117,439	\$1,056,947	\$1,174,386	155
Total	\$431,694	\$3,885,253	\$4,316,947	1,149

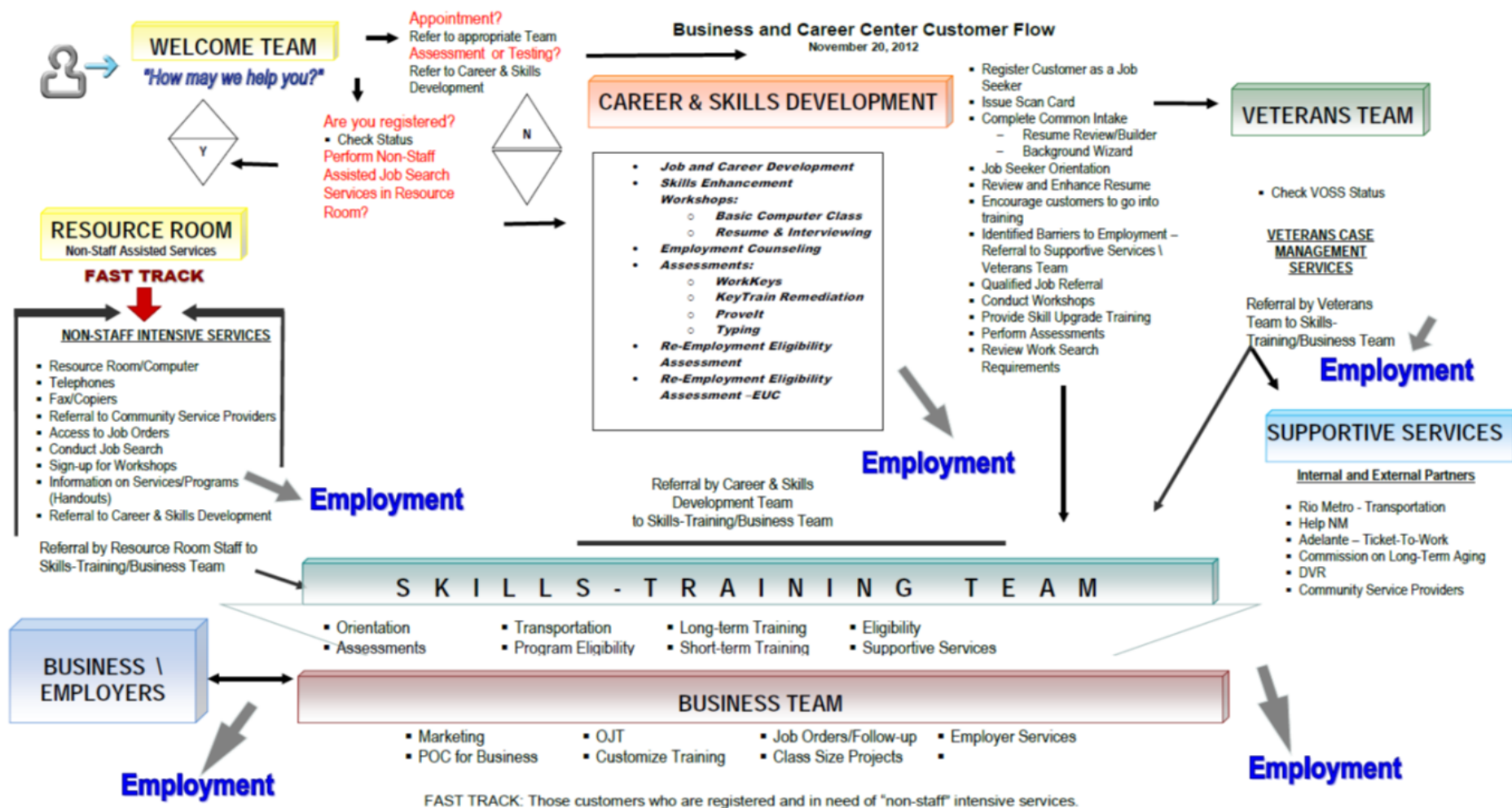
Appendix F. Table 4. Allocations for Navajo Nation

Program Name	Administration	Program Dollars	Total Allocation	Projected Participant #
Adult	\$36,389	\$327,499	\$363,888	17,089
Dislocated Worker	\$25,370	\$228,342	\$253,712	15,951
Youth	\$40,784	\$367,069	\$407,853	8,551
Total	\$102,543	\$922,910	\$1,025,453	41,591

Note: Workforce solutions Department does not monitor Navajo Nation allocations.

Sources: Workforce Solutions Department/Local Boards

APPENDIX G: CENTRAL CUSTOMER FLOW MODEL



Source: Central Local Board

APPENDIX H: STATE BOARD COORDINATION COMMITTEE DUTIES

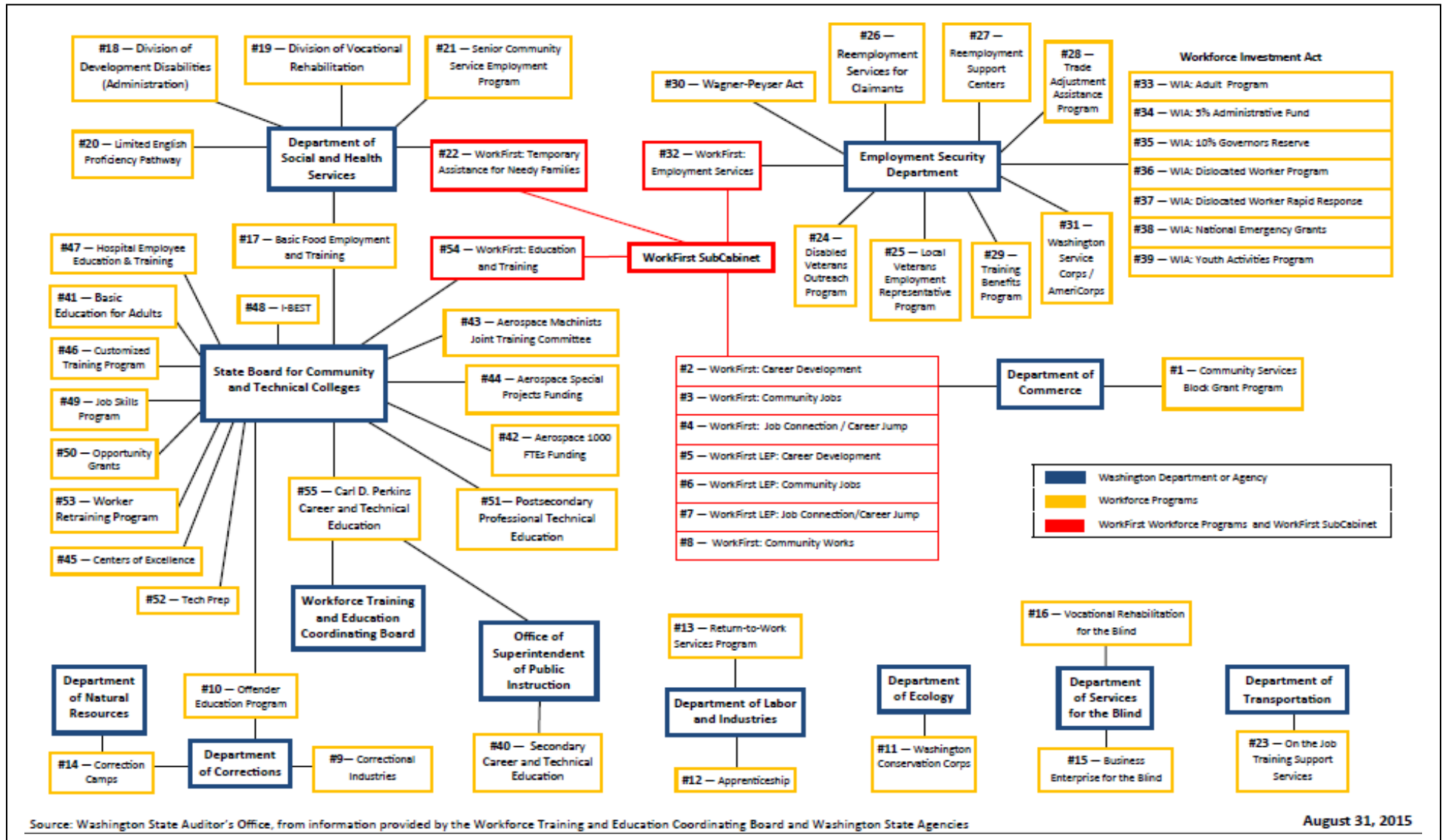
E. The duties of the coordination oversight committee include the following:

- (1) the secretaries of economic development, labor and human services shall propose five-, ten- and fifteen-year regional and statewide strategic plans for employment growth and training in New Mexico for the committee's consideration and possible recommendation for approval to the board as part of the state plan;
- (2) the secretary of public education and the representative from the commission on higher education shall propose appropriate education plans for secondary education that address the strategic plans proposed by the secretaries of economic development, human services and labor for the committee's consideration and possible recommendation for approval to the board as part of the state plan;
- (3) the committee's proposals to the board shall facilitate a career pathways culture and, at a minimum, include reference to foundation skills as developed by the United States secretary of labor's commission on achieving necessary skills, a job analysis that the economic development department shall produce after consultation with incumbent workers and employers, an available skills assessment and training targets;
- (4) the board member from the community colleges shall solicit input from the community college constituency and work with regional and statewide businesses and other partners and the economic development department to create career pathways and align curriculum and facilitate plans with the economic development department, human services department and labor department strategic plans;
- (5) the committee shall, after consultation with the state chief information officer, develop and propose strategies for coordination of information technology for the purposes of providing participants access to all appropriate state services; collecting and managing data to allow reporting and analysis of uniform performance data related to all appropriate employment training programs; and sharing and integrating appropriate workforce data across agencies and appropriate nongovernmental partners for identifying needs, setting policy and coordinating strategies;
- (6) the committee shall recommend for the board's approval the coordination of program designs to avoid duplication or unproductive segmentation of services; and
- (7) the committee shall recommend for the board's approval the coordination of state agency efforts to progress toward comprehensive, customer-driven one-stop centers through co-location of mandatory and recommended partner service delivery points for workforce development.

F. All state agencies involved in workforce development activities shall annually submit to the board for its review and potential inclusion in the five-year plan their goals, objectives and policies. The plan shall include recommendations to the legislature on the modification, consolidation, initiation or elimination of workforce training and education programs in the state.

Source: Chapter 50-15-4 NMSA 1978

APPENDIX I: WASHINGTON'S WORKFORCE DEVELOPMENT PROGRAM MAPPING



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APPENDIX J: Glossary of WIA Common Measures

Adult Measures	
Entered Employment	Of those who are not employed at the date of participation: the number of adult participants who are employed in the first quarter after the exit quarter divided by the number of adult participants who exit during the quarter.
Employment Retention	Of those who are employed in the first quarter after the exit quarter: the number of adult participants who are employed in both the second and third quarters after the exit quarter divided by the number of adult participants who exit during the quarter.
Average Earnings	Of those adult participants who are employed in the first, second, and third quarters after the exit quarter: total earnings in the second quarter plus the total earnings in the third quarter after the exit quarter divided by the number of adult participants who exit during the quarter.
Youth Measures	
Placement in Employment or Education	Of those who are not in postsecondary education or employment (including the military) at the date of participation: the number of youth participants who are in employment (including the military) or enrolled in postsecondary education and/or advanced training/occupational skills training in the first quarter after the exit quarter divided by the number of youth participants who exit during the quarter.
Attainment of a Degree or Certificate	Of those enrolled in education (at the date of participation or at any point during the program): the number of youth participants who attain a diploma, GED, or certificate by the end of the third quarter after the exit quarter divided by the number of youth participants who exit during the quarter.
Literacy and Numeracy Gains	Of those out-of-school youth who are basic skills deficient: the number of youth participants who increase one or more educational functioning levels divided by the number of youth participants who have completed a year in the program (i.e., one year from the date of first youth program service) plus the number of youth participants who exit before completing a year in the program.

Source: U.S. Department of Labor

APPENDIX K: LOCAL BOARD COMPARATIVE AND MISSED TARGETS

Shaded cells are “missed” targets. Targets are considered missed if the calculated outcome is less than 80 percent of the target. Actual results for missed targets are denoted in red. Except for average earnings, all measures are rates or percents of participants.

Appendix K. Table 1. PY10

Performance Measure	PY10 Targets	Central	Eastern	Northern	SW
Entered Employment Rate	Adult	81	86/65.2	83/58	83
	DW	82	87/53.3	89/68.8	84
Retention Rates	Adult	89	90	89	86
	DW	93	91	91/68.4	93
Ave Earnings (Adult/DW)	Adult	\$11,200	\$12,700	\$12,100	\$10,300
	DW	\$14,200	\$14,200	\$14,200	\$12,468
Placement in Employment or Education	Youth (14-21)	64/48.9	64	64	64
Attainment of Degree or certification	Youth (14-21)	35	35	35	35
Literacy or Numeracy Gains	Youth (14-21)	25	25	25	25

Appendix K. Table 2. PY11

Performance Measure	PY11 Targets	Central	Eastern	Northern	SW
Entered Employment Rate	Adult	70	66.5	70	70
	DW	76	75	75	80
Retention Rates	Adult	89	90	89	86
	DW	93	91	93	93
Ave Earnings (Adult/DW)	Adult	\$11,200	\$12,700	\$12,100	\$10,300
	DW	\$14,200	\$14,200	\$14,200	\$12,468
Placement in Employment or Education	Youth (14-21)	54	54	54	54
Attainment of Degree or certification	Youth (14-21)	35	35	35	35
Literacy or Numeracy Gains	Youth (14-21)	25	25/18.2	25	25

Appendix K. Table 3. PY12

Performance Measure	PY12 Targets	Central	Eastern	Northern	SW
Entered Employment Rate	Adult	65.9	65.9	65.9	75
	DW	73	73	73	73
Retention Rates	Adult	86.6	86.6	86.6	86.6
	DW	86.6	86.6	86.6	86.6
Ave Earnings (Adult/DW)	Adult	\$28,000	\$15,189	\$15,125	\$13,751
	DW	\$16,964	\$16,964	\$16,964	\$15,000
Placement in Employment or Education	Youth (14-21)	55.9	55.9	55.9	55.9
Attainment of Degree or certification	Youth (14-21)	41	41	41	41
Literacy or Numeracy Gains	Youth (14-21)	32	32	32	32

Source: New Mexico WIA Annual Performance Reports

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Shaded cells are “missed” targets. Targets are considered missed if the calculated outcome is less than 80 percent of the target. Actual results for missed targets are denoted in red. Except for average earnings, all measures are rates or percents of participants.

Appendix K. Table 4. PY13

Performance Measure	PY13 Targets	Central	Eastern	Northern	SW
Entered Employment Rate	Adult	68	68	65.9	76
	DW	73	73	73	73
Retention Rates	Adult	88	86.6	86.6	87
	DW	88	86.6	87	88
Ave Earnings (Adult/DW)	Adult	\$28,000	\$17,500	\$15,500	\$14,000
	DW	\$17,390	\$17,500	\$15,800	\$15,000
Placement in Employment or Education	Youth (14-21)	58	58	58	59
Attainment of Degree or certification	Youth (14-21)	41	41	43	42
Literacy or Numeracy Gains	Youth (14-21)	32/23	32	30	33

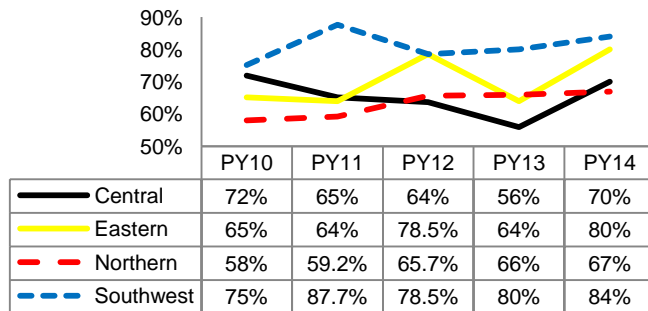
Appendix K. Table 5. PY14

Performance Measure	PY14 Targets	Central	Eastern	Northern	SW
Entered Employment Rate	Adult	68	68	67	76
	DW	75	75	75	74
Retention Rates	Adult	89	87	87	88
	DW	88	88	87	89
Ave Earnings (Adult/DW)	Adult	\$28,000/\$21,262	\$17,500	\$16,300	\$14,000
	DW	\$17,500	\$17,500	\$17,500	\$15,000/\$11,919
Placement in Employment or Education	Youth (14-21)	58	60	58	54
Attainment of Degree or certification	Youth (14-21)	48	46	50	44
Literacy or Numeracy Gains	Youth (14-21)	33	38/23	35	35

Source: New Mexico WIA Annual Performance Reports

APPENDIX L: LOCAL BOARD COMPARATIVE RESULTS

**Chart A. Adult Entered Employment Rate
PY10 - PY14**



**Chart B. Dislocated Worker
Entered Employment Rate PY10-PY14**

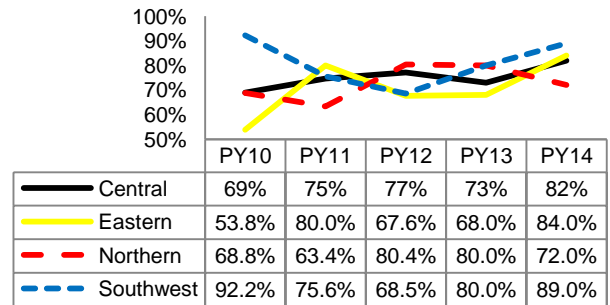
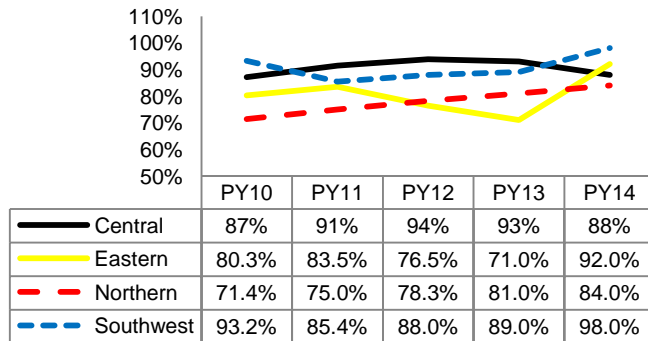
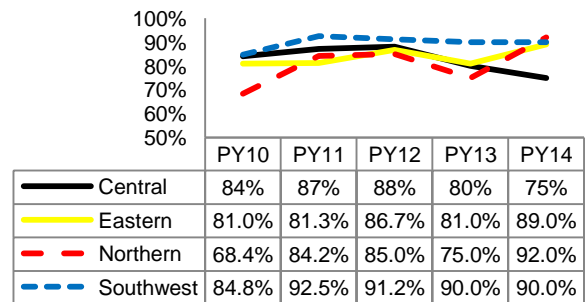


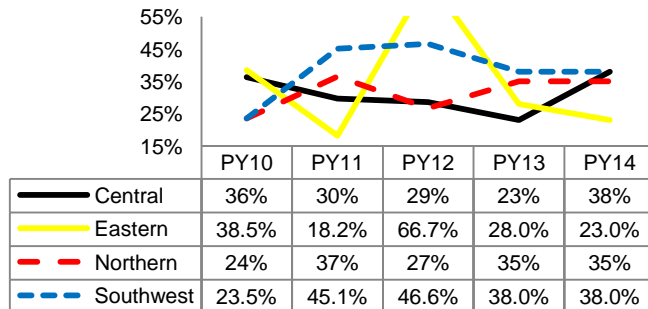
Chart C. Adult Retention Rate PY10-PY14



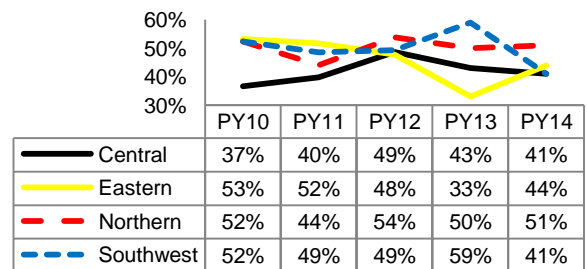
**Chart D. Dislocated Worker
Retention Rate PY10-PY14**



**Chart E. Youth Literacy or Numeracy Gains
PY10-PY14**



**Chart F. Youth Attainment of Degree or
Certification PY10-PY14**



APPENDIX M: IN-DEMAND LOCAL BOARD POLICIES

Criteria	Central	Eastern	Northern*	Southwestern*
Separate Demand Occupation Policy	X	X		
Focus on community talent growth		X	X	
Focus on aligning the workforce with targeted industry clusters (existing or emerging)		X	x	
Labor Projections	<p>Average annual wage greater or equal to \$40,646 and:</p> <ul style="list-style-type: none"> 15% or higher growth rate Average annual job openings of 20 or more Occupations demanded by employers based on at least 3 written statements Proof of five searches within a two-week period and proof of Job Search/Labor Market research citing internet, website or newspaper articles showing demand for the occupation Areas of growth identified by Economic Development initiatives 	<ul style="list-style-type: none"> NMDOL LASER growth rate of 15% or more 15 annual openings Any EAWDB targeted industry clusters Targeted growth or industries from the NMDWS state plan Any occupation for which an individual has a bona fide offer of employment New Industries or occupations designated by economic development as high growth demand Occupations identified by newly established businesses as operationally critical Letters submitted by 3 or more employers stating a need for occupation or have openings unable to fill due to lack of qualified applicants 	<ul style="list-style-type: none"> DWS occupational demand statistics for the NALWDB service area with at least 1.2% annual job growth as a whole or in either of the two MSAs of Farmington or Santa Fe 	<ul style="list-style-type: none"> NMDWS Economic and Research Bureau projected growth rate of 8.7% or more AND 4 or more projected annual openings Occupations determined to have high potential for demand or those designated as within priority industries in the region Occupations listed by occupation code & Title As of 2012-2022 projections
Specifies Documentation Required	Letters or proof, as appropriate	<ul style="list-style-type: none"> OJT and Customized: Contract Agreement ITA: NM LASER printout or letter, as appropriate 		<ul style="list-style-type: none"> Required elements in the letter for an exception training
Exception Policy	<ul style="list-style-type: none"> Demonstrate occupation employment opportunities Should be used infrequently Shall be monitored closely at the local and state levels to prevent misuse 			Are allowed when a participant provides a letter from an employer signed by the individual with hiring authority attesting the company will hire the individual upon completion of training
Monitor and address labor supply in occupations				<ul style="list-style-type: none"> Consider how to spread limited funding across occupations in demand Monitor saturation and reduce or stop training until need rises Administrative Entity must approve of occupation moratoriums

Sources: Local Boards' Policies

*Does not have a separate Demand Occupation Policy but incorporates requirements into the ITA Program Policy

APPENDIX N: ITA ELIGIBLE TRAINING PROVIDERS PY14

Central Region

Apprenticeship - Northern NM Independent Electrical Contractors	1
Electricians	1
Brookline College, LLC -Central-C304	3
Medical Assistants	3
Brown Mackie College, Albuquerque - Central-C505	1
Medical Assistants	1
Central New Mexico Community College -Central-C01	25
Accountants and Auditors	2
Administrative Services Managers	1
Adult Basic and Secondary Education and Literacy Teachers and Instructors	1
Architectural and Civil Drafters	1
Bookkeeping, Accounting, and Auditing Clerks	1
Computer and Information Systems Managers	1
Computer Network Support Specialists	1
Cutting, Punching, and Press Machine Setters, Operators, and Tenders, Metal and Plastic	1
Electricians	1
Emergency Medical Technicians and Paramedics	1
Environmental Engineering Technicians	1
First-Line Supervisors of Construction Trades and Extraction Workers	1
Kindergarten Teachers, Except Special Education	1
Light Truck or Delivery Services Drivers	1
Management Analysts	1
Medical Records and Health Information Technicians	2
Postsecondary Teachers, All Other	1
Radiologic Technologists	1
Registered Nurses	1
Solar Energy Installation Managers	1
Solar Photovoltaic Installers	2
Web Developers	1
Digital Network Services	1
Electrical and Electronic Engineering Technicians	1
Eastern New Mexico University - Ruidoso C325 East	1
Medical Secretaries	1
Kaplan Professional Schools -Central-C97	7
Personal Financial Advisors	1
Real Estate Brokers	6
New Horizons Computer Learning Center -Central-C186	5
Computer and Information Systems Managers	1
Engineering Technicians, Except Drafters, All Other	3

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Information Security Analysts	1
NM School of Natural Therapeutic -Central-C160	1
Massage Therapists	1
Pima Medical Institute - Central-C61	2
Physical Therapist Assistants	2
Quality Health Management -Central-C467	6
Dental Assistants	6
Rocky Mountain Truck Driving School -Central-C187	61
Heavy and Tractor-Trailer Truck Drivers	61
San Juan College-North-C29	1
Geological and Petroleum Technicians	1
Santa Fe Community College - Central	1
Heating, Air Conditioning, and Refrigeration Mechanics and Installers	1
Southwest Phlebotomy	2
Health Diagnosing and Treating Practitioners, All Other	2
Universal Care Home Health Agency Inc.	10
Nursing Assistants	10
University of New Mexico, Continuing Education -Central-C336	28
Architectural and Civil Drafters	3
Computer and Information Systems Managers	1
Computer Network Support Specialists	2
Computer User Support Specialists	1
Construction Managers	2
Designers, All Other	1
Graphic Designers	1
Human Resources Specialists	3
Management Analysts	1
Medical Records and Health Information Technicians	6
Medical Secretaries	2
Paralegals and Legal Assistants	1
Pharmacy Technicians	1
Substance Abuse and Behavioral Disorder Counselors	3
University of New Mexico, Valencia Campus -Central-C27	3
Child, Family, and School Social Workers	1
Registered Nurses	2
UNM - Los Alamos-North-C454	1
Interpreters and Translators	1
Grand Total	160

Source: Workforce Solutions Department VOSS (Participants with start dates between July 1, 2014 and June 30, 2015)

APPENDIX N – ITA ELIGIBLE TRAINING PROVIDERS PY14

Eastern Region

Artesia Training Academy LLC C458	23
Heavy and Tractor-Trailer Truck Drivers	23
CC-ENMU-RUIDOSO	3
Automotive Service Technicians and Mechanics	1
Real Estate Brokers	1
Registered Nurses	1
Clovis Community College C03	11
Clinical, Counseling, and School Psychologists	1
Registered Nurses	10
Dona Ana Community College of NMSU - C16	1
Respiratory Therapists	1
Eastern New Mexico University - Roswell C04	30
Accountants and Auditors	1
Aircraft Mechanics and Service Technicians	2
Automotive Service Technicians and Mechanics	2
First-Line Supervisors of Office and Administrative Support Workers	1
Heating and Air Conditioning Mechanics and Installers	1
Occupational Therapy Assistants	3
Registered Nurses	12
Respiratory Therapists	7
Social and Human Service Assistants	1
Eastern New Mexico University - Ruidoso C325 East	2
Network and Computer Systems Administrators	1
Nursing Assistants	1
Eastern NM University - Portales C55	4
Chief Executives	1
General and Operations Managers	3
International Schools - C144	7
Heavy and Tractor-Trailer Truck Drivers	7
International Schools, East C144c	2
Heavy and Tractor-Trailer Truck Drivers	2
Kaplan Professional Schools -Central-C97	2
Real Estate Brokers	2
New Mexico Junior College	17
Heavy and Tractor-Trailer Truck Drivers	15
Registered Nurses	2
New Mexico State University - Alamogordo	1
Healthcare Support Workers, All Other	1
New Mexico State University - Carlsbad Eastern C14	4

Education Teachers, Postsecondary	3
Maintenance Workers, Machinery	1
NM State University - Las Cruces - C71	7
Registered Nurses	7
Professional Home Inspection Institute	1
Construction and Building Inspectors	1
Grand Total	115

Source: Workforce Solutions Department VOSS (Participants with start dates between July 1, 2014 and June 30, 2015)

APPENDIX N – ITA ELIGIBLE TRAINING PROVIDERS PY14

Northern Region

Central New Mexico Community College -Central-C01	3
Software Developers, Systems Software	1
Surveyors	1
Web Developers	1
Clovis Community College C03	1
Police Detectives	1
Gallup CDL Training	24
Heavy and Tractor-Trailer Truck Drivers	24
Integrated Training Center	1
Telecommunications Line Installers and Repairers	1
IS- UNM Continuing Education	1
Court Clerks	1
IS-NMSU Grants	1
Registered Nurses	1
IS-San Juan Community College	2
Civil Engineers	1
Medical Records and Health Information Technicians	1
Luna Community College-North-C09	8
Criminal Investigators and Special Agents	1
Hairdressers, Hairstylists, and Cosmetologists	1
Heavy and Tractor-Trailer Truck Drivers	6
New Horizons Computer Learning Center -Central-C186	1
Computer and Information Systems Managers	1
New Mexico Junior College	1
Heavy and Tractor-Trailer Truck Drivers	1
NM Academy of Healing Arts-North-C484	1
Massage Therapists	1
NM Administrative Office of the Courts	1
Interpreters and Translators	1
NM State University - Grants - C32	7
Administrative Services Managers	2
Criminal Investigators and Special Agents	1
Electrical Engineers	1
Nursing Assistants	2
Social Workers, All Other	1
Northern New Mexico College - Espanola Campus	2
Receptionists and Information Clerks	1
Registered Nurses	1
Quality Health Management -Central-C467	6

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Dental Assistants	6
Rocky Mountain Truck Driving School -Central-C187	16
Heavy and Tractor-Trailer Truck Drivers	14
Light Truck or Delivery Services Drivers	2
Safety Zone Credentialing	7
Construction Managers	7
San Juan College-North-C29	104
Administrative Services Managers	1
Automotive Service Technicians and Mechanics	1
Bus and Truck Mechanics and Diesel Engine Specialists	1
Business Operations Specialists, All Other	3
Civil Drafters	1
Dental Hygienists	1
Electrical and Electronics Installers and Repairers, Transportation Equipment	1
Electronics Engineering Technicians	1
Executive Secretaries and Executive Administrative Assistants	1
First-Line Supervisors of Construction Trades and Extraction Workers	1
Hairdressers, Hairstylists, and Cosmetologists	2
Heavy and Tractor-Trailer Truck Drivers	67
Human Resources Managers	1
Light Truck or Delivery Services Drivers	2
Medical and Clinical Laboratory Technicians	1
Nursing Assistants	6
Occupational Health and Safety Specialists	1
Paralegals and Legal Assistants	1
Petroleum Pump System Operators, Refinery Operators, and Gaugers	1
Pharmacy Technicians	1
Registered Nurses	4
Social and Community Service Managers	2
Surgical Technologists	2
Welders, Cutters, and Welder Fitters	1
Santa Fe Community College-North-C24	53
Accountants and Auditors	9
Adult Basic and Secondary Education and Literacy Teachers and Instructors	1
Childcare Workers	10
Cooks, Restaurant	1
Elementary School Teachers, Except Special Education	2
Emergency Medical Technicians and Paramedics	1
Engineers, All Other	1
Fitness Trainers and Aerobics Instructors	1
Food Preparation Workers	1
Home Health Aides	17
Medical Assistants	1

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Network and Computer Systems Administrators	1
Nursing Assistants	1
Preschool Teachers, Except Special Education	1
Registered Nurses	2
Social and Community Service Managers	1
Welders, Cutters, and Welder Fitters	2
SER Jobs for Progress	2
Medical Assistants	1
Sheriffs and Deputy Sheriffs	1
Southwest Phlebotomy	1
Health Diagnosing and Treating Practitioners, All Other	1
University of New Mexico, Continuing Education -Central-C336	4
Construction Managers	1
Cost Estimators	1
Medical Records and Health Information Technicians	1
Paralegals and Legal Assistants	1
University of NM - Gallup-North-C26	24
Administrative Services Managers	1
Criminal Investigators and Special Agents	1
First-Line Supervisors of Construction Trades and Extraction Workers	5
Operating Engineers and Other Construction Equipment Operators	13
Registered Nurses	3
Social and Human Service Assistants	1
University of NM - Taos-North-C131	18
Administrative Services Managers	3
Foresters	1
Healthcare Practitioners and Technical Workers, All Other	1
Heavy and Tractor-Trailer Truck Drivers	8
Kindergarten Teachers, Except Special Education	1
Receptionists and Information Clerks	1
Secretaries and Administrative Assistants, Except Legal, Medical, and Executive	1
Social and Human Service Assistants	2
Grand Total	289

Source: Workforce Solutions Department VOSS (Participants with start dates between July 1, 2014 and June 30, 2015)

APPENDIX: N – ITA ELIGIBLE TRAINING PROVIDERS PY14

Southwestern Region

Central New Mexico Community College -Central-C01	1
Medical Assistants	1
Computer Career Center - C399	33
Computer Occupations, All Other	1
Computer, Automated Teller, and Office Machine Repairers	1
First-Line Supervisors of Construction Trades and Extraction Workers	1
Licensed Practical and Licensed Vocational Nurses	2
Managers, All Other	1
Medical and Health Services Managers	5
Medical Assistants	22
Dona Ana Community College of NMSU - C16	29
Clinical Nurse Specialists	1
Computer and Information Systems Managers	1
Dental Assistants	1
Diagnostic Medical Sonographers	1
Electrical Power-Line Installers and Repairers	1
Health Educators	2
Medical Records and Health Information Technicians	1
Nursing Assistants	1
Pharmacy Technicians	4
Radiologic Technicians	7
Registered Nurses	6
Respiratory Therapists	1
Respiratory Therapy Technicians	1
Welders, Cutters, and Welder Fitters	1
Eastern NM University - Portales C55	2
General and Operations Managers	2
Glitz Inc.	14
Manicurists and Pedicurists	14
International Schools - C144	46
Heavy and Tractor-Trailer Truck Drivers	46
International Schools, East C144c	44
Heavy and Tractor-Trailer Truck Drivers	44
Mesilla Valley Training Institute - C482	30
Heavy and Tractor-Trailer Truck Drivers	30
New Mexico Department of Labor-Southwest	5
General and Operations Managers	1
Hairdressers, Hairstylists, and Cosmetologists	1
Manicurists and Pedicurists	1

Medical Assistants	1
Registered Nurses	1
NM State University - Las Cruces - C71	18
Accountants	1
Administrative Services Managers	1
Advanced Practice Psychiatric Nurses	1
Computer and Information Research Scientists	1
Criminal Justice and Law Enforcement Teachers, Postsecondary	1
Dental Hygienists	1
Education Administrators, Preschool and Childcare Center/Program	1
Electro-Mechanical Technicians	3
Foreign Language and Literature Teachers, Postsecondary	1
Healthcare Social Workers	2
Industrial Engineers	1
Marriage and Family Therapists	1
Registered Nurses	2
Social Work Teachers, Postsecondary	1
Precision Utility Locating	1
First-Line Supervisors of Construction Trades and Extraction Workers	1
University of New Mexico, Valencia Campus -Central-C27	1
Computer Systems Engineers/Architects	1
Vista College	1
Medical Assistants	1
Western NM University -C33	34
Administrative Services Managers	1
Computer Network Support Specialists	1
Criminal Justice and Law Enforcement Teachers, Postsecondary	1
Kindergarten Teachers, Except Special Education	1
Managers, All Other	1
Occupational Therapists	2
Paralegals and Legal Assistants	1
Pharmacists	1
Police and Sheriff's Patrol Officers	2
Police Patrol Officers	3
Preschool Teachers, Except Special Education	1
Registered Nurses	15
Social Workers, All Other	1
Sociologists	1
Substance Abuse and Behavioral Disorder Counselors	1
Welders, Cutters, Solderers, and Brazers	1
Grand Total	259

Source: Workforce Solutions Department VOSS (Participants with start dates between July 1, 2014 and June 30, 2015)

APPENDIX O: POTENTIAL GRANTS

- 17.201 Registered Apprenticeship (Workforce Solutions Department is current state agency)
- 17.261 WIA/WIOA Pilots, Demonstrations, and Research Projects
- 17.267 Incentive Grants - WIA Section 503
- 17.268 H-1B Job Training Grants
- 17.270 Reintegration of Ex-Offenders
- 17.274 YouthBuild
- 17.275 Program of Competitive Grants for Worker Training and Placement in High Growth and Emerging Industry Sectors
- 17.276 Health Care Tax Credit (HCTC) National Emergency Grants (NEGs)
- 17.277 WIOA National Dislocated Worker Grants / WIA National Emergency Grants
- 17.280 WIA/WIOA Dislocated Worker National Reserve Demonstration Grants
- 17.281 WIA/WIOA Dislocated Worker National Reserve Technical Assistance and Training
- 17.282 Trade Adjustment Assistance Community College and Career Training (TAACCCT) Grants
(Workforce Solutions has current \$15 million TAACCCT grant)
- 17.283 Workforce Innovation Fund

Source: Catalog of Federal Domestic Assistance