



Policy Analysis Exercise

A Strategy Analysis for the City of Santa Fe's Workforce Development Program

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Client: City of Santa Fe, New Mexico – Office of Economic Development

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This PAE reflects the views of the author, and should not be viewed as representing the views of the PAE's external client(s), nor those of Harvard University or any of its faculty.

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Executive Summary

This policy analysis exercise coincides with an effort by the Office of Economic Development (OED) in the City of Santa Fe to reshape its economic development strategy. The last major effort to define the city's economic development strategy occurred in 2004 with the Angelou Plan. After 15 years, Santa Fe's economy and City Hall's policymaking environment have changed considerably.

Primary Research Goals

This report aims to assist the OED with its strategic planning, specifically over its workforce development policy, one of the OED's four strategic policy focuses. The research has two primary goals:

- **Provide analysis of how the OED's workforce development strategy aligns with best practices**
- **Recommend evidence-based policy practices for executing and sustaining the workforce development strategy**

The research to achieve these goals included an analysis of current best practices in workforce development policymaking and interviews with experts and practitioners in the field. These best practices were paired with a study of Santa Fe's local workforce development system and policymaking environment. The results of the research are evidence-based recommendations tailored to the City's particular workforce policy challenges.

Findings and Recommendations

From the analysis, I reached the following key research findings and recommendations:

- **Finding #1:** The OED's workforce development strategy and operations are unaligned with other key local workforce actors such as the Northern Area Local Workforce Development Board and Santa Fe Community College. These weak relationships hinder the OED's ability to fully realize its workforce development strategy's potential.
 - **Recommendation 1.1:** The OED should advise Mayor Alan Webber to appoint a board member to the Northern Area Local Workforce Development Board in his capacity as a local Chief Elected Official.
 - **Recommendation 1.2:** Seeking participation on Santa Fe Community College program advisory boards could help the OED build a stronger relationship with the college and have its voice heard on college programming decisions.
 - **Recommendation 1.3:** The OED should redirect some of its current funding to YouthWorks to fund a pilot program that would provide grants for Santa Fe youth to obtain career-oriented certifications at Santa Fe Community College.

- **Finding #2:** The OED has not had consistent access to data tools that would allow it to make labor market driven decisions for its workforce development policy. A review of labor market projections in Santa Fe shows that some, but not all, of the OED's targeted industries will see job growth in the coming years.
 - **Recommendation 2.1:** The OED should be more deliberate about having labor market data form the basis of its workforce development programming decisions. Free data tools provided by the New Mexico Department of Workforce Solutions could help with improving the OED's data analysis going forward.
- **Finding #3:** The OED's contracts with its workforce service providers do not consistently have strong performance measures and alignment with OED strategy.
 - **Recommendation 3.1:** The OED should integrate more outcome-oriented, rather than output-oriented, performance measures in its service provider contracts. Doing so will help ensure that service providers are incentivized to meet the OED's core workforce development goals.
 - **Recommendation 3.2:** The OED should ensure that the workforce programming delivered by its service provider aligns with the office's strategy and is tailored to meet the needs of industries with high demand for labor.

In order to make the right strategic policy decisions moving forward, the OED must foster better relationships with other key actors in its workforce development system and base its policies on a foundation of evidence and data. The current environment at City Hall provides the OED a unique opportunity to enact changes in its workforce development strategy. The OED should act to make these changes before this opportunity passes.

Problem Analysis

In Santa Fe, there is no shortage of actors attempting to solve the city's workforce development issues. There is widespread consensus in Santa Fe that something needs to be done to improve the skills of the city's workers and help transition them to new job opportunities. As such, the City of Santa Fe ("the City") through its Office of Economic Development (OED) is just one in a crowded field of actors trying to address the workforce issues. A non-exhaustive list of workforce development actors in Santa Fe includes:

Governments and Associated Entities
New Mexico Department of Workforce Solutions (NMDWS)
Northern Area Local Workforce Development Board (NALWDB)
Santa Fe County
Workforce Service Providers
New Mexico Workforce Connection/SER-Jobs for Progress – <i>provider for the NALWDB</i>
Santa Fe Community College
MAKE Santa Fe
YouthWorks
Non-Profit Conveners and Thought Leaders
Santa Fe Community Foundation
Innovate+Educate
Businesses/Employers

For the OED to operate effectively within Santa Fe's workforce development system, it must develop and adhere to a workforce development strategy. The strategy should take into account the OED's unique advantages and limitations in this system, as well as the roles that the other actors hold.

The writing of this PAE coincides with the reshaping of the OED's strategic plan. The City has largely operated under the same economic development plan since 2004. The "Angelou Plan," as it's known, is now entering its fifteenth year as the backbone of the OED's strategic vision. The recent 2017 Economic Development Crossroads report recognized the strategic and operational difficulties facing the OED and prompted the office to revisit its strategic planning efforts.

One of the policy areas that the OED is reassessing under its new strategic plan is workforce development. Workforce development has fallen under one of the four strategic goals executed by the OED since the Angelou Plan went into effect. The 2017 Crossroads Report succinctly describes the OED's main strategic problem as a workforce development policymaker:

The problem is so large and there are so many other organizations dedicated to workforce development that it is time to define the correct role for the City to play, in order to focus and leverage scarce resources.¹

As the report states, the OED faces both a crowded policymaking field *and* limited funding and resources. The OED has five full-time staff, only one of whom has workforce development in his policy portfolio. For funding, the City dedicated \$165,000 to workforce development programming out of a \$990,334 overall budget for the OED in FY2019.²

This PAE seeks to provide analysis and recommendations for the OED as the office revisits its workforce development strategy. The PAE has two research goals to help the OED address its underlying strategic challenges in workforce development policymaking.

- **Research Goal #1: Provide analysis of how the OED's workforce development strategy aligns with best practices**

Santa Fe's economy and workforce development system have changed considerably since the publishing of the Angelou Plan in 2004. Since then, there have also been significant changes within national workforce development policymaking, which have local impacts. With this goal, I seek to assess the OED's workforce development strategy and provide the OED with insights as to the current best practices in the field.

- **Research Goal #2: Recommend evidence-based policy practices for executing and sustaining the workforce development strategy**

As the OED undertakes a reassessment of its departmental strategy, the realities are that the OED has limited budget and personnel to work on these issues. Evidence-based policymaking practices will be key to the success of any future OED workforce development strategy. With this goal, I seek to provide the OED with practical recommendations of how it can improve its program designs with evidence-based tools to ensure success in both the short and long term.

Research Methodology

A three-part qualitative research methodology serves as the foundation for the findings and recommendations of the PAE. The methodology combines expert policy research with local considerations in order to provide evidence-based recommendations tailored to the City's particular workforce policy challenges.

The three parts of the qualitative methodology consist of:

- **Policy Literature Review**
- **Expert Interviews**
- **Source Document Review**

The subsections below provide further detail of each research step.

Policy Literature Review

The first step in the methodology sought to establish a theoretical foundation for the research through a literature review of policymaking best practices. The policy recommendations for the OED stem from this foundation of aggregated best practices. After preliminary conversations with the OED team defining the research scope, I determined that the basis for the initial literature review would need to be twofold in order to meet the two research goals.

First, I reviewed literature related to workforce development policymaking with an emphasis on research written after the passage of the Workforce Innovation and Opportunity Act (WIOA) in 2014. WIOA, the latest in a series of federal workforce legislation, devolved further decision-making authority over workforce development policy to states and localities.³ New WIOA regulations regarding the local workforce development boards could affect how cities like Santa Fe approach their own workforce development policy. Understanding how WIOA reshaped workforce development policy was critical before recommending potential policy changes to the OED. U.S. Department of Labor (USDOL) guidance memos, New Mexico Department of Workforce Solutions (NMDWS) guidance memos, and the law text itself served as my sources for understanding WIOA.

Much of the literature I reviewed regarding workforce development strategy came from think tanks such as the Urban Institute, The Hamilton Project at the Brookings Institution, and Jobs for the Future. These entities provide concrete best practices and recommendations for improving workforce development policymaking, which are often backed by academic research.

The second part of the literature review focused on evidence-based policymaking practices. Evidence-based policymaking has mainly been applied to federal and state level programs, but the discipline holds useful lessons for local government as well. Many of the practices in evidence-based policymaking revolve around developing effective program evaluation methods

and techniques for realizing the most of one's budget and procurement. Similar to the workforce development strategy literature, the majority of the publications I reviewed for evidence-based policymaking came from programs such as the Hamilton Project at the Brookings Institution, the Pew-MacArthur Results First Initiative, and the Evidence-Based Policymaking Collaborative (a joint venture by the Urban Institute, Brookings Institution, American Enterprise Institute, and The Pew-MacArthur Results First Initiative).⁴

Expert Interviews

The expert interviews primarily provided information regarding Santa Fe's policymaking environment that could not be garnered through a literature review. The qualitative expert interviewees fell into two broad categories:

- **Experts regarding workforce development issues inside and outside of Santa Fe**

First, it was incumbent that I understood the workforce development system in Santa Fe through those who shape it. Learning the idiosyncrasies of Santa Fe's economy and labor market was not possible through only a literature review. My preliminary interviews were with the OED's workforce development partners who provided information regarding the current nature of Santa Fe's workforce development system.

Next, I conducted in-depth interviews with workforce development policymakers in the OED and the OED's service provider organizations, YouthWorks and MAKE Santa Fe. These interviews provided information regarding both the day-to-day programming activities, as well as the strategic visions of the organizations.

Throughout the research process, I also conducted interviews with workforce development experts who spoke to workforce development issues in the other municipalities (e.g. the City of Somerville, MA) as well as nationally. These interviews provided an additional perspective on how other municipalities may approach workforce development policy.

- **Experts regarding policymaking in Santa Fe**

The second set of interview subjects were policymakers in City Hall who did not necessarily oversee workforce issues. The objective of interviewing these individuals was to understand the policymaking process more broadly in City Hall. The rationale for interviewing these individuals was to ensure that the ultimate policy recommendations would be realistic, feasible, and legal for the City to accomplish.

A full listing of interviewees can be found in **Appendix 1**.

Source Document Review

Beyond interviewing policymakers within the City Hall, I reviewed public and internal governmental documentation related to workforce development policymaking. The documents came from governmental entities including: the OED, Santa Fe City Hall at-large, NMDWS, and the Northern Area Local Workforce Development Board (NALWDB). A non-exhaustive list of the types of documents reviewed included:

- **OED Reports and Strategic Plans**
- **OED and City Budgets**
- **Municipal Service Provider Contracts – YouthWorks and MAKE Santa Fe**
- **Municipal Service Provider Performance Reports**
- **State and NALWDB WIOA Plans**

The document review paired with the City Hall interviews provided a necessary perspective of the current activities, capabilities, and limitations of the OED and the broader workforce system in which it exists. The documents provided by the OED such as the service provider contracts and reports serve as the basis for a significant portion of the key research findings.

Key Research Findings and Recommendations

This section outlines the three key findings identified through the course of the research and their respective recommendations for remediation. The expert interviews conducted with Santa Fe policymakers and the source document review provide the basis for the three findings. The recommendations stem from the best practices identified in the policy literature review, however, they are also informed by the local policymaking environment in Santa Fe City Hall.

Although I present the three findings and their respective recommendations discretely, one should not view them as being independent of one another. In fact, some of the recommendations would work most effectively in concert with one another. When applicable, I attempt to identify the synergistic relationships between the recommendations.

Finding #1: OED's Workforce Development Strategy and Operations Are Unaligned with Other Key Local Workforce Actors

As the Problem Analysis section details, the OED is one actor out of many in Santa Fe's workforce development system. Finding #1 seeks to analyze the relationship between the OED and two other major workforce development actors in the Santa Fe: the Northern Area Local Workforce Development Board (NALWDB) and Santa Fe Community College (SFCC).

OED's Missing Relationship with the NALWDB

Local Workforce Development Board Structure and Funding

Under the Workforce Innovation and Opportunity Act (WIOA) of 2014, the state and local workforce development boards are the main executors of WIOA policy and funds disbursement. The State of New Mexico established local boards to oversee workforce development policy in four distinct areas/regions (See **Appendix 2** for a regional map).⁵ The four boards predate WIOA since the prior federal workforce development law, the Workforce Investment Act of 1998, first established the use of boards to facilitate local workforce development policy.⁶ The WIOA funding distributed by the federal government to the states ultimately flows into the local workforce development boards who then distribute the funds to local providers.⁷ The funding is formula driven based on various labor market data.

The State of New Mexico through its State Workforce Board (SWB) and the NMDWS oversees the local boards' strategies and operations. However, the local boards still have a considerable degree of autonomy for addressing their local economies' needs through selecting service providers and appointing board members.

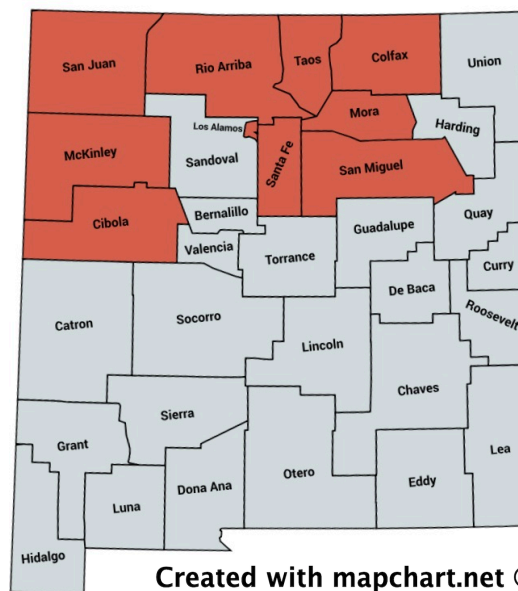
The members of the local boards are appointed by the local Chief Elected Officials (CEOs). The CEOs are the locally elected representatives in each workforce area such as the mayors and county commissioners.⁸ Workforce areas such as the northern region have many local CEOs

who help appoint the board members and perform oversight duties (see **Appendix 3** for a diagram provided by the NMDWS that depicts the CEOs' functions). WIOA mandates that the local boards follow certain guidelines such as that a majority of the members represent private business.⁹ However, for the remaining non-business board seats, WIOA gives wider latitude to the local boards for who can represent certain interests such as education, economic development, and labor.

The NALWDB (headquartered in Santa Fe) serves as the primary strategic actor for workforce development policy in ten of New Mexico's northern counties including Santa Fe County (refer to **Figure 1** for NALWDB's jurisdiction).¹⁰ In the current fiscal year, the NALWDB received approximately \$4.98 million to carry out its workforce development services in the northern region.¹¹ These services include WIOA programming for adults, youth, and dislocated workers. Eligible citizens who meet the WIOA criteria apply for funds to attend programs at pre-approved educational and training institutions such as SFCC.¹²

City of Santa Fe's Relationship with the NALWDB

Figure 1



Currently, the NALWDB does not maintain a relationship with the OED, nor with Mayor Alan Webber's office.¹³ However, Santa Fe is not the only city in the northern area who does not have representation. The NALWDB is unlike some other local boards in the state in that it does not have municipal representatives on the board. For governmental and economic development representation, which could be fulfilled by municipal leaders, the NALWDB has three board members who represent county and regional interests instead (see **Appendix 4** for a listing of the current board members on the NALWDB).¹⁴

For comparison, the Workforce Connection of Central New Mexico (WCCNM) is the local workforce development board in the central area which represents the counties of Bernalillo, Valencia, Torrance, and Sandoval.¹⁵ Unlike the NALWDB, the WCCNM has multiple municipalities represented directly on the board including an official who manages economic development for the Village of Los Lunas.¹⁶ According to its FY2017 Annual Report, the Southwestern Area Workforce Development Board also had municipal representation with representatives from the cities of Socorro and Deming.¹⁷

It's not the case that the NALWDB has no relationship with City Hall. In fact, the NALWDB has ongoing communication with the City's Human Resources department.¹⁸ The NALWDB regularly contacts Human Resources in order to track the success rate of referrals it sends to the City for hiring.¹⁹ However, there is no coordination between the NALWDB and HR in terms of the placement of job candidates in City positions.²⁰ Additionally, Human Resources reported that

the NALWDB has invited the department to speak at its meetings before.²¹ These informal activities are the extent of the relationship between HR and the NALWDB.

In the past, Jeff Barela, the Executive Director of the NALWDB, noted it had a more robust relationship with the City when Mayor Javier Gonzales was in office from 2014 to 2018.²² During the Gonzales administration, the NALWDB held a position on the Mayor's Children, Youth and Families Community Cabinet and held job fairs with the City.²³ The Gonzales administration also sent representatives to attend NALWDB meetings.²⁴ However, the City's involvement with the NALWDB was still largely informal during the Gonzales Administration since the City did not hold a seat on the board.²⁵

The lack of a relationship with the NALWDB is significant both from a strategic and risk management standpoint for the City. Strategically, the lack of involvement with the NALWDB hinders the City from potentially maximizing the available federal funds for workforce development programming in Santa Fe. Although the City wouldn't have direct access to receiving the funds, it could help workforce training providers in Santa Fe become eligible for funds under WIOA.

Additionally, if the OED had a clearer vision of how the NALWDB spends its funds in Santa Fe, it could better allocate its own resources to either complement NALWDB programming or to allocate funds where it finds NALWDB programming to be lacking. Involvement with the board also affords opportunities for the City to build relationships with business leaders and other economic development agencies in the region.

From a standpoint of risk to the City, the CEO designation confers certain privileges to Mayor Webber such as the ability to appoint members to the NALWDB, but it also carries responsibilities for oversight duties. The CEOs in each local area have fiscal oversight duties of the local board's spending and budget.²⁶ If there is a misallocation of WIOA funds by the board or service provider, the local CEOs must devise procedures to reimburse the federal government through non-federal funds.²⁷ The source of the non-federal funds for reimbursement comes through negotiations among the local CEOs in the area.²⁸ This can affect municipal governments whether or not they take an active role in the board's operations.²⁹

OED's Weak Relationship with SFCC

The main provider of workforce training within Santa Fe is Santa Fe Community College (SFCC). The most recent enrollment data show that 5,844 students enrolled in the fall of 2017.³⁰ SFCC offers associate degrees and certificates in high demand fields in the regional labor market such as in health care and hospitality services.³¹ SFCC has become increasingly important as an educational institution in Santa Fe since the closing of the College of Santa Fe in 2009.³² For residents of Santa Fe, SFCC is the main local resource for those who wish to improve their education or skills as evidenced by the broad range of WIOA eligible programming at the college.³³

The OED works in conjunction with SFCC through participating together in the Santa Fe Birth to Career Collaboration and funds YouthWorks program participants to take credit hours at the college. Taking into account its current efforts, the OED still lacks a significant programmatic initiative with the college and does not have any new programs identified within the new strategic plan.

This hasn't always been the case from a strategic planning standpoint. The Angelou Plan called for conducting a significant amount of programming at SFCC.³⁴ Years later, and after significant leadership and staff turnover in the OED, it's unclear how seriously previous OED officials pursued those goals. Whether or not the OED and SFCC used to maintain a stronger connection, it's clear the coordinated programming efforts have frayed over time.

Community Colleges' Workforce Impact

SFCC occupies a space held by many other community colleges around the country. Unlike traditional four-year universities, community colleges have the advantages of being relatively low cost and having fewer barriers to entry.³⁵ The cost of a year's tuition at SFCC for an in-district Santa Fe resident is only \$1,404.³⁶ Provisions within WIOA show that the federal government views community colleges as vital resources in the national workforce development system. WIOA requires states to develop a strategy for engaging with community colleges and encourages local workforce development boards to have community college representatives.³⁷

The economic case for having community colleges as workforce development partners is strong. Increased educational attainment for individuals has been found to be correlated with increased wages and decreased unemployment (though some economists caution against concluding this a causal relationship).³⁸ A recent economic study assessed the returns to earnings and employment specifically for individuals who obtain an associate degree or certification from a community college. The researchers found that completing an associate degree was correlated with returns of approximately \$1,500 in quarterly earnings for men and \$2,300 for women.³⁹ The returns in earnings for women and men for certificates was approximately \$300 per quarter.⁴⁰ Additionally, for both men and women earning an associate degree was associated with increased employment outcomes.⁴¹ For a certificate, only women saw significant employment benefits.⁴²

Researchers at the Urban Institute's Mobility Partnership found that while on average there are economic returns to individuals who obtain a community college credential, it can depend on the type of credential an individual receives.⁴³ The returns to a credential depend on the skill demands within the local labor market.⁴⁴ They report:

*Many, but not all, credentials lead to economic opportunity...community college students must earn degrees and certificates aligned to areas of high demand in the marketplace that lead to economic returns.*⁴⁵

This finding from the Mobility Partnership demonstrates the importance of having workforce systems aligned with community college programs to provide students with skills that will be relevant to the local economy. The national trend of including community colleges as workforce development partners, along with the economic returns for those who do attend, prompts the question of why the OED is not participating more fully with SFCC.

Finding #1 Recommendations: NALWDB

Recommendation 1.1 – Advise Mayor Webber on appointing a board member to the NALWDB

As the largest city within the NALWDB's region, the City does not have a voice on the NALWDB. It should seek to change that. Mayor Webber, as a local CEO within the northern area, has NALWDB decision-making authorities that he is not currently using. Most notably, the local CEOs have the ability to appoint members to the NALWDB. **The appointment of a board member to the NALWDB by Mayor Webber would be a way for the City to build its influence in workforce development policymaking while expending relatively few resources.**

As noted in the findings section, the NALWDB must maintain a certain configuration in its representation such as having a majority of the board members represent business interests.⁴⁶ This places certain constraints on whom the Mayor could appoint at the moment. Any appointment would have to conform to the balance of representation. The appointee would also have to be someone with "optimum policymaking authority" in his or her organization.⁴⁷ The NMDWS defines this as, "an individual who can reasonably be expected to speak affirmatively on behalf of the entity he or she represents and to commit that entity to a chosen course of action."⁴⁸

The two categories of board members that provide the Mayor with the best opportunity for appointments are:

- **Business** – The Mayor could choose a trusted business ally within Santa Fe whom he knows will speak effectively for the City's economic interests. With business representatives holding a majority of the positions, this category likely gives the Mayor the best chance at having the opportunity to appoint a member in the near future.
- **Economic & Community Development** – If the City itself seeks to have a stronger voice on the board, then appointing a City Hall departmental leader such as the OED Director would be optimal from a policymaking position. As noted in the findings section, the NALWDB already has three economic development officials on the board.⁴⁹ It's not clear if, or when, any of these three members would step down from their current positions, which could delay the opportunity for the Mayor to appoint someone in this category.

The OED should begin to attend the quarterly NALWDB meetings to gain an understanding of the board's structure and current dynamics. Building relationships with current board members may provide the office with insights of potential openings on the NALWDB. Additionally, the office should encourage Mayor Webber to attend the board's quarterly CEO meetings to better understand his powers and duties as a local CEO in the northern area.

Finding #1 Recommendations: Santa Fe Community College

Currently, the OED is aligned with Santa Fe Community College through the Birth to Career program and other informal communications between the organizations. However, the OED could be doing much more to align its strategy and operations with the largest workforce training provider in Santa Fe. This is a recommendation from the Angelou Plan that remains relevant today. The recommendations below offer concrete ways that the OED can further develop its workforce strategy and programming with SFCC.

Recommendation 1.2 – Seek Participation on Santa Fe Community College Advisory Boards

SFCC maintains advisory boards for its academic programming which provide guidance and advice for the college's curriculum development and program strategy.⁵⁰ The advisory boards largely consist of experts in the field and employers in the region who can provide the college with insight to the practical needs of the employers.⁵¹ For example, local hospital officials sit on the nursing program advisory board to ensure that the curriculum provides the local hospitals with nurses who are trained in the current best practices.⁵² It would not be completely out of the norm for City officials to participate in an advisory capacity over SFCC programming. SFCC already has Santa Fe Police Department officials advise on the development of its criminal justice program.⁵³

The OED should seek to participate on SFCC advisory boards for programming that the OED finds strategically important, or where the office has particular expertise. For example, the college's Entrepreneurship Concentration under its Business Administration degree program provides a natural avenue for the OED to advise SFCC.⁵⁴ OED Director Matthew Brown's entrepreneurial background paired with the OED's emphasis on promoting entrepreneurship in Santa Fe would provide benefits to SFCC as well as the OED. Other avenues for the OED to advise could be SFCC programming that has strategic value for the City such as Film, Hospitality and Tourism, and Computer Science programs.

Recommendation 1.3 – Provide Workforce Grants to Santa Fe Community College Students

Grants provided to targeted individuals in line with the OED's strategic objectives could be an effective and efficient way of realizing the OED's workforce development goals. SFCC estimates that the average cost of tuition and fees for an In-District student is \$1,404 (\$58.50 per credit hour) for the 2018-2019 academic year (see **Appendix 5** for a more detailed analysis of the potential program cost compared to current OED programming).⁵⁵

The \$1,404 tuition figure would provide a student with 24 credit hours funded for the fall and spring semesters. For tuition assistance, this is the maximum that the OED should expect to pay for any participant in a given year. SFCC offers many certificates that would allow students to complete the coursework in fewer than 24 credit hours.

For example, the Certificate in Home Health Aide at SFCC is 6.5 credit hours resulting in \$380.25 in tuition and fees.⁵⁶ This certification recognized by the New Mexico Department of Health allows students to be certified home health care aides after completing the program.⁵⁷ Not all certificates are as low cost, the Certificate in Welding requires 41 credit hours of coursework for \$2,398.50 in tuition and fees.⁵⁸

Providing funding for Santa Feans to earn community college credentials would not necessarily be a new policy idea. The NALWDB already has SFCC listed as an eligible provider for workforce services with 54 associate degrees and certifications approved for WIOA participants.⁵⁹ However, the “Grant Implementation Strategy” section below outlines that there is room for the OED to potentially deliver additional benefits to Santa Feans with this type of programming.

Grant Implementation Strategy

With its current budget, the OED likely does not have the capacity to administer the grants itself. As such, if the OED were to execute this recommendation it would need to find an outside organization that could help manage the program. The benefits of keeping a provider such as YouthWorks involved for administering the grants is that the non-profit has experience with serving disadvantaged youth who could be target beneficiaries of the program. The grants should be tailored to students who would not otherwise be able to attend SFCC.

Additionally, community college programs tend to have lower completion rates, which could be alleviated by participants having access to other supportive services.⁶⁰ For context, SFCC has a three-year graduation or 4-year institution transfer rate of 23 percent for its degree-seeking students.⁶¹

While associate degrees offer better returns for graduates than those who receive certificates, associate degrees also can be two to eight times more expensive than a certificate at SFCC. **Appendix 6** has a listing of 29 certificates that would provide recipients with skills in the OED’s strategic industry clusters that are projected to have job growth through 2026. The OED could also work directly with SFCC to determine which of these certificates would have the best potential for providing recipients with job opportunities once they exit the program. This would help address the finding from the Mobility Partnership that community college students are best served with programming that aligns to the local labor market’s needs.

The OED could begin to fund this initiative with existing funding within its YouthWorks contract. A pilot program of \$10,000 - \$15,000 would allow a cohort of at least 10 recipients to earn a certificate at SFCC. This type of programming would be unlike any current OED programming and thereby would require new rigorous performance evaluation techniques.

Recommendations 3.1 and 3.2 provide guidance of what the OED should consider as it develops new performance measures in its programming.

Finding #2: OED Lacks Labor Market Information in Strategy Development and Policymaking

City Hall's Mixed Success with Data

A persistent issue raised in interviews throughout the departments in City Hall, including the OED, was the lack of data available to make strategic policy decisions. While there has been recent progress in the procurement of new technologies (as detailed later in this section), departments were not yet fully operational with their data collection and analysis tools in January 2019. I identified two primary causes for the departments' lack of capacity for making data-based policymaking decisions.

The first cause is the recent turnover in both career staff and leadership positions. Some staff who previously executed data analysis programs are no longer employed at City Hall.⁶² For example, the Long Range Planning Division in the Land Use Department used to published the report "Santa Fe Trends."⁶³ The report was an interdepartmental effort including the OED and the Affordable Housing Department that detailed high-level planning and economic data.⁶⁴ However, the "Santa Fe Trends" report has not been published since the retirement of the report's primary author who has yet to be backfilled for budgetary reasons.⁶⁵

The second contributory cause has been inconsistent procurement of data tools. Both the Land Use Department and the OED previously contracted with the Bureau of Business and Economic Research (BBER) at the University of New Mexico for data projects in the past.⁶⁶ The BBER project for Land Use is still available on the City's website, but the data is not current due to a lapsed subscription.⁶⁷ Carol Johnson, the Land Use Director, noted that the department had not been receiving reliable data since the BBER subscription ended.⁶⁸ Director Johnson noted that this was due in part to staff departure and not having the operational capability to renew this service since she started with the City last summer, after the subscription had already lapsed.⁶⁹ The Land Use Department is not an anomaly in this regard, but rather a more representative case study of how City Hall engages with data for policymaking. However, City Hall has begun to make strides in improving its information technology.

Some departments such as Finance, Human Resources, and Land Use should see their data analysis capabilities improve when the Enterprise Resource Planning (ERP) system implementation completes. While this system will make the City's finances and human resources easier to manage, it is unlikely to have broader effects for other city departments such as the OED for its own data analysis capabilities.

The OED's planned purchase of a mySidewalk subscription should help fill some of its gaps with data collection and analysis in the office. mySidewalk serves as a broader economic and community development data analysis tool, but it does appear to provide some benefit for

workforce development policymaking. For example, mySidewalk offers labor focused datasets such as the Labor Market Engagement Index (US Census 2013-2017 ACS), Civilian Employment by Occupation (US Census 2013-2017 ACS), Retail Job Access Index (US HUD, DOT).⁷⁰ These datasets could help the OED gauge the general health and make-up of the Santa Fe labor market. The other primary benefit is the plan for multiple departments outside of the OED to also use the subscription. This gives mySidewalk the potential to foster similar inter-departmental collaboration that occurred in the past.

Importance of Labor Market Data for Workforce Development Strategy

The historical lack of labor market data collection and analysis at the OED inherently hinders some of the strategic planning effort and operational capabilities of the office. For example, in the new strategic planning effort, it's not necessarily the case that the industry clusters identified for economic development are, according to labor market data, the best industry clusters for workforce development programming. In the current iteration of the strategic plan update, the OED has the following key industries listed:

Table 1

OED's Industry Clusters	
Top Existing	Burgeoning
Tourism and Hospitality*	Technology
The Arts (Fine, Folk, Performing)	Creative/Experience Economy
Film and Emerging Media	Food
Real Estate	Health Care
Construction	Education
Government	Outdoor Economy

*Bolded industries identified by OED as current industries of focus

Labor market data from the NMDWS Labor Analysis Statistics & Economic Research (LASER) tool shows that **from 2016 to 2026 the Santa Fe MSA is projected to gain 3,846 new jobs** (see **Appendix 7** for the full data table listed by industry).⁷¹ The three industries that will see the strongest growth will be health care, personal services, and food services.⁷² Personal services and health care alone are each projected to produce over 20 percent of the new jobs in Santa Fe during this time period.⁷³ The OED is already aligned well with these growth industries in its overall strategy to focus on health care, tourism and hospitality, and food.

What's also notable for the OED strategy is that NMDWS projects "Arts, Design, Entertainment, Sports, and Media" will actually have a net loss of jobs between 2016 and 2026.⁷⁴ The arts and film industries may still be key industries for the OED for other economic development activities, but the office should not necessarily expect to see the same job growth in these industries as it will in health care. These types of findings should help inform how the OED prioritizes its workforce development program funding.

This model of having high growth industries help drive a workforce development strategy has been championed at the federal and state levels. WIOA brought increased calls from the federal government for states to use labor market information to identify “in-demand industry sectors and occupations.”⁷⁵ The State of New Mexico has a methodology for identifying in-demand occupations in its WIOA State Plan. The State defines an in-demand occupation as one that:

1. has projected annual job openings greater than the openings of at least 75 percent of all occupations (i.e., in the top twenty-fifth percentile for openings) for the area and

*2. has projected percentage growth of employment that is higher than the average percentage growth for all occupations in the area.*⁷⁶

The New Mexico WIOA State Plan notes that the relevant in-demand occupations will differ in each workforce area since the New Mexican economy is so fragmented.⁷⁷ WIOA also places responsibility on the local WDBs to conduct similar labor market analysis so that they can better allocate their resources to local needs.

Finding #2 Recommendations

Recommendation 2.1 – Build Labor Market Data Analysis into Strategic Workforce Program Planning

In order for the OED to most effectively allocate its workforce development spending, the office must have a clear understanding of Santa Fe’s labor market. The OED can only understand the labor market’s needs through data-driven analysis. The OED’s planned adoption of mySidewalk in the coming fiscal year is a step in the right direction for the office to build its data analysis capabilities. While the mySidewalk data library has some high-level labor market indicators that could prove useful, it does not appear to have the type granular labor market data like the NMDWS provides.

NMDWS offers free high-quality labor market information for the Santa Fe MSA through its LASER tool. The Bureau of Economic Research and Analysis (ER&A) within the NMDWS oversees the department’s labor data collection and analysis. ER&A’s labor market information aggregates data from the U.S. Bureau of Labor Statistics, NMDWS, and the private sector (through web data crawling).⁷⁸ The 10-year labor market projections as displayed in **Appendix 7** is just one of the valuable datasets available. LASER also provides real-time snapshots of the supply and demand of occupations in the Santa Fe MSA.⁷⁹

The OED should supplement its planned data analysis efforts in mySidewalk with the LASER tool. ER&A Bureau Chief Rachel Moskowitz noted in an interview that the ER&A at times provides training on its labor market tools, but also is available for inquiries if users require training outside of their planned sessions.

Identify High Demand Industries for Workforce Programming

As highlighted in the findings section above, what the OED identifies as its strategic industry clusters for economic growth, might not also necessarily be the same industries that have a high demand for workers. It's important for the OED to monitor what industries are actually seeking workers so it can allocate its workforce development resources more efficiently. Current labor market information is critical for ensuring that the OED is spending its workforce development funds in industries and occupations that have job opportunities for the Santa Feans receiving the funds.

Given the 10-year projections, **the OED should focus more of its future workforce development programming in industries with high projected job growth such as health care, tourism and hospitality, and food services.**⁸⁰ While film and the arts may remain important for overall economic growth in Santa Fe, the OED should not allocate resources to workforce programming in these sectors.

Finding #3: OED Relies on Service Providers with Contracts Lacking Consistent Performance Goals and Alignment with OED Strategy

In recent budget cycles, the OED has engaged two main non-profits for providing the City's workforce development services: YouthWorks and MAKE Santa Fe. YouthWorks receives the bulk of the OED funding for workforce development programs receiving \$140,000 compared to MAKE Santa Fe's \$25,000 in the current fiscal year.⁸¹ The key tool that the OED has for ensuring that its strategy is translated into operational success is the service provider contracting process.

Relying so heavily on outside service providers inserts a certain level of risk into the OED's policy execution. There is only so much oversight that the office can do to ensure that its strategy is being properly carried out by the providers. Contract provisions such as exacting performance standards can become useful tools for the OED to ensure that the service providers are executing the OED's strategy effectively.

In the analysis that follows, the majority of the detailed contract observations focus on the YouthWorks contract. This is simply because YouthWorks receives over 80 percent of the OED's workforce development program funding. While the finding section tends to focus on YouthWorks, the recommendation section offers solutions that would have broad application in OED's contracting process.

Contract Performance Measures: Output vs. Outcome

When tracking the success of programming, governments commonly build in performance measurements that focus on outputs of the program rather than the desired outcomes of the program. The Pew-MacArthur Results First Initiative describes the problem as follows:

Many governments have made significant investments to build and implement performance reporting systems, but these too often focus on outputs, such as the number of programs provided or clients served, rather than results...Governments should make sure that performance measurement systems collect and report essential outcome data for all major programs.⁸²

After reviewing the workforce development contracts for YouthWorks and MAKE Santa Fe, I found that the OED employs a mixture of output and outcome performance goals within contracts, but with more emphasis on measuring outputs. The MAKE Santa Fe contract likely contains the most exacting outcome-oriented performance goal in either workforce contract. The contract states, "Place a target of 50% of a [sic] program graduates in jobs in the Santa Fe metro area, in accordance with Department of Labor standards for wage minimums and planned wage increases."⁸³ This performance measure clearly lays out that the ultimate goal of the program is to provide participants with jobs in Santa Fe. As will become apparent below, sometimes the ultimate goals of a program are not always in line with the performance measures.

The YouthWorks contract has many performance measures, but with most of them being more output-oriented. The primary performance goals in the YouthWorks contract evaluate how many participants enter its Workforce Innovation Program (WIP) and how many participants actually complete the program. The YouthWorks contract mandates:

40-50 total participants shall be engaged in the services provided throughout the WIP program throughout the program year

30-35 individuals (approximately 70%) shall successfully complete the WIP program in the course of the program year. Successful program completion is quantified as 360 hours of combined educational development, job and entrepreneurial training and direct apprenticeship placement.⁸⁴

The YouthWorks annual report reflects that having participants complete the program is the measure of success. It states, "Success has been measured in terms of each apprentice having completed between 240-360 total hours in placement."⁸⁵ The success of the contract is not defined by the achievements of the participants after completing the program, but rather the participants' completion of the program itself.

A stronger outcome-based approach would track how many participants receive and retain jobs by completing the program, rather than gauge how many participants are completing the program. YouthWorks does indicate in its 2017-2018 annual report that, “80 youth have obtained unsubsidized employment or garnered other job opportunities through their apprenticeships or as a result of WIP employment services.”⁸⁶ However, it’s not apparent what types of occupations these participants received or if these youth remained in their employment at the sixth month follow-up period.

A final section worth review in the contract is the provision that pertains to the community college and certification goals of the WIP program. The contract mandates that:

*8-10 individuals (approximately 20%) of WIP participants shall be enrolled in at least one community college course or another career or skills oriented certification course within the timeframe of the placement or within the six month program follow-up period.*⁸⁷

The contract sets relatively low goals for the attainment of skills through the community college or certifications courses. The performance goals only stipulate that the participants enroll in a course and not actually complete a course within the contract year. This is an area where YouthWorks greatly overperformed the contract provisions to the benefit of the OED in the 2017-2018 contract year. In its report, YouthWorks notes that WIP participants obtained 89 trades or career certificates during the program year.⁸⁸

OED Strategic Goals not Present in All Contracts

The YouthWorks contract clearly delineates output measures such as how many participants the service provider should engage throughout the contract year. It’s less clear regarding what the actual nature of the programming should be. The contract does not define the types of jobs nor the types of educational development that the participants should receive. This gives broad authority to the contractor to determine what type of workforce development programming it will provide, which might not be wholly aligned with the OED’s strategic objectives.

YouthWorks details in its 2017-2018 that it provided a broad array of skills to the WIP participants. The majority of the 33 skills on which YouthWorks trained its participants have relevancy within the OED’s strategic industry clusters.⁸⁹ However, some of the skills taught fall outside of the OED’s strategic vision. For example, YouthWorks trained participants in: native seed collection and cleaning, chimney sweeping, and manufacturing soap and personal care products.⁹⁰ Furthermore, the report doesn’t detail how many participants engaged in each skill area. OED does not have an insight through the report whether more participants gained skills in “catering and hospitality” (a strategically aligned skill) or “chimney sweeping” (a non-strategically aligned skill).

This same observation carries into the types of apprenticeship placements that the participants received. YouthWorks placed apprentices in a variety of industries during the 2017-2018 contract year from “Construction Building and Trades” (a strategically aligned industry) to

“Riparian Restoration and Water Conservation” (a non-strategically aligned industry).⁹¹ Again, the annual reporting doesn’t indicate how many participants had apprenticeships in each industry leaving some gaps in knowing if more participants were in strategically aligned industries or not.

Overall, YouthWorks and the OED have alignment on a majority of the industries and skills prioritized in the WIP programming. The lack of alignment between some of the programming could be due to a lack of available opportunities even in the high-demand industries within Santa Fe. The 2017-2018 YouthWorks annual report states, “[The] Workforce Innovation Program has prioritized training and placements in the high-growth, high-demand industries, while also being mindful of the needs and opportunities available in the local economy.”⁹²

This is a sub-finding in which the YouthWorks and MAKE Santa Fe contracts slightly diverge. The MAKE Santa Fe contract is explicitly aligned with the OED’s strategic objective of growing Santa Fe’s creative economy through digital fabrication programming.⁹³ The contract provisions for the apprenticeship program outline the types of skills that the participants will gain. The broader issue with the MAKE Santa Fe apprenticeship program at the time of this report is that MAKE Santa Fe is unable to form a cohort to take part in the program for the current contract year.

MAKE Santa Fe had difficulty fulfilling the cohort for multiple reasons. One reason is that the organization could not find enough employers in Santa Fe who could take on five apprentices in this field.⁹⁴ While the OED has attempted to target the burgeoning creative economy, it may be that there is not enough demand in the sector yet to begin workforce programming. The second reason MAKE Santa Fe reported was due to the difficulties it had finding enough participants for a cohort through SER-Jobs for Progress, the NALWDB’s one-stop provider.⁹⁵ Molly Samsell, the Executive Director at MAKE Santa Fe, noted that she was unable to get a full cohort of five participants at a single time.⁹⁶

Service Provider Contracting Barriers

Both YouthWorks and MAKE Santa Fe stated that the contracting process with the City is easier and more straight forward than it is with the NALWDB or USDOL.⁹⁷ This is mainly because the entities who provide federal workforce funding have more stringent documentation standards, especially for participants, which the City does not use.

YouthWorks noted that the hurdles with the WIOA funding through the NALWDB is made difficult by the types of populations that it is attempting to help.⁹⁸ For example, its clients are disconnected youth who may not have the proper paperwork at hand to receive federal grant money for workforce programs.⁹⁹ This creates a considerable amount of legwork for the service providers in helping their clients obtain the proper documentation in order to participate in the programming.¹⁰⁰

Finding #3 Recommendations

Recommendation 3.1 – Design Outcome-Oriented Performance Measures for Service Provider Contracts

If the OED continues to contract out its workforce development services to external providers, it needs to ensure that the programming is working effectively and meeting the OED's objectives. The OED's contracts with its service providers serve as a potentially fruitful area where the office can implement evidence-based policy techniques to achieve better results.

One technique the OED can implement is issuing more outcome-oriented performance measures in its contracts.

The OED has considerable latitude regarding how it can structure the contracts with its service providers. To create more outcome-oriented performance targets in its contracts, the OED must first decide what outcomes it's seeking from its service providers for workforce development programming. At the broadest level, one could argue that the OED is seeking for its workforce program participants to gain employment and/or new skills depending on the programming activity.

These goals fit within what the USDOL seeks to achieve from its own WIOA funding. The USDOL issues a performance evaluation methodology for tracking state success in implementing WIOA programming based on outcome-oriented performance metrics.¹⁰¹ **The USDOL metrics for tracking WIOA success are a potential template from which the OED can build its own performance metrics for its workforce programming.**

The USDOL evaluates states' success in meeting WIOA goals by the following measures¹⁰²:

- **Employment Rate (2nd Quarter After Exit)**
- **Employment Rate (4th Quarter After Exit)**
- **Median Earnings (2nd Quarter After Exit)**
- **Credential Attainment**
- **Measurable Skill Gains**
- **Effectiveness in Serving Employers**

The OED can leverage the State of New Mexico's performance goals as a benchmark for its own programming. The states must negotiate their WIOA performance goals with the USDOL for every program year.¹⁰³ In theory, the OED's service providers would be subject to the state performance measurements if they were to receive WIOA funding. As such, New Mexico's performance goals should be useful as a rough proxy for what the OED should expect with its own funding.

The performance measures that are most easily transferable to the OED’s programming are listed in **Table 2** below. The “Measurable Skill Gains” metric is not meant to be used as an exit-based measure and the “Effectiveness in Serving Employers” is a performance metric still in a pilot phase, and thus would not serve as a useful benchmark at this stage.¹⁰⁴ **Table 2** provides the USDOL performance measure descriptions and the State of New Mexico’s negotiated performance goals with the USDOL.

Table 2

USDOL WIOA Performance Measure ¹⁰⁵	USDOL Performance Measure Description ¹⁰⁶	State of New Mexico PY2019 Goals ¹⁰⁷
Employment Rate (2nd Quarter After Exit)	<p>Adult: Percentage of participants who are in unsubsidized employment during the second quarter after exit from the program.</p> <p>Youth: Percentage of participants in education or training activities, or in unsubsidized employment during the second quarter after exit.</p>	<p>Adult: 80%</p> <p>Youth: 70%</p>
Employment Rate (4th Quarter After Exit)	<p>Adult: Percentage of participants who are in unsubsidized employment during the fourth quarter after exit from the program.</p> <p>Youth: Percentage of participants in education or training activities, or in unsubsidized employment during the fourth quarter after exit.</p>	<p>Adult: 78.9%</p> <p>Youth: 63.2%</p>
Median Earnings (2nd Quarter After Exit)	The median earnings of participants who are in unsubsidized employment during the second quarter after exit from the program.	<p>Adult: \$8,580</p> <p>Youth: N/A</p>
Credential Attainment	The percentage of those participants enrolled in an education or training program...who attain a recognized postsecondary credential or a secondary school diploma, or its recognized equivalent, during participation in or within one year after exit from the program.	<p>Adult: 69.5%</p> <p>Youth: 55%</p>

These measures simply track three outcome categories for workforce services recipients: **employment**, **skills/credentials attainment**, and **earnings**. There is currently no data within the

annual reports to indicate if the OED's service providers would be meeting the USDOL performance goals. However, **the OED could begin to build these performance metrics into its contracts by requesting that the service providers report these details in their reporting to the OED.** Some measurements such as the employment rate of the participants a year after they exit the programming would have a longer time horizon for reporting. Installing these metric requests in the next funding cycle would allow the OED to start building baselines for subsequent evaluations.

If the OED decides to implement new performance measures, it should be cognizant of the potential barriers that its service providers face with some of the population seeking workforce programming in Santa Fe. The OED should attempt to find a balance between designing contracts that will provide the office with effective metrics for evaluating success and making sure that the service providers will be able to effectively collect the data.

Recommendation 3.2 – Tailor Service Provider Contacts to Include OED Strategic Workforce Goals and High Demand Industries

Currently, the OED gives broad license to a contractor like YouthWorks to choose the types of occupations and skills that it will provide its program participants. As noted in the findings section, the strategic industry and skill goals of the two organizations align more often than not. There are, however, instances in which the two diverge where it would be helpful to have an underlying agreement as to the types of services that the contractor can engage in.

On the other hand, while the MAKE Santa Fe contract was laudable for how it tailored itself to the OED's strategic aims, it ultimately faced operational hurdles. One of the issues in executing the registered apprenticeship program with the MAKE Santa Fe contract was a lack of employers who were willing to employ potential apprentices.

Both the YouthWorks and MAKE Santa Fe contracts ultimately provide lessons for how the OED can better its contractor-based programming moving forward. When designing programming, **the OED should ensure that the program not only aligns with its strategic mission but also that the industry or occupational field that the program is designed to support has sufficient industry demand.**

This is an area in which **Recommendation 2.1** also has relevancy. The contracts should ideally be tailored to targeted industries with enough demand to employ program participants. This would require the OED to use labor market information to determine which of their strategic industries would be able to most effectively incorporate new workers. Over time, if the OED builds more labor data analysis into its programming decisions, it should avoid having programming that is unable to come to fruition due to lack of demand.

Implementation Timeline

The OED is in a strong position politically and operationally to begin implementing these policy recommendations. However, the office will be able to execute some of the policy recommendations more quickly than others. This final section provides a brief assessment of how the long it may take the OED to implement the new strategies.

Short Term (Immediate to 6 Months):

- **Recommendation 1.2 – Seek Participation on Santa Fe Community College Advisory Boards**
 - The OED can leverage its already existing relationships with SFCC to identify which advisory boards would have availability for the OED to join.
- **Recommendation 2.1 – Build Labor Market Data Analysis into Strategic Workforce Program Planning**
 - The OED’s planned purchase of mySidewalk and the relative ease of using the NMDWS free data tools should allow the OED to quickly begin analyzing Santa Fe’s labor market for workforce programming decisions.

Medium Term (6 Months to 1 Year):

- **Recommendation 3.1 – Design Outcome-Oriented Performance Measures for Service Provider Contracts**
 - Changes to the performance measures within OED’s service provider contracts will likely not be feasible until the next funding cycle. However, the OED can request that service providers begin collecting the outcome-oriented data in the coming fiscal year.
- **Recommendation 3.2 – Tailor Service Provider Contracts to Include OED Strategic Workforce Goals and High Demand Industries**
 - Similar to the performance measures, this recommendation will require the OED to reevaluate its service provider programming. By the next fiscal year, the OED should be able to build these considerations into its service provider contracts.

Long Term (1 Year or Longer):

- **Recommendation 1.1 – Advise Mayor Webber on appointing a board member to the NALWDB**
 - Before the OED can recommend what type of board member Mayor Webber should nominate to the NALWDB, it must first better understand the structure and dynamics of the board. Additionally, factors such as a lack of openings on the board may prevent the OED from executing this recommendation sooner.
- **Recommendation 1.3 – Provide Workforce Grants to Santa Fe Community College Students**
 - Implementing a new workforce pilot program such as this will require the OED to work with both Santa Fe Community College and a service provider like YouthWorks who could manage the grants. The planning and implementation of this type of program should not be rushed. The OED will also have to design new strong program evaluation measures to assess the efficacy of the pilot.

Appendix 1

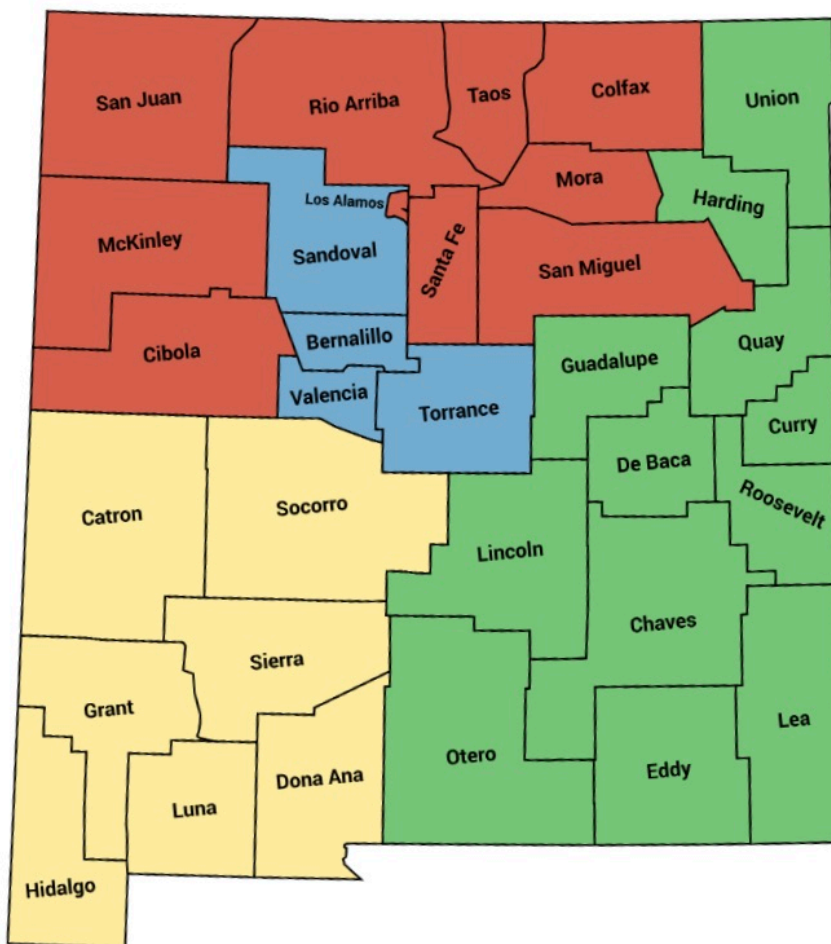
Listed in the tables below are the expert interviewees whom I interviewed for purposes as outlined in the “Research Methodology” section. The interviews provided much of the information for the PAE’s findings.

Expert Interviewee	Title	Organization
Baldwin, Devin	Workforce Innovation Program Coordinator	iYouthWorks!
Barela, Jeff	Executive Director	Northern Area Local Workforce Development Board
Blivin, Jamai	CEO	Innovate+Educate
Boisvert, Sarah	Founder	Fab Lab Hub
Brackley, Simon	President & CEO	Santa Fe Chamber of Commerce
Brown, Matthew	Director - Office of Economic Development	City of Santa Fe, NM
Brown, Rich	Economic Development Specialist Associate	City of Santa Fe, NM
Bustamante, Camilla	Dean - School of Trades, Advanced Technologies and Sustainability	Santa Fe Community College
Chaney, Ross	Owner/Management Consultant	The Ross Company, LLC
Dillman, Edie	Director of Strategy and Communications	Innovate+Educate
Elicio, Joshua	Director - Information Technology and Telecommunications	City of Santa Fe, NM
Fischer, Zane	Business Owner & NALWDB Member	Extraordinary Structures
Johnson, Carol	Director - Land Use	City of Santa Fe, NM

Expert Interviewee	Title	Organization
Ladd, Alexandra	Director - Affordable Housing	City of Santa Fe, NM
Landen, Jenny	Dean - School of Sciences, Health, Engineering and Math	Santa Fe Community College
Laymon, Sara	Program Coordinator	New Mexico Information Technology Apprenticeship Program
Litzenberg, Erik	City Manager	City of Santa Fe, NM
McCamley, Bill	Cabinet Secretary	New Mexico Department of Workforce Solutions
McSherry, Erin	City Attorney	City of Santa Fe, NM
Montoya-Cordova, Yolanda	WIOA Administrator	New Mexico Department of Workforce Solutions
Morimoto, Yash	Associate Vice President	Santa Fe Community College
Moskowitz, Rachel	Bureau Chief - Economic Research and Analysis	New Mexico Department of Workforce Solutions
Rachkowski, Carla	Outreach Manager	New Mexico Information Technology Apprenticeship Program
Salazar, Bernadette	Director - Human Resources	City of Santa Fe, NM
Samsell, Molly	Executive Director	MAKE Santa Fe
Schuyler, Melynn	Executive Director	iYouthWorks!
Sommer, Ben	Economic Development Specialist	City of Somerville, MA
Webber, Alan	Mayor	City of Santa Fe, NM
Wheeler, Regina	Director - Public Works	City of Santa Fe, NM

Appendix 2

The map below details the jurisdictions of New Mexico's four local workforce development boards who assist with the implementation of WIOA policy.¹⁰⁸ The State of New Mexico defines the boundaries of the workforce areas.

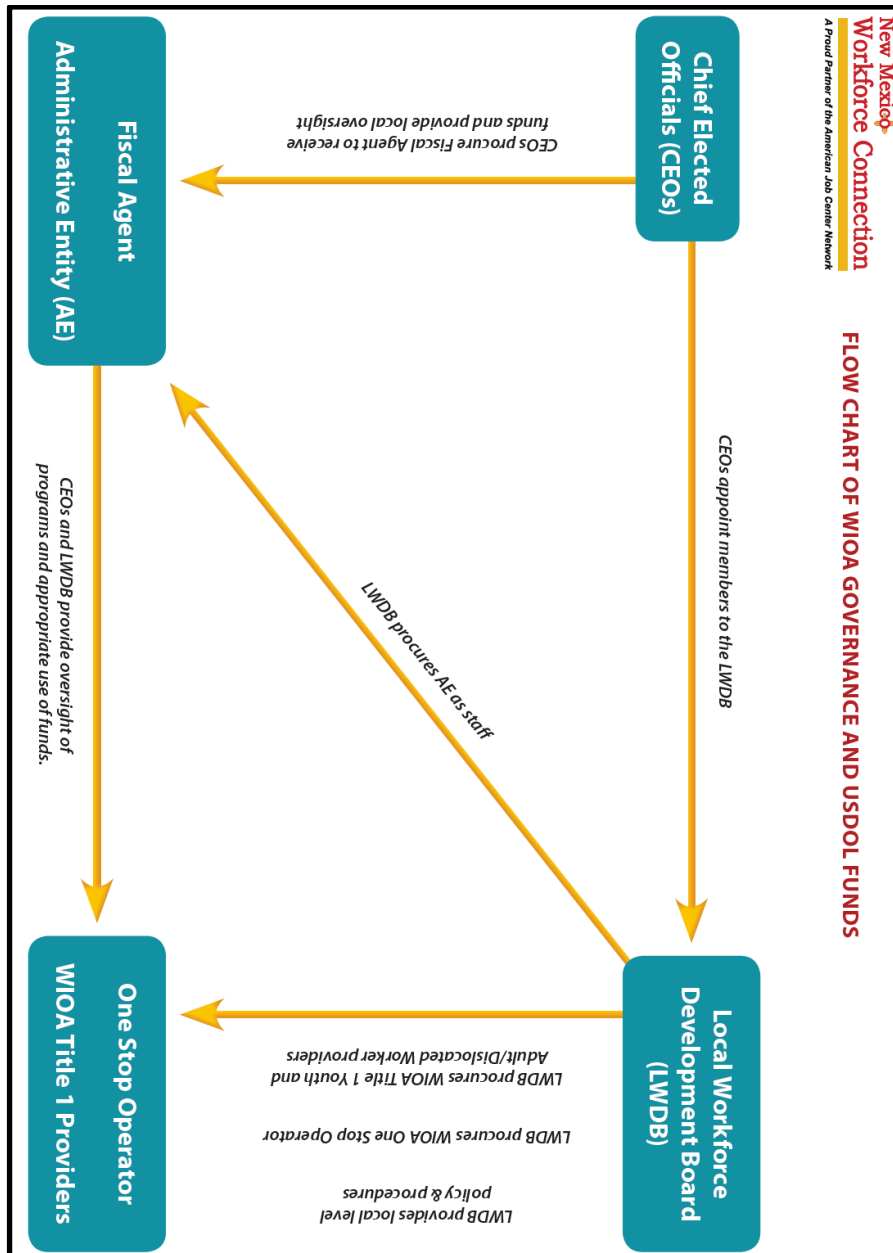


- Northern Area Local Workforce Development Board
- Workforce Connection of Central New Mexico
- Eastern Area Local Workforce Development Board
- Southwestern Area Workforce Development Board

Created with mapchart.net ©

Appendix 3

The diagram below provided by NMDWS WIOA Administrator Yolanda Montoya-Cordova details the relationships of the different actors involved with the local workforce development boards. Of particular importance to the City of Santa Fe and the OED, is the role of the Chief Elected Official, which is a designation held by Mayor Alan Webber in the northern area.



Appendix 4

Listed in the tables below are the board members of the Northern Area Local Workforce Development Board as currently provided on its website.¹⁰⁹ Board members are appointed by the local Chief Elected Officials in the northern area and may represent: business, union and labor organizations, adult & higher education, economic and community development, individuals with disabilities, the state employment office, and registered apprenticeship programs.¹¹⁰

Board Member	Representing
Anaya, Robert	Business
Archuleta, Floyd	Business
Bhakta, Krutik	Business
Castellano, Ambrose	Business
Estrada, Rebecca	Business
Garcia, Rudy	Business
Howell, Vince	Business
Medrano, Sean	Business
Nelson, Jolene	Business
Romero, Jon Paul	Business
Ulibarri, Rock	Business
Weathers, JD	Business

Board Member	Representing
Beckman, Scott	Economic Development - North Central New Mexico Economic Development District
Chavez-Yarborough, Eileen	Economic Development - Cibola Communities Economic Development Foundation
Fischer, Zane	Registered Apprenticeship - MAKE Santa Fe
Lambert-Beaty, Jenny	Adult Education - San Juan College
Lucero, Mario	Workforce/Individuals with Disabilities - New Mexico Division of Vocational Rehabilitation
Madrid, Chris	Economic Development - Rio Arriba County Economic Development
Martinez, Marcos	Wagner-Peyser Act - New Mexico Department of Workforce Solutions
Rivera, Nani	Workforce/Labor - IATSE Local 480
Sparks, Arthur	Workforce/Labor - UA Local Union 412

Appendix 5

The current funding of YouthWorks programming provides a useful benchmark of the potential costs for an SFCC grant program. In FY19, the OED contracted with YouthWorks to provide workforce development services through the Workforce Innovation Program (WIP). The OED funded YouthWorks to engage 40-50 participants for \$140,000 (\$83,000 allocated to overhead and \$57,000 to direct program expenses).¹¹¹

The overall cost of the program per participant to the City would range from \$2,800 to \$3,500 depending on the level of participation. Removing the overhead expense, the direct programming cost per participant is \$1,140 to \$1,425 for the City. YouthWorks noted in their 2017-2018 annual report that they delivered the programming 23 percent above the target.¹¹² If YouthWorks performs similarly in FY19, it will bring the effective cost down to \$927 per participant.

These calculations only take into consideration the costs of the program and not the potential benefits as well. YouthWorks programming provides clear short-term benefits to the participants through providing wages for the apprenticeships. The long-term benefits to the participants of the WIP programming are less clear and not easy to assess through the current annual reporting data. The long-term economic and employment to benefits individuals who attend community college is borne out by the studies noted in the Finding #1 section.¹¹³

Appendix 6

The tables below outline 29 career-oriented certificates available at Santa Fe Community College that align with the OED strategic industry clusters of: construction, health care, technology, and tourism and hospitality.¹¹⁴ These four industries are expected to have job gains through 2026 per NMDWS labor market data.¹¹⁵

The tables detail the credit hours required to complete each certificate and the estimated tuition. The tuition estimate is based on the current rate of tuition and fees of \$58.50 per credit hour at SFCC.¹¹⁶ Finally, the “WIOA Approved” column notes if the certificate is currently recognized by the State as an eligible WIOA program, which would make it available for WIOA participants to take with federal funding.¹¹⁷

SFCC Certificates	Credit Hours	Tuition Estimate	WIOA Approved
Construction			
Certificate in Adobe Construction	19	\$1,111.50	No
Certificate in Building Science and Construction Technologies	39	\$2,281.50	No
Certificate in Facility Technologies	18	\$1,053.00	No
Certificate in Green Building Construction Skills	16	\$936.00	No
Certificate in Green Building Systems	19	\$1,111.50	No
Certificate in Heating, Ventilation and Air Conditioning	31	\$1,813.50	Yes
Certificate in Plumbing	28	\$1,638.00	No
Certificate in Solar Energy	29	\$1,696.50	Yes
Certificate in Welding	41	\$2,398.50	Yes
Health Care			
Certificate in Billing and Coding	35	\$2,047.50	No
Certificate in Community Health Worker Training	10	\$585.00	Yes
Certificate in Emergency Medical Technician – Basic	12.5	\$731.25	Yes
Certificate in Emergency Medical Technician – Intermediate	12	\$702.00	Yes
Certificate in Home Health Aide	6.5	\$380.25	Yes
Certificate in Medical Assisting	34.5	\$2,018.25	No
Certificate in Nursing Assistant	5.5	\$321.75	Yes
Certificate in Paramedicine	49	\$2,866.50	Yes
Certificate in Patient Care Assistant	4.5	\$263.25	Yes
Certificate in Phlebotomy	11.5	\$672.75	Yes
Certificate in Practical Nursing	29	\$1,696.50	No

Technology			
Certificate in Application Development	17	\$994.50	No
Certificate in Computer Hardware and Software	13	\$760.50	Yes
Certificate in Computer and Network Security	22	\$1,287.00	Yes
Certificate in Electrical, Smart Grid and Micro Grid Technologies	22	\$1,287.00	No
Certificate in Information Technology Support For Smart Grids and Micro Grids	29	\$1,696.50	No
Certificate in Media Arts - Web Design	22	\$1,287.00	No
Certificate in Web Development	18	\$1,053.00	No
Tourism and Hospitality			
Certificate in Culinary Arts	19	\$1,111.50	Yes
Certificate in Hospitality and Tourism	19	\$1,111.50	No

Appendix 7

The table below comes from the “Industry Projections (Long-term)” dataset for the Santa Fe MSA provided by the New Mexico Department of Workforce Solutions.¹¹⁸ The data table projects job growth by industry in the Santa Fe MSA from 2016-2026. It is sorted by the “Total 2016-2026 Employment Change” in descending order.

Occupation	2016 Estimated Employment	2026 Projected Employment	Total 2016-2026 Employment Change	Total Percent Change
Personal Care and Service	3,743	4,609	866	23.14%
Food Preparation and Serving Related	7,960	8,616	656	8.24%
Healthcare Practitioners and Technical	3,101	3,580	479	15.45%
Healthcare Support	1,731	2,078	347	20.05%
Management	4,237	4,528	291	6.87%
Business and Financial Operations	4,206	4,438	232	5.52%
Education, Training, and Library	3,258	3,468	210	6.45%
Building and Grounds Cleaning and Maintenance	2,897	3,105	208	7.18%
Community and Social Services	1,269	1,424	155	12.21%
Construction and Extraction	3,082	3,227	145	4.70%
Computer and Mathematical	1,306	1,412	106	8.12%
Installation, Maintenance, and Repair	2,535	2,637	102	4.02%
Transportation and Material Moving	2,339	2,415	76	3.25%
Sales and Related	5,941	5,998	57	0.96%
Life, Physical, and Social Science	744	801	57	7.66%
Legal	898	951	53	5.90%
Architecture and Engineering	787	837	50	6.35%
Protective Service	2,220	2,225	5	0.23%
Arts, Design, Entertainment, Sports, and Media	1,528	1,519	-9	-0.59%
Farming, Fishing, and Forestry	226	219	-7	-3.10%
Production	1,814	1,788	-26	-1.43%
Office and Administrative Support	9,408	9,201	-207	-2.20%
Total	65,230	69,076	3,846	5.90%

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