

# Workforce Development Post COVID-19 Pandemic

## Summary

Unemployment increased at unprecedented rates in New Mexico in the spring and summer of 2020. In July 2020, over 197 thousand New Mexicans applied for unemployment benefits – 6 times more than during the Great Recession. Job losses have occurred primarily in low-wage occupations in the following industries: accommodation and food services, retail trade, healthcare and social assistance, and natural resources. The economy in counties with the largest unemployment growth – including Taos, Lea, Santa Fe, and San Juan—are largely built on these industries. Many of the lost jobs are at risk of not coming back, and recovery may take longer in New Mexico than nationally. Effective workforce development programs are, thus, critical to economic recovery, including case management, high performance workforce centers, and focused training.

Evidence-based case management for unemployed workers could provide the state a \$17 return for every dollar spent. However, this program's traditional operations have been suspended due to COVID-19 spread. Similarly, the local workforce boards, which regionally operate a number of federally funded workforce programs, have suspended in-person services and moved many services online. New Mexico's local workforce boards receive around \$25 million in federal dollars annually but are in the bottom third of states in their success in helping laid off workers find new employment. The workforce boards have inconsistent reporting of performance that could be related to the state's poor performance for services for those unemployed. Furthermore, some industries in New Mexico are poised to rebound more quickly and some may even see growth in the next few years. However, within these industries, there may not be enough qualified candidates for the job openings.

*There were over 197 thousand unemployment insurance claimants in July 2020, and many may need workforce development programs to get back to work more quickly.*

When considering how to improve workforce development, the Legislature should consider requiring local board performance reporting as part of the state Accountability in Government Act. The Workforce Solutions Department should ensure additional funding is targeted toward programs with the highest expected return on investment. Additionally, it should use data from local workforce boards for performance management and ensure that education, training, and apprenticeship programs are targeted toward the industries more likely to rebound and grow.

# Spotlight

Program Evaluation Unit  
Legislative Finance Committee  
August 26, 2020



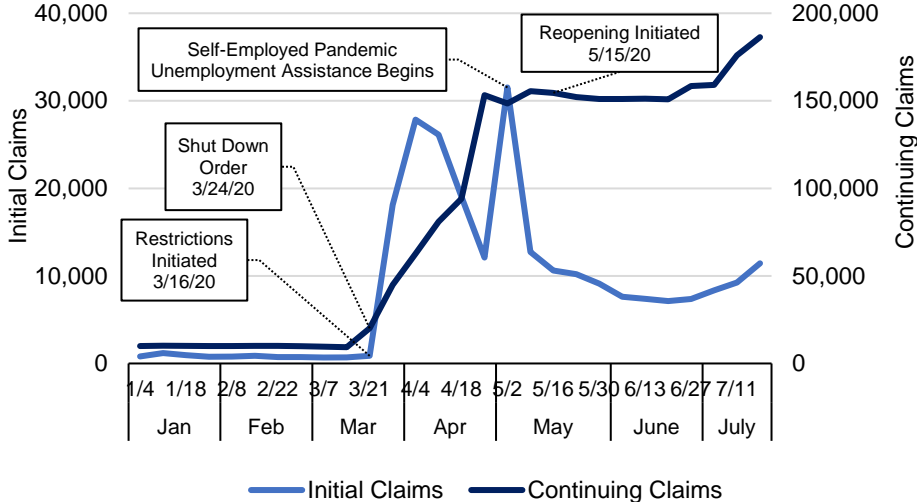
NEW MEXICO  
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# New Mexico Experienced Unprecedented Job Losses due to the COVID-19 Shutdown

In mid-July 2020, over 197 thousand workers filed for unemployment benefits due to job losses and reduced hours in key industries.

**Chart 1. Initial and Continuing Unemployment Claims, 2020**



The number of unemployment insurance claimants was 6 times higher than at the peak of the Great Recession.<sup>1</sup> Pre-pandemic, the number of unemployment insurance benefit claimants in New Mexico reached a peak of 32.8 thousand in late June 2009 during the Great Recession. In the middle of July 2020, the number of claimants topped 197 thousand.

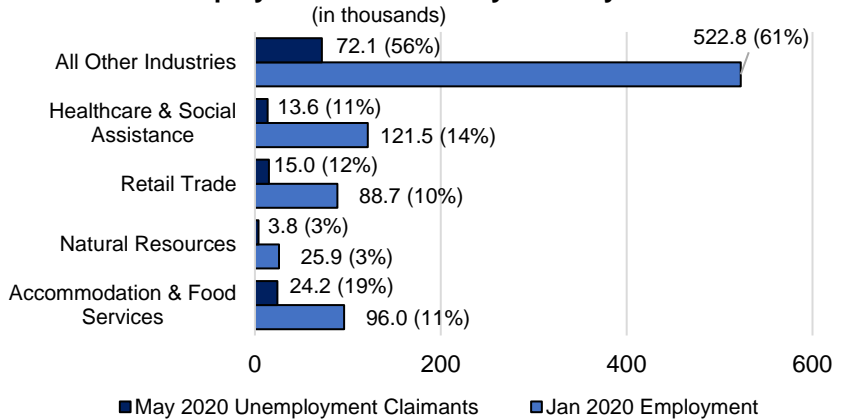
Over 40 percent of unemployment recipients come from the state's

three largest private industries. According to an analysis from the Workforce Solutions Department (WSD), New Mexico's unemployment recipients in May 2020 were concentrated in three industries: accommodation and food services, retail trade, and healthcare and social assistance. (See

Note: Claims data includes traditional UI claims and claims for self-employed Pandemic Unemployed Assistance. Claimants include those denied and appealing to receive unemployment insurance. Source: LFC analysis of DWS and EDD data.

**Prior to the current downturn, New Mexico's unemployment rate and unemployment insurance trust fund had mostly returned to pre-Great Recession levels.** Under federal law, each state has an unemployment insurance (UI) trust fund that takes in tax revenue and disburses payments to eligible unemployed workers. If a state UI trust fund is exhausted, the state must find other sources of funding from its budget, private loans, or federal loans. In January 2008, prior to the Great Recession, New Mexico had a statewide unemployment rate of 3.7 percent and a UI trust fund balance of \$569 million. During the Great Recession, New Mexico's unemployment rate significantly increased and the UI trust fund declined, but employment and the trust fund recovered in recent years. In January 2020, New Mexico had a statewide unemployment rate of 3.6 percent and a UI trust fund balance of \$462 million. The federal Coronavirus Aid, Relief, and Economic Security (CARES) Act provides an additional \$600 per week for UI claimants, with New Mexico having the sixth highest rate of individuals making more on unemployment than when employed. The additional \$600 per week expired at the end of July, although Congress was discussing its renewal.

**Chart 2. New Mexico Employment and Unemployment Claimants by Industry**



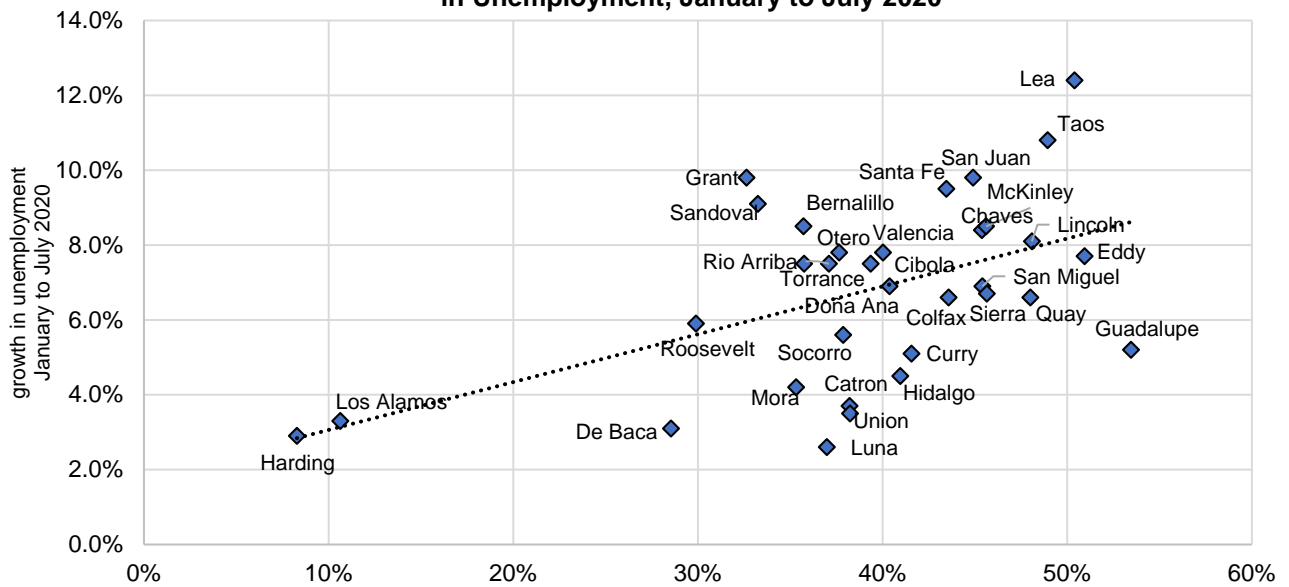
Source: LFC analysis of WSD labor market review data.

<sup>1</sup>These 2020 data include traditional unemployment insurance recipients and self-employed Pandemic Unemployment Assistance (PUA) recipients. Self-employed individuals were not eligible for unemployment assistance during the Great Recession.

Appendices A and B for unemployment and employment counts by industry.) This pattern mirrors national data. Similarly, these three industries made up 33 percent of total U.S. employment in March 2020 and were the three largest private employment sectors in New Mexico, with these three industries accounting for a higher 39 percent of jobs in 2019 according to the latest data available.<sup>1</sup> According to McKinsey & Company, a national management consulting firm, accommodation and food services and retail trade are the two industries most vulnerable to employment losses related to COVID-19 shutdowns.

**Counties with a larger share of employment in industries highly impacted by the pandemic, such as natural resources and accommodation and food services, experienced high unemployment rate growth.** In July 2020, the statewide unemployment rate reached a peak of 13.3 percent. Unemployment rates in the state’s 33 counties ranged from 6.6 percent in Los Alamos County to 18.6 percent in Luna County. The change in unemployment rate from January 2020 to July 2020 varied from an increase of 2.6 percent in Luna County to an increase of 12.4 percent in Lea County. Counties with employment concentrated in natural resources industries (such as Lea, San Juan, or Grant) or in industries like accommodations and food services (such as Taos and Santa Fe) had high unemployment rate growth.<sup>2</sup> By contrast, Los Alamos currently has the lowest unemployment rate and its largest employment sector was in governmental services in 2019. For more detail on county unemployment rates see Appendix C.

**Chart 3. Share of Employment in Highly Impacted Industries and Annual Growth in Unemployment, January to July 2020**

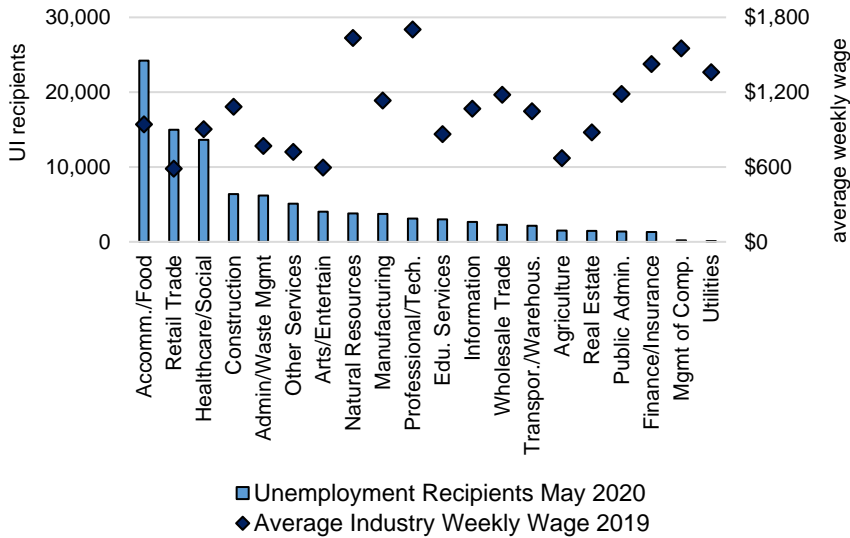


Note: Highly impacted industries were defined as natural resources, healthcare, retail trade, and accommodation and food services  
 Source: LFC analysis of WSD unemployment and quarterly census of employment and wages data.

<sup>2</sup> Although Luna County had the highest unemployment rate in July 2020, Luna’s unemployment rate grew by 2.6 percent from January to July 2020.



**Chart 4. New Mexico Unemployment Recipients and Average Weekly Wages by Industry**



Note: UI= unemployment insurance.

Source: LFC analysis of WSD data.

**Lower-income and younger workers lost the most jobs during the pandemic, and many of those jobs might not return, highlighting the need for strong workforce development programs.**

New Mexico unemployment recipients have been concentrated in industries with lower average weekly wages, according to WSD unemployment and wage data, mirroring national trends. Researchers from the Becker Friedman Institute at the University of Chicago<sup>ii</sup> found a 22 percent decrease in U.S. private-sector employment from mid-February to mid-April 2020. This employment decline was concentrated among

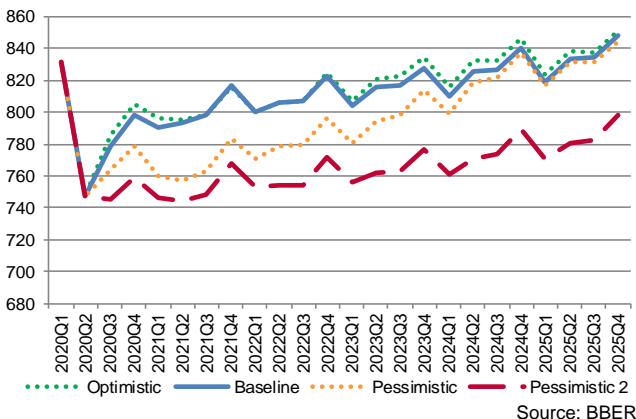
An economic report from the business review company Yelp reported 687 business closures in New Mexico – 355 permanent and 332 temporary –between the start of the COVID-19 pandemic through early July 2020. The Yelp report indicated the highest number of business closures have been among restaurants and retail stores. The New Mexico Restaurant Association reported in mid-July that 210 restaurants had permanently closed since the beginning of the pandemic.

Sources: KOAT; Yelp Economic Report and [Outlaw v. Lujan Grisham, 2020](#)

workers with lower wages. Workers in the lowest 20 percent of wages experienced a 35 percent employment decrease while workers in the highest quintile of wages experienced a 9 percent employment decrease.

The proportion of unemployment claimants in New Mexico under the age of 22 tripled from the first week of March to the first week of May, mirroring national trends.<sup>iii</sup> Further, the proportion of unemployment claimants between the ages of 22 and 24 almost doubled. Youth in New Mexico already have a higher than average rate of disconnection – not in school or employed<sup>iv</sup> – and the pandemic may exacerbate this situation.

**Chart 5. New Mexico Total Employment Forecasts**  
(in thousands)



**National projections show employment recovering by half by the end of FY21, but New Mexico may be slower to rebound.**

The Congressional Budget Office highlighted that national unemployment will likely peak at 16 percent in the third quarter of the 2020 federal fiscal year (March through July) and then improve to 8 percent by FFY21 (see Appendix D).<sup>v</sup> However, New Mexico took longer to recover from the Great Recession than other states.<sup>vi</sup> The time it will take for New Mexico employment to return to pre-pandemic levels will depend on whether the state experiences a “U-shaped” economic recovery, where the economy contracts in FY21 and starts to recover in FY22, or a longer-term “L-shaped” recovery. In July 2020, UNM’s Bureau of Business and Economic



Research (BBER) forecasted New Mexico employment will decrease significantly in 2020 and then gradually increase. BBER’s baseline economic forecast estimates New Mexico’s employment will not fully recover until 2025. If the national projections are correct, there may still be over 90 thousand unemployed in New Mexico in 2022.

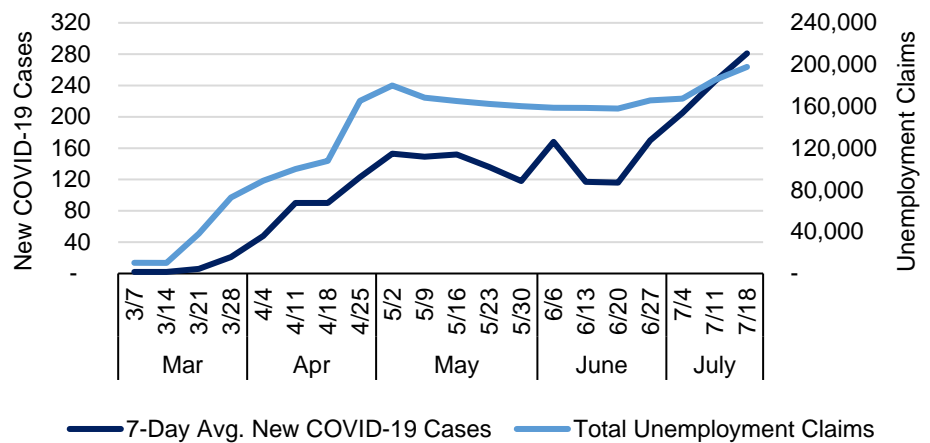
During the July Legislative Finance Committee hearing, representatives from BBER stated that, even if state employment bounces back by the end of 2024, the jobs available may be different, with fewer jobs available at small businesses.<sup>vii</sup> Workers may therefore need training or other supports to pivot into new jobs. In a May 2020 memo, the New Mexico Consensus Revenue Estimating Group noted the state’s future economic recovery will depend on economic recovery strategies, consumer confidence, the epidemiological path of COVID-19, and other factors.

Analysis confirms employment and economic projections will likely be impacted by the trajectory of the COVID-19 pandemic. The number of new COVID-19 cases is strongly related to total unemployment claims (including initial and continuing claims) in the state. This strong correlation (0.90) suggests increases in COVID-19 cases affect public health restrictions, people’s willingness to engage in economic activity, and employment. (See Appendix E for analysis of consumer sentiment from March through July.)

**WSD and BBER project some industries will grow and others will decline, with most recovering by 2025.** In spite of pandemic-related job losses, by 2022 the healthcare and social assistance industry, the largest industry in New Mexico, is projected to employ 4,000 (3 percent) more people than it did in 2019. Professional and technical services is expected to employ 3,500 (6 percent) more workers by 2022, with few other industries projected to employ the same or more people by 2022. According to the WSD *2016-2026 Occupational Employment Projections* report, personal care aide positions are projected to grow by 40.2 percent (10,090 positions) from 2016 to 2026 and will constitute the most employment growth for all four workforce regions and major cities in New Mexico.<sup>viii</sup> No certification is required to become a personal care aide, but applicants may be subject to competency evaluations.<sup>ix</sup> Home health aide employment is also growing, estimated to increase by 36.5 percent (3,030 positions) from 2016 to 2026. This occupation requires no certification but does require at least 75 hours of training and 16 hours of clinical experience through a licensed home health agency.<sup>x</sup> WSD reports the 2019 average annual salary for both positions was \$22,730.<sup>xi</sup>

New Mexico recovered from the Great Recession slower than the rest of the nation, something the state should expect in the next recovery as well.

**Chart 6. New COVID-19 Cases (7-day Avg) and Weekly Unemployment Claims (Initial and Continuing), 2020**



Source: LFC analysis of WSD and DOH data..

As of early July 2020, the federal Paycheck Protection Program (PPP) has provided \$1.7 billion to \$3.2 billion to businesses in New Mexico, supporting as many as 428 thousand jobs.



**Table 1. New Mexicans Employed by Industry FY19, FY22, and FY25**

	FY19	FY22*	FY25*	% Change FY19-FY22	% Change FY19-FY25
<b>Total Employment</b>	827.251	805.228	829.802	-3%	0%
<b>Private Employment</b>	650.068	633.125	657.122	-3%	1%
Mining	25.600	19.935	20.488	-22%	-20%
Retail Trade	90.467	83.398	80.677	-8%	-11%
Professional & Technical Services	58.323	61.584	64.628	6%	11%
Construction	47.837	49.482	52.994	3%	11%
Healthcare & Social Assistance	119.565	123.696	126.440	3%	6%
Accommodation & Food Services	88.092	82.874	87.883	-6%	0%
<b>Government Employment</b>	177.183	172.103	172.680	-3%	-3%

Note: See appendix F for complete industry data. These are projections, based on UNM BBER's baseline scenario. There is one more optimistic projection and two more pessimistic projections. \*Fiscal years are projections

Source: BBER

**Table 2. Projected Growth in New Mexico Employment by Occupation, 2016 to 2026**

Occupation	Projected Growth	Average Annual Salary
Personal Care Aide	10,090	\$22,730
Home Health Aide	3,030	\$22,730
Construction Laborer	750	\$33,130
Information Security Analyst	250	\$109,550
Solar Photovoltaic Installer	123	\$43,260

Note: Table includes occupations representative of industries expected for the most growth, excluding those that make up a low proportion of employment.


Source: BBER and WSD

By 2025, more industries are expected to fully recover and some are likely to grow, with construction and professional and technical services employing 5,000 and 6,300 (both 11 percent) more individuals than in 2019 and healthcare employing over 5,000 thousand (6 percent) more. Though healthcare employment is projected to increase at a slower rate than some other industries, like transportation, the large size of the healthcare industry means a 6 percent increase represents a larger growth in total positions. Some industry categories cover a wide range of occupations with varied salary levels and education requirements. Solar photovoltaic installer positions, paying \$43,260 average annual salary and requiring only a high school diploma or its equivalent, are projected to grow quickly in the professional and technical service industry, by 112.6 percent (123 positions) between 2016 and 2026. The number of information security analysts, requiring at least a bachelor's degree with an average annual salary of \$109,550, is also expected to grow in 2019. WSD expects there to be a 37.2 percent increase in information security analysts between 2016 and 2026, representing almost 250<sup>3</sup> new positions.<sup>xii</sup> Construction laborer positions, requiring no formal education and with an average annual salary of \$33,130, are projected to grow by 750 positions between 2016 and 2026 (7.9 percent)<sup>xiii</sup>.

Other industries are expected to employ fewer individuals in the future. The industries expected to have the greatest job losses include retail trade and mining, with projections showing a loss of 10 thousand and 5,000 jobs (11 percent and 20 percent), respectively. As of May 2020, retail trade had 8.2 thousand fewer jobs than the prior year, which constituted 9 percent of the state's 88.1 thousand job losses compared with May 2019.<sup>xiv</sup> Natural resources and mining lost 5,600 jobs, or about 6.4 percent of the total job losses since the prior year.<sup>4</sup>

<sup>3</sup>WSD 2016-2026 Occupation Projections report does not include both percentage growth and growth in number of positions for information security analyst or construction laborer occupations. Calculations are based on WSD projected industry and occupational growth and Bureau of Labor Statistics baseline employment data for 2016.

<sup>4</sup> Unemployment recipient data by industry might be higher than reported job losses by industry because people can receive unemployment for reduced hours.



**Education positions are expected to grow by 4.9 percent (3,703 positions) between 2016 and 2026,<sup>xv</sup> constituting one of the five fastest growing sectors in all four New Mexico workforce regions.<sup>xvi</sup>** More specifically, the demand for teachers may grow faster in New Mexico than in the nation as a whole, likely because 25 percent of teachers in New Mexico are 55 years or older.<sup>xvii</sup> <sup>5</sup> In addition, existing vacancies represent opportunity for additional growth.<sup>6</sup> The 2019 New Mexico *Educator Vacancy Report* cited 644 teacher vacancies, with elementary school teachers making up 27 percent of total teacher vacancies (173 positions).<sup>xviii</sup> In times of high unemployment, educator positions may become increasingly desirable for those entering the workforce, though they do require at least a bachelor's degree.<sup>xix</sup> In New Mexico, teacher's wages are based in part on the teacher's level of education, but the average annual salary in 2019 for teachers and instructors (excluding substitute teachers) was \$58,860.

**A University of Chicago study estimates 32 percent to 42 percent of jobs lost during the pandemic may not return,<sup>xx</sup> and these unemployed workers will likely need additional education and training to regain employment in sectors with available jobs.** In the aftermath of the Great Recession, employers increased the use of technology and employed higher-skilled workers.<sup>xxi</sup> This trend led to better employment recovery for workers with more educational attainment and specialized skills. Over 95 percent of the jobs gained six years after the Great Recession went to workers with some postsecondary education while workers without postsecondary education only recovered 1 percent of total job losses.<sup>xxii</sup> In addition to pandemic-related losses, many jobs that do not require postsecondary education are at high risk of permanent loss due to automation and increased technological reliance. For example, the Markle Foundation reports that, while only 5 percent of jobs are anticipated to be fully automated, another 60 percent are at risk of automating roughly one-third of typical work activity in near the future.<sup>xxiii</sup> According to the Brookings Institution, industries with the highest potential for automation include food services and retail trade, which are also among the largest employment sectors, exacerbating short-term unemployment as well as long-term permanent job losses (see Appendix G).<sup>xxiv</sup> Transitioning these workers into alternative employment will require training opportunities within industries expected to recover or grow post-pandemic, like healthcare. Employment services and educational systems will need to be prepared to respond to these potential job losses, shifts in automation, and plan for targeted economic recovery.

<sup>5</sup> Declining student enrollment could mitigate growing demand for additional teachers. Over a five-year timeframe, student membership in New Mexico public schools decreased by 8.9 thousand students (3 percent) from 332 thousand in FY16 to 323.1 thousand in FY20.

<sup>6</sup> According to WSD, projected employment includes openings due to growth, representing new jobs created as well as openings due to replacements, existing jobs that become vacant when a person leaves the occupation for reasons like retirement or moving jobs.

As of July 2020, Central New Mexico Community College announced implementation of a fast-track teaching certification program allowing teaching assistants to work while pursuing their educator's license. Students of the program are to receive their associate degree in teaching from CNM with the intention of transferring to a 4-year university. This program is estimated to take 3 and a-half years and is targeted to address the teaching shortage in New Mexico.

Source: KRQE News

Nationally, over 95 percent of the jobs gained six years after the Great Recession went to workers with some postsecondary education, while workers without postsecondary education only recovered 1 percent of total job losses.

Source: Georgetown University Center of Education and the Workforce



## New Mexico Needs to Adopt and Expand Proven Strategies to Increase Employment

Multiple state agencies oversee workforce development. These include the Public and Higher Education Departments (PED and HED), the Economic Development Department (EDD), WSD, and local workforce boards. Across these agencies, New Mexico spends approximately \$322 million on workforce development annually, with the majority of this funding at higher education institutions. Each agency is responsible for a separate component of workforce development and training. For instance, PED focuses on providing basic skill building for individuals who are not looking to attend college and those with disabilities, while EDD focuses on providing funds to businesses that are expanding or relocating classroom and on-the-job training to employees. WSD helps to connect adults, youth and special populations to education and training as well as a host of career counseling and job search services. HED provides training to individuals prior to or while in the workforce to improve qualification and increase employment opportunities. Determining how much money goes towards workforce development across all agencies and the specific goals for each agency to meet in regards to workforce development may help increase the accountability of the programs. Furthermore, having these agencies work together is necessary to increase the number of qualified workers in and entering the workforce and to ensure programs are complementary rather than duplicative.

**Table 3. Workforce Development and Training Expenditures in New Mexico**

Agency	Program/Bureau	Funding (millions)	Purpose/Activities
Workforce Solutions Department	Employment Services	\$18	Administers federal programs including case management, assistance to businesses and workers, administration of Wagner-Peyser funds
Local Workforce Boards	Federal Workforce Innovation and Opportunities Act (WIOA)	\$25	Through dislocated worker, youth career, and adult career and education programs provide individualized career assistance, individual training accounts, job search assistance, and financial literacy services,
Economic Development Department	Job Training Incentive Program (JTIP)	\$10	Classroom and on-the-job training for newly-created jobs in expanding or relocating businesses for up to 6 months
Higher Education Department	Adult Education	\$10	Provide education to adult learners in order to improve skills and qualifications
Higher Education Institutions	2-Year Community Colleges Certificate and STEM-H degrees	\$227	Degrees and certificates in science, technology, engineering, math, and health related fields, which should increase the availability of these types of in demand workers in New Mexico
Public Education Department	Division of Vocational Rehabilitation (WIOA funded)	\$23	Helps to provide training and skills to individuals with disabilities.
Public Education Department	Carl D. Perkins	\$9	Federal funding provided for Career Technical Education, including programs for College Preparation, Career Readiness, and Dropout Prevention School Teacher and School Leader Preparation Program. Requires coordination with WSD.
<b>Total</b>			<b>\$322</b>

Note: Employment Services includes administrative costs in program support as well as employment services program budgets provided in the operating budget. Higher education estimates do not include all certificate programs. Higher Education I&G Expenditures include restricted and unrestricted funds from all revenue sources. Only 2-Year college programs were included as they often have more of a vocational emphasis while 4-Year programs often have an academic emphasis. If 4 year institutions were included, the amount expended would increase by approximately \$300 million. FY20 numbers were used for JTIP and WSD employment services, FY19 numbers were used for higher education institutions, local boards, and PED programs. Table does not include any workforce development conducted by HSD's income support division. Carl D. Perkins provides funding to the public education department, school districts and higher education institutions but PED is the lead agency. Source: LFC files; WSD operating budget FY20; LFC analysis of FY19 HED I&G funding formula data and FY19 financial reports of actuals





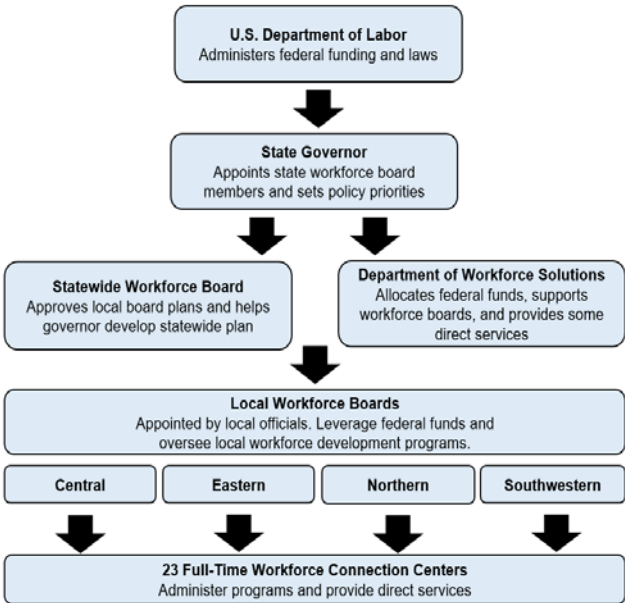
In FY20, WSD, which oversees many workforce development programs, supports local workforce boards, publishes labor analytics, and administers unemployment benefits, received \$75.6 million in total funding, with \$10.1 million from the state general fund and the remainder from the federal government and other sources.<sup>xxv</sup> Employment services, the WSD program responsible for the majority of its workforce development activities, received a general fund allocation of less than \$1 million in FY21.

New Mexico operates a decentralized local workforce development system that fulfills federal Workforce Innovation and Opportunity Act (WIOA) requirements. Under WIOA, New Mexico has one statewide workforce board and four regional local workforce development boards that oversee 23 workforce development centers and partner with other entities, including nonprofits and higher education institutions. WSD provides staff support to the statewide workforce board and oversight of the local workforce boards.

The local boards directly staff and coordinate programs at the Workforce Connection One Stop centers (workforce development centers) that offer individualized career services, skills assessments and job fairs, and connections to training or apprenticeship programs. WSD also oversees and administers programs directly at workforce centers, including case management for unemployment insurance claimants and employment services. (To see how federal funding flows to different entities, see Appendix H.)

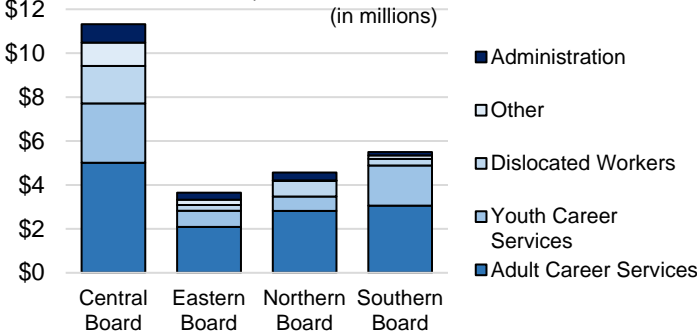
In FY19, New Mexico’s four local workforce boards received \$25 million in WIOA funds. Administrative spending totaled \$1.7 million (7 percent of total spending) across all local workforce boards. New Mexico’s federal WIOA allocation per capita was higher than for the majority of states in FY17.<sup>xxvi</sup> New Mexico is likely still funded above average on a per capita basis because the funding is based on a formula that includes the state unemployment rate, the rate of economic disadvantage, and similar factors.<sup>xxvii</sup> LFC has previously suggested WSD work with the local boards to identify and eliminate potential duplication of administration.<sup>7</sup> The federal WIOA legislation aims for state agencies receiving

**Figure 1. New Mexico Workforce Development Board Governance Structure**



Source: LFC Files

**Chart 7. New Mexico WIOA Local Workforce Board Expenditures, FY19**  
\$25 million statewide total



Note: For WIOA funding at other NM state agencies, see appendix I.  
Source: LFC analysis of FY19 audit reports and the GAA of 2018.

<sup>7</sup> Local board funding information is not collected by the Legislative Finance Committee.



WIOA funds to collaborate (for detail as to how funds are distributed across agencies see Appendix I).

Since the workforce development centers closed in mid-March 2020 because of the pandemic, local workforce boards report closures on their websites and provide information about how to receive online services in the midst of closures. Local boards are also engaging the recently unemployed virtually with a variety of employment services. These services include case management, career readiness, and job exploration services. Customers can call for an appointment with case managers for the adult, dislocated worker, youth, and veteran services and for general information about navigation of the online jobs system and upcoming virtual workshops. Re-opening of career center operations will depend on overall state re-opening measures. Other states, including Minnesota and Arizona, have provided access to free Coursera virtual classes to help those on unemployment insurance gain new skills to increase the likelihood of reemployment.<sup>xxviii</sup><sup>xxix</sup> Virtual employment services may offer similar programming as regular in-person services, but the U.S. Census Bureau estimated 26.3 percent of New Mexicans did not have a broadband Internet subscription in 2016.<sup>xxx</sup> When workforce services are held solely online, lack of Internet access could drive lower rates of service utilization.

***In a post-pandemic environment, workforce development will be more important, but the impact of workforce development programs varies with the population served, with some programs having larger returns on investment.*** LFC staff used Results First, a nationally recognized, peer-reviewed model,<sup>xxxi</sup> to examine the return on investment for different types of workforce development programs (see Appendix J for detail on the model and methodology). Case management for unemployment insurance recipients has the largest return on investment at \$17 for every dollar spent, but case management for other populations has a net negative return on investment. Training for adults on welfare or with work experience, such as apprenticeships, yields a modest return on investment of \$1.66 and \$1.47 for every dollar spent, respectively. Job search and placement, among the services offered through the local workforce development centers, also have positive returns on investment, at \$3.54 for every dollar spent if the state follows a proven model. However, other programs have a net negative return on investment, such as training without work experience. These programs may have positive outcomes for trainees but are costly to operate relative to their benefits. Additional programs in the Results First Clearinghouse Database shown to impact unemployment are listed in Appendix K.

**Results First** uses a nationally recognized, peer reviewed model with a three step process:  
(1) Use the best national research to identify what works, what doesn't, and how effective various programs are in achieving policy goals;  
(2) Apply state-specific data to the national results;  
(3) Compare costs with projected benefits.



**Table 4. New Mexico Cost Benefit Analysis for Types of Workforce Development Programs**

Program Name	Total Benefits	Taxpayer Benefits	Costs	Benefits Minus Costs	Benefit-to-Cost Ratio	Chance Benefits Will Exceed Costs
Case management for unemployment insurance claimants	\$3,250	\$1,015	\$189	\$3,061	\$17.20	69%
Training with work experience for adult welfare recipients	\$7,258	\$3,631	\$4,369	\$2,889	\$1.66	85%
Job search and placement	\$1,920	\$1,514	\$542	\$1,378	\$3.54	66%
Work experience	\$3,637	\$2,602	\$2,158	\$1,479	\$1.69	85%
Training with work experience for adults, not targeting welfare recipients	\$6,356	\$2,071	\$4,314	\$2,042	\$1.47	61%
Case management for welfare recipients or low-income individuals	\$412	\$251	\$3,061	(\$2,649)	\$0.13	19%
Case management for former welfare recipients	\$371	\$441	\$3,061	(\$2,690)	\$0.12	22%
Training, no work experience	\$7,186	\$2,056	\$8,712	(\$1,526)	\$0.82	46%
Training with work experience for youth	\$494	\$576	\$7,736	(\$7,242)	\$0.06	35%

Note: Program costs are based off Washington state costs. This likely is a conservative estimate. Return on investment is calculated assuming adherence to the program models assessed in research articles examined. Source: Pew MacArthur Results First Model

**New Mexico could prioritize case management for unemployment claimants, which has a high return-on-investment when done well.**

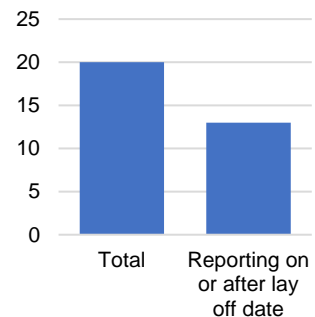
*The Rapid Response Program is geared toward providing services to workers prior to layoffs; however, the program is not being used as intended.* The Rapid Response model helps individuals find employment after a company notifies the state of impending layoffs. The department provides case management for these workers to help them find employment, training, or education to minimize the amount of time they may be on unemployment insurance. The less time a worker spends on unemployment insurance, the better their wage and employment outcomes, in most cases. The state also works with employers to find a way for the employer to retain employees. As of mid-July 2020, 20 companies used the federal Worker Adjustment and Retraining Notification (WARN) Act and Rapid Response system to help over 2,600 workers. However, out of the 20 companies that contacted WSD to use this program, 13 companies (65 percent) notified WSD the day of or after the layoffs had occurred. Because the goal of the program is to engage with workers prior to unemployment to reduce their time on unemployment, when WSD is notified late it may minimize the effect of the program. For calendar years 2017-2019, the majority of companies that used Rapid Response notified WSD prior to the layoff, suggesting the recent lack of notice may be linked to the unpredictable nature of the pandemic. WSD is currently determining how to best track outcomes for those it engages through the Rapid Response program. The state should focus on increasing proper use of this program, particularly because of the volume of permanent or temporary pandemic-related closure.

Other states highlight the potential benefits to employers of rapid response. For example, in Arizona the rapid response program focuses on averting layoffs. Layoff aversion occurs when a worker’s job is saved with an existing employer at risk of downsizing or closing, or when a worker at risk of dislocation transitions to a new job with the same or a different employer and experiences minimal unemployment. The National Employment Law Project

**Case management guides and supports the customer toward obtaining employment or career advancement.** All effective case management contains four components: 1. Direct customer service activities; 2. Monitoring and documenting individual services and outcomes; 3. Skilled case managers; and 4. Policies, practices, and system infrastructure that support the case management function.

Source: Mathematica

**Chart 8. Rapid Response Companies Reporting to Workforce Solutions, 2020**



Source: WSD

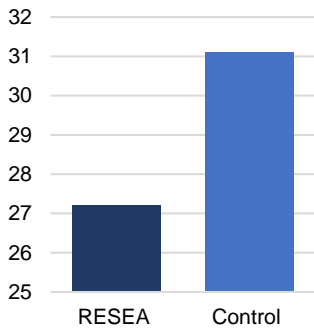


### Best Practices of Rapid Response

- 1) State governments should establish and staff a central dislocated worker unit to oversee and coordinate statewide rapid response activities;
- 2) States should offer employers and workers financial support and technical guidance;
- 3) Layoff aversion programs should be used when possible;
- 4) States should consider facilitating community adjustment committees;
- 5) States should contract with labor program operators to assist in carrying out rapid response and dislocated worker activities;
- 6) States should ensure that Trade Adjustment Assistance is fully integrated with rapid response and dislocated worker services; and
- 7) States should encourage the creation of peer networks to increase uptake of available programs by laid-off workers.

Source: NELP

**Chart 9. Impact of Nevada's RESEA program, Weeks of Unemployment**



Source: Impaq International, 2012

mentions seven best practices to engage participants in the rapid response program. These include using layoff aversion programs and promoting the creation of peer networks to increase the participation of laid-off workers in the program.<sup>xxxii</sup> New Mexico should ensure it is following these seven best practices to increase the effectiveness of the Rapid Response Program.

***The Reemployment Services and Eligibility Assessment (RESEA) Program has been found to reduce the length of time a claimant receives unemployment insurance and generate savings for the unemployment insurance trust fund.*** Multiple evaluations have found Nevada's RESEA program, case management services for unemployment applicants, gets those receiving unemployment insurance back into jobs more quickly.<sup>xxxiii</sup> Those in the program in Nevada received unemployment insurance for four fewer weeks and made almost \$2.6 thousand more than those not enrolled in the program over the first six quarters after program entry. Furthermore, the program is highly rated and evidence-based, according to the Results First Clearinghouse Database (Appendix K), and has been adopted by most states. This program combines reemployment eligibility and assessment with referral to reemployment services and training. The program is mandatory for certain unemployment insurance claimants. The National Conference of State Legislatures (NCSL), a nonpartisan research group, also highlights this program as an effective, low-cost means to reduce unemployment.<sup>xxxv</sup> This particular case management program was successful during the Great Recession.

The New Mexico RESEA program froze its in-person operations in March due to COVID-19, but WSD plans to begin face-to-face services again when the job search requirement for unemployment benefits is reinstated. The state suspended these services to allow employment counselors to take unemployment insurance claims during the pandemic surge. NCSL reports 16 states have moved their programs to virtual platforms,<sup>xxxvi</sup> which New Mexico piloted in early July and is planning to have statewide by September. According to New Mexico's state plans, those most at risk of remaining unemployed receive RESEA. However, serving those most likely to remain unemployed may result in the state not receiving performance funding for the program. Less than half of states focus these monies solely on those least likely to gain employment, and the U.S. Department of Labor may begin to tie additional funding to performance as soon as federal fiscal year 2021. Further, federal guidance requires each state to evaluate its RESEA program beginning in federal fiscal year 2020. If New Mexico's program is run as intended, the state can expect a \$17 return for every dollar spent based on analysis through the Results First model using the state's current employment and salary data. New Mexico's current unprecedented levels of unemployment make it more important than ever to ensure the RESEA program is effective. The state could include RESEA performance as part of WSD's state performance measures.

Due to the increase in the number of unemployed from the pandemic, New Mexico's RESEA program is highly likely to serve a smaller share of those receiving unemployment insurance. New Mexico could follow the lead of



other states and use CARES Act funding to target this program, as other states supplement their federal RESEA funds.<sup>xxxix</sup> The state has a maximum funding limit of \$845 thousand for this program in FY20, enough to serve up to 9,167 claimants, or less than 5 percent of the unemployment insurance claimants in mid July 2020.<sup>8</sup> Nevada uses both federal and state general funds, while Nebraska and Wisconsin use additional federal Wagner-Peyser funds to provide these services to more people than the federal grant allotment would allow.<sup>xi</sup> Officials in Nevada said their state-funded program allows them to serve claimants with less intensive needs more efficiently. Nationally, in FY18 only approximately 20 percent of all unemployment insurance claimants received RESEA services,<sup>xli</sup> making it essential states provide these services to those who need them most.

**WSD is planning to spend CARES Act dollars to supplement other state programs, instead of on high-impact case management.**

The Workforce Solutions Department received \$3 million from the federal government from the dislocated worker grant created from the CARES Act. The state plans to use these funds in two ways, to: 1) support the Environment Department to help businesses with a positive COVID-19 case by paying for responders to provide guidance, assist with isolation, testing and getting the business back into operation; and 2) support dislocated workers in the Central area (Bernalillo and Rio Rancho). Both of these will likely help workers either maintain or find new employment, however Workforce solutions could serve many more people through the RESEA program, and may want to consider providing this program to those dislocated workers they are assisting. If a third of the CARES Act money was spent on RESEA case management, 10.8 thousand more individuals could receive case management, more than doubling the number of workers currently expected to be served by the program.

The state is spending \$3 million in CARES Act funding on

- Supporting the Environment Department to help businesses with a positive COVID-19 case
- Support for dislocated workers in the Central area.

**The state workforce boards, which run federally funded employment services, could improve performance and reporting.**

According to national FY19 performance data reported by the U.S. Department of Labor, New Mexico ranked in the bottom third of states and territories for employment and earning outcomes for laid-off workers. Given this poor performance, New Mexico is likely not getting the expected return on investment for programs, such as job search and placement that other states receive.<sup>xlii</sup> The state may need to focus on how to improve outcomes for this key group, especially as the pandemic has dramatically increased the number of unemployed workers.

**Table 5. Dislocated Worker WIOA Program Performance in New Mexico**

	2 <sup>nd</sup> Quarter Employment	4 <sup>th</sup> Quarter Employment	Median Earnings	Entered Employment	Employment Retention	Average Earnings
<b>New Mexico Ranking</b>	44.5/55	45/55	41/54	39/55	48.5/53	45/53

Note: PY18 is equivalent to FY19.

Source: PY18 State Data Book, DOL

<sup>8</sup> Based off the state serving 7,834 claimants in FY19 with a \$721,970 funding limit. This analysis assumes New Mexico reached the FY19 funding limit. Therefore, it cost the state \$92 to serve an unemployment insurance claimant with the RESEA program.



**All local workforce boards in New Mexico performed below targets, and information is not shared regarding local board performance.** Although WSD provides statewide performance data on the state’s workforce development system under the state Accountability in Government Act, disaggregated data on the performance of New Mexico’s local workforce development boards is not publicly available in one central location. LFC staff found 2018-2019 performance data in different online annual reports for three out of the state’s four local workforce boards (central, eastern, and southwestern) in June 2020. All boards had at least one category where they fell below expected targets, and the northern workforce board did not publicly report performance information.

**Figure 2. New Mexico Local Workforce Board Area Map**



Source: WSD.

**Table 6. Employment Rates One Year After Receiving New Mexico WIOA Program Services, PY18 (2018-2019)**

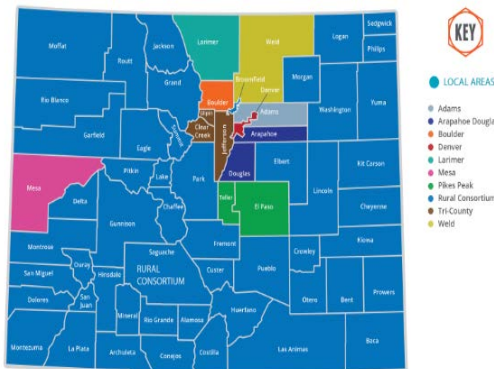
Workforce Board	WIOA Program		
	Adults	Dislocated Workers	Youth
Central	76.6%	74.4%	66.3%
Eastern	70.3%	75.0%	60.0%
Northern	64.6%	64.8%	51.3%
Southwestern	77.7%	73.7%	63.9%
Statewide	72.5%	70.4%	65.9%

Note: Green= achieved target, yellow=close to target, red=not close to target. The Northern Area Workforce board did not have performance information publicly available but provided the information on request.

Source: LFC analysis of local workforce board annual report data and statewide U.S. Department of Labor data.

States have adopted different local workforce board structures to address their needs. For example, the Colorado Workforce Development Council serves as the state board, managing WIOA funds to be distributed through the 10 regional workforce boards, including the Colorado Rural Workforce Consortium, the board for all rural areas in the state. The consortium sets a unified vision for rural workforce development and distributes the funding to 10 sub-areas that oversee local service delivery.<sup>xliii</sup> The rural consortium can guide coordinated workforce development for the rural regions in the state, helping to increase the relationships that are particularly important in rural areas.<sup>xliivxlv</sup>

**Figure 3. Map of Colorado Workforce Boards**



Source; Colorado Workforce Development Council. (2020). Workforce Development Boards

To change a state’s board structure, the governor must specify the board structure, local boards have to approve of restructuring and cede local board power to the state, and the U.S. Department of Labor must also formally approve any change. If New Mexico were to reduce the number of boards to an urban and a rural board, there could be administrative savings in addition to improved communication of urban versus rural needs.





systems, either to create a public-facing, real-time dashboard of local workforce board performance or to create a longitudinal database combining higher education and workforce data. This performance information could be used locally to help boards determine if they should continue to fund WIOA service providers, to help the state determine what practices are particularly effective, or to identify gaps in employment for higher education program planning.

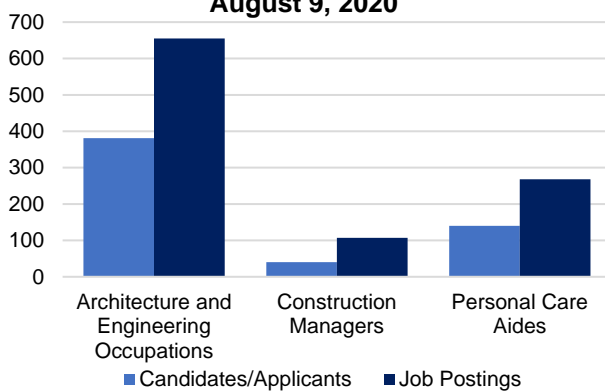
**Education and training programs can be more focused on industries poised for recovery and eventual growth.**

***Labor market data identifies employment gaps highlighting the need for higher education institutions to prioritize in-demand programs.***

New Mexico had 655 job postings for architecture and engineering occupations, 107 job postings for construction managers, and 268 postings for personal care aides as of August 9, 2020. However, the available

candidates and applicants listed for these job postings were not close to fully meeting employer demand with over 250 more candidates needed for architecture and engineering occupations and 128 more candidates needed for personal care aides. Professional, technical, healthcare, and construction occupations are projected to have the most significant growth in the next few years. Previous LFC evaluations have highlighted the importance of targeting resources to address workforce supply and demand gaps. For example, a recent 2020 LFC program evaluation, *Nursing Expansion and the Workforce*, highlighted that an additional 3,700 registered nurses would be needed in New Mexico for all counties to reach the state Healthcare Workforce Committee’s recommended benchmark. Higher education institutions may need to use labor market data projection data and examine occupational job posting data from WSD when prioritizing academic programming.

**Chart 10. New Mexico Job Postings and Applicants, August 9, 2020**



Source: LFC analysis of WSD

***The Legislature created a rapid workforce development fund, to quickly scale up higher education programs to meet employer workforce needs, but these funds were not fully leveraged by the prior administration.***

In 2016, the Legislature passed the Rapid Workforce Development Act (Section 50-14A-1 NMSA), creating a specialized fund to quickly establish or expand higher education programs to meet the workforce needs of employers. DWS, Economic Development Department (EDD), and Higher Education Department (HED) jointly administer the rapid workforce development fund to high-demand programs. The Legislature appropriated \$1.3 million to the fund through a special appropriation to EDD to connect higher education institutions with employers in FY17. According to an archived EDD presentation, \$761.8 thousand was directed to scale up Central New Mexico Community College Spanish programs for potential customer service centers employment and Northern New Mexico College certified



nurse's aide programs in Española. However, formal financial documentation for these awards and a reverted \$488 thousand were not available from EDD. The rapid workforce development fund is scheduled under state law to sunset at the end of FY23 (Section 50-14A-7 NMSA).

***The state's WIOA education and training programs underperform in educational attainment compared with the rest of the nation.*** A lower percent of New Mexico's federally funded adult and youth workforce training program participants obtain a credential compared with the national average. According to FY19 data, the most recent WIOA data available from the U.S. Department of Labor,<sup>liii</sup> New Mexico ranked below the national average for the percent of individuals entering employment or obtaining a credential after exiting either the adult or youth training programs. New Mexico ranked 45<sup>th</sup> out of the 55 states and territories for adult credential attainment and 46<sup>th</sup> for youth. The usefulness of training programs is questionable if they do not result in a credential that aids new employment. The state may need to do more to ensure both adults and youth entering training programs receive high-quality training that results in a credential.

WIOA funds can help pay for a worker's educational costs through eligible higher education programs, but almost 1 in 5 education and training programs listed on the department's website are ineligible for WIOA funding. Adults can receive WIOA funds from local workforce boards, through individual training accounts, to help pay for educational costs, but higher education institutions and other training providers must apply to WSD for their programs to become eligible for WIOA funds. Furthermore, programs operated in more rural areas seem to be less likely to receive WIOA funds (see Appendix L, which also includes programs by workforce board). These data indicate some higher education institutions could register more in-demand programs for WIOA funding eligibility to better connect the state's higher education and workforce development systems.

***New Mexico colleges and universities should be using personalized student advisement and employment data to tailor offerings.*** To better align education with employment opportunities, the Aspen Institute<sup>liiii</sup> and the Institute for Higher Education Policy<sup>liv</sup> recommend proactive, personalized student advisement and the use of employment data to structure programs to meet state employment demands. Several institutes in other states, such as Monroe Community College in New York and Lake Area Technical Institute in South Dakota, have used labor market data to identify specific gaps in employment and tailor their education programs to better connect students with in-demand jobs.<sup>lv</sup> In New Mexico, connecting students with available jobs once they receive their degree or certificate is of growing importance in the context of high unemployment and projected decreases in college enrollment as a result of the COVID-19 pandemic. Previous LFC program evaluations found the higher education system could reduce duplicative academic programming and recommended the higher education funding formula reward institutions for college graduate job placements in-state.

**Table 7. New Mexico Credential Attainment Ranking, FY19**

	Adult	Youth
New Mexico Ranking	44 <sup>th</sup> /55	46 <sup>th</sup> /55

Source: DOL PY18 Databook

**Table 8. New Mexico Colleges and Universities and the Number of Programs Eligible for WIOA Training Funds**

HEI		Number of Programs
Top Five	SFCC	67
	CNM	64
	SJC	56
	NNMC	41
	WNMU	34
Lowest Five	ENMU-Ruidoso	5
	UNM-Los Alamos	2
	NMT	0
	NMHU	0
	MCC	0

Source: LFC analysis of WSD *Eligible Training Provider List* from June 2020.

**Labor market data has shaped program offerings at institutions in other states:**

Students at Lake Area Technical Institute in South Dakota expressed interest in having a veterinary program. After reviewing labor market data, LATI identified low demand for small vet employment in the state but a demand for large animal specialists. As a result, LATI created a large animal agricultural degree instead of a new small animal veterinary program to better connect students with available jobs.

Monroe Community College in New York state regularly reviews its labor market database to evaluate program offerings. This regular review resulted in the decision to discontinue the massage therapy program due to an identified lack of jobs for massage therapy graduates

Source: The Aspen Institute



**Compared with programs that do not include an apprenticeship component, apprenticeship programs**

- Align training with changing workforce needs,
- Result in increased wages and initial employment,
- Provide workforce socialization opportunities,
- Help develop occupational identity,
- Links theoretical and applied learning,
- Connect directly to labor market employment,
- Are more socially inclusive.

Source: Raffae, D. (2003). *Pathways Linking Education and Work: A review of Concepts, Research, and Policy Debates.*

**The state has an opportunity to diversify and expand apprenticeships.** Apprenticeships have been shown to increase both earnings and employment, resulting in a modest positive return on investment, especially with adult participants, with a return of \$1.47-\$1.66 depending on the population.<sup>lvi</sup> WSD currently has apprenticeship programs predominantly focused on construction and utilities, with some offerings in professional or technical services and manufacturing. National research has shown these programs lead directly to employment, align training with changing workplace needs, and typically show higher rates of initial employment.<sup>lvii</sup> This fiscal year, the department received a federal apprenticeship expansion grant of over \$800 thousand to increase the number of apprenticeships in the state. The department was planning to use this grant for apprenticeships in hospitality and healthcare but has broadened the industries to include education, information technology, and construction due to the pandemic. Previously, Maryland received the same grant and used the funds to seek out opportunities for serving more industries with apprenticeships including healthcare, information technology, biotechnology, and other nontraditional industry sectors – expanding their apprenticeship program by 1,895 (24 percent) in four years.<sup>lviii</sup> In addition, Georgia changed state policy to require their adult education providers to create at least one integrated education and training program for adult learners, with the goal of focusing on workforce development and career pathways among adult education providers. Georgia did this by having the state adult education program facilitate forums for early implementers which allowed for sharing of best practices with and amongst providers. The providers reported increased employment after creating these programs.<sup>lix</sup> To meet New Mexico’s goal of creating 450 new apprenticeships, the state should continue to follow the example of Maryland and may want to consider using the strategies Georgia employed to expand their apprenticeship program.

**Summer youth workforce programs changed service delivery due to the pandemic.** Summer youth employment programs have a variety of positive impacts, including increased employment, earnings and a decrease in crime (Appendix K), as well as a potential return-on-investment of \$1.69 per dollar spent, depending on program implementation (this return on investment is for work experiences, rather than training and work experience for youth, with has a negative return on investment due to the high cost of the program). However, summer employment this year was not able to operate in the way it did before the COVID-19 pandemic. For example, Philadelphia used an online experience and training model.<sup>1</sup> This model has three tracks allowing youth between the ages of 14 and 24 to earn up to \$595. Santa Fe moved all summer programs for children and youth online.<sup>1</sup> In Albuquerque, the city kept programs available to families and youth. The city sponsors a job mentor program that provides students with school credit and work experience through the city in the summer.<sup>1</sup> While summer internships were available in Albuquerque, the number was reduced. In total, the city hired around 400 youth for the summer of 2020, with over 100 from the job mentor program as of July.<sup>1</sup>



## Next Steps

This report describes the current unemployment situation in New Mexico and provides employment projections for the next few years. With the high rates of unemployment, effective workforce development activities will need to be in place to help get workers find jobs. No single strategy will be enough to get all workers back to work, and solutions beyond what is offered in this report are likely to be needed. To meet the challenges ahead, the Workforce Solutions Department, the Economic Development Department, local workforce boards, the Public Education Department, higher education institutions, employers, and other stakeholders will need to work together.

The Workforce Solutions Department should ensure proven programs with high returns on investment, such as the RESEA program, are prioritized and expanded with any additional funds the department receives. Additionally, ensuring accountability from both programs and workforce boards is essential. This can be partially accomplished through sharing labor market and performance information with the Economic Development and Higher Education Departments, local workforce boards, the statewide workforce board, higher education governing boards, the higher education committee, the Legislature, and the general public. Increased accountability may be necessary to make sure displaced workers are provided with effective services.

Lastly, the Workforce Solutions Department, workforce boards, and the higher education system need to work together to make sure training and education programs are targeted toward available job openings and occupations expected to recover or grow in the near term. This can be done through higher education institution governing boards and administrators using labor market information to align academic programming with the workforce.





# APPENDICES

## Appendix A: Unemployment Claimants by Industry

### New Mexico Unemployment Claimants and Employment by Industry

Industry	Unemployment Claimants May 15, 2020		Employment 2019	
	#	%	#	%
<b>Statewide Total</b>	<b>124,903</b>	<b>100%</b>	<b>834,612</b>	<b>100%</b>
Accommodation & Food Services	24,208	19%	96,028	12%
Retail Trade	14,990	12%	90,467	11%
Healthcare & Social Assistance	13,642	11%	142,271	17%
Construction	6,381	5%	53,257	6%
Admin. Support & Waste Mgmt.	6,196	5%	47,367	6%
Other Services	5,100	4%	21,623	3%
Arts, Entertain., & Recreation	4,027	3%	16,906	2%
Oil & Gas Extraction & Mining	3,797	3%	25,926	3%
Manufacturing	3,734	3%	28,428	3%
Professional & Technical	3,109	3%	60,784	7%
Educational Services	3,001	2%	74,912	9%
Information	2,673	2%	12,159	1%
Wholesale Trade	2,285	2%	21,389	3%
Transportation & Warehousing	2,151	2%	24,777	3%
Agriculture	1,503	1%	11,201	1%
Real Estate	1,457	1%	10,807	1%
Public Administration	1,386	1%	60,992	7%
Finance & Insurance	1,306	1%	23,190	3%
Management of Companies	202	0%	5,826	1%
Utilities	97	0%	6,302	1%
No industry data available	23,658	19%	-	0%

Source: LFC analysis of WSD April 2020 labor market review and 2019 Quarterly Census of Employment and Wages data.

## Appendix B: New Mexico Employment Statistics Counts

**Table X. Employment Statistics Counts for New Mexico, January to June 2020**

Industry		Jan-20	Jun-20	Change #	Change %
Private	Wholesale Trade	22,700	21,600	(1,100)	-5%
	Retail Trade	88,700	87,200	(1,500)	-2%
	Transp., Warehousing & Utilities	25,900	23,000	(2,900)	-11%
	Health & Social Assistance	121,500	114,600	(6,900)	-6%
	Professional & Business Services	108,700	104,800	(3,900)	-4%
	Leisure & Hospitality	96,000	76,700	(19,300)	-20%
	Construction	50,800	50,300	(500)	-1%
	Finance & Insurance	36,700	33,900	(2,800)	-8%
	Manufacturing	28,900	26,300	(2,600)	-9%
	Other Services	28,200	25,800	(2,400)	-9%
	Natural Resources and Mining	25,900	19,500	(6,400)	-25%
	Education Services	22,200	19,600	(2,600)	-12%
	Information	10,300	9,500	(800)	-8%
	<b>Subtotal</b>	<b>666,500</b>	<b>612,800</b>	<b>(53,700)</b>	<b>-8%</b>
Public	Education Services (Local and State)	75,300	66,400	(8,900)	-12%
	Local Government	51,400	50,100	(1,300)	-3%
	State Government	32,500	32,100	(400)	-1%
	Federal Government	29,200	30,700	1,500	5%
	<b>Subtotal</b>	<b>188,400</b>	<b>179,300</b>	<b>(9,100)</b>	<b>-5%</b>
<b>Total</b>		<b>854,900</b>	<b>792,100</b>	<b>(62,800)</b>	<b>-7%</b>

Source: WSD current employment statistics data in labor market review reports.

## Appendix C. Unemployment Claim Data by County

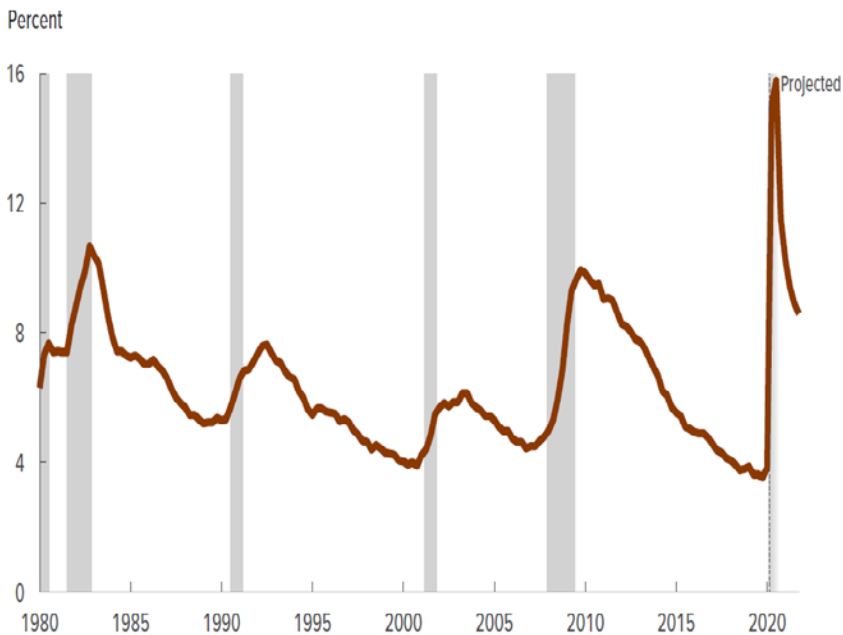
### New Mexico Unemployment Rates, January through July 2020

County	Jan	Feb	Mar	Apr	May	Jun	Jul	Change Jan to Jul
Bernalillo	4.5%	4.5%	5.2%	12.4%	9.2%	8.8%	13.0%	8.5%
Catron	8.0%	8.5%	8.9%	7.1%	5.8%	7.1%	11.7%	3.7%
Chaves	5.0%	4.9%	5.8%	9.6%	7.9%	8.5%	13.4%	8.4%
Cibola	6.5%	6.4%	7.4%	9.0%	8.5%	9.7%	14.0%	7.5%
Colfax	4.5%	4.7%	5.4%	8.7%	6.8%	7.1%	11.1%	6.6%
Curry	4.1%	4.0%	4.5%	6.3%	5.1%	5.6%	9.2%	5.1%
De Baca	4.5%	4.3%	5.0%	4.5%	3.7%	4.7%	7.6%	3.1%
Doña Ana	6.1%	6.3%	7.5%	11.6%	8.5%	8.8%	13.0%	6.9%
Eddy	3.0%	3.1%	3.7%	6.1%	5.6%	6.7%	10.7%	7.7%
Grant	5.0%	4.9%	5.4%	6.9%	8.7%	9.6%	14.8%	9.8%
Guadalupe	5.1%	4.9%	5.6%	6.6%	5.7%	6.8%	10.3%	5.2%
Harding	4.2%	4.5%	4.6%	3.1%	3.0%	3.3%	7.1%	2.9%
Hidalgo	4.6%	4.7%	5.6%	4.5%	4.3%	5.4%	9.1%	4.5%
Lea	4.1%	4.1%	5.0%	8.8%	8.6%	10.5%	16.5%	12.4%
Lincoln	5.0%	5.1%	5.7%	13.4%	9.9%	9.8%	13.1%	8.1%
Los Alamos	3.3%	3.2%	3.7%	4.9%	3.6%	4.0%	6.6%	3.3%
Luna	16.0%	17.3%	20.1%	17.6%	13.6%	13.2%	18.6%	2.6%
McKinley	7.1%	7.0%	8.2%	10.3%	8.6%	9.9%	15.6%	8.5%
Mora	7.3%	7.1%	8.3%	8.7%	7.3%	7.8%	11.5%	4.2%
Otero	5.0%	5.0%	5.7%	11.8%	9.0%	9.5%	12.8%	7.8%
Quay	5.2%	5.2%	5.9%	6.6%	5.8%	7.3%	11.8%	6.6%
Rio Arriba	5.6%	5.7%	6.6%	10.7%	8.0%	8.2%	13.1%	7.5%
Roosevelt	4.5%	4.4%	5.6%	6.4%	5.2%	6.6%	10.4%	5.9%
San Juan	6.2%	6.3%	7.3%	13.3%	10.3%	11.3%	16.0%	9.8%
San Miguel	5.9%	5.8%	6.7%	10.2%	7.8%	8.2%	12.8%	6.9%
Sandoval	4.8%	4.8%	5.5%	13.1%	9.8%	9.5%	13.9%	9.1%
Santa Fe	4.0%	4.0%	4.5%	12.3%	9.4%	9.5%	13.5%	9.5%
Sierra	7.6%	8.3%	9.7%	11.7%	9.3%	9.2%	14.3%	6.7%
Socorro	5.8%	5.4%	6.2%	8.3%	6.3%	7.3%	11.4%	5.6%
Taos	5.8%	6.2%	7.0%	15.7%	12.1%	11.8%	16.6%	10.8%
Torrance	7.1%	7.0%	7.9%	11.6%	8.8%	9.9%	14.6%	7.5%
Union	4.3%	4.2%	4.8%	5.5%	4.5%	5.2%	7.8%	3.5%
Valencia	5.3%	5.3%	6.2%	10.6%	8.1%	8.9%	13.1%	7.8%
<b>Statewide</b>	<b>5.0%</b>	<b>5.0%</b>	<b>5.9%</b>	<b>11.4%</b>	<b>8.8%</b>	<b>9.0%</b>	<b>13.3%</b>	<b>8.3%</b>
<b>U.S.</b>	<b>4.0%</b>	<b>3.8%</b>	<b>4.5%</b>	<b>14.4%</b>	<b>13.0%</b>	<b>11.2%</b>	<b>10.5%</b>	<b>6.5%</b>

Source: WSD Labor Market Review Reports  
 Note: Unemployment rates in this table are non-seasonally-adjusted unemployment rates.

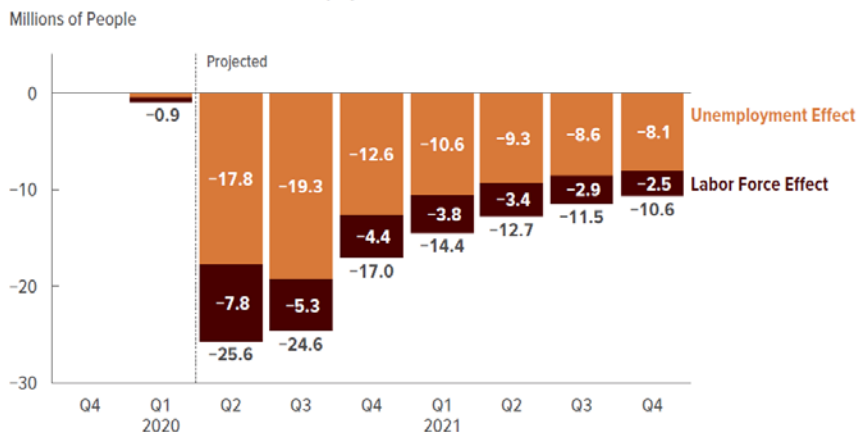
## Appendix D: National Employment Projections Including the Labor Force Effect

### The Unemployment Rate



Note: grey lines indicate periods of recession  
Source: Congressional Budget Office Report, May 2020

### Employment



As a result of the mass layoffs and furloughs prompted by businesses' reducing their operations or closing, 25.6 million fewer people, on average, are projected to be employed in the second quarter of 2020 than were employed in the fourth quarter of 2019, reflecting an increase of 17.8 million in unemployment and a reduction of 7.8 million in the size of the labor force.

Sources: Congressional Budget Office; Bureau of Economic Analysis; Bureau of Labor Statistics.

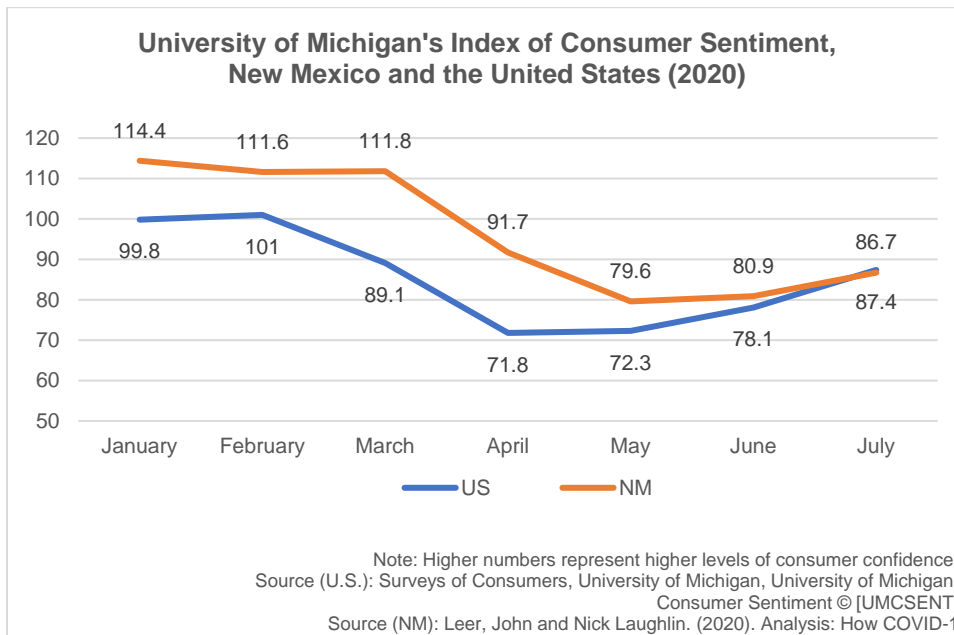
Real values are nominal values that have been adjusted to remove the effects of changes in prices.

The unemployment effect is the number of unemployed people (jobless people who are available for work and are either seeking work or expecting to be recalled from a temporary layoff) in the fourth quarter of 2019 minus the number of unemployed people in a given quarter. The labor force effect is the size of the labor force (the number of people in the civilian noninstitutionalized population who are at least 16 years old and either working or unemployed) in a given quarter minus the number in the fourth quarter of 2019.



## Appendix E: Consumer Sentiment During the Pandemic in New Mexico and United States

According to the University of Michigan's Index of Consumer Sentiment (ICS), a leading measure of consumer confidence in the United States, New Mexico has experienced higher initial levels of consumer confidence than in the U.S. as a whole in 2020, but has shown a similar trend of declining confidence through May with slight increases through June and July. However, New Mexico's ICS has fallen below the national average as of July 1, 2020, suggesting that New Mexico is experiencing slower recovery in consumer confidence than in the nation as a whole.



## Appendix F. New Mexico Employment Projections by Industry

Number Employed by Industry in New Mexico FY19, FY22 and FY25

Employment, Thousands	FY19	FY22*	FY25*	Percent Difference FY19-FY22	Percent Difference FY19 and FY25
<b>Total Employment</b>	827.251	805.228	829.802	-3%	0%
<b>Private Employment</b>	650.068	633.125	657.122	-3%	1%
<b>Agriculture, Forestry, Fishing &amp; Hunting</b>	11.001	9.944	10.443	-10%	-5%
<b>Mining</b>	25.600	19.935	20.488	-22%	-20%
<b>Utilities</b>	4.270	3.804	3.781	-11%	-11%
<b>Construction</b>	47.837	49.482	52.994	3%	11%
<b>Manufacturing</b>	27.727	27.275	28.028	-2%	1%
<b>Wholesale Trade</b>	21.191	20.794	21.529	-2%	2%
<b>Retail Trade</b>	90.467	83.398	80.677	-8%	-11%
<b>Transportation &amp; Warehousing</b>	19.478	19.732	21.255	1%	9%
<b>Information</b>	11.560	10.758	10.857	-7%	-6%
<b>Finance &amp; Insurance</b>	22.926	22.973	23.859	0%	4%
<b>Real Estate, Rental &amp; leasing</b>	10.462	10.538	11.193	1%	7%
<b>Professional &amp; Technical Services</b>	58.323	61.584	64.628	6%	11%
<b>Management of Companies &amp; Enterprises</b>	5.716	5.861	5.933	3%	4%
<b>Administrative &amp; Waste Services</b>	44.921	42.402	46.636	-6%	4%
<b>Educational Services</b>	9.496	9.083	9.659	-4%	2%
<b>Healthcare &amp; Social Assistance</b>	119.565	123.696	126.440	3%	6%
<b>Arts, Entertainment &amp; Recreation</b>	10.465	9.575	10.368	-8%	-1%
<b>Accommodation &amp; Food Services</b>	88.092	82.874	87.883	-6%	0%
<b>Other Services &amp; Unclassified</b>	20.975	19.417	20.471	-7%	-2%
<b>Government Employment</b>	177.183	172.103	172.680	-3%	-3%
<b>Local Government</b>	101.572	98.135	98.351	-3%	-3%
<b>State Government</b>	46.768	44.882	45.205	-4%	-3%
<b>Federal Government</b>	28.843	29.086	29.124	1%	1%
<b>Military Employment</b>	17.530	17.281	17.418	-1%	-1%

Note: FY22 and FY25 are baseline projections, there are 3 other scenarios, one more optimistic and two more pessimistic.  
Source: UNM BBER

## Appendix G: Automation Susceptibility by Industry Group

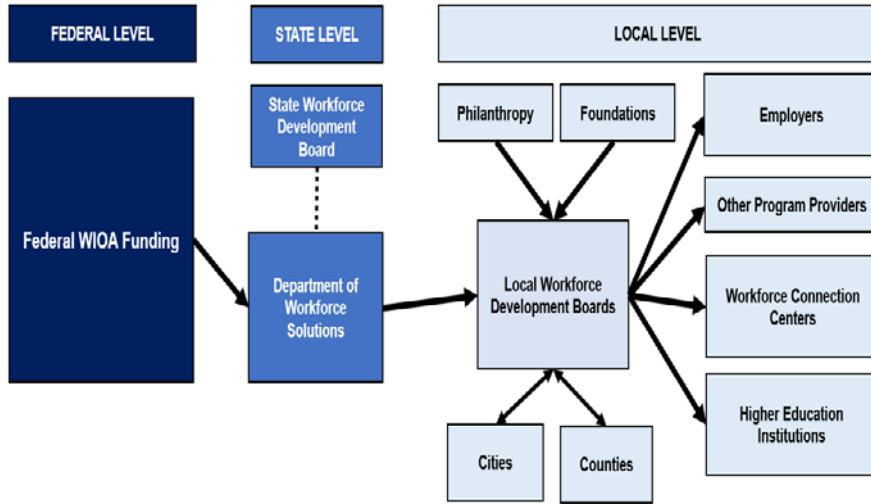
**Table X. Automation Susceptibility  
by U.S. Industry Groups**

Rank	Industry	Share of Occupation Tasks Susceptible to Automation
Top Five (Greater Risk)	Accommodation and Food Services	73%
	Manufacturing	59%
	Transportation and Warehousing	58%
	Agriculture	57%
	Retail Trade	51%
Bottom Five (Lower Risk)	Health Care and Social Assistance	36%
	Information	35%
	Management of Enterprises	34%
	Professional and Technical Services	34%
	Educational Services	27%

Source: Muro, M., Maxim, R. & Whiton, J. (2019). "Automation and Artificial Intelligence" Brookings Institute. p.30

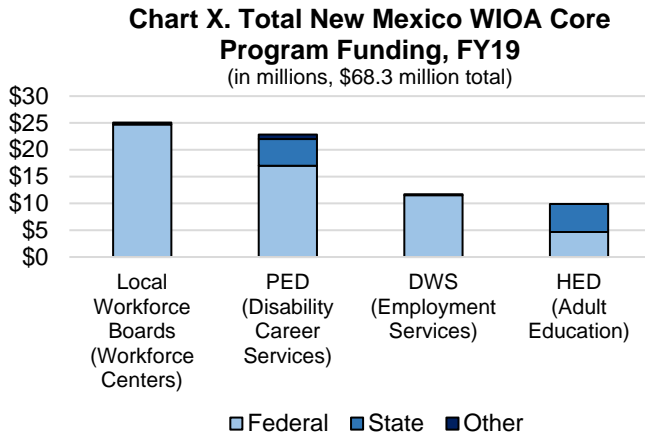
## Appendix H: Flow of Federal WIOA Funds

Figure X. Flow of Workforce Development Board Funding



Source: LFC Files

## Appendix I: WIOA Program Funding by Agency



Source: LFC files

New Mexico also provides employment services, disability employment service, and adult education through WSD, the public education department (PED), and higher education department (HED), respectively.<sup>9</sup> In FY19, WSD provided employment services to 113.3 thousand individuals, PED's division of vocational rehabilitation provided employment services to 9.6 thousand persons with disabilities, and HED provided adult education to 11 thousand students.

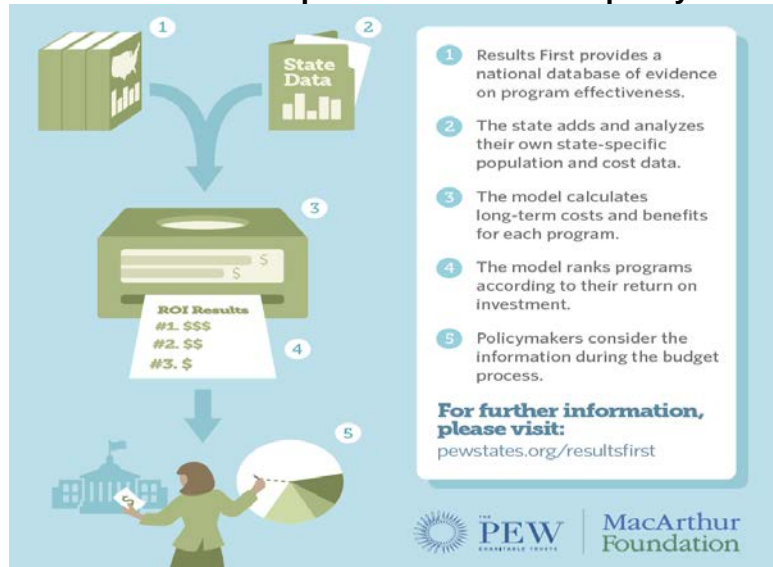
<sup>9</sup> According to FY19 AGA performance data, these programs have room for improvement. Fifty-six percent of DWS employment service recipients attained employment after six-months. Forty-two percent of PED disability employment services participants obtained employment after planned services. Sixty-two percent of HED adult education students obtained a high school equivalency.



## Appendix J. Results First Brief Guide to Evidence-Based Policy Making

The Washington State Institute for Public Policy (WSIPP) has utilized a cost-benefit model to inform decisions of policy makers so they can invest in evidence-based programs delivering the best results for the lowest cost. WSIPP has attributed a number of positive outcomes to the use of the approach on which Results First is based, including a savings of \$1.3 billion per biennium and improved outcomes in the state of Washington.

### Results First: Five steps to evidence based policy making



Source: Adapted from the Pew Charitable Trusts

**Cost-Benefit Analysis of Evidence-Based Programs.** The result of the cost-benefit analysis conducted in this report indicates New Mexico could obtain favorable outcomes for child behavioral health consumers, if the state successfully implements evidence-based programs. The cost-benefit estimates were constructed conservatively to reflect the difficulty that can be encountered when implementing programs at scale. Likewise, well-run behavioral health service programs can achieve reported or better results while poorly run programs will not. Some of these programs are currently implemented in New Mexico and the results of this study present the outcomes these programs should be producing based on rigorous research. Several factors need to be considered when interpreting findings. Our analysis is based on an extensive and comprehensive review of research on program outcomes as well as an economic analysis of the benefits and costs of investments in evidence-based programs. The results indicate New Mexico can obtain favorable outcomes if it can substantially and successfully increase its use of several evidence-based programs. The predicted costs, benefits, and return on investment ratios for each program are calculated as accurately as possible but are, like all projections, subject to some level of uncertainty. Accordingly, it is more important to focus on the relative ranking of programs than small differences between them; some programs are predicted to produce large net benefits and represent 'best buys' for the state while others are predicted to generate small or even negative net benefits and represent neutral or poor investment opportunities.

**Evidence-Based Program Implementation in Other States through Results First.** States have made substantial progress in their implementation of Results First over the past few years and their use of the process to inform and strengthen policy and budget decisions. These efforts have resulted in millions of dollars in targeted funding, cost-savings, and cost-avoidance that will improve long-term outcomes for citizens. Collectively, this work can be instrumental in helping states live within their means while improving their ability to achieve critical goals, such as reducing recidivism, strengthening families, and preparing children for the future. The number of states participating in Results First has grown to 23. Most states completed initial implementation of the Results First model's criminal justice component. Oregon used the analysis broadly to determine whether a long-standing (10-year) statutory mandate directing agencies to invest in evidence-based programs has been cost-effective. New Mexico has published Results First reports related to adult criminal justice, child welfare, early education, adult behavioral health, children's behavioral health, public health, and education.

## Appendix K: Results First Clearinghouse Workforce Development Program Inventory

### Workforce Development Programs Impacting Employment from the Results First Clearinghouse

Program name	Program Type (Based on RF model)	RF rating color	Outcomes beyond Increased Employment	Available in NM?
Canadian Self-Sufficiency Project	Not included	Second-highest rated	Increased earnings, and family income, and reductions in poverty and welfare dependency	
Child care subsidies	Not included	Highest rated	Increased earnings	Yes
Earned Income Tax Credit (EITC)	Not included	Highest rated	Increased income, Improved birth outcomes	Yes
Minnesota Family Investment Program (MFIP)	Not included	Second-highest rated	Increased Earnings, and family income, and reductions in poverty and welfare dependency, increases in earnings, and reduction in poverty, for single-parent, long-term welfare recipients	
Nevada's Reemployment and Eligibility Assessment Program	Case Management for unemployment insurance recipients.	Highest rated	Increased income	Yes, as the federal RESEA program
New Hope Project	Combination of Case Management and job search with the addition of childcare subsidies.	Second-highest rated	Increased income, Increased earnings, Increased academic achievement	
Portland JOBS Training Program	Training with work experience for welfare recipients.	Second-highest rated	Increase in job earnings, reduction in welfare dependency, and savings to the government, at study follow-up five years after random assignment	
Riverside GAIN Program	Training with work experience for welfare recipients	Second-highest rated	Increase in job earnings, reduction in welfare dependency, and savings to the government, at study follow-up five years after random assignment.	
Sector-based workforce initiatives	Training no work experience	Second-highest rated	Increased employment, Increased earnings	
Summer youth employment programs	Work experience	Second-highest rated	Decreased crime, Decreased violence, and Increased earnings	Yes, but not statewide
The Los Angeles Jobs-First Greater Avenues for Independence (GAIN) Program	Training with work experience for welfare recipients	Second-highest rated	increased job earnings, reduction in welfare dependency, and savings to the government	
Transitional jobs	Work experience and sometimes training with work experience depending on how program is deployed	Highest rated	Increased earnings	
Youth Villages YVLifeSet	Not included	Second-highest rated	Improvements in Intimate Partner Violence, Mental Health - Other	

Note: Only the first and second highest rated programs with an improved employment outcome were included.

Source: Pew MacArthur Results First Clearinghouse

## Appendix L: New Mexico Higher Education Institutions and Number of Programs Eligible for WIOA Training Funds

### New Mexico HEIs and Number of Programs Eligible for WIOA Training Funds

Higher Education Institution (HEI)	Number of Programs
Santa Fe Community College	67
Central New Mexico Community College	64
San Juan College	56
Northern New Mexico College	41
Western New Mexico University	34
New Mexico State University	25
New Mexico State University-Doña Ana	25
Eastern New Mexico University-Roswell	20
New Mexico State University-Carlsbad	19
University of New Mexico-Gallup	17
New Mexico State University-Grants	16
University of New Mexico-Valencia	15
New Mexico State University-AL	11
New Mexico Junior College	9
Clovis Community College	8
University of New Mexico-Taos	7
Luna Community College	7
University of New Mexico	6
Eastern New Mexico University	6
Eastern New Mexico University-Ruidoso	5
University of New Mexico-Los Alamos	2
New Mexico Institute of Mining and Tech	0
New Mexico Highlands University	0
Mesalands Community College	0

Source: LFC analysis of WSD Eligible Training Provider List from June 2020.

There are training programs across the state, however; the Northern workforce board region has almost double the number of training program per capita than any other region. Workforce Solutions Department and the workforce boards should ensure the training and educational opportunities provided are proportionate to the percent of individuals unemployed within a given area and that there are jobs related to the training opportunities in that area.

**Table XX. Training and Education Programs By Region, Per 100,000**

	Programs per 100,00 in population
<b>Central</b>	37.36
<b>Eastern</b>	21.26
<b>Northern</b>	65.86
<b>Southwestern</b>	37.39

Source: LFC analysis of WSD data

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