New Mexico Narrative Report 2018-2019

Introduction

During program year (PY) 18-19, the New Mexico Adult Education Division (NMAE), part of the New Mexico Higher Education Department (NMHED), was funded by a state legislative appropriation of $5,235,900 and by the U.S. Department of Education under the Workforce Innovation and Opportunity Act (WIOA), Title II in the amount of $4,321,446 and $267,864 for Integrated English Literacy and Civics Education (IELCE) under Section 243.

NMAE supported 24 adult education providers throughout the state. Student population at the local providers ranged from 30 to 1911. Overall, 10,960 adult education students were served throughout the state in PY 18-19. A staff of 4.5 in NMHED oversaw NMAE, including monitoring sub-grantee compliance and performance; providing technical assistance and professional development; and reporting to federal and state agencies.

1. State Leadership Funds (AEFLA Section 223)

(a) Describe how the State has used funds made available under section 223 (State Leadership activities) for each the following required activities:

- **Alignment of adult education and literacy activities with other one-stop required partners to implement the strategies in the Unified or Combined State Plan as described in section 223(1)(a).**

The State Director for Adult Education and the NMAE Outreach Coordinator participated in monthly WIOA Partner meetings which brought together state level representatives from each required partner for collaboration. At the local provider level, programs are required to describe coordination of services with the local one-stop and collaboration with the Local Workforce Development Boards (LWDB) for the regions in which they provide services. Further, the NMHED Cabinet Secretary served on the State Workforce Board and the State Director for Adult Education served on the Job Training Incentive Program Board (JTIP), a Department of Workforce initiative.

- **Establishment or operation of a high quality professional development programs as described in section 223(1)(b).**

NMAE worked with a committee of stakeholders statewide from the field of adult education to complete the LINCS Professional Development Self-Assessment Tool. LINCS representatives worked with NMAE to analyze the results of those documents and met with the committee to begin to move forward with the process of developing a Statewide Professional Development System with a focus on meeting the training needs beyond content.

NMAE continued to sponsored several professional development initiatives during PY 18-19 including the New Mexico Distance Education and Learning Technologies (NMDELT) project, which worked with local providers on technology and distance education professional development, and the C3 initiative. C3, Collaboration,

Competencies, and Career Pathways, is a program-to-program mentorship program which builds capacity statewide through the direct mentorship of specific program roles, including teachers and program directors. It has a strong focus on helping local providers develop programming with a focus on career pathways. NMAE continued its collaboration with the New Mexico Adult Education Association (NMAEA) on an annual conference and in-service for all involved in adult education throughout the state, as well as a teachers' institute that focused specifically on teacher-to-teacher professional development. NMAE provided ongoing training in reading, math, and ESL to adult education teachers that kicked off in the mid-winter with a two day extensive in-person institute and continued with online learning components throughout the rest of PY 18-19.

- **Provision of technical assistance to funded eligible providers as described in section 223(1)(c).**

Technical assistance was provided to all program directors through monthly directors' meetings conducted via GoToMeeting as well as in person. NMAE conducted in-person site visits to local providers focusing on program management, data management, and fiscal concerns. Further, programs also received remote assistance through desk monitoring of program activities from the state office.

- **Monitoring and evaluation of the quality and improvement of adult education activities as described in section 223(1)(d).**

NMAE focused all monitoring and evaluation activities on improving the quality of adult education and literacy activities throughout the state. NMAE sought to ensure local providers were providing activities that improved student outcomes and met the needs of participants in their local areas. NMAE performed a risk analysis using a Risk Assessment Tool in order to determine in-person site monitoring visit schedules. NMAE staff, including the Program Improvement Coordinator, Finance Officer, Data Manager, State Director, and Outreach Coordinator oversaw the monitoring of 24 adult education programs across the state through remote monitoring and in-person site visits to the local programs. Evaluations were also conducted on mid-year and annual reports submitted by the funded eligible programs.

- **As applicable, describe how the State has used funds for additional permissible activities described in section 223(a)(2).**

In PY 18-19, NMAE used leadership funds to maintain a statewide performance accountability system that includes the following components:

- Maintenance of a statewide management information system;
- Core performance indicators and other quality program indicators;
- Performance measures for each indicator;
- A system for evaluating the effectiveness of adult education and literacy activities based on the performance measures;
- On-going needs assessment; and
- Identifying promising practices

Permissible leadership activities have been carried out in coordination with the required activities above. They were intended to build capacity for statewide leadership in the interest of moving students toward successful, productive lives and into career pathways appropriate to their skills and interests. These activities included:

- Providing technology assistance and training in the use of technology to
  - teach basic computer and internet skills, including media literacy skills;
  - teach workplace technology skills in the context of career pathways;
  - offer training in the use of technology for distance education;
  - use curricular platforms for hybrid learning in preparation for high school equivalency testing and transition to postsecondary education and training or career pathway entry.
- Continuing to develop linkages with postsecondary educational institutions, including community colleges in order to continue to integrate basic skills instruction with career technical training. We did this by:
  - bringing to scale team-taught integrated basic education and skills training and
  - enhancing New Mexico's statutory dual credit system to include adult education students.
- Integrating literacy instruction and occupational training, including promoting linkages with employers by:
  - forming relationships with employers and providing workplace literacy instruction and
  - providing customized workplace based project learning to enhance employee retention and opportunity for advancement.
- Coordinating support services, such as child care, transportation and counseling and coordination with one-stop support services to enhance student retention and success.
- Developing other statewide activities that support adult education and literacy to include areas of technical assistance or support, professional development and program performance enhancement in general.

2. Performance Data Analysis

Describe how the adult education program performed in the overall assessment of core programs based on the core indicators of performance. Discuss how the assessment was used to improve quality and effectiveness of the funded eligible providers and any plans to further increase performance in future reporting years.

Core Performance Measures: To help ensure meaningful student progress, core performance measures guided program planning and curricula. They were:

- Measureable skills gains (MSGs)- Local programs administered NRS approved assessments to track MSGs.
- Employment second and fourth quarter after program exit- NMAE complete data DWS.
- Transition to post-secondary within one year after program exit-NMAE data with eDEAR.

- Obtained high school equivalency credential and obtained employment or entered post-secondary- NMHED performed data matches with Diploma Sender for HSE obtainment, DWS for employment, and eDEAR for post-secondary enrollment.

Program Monitoring and Support: NMAE is committed to continuously improving program performance. Accurate and timely data collection and entry, ongoing program monitoring, and professional development are key components. To guide practice in the state, the NMAE and the local providers use data to explore promising practices and pilot those that are economically feasible.
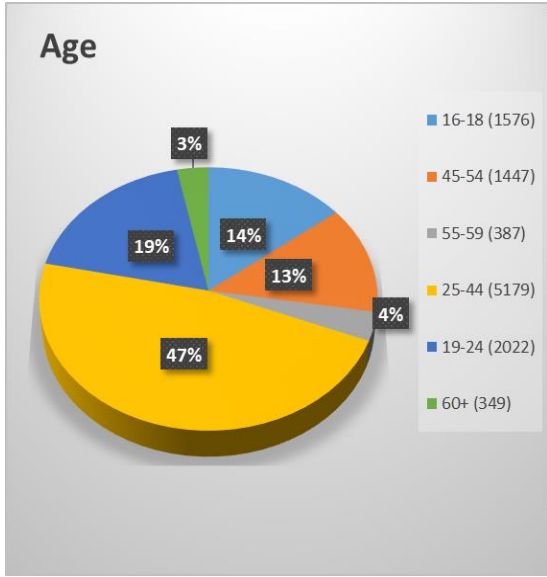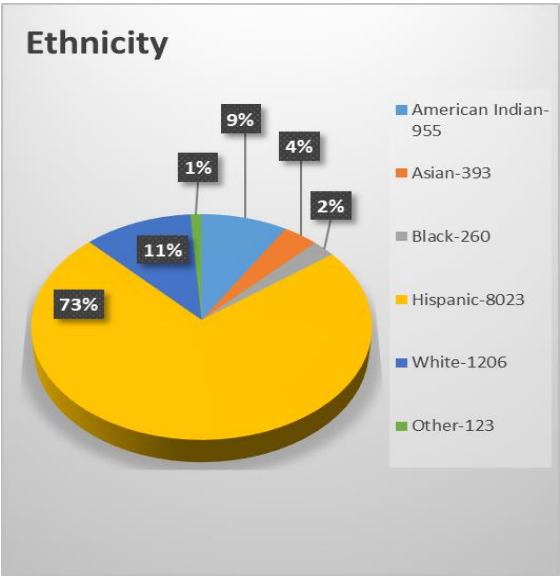
- Data—NMAE monitors program data quality by performing regularly scheduled bi-annual site visits. In addition, the NMAE analyzes performance measures for the programs twice a year and monitors data quality and integrity using a series of data-base diagnostic tools on a monthly basis. NMAE also coordinates and provides training to local data technicians and program managers regarding data entry and use.
- Program Monitoring—in PY 18-19, seven of the 24 local programs received bi-annual site visits from the NMAE. The visits were focused on targeted technical assistance for program improvement, to ensure the presence of necessary procedures and compliance with grant requirements, both state and federal. NMAE examined financial and data processes; program intake, orientation, assessment, and student placement procedures; curriculum; facilities; and staff.
- Professional Development—Throughout PY 18-19 NMAE provided professional development to improve the skills of program administrators, fiscal officers, data technicians, and teachers. Professional development activities took place at statewide conferences, regional gatherings, and in periodic webinars. The state's major focus was on teacher improvement, especially in math and reading.

Demographics: Nationwide, the U.S. Department of Education estimates that the adult education programs they fund are able to serve approximately 5% of the students who are eligible for services. In New Mexico, we served about 3% of people who are eligible to receive adult education services in PY 18-19. According to the 2017 American Community Survey New Mexico's population is 2,059,179. Approximately 207,487 New Mexicans age 25 and older do not possess a high school credential and, of residents five years of age and older, 684,541 speak a language other than English at home, and 173,779 reported speaking English "less than very well."

Adult Education Enrollment Trends: Enrollment declined from 16,796 in PY 13-14 to 10,960 in PY 18-19. This is consistent with decreasing state funding and the declining capacity of programs to pay instructors. During PY 18-19 the number of students performing at ASE level decreased significantly, and the proportion studying ESL increased slightly.

Ethnicity and Age: Overall, 73% of students receiving adult education services identify as Hispanic, 11% as white, and 9% as American Indian or Alaskan Native. Three of New Mexico's adult education local providers specifically serve Native American populations. In terms of age, students between the ages of 25 and 44 represent almost half of New Mexico's adult learners, and that proportion has been gradually increasing over recent years.

Program Year	Beginning Literacy	Adult Education	Adult Secondary Education	ESL	Total Enrollment
FY 13/14	2701	6435	1215	6445	16796
FY 14/15	2406	6016	1089	5842	15353
FY 15/16	2381	5861	1228	5094	14564
FY 16/17	2057	5048	1167	4483	12755
FY 17/18	1976	4887	1266	4098	12227
FY 18/19	2649	3825	361	4125	10960

Ethnicity

- American Indian-955 — 11%
- Asian-393 — 2%
- Black-260 — 1%
- Hispanic-8023 — 73%
- White-1206 — 9%
- Other-123 — 4%

Age

- 16-18 (1576) — 14%
- 45-54 (1447) — 13%
- 55-59 (387) — 4%
- 25-44 (5179) — 47%
- 19-24 (2022) — 19%
- 60+ (349) — 3%

3. Integration with One-stop Partners: Describe how the State eligible agency, as the entity responsible for meeting one-stop requirements under 34 CFR part 463, subpart J, carries out or delegates its required one-stop roles to eligible providers. Describe the applicable career services that are provided in the one-stop system. Describe how infrastructure costs are supported through State and local options.

New Mexico's efforts to integrate Title I and Title II efforts included the following:

- Participation in Job Training Incentive Program board
- State and Local Workforce Investment Board cooperation
- One-Stop system participation
- State Workforce Conference Participation

Job Training Incentive Program (JTIP)—Representatives from NMAE, the Department of Workforce Solutions, the Public Education Department, New Mexico organized labor, and the private sector continued to work together on the Job Training Incentive Program (JTIP) board at

the New Mexico Economic Development Department. JTIP provides state funding to support qualifying businesses in hiring and training New Mexicans for new family supporting jobs in businesses that bring money into the state, chiefly the manufacturing sector. NMAE's participation on the JTIP board increases business awareness of adult education as a resource for building their workforce. This collaboration also has a positive impact on employer acceptance of Work Readiness Certification, and the Department of Workforce Solutions continued to sponsor WorkKeys testing for all appropriate adult education students.

Workforce Investment Boards—NMHED is represented on the state workforce board by the Cabinet Secretary; NMAE had no direct representation on the state board. Many local adult education programs continue to have active involvement with their regional workforce boards or Tribal equivalents. NMAE has encouraged involvement and cooperation with the Local Workforce Development Boards (LWDBs).

One-Stop Delivery System— During PY 18-19, NMAE began working with other one-stop partners to provide mutual training and reciprocal workshops among their corresponding eligible providers about client need and eligibility as well as the various services offered. These activities have been directed at discovering unserved needs and duplicated services and at developing efficiencies and clearer, more effective role identities among the partners. One of New Mexico's four LWDBs began formal training processes to ensure follow up on these activities.

Local involvement with one-stops varied from informal communications and referrals to close collaborative relationships. Memoranda of Understanding (MOUs) and Infrastructure Funding Agreements (IFAs) were in the development stage during the PY 18-19, but local adult education providers still worked with the one-stop providers. These collaborations included:

- Career Services Development
- Career Advisement
- Higher Education Transition
- WorkKeys Assessments and Preparation
- Financial Guidance and Assistance
- Support Services
- Shared Information and Resources
- Life Skills Training
- Job Skills Training
- Job Fairs/Career Expos
- Computer Classes
- Veterans' Services
- On-the-Job Training/Job Shadowing

State Workforce Conference Participation-- NMAE continued to work with DWS through monthly state-level WIOA partner meetings that focused on developing effective alignment among core programs and one-stop partners. Further, in PY 18-19, NMAE took a more active role in the planning and presentation of sessions for the State Workforce Conference.

4. Integrated English Literacy and Civics Education (IELCE) Program (AEFLA Section 243): Describe how the state is using funds under Section 243 to support the following activities under the IELCE program:

- **Describe when your State held a competition [the latest competition] for IELCE program funds and the number of grants awarded by your State to support IELCE programs.**

NMAE completed a competitive application process in spring 2017 for IELCE funding in conjunction with the AEFLA funding. Seven local providers were selected for IELCE funding. However, in PY 17-18 one of the funded providers determined that the IELCE funding and program requirements did not match the program's mission or student population and returned the funding to NMHED. This funding was redistributed to the remaining six IELCE funded providers.

- **Describe your State efforts in meeting the requirement to provide IELCE services in combination with integrated education and training activities**

In PY 18-19 the six local providers funded through NMAE for IELCE funding made significant progress in meeting the requirement of providing IELCE services in conjunction with IET activities. Participants in these IELCE programs received instruction that included the rights and responsibilities of citizenship, civic participation, workforce preparation, and workforce training for specific occupations or occupational clusters. College and career skills, as well as civics education, were integrated into IELCE class offerings and instructors at local providers developed thematic instructional units in which English language skills are contextualized in specific career areas. Several of the local adult education providers are located on college campuses and had the opportunity for adult education students, including IELCE students, to participate in IET and I-BEST programs offered by the colleges. However, many IELCE student face multiple barriers to participation and were unable to take advantage of these opportunities.

- **Describe how the State is progressing towards program goals of preparing and placing IELCE program participants in unsubsidized employment in in-demand industries and occupations that lead to economic self-sufficiency as described in section 243(c)(1) and discuss any performance results, challenges, and lessons learned from implementing those program goals**

In PY 18-19 local adult education providers made great progress towards preparing IELCE program participants for employment in in-demand industries and occupations. One local provider worked to develop curricula that is based on academic standards and includes workforce preparation and access to workforce training. This curriculum includes career contextualized adult education and literacy instruction, workforce preparation and "soft-skill" building, and workforce training. Another local provider focused on the specific in-demand industries of health care, information technology (IT), early childhood education, and hospitality and tourism. These industries had a high demand for bi-lingual workers in the local area and were specific certificate programs offered by the parent institution. A third local provider developed partnerships with local businesses to create an employment "loop" that moves students from the classroom to employment, back to the classroom for additional training leading to advancement in employment. This allowed the IELCE students to move from apprentice to journeyman, for example, and advance in employment and wage earning.

- **Describe how the State is progressing towards program goals of ensuring that IELCE program activities are integrated with the local workforce development system and its functions as described in section 243(c)(2) and discuss any performance results, challenges, and lessons learned from implementing those program goals**

All local adult education providers providing IELCE services worked with the LWDBs in the regions in which they provide services in order to determine in-demand jobs and career opportunities. These collaborations with Workforce resulted in several specific industry programs including MOUs with the construction of a new Facebook facility, the New Mexico Roofing Contractors Association, Small Business Development Center, and other public entities and private companies.

5. Adult Education Standards: If your State has adopted new challenging K-12 standards under title I of the Elementary and Secondary Education Act of 1965, as amended, describe how your Adult Education content standards are aligned with those K-12 standards.

NMAE has adopted College and Career Readiness Standards (CCRS) for adult education programs in the state. WIOA requires that Title II programs align standards with the K-12 education system. In New Mexico the Public Education Department (NMPED) adopted the Common Core State Standards (CCSS). CCRS were developed by the Office of Vocational and Adult Education (OCTAE) to align with Common Core.

6. Programs for Corrections Education and the Education of Other Institutionalized Individuals (AEFLA Section 225): What was the relative rate of recidivism for criminal offenders served? Please describe the methods and factors used in calculating the rate for this reporting period.

New Mexico Corrections Department Education Recidivism Analysis Report

Inmates released between 07/01/2015 and 06/30/2016 that were returned to custody within 36 months of release.

Data Summary

Number of Offenders Released during Period:	**3,631**
Meeting Table 4 Criteria :	**551**
Number of Offenders Returned within Specified Time Period:	**1,977**
Meeting Table 4 Criteria :	**331**
Baseline Recidivism Rate (Returns / Releases):	**54.45%**
Meeting Table 4 Criteria :	**60.07%**

Average Time before Return: 266 Days

Total Count of Releases: 3,769   Multiple Releases = 138

Total Count of Returns: 2,025   Multiple Returns = 48

Total Return Rate (including multiple releases) : 53.73 %

Average Time before Return (including multiple releases): 270 Days

Message: **Data for this analysis is complete**

Data is based on Prison releases and Institutional Intakes where the intake occurs
after the Release Date indicating a return to custody status.

The New Mexico Corrections Department (NMCD) provided these data to NMAE. They were based on prison releases and institutional intakes where the intake occurs after the release date indicating a return to custody status. NMCD took offenders from the NMAE LACES database NRS Table 4 during FY16 and compared them against the offender population released during FY16, to determine the population from NRS Table 4 that were released. NMCD then calculated the recidivism rate for the overall population released in FY16 and those offenders who returned to our custody within a 3 year time period, and further broke it down by those that met the NRS Table 4 criteria (adult education students) and those that did not meet the NRS Table 4 criteria (not enrolled in adult education programming).