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LEGISLATIVE EDUCATION STUDY COMMITTEE
BILL ANALYSIS
53rd Legislature, 2nd Session, 2018

Bill Number	<u>HB136/HECS/aHFI#1</u>	Sponsor	<u>HEC</u>
Tracking Number	<u>.210316.1</u>	Committee Referrals	<u>HSIVC/HEC;SEC/SFC</u>
Short Title	<u>Childhood Poverty Awareness Training Act</u>		
Analyst	<u>Force</u>	Original Date	<u>2/13/18</u>
		Last Updated	<u></u>

BILL SUMMARY

Synopsis of House Floor Amendment #1

House Floor Amendment #1 to HB136/HECS narrows the application of the bill to school districts with more concentrated at-risk student populations. Training requirements are now for school districts and charter schools with at least 200 students, where the school district itself, or the one in which an eligible charter school is located, has a three-year average total rate of at-risk components (Title I eligibility, English learners, and student mobility) of 0.7, or higher (see Attachment 1, Local School Districts by Average Three-Year At-Risk Rate). The three-year average total rate is determined by adding the percent of students used to determine Title I allocations, the percent of students identified as English learners, and total student mobility. Based on FY18 at-risk calculations, 31 school districts would be required to offer training.

Synopsis of Original Bill

House Education Committee Substitute for House Bill 136 (CS/HB136/HECS) establishes the Childhood Poverty Awareness Training Act. It explicitly makes state-chartered charter schools eligible to receive at-risk program units when, like local school districts, their educational plans include services to help students reach their full potential and have been approved by the Public Education Department (PED). Charter schools and school districts must develop and submit an action plan to PED with their annual budget that outlines services to improve the academic success of at-risk students. The plan must include a report on the services implemented in the prior year with their impact on at-risk students. Beginning with the 2020-2021 school year, any local school district or charter school receiving at-risk units must ensure that all school employees attend an initial 6.5-hour training and annual 3-hour training on childhood poverty awareness detailing the effects of poverty on children's academic achievement and social development.

The goals of the childhood poverty awareness training program are to: educate school employees on the types of poverty in the state and their effects on social and academic development; better delineate the demographic groups within school districts and schools; provide research-based strategies on engaging students and families in the educational process; and mitigate the effects of childhood poverty on students. The bill allows school districts, charter schools, and regional

educational cooperatives to collaborate on the development and administration of the training programs. PED is to certify trainers and approve training programs that fulfill the purposes of the act and department rule.

FISCAL IMPACT

HB136/HECS/HFI#1 does not contain an appropriation. The fiscal impact report from the Legislative Finance Committee and PED's analysis of the original HB136 both note Albuquerque Public Schools (APS) has provided poverty awareness training to their Title I schools for the past two years. According to PED, over 800 members of APS staff and 46 Title I public schools have received poverty awareness training through a national program associated with a private business, with costs over \$150 thousand. The APS training includes a full day of professional development for school teams of up to 12 members, who must develop action plans for their school communities. Additional support, including whole school training if requested, is available throughout the school year, as well. In order to qualify for this training, schools must have at least 50 percent enrollment eligible for free and reduced price meals (FRPM), which requires a family to be at or below 185 percent of the federal poverty level, or \$44 thousand per year for a family of four.

With no funding attached to the bill, local school districts and charter schools with an average three-year at-risk rate of 0.7 or higher will need to develop, initiate, and maintain these training programs with existing resources. It should be noted, however, House Appropriations and Finance Committee (HAFC) Substitute for House Bills 2 and 3 increases the at-risk index in the state equalization guarantee distribution from 0.106 to 0.13 for purposes of calculating at-risk program units, which will result in an estimated additional \$22.5 million to support at-risk students. Exact costs for each school district and charter school are difficult to determine, but may be significant, given the required initial training course of 6.5 hours and subsequent annual training of 3 hours for all school employees.

PED notes it is required to certify trainers and approve training programs at indeterminate costs using existing resources. It is worth noting that, while the subject matter may be different, in 2017, PED initiated a training program for charter school governing body members that similarly required approval of trainers, and included both initial and continuing training requirements (see 6.80.5 NMAC). While the training required by HB136/HECS/HFI#1 is topically different, the structure of the poverty awareness training program seems similar to that of the charter school governing body training program, perhaps allowing PED to build off of their success in establishing this required training.

SUBSTANTIVE ISSUES

The public school funding formula includes additional program units for school districts and charter schools that provides services to assist students at risk of failure in reaching their full academic potential. Currently, all school districts and charter schools are allocated these additional program units. Each school district or charter school is allocated "at-risk" program units based on their "at-risk index." Three components make up the at-risk index: the percent of students eligible to be included in the U.S. Department of Education's Title I calculations; the percent of students identified as English learners, and the percent of total student mobility. Title I eligibility is based on data from the U.S. Census Bureau and covers a defined geographic area. Because of this, a charter school is given the at-risk index of the school district in which it is geographically located. The factors included in Title I calculations are the number of students from families below the

poverty line, the number of students above the poverty line but from families receiving benefits from the Temporary Assistance for Needy Families program, the number of children in foster homes, and the number of children in homes for neglected children.

According to the U.S. Census Bureau's most recent American Community Survey (2016), the national average for persons under 18 living below the poverty line is 21.2 percent. In New Mexico, however, 29.8 percent of persons under 18 live below the poverty line, making New Mexico the state with the second-highest child poverty rate, after only Mississippi, at 31.5 percent. Further, poverty disproportionately affects minority families, and New Mexico has a minority-majority student population; of 333 thousand students, 61 percent are Hispanic, and 11 percent are Native American, with most qualifying for FRPM.

Poverty is often accompanied by increased levels of chronic stress from multiple sources, such as food insufficiency, housing instability, exposure to violence, and parents potentially less available for nurturing and support. According to the Institute for Learning and Brain Sciences at the University of Washington, children who suffer chronic stress can experience impaired brain development, especially in the areas of the brain related to higher-order thinking skills. Further, studies consistently demonstrate that the consequences of childhood poverty can follow one throughout life, impacting physical and mental health, making it more likely they will experience teen pregnancy, teen parenthood, academic struggles, and limited employment opportunities, leading to significant reductions in lifetime earning capacity.

RELATED BILLS

HB188, Phased-In Teacher Cost Index, which proposes to increase the at-risk multiplier over three years and includes a \$22.5 million appropriation for the state equalization guarantee to cover an estimated 5,560 additional at-risk program units in FY19, identical to SB157.

SB157, Phased-In Teacher Cost Index, identical to HB188.

SOURCES OF INFORMATION

- LESC Files
- Legislative Finance Committee
- Public Education Department

RKF/rab

School District Membership and At-Risk Average Total Rate

	School District	Membership	Year Average Total Rate
1	Wagon Mound Public Schools	59	1.707
2	Cuba Independent Schools	539	1.510
3	Zuni Public Schools	1,327	1.199
4	Gallup-McKinley County Schools	10,996	1.191
5	Magdalena Municipal Schools	327	1.064
6	Hatch Valley Public Schools	1,260	1.041
7	Quemado Independent Schools	138	1.021
8	Gadsden Independent Schools	13,320	1.014
9	Tularosa Municipal Schools	851	0.992
10	Hondo Valley Public Schools	134	0.957
11	Central Consolidated Schools	5,917	0.944
12	Bernalillo Public Schools	2,980	0.939
13	Jemez Mountain Public Schools	230	0.914
14	Vaughn Municipal Schools	71	0.884
15	Deming Public Schools	5,164	0.882
16	Carrizozo Municipal Schools	145	0.869
17	Grants-Cibola County Schools	3,649	0.846
18	Jemez Valley Public Schools	291	0.838
19	Lake Arthur Municipal Schools	93	0.834
20	Belen Consolidated Schools	3,930	0.832
21	Española Public Schools	3,626	0.789
22	Hagerman Municipal Schools	415	0.772
23	Mesa Vista Consolidated Schools	245	0.771
24	Pecos Independent Schools	596	0.770
25	Peñasco Independent Schools	335	0.767
26	Questa Independent Schools	363	0.758
27	Las Vegas City Public Schools	1,585	0.758
28	Truth or Consequences Municipal Schools	1,265	0.746
29	West Las Vegas Public Schools	1,398	0.745

WAGON MOUND 59
 CUBA 538.75
 ZUNI 1326.75
 GALLUP 10995.5
 MAGDALENA 327
 HATCH 1259.5
 QUEMADO 137.5
 GADSDEN 13319.5
 TULAROSA 850.5
 HONDO 133.5
 CENTRAL CONS. 5917.25
 BERNALILLO 2980
 JEMEZ MOUNTAIN 229.5
 VAUGHN 71.25
 DEMING 5163.75
 CARRIZOZO 145
 GRANTS 3649
 JEMEZ VALLEY 291.25
 LAKE ARTHUR 93
 BELEN 3929.75
 ESPAÑOLA 3626.25
 HAGERMAN 414.5
 MESA VISTA 245
 PECOS 595.75
 PEÑASCO 334.75
 QUESTA 362.5
 LAS VEGAS CITY 1584.5
 TRUTH OR CONSEQ. 1264.75
 WEST LAS VEGAS 1397.5

30	Cloudcroft Municipal Schools	323	0.734	30	CLOUDCROFT	323
31	Portales Municipal Schools	2,710	0.732	31	PORTALES	2710.25
32	Cobre Consolidated Schools	1,206	0.725	32	COBRE CONS.	1206.25
33	Roswell Independent Schools	10,152	0.724	33	ROSWELL	10152
34	Santa Fe Public Schools	12,722	0.724	34	SANTA FE	12722.25
35	Animas Public Schools	171	0.722	35	ANIMAS	171.25
36	Albuquerque Public Schools	83,020	0.711	36	ALBUQUERQUE	83019.75
37	Tucumcari Public Schools	955	0.702	37	TUCUMCARI	955.25
38	Dulce Independent Schools	682	0.700	38	DULCE	682
39	Taos Municipal Schools	2,327	0.697	39	TAOS	2326.5
40	Socorro Consolidated Schools	1,525	0.697	40	SOCORRO	1524.75
41	Springer Municipal Schools	142	0.696	41	SPRINGER	141.75
42	Reserve Public Schools	131	0.695	42	RESERVE	130.75
43	Capitan Municipal Schools	488	0.681	43	CAPITAN	487.75
44	Estancia Municipal Schools	623	0.678	44	ESTANCIA	622.75
45	Mountainair Public Schools	222	0.674	45	MOUNTAINAIR	222
46	Farmington Municipal Schools	10,833	0.671	46	FARMINGTON	10832.75
47	Bloomfield Schools	2,927	0.667	47	BLOOMFIELD	2927.25
48	Ruidoso Municipal Schools	1,952	0.663	48	RUIDOSO	1951.5
49	Clovis Municipal Schools	8,194	0.652	49	CLOVIS	8194
50	Hobbs Municipal Schools	9,565	0.650	50	HOBBS	9565
51	Moriarty-Edgewood School District	2,479	0.643	51	MORIARTY	2479
52	Lordsburg Municipal Schools	483	0.640	52	LORDSBURG	483.25
53	Raton Public Schools	938	0.639	53	RATON	938.25
54	Los Lunas Public Schools	8,258	0.631	54	LOS LUNAS	8258.25
55	Lovington Municipal Schools	3,598	0.631	55	LOVINGTON	3597.75
56	Las Cruces Public Schools	24,234	0.626	56	LAS CRUCES	24234.25
57	Fort Sumner Municipal Schools	293	0.617	57	FT. SUMNER	292.75
58	Alamogordo Public Schools	5,933	0.614	58	ALAMOGORDO	5932.5
59	Santa Rosa Consolidated Schools	638	0.605	59	SANTA ROSA	638
60	House Municipal Schools	68	0.602	60	HOUSE	68
61	Silver Consolidated Schools	2,712	0.585	61	SILVER CITY CONS.	2711.5
62	Loving Municipal Schools	533	0.566	62	LOVING	533.25

Local School Districts by Average Three-Year At-Risk Rate

63	Texico Municipal Schools	555	0.563	63	TEXICO	555
64	Melrose Public Schools	211	0.561	64	MELROSE	210.75
65	Carlsbad Municipal Schools	6,333	0.553	65	CARLSBAD	6332.75
66	Mora Independent Schools	413	0.544	66	MORA	412.5
67	Dexter Consolidated Schools	980	0.538	67	DEXTER	979.75
68	Floyd Municipal Schools	209	0.535	68	FLOYD	208.5
69	Jal Public Schools	446	0.534	69	JAL	445.5
70	Eunice Municipal Schools	758	0.533	70	EUNICE	757.5
71	Cimarron Municipal Schools	378	0.529	71	CIMARRON	378.25
72	Chama Valley Independent Schools	379	0.526	72	CHAMA VALLEY	378.5
73	San Jon Municipal Schools	140	0.492	73	SAN JON	140.25
74	Artesia Public Schools	3,865	0.476	74	ARTESIA	3864.5
75	Pojoaque Valley Public Schools	1,914	0.457	75	POJOAQUE	1913.5
76	Aztec Municipal Schools	2,983	0.443	76	AZTEC	2982.5
77	Tatum Municipal Schools	332	0.442	77	TATUM	331.75
78	Des Moines Municipal Schools	97	0.441	78	DES MOINES	97
79	Clayton Municipal Schools	473	0.434	79	CLAYTON	473.25
80	Rio Rancho Public Schools	16,928	0.416	80	RIO RANCHO	16928.25
81	Maxwell Municipal Schools	116	0.408	81	MAXWELL	115.5
82	Elida Municipal Schools	123	0.385	82	ELIDA	122.75
83	Logan Municipal Schools	321	0.379	83	LOGAN	320.5
84	Mosquero Municipal Schools	44	0.344	84	MOSQUERO	44
85	Grady Municipal Schools	130	0.343	85	GRADY	130.25
86	Dora Municipal Schools	244	0.340	86	DORA	243.75
87	Roy Municipal Schools	47	0.335	87	ROY	46.5
88	Corona Municipal Schools	75	0.272	88	CORONA	75
89	Los Alamos Public Schools	3,646	0.153	89	LOS ALAMOS	3646.25

Source: LESC

*The index is calculated by multiplying the total the .106 multiplier