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FISCAL IMPACT REPORT

ORIGINAL DATE 2/1/22

SPONSOR Padilla LAST UPDATED _____ HB _____

SHORT TITLE Enhance Certain Summer and Out-of-School Programs SB 165

ANALYST Chilton

APPROPRIATION (dollars in thousands)

Appropriation		Recurring or Nonrecurring	Fund Affected
FY22	FY23		
	\$250.0	Recurring	General Fund

(Parenthesis () Indicate Expenditure Decreases)

SOURCES OF INFORMATION

LFC Files

Responses Received From
Public Education Department (PED)

Responses Not Received From
Albuquerque Public Schools (APS)

SUMMARY

Synopsis of Bill

Senate Bill 165, Enhance Certain Summer and Out-of-School Programs, appropriates \$250 thousand from the general fund to the Public Education Department for the purpose of expanding and enhancing summer school and after-school programs to include the following additions

- Literacy and mathematics enrichment;
- Social-emotional learning;
- Physical wellness;
- Swimming;
- Life and career skills; and
- Individualized tutoring for children from under-resourced families in K-12 classes.

These enhanced programs would be earmarked for students in Albuquerque Public Schools.

Public schools participating in these funds and enhancements would be asked to report on the effects of the programs to the Legislative Educational Study Committee and the secretary of PED by October 1, 2024.

There is no effective date of this bill. It is assumed that the effective date is 90 days following adjournment of the Legislature, and the funds are for expenditure in FY23.

FISCAL IMPLICATIONS

The appropriation of \$250 thousand contained in this bill is a recurring expense to the general fund. Any unexpended or unencumbered balance remaining at the end of FY23 shall revert to the general fund.

PED indicates that “Under the bill, the PED would essentially be the flow-through entity responsible for creating an application and review process and allocating the funding to selected APS schools.”

“Appropriations made to individual school districts and charter schools outside of the state equalization guarantee (SEG) have the potential to disqualify funding for New Mexico students. New Mexico’s public school funding formula distributes funding to all school districts and charter schools based on enrollment and other characteristics that affect the cost of running an educational program. Standalone appropriations allocated to school districts outside the SEG could contribute to an unequal playing field for students statewide.”

SIGNIFICANT ISSUES

PED also notes results of a Baltimore study comparing the educational gains/losses of high socioeconomic status (SES) children and children from low SES during their summer breaks. The study, by Alexander, Entwisle and Olson, published in *Education Evaluation and Policy Analysis* in 2001, asks (and then answers):

Are there socioeconomic differences in the seasonality of children’s learning over the school year and summer months? The achievement gap across social lines increases during the primary grades, as much research indicates, but descriptive analyses and HLM within-person growth models for a representative panel of Baltimore school children demonstrate that the increase can be traced mainly to the out-of-school environment (i.e., influences situated in home and community). School-year verbal and quantitative achievement gains are comparable for upper socioeconomic status (SES) and lower SES children, but summer gains, when children are out of school, evidence large disparities. During the summer, upper SES children’s skills continue to advance (albeit at a slower rate than during the school year), but lower SES children’s gains, on average, are flat. This seasonal pattern of achievement gains implies that schooling plays an important compensatory role, one that is obscured when achievement is compared on an annual basis, as is typical. Policy implications of the seasonality of learning are discussed, including support for preventive measures over the preschool years and for programs, possibly including calendar reforms and summer school, to support disadvantaged children’s learning year-round.

It is to be expected that the same would apply to Albuquerque children (or children from all of New Mexico), and that provision of additional after-school and summer programs might avoid some of this deceleration in academic progress (or loss of skills). This might be especially important for children exposed to the uneven learning opportunities during the Covid-19 pandemic.

However, PED also states that:

While the legislature has invested hundreds of millions into the programs since FY20, school districts and charter schools often opt out of participation, resulting in large reversions to the public education reform fund over the past two years. Of the two programs, ELTP tends to be more popular than K-5 Plus among school districts and charter schools, a fact likely attributable to the lower, more attainable number of days, the flexibility of where days can be added to calendars, and the programmatic flexibility within those days.

In FY21, APS and its local charter schools received approximately \$5 million for ELTP and approximately \$700 thousand for K-5 Plus programs. It is unclear whether the \$250 thousand appropriated by SB165 is necessary to support an additional out-of-school enrichment time program.

In addition to state funding, significant federal funds are available for school districts to mitigate learning time lost during the Covid-19 pandemic. In the first round of federal CARES funds, APS was allocated \$26 million and budgeted a majority of those funds toward educational technology, sanitizing supplies, and resources for principals and school leaders. APS spent \$3.2 million on student supports, particularly for special education students. An additional \$5 million of APS's total allocation has not yet been spent. The PED is using its set aside 1 percent of the total allocation (\$9.8 million) to provide comprehensive after-school programming opportunities to students experiencing homelessness, and children and youth in foster care.

LFC notes that New Mexico in general and APS in particular received a large appropriation through the Elementary and Secondary School Emergency Relief Fund (ESSER), flowing through PED based on Title I (Poverty) rates. Statewide, the ESSER dollars for addressing learning loss totaled approximately \$40 million and for at-risk student interventions came to about \$35 million just in the first three rounds of supplemental funding. In addition in round three of the program, PED allotted \$3.8 million for "school and partner organization summer programs." ESSER funding to APS included \$26.0 million in the first round, \$104.5 million in the second round, and \$235.8 million in the third round.

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