

LFC Requester:	Sunny Liu
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**AGENCY BILL ANALYSIS
2019 REGULAR SESSION**

WITHIN 24 HOURS OF BILL POSTING, EMAIL ANALYSIS TO:

LFC@NMLEGIS.GOV

and

DFA@STATE.NM.US

{Include the bill no. in the email subject line, e.g., HB2, and only attach one bill analysis and related documentation per email message}

SECTION I: GENERAL INFORMATION

{Indicate if analysis is on an original bill, amendment, substitute or a correction of a previous bill}

Check all that apply:

Original	<input type="checkbox"/>	Amendment	<input checked="" type="checkbox"/>	Date	03/12/19
Correction	<input type="checkbox"/>	Substitute	<input type="checkbox"/>	Bill No:	HB589HFLA

Sponsor:	Elizabeth "Liz" Thomson, Christine Trujillo, et.al	Agency Name and Code	924
Short Title:	Community School, Early Childhood & Pre-K	Number:	
		Person Writing	Daniel Manzano
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SECTION II: FISCAL IMPACT

APPROPRIATION (dollars in thousands)

Appropriation		Recurring or Nonrecurring	Fund Affected
FY19	FY20		
N/A	N/A	N/A	N/A

(Parenthesis () Indicate Expenditure Decreases)

REVENUE (dollars in thousands)

Estimated Revenue			Recurring or Nonrecurring	Fund Affected
FY19	FY20	FY21		
NFI	NFI	NFI	N/A	N/A

(Parenthesis () Indicate Expenditure Decreases)

ESTIMATED ADDITIONAL OPERATING BUDGET IMPACT (dollars in thousands)

	FY19	FY20	FY21	3 Year Total Cost	Recurring or Nonrecurring	Fund Affected
Total	Moderate impact	Moderate impact	Minimal impact	Minimal	Recurring	General

(Parenthesis () Indicate Expenditure Decreases)

Duplicates/Conflicts with/Companion to/Relates to: HB79, HB134 and HB145 – see below for explanation.

Duplicates/Relates to Appropriation in the General Appropriation Act: None as of 3/12/19

SECTION III: NARRATIVE

BILL SUMMARY

Synopsis:

House Bill 589 House Floor Amendment

House Bill 589 House Floor amendment (HB589HFLA) allows for one of the required four pillars of community schools, expanded and enriched learning time and opportunities, to be offered in partnership with community based organizations (CBOs). HB589HFLA removes the requirements for partnerships and alignment with child care providers and replaces the requirements for partnerships and alignment with early childhood providers. HB589HFLA removes the requirement for school districts to bear the administrative costs of operating a community schools; however school districts will be responsible for any indirect costs.

House Bill 589 House Appropriations and Finance Committee Amendment

House Bill 589 House Appropriations and Finance Committee Amendment (HB589HAFCA) removes the original \$5,100.0 appropriation and adds the four pillars of community schools to the community schools framework. Community schools operating under the community schools act shall include the four pillars in their implementation. HB589HAFCA allows community schools receiving an initial appropriation of \$150.0 per year to apply for additional funding after three years. The amount of the additional funding is determined by the Public Education Department (PED).

House Bill 589 House Education Committee Amendment

House Bill 589 House Education Committee Amendment (HB589HECA) changes the effective date of the community schools act implementation from July 1, 2020 to July 1, 2019.

Original House Bill 589

House Bill 589 (HB589) amends 22-32-2 NMSA, 1978, The Community Schools Act by expanding the population of students served from early childhood, voluntary pre-kindergarten through high school. HB589 provides an appropriation and creates the community schools fund and requires community schools to hire a community schools coordinator to oversee and implement the community school's framework. HB589 provides implementation requirements for when the community schools framework is used for school improvement. Lastly, HB589 specifies an application and evaluation process for those school districts and schools applying for funding and creates a coalition for community schools. The effective date is July 1, 2020.

FISCAL IMPLICATIONS

House Bill 589 House Appropriations and Finance Committee Amendment

HB589HAFCA removes the \$5,100.0 appropriation; however the PED's executive budget is requesting \$2,000.0 for Community Schools roll-out for fiscal 20. The fiscal implications remain the same from the original analysis.

House Bill 589 House Education Committee Amendment

House Bill 589 House Education Committee Amendment (HB589HECA) moved the date of implementation of the community schools act from July 1, 2020 to July 1, 2019. This change will have a moderate impact on the PED in order to meet the July 1, 2019 timeline. The fiscal implications indicated in the original analysis of HB589 would apply for FY 19 and FY 20.

Original House Bill 589

HB589 will have a moderate impact on the Public Education Department (PED) in fiscal year 20 (FY20). The PED will need to create separate funding codes (appropriations from the general funds and gifts, grants and donations) for the community schools fund to ensure that the funds are only used for these purposes and not used to correct for previous reductions in program services. The PED will need to promulgate rules and procedures, including an application, to distribute funds through a competitive process along with eligibility criteria. Two applications will be developed: one for the one-year, one-time planning grant and the application for the annual implementation of the community school framework. The PED will need to appoint members to the coalition for community schools. Members to include local community school content experts, unions, culturally responsive content experts and tribal leaders. The coalition shall provide advocacy, capacity building and technical assistance to ensure the equitable distribution of resources. Lastly, the coalition will assist the PED with reviewing applications for community schools funding and making recommendations for rewards.

In FY21 and beyond, the fiscal implications on the PED will be minimal. Once rules have been promulgated and procedures established, the provision of technical assistance and support and monitoring of the community schools fund will be an established protocol as with any other program or grant. The PED will assess the community schools program at least annually and make adjustments and decisions accordingly based upon the data and information received at the state level, school level and input from the coalition.

An additional full-time-equivalent (FTE) dedicated to providing technical assistance and support to community schools and the community schools coordinators would be valuable in order to provide the most benefit to New Mexico's students and families. HB589 requires professional development for school staff which is essential for community schools to be successful. Community School principals and school staff have to think more holistically, than traditional schools, when implementing the community schools framework. Coordination at the state level would provide this assistance and support.

SIGNIFICANT ISSUES

House Bill 589 House Floor Amendment

HB589HFLA requires schools that have determined through a collaborative and meaningful annual assessment that early childhood services and supports are needed, to develop strong partnerships and integrate with early childhood providers as opposed to child care centers.

According to the Encyclopedia of Children’s Health, early childhood consists of activities and/or experiences that are intended to effect developmental changes in children prior to their entry into elementary school. Early childhood education is more beneficial to young children as opposed to child care, which may or may not have an educational component, and supports the community schools act in meeting the holistic needs of children within the community. In addition, the expansion of early childhood education in New Mexico supports Governor Michelle Lujan Grisham’s *A New Direction for New Mexico Schools* by increasing the number of high quality prekindergarten programs.

House Bill 589 House Appropriations and Finance Committee Amendment

HB589HAFCA mandates that community schools operating under the community schools act include the four pillars of community schools: integrated student supports, expanded and enriched learning time and opportunities, active family and community engagement, and collaborative leadership and practices. These four pillars are recognized by the [Learning Policy Institute](#). HB589HAFCA also includes optional programs to be implemented under the community schools framework such as neighborhood events, community-based curriculum and public pre-kindergarten.

Original House Bill 589

HB589 expands the definition and purpose of The Community Schools Act by allowing early childhood and voluntary pre-kindergarten programs. Community school programs are required to address the holistic needs of students, including their cultural and linguistic needs. HB589 requires the hiring of a community school coordinator who will implement the community schools framework through the establishment of partnerships that will provide services to students including health, dental, vision and other services. Family services include courses, service learning and activities. Schools become full service and are the hub of the community.

According to the U.S. Department of Education, community schools or Full-Service Community Schools (FSCS) provide comprehensive academic, social, and health services for students, students’ family members, and community members that will result in improved educational outcomes for children. These services may include: high-quality early learning programs and services; remedial education, aligned with academic supports and other enrichment activities, providing students with a comprehensive academic program; family engagement, including parental involvement, parent leadership, family literacy, and parent education programs; mentoring and other youth development programs; community service and service learning opportunities; programs that provide assistance to students who have been chronically absent, truant, suspended, or expelled; job training and career counseling services; nutrition services and physical activities; primary health and dental care; activities that improve access to and use of social service programs and programs that promote family financial stability; mental health services; and adult education, including instruction of adults in English as a second language. A FSCS provides access to such services in school to students, families, and the community, such as access during the school year (including before- and after-school hours and weekends), as well as during the summer. For more information see [Full Service Schools](#).

Recently, the Learning Policy Institute and National Education Policy Center found community schools to meet federal guidelines constituting an “evidence-based” strategy. Evidence-based intervention, programs and practices are required under the Every Student Succeeds Act (ESSA). See [Community Schools as evidence based intervention](#) .

Section 4621 of the ESSA, Title IV, Part F, Subpart 2 Community Support for School Success

provides awards to states for purposes very similar to the activities allowed in HB589. The purpose of the grant is to significantly improve the academic and developmental outcomes of children living in distressed communities ensuring school readiness and high school graduation through a continuum of community based services. The focus is on services for students and families in high-poverty including high-poverty rural schools. Under ESSA, priority for awards is given to those applicants with evidenced based activities.

PERFORMANCE IMPLICATIONS

Governor Michelle Lujan Grisham’s “A New Direction for New Mexico Schools” promises to “Engage families, communities, and students as substantive partners” through the Community Schools model. [See A New Direction for New Mexico's Schools.](#)

The PED’s executive budget is requesting \$2,000.0 for Community Schools roll-out for fiscal year 20 and \$1,000.0 for afterschool and summer enrichment.

ADMINISTRATIVE IMPLICATIONS

The PED would need to update the annual Title I, Part A application to include a module for school districts on how school-wide Title I programs and Title I funds will be leveraged and used to enhance community schools and provide additional supports and services to students and families through the Title I, Part A family engagement requirements. In addition, the Title I, Part C, Migrant Education Program (MEP) and McKinney-Vento Homeless Education funds will need to be leveraged in the schools receiving those funds to expand and enhance preschool programs through the community schools framework. Both of the aforementioned programs are required to provide preschool services for those students who qualify.

CONFLICT, DUPLICATION, COMPANIONSHIP, RELATIONSHIP

HB79 appropriates \$400.0 for implementation of the Community Schools Act. HB134 amends the Community Schools Act but does not provide an appropriation for implementation. HB145 appropriates \$2,000.0 for afterschool and summer enrichment.

TECHNICAL ISSUES

None as of 3/12/19

OTHER SUBSTANTIVE ISSUES

None as of 3/12/19

ALTERNATIVES

None as of 3/12/19

WHAT WILL BE THE CONSEQUENCES OF NOT ENACTING THIS BILL

House Bill 589 House Appropriations and Finance Committee Amendment

Although HB589HAFCA removes the appropriation for implementation of the community schools act, the PED’s executive budget is requesting \$2,000.0 for Community Schools roll out

in FY 20. Schools will still have the opportunity to create or maintain a community school by applying for these funds and continue to use their existing federal funds and seek out additional grants and donation.

Original House Bill 589

Those schools wanting to shift from a traditional school to a full service or community school, in order to more comprehensively meet the needs of their students and support their families, will need to use their existing federal funds such as Title I and seek out additional grants or donations. The passage of HB589 would provide schools an appropriation and a framework for community schools implementation and would allow them to use their current federal funds and grants to expand their model and provide more comprehensive services for their students and reach more families.

AMENDMENTS

None as of 3/12/19