

2016 Accountability Report

Early Childhood



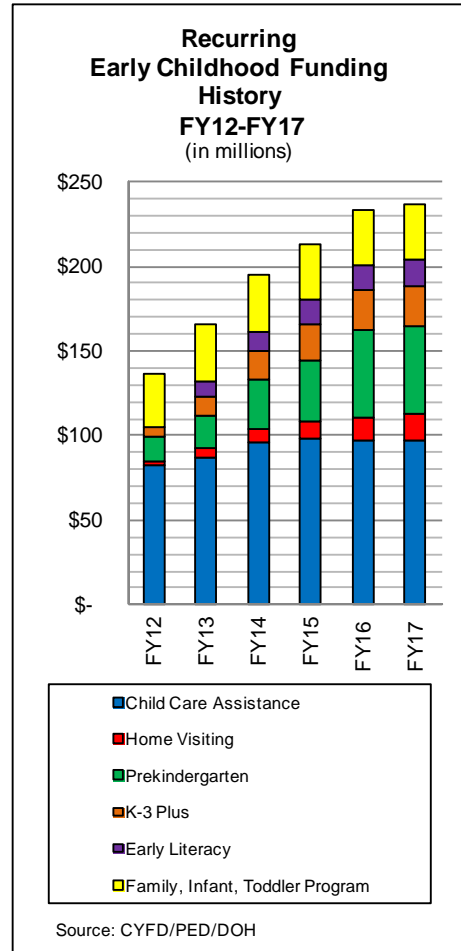
NEW MEXICO
LEGISLATIVE
FINANCE
COMMITTEE

Quality services for at-risk children can greatly impact their future educational and economic success. Recognizing the importance of such services, early childhood initiatives have remained a priority even as the Legislature confronted difficult funding decisions due to declining revenues during the 2016 session.

The New Mexico's early childhood care and education system begins prenatally and extends through age eight. Services for improving the health, safety, stability, and education of New Mexico's children span several state agencies, including the Children, Youth and Families Department (CYFD), the Department of Health (DOH), the Human Services Department (HSD), and the Public Education Department (PED). Concern regarding low or declining performance in key indicators such as the rate of repeat child maltreatment, immunization, and reading proficiency of low-income children have been raised. With this knowledge, the Legislature invested in multiple prevention and intervention strategies over the last several years, such as home visiting and prekindergarten (PreK).

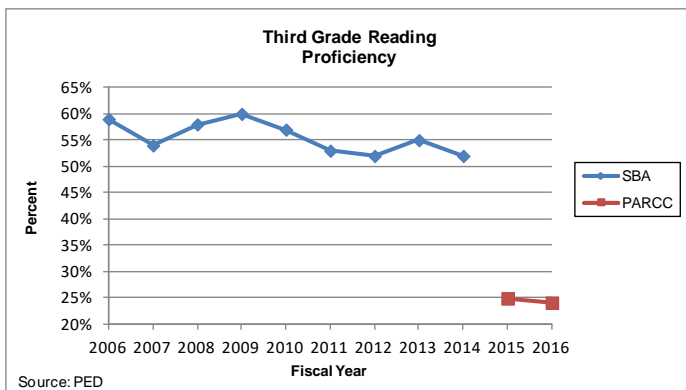
The Early Childhood Accountability Report is intended to provide a system-wide look at key early childhood indicators across state agencies and consolidate information regarding expenditures and outcomes; this second report provides trend data indicating mixed performance on measures reported last year.

State-wide early public education data shows mixed results. According to the new PARCC assessment three out of four New Mexico students do not demonstrate readiness for the next grade level in reading or math. Health and safety indicators continue to show low performance. Given the state's significant investment in programs to improve early childhood health and educational outcomes, analysis of key indicators is vital to ensure investments are meeting their intended goals.



Early Childhood Program Impact.

- **Home visiting** is associated with high rates of well-child visits and improved numbers of mothers initiating breast feeding.
- **Childcare** costs have increased due to implementation of higher quality standards (Focus) however it is too soon to know the impact of Focus.
- **PreK** is associated with better performance on PARCC, lower special education identification, and lower retention rates.
- **Head Start** enrollment is falling and performance lagging behind the nation.
- **K-3 Plus** has been scientifically proven to improve student performance in reading, math, and writing.



New Mexico's Early Childhood Care and Education System



Early Childhood Accountability Report-2016 Update

HEALTHY	Infant Mortality	Low Birth Weight	Immunization Rate	Early Access to Prenatal Care
	2014	2014	2013	2014
	5.4	8.8%	66%	64%
	Per 1,000 children U.S. – 6.1 (2010)	2,331 children U.S. – 8.0% (2014)	U.S. – 70% (2013)	25,985 children U.S. – 74% (2013)
	No Change	No Change	Worse	Better
2013 5.4	2013 8.8%	2012 72%	2013 63%	
Source:	DOH	DOH	DOH	DOH

SAFE	Child Death Rate: Abuse or Neglect	Rate of Child Maltreatment	Rate of Foster Care Placement	Repeat Maltreatment
	2014	2014	2013	2016
	1.4	15.2	3.7	12.3%
		Per 1,000 children U.S. – 9.4% (2014)		US Std– 5.4%
	No Change	Worse	Higher	Worse
2013 1.4	2013 12.9	2012 3.4	2014 11.1%	
Source:	ACF	ACF	ACF	CYFD/NCANDS

READY TO LEARN BY KINDERGARTEN	All Students Taking Kindergarten Readiness Exam	Rate of Children Under 5 in Poverty	Kids Funded to Participate in Early Childhood	Low Income 4-Year-Olds in Day Services
	2015	2014	FY17	FY15
	44%	31.5%	64,390	66%
			children	N= 21,831 children
	No Change	Better	Worse	Worse
2014 44%	2013 33%	FY16 73,122	FY14 69%	
Source:	PED	DOH	LFC	CYFD, ACF, & LFC

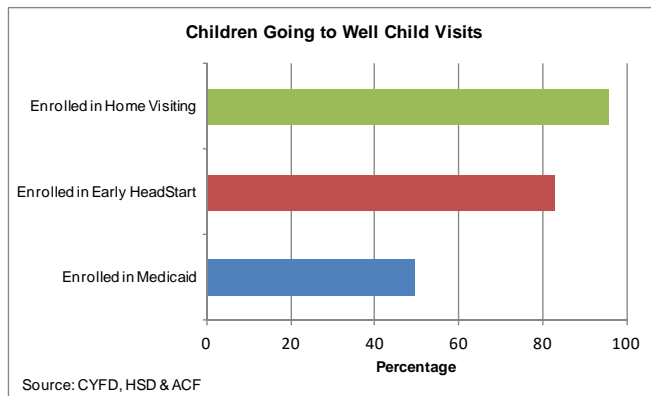
EDUCATED 3rd Grade	Reading – All Kids	Reading – Low-Income Kids	Math – All Kids	Math – Low-Income Kids
	2016	2015	2016	2015
	24.1%	18%	29.9%	19%
	Worse	Baseline	Better	Baseline
	2015 24.9%		2015 25.2%	
Source:	PED	LFC	PED	LFC

HOME VISITING		Average Percent of Family Goals Met		Mothers Initiating Breast Feeding		Average Number of Home Visits in Year		Well - Child Exams	
FY16	FY17	FY16		FY16		FY16		FY16	
\$15.7	\$16.6	23%		89%		14.5		96%	
4,130	4,367	N= 1,137 families		N=437		N= 2,286 families		N= 1,180	
		Worse		Better		Better		No Change	
		2014	26%	2013	72%	2014	14	2014	96%
			CYFD		CYFD		CYFD		CYFD

Source:

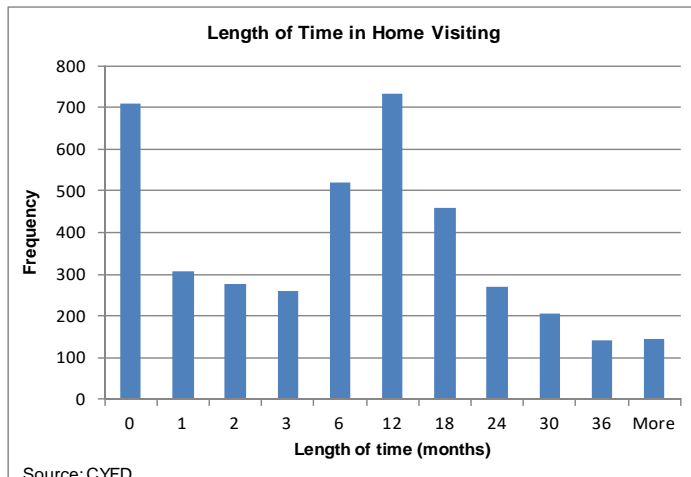
Home Visiting. Home visiting is an intensive parent education program shown to effectively reduce child abuse and improve health. This voluntary program provides family support and basic parenting skills critical to improving childhood outcomes during pregnancy and through the first few years of a child’s life. Research shows some home visiting models are an effective and cost beneficial system of early intervention for at-risk families.

Impact. The second annual home visiting report released last fall highlighted low family engagement rates for additional services recommended by home visitors. This is significant and may hinder outcomes if families do not connect with additional services such as treatment for maternal depression. However, the percent of children in home visiting who receive well-child visits is significantly higher than children on Medicaid who do not participate in home visiting services.



The LFC analyzed the impact of home visiting in terms of return on investment and improved outcomes including avoidance of child maltreatment. LFC analysis through the Results First approach has shown a potential positive return on investment for most home visiting programs, with the most cost beneficial being programs using highly trained professionals such as Nurse Family Partnerships. It is also notable that the home grown program of First Born is currently undergoing an evaluation from RAND with initial results showing very promising outcomes for participants.

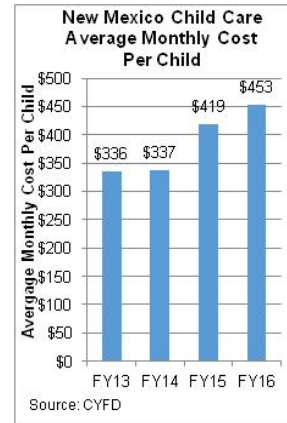
Issues. In FY16, the LFC estimates about 3,700 families will receive state-funded home visiting services, but an estimated 7,000 eligible families will go without these services. Strategically, policymakers have continued incremental increased funding of home visiting services to allow communities time to develop quality infrastructure for programming. Continued attention is needed to ensure family engagement and improved performance of funded programs under the standards-based accountability system.



CHILD CARE ASSISTANCE		Kids Attending 4 or 5 Star Center		4-Year-Olds Attending Child Care		Enrolled 9 or More Months		Low Income Kids Proficient by 3rd Grade	
FY16	FY17	FY16		FY16		FY16		FY16	
\$96.6	\$96.6	35%		2,005		43%		18%	
18,721	18,000	Better		Higher		Worse		Baseline	
		FY15	34%	FY15	1,972	FY15	44%	Participated in 2012	
			CYFD		CYFD		CYFD		CYFD

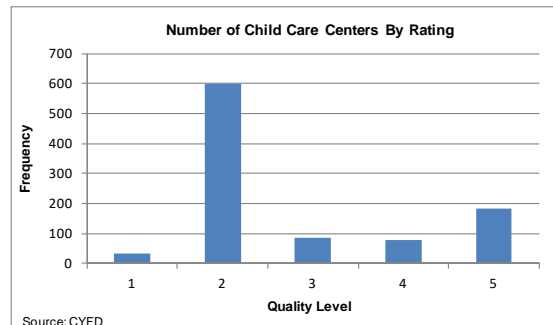
Source:

Child Care Assistance. Administered by CYFD, the Childcare Assistance Program serves about 18 thousand children up to age 13 at a cost of \$97 million annually. The program subsidizes the cost of child care for families with incomes at or below 200 percent of the federal poverty level (FPL), or about \$48 thousand annually for a family of four. All participating families at 150 percent of the FPL receive automatic assistance. Semi-annually, CYFD opens enrollment for families on the waiting list between 151 and 200 percent FPL. Historically, child care has been viewed as a welfare support program, allowing low-income parents to work. However, since 2004, LFC evaluations emphasized quality initiatives intended to improve outcomes and recommended shifting funding toward more costly, high quality programs. As a result, CYFD increased provider rates an average of 27 percent in FY15. The average monthly cost per child has risen by 35 percent since FY13.



Impact. Focus is New Mexico's third-generation tiered quality rating improvement system (TQRIS). The purpose of improving quality in child care is to improve the health and well-being of children and promote school success. A 2013 LFC evaluation and current analysis shows the previous TQRIS has minimal impact on student performance as measured by standardized testing. The percent of children enrolled nine or more months has improved significantly from 34 percent in FY14 to 43 percent in FY16. The new Focus system is education-based and could lead to increased academic success once fully implemented. Currently, childcare providers may volunteer to participate in the Focus pilot, and 250 providers are participating statewide with full implementation due in 2017. It is premature to evaluate the impact of Focus on student achievement but elements of Focus (including observational child assessment, curriculum planning and support, and family engagement strategies) could prove significant.

Issues. In 2014, the federal Child Care and Development Block Grant (CCDBG) Act was reauthorized. CCDBG is the federal authority and funding source for childcare assistance. The reauthorization made significant changes by defining health and safety requirements for childcare providers, outlining family-friendly eligibility policies, and requiring parents and the general public to have transparent information about available childcare services. New Mexico receives close to \$36.1 million from CCDBG annually and uses a combination of federal TANF and general fund revenues for the rest. Highlights of CCDBG reauthorization requirements include criminal background checks for all childcare staff, certification that providers are complying with child abuse reporting requirements, pre-licensure and annual unannounced inspections of licensed providers, qualifications and training for licensing inspectors, and standard child-to-provider ratios. Additionally, a requirement of the reauthorization is a new 12-month eligibility period versus the current six months. Extending the recertification process may result in increased enrollment and expenditures. About 30 thousand children participate annually; however, most do not participate consistently month-to-month, reflecting high churn. This lack of consistent, high quality child care leads to a lower return on investment, as well as a lower academic improvement compared to children consistently enrolled in high quality child care.

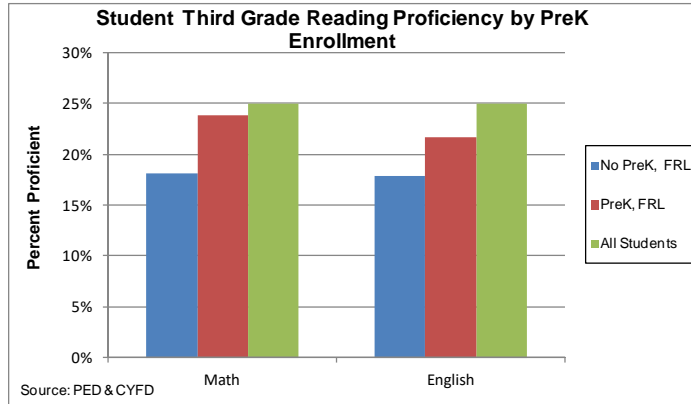


NEW MEXICO PREK		PreK Kids Ready at Kindergarten	PreK Kids Proficient by 3 rd Grade - Reading	PreK Kids Proficient by 3 rd Grade - Math	4-Year Olds in NM PreK
FY16	FY17	FY15 PreK	FY15	FY15	FY15
\$51.4	\$51.8	43%	25%	27%	30%
9,394	9,386		N=2,867	N=3,070	N=8,297
		Better	Baseline	Baseline	Better
		FY14 39%	Low Income 22%	Low Income 24%	FY14 28%
		PED/ DIBELS	PED/ PARCC	PED/ PARCC	PED/ CYFD

Source:

Prekindergarten. New Mexico prekindergarten (PreK) is an early education program for 3- and 4-year-olds implemented by CYFD and the Public Education Department (PED). The program is available to families for half-day or extended-day services. In FY15, over 8,000 children received PreK services, including extended day services. Prior to FY16, PreK was only available to 4-year-olds but policymakers expanded services for 3-year-olds to support continued gains in student achievement outcomes and authorized extended day services.

Impact. The LFC has consistently found PreK significantly improved math and reading proficiency for low income 4-year-olds and lowered special education and retention rates (3-year-old PreK has not been evaluated yet). LFC has also found PreK delivers a positive return on investment for New Mexico taxpayers based on improvement in test scores alone. Under the Standards Based Assessment (SBA) the PreK participation brought



performance up to proficient, compared with the average FRL student who was not proficient. The percentage of PreK children ready at Kindergarten and percent of 4-year olds in PreK both improved this year. In 2015, PreK participants took the PARCC as third graders for the first time. While PreK participants perform significantly better on the 3rd grade PARCC than peers not participating in PreK, the average PreK student is no longer proficient. According to the National Institute for Early Education Research (NIEER), in FY15 about 29 percent of 4-year-olds in the U.S. participated in state-funded PreK programs and average state per-pupil spending was \$4,489. New Mexico ranked 18th for 4-year-olds enrolled in PreK programs at 30 percent and 18th in state per-pupil funding at \$4,722. New Mexico, along with 24 other states, met nearly all NIEER pre-K quality standards which included measures such as staff-child ratios, class sizes, and support services.

Issues. 2015 was the first year that PreK participants took the PARCC as third graders. While PreK participants perform significantly better on the 3rd grade PARCC than peers not participating in PreK, the average PreK student is no longer proficient. Success has been redefined for roughly 25 percent of New Mexico children. Recently, CYFD indicated that unused funding would go toward funding 1,000 3-year-old PreK slots in approximately half of New Mexico counties. Currently, 3-year-old PreK is only implemented by CYFD-funded private child care programs. PED raised concerns regarding the infrastructure and capacity of schools to expand PreK to earlier ages and instead chose to focus on expansion of extended-day prekindergarten for 4-year-olds. However, the new standards based PARCC assessment has led to few students meeting proficiency standards (see proficiency graphs below).

Measuring Success

Starting in 2015 the PARCC assessment replaced the SBA for students in 3rd grade and higher. The change in test brings with it a number of differences including a radically different definition of school readiness or proficiency. The average PreK participant was proficient under the SBA but not the PARCC. However, PreK participants score significantly higher on the PARCC than non PreK peers.

Although the distribution of scores follow a normal distribution for both tests (see Figure below), the cutoff for what is considered to be proficient or “school ready” has shifted from roughly the 50th percentile on the SBA to roughly the 75th percentile under PARCC. This shift in where the cutoff is drawn in the distribution redefines success for about 25 percent of New Mexico’s students. The distribution also provides a potential benchmark for New Mexico to compare performance with other states using the same test and cutoff scores. Available data indicates New Mexico ranks last in the nation among available scores for 3rd grade PARCC English Language Arts proficiency.

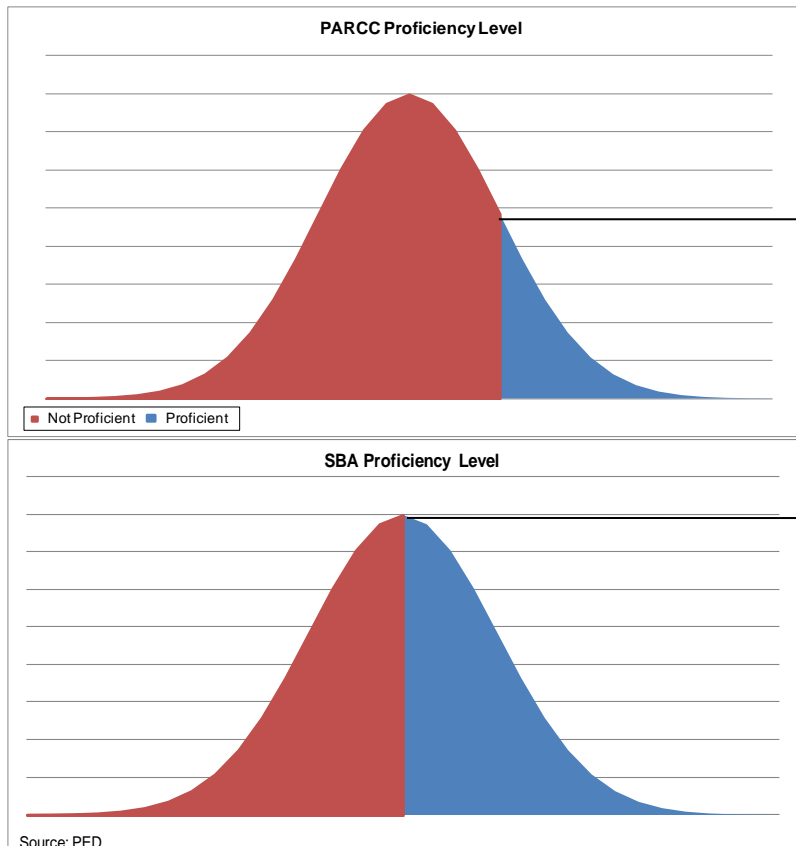
3rd Grade Reading Percent Proficient PARCC 2014-2015 of States Reporting

State	Percent Proficient ELA 3rd Grade
MA	54%
NJ	44%
CO	38%
MD	38%
LA	38%
RI	37%
IL	35%
MS	29%
AR	29%
DC	25%
NM	25%*

Source: State Results Cited on PARCC Website

*NM scores dropped to 24% in 2016

Score Distributions for 3rd Grade PARCC and SBA in New Mexico



PARCC (2015 to present): to be **proficient** in ELA a student has to score at or above roughly the **75th percentile**.

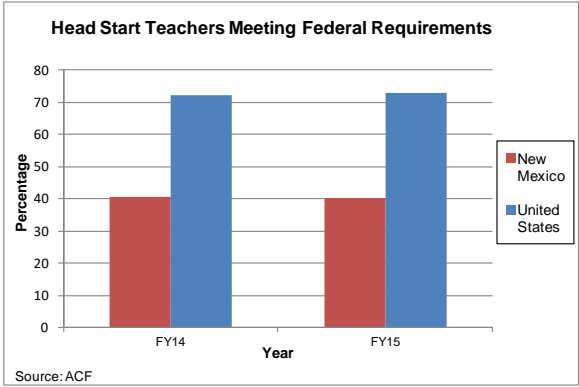
SBA (pre-2015): to be **proficient** in reading a student had to score at or above roughly the **50th percentile**.

Source: PED

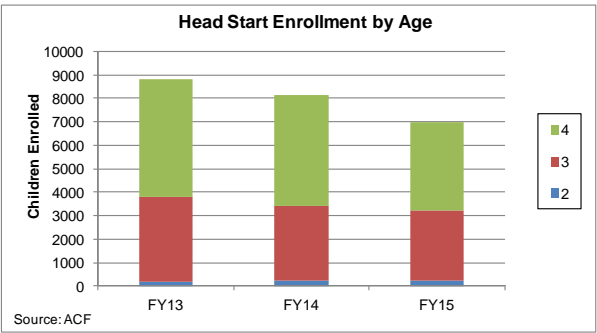
NEW MEXICO HEAD START Federal Funds FY15 FY16 \$65.5 \$65.8 Source:	4-Year-Old Enrollment		Teachers with Bachelor's Degree		Families Receiving Services		Well-Child Exams	
	FY15		FY15		FY15		FY15	
	3,757		40%		60%		82.5%	
	Lower		No Change		Better		Worse	
FY14 4,723		FY14 40%		FY14 57%		FY14 86%		
ACF		ACF		ACF		ACF		

Head Start. Head Start and Early Head Start are federal programs promote the school readiness of children under age 5 from low-income families by enhancing their cognitive, social and emotional development. Head Start programs also provide health, nutrition, social, and other services deemed necessary to enrolled children and their families. The services may be provided in a center, school, family childcare home, or a child's own home. Head Start funding is provided directly to providers bypassing state agencies. CYFD has no administrative role in Head Start but does house one federally-funded staff member to act as the state's Head Start Collaboration Director, a position which is currently vacant. Within New Mexico, 60 percent of families enrolled in Head Start receive at least one additional family service and the percentage of children who are up to date with their well child visits is double that of those not enrolled in a program such as Head Start. However, if New Mexico Head Start was at the national averages and standards, we may see higher enrollment and increased benefits to those families enrolled.

Impact. A recent study by Georgetown University found long-term positive impacts of high-quality Head Start programs. High-quality was partially defined by teacher qualifications. Unfortunately, New Mexico continues to lag behind the national averages and federal standards on Head Start quality. Federal standards require 50 percent of Head Start teachers have a bachelor's degree or higher in early childhood education or a related field. To date, New Mexico has 40 percent of its Head Start teachers meeting this requirement. This is an improvement from 2012 when only 32 percent met the requirement; however, these numbers have changed minimally over the past year. New Mexico Head Start performances on the CLASS, an observational instrument assessing the quality of teacher-child interactions, are mostly below national averages. One provider scored in the bottom 10th percentile in the country. No providers scored above national benchmarks on all CLASS measures.



Issues. Head Start enrollment continues to fall. A 2013 LFC evaluation of early childhood programs noted a lack of coordination among Head Start programs and other early childhood services hurt access to programming in some counties. In some counties Head Start is losing funding due to the market being flooded with learning opportunities for 4-year-olds. Following the 2013 LFC evaluation, a delegation of New Mexico legislators wrote to the New Mexico congressional delegation citing these issues and requested more control over these federal programs. To date, no notable federal change has occurred. Meanwhile at least three Head Start programs are having to re-compete for funding due to shortcomings in their programs (West Las Vegas, El Grito Inc, and Youth Development Inc).



K-3 PLUS EXTENDED SCHOOL YEAR		Enrollment	Percentage above Average Student Beginning 3 rd grade - Writing	Percentage above Average Student Beginning 3 rd grade - Reading	Percentage above Average Student Beginning 3 rd grade - Math
FY16	FY17		FY15	FY15	FY15
\$23.7	\$23.7	18,949	14%	11%	9%
19,383	18,137		N=1,276	N=1,313	N=1,276
		Lower	Baseline	Baseline	Baseline
		FY16 25,650			
Source:		LFC	Utah State	Utah State	Utah State

K-3 Plus. Research has identified “time-on-task,” the time students spend in the classroom actively engaged in learning, as a practice that greatly impacts student learning. The state implemented the K-3 Plus program – an extended school year program for kindergarten through third grade students – in 2007. The program extends the school year for a minimum of 25 instructional days beginning before students start Kindergarten at high-poverty or low-performing elementary schools for students who choose to participate. Almost 71 thousand students are eligible to participate in the program. Since 2007, enrollment and funding for K-3 Plus have generally risen. However, in those years where funding decreased, there was a corresponding drop in enrollment.

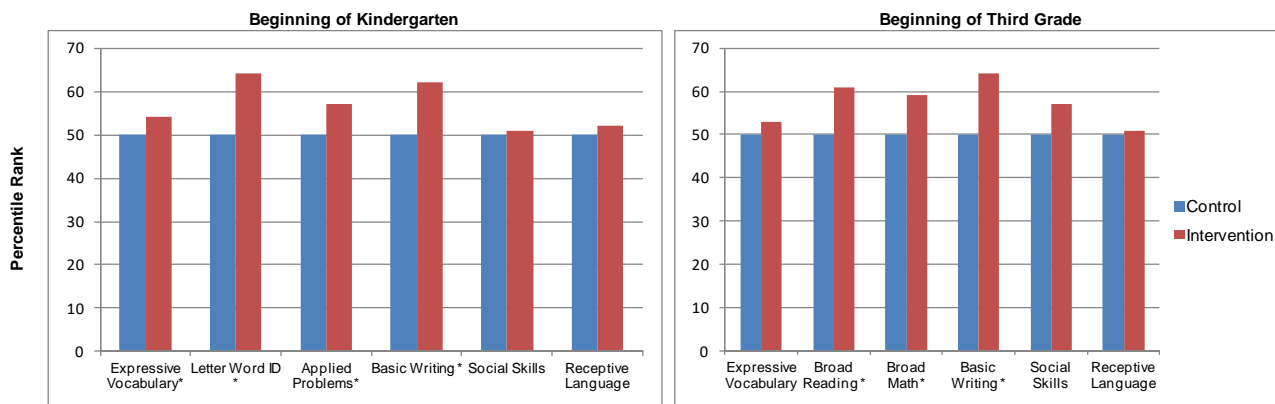
Year	Enrollment	Funding (in thousands)
2016	18,949	\$23,700.00
2015	25,650	\$26,200.00
2014	18,056	\$21,200.00
2013	11,639	\$16,000.00
2012	6,683	\$11,000.00
2011	4,941	\$5,300.00
2010	5,816	\$5,500.00
2009	7,537	\$8,452.10
2008	6,996	\$7,163.40
2007	2,679	\$7,163.40
Total	108,946	\$131,678.90

Source: LFC files and PED Annual Report, 2015

Impact. K-3 Plus has been scientifically shown to improve student performance relative to peers. Utah State University conducted an independent, scientific evaluation of the K-3 Plus program. Published in 2015, the evaluation used a randomized controlled trial (a trial that uses a control group and an intervention group where the researchers determine who is in which group) and assessed students over four years. The evaluation found students enrolled in K-3 Plus the summer prior to entry into Kindergarten were more ready for school and outperformed their peers. Furthermore, those enrolled in K-3 Plus continued to have higher levels of achievement four years later; however the difference between those enrolled in K-3 Plus and those not, was smaller prior to third grade than it was prior to Kindergarten. A five to one return on investment is shown for similar summer learning programs. A cost-benefit analysis of summer learning programs revealed summer programs focused on helping students achieve academically and decreased summer learning loss had a benefit to cost ratio of \$4.75.

Issues. The Utah State study noted increased gains from K-3 Plus throughout the school year when students stay with the same teacher they had during the summer. Some school districts, including Deming Public Schools, have taken the K-3 Plus model and extended it into the 4th and 5th grades creating K-5 Plus programs within their schools. New Mexico should target expanded home services to at-risk, low-income families in high-need communities, develop new performance measures for prekindergarten and child care services, and prioritize funding K-3 Plus on a school-wide or district-wide basis.

Effects of K-3 Plus



Source: Utah State presentation to LESC

Academic Achievement Measures