

**LEGISLATIVE EDUCATION STUDY COMMITTEE  
BILL ANALYSIS**

**Bill Number:** HB 56

**52nd Legislature, 1st Session, 2015**

**Tracking Number:** .198519.2

**Short Title:** Child Care Teacher Retention

**Sponsor(s):** Representative Christine Trujillo

**Analyst:** Heidi L. Macdonald

**Date:** January 27, 2015

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**Bill Summary:**

HB 56 makes an appropriation to fund an ongoing demonstration project to increase the quality of early childhood education for children from birth to five years of age by providing incentives to increase retention of child-care teachers who have completed early childhood education requirements as specified in department rules.

**Fiscal Impact:**

\$400,000 is appropriated from the General Fund to the Children, Youth and Families Department (CYFD) for FY 16. Unexpended or unencumbered funds revert to the General Fund.

According to the CYFD bill analysis, this appropriation is not contained within the executive recommendation or the CYFD request.

For FY 16, the Legislative Finance Committee (LFC) has recommended a \$300,000 appropriation to support provider training and educational advancement to CYFD. Currently, CYFD supports provider education and training advancement through training and technical assistance programs and Teacher Education and Compensation Helps scholarships (TEACH). These programs assist early childhood teachers with additional early childhood education while they are working. TEACH scholarships are available for tuition, textbooks, travel stipends, and compensation incentives. Incentive programs, according to LFC, have been shown to support workforce stability through annual stipends, which supplement low salaries.

**Technical Issues:**

According to a 2014 bill analysis from the Department of Health (DOH) on an identical bill, it is unclear whether the term “early childhood teachers” is used to apply to all personnel working with young children to age five. Without this clarification it is not certain whether or not early intervention agencies working within the Family Infant Toddler Program would be eligible for participation in the ongoing project.

**Substantive Issues:**

According to the bill analysis from CYFD, in FY 15, the department was appropriated \$297,000 for incentives to increase retention of teachers in early childhood education programs. Based on the mid-year report from CYFD:

- INCENTIVES\$ received 265 applications from early educators in 20 counties;
- the FY 15 appropriation was able to award salary supplements to 111 of the 265 applicants;
- after enrolling all 111 child-care educators, approximately 184 educators remain on the waiting list for INCENTIVES\$; and
- additional applications have been received in January 2015, which have not been reviewed and entered into the database.

According to the bill analysis from CYFD, the New Mexico Association for the Education of Young Children (NMAEYC) currently holds the license for the state of New Mexico to implement The Child Care Wage\$ Project, a national initiative that was created in response to research showing that the quality of care received by children decreased due to teacher turnover and teacher education. The current pilot initiative project is being successfully managed by NMAEYC.

According to NMAEYC, the typical rate for staff turnover in New Mexico’s early childhood programs is approximately 33 percent. In their report, they indicate that after the first full year of a small INCENTIVES\$ Pilot using foundation funds, 46 percent of participants completed additional college coursework and there was no turnover of teachers. The second year-end reported 47 percent of participants completed additional coursework, while 27 percent had enough courses to move to the next supplemental level.

**Background:**

In 2011, legislation was enacted to create the *Early Childhood Care and Education Act* (ECCEA) to be administered by CYFD for the purpose of:

- establishing a comprehensive early childhood care and education system through an aligned continuum of state and private programs, including:
  - home visitation;
  - early intervention;
  - child-care;
  - Early Head Start and Head Start;
  - early childhood special education;
  - family support; and
  - pre-kindergarten;
- maintaining or establishing the infrastructure necessary to support quality in the system’s programs; and
- creating the Early Learning Advisory Council (ELAC), which is attached to CYFD.

During the 2013 interim, the LESC heard an update on the implementation of the act. Testimony began with an LESC staff review of the history and provisions of the act, including:

- a review of seven core principles, arising out of collaborative efforts of the New Mexico Business Roundtable (NMBR) and the New Mexico Early Childhood Development Partnership;
- the establishment of the ELAC and its designation as the state’s official council for the Head Start program, as required by federal law;

- the membership of the council, comprising three *ex officio* members; three members appointed from, and by, the NMBR Board of Directors; and nine other members, from various other stakeholder groups, appointed for staggered terms by the Governor;
- the creation of the Early Childhood Care and Education Fund, a non-reverting fund administered by the CYFD; and
- requirements that ELAC make recommendations to the Legislature and CYFD on the best manner of leveraging available program funds, as well as general recommendations regarding the coordination and alignment of an early childhood care and education system in New Mexico, with particular attention to several prescribed components.

### ***Related Initiatives***

New Mexico is one of five states currently participating in the Child Care WAGES Project, which provides education-based salary supplements to low-paid teachers, directors, and family child-care providers with children ages birth to five years old. The Child Care WAGES Project is designed to provide preschool children more stable relationships with better educated teachers by rewarding teacher education and continuity of care.

Since 2004, the NMAEYC has administered the TEACH, which is licensed by the Child Care Services Association in North Carolina, the TEACH parent office. According to the NMAEYC website, the TEACH Project:

- is designed to provide scholarships to individuals that are studying early childhood as they work with children in a child-care center or school;
- provides award monies to over 500 scholars throughout the state; and
- has supported TEACH scholars in obtaining 168 early childhood education degrees, including:
  - 92 associate degrees;
  - 38 Bachelor's degrees;
  - 27 Master's degrees; and
  - 11 in alternative licensure.

According to NMAEYC, the INCENTIVES Early Childhood is a public-private partnership designed to help create a stable, highly qualified early childhood education workforce in New Mexico through the provision of pay supplements. As of October 2014, INCENTIVES is available across the state of New Mexico. The supplements, according to the NMAEYC, encourage early childhood educators to take more college classes to gain expertise about young children and to commit to continuing to work with children ages birth to five.

An applicant must meet the following requirements to be eligible for the INCENTIVES program:

- child-care or education professional must currently earn less than \$16 an hour;
- candidate must work at least 10 hours per week with children under five;
- candidate must have taken at least five credit hours of early childhood education college classes or 70 credit hours of well-rounded college coursework;
- candidate must work for either:

- a licensed child-care and education center;
  - a registered or licensed family child-care home; or
  - an Early Head Start program (only applies to Santa Fe County);
- in a center, candidate must work in a room with at least one of the children younger than age five or be a director-employee;
  - the candidate's center must serve at least one child on state child-care subsidy;
  - in a family child-care home, at least one non-relative child must be younger than five; and -
  - if working in a family child-care home, the home must be listed on New Mexico Kids Child Care Resource and Referral.

In 2010, INCENTIVES\$ Early Childhood, an affiliate of the Child Care WAGE\$ Project, was started by the NMAEYC as a pilot program in Santa Fe County. The INCENTIVES\$ Early Childhood pilot program:

- provides pay supplements every six months to early childhood teachers or assistant teachers based on the level of education of the teachers;
- is designed to encourage teachers and assistants to commit to their programs and to the early childhood field and to continue to take college classes in Early Childhood Education (to increase the size of their pay supplements); and
- restricts eligibility to teachers of infants, toddlers, or two-year-olds in Santa Fe County.

### ***Race to the Top Early-Learning Challenge Grant***

In 2012, the US Department of Education announced that New Mexico was one of five states to receive a Race to the Top-Early Learning Challenge grant. New Mexico received \$25.0 million, to be paid out over four years and to be split between CYFD, the Public Education Department, and the DOH for implementing five areas of education reform:

1. successful state systems;
2. high-quality, accountable programs;
3. promoting early learning and development outcomes for children;
4. a great early childhood education workforce; and
5. measuring outcomes and progress.

### ***Early Childhood Education Preparation Programs in New Mexico***

According to the 2013 *National Directory of Early Childhood Educator Preparation Institutions*, a directory listing state-recognized colleges, universities, and other postsecondary teacher preparation institutions, in New Mexico, these institutions offer two-year Early Childhood Education degrees:

- Albuquerque Technical Vocational Institute;
- Southwestern Indian Polytechnic Institute;
- New Mexico State University-Carlsbad;
- Clovis Community College;
- Crownpoint Institute of Technology;
- Northern New Mexico College;
- San Juan College;

- New Mexico State University;
- Luna Community College;
- University of New Mexico-Gallup Campus, Valencia County Branch, and Taos Education Center;
- Eastern New Mexico University, Main Campus and Roswell Campus;
- Santa Fe Community College;
- Western New Mexico University; and
- Mesalands Community College.

In New Mexico, these institutions offer four-year Early Childhood Education degrees:

- The University of New Mexico;
- New Mexico State University;
- New Mexico Highlands University;
- Eastern New Mexico University; and
- the College of Santa Fe.

**Committee Referrals:**

HEC/HAFC

**Related Bills:**

SB 86, *Child Care Teacher Retention* (Identical)