



NEW MEXICO  
LEGISLATIVE  
FINANCE  
COMMITTEE

Program  
Evaluation  
Unit

Program Evaluation: Instructional Time and  
Extended Learning Opportunities in Public  
Schools

September 28, 2018

Report #18-09

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September 28, 2018

Christopher Ruszkowski, Secretary Designate  
Public Education Department  
Jerry Apodaca Education Building  
300 Don Gaspar  
Santa Fe, New Mexico 87505

Dear Secretary Designate Ruszkowski:

The Legislative Finance Committee is pleased to transmit the evaluation, *Instructional Time and Extended Learning Opportunities*. The evaluation examined state trends in the length of school day and year, assessed the instructional time requirements of New Mexico and other states, and studied the costs and benefits of adding more instructional time and extended learning opportunities.

The report will be presented to the Legislative Finance Committee on September 28, 2018. A conference discussing the contents of the report was conducted with the Public Education Department on August 17, 2018. The Committee would like a plan to address the recommendations within this report within 30 days from the date of the hearing.

I believe this report addresses issues the Committee asked us to review and hope your department and New Mexico's school districts and schools will benefit from our efforts. We very much appreciate the cooperation and assistance we received from you and your staff.

Sincerely,

A handwritten signature in cursive script that reads "David Abbey".

David Abbey, Director

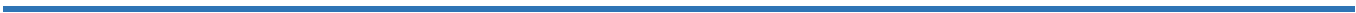
CC: Representative Patricia A. Lundstrom, Chair, Legislative Finance Committee  
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New Mexico School Superintendents' Association  
New Mexico School Boards Association



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Many New Mexico students enter kindergarten behind grade level and lose ground in learning over summer breaks. By third grade, low-income students, on average, perform below grade level. National research has found that low-income students face a 6,000-hour learning gap by the sixth grade, compared to their middle- and high-income peers, who are more likely to have access to high-quality learning opportunities outside of school. This learning gap especially impacts students who are considered at-risk, which includes 70 percent of New Mexico public school students.

At the same time, students in the state now have fewer instructional days than they had a decade ago. Despite the addition of \$14 million into the public education funding formula for additional instructional days in school year 2008-09 (SY09), the average number of weighted school days decreased from 177.8 in SY09 to 175.6 in SY18. Only 20 percent of school districts and charter schools (also known as local education agencies, or LEAs) have at least 180 school days, the most common requirement across U.S. states. In addition, many LEAs – including three of the state’s five largest districts – have regular, sometimes weekly, early release days that reduce the amount of stated instructional time.

The number of New Mexico LEAs with a four-day week schedule has increased by over a third since SY10. Four-day weeks may not be an effective way for districts to reduce costs, with national research showing very modest, if any, cost savings. At the same time, four-day weeks can create financial and logistical burdens for families, with childcare on “off” days estimated to cost approximately \$2,000 per year for two children.

Programs like K-3 Plus that provide additional learning days have shown promise in closing achievement gaps. However, K-3 Plus only reaches 22 percent of students at eligible schools. Afterschool and summer enrichment opportunities also augment learning time and help to offset the disparity in opportunities between low-income and other students, but inadequate and inconsistent funding limit their reach and effectiveness.

However, additional instructional time will not necessarily improve outcomes without high-quality instruction, delivered by effective teachers who engage in professional development, collaboration, and planning. The amount, content, and strategies for professional development vary significantly across LEAs. Overall, school districts have an average of seven non-instructional days for teachers, as well as time built into the school day, and many supplement this time with early release days for professional development.

Expanding K-3 Plus to a schoolwide K-5 Plus model at all eligible schools would reach approximately 100 thousand students, at an estimated total cost of \$120 million. In addition, providing a funding formula option for LEAs to extend their school year by 10 days beyond the 180 instructional days already funded, extend daily learning time through afterschool programming, and provide high-quality professional development time would ensure that more students – and teachers – could benefit from additional time. It would cost approximately \$144 million, or \$28.8 million each year in the funding formula over a five-year phase-in period, for all LEAs to implement such a program.

***Many New Mexico students enter kindergarten behind, and low-income students perform below grade level***

Many New Mexico students enter school underprepared and do not perform at grade level. While students, on average, gain approximately a year's worth of academic growth in each grade, there are large achievement gaps, and overall, low-income students perform below grade level. This gap especially impacts the 70 percent of students counted as at-risk in the funding formula.

New Mexico requires 990 instructional hours for grades K-6 and 1,080 hours for grades 7 – 12, as well as a minimum of 5.5 hours per day for K-6 and six hours for grades 7 – 12. The state has never had a minimum instructional day requirement. Local education agencies (LEAs) can implement schedules that exceed the minimum number of hours, and many do so. Public Education Department (PED) administrative rules also allow LEAs to operate under a “condensed,” or four-day week calendar. New Mexico’s instructional hour requirements are broadly in line with other states, but many states have minimum day requirements.

***New Mexico students had fewer instructional days, on average, in SY18 than in SY09, despite funding to pay for an additional day***

Less than 20 percent of all LEAs had at least 180 instructional days, the most common requirement nationally, and despite an addition of \$14 million into the funding formula in SY09 to pay for one additional day, students on average had fewer days in SY18 than in SY09. The average number of annual instructional days decreased by 3.5 days from 171.3 in SY09 to 167.8 in SY18. If weighted by the number of students in each LEA, the average number of annual days decreased by 2.2 days, from 177.8 to 175.6. New Mexico’s average school day is 6.7 hours, just below the national average of 6.8.

A number of LEAs use early release days, reducing stated instructional time. LEAs do not consistently report early release days, and there is no effective mechanism to monitor their use. Three of the state’s largest districts – Santa Fe, Albuquerque, and Rio Rancho – have weekly early release days for at least some schools. PED does not specifically ask LEAs to report on use of early release days in a uniform manner.

***Additional instructional time can help to offset learning gaps for low-income students***

Additional instructional time can serve as an important tool to expand learning opportunities, helping to offset learning gaps for low-income students. Additional learning time provides for more time engaged in academic classes, more time for enrichment activities, and more time for teacher collaboration and professional development. Longer school years, in particular, can help to offset summer learning loss that disproportionately affects low-income students. Any additional time must be high-quality time in order to be effective.

Summer and afterschool programming can also augment instructional time and help to offset the disparity in enrichment opportunities between low-income



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and other students. These programs can have positive academic benefits for students, but funding fluctuates from year to year and is inadequate to meet demand. For example, the percent of grant applications that received state funding for afterschool and summer programs decreased from 56 percent in FY16 to 19 percent in FY18 due to an increase in applications and a decrease in state appropriations for afterschool programs.

On average, New Mexico school districts provide seven non-instructional days for teachers, less than a national average of 10 days. However, many augment this time with early release days that are used for professional development, but are not counted in non-instructional days. The Legislature should ensure that teachers have enough time for professional development and other activities that does not come at the expense of instructional time for students, and PED should take steps to ensure that professional development is high-quality and evidence-based.

Expanding K-3 Plus programs to reach more students can significantly extend learning time for those who need it most. Expanding the K-3 Plus program to include all students in grades K-5 at all eligible schools would cost a total of approximately \$120 million dollars and would reach approximately 100 thousand students, or 66 percent of all K-5 students. Based on the current K-3 Plus cost structure, approximately 71 percent of LEA program expenditures would go to educator compensation and benefits. K-3 Plus has shown positive results, and is most effective when certain criteria are met – the program should run for 25 days, ending within two weeks of the beginning of the school year, and students should have the same teacher for K-3 Plus as they do for the regular school year. However, programs are not always implemented using these criteria.

***Expanding K-5 plus to cover all students at eligible schools would reach 66 percent of all K-5 students at a cost of \$120 million***

While an expanded K-5 Plus program would cover significantly more students than are currently covered, this would still leave students at non-K-3/K-5 Plus schools, as well as middle and high school students, without access to extended learning time. Currently, costs associated with providing additional instructional days are not directly compensated through the funding formula. Developing an option in the formula for LEAs to implement a “package” of instructional time interventions – adding 10 instructional days, plus high-quality afterschool programming that lengthens daily learning time for students, and evidence-based professional development time for teachers – would enable more students to benefit from extended learning and enrichment time. Providing options in the funding formula for all LEAs to implement these reforms would cost approximately \$144 million, or \$28.8 million each year over a five-year phase-in period.

The number of New Mexico LEAs with a four-day week schedule has increased by over a third since SY10, although only four percent of district and 20 percent of charter school students are on this schedule. Nationally, four-day week schedules are becoming more common, with many LEAs implementing them with the goal of cost reduction. However, the schedule may not be an effective way to save money. A 2011 study from the Education Commission of the States found that cost savings are minimal or nonexistent. In addition, four-day weeks can create financial and logistical burdens for

***Over 40 percent of school districts are on a four-day week schedule, despite a lack of evidence of cost savings***

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families. Four-day weeks appear to have no or minor effects on student outcomes, but research is limited, with no experimental studies conducted to date.

## Key Recommendations

### The Legislature should consider:

- Amending state law (Section 22-2-8.1 NMSA 1978) to require that parent-teacher conferences and home visits be counted as in-service time, rather than instructional time.
- Amending state law (Section 22-8-45 NMSA 1978) to require professional development programs to be evidence-based (based on the federal Every Student Succeeds Act's four tiers of evidence).
- Investing in phased-in K-3/K-5 Plus expansion to cover more students at eligible schools.
- Amending statute to require that K-3/K-5 Plus programs end within two weeks of the upcoming regular school year and be no shorter than 25 days, regardless of the length of the instructional day, keep students with the same teachers that they have for the regular school year, as well as provide at least 180 days (for five-day week schools) or 150 days (for four-day week schools) in the regular school year.
- Adding an Extended Learning Time Program (ELTP) component to the public education funding formula that allocates funding for schools implementing extended learning time reforms.
- Appropriating additional funds for a new ELTP component of the public education funding formula.
- Adding statutory language to require that implementation of ELTP follows best practices, contains evidence-based professional development, and includes regular monitoring and evaluation, as well as requiring participating schools to first commit to providing at least 180 instructional days.
- Amending the state Variable School Calendar Act to prohibit adoption of four-day week schedules for any district or charter school not meeting academic standards, and require any district or charter school using a four-day week schedule that does not meet academic standards for three consecutive years to revert to a five-day week.

### PED should:

- Require LEAs to report use of early release days (including number of days and hours) in a standardized manner through the budget approval process, as well as account for early release time.
- Amend its rules (6.29.1.9 NMAC) to specify a uniform way of tracking and counting early release hours as in-service time when calculating minimum instructional hours.
- Update its professional development framework, including a focus on developing evidence-based professional development programming, based on ESSA's four tiers of evidence.
- Maintain and enhance its oversight of K-3/K-5 Plus programs, including collecting and monitoring information on enrollment,

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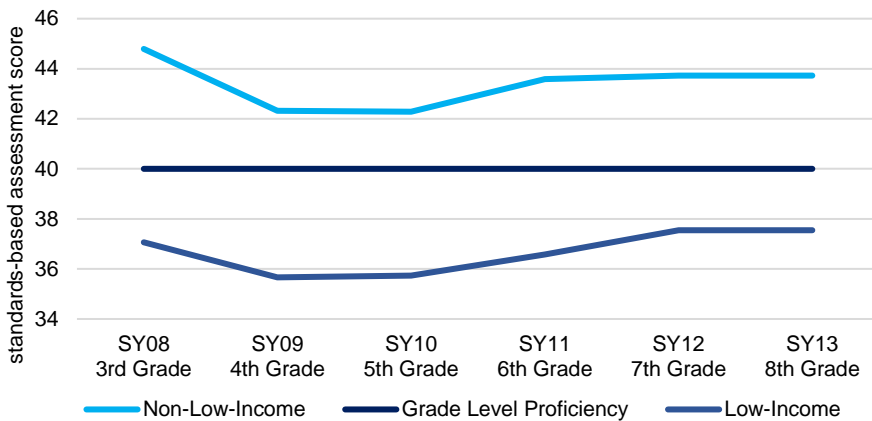
program lengths, start and end dates, and number of students that remain with their teacher during the regular school year, and report this information to LFC.

- Require all LEAs that have adopted a four-day week schedule to submit updates every three years to PED, as part of their calendar submissions, that explain how the four-day week has achieved intended goals and educational and fiscal benefits.

## Extended learning time can help to close achievement gaps

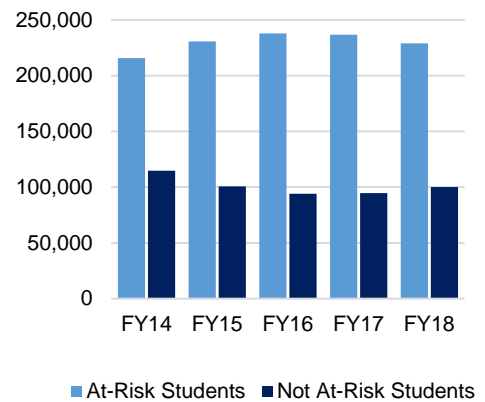
Many New Mexico students perform below grade level, and face large achievement gaps. While students, on average, gain approximately a year’s worth of academic growth in each grade, many students start out behind, and by third-grade, low-income students, on average, perform below grade level proficiency in reading (Chart 1). Loss of growth especially impacts students considered at-risk, which includes low-income students, high-mobility students, or English learner (EL) students. Seventy percent of New Mexico public school students are counted in the funding formula as at-risk (Chart 2).

**Chart 1. Average Reading Scores from Third through Eighth Grade, SY08-SY13**



Source: LFC analysis of PED data  
Note: Longitudinal cohort of 20.2 thousand students.

**Chart 2. Public Education At-Risk and Not At-Risk Students**



Source: LFC Files

Previous LFC evaluations found that interventions such as K-3 Plus and prekindergarten that provide additional instructional time to at-risk students can help to mitigate academic achievement gaps. A 2016 LFC program evaluation of student “time-on-task” examined how school time is used and highlighted the importance of time as a resource for students and teachers. The evaluation found that, on average, students lose 32 percent of instructional time to non-instructional activities including absences, test preparation, discipline, and teachers' administrative duties (see Appendix B for progress updates on that evaluation’s recommendations).

While the state has made investments in K-3 Plus and prekindergarten programs, it has lost ground on school calendars, with students receiving fewer instructional days, on average, than they did a decade ago. At the same time, more LEAs have implemented four-day week schedules, reducing the number of instructional days, and many districts have regular early release days, further reducing the number of instructional days.

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This program evaluation examines how instructional time can be used to help close achievement gaps and help students catch up academically to their peers. It reviews the amount of time available in New Mexico school districts and charter schools for both students and teachers, as well as trends in instructional and non-instructional time. The evaluation also assesses the costs and benefits of investing in more school time, with the recognition that additional instructional time, on its own, will not necessarily improve outcomes without high-quality instruction, delivered by effective teachers who engage in professional development, collaboration, and planning.

***Additional instructional time will not necessarily improve outcomes without high-quality instruction, delivered by effective teachers***

**New Mexico requires a minimum number of annual instructional hours, but not a minimum number of instructional days.**

New Mexico statute (Section 22-2-8.1 NMSA 1978) sets minimum hourly requirements for “school-directed” programs. Minimum requirements are 990 hours for grades K – 6 and 1,080 hours for grades 7 – 12. Statute also stipulates a minimum number of hours per day (5.5 hours for K – 6 and six hours for grades 7 – 12) but includes a provision that these daily minimums can be waived as long as the school year is adjusted so students receive the same total instructional time. The state does not set a required number of school days. Local education agencies (LEAs) can implement schedules that exceed the minimum number of hours, and nearly all of them report doing so, although early release days may reduce stated hours in some cases.

Lunch does not count towards “school-directed” program time, but breakfast does, if it is part of a state or federal program. Statute also states that up to 33 hours of full-day kindergarten and up to 22 hours of grades 1 – 6 can be used for home visits by the teacher or for parent-teacher conferences. Up to 12 hours of grades 7 – 12 can be used for parent-teacher conferences. While important, counting this time as instructional hours effectively inflates reported instruction by up to six days when in fact instruction is not occurring. A key recommendation from the LFC’s 2016 “Time-on-Task” program evaluation was to amend statute to prevent parent-teacher conferences, half days, and home visits from counting toward mandated instructional hours. This section of state statute remains unchanged since 2016.

PED’s budget bureau approves calendars, as stipulated in Section 22-8-9 NMSA 1978 (“[a] budget for a school district shall not be approved by the department that does not provide for: (1) a school year and school day as provided in Section 22-2-8.1 NMSA 1978; and (2) a pupil-teacher ratio or class or teaching load as provided in Section 22-10A-20 NMSA 1978.”).

***New Mexico has never implemented minimum instructional day requirements.*** In 2009, the Legislature passed Laws 2009, Chapter 276 (HB691a), requiring a regular school year and an alternative school year (with four-day school weeks) to consist of at least 180 and 150 instructional days, respectively, beginning in SY11. Due to implementation concerns from school districts and other stakeholders, the Legislature delayed the effective date of the statutory instructional day minimums to SY12 (Laws 2010, Chapter 66; SB87) and eventually repealed the requirements (Laws 2011, Chapter 154; SB145). In 2010, PED and the Department of Finance and Administration conducted a study on school calendars, in response to the above-mentioned



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laws. The report found that, on average, LEAs would not meet the instructional day minimum requirement (at the time, five-day charters and districts had an average of 176 days, and four-day charters and districts had an average of 149). The study also cited pushback from LEAs on implementation of a 180-day requirement, which argued that the proposed requirement would negatively impact classroom learning time and impose additional costs.

In recent years, legislation has been introduced to increase minimum instructional hours and days in public schools. For example, SB171 from the 2018 regular legislative session would have required at least 1,127.5 instructional hours or 5.5 hours per day for 205 days for grades K – 5 and at least 1,180 hours or six hours per day for 180 days for grades 6 – 12. Similar bills were proposed in 2015 (SB563), 2016 (SB288), and 2017 (SB256). These legislative proposals, none of which passed, would have relied on additional distributions from the state’s Land Grant Permanent Fund. According to an analysis by State Investment Council staff, increased distributions could reduce the future growth and corpus of the fund, which serves as a long-term endowment for New Mexico’s public schools, higher education institutions, and other beneficiaries.

***The New Mexico Variable School Calendar Act authorized schools to extend their calendars beyond nine months; four-day school weeks were later authorized through State Board of Education rules.*** In 1972, New Mexico passed the Variable School Calendar Act (Section 22-22-1 NMSA 1978) allowing schools to operate under a “variable” school calendar extending beyond nine months. State Board of Education [PED] administrative rules later allowed LEAs to operate under a “condensed” calendar with a four-day school week schedule (6.10.5.7 NMAC). School district and charter school governing boards are allowed to enact a four-day school week schedule as long as they meet the statutorily required number of instructional hours per year. PED rules stipulate that LEAs must seek public input and verify community support before adopting a four-day school week. As of SY18, 38 school districts and 22 charter schools had adopted a four-day week schedule.

In 2018, the Legislature passed language in the General Appropriation Act prohibiting PED from approving the 2018-19 operating budget of any school district or charter school with a four-day school week that did not have a four-day school week in 2017-18. PED is required to enforce this moratorium through FY19.

***Twenty-nine states have an instructional day requirement of at least 180 days***

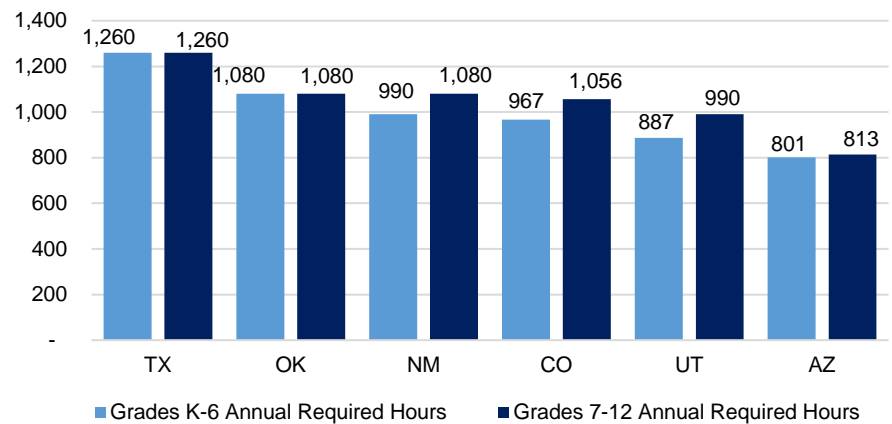
***New Mexico’s instructional hour requirements are broadly in line with other states, but most states have minimum day requirements.*** Nationally, states apply one of the following models of instructional time requirements for districts and charters:

- 13 states require a minimum number of days per year,
- 10 states require a minimum number of hours per year,
- 15 states require a minimum number of both days and hours, and
- 13 states require either a minimum number of days or hours.

Of the 41 states that have a minimum day requirement, the requirement ranges from 186 days in Kansas to 160 days in Colorado, with an overall average of 178 days. Twenty-nine states require a minimum of 180 days.

Over time, fewer states have imposed day length requirements, giving districts more flexibility in determining how hours are distributed and allowing for variable uses of time, such as four-day week schedules. Between 1990 and 2014, 16 states removed their day length requirements, and two – Utah and Washington, D.C. – added them. When compared to neighboring states, New Mexico’s requirements for minimum instructional hours fall somewhere in the middle – more than Colorado, Utah, and Arizona and fewer than Texas and Oklahoma (Chart 3).

**Chart 3. Hourly Instructional Time Requirements by State**



Source: Education Commission of the States, 50-State Comparison, April 2018

However, it is difficult to directly compare instructional time across states. States differ in their definitions of what counts as instructional time – for example, Texas includes lunch and breaks between classes in its seven-hour school day, but South Dakota excludes breaks. When it comes to number of instructional days, some states include in-service or professional development days, while others (including New Mexico) count these days separately. Of course, student demographics also vary significantly between states, with different proportions of low-income and at-risk students. According to 2017 U.S. Census Bureau data, the proportion of children aged 5-17 living in poverty ranged from 7 percent (New Hampshire) to 28 percent (Mississippi) in 2016. New Mexico had the fourth highest proportion of children living in poverty, at 26 percent.

**Extended learning offers more instructional time for students, and encompasses a wide range of models, approaches, and interventions.**

Extended learning may be implemented as a schoolwide approach, selectively for at-risk students, or may be voluntary. Time may be added to the school day, school year, or outside of the academic day/year. Many extended learning approaches include not only additional time, but also a rethinking of how time is structured and used, as well as rethinking other components, such as teacher preparation, community partnerships, and curricula.

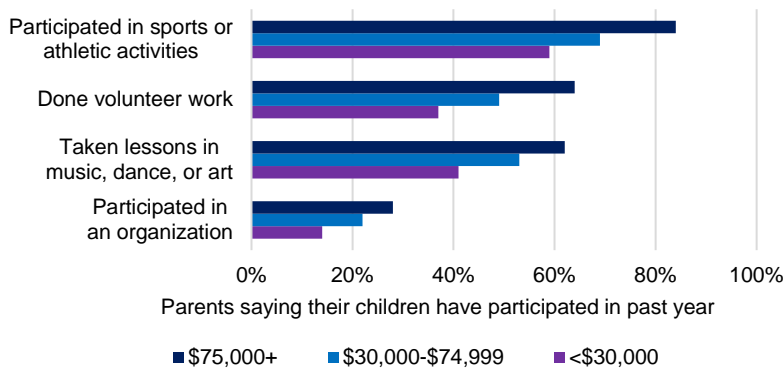
Generally, instructional time is extended using one or more of the following approaches:

- **Extend the school day**, typically beyond the standard six or 6.5 hour school day.
- **Extend the school year**, typically beyond the standard 180-day school year.
- **Provide out-of-school time (OST)**, or programs outside of regular school hours. Programs may focus on traditional academics, hands-on enrichment activities, youth development, tutoring and mentoring, vocational learning, or other areas, and can include:

- Afterschool OST (separate from regular academic school day)
- Summer OST (separate from regular academic school year)
- **Restructure the school year** (often a “year-round” schedule) to shorten breaks.

Typically, an extended school day or school year model targets all students in a particular school or district, while OST models may target certain student populations (e.g. students struggling with academic skills), or be voluntary. Some models use many or all of these approaches. For example, community schools often have longer school days and years, and work with partners to provide enriching afterschool and summer programming for students.

**Chart 4. Children's participation in extracurricular activities and parental income, 2015**

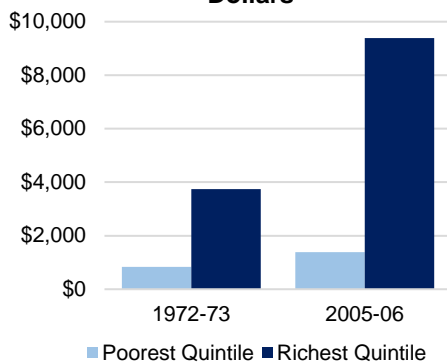


Source: Pew Research Center  
 Note: Nationally representative sample of 1,807 U.S. parents with children under 18.

Afterschool and summer learning programs can help to offset the disparity in enrichment opportunities between low-income and other students. Children of parents with higher annual incomes participate more in extracurricular activities than other children, and low-income students do not have the same access to OST programs as do middle-income and higher-income students. Research from Expanded Schools found that children from middle- and high-income families receive 6,000 more hours of learning from afterschool and enrichment activities than children in poverty by the

sixth grade. In 2015, a Pew Research Center survey found that parents with a higher annual income were more likely to report that their children participated in an extracurricular activity (Chart 4). High-income families spend more on learning enrichment than low income families, and this spending gap has increased over time, with families in the richest quintile spending almost six times more per child than families in the poorest quintile on enrichment expenditures (e.g. books, child care, and summer camps) in 2005-06 (Chart 5).

**Chart 5. Family Enrichment Expenditure per Child, 2012 Dollars**



Source: Duncan & Murnane (2016) Rising Inequality in Family Incomes and Children's Education Outcomes.

Proponents of OST programs typically cite three primary benefits that programs offer: providing high-quality supervision at times when youth may engage in risky behaviors; providing enriching activities that may otherwise be dependent on family income; and providing an academic boost to low-income students.

It is difficult to make broad conclusions about the success of OST programs, given that there is considerable disparity in outcomes due to the variation in OST models. While some programs focus primarily on academic achievement, others aim to expose children to art, promote positive social skills, or decrease substance use, for example. A meta-analysis of OST studies by the RAND Corporation concluded that academic OST programs can measurably improve student achievement (the exception was homework help, which did not have an effect on academic outcomes). The study also argued that while non-academic OST programs do not necessarily improve academic outcomes, they provide other benefits – like high-quality supervision – which are often not well measured.

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***In July 2018, the state’s First Judicial District Court ruled that the state does not provide students with a sufficient public education and highlighted extended learning time as a potential intervention.*** In 2014, students, parents, and school districts filed two lawsuits, *Yazzie v. State of New Mexico* and *Martinez v. State of New Mexico*, alleging that the state is not providing enough funding to ensure a sufficient education for at-risk students, especially Native American students, English learners, students with disabilities, and low-income students. In July 2018, a district judge agreed, ruling on the consolidated lawsuits that the state was not meeting its constitutional duties. The Court ordered the state to develop, and begin implementing, a Court-approved plan to provide a sufficient education for students and allocate sufficient funding for public education by April 15, 2019. The ruling specifically mentioned extended learning time as a potential intervention for at-risk students.

An independent 2008 study on the state’s funding formula cited extended time as an important programmatic element for high-poverty schools. The study, conducted by American Institutes for Research, made recommendations about New Mexico’s funding formula, in part based on output from stakeholder panels. While participants ranked extended time relatively low in overall importance on a list of 10 programmatic elements, when designing programs and allocating resources for high-poverty schools, most panels extended the amount of time in school, in addition to reducing class sizes, and adding additional support personnel.

***An independent 2008 study on the state’s funding formula cited extended time as an important element for high-poverty schools***

***At the federal level, the primary sources of funding for extended learning opportunities are authorized under Title IV and Title I of the federal Every Student Succeeds Act (ESSA) of 2015.*** Under Title IV, the U.S. Department of Education provides funding for states – approximately \$1.2 billion total in FY18 – to award competitive grants to school districts and nonprofit organizations to establish **21<sup>st</sup> Century Community Learning Centers (CCLCs)**, which provide extended learning opportunities to students. Title I of ESSA provides additional funding for states to allocate to schools with high proportions of low-income students. Schools must use Title I funding to operate either a targeted assistance program, providing instructional services to the most at-risk students, or a schoolwide program to improve educational outcomes for all students. Schools can use Title I funding to provide extended learning opportunities.

Another major federal funding source for extended learning time was the **School Improvement Grant (SIG) program**, authorized under the previous federal No Child Left Behind Act of 2001. The SIG program allowed grantees to implement one of four school intervention models (transformation, turnaround, restart, or closure), using approved, evidence-based practices. States received federal funds to identify low-performing, eligible schools, and award competitive grants for intervention. Two of the intervention models included extended learning time as core components. The time-limited nature of the grants led to issues with sustainability of interventions. For example, Rhode Island officials noted that financial constraints made it difficult to sustain increased learning time after grants ended, leading districts to limit the amount of added learning time in order to avoid significant future cuts. ESSA

replaced the SIG program with a new requirement that each state education agency set aside seven percent of its ESSA Title I money for improvement activities for low-performing schools. In FY18, New Mexico received \$119.1 million in total ESSA Title I funding and PED set aside \$8.3 million (7 percent) for funding school improvement activities.

***As part of ESSA, three New Mexico schools are restructuring and redesigning their programs to increase instructional time.*** ESSA requires states to annually rate schools and identify schools needing comprehensive support and improvement (CSI) and targeted support and improvement (TSI) from the state. Schools unable to exit CSI status for three years receive more rigorous interventions (MRI) which can include significant “restructure and redesign” of the schools. New Mexico currently has four MRI schools, three of which – Los Padillas and Whittier elementary schools in Albuquerque and Dulce Elementary School – are restructuring and redesigning their programs to improve teacher recruitment, enhance professional development, and increase instructional time. PED has approved an annual budget of \$675 thousand for each of the three MRI schools to restructure their programs.

At the state level, one of the most significant extended time initiatives is **Massachusetts’ Expanded Learning Time (ELT)** program. Between 2006 and 2009, the state awarded three-year grants to 26 schools to extend their school years by 300 hours, providing a smaller number of awards in later years. The grants did not require any specific changes to curricula, and schools had flexibility in how they extended their school day or year (see Figure 1 for more detail).

Other large-scale state-level initiatives include:

- **The TIME Collaborative** (CO, CT, MA, NY, TN). Funding from the Ford Foundation allowed 40 participating schools to add at least 300 hours to their school years, and also receive technical assistance to effectively implement the extended time.
- **Extended Time for Reading** (FL). Starting in 2016, Florida required the 300 lowest-performing elementary schools in reading to provide an additional daily hour of school-wide intensive reading instruction, using supplemental funds.

**Figure 1. Massachusetts Extended Learning Time (ELT) Initiative**

**Model:** Selected Massachusetts public schools received up to \$1,300 per pupil annually to add 300 hours to the school year (typically extending the school day to eight hours). Grantees received technical assistance and worked with the state’s department of education to create three-year performance agreements with measurable goals for the three key elements of ELT: academic performance, enrichment, and professional development.

**Targeted to:** Grants gave preference to schools in low-income districts. In FY14, the percentage of low-income students in ELT schools averaged 77 percent and the percentage of EL students averaged 16 percent. Between FY06 and FY15, over 22 thousand students attended an ELT school.

**Outcomes:** A quasi-experimental study of ELT schools from 2012 found the following:

- Substantial variation across ELT schools’ approach to implementation of extended hours.
- Limited differences between students in ELT and comparison schools on achievement outcomes.
- A significantly higher proportion of teachers in ELT schools reporting satisfaction with the amount of time available for instruction, academic support, collaborative planning, and coordination.

**Sources:** Report on the Expanded Learning Time Grant: Costs, Expenses and Recommendations for Sustainability, Mass. Department of Education, January 2015; Evaluation of the Mass. Expanded Learning Time (ELT) Initiative, Abt Associates, February 2012



## Given disparities in learning opportunities in New Mexico, many students could benefit from high-quality extended learning time

**Additional instructional time creates more opportunities for learning and enrichments, helping to offset opportunity gaps for low-income students.**

Extended instructional time is an important tool to expand learning opportunities, especially for at-risk students. Research on the effects of extended learning time has found positive results for students, especially those at risk of school failure. A meta-analysis of 15 empirical studies on the impact of additional instructional time found that of the 15 studies, 14 found evidence of a positive relationship for at least one of the intended achievement outcomes or subsample of students.

Some studies have found that both extended school year and extended school day models can especially benefit students in minority groups, those who have performed poorly on standardized tests, and those eligible for free or reduced lunch (FRL). Further research on extended learning time is needed – because many extended learning time initiatives are implemented as one component of a broader school or district improvement plan, it is often difficult to disaggregate the effects of additional time from other reforms.

Overall, extended learning time provides opportunities for more, and better, learning – if it is used well. The National Center on Time and Learning (NCTL) points to three distinct but interrelated benefits of additional learning time (Figure 2).

***Extending the school year, in particular, can help to mitigate the summer learning loss that impacts low-income students.*** Summer learning loss – sometimes called summer slide – refers to learning setbacks that affect students during long summer breaks. Learning loss increases in higher grades, and by the end of middle school, students may lose a third of what they learn during the school year. Low-income and minority students lose more ground than their middle-class and white peers.

One study on summer learning loss refers to the idea of a “resource faucet,” which is turned on during the school year, enabling all students to make gains. Out of school, however, the flow of resources slows for some students, while remaining steady for others. Extending the school year can provide a more steady resource faucet for low-income and at-risk students in New Mexico, who make up the majority of public school students. Students in New Mexico LEAs have an average summer break of 78 days, or over 11 weeks (80 days for charters and 76 for districts), which is longer than summer breaks in most top-performing school systems globally. For students who may not have as

***Extended instructional time provides opportunities for more, and better, learning – if it is used well***

**Figure 2. Benefits of Additional Learning Time**

- More time engaged in **academic classes**, allowing broader and deeper coverage of curricula and more individualized learning support.
- More time devoted to **enrichment classes and activities** that expand students’ educational experiences and boost engagement in school.
- More dedicated time for **teacher collaboration and embedded professional development** that enables educators to strengthen instruction and develop a shared commitment to upholding high expectations and respond to student data.

Source: NCTL

many out-of-school opportunities and resources, time in school can be an important equalizer.

### Figure 3. Practices of High-Performing, Expanded-Time Schools

- 1) Optimize time for student learning
  - Make every minute count
  - Prioritize time according to focused learning goals
  - Individualize learning time and instruction based on student needs
- 2) Use time to help students thrive in school and beyond
  - Use time to build a school culture of high expectations and accountability
  - Use time to provide a well-rounded education
  - Use time to prepare students for college and career
- 3) Dedicate time to improve teacher effectiveness
  - Use time to continuously strengthen instruction
  - Use time to relentlessly assess, analyze, and respond to student data

Source: NCTL

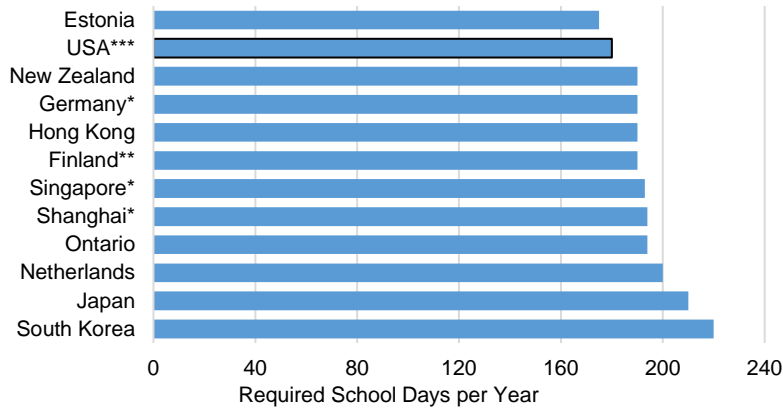
**Additional instructional time must be quality time.** NCTL also makes clear that the quality of instructional time, and how it is structured and used, is as important as the amount of time. In other words, successful expanded time schools do more than simply add extra time to the day or the year. Effective use of time requires, among other things, strong classroom management skills to “make every minute count” and holding students to high expectations for learning and behavior. Based on a 2011 study of 30 extended learning schools, NCTL identified common practices of successful schools, focusing on optimizing time for student learning, using time to help students thrive, and dedicating time to improving teacher effectiveness (Figure 3).

Teacher effectiveness can also play an important role in use of instructional time. More effective teachers can leverage time better than less effective ones. Currently, New Mexico evaluates teachers using the NMTEACH evaluation framework, which includes a number of “domains,” or evaluation areas. Domain 2, and specifically item 2D, addresses time-on-task by asking how the classroom culture and routine maximize instructional time and how the teacher uses developmentally appropriate procedures to maximize instructional time.

In addition to ensuring that any new instructional time is high-quality time, LEAs should also consider how to maximize use of existing instructional time. The 2016 LFC program evaluation *Assessing ‘Time-on-Task’ and Efforts to Extend Learning Time* included recommendations to better assess how time is used, provide teachers with tools and guidance to maximize learning time, and ensure that classroom and time management skills are a part of both professional development curricula and teacher preparation programs (see Appendix B for progress updates on that evaluation’s recommendations). However, while more time should not be a substitute for high-quality time, nor for teacher effectiveness, ensuring that quality elements are in place should not preclude finding ways to provide students with more instructional time. The state can increase instructional time, while simultaneously working to enhance teacher effectiveness and ensuring that time is used well.

**U.S. students generally have fewer school days and more weeks off from school than students in academically top-performing countries.** According to the National Center on Education and the Economy (NCEE), the top-performing education systems in the world, as measured by Programme for International Student Assessment (PISA) exams, require students to be in school between 175 and 220 days, or 35 to 45 weeks. U.S. states generally require 180 school days per year, less than most top-performing countries (Chart 6), although several countries have shorter average school days than the U.S. For example, Finland, Germany, and Singapore have average school days of less than 5.5 hours, compared to the U.S. average of 6.8. NCEE points out that in many of these countries, students engage in supplemental learning and enrichment activities like tutoring or test preparation after the school day. U.S. students also have a longer summer break than students from top-performing countries, at 11 weeks – the second-longest of the 12 countries in the study. Seven of the countries have summer breaks of seven weeks or less.

**Chart 6. School Days per Year in Top-Performing Countries and U.S., 2017-18**



Notes:

\*Actual days scheduled for 2017-18, rather than a national requirement.

\*\* Finland sets a 190 day maximum, most schools have fewer days.

\*\*\* Requirements vary by state, but most states require 180 days.

Source: NCEE

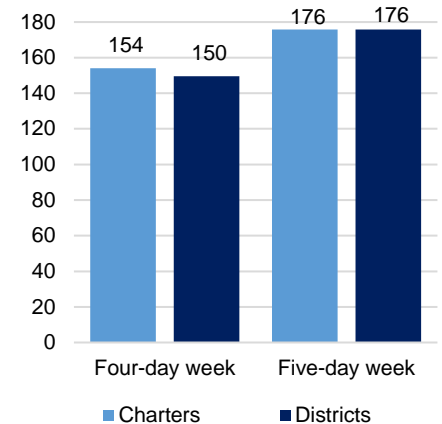
**Less than one-fifth of all LEAs have at least 180 instructional days, the most common requirement nationally.**

In SY18, less than 20 percent of all LEAs in New Mexico had at least 180 instructional days. On average, LEAs with five-day weeks had 176 instructional days and LEAs with four-day weeks had 151. This differed slightly between districts and charters (Chart 7). There is no significant relationship between number of instructional days and LEAs’ proportion of students counted as at-risk students. Overall, nearly 90 percent of students – approximately 280 thousand – attend school in an LEA with fewer than 180 days.

Only nine out of 89 school districts had at least 180 instructional days in SY18. Based on self-reported hours, nearly all districts exceed minimum hourly requirements, meaning that most districts would have well over 180 instructional days if the length of school days were shorter. Assuming that district school days were only six instructional hours (the minimum required for grades 7-12), 40 districts would have at least 190 instructional days, and nine would have over 200, based on districts’ calendar submissions. However, many districts have early release days in their schedule, and do not always subtract these hours from the total. Thus, total instructional hours may be lower than reported hours in many cases.

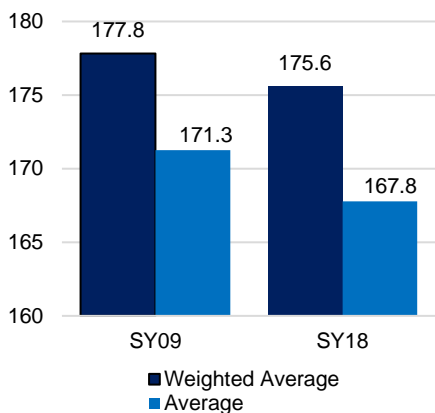
One district – Albuquerque – reported secondary school hours that were lower than the statutory minimum of 1,080 hours (the district reported six hour days for grades 7 – 12, for 178 instructional days, or a total of 1,068 hours). LFC staff asked PED about this discrepancy, and PED responded that Albuquerque meets statutory requirements because all schools in the district exceed minimum hours. PED provided a spreadsheet of individual school hours, which confirmed this; thus, it is not clear why overall reported hours for the district were lower than statutory minimums.

**Chart 7. Average Number of Instructional Days by LEA Type, SY18**



Source: PED school calendars

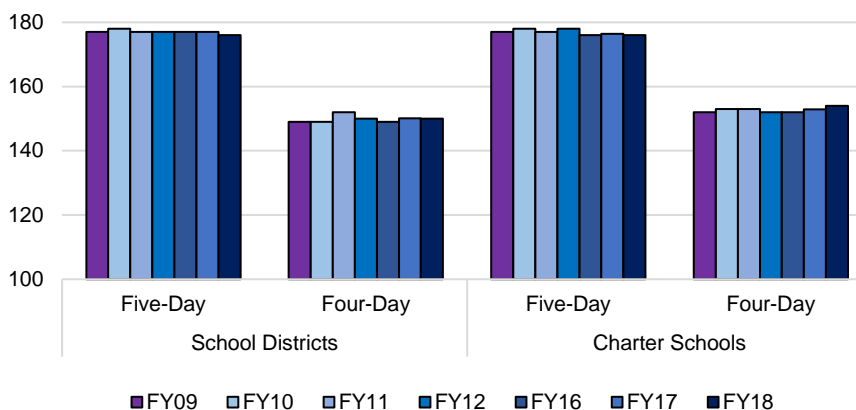
**Chart 8. LEA Average and Weighted Average Annual Instructional Days**



Source: LFC Files  
 Note: LEAs' weighted average instructional days were weighted by their share of total student membership.

**New Mexico students on average received fewer instructional days in FY18 than in FY09, despite additional funds to increase the number of days.** The Legislature, through the General Appropriation Act of 2008 (Laws 2008, Chapter 3), added \$14 million into the public education funding formula so LEAs could add one instructional day to the school year in FY09. However, after a slight increase in FY10, students now have fewer instructional days on a statewide level (Charts 8 and 9). The average number of annual instructional days decreased by 3.5 days from 171.3 in SY09 to 167.8 in SY18. The weighted average number of instructional days (weighted by each LEA's percent of total students) decreased by 2.2 days from 177.8 in SY09 to 175.6 days in SY18. The reason for the reduction in days is twofold. More LEAs have moved to a four-day week schedule (there were 16 more districts and five more charters on four-day weeks in SY18 than there were in SY11), and thus shortened their school year (see page 37 for more detail on four-day week schedules). At the same time, five-day week LEAs have also slightly reduced the number of instructional days, on average (Chart 9).

**Chart 9. Average Instructional Days of School Districts and Charter Schools**



Source: LFC analysis of PED data

**Figure 4. Examples of Extended Learning Time Models in New Mexico Schools**

- Using bus rides as instructional time.** Six buses at Milagro Middle School in Santa Fe have been outfitted with Wi-Fi as part of Google's "rolling study hall" program. The program provides internet access on school buses to make more time available for homework and tutoring on students' commutes.
- Daily afterschool enrichment and community services.** Mission Achievement and Success Charter School in Albuquerque provides primarily non-academic enrichment activities for students from 7-8:30 AM and 4:30 – 6:30 PM every day, as well as community services such as free health clinics for students and families.
- Engaging families through meals.** As part of its community school model, students and parents at Manzano Mesa Elementary School in Albuquerque share dinner at weekly "homework diners," with teachers providing tutoring and homework help.
- Summer reading and math enrichment.** Santa Fe school district offers a Title I summer program for students in grades K-5 who attend schools without K-3 Plus programs, with the goal of preventing summer math and reading loss.

Source: Interviews, school and district websites

An LFC post-session memo in 2009 attributed the failure to add an additional day to the passage of Laws 2009, Chapter 276 (HB691a), which allowed the secretary of education to waive minimum school year lengths of 180 days for districts, "provided that the district's students would receive the same total instructional time as other students in the state." The memo suggested that "an unintended consequence of this bill appears to be the loss of the additional instructional day funded in Laws 2008, Chapter 3, while the appropriation of \$14 million remains in the State Equalization Guarantee (SEG) base."

Many LEAs have found innovative ways to expand instructional time for students. See Figure 4 for examples. Further research on effectiveness and outcomes of LEAs' extended learning time interventions would be beneficial, in order to ensure that funding is spent on interventions that work.

New Mexico's average school day is 6.7 hours, just below the national average of 6.8. Across the state, school days range from 5.5 hours to 8.3 hours, with longer days, on average, for older children. See Appendix D for more detail.

**A number of districts – including three of the state’s largest – have weekly early release days, reducing stated instructional time.**

A number of LEAs incorporate early release days into their schedules, shortening instructional days, usually to provide more time for teacher professional development, collaboration, or other activities. Schools in Santa Fe, Albuquerque, Rio Rancho, Gallup, Hobbs, and Farmington, among other districts, have regular early release days, although Albuquerque is reportedly considering phasing out this type of schedule. Overall, 28 districts have five or more early release days, and 11 have regular early release days<sup>1</sup> (see Appendix F for detail on early release days by district). However, LEAs do not consistently report early release days, and there is no effective mechanism to monitor their use.

PED does not specifically ask LEAs to report on use of early release days. In SY16, nine districts and seven charter schools indicated on their calendar forms, which LEAs submit to PED as part of the budget approval process, that they had early release days ranging from two over the course of the year to once a week. There is no specific place on the calendar forms to indicate early release days (see Appendix E for an example of PED’s calendar forms). A 2016 LFC survey found that 37 percent of schools had either early release or late start days. The survey also found that all reported using the time for professional development or professional learning community (PLC) meetings.

**Some LEAs that reported early release days noted the number of instructional hours lost to early release on their calendar check form, but others did not.** For example, Rio Rancho school district indicated that it releases students between one hour and 2.5 hours early, depending on grade level, but did not reflect these hours on its calendar check form. Within Albuquerque school district, about a third of elementary schools have early dismissal on Wednesdays, but this was not indicated anywhere on the calendar forms. Gallup releases students on Fridays at 1:15 PM, but again, this was not noted. Overall, three of the state’s five largest districts – accounting for over a third of all public school students – have weekly early release days for some or all students (Table 1). PED administrative rule stipulates that “early-release days may be built into a district or charter school calendar when the minimum instructional hours requirement is otherwise being met,” (6.29.1.9 NMAC), a requirement that LEAs using early release days appear to meet, although it is difficult to verify in the absence of clear identification of early release hours.

**Overall, three of the state’s five largest districts – accounting for over a third of all public school students – have weekly early release days for some or all students**

**Table 1. Early Release Days in Largest School Districts**

District	Approx. Number of Annual Early Release Days	Approx. Number of Hours Early Students Released
Albuquerque	35 (every Wednesday for 30 percent of elementary schools)	Varies by school, typically 2-3
Las Cruces	1 for elementary; 2 for middle/high (end of spring semester)	Not specified
Rio Rancho	35 (every Wednesday)	3 hours for elementary; 1 hour for middle/high
Gadsden	2 for elementary; 3 for middle/high	Not specified
Santa Fe	35 (every Friday for elementary)	Not specified

Source: District, school websites  
 Note: Information based on publically available online information.

<sup>1</sup> Based on available calendar information online. LFC staff were unable to find detailed calendars for four districts.



While it is important that teachers have enough time for professional development, planning, and collaboration, it is also important that any loss in instructional time is clearly accounted for. For example, Santa Fe school district reports that elementary school grades see a reduction of over 65 hours over the course of the year due to early release days, equating to 10 instructional days.

PED should amend its rules (6.29.1.9 NMAC) to specify a uniform way of tracking and counting early release hours as in-service time when calculating minimum instructional hours. A proposed 2018 bill, SB171, would have added language in statute preventing schools from counting time for in-service training or professional development towards minimum instructional hours.

**LEAs do not have to provide an explanation or justification for use of early release days.** PED’s rules on budget approval require the approval of a school year and school day calendar, per Section 22-2-8.1 NMSA 1978, but do not make any mention of early release days. A number of other states either require waivers or have restricted the use of such days. For example, Texas requires early release waivers allowing districts or charter schools to shorten a school day up to 180 minutes a total of six times in a school year. In 2013, the Washington legislature passed and the governor signed into law SB5558 to change the definition of a “school day,” prohibiting late start, early release, and partial days resulting in less than six instructional hours per day unless the release is for a full school day. The bill was intended to avoid inconveniencing parents and to reduce loss of instructional time.

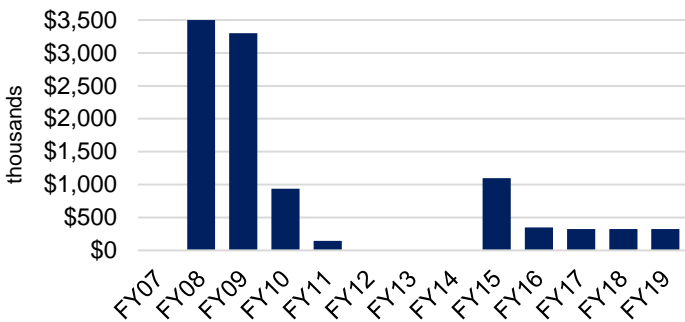
In addition to the amount of time that students spend learning, when they learn is also important. There is significant evidence that early school start for middle- and high-school students can negatively impact learning. While the American Academy of Pediatrics recommends that middle and high schools not start any earlier than 8:30 AM, many New Mexico schools begin before this time. See Appendix G for more detail.

**Funding for summer and afterschool programs is fragmented and varies significantly from year to year.**

Funding for afterschool and summer enrichment programs has significantly fluctuated from year to year. The Legislature has included a “below-the-line” appropriation for afterschool and summer enrichment programs each year

since FY15, with a significantly reduced amount in recent years. The Legislature appropriated \$1.1 million for afterschool and summer programs in FY15 and \$350 thousand in each of the subsequent fiscal years. In FY18, PED distributed a \$350 thousand legislative appropriation for afterschool and summer programs across 10 schools (see Appendix H). Chart 10 shows the Legislature’s historical line-item, or “below-the-line” appropriations for programs since FY08. Inconsistent funding for afterschool programs can lead to scaling up and scaling down of afterschool and enrichment programs instead of stable funding and services over time.

**Chart 10. State Appropriations for ASEPs and 21st CCLCs**



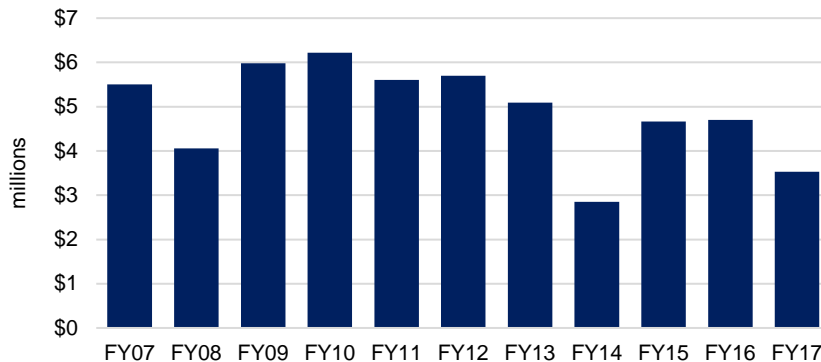
Source: LFC Post-Session Reviews and Budget Volumes  
 Note: Amounts in FY08 - FY11 include distributions to 21st CCLCs.

PED will allocate the FY19 appropriation to schools through a competitive application process. According to PED’s request for application documents, it prioritizes funding for schools with a high percentage of at-risk students and whose programs provide academic enrichment, physical activity, and nutrition education. Schools with existing afterschool programs leveraging federal 21<sup>st</sup> CCLC funds are ineligible for state afterschool and summer enrichment funding.

**The largest federally funded afterschool and summer program provides approximately \$8.6 million to serve 11.3 thousand students.** According to data from Federal Funds Information for the States (FFIS), a research group that tracks federal funding, New Mexico received \$8.6 million in federal funds for school districts and nonprofits to operate 21<sup>st</sup> Century Community Learning Centers (CCLCs) in FY17. In the same year, the centers provided afterschool programming to 11,267 students, according to a PED evaluation report. 21<sup>st</sup> CCLC funding for summer or afterschool programs is available to private or public entities that serve students in qualifying schools. For FY17, PED reports that 86 percent and 85 percent of students regularly participating in 21<sup>st</sup> CCLCs (with complete class grade data) maintained or improved a passing grade in English language arts or math classes, respectively. PED teacher surveys indicated that 90 to 98 percent of regularly participating 21<sup>st</sup> CCLC students had improved classroom behavior depending on grade level and participation. Students are eligible to participate in 21<sup>st</sup> CCLCs if they attend a Title I school, where at least 35 percent of the students are identified as having an economic need for additional services (typically through FRL eligibility), and the student population demonstrates academic need (e.g. through D or F school grades).

In FY17, LEAs received \$3.5 million in federal 21<sup>st</sup> CCLC revenue and spent \$3.9 million. Expenditure actuals are higher than the revenue actuals due to carryover from the prior year (PED does not publish 21<sup>st</sup> CCLC annual carryover amounts). See Chart 11 for federal funding amounts for 21<sup>st</sup> CCLCs (amounts represent funds to school districts and charter schools only, and do not include funding to nonprofits or PED’s administrative costs).

**Chart 11. School District Federal Revenue for 21<sup>st</sup> CCLCs**



Source: LFC analysis of PED data  
 Note: Financial actuals unavailable for FY18 and FY19.

**Figure 5. ECO Title I Summer Program – Santa Fe**

**Model:** Students spend four weeks on the Early College Opportunities (ECO) campus in a hands-on academic summer program that combines project-based learning with traditional classroom learning in Math and English. Students rotate between four one-week modules: solar technology, robotics, web design, and architecture. In previous years, Santa Fe school district has offered a more traditional academic summer program. Breakfast and lunch are provided; transportation is not.

**Targeted to:** Santa Fe public school students in grades 6-8 who have failed a grade. School counselors work with families to identify and recommend students.

**Outcomes:** No information yet on student outcomes. Program administrators and instructors told LFC staff that students are much more engaged in the hands-on learning model than in previous, more traditional iterations of the program.

Source: Site visits to ECO summer program; Santa Fe Public Schools website

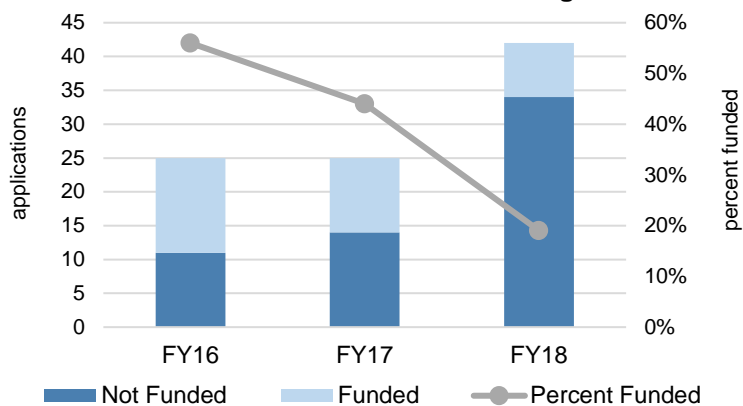
**New Mexico school districts and charter schools can designate federal ESSA funds to extended learning time opportunities.** In addition to legislative appropriations for OST programs, some LEAs also use federal ESSA funds. In SY18, 33 school districts and 15 charter schools set aside \$1.9 million in ESSA funds for afterschool tutoring (\$1.03 million) and remedial summer school (\$870 thousand) activities. On average, LEAs set aside \$25 thousand for summer school activities and \$28 thousand for afterschool. See Figure 5 for an example of a Title I summer program in Santa Fe.

Overall, LEAs do not allocate significant portions of discretionary funds towards extended learning time. Of \$119 million in Title I funds, LEAs allocated less than 2 percent for afterschool and summer programs (additional funding may go towards other types of school enrichment activities). In addition, the FY18 funding formula allocated \$100.3 million to LEAs specifically for educating at-risk students. In 2018, the Legislature increased funding for at-risk students in the public education funding formula through Laws 2018, Chapter 55 (HB157) to be phased-in over five years. The FY19 preliminary funding formula allocates \$122.8 million to LEAs for at-risk students. It is not clear how much of this amount is spent on extended time, as some school budget spending may include extended learning initiatives.

**Demand for afterschool and summer enrichment programs exceeds the supply of state- and federally-funded spaces.**

Public school demand for state afterschool and summer enrichment funds has exceeded the available state appropriations to develop these programs. Over the past three fiscal years, the majority of public school grant applications to PED for state funding were not funded. The percent of grant applications that received state funding for afterschool and summer programs decreased from 56 percent in FY16 to 19 percent in FY18 due to an increase in applications and a decrease in state appropriations (Chart 12).

**Chart 12. Applications for State Afterschool and Summer Enrichment Funding**

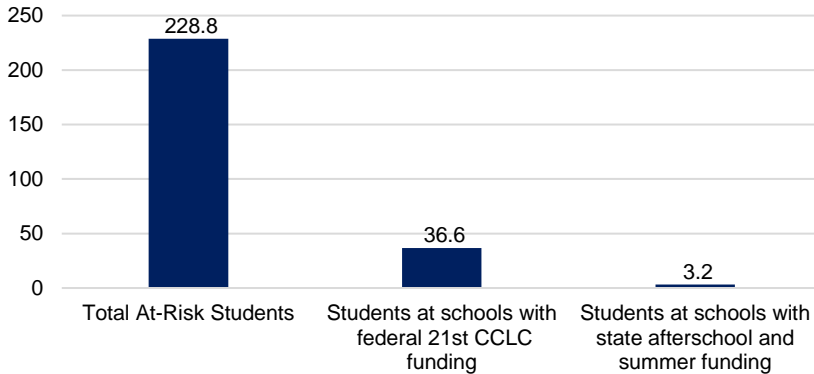


Source: LFC analysis of NM OST Network data

**Federal 21st CCLCs and state afterschool and summer enrichment programs do not have the capacity to serve most of the state’s at-risk public school students.** Student enrollment in schools with federal 21<sup>st</sup> CCLCs and state afterschool and summer enrichment programs equated to only 17.4 percent of the total number of at-risk students in FY18. Chart 13

compares the number of at-risk students counted in the FY18 public school funding formula with the number of students enrolled in SY18 at schools with a 21<sup>st</sup> CCLC or a state-funded afterschool and summer program. These data indicate there is unmet demand across the public education system for afterschool funding and programming.

**Chart 13. At-Risk Students and Students in Federal and State Afterschool and Summer Enrichment Programs, FY18**  
(in thousands)



Source: LFC analysis of PED and NM Out-of-School Time Network data  
Note: Chart displays total school enrollment and not program participation due to data availability.

While state- and federally-funded OST programs are supplemented by private and non-profit programs, at-risk students may find it harder to access these types of programs. Some require a fee that families cannot afford, are located in an inconvenient location, or lack transportation options. Transportation can also be an issue in publically-funded programs - Title I-funded programs do not provide transportation for participating students.

## Recommendations:

The Legislature should consider:

- Amending state law (Section 22-2-8.1 NMSA 1978) to require that parent-teacher conferences and home visits be counted as in-service time, rather than instructional time.
- Including language in the General Appropriation Act directing PED to require school districts and charter schools to report on the number of early release days in their calendar in order to receive operating budget approval.

PED should:

- Require LEAs to report use of early release days (including number of days and hours) in a standardized manner through the budget approval process, as well as account for early release time.
- Develop rules for an early-release day waiver system that would provide LEAs with a limited number of early-release waivers annually.
- PED should amend its rules (6.29.1.9 NMAC) to specify a uniform way of tracking and counting early release hours as in-service time when calculating minimum instructional hours.

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School districts and charter schools should:

- Begin middle school and high school after 8:30 AM, whenever feasible.



## Implementation of teacher professional development varies widely

### New Mexico does not set any statewide requirements regarding non-instructional contract days for teachers.

Providing time for teachers to learn and develop in their profession is critical. Teacher development can take multiple forms – for example, as dedicated training or in-service days, or as planning and collaboration time during the day or after the school day. Typically, New Mexico teachers have a number of dedicated non-instructional contract days (or days when teachers are on site without students), as well as time embedded in the school day.

On average, New Mexico district teachers had seven non-instructional days in their contracts in SY18, while charter school teachers had 13.6. At some LEAs, these days fall primarily before and/or after the student school year, while others are embedded within the school year. LEAs use these non-instructional days for a number of teacher development and other activities, including training on specific skills or use of new systems, preparation and planning (e.g. for the start of the school year), and administrative tasks. As an example, see Figure 6 for Albuquerque school district's schedule of its six non-instructional days in SY18. Since LEAs do not always use consistent terms for various types of non-instructional activities, and individual schools may differ in how they use and allocate time, it is difficult to compare how much time is used for different non-instructional activities across LEAs.

**Figure 6. Albuquerque Public Schools Non-Instructional Day Schedule, SY18**

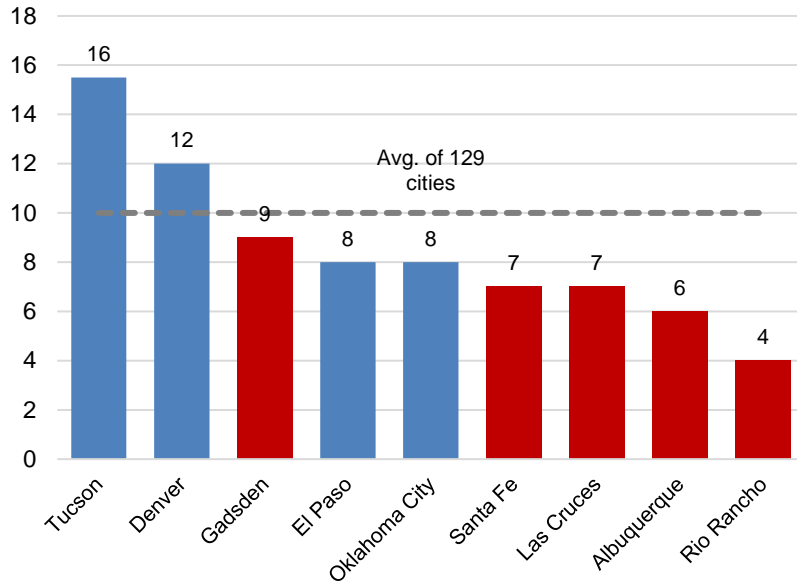
- *Monday, August 7:* Registration/Orientation
- *Tuesday, August 8:* Registration/Orientation or District Defined Professional Development
- *Wednesday, August 9:* Registration/Orientation or District Defined Professional Development
- *Thursday, August 10:* Site Defined Professional Development
- *Friday, August 11:* Teacher Preparation Day
- *Monday, January 2:* Professional Development and Teacher Preparation

Source: APS/ATF Negotiated Agreement, 2017-2018

Nationally, there are 21 states that set requirements for the number of non-instructional days. Of these, four states require less than five days, 10 states require at least five days, two states require up to 10 days, and five states require 10 days or more. Of 129 public school districts nationwide surveyed by the National Center for Teacher Quality, the number of non-instructional days for teachers ranges from just one to 21, with an average of 10. By comparison, less than 20 percent of New Mexico districts meet or exceed this average, and all of the state's five largest districts fall below it (Chart 14).

***Nationwide, teachers receive an average of 10 non-instructional contract days***

**Chart 14. Number of Teacher Non-Instructional Days by District**



Source: PED school calendars; National Center for Teacher Quality teacher contract database  
 Note: Data for New Mexico districts is from SY18; other state data is from SY17 or SY18. In districts with different numbers of non-instructional days by grade level, the figure for secondary school teachers was used.

Many charter schools provide significantly more non-instructional days for teachers than districts, with nearly a quarter providing 15 or more such days.

**Many LEAs augment non-instructional days with early release days, which are not clearly tracked, and may come at the expense of student learning time.** Early release days can add significant time for important teacher activities, but this is often not accurately captured in any type of time accounting. For example, Friday early release days at Santa Fe elementary schools provide approximately 65 hours – or 10 days – for teachers to engage in professional development, in addition to the district’s seven non-instructional contract days. Administrators and educators in several LEAs indicated to LFC staff that their non-instructional contract days did not provide enough time for professional development and other activities. However, it appears that at least some LEAs are not including early release days in their assessments of the amount of time provided to teachers.

It is vital that teachers have enough time for professional development and other activities, but early release days may not be the best way to provide this time, given that they can come at the expense of instructional time for students.

**Table 2. Teacher Preparation Time Contract Requirements by District**

District	Grade level	Prep. time per week
Las Cruces	All	225 minutes
Albuquerque	Elementary	220 minutes
	Middle	225 minutes
	High	1 class period per day (450 minutes over two weeks)
Carlsbad	Elementary	225 minutes
	Secondary	1 class period per day
Santa Fe	All	300 minutes

Source: District negotiated agreements

**School districts also provide daily blocks of time for teachers to collaborate and plan.** Typically, district teachers are required by contract to receive a minimum amount of preparation time per week (often 225 minutes) or per day (usually equivalent to one class period). See Table 2 for preparation time contract requirements for a sample of districts.

Districts’ approaches to collaboration time varies. For example, teachers in Las Cruces school district can use up to 60 minutes of their 225-minute weekly preparation time

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for PLC meetings, while the Albuquerque school district does not count collaboration time as preparation time, and stipulates that 45 minutes per week can be used for collaboration time, only if minimum preparation time of 220 minutes has been met. Some LEAs combine teacher collaboration time with other professional activities, like training and coaching. For example, Taos Academy allocates 50 minutes at the end of each school day for a mix of collaboration and training time. At Mission Achievement and Success charter school in Albuquerque, the hour between 7:30 AM to 8:30 AM every day is dedicated to these activities. Focus areas change daily, and many sessions are led by full-time instructional coaches.

**Teachers should have at least six dedicated days for professional development.** The Institute of Education Sciences, a research division of the U.S. Department of Education, conducted a meta-analysis of professional development programs and determined that programs delivering “a positive and significant effect” on student achievement were those that averaged at least 49 annual hours, or approximately six days, of teacher training. The analysis also found that teachers who receive this amount of professional development can boost students’ achievement by about 20 percentile points, while programs with fewer than 30 hours of teacher training had negligible effects on student performance.

The National Conference of State Legislatures (NCSL), a bipartisan non-governmental research organization, published a 2016 study called *No Time to Lose: How to Build a World Class Education System State by State*, which examines common features of the world’s academically top-performing education systems. The study identifies a “professional work environment” for teachers as a key component of world-class education systems, and specifically recommends providing teachers with significant time for professional development, collaboration, and mentorship, factors that create a “highly professional work environment [that] is uncommon in the U.S.”

Districts often run professional development sessions during the school day, paying for substitutes to cover classes. However, this imposes costs, and is disruptive to students, resulting in lost learning time. Other times, professional development time is voluntary, and districts must ask teachers to participate in sessions after the duty day. For example, both Rio Rancho and Albuquerque school districts compensate teachers \$18 per hour for voluntary professional development time outside of regular contract days.

**Figure 7. PED Criteria for District Professional Development Funding**

⇒ **Criteria for District Professional Development Program Funding**  
 Schools, districts, or independent agencies that apply for state funding to support professional development programs must demonstrate the relationship between the proposed programs and the NSDC Standards for Professional Development. Funding proposals should explicitly address all of the following questions that illustrate components of the standards:

**Context**

- How are the resources (time, leadership, personnel, and budget considerations) structured to support the plan?
- How are roles of leaders and participants defined and goals determined?

**Process**

- Are appropriate adult learning strategies used that will support program effectiveness?
- Is there a range of learning opportunities that address areas of need, diversity, skill development and refinement?
- How are data related to student learning to be used to determine goals and assess outcomes?
- How is collaboration among administrators and teachers embedded in the professional development process?

**Content**

- What should participants know and be able to do?
- Is the content clearly connected to workplace requirements and clearly articulated goals?

Source: PED Professional Development Framework, 2004

**Figure 8. ESSA Tiers of Evidence for Educational Interventions**

**Tier 1 – Strong Evidence:** supported by one or more well-designed and well-implemented randomized control experimental studies.

**Tier 2 – Moderate Evidence:** supported by one or more well-designed and well-implemented quasi-experimental studies.

**Tier 3 – Promising Evidence:** supported by one or more well-designed and well-implemented correlational studies (with statistical controls for selection bias).

**Tier 4 – Demonstrates a Rationale:** practices that have a well-defined logic model or theory of action, are supported by research, and have some effort underway by an SEA, LEA, or outside research organization to determine their effectiveness.

Source: ESSA

**PED provides limited guidance on the amount, structure, or content of professional development.** New Mexico statute requires PED to develop a framework for professional development that “provides training to ensure quality teachers, school principals and instructional support providers and that improves and enhances student achievement.” P is also required to work with school employees, the higher education department, and institutions of higher education to establish the framework (Section 22-10A-19.1 NMSA 1978). In addition, PED must provide guidelines for districts to implement “extensive” professional development activities. However, statute does not specify what “extensive” entails, nor what form the professional development should take.

In 2004, PED developed a framework that lays out guidelines for designing professional development programs, criteria for receiving professional development funding, and the evaluation process for district professional development programs. The criteria are open-ended questions, rather than clear

standards or conditions that professional development programs should meet (Figure 7). The framework also requires programs receiving funds to adhere to standards set by the National Staff Development Council, an educator professional development association, which is now called Learning Forward. The framework has not been updated since 2004.

**The Legislature could consider amending statute to require evidence-based professional development.** PED should update its professional development framework and the Legislature could consider adding language to state law requiring professional development programs to be evidence-based in some manner. Because research on professional development programming is unlikely to be based on experimental studies, the legislature or PED could base criteria on ESSA’s four tiers of evidence, which allow for practices that have a well-defined logic model (Figure 8). PED should also periodically audit or monitor the content and execution of professional development programming to ensure that it is high-quality and evidence based.

## Recommendations:

The Legislature should consider:

- Amending state law (Section 22-8-45 NMSA 1978) to require professional development programs to be evidence-based (based on the federal Every Student Succeeds Act’s four tiers of evidence).
- Amending state law (Section 22-10A-19.1 NMSA 1978) to require PED to update its professional development framework to include in its guidelines for schools a requirement that professional development

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programs to be evidence-based, based on ESSA's four tiers of evidence.

- Including language in the General Appropriation Act directing PED to require school districts and charter schools to develop detailed plans for professional development programs by the end of FY20, including use of evidence-based practices (e.g. based on ESSA's four tiers of evidence), goals of program, and methods to measure progress towards goals, and submit plans to PED for review.

PED should:

- Update its professional development framework, including a focus on developing evidence-based professional development programming, based on ESSA's four tiers of evidence.
- Periodically monitor the content and execution of professional development programming to ensure that it is high-quality and evidence based.

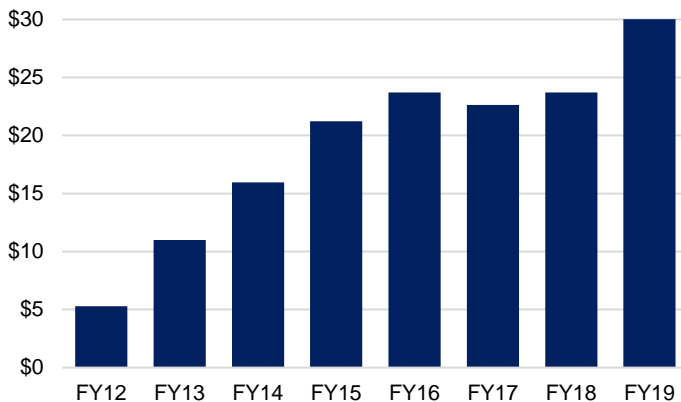


## Expanding K-3 Plus and providing incentives for LEAs to significantly increase learning time could help close achievement gaps

**Expanding K-3 Plus programs to reach more students can significantly extend learning time for those who need it most, but programs must be implemented correctly.**

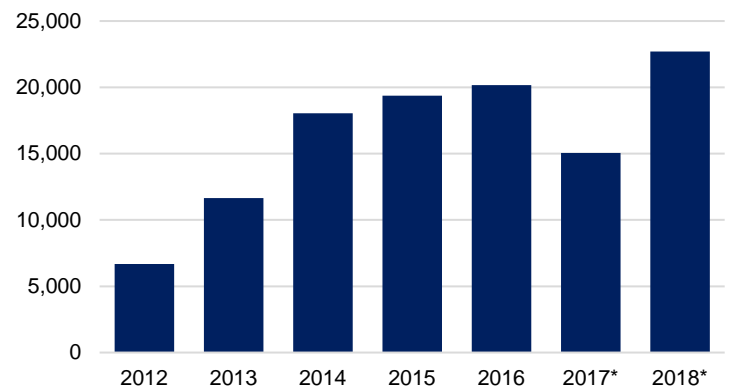
The K-3 Plus program, established in 2007, is an extended school year program for kindergarten through third grade students. The program extends the academic year, typically for 25 instructional days, beginning before students start kindergarten at high-poverty or low-performing elementary schools.<sup>2</sup> Almost 71 thousand students are eligible to participate, and participation is voluntary. If eligible students attended K-3 Plus every year, they would receive 100 extra days of school over four years, a significant boost in learning time. In 2018, 26 LEAs piloted K-5 Plus programs, where students attend additional instructional days prior to all elementary school grades. The total number of students funded for summer 2018 K-3 Plus was nearly 22.7 thousand, a significant increase from summer 2017 enrollment of 15.1 thousand students, when the number of slots was reduced statewide. Charts 15 and 16 show appropriations for and enrollment in the program over time.

**Chart 15. State K-3 Plus Appropriations**  
(in millions)



Source: LFC May 2018 Post Session Review

**Chart 16. Statewide Enrollment in K-3 Plus Programs**



Source: LFC and LESC Files

\*Reflects student enrollment funded in initial awards due to data availability

***K-3 Plus has shown positive results, when implemented correctly.*** K-3 Plus has been shown to improve student performance relative to peers when programs are implemented and executed properly. In 2017, the LFC found that students who participated in K-3 Plus in FY16 prior to entering kindergarten were more likely to be at benchmark on the DIBELS assessment than students who did not attend K-3 Plus. In 2015, Utah State University published an independent, scientific evaluation of K-3 Plus, finding that students enrolled in K-3 Plus the summer prior to kindergarten were more ready for school and outperformed their peers. They continued to have higher levels of achievement four years later. However, this gap shrunk over time; the difference between those enrolled in K-3 Plus and those not enrolled was smaller prior to third

<sup>2</sup> PED classifies schools as high-poverty if the school has 80 percent or more of students eligible for free or reduced lunch and low-performing if the school has earned a D or F school grade the previous year.

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grade than it was prior to kindergarten. The LFC has previously found that for the small group of students that participate in both K-3 Plus and prekindergarten, the two programs combined nearly eliminate the achievement gap for low-income students.

K-3 Plus is most effective when certain conditions are met – the program should run for 25 days, ending within two weeks of the beginning of the school year, and students should have the same teacher for K-3 Plus as they do for the regular school year. However, programs are not always implemented using these criteria. For example, while state statute requires PED to prioritize funding to school districts and charter schools that keep K-3 Plus students with the same teacher and cohort of students during the regular school year, it is unclear how many students remain with the same teacher. This information is self-reported by schools to districts, and does not always reach PED. There is limited capacity to monitor or verify the information. LFC staff did not receive data to analyze the percentage of students who have the same teacher in K-3 Plus and the regular school year.

In addition, some K-3 Plus programs take place in the middle of the summer, rather than close to the start of the new school year. In FY17, the amount of time between K-3 Plus and the beginning of the school year varied across school districts, from five days to 31 days, with an average of 15 days (these are district-level figures, and individual schools may have longer or shorter gaps). Despite statutory language that specifies that programs should be at least 25 days (Section 22-13-28 NMSA 1978), some schools run 20-day programs by extending the K-3 Plus day from 5.5 hours to 6.875 hours. In FY17, more schools moved to longer programs, with 15 percent of K-3 Plus students in 20-day programs, compared to 25 percent in FY16.

***Expanding K-3 Plus would provide significant additional instructional time, using a model that has shown positive results.*** Making K-3 Plus available to more students and schools would have a number of potential benefits. Students would have more time for learning, offsetting summer learning loss. They would also spend more time in a safe, supervised environment, as well as have access to nutritious meals on more days. In SY18, the average school year was 168 days (176 for five-day week LEAs and 151 for four-day week LEAs). An additional 25 days of instructional time represents an increase of 15 percent beyond the average school year.

Given that the program is already in place, scaling it would be relatively straightforward. Currently, most schools operate K-3 Plus programs on a voluntary basis, meaning that parents can choose whether to enroll their children. In summer 2017, approximately 69 percent of eligible students at schools running programs did not participate. Beyond that, 107 schools eligible for K-3 Plus did not run the program, either because they did not apply for or receive program funding. Overall, only 22 percent of students in grades K-3 at eligible schools, and 10 percent of all students in grades K-5, participated in a K-3 Plus program in 2017. This means that the majority of students at schools that have been identified as ones where students need extra

***In 2017, less than one quarter of eligible students at K-3 Plus schools participated in the program***

**Figure 9. Columbus Elementary School (Deming) K-5 Plus Program**

**Model:** At Columbus Elementary School, in Deming, K-5 Plus is considered an integral part of the school year. In 2018, the program ended the day before the regular school year began, giving students a seamless transition. As of 2017, the school had a 95 percent student participation rate, with school staff communicating the importance of the program to parents. Since nearly all teachers participate, students are able to remain with the same teacher during the regular school year.

**Targeted to:** Columbus' K-5 Plus program is targeted to all students, and has become part of the school culture. Ninety percent of students at Columbus are EL and over 80 percent are eligible for FRL. Many students live in Palomas, Mexico, and cross the border daily to get to school.

**Outcomes:** Columbus has a B grade for three of the past four years (in 2013 it had an F). In 2017, 51 percent of students scored proficient or above in reading, and 19 percent in math (this compares to 30 and 13 percent, respectively, for the district). While it is not possible to attribute outcomes to the K-5 Plus program without further detailed analysis, Columbus' leadership cites the program as a key factor in improving school outcomes.

Source: PED; LESC K-3 Plus brief, June 2017; interview with school leadership

time are not receiving extra time. Expanding the program to cover all kindergarteners through fifth graders in all eligible schools would mean that students would receive an additional 150 instructional days, or nearly a full academic year, over the course of elementary school.

Implementing K-5 plus schoolwide may also make it easier to place students with their regular school year teacher. When only a subset of students participate in the program, schools struggle with teacher continuity, as students are typically concentrated with a small number of teachers. An example of a schoolwide model is Deming school district, which has made K-5 Plus an important part of the school culture, with nearly all students and teachers taking part in the program (see Figure 9 for more detail about how Deming's Columbus Elementary School has implemented the program).

**Funding K-3 Plus to cover all students in grades K-5 at all eligible schools would cost \$120 million, based on summer 2018 figures.** In the General Appropriation Act of 2018, the Legislature appropriated \$30.2 million for K-5 Plus programming in FY19, a 27 percent increase from FY18 and enough to provide 22.7 thousand students with K-5 Plus programming in summer 2018. As shown in Table 3, the estimated cost to provide K-5 Plus programming to all eligible schools is approximately \$120 million, while the incremental cost would be \$91 million, based on summer 2018 data. A significant portion of this funding would go to compensation and benefits for teachers and instructional/student support staff, based on prior years' expenditures. In FY17, LEAs spent 71 percent of their K-3 Plus expenditures on this category.<sup>3</sup>

**Table 3. K-3/K-5 Plus Expansion Costs**

Category	Based on Summer 2018
Funded K-3/K-5 Plus Enrollment	22,798
Minimum Statutory Per-Student Funding	\$1,225
Awards for Funded Enrollment	\$28,759,207
Total K-5 Enrollment at all Eligible Schools	97,852
<b>Total Cost for K-5 at all Eligible Schools</b>	<b>\$119,895,903</b>
<b>Incremental Cost to Expand to all Eligible Schools</b>	<b>\$91,136,696</b>

Source: LFC analysis of PED data

**The Legislature could fund K-3/K-5 Plus programming through the public education funding formula.** K-3/K-5 Plus programs are currently funded as line-item appropriations to PED, which awards funding to LEAs through a competitive grant application process and funds programs on a reimbursement basis. As K-5 Plus programming is expanded across the state, the Legislature should consider amending the Public Education Finance Act to fund K-5 Plus programs through the public education funding formula and building the

<sup>3</sup> K-5 plus was piloted in FY19 (Summer 2018) and PED has only published financial actuals up through FY17; however, it is likely that spending on compensation and benefits as a proportion of total costs would be similar to K-3 Plus.

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program into LEAs' operational budgets. PED would be responsible for verifying K-5 Plus enrollment and ensuring that K-5 Plus programs were in compliance with state requirements, in order for LEAs to generate funding formula units.

**Expanding K-3 Plus to include students in grades K-5 at all eligible schools would cover 65 percent of all K-5 students.** According to school enrollment data from PED, 151.2 thousand students were enrolled in grades K-5 statewide on the 40<sup>th</sup> day of SY18. Based on summer 2018 enrollment figures, expanding the program to all students in grades K-5 at all eligible schools would provide additional instructional days to 97.9 thousand K-5 students, or 65 percent of all students in that age group.

**In order to ensure correct program implementation, the state should strengthen statute and make funding dependent upon meeting key criteria.** Funding for K-3/K-5 Plus programs should be contingent upon correct implementation of the program, in order to make the program most effective. Relevant statute (Section 22-13-28 NMSA 1978) should be updated to specify the following:

- Programs must be no less than 25 days long, regardless of the length of the instructional day;
- Programs must end no earlier than two weeks prior to the first day of the regular school year; and
- Programs must keep students with the same teachers that they have for the regular school year.

Schools that do not meet these criteria would not be eligible for program funding. It is important that PED monitor compliance with these implementation criteria, by requesting and verifying calendar information from each program (it already collects calendar information but it is not clear how it is monitored and used). While current statute directs PED to “prioritize” funding to LEAs that keep K-3/K-5 Plus students with the same teacher and cohort of students during the regular school year, it is not clear how many LEAs are able to do this. Providing incentives to teachers to participate in K-3/K-5 Plus programs may help to increase the number of students who remain with the same teacher. For example, districts could allow teachers to count time spent teaching K-3/K-5 Plus programs towards licensure advancement.

Additionally, schools that implement K-3/K-5 Plus should commit to providing the 180 instructional days (for five-day week schools) or 150 instructional days (for four-day week schools) in the regular school year that are already funded. Schools not currently meeting this threshold could shorten school day lengths and add more instructional days.

Programs should also use best practices to ensure that learning time is effective, as well as commit to providing high-quality, evidence-based professional development for teachers. A previous LFC program evaluation, *Performance and Improvement Trends: A Case Study of Elementary Schools in New Mexico*, identified eight best practices, based on national and state research, that high-performing schools use to maximize student achievement. The high-performing, high-poverty schools studied exhibited a number of best practices differing significantly from practices in low-performing, high

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poverty schools with similar at-risk rates. The best practices of high-performing schools identified are:

1. High expectations and standards;
2. High levels of collaboration and communication;
3. Strategic assignment of principal and staff;
4. Focused professional development;
5. Regular and targeted parent and community involvement;
6. Caring staff dedicated to diversity and equity;
7. Curriculum, instruction, and assessment aligned with core standards; and
8. Data-driven focus and frequent monitoring of student achievement.

PED would be responsible for developing rules to ensure schools and districts implement extended time interventions using best practices and high-quality professional development, by using the budget process to hold schools accountable, for example. Schools and districts can use the New Mexico Data, Accountability, Sustainability, and High Achievement (NM DASH) tool – or another appropriate tool – as a way to emphasize effective execution of best practices.

### **Incentivizing LEAs to implement instructional time interventions would enable more students to benefit from extended learning time.**

While an expanded K-5 Plus program would cover significantly more students than are currently covered, this would still leave students in schools that are not currently eligible for K-3 and K-5 Plus without access to additional instructional time. In order to give LEAs an additional incentive to increase instructional time, the Legislature could add components to the public education funding formula to allocate additional funding to schools that implement an Extended Learning Time Program (ELTP), with the following instructional time interventions:

- Providing an additional 10 instructional days, in addition to 180 instructional days that are already funded;
- Providing high-quality afterschool programming to extend daily learning time;
- Providing at least 10 days of high-quality, evidence-based professional development, collaboration, and other teacher learning content; and
- Implementing a set of best practices to ensure that learning time is effective.

The program would be available to all schools, but would prioritize high-poverty schools not eligible for K-3/K-5 Plus. The program would take the form of a local school option, and districts would allocate funds, prioritizing high-poverty schools.

Currently, the funding formula allocates funds to school districts and charter schools based on student enrollment and several other factors reflecting student educational need or costs. However, costs associated with providing additional learning time are not directly compensated by the formula. Providing a mechanism in the funding formula for LEAs to increase instructional time and afterschool time in a meaningful way could have a number of potential benefits. Students would have more time for learning, as well as more time for enrichment activities. Adding time to the school year



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would help to offset summer learning loss. Students would also spend more time in a safe, supervised environment, as well as have access to meals for more days.

Participating schools would be required to provide at least 10 days of professional development, collaboration, and other teacher learning activities, utilizing non-instructional days, as well as time that is already included in instructional hours, such as daily preparation time and early release hours.

Schools would first have to commit to providing at least 180 instructional days that are already funded – which could mean shorter instructional days for some schools – and would then be compensated for an additional 10 instructional days. Additional learning and enrichment time during the day would be provided through high-quality afterschool.

This model would in some ways mirror the former federal School Improvement Grant (SIG) program, wherein LEAs could apply for funding to implement an evidence-based, whole-school reform model, often including extended learning time. However, unlike the SIG model, which relied on time-limited federal grants, leading to issues with sustainability of the interventions, providing funding through the public education funding formula would allow LEAs to plan for and implement longer-term interventions.

***Extended learning time should be high-quality and implementation of interventions should be based on best practices.*** Schools that choose to implement ELTP should use the same best practices recommended above for K-3/K-5 Plus programs, with PED developing rules to ensure implementation of extended time interventions using best practices. Again, schools and districts could use NM DASH or another tool to emphasize effective execution of best practices. Professional development programming should use evidence-based approaches, as discussed in the previous chapter.

In addition, for afterschool programming implemented as part of ELTP, PED could continue to use its existing criteria to ensure that programming is high-quality. PED currently requires schools applying for afterschool and summer program funding to include information about the effectiveness of proposed programming/activities, and how programming would help to close the school's achievement gap.

It is also important to monitor and evaluate outcomes of these interventions; for example, by reporting on student achievement and growth, as well as the achievement gap between participating schools and non-participating eligible schools with similar characteristics. Qualitative outcomes, such as teacher satisfaction, would also be important for PED and legislative agencies to evaluate.

***An additional \$102 million in operational funding would allow LEAs to provide at least 190 instructional days.*** Based on LEAs' FY17 expenditure data, it would cost approximately \$102 million to get all LEAs to 190 instructional days per year from their current baseline of 180 instructional days per year. State statute requires LEAs to provide enough instructional hours to be equivalent to at least 180 instructional days (assuming 5.5 hours per day for elementary schools and six hours per day for middle and high schools). Although LEAs have local control and flexibility over how to structure their

instructional hours and days, LEAs’ operational funding is enough to provide at least 180 instructional days’ worth of instructional hours each year. Based on variable cost structure FY17, a majority of variable costs – 86 percent – go towards compensation and benefits for instructional staff. See Appendix L for more detail on cost estimates.

**Table 4. New Mexico School District 21st CCLC Per-Student Cost**

District	Revenue Actuals	Enrollment
Central Consolidated	\$518,290	686
Chama	\$84,005	173
Espanola	\$393,509	1,082
Farmington	\$106,777	215
Hatch	\$97,296	371
Hobbs	\$489,165	1,006
Santa Fe	\$1,011,950	1,352
<b>Total</b>	<b>\$2,700,992</b>	<b>4,885</b>
<b>Total Per-Student</b>	<b>\$552.92</b>	

Source: LFC analysis of PED data

Note: Table does not include funding or student data for seven non-profit organizations operating 21st CCLC sites in partnership with school districts.

**An additional \$42 million in operational funding would allow LEAs to provide afterschool programming to a third of at-risk students.** Based on FY17 enrollment and funding data of school district-operated 21<sup>st</sup> CCLC afterschool programs, the per-student cost to provide afterschool programming is approximately \$553 (Table 4). Twenty-six percent of students enrolled at schools with 21<sup>st</sup> CCLCs participated in programs in FY17. Providing afterschool programming to 33 percent of all at-risk students statewide, or 75.5 thousand at-risk students, would cost approximately \$42 million in FY18.

**The Legislature should consider an Extended Learning Time Program funding formula component to fund schools that provide 10 additional instructional days, afterschool programming, and high-quality professional development.**

If the Legislature simply added \$144 million to the funding formula (\$102 million for 190 instructional days and \$42 million for afterschool programming) with no changes to the current formula, LEAs would not necessarily have an incentive to implement additional days or afterschool programming to receive the additional funding. To address this, the Legislature should consider adding ELTP components to the funding formula that allocate funding to an LEA if schools provide at least 190 instructional days and afterschool programming, using best practices and evidence-based approaches, as well as high-quality professional development. PED would be responsible for verifying that formula units for ELTP were only allocated to LEAs fulfilling ELTP requirements, which is similar to how PED must ensure formula units for bilingual or fine arts programs are only allocated to programs meeting state requirements.

For example, if all LEAs decided to have 190 instructional days and provide afterschool to a third of their at-risk students, then ELTP formula factors would allocate \$143 million total in the funding formula.<sup>4</sup> LEAs that chose not to implement ELTP reforms would not be penalized or lose units.

**A phase-in of new funding for the proposed ELTP funding formula option will likely be needed to allow schools enough time to adjust their schedules.** The Legislature should consider phasing in additional funds for the ELTP program over time since it is unlikely that all LEAs would choose to simultaneously implement ELTP programs in one year. Table 5 shows a five-year phase-in of the estimated funding needed to fully fund the proposed ELTP funding formula component for additional school days and afterschool programming. As schools choose to implement 190 instructional days and

<sup>4</sup> One formula component could multiply LEAs’ student membership (MEM) by a multiplier of 0.0756 to generate enough units to allocate \$102 million for adding 10 instructional days, while another component could multiply the number of at-risk MEM in afterschool programs by a multiplier of 0.1354 to allocate \$553 per student. These data were based on the FY18 final funding formula unit value of \$4,084 per unit, which does not include special public education appropriations authorized under Section 5 of Laws 2018, Chapter 73 (HB2).

scale up afterschool programs for at-risk students, LEAs should prioritize schools with high proportions of at-risk students first.

**Table 5. Five Year Phase-In of Funding for Proposed Extended Learning Time Program (ELTP) Formula Component**

Proposed Component	FY20	FY21	FY22	FY23	FY24	5-Year Total
Funding for LEAs providing 190 instructional days and afterschool programming to at-risk students	\$28.8	\$28.8	\$28.8	\$28.8	\$28.8	\$144.0
<b>Cumulative total</b>	<b>\$28.8</b>	<b>\$57.6</b>	<b>\$86.4</b>	<b>\$115.2</b>	<b>\$144.0</b>	<b>\$144.0</b>

Source: LFC analysis of PED data

Note: This funding, once added to the formula, would be allocated to LEAs as ELTP was implemented over time. If no LEAs implemented ELTP, then this additional funding would be allocated by other formula components.

## Recommendations:

The Legislature should consider:

- Investing in phased-in K-3/K-5 Plus expansion to cover more students at eligible schools.
- Funding K-3/K-5 Plus as a funding formula program, and ensuring proper PED oversight to verify enrollment, units, and programs.
- Amending statute to require that K-3/K-5 Plus programs end within two weeks of the upcoming regular school year and be no shorter than 25 days, regardless of the length of the instructional day, keep students with the same teachers that they have for the regular school year, as well as provide at least 180 days (for five-day week schools) or 150 days (for four-day week schools) in the regular school year.
- Adding an Extended Learning Time Program (ELTP) component to the public education funding formula that allocates funding for schools implementing extended learning time reforms.
- Appropriating additional funds for a new ELTP component of the public education funding formula.
- Adding statutory language to require that implementation of ELTP program follows best practices, contains evidence-based professional development, and includes regular monitoring and evaluation, as well as requiring participating schools to first commit to providing at least 180 instructional days.

PED should:

- Require that LEAs meet implementation criteria for K-3/K-5 Plus programs in order to receive funding, including use of best practices and implementation of high-quality professional development.
- Maintain and enhance its oversight of K-3/K-5 Plus programs, including collecting and monitoring information on enrollment, program lengths, start and end dates, and number of students that remain with their teacher during the regular school year, and report this information to LFC.
- Develop incentives for teachers to participate in K-3/K-5 Plus, such as allowing time spent teaching in a K-3/K-5 Plus program to count towards licensure requirements.

- 
- Develop rules to hold LEAs that participate in the extended learning time program accountable for using best practices that promote high-quality use of time and evidence-based professional development.
  - Monitor outcomes of the extended learning time program, including student achievement and growth, and progress towards closing achievement gaps.

PED and legislative agencies should:

- Study the effectiveness of extended learning time programs to gauge progress in closing the achievement gap, potentially using a quasi-experimental approach.

## Four-day school weeks may reduce costs in some cases, but not in all, and can create a burden on families

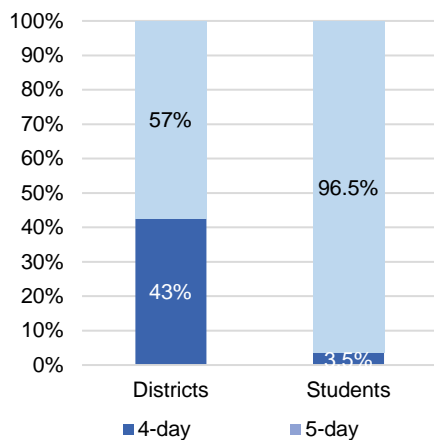
The number of New Mexico LEAs with a four-day week schedule has increased by over a third since SY11; 4 percent of district and 20 percent of charter school students are on this schedule.

Cimarron was the first school district in New Mexico – and reportedly the first in the country – to implement a four-day week, in 1974. By 1990, 10 New Mexico districts were on a four-day week. The number of districts with four-day weeks has almost doubled over the past several years, from 22 in SY11 to 38 in SY18. The number of students in four-day districts increased proportionally over that time period, from just over 6,000 to almost 11 thousand (Chart 18). However, although 43 percent of districts were on a four-day week schedule in SY18, less than 4 percent of students attended schools in districts with four-day weeks (Chart 17). Districts with four-day weeks tend to be in very small, rural communities.

In SY18, 23 percent of charters were on a four-day schedule, representing 20 percent of all charter students, or 4,735 students (Charts 19 and 20). Unlike districts, the majority of charter schools on four-day week schedules are not rural. Of the 22 charter schools with a four-day schedule, 13 were in urban areas (Albuquerque, Santa Fe, Las Cruces, and Rio Rancho). See Appendix J for a list of districts and charters on four-day schedules in SY18.

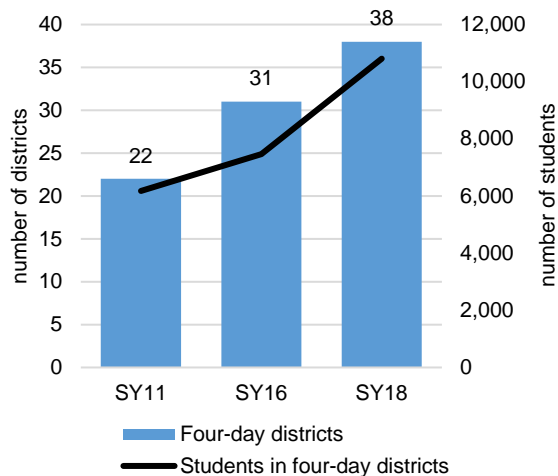
**Most four-day week districts are in small, rural communities, while over half of four-day week charter schools are in urban areas**

**Chart 17. School Districts and Students by Week Type, SY18**



Source: PED school calendars and funding formula data

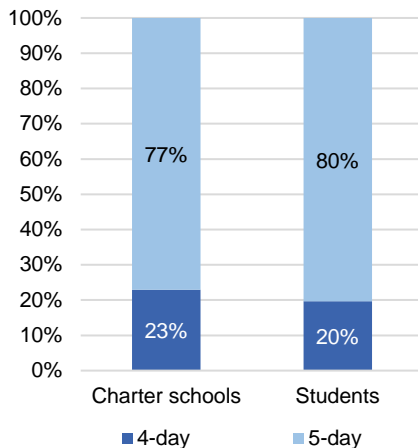
**Chart 18. Four-Day Week District and Student Counts Over Time**



Source: PED school calendars and funding formula data

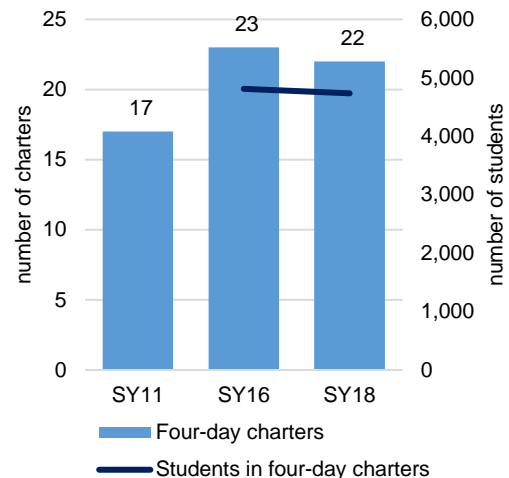


**Chart 19. Charter School and Students by Week Type, SY18**



Source: PED school calendars and funding formula data

**Chart 20. Four-Day Week Charter and Student Counts Over Time**



Source: PED school calendars and funding formula data

LEAs report switching to four-day weeks for a variety of reasons. Of 17 four-day week LEAs that responded to an LFC survey, one-third indicated that the primary reason that they implemented a four-day week schedule was to reduce costs. Other reasons cited include attracting and retaining teachers, reducing time that students spend commuting, making more time available for extracurricular or enrichment activities, improving student attendance, and improving student academic performance.

As the number of LEAs on a four-day week increases, this may put pressure on other LEAs to make the same switch. For example, a superintendent of a rural district that is not on a four-day reported difficulties in recruiting teachers, who may prefer to work for nearby four-day week districts.

Some districts have considered, but decided against, moving to a four-day week schedule. In 2017, Socorro weighed the idea of implementing a shorter week, with a stated goal of attracting more teachers. However, the school board voted against the proposal, in part due to concern from parents about the implications of over 1,500 students being out of school on Fridays. Other districts have experimented with a four-day week but decided to return to a five-day schedule. After one year of operating a four-day school week, the Las Vegas City school board voted to return to a five-day school week in FY14.

**Nationally, four-day week schedules are increasing in number.** Half of all states have at least one district on a four-day schedule, and NCSL estimates that there are approximately 550 public schools in the U.S. with a four-day week. In Oklahoma, the number of districts with shorter weeks doubled from 2016 to 2017, accounting for 19 percent of districts and 7 percent of students. While four-day weeks have been more prevalent in small, rural districts, this may be changing. A school district in a Denver suburb (district 27J, in Brighton) with 18 thousand students, moved to a four-day week for the SY19 school year, the country’s first large metro-area school district to do so.

However, there is also some resistance to four-day weeks among state legislatures and departments of education. In addition to New Mexico’s 2018 moratorium on four-day weeks, several states have implemented more accountability measures for four-day week districts in recent years. For example, both California and Minnesota require districts to meet academic benchmarks or return to a five-day schedule. Oklahoma requires districts to submit detailed plans that address the goals that they hope to accomplish with a four-day week.

**Four-day week districts tend to be smaller than five-day week districts, but do not differ significantly on other characteristics.** In SY18, only one out of 38 four-week districts had over 1,000 students, and over 40 percent were “micro-districts” with less than 200 students. This compares to an average district size of over 5,700 students for five-day week districts, with only two five-day week micro-districts. Among charters, however, school size does not differ significantly – four-day week charters had, on average, 217 students, compared to 265 for five-day week charters.

Four-day and five-day week districts do not differ significantly in terms of at-risk rates. In SY18, districts with four-day weeks had an average at-risk rate of 66 percent, compared to an average of 71 percent for five-day districts. In terms of student achievement, proficiency rates differed slightly between four- and five-day districts, with the share of students scoring proficient or above in reading four percentage points higher in four-day week districts, and two percentage points higher in math. See Table 6 for a summary of district characteristics by week type. In SY16, four-day week school districts had a similar percentage of teachers rated effective as five-day week districts in (73 percent and 74 percent, respectively). Five-day week districts with less than 1,000 students had an average of 76 percent of teachers rated effective.

**Table 6. Summary of District Characteristics by Week Type, SY18**

Week type	Avg. MEM	Avg. At-Risk Rate	Avg. Reading Proficiency Rate	Avg. Math Proficiency Rate
Four-day	284	66%	44%	23%
Five-day (all)	5,757	71%	40%	21%
Five-day (<1,000 MEM)	559	71%	42%	21%

Source: PED school calendars, PED student achievement data, PED final funded formula data, SY18

Although four-day week LEAs performed slightly better than five-day week LEAs, as measured by student proficiency levels, many still fall below the statewide average for districts. Eighteen of 38 four-day week districts had proficiency rates below the statewide average in reading, and 13 had rates below the statewide average in math.

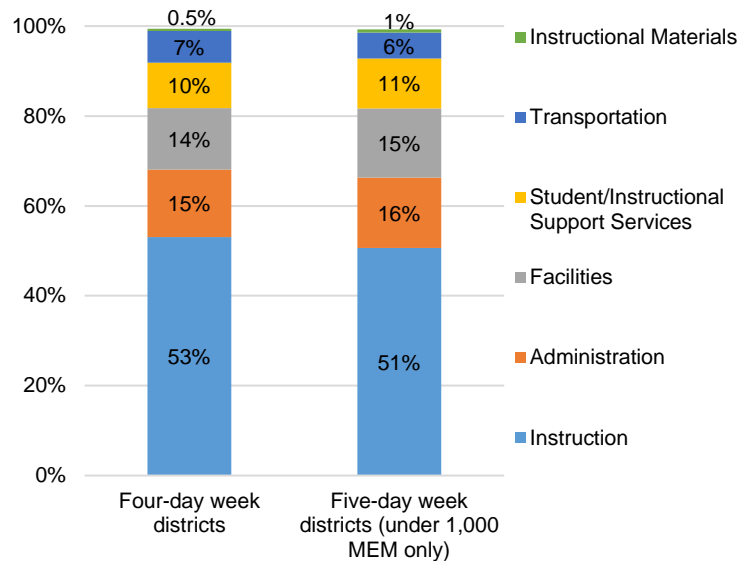
**Four-day weeks may not be an effective way for districts to reduce costs.**

A 2011 study from the Education Commission of the States found that cost savings from moving to a four-day week are minimal or nonexistent. The study estimated that an average school district could potentially save a maximum of 5.4 percent of its budget, and districts that moved to a four-day week actually saved between 0.4 percent and 2.5 percent. The biggest savings came from

**Research suggests that realized cost savings from moving to a four-day week are less than 2.5 percent**

costs related to operations and maintenance, administration, transportation, and food services. However, instruction costs are by far the biggest cost driver for districts – accounting for 60 percent of expenditures on average nationally, and 59 percent in New Mexico – and there are typically no cost savings in this area, since teachers work the same number of hours in a four-day week as they do in a five-day week. Further, even expected cost savings from operating schools just four days a week often failed to materialize. Many schools remain open on their non-instructional day for administrative activities, or sports and extracurricular activities, so energy and maintenance costs are unlikely to decrease. Similarly, transportation costs are also unlikely to decrease if sports and extracurricular activities take place on the non-teaching day. On average, four-day week districts and small five-day week districts (those with fewer than 1,000 students) had similar expenditure breakdowns by function, spending nearly the same share of overall expenditures on transportation and facilities (Chart 21).

**Chart 21. School District Expenditure Actuals by Function, FY16**



In 2017, the Oklahoma state department of education analyzed expenditures of 16 districts that switched to a four-day week schedule, and found that nine of the districts spent more money, on average, after implementing a four-day week, while seven spent less. Overall, the 16 districts spent less on food and transportation, but increased expenditures on utilities and support staff outweighed those cost savings.

**Three New Mexico districts that made the switch to a four-day week in SY12 had different cost savings outcomes.** Cloudcroft, Mesa Vista, and Peñasco implemented a four-day week schedule in SY12, and changes in expenditures between FY11 (before the switch) and FY13 (after the switch) varied, with Mesa Vista spending 7 percent more overall, Peñasco spending 7 percent less, and Cloudcroft’s expenditures barely budgeting (Table 7). Half of Peñasco’s cost savings was due to reductions in student support services spending. In all three cases, facility-related costs increased. Transportation

costs decreased by 13 percent, or \$37 thousand, and 9 percent, or \$33 thousand, respectively, in Peñasco and Mesa Vista.

A 2014 LFC study reported that when Las Vegas City school district implemented a four-day week in 2012, it anticipated savings of 20 percent on transportation costs. However, the district reduced transportation costs by less than five percent, and switched back to a five-day week after a year.

**Table 7. District Expenditures Pre- and Post-Implementation of a Four-Day Week**

Expenditure Function	Peñasco (FY11)	Peñasco (FY13)	Cloudcroft (FY11)	Cloudcroft (FY13)	Mesa Vista (FY11)	Mesa Vista (FY13)
Instruction	\$2,461,243	\$2,439,286	\$2,088,322	\$2,035,523	\$1,920,773	\$2,123,547
Administration	\$892,057	\$800,422	\$737,216	\$545,425	\$668,877	\$942,856
Facilities	\$736,578	\$742,712	\$478,849	\$536,785	\$760,086	\$624,003
Student/Instructional Support Services	\$719,541	\$543,153	\$351,738	\$486,312	\$388,692	\$365,912
Transportation	\$286,468	\$249,099	\$310,622	\$352,176	\$379,572	\$346,410
Instructional Materials	\$46,361	\$26,660	\$27,288	\$32,952	\$16,919	\$25,351
<b>TOTAL</b>	<b>\$5,142,249</b>	<b>\$4,801,333</b>	<b>\$3,994,034</b>	<b>\$3,989,172</b>	<b>\$4,134,919</b>	<b>\$4,428,079</b>

Source: PED stat books

Note: Transportation includes student transportation & pupil transportation categories.

**Four-day weeks can create financial and logistical burdens for families, with childcare on “off” days costing approximately \$2,000 per year in four-day week communities in New Mexico.**

A report from the Center for American Progress found that, on average, school districts close their doors for 29 weekdays during a school year, which is significantly more than the number of paid vacation days that most working parents have. Four-day weeks can put an additional burden on families, especially those without a stay-at-home parent, as well as low-income working parents, who often have little control over work schedules (nationally, nearly half of all workers report having no flexibility in their work schedules).

In 2016, 64 percent of New Mexico children aged 6-12 had all available parents in the labor force, meaning that for the majority of New Mexico families, a four-day week may impose a financial and logistical burden. In the 19 New Mexico counties in which four-day week school districts are located, the estimated cost for a family to secure childcare for two children on the “off” day is \$1,980 per year, or 4.2 percent of average family income. This ranges from over 5 percent in Guadalupe County to 3.4 percent in Lea County. See Appendix K for more detail.

The suburban Denver school district that is moving to a four-day week will offer childcare at schools on Mondays (the off day), at a fee of \$30 per child per day. However, with approximately 35 Mondays, the annual cost for two children would be over \$2,000. There may be some small offsetting cost savings for families, due to reduced need for childcare on longer school days.

Four-day weeks may also increase juvenile crime rates. A 2016 study on youth crime in Colorado found that property crime rates increased after districts moved to a four-day week.

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***Lack of food service on off days may also create a burden on low-income families.*** In 32 out of the 38 districts using four-day weeks, over half of students qualified for free or reduced lunch in SY18. However, of 17 four-day week LEAs that responded to an LFC survey, none serve any meals on their off day. A lack of food service on off days means that students who rely on free or reduced lunch miss critical meals.

**Four-day weeks appear to have no or minor effects on student outcomes, but research is limited.**

Nationally, research on academic outcomes of four-day weeks is limited. There are no experimental studies, and only two quasi-experimental studies, which have divergent findings. While a 2015 Colorado study found an improvement in proficiency rates during the first two years after implementation, a 2017 study in Oregon found that proficiency rates in math and reading initially declined in districts that implemented a four-day week, but then returned to their original level. In the Oregon study, aggregate long-term impacts were neutral, but math scores declined for some minority groups, for male students overall, and for low-performing students.

Several non-experimental studies showed improvements in student and teacher attendance rates after districts moved to four-day weeks, but the two quasi-experimental studies found no impact on attendance.

## **Recommendations:**

The Legislature should consider:

- Amending the state Variable School Calendar Act to include a requirement that LEAs that wish to adopt a four-day week schedule submit a plan to PED detailing the goals they intend to achieve with a four-day week, intended educational and fiscal benefits, and any other anticipated impacts, including any advantages or disadvantages that the district has identified. LEAs already on a four-day week would also be required to submit such a plan.
- Amending the state Variable School Calendar Act to prohibit adoption of four-day week schedules for any district or charter school not meeting academic standards, and require any district or charter school using a four-day week schedule that does not meet academic standards for three consecutive years to revert to a five-day week.

PED should:

- Require all LEAs that have adopted a four-day week schedule to submit updates every three years to PED, as part of their calendar submissions, that explain how the four-day week has achieved intended goals and educational and fiscal benefits.







## Appendix A: Evaluation scope and methodology

### Evaluation Objectives.

- Review New Mexico’s current approach to instructional time and extended learning opportunities, including reviewing the amount and structure of time that LEAs are providing to students.
- Review New Mexico’s current approach to professional development and teacher contract time, including reviewing the amount of time that LEAs are providing for teacher professional development and other activities.
- Assess potential approaches to providing more instructional time and more extended learning opportunities, as well as more time for teacher professional development and other activities.
- Assess potential costs of providing more instructional time and teacher professional development time.
- Evaluate progress on recommendations from the 2016 LFC evaluation *Assessing ‘Time-on-Task’ and Efforts to Extend Learning Time*.

### Scope and Methodology.

- Visited and interviewed administrators at school districts and charter schools.
- Visited and interviewed staff at summer learning programs.
- Visited and interviewed stakeholders including non-profit providers and advocacy groups, education experts, public school teachers union representatives, and charter school associations
- Reviewed state and federal laws, regulations, and policies.
- Reviewed existing research on instructional time, extended learning opportunities, and teacher professional development time.
- Reviewed best practices and benchmarks of instructional time and extended learning opportunities from other states and countries.
- Reviewed and analyzed calendar and fiscal data from PED and other entities.

### Evaluation Team.

Alison Nichols, Lead Program Evaluator

Clayton Lobaugh, Program Evaluator

Nathan Eckberg, Program Evaluator

**Authority for Evaluation.** LFC is authorized under the provisions of Section 2-5-3 NMSA 1978 to examine laws governing the finances and operations of departments, agencies, and institutions of New Mexico and all of its political subdivisions; the effects of laws on the proper functioning of these governmental units; and the policies and costs. LFC is also authorized to make recommendations for change to the Legislature. In furtherance of its statutory responsibility, LFC may conduct inquiries into specific transactions affecting the operating policies and cost of governmental units and their compliance with state laws.

**Exit Conferences.** The contents of this report were discussed with the PED Deputy Secretary of School Transformation, the PED Deputy Secretary of Teaching & Learning, and the PED Director of Policy, Innovation, and Measurement on August 17, 2018.



Charles Sallee

Deputy Director for Program Evaluation

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## Appendix B. PED Has Implemented or Made Progress on Five of Seven Recommendations from the 2016 LFC Evaluation

### *Assessing ‘Time-on-Task’ and Efforts to Extend Learning Time*

A 2016 LFC evaluation, *Assessing ‘Time-on-Task’ and Efforts to Extend Learning Time*, assessed the amount of time that New Mexico students spent “on task,” differences in learning time between student populations, and research-based best practices to promote time-on-task. The evaluation found that students lose nearly one-third of instructional time to non-instructional activities or absences. Lost time was associated with lower levels of student achievement. The evaluation also found that the state lacked a framework for maximizing the use of existing instructional time and ensuring that investments in extended learning programs, like K-3 Plus, were implemented correctly.

***PED continues to implement the Early Warning System (EWS) in schools, but adoption has been slow.*** EWS leverages software to help schools identify and track at-risk students and provide more effective prevention and early intervention services. The system uses student attendance, behavior, and course performance (the ‘ABCs’) as indicators of a student’s risk of dropping out.

PED first piloted EWS in 2014. The department offers annual trainings to schools interested in implementing the system, and has contracted with Johns Hopkins University (JHU) to provide technical assistance. In 2016, 15 schools had implemented EWS. In 2018, PED reported that over 50 schools had attended trainings. However, the department also reported challenges in monitoring and measuring implementation. Not all schools that attend trainings implement EWS, while others attempt to, but struggle with effective implementation. According to PED, only 17 percent of training attendees self-report “successful” EWS implementation. Most implementation is at the individual school level, but two districts – Taos and Gallup-McKinley – are adopting EWS on a district-wide level. The department has set a target of 100 percent of LEAs having “access” to EWS by SY20.

Another challenge to successful implementation is a lack of a unified data system to use with EWS. A number of schools have installed an add-on to PowerSchool (a student information system, or SIS) to use with EWS data. However, other schools are using different SIS systems, some have developed their own systems, and others use Excel spreadsheets, making it difficult for PED to monitor use and provide support. Since the launch of EWS, the focus appears to have shifted from a technology-driven system – a 2015 press release refers to a “single report for every student made available to school guidance counselors” – to an emphasis on training school staff in effective identification and intervention techniques.

After an initial \$500 thousand line-item appropriation in 2013, funding for EWS became part of a legislative line-item appropriation for “College Preparation, Career Readiness, and Dropout Prevention Programs,” funding multiple PED programs. Appropriations for this line item have ranged from \$2.9 million in FY15 to \$1.5 million in FY19. Some of this funding goes towards a contract with JHU, which provides up to two visits from experts to each school that is implementing EWS. PED is continuing the JHU contract for FY19.








***PED has not reported data on the number of students that remain with their regular school year teacher in K-3 Plus.*** Since studies of K-3 Plus show that students who stay with the same teacher through K-3 Plus and the regular school year show positive gains, it is important to track how many students are able to remain with the same teacher. In addition, state statute requires the department to prioritize funding to school districts and charter schools that keep K-3 Plus students with the same teacher and cohort of students during the regular school year (Section 22-13-28 NMSA 1978).

PED has not provided LFC with data to analyze this. Information is self-reported by schools to districts. The data does not always reach PED, and there is limited capacity to monitor or confirm the information.

***Districts and schools can focus on time-on-task as part of their NM-DASH submission, but the system does not specifically cover that topic.*** PED requires all school districts and schools to develop annual plans, as well as two 90-day plans, for improving student performance every year, using the New Mexico

Data, Accountability, Sustainability, and High Achievement (NM-DASH, which replaced Web EPPS) tool to do so. As part of their plans, districts and schools are required to choose two or three focus areas from the following: Instruction, Data-driven Instruction, Interventions, Feedback, Collaboration, Professional Development, Student Assistance Teams, School Leadership, and School Culture. None of the focus areas include specific references to time-on-task, although for school culture, districts and schools are prompted to consider how “minute-by-minute systems and procedures support a student culture focused on achievement.” If districts and schools identify time-on-task as a key focus area, they could include it as part of several relevant focus areas (e.g. instruction, professional development, school culture).

**PED plans to release an updated testing time audit in the fall of 2018.** In 2015, the GAA included language requiring school districts and charter schools to conduct “an assessment of its student assessment practices” and submit results of the audit to PED and local school boards or governing bodies, in order to receive SEG distributions. PED developed the New Mexico Assessment Inventory (NMAI), which helped LEAs to conduct these audits. PED did not share results of NMAI with LFC. The department plans to release updated audit findings from NMAI in the fall.

Recommendation	Status			Comments
	No Action	Progressing	Complete	
Through the budget process enhance verification of school calendar and time calculations reported by school districts and charter schools.				No information that process has changed since 2016. Verification process does not request or check information on early release days.
Fully implement the Early Warning System to track at-risk students.				Schools continue to implement EWS, but adoption is slow.
Work with K-3 Plus schools to increase the number of classrooms where a teacher stays with K-3 Plus students. Report to LFC and LESC the number of classrooms implementing the program with fidelity.				PED has not reported any data to LFC.
Continue to collaborate with teacher preparation programs to ensure program approval requirements pay sufficient attention to practices leading to improved time-on-task.				In June 2018, PED promulgated new teacher preparation program approval requirements (6.65.3 NMAC) focusing on classroom training and student achievement.
Provide the LFC with audit findings or conduct an audit of testing time and test preparation time statewide.				PED plans to release an updated version of NMAI in the fall.
Develop a framework for guidance for districts to maximize learning time, including appropriate tools, infrastructure, professional development, and how to perform quality time analyses.				PPE and TPE both include content related to time management, maximizing learning, classroom management.
As part of PED’s ongoing assessment of its instructional audit and Web EPPS programs include greater focus on helping schools maximize learning time through these and other initiatives.				NM-DASH allows schools flexibility to identify key focus areas, some of which could include time-on-task elements.

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## Appendix C. Survey Methodology

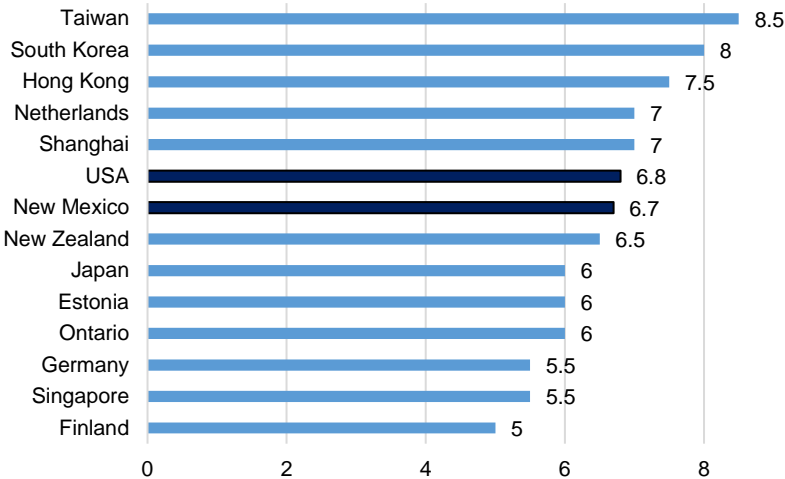
LFC staff developed a survey using SurveyMonkey with 39 questions on amount of instructional time, extended learning opportunities, use of four-day week schedules, early release days, K-3 Plus programs, and school start times. The survey was sent to all district superintendents and charter school head administrators (approximately 195 individuals). The LFC received 60 responses (26 charter schools and 34 school districts).

# Appendix D. Length of School Day in New Mexico

New Mexico’s average school day is 6.7 hours, just below the national average of 6.8. Across the state, school days range from 5.5 hours to 8.3 hours, with longer days, on average, for older children. Average day lengths are nearly identical between charters and districts. Because four-day week LEAs must meet learning time requirements with 20 percent fewer days, school days are nearly an hour longer, on average, than at five-day week LEAs. There is no significant difference in length of school day based on a district’s percentage of at-risk students.<sup>5</sup>

When compared to high-performing school systems around the world, New Mexico’s average length of day falls somewhere in the middle (Chart 22). In Finland, one of the top-performing school systems in the world, students are in school for just five hours a day, while Taiwanese students spend an average of 8.5 hours in school. However, hourly comparisons do not take into account differences in school structure, curricula, teaching style, nor additional enrichment opportunities that students may have access to after the regular school day. For example, in Finland, children can attend publically-funded afterschool programs at local parks and playgrounds.

**Chart 22. Average Length of Instructional Day by Locale**



Source: National Center on Education and the Economy, 2018

<sup>5</sup> One outlier (Wagon Mound) was removed



# Appendix E. Sample PED Calendar Form

1. Enter the date the Local Board or Governance Council approved the School Calendar: 23-Jan-2017
2. **Block** all Non-Instructional days (**Note:** Only include In-Service and Professional Development Days).
3. **Shade** all observed Holidays (**Note:** Holidays are **not** included in the Non-Instructional Day counts).
4. The first Instructional day is: 15-Aug-2017 . The last Instructional day is: 24-May-2017 .
5. **Strike** all days prior to the first day of instruction and after the last day of instruction.
6. Include the Total Instructional and Non-Instructional Days for each month in the spaces provided below each month.
7. Are you operating on a 4-Day or 5-Day week? 5-Day week

2017																																		
July							August							September																				
Sun	Mon	Tues	Wed	Thurs	Fri	Sat	Sun	Mon	Tues	Wed	Thurs	Fri	Sat	Sun	Mon	Tues	Wed	Thurs	Fri	Sat														
						1	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24	25	26	27	28	29	30	31
July Instructional Days 0							Aug. Instructional Days 13							Sep. Instructional Days 20																				
Non-Instructional Days 0							Non-Instructional Days 3							Non-Instructional Days 0																				

2018																														
October							November							December																
Sun	Mon	Tues	Wed	Thurs	Fri	Sat	Sun	Mon	Tues	Wed	Thurs	Fri	Sat	Sun	Mon	Tues	Wed	Thurs	Fri	Sat										
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24	25	26	27	28	29	30	31
Oct. Instructional Days 21							Nov. Instructional Days 18							Dec. Instructional Days 14																
Non-Instructional Days 0							Non-Instructional Days 0							Non-Instructional Days 0																

2018																																
January							February							March																		
Sun	Mon	Tues	Wed	Thurs	Fri	Sat	Sun	Mon	Tues	Wed	Thurs	Fri	Sat	Sun	Mon	Tues	Wed	Thurs	Fri	Sat												
		1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24	25	26	27	28	29	30	31
Jan. Instructional Days 16							Feb. Instructional Days 19							March Instructional Days 17																		
Non-Instructional Days 1							Non-Instructional Days 0							Non-Instructional Days 0																		

2018																																		
April							May							June																				
Sun	Mon	Tues	Wed	Thurs	Fri	Sat	Sun	Mon	Tues	Wed	Thurs	Fri	Sat	Sun	Mon	Tues	Wed	Thurs	Fri	Sat														
April Instructional Days 20							May Instructional Days 18							June Instructional Days 0																				
Non-Instructional Days 0							Non-Instructional Days 0							Non-Instructional Days 0																				

**Total Instructional Days: 176**      **Total Non-Instructional Days: 4**  
 Reminder: Holidays should not be included in the Non-Instructional Day counts.

2017-2018 Membership Reporting Dates:	
*October 11, 2017 (40 Day) - 1st Reporting Period in October (2nd Wednesday in October)	
*December 1, 2017 (80 Day) - 2nd Reporting Period (December 1 or first working day in December)	
*February 14, 2018 (120 Day) - 3rd Reporting Period (2nd Wednesday in February)	

County: \_\_\_\_\_ District/Charter: \_\_\_\_\_ PED # \_\_\_\_\_

**Section 22-2-8.1. SCHOOL YEAR--LENGTH OF SCHOOL DAY--MINIMUM.**

A. Except as otherwise provided in this section, regular students shall be in school-directed programs, exclusive of lunch, for a minimum of the following:

- (1) kindergarten (K), for half-day programs, two and one-half hours per day or four hundred fifty hours (450) per year or, for full-day programs, five and one-half hours per day or nine hundred ninety hours (990) per year;
- (2) grades one through six (1-6), five and one-half hours per day or nine hundred ninety hours (990) per year; and
- (3) grades seven through twelve (7-12), six hours per day or one thousand eighty hours (1080) per year.

**2016-2017 Instructional Days:** 176

(Please indicate how many Instructional Days your District or Charter had for the 2016-2017 School Year.)

**2017-2018 Total Instructional Days:** 176

(Do not include In-Service/Professional Development Days or Holidays in the Instructional Day count.)

**2017-2018 Total Non-Instructional Days:** 4

(Only include In-Service or Professional Development Days in the Non-Instructional Day count. These days must be identified on the School Calendar as well as listed below as a Non-Instructional Day. Please do **not** include Holidays in the Non-Instructional Day count.)

**2017-2018 Total Teacher Contract Days:** 180

(The Total Contract Days should **only** include the Total Instructional Days and Non-Instructional Days.)

**Note:** Make-up days are only required if they cause the District or Charter School's Instructional Hours to fall below the School Year-Length of School Day-Minimum requirements, identified above.

**Indicate Instructional Hours for 5-Day Weeks:**

Half-Day Kindergarten:      hours      minutes  
 Full-Day Kindergarten:      hours      minutes  
 Grades 1-6: 6 hours 30 minutes  
 Grades 7-12: 6 hours 39 minutes

**Indicate Instructional Hours for 4-Day Weeks:**

Half-Day Kindergarten:      hours      minutes  
 Full-Day Kindergarten:      hours      minutes  
 Grades 1-6:      hours      minutes  
 Grades 7-12:      hours      minutes

**List ALL Non-Instructional Days and Holidays**

Date	Description (In-Service, Professional Development or identify Holiday)
August 10, 11 & 14, 2017	In-service
September 4	Labor Day
October 13	Fall Break
November 11	Veterans Day
November 22, 23 & 24	Thanksgiving Holiday
December 21-29 and January 1-5	Winter Holiday
January 8	In-service
January 15	MLK Jr. Holiday
March 26-30, April 2	Spring Break
April 2	Vernal Holiday
May 28	Memorial Day

**Report Card Dates**

11/13/2017
02/19/2018
05/24/2018

**Pay Days**

Every two weeks starting 07/21/2017

**Board Meetings**

07/17/17, 08/28/17
09/24/17, 10/23/17
11/13/17, 12/11/17
01/22/17, 02/12/17
03/12/17, 04/23/17
05/07/17, 06/11/17

County:                     

District/Charter:                     

PED #

## Appendix F. Early Release Days by District, SY19

District	Approx. Number of Annual Early Release Days	Notes	District	Approx. Number of Annual Early Release Days	Notes
Alamogordo	5		Las Cruces	1 for elementary; 2 for middle/high	
Albuquerque	35	Every Wednesday for approx. one-third of elementary schools	Las Vegas City	17	Every other Wednesday
Animas	None listed		Logan	2	
Artesia	1		Lordsburg	None listed	
Aztec	35	Every Monday	Los Alamos	None listed	
Belen	None listed		Los Lunas	9	
Bernalillo	5		Loving	None listed	
Bloomfield	5		Lovington	4	
Capitan	None listed		Magdalena	3	
Carlsbad	35	Every Wednesday	Maxwell	Unknown (detailed calendar not available)	
Carrizozo	3		Melrose	5	
Central Consolidated	33	Every Wednesday	Mesa Vista	None listed	
Chama Valley	1		Mora	4	
Cimarron	1		Moriarty	38	Every Wednesday
Clayton	Unknown (detailed calendar not available)		Mosquero	4	
Cloudcroft	1		Mountainair	No Website	
Clovis	2		Pecos	None listed	
Cobre	2	Elementary only	Penasco	None listed	
Corona	5		Pojoaque	7	
Cuba	None listed		Portales	None listed	
Deming	2		Quemado	None listed	
Des Moines	4		Questa	None listed	
Dexter	5	Late start days	Raton	27	Every Friday
Dora	3		Reserve	1	Parent/Teacher Conf.
Dulce	None listed		Rio Rancho	35	Every Wednesday
Elida	4		Roswell	None listed	
Espanola	11		Roy	None listed	
Estancia	14		Ruidoso	None listed	
Eunice	Unknown (detailed calendar not available)		San Jon	None listed	
Farmington	14		Santa Fe	35	Every Friday for elementary only
Floyd	2		Santa Rosa	None listed	
Fort Sumner	11		Silver	None listed	
Gadsden	2 for elementary; 3 for middle/high		Socorro	None listed	
Gallup	35	Every Wednesday	Springer	8	Approx. one a month
Grady	3		T or C	1	Afternoon PD
Grants/Cibola	8		Taos	6 for all schools; 31 for elementary	Every Friday for elementary only
Hagerman	6		Tatum	None listed	
Hatch	None listed		Texico	2 for elementary; 3 for middle/high	
Hobbs	35	Every Wednesday	Tucumcari	None listed	
Hondo Valley	2		Tularosa	1	Start of winter break
House	2		Vaughn	None listed	
Jal	None listed		Wagon Mound	10	
Jemez Mountain	None listed		West Las Vegas	None listed	
Jemez Valley	None listed		Zuni	None listed	
Lake Arthur	None listed				

Note: Based on available calendar information online. LFC staff were unable to find detailed calendars for four districts. Unless specified on a district calendar, LFC staff assumed that weekly early release days would total approximately 35 early release days over the course of a year.

## Appendix G. School Start Times

In addition to the amount of time that students spend learning, when they learn is also important. There is significant evidence that early school start times are not conducive to learning for teenagers. Biological sleep patterns shift in adolescence, meaning that it is normal for teenagers to go to sleep after 11 PM and wake up in the late morning. While teenagers need between eight and 10 hours of sleep per night, a 2016 study found that on average, they get less than seven. Early start times can lead to chronic sleep deprivation, which negatively impacts ability to learn and retain information, and also affects impulse control and physical health. The Studies have found that moving start times later leads to improved grades, better attendance, and reduced incidences of car crashes involving teenage drivers.

**Many New Mexico middle schools and high schools start earlier than 8:30 AM.** All of APS’ 13 comprehensive high schools begin first period at 7:25 AM (zero hour begins at 6:28 AM). Santa Fe High School begins at 8:05 AM (zero period begins at 7:30 AM), Farmington High School at 8:00 AM, and Los Alamos High School at 7:50 AM. Others have later starts – all of Las Cruces Public Schools’ seven high schools start at 8:30 AM or later. In an LFC survey, of 30 school districts that responded, 26 indicated that at least 75 percent of middle- and high-school students begin school before 8:30 AM.

Los Alamos Public Schools (LAPS) is currently in the midst of a process to determine optimal start times for elementary, middle school, and high school students. In October 2017, LAPS convened students, parents, teachers, school board members, and community members to discuss potential benefits and challenges of later start times. At the forum, many students reported waking up between 5:30 and 7:00 AM, often skipping breakfast to maximize sleep time. However, participants also expressed concern about shifting school days later, meaning that students would get home later, potentially arriving home after dark in the winter, and have less time for extracurricular activities and homework.

The LAPS transportation department developed two options for later start times, taking into account school bus and driver availability, as well as traffic patterns (Table 8). Both of the proposed schedules would move middle and high school start times later than 8:30 AM, and move elementary school start times earlier. A non-scientific, anonymous survey of 216 LAPS stakeholders found that slightly less than half of respondents supported changing school start times. The district plans to make final determinations about start times in the fall of 2018.

Moving to longer school years, allowing for shorter instructional days, would be a way for LEAs to implement later start times, without impacting afterschool time.

Bus schedules can also be a barrier to changing schools start times, since buses often operate in “tiers” (or shifts) for elementary, middle, and high school transportation, and changing times for one tier would affect the other two. Denver Public Schools addressed parent concerns about students getting out of school too late, as well as transportation cost concerns, by offering two schedule options – one where students started at 7:30 AM and ended at 2:15 PM, and another where students started at 9:30 AM and ended at 4:15 PM. The district worked with city public transportation authorities to provide high school students with bus passes, avoiding increased district transportation costs.

**Table 8. Proposed Schedule Changes for Los Alamos Public Schools**

	Start time	End time
<b>Current</b>		
Elementary	8:20 AM	3:20 PM
Middle	8:00 AM	3:00 PM
High Schools	7:50 AM	3:10 PM
<b>Option 1</b>		
Elementary	8:00 AM	3:00 PM
Middle	9:00 AM	4:00 PM
High Schools	8:50 AM	4:10 PM
<b>Option 2</b>		
Elementary	8:00 AM	3:00 PM
Middle	8:40 AM	3:40 PM
High Schools	8:30 AM	3:50 PM

Source: LAPS/New Mexico First Outcome Report, 2017

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## Appendix H. Schools with a State Funded Afterschool or Summer Enrichment Program, FY18

### Schools with a State Funded Afterschool or Summer Enrichment Program, FY18

School District	School
Albuquerque	Hayes Middle
Aztec	McCoy Avenue Elementary
	Lydia Rippey Elementary
	Park Avenue Elementary
Belen	Belen Middle
Clovis	James Bickley Middle
Lovington	Yarbro Elementary
Pecos	Pecos Elementary
Taos	Enos Garcia Elementary
State Charter	Dream Dine

Source: NM Out-of-School Time Network

# Appendix I. Instructional Time by LEA, SY18

## School Districts

	Type of Week	Total Instructional Days	Total Non-Instructional Days	Total Teacher Contract Days	Elementary Hours per Day	Secondary hours per Day	Total Elementary Hours	Total Secondary Hours
<b>Statutory Requirements</b>	<b>n/a</b>	<b>n/a</b>	<b>n/a</b>	<b>n/a</b>	<b>5.5</b>	<b>6</b>	<b>990</b>	<b>1,080</b>
Alamogordo	5-day	176	8	184	5.8	6.2	1,023	1,097
Albuquerque**	5-day	178	6	184	5.9	6.0	1,055	1,068
Animas	4-day	150	5	155	6.7	7.3	999	1,088
Artesia	5-day	180	2	182	6.4	6.3	1,148	1,139
Aztec	5-day	180	5	185	6.3	6.4	1,125	1,154
Belen	5-day	178	2	180	5.5	6.1	977	1,086
Bernalillo*	5-day	176.5						
Bloomfield	5-day	178	7	185	6.8	7.1	1,212	1,260
Capitan	4-day	145	9	154	7.4	7.8	1,072	1,124
Carlsbad	5-day	179	6	185	6.3	6.7	1,127	1,192
Carrizozo	4-day	147	5	152	7.8	7.8	1,146	1,151
Central Consolidated	5-day	177	8	185	6.5	6.5	1,151	1,151
Chama Valley	4-day	150	10	160	6.8	7.3	1,013	1,088
Cimarron	4-day	151	9	160	7.5	7.5	1,133	1,133
Clayton	5-day	168	13	181	6.5	6.5	1,097	1,097
Cloudcroft	4-day	155	3	158	7.0	7.0	1,085	1,085
Clovis	5-day	174	9	183	6.5	6.7	1,135	1,161
Cobre Consolidated	4-day	154	11	165	6.8	7.3	1,040	1,117
Corona	4-day	150	6	156	7.2	7.2	1,076	1,086
Cuba	5-day	173	10	183	6.5	6.5	1,125	1,125
Deming	5-day	175	8	183	6.0	6.5	1,048	1,138
Des Moines*	5-day	167.5						
Dexter	5-day	177	5	182	6.3	6.3	1,106	1,106
Dora	4-day	150	8	158	7.3	7.4	1,100	1,113
Dulce	5-day	180	5	185	6.4	6.8	1,156	1,229
Elida	4-day	151	5	156	6.7	7.3	1,017	1,095
Española	5-day	179	7	186	5.9	6.4	1,060	1,142
Estancia	5-day	178	5	183	6.3	7.6	1,127	1,358
Eunice	5-day	179	5	184	6.5	6.5	1,164	1,164
Farmington	5-day	171.5	13.5	185	6.3	6.7	1,082	1,142
Floyd	4-day	151	8	159	7.3	7.4	1,107	1,120
Fort Sumner	5-day	166	7	173	7.3	7.3	1,204	1,204
Gadsden	5-day	174	9	183	6.0	6.5	1,044	1,131
Gallup	5-day	178	6	184	6.4	6.8	1,143	1,204
Grady	4-day	147	7	154	7.5	7.5	1,103	1,103
Grants/Cibola	5-day	175	9	184	6.1	6.7	1,064	1,166
Hagerman	5-day	179	5	184	6.7	6.7	1,199	1,199
Hatch	5-day	176	7	183	6.3	6.5	1,100	1,144
Hobbs	5-day	180	2	180	5.8	6.8	1,035	1,229
Hondo Valley	4-day	144	3	147	7.6	7.6	1,092	1,092
House	4-day	146	4	150	7.5	7.5	1,098	1,098
Jal	4-day	152	11	163	7.0	7.3	1,071	1,114
Jemez Mountain	4-day	156	10	166	7.4	7.4	1,158	1,158
Jemez Valley	4-day	150	10	160	6.8	7.3	1,013	1,100
Lake Arthur	5-day	178	11	189	6.6	6.6	1,171	1,171
Las Cruces	5-day	176	7	183	6.6	6.9	1,157	1,212
Las Vegas City	5-day	173	10	183	6.7	6.8	1,159	1,182
Logan	4-day	146	5	151	7.5	7.5	1,095	1,095
Lordsburg	4-day	152	11	163	7.0	7.2	1,064	1,090
Los Alamos	5-day	180	6	186	5.7	6.4	1,031	1,157
Los Lunas	5-day	176	6	182	6.0	6.5	1,056	1,144
Loving	4-day	150	11	161	7.0	7.4	1,050	1,110
Lovington	5-day	180	4	184	6.2	6.3	1,108	1,135
Magdalena	4-day	145	4	149	7.1	7.1	1,035	1,027
Maxwell	4-day	147	5	152	7.5	7.6	1,103	1,114
Melrose	4-day	151	9	160	7.3	7.3	1,095	1,095
Mesa Vista	4-day	150	10	160	7.4	7.4	1,113	1,113
	5-day	180	5	185	6.4	6.5	1,151	1,170
Moriarty	5-day	172	12	184	6.2	6.8	1,063	1,164
Mosquero	4-day	144	6	150	7.5	7.5	1,080	1,080
Mountainair	4-day	150	6	156	7.2	7.3	1,081	1,100
Pecos	5-day	175	7	182	6.5	7.6	1,138	1,327
Peñasco	4-day	150	11	161	6.6	7.2	990	1,080
Pojoaque	5-day	177	6	183	6.1	6.6	1,085	1,168
Portales	5-day	176	7	183	6.3	6.3	1,100	1,100
Quemado	4-day	150	6	156	7.4	7.6	1,104	1,140
Questa	4-day	150	13	163	7.0	7.5	1,050	1,125



Raton	5-day	174	9	183	6.1	6.3	1,067	1,088
Reserve	4-day	151	3	154	7.5	7.5	1,138	1,138
Rio Rancho	5-day	176	4	180	6.5	6.7	1,144	1,170
Roswell	5-day	178	6	184	6.5	6.5	1,157	1,157
Roy	4-day	145	5	150	7.5	7.5	1,088	1,088
Ruidoso	5-day	178	4	182	6.1	6.3	1,080	1,127
San Jon	4-day	146	6	152	7.5	7.5	1,095	1,095
Santa Fe	5-day	175	7	182	6.5	7.0	1,138	1,225
Santa Rosa	5-day	169	8	177	6.8	7.0	1,141	1,183
Silver Consolidated	5-day	178	5	183	5.9	6.3	1,052	1,113
Socorro	5-day	176	8	184	6.0	6.4	1,049	1,129
Springer	4-day	145	7	152	7.3	7.5	1,051	1,088
Taos	5-day	177	5	182	6.4	6.4	1,125	1,130
Tatum	4-day	156	5	161	7.3	7.3	1,131	1,131
Texico	4-day	155	4	159	7.3	7.3	1,124	1,124
Truth or Consequences	5-day	177	6	183	5.9	6.5	1,053	1,156
Tucumcari	4-day	150	5	155	7.3	7.3	1,088	1,100
Tularosa	5-day	178	5	183	6.6	6.3	1,175	1,127
Vaughn	4-day	150	10	160	6.6	7.2	990	1,080
Wagon Mound	4-day	149	7	156	8.1	8.3	1,204	1,229
West Las Vegas	5-day	180	5	180	6.3	6.3	1,128	1,142
Zuni	5-day	180	8	188	6.2	6.4	1,121	1,152

\* Files missing some data

\*\* Albuquerque school district reported total secondary hours below statutory minimums; however, all schools in the district report exceeding the minimums.

Note: Total elementary and secondary hours are total number of instructional days multiplied by average daily K-6 hours and average 7-12 hours, respectively.

### Charter Schools

	Type of Week	Total Instructional Days	Total Non-Instructional Days	Total Teacher Contract Days	Elementary Hours per Day	Secondary hours per Day	Total Elementary Hours	Total Secondary Hours
<b>Statutory Requirements</b>	n/a	n/a	n/a	n/a	5.5	6	990	1,080
21st Century Public Academy	5-day	166	9	175	6.8	6.8	1,121	1,134
ABQ Charter Academy	4-day	169	10	179		8.0		1,352
Academy for Technology & the Classics	5-day	174	9	183		6.5		1,131
Academy of Trades and Technology	5-day	182	11	193		6.5		1,183
ACE Academy	4-day	154	64	218		4.5		693
Albuquerque Institute for Math & Science	5-day	182	9	181	7.0	7.0	1,274	1,274
Albuquerque School of Excellence	5-day	174	7	181	5.8	6.7	1,009	1,166
Albuquerque Sign Language Academy	5-day	182	15	197	6.3	6.3	1,138	1,138
Albuquerque Talent Development Academy	4-day	150	20	170		7.3		1,088
Aldo Leopold Charter School	5-day	172	23	184	6.4	6.4	1,104	1,104
Alice King Community School	4-day	166	17	183	6.5	6.5	1,079	1,079
Alma D' Arte	5-day	180	0	180		6.0		1,080
Amy Biehl High School	5-day	173	32	205		6.3		1,096
Anansi Charter School	5-day	172	13	185	6.5	6.5	1,118	1,118
Anthony Charter School	4-day	150	14	164		7.6		1,138
ASK Academy	4-day	153	23	176	7.3	7.3	1,122	1,122
Carinos de los Ninos	5-day	178	8	186	6.1	6.1	1,083	1,083
Carlsbad/Pecos Connections Academy	5-day	180	15	195	5.5	6.0	990	1,080
Cesar Chavez Community	5-day	180	11	191		7.5		1,350
Christine Duncan's Heritage Academy	4-day	155	5	160	7.0	7.0	1,085	1,085
Cien Aguas International School	5-day	180	15	195	6.1	6.1	1,098	1,098
Cimarron/Moreno Valley High School	4-day	154	19	173		7.5		1,155
Coral Community Charter	5-day	167	11	178	6.7		1,113	
Corrales International School	5-day	177	13	190	6.5	7.0	1,151	1,239
Cottonwood Classical Prep	5-day	173	18	191	6.6	6.5	1,134	1,116
Cottonwood Valley	5-day	176	8	184	6.3	6.3	1,100	1,100
DEAP	4-day	154	54	208	7.3	7.3	1,117	1,117
Deming Cesar Chavez	4-day	149	11	160		7.3		1,093
Digital Arts and Technology	5-day	176	10	186		6.6		1,159
Dream Dine	5-day	177	12	189	6.0	6.0	1,062	1,062
East Mountain High School	5-day	180	4	184		6.8		1,215
El Camino Real Academy	5-day	181	3	184	6.4	6.6	1,161	1,192
Estancia Valley Classical Academy*	5-day	175			6.5	6.8	1,138	1,181
Explore Academy	5-day	177	7	184		6.3		1,121
Gilbert L. Sena	5-day	180	5	185		6.0		1,080
Gordon Bernell	4-day	171	12	183		7.0		1,197
Health Leadership High School	5-day	167	36	203		6.5		1,086
Horizon Academy West	4-day	150	4	154	7.3		1,088	

J. Paul Taylor Academy	5-day	185	4	189	6.8	6.8	1,249	1,249
Jefferson Montessori Academy	5-day	177	7	184	6.5	6.8	1,151	1,210
La Academia de Esperanza	5-day	180	6	186	6.5	6.5	1,170	1,170
La Academia Dolores Huerta	5-day	165	13	178	7.0	7.0	1,155	1,155
La Promesa Early Learning	5-day	180	7	187	6.5	6.5	1,170	1,170
La Resolana Leadership Academy	5-day	173	9	182	6.5	6.5	1,125	1,125
La Tierra Montessori	5-day	170	12	182	6.5	6.5	1,105	1,105
Las Montanas	4-day	155	13	168		7.0		1,085
Lindrith Area Heritage School	4-day	150	10	160	7.6	7.7	1,145	1,150
Los Puentes	5-day	181	9	190		6.5		1,177
McCurdy Charter	5-day	170	16	186	6.1	6.5	1,034	1,105
Media Arts Collaborative	5-day	181	14	195	6.1	6.2	1,101	1,115
Middle College High School	5-day	175	9	184		7.5		1,313
Mission Achievement and Success	5-day	182	15	197	7.5	7.5	1,365	1,365
Monte del Sol	5-day	174	9	183		6.3		1,088
Montessori of the Rio Grande	5-day	174	7	181	6.0	6.0	1,044	1,044
Mosaic Academy Charter School	5-day	180	5	185	6.0	6.0	1,080	1,080
Mountain Mahogany	5-day	177	10	187	6.2	6.2	1,092	1,092
Native American Community Academy	5-day	180	12	192	6.5	6.5	1,170	1,170
New Mexico Connections Academy	5-day	180	15	195	5.5	6.0	990	1,080
New Mexico International School	5-day	172	14	186	6.3		1,075	
New Mexico School for the Arts	5-day	183	6	189		6.7		1,220
New Mexico Virtual Academy	5-day	176	12	188	6.5	6.5	1,144	1,144
North Valley Academy	5-day	177	4	181	6.5	6.5	1,151	1,151
Nuestros Valores Charter School	5-day	175	10	185		7.0		1,225
Public Academy for Performing Arts	5-day	168	11	179	7.3	7.3	1,232	1,232
Red River Valley Charter School	4-day	150	10	160	7.0	7.5	1,050	1,125
Rio Gallinas School	5-day	180	5	185	5.9	5.1	1,065	915
Robert F Kennedy	5-day	184	9	193	6.5	6.5	1,196	1,196
Roots & Wings Community School	4-day	153	27	180	6.5	6.5	995	995
SAMS Academy	5-day	170	14	184		7.0		1,190
San Diego Riverside	5-day	177	4	181	7.0	7.0	1,239	1,239
Sandoval Academy of Bilingual Education	5-day	168	39	207		6.5		1,092
School of Dreams Academy	5-day	175	8	183	6.5	6.8	1,138	1,181
Sidney Gutierrez Middle School	5-day	178	6	184	6.6	6.6	1,171	1,171
Siembra Leadership High School	5-day	175	29	204		6.3		1,097
Six Directions Indigenous Schools	5-day	180	5	185	6.6	6.6	1,188	1,188
South Valley Academy	5-day	178	18	196	6.3	6.3	1,127	1,127
South Valley Prep	5-day	175	10	185	7.2	7.2	1,254	1,254
Southwest Primary LC	5-day	170	14	184	7.0		1,190	
Southwest Secondary LC	5-day	170	14	184		7.0		1,190
Student Athlete Headquarters Academy	5-day	178	12	190		6.3		1,127

Taos Academy	4-day	151	15	166	7.3	7.3	1,107	1,107
Taos Charter School	5-day	170	10	180	6.1	6.5	1,043	1,105
Taos Integrated	4-day	147	40	187	6.9	7.6	1,017	1,115
Taos International School	5-day	153	21	174	7.5	7.5	1,148	1,148
Technology Leadership High School	5-day	168	39	207		6.5		1,092
The GREAT Academy	4-day	161	18	179	6.5	7.5	1,047	1,208
The International School at Mesa del Sol	5-day	173	15	188	5.8	6.5	995	1,125
The MASTERS Program	5-day	171	8	179		7.0		1,197
The Montessori Elementary School	5-day	180	4	184	6.6	7.0	1,183	1,260
The New America School - Las Cruces	4-day	150	16	166		7.5		1,125
The New America School - New Mexico	4-day	150	16	166		7.5		1,125
Tierra Adentro	5-day	178	4	182	7.0	7.0	1,246	1,246
Tierra Encantada	4-day	147	37	184		7.5		1,103
Turquoise Trail	5-day	177	5	182	7.0		1,239	
Vista Grande	5-day	175	13	188		6.5		1,138
Walatowa High	5-day	181	0	181		6.4		1,162
William W. & Josephine Dorn	5-day	177	10	187	6.5		1,151	

\* File missing some data

Note: Blank cells indicate that charter does not have either elementary or secondary grades

Note: Total elementary and secondary hours are total number of instructional days multiplied by average daily K-6 hours and average 7-12 hours, respectively.

## Appendix J. LEAs with Four-Day Week Schedules, SY18

### LEAs With Four-Day Weeks, SY18

School Districts	Charter Schools
Animas	ACE Leadership
Capitan	Albuquerque Talent (APS)
Carrizozo	Alice King (APS)
Chama	Anthony (Gadsden)
Cimarron	ASK Academy (APS)
Cloudcroft	Christine Duncan (APS)
Cobre	DEAP (Gallup)
Corona	Deming Cesar (Deming)
Dora	Gordon Bernall (APS)
Elida	The Great Academy (APS)
Floyd	Health Leadership (APS)
Grady	Horizon (APS)
Hondo	Las Montanas (Las Cruces)
House	Lindrith Heritage (Jemez Mtn.)
Jal	Moreno Valley (Cimarron)
Jemez Mountain	New America (APS)
Jemez Valley	New America (Las Cruces)
Logan	Red River Valley (Questa)
Lordsburg	Roots And Wings Questa)
Loving	Taos Academy (Taos)
Magdalena	Taos Integrated (Taos)
Maxwell	Tierra Encantada (Santa Fe)
Melrose	
Mesa Vista	
Mosquero	
Mountainair	
Penasco	
Quemado	
Questa	
Reserve	
Roy	
San Jon	
Springer	
Tatum	
Texico	
Tucumcari	
Vaughn	
Wagon Mound	

Source: PED

## Appendix K. Estimated Cost of Childcare on “Off” Days in Counties with Four-Day Week School Districts

County	Average Annual Cost of Full-Time Childcare (Two Children)	15% of Full-Time Childcare Cost	Average Annual Family Income	Childcare Cost as Share of Family Income
Guadalupe	\$12,850	\$1,928	\$36,435	5.3%
Hidalgo	\$12,826	\$1,924	\$37,432	5.1%
Quay	\$12,666	\$1,900	\$41,034	4.6%
Mora	\$12,812	\$1,922	\$41,794	4.6%
Roosevelt	\$12,946	\$1,942	\$42,703	4.5%
Torrance	\$13,673	\$2,051	\$45,409	4.5%
Taos	\$12,974	\$1,946	\$44,541	4.4%
Socorro	\$12,717	\$1,908	\$44,076	4.3%
Lincoln	\$14,176	\$2,126	\$49,213	4.3%
Catron	\$12,850	\$1,928	\$45,821	4.2%
Otero	\$13,021	\$1,953	\$46,828	4.2%
Grant	\$12,533	\$1,880	\$45,616	4.1%
Rio Arriba	\$12,581	\$1,887	\$47,363	4.0%
Colfax	\$12,369	\$1,855	\$47,100	3.9%
Harding	\$12,850	\$1,928	\$49,167	3.9%
Curry	\$13,308	\$1,996	\$50,963	3.9%
Sandoval	\$16,352	\$2,453	\$65,768	3.7%
Eddy	\$13,893	\$2,084	\$60,891	3.4%
Lea	\$13,422	\$2,013	\$60,006	3.4%
<b>AVERAGE</b>	<b>\$13,201</b>	<b>\$1,980</b>	<b>\$47,482</b>	<b>4.2%</b>

Note: 15% of full-time childcare cost assumption based on assumption that families would need childcare during one "off" day per week, for nine months out of the year (i.e. 20% x 75%)

Sources: US Census Bureau (family income, 2009-2013; American Community Survey, 2009-2013); Economic Policy Institute Family Budget Calculator



## Appendix L. Public Education Fixed and Variable Costs, FY17

LFC staff used public education expenditure data to estimate the additional funding that would be needed for LEAs to provide at least 190 instructional days. LFC staff categorized all expenditures as being either fixed or variable costs and then subcategorized variable costs as affecting either instructional days or non-instructional days. Based on expenditure data from FY17 (the most current year for which PED has published LEA expenditure actuals), roughly 67 percent of expenditures from public school general funds are variable costs that increase with the number of instructional days. For each LEA, LFC staff calculated a “daily variable cost” per instructional day by dividing each LEA’s total instructional day variable costs by 180 instructional days.

**Public Education Fixed and Variable Costs, FY17 Actuals**

Cost Type	Function	Description	Amount	Percent of Total
Fixed	Capital Outlay	Property	\$1,398,824	0.1%
		Property Services	\$3,025,057	0.1%
	Instructional	Other Services	\$22,097,097	0.8%
		Professional and Technical Services	\$7,611,485	0.3%
		Property	\$6,027,404	0.2%
		Property Services	\$2,675,809	0.1%
		Supplies	\$51,388,527	1.9%
	Non-Instructional Services	Other Services	\$246,042	0.0%
		Professional and Technical Services	\$48,545	0.0%
		Property	\$22,998	0.0%
		Property Services	\$19,527	0.0%
		Supplies	\$560,124	0.0%
	Support Services	Compensation	\$311,292,062	11.4%
		Debt Service Miscellaneous	\$1,588,856	0.1%
		Employee Benefits	\$115,185,134	4.2%
		Other Services	\$131,572,959	4.8%
		Professional and Technical Services	\$73,915,333	2.7%
		Property	\$5,018,112	0.2%
		Property Services	\$123,708,898	4.5%
Supplies	\$29,212,689	1.1%		
<b>Subtotal</b>			<b>\$886,615,482</b>	<b>32.6%</b>
Variable	Instructional	Compensation	\$1,132,042,990	41.6%
		Employee Benefits	\$404,241,341	14.8%
	Non-Instructional Services	Compensation	\$1,924,713	0.1%
		Employee Benefits	\$635,621	0.0%
	Support Services	Compensation	\$217,217,143	8.0%
		Employee Benefits	\$79,583,638	2.9%
	<b>Subtotal</b>			<b>\$1,835,645,447</b>
<b>Total</b>			<b>\$2,722,260,929</b>	<b>100.0%</b>

Note: This table displays FY17 actual public education general funds expenditures.

Source: LFC analysis of PED data.