New Mexico Legislating for Results

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NEW MEXICO LEGISLATIVE FINANCE COMMITTEE

Fiscal management and accountability arm of the state legislature

Interim committee

Bicameral and proportionate to political make up of each chamber

Staffed by a permanent nonpartisan team of fiscal analysts (budget-making), economists (revenue estimating and tracking), program evaluators, and support staff

A Brief History

LFC established in 1957

1990: Program Evaluation Unit moves from State Auditor's Office to LFC

1994: NM Legislation calls for called for the creation of the *New Mexico Horizons Task Force* which recommended development of an AGA

1998: Urban Institute & NCSL begin examining practices in results-based state government

2000: Accountability in Government Act (AGA) established performance-based budgeting

2003: NCSL publishes best practices for performance hearings and using data

2005: AGA amended to require quarterly performance reporting

2019: SB58 – Evidence and Research-Based Funding bill passed

2021: LFC holds its first LegisStat hearing

2023: LFC develops and implements its seven elements to guide budget decision-making
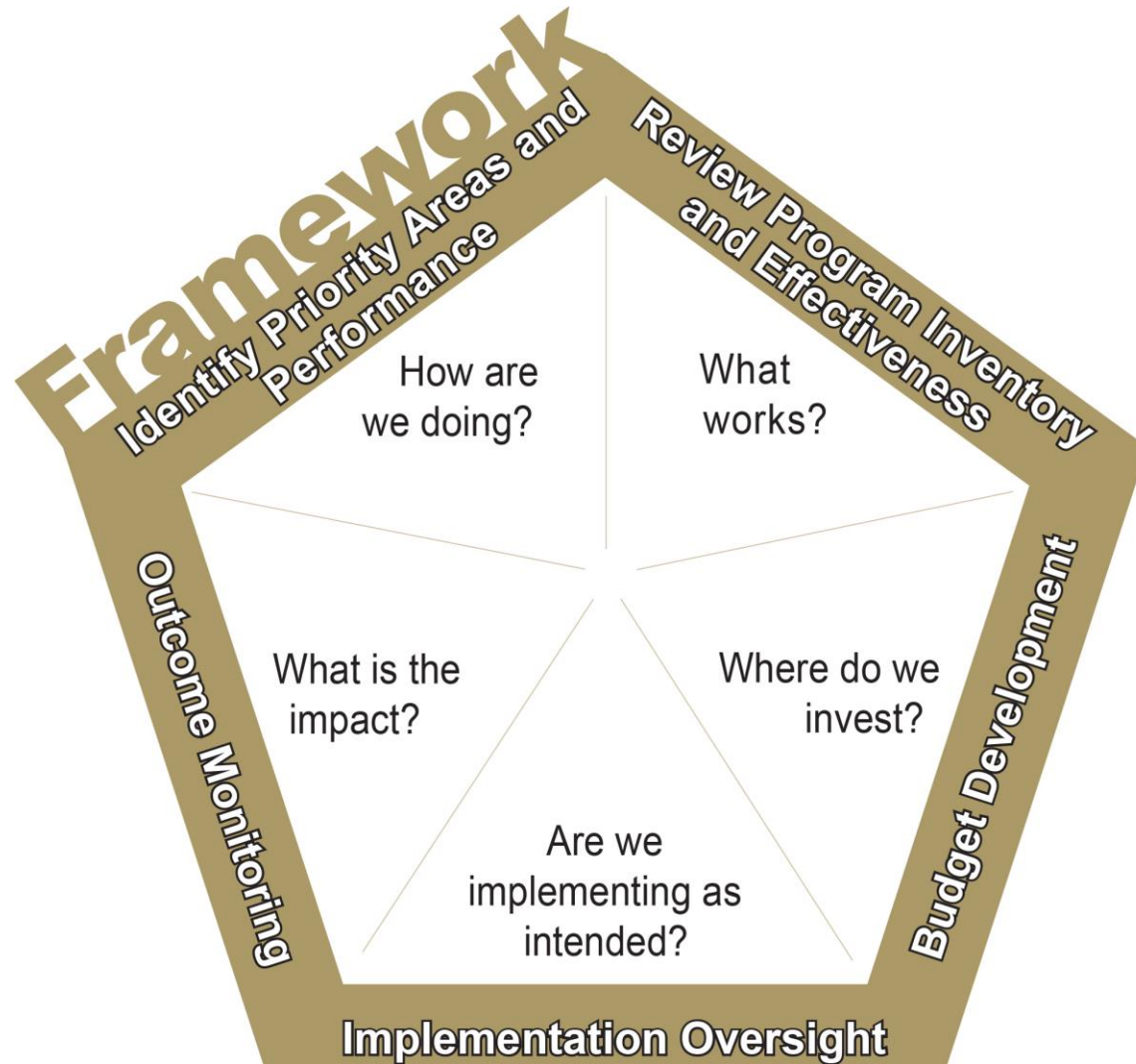
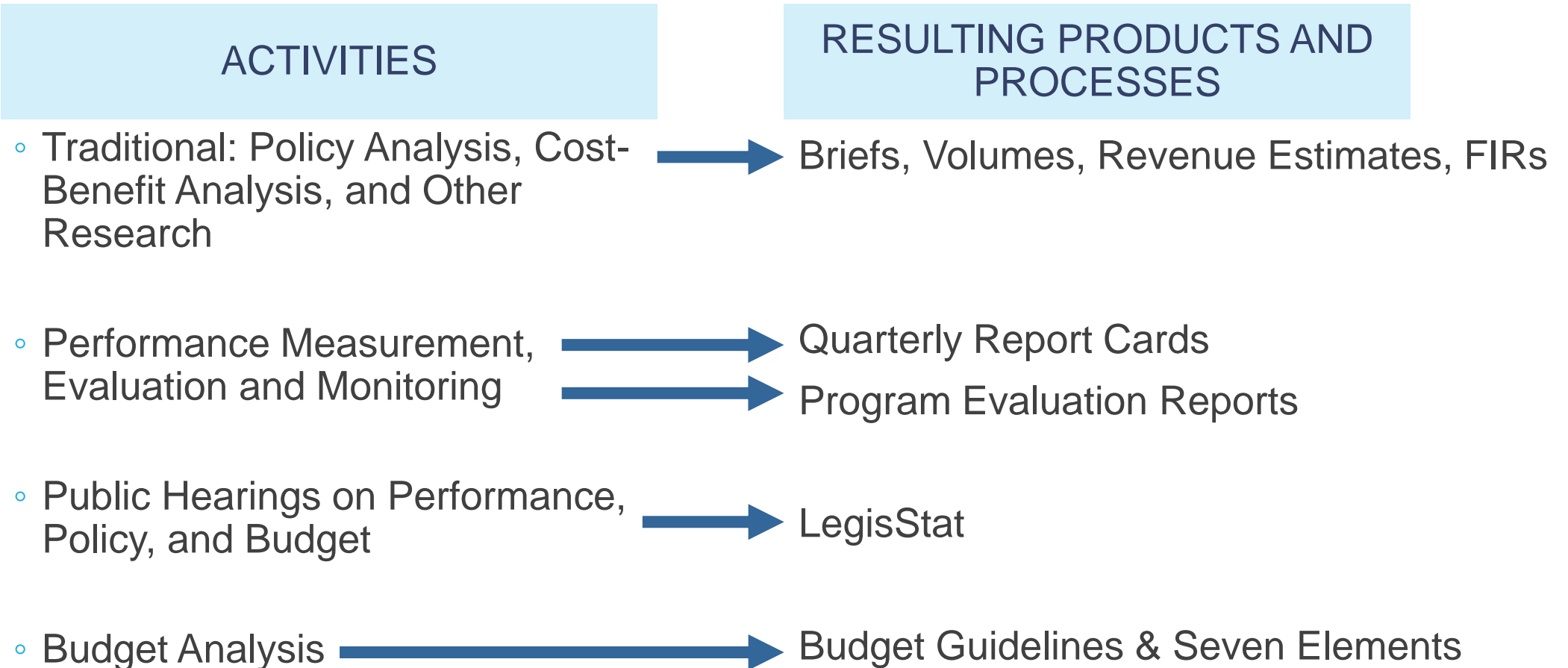# Legislating for Results Framework

Legislating for Results Tools

ACTIVITIES

◦ Traditional: Policy Analysis, Cost-Benefit Analysis, and Other Research

◦ Performance Measurement, Evaluation and Monitoring

◦ Public Hearings on Performance, Policy, and Budget

◦ Budget Analysis

Legislating for Results Tools

ACTIVITIES	RESULTING PRODUCTS AND PROCESSES

◦ Traditional: Policy Analysis, Cost-Benefit Analysis, and Other Research → Briefs, Volumes, Revenue Estimates, FIRs

◦ Performance Measurement, Evaluation and Monitoring → Quarterly Report Cards

→ Program Evaluation Reports

◦ Public Hearings on Performance, Policy, and Budget → LegisStat
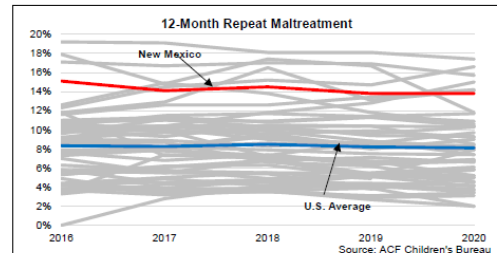
◦ Budget Analysis → Budget Guidelines & Seven Elements

Legislating for Results Tools

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◦ Traditional: Policy Analysis, Cost-Benefit Analysis, and Other Research	Briefs, Volumes, Revenue Estimates, FIRs
◦ Performance Measurement, Evaluation and Monitoring	Quarterly Report Cards Program Evaluation Reports
◦ Public Hearings on Performance, Policy, and Budget	LegisStat
◦ Budget Analysis	Budget Guidelines & Seven Elements

This Presentation

Quarterly Report Cards

Required by statute – New Mexico's Accountability in Government Act

Only key (large) agencies

Measures and targets negotiated annually between executive and legislature

Agencies must identify their core services and ways to measure effectiveness and report on whether programs are demonstrating that effectiveness.

https://www.nmlegis.gov/Entity/LFC/Agency_Report_Cards_And_Accountability

Program Evaluation

https://www.nmlegis.gov/Entity/LFC/Program_Evaluation_Search?Query=&StartYear=1991&EndYear2023&Category=ALL&PubType=ALL
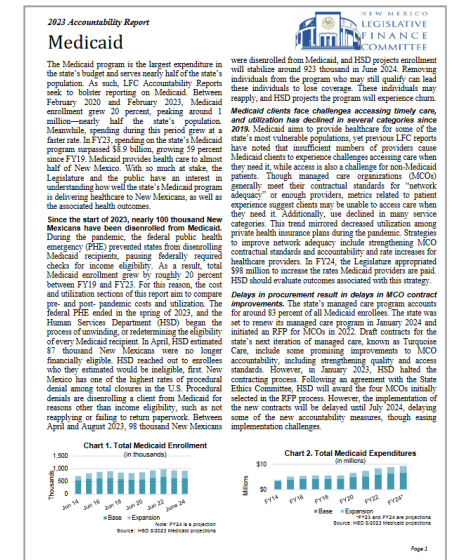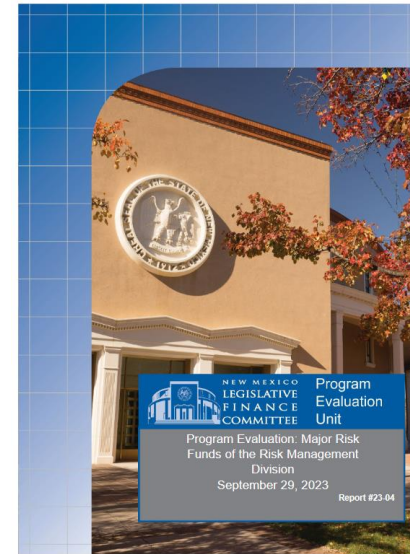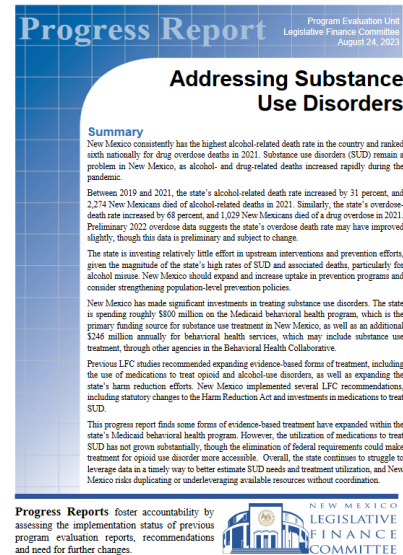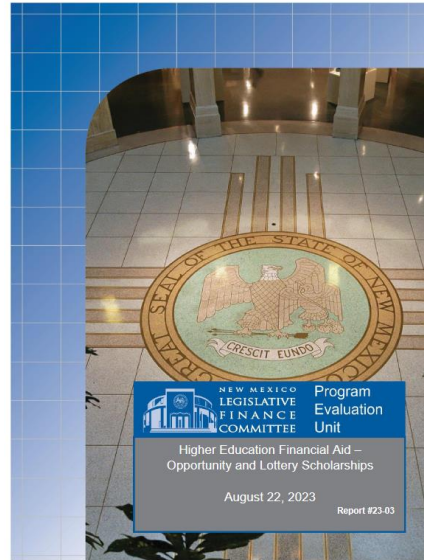
Deep dive research that covers the gamut of government and outcomes analysis on outcomes, management, compliance, effectiveness, and efficiency.

Contain far-reaching recommendations, which may include changes to law, rule, appropriations, or implementation

Often spurred by changes in performance noted in report cards

NAEP: Student Achievement Changes

Grade 4 Math – Differences since 2019

	All Students	Male	Female	Eligible for NSLP	Students with Disabilities*	English Learners
NM	↓10	↓9	↓11	↓10	◆	↓10
National Public	↓5	↓4	↓6	↓6	↓2	↓4

↑ Higher   ↓ Lower   ◆ No significant change   — Not available

	White	Black	Hispanic	Asian/ Pacific Islander	American Indian/ Alaska Native	Two or more races
NM	↓9	—	↓9	—	◆	—
National Public	↓4	↓7	↓7	↓4	↓8	↓5

*Students with disabilities including those with a 504 plan.

National Student Average Test Scores,
Grades 3-8, 2009-2018 (Green = Positive, Blue = Negative)

Average Test Scores By School District
in grade levels, relative to the U.S. average

-3.5   U.S. average   3.5

Colors show students' scores, in grade levels, relative to the national average (grades 3-8, 2009-2018).
Source: The Educational Opportunity Project at Stanford University
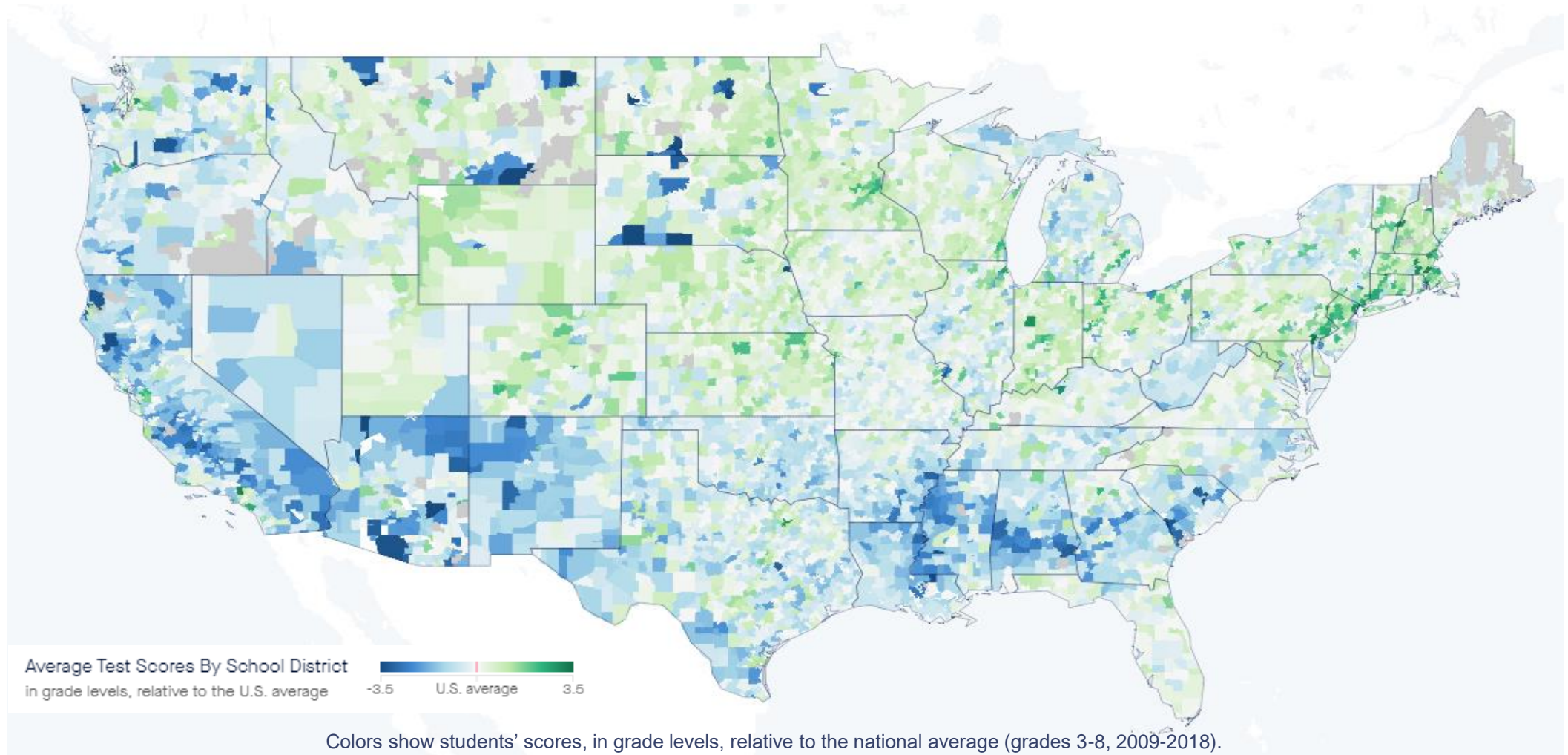
Learning Rates Compared to National Average
Grades 3-8, 2009-2018 (Green = Positive, Blue = Negative)

Learning Rates By School District
amount learned per grade, relative to
U.S. average

-50%   U.S. average   50%
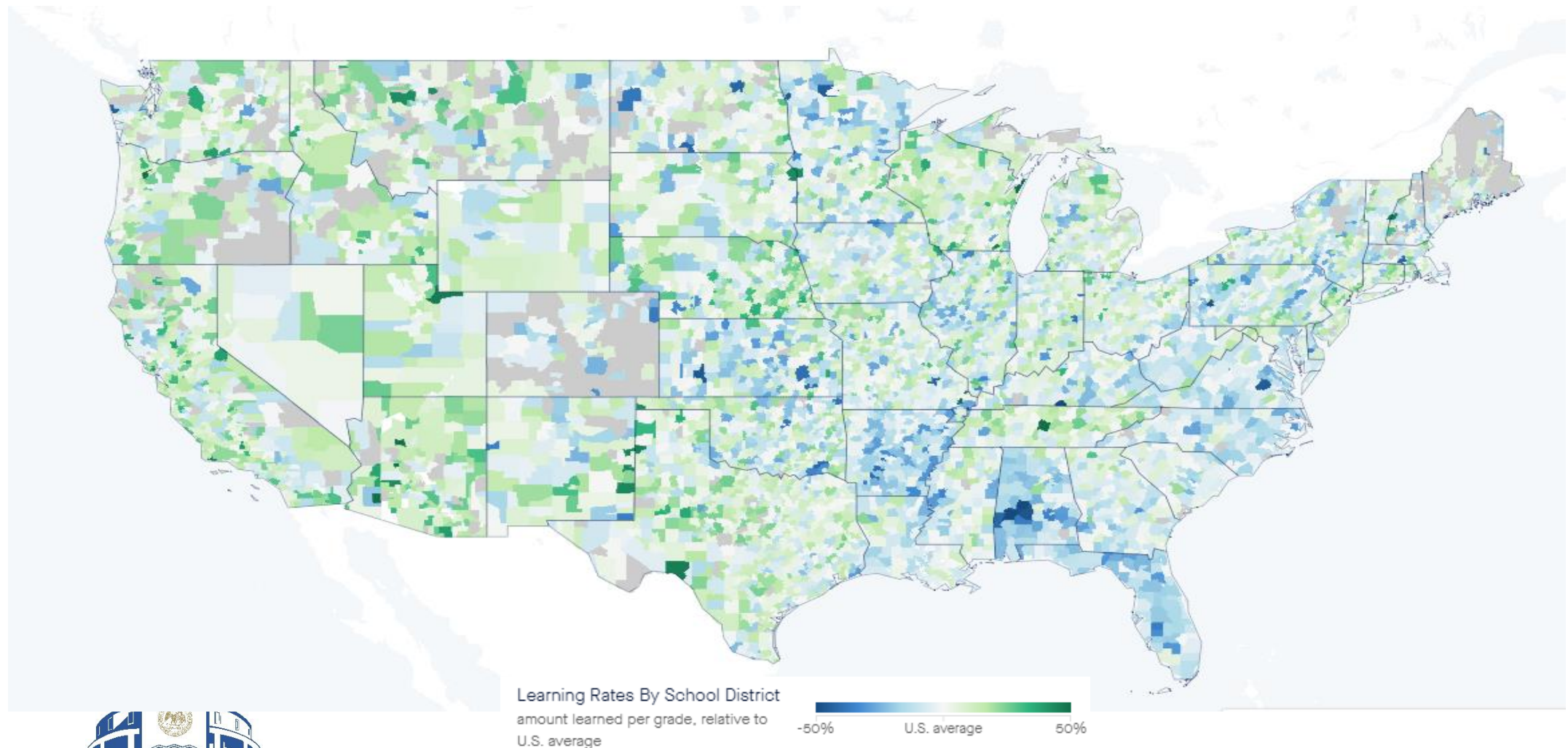
Colors show how much students learn each year relative to the national average (grades 3-8, 2009-2018).
Source: The Educational Opportunity Project at Stanford University

Affluent Schools Aren't Always the More Effective Ones
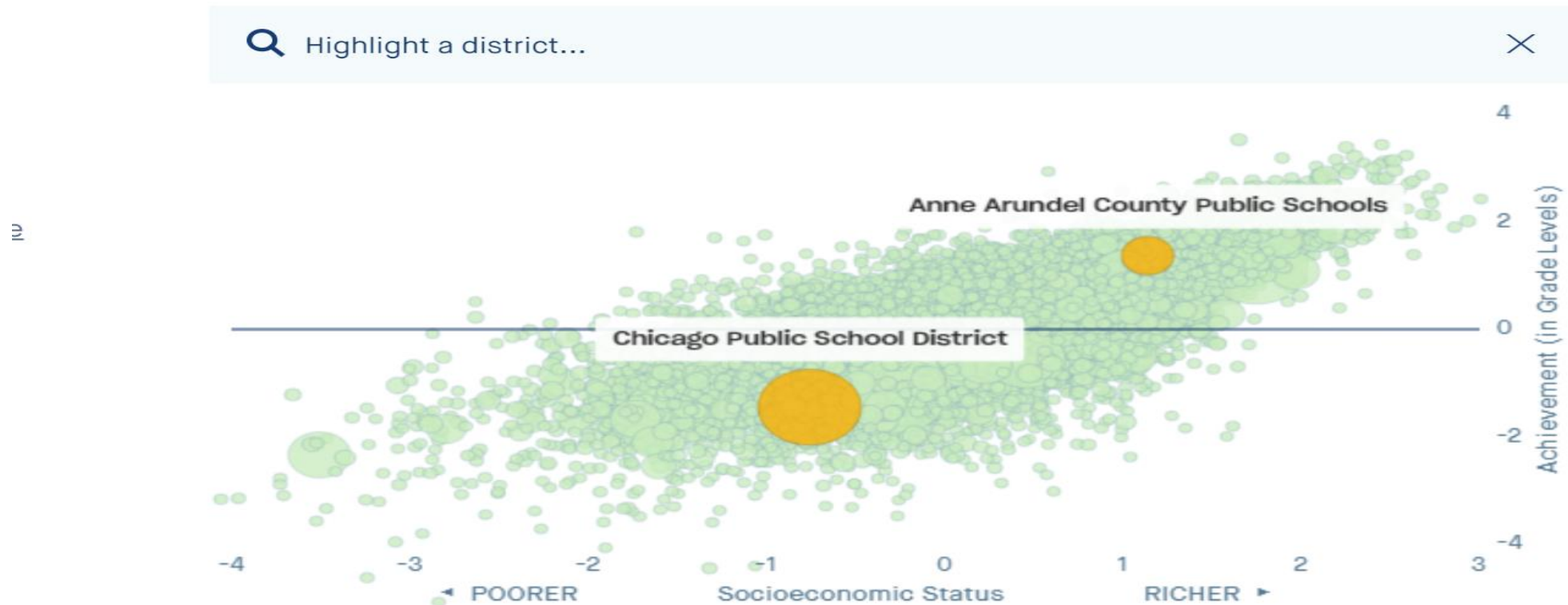
Source: The Educational Opportunity Project at Stanford University

Student Cohort Making Gains in Chicago

Average Test Scores, Grade 5
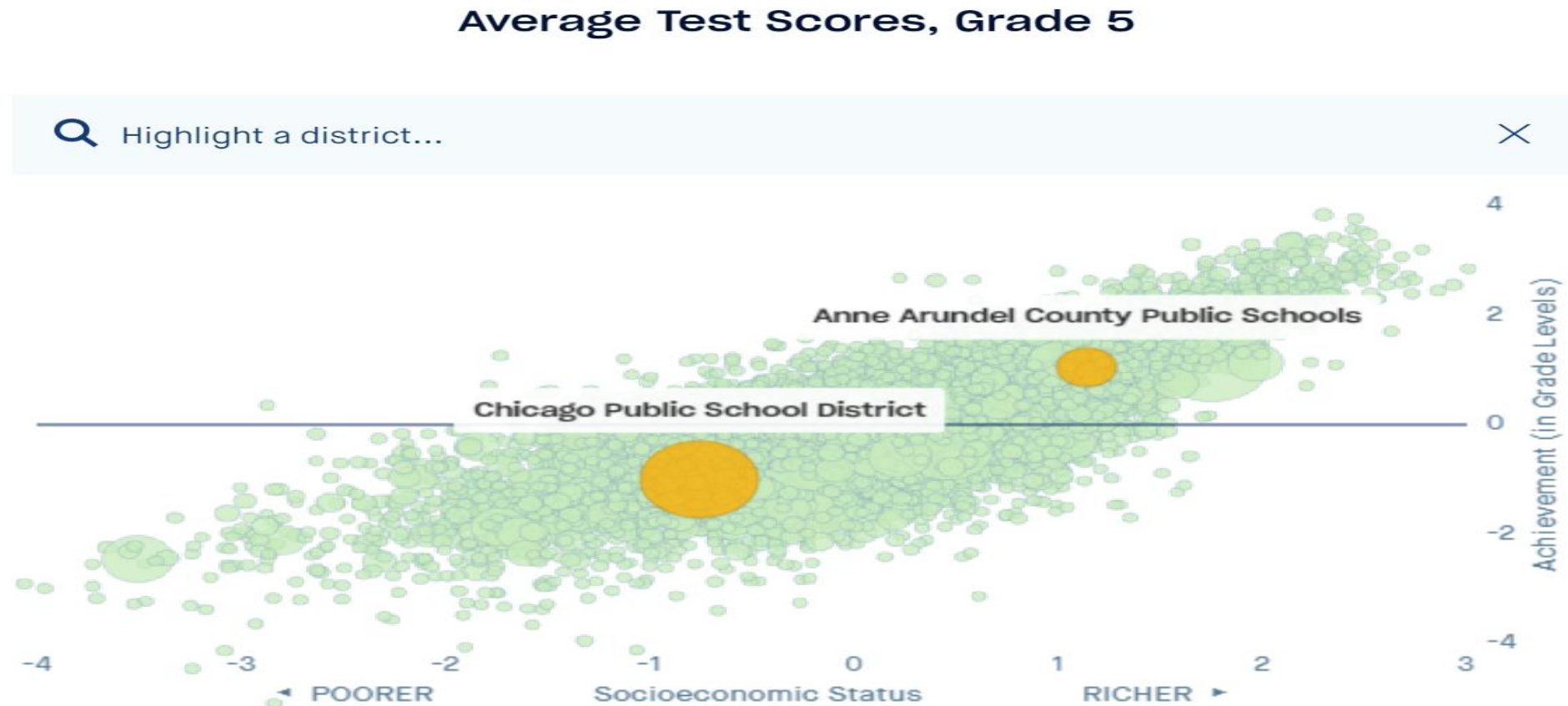
Source: The Educational Opportunity Project at Stanford University

By 8th Grade Chicago Students At the National Average – Gaining the Equivalent of 6 years of Learning in 5

Average Test Scores, Grade 8
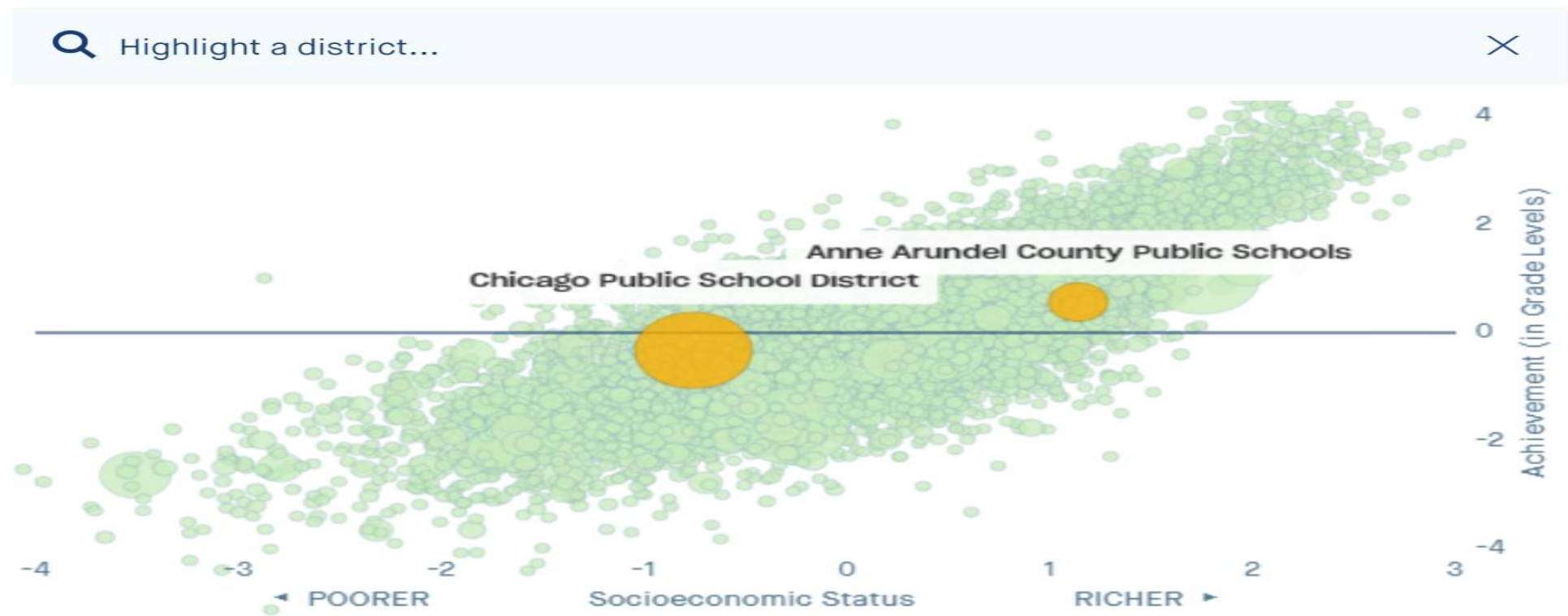
Source: The Educational Opportunity Project at Stanford University

Findings from NM Longitudinal Data:
Students Gaining a Year's Worth of Learning Each Year & Improve Proficiency

Reading Proficiency on PARCC Test from Fifth through Eighth Grade,
SY15-SY18 (N = 23,696 Students), SY16-SY19 (N = 24,011)
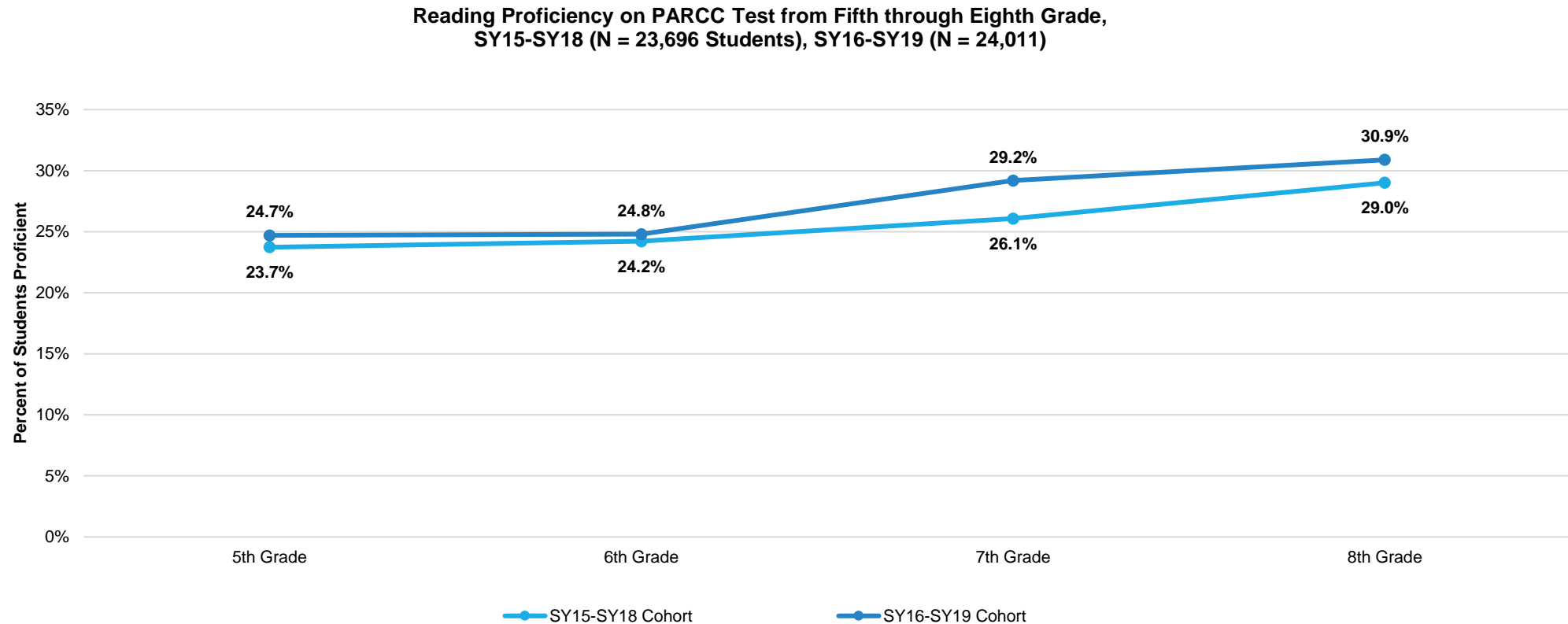
What's driving NM student performance and what works to improve it? No surprise more and better schooling

- Students often show up to Kindergarten far behind where the K12 system expects students to start school. (2-2.5 years behind)
- NM students, including from low income families and students learning English, do well academically while in school – often making a year's worth of academic growth.
- High poverty schools, with good leadership and implementing best practices can and do help students make tremendous progress – but not enough.
- What works? Just what the court found students need more of. Additional learning time with high quality teaching and supports.

What Else Works in Public Education:
Eight Characteristics of High-Performing Schools.

High Expectations and Standards

High Levels of Collaboration and Communication

Strategic Assignment of Principal and Staff

Focused Professional Development

Regular and Targeted Parent and Community Involvement

Caring Staff Dedicated to Diversity and Equity

Curriculum, Instruction, and Assessment Aligned with Core Standards

Data-Driven Focus and Frequent Monitoring of Student Achievement

Source: LFC (2014) Performance and Improvement Trends: A Case Study of Elementary Schools in New Mexico. p.12

Available Learning Time

THE TRADITIONAL 180 SCHOOL CALENDAR HAS SHRUNK IN NM
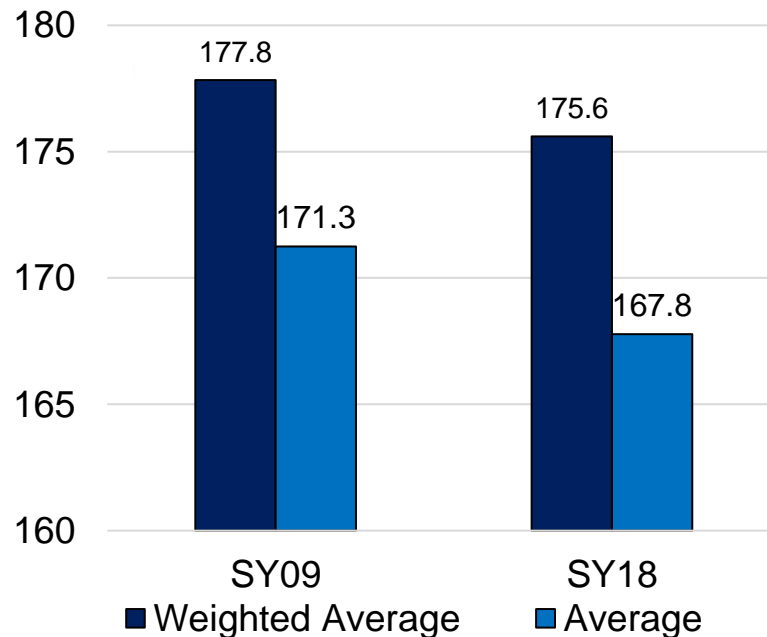
SCHOOLS ALREADY HAVE A LONGER SCHOOL DAY AND TOTAL HOURS EXCEED REQUIREMENTS

From a 2016 LFC Evaluation:

Almost all districts report they exceed the statutory minimum number of hours.

This allows for fewer days in the school calendar.

Schools added a weighted average of 79 hours to school days – the equivalent of 14 instructional days.

Source: LFC. (2018). Program Evaluation: Instructional Time and Extended Learning Opportunities. p.16
Note: LEAs weighted average instructional days were weighted by their percent of total student membership.

Although "more of the same" has proven effective. PreK and K-5 Plus can help close the Achievement Gap

**Low Income Students in Both Prekindergarten
and K-5 Plus Reading Proficiency on Istation**

26%

12%

Students in High Fidelity K-5
Plus and PreK

Students Not in K-5 Plus and
PreK
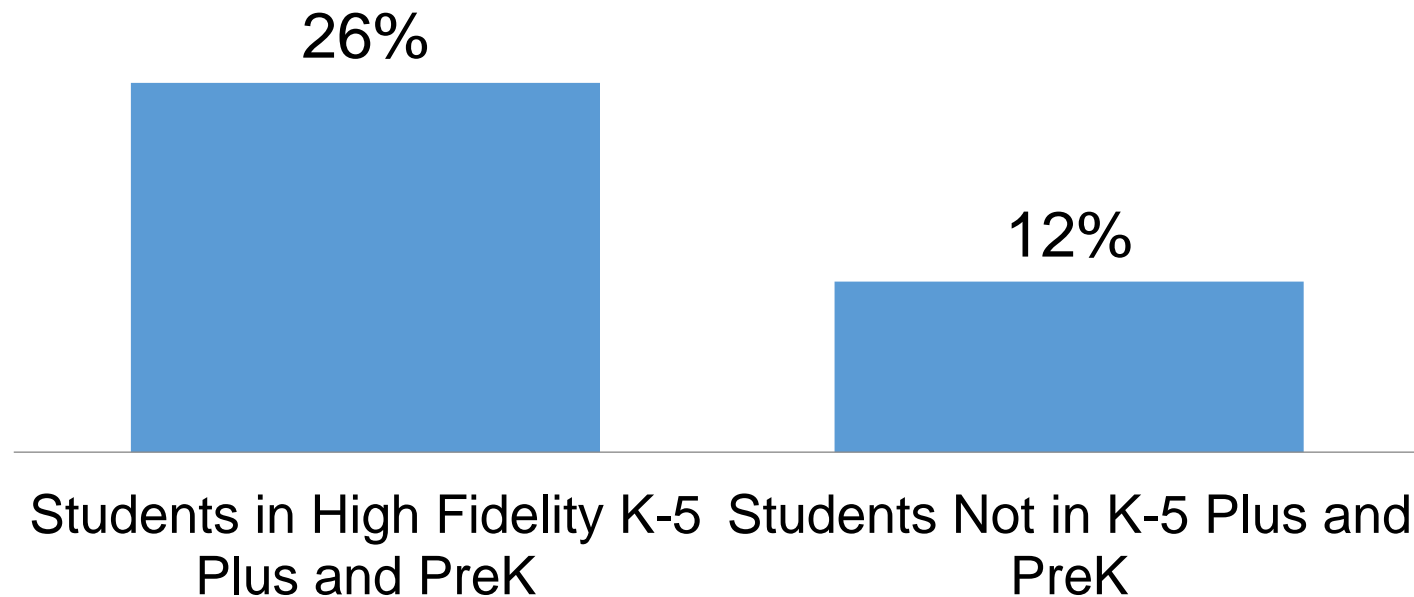
Source: LFC Files

Results and Impact on Budget and Services

- Universal 4 year old access to Preschool (State PreK, Headstart)

- State Prek extended to 3 year olds

- State Prek runs 200+ days a year, full day with wrap around care for working families

- Universal K-12 extended learning time
  - Elementary learning time equivalent to a 205 day 6 hr per day school year
  - Secondary learning time equivalent to 190 day 6 hr per day school year

  Still early - Impact on learning depends on implementation

LegisStat

LegisStat is an **initiative of the LFC** designed to help the committee become a more effective partner with New Mexico state agencies in continually improving agency programs and policies.

Based on a leadership strategy known as **PerformanceStat.**

LegisSTAT **adapts the PerformanceStat approach to a legislative context**.

The goal is to ensure **focused conversations** between the LFC (as a committee or subcommittee) and agency leaders about addressing high-priority agency performance challenges and opportunities.

Principals of LegisStat

- **Focused:** Meetings focus on most important challenges facing agencies, identified ahead of time.

- **Committee-driven:** Meetings driven by the committee chair and by members' questions; only short presentations.

- **Emphasizing deeper dives:** Use of follow-up questions by members to get to the root causes of problems…"the Five Whys."

- **Action-oriented:** Agencies ideally commit to specific actions by the next meeting, representing near-term actions even if long-term challenges.

- **Strong on accountability:** Meetings designed to start with agency updates on action items from previous meeting.

- **Collaborative:** Meetings require ongoing collaboration between legislators and agency leaders.

- **Aiming for impact:** Important part of the initiative's impact occurs between meetings, when agencies work to achieve action items committed to during the meetings.

Budget Guidelines & Seven Elements

- Budget guidelines approved by committee

- Guides approach to budget development

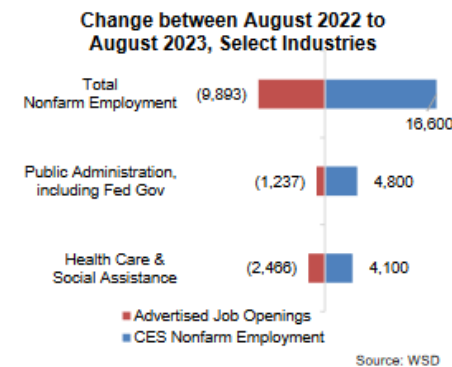- Prioritizes funding recommendations for evidence-based programs and initiatives.

- Instructs analysts to evaluate requests on the "seven elements" of quality program design
  - Program Premise
  - Needs Assessment
  - Program Description
  - Research and Evidence
  - Implementation Plan
  - Fidelity Plan
  - Measurement and Evaluation

- Staff use rubric to rate expansion requests based on these seven elements

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Legislating for Results: **Budget Development Tool**

New Mexico agencies making significant requests to expand agency budgets, other than workload changes, or for large special appropriations that appear to expand an agency's recurring budget are being asked to assess the proposals and report on their purpose, potential for success, and plans for implementation and accountability in accordance with the Budget Guidelines of the New Mexico Legislative Finance Committee (LFC) and LFC's Legislating for Results Framework.

Program Premise — What public problem does this program seek to address? How will this program address the problem? Does the proposed program link to a goal in the agency's strategic plan?

Needs Assessment — What is the extent of the problem stated in numerical, geographic, and equity terms? What portion of the total need identified does this program seek to address?

Program Description — What specific activities in the program will achieve these expected program outcomes? What are costs per person or activity? Once the program is fully operational, what are the estimated ongoing annual costs?

Research and Evidence — Is the program based on evidence or research or a promising practice? Will it need formal evaluation?

Implementation Plan — What activities are needed to implement the program? How much will it cost? What is the timeline for each startup activity?

Fidelity Plan — Will the program be implemented with equity and fidelity? Do you have a checklist of the program components need to achieve the impacts?

Measurement and Evaluation — What specific outcomes are expected? What are key performance measures? How often will the program be measured and evaluated?

Results Focused Government

Best Practices in Leadership

- ❑ Practice #1: Demonstrating that agency leadership values evidence and results

Best Practices in Evidence-Related Strategies

- ❑ Practice #2: Using evidence-based budgeting
- ❑ Practice #3: Developing a learning agenda
- ❑ Practice #4: Creating an evaluation policy
- ❑ Practice #5: Using rapid experimentation (also known as A/B testing)
- ❑ Practice #6: Implementing results-driven contracting
- ❑ Practice #7: Adding evidence incentives to grants

Best Practices in Performance Management

- ❑ Practice #8: Using performance information
- ❑ Practice #9: Implementing strategic planning
- ❑ Practice #10: Collaborating with other agencies or levels of government

Best Practices in Using Data

- ❑ Practice #11: Expanding data sharing and usage

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For More Information

- http://www.nmlegis.gov/lcs/lfc/lfcdefault.aspx
  - Session Publications
  - Performance Report Cards
  - Program Evaluations

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