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**LEGISLATIVE EDUCATION STUDY COMMITTEE**  
**BILL ANALYSIS**  
**57th Legislature, 1st Session, 2025**

<b>Bill Number</b>	<u>HM2</u>	<b>Sponsor</b>	<u>Garratt/Baca</u>
<b>Tracking Number</b>	<u>.229808.1</u>	<b>Committee Referrals</b>	<u>HEC</u>
<b>Short Title</b>	<u>LESC Artificial Intelligence Work Group</u>		
<b>Analyst</b>	<u>Bedeaux</u>	<b>Original Date</b>	<u>1/23/2025</u>
		<b>Last Updated</b>	<u></u>

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**FOR THE LEGISLATIVE EDUCATION STUDY COMMITTEE**

**BILL SUMMARY**

Synopsis of Memorial

House Memorial 2 (HM2) asks LESC to convene a working group to study education data governance and artificial intelligence (AI). The working group would be tasked with making recommendations to the LESC regarding a formal structure for education data governance, statewide education data governance policies, and policies governing the use of AI in education by October 31, 2025.

**FISCAL IMPACT**

Legislative memorials do not contain appropriations.

**SUBSTANTIVE ISSUES**

The Legislature relies on data collected from New Mexico schools, often to make high stakes decisions about whether programs are serving their intended purpose. Throughout the 2024 legislative interim, the Public Education Department (PED) faced challenges in implementing programs and identifying areas for improvement due to poor data quality. Issues with data quality also hindered LESC's efforts to assess program effectiveness. In a [report](#) to LESC in November 2024, LESC staff highlighted issues with data quality, complicating staff's analysis of several priority legislative investments in education, including the family income index, teacher clinical practice models (teacher residencies), and career and technical education programs.

Data governance is a blanket term used to refer to a set of rules, policies, and standards determining how data are collected and maintained. Data governance serves as a critical mechanism to improve data quality. To be considered high quality, [industry experts](#) generally recommend data meet standards that guarantee its accuracy, completeness, consistency, granularity, and timeliness. The [National Center for Education Statistics](#) explains that states typically establish data governance initiatives to strengthen data quality by focusing on organizational coordination and improving the usability of data for various purposes.

HM2 aligns with recommendations from the Data Quality Campaign (DQC), a national nonprofit that studies state data systems and policies and advocates for systems that support informed decision-making. In a presentation to LESC in November 2024, DQC presented a set of [“enabling conditions”](#) states should prioritize to improve data quality and accessibility. DQC recommends that states codify cross-agency data governance in state law, engage the public to prioritize data access needs and seek continual feedback, and develop and act on rollout plans when building data access. Rather than immediately establishing a formal data governance structure without stakeholder input, HM2 identifies stakeholders that should be involved in a data governance framework, then allows those stakeholders to design a governance system that meets their needs.

HM2 could help standardize and protect ongoing work on the [RISE NM](#) statewide longitudinal data system, housed at the Higher Education Department (HED). RISE NM attempts to connect data from several state agencies to provide information on students’ journeys from early childhood education through public education and into colleges and careers. Currently, the data system has working relationships with the Early Childhood Education and Care Department (ECECD), PED, the Department of Workforce Solutions (DWS), and the Division of Vocational Rehabilitation (DVR). However, the standards and processes used to share data with RISE NM vary among agencies; there is currently no set of formal rules and policies to guarantee the data are high-quality when they reach the system. Additionally, a formal data governance framework can serve as a mechanism to safeguard the continuity of current efforts on RISE NM and other state data systems, ensuring that systems will endure as state leadership changes.

HM2 also builds upon ongoing efforts at PED to improve how data are collected and shared with stakeholders. In November 2024, PED began work on the Nova Space Telescope project, an effort to unify data from Nova, OpenBooks, NM Vistas, and PED’s high-quality instructional materials adopted list. The project aims to create a set of business rules, database requirements, and dashboard requirements to clarify how data should be collected and cleaned. Using the combined datasets, the Nova team hopes to develop a “data mart” and a set of dashboards that facilitate data access, particularly designed to answer specific research questions. HM2 would allow this work to continue, while still helping to formalize a structure to ensure the system is interoperable with other state agency data systems, and further, is built to serve stakeholders across New Mexico’s education community.

**Artificial Intelligence.** The recent proliferation of AI systems underscores the need for data governance policies at a statewide level. AI systems are powerful tools that, when used effectively, can deepen and expand educational opportunities for students. However, as AI grows more commonplace, the state will need to consider how systems interact with the wealth of data present in public schools. For example, some AI systems may directly link to student information systems, gaining access to student records and other sensitive information. In addition, when using AI systems, users may input cultural information considered sacred by New Mexico tribes, nations, and pueblos, with little understanding of where the data will go and how it will be used to train future AI models.

During statewide convenings in the 2024 legislative interim, New Mexico nonprofit Future Focused Education consolidated broad stakeholder feedback regarding the [use of artificial intelligence in education](#). Stakeholders pointed to several policy questions regarding the use of AI systems in education that would benefit from a unified state AI policy, including questions about a state-hosted AI system that guarantees access as a “public good,” questions about the rights of New Mexico tribes, nations, and pueblos to protect important cultural data, and questions about how AI can be used as a tool to support meaningful human connection, rather than replace it.

**ADMINISTRATIVE IMPLICATIONS**

HM2 asks for participation from a large and diverse number of state agencies and stakeholder groups, summarized in the table below.

**Table 1. Stakeholder Participation Sought in HM2**

State Agencies	Additional Stakeholders
<ul style="list-style-type: none"> <li>• Public Education Department (PED)</li> <li>• Higher Education Department (HED)</li> <li>• Early Childhood Education and Care Department (ECECD)</li> <li>• Children, Youth and Families Department (CYFD)</li> <li>• Department of Workforce Solutions (DWS)</li> <li>• Division of Vocational Rehabilitation (DVR)</li> <li>• Department of Information Technology (DoIT)</li> </ul>	<ul style="list-style-type: none"> <li>• New Mexico Legislature</li> <li>• Legislative Finance Committee (LFC)</li> <li>• The Institute for Complex Additive Systems Analysis (ICASA) at New Mexico Tech</li> <li>• Superintendents</li> <li>• Charter school head administrators</li> <li>• New Mexico tribes, nations, and pueblos</li> <li>• Nonprofit organizations</li> <li>• Higher education faculty</li> <li>• Current educators</li> <li>• New Mexico students</li> <li>• Subject matter experts on the topics of data governance and AI</li> </ul>

Source: LESC Files

**OTHER SIGNIFICANT ISSUES**

When established in other states, data governance structures are typically built to improve the quality of data fed into statewide longitudinal data systems. The following four examples demonstrate the range of possible formal data governance structures possible, each of which was developed by a deep planning process involving a wide range of stakeholders:

- In July 2021, California enacted [Assembly Bill 132](#), establishing the California Cradle-to-Career (C2C) Data System. The C2C data system is governed by a 21-member governance board, with membership enumerated in state statute. The governing board oversees the work of the “Office of Cradle-to-Career Data,” an independent, neutral office created to initiate the data system, ensure “wide, appropriate, and legal use” of the data system to support policy researchers, scale tools to better serve educators, students, and families, and implement communications, professional development and technical assistance.
- In 2024, Colorado enacted [House Bill 24-1364](#), creating a longitudinal data system and accompanying data governance board. To oversee the creation of the longitudinal data system, the bill established a governing board composed of five voting members and three advisory members. The voting members include the state Chief Information Officer, the executive director of the Department of Early Childhood, the Commissioner of Education, the executive director of the Department of Higher Education, and the executive director of the Department of Labor and Employment. Advisory members include appointments by the Governor, the attorney general, and the state board for community colleges and occupational education.
- The [Kentucky Center for Statistics \(KYSTATS\)](#) is a semi-independent education data agency in Kentucky, established in 2012 as part of Kentucky’s efforts to develop and maintain the Kentucky Longitudinal Data System (KLDS). The work of KYSTATS is overseen by an independent board, composed of the state’s commissioners of public education, higher education, health and family services, and postsecondary education.

- In 2024, the Virginia State Legislature created a working group to assess and plan improvements to the [Virginia Longitudinal Data System \(VLDS\)](#). The legislation tasks the working group to evaluate both the current and future needs of the VLDS and the Workforce Data Trust, specifically considering potential consolidation or improvements to databases, costs associated with hosting and maintaining the databases, and the governance structure for data sharing.

**SOURCES OF INFORMATION**

- LESC Files

**TB/nd/mca/jkh**