

OUTLINE

State Master Plan: Building New Mexico's Future

Cabinet Secretary's letter

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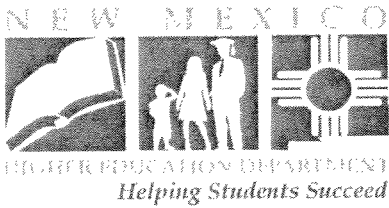
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STATE MASTER PLAN FOR HIGHER EDUCATION

Higher Education is the Engine that Drives Economic Development
~ Dr. Vi Florez, Cabinet Secretary of Higher Education

Draft of State Master Plan Recommendations for Review

Statement of Vision:

New Mexico's higher education system will aspire to be the global standard of quality, value, relevance, and accessibility by:

- Providing every qualified student with access and the maximum potential for success through a high-quality postsecondary education regardless of financial need;
- Providing a broad range of educational alternatives in convenient settings, without unnecessary duplication, that responds to state's needs for an educated workforce and other human capital; and
- Providing flexibility for New Mexico colleges and universities to identify, define, and realize their distinct teaching, research, and public service missions and strengths within a defined, interdependent and collaborative educational system that will advance New Mexico as one of the most attractive places to live, learn, and work.

Recommendations for Higher Education

SEAMLESS ENVIRONMENT FOR STUDENT SUCCESS

While the New Mexico higher education system influences and responds to development with the state in numerous ways, these recommendations focus on specific directions for action at this time. Access to and success in higher education is critical to the future of the state of New Mexico and its citizens.

Recommendations for Preparedness

- Continue the Dual Credit programs to assist all students with high school and college success. Implement policies that assist with course quality control, transfer of credits to college, and course completion. Specify eligibility of students for Dual Credit by revisiting Section 21-1-1.2 NMSA 1978 to clarify requirements, textbook funding, and location of course offerings.

- Support and enhance the quality of teacher education programs; intensify the interaction between K-12 and teacher education programs to identify areas of improvement needed in P-20 education curricula; and expand the communication, cooperation and collaboration between teacher education programs and the Public Education Department.
- Establish a statewide placement policy in collaboration with higher education institutions. A well designed placement policy can help increase student success in a number of ways: by accurately assessing student skills and placing students in the courses they need; by ensuring consistent standards from college to college; and by providing comparable and timely data on student outcomes that states and institutions can use to inform their practices and policies.
- Implement the Postsecondary Articulation Act, Section 21-1B-3 NMSA 1978 addressing the Common Core Numbering System for Fall 2011 (a law already in place) to help students with the transfer of courses from one institution to another. The full implementation of the law is required for student success with transfer of courses across all institutions as non-transfer of courses is a barrier to students completing degrees in a timely manner and costly to students, their families and the state.
- Opportunities must be made available for New Mexico residents to receive remedial and developmental education services to raise academic skills to the level of succeeding in college programs by demanding and by implementing new ideas that will perpetuate more collaboration and organization to a system that is already in place to serve students with remedial needs.
- Efficient fiscal planning must be implemented to serve students' academic needs more effectively by focusing on the funding of remedial education in the high schools and in higher education. Review state funding for remediation at the postsecondary level in order to promote more collaboration and intervention focused on student learning. Lack of preparation continues to be a barrier to educational success for some student population groups more than others. The state agenda should be to improve the educational system and academic preparation for all students Pre-K-20.
- Crucial to a successful and seamless P-20 educational experience: Expand and intensify the participation of postsecondary Chief Academic Officers (CAO) to address instructional program issues and policies that span the range of the educational system and educational levels (assessment, placement, remedial/developmental, review/approval of undergraduate/graduate degrees). Encourage institutions to strengthen the role of the Chief Academic Officers to one of increased leadership to identify intervention opportunities and solutions; increase their responsibility for the speedy and full implementation of policies, procedures and best practices. Increase the communication and collaboration between Chief Academic Officers, K-12 and the Public Education Department to ensure appropriate adoption and application of Student Based Assessment and Portfolio criteria.

- Student success should be bolstered through special attention provided by community colleges and comprehensive universities that do not have a local two-year institution (WNMU, NNMC) and not at any research or four-year institutions in proximity to a two-year institution. This will reduce costs to students and the state and promote mission focus. NMHED in collaboration with higher education institutions will establish state policies on who provides remediation, funding for remediation courses, and accountability for the quality of those courses and the students' progress and ability to succeed in college-level coursework. When a four-year institution has to provide remedial courses it inhibits its ability to increase the integrity of its academic programs and to strengthen its national reputation, in addition to the costs in financial aid and instructional programs, materials and faculty.

Financial Aid Recommendations

New Mexico, which has one of the highest poverty rates in the nation, must provide low-income students with the same opportunities as their peers from higher-income families. According to *Measuring Up 2008: The State Report Card on Higher Education*, New Mexico's poor and working-class families must devote 28% of their income after aid to pay for costs at a two-year college. In addition, for every dollar in federal Pell Grant aid for New Mexico students, the state spends only 20 cents in state aid, making access to other types of financial aid that much more critical. In 2009, New Mexico awarded \$26,028,525 in need-based scholarships compared to the \$56,498,437 in merit-based scholarships to students.

- Increase need-based aid: Reinstate funding from the College Affordability Fund that was borrowed to balance the state budget during the economic downturn; increase the amount of funding provided per student; increase the number of students who receive College Affordability funding per semester.
- Find ways to reduce student loan debt: New Mexico students, facing growing tuition costs, are increasing the amount of student loans they take out to cover expenses because not enough grants and other non-repayable funding sources are available for low-income students. The students low income students with substantial debt are likely not to complete degrees and therefore, face more difficulty paying back student debt. Finding sufficient aid to help pay for the expenses associated with a college education, (such as work study opportunities) is vital, especially to a student who must weigh the cost of getting a job to pay for basic living necessities against the opportunities gained by furthering their education.
- Sustain the lottery scholarship: NMHED's Legislative Lottery Scholarship Committee is developing recommendations to allow the scholarship to support students well into the future. Encourage discussion of funding by hours rather than semesters, increasing student load and other measures to prolong the funding provided through the state lottery.
- Review existing state-funded financial aid programs to ensure they continue to meet the needs of the state and to determine whether any of the programs could be redefined as need based.

- Review out-of-state tuition and residency policies, plus the tuition waiver regulations and policies for possible cost savings. Policies could be reviewed for potential cost savings and prevention of a brain drain.

RECOMMENDATION FOR A COMPREHENSIVE STUDENT DATA WAREHOUSE

- In order to address the various alignment issues and improve the educational system as a whole, the creation of a seamless pathway is critical. Therefore, we must implement HB 70 to create a Statewide Longitudinal Student Data Warehouse and provide adequate support for higher education to complete the data warehouse. This will create a means for the state to use timely and reliable data to improve instruction for New Mexico students, pre-K through college and into the workforce.

RECOMMENDATIONS FOR DISTANCE EDUCATION

- Distance education could utilize a modified new model for delivery via the new technologies of today, such as the work being done with IDEAL-NM, which provides eLearning services to P-12 schools, higher education institutions, and government agencies. IDEAL-NM is intended to reduce geographic and capacity barriers to educational opportunity while increasing the digital literacy skills students need to participate in a global economy. IDEAL-NM should be financially sustained with appropriate staffing in order to continue to expand education opportunities, close achievement gaps, support college and career goals, prepare students for global competition, reduce the costs of technology access to K-12, higher education institutions, and state agencies as well as reduce travel and personnel costs of state agency training and P-12 teacher professional development via online courses.
- Distance learning is the pathway of the future to access and college attainment. Securing the ability for students to have access to postsecondary education is critical. To that end, new technologies must be used to deliver course work across the state. The course delivery system for instruction is collaborative in some aspects; however, new, creative, and collaborative ways need to be explored and implemented to best serve students.
- Expand distance learning offerings statewide by developing a broad band technology infrastructure capacity to meet the distance education demands statewide. The use of technology is the means of the future, and New Mexico must move forward aggressively to implement a rigorous educational pathway for students across the state. Building new instructional sites with bricks and mortar is not longer an option economically.
- Develop a statewide plan for course delivery. The course delivery system for instruction is collaborative in some aspects, but in need of serious improvement. This will result in significant cost savings as well as increased student achievement. For example, duplication of academic degree programs is an area in need of review. Statewide MOUs should be developed based on a successful model such as the one at San Juan College to avoid the unnecessary duplication of

academic offerings and to consolidate and maximize resources while at the same time honoring needs related to student mobility, rural communities, distance education, local priorities and other influences that prevent a student from graduating or completing a certificate or taking the courses that they want and need to become more productive and participatory citizens. This needs to be approached in a manner that does not punish an institution through completion rate measurements (i.e. taking courses at CNM or ENMU and finishing at NMSU).

- The state can no longer afford to fund all institutions to offer the same degrees and programs as has been done in the past; hence, a comprehensive study needs to be conducted to determine if duplication exists of undergraduate and graduate academic degree programs across all four-year institutions

RECOMMENDATIONS FOR WORKFORCE AND ECONOMIC DEVELOPMENT

- Higher Education should take the initiative to develop and implement a statewide plan for economic development in collaboration with higher education to create a roadmap for industry and to identify workforce and education priorities for the state. This should include, but not be limited to, “green” jobs initiatives and the Career Clusters developed over the past eight years. An evaluation of Economic Development, Workforce Development and Public Education Department reports and plans should be conducted, shared with higher education and, where appropriate, incorporated into a statewide “Pre-K through Career” plan that outlines two- and five-year goals and implementation activities.
- Establish a workforce committee comprised of community college deans, business and industry representatives, and key community leaders to develop training and curricula for workforce needs in the state. This committee could explore the state’s discretion in using federal funds for workforce initiatives.
- Increase access to federal funding for workforce training and development to community colleges in order to promote cooperation with community businesses and industry to improve the economic trends of the state.
- Increase and prevent reduction of funding for workforce priorities such as nursing and teacher education.
- Support and value the development of post-baccalaureate study such as MBA programs as part of the promise of effective and beneficial workforce education.
- Strengthen multi-agency involvement in higher education workforce initiatives so that the Economic Development, Workforce Solutions and Public Education Departments are all communicating and working together to address the issues collectively.

- The New Mexico Legislature and local governing boards should promote and support independent and affiliated community colleges in New Mexico to sharpen their dual responsibility of providing workforce training and preparing students for degrees and transfer opportunities to address the relative shortage of adult student workforce-related learning activities.
- Fund an initiative to enroll adult workers in college or recruit adult workers back to college to complete an associate's or bachelor's degree. More than 700,000 New Mexico adults do not have a college degree.
- Further the important investments in the Research Park Act; promote continued collaboration with the national laboratories; develop policies that encourage institutional technology transfer to private industry; and increase the development of business incubators fostered by higher education.

RECOMMENDATIONS FOR FUNDING

- The NMHED must work closely with the Funding Task Force members to revisit the funding formula components to determine outcomes related to enrollments and workload to create a fair and equitable allocation of resources. The review of the formula will also include cost analysis to determine costs for educating a student in New Mexico and determine new ways of streamlining funding support areas, such as Building Renewal and Replacement, Equipment Renewal and Replacement, etc. New funding policy recommendations will be determined for legislative considerations.
- New Mexico needs a comprehensive Cost Analysis Study conducted by outside expertise to determine a sustainable funding system of higher education to improve cost-effectiveness for four-year and two-year institutions. A study of this type could more accurately reflect the costs among disciplines, levels of instruction, and types of institutions. This could also provide information on the uniqueness and mission of each institution.
- If a Study cannot be completed in a timely manner, the NMHED Funding Task Force should proceed to assess the funding formula to include the development of three different funding formulas that reflect individual missions of the institutions (research, comprehensive and community colleges) or revisit the existing formula to accommodate differentiated missions. New Mexico is fifth in the nation in state and local public higher education support per full-time equivalent student (\$9,598 NM vs. \$7,059 national average for FY08; NCHEMS), yet this level of funding for higher education in our state does not necessarily translate into student success, such as better degree completion results. In some cases, such as at community colleges, "completion" should be redefined to account for specific and local missions: certificates, retooling, professional development, transfers before completion to other institutions, etc.

- Develop and implement a tuition policy to enable institutions to do long-range planning or remove the current practice of implementing a tuition credit. This would increase the ability to identify cost savings for students.
- No new additional locations for any public institutions of higher education shall be established until a comprehensive study is conducted by NMHED to determine need and resources necessary to fund campuses. All new sites (regardless of how they are called – campuses, learning centers, training centers, branches, sites, twigs, locations, etc.) must be presented to NMHED for approval and must be legislatively approved without an institution being able to circumvent an established process.

Recommendations for Capital Outlay

- Maintain and strengthen the Capital Projects Review Criteria that NMHED instated, which consist of standards that institutions must follow for the compilation of a Facility Condition Index (FCI). These data are critical in order to understand the condition of the buildings to support recommendations for capital projects. Standards need to be developed for the compilation of building assessments. This will ensure that the proper data will be used to compile the FCI data. These new processes will help save taxpayer money by requiring institutions to do appropriate research and provide it to NMHED in order to justify their capital project requests.
- Ensure that capital project requests have the required criteria, metrics, and validation in place.
- Require all institutions to have a five-year master plan for capital projects that connects all requests to academic programming and demonstrates the need. NMHED and the Capital Projects Committee will audit this information each time a capital projects proposal is reviewed.

Recommendations for Governance in Higher Education

- Based on information collected and analyzed from Town Hall meetings across the state, we do not recommend closure of existing campuses. Each of these sites is embedded in their communities and adding value to the economy in their town or city. Serving the rural populations is important to the sustainability of local communities; therefore, we recommend that the NMHED and State Legislators seriously consider funding higher education in a more strategic way, such as funding for student success as well as student enrollments by enforcing NMHED Rules which is already in place (geographic service areas and duplicity of academic programs).
- Maintain diverse education options: Institutions of higher education should be recognized for their unique contributions to the state and its economy. Building a stronger higher education system requires careful planning that recognizes that expertise and specialties exist among the seven four-year institutions. Promoting unique missions that meet the academic needs of

particular populations across the state is important to the future of higher education as well as to the strength of the workforce and the stability of the economy.

The recognition for defined institutional missions with strategic funding support from legislators is important to the future of the state and its economy. Below are recommendations for the development of a three tiered system of funding for institutions in order to recognize their uniqueness and diverse academic missions.

Two-Year Institutions (Branch Campuses/Independent Community Colleges)

Community Colleges should define, brand and publicize what a community college can be for the state of New Mexico. Address the value-added to the state because of their multiple missions.

- Remediation should be provided at community colleges and state legislators should support the efforts, which would reduce costs to students and the state and help to increase their mission focus.
- Avoid punishing community colleges for “completion” rates that are not related to or reflective of their mission and their role in the local community.
- Insist on MOUs with other institutions instead of funding new programs that other institutions already offer (San Juan College model). Develop MOUs in a way that allows for blended degree programs from multiple institutions (ENMU-CNM-UNM).
- Align curricula related to transfer of course work or programs such as nursing or technical certificates with other two-year community colleges.
- Community colleges must determine and articulate by August 2012 what functions are best standardized statewide for quality, consistency and efficiency and what functions should be granted to governing boards to ensure community focus and innovation in education for occupations that are central to New Mexico’s economy and important to the local community.
- Increase the quality of the contributions of governing board members. Keep local governing boards, but require the training of board members already established in statute; provide relevant, consistent and routine/regularly scheduled training. (Other states have mandatory board member training and a summer institutes for board members.)
- Community colleges should continue to provide high-quality learning opportunities for students pursuing technical certificate, associate degree, transfer options and a select number of specific, locally relevant workforce-related BA/BS (2+2) completion programs (nursing, teaching, allied health, liberal arts, etc.)

- Community colleges should increase workforce-related learning activities for adult student learners and the state should increase funding to community colleges to reach out to the 400,000 adults in New Mexico who do not have a high school diploma or GED.
- Branch campuses should work closely with the main campus for direction, leadership, support, academic curriculum, and selected program offering formats and delivery modes, such as on-site instruction and distance learning.
- Branch campuses should review for cost savings the opportunities for consolidation of administrative and HR responsibilities.
- Address the perception that independent community colleges or branch campuses do not offer the same quality of education or student services as the main campus. This has resulted in high incidences of disservice to students, waste of financial aid and resources and increased problems with transfer of credits and other crucial information and data.

Comprehensive Institutions

- NMHED should work with Comprehensive institutions to identify ways to increase effectiveness and efficiency of the regional campuses around the state in their primary purpose of serving the needs of their regions, for example, identifying their strengths and “niche” to best serve the surrounding communities. Assist institutions with a defined role that would promote funding for student success in areas of excellence. Establish statewide MOUs to promote offering courses and degree programs in those areas of excellence at other institutions.
- Comprehensive institutions should continue their evolution as unique institutions with a reputation for **innovation in teaching and learning**, open admission standards, strong undergraduate programs, and selected graduate programs with unique expertise and specialty.
- Comprehensive institutions should determine which offerings and functions are coordinated with other regional campuses to ensure quality, availability, consistency, and efficiency. They should offer a common course numbering system and syllabi for lower-division courses that help students transfer from two-year colleges to four-year institutions.
- Completion of courses should be reviewed and evaluated appropriately for state funding, plus review state and federal financial aid to students for course completion.
- Comprehensive colleges should develop graduate/master’s degrees that are central to New Mexico’s economy and important to the local community. Any new graduate degree proposals should be carefully thought through for relevance from a state and national perspective. Review of new degree programs should include input from the Economic Development and Workforce Solutions Departments.

- Formula Funding for comprehensive institutions should address enrollment plus student successes related to degree completion, graduation rates, and program excellence. Performance-based funding should be defined relative to each institution's mission.
- Comprehensive colleges should focus resources in their geographic areas and concentrate on developing strong collaborations with business, industry, and healthcare providers in local communities.
- Develop a process to avoid multiple institutions offering the same programs in the same locations (NMSU and NMHU both offer social work on Indian School Road in Albuquerque). No new degree programs or courses may be offered outside geographic areas of responsibility. However, areas of excellence should be promoted and offered beyond specific geographic service areas but only through statewide MOUs approved by NMHED (after NMHED has conducted appropriate needs assessment, cost analysis and review).
- NMHED needs to enforce geographic areas of responsibility and the Legislature needs to support that enforcement.

Research Institutions

- The Higher Education Department should develop strategies in collaboration with NM institutions to elevate New Mexico's research institutions to be among the top public research universities in the country for institutions with similar missions by reviewing peer comparisons, especially members of the Association of American Universities (AAU). Their areas of excellence should be strengthened, their integrity and reputations built and their funding appropriate to these higher goals.
- All three research institutions should have high academic admission standards. High admission expectations would motivate high school students to do well in high school and take advanced courses for consideration into these three institutions. Research shows us that grade point average (GPA) in high school is the clear indicator for success in college. Currently, New Mexico students who leave the state to pursue a degree are well aware of expectations for admission when they apply for consideration at out-of-state universities. They work hard during high school to meet these expectations for admission to universities and colleges because of their high academic reputations. New Mexico research institutions should be an attractive academic university for students as well with an understanding that high expectations are part of admission standards.
- The University of New Mexico (UNM), including the Health Sciences Center, should be recognized and developed as the **major research and urban university**, with strong undergraduate and graduate programs, especially doctoral programs focusing on research that generates new knowledge in multiple disciplines. UNM should develop strategic programs, public services, and research capacities with the city of Albuquerque and with Los Alamos and

Sandia laboratories as economic partners to enhance the economic development of the state and strengthen the professional programs and research capability.

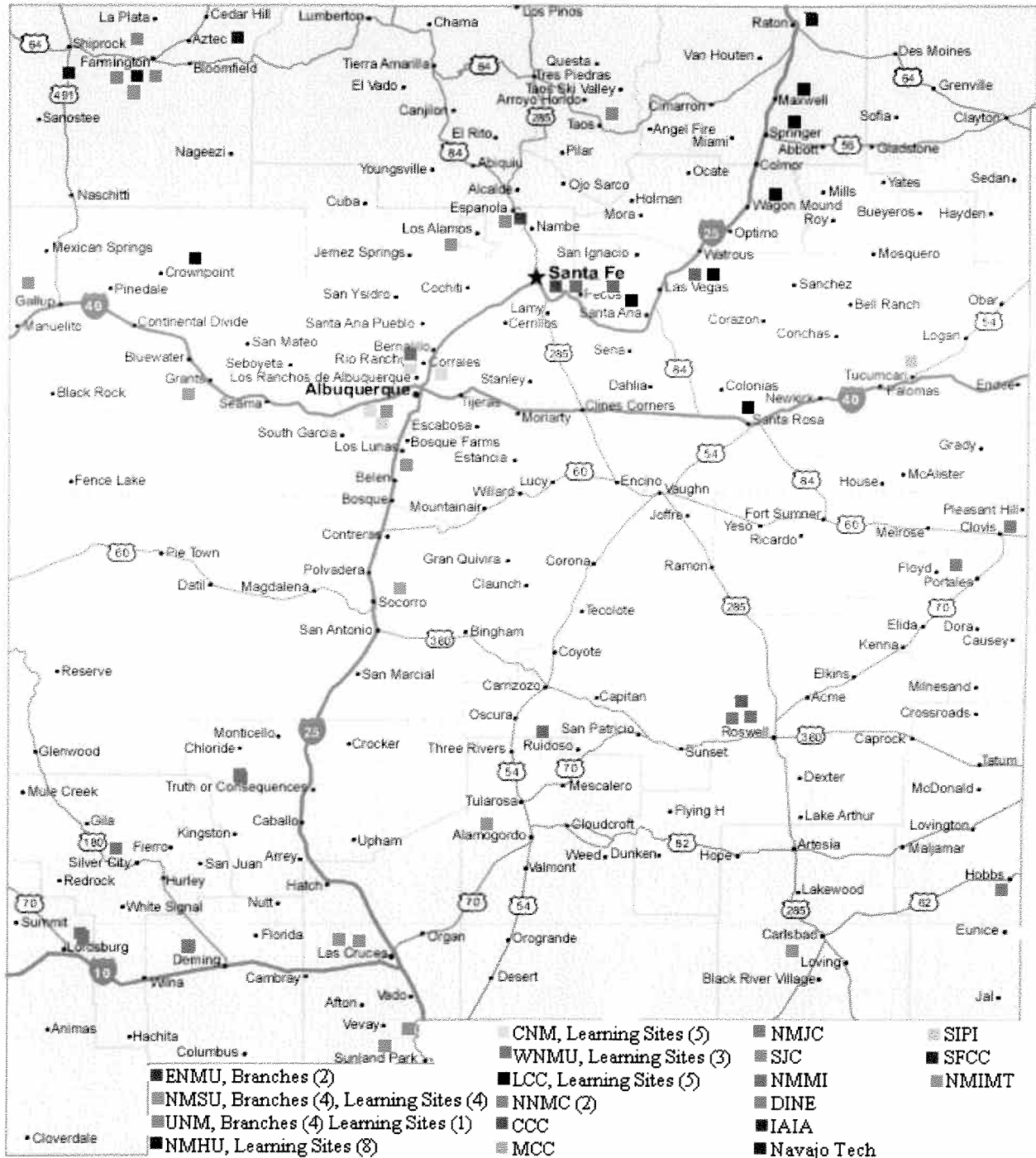
- New Mexico State University (NMSU) should continue as a unique research land grant institution recognized for excellence in student learning and engagement, continue a strong reputation of supporting transfer articulations from two year colleges; particularly technology programs, having extensive undergraduate offerings and selected master's and doctoral programs primarily in professional areas, such as teacher education, business, social work, hotel management and tourism, and specialties in agricultural fields interfaced with international business. NMSU continues to play a critical role in successfully serving first-generation students.
- New Mexico Institute of Mining & Technology (TECH) should continue to be recognized for its excellence in Engineering and Technology programs to meet state needs. Students attending this institution should have strong academic backgrounds in mathematics, science, and technology with selected fields that contribute to the economy of the state. International and national outreach efforts should continue with strong research institutes that support collaborative efforts affiliated with STEM (Science, Technology, Engineering, and Mathematics) in education to the state. Economic partners will enhance the public service and research initiatives of the institution.
- Research institutions should be funded to reflect the level of research and instruction. An incentive grant fund should be established to recognize and reward individual institutional success in obtaining external research support, especially grants that develop human capital by offering a high-quality educational experience and increasing degree completion in postsecondary education.
- Branch community colleges attached to research institutions (Affiliated Colleges) should be recognized by the main campus as major pathways to the four-year campus; therefore, the transfer from Branch campus to main campus should be seamless for students. The Branch campus should be flexible and responsive to student academic needs at the local level with a major thrust to assist students to transfer to a four-year institution. The uniqueness of each Branch campus must be recognized and supported with funding that is adequate in order to sustain the quality of higher education, which is deserving of students in New Mexico.

Recommendations for New Mexico Higher Education Department

- Sustain NMHED's ability to steer statewide policy direction and appropriately and efficiently enforce and manage state laws, policies and procedures.
- Increase and support the Department's multi-faceted and interdisciplinary leadership role.

- Increase staffing to adequately support NMHED’s statutory responsibilities (a recommendation from an LFC report). NMHED has the same number of statutory responsibilities as Public Education Department (PED) but not near the same number of staff. Cost savings are lost, waste is not controlled, transparency not assured, consistency not verified and a statewide perspective is not promoted.
- Transform the number of exempt positions to classified positions to stem the constant turnover that has plagued the Department.
- The Higher Education Advisory Board will become involved with policy development pertaining to measurable outcomes and performance targets established by individual institutions. The utilization of membership expertise needs to be recognized and used to help with accountability and recommendations stated in the Legislative Finance Committee evaluation report.
- Use the Higher Education Department’s unique ability to encourage collaborations among institutions of higher education to compete for federal and private funding.
- Regarding government restructuring recommendations:
 - Retain and fully support a Cabinet-level Higher Education Department
 - Do not return to the former Commission on Higher Education
 - Do not merge the Department with the Public Education Department. A complete new model for PreK-20 education in the state would need to be developed to address the intensive and extensive demands of K-12 education and higher education and this action would not save the state any money. The state and national mandates are unique to the work of each agency and both are currently understaffed and unable to meet all of the workload demands. Each agency deserves the adequate funding to hire high quality staff to carry out the demands to improve education in the state.
 - The Secretary must serve on the Governor’s Cabinet in order to be at the table with other agencies that impact, influence, or need input from and/or are affected by the higher education system
 - Increase the accountability for the tens of millions of dollars of flow-through monies that the agency manages
 - Continue and increase the collaboration between NMHED and PED and the K-12 system to promote the P-20 / P-Career agenda
 - Continue to focus on collaborative problem solving and working statewide with all of the colleges and universities
 - Continue to demonstrate increased accountability
 - Ensure that the priority of policy recommendations continues to be student focused (not institution focused)
 - NMHED must continue to serve to address the needs and champions the success of all New Mexico students regardless of age, ethnicity, and socio-economic backgrounds.

New Mexico Higher Education Department
 Public & Tribal Higher Education Campuses and Sites
 (In Development)





Higher Education Department Oversight

