

**SOUTH DAKOTA BOARD OF REGENTS  
PLANNING SESSION  
AUGUST 3-4, 2016**

**SUBJECT: Strategies for Achieving the State’s Higher Education Attainment Goal**

At the August 2015 Planning Session, Dr. Daniel Palmer, System Director of Institutional Research, presented on job growth and workforce development. The supporting agenda item outlined data from a 2013 Georgetown University Center on Education and the Workforce report forecasting changes in South Dakota based on a transition to toward a knowledge-based, service-based economy. The Georgetown data indicated that by 2020, 65% of jobs in South Dakota will require some level of postsecondary credentialing (including certificates, licensing, associate, and baccalaureate degrees).<sup>1</sup> Following this discussion the Board reviewed a formal action item at their October 2015 meeting. The Board adopted a provisional attainment goal of 65% of South Dakotans, aged 25-34, holding some form of postsecondary credential by the year 2025 with the 65% measure adjustable pending input from partners and other stakeholders.

Dr. Rush and central office staff worked during the 2015-16 academic year to facilitate additional stakeholder engagement consistent with the provisional goal adopted by the Board. The Workforce Development Council voted to support the attainment in December of 2015. The Board of Education gave their support for the goal at their May 2016 meeting.<sup>2</sup> Governor Daugaard voiced his support in his 2016 State of the State address stating, “More than ever before, it’s important for young people to continue their education beyond high school. The Board of Regents recently proposed a goal that 65% of young people in South Dakota achieve a post-secondary credential of some sort, and I think that is a worthy goal to pursue.”<sup>3</sup>

With support from the other postsecondary partners in the state, Scott Jenkins and Susan Heegaard from the Lumina Foundation will join the Board during the retreat to discuss Lumina’s State Policy Agenda and to engage in discussion surrounding strategies for moving forward towards achieving the attainment goal.

***Attainment Trends in South Dakota***

The Lumina Foundation annually releases its “Stronger Nation” report<sup>4</sup> and the most recent release indicates that 45.1% of working-age South Dakotas hold some form of postsecondary

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<sup>1</sup> [https://www.sdbor.edu/the-board/2015AgendaItems/August/Retreat/2\\_BORRetreat0815.pdf](https://www.sdbor.edu/the-board/2015AgendaItems/August/Retreat/2_BORRetreat0815.pdf)

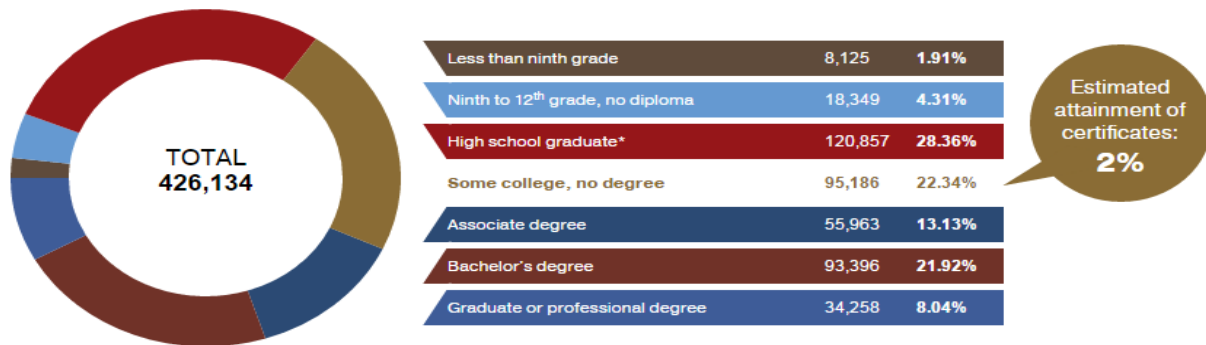
<sup>2</sup> Although the Board of Education did not take formal action on the attainment goal, the Department of Education supported the initiative and the new school accountability model being developed to comply with Every Students Succeeds Act (ESSA) takes more aggressive steps toward ensuring that every student is college and career ready prior to high school graduation.

<sup>3</sup> “State of the State Address of Governor Dennis Daugaard,” 12 January 2016, available from <http://sd.gov/governor/docs/2016%20State%20of%20the%20State.pdf>.

<sup>4</sup> <http://strongernation.luminafoundation.org/report/2016/#south-dakota>

credential as of 2014 (see Figure 1). The largest number of degree holders had earned a Bachelor’s degree (22%) followed by Associate (13%) and Graduate and Professional degrees (8%).

**Figure 1**  
**Levels of Education for South Dakota Residents, ages 25-64**



\* including equivalency

Source: U.S. Census Bureau, 2014 American Community Survey

Note: The accompanying pie chart does not account for residents who have earned high-value postsecondary certificates. The percentage on the right – admittedly, an *estimate* – aims to fill that gap. To calculate this percentage, labor market experts at the Georgetown University Center on Education and the Workforce used Survey of Income Program Participation 2008 Wave 12 data (2012) and data from the Integrated Postsecondary Education Data System (IPEDS) 2014.

Additionally, this year Lumina began reporting on the number of Certificates earned; Certificates are reported in the same category as “some college, no degree” and comprise approximately 2% of the population. Since the Lumina Foundation began tracking these data, South Dakota has experienced a modest growth of roughly 3% in credential attainment (5% when including certificate holders this past year) since 2008 (see Figure 2).

**Figure 2**  
**Percentage of the States Working-age Population (25-64) With a Quality Postsecondary Credential**

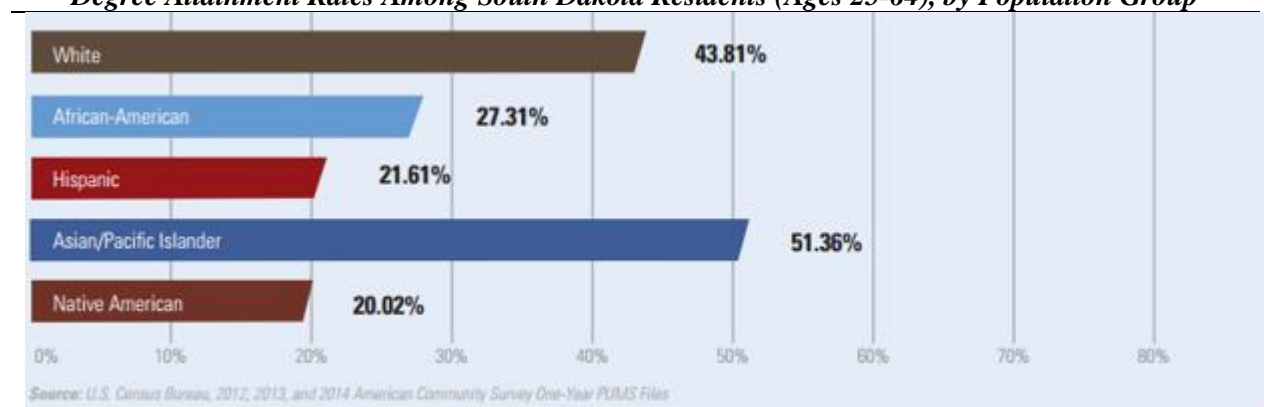


A June 2016 article in the *Argus Leader* questioned the need for such a high attainment rate by citing discrepancies between the growth projections in the Georgetown study and those from the federal Bureau of Labor Statistics (BLS). BLS projections show that about two-thirds of entry-level jobs in South Dakota will require only a high school diploma while the Georgetown report projects that 65% of jobs in the state will require some form of postsecondary credential. The article indicated fear exists that by setting the attainment goal on the higher Georgetown

projections rather than the more conservative projections from BLS would result in the state overproducing college graduates, thereby leading to a large number of citizens unnecessarily accumulating student loan debt and increased state “brain drain.” In an editorial response, Dr. Rush articulated why the discrepancies between the reports exist, why the Georgetown report was utilized over the BLS projections, the changing face of job requirements, and why higher levels of postsecondary attainment are both a public and private good.

When setting an effective attainment goal, Lumina emphasizes setting a goal that is quantifiable, challenging, long-term, and addresses attainment gaps for underrepresented populations. Lumina further emphasizes basing the goal on analysis of state workforce needs, encouraging collaboration with a variety of stakeholders, and formally adopting the goal so as to shape policy and practice. The goal provisionally adopted by the Board addresses many of these emphases with the exception of addressing attainment gaps. Data in Figure 3 depict the current attainment gaps that exist for the various diversity classification in South Dakota as depicted by Lumina.

**Figure 3**  
**Degree Attainment Rates Among South Dakota Residents (Ages 25-64), by Population Group**



The terms “completion” and “attainment” are related but have different meanings. *Completion* focuses on those students already enrolled while *attainment* focuses on the broader context of the state, its citizens, and its workforce needs. One can see the attainment gap between the different racial groups within the state in the following charts. In addition, the gap is evident at the county level, with reservation and mostly rural counties having lower attainment rates and higher poverty rates than population centers and counties that house 4-year colleges or technical institutes (see Table 1). Despite not including a focus on attainment gaps that might exist in South Dakota when adopting a provisional attainment goal, the strategic plan adopted by the Board of Regents in 2014 outlines a specific goal for increasing completion rates for American Indian/Alaskan Native students.<sup>5</sup>

<sup>5</sup> [https://www.sdbor.edu/the-board/agendaitems/Documents/2014/October/16\\_BOR1014.pdf](https://www.sdbor.edu/the-board/agendaitems/Documents/2014/October/16_BOR1014.pdf)

**Table 1**  
**Percentage of South Dakota Residents (Ages 25-64) With at Least an Associate Degree By County**

Aurora	37.90	Clark	35.35	Fall River	35.67	Hyde	33.05	Marshall	42.08	Shannon	22.34
Beadle	33.41	Clay	52.92	Faulk	46.04	Jackson	32.48	Meade	36.58	Spink	35.86
Bennett	30.32	Codington	34.50	Grant	30.31	Jerauld	31.08	Mellette	30.71	Stanley	39.83
Bon Homme	29.09	Corson	29.00	Gregory	31.71	Jones	24.67	Miner	39.82	Sully	43.23
Brookings	54.24	Custer	44.09	Haakon	32.63	Kingsbury	40.72	Minnehaha	43.64	Todd	20.71
Brown	41.88	Davison	47.28	Hamlin	33.03	Lake	42.32	Moody	39.62	Tripp	36.44
Brule	37.17	Day	30.95	Hand	35.75	Lawrence	40.90	Pennington	40.12	Turner	37.73
Buffalo	16.78	Deuel	36.13	Hanson	43.43	Lincoln	57.17	Perkins	28.82	Union	49.53
Butte	30.66	Dewey	26.34	Harding	41.36	Lyman	31.55	Potter	35.57	Wahworth	40.46
Campbell	38.30	Douglas	32.93	Hughes	46.58	McCook	39.96	Roberts	31.55	Yankton	36.83
Charles Mix	30.98	Edmunds	44.90	Hutchinson	41.23	McPherson	31.21	Sanborn	36.32	Ziebach	24.86

*Source: U.S. Census Bureau, 2010-14 American Community Survey 5-Year Estimates*

The adoption of a statewide attainment goal aligns with both the first priority of the SDBOR 2014-20 Strategic Plan (Student Success) and with Lumina Foundation’s Goal 2025 of having 60% of Americans in possession of a postsecondary credential by the year 2025. Furthermore, the Lumina Foundation’s State Policy Agenda has three core elements: 1) improve student outcomes; 2) align investments; and 3) create smarter pathways. Each element has specific, evidence-based policies that work to increase attainment. Many of these policies and practices are already at work in South Dakota with a number falling under one of the four priorities of the system strategic plan. The matrix depicted in Attachment I outlines the system’s efforts in relation to each of these strategies.

The draft motion being presented for approval during the regular business meeting on August 4 will be to formally adopt a statewide postsecondary education attainment goal of 65% of South Dakota citizens, aged 25-34, holding a postsecondary credential by the year 2025.

**Lumina Foundation State Policy Agenda  
Evidence-Based Policies & Practices**

Policy	Status	Notes	Strategic Plan Priority
Create a comprehensive data and information system to measure student progression & outcomes.	Complete	<b>SDBOR Dashboards</b> , available from <a href="https://www.sdbor.edu/dashboards/Pages/default.aspx">https://www.sdbor.edu/dashboards/Pages/default.aspx</a> .	1, 2, 4
Adopt accountability metrics & dashboards to measure progress towards the goal.	Complete	<b>SDBOR Dashboards</b> , available from <a href="https://www.sdbor.edu/dashboards/Pages/default.aspx">https://www.sdbor.edu/dashboards/Pages/default.aspx</a> .	1, 2, 4
Adopt statewide policies to guarantee transfer between public institutions.	Complete	<b>WICHE Passport</b> : SDBOR agenda item (April 2015) available from <a href="https://www.sdbor.edu/the-board/agendaitems/2014AgendaItems/I_B_CommA0415.pdf">https://www.sdbor.edu/the-board/agendaitems/2014AgendaItems/I_B_CommA0415.pdf</a> ; general WICHE Passport information available from <a href="http://www.wiche.edu/passport/home">http://www.wiche.edu/passport/home</a> .  <b>General education revisions</b> : SDBOR agenda item (June 2016) available from <a href="https://www.sdbor.edu/the-board/agendaitems/2016/June/9_D1_BOR0616.pdf">https://www.sdbor.edu/the-board/agendaitems/2016/June/9_D1_BOR0616.pdf</a> .	1
Align statewide K-12 assessments with college readiness standards & placement exams.	Complete	<b>Math and English placement based on Smarter Balanced Assessment and ACT scores</b> : Academic Affairs Council guidelines available from <a href="https://www.sdbor.edu/administrative-offices/academics/academic-affairs-guidelines/Documents/English_Math_Placement_Guidelines.pdf">https://www.sdbor.edu/administrative-offices/academics/academic-affairs-guidelines/Documents/English_Math_Placement_Guidelines.pdf</a> .	
Enact credit hour limits.	Complete	<b>120 credit hours to bachelor's degree/60 credit hours for associate degree</b> (with exceptions): SDBOR Policy 2:29 1(C)(1) available from <a href="https://www.sdbor.edu/policy/documents/2-29.pdf">https://www.sdbor.edu/policy/documents/2-29.pdf</a> .	
Expand availability of online learning by adopting SARA.	Complete	<b>BOR administers SARA for SD</b> : SDBOR Policy 1:29, available from <a href="https://www.sdbor.edu/policy/Documents/1-29.pdf">https://www.sdbor.edu/policy/Documents/1-29.pdf</a> .	1
Set an ambitious goal for increased attainment & monitor progress toward the goal.	In progress	<b>65% set as a provisional goal pending support from other stakeholders and partners.</b> <i>SDBOR</i> : SDBOR adoption (October 2015) available from p.3270-3271 <a href="https://www.sdbor.edu/the-board/minutes/Documents/10_2015FullBoardMinutes.pdf">https://www.sdbor.edu/the-board/minutes/Documents/10_2015FullBoardMinutes.pdf</a> . <i>South Dakota Workforce Development Council</i> : Adoption (December 2015) available from <a href="http://dlr.sd.gov/workforce_training/wdc/wdcminutes120915.pdf">http://dlr.sd.gov/workforce_training/wdc/wdcminutes120915.pdf</a> . <i>South Dakota Department of Education</i> : Adoption (May 2016)	1

		available from <a href="http://doe.sd.gov/board/documents/051616min.pdf">http://doe.sd.gov/board/documents/051616min.pdf</a> . <i>Governor's Office</i> : Advocated in "State of the State Address," (January 2016) available from <a href="http://sd.gov/governor/docs/2016%20State%20of%20the%20State.pdf">http://sd.gov/governor/docs/2016%20State%20of%20the%20State.pdf</a> .	
Develop a statewide plan that includes policy & practice changes needed to reach goal.	In progress	<b>System Strategic Plan</b> : Available from <a href="https://www.sdbor.edu/the-board/StrategicPlan/Pages/default.aspx">https://www.sdbor.edu/the-board/StrategicPlan/Pages/default.aspx</a> .	All
Support efforts to define & use learning outcomes at the degree and certificate level.	In progress	<b>General Education Redesign</b> : SDBOR agenda item (April 2015) available from <a href="https://www.sdbor.edu/the-board/agendaitems/2014AgendaItems/2016%20Agenda%20Items/6_V_BOR0316.pdf">https://www.sdbor.edu/the-board/agendaitems/2014AgendaItems/2016%20Agenda%20Items/6_V_BOR0316.pdf</a> .	1
Create user-friendly public information tools for students & families.	In progress	<b>SDMyLife</b> : Web portal available from <a href="http://sdmylife.com/">http://sdmylife.com/</a> . <b>SelectDakota</b> : Web portal in need of overhaul, available from <a href="http://www.selectdakota.org/">http://www.selectdakota.org/</a> .	1
Reach consensus on the financial resources necessary to reach the goal.	In progress	New initiatives are currently paid for by students/tuition dollars.	4
Adopt & sustain outcomes based funding policies.	Option available	<b>SB 5 from the 2013 legislative session</b> : Allows but does not require performance funding, available from <a href="http://sdlegislature.gov/docs/legsession/2013/Bills/SB5HST.pdf">http://sdlegislature.gov/docs/legsession/2013/Bills/SB5HST.pdf</a> .	4
Develop lower cost pathways to degrees, including accelerated degree programs.	In progress	<b>Increasing associate degree options</b> : SDBOR agenda item (December 2015) available from <a href="https://www.sdbor.edu/the-board/2015AgendaItems/December/5_L_BOR1215.pdf#search=associate%20degree%20design%20report">https://www.sdbor.edu/the-board/2015AgendaItems/December/5_L_BOR1215.pdf#search=associate%20degree%20design%20report</a> . <b>Reduced tuition for associate degree programs at University Center-Sioux Falls</b> : SDBOR agenda item (April 2016) available from <a href="https://www.sdbor.edu/the-board/agendaitems/2014AgendaItems/2016%20Agenda%20Items/5_H1_BOR0316.pdf">https://www.sdbor.edu/the-board/agendaitems/2014AgendaItems/2016%20Agenda%20Items/5_H1_BOR0316.pdf</a> . <b>High School Dual Credit Program/\$40 per credit hour</b> : SDBOR agenda item (December 2014) available from <a href="https://www.sdbor.edu/the-board/agendaitems/2014AgendaItems/III_E_CommA1214.pdf#search=dual%20credit">https://www.sdbor.edu/the-board/agendaitems/2014AgendaItems/III_E_CommA1214.pdf#search=dual%20credit</a> .	1, 4
Develop & implement a comprehensive approach to financial aid.	In Progress	<b>Shared Responsibility Program</b> : SDBOR agenda item (April 2016) available from	4

		<a href="https://www.sdbor.edu/the-board/agendaitems/2014AgendaItems/2016%20Agenda%20Items/6_R_BOR0316.pdf">https://www.sdbor.edu/the-board/agendaitems/2014AgendaItems/2016%20Agenda%20Items/6_R_BOR0316.pdf</a> .	
Encourage & support full-time enrollment & progress.	In progress	<b>Complete College America member/completion agenda:</b> CCA information available from <a href="http://completecollege.org/">http://completecollege.org/</a> .  <b>Credit hour requirements for SD Opportunity Scholarship:</b> Information available from <a href="https://sdos.sdbor.edu/require/continue.html">https://sdos.sdbor.edu/require/continue.html</a> .	1
Adopt guided pathways to credentials & require institutions to monitor progress toward on-time completion.	In progress	<b>BHSU and SDSU exploratory studies programs:</b> SDSU information available from <a href="https://www.sdstate.edu/gs/exploratory/">https://www.sdstate.edu/gs/exploratory/</a> . BHSU information available from <a href="http://www.bhsu.edu/Academics/ProgramsMajors/ExploratoryStudies/tabid/17055/Default.aspx">http://www.bhsu.edu/Academics/ProgramsMajors/ExploratoryStudies/tabid/17055/Default.aspx</a> .  <b>High School Dual Credit advising tracks:</b> Academic Affairs Council agenda item (July 2015) available from <a href="https://www.sdbor.edu/administrative-offices/academics/aac/Documents/5_K_AAC0715.pdf#search=dual%20credit%20advising">https://www.sdbor.edu/administrative-offices/academics/aac/Documents/5_K_AAC0715.pdf#search=dual%20credit%20advising</a> .	1
Establish statewide system to award & recognize credits through assessment of prior learning.	In progress	<b>Participation in Multistate Collaborative on Military Credit:</b> Information available from <a href="http://www.mhec.org/multi-state-collaborative-on-military-credit">http://www.mhec.org/multi-state-collaborative-on-military-credit</a> .  <b>Acceptance of prior learning assessment:</b> Allowed under Academic Affairs Council guidelines available from: <a href="https://www.sdbor.edu/administrative-offices/academics/academic-affairs-guidelines/Documents/Credit%20by%20Examination%20Guidelines.pdf">https://www.sdbor.edu/administrative-offices/academics/academic-affairs-guidelines/Documents/Credit by Examination Guidelines.pdf</a> .	1
Create statewide program to identify adults with some college but no credential & encourage re-enrollment & completion.	In progress	<b>Associate degree completion project/Reverse transfer:</b> USD and SDSU programs to encourage completion, SDBOR agenda item (June 2015) available from <a href="https://www.sdbor.edu/the-board/agendaitems/Documents/2015/June/CommA/I_E_CommA0615.pdf">https://www.sdbor.edu/the-board/agendaitems/Documents/2015/June/CommA/I_E_CommA0615.pdf</a> .  <b>Non-traditional No More project:</b> SDBOR agenda item (June 2010) available from <a href="https://www.sdbor.edu/administrative-offices/student-affairs/sac/Documents/03-BOR-Non-TraditionalNoMoreGrantRecommendations_Updated.pdf">https://www.sdbor.edu/administrative-offices/student-affairs/sac/Documents/03-BOR-Non-TraditionalNoMoreGrantRecommendations_Updated.pdf</a> .	1

Ensure competency based programs for adults are available statewide.	Not currently being addressed		
Encourage institutions' mission & capacity to evolve to meet state & regional needs.	Not currently being addressed		