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ABSTRACT

This report focuses on how colleges, universities, and state governments can work together to improve minority student participation and success in higher education. Examples are cited throughout the report of colleges and universities which have worked to achieve minority success in higher education. The examples help to illustrate the three stages of change through which campuses must pass in order to improve diversity and achievement, and the role of state policy in supporting change. The first stage involves removing the barriers to participation; the second stage encompasses helping students to achieve; the third stage focuses on improving undergraduate teaching and learning. In addition, the report recommends actions which must be taken by college and university leaders in order to improve participation and graduation rates while maintaining high academic standards. Also outlined are things that governors, legislators, state coordinating and governing boards, and the Federal Government must do to create policies that empower campus leaders to make necessary changes. Appendices contain a list of the members of the National Task Force for Minority Achievement in Higher Education, and "contacts for examples." (GLR)

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Policies for Change

National Task Force
for Minority Achievement
in Higher Education

Education Commission
of the States
707 17th Street
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December 1990

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The primary purpose of the commission is to help governors, state legislators, state education officials and others develop policies to improve the quality of education at all levels.

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This project has been supported, in part, by grants from the Arco Foundation, the William and Flora Hewlett Foundation, the Ford Foundation and the U.S. Department of Education. We thank them for their belief in the importance of this work and their financial support.

The National Task Force for Minority Achievement in Higher Education, chaired by New Mexico Governor Garrey E. Carruthers, was formed in June 1989 to identify and advance policies that contribute to the participation and achievement of minority students in higher education. The task force, comprised of both leading educators and state policy makers, met several times over the past 18 months to discuss ideas about the important role that institutions and states share in educating minority

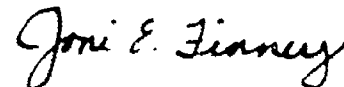
youth. Members were assisted by a planning team that included task force members and senior consultants Pat Callan, Manuel J. Justiz, Richard C. Richardson Jr. and Alfredo G. de los Santos Jr. Marlis Mann, education policy adviser to Governor Carruthers, also participated in the planning and served as reviewer and adviser.

The final report is the result of a true collaboration. Task force members spent hours in deliberations and interviews focusing on the important policy issues. Richard C. Richardson Jr., Pat Callan and Dewayne Matthews assisted in the writing. Sherry Walker from ECS edited the final document and Anna West provided production support.

Research on how campuses achieve diversity and how states

influence this process was ably produced by Richard C. Richardson Jr. with the National Center for Postsecondary Governance and Finance at Arizona State University. This research provided the context within which the task force completed its work. National Center research associates Dewayne Matthews and Tanzella Gaither conducted interviews and provided examples of colleges and universities that have improved participation and graduation rates.

ECS staff support greatly contributed both to the content and format of the final report. Josie Canales, Sandra Ruppert and Christine Paulson assisted in all phases of the project.



Joni E. Finney
Project Director

FOREWORD

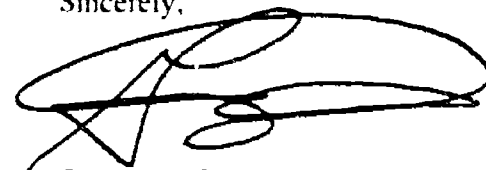
The ECS National Task Force for Minority Achievement in Higher Education was charged with identifying and advancing policies to improve minority success in our nation's colleges and universities. Throughout the past 18 months, task force members have thought about and debated the steps necessary to accomplish this goal. We have concluded, based on recent research, that increases in the rates of enrollment and graduation for minority students require coordinated and sustained commitment from the states and from our colleges and

universities. In addition, the federal government should stimulate and support policies and practices in states and on campuses that offer the greatest promise for successfully educating more minority students.

While the nation's success in addressing this issue is of paramount importance to the economy, it is also important to the basic values of our country. At a time when relations between races and ethnic groups appear to be strained across the country, our colleges and universities must help us all learn to value and respect our

differences. Indeed, diversity can be a source of America's strength rather than a force that divides. The task force calls upon leaders at all levels of education and public policy to reaffirm the value of diversity and the commitment to the education of all Americans.

Sincerely,



Garrey E. Carruthers
Governor, New Mexico

INTRODUCTION



"Minorities are becoming majorities in many states but still remain proportionately undereducated. The portrait of America has changed dramatically."

Gorrey E. Carruthers



"What we have previously considered a matter of fairness and social justice for minority citizens is now an urgent matter of national security."

Blenda J. Wilson

American colleges and universities are failing to educate the country's minority population.* During the past four years, four national and many regional and state reports have documented the failure of higher education to graduate the numbers of African American, Hispanic and Native American students that the nation needs to be competitive in a global economy.¹ Three simple statistics sum up the nation's dilemma:

- In less than 10 years, one-third of workers entering the work force will be members of minority groups.²
- In less than 10 years, a majority of all new jobs will require postsecondary education.³
- In 1987, minority students received only 12% of baccalaureate degrees awarded.⁴

The country's historically black and predominantly Hispanic colleges and universities have served as models for the nation. However, until all colleges and universities place the same priority on educating a much higher proportion of minority citizens, America's economic future will be severely jeopardized. There simply won't be enough well-educated people to fill the work force.

Over an 18-month period, the Education Commission of the States (ECS) National Task Force on Minority Achievement in Higher Education examined prior national reports on minority student success and sought out the most recent research. That review showed the number of minority students participating and succeeding in higher education is declining instead of rising. The only

argument is whether the decline has already become a crisis or is soon to be one.

However, there are bright spots. Many colleges and universities are successfully educating minority students. There are enough success stories to provide the knowledge needed to make dramatic improvements. What is needed is the political will to change.

Success depends not only on college and university campuses making fundamental changes, but also on state and federal policies

*The term "minority" refers to groups that have been traditionally underrepresented in higher education in the United States. The task force recognizes that the term is increasingly inaccurate. In several states, African American, Hispanic and/or Native American students are no longer the minority population. However, they remain underrepresented in many aspects of society, including higher education.



"The issue is whether or not we are going to have an educated society and one that is capable of grappling with and being part of the solution to a variety of societal problems."

Herbert L. Carter



"Institutions must restructure to accomplish these goals — add-on programs just won't make much of a difference."

Alfredo de los Santos Jr.

creating the climate that makes change possible. Many state policy makers see college and university leaders as unwilling to undertake change on their own. Higher education, for example, has traditionally treated access and quality as incompatible, with progress toward one coming at the expense of the other. This view has served only to protect colleges and universities from making fundamental changes in the way they serve students.

Mounting frustration on the part of policy makers, combined with continuing pressure to increase state appropriations for higher education, means states must play the pivotal role in ensuring that change takes place on campus. At the same time, the

federal government must develop policies that support fundamental changes in the states and on the campuses.

About This Report

This report focuses on how colleges, universities and state governments can work together to realize "fair outcomes." Fair outcomes simply means that success in college does not depend on race or ethnicity. Fair outcomes can only occur in colleges and universities that value access and quality and constantly seek ways to improve both. To achieve this end, states must set specific goals against which to measure their progress. Every state should adopt and strive to reach two goals:

- Minority enrollment in higher education should be at least proportional to the minority population of each state.
- Minority graduation rates should be comparable to those of other students.

At the same time, every college and university has responsibility for contributing to the state's goals for fair outcomes. The exact nature of that responsibility should be specified and clearly understood by both the campus and the state.

Throughout this report, the task force cites examples of colleges and universities that work to achieve fair outcomes for minority students. These examples are drawn from those few institutions

"We must be innovative in our approach. We can't do the same things we've been doing because they have not worked."

Azie Taylor Morton

that have found a way to improve minority enrollment and graduation rates — to overcome the false dichotomy between access and quality. The examples illustrate three stages of change campuses must pass through to improve diversity and achievement and the role of state policy in supporting change.

In addition, the report recommends actions college and university leaders must take to improve participation and graduation rates while maintaining high academic standards. And it outlines what governors, legislators, state coordinating and governing boards, and

the federal government must do to create policies that empower campus leaders to make the necessary changes.

BECOMING DIVERSE: A PROCESS OF CHANGE



"The two key issues in higher education always have to be access and quality."

Wilhelmina Ruth Delco

Minority enrollment and graduation rates declined in most colleges and universities during the past decade, according to a national, two-year study of 10 states. Those states, which represented 42% of the nation's 1985 population and enrolled 39% of Native American, 42% of African American and 72% of Hispanic college students, showed declines for all groups. While most institutions in these states showed a decline, some colleges and universities highlighted in this report bucked the trend by improving enrollment or graduation rates or both. Comparison of their practices with those of less successful institutions reveals that colleges and universities succeed in reaching fair outcomes by passing through three stages of change (see chart on p. 7).⁶

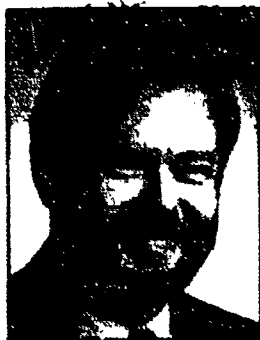
In the first stage, colleges and universities *remove barriers to participation*. This includes recruiting more underrepresented students, providing adequate financial aid, using broadened admissions criteria and scheduling classes at convenient times for employed adults. These strategies initially increase enrollment, but often result in higher dropout rates because the institution has not changed its teaching and learning practices. To continue progress toward fair outcomes, colleges and universities must move into the second stage.

In the second stage, colleges and universities *help students to achieve* by making it clear what they expect and by taking steps to help students reach academic standards. The institutions develop partnerships with public schools

and work with community colleges to ease the transition from two-year to four-year institutions. Colleges and universities also increase the use of mentors and academic advising and try to foster a more hospitable campus climate.

Some institutions reach a third stage. They use assessment, learning assistance, better teaching strategies and curricular reform to *change learning environments* for all students.

Colleges and universities do not move automatically through the three stages. Some bog down in Stage 1. The open door becomes a revolving door. Others stop at Stage 2, trying to change students without challenging traditional teaching and learning practices. Very few colleges and universities make it to Stage 3 where



"In the 1990s, state leadership is a necessary condition for achieving fair educational outcomes for all Americans."

Patrick M. Callan



"Encouraging all students to reach their full potential should be the essential element for our education system."

Ileana Ros-Lehtinen

they begin to understand more about student learning and effective teaching practices.

Progress occurs when administrators and faculty create a campus atmosphere that values a diverse student body and faculty and take actions that move the campus through these stages. Governors, legislators and other state leaders must support campus change by passing and implementing policies that encourage and help college and university leaders accomplish the goals of each stage.

Steps in each of the three stages are outlined in more detail in this report. Each one reinforces and complements the others. Neither campuses nor states can reach fair outcomes by acting in isolation. Likewise, the stages cannot

be carried out in isolation. Campuses do not abandon the strategies of one stage when they reach the next. Instead, they build on them as the campus changes.

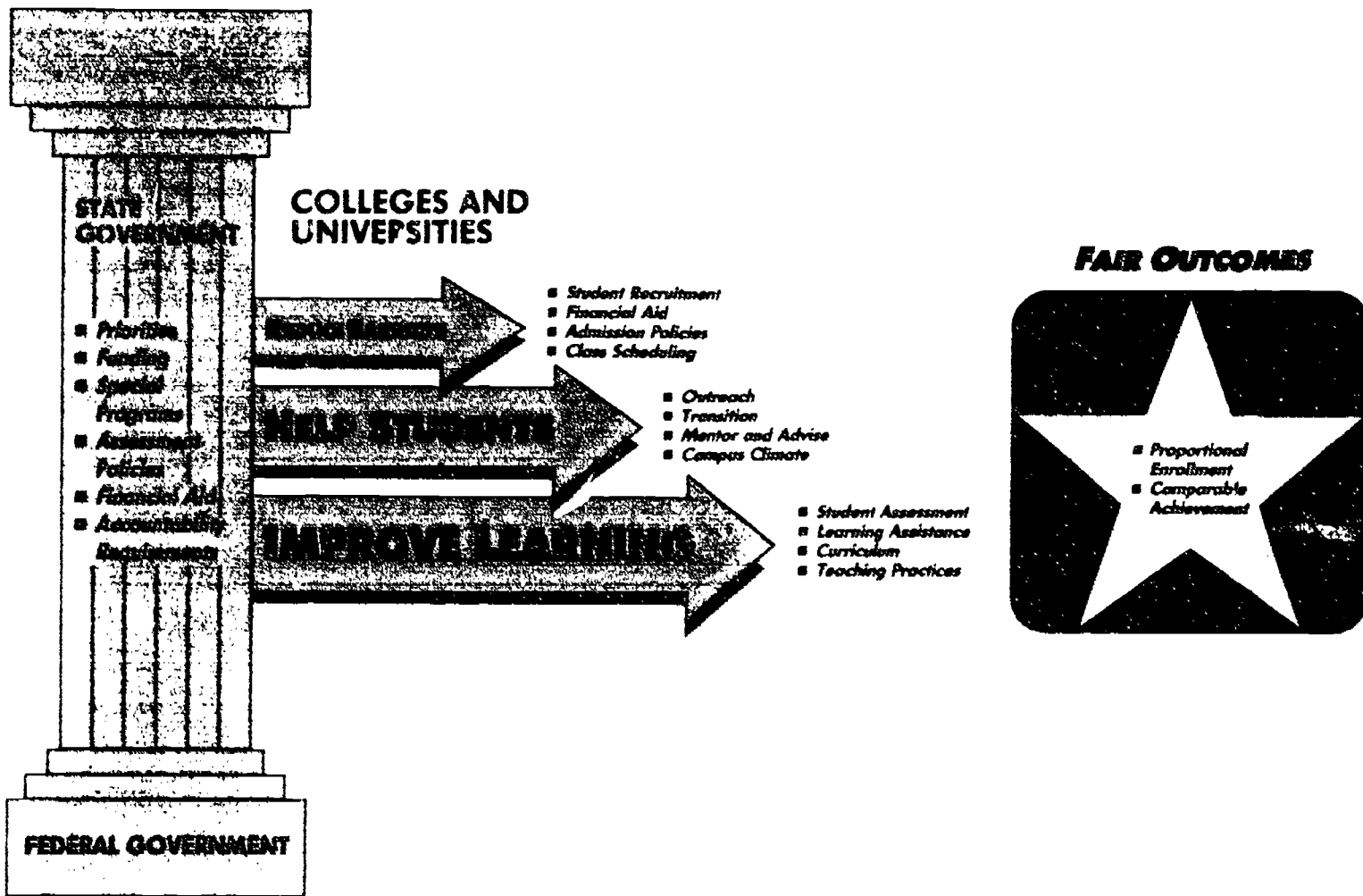
Leadership for Change: Moving Institutions Through the Stages

Leadership is the primary ingredient required in taking campuses through the three stages of change and in successfully enrolling and graduating minority students. When governors, legislators, boards of trustees, presidents and other educational leaders are committed to the success of minority students and are willing to provide leadership to campuses, change happens. Campuses can make progress toward fair outcomes when they receive clear signals

from state policy leaders, accompanied by necessary resources, incentives and requirements for accountability. With leadership, tools such as strategic planning, coordination, accountability, increased staff diversity and faculty incentives and support can be used to promote fair outcomes for minority students.

The task force identified the following leadership actions as particularly promising in enrolling and graduating greater numbers of minority students. The recommendations are directed at colleges and universities or states as wholes. Who has responsibility for carrying them out will vary from state to state and college to college.

ACHIEVING CAMPUS DIVERSITY POLICIES FOR CHANGE





"I like the idea of benchmark. I think we should have some national goals, but state goals are even better."

Betty Castor



"We know how student characteristics relate to individual performance; now it is time to turn the microscope around and ask about institutional performance."

Richard Richardson Jr.

For Colleges and Universities:

- Ensure that campus boards and presidents establish clear goals for minority student participation and graduation.
- Develop a strategic plan to achieve minority participation and graduation goals and allocate resources according to the plan.
- Use progress in meeting institutional goals for minority achievement as one criterion in presidential evaluations.

- Hire college and university presidents who have been successful in improving minority student participation and graduation rates.
- Hold vice presidents, deans and other leaders accountable for reaching goals for minority student participation and graduation.
- Report publicly on progress toward reaching goals for fair outcomes.

For States:

- Require colleges and universities to set appropriate and measurable goals for enrolling and graduating minority students.

- Link college and university funding to progress toward statewide goals for minority participation and achievement.
- Appoint governing board members that reflect the diversity of the state's population.
- Report annually to the public and media on institutional progress toward fair outcomes. Promote wide dissemination of results.
- Relate state higher education goals for minority students to state economic development plans.



"I operate on a basic assumption. If institutional leaders are committed to diversity, the leadership of that institution can always find the necessary approaches and resources to make dramatic and timely improvements."

David Mertes

- Take advantage of successful experiences, as in the Federal Trio programs (Talent Search, Educational Opportunity and Upward Bound), in designing initiatives to improve minority student achievement.
- Encourage private-sector employers to provide all employees with opportunities and support to participate in higher education.

From Compliance to Commitment

Leaders working in partnership to achieve the same goals is how change occurs. Steps taken to ensure both quality and diversity at Francis Marion College in South Carolina illustrate how state and institutional leadership can build upon federal mandates to improve the achievement for minority students.

After a federally mandated state desegregation plan implemented in the early 1980s expired, the state of South Carolina assumed a leadership role and developed its own plan to increase minority participation and graduation rates in higher education. From that plan grew the Access and Equity Program established in 1989 as a result of decisions made by state leaders, specifically the Commission on Higher Education, the Governor's Office and the state legislature. The program required institutions to have well-planned activities to meet three goals: (1) improve minority student recruitment and retention; (2) hire and retain more minority faculty, professional staff and other employees; and (3) enhance historically black colleges.

The leadership at Francis Marion College did not take lightly its responsibility to comply with the program. Two presidentially appointed members of the Council for Planning and Assessment, made up of heads of each college segment, serve as liaisons between the campus and the Commission on Higher Education and help coordinate efforts to attain access and equity goals.

The college also developed several programs to address these goals. The Teacher Cadet Program identifies and encourages minority high school students to become teachers. Other college programs, such as one that helps minority freshmen adjust to college life by providing peer companions, are designed to retain minority students once they are enrolled. Financial assistance is also provided to minority faculty and staff who desire to obtain postgraduate degrees.

The Access and Equity Program relies on leadership at the state and institutional levels to maintain a policy environment that encourages and supports improvements in minority achievement. Programs to improve quality and diversity at Francis Marion have benefited from a supportive state policy environment that linked efforts to improve minority access and achievement to efforts to improve quality in higher education.

Developing Leaders

Governors State University in Illinois claims several successes with minority students. First, it enrolls and graduates a high proportion of minority students. Second, it is one of very few universities that have a high proportion of minorities in administrative positions, including key leadership roles. University officials say these two successes are closely related and credit state and institutional leadership for bringing about these results.

The successes at Governors State can be attributed to the university leadership responding to state education goals. State priorities include expanding professional development opportunities for minorities in fields leading to graduate degrees and attracting and training minority men and women for leadership positions in state colleges and universities. Created and funded by the Illinois Board of Governors of State Colleges and Universities, the Administrative Fellows Program recruits new talent from junior faculty and staff in Illinois institutions. Selected individuals receive a full-time administrative fellowship with paid release time from current jobs. Assigning each fellow to a college president or vice president who serves as a mentor is an important program feature. To broaden their experience, fellows often are placed on campuses throughout the system. They also participate in leadership seminars and training programs.

While increased diversity of the administrative ranks is desirable for many reasons, an important program goal is to enhance opportunities for minority and women students by providing them with more role models in leadership positions. Governors State University credits this program with improving its record in enrolling and graduating minority students, as well as with diversifying its administration. Leadership exercised at the highest levels, combined with a commitment to success, has made this program work. The Illinois state government provided campus leaders with clear goals for increasing staff diversity in key leadership roles, and university officials responded through programs designed to support fair outcomes.



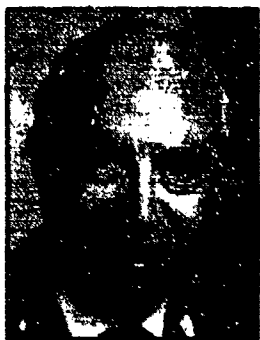
"The state has a responsibility to support a creative environment in higher education through the way it raises issues and allocates resources."

J. Herman Blake

Stage 1: Removing Barriers to Participation

When colleges and universities recognize disparities in graduating minority students (often as a result of outside pressure), they first attempt to increase minority enrollments by reducing barriers to college attendance. For example, institutions may broaden their financial aid programs and admissions criteria or target recruitment efforts at high schools with large numbers of minority students. Although reducing barriers alone will not guarantee fair outcomes because many entering students fail to graduate, it is a necessary first step.

The task force believes the following strategies deserve special emphasis.



"Top officials of colleges should make minority admissions prominent on their agendas for change. Their speeches, policies and practices should reflect that priority."

T. Edward Hollander



"If significant improvement in minority achievement is to become a reality, it is absolutely critical that substantial funds from student loan programs be redirected to student grants."

Phillip Sirotkin

For Colleges and Universities:

- Use several ways to assess each student's potential for success in college admission decisions.
- When establishing financial aid priorities, emphasize grants over loans in the first two years of college.
- Simplify applications for financial aid and coordinate financial aid and admissions procedures.
- Assess methods for distributing financial aid and its effect on student success.

For States:

- Focus financial aid on needy students and give priority to colleges and universities where minority students succeed.

Reaching Beyond the Ivy-Covered Walls

The University of California (UC), Berkeley, is one of the few research universities that has made progress in increasing enrollment and graduation of minority students. While highly selective universities such as Berkeley have advantages in recruiting well-prepared minority students, Berkeley's efforts go far beyond simple student recruitment efforts. These efforts have been supported by a state legislature that has declared greater diversity among college and university student bodies to be a state imperative.

Through the Office of Academic Preparation and Articulation, the university reaches out to junior highs, high schools and community colleges throughout California. Beginning as early as the seventh grade, disadvantaged students receive precollege counseling, motivational programs, academic enrichment and career advising. These students are encouraged and supported to attend any college or university, not just Berkeley.

Efforts also extend to community colleges, where minority students are heavily represented. Through the Cooperative Admissions Program, UC-eligible students are guaranteed transfer to Berkeley after two years in a community college.

Officials at UC-Berkeley credit their success at recruiting minority students from community colleges, in part, to the Transfer Centers located at 57 state community colleges. Established and funded by the state legislature in 1986, the network of transfer centers links two-year and four-year institutions by providing student counseling. Recently, the California State Legislature increased funding which will expand the number of Transfer Centers to 107. As evidence of its commitment to the success of transfer students, UC-Berkeley also offers its most prestigious scholarships to 40 community college graduates each year.

UC-Berkeley, with assistance and support from a state legislature committed to reaching fair outcomes for its colleges and universities, has successfully reduced barriers to participation and increased its enrollment of minority students.



"The issue of access is not only who goes to college in terms of numbers, but who goes to which college."

Ismael Ramirez-Soto

- Use state grants to fill gaps left by federal financial aid programs.
- Offset tuition increases with increases in financial aid for low-income students.
- Coordinate state and federal financial aid procedures to simplify the application and award process.

Stage 2: Helping Students Achieve

Many students who enter higher education are inadequately prepared. To keep these students in college and help them succeed

academically, colleges and universities must move to the second stage — helping students meet campus expectations. Many colleges and universities work with the public schools to inform staff and students about college expectations and opportunities. Some campuses offer students increased counseling and attempt to create a more hospitable climate. More advanced Stage 2 strategies focus on getting faculty and staff committed to helping students achieve as well as enroll in college.

The task force identified the following Stage 2 actions to improve fair outcomes during the next decade.

For Colleges and Universities:

- **Strengthen the preparation of public school students through collaboration with K-12 systems.**
- **Prohibit racist and other discriminatory behavior anywhere in the campus community, with strong sanctions for violations.**
- Insist that faculty take primary responsibility for advising students about course patterns that lead to career opportunities.



"Anyone ought to be able, if they complete a two-year college academic program, to be automatically accepted in any in-state institution of higher learning or four-year college."

Gene L. Hoffman

"We should not be content with thinking that getting kids into community colleges is an adequate response to the goal of full participation of minorities in higher education."

Nira Hardon-Long

Getting — and Keeping — Minority Students

Few colleges and universities have been able to increase both enrollment and graduation rates of minority students simultaneously. Those that do must not only reduce barriers to attract minority students to the institution, but also help students meet college expectations once they are there. Colleges and universities that succeed are usually supported in their efforts by a state policy environment committed to reaching fair outcomes.

The state of New Jersey is a leader in the effort to support fair outcomes for minorities in higher education. The state adopted two goals — access and excellence — and insisted they be recognized as inseparable. Among the most notable initiatives in the mid-1980s were grants that supported programs directly benefiting minority populations. About two-thirds of the awards to county colleges were for collaboration with school systems with large numbers of disadvantaged students.

New Jersey Institute of Technology (NJIT) is one institution that took advantage of state incentives to develop strong outreach programs with the public schools. NJIT's programs are targeted at both elementary and secondary schools, and annually reach over 3,000 students in grades 4 through 12, 90% of whom are minorities. Twenty-six targeted programs are offered — in the summer, on Saturdays and after school. They include mentoring, field trips, participation by NJIT undergraduate and graduate students and parent programs. Follow-up studies of the programs indicate that 90% of the participants go on to college and of those, 75% enter engineering or other science and technical programs. Funding is drawn from corporate sponsors, as well as foundations and the state.

NJIT credits these programs with increasing the enrollment of minority students and, more importantly, with improving the rates at which minority students complete degrees after they have enrolled.

- Be specific about what students need to know to succeed in college. Help elementary and secondary school teachers incorporate performance expectations and required courses into school curricula.
- Provide high schools and community colleges with information about how their former students perform in two- and four-year institutions.
- Recruit, develop and support a diverse faculty and administration.



"The state should encourage colleges and universities, as well as private industry, to work extensively with local school districts in getting under-prepared students ready for college."

Howard "Pete" Rowlings

"Making policy for one sector of education (higher education) without considering the readiness of the other sector (elementary/secondary) to respond is counterproductive. We need to think of the whole system."

Enoch Kelly Haney

For States:

- Establish statewide programs to ensure that every junior high and high school student is advised about higher education opportunities.
- Set policies that allow transfer students from community colleges to complete a baccalaureate degree in the same amount of time as other students.
- Support program options that allow high school students to enroll concurrently in colleges or universities.
- Involve the private sector in efforts to raise student aspirations and expectations for college.

Stage 3: Improving Undergraduate Teaching and Learning

Removing barriers (Stage 1) and helping students achieve (Stage 2) are necessary to reach fair outcomes, but they are not successful alone. Neither deals with the most important aspect of college: what happens to the student in the classroom. During the third stage of the change process, institutions commit to the success of all their students and faculty members assume more responsibility for student achievement. Entering students who are not well-prepared for college work receive additional help to ensure their success. Teachers, as well as students, are assessed, with results used to improve student learning

and undergraduate teaching, both in individual classrooms and across the curriculum. The curriculum reflects the contributions of minority cultures to American life.

The following Stage 3 actions are particularly crucial for reaching fair outcomes.

For Colleges and Universities:

- Assess students when they enter and after they complete the general education program; use this information to improve how teachers teach and what and how students learn.
- Evaluate the incentive and reward system to ensure that it encourages faculty research and innovation directed toward improving teaching and learning.



"The milestones are clear when you measure by result: more qualified graduates, more minority faculty and a better distribution of minorities throughout the disciplines."

W. Ray Cleere



"The more minority faculty you have, the more minority students you will have also."

Gilbert Sanchez

- Provide learning assistance, such as through tutors or special programs, to students with identified weaknesses.
- Insist that faculty integrate multicultural perspectives into general education courses studied by all students.
- Recruit minority students to fields with severe shortages of minorities including math, science, engineering and teacher education.

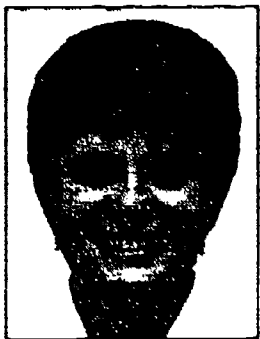
Toughest Challenge Pays Off

Shortly after his election, Governor Garrey E. Carruthers of New Mexico and his education cabinet began exploring ways to improve teaching and learning from kindergarten through postsecondary education in order to decrease the dropout rate and increase achievement. At the governor's initiation, New Mexico became a "Re:Learning" state dedicated to the belief that all learners can achieve if the education system is adapted to their styles and needs. State policies are examined and changed to support restructuring efforts. What sets New Mexico apart is that colleges and universities are included in this systemic restructuring process.

Of all the aspects of university life that affect minority students, teaching and learning are the most critical — but also the most difficult to change. Eastern New Mexico University (ENMU) is one of only a few universities that have succeeded in changing teaching and learning environments to help students achieve. Leaders at ENMU, like state policy makers, are committed to the belief that all learners can achieve and are focusing on student assessment, learning assistance and changing the curriculum and methodology of teaching as steps toward reaching that goal.

In 1986, ENMU began a program to improve the quality of teaching. Known as "Renewal," the program assesses learning outcomes or progress at all levels and continually develops new assessment methods. The information gathered is used to determine how to improve the curriculum and to pinpoint where teaching methods need improvement. One of the program's goals is to help students, particularly minority students, complete college.

The assessment program, and the accompanying programs to improve teaching and learning, are characterized by strong faculty support and involvement. More than 300 faculty, staff and administrators have been trained how to make the university more student-centered. These efforts have paid off in high rates of participation and success by minority students. Results show that ENMU has achieved fair outcomes in enrollment and graduation rates. State leadership has made a major contribution to the successes at ENMU through its commitment to improving teaching and learning for all students.



"Minority education has to be a priority for all at a national, state and local level — if this be a call for a national agenda, so be it."

Piedad F. Robertson

For States:

- Fund basic skills assessments and programs that help students correct deficiencies.
- Require colleges and universities to use student assessment results to improve teaching and learning.
- Make teaching effectiveness a criterion for how state resources are allocated to institutions.
- Support and fund programs to recruit more minority faculty.
- Establish a statewide program to provide feedback to public schools on how their graduates perform in higher education. Monitor efforts to improve performance.
- Fund innovative approaches that integrate multicultural perspectives into the curriculum.
- Provide incentives to employers within the state to offer cooperative education opportunities.
- Promote faculty and student exchanges and partnerships between historically black and predominately white colleges and universities.

A COMPELLING NATIONAL INTEREST



"The federal government must provide leadership in addressing minority issues by building a partnership with the states and the business community."

Manuel J. Justiz



"Minority achievement is not only a policy for the states; institutions of learning, government and industry must take achievement-for-all as an accountable goal."

Peter Cannon

The nation, as well as the states, has a compelling interest in achieving fair outcomes. Historically, the federal government has made its most important contributions by removing economic barriers, supporting programs to increase the diversity of faculty, providing risk capital for research and development and collecting and reporting data that track progress across states and for the nation as a whole.

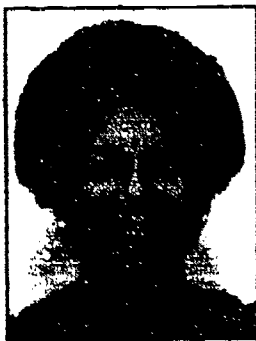
Fair outcomes for minority students depend on fundamental changes in colleges and universities — changes that can occur only in a supportive state policy

environment. Federal policies and programs should support these efforts for change. The greatest federal need is for leadership. Federal policies should support the message that minority student success must be at the top of higher education's agenda. They should remind states and campuses alike of the compelling national need for better-educated citizens.

The task force believes that the following actions by the federal government would bolster state and institutional efforts to reach fair outcomes:

- Proclaim the vision of a society committed to developing the potential of *all* citizens by stating specific national goals for minority student achievement.

- Ensure that all federal policies and programs support national goals for minority student achievement, including housing, labor, defense and human services.
- Reform financial aid policies by simplifying procedures for awards and by using more grants and relying less on loans to meet student financial need.
- Define federal financial aid as a partnership venture with state governments and use federal dollars to encourage increases in state financial aid programs.



"Look to the federal government for leadership — to keep the conversation in the public eye and make sure it is a national agenda."

Carolyn R. Mahoney



"The federal government should have a very high responsibility for providing fellowship monies to minority students, especially graduate and undergraduate students who enroll in programs that have an underrepresentation of minorities."

Franklyn G. Jenifer

- Support programs that encourage colleges and universities to collaborate with the public schools to improve preparation and raise expectations for minority youth.
- Strengthen state and national research, data collection and analysis to support assessments of student learning, effective teaching and minority student success.
- Strengthen the national role in supporting graduate and professional opportunities for minorities.

AFTERWORD

This report is based on a fundamental premise: To produce the numbers of minority college graduates the nation needs now and will need in the future, colleges and universities must change in fundamental ways. Minorities will represent one-third of the entering labor force within 10 years, but they will not represent one-third of the college graduates if the status quo is preserved. It is time to end special interventions that protect academic practices from change under the dubious premise that the current situation assures quality. Colleges can no longer adopt special programs for minority students while

the rest of the institution proceeds with business as usual. Every facet of campus life must change in attitude and practice.

There is enough known about how to educate minority students successfully to make significant progress in the next five to 10 years. To do so, the knowledge at hand must be systematically transferred into effective educational practices and state policy. Successful education strategies for minority students cannot remain limited to a few isolated programs. As the number of minority students on campuses increase, the overall education program of colleges and universities must more closely resemble these successful programs.

The task force calls for a student-centered education system, one in which colleges, universities and states accept responsibility for finding ways to educate all students. The only changes that will have a direct effect on students are changes at the campus level. But states can and do create the context within which colleges and universities act. It is time for campus, state and federal leaders to meet this challenge.

APPENDIX A

Members of the National Task Force for Minority Achievement in Higher Education

J. Herman Blake, Vice Chancellor, Indiana University-Purdue University at Indianapolis. Blake has been vice chancellor of Indiana University-Purdue University at Indianapolis since July 1989. Prior to that, he was Eugene M. Lang visiting professor of social change at Swarthmore College. He served as president of Tougaloo College in Mississippi from 1984-1987. A founding provost of Oakes College, University of California at Santa Cruz, the college had 48% minority enrollment; half of the black and Hispanic students successfully majored in biology, chemistry, computer science, economics and

mathematics. He chaired the Advisory Commission on Post-secondary Education for the District of Columbia. The panel's report, *The Urgent Challenge: Educational Excellence for All*, recommends ways to improve education at all levels.

Patrick M. Callan, Senior Consultant, Education Commission of the States. Callan was vice president of ECS for three years until he resigned in mid-1989 to pursue further studies at Stanford University. He now serves as a senior consultant to ECS. Callan formerly directed the postsecondary education commissions in California, Washington and Montana. He also served as staff director of the California Legislature's Joint Committee on the Master Plan for Higher Education and as a budget consultant

to the legislature. Past president of the State Higher Education Executive Officers, Callan has taught at the elementary and university levels.

Peter Cannon, President and Chief Executive Officer, Conductus, Inc., California. Cannon is president and CEO of Conductus Inc., a Silicon Valley start-up company formed to explore and commercialize the use of high-temperature superconductor technology in producing superconducting electronics. Before joining Conductus, he was vice president of research and chief scientist for Rockwell International Corporation, a \$12 billion, multi-industry company with global leadership positions in aerospace, electronics, automotive and general industries.

Garrey E. Carruthers, Governor of New Mexico and Chairman of the ECS National Task Force for Minority Achievement in Higher Education. Carruthers is completing his four year term as governor of New Mexico. During that time, he has focused on four main initiatives: improving education, promoting economic development, bringing efficiency to state government and enhancing the quality of life for all New Mexicans. As 1989-90 ECS chairman, Carruthers focused on restructuring the education system. He formerly was a professor of agricultural economics and agricultural business at New Mexico State University. Selected as a White House Fellow under President Ford, he also served as assistant

secretary of the Interior under President Reagan.

Herbert L. Carter, Executive Vice Chancellor, California State University. As executive vice chancellor of California State University (CSU), Carter serves as the principal deputy to the chancellor in the governance of the 20-campus system. In that role, he oversees the systemwide Office of Computing and Communications Resources, as well as the Office of Governmental Affairs in Sacramento and Office of Federal Relations in Washington, D.C. As the chancellor's chief deputy, Carter is a member of the chancellor's cabinet and serves as the focal point for guiding, coordinating and integrating policy formulation and program planning for the CSU system.

Betty Castor, Commissioner of Education, Florida State Department of Education. Castor has served Florida for 16 years as a teacher, legislator and civic leader. The first woman to serve in the Florida Cabinet, Castor recently was re-elected to the post of state education commissioner where her priorities include preschool early intervention, business partnerships, instructional technology and making teachers a more integral part of the decision-making process in education. The recipient of numerous awards, Castor was chosen from educators nationwide to receive the first-ever Educational Leadership Award from the National Academy of Finance. She is working with other chief state school officers to develop national goals for education.

W. Ray Cleere. Commissioner of Higher Education, Board of Trustees of State Institutions of Higher Learning, Mississippi. As Mississippi's first commissioner of higher education, Cleere has accomplished major goals set by the Board of Trustees, including the creation of a system of universities and the implementation of an innovative approach to funding that makes maximum use of the state's limited resources. His leadership since 1987 has resulted in an atmosphere of cooperation among the schools, colleges and universities throughout the state that has opened the door for major educational progress.

Wilhelmina Ruth Delco. Texas State Representative. Delco was elected in November 1974 as Texas state representative and is now in her eighth term. She was

the first black elected official from District 50 and has chaired the House Higher Education Committee since 1979. In 1989, Delco served on the Science and Technology Committee. She now chairs the American Association of Community and Junior Colleges Task Force on Minority Concerns.

Alfredo G. de los Santos Jr., Vice Chancellor for Educational Development, Maricopa Community Colleges, Arizona. In the position of vice chancellor for educational development at the Maricopa Community Colleges in Arizona, de los Santos is responsible for articulation, curriculum development, instructional design, faculty/staff development, occupational education, strategic planning, economic development, corporate services, instructional technology, student development,

facilities planning, construction management, instructional services, innovation and fine arts development. He has served on the board of directors of major educational organizations, including the College Board, the American Association of Community and Junior Colleges, Educational Testing Service and the American Council on Education. Currently, de los Santos serves on the board of the Tomas Rivera Center at Claremont University and the American Association for Higher Education.

Enoch Kelly Haney, Oklahoma State Senator. During 1989, Haney served as chairman of the Joint State Tribal Relations Committee; vice chairman of Appropriations; and a member of the Education, Finance, Natural Resources and Rules Committees.

He was in the Oklahoma House of Representatives from 1980-1986 and was vice chairman of Appropriations and Budget Committee. Haney served as councilman for the Seminole Nation of Oklahoma from 1972 to 1976.

Nira Hardon-Long of Long, Peterson and Horton, Washington, D.C. Hardon-Long is a senior partner in the Washington, D.C., law firm of Long, Peterson and Horton. She was formerly a Los Angeles junior high school teacher in social studies and English and former chair of the University of the District of Columbia Board of Trustees. President of the Washington, D.C., "Reading Is Fundamental" organization, Hardon-Long is secretary of the Congressional Black Caucus Foundation

and has done government service at the Office of Economic Opportunity and Agency for International Development.

Gene L. Hoffman, Illinois State Representative. Hoffman has represented the 40th Representative District for 12 terms. He currently serves as deputy minority leader and chairs various committees. He is vice chairman of the Joint House/Senate Committee on Education Reform; co-chairman of the School Problems Council and the Task Force on Education for Employment; vice chairman of the General Assembly Retirement System; and co-chairman of the Task Force on School Finance. Hoffman formerly chaired and taught in the Social Studies Department at Fenton High School in Bensenville, Illinois.

T. Edward Hollander, Professor, Graduate School of Management, Rutgers University, New Jersey. Now a professor at the Graduate School of Management of Rutgers University, Hollander formerly was chancellor of the Department of Higher Education in New Jersey. As chancellor, he was a member of the governor's cabinet and the executive head of a department of 300 employees with a budget of \$1.1 billion under the State Board of Higher Education. In that role, Hollander was responsible for the coordination of the state's higher education system, including planning, policy formulation, program approval and general oversight of both public and independent colleges and universities. Prior to coming to New Jersey, Hollander was deputy

commissioner for higher education and professional education in New York. Previously, he had served as a professor and administrator at the City University of New York.

Franklyn G. Jenifer, President, Howard University, District of Columbia. Since April 1990, Jenifer has served as the chief executive officer of Howard University, the nation's most comprehensive predominantly black university, with 18 schools and colleges, four campuses, approximately 12,000 students and approximately 2,000 full- and part-time faculty members. He is the first alumnus to serve as president of Howard University since its founding in 1867. In his former position as chancellor of the Massachusetts Board of Regents of Higher Education, Jenifer was responsible for the oversight of

three universities, nine state colleges and 15 community colleges, with a total enrollment of more than 170,000 full- and part-time students. His previous higher education positions included those of vice chancellor for the New Jersey Department of Higher Education in Trenton, associate provost at Rutgers University's Newark campus and professor of biology at Rutgers' Livingston College.

Manuel J. Justiz, Dean, College of Education, University of Texas at Austin. Justiz is dean of education and A.M. Aikin Regents Chair in Education Leadership at the University of Texas, Austin. He previously was chaired professor of education at the University of South Carolina, where he taught courses on trends and issues in American higher educa-

tion. From 1982-85, Justiz directed the National Institute of Education, the research arm of the U.S. Department of Education. An ECS commissioner, Justiz has served as consultant to ECS's minority achievement project.

Carolyn R. Mahoney, Professor of Mathematics, California State University-San Marcos. Mahoney is a member of the Founding Faculty of California State University at San Marcos and on the Advisory Board of the recently formed California Calculus Consortium. She came to California from Ohio, where she was a member of the mathematics faculties of Ohio State University in Columbus and Denison University in Granville. From 1986 to 1989, Mahoney was a member of the Test Development Committee

of the College Board. Mahoney is the mathematics co-coordinator of the Young Scholars Program, an Ohio State University administered precollege program for low-income students and project director for a Dana Foundation-funded initiative linking four colleges with the Berkeley-based Dana Center for Innovation in Mathematics and Science Education.

David Mertes, Chancellor, California Community Colleges. Mertes heads California's 107 community colleges, the nation's largest system of higher education with an annual enrollment of nearly 1.4 million students. He was appointed chancellor by the board of governors in July 1988. Prior to this, Mertes served as chancellor for the Los Rios Community College District in Sacra-

mento for seven years, superintendent/president of the Santa Barbara Community College District for three years, and president of the College of San Mateo for eight years.

Azie Taylor Morton, Director of Resource Coordination, Reading Is Fundamental, Inc. Morton has management and administrative experience ranging from the national to the local level in both the public and private sectors. Former treasurer of the United States, she also served as commissioner of labor and industry for the Commonwealth of Virginia; director of social services for the City of Wichita, Kansas; and investigator and conciliator for the Equal Employment Opportunity Commission. Her private-sector responsibilities included franchisee and member of the board of

directors for Wendy's International, Inc.; member of the board of directors for James Lauer & Associates, a national survey research company; and vice president and director of Cellular Mobile Radio Systems, Inc.

Ismael Ramirez-Soto, Executive Director, Council on Higher Education, Puerto Rico. As executive director of Puerto Rico's Council on Higher Education, Ramirez-Soto coordinates all the tasks the council has to perform: governing board of the University of Puerto Rico, board of the University of Puerto Rico Retirement System, licensing and accreditation of private higher education, state board for student aid (public and private) and coordinating board for higher education. His other responsibilities include direct supervision of all internal auditing

services for the University of Puerto Rico and of several federal government grants, and as secretary of the executive director board of the Pediatric Hospital in Puerto Rico.

Howard "Pete" Rawlings, Maryland State Delegate. Rawlings recently was re-elected to his fourth term as a member of Maryland's House of Delegates from the 40th Legislative District. In that role, he serves as vice chairman of the Appropriations Committee, chairs the Subcommittee on Health and the Environment and has made major contributions in the areas of housing, health, education and economic development. Rawlings serves as education chairman of the Maryland Legislative Black Caucus and has served as chairman of the Education Commission of the States

Policies and Priorities Committee. He also serves on the boards of directors for the University of Maryland Medical System, Sojourner-Douglass College, Maryland Historical Society, Action for the Homeless, Maryland Education Coalition and Maryland Low Income Housing Coalition. Rawlings is adviser to the Maryland Alliance for the Poor as well.

Richard C. Richardson Jr., Associate Director, National Center for Postsecondary Governance and Finance, Research Center at Arizona State University. Richardson is professor of educational leadership and policy studies at Arizona State University and director of the U.S. Department of Education project on baccalaureate achievement of minority students. He previously served for 10 years as the founding president of

Northampton County Area Community College in Bethlehem, Pennsylvania. Richardson is also an author and co-author of many books and monographs and served as senior research consultant to the task force.

Piedad F. Robertson, President, Bunker Hill Community College, Massachusetts. Robertson assumed the position of president of Bunker Hill Community College in Boston in August 1988. Responsible for the creation of the Urban Schools Interactive Video Education Network, Robertson helped bring new instructional resources from the college to the Boston Public Schools. She also established at the college the first Middle College project in cooperation with the Boston Public Schools. Robertson serves on

many local, state and national boards, including the American Association of Higher Education, United Way, Museum of Science, WGBH and the Catholic Charities. She participated in the Harvard Institute of Educational Management at the Graduate School of Education in June 1990. She previously was vice president for education at Miami-Dade Community College in Florida.

Ileana Ros-Lehtinen, U.S. Congresswoman, Florida. Ros-Lehtinen has represented the 18th Congressional district of Florida, which includes the Greater Miami area, since September 1989. She serves on the House Foreign Affairs and Government Operations committees. Before being elected to Congress, Ros-Lehtinen served in the Florida legislature, four

years in the Florida House and three in the Senate. She is a certified teacher and former owner of a private elementary school.

Gilbert Sanchez, President, New Mexico Highlands University. Sanchez became president of New Mexico Highlands University in July 1985. Previously, he served as dean of graduate studies and research at Eastern New Mexico University and as vice president for academic affairs at the University of Southern Colorado. Past chairperson of the Hispanic Association of Colleges and Universities, Sanchez chairs the Science and Technology Alliance, funded by the U.S. Department of Energy, and is a member of the board of directors of the American Council on Education. He formerly was on the board of the

Association of State Colleges and Universities and on the Regional Policy Committee on Minorities in Higher Education for the Western Interstate Commission on Higher Education. Sanchez serves as a director for the Kansas City Federal Reserve Bank, Denver Branch, and was named one of the "100 Influential Hispanics" in 1987 by *Hispanic Business Magazine*.

Phillip Sirotkin, Senior Adviser, Western Interstate Commission for Higher Education, Colorado. Sirotkin is former executive director and now senior adviser to the Western Interstate Commission for Higher Education (WICHE), an educational compact organization serving 16 western states. As WICHE's executive director, he oversaw program development to meet educational needs

of the western region and maintained liaisons with policy makers in state government, higher education and regional organizations. As senior adviser, he holds leadership roles in WICHE projects in ethnic diversity, higher education finance and economic development and serves as primary consultant to the Council of State Governments on efforts to establish a regional higher education compact in 12 Midwest states.

Prior to coming to WICHE in 1976, Sirotkin was acting president and executive academic vice president for the State University of New York at Albany.

Blenda J. Wilson, Chancellor, University of Michigan-Dearborn. Wilson became chancellor of the University of Michigan-Dearborn in July 1988, the first woman to preside over a four-year public college or university in the state. Prior to becoming chancellor, she was executive director of the Colorado Commission on Higher Education and served as an officer in the Governor's Cabinet.

Wilson was senior associate dean and lecturer at the Harvard University Graduate School of Education from 1972-1982. She serves on several governing boards, including the Board of Trustees of Boston College and Cambridge College, and is vice chairwoman of the American Association for Higher Education Board of Directors.

APPENDIX B

Contacts for Examples

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NOTES

1. Quality Education for Minorities Project, *Education That Works: An Action Plan for the Education of Minorities* (Cambridge, Mass., January 1990); Commission on Minority Participation in Education and American Life, *One-Third of a Nation* (Washington, D.C.: American Council on Education and ECS, May 1988); Minority Life in the United States, Business and Higher Education Forum, *Three Realities* (Washington, D.C., 1990); Report of the Task Force on Education, *Educating America: State Strategies for Achieving the National Education Goals* (National Governors' Association, 1990); State Higher Education Executive Officers, *A Difference of Degrees: State Initiatives to Improve Minority Student Achievement* (Denver, 1987); Western Interstate Commission on Higher Education, *From Minority to Majority* (Boulder, Colo., 1987).
2. Commission on Minority Participation in Education and American Life, *One-Third of a Nation* (Washington, D.C.: American Council on Education and ECS, May 1988).
3. Hudson Institute, *Workforce 2000* (Indianapolis, Ind., June 1987).
4. American Council on Education, *Eighth Annual Status Report on Minorities in Higher Education* (Washington, D.C., December 1989).
5. The term "fair outcomes" is borrowed from the national study of equity in higher education conducted by Richard C. Richardson at Arizona State University.
6. A detailed description of this process appears in a report of a research project that guided the deliberations of the task force. See R. C. Richardson and E. F. Skinner, *Achieving Quality and Diversity: Universities in a Multicultural Society* (New York: ACE/ MacMillan, 1991).