

# Miles To Go

## Maryland



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Southern Education Foundation

SEF Maryland Leadership Group



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## Maryland

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## Southern Education Foundation

For more than 130 years, the Southern Education Foundation (SEF) and its predecessor funds have worked to promote equity and quality in education in the South, primarily for black and disadvantaged citizens. As a public charity, the Foundation operates its own programs and takes a direct and active role in promoting positive change in education in the region.

SEF was created in 1937 when four funds committed to improving education in the South were incorporated to form a single philanthropic entity. These funds were: the Peabody Education Fund (1867), created by George Peabody to assist in the education of “children of the common people in the more destitute portions” of the post-Civil War South; the John F. Slater Fund (1882), the first philanthropy in the United States devoted to education for blacks; the Negro Rural School Fund (1907), created by Philadelphian Anna T. Jeanes, to support black master teachers who assisted rural Southern schools; and the Virginia Randolph Fund (1937), created to honor the first of these “Jeanes teachers” with monies raised from Jeanes teachers across the South.

As part of its mission to promote equity in education in the South, the Foundation has been closely involved in efforts to desegregate higher education. For many years, in response to the litigation in *Adams v. Richardson*, it was at the center of private efforts to affect public decision-making about black public colleges and universities and to enhance the effectiveness of these institutions.

Following the U.S. Supreme Court’s 1992 decision in *United State v. Fordice*, SEF established a program in Educational Opportunity and Postsecondary Desegregation which undertakes research, disseminates information and works with policymakers to provide opportunity in public

higher education in the South. In 1995, SEF published *Redeeming the American Promise*, a comprehensive set of findings and recommendations about the status of minorities in public higher education in 12 states. In 1998, SEF published *Miles to Go*, which looked at that status of black students in all 19 states that formerly operated dual systems of public higher education.

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**T**his report provides data on the status of African-American students in public higher education in Maryland. Its genesis is in the continuing work undertaken by the Southern Education Foundation in the 19 states that once operated dual systems of public higher education.

While Maryland's efforts to improve access and success for its African-American students are at the forefront among the 19 states, the state has a long way to go before it achieves the promise of equal opportunity for all students.

While the rate at which African-American students in Maryland enter and graduate from college has improved, this rate continues to be significantly lower than that of their white peers. Additionally, their representation in higher education is much lower than their representation in the state's population. Given the need in the next millennium for a more highly educated populace, these disparities should evoke concern among all stakeholders. Clearly, the state will need to educate as many of its citizens as possible if its economic success and the well being of its citizens are to continue.

The data here are not surprising, nor are they new. They have been discussed in legislative chambers, in school board meetings, and in other settings for decades. What is also not new is our commitment to the pursuit of recommendations that will yield long-needed change. With this report, we renew this commitment.

Discussion, however, is not enough. This report is a call to action. It is a call to guarantee the economic well being of Maryland. It is a call to cross the miles between the present reality our students face and the educational future they deserve.



**T**he Southern Education Foundation (SEF), a public charity, has worked for more than 130 years to promote equity and equality in education in the South, primarily for black and disadvantaged citizens.

Following the U.S. Supreme Court's 1992 decision in *United States v. Fordice*, SEF established a program in Educational Opportunity and Postsecondary Desegregation which undertakes research, disseminates information, and works with policymakers to provide opportunity in public higher education in the South. In 1995, SEF published *Redeeming the American Promise*, a comprehensive report on the status of minorities in public higher education in 12 of the 19 states that once operated dual systems of higher education, including Maryland. The report included recommendations on ways to foster greater equity and equality.

Three years later, SEF published *Miles to Go*, an analysis of the status of blacks in public higher education in all 19 of the once-segregated states. The report provides state-by-state data on indicators of access to and success in public systems of higher education, with a specific focus on four-year institutions. The data were supplemented by surveys and interviews with individuals, the results of which were provided to the head of each state's system of higher education for review and comment.

Both *Redeeming the American Promise* and *Miles to Go* demonstrate that, 45 years after the Supreme Court's decision in *Brown v. the Board of Education*, African-American students continue to lag significantly behind their white peers in all measures of college access and success. States bear substantial responsibility to develop policies and practices to promote increased opportunity in their institutions of higher education.

The data included in *Miles to Go* suggest that, compared to other formerly segregated states, Maryland has made substantial progress in enhancing educational opportunity in higher education. This progress has been significant and deserves recognition. However, we have only begun to lay the foundation of a system of public higher education in Maryland in which opportunity flourishes for all students. We have not yet built this system.

African-American students are being lost at every point in the educational continuum – from grade school through the university. They remain considerably less likely to earn bachelor's degrees than their white peers and are at risk of being left behind in a changing and increasingly competitive global economy.

As part of its work in promoting increased access and success for African-American students, SEF established coalitions in several states. The Maryland coalition, which is composed of educators, key legislators, and policymakers, has been functioning for the past three years. The group has studied carefully both *Redeeming the American Promise* and *Miles to Go*, gathered additional data relating to Maryland, and has identified a "short list" of critical statewide issues that must be addressed vigorously if equity is to be achieved. The group believes that three issues – college readiness, teacher preparation and financial aid – now have the greatest effect on minority students' access to and success in higher education. The Maryland coalition has, therefore, developed a series of recommendations on these three issues.

Under the leadership of the Maryland Higher Education Commission (MHEC), public higher education institutions in Maryland have developed programs to address and benchmarks to measure minority achievement. The Board of Regents of the University System of Maryland has made minority achievement one of its top priorities – providing leadership and support to its 13 institutions as they develop programs to prepare K-12 teachers, as they orient pre-college students to college life, as they provide bridge programs, and as they garner financial support, much of which will be awarded to African-American students. The Maryland State Department of Education (MSDE) has proposed increased standards for high school graduation for all students. The policy recommendations in this report are not designed to supplant those efforts, nor to minimize their importance, but to energize changes at the state level that will facilitate and bolster them, and promote the realization of state and institutional goals. The members of the SEF Maryland Leadership Group are dedicated to working to realize these goals.

## Summary of Key Findings: The Economic Imperative

The Maryland team looked carefully at indicators of African-American students' access to and success in public higher education. We also reviewed indicators of economic and demographic changes. Finally, we surveyed current research to determine the factors that have the greatest effect on the academic success of African-American students. A brief summary of our findings follows.

- Continued inequality in educational outcomes for minorities will have an adverse effect on economic growth in Maryland and result in reduced revenue for the state in the future.
- Maryland's total college-age population (15-24 year olds) is projected to grow by 30 percent between 1995 and 2010. The minority college-age population is projected to increase by 39 percent.<sup>1</sup>
- According to trend data, African-American ninth graders in Maryland will earn bachelor's degrees at half the rate of white ninth graders.
- The average income for an individual 25 years and over with only a high school diploma is \$27,952, compared to \$48,856 for someone with a bachelor's degree.<sup>2</sup>
- As a group, 1989 bachelor's degree recipients from University System of Maryland institutions are estimated to earn \$4.7 billion and pay \$354 million in taxes to the state of Maryland over their working lives.<sup>3</sup>
- Current research indicates that three factors, which can be addressed through public policy, will enhance educational equality. They are:
  - promoting college readiness for all students
  - improving teacher preparation
  - providing adequate financial support for college students.

*"Higher education is critical not only to personal fortune; it is the foundation on which the South is building its future."*

*Miles to Go, p. 2*

## Summary of Recommendations: Preparing for the Future

*"We have miles to go before we reach our goal of equity in higher education... For the South – and for the nation – there can be no turning back."*

*Miles to Go, p. 57*

### College Readiness

- Move further toward creating a "seamless" system of education by mandating increased collaboration between K-12 and higher education.
- Require intensive reading, mathematics, and science programs for all elementary and secondary students.
- Require that all students in Maryland public high schools complete the core college preparation coursework in order to graduate.
- Support funding for MHEC's College Preparation Intervention Program.
- Provide support to Maryland's four-year institutions to develop on-site 2+2 programs at the state's community colleges. Cooperative initiatives of community colleges and four-year institutions, 2+2 programs encourage community college students to earn baccalaureate degrees through articulated curricula, dual admission, and other jointly offered support services to ensure that students move smoothly from one context to the other.

### Teacher Preparation

- Provide increased incentives and financial support to encourage outstanding and highly motivated students to pursue teaching as a career.

- Review the academic content of teacher-preparation programs and mandate that teacher-education institutions provide high-quality substantive offerings for their students.
- Develop best practices for teacher preparation including standards, collaboration between K-12 and higher educational institutions, professional development schools, and other tested models, and implement these in the state's teacher training institutions.
- Support the MSDE plan to increase qualifying scores on national examinations used for teacher certification.
- Strictly limit the number of uncertified teachers in each school district and the number of years an uncertified individual can teach in Maryland's public schools.

### Financial Aid

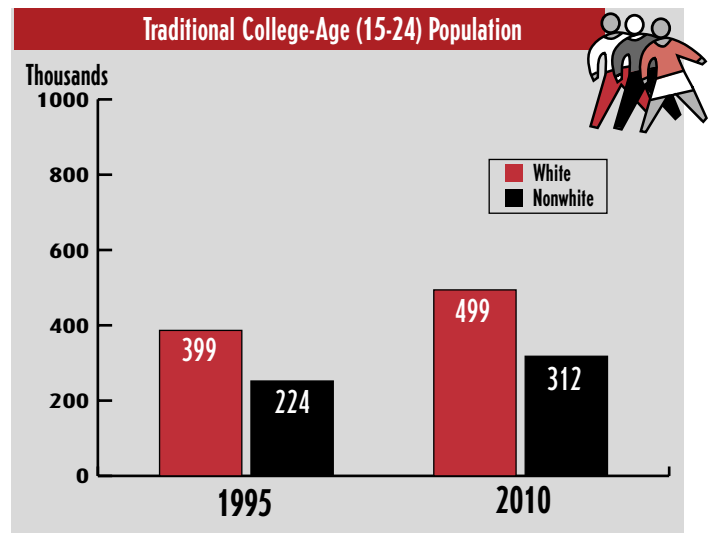
- Provide for full funding of state need-based grant and scholarship programs, including the Educational Access Grants.
- Alleviate difficulties that students may encounter with application processes and deadlines such as allocating state funds for need-based aid directly to institutions to include in their award packages, as is done with federal Pell Grant monies.
- Develop multiple criteria for financial aid including, among others, need, merit, talent, family background, and high school attended. Ensure that new scholarship programs reflect these criteria.

*"We are convinced that the future of the nation, like that of the South, will be shaped by our success in developing and utilizing the talents of an increasingly diverse population."*

*Redeeming the American Promise, p. 4*

## The Reality of Diversity

The state's traditional college-age population (15-24 year olds) is projected to grow substantially between 1995 and 2010, particularly among minorities. While the white college-age population is expected to increase by 25 percent, the minority college-age population will increase by 39 percent.<sup>4</sup>



## The Key to a Strong Economy: Academic Success for All

The implications of growing diversity in Maryland's population take on greater significance when considering the state's changing economy.

- Given economic and demographic trends, the educational success of minorities is critical to the state's economic development and fiscal stability. Their success is directly linked to the success of Maryland's economy.
- Nearly 60 percent of all job openings in Maryland through the year 2005 will require postsecondary education.<sup>5</sup>
- In 1996, the average income of individuals 25 years old and over with only high school diplomas was \$27,952, compared to \$48,856 for individuals with bachelor's degrees.<sup>6</sup>
- Fifteen percent of Maryland's African-American population 25 years old and over had completed at least a bachelor's degree compared to 36 percent of Maryland's white population 25 years old and over.<sup>7</sup>
- As a group, 1989 bachelor's degree recipients from University System of Maryland institutions are estimated to earn \$4.7 billion and pay \$354 million in taxes to the state of Maryland over their working lives.<sup>8</sup>

*"The region's long-awaited economic transformation will not be fully realized unless many more Southerners have a fair chance to participate in it."*

*Miles to Go, p. 2*

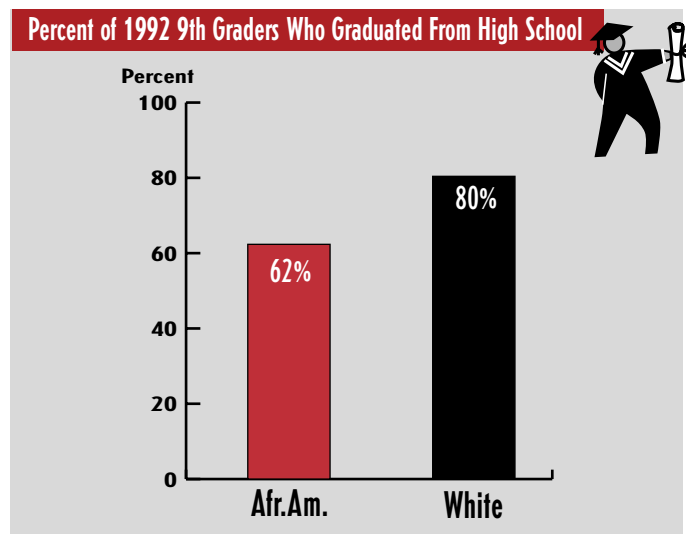
Economic growth

*"Each sector of education is linked to the others; what happens to students at one level inevitably affects their performance at the next."*

*Miles to Go, p. 27*

## Cracks in the Pipeline: Too Few African Americans Graduate From High School

High school can be a difficult time for all students, regardless of race or income. The academic and social challenges high school presents pose greater risks, however, to African-American students than to white students. Eighty percent of white students who entered Maryland's high schools in 1992 graduated four years later. Just 62 percent of African Americans did the same.<sup>9</sup>

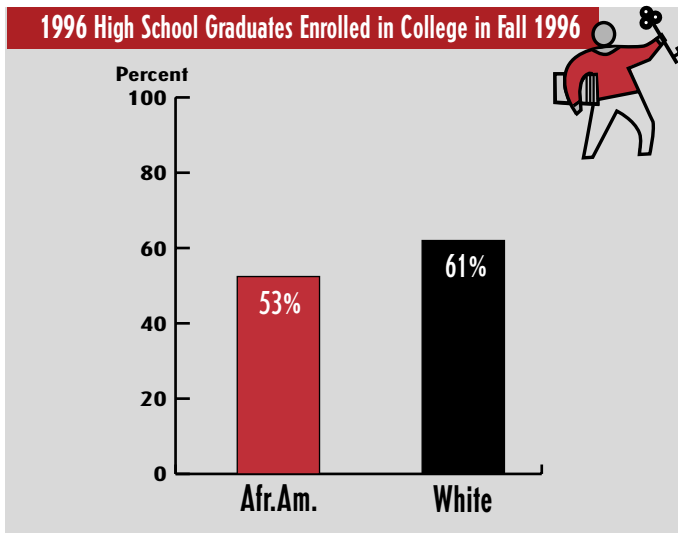


## Missing Links: Too Few African Americans Enroll in College

In Maryland, African Americans are less likely to pursue higher education than whites. In 1996, only 53 percent of African-American high school graduates enrolled in higher education institutions, compared to 61 percent of white high school graduates.<sup>10</sup>

*"Access remains restricted among black students throughout the region."*

*Miles to Go, p. 15*

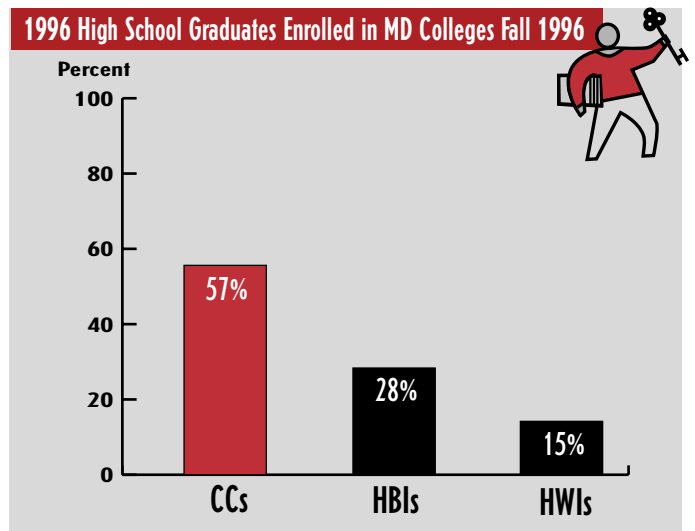


*"In many instances, the access that black students have to public higher education is limited to particular institutions."*

*Miles to Go, p. 15*

## Narrow Gateways: Most African - American High School Graduates Do Not Go to Four-Year Institutions

Of those African-American high school graduates who do enroll in higher education, few go on to four-year institutions in Maryland. The majority – 57 percent in 1996 – entered community colleges. Twenty-eight percent enrolled in four-year historically black institutions, and just 15 percent attended historically white institutions that year.

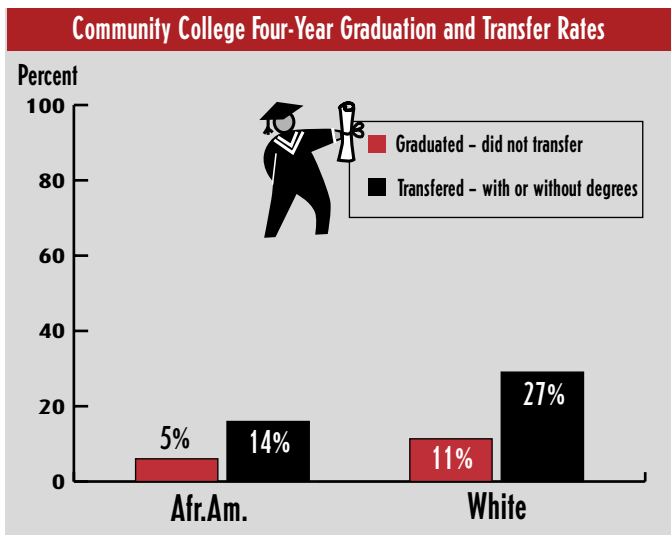


## Community Colleges: Stepping Stones to Success?

While the majority of Maryland's African-American high school graduates enter the state's system of higher education through community colleges, very few graduate or transfer from these institutions. Among first-year students at community colleges in 1992, 38 percent of whites had graduated or transferred to four-year institutions by 1996. The rate of success for African-American students was much lower – just half that of whites at 19 percent.<sup>11</sup>

*"For many minority students, community colleges all too often are an extension of the tracking they have known since entering kindergarten."*

*Redeeming the American Promise, p. 30*



*"Students... whose educational career involves transfer are less likely to achieve the Baccalaureate than their colleagues who did not transfer."*

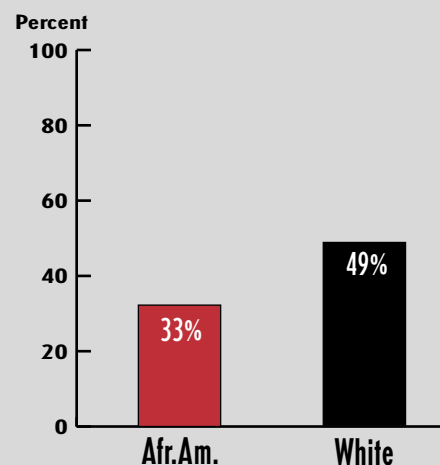
*Redeeming the American Promise, p. 30*

## Struggling to Succeed: Few Community College Transfers Earn Degrees

While transferring from a community college to a four-year institution does not guarantee a bachelor's degree for any student, African-American students are particularly at risk of failure. Of the white students who enrolled in community colleges in 1992 and then transferred to four-year institutions, 49 percent had earned degrees by 1996. Among African-American students – half as likely to transfer at all – just 33 percent earned degrees in that period.<sup>12</sup>

The low transfer and even lower graduation rate for black students who begin their collegiate careers at community colleges means that white students are almost three times as likely as blacks to earn bachelor's degrees.

Community College Transfer Students' Graduation Rates at MD Four-Year Public Institutions

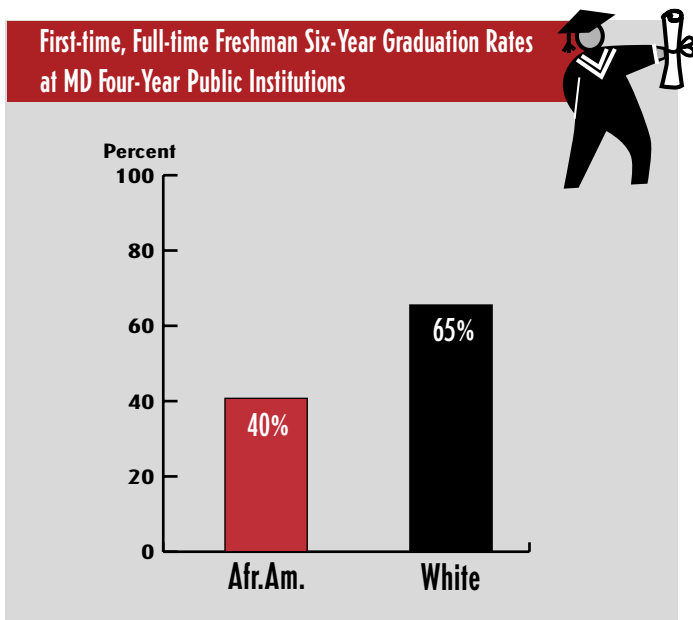


## Access Isn't Enough: Few African-American Freshmen Earn Bachelor's Degrees

The disparity between graduation rates for African Americans and whites at community colleges is also true at four-year institutions, even among students who entered four-year institutions directly from high school. Sixty-five percent of white students who entered Maryland's public four-year institutions in 1990 had earned degrees by 1996; only 40 percent of African-American students did the same.<sup>13</sup>

*"Black degree attainment does not even begin to approach black population distribution."*

*Redeeming the American Promise, p. 36*



persistence

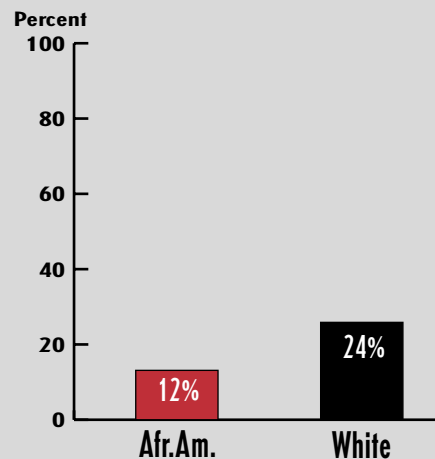
*"Our future is inextricably bound to our success in educating minority students."*

*Miles to Go, p. 10*

## The Cumulative Effect: Missed Opportunity

African-American students are half as likely to earn bachelor's degrees as their white peers are. For every 100 white ninth graders in Maryland schools in 1992, 80 had graduated from high school by 1996, and historical data suggest that 45 will complete some college, 24 of them obtaining at least a bachelor's degree. For every 100 African-American ninth graders in Maryland schools in that same year, 62 graduated from high school in 1996, 33 will likely complete some college, and only 12 are expected to obtain a bachelor's degree or more.<sup>14</sup>

1992 Ninth Graders Projected to Receive Four-Year Degrees by 2002



## Paving the Path to the Future

The preceding data confirm that African-American students in Maryland lag behind white students throughout the educational pipeline. This disparity not only curtails the development of individual African-American students, but also it threatens the long-term economic prosperity of the state.

Maryland is now in a position to address this disparity in academic achievement and to take steps to ensure its future. Current research indicates that there are three factors which must be addressed through public policy if educational equality and equity are to be realized – college readiness, teacher preparation, and financial aid. The SEF Maryland group has developed specific recommendations in each of these areas; they hold the promise of greater academic achievement for all students – minority and majority alike. By enacting new and revising existing legislation as well as supporting institutional and state agency initiatives and programs, policymakers can promote the long-needed and positive changes that will benefit all of Maryland's students.

*"It is in our schools, colleges and universities that (our) future will largely be determined."*

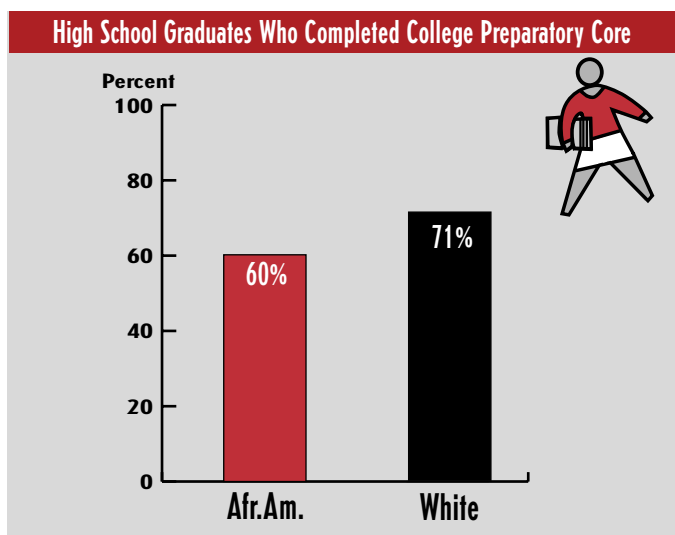
*Redeeming the American Promise, p. xvii*

the future

# college readiness

*"Minority students are frequently confronted with the pernicious practice of tracking them into dead-end curricula... its effects last a lifetime."*

*Redeeming the American Promise, p. 28*



## College Readiness

- The most current research identifies curriculum quality and intensity as the most important pre-college variable determining long-term bachelor's degree attainment.<sup>15</sup> These findings are supported by data from the 1987 National Longitudinal Survey,<sup>16</sup> which indicate that enrollment in college-preparatory curricula increases the likelihood that African-American students will complete baccalaureate programs. Further, studies reveal that African-American students who complete a number of high school science and foreign language courses earn bachelor's degrees at a higher level than those who do not enroll in such classes.
- Despite the heavily documented benefits of enrolling in academic courses, African-American college-bound high school seniors take fewer academic courses than do white students.<sup>17</sup> In Maryland, 71 percent of white high school graduates complete the core curriculum recommended for college admission; only 60 percent of African-American graduates do so.
- The consequences of directing African-American students away from the college preparatory curriculum can be seen in SAT scores. In 1998, the average SAT score of African-American college-bound high school seniors in Maryland was 222 points lower than that of white students.

## Recommendations

To succeed in college, students must be prepared for it. To improve pre-college preparation for all students, Maryland should take the following steps:

- Move further toward creating a "seamless" system of education by mandating increased collaboration between K-12 and higher education.
- Require intensive reading, mathematics, and science programs for all elementary and secondary students.
- Require that all students in public high schools complete the core college preparation coursework in order to graduate.
- Support funding for MHEC's College Preparation Intervention Program.
- Provide support to Maryland's four-year institutions to develop on-site 2+2 programs at the state's community colleges. Cooperative initiatives of community colleges and four-year institutions, 2+2 programs encourage community college students to earn baccalaureate degrees through articulated curricula, dual admission, and other jointly offered support services to ensure that students move smoothly from one context to the other.

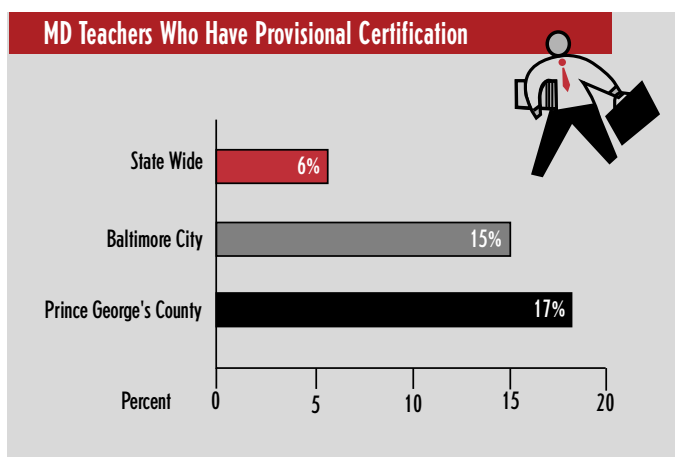
*"Poor preparation profoundly affects access..."*

*Miles to Go, p. 28*

recommendations

# teacher preparation

*"To get to college, minority students in the South must depend on some of the worst schools in the South." Redeeming the American Promise, p. 28*



## Teacher Preparation

- With a rapidly growing school-age population and a teaching force heading into retirement, Maryland will require 11,000 new certified classroom teachers by the year 2002.
- Even now, Maryland has critical shortages in many areas, including art, computer science, English for speakers of other languages, mathematics, music, science, and special education.<sup>18</sup>
- The passing rate for general knowledge area on the required national teacher examination is 89 percent for Maryland teachers, but the qualifying score for certification in Maryland is significantly lower than that used in other states.
- Only 6 percent of Maryland teachers have provisional certification, but in Prince George's County and in Baltimore City, districts with student bodies that are 75 percent and 86 percent African American respectively, the provisional certification rates are 17 percent and 15 percent respectively.
- The average SAT score of Maryland high school college-bound seniors and indicated that they intended to major in education was 46 points lower than the overall average.

## Recommendations

Teacher preparation links elementary and secondary education to higher education in unique and powerful ways. Each system provides what the other needs, and each uses what the other produces. Each is dependent on the success of the other for its own success.

The SEF Maryland Leadership Group recommends the following actions:

- Provide increased incentives and financial support to encourage outstanding and highly motivated students to pursue teaching as a career.
- Review the academic content of teacher-preparation programs and mandate that teacher-education institutions provide high-quality substantive offerings for their students.
- Develop best practices for teacher preparation including standards, collaboration between K-12 and higher educational institutions, professional development schools, and other tested models and implement these in the state's teacher training institutions.
- Support the MSDE plan to increase qualifying scores on national examinations used for teacher certification.
- Strictly limit the number of uncertified teachers in each school district and the number of years an uncertified individual can teach in Maryland's public schools.

*"Real learning is built from the ground up."*

*Redeeming the American Promise, p. 22*

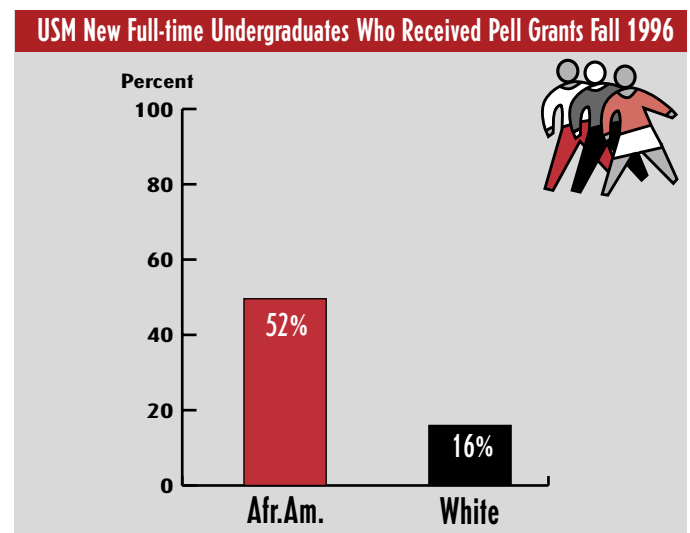
recommendations

## Financial Aid

- A lasting result of discrimination in education and employment is the large disparity between the income of white and African-American families. In 1995, average white family income in Maryland was \$45,732; among African-American families it was \$28,602 – barely two-thirds of what was earned by white families. The costs of attending college consequently fall more heavily on African-American families than on white families.
- The greater financial need within the African-American community is reflected in the allocation of Pell Grants. In fall 1996, more than half (52%) of all African Americans who received financial aid were Pell Grant recipients, compared to 16 percent of whites.<sup>19</sup> It is important to note, however, that the value of Pell Grants has fallen considerably. In the early 1970s, the maximum Pell Grant covered approximately 80 percent of the cost of attendance at public four-year institutions. By the mid-1990s, the maximum Pell Grant covered only about 40 percent of these costs.<sup>20</sup>
- A recent MHEC report indicates that Maryland students in financial need face additional challenges within the financial aid system itself. According to the *DRAFT 1998 Joint Chairmen's Report, Review of State Scholarship Programs*, the state's financial aid system is characterized by program proliferation, insufficient award amounts, and complex and cumbersome award processes. The report calls for streamlined processes as well as for additional funding to meet students' needs more fully. It also indicates that the response to the Guaranteed Access program, targeted at Maryland's poverty-level families, has been significantly less than anticipated.

*"Rising (college) costs burden most those with the least income."*

*Miles to Go, p. 19*



## Recommendations

The Maryland SEF Leadership Group recommends that state policymakers make critical changes in state financial aid programs:

- Provide for full funding of state need-based grant and scholarship programs, including the Educational Access Grants.
- Alleviate difficulties that students may encounter with application processes and deadlines such as allocating state funds for need-based aid directly to institutions to include in their award packages, as is done with federal Pell Grant monies.
- Develop multiple criteria for financial aid including, among others, need, merit, talent, family background, and high school attended. Ensure that new scholarship programs reflect these criteria.

*"Black families must devote significantly more of their income to covering college costs than white families."*

*Miles to Go, p. 19*

recommendations



# conclusion

**C**hange requires both vision and action. Maryland has an opportunity now to demonstrate that it can move boldly to ensure continuing economic growth in the state by fostering educational equity and equality for all of its citizens. The recommendations of the Maryland SEF Leadership Group challenge Maryland to meet these two goals – which are inextricably linked.

Meeting these goals requires efforts to enact the recommendations set forth in this report. It also requires careful monitoring of these efforts. Fortunately, Maryland has in place a mechanism to do so. The Maryland K-16 Leadership Council, which represents MSDE, MHEC, and the USM, should be made accountable for overseeing the state's progress in adopting these recommendations and should provide periodic progress reports to the General Assembly.

The Maryland citizens who, with the help of the Southern Education Foundation, produced this report have different backgrounds, have different responsibilities, and represent different constituencies. We are united, however, in our recognition of the importance of educational opportunity for our state and in our commitment to do what is required to bring it about.

<sup>1</sup> Maryland Office of Planning.

<sup>2</sup> U.S. Census Bureau.

<sup>3</sup> *The Economic Impact of the University System of Maryland: A Fiscal Perspective*, The Jacob France Center of Business, University of Baltimore, January 1998.

<sup>4</sup> Maryland Office of Planning.

<sup>5</sup> *A Study of Workforce Needs of Maryland Employers*, Maryland Higher Education Commission, September 1996.

<sup>6</sup> U.S. Census Bureau.

<sup>7</sup> U.S. Census Bureau.

<sup>8</sup> D.A. Gerlowski and D. Stevens. *The Economic Impact of the University System of Maryland: A Fiscal Perspective*. The Jacob France Center, Merrick School of Business, University of Baltimore, January 1998.

<sup>9</sup> These figures do not adjust for out-migration of students in good academic standing.

<sup>10</sup> The total college enrollment rate exceeds the rate for African Americans and Whites because other minorities are included in the total.

<sup>11</sup> *Maryland Student Outcome and Achievement Report 1998*. Maryland Higher Education Commission, Summer 1998.

<sup>12</sup> Graduation rates four years after transferring to a four-year institution in the report, *Trend Book*. Maryland Higher Education Commission, January 1998.

<sup>13</sup> Graduation rates for six-years after first enrollment in the report, *Retention and Graduation Rates At Maryland Four-Year Public Institutions* Maryland Higher Education Commission, May 1998.

<sup>14</sup> Estimated using data from the Maryland Higher Education Commission, Maryland State Department of Education, and the National Center for Education Statistics.

<sup>15</sup> C. Edelman. "The Rest of the River," *University Business*, January/February 1999.

<sup>16</sup> A.W. Astin. *Minorities in American Higher Education*, 1982. San Francisco: Jossey-Bass.

<sup>17</sup> *1998 College-Bound Seniors, Maryland Report*, The College Board.

<sup>18</sup> The Maryland State Department of Education Maryland Teacher Staffing Report: 1997-1999, The Maryland State Department of Education, 1997.

<sup>19</sup> Financial Aid Information System, USM Headquarters.

<sup>20</sup> *Trends in Student Aid: 1987 to 1997*. The College Board, September 1997.







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