

1985

**A policy analysis of the federally mandated undergraduate desegregation criteria measured by retention strategies for minority students at a senior public traditionally white institution in Virginia**

Robert M. Simmonds  
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**Simmonds, Robert Maurer**

**A POLICY ANALYSIS OF THE FEDERALLY MANDATED UNDERGRADUATE  
DESEGREGATION CRITERIA MEASURED BY RETENTION STRATEGIES FOR  
MINORITY STUDENTS AT A SENIOR PUBLIC TRADITIONALLY WHITE  
INSTITUTION IN VIRGINIA**

*The College of William and Mary in Virginia*

Ed.D. 1985

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Desegregation Criteria Measured by Retention Strategies  
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White Institution in Virginia**

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**A Dissertation Presented to  
The Faculty of the School of Education  
The College of William and Mary**

---

**In Partial Fulfillment  
of the Requirements for the Degree  
Doctor of Education**

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**by  
Robert M. Simmonds**

**May 1985**

**A Policy Analysis of the Federally Mandated Undergraduate  
Desegregation Criteria Measured by Retention Strategies  
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by

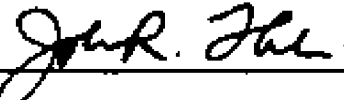
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Chairman of Doctoral  
Committee

### **Dedication**

**I dedicate this research to my wife, Debbie, and my two boys, Kent and Stephen, whose support and assistance throughout this educational experience have been tireless.**



## Acknowledgments

I would like to thank the members of my committee: Dr. John Theilin, Dr. James Yankovich, and Dr. Roger Baldwin, who have contributed many hours and demonstrated such understanding in the completion of this project.

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## Chapter 1

### Introduction

Higher education in the United States has been affected by the federal government since the first Morrill Act of 1862 (Mayville, 1980). State government involvement in higher education, however, can be traced back to Colonial America, as stated by Thelin (1982):

... the interest of college and government were mutual and interdependent ... .

There is also evidence of government supervision to insure avoidance of institutional waste and competition. In 1762, Harvard petitioned the governor of Massachusetts Bay to oppose the founding of a new college in the western section of the colony ... . The petition went on to claim that the proposed new college would dilute the quality of education afforded clergy and civil leaders, as well as divide collegiate support along local and regional lines within the colony. (p. 88-90)

The relation between the colony and the institution followed medieval tradition in the form of a charter issued by the Colony which "... acknowledged that institution's legal and formal existence and operation apart from the state" (Thelin, p. 90) The interaction between the state and federal governments, and U.S. Higher Education has taken on several

forms: legislative, regulatory, judicial, and financial.

The federal government's interaction with U.S. higher education has been justified under the general welfare clause of the U.S. Constitution, Article I, cl. 1: "... to lay and collect taxes, Duties, Imports and Excises, to pay the Debts and provide for the common Defense and general welfare of the United States." (Alexander & Solomon, p. 21). The federal government's interaction, however, was one of non-interference with higher education policy until the 1964 Civil Rights Act (Morgan, 1981 & Cleary, 1981). With the passage of the National Educational Act in 1965 and the 1972 Educational Amendments, the federal government took the following stand with regards to its relationship with higher education:

- 1) higher education was a vital national resource, and thus a legitimate concern of the government
- 2) there should be equal access to this resource
- 3) the government should provide funds to guarantee access for all qualified students (Morgan, p. 75)

the position taken by the federal government as set forth in these propositions was never outlined in legislation, but was instituted through "... implementing action and regulations of the executive branch and related court decisions. And it

was there that the revolution occurred, for the details amounted to yet another proposition:

4) regulation should be imposed to achieve the government's objectives regardless of the intrusion on institutional autonomy. (Morgan, p.75)

This last proposition clearly identifies the federal government's position in relation to federal regulations regarding federal programs or monies and higher education. The proposition also comes close to violating the Tenth Amendment of the U.S. Constitution: "The powers not delegated to the United States by the Constitution, nor prohibited by it to the States, are reserved to the States respectively or to the people". (U.S. Constitution, Article X, 1791) Therefore, the primary responsibility for public education still remains with the state government. The intrusion of the federal government, however, has reduced the autonomy of the decision-making process in higher education. In addition, failure to meet federal government regulations subjects the institution too federal sanctions (Cleary, 1980). What has evolved from the broad interpretation of the general welfare clause can be labeled the federal-state-higher education connection. To explore the new and growing federal regulation on higher education, this



research will focus on the postsecondary undergraduate desegregation ordered by Judge Pratt of the U.S. District Court in Washington, DC. This court decree is directed toward those states operating a separate or dual system of higher education for black and white college students.

The court decree followed a suit filed in 1972 by the National Association for the Advancement of Colored People (NAACP) in the District Court charging that the Secretary of Health, Education, and Welfare (Mr. Richardson) was not discharging his responsibilities under Title VI of the Civil Rights Act of 1964. The responsibility of the Secretary under Title VI was to desegregate the higher education systems in ten (10) southern states. The case known as *Adams v. Richardson*, was the first court case in which a federal judge ordered the desegregation of higher education on a mass scale. Ten states were initially identified by Judge Pratt as operating a segregated system of higher education. The essence of the court order to Mr. Richardson was to desegregate the Traditionally White Institutions (TWI's) while maintaining the present status of the Traditionally Black Institutions (TBI's).

In the ensuing two years only eight of the ten states developed desegregation plans. The plans submitted to the

court were not accepted by the court:

Subsequently, the plaintiffs in the Adams case sought further relief and on April 1, 1977, the Court ruled that the 1974 plans did not comply with the criteria previously announced by HEW and that as implemented the plans had failed to achieve significant progress toward higher education desegregation. (Adams v Califano, 1972, p. 4)

So in 1977, the NAACP filed another class action suit in the U.S. District Court, Adams v. Califano, asking that the court establish a set of criteria for the development of the state desegregation plans. The Office for Civil Rights (OCR) of the U.S. Department of Education was directed by the District Court to develop criteria for the state plans outlining the proposed implementation of the desegregation criteria. The court identified several issues for the Office for Civil Rights (OCR) to consider in establishing the undergraduate desegregation criteria, primary among these was the desegregation of the student enrollment at the Traditionally White Institutions. Other issues include: the retention of minority students at the Traditionally White Institutions, and the enhancement of the Traditionally Black Institutions. Of these three areas, retention will be the focus used in this study to analyze the implementation of the federal criteria for undergraduate desegregation.

The retention of any student, minority or non-minority as outlined by Tinto (1979), consists of the proper mixture of variables such as the goal of the student; the educational background of the student; the student's economic background; and the social integration of the student with the institution, to name just a few. The last variable is also known as the "institution-person fit", which incorporates not only how well the student is received by his or her peer group but also the receptivity by faculty and the institution as a whole. The OCR has defined retention as the student's persistence until graduation. Beal and Noel (1980) describe this relationship of student to institution as follows:

... the degree of 'fit' may determine the likelihood of students staying or leaving. Another term, which may describe it better, is 'belonging.' A student develops a sense of belonging as the result of many and varied interactions with the college and student environment. Such a feeling will enhance retention. (p. 5)

Beal's research (1980) on the effects of institutional policies and procedures concerning student persistence reflected "... that policies unrelated to the real needs of the college or that dehumanize the interactions between students and staff can have negative effects on retention."

To investigate the problem of minority student retention,

the Institutional Integration Scale was used to identify the sense of belonging that minority students were able to develop at Virginia Commonwealth University (VCU). The Scale measures the likelihood of retaining the freshmen by identifying the social and academic integration of the student with the institution. The Scale has been successfully tested for both content and predictive validity in identifying students who have a high probability of dropping out of school during the second semester of their freshmen year. In addition to this scale, a review of the retention programs developed by Virginia Commonwealth University (outlined in Chapter 2) will help illustrate efforts by this institution to retain minority students.

#### Purpose of the Study

The purpose of the study is to explore the following questions:

1. Do the desegregation criteria provide Virginia Commonwealth University with guidelines to develop institutional policies and procedures that enhance the retention of minority students?
2. Do the full-time minority freshmen utilize the retention programs developed by Virginia Commonwealth University?

3. Do the undergraduate desegregation criteria regarding retention fall in line with successful retention strategies found in the literature?

4. Do the retention strategies outlined in "The Virginia Plan" provide public senior institutions with examples of successful retention programs or identify variables most likely to affect minority student retention?

The NAACP and many equalitarians (those individuals who perceive social and political equality for all) view postsecondary institutions as a means of social and economic mobility for minorities. According to Boudon's research, however:

... even if presumed cultural differences in school achievement are eliminated, differences in social expectations still would eventually lead to class-based consumption of education. Now if schools are supposed to compensate for the negative effects of a country's social and economic structure, we may be better able to understand why schools do not succeed and why even accomplishment appears as failure. (Wildavsky, 1979)

The classic dilemma of whether or not public education at any level can create a method of economic or social mobility is central to the theme of equal educational opportunity. On the one hand, Reed (1975), Epps (1975), Williams (1975), and Dodson (1975) suggest that equal education opportunity at the postsecondary level will provide better employment

opportunity and in turn reduce the social and economic hiatus between minorities and nonminorities. Marcus and Stickney (1981) have stated that:

Their data also suggest that blacks benefit less than whites economically from a high school degree, but that a college diploma is more profitable for blacks than for whites. Therefore, it would appear that any significant reduction in the inequality of earnings must involve a more equitable access to education, particularly higher education

Yet Jencks, 1972 has found that:

The case for equalizing the distribution of schooling and cognitive skill derives not from the idea that we should maximize consumer satisfaction, but from the assumption that equalizing schooling and cognitive skill is necessary to equalizing status and income. . . . Since we have found rather modest relationships between cognitive skill and schooling on the one hand and status and income on the other, we are much less concerned than most egalitarians with making sure that people end up alike in these areas. (p. 11)

Jencks continues the argument against the egalitarian view that equal opportunity in public education is the best process of social mobility, "Even eliminating differences in the amount of schooling people get would do relatively little to make adults more equal." (p. 16) "We also think society should get on with the task of equalizing income rather than waiting for the day when everyone's earning power is equal."

(p. 11) An underlying theme outlined by Epps (1975) supports Jencks' premise that, "There is little solid research in this area [occupational and educational aspirations of minority students] which one can rely for the assessment of the impact of desegregation and the results of the studies which do exist are mixed." (p. 300). In addition, Epps (1975) indicates that:

Most studies of student occupational and educational aspirations undertaken over the past twenty years have indicated that black students have aspirations equal to or higher than those of white students of similar socioeconomic status. Black students are also somewhat more likely than white students of similar socioeconomic background to want to attend college and they are about equally as likely to expect to attend college as white students of the same class. (p. 300)

This research will contain itself only to the policy analysis of the undergraduate desegregation criteria and the implementation of same at the University level, the question of social mobility or social benefits will not be addressed in this research. The decision of the U.S. Supreme Court in Plessy v Ferguson (1896) creating the "separate but equal" doctrine established the dual systems of higher education, and now higher education is being required to correct the problem under the court order of the U.S. District Court.

## Hypothesis

The following hypothesis forms the basis of this study:

Given the retention plan developed at Virginia Commonwealth University, the full-time undergraduate minority students will not differ statistically in their perceived academic and social integration than the full-time undergraduate nonminority students as measured by Pascarella's Institutional Integration Scale.

In addition, this study will also investigate the following questions:

1. Are the retention programs for undergraduate minority students at Virginia Commonwealth University integrated into institutional policy?
2. Are the criteria for the undergraduate minority retention programs, developed by Virginia Commonwealth University, similar to successful retention criteria identified in the literature?
3. Are the full-time undergraduate minority students at Virginia Commonwealth University using the retention programs?
4. Are the federally mandated undergraduate desegregation criteria helpful to institutions in developing retention strategies that will result in successful retention of minority students?
5. Are the retention strategies outlined in "The Virginia Plan" helpful to the public senior institutions in developing successful retention



programs or identifying the variables most likely to affect minority student retention.?

### Definitions

The following definitions are included to add clarity to the research:

1. Attrition: defined as the lack of attaining the goal set by the student upon entering higher education. (Lenning, et al, 1980)

2. Retention: defined as the attainment of a specified goal. Three basic categories exist for this term: 1) "... graduation, 2) course or term completion, or 3) personal goal attainment (when the goal is other than graduation)." (Pascarella, 1980)

3. Minority student: defined as any full-time black male or female college student attending a senior public institution in an undergraduate program.

4. Desegregation: defined as the termination of segregation barriers established through de jure segregation. (Alexander & Solomon, 1972)

5. Integration: defined as the affirmative action to increase the number of black students attending a Traditionally White Institution. (Alexander & Solomon, 1972)

6. de facto segregation: defined as segregation resulting from housing or economic conditions. (Alexander & Solomon, 1972)

7. **de jure segregation:** defined as segregation that exists by right of law and supported by government. (Alexander & Solomon, 1972)

8. **Persister:** defined as "[one] who continues enrollment without interruption." (Beal, 1980)

9. **Attainer:** defined as "[one] who drops out prior to graduation, but after attaining a particular goal." (Beal, 1980)

10. **Stop-out:** defined as "[one] who leaves the institution for a period of time and then returns for additional study." (Beal, 1980)

11. **Drop out:** defined as "[one] who leaves the institution and does not return for additional study at any time." (Beal, 1980)

## Chapter 2

### Review of Literature

#### Introduction

The establishment of black colleges and universities has had a mixed history of support. Assistance in developing the black college has ranged from the compassion of northern educators attempting to help former slaves following the Civil War, to the black churches viewing the black college as an opportunity to educate clergy. In addition, the Morrill Acts in the latter half of the 19th Century provided federal funds for the development of land grant colleges.

(Gallagher, 1979). In order for the states to qualify for federal funds under the Morrill Acts, they were required to provide educational opportunity to both black and white students. This requirement resulted in separate A & M Colleges for blacks (Gallagher, 1979). This separation by race in education was further enhanced by the U.S. Supreme Court's decision in Plessy v Ferguson, 1896, when the Court sanctioned the dual system of higher education under the "separate but equal" doctrine. The de jure segregation

doctrine was upheld until 1954 when the U.S. Supreme Court ruled in the *Brown et al v Board of Education of Topeka et al* that:

Segregation of white and Negro children in the public schools of a State solely on the basis of race, pursuant to state laws permitting or requiring such segregation, denies to Negro children the equal protection of the laws guaranteed by the fourteenth Amendment - even though the physical facilities and other tangible factors of white and Negro schools may be equal. (347 U.S. 483, 1954)

The court's opinion was not limited to primary and secondary public schools, rather its intent was directed to all levels of public education. In rendering the *Brown* decision, the U.S. Supreme Court considered the cases of *Sweatt v Painter*, 339 U.S. 629, "... finding that a segregated law school for Negroes could not provide them equal educational opportunities, ... ."; and *McLaurin v Oklahoma State Regents*, 339 U.S. 637, "... in requiring that a Negro admitted to a white graduate school be treated like all other students, ... ." (*Brown*, 347 U.S. 493). In Chief Justice Warren's delivery of the court's opinion, he stated:

We conclude that in the field of public education the doctrine of 'separate but equal' has no place. Separate educational facilities are inherently unequal. Therefore, we hold that the plaintiffs and others similarly situated for whom the actions

have been brought are, by reason of the segregation complained of, deprived of the equal protection of the laws guaranteed by the fourteenth Amendment.

In the subsequent years following this ruling, charges of segregation or discrimination in higher education consisted of isolated cases without a concerted effort on the part of the federal government to attack this problem on a wide scale basis. For example, in 1968 the United States District Court for the Middle District of Alabama heard the case of Alabama State Teachers Association v Alabama Public Schools and College Authority. This case sought an injunction against an extension of Auburn University in Montgomery, which the plaintiff argued would heighten the already present dual system of education in Montgomery (Epstein, 1979). The court found in favor of the plaintiff, and on appeal, the lower court's decision was affirmed. In so doing, the appeals court identified the difficulty with desegregation among colleges, even in a dual system, as compared to the elementary and secondary school system:

Up to college level, public schools are free and compulsory, and one school is basically similar to another in terms of goals, courses, facilities and teacher training. Higher education, however, is neither free nor compulsory and offers enormous diversity in all of these areas. The court also noted that freedom to choose one's college has had a long tradition and performs an important function

by fitting the right school to a particular student. The court expressed the belief that the problem of racial unbalance in higher education would be resolved when effective desegregation plans were developed at the lower school level. (Epstein, 1979, p. 706)

The difficulty outlined by Epstein with the desegregation process among colleges is the fact that no clear reference is made to a goal or end result in the desegregation order issued by the court, or in the desegregation criteria written by the Office for Civil Rights. In addition, there is no clear purpose outlined by OCR or the U. S. District Court regarding the desegregation of higher education (Wilson, 1981). The danger involved in this laudable desegregation effort by the U.S. District Court is amply expressed by Wilson:

...., despite the magnitude of the barriers, the process of desegregation goes forward. It has been ordered by the courts and it must be done. Whether it is done wisely or well, of course, depends on the wisdom, the skill, the tenacity and the goodwill of the key actors in the process. (p. vii)

Alexander & Solomon (1972) highlight the problems associated with identifying the exact definition of the term desegregation. The federal and state courts have interpreted this term to mean everything from eliminating social barriers of discrimination to integration. One decision closely

following *Brown* held:

[a]ll that is decided, is that a state may not deny to any person on account of race the right to attend any school that it maintains... . The Constitution, in other words, does not require integration. It merely forbids segregation. (Alexander & Solomon, 1972, p. 536-9)

The case of *Geier v University of Tennessee*, however, illustrates the most severe action that the court may take in order to dismantle the dual system of higher education. In this case, the Sixth Circuit of the U.S. Court of Appeals affirmed the district court's order to merge the satellite campus of the University of Tennessee (a traditionally white institution) with Tennessee State University (a traditionally black institution) at Nashville. In this case, the TBI was maintained while the satellite campus of the TWI was absorbed to form a single institution (Epstein, 1979). Not all cases, however, reach this level of severity, for example a merger was rejected by the district court in *Norris v State Council of Higher Education* 404 U.S. 907 (1971).<sup>1</sup>

The plaintiffs in *Norris* charged that Virginia continued to operate a racially identifiable dual system of higher education and sought to enjoin the escalation of predominantly white Bland College from a two-year to a four-year school. The plaintiffs contended that such escalation would lead to a duplication of offerings and frustrate efforts of the neighboring predominantly black

Virginia State College to desegregate. The court granted the injunction, but refused to require a merger of the two schools on the basis that Bland provided a useful function as a two-year college and had not demonstrated a need for additional facilities. (Epstein, 1979, pp. 706-707)

The fear identified by Virginia State College regarding Bland's consideration of becoming a four-year institution focused on the fact that many of the "white" students attending Virginia State College are transfer students from Bland College. Virginia State feared that the "white" transfer students would remain at Bland College to complete their final two-years of study, there-by reducing Virginia State's "white" student population as well as their overall population which in turn is also a loss of revenue.

Tollett (1972) has also expressed the fear that somewhere in the desegregation process the TBI will be lost, and in that process the social functions served by the TBI in the black community will also be lost. Tollett (1972) has identified these social functions as vital to the black community's survival in that they: 1) provide creditable models for black youth who live in disadvantaged neighborhoods; 2) provide a congenial setting for black students to attend; 3) they assist the black student in making their move up the social ladder once their education



has ended; and 4) "... they serve as insurance against a second post-reconstruction substantive betrayal of formally declared Pro-Black rights." (p. 198) Although Toilett supports desegregation in higher education, he does not believe that the concept of the Brown decision of a unitary education system is compatible with higher education.

The constitutional basis for Judge Pratt's decision to desegregate the TWI's operating in states that support a dual system of higher education is cited in Section 601 of Title VI of the 1964 Civil Rights Act.

No person in the United States shall, on the ground of race, color, or national origin, be excluded from participation in, be denied the benefits of, or be subject to discrimination under any program or activity receiving federal financial assistance. (Public Law 88-352 July 2, 1964, p. 252)

Judge Pratt ordered the Adams-Califano states to either desegregate their Traditionally White Institutions or face withdrawal of federal funds by the U.S. District Court under Title VI. In 1978, in accordance with the federally mandated criteria, the state Council of Higher Education in Virginia (SCHEV) submitted its second statewide plan to desegregate the public state institutions of higher education. In April of 1984, Virginia submitted Amendments to the 1978 state desegregation plan. The Office for Civil Rights, however,

will continue to monitor access in Virginia, and has now identified two additional issues that Virginia must address in their desegregation effort: 1) attrition/retention of minority students, and 2) the enhancement of the Traditionally Black Institutions. To analyze the desegregation criteria, this research will look at a case study institution using the issue of attrition/retention.

To fully understand the policy analysis of the desegregation order using the issue of retention, this study will review: 1) the U.S. District Court order under *Adams v Califano* and the subsequent desegregation criteria developed by OCR; 2) The Virginia desegregation plan in response to the criteria; 3) the institutional plan of Virginia Commonwealth University; and finally, 4) a synopsis of retention research including the identification of successful retention programs highlighted in the literature.

### Undergraduate Desegregation Policy

The U.S. District Court found that the U.S. Department of Health Education and Welfare (HEW) had not sustained acceptable progress in the court's desegregation order under *Adams v. Richardson*, and stated:

... specific commitments [were] necessary for a workable higher education desegregation plan ... concerning admission, recruitment and retention of students, concerning the placement and duplication of program offerings among institutions, the role and the enhancement of black institutions, and concerning changes in the racial composition of the faculties involved.

Specifically, this court entered a Second Supplemental Order directing the Department to transmit to ... the plaintiffs criteria specifying the ingredients of acceptable desegregation plans for their institutions of public higher education. (Federal Register, 1976, p 6656)

The court asked that the criteria to be developed by HEW "... comply with constitutional standards and Title VI, conform with sound educational practices, and take into account the unique importance of black colleges." (Adams v Califano, p.2). The Department of HEW believes that the statewide approach to the desegregation problem is consistent with sound educational policy. In that light, not only is each state institution required to prepare a desegregation plan, but each state is required to prepare a statewide coordinated desegregation plan. In this way, the Department of HEW would hope to eliminate the vestiges of "systemwide racial imbalance". The U.S. District Court, in its response to the arguments of the plaintiff stated that:

What I do want them [the Department of HEW] to do though is be under the compulsion of a court order to submit to the states certain specific

requirements which the states must respond to and they should be given a timetable for communicating with the states, and the states should be given some kind of timetable within which to make response. (Federal Register, 1978, p. 6659)

The court has identified that the numeric goals of the criteria are not to be considered quotas, and that an inability to meet the numeric goals is not in and of itself grounds for noncompliance. The goals and timetables identified for the states can be adjusted as special circumstances arise. Yet each college applicant should compete equally for admission to the college under the criteria. In addition, the court has said that:

State's efforts under these criteria need not and should not lead to lowering academic standards. States may need to innovate in seeking out talented students who will profit from higher education. They [institutions] may need to broaden definitions of potential; to discount the effects of early disadvantage on the development of academic competence; and to broaden the talents measured in admissions tests. But new and different yardsticks for measuring potential are not lower standards. They can be more valid measures of true potential and talent. Taken as a whole, these criteria seek to preserve and protect academic standards of excellence. (Federal Register, 1978, p. 6658)

The court has also identified the importance of the existence of the Traditionally Black Institution throughout the desegregation process.

The process of desegregation must not place a greater burden on Black institutions or Black students' opportunity to receive a quality public higher education. The desegregation process should take into account the unequal states of the Black colleges and the real danger that desegregation will diminish higher education opportunities for Blacks. (Federal Register, 1978, p. 6558)

The court ordered that the criteria developed by HEW address the important issue of the Black College as well as the congressional mandate (Title VI). The TBI's and the TWI's are to operate as a unitary system within all states which now operate a dual system of higher education.

A succinct description of the undergraduate desegregation criteria developed by the HEW is highlighted below, while a complete description of the undergraduate criteria is at Appendix A. The criteria identify how the state desegregation plans are to be written (what elements to include in the plan), and how the plans are to be implemented along with a timetable and numeric goals. To achieve the dismantling of the dual system, each plan shall:

A. Define the mission of each institution within the state system on a basis other than race.

B. Specify steps to be taken to strengthen the role of traditionally black institutions in the state system.

C. Commit the state to take specific steps to eliminate educationally unnecessary program duplication among traditionally black and traditionally white institutions in the same service area.

D. Commit the state to give priority consideration to placing any new undergraduate, graduate, or professional degree programs, course of study, etc., which may be proposed, at traditionally black institutions, consistent with their missions.

E. Commit the state to withhold approval of any changes in the operation of the state system or of any institutions that may have the effect of thwarting the achievement of its desegregation goals.

F. Commit the state to submit proposals for any major change in the operations of the state system which may directly or indirectly affect or impede the achievement of its desegregation goals to OCR for review 90 days prior to their adoption.

G. Specify timetables for sequential implementation of the actions necessary to achieve these goals as soon as possible but no later than within five years (by the close of the academic year 1981-82), unless compelling justification for a longer period for compliance is provided to and accepted by the Department.

H. Commit the state and all its involved agencies and subdivisions to specific measures for achievement of the above objectives. (Adams v. Califano, 1977, pp. 15-21)

These objectives outline the general trend of the state's desegregation plan. The objectives identified for the

admission and retention of undergraduate student enrollment are highlighted below in a second set of criteria.

A. Adopt the goal that for two year and four year undergraduate public higher education institutions in the state system, taken as a whole. The proportion of black high school graduates throughout the state who enter such institutions shall be at least equal to the proportion of white high school graduates throughout the state who enter such institutions.

B. (1) Adopt the goal that there shall be an annual increase, to be specified by each state system, in the proportion of black students in the traditionally white four year undergraduate public higher education institutions in the state system taken as a whole and in each such institution; and (2) Adopt the objectives of reducing the disparity between the proportion of black high school graduates and the proportion of white high school graduates entering traditionally white four year undergraduate public higher education institutions in the state system; and adopt the goals of reducing the current disparity by at least fifty per cent by the academic year 1982-83. However, this shall not require any state to increase by that date black student admissions by more than 150% above the admissions for the academic year of 1976-77.

C. Adopt the goal that the proportion of black state residents who graduate from undergraduate institutions in the state system and enter graduate study or professional schools in the state system shall be at least equal to the proportion of white state residents who graduate from undergraduate institutions in the state system and enter such schools.

D. Adopt the goal of increasing the total number of

white students attending traditionally black institutions.

E. Commit the state to take all reasonable steps to reduce any disparity between the proportion of black and white students completing and graduating from the two year, four year and graduate public institutions of higher education, and establish interim goals, to be specified by the state system, for achieving annual progress.

F. Commit the state to expand mobility between two year and four year institutions as a means of meeting the goals set forth in these criteria.

G. Specify timetables for sequential implementation of actions necessary to achieve these goals as soon as possible but not later than within five years (by the close of the academic year 1981-82) unless another date is specified in this section.

H. Commit the state and all its involved agencies and subdivisions to specific measures to achieve these goals. (Adams v. Califano, 1977, pp. 22-26)

The federal desegregation criteria highlighted here, and in more detail at Appendix A, were forwarded to the Adams-Califano States in order that the state desegregation plan incorporate these goals and outline the implementation of the Statewide Desegregation Plan.

In 1983, Virginia submitted an amendment to the 1978 statewide desegregation plan as requested by the Office for Civil Rights. The 1983 amendment regarding undergraduate



student retention can be viewed at Appendix B. A succinct description of the state's response to the federal criteria are highlighted in this section. The 1983 amendments to the statewide desegregation plan identifies five objectives that address the issue of student retention:

1. Developing a program to assist in recruiting and retaining students: The Virginia Student Transition Program.

the purpose of the program is to provide tutoring, instruction in study method, and counseling for black Virginia students ... (who are either) full-time freshmen or transfer students and who have anticipated or actual academic deficiencies.

2. Assisting institutions to improve their student recruitment and retention techniques: The Fund to Improve Student Recruitment and Retention

This commitment will provide funds to an institution to help support recruitment and retention programs for minority students that are either of high quality, or have the potential for excellence.

3. Holding a conference on White faculty and black students.

The purpose of this action is three fold: 1) ... faculty must become cognizant of their own race-related assumptions before they can teach black students more effectively. 2) ...faculty must be willing to treat race-related subject matter in appropriate courses frankly and

directly. 3) ... if white faculty agree to help each other address racial issues, they are more likely to be successful teachers.

#### 4. Completing a Transfer Guide for Virginia Community College System Students.

...The guide will contain (1) a description of the policies and procedures governing student transfer, (2) the Virginia Community College System degree programs accepted to transfer by each of the senior institutions, and (3) a listing of the VCCS courses accepted by each of the senior institutions.

#### 5. Setting a statewide Workshop on Student Retention.

A statewide workshop on student retention at Virginia's colleges and universities will be sponsored by the Council of Higher Education during the Fall 1983. The workshop will develop an institutional model for student retention and will serve as a forum for the exchange student retention information among institutional representatives. (1983 Amendments, pp. 14-16)

Virginia Commonwealth University increased its minority undergraduate enrollment by 34% between 1978 and 1982. In 1983, VCU prepared an amendment for student retention activities to complement the 1983 amendments to the State desegregation plan.

Our continuing goal in increasing the enrollment of disadvantaged minority students will be to identify those with adequate scholastic ability and

motivation who will succeed in pursuing, and who will derive intrinsic benefit from the higher educational experience offered by VCU. Our objective will continue to be to enroll students who demonstrate the capability to gain substantive personal and professional growth at VCU and who, as a result, will undertake effective leadership roles in all areas of human endeavor. (Student Recruitment and Retention Plan, 1983, p. 5)

A succinct description of the student retention programs developed by Virginia Commonwealth University have been highlighted here, while a complete description of the institutional plan for student retention activities can be found at Appendix C. Virginia Commonwealth University has developed extensive undergraduate minority student retention programs that include:

1. Early Identification of Black Students Experiencing Academic Difficulty.

The program includes an on line record system used to identify undergraduate minority students who encounter problems with their grades. Academic advisors are identified in each department, and a full-time Athletic Department advisor works with the student athletes.

2. Special Services Program

"This program provides its participants, many of whom are black, with academic and personal support in the form of counseling and tutoring."  
(p.13)

3. The Center for Improving Teacher Effectiveness (CITE).

"... [has] been used to assist faculty to identify and eliminate subtle and unintended teaching practices which can unfavorably impact a minority in the classroom." (p.13)

4. Afro-American Studies Program (AAS).

"this program offers courses in an area pertinent to the cultural and social history of Afro-Americans. AAS provides students of all disciplines access to an awareness of the contributions and experiences of the Black race and emphasizes their impact on society." (p.13)

5. Educational Center Complex.

Provides reading and study skills for all students, and tutorial services in the areas of mathematics, languages and various other core subjects. (p.14)

6. Student Affairs.

"... provides programs and oversees organizations and activities designed to enhance the quality of life for students in non-academic areas." (p. 14)

7. Orientation, Advising and Registration.

"This activity, which is conducted each summer, attempts to assist new freshmen, transfer students and former students returning from an extended absence, to make a smooth transition to

this university." (p. 14)

In addition to these ongoing retention efforts by VCU, four additional programs have been suggested to enhance the retention of full-time undergraduate minority students:

1. Exit Interviews.

This program will monitor students who withdrawal from their courses and through an interview attempt to resolve problems that the student may have with the ultimate goal of the student remaining in school. (p. 15)

2. Retention Studies at VCU.

The retention studies are designed with two purposes: 1) to track certain student populations that are enrolled at VCU, and 2) to identify the reason students who were accepted by VCU decided not to enroll. (p. 16)

3. Peer Advisement Program.

this program is designed for upperclassmen to assist departmental advising of freshmen and transfer students, enabling the upperclassmen to address academic or social problems confronting the advisee. (p. 16)

4. Reporting of Student Progress to High Schools.

"... to feed back information to high schools

and community colleges about the scholastic performance of their former students enrolled at VCU. (p. 17)

Virginia Commonwealth University has developed these programs in an effort to address the total student body as well as the minority students. These programs address both the academic and social integration of the undergraduate students, as well as sustaining a broad base which has the potential for appealing to the total student body.

### Retention Literature

Retention strategies identified by national studies as successful have been classified by Beal and Noel (1980) into five categories. These categories include: 1) "group testing, counseling, and orientation; 2) individual counseling; 3) student peer counseling or tutoring; 4) basic skills approaches; and 5) college readiness programs." (p.8) In addition to these categories, specific programs were also identified by Beal and Noel incorporating these five categories. Two of these programs addressed institutional policies and procedures, and Faculty Development and Training. Lenning, Sauer, and Beal (1980) indicated that:

Multifaceted approaches to student retention, where everyone on campus participates in some manner, can be even more effective in improving retention rates than focusing on a single approach. The literature supports attempts by colleges that would combine different programs to improve retention. Several programs working together could have a sybiotic effect and result in increased effectiveness and retention. (p. 4)

Lenning, et. al. (1980) in their review of retention studies have identified twelve "single-facet" retention concepts: 1) admissions and recruiting, 2) advising, 3) counseling, 4) early warning and prediction, 5) exit interviews, 6) extracurricular activities, 7) faculty, staff, and curricular development, 8) financial aid, 9) housing, 10) learning and academic support, 11) orientation, and 12) policy change.

The general theoretical rationale undergirding most attrition/retention studies is based on Durkheim's Theory of social solidarity. This theory is based on the premise that:

... there exists a social solidarity which comes from a certain number of states of conscience which are common to all members of the same society. This is what repressive law materially represents, at least in so far as it is essential. The part that it plays in the general integration of society evidently depends upon the greater or lesser extent of the social life which the common conscience embraces and regulates. (Aubert, P. 24-25)

Spady (1970), Tinto (1975), and Pascarella (1980) have used this theory in the development of their attrition models that

identify social and academic integration as variables (corresponding to Durkheim's variables of shared group norms and friendship's support) that influence upon one's decision to either remain or dropout of school (Pascarella, 1982). In Spady's model, social integration was measured by shared group values, grade performance, normative congruence, and friendship. Tinto identified goal and institutional commitment as the two factors that enhance one's chance to integrate into an institution (Pascarella, 1982). The college setting is more than merely classes, but actually becomes a social subsystem unto itself with many different interest groups and complicated relationships. Tinto has suggested that:

The simple act of leaving an institution may have multiple and quite disparate meanings to those who are involved in or are affected by that behavior. Although an observer such as an institutional official may define a leaving behavior as a failure to complete a given course of study, students may understand leaving as a positive step toward goal completion; their understanding of a given leaving behavior differs because their goals and interests differ. (Pascarella, 1982, p. 4)

There are two ways of viewing attrition: 1) the student may see attrition as "... the failure to complete a given course of action or attain a desired goal for which he or she entered a particular institution of higher education." ; 2)



the institution may see attrition as anyone who withdraws from classes, for whatever reason (Pascarella, 1962).

There is an abundance of evidence illustrating the need for a higher level of adult social skills to enter college than was required to complete high school. These skills are tools used by freshmen to help integrate one's self into college life. Failure to meet this need of affiliation can be as important in one's decision to dropout from school as the lack of academic ability. Pascarella and Terenzini (1977) state that:

... voluntary withdrawal is marked both by the holding of values incongruent with those that characterize the social and intellectual climates of the institution and by low levels of personal interaction with faculty members and other students, especially outside the formal classrooms and offices of the college. (p. 4)

Cope and Hannah (1975) support the contention that retention studies should view the interests of the institution as well as the student.

They contend that discrepancies between the two lead to attrition and that scrutinizing in isolation either set of characteristics for evidence relating to the phenomenon is meaningless. Among those who agree are Pervin and Rubin (1967), Chickering (1969), Nasatir (1969), and Pantagos and Creedon (1978). (Lenning, Beal, & Sauer, 1980, p. 4)

Flannery (1973) in addressing the problem of student retention at Miami-Dade Community College defined attrition as 'the discrepancy between student expectation and attainment' (p.4). In this study, Flannery classified factors attributing to attrition into three categories: 1) society, student, and college. These categories were not mutually exclusive but did overlap illustrating some colinearity among the different factors. This study was conducted by a committee from the campus, and they contended:

... that any policies and procedures that did not foster personalized education contributed to attrition. The report recommended that the campus conduct a review of all currently effective policies and procedures to determine which, if any, should be revised to provide an optimal environment for personalized education of students. (p. 13)

Savicki's (1970) study at the University of Massachusetts and Husband's (1976) study at Spring Arbor College support Tinto's and Spady's earlier research illustrating that persisters "... display more interest in social development than dropouts." Hanson and Taylor's (1970) findings were contradictory to the concept of socialization; However, their subject of research was a technical institute. (Lenning, Beal, & Sauer, 1980, p. 47) These findings are not necessarily contradictory, but rather highlight the fact that

institutions are unique and individual; And therefore, retention is a unique and individual characteristic to each institution. Astin (1982) in his study of minorities in higher education has identified the minority most likely to persist in college as one who:

... enters college with good high school grades, well developed study habits, and relatively high self-esteem in terms of academic ability. The potential persister is also likely to have taken a college preparatory course in high school, to come from a relatively affluent and well-educated family, and to be relatively young at the time of college entry. (p.10)

The qualities of minority persisters identified by Astin are factors common to the majority of persisters regardless of race, which would tend to indicate that retention for minority students in higher education should begin in the primary and secondary school system. This factor illustrates the complexity that exists in integrating and retaining minority students in higher education. If the academic criteria can be established in the primary and secondary school systems, then the likelihood of increasing the recruitment and retention of minorities in higher education would be greatly enhanced without the extensive involvement of the federal courts.

In studying institutional factors of higher education that

relate to retention, Noel and Schulman (1976) and, Lenning and Cooper (1980), and Grites (1979) have identified the importance of selecting and training individual faculty to participate in freshmen advising, and the important role that both recruitment and admissions play in retention. Grites (1979) has indicated that:

The academic advisor is the natural resource to make use of both the affective and cognitive determinations cited above. As advisors find out more about student involvement, commitment, and course selections, they will, in turn, become significant adults; as they become apprised of and gather certain information about their students, they will be better able to provide the kind of assistance needed to improve retention. The academic advisor is an integral component of admission and retention programs, and such a resource should not be left unused, since those who are not working for retention are, in fact, working against it. (pp. 25-29)

Moore, Anderson, and Lynch (1976) in their research at UCLA regarding disadvantaged students have suggested several ways to strengthen student support systems. Among these suggestions are: 1) "[a]...feeder consortia with community colleges, high schools, junior high schools; 2) orientation programs designed to meet immediate student concerns; and 3) early detection of possible problems by close and continuous monitoring of progress and performance." (Lenning, Seal and Sauer, 1980, p. 62) Counseling services have been identified

in several studies as a link to persistence, especially if sought within the first six months of attending College (Grites, 1979, Noel 1976, Schotyinger, Buchanan, and Fahrenback 1976, Tucker 1973, Kamens 1972, and Davis 1970). Davis has indicated that:

Inadequate counseling services can have a negative effect on students. . . . many of the dropouts who had negative feelings about their college experiences criticized the counseling service and lack of faculty interest in their work. (Lenning et al, 1980, p.64)

Astin's (1975) findings that minority student attrition is greatly influenced by aptitude levels and high school grades are factors which Reed (1978) and Walton (1979) say should be the concern of the institution. Reed (1978) suggests special counseling to help the minority student overcome basic skill problems, while Walton (1979) emphasizes "... the need (1) to provide appropriate role models for minority students to interact within a mentor-student relationship and (2) to recognize that many disadvantaged minority students learn to excel academically at a rate different from the more advantaged students." (Lenning et al., 1980, p.59)

Rootman, using the person-role-fit model developed by Biddle and Thomas, studied voluntary withdrawal of students at the U.S. Coast Guard Academy. Voluntary withdrawal in

this study was defined as the students dropping out of the Academy based on his or her own decision, rather than being asked to leave for moral or academic reasons. Rootman defined the voluntary withdrawal as a "... failure of the adult socialization process." (Pascarella, 1982)

The OCR's definition of retention as reenrollment each year and degree completion in four years is too simplistic a definition as indicated by the findings of Lenning et. al. (1980). The traditional measurement for a degree completion has been measured by the length of a particular curriculum. Lenning, et. al. (1980) have identified three dimensions concerning graduation as a measurement of retention: 1) an increasing number of students stop-out and do not graduate within the traditional time frame; 2) did the student graduate from the institution of original entry or elsewhere; and 3) did the student graduate from the original program of study. Based upon these dimensions, Lenning, et. al. developed six definitions regarding retention:

1. "Graduating in the time designated for the degree or certificate offered

2. Graduating after the time designated for the degree or certificate offered

3. Graduating at the institution of initial entry

4. Graduating from an institution other than the one in which initially enrolled

5. Graduating in the curricular program initially entered

6. Graduating in a curricular program other than the one in which initially entered" (pp. 6-7)

Pantages and Creedon (1978) used the classifications listed above and reported their findings regarding retention:

... the typical retention percentage reported across baccalaureate institutions increases from 40 percent when definitions 1 and 3 are combined; to 50 percent for definitions 1, 2, and 3 combined; to 70 percent for definitions 1, 2, 3, and 4 combined. For this last combined definition, El-Khawas and Bescontì (1974) found a graduation rate of 77 percent after ten years for their national sample. (p. 7)

The Office for Civil Rights' failure to incorporate the concepts of retention found in the literature as a basis for the development of the criteria for implementing retention strategies places the individual institutions or the state in the position of developing the retention strategies and identifying appropriate measurements that will indicate levels of successful retention within the broad target identified by the OCR.

The legal basis for the desegregation order is under Title

VI of the U.S. Constitution. However, as Cleary (1981) states, "The costs of implementing federally mandated social programs were estimated by the American Council on education in 1975 to have increased ten to twenty fold in the preceding ten years." (p. 91) Cleary also recites Paul Seaburg's (1979) "iron law" of federal regulation that:

[Federal laws breed regulations; federal laws and regulations breed state laws and regulations; federal and state laws and regulations breed university regulations; federal and state laws and regulations and university regulations breed campus regulations; all regulations breed reports; reports breed further reports; reports and regulations provide excellent evidence that one is doing something when one is not. The regulatory habit, in short, becomes internalized and a way of life.

Finally, Cleary (1981) concludes his case against federal regulation in higher education by stated that:

There is a very real fear that bureaucrats and judges rather than educators will increasingly determine matters of educational policy, with the ultimate result being a fundamental change in the nature of the institution and, for that matter, in the American system of higher education itself. (p.91-92)

In support of Cleary's contentions about federal involvement in higher education, Wildavsky (1979) has indicated that:



This temptation to tinker with local education is enhanced by the fact that state and federal officials are not, in the last resort, held responsible for what happens; judges may order busing, but cannot be held accountable for the consequences. Central authorities can neither operate local education nor quite bring themselves to let the locals run it. The center cannot devise acceptable trade-offs for each school district, and the localities are inhibited from trying. Whose priorities prevail? Both, to some extent, and neither entirely. Who is ultimately responsible? The answer is the same: both and neither. (p. 321)

## Chapter 3

### Methodology

#### Introduction

The Office for Civil Rights, in following the order of the U.S. District Court, developed post-secondary desegregation criteria for the nineteen Adams-Califano states to employ as a guide in developing their statewide desegregation plans. In Virginia, the State Council of Higher Education (SCHEV) requested that all public post-secondary institutions prepare an institutional desegregation plan in accordance with the OCR criteria. The SCHEV then proceeded to identify target numbers of minority students that each public institution would be required to recruit over the next four years. The institutional plans are similar in content. They do vary, however, in the degree of strategy and the complexity of implementation depending upon the size and past history of the institution. Since each institution in Virginia is governed by an individual Board of Visitors, there is no central control over the institutions by any one state agency outside of the fact that the General Assembly does control

the allocation of institutional budgets. This is the only control Virginia is able to exercise in holding the individual institutions accountable for their actions, or inactions as the case may be, in the desegregation process.

The institutional desegregation plan contains three sections: 1) undergraduate minority student body, 2) faculty and staff composition, and 3) graduate or professional student body. As stated earlier, this research will focus only on the section that pertains to the undergraduate minority student body. This section of the desegregation plan, addresses five general programs aimed at recruiting and retaining minority students. These programs include: 1) recruitment goals and strategies, 2) admission policies and practices, 3) financial aid opportunities, 4) retention activities, and 5) support programs. Again, this study will be contained to the retention of minority undergraduate freshmen at Virginia Commonwealth University. Virginia Commonwealth University was selected as the case study institution for this research to allow for an indepth review of the implementation of the federally mandated desegregation criteria at the institutional level.

## Population

The population for this study consisted of all the full-time freshmen attending Virginia Commonwealth University. The full-time freshmen were divided into two classifications, minorities and non-minorities. These two classifications were subdivided by sex. All in all, four groups were established: male and female minorities, and male and female non-minorities. Two samples were then selected from VCU's full-time undergraduate freshmen class. The number of males and females selected into the two samples were in proportion to the number of males and females in the minority and non-minority freshmen class. The first sample consisted of 200 first-time minority freshmen. The second sample consisted of 200 first-time non-minority freshmen. The minority freshmen class consists of 34% males and 66% females; Hence, the minority sample consisted of 68 males (34% of 200) and 132 females (66% of 200). The non-minority freshmen class consisted of 43% males and 57% females; Hence, the non-minority sample consisted of 86 males (43% of 200) and 114 females (57% of 200). These samples were randomly drawn from a University computerized list using a random number generator.

## Procedures

Three methods were used in gathering data for this research. The first method included the use of an instrument, Pascarella's Institutional Integration Scale, composed of five scales measuring the student's academic and social integration with the institution. The second data gathering technique was the use of secondary data from existing institutional records illustrating the frequency of the minority utilization of the retention programs developed by Virginia Commonwealth University. The third technique used in this study was a content analysis of the federal, state, and institutional documents concerning the desegregation order and the subsequent desegregation plans. These procedures are designed to triangulate the data to yield a comprehensive view of the implementation of the federally mandated undergraduate desegregation criteria regarding retention of minority students at the institutional level.

In employing Pascarella's Scale, the instrument was mailed to the randomly selected samples of full-time freshmen students at Virginia Commonwealth University. This scale is designed to measure a student's fit or integration into a

college or university on both an academic and social level. As highlighted by Tinto (1979), Beal (1980), Spady (1970), and Pascarella (1980) integration, or the lack of integration, is a major variable in the student's attrition or persistence decision. The academic and social integration of minority students at Virginia Commonwealth University then is an important element in the policy analysis of the implementation of the retention criteria established in the federal undergraduate desegregation policy.

The second technique, the collection of secondary data, was used to identify the utilization of the retention programs by the full-time undergraduate minority students. The overall participation rate will then be viewed in light of the overall perceived integration of the minority students as measured by Pascarella's Scale. The combination of these two measures was an attempt to obtain a more comprehensive picture of the implementation of the federal desegregation policy regarding retention at VCU.

The third technique used in gathering data was a content analysis of the retention programs developed by VCU. In addition, the retention programs were examined in the context of the University's overall policy and procedure changes that support these programs. As outlined by Beal's research

(1960). "... policies unrelated to the real needs of the college or that dehumanize the interactions between students and staff can have negative effects on retention." This measure of the program's fit into institutional policies and procedures will present a comprehensive picture of the institutional's commitment to the federal mandate and the student's perception of their academic and social integration into the institution. Finally, the state's undergraduate desegregation plan regarding retention and the federal desegregation criteria were reviewed in light of their support of implementing retention at the institutional level.

Using the three measures together strengthens the research and the implications of the data analysis. As Webb, et al, (1966) have noted, "It is through triangulation of data procured from different measurement classes that the investigator can most effectively strip of plausibility rival explanations for his comparisons." Webb continues his argument by indicating that one experiment is not sufficient in supporting a hypothesis; rather, "There must be a series of linked critical experiments, each testing a different outcropping of the hypothesis." The case study proposed in this research was designed in such a way as to serve as a model for other senior public TWI's in Virginia to examine

their retention programs in light of both the student's and the institution's needs.

### Instrumentation

The instrument selected for use in this study is Pascarella's Institutional Integration Scale. The Scale is designed to measure two dimensions of the freshmen's institutional experience: 1) The academic integration, and 2) the social integration. This instrument, developed by Pascarella and Terenzini,

... sought to determine whether a multidimensional measure of social and academic integration based on the elements of Tinto's conceptual model would significantly discriminant between freshmen year persisters and voluntary dropouts with the influence of student's entering characteristics held constant. (p. 61)

Tinto's model focuses on the academic and social integration of the freshmen with the undergirding idea that these students come to an institution with predisposed social behaviors and goals developed from their background. Tinto has expressed that:

Given individual characteristics, prior experiences, and commitments, ... it is the individual's integration into the academic and



social systems of the college that most directly relates to the continuance in that college. (Pascarella, 1980,p. 51)

Although Tinto's model is designed to explain attrition at each academic level, studies by Iffert (1958), Eckland (1964), Marsh (1965), Rootman (1972), Spady (1970), Lenning (1980), and Beal (1980) have indicated that attrition is greatest in the freshmen year. The five scales in Pascarella's instrument measure both academic and social integration.

In the attempt to measure these two dimensions of the minority freshmen at VCU: academic integration will be defined as the student's prior academic development as well as the student's present academic performance; while social integration will be measured by the student's interaction with other students, and the development of a relationship between faculty and the student. The faculty-student interaction can serve a dual role in that it not only enhances the social integration, but it can also increase the likelihood of academic integration (Pascarella, 1980). These two dimensions share a reciprocal relationship with a third dimension, commitment. Pascarella (1980) indicates that, "As level of institutional and goal commitment increases there is a corresponding increase in the likelihood of persisting at

the institution."(p. 62). Pascarella and Terenzini (1980) developed five scales with thirty-four items based on a Likert scale response with 5 = strongly agree to 1 = strongly disagree. The five scales include: 1) Intellectual development, 2) Peer-group interaction, 3) Interactions with faculty, 4) Institutional and goal commitments, and 5) Faculty concern for student development and teaching. The pre-college characteristics controlled in the Pascarella and Terenzini study included: 1) sex, 2) racial/ethnic origin, 3) initial program of enrollment, 4) academic aptitude, 5) high school achievement, 6) number of high school extracurricular activities, 7) expected number of informal contacts with faculty, and 8) mother and father's formal education, to mention a few.

Pascarella and Terenzini (1980) tested the predictive validity of this instrument at Syracuse University in 1976 by randomly selecting 1,905 students from a student body of ten thousand. The statistical analysis of the responses included a multivariate analysis of covariance to determine if the instrument could differentiate between persistence and voluntary dropout behaviors while controlling for the pre-college student characteristics. Then a stepwise discriminant analysis was employed to determine the amount of

predictive validity for each scale. In addition, Pascarella and Terenzini conducted a cross validation analysis by dividing the responding sample of 763 students into two subsamples  $n = 497$  and  $n = 266$ . The larger of the two subsamples was used to calibrate the statistical analysis. The raw data from the smaller sample was then analyzed by using the discriminant function derived from the larger sample analysis. This process was employed to heighten the predictability of the instrument by discriminating between persistent and voluntary dropout behaviors of freshmen. Pascarella noted that:

The intercorrelations among the five scales were quite modest, ranging from .01 to .33 with a median correlation of .23. Thus, the scales would appear to be assessing dimensions of institutional integration that are substantially independent of one another. (p. 67)

These intercorrelations illustrate that each scale is measuring a dimension of a student's integration with an institution apart from the remaining four scales. Further statistical analysis included the multivariate  $F$  for the five scales which yielded an  $F$  value of 27.51 with 5 and 475 degrees of freedom which was significant at the .001 alpha level. The pre-college characteristics were then analysed but were not found to be statistically significant at the .5

alpha level.

The cross-validation analysis on the five scales "... correctly classified 79.5% of the calibration sample and 78.5% of the cross-validation sample, suggesting that little predictive accuracy is lost if the classification is based only on the five scales." (Pascarella, 1980, p. 70) Even with the successful results, Pascarella and Terenzini (1980) broadened their analysis under the assumption that not all students will react in the same way to the influence of the integration process. The additional analysis consisted of twenty terms developed from the student's sex, racial/ethnic origin, initial college of enrollment, and academic aptitude. These terms were then tested against the five integration scales. Although the inclusion of these twenty terms increased the explained variance by 5%, sex was the only variable that appeared to significantly interact with two of the five scales: sex X peer-group interaction, which influenced the female's decision to persist or withdraw; and sex X institutional and goal commitments, which influenced the male's decision to persist or withdraw.

The content analysis and the frequency count will focus on the institutional perspective of the desegregation process and the success of the retention of minority students from

the perspective of the institution. Information from these measures will be used to identify similarities and differences between the minority student's perspective and the institutional perspective of the desegregation process and the institutional policies on the retention of minority students.

### Research Design

The research design selected for this study is the "Cross-Sectional Design". This research design is a one time data collection process used to examine students at one point during their perspective college careers. (Pascarella, 1980) As Pantages and Creedon (1978) have noted: "... this design involves the measurement of potentially attrition-related experiences and attitudes at the very time they are presumably exerting their influence." (Pascarella, 1980, p. 57) The converse is also true in that one could measure the influence of retention strategies on the student's experiences and attitudes. The Cross-Sectional design is the most appropriate retention research design to use in a case study given the time frame of this study. Pascarella's Scale was administered during the second freshmen semester allowing

time for the minority students to have experienced the retention programs. As stated earlier, the freshmen year is the critical point at which time a college will experience its largest dropout rate (Spady, 1970; Lenning, 1980; Beal, 1980; and Tinto, 1975). In addition, this research is concerned with the institutional development of the retention programs and their implementation with regards to the perceived academic and social integration of the minority student. The basic limitation to this design is controlling for precollege differences among students in the samples and between the samples. The problem of student differences within the samples has been controlled by the random selection process. The student differences between samples will be identified and controlled by matching students on the information collected from the biographic data sheet that accompanies the instrument.

### Null Hypotheses

The null hypothesis that will be used in this research is:

There is no statistically significant relationship between the perceived integration of minority and nonminority full-time freshmen students at Virginia Commonwealth University.

The research questions that will be addressed in this study are:

1) Do the minority retention programs developed by Virginia Commonwealth University incorporate the successful retention elements identified by the retention literature?

2) Do at least half of the freshmen minority students utilize the retention programs?

3) Do the responses of minority students to Pascarella's Scale reflect the minority student's participation in the retention programs developed at VCU?

4) Do the federally mandated undergraduate desegregation criteria set forth a policy that will help institutions develop minority retention strategies while meeting the complexity of student retention?

5) Do the retention strategies outlined in "The Virginia Plan" provide public senior institutions with examples of successful retention programs or identify variables most likely to affect minority student retention?

### Statistical Analysis

The statistical analysis consisted of a content analysis of the undergraduate desegregation documents from the Office for Civil Rights, the State of Virginia, and Virginia Commonwealth University. In addition, a T-test and a one way

analysis of variance were run on the minority and nonminority student responses to Pascarella's Scale.

The content analysis consisted of identifying elements of retention programs developed by OCR, Virginia, and VCU with those elements found in the literature, e.g., social integration/peer group relations; out-of-class interaction with faculty; academic program involvement and success; student participation in student services; and compatibility between student and institutional values, to mention a few.

In regards to Pascarella's Scale, a cohort analysis was used to judge the responses of the minority full-time freshmen. The cohort group was the nonminority full-time freshmen. Each scale of the instrument was scored, with a high score indicating a high degree of integration and a low score indicating a lesser degree of integration with the variable measured by the Scale. There was no cut off score indicating persistence or dropout behavior, but rather the scores identified potential attitudes that indicate attrition or retention behavior.

#### Summary of Methodology

The fact that this research is intended to focus on one institution for specificity of the implementation of the



federal desegregation policy, rather than providing data for generalization was the key point for selecting the cross-sectional research design. Pascarella and Terenzini (1980) note the fact that "Pantage and Creedon (1978) have stressed the importance of identifying high probability dropouts that intervention with counseling or other institutionally developed programs can be undertaken before withdrawal decisions are made."

The use of Pascarella's Scale coupled with the content analysis of the desegregation documents were intended to provide a comprehensive view of the implementation of the federally mandated desegregation criteria.

The case study method addressed in this research is enhanced by the multiple data collection methods. In this way, the research is intended to highlight the strengths and weaknesses of VCU's efforts to retain minority students and successfully implement the federally mandated desegregation criteria. This was the essence of the policy analysis and the direction of this research.

As Pantages and Creedon (1978) have stated:

... only in the last 15 years has research focused on the college environment and its influence on retention and attrition. The college environment is now considered a major factor in the retention or attrition of students. Institutional influence

on retention can be divided into three categories: objective environment, the environment of student involvement, and the policies and procedures of the institution. (Lenning, Beal, Sauer, p.18, 1980)

### Limitations of the Study

The primary limitation of this study is the lack of generalizability; However, this aspect has been given up in favor of specificity. The degree of detail found in the case study method is more desirable in the analysis of policy than is the ability to generalize superficial data that may not support or identify problems found in policy analysis. In addition, the study focuses only on the implementation of the undergraduate desegregation criteria developed by the Office for Civil Rights. The study also looked at only one period of time rather than longitudinal data, all of which limits the ability of the study to identify any causal explanations regarding minority student attrition/retention at Virginia Commonwealth University.

The methods employed in this study, however, can be adopted by other institutions to evaluate the implementation of the federal desegregation policy, and the minority student's perception of their academic and social integration with the institution.

## Chapter 4

### Analysis and Results

#### Introduction

This chapter has been divided into five parts to give clarity to the analysis of the implementation of the federally mandated undergraduate desegregation policy at the institutional level. These parts include 1) a theoretical rationale for policy analysis; 2) the federally mandated desegregation policy, including the rationale of the federal court, 3) the statewide undergraduate desegregation plan prepared for approval by the U.S. Office for Civil Rights; 4) the institutional undergraduate desegregation plan written for approval by the State Council of Higher Education in Virginia (SCHEV) and the U.S. Office for Civil Rights. The final part of this chapter looks at the responses of full-time minority and non-minority freshmen students at Virginia Commonwealth University to Pascarella's Institutional Integration Scale. The hypothesis and the related research questions outlined in Chapter 3 are addressed in each of the appropriate parts of this Chapter.

A summary of the individual analyses follows the final part. This brings together the analyses and gives an overview of the policy analysis.

### Theoretical Rationale for the Policy Analysis

This research is concerned only with analyzing the implementation of the federal policy through the retention programs developed and implemented by Virginia Commonwealth University in response to the OCR criteria. In order to investigate the implementation of the federal policy at the institutional level, the entire federal desegregation policy was analyzed providing a foundation upon which to view the implementation of the desegregation criteria at the institutional level as sound educational policy.

Pressman and Wildavsky (1973) have identified that in developing policy, a goal or end result is a paramount feature that provides direction and meaning to the policy. Implementation of the policy then can only be measured as successful or not when measured against this stated goal (Pressman & Wildavsky, 1973). Finally, to measure the success or failure of policy, the goal must be stated in measurable terms. The analysis of the federal desegregation

policy in this research is based on Pressman and Wildavsky's (1973) theory of policy analysis. Their theory of policy development and its subsequent implementation states that:

Policies imply theories. Whether stated explicitly or not, policies point to a chain of causation between initial conditions and future consequences. If X then Y. Policies become programs when, by authoritative action, the initial conditions are created. X now exists. Programs make the theories operational by forging the first link in the causal chain connecting actions to objectives. Given X, we act to obtain Y. Implementation then, is the ability to forge subsequent links in the causal chain so as to obtain the desired results. (p. xv)

Pressman and Wildavsky (1973) conclude their rationale for the causal link between policy and implementation by stating that:

The study of implementation requires understanding that apparently simple sequences of events depend on complex chains of reciprocal interactions. Hence, each part of the chain must be built with the others in view. The separation of policy design from implementation is fatal. It is no better than mindless implementation without a sense of direction. (p. xvii)

There are several key words and phrases in this rationale that are paramount in analyzing the federal desegregation criteria: 1) policies imply theory, 2) chain of causation, 3) forge links, 4) reciprocal interactions, 5) a hierarchical order is implied in the chain of events, and 6) separating

policy design from implementation is fatal.

### Federal Desegregation Policy

The question set forth in this research concerning federal desegregation criteria was:

Do the federally mandated undergraduate desegregation criteria set forth a policy that will help institutions develop retention programs that will enable successful implementation of the federal policy?

The federal criteria are divided into three elements (each element is reprinted in its entirety at Appendix A): 1) the disestablishment of the structure of the dual system; 2) the desegregation of student enrollment (including minority student retention); and 3) the desegregation of faculty, administrative staffs, non-academic personnel, and governing boards.

The first step in a policy analysis is to identify a goal or end result (Wildavsky, 1979). The desegregation criteria published in the Federal Register, Vol 43, No 32, Wednesday, February 16, 1978, does not state a specific goal for the desegregation criteria. There are several references to the term goal, however, these references are directed

towards numeric targets of black students to be admitted to TWIs. The published undergraduate desegregation criteria do make reference to what might be interpreted as a goal, "...[that is] the objective of eliminating the effects of unconstitutional de jure racial segregation and of providing equal educational opportunity ... ." (p. 6859) The criteria indicate that the numeric targets established for minority students could then be used to measure this objective. The method of measurement for the objective is absent from the stated criteria. There is also no stated reason for the objective, since de jure segregation was struck down by the U.S. Supreme Court in the Brown Case, and safeguarded by the passage of the Civil Rights Act in 1964. The objective itself is not operationally or nominally defined, therefore any measurement that might be identified would be subjective in its interpretation and lack any form of reliability.

Pressman and Wildavsky indicate that policies "... become programs when, ..., the initial conditions are created ... . Programs make the theories operational by forging the first link in the causal chain connecting actions to objectives ... . Implementation then, is the ability to forge subsequent links in the causal chain so as to obtain the desired results." (p. xv). The three elements outlined by the Office

for Civil Rights are not linked by a causal relationship or a time ordering. In addition, the three elements of the desegregation policy are to be implemented at the same time. This is a contradiction of the policy rationale since the desegregation criteria themselves imply a time ordering. For example, students must pass through undergraduate education before moving to graduate studies. In addition, this progression is not always a sequential series of events but in fact may contain a hiatus between the end of one level of education and the beginning of the next level. The concept of employing more black faculty can not be fully realized until more black students pass through the entire hierarchy of education. In short, the lack of time ordering or sequential steps of the desegregation criteria is a major flaw in the policy developed by the Office for Civil Rights, and subsequently in its implementation at the institutional level.

The first element of the undergraduate desegregation policy -- dismantling the structure of the dual system of higher education -- contains eight very general subelements that are designed to accomplish the following: (see Appendix A for a complete description of these elements)

[The plan] ... shall commit the state to the goal



of organizing and operating the system and institutions of higher education in a manner that promises realistically to overcome the effects of past discrimination and to disestablish the dual system and which assures that students will be attracted to each institution on the basis of educational programs and opportunities uninhibited by past practices of segregation. (Federal Register, 1978, p. 6661)

The problems associated with the rationale for this element of the federal policy begin with understanding or measuring what a "realistic manner" may consist of, and continue with concepts like "effects of past discrimination" of which no examples of the "effects" are stated, and concludes with the idea of disestablishing the dual system of education while enhancing the traditionally black institution. Safeguarding the existence of the TBI has its social importance as a role model for black communities as highlighted by Tollet (1972). Three of the eight subelements do not address the dismantling of the dual system, but rather tend to enhance the system; They: 1) strengthen the role of the TBI in the state system; 2) eliminate program duplication between TBI's in the same service area; and 3) place new degree programs at the TBI when it is consistent with their mission. The final subelement (which is the same for all three elements of the policy) requests that the state identify how it plans to measure the preceding seven subelements. OCR makes the

comment that: "The measures taken pursuant to this [element] should be consistent with the objectives of strengthening the traditionally black colleges." (p. 6661) OCR supports this statement by providing seven possible options: "... merging institutions or branches thereof, particularly where institutions or campuses have the same or overlapping service areas." (p. 6661) This statement coupled with the second subelement listed above could only mean that in merging two institutions, the TWI would cease to exist and would blend into the TBI. This element of the desegregation criteria does not conform with Pressman and Wildavsky's (1973) rationale that each part of the policy be built with the other aspects of the policy in mind. To this end, there is no relation between this element of the desegregation criteria and the second element of the criteria, desegregating student enrollment.

The second element of the federal desegregation criteria not only deals with the admission of minority students to the TWI, but also with the admission of minority students to graduate and professional schools. In addition, there is only one subelement in this part of the federal policy that addresses the retention of minority students. Pressman and Wildavsky (1973) have indicated that there is a time order to

the events in a policy which relates to the causality of the events. This element of the policy violates that rationale by requiring an increase in undergraduate and graduate school enrollment of minority students at the same time. There is no causal link between the subelements listed in this element of the policy, yet a time order is implied in the educational hierarchy of undergraduate and graduate education. Regarding retention, the criteria in this element specifies only one objective. This objective requires the state to reduce the disparity between black and white students who graduate from undergraduate and graduate schools. Professional schools are not mentioned in the retention objective, yet professional schools are identified in the objective regarding admissions

The objective outlining retention, however, only mentions "... two year, four year, and graduate public institutions of higher education,..." (p. 6862) This criterion views successful retention only as "graduation". In Chapter 2, research highlighted the many complexities surrounding the concept of retention. An accepted definition of retention used in research today sees retention as successful when a student meets his or her goal in the institution. Meeting one's goal may range from completing a few courses to graduation. A single statement exacting the state to

eliminate "any disparity" of graduation rates between black and white college students is hardly sufficient to eliminate what may be an act of discrimination. Before the attrition rate for black students is identified at a TWI, the attrition rate for black students at TBI's should be recorded as a basis upon which to identify a "disparity" at the TWI. In addition, the size of the black student population at a TWI when compared to the white student population would render unequal percentages for the same number of dropouts from each population; and the academic background for those who drop-out as compared to persisters would give some indication of whether discrimination or academic unpreparedness of the student resulted in the dropout behavior. As Pascarella (1982) has stated:

The simple act of leaving an institution may have multiple and quite disparate meanings to those who are involved in or are affected by that behavior. Although an observer such as an institutional official may define a leaving behavior as a failure to complete a given course of study, students may understand leaving as a positive step toward goal completion; their understanding of a given leaving behavior differs because their goals and interests differ. (p.4)

Viewing retention in terms of input and output simply does not indicate whether or not the vestiges of discrimination have been eliminated, masked, or gone untouched.

The third element of the federal desegregation policy calls for the desegregation of faculty, staff, and governing boards. The first subelement addresses the fact that black faculty and staff should be in proportion with the number of black students graduating with a master's degree in appropriate disciplines from the state system of higher education. The other subelements address this problem and the governing board in the same manner. They urge that the number of black individuals be in proportion with the number of blacks in either the labor market or the community. Again, there is no causal link between this element and the other two elements of the federal policy. In addition, the first element of the plan is to be reached within five years from the date that the plan is accepted by OCR; the second element, excluding the increased enrollment of white students at TBI's, is also to be reached in five years. The third element has no specified timetable, but rather states that:

These goals, timetables, and benchmarks shall specify, the current and projected rates of vacancies in the various jobs categories, present and projected labor market availability, and other relevant factors. (Federal Register, Vol 43, No. 32, p. 6663).

The three elements of the federal policy violate the policy rationale outlined by Pressman and Wildavsky. The

most severe violation, however, stems from "the separation of policy design from implementation [which] is fatal. It is no better than mindless implementation without a sense of direction." (Pressman and Wildavsky, 1973, p. xvii). In addition to not following sound policy procedures, the Office for Civil Rights employs a number of indefinable and unmeasurable terms throughout the criteria, such as proportion, reasonable, equal educational opportunity, expanded mobility, realistically to overcome, strengthening the role, and disestablish the dual system, to mention a few. Wildavsky (1979) has stated that "Policies don't succeed so much as they are succeeded. It is not resolution of policies but evolution that should interest us." (p.23) This idea would apply to the desegregation order if it had orchestrated the process of integrating minority students in the traditionally white institutions as a link between the secondary school system and higher education within each state. In addition, if the three sections of the criteria would have been addressed in a progressive manner with causal links between each section the process of implementation would have been more logical. As the process stands now, the state and institutional desegregation plans are the implementation of the federal criteria. The state and

institutions were directed by the Office for Civil Rights to develop the programs that would meet the desegregation criteria. The analysis of Virginia's 1983 Amendments and Virginia Commonwealth University's plan will view the implementation of the criteria rather than the justification of the policy. The state and institutions are locked into the federal policy. The important question is whether or not the implementation of the federal policy is consistent with the complex nature of retention as outlined in the literature.

Retention provides the focus for analyzing the implementation of the federal policy at the institutional level. Before viewing the policy implementation at the institutional level, the state's role must be examined as a buffer agency between the institution and the federal government.

### State Desegregation Policy

In analyzing the state desegregation policy, the question that this research addressed was:

Do the retention sections outlined in the statewide desegregation plan provide institutions with examples of successful retention programs or the

variables most likely to affect student retention?

Since the state has been directed to desegregate its institutions of higher education, its role in retention should focus on providing guidance to different institutions on the best way to accomplish this task. In a March 30, 1964 letter from the Office for Civil Rights, Region III, Virginia received an evaluation of the implementation of the Virginia Plan for Equal Opportunity in State-Supported Institutions of Higher Education ("The Virginia Plan"). Retention was one of the areas that OCR cited as lacking in sufficient progress toward the 1978 goals. In its letter to the Governor of Virginia OCR stated:

The Commonwealth has a state-wide problem in retaining black students. Since retention efforts are critical to the success of the Plan, we recommend that Council staff continue to work with individual institutions to develop effective retention models, which have mechanisms for tracking the academic progress of students and include programs and activities designed to achieve the commitment in the Amended Plan.

The five programs outlined by Virginia to increase retention among state supported senior public institutions include:

1. Developing a Program to Assist in Recruiting and Retaining Student: The Virginia Student Transition Program.



2. Assisting Institutions to Improve their Student Recruitment and Retention Techniques: The Fund to Improve Student Recruitment and Retention.

3. Holding a Conference on White Faculty and Black Students.

4. Completing a transfer Guide for Virginia Community College System Students.

5. Setting a Statewide Workshop on Student Retention. ("The Virginia Plan", 1963 Amendments, pp 14-16)

A detailed description of the 1963 Amendments to "The Virginia Plan" can be found at Appendix B. These five programs provide minimal guidance to institutions in designing and implementing retention programs for full-time minority undergraduates. The state provides no standard by which retention programs should be developed, initiated or implemented. The retention strategies highlighted in Chapter 2 outlining successful retention programs cannot be found in the programs offered in "The Virginia Plan". The problem does not lie with the State as much as it does with the Office for Civil Rights. Pressman and Wildavsky (1973) have stated that the separation of policy from implementation is fatal to the success of a policy. "The Virginia Plan" does not incorporate a time ordering or causal links between the

five retention strategies outlined in the state plan. Again, the state plan is written in response to the federal policy, and if the time ordering or causal links are absent from the policy, they will also be absent from the state's plan.

Wildavsky (1979) has suggested that policy analysis should identify how a policy will succeed a problem rather than how a policy will solve a problem. He contends that:

The supposed sequence by which solutions are found for preexisting problems, as if they were fixed in quick-setting concrete, should give way to the notion that man-made solutions also create man-made problems. Policies don't succeed so much as they are succeeded. It is not resolution of policies but evolution that should interest us. (Wildavsky, 1979, p.23)

In light of Wildavsky's concept of policy analysis, the state plan should follow the state's efforts at desegregating the secondary school system. In this way, a logical flow of minority students could begin in the secondary school and move directly into the public postsecondary institutions. Retention efforts then could be tied to programs such as Talent Search or Upward Bound, both of which are successful retention programs found in the secondary school system.

The sections outlined in "The Virginia Plan" are generic and lack specificity as illustrated in Tables 2 and 4. This design is used so one state plan can be used by all

institutions rather than attempting to compile thirteen different state plans (one for each senior public institution). As a result, the institution has been left with the task of identifying, implementing, and bearing the cost of retention programs for minority students. The federal sections of the desegregation policy are very general, leaving room for interpretation by the state, which in turn provides more specific yet still general guidelines to the institution. The institution in turn must create specific programs to implement. This process can be best described as a deductive model of policy development. This dual system of higher education and de jure segregation were created by the federal government with its "separate but equal" doctrine and by the state's passage of "Jim Crow Laws". Now the institutions are being asked to bear the financial burden for the redress of these social ills.

#### Institutional Desegregation Policy

Virginia Commonwealth University has developed a number of retention programs aimed at maintaining minority students until graduation. One of the questions asked in this research regarding VCU's retention efforts was:

Do the minority retention programs developed by Virginia Commonwealth University incorporate the successful retention strategies identified by the retention literature?

Tables 1 through 4 illustrate that the burden of developing and implementing retention programs has fallen on the institution. In addition, these tables show the deductive progression of the development of the federal policy to the implementation of that policy at the institutional level. Table 3 highlights the fact that implementation is two levels below the point of policy origin, a flaw identified by Pressman and Wildavsky as fatal to policy implementation. The fact that the state and VCU have met the letter of federal policy is apparent; however, VCU has gone beyond the letter of the policy and has developed programs that capture the spirit of the policy as illustrated in Table 1. The term "attempted" is important here for VCU's efforts on paper are quite laudable. However, upon deeper investigation the analysis becomes somewhat unclear and difficult because the administration of the retention programs is decentralized. Decentralization in itself is an appropriate management tool. However, at VCU this process is carried to its extreme in that the directors of the retention programs are not responsible to any central figure in VCU's administration.

Under these circumstances, no one at VCU is able to identify how all the programs operate, who is being helped by them, how the programs relate to one another, or if the programs are functioning as stated in the retention plan. Although many of the programs are in operation, few statistics are maintained by any of the programs with the exceptions of "The Center for Improving Teacher Effectiveness" and "The Educational Center Complex". The decentralization of these retention efforts serves only to hurt the evaluation of all the programs. This is not to imply that the VCU administration is unconcerned or indifferent to the retention of minority students. Rather the implementation of the federal policy is a recent development for the university and only through self study can improvements be made in the administration of the policy. The fact that VCU has created the programs that it has given the policy development process at the federal level is a remarkable phenomenon. To this end, the second research question asked was:

Do at least half of the freshmen minority students utilize the retention programs?

This question cannot be answered completely in part due to the decentralization of the retention programs at VCU. The only data available regarding the utilization of retention

programs by full-time minority freshmen came from the report, "Evaluation of the Implementation of the Institutional Desegregation Plan". This report was prepared by VCU in 1984 in response to requests from the State Council of Higher Education for Virginia, The Secretary of Education for Virginia, and officials from the Office for Civil Rights. A succinct highlight of that report is discussed in light of this second research question.

Data on the retention of minority and nonminority students at VCU outlined in the evaluation report cites that 89% of the 1983-84 first-time minority freshmen, and 83% of the first-time transfer minority students persisted into their second year. These percentages are in contrast to first-time non-minority and first-time transfer non-minority students whose retention rates were 87% and 87%, respectively. The persistence rate for all minority students from 1979 through the fall semester of 1982 was 76% as compared to 74% for non-minority student (VCU, 1984). In addition, VCU developed and implemented in the spring of 1983 an academic policy for helping undergraduate students that are not as well prepared academically as the average student. As stated by VCU in its 1984 implementation assessment report:

Cognizant of the type of student population we

serve, the new academic continuance policy was constructed to provide new entrants with a longer acclimation period which would be tied to improved advisement at the school level. Specifically, an academic warning period was added to the existent probation and suspension scheme. Another objective of the policy, although adding a longer academic adjustment period for new student, increased academic requirements at the point of graduation; that is, students must earn a cumulative GPA of 2.0 ("C" average) or higher in order to graduate. The new policy enables students to demonstrate improved academic performance during their enrollment by permitting them to earn a GPA of 2.0 or higher during any given semester (including the summer session) in order to avoid suspension action. We anticipate this new policy, given the characteristics of our student body, will improve both retention and the academic quality of our graduates. (pp. 26-27)

This policy, as well as the retention programs developed by VCU, is enhanced by the university's mission statement which emphasizes the role of VCU within the community regarding: 1) educational excellence, 2) extending flexible schedules to encourage community and industrial support of the institution, and 3) extension programs bringing educational opportunities to more of the community. The complete mission statement is at Appendix D.

In summary, both VCU and the state have complied with the federal policy. As illustrated in Table 1, VCU has designed an impressive retention policy that closely follows the successful retention strategies cited in the literature. The

primary problem facing VCU's retention policy at this time is the decentralization of the retention programs and the inability to predict freshmen persistence. From the evidence that is available, VCU apparently is using all the appropriate retention strategies in its programs while also incorporating the retention efforts into academic policy; However, without a good tracking system coupled with non-cognitive variables, a true picture of the effect of the retention programs at VCU is not possible at this time.

#### Institutional Integration Scale

The results of this portion of the research are disappointing in that only 31% of the total questionnaires were returned inclusive of both the initial mailing and the follow-up mailing. The majority of questionnaires were received from non-minority students representing 60% of the returned questionnaires, while the minority students response rate was 40%. As highlighted in table 5, the mean scores of the full-time minorities and nonminorities surveyed did not differ significantly on any of the five scales. Further analysis based on the mean differences would be fruitless. There was not sufficient evidence to reject the



null hypothesis stated for this research:

There is no statistically significant relationship between the perceived integration of minority and nonminority full-time freshmen students at Virginia Commonwealth University.

The lack of significance between the mean scores of the minority and nonminority full-time freshmen found in the T-test can be attributed to one of two possibilities: 1) The non-response rate biased the statistical analysis, or 2) the null hypothesis that minority students are academically and socially integrated at VCU through the institutional retention efforts is true. The second alternative, however, cannot be accepted without more detailed longitudinal data. Pascarella and Terenzini indicated in their research that Scale 1 (Peer-Group Interactions) had the greatest effect on a female's decision to remain in school, while Scale 5 (Institutional and Goal Commitments) had the greatest effect on a male's decision to persist. Tables 6 and 7 illustrate the lack of ability to identify any significant difference between minority and nonminority full-time freshmen by sex on Scales 1 and 5, respectively. Again, the lack of statistical significance is attributed to the low response rate of both minority and non-minority students.

In the absence of any statistically significant evidence,

this third measure still remains important for future research efforts in retention. The effort to improve retention must be put forth by both the institution and the student. Cope and Hannah (1975) contend that:

... discrepancies between the two lead to attrition and that scrutinizing in isolation either set of characteristics for evidence relating to the phenomenon is meaningless. (Lenning, Beal, & Sauer, 1980, p.4)

The evidence (or, lack of evidence, as the case may be) from this third measure does not detract from the results of the content analysis. In fact, the inability to reject the null hypothesis lends support to the need for more careful and detailed data gathering techniques by VCU and more careful and accurate policy development by the federal government.

The federal policy is concerned only with counting the number of minority students processed through the institution. Tinto (1977) has stated that:

The simple act of leaving an institution may have multiple and quite disparate meanings to those who are involved in or are affected by that behavior. (Pascarella, 1980, p. 6)

An individual may not attend a university with the intention of graduating with a degree of some type, yet this individual could be classified as an attainer. These individuals are

not drop-outs when they leave an institution as long as they have met their personal goals. If this is the case, then the institution has been successful in its mission. The federal policy regarding retention as outlined in Table 3 is completely inadequate regarding the complex issue of retention, and inadequate in its application to the mission of higher education.

### Summary of Analysis

In summary, the analysis of OCR's policy has illustrated some lack of knowledge about the distinctive workings of higher education on the part of the OCR and the U.S. District Court. In addition, the analysis of the federal policy based on Pressman and Wildavsky's rationale for policy analysis clearly indicates a number of pitfalls associated with federally mandated desegregation criteria. Tables 1 through 4 amply demonstrate the federal-state-institution connection discussed in Chapter 1. The results of the content analysis illustrate the success VCU has had in developing a series of retention strategies that incorporate the retention strategies identified in the literature as successful. In addition, the analysis also highlights the difficulties in

evaluating the implementation of the federal policy without adequate guidelines from the policy makers. The lack of causal relationships between the three elements of the federal policy grows in proportion as the process moves down to the institutional level. Here specific programs are developed and implemented for all three elements of the federal policy without regard to the implied time ordering or causal relationships that exist. For example, student retention is requested for the freshmen level as well as the graduate level without an appropriate time frame to move more minority students into a position to attend graduate school. The analysis shows a number of inconsistencies in the policy, coupled with complete lack of coherence to any rationale for policy development. The ability of such a policy to result in any significant changes or to lead to more evolutionary policy is doubtful at best. The federal policy is quite inappropriate in its present form to have much impact upon minority student retention at any public institution of higher education in Virginia. The work completed by the state and Virginia Commonwealth University to this point is more than adequate to meet the stated requirements of the federal policy. But the question remains: "Do they meet the academic and social needs of the minority students which will

influence their decision to persist?" The literature has clearly identified that the student's decision to remain or to leave will be based upon many different factors including institutional as well as personal relationships. If policy and programs continue to ignore these different factors, retention of minority students will be little more than a chance proposition.

**TABLE 1**

**A Matrix of Successful Retention Strategies from the Literature with the Retention Programs Developed at VCU.**

| <b>Element of Successful Retention Strategies from the literature.</b>                                    | <b>Retention Programs developed at Virginia Commonwealth University.</b>   |
|---|--|
| 1. Group testing, Counseling and Orientation.<br>2. Individual Counseling.<br>3. Student peer counseling. | 1. Counseling & tutoring in special services program.<br>2. Orientation, advising & registration.<br>3. Peer advisement program.                       |
| 4. Basic skills approaches.<br>5. College readiness programs.<br>6. Early warning and predication.        | 4. Reading & study skills improvement at the Educational Center Complex.<br>5. Early identification of black student experiencing academic difficulty. |
| 7. Curricular development.  | 6. Afro-American studies program.  |
| 8. Extracurricular activities.  | 7. Student affairs providing quality of life in non-academic areas.  |
| 9. Exit interviews.   | 8. Exit interviews conducted in each school.   |
| 10. Faculty development and training.   | 9. The Center for Improving Teacher Effectiveness.   |
| 11. Institutional policies & procedures.  | 10. Institutional policy for undergraduate academic continuance.<br>11. Retention study conducted in-house.  |

TABLE 2

A Matrix of Retention Strategies Outlined in "The Virginia Plan" with  
The Retention Programs Developed at VCU.

| Retention Strategies outlined in "The Virginia Plan."   | Retention programs developed at Virginia Commonwealth University.  |
|---|--|
| 1. Developing a program to assist in recruiting and retaining students: "The Virginia Student Transition Program."                                | 1. Counseling and Tutoring in special services.<br>2. Reading and study skills improvement at the Educational Center Complex.<br>3. Early identification of black students experiencing academic difficulty. |
| 2. Assisting institutions to improve their student recruitment and retention techniques: "The Fund to Improve Student Recruitment and Retention." | No institutional program or category of institutional retention strategy can be identified for this stated retention strategy from "The Virginia Plan."  |
| 3. Holding a conference on white faculty and black students.  | 4. The Center for Improving Teacher Effectiveness.   |
| 4. Completing a transfer guide for "Virginia Community College System Students."  | 5. Orientation, advising, and registration.  |
| 5. Setting a statewide workshop on student retention.   | 6. Retention study conducted in-house.   |

TABLE 3

A Comparison of the Office for Civil Rights Retention Policy  
with the Retention Programs Developed at VCU.

| Office for Civil Rights Retention Policy  | Retention Programs Developed at Virginia Commonwealth University.  |
|---|--|
| 1. "Commit the state to take all reasonable steps to reduce any disparity between the proportion of black and white students completing and graduating from two year, four year and graduate public institutions of higher education, and establish interim goals, to be specified by the state system for achieving annual progress." (p.6661) | 1. Early identification of black students experiencing academic difficulty.<br>2. Counseling and tutoring in special services program.<br>3. The Center for Improving Teacher Effectiveness.<br>4. Afro-American Studies program.<br>5. Reading & study skills improvement at the Educational Center Complex.<br>6. Student affairs providing quality of life in non-academic areas.<br>7. Orientation, advising, & registration.<br>8. Exit interviews.<br>9. Retention study conducted in-house.<br>10. Peer advisement program.<br>11. Institutional policy for undergraduate academic continuance (academic warning) |



TABLE 4

A Comparison of the Office for Civil Rights Retention Policy  
with The Retention Strategies Outlined in "The Virginia Plan."

| Office for Civil Rights Retention Policy | Retention Strategies Outlined in "The Virginia Plan." |
|--|---|
|--|---|

- |   |  |
|---|--|
| 1. "Commit the state to take all reasonable steps to reduce any disparity between the proportion of black and white students completing and graduating from two year, four year and graduate public institutions of higher education, and establish interim goals, to be specified by the state system for achieving annual progress." (p.6661) | 1. Developing a program to assist in recruiting and retaining students: "The Virginia Student Transition Program."<br>2. Assisting institutions to improve their student recruitment and retention techniques: "The Fund to Improve Student Recruitment and Retention."<br>3. Holding a conference on white faculty and black students.<br>4. Completing a transfer guide for "Virginia Community College System Students."<br>5. Setting a statewide workshop on student retention. |
|---|--|

**TABLE 5**

**A T-test of Minority and Nonminority Responses  
to Pascarella's Institution Integration Scale**

|                | <u>N</u> | <u>Mean</u> | <u>Standard<br/>Deviation</u> | <u>T-Probability</u> |
|----------------|----------|-------------|-------------------------------|----------------------|
| <b>Scale 1</b> |          |             |                               |                      |
| Minority       | 49       | 19.1        | 2.4                           | 0.62                 |
| Nonminority    | 73       | 19.2        | 2.6                           |                      |
| <b>Scale 2</b> |          |             |                               |                      |
| Minority       | 49       | 14.1        | 3.6                           | 0.58                 |
| Nonminority    | 73       | 13.8        | 3.9                           |                      |
| <b>Scale 3</b> |          |             |                               |                      |
| Minority       | 49       | 13.9        | 2.9                           | 0.43                 |
| Nonminority    | 73       | 14.9        | 2.6                           |                      |
| <b>Scale 4</b> |          |             |                               |                      |
| Minority       | 49       | 18.4        | 4.1                           | 0.97                 |
| Nonminority    | 73       | 17.0        | 4.1                           | -                    |
| <b>Scale 5</b> |          |             |                               |                      |
| Minority       | 49       | 17.9        | 2.1                           | 0.77                 |
| Nonminority    | 73       | 17.5        | 2.2                           |                      |

**TABLE 6****Analysis of Variance on Scale 1 by Sex and Race**

|                    |          | Unadjusted              |            | Adjusted For<br>Independents |             |
|--------------------|----------|-------------------------|------------|------------------------------|-------------|
|                    | <u>N</u> | <u>Dev<sup>2</sup>n</u> | <u>ETA</u> | <u>Dev<sup>2</sup>n</u>      | <u>Bath</u> |
| <b>Sex</b>         |          |                         |            |                              |             |
| Male               | 42       | -0.26                   |            | -0.25                        |             |
| Female             | 80       | 0.14                    |            | 0.13                         |             |
|                    |          |                         | 0.07       |                              | 0.07        |
| <b>Race</b>        |          |                         |            |                              |             |
| Minority           | 49       | -0.10                   |            | -0.09                        |             |
| Nonminority        | 73       | 0.07                    |            | 0.06                         |             |
|                    |          |                         | 0.03       |                              | 0.03        |
| Multiple R Squared |          |                         |            |                              | 0.006       |
| Multiple R         |          |                         |            |                              | 0.080       |

**TABLE 7**

**Analysis of Variance on Scale 5 by Sex and Race**

|                           |          | <u>Unadjusted</u> |            | <u>Adjusted For<br/>Independents</u> |             |
|---------------------------|----------|-------------------|------------|--------------------------------------|-------------|
|                           | <u>N</u> | <u>Dev'n</u>      | <u>ETA</u> | <u>Dev'n</u>                         | <u>Beth</u> |
| <b>Sex</b>                |          |                   |            |                                      |             |
| <b>Male</b>               | 42       | -0.01             |            | -0.03                                |             |
| <b>Female</b>             | 80       | 0.01              |            | 0.02                                 |             |
|                           |          |                   | 0.00       |                                      | 0.01        |
| <b>Race</b>               |          |                   |            |                                      |             |
| <b>Minority</b>           | 49       | 0.20              |            | 0.20                                 |             |
| <b>Nonminority</b>        | 73       | -0.14             |            | -0.14                                |             |
|                           |          |                   | 0.08       |                                      | 0.08        |
| <b>Multiple R Squared</b> |          |                   |            |                                      | 0.006       |
| <b>Multiple R</b>         |          |                   |            |                                      | 0.077       |

## Chapter 5

### Summary, Conclusions, and Implications for Further Study

#### Summary

This research has consisted of a policy analysis of the undergraduate desegregation criteria developed by the Office for Civil Rights under the U.S. District Court order following *Adams v. Califano*, 1977. This court case was one of many cases to provide equal education opportunity to black college students. The *Adams v. Califano* Case was also the second *Adams* petition filed in the federal court (the first petition was *Adams v. Richardson*) seeking the desegregation of higher education in those states operating dual systems of higher education.

Dual systems of higher education were created in the mid-nineteenth century with the help of the "separate but equal" doctrine establishing separate facilities for the Races, and the Morrill Acts which required that states provide educational opportunities for both black and white students to be eligible for federal funds. The Supreme Court of the United States, in deciding the *Plessy Case*, cited an

earlier ruling of the court in which Justice Shaw stated:

But when this principle [equality before the law] comes to be applied to the actual and various conditions of persons in society, it will not warrant the assertion that men and women are clothed with the same civil and political powers, ... . (Alexander & Solomon, 1972, p. 512)

Even with the passage of the Fourteenth Amendment, the court established the "separate but equal" doctrine in the Plessy Case and further, Justice Brown reconciled this doctrine with the Fourteenth Amendment when he said:

The object of the amendment was undoubtedly to enforce the absolute equality of the two Races before the law, but in the nature of things it could not have been intended to abolish distinctions based upon color, or to enforce social, as distinguished from political equality, or a commingling of the Races upon terms unsatisfactory to either. (Alexander & Solomon, 1972, p. 516)

The "separate but equal" doctrine remained the standard in educating black and white children at all levels of education until the U.S. Supreme Court ruled in the case of Brown v. Board of Education that:

... segregation of public schools 'solely on the basis of race' denied Negro children 'equal educational opportunity' even though 'physical facilities and other tangible factors' may have been equal. 'Separate educational facilities', insisted Chief Justice Warren in the decade's most

far-reaching decision, 'are inherently unequal.' With this remarkable economy of words and unconcealed bluntness the Court struck down one of the most deeply rooted principles in American constitutional law. (Decade of Decision, , p. 52)

Alexander & Solomon (1972) added that the Brown Case had "... more impact on public education in the United States than any other development in American history." (p. 529) They also highlighted the fact that this case was the first in which the U. S. Supreme Court applied the fourteenth Amendment to a social problem. In 1972, the Adams v. Richardson Case sought the desegregation of higher education on a wide scale basis. Ten states were identified as operating dual systems of higher education, and the U. S. district court asked these same states to submit a plan to end the de jure segregation and offer equal education opportunities to black and white students alike. Only eight of the ten states submitted plans to the Office for Civil Rights, and the court ruled those plans unacceptable in illustrating a meaningful attempt to desegregate the state's institutions of higher education. So in 1977, the U.S. District Court, under Judge Pratt, ordered the Office for Civil Rights to identify criteria for the State desegregation plans. These criteria are divided into three parts: 1) the disestablishment of the dual system of higher education,

including the enhancement of the Traditionally Black Institution; 2) the desegregation of admissions to undergraduate and graduate education at the Traditionally White Institutions; and 3) the desegregation of faculty, staff, and boards of visitors at Traditionally White Institutions. The U.S. District Court identified nineteen states in violation of the 1964 Civil Rights Act, Section 601 of Title VI. Virginia was among the nineteen states operating a dual system of higher education.

Virginia submitted an amendment in 1963 to the 1979 statewide desegregation plan that the Office for Civil Rights accepted as a viable state desegregation plan. The Office for Civil Rights, however, added that Virginia had to continue, among other things, with its efforts in the area of retaining black students at Traditionally White Institutions.

The case study of VCU, an urban Traditionally White Institution in Virginia, was used to view the implementation of federal policy, through the vehicle of retention, at the institutional level. The research attempted not only to look at retention from an institutional perspective, but also from the student's perceived academic and social integration with the institution.

Current research in retention has shown that social



integration is measured by shared group values, grade performance, normative congruence, and friendship. Tinto identified goal and institutional commitment as the two factors that enhance one's chance to integrate into an institution. (Pascarella, 1982) The literature on retention has demonstrated the complexity of what constitutes persistence or attrition. Retention research has classified a student who attends an institution of higher education not necessarily to seek a degree but to fulfill a particular goal as an attainer. Upon attaining the goal, the attainer leaves the institution. The Office for Civil Rights, however, has not made provisions for this new classification and considers only those who obtain a degree as persisters while it considers all others as dropouts. Pascarella and Terenzini (1977) illustrate the complexity of retaining students in their statement that:

...voluntary withdrawal is marked both by the holding of value incongruent with those that characterize the social and intellectual climates of the institution and by low levels of personal interaction with faculty members and other students, especially outside the formal classrooms and offices of the college. (p. 4)

This research looked at both the minority student's perception of how the institution was receiving them and the

implementation of the federal desegregation policy as measured by the state's and institution's retention policy. Minority student perceptions were measured by the Institutional Integration Scale, while the federal policy, and the state and institutional retention plans were measured against retention strategies identified as successful in the literature. Tables 1 through 4 in Chapter 4 outline the differences in the retention strategies at the federal, state, and institution levels. Table 3 also illustrates the federal policy's lack of comprehension for the complexity of student retention.

The research also attempted to compare data from the retention programs developed by VCU with: 1) the content analysis of the desegregation documents, and 2) perceived student academic and social integration with VCU. This method of triangulation was designed to provide more evidence of the successful or unsuccessful implementation of federal policy at the institutional level. This method of analysis was not successful because of the lack of data generated from the minority student retention programs developed by VCU and the large non-response rate from the full-time minority and nonminority freshmen survey.

## Conclusion

The data from the minority student survey and the analysis of documents in this research lead to several conclusions:

1. Using Pressman and Wildavsky's theoretical rationale for policy development the federal desegregation policy as a whole was found lacking in several areas:

a) No measurable goals were stated for the development of the policy.

b) Even though the federal policy itself implied a time ordering of events, no differentiation was developed between the three parts of the policy.

c) The federal policy implies causal links between each of the policy elements, yet no causal links were identified in the policy.

d) With regards to retention, in particular, the simplicity of the federal policy did not provide the institutions with any guidance for improving minority student retention, nor did the federal policy address the complex issues about retention found in the literature.

e) Finally, as indicated by Pressman and Wildavsky (1973) the separation of policy development and implementation is a fatal flaw in policy development.

2. The statewide desegregation plan was found to be lacking in its comprehension of student retention but did provide more direction to Virginia's senior public institutions than did the federal policy. The state's plan, however, was limited to some degree by the federal policy with regards to its format and contents.

3. Virginia Commonwealth University's institutional plan was found to contain many of the criteria associated with successful retention efforts

outlined in the literature. The practical side of VCU's plan, the implementation of the minority student retention programs, was difficult to identify in application. VCU's governance is decentralized, and the retention programs became decentralized along the same lines as the university's governance. Unfortunately, this research was unable to obtain data to demonstrate the impact the retention programs have separately and collectively on minority students at Virginia Commonwealth University.

4. The full-time freshmen minority students' responses to the Institutional Integration Scale were insufficient to reject the null hypothesis that:

There is no statistically significant relationship between the perceived integration of minority and nonminority full-time freshmen students at Virginia Commonwealth University.

The response rate of 31% could not be accepted as

representative of the minority and non-minority freshmen student body. Although this part of the research was inconclusive, it still has merit. The retention literature again and again identifies the student's role in the institution, and the student's perception of how others view his or her place in the institution as paramount to the student's decision to remain or leave an institution.

The overall policy analysis illustrates the problems of implementing a fragmented, ill-developed policy at the institutional level. The spirit of the federally mandated policy is laudable, but the development of the policy, coupled with the lack of understanding of higher education by the Office for Civil Rights has predestined the policy to fail in truly integrating higher education. The retention and desegregation literature have clarified time and again that counting the numbers of entering students and matching them with those who graduate is an insufficient criterion to judge the elimination of racial problems founded in de jure segregation. Unless the attitudes of the institution, the faculty, and the majority students can be identified and

changed in a way that is more receptive of minority students; then what is to prevent the migration of minority students from traditionally white institutions to traditionally black institutions once the pressures from the federal government are removed from the states? The question remains, "can a century of attitudes and beliefs be altered by a court order and then measured by counting bodies entering and leaving an institution?" Does this show an apparent lack of understanding for the problem?

#### Discussion

The concept of retention, regardless of the student's race, is a complex and involved process of matching the right student with the right school and providing interaction among the students' peers, and between faculty and students.

Even the U.S. District Court has acknowledged the complexity of higher education in its statement that:

Up to college level, public schools are free and compulsory, and one school is basically similar to another in terms of goals, courses, facilities and teacher training. Higher education, however, is neither free nor compulsory and offers enormous diversity in all of these areas. The court also noted that freedom to choose one's college has had a long tradition and performs an important function by fitting the right school to a particular

student. The court expressed the belief that the problem of racial imbalance in higher education would be resolved when effective desegregation plans were developed at the lower school level. (Epstein, 1979, p.7080)

The court's statement is refined in the retention literature when Pascarella and Terenzini (1977), Cope and Hannah (1975), and Spady (1970) make reference to the importance of student integration with the institution and the student body. Durkheim's Theory of social solidarity was the theoretical rationale used in this research. This theory is based on the premise that:

...There exists a social solidarity which comes from a certain number of states of conscience which are common to all members of the same society. This is what repressive law materially represents, at least in so far as it is essential. The part that it plays in the general integration of society evidently depends upon the greater or lesser extent of the social life which the common conscience embraces and regulates. (Aubert, 1969, p. 24-25)

Placing Durkheim's Theory into the academic world, Marcus and Stickney (1981) comment on the black student on the white campus:

...[for black students] nonacademic reasons for withdrawal outnumber academic reasons two to one at four-year colleges and four to one at two-year colleges. ...[The black student's] experience on campus in most cases led them toward an increased consciousness of their blackness, toward an



identity not with all people, but with black people. Such was most likely the case at colleges across the country since a study of 1165 historically white institutions reported a few years later that higher education was not responding to the needs of black students. (p. 292)

Marcus and Stickney (1981) continue their discussion of black students on white campuses in citing Rosenthal's survey of black students attending Old Dominion University in Virginia. "...two thirds [of the black students] agreed that campus life was too segregated. A similar number had also encountered instances of racism of faculty members in the classroom, and 40 percent stated that they had received such treatment by administrators." (p. 293)

The issues cited here illustrate the need for a more comprehensive review of minority student retention than the federal policy addresses. The federal responsibility for the desegregation of higher education should be moved to the federal agency that has the most experience with educational policy, the U.S. Department of Education. The Department of Education could then work with representatives of each state and institution to develop a policy that identifies goals, a hierarchy of educational needs, and causal links within the policy at the institutional level. In this way, the policy for higher education desegregation would be taking place at

the point of implementation, where the implementation can then be measured by the state and the institution together and the results reported to the federal government. In this way the state and the institution will be able to identify a series of noncognitive variables coupled with other retention strategies that will help identify early drop-outs who cannot be identified under the present system of counting the number of students enrolled and the number who graduate.

Tracey and Sedlacek (1984) have identified a number of noncognitive variables used in predicting black student success in college. These variables include:

1. Positive self-concept.
2. Realistic self-appraisal.
3. Understanding of and ability to deal with racism.
4. Preference for long-term goals over short-term or immediate needs
5. Availability of a strong support person.
6. Successful leadership experience.
7. Demonstrated community service. (p.171)

These noncognitive variables can be used in conjunction with the excellent retention strategies identified by Virginia Commonwealth University in accurately measuring the success of its retention programs.

Finally, VCU should enhance its retention efforts by centralizing its retention programs. In addition, VCU should

develop a series of non-cognitive variables particular to its minority student body to help predict possible minority student attrition. Only in this way can an integrated policy of desegregation be successfully developed and implemented in higher education.

### Implications of Future Research

Continued research in the area of minority student retention should look at the successful retention programs found at the secondary school level to see if these students are more academically and socially successful at TWIs than are minority students who did not participate in programs such as Upward Bound and Talent Search. Additional research is needed in the area of centralized versus decentralized administration of minority retention programs. Longitudinal studies of the attitudes of minority students graduating from TWIs would identify the effect desegregation has had on minority students. The outcome sought is for future minority parents to encourage their children to attend Traditionally White Institutions without a federal court order. Faculty and minority student relations in and out of the classroom are extremely important to the retention of minority

students.

These are only a few areas in which the study of the federally mandated desegregation process can identify appropriate policies for retaining minority students at traditionally white institutions. Ultimately, the way to truly eliminate racial segregation in society is to identify and reduce racial prejudice. Only by altering attitudes and beliefs can society hope to provide equal education opportunity for all of its citizens. Encouraging individuals into a system without changing the attitudes and beliefs within the system may not allow the full potential of the policy to be realized. Policy must be succeeded by better policy built upon the preceding policy, rather than viewed as an end unto itself.

**APPENDIX A**

**Federal Desegregation Criteria**

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## Elements of the Plan

### I. DISESTABLISHMENT OF THE STRUCTURE OF THE DUAL SYSTEM

An acceptable plan shall commit the state to the goal of organizing and operating the system and institutions of higher education in a manner that promises realistically to overcome the effects of past discrimination and to disestablish the dual system and which assures that students will be attracted to each institution on the basis of educational programs and opportunities uninhibited by past practices of segregation.

To achieve the disestablishment of the structure of the dual system, each plan shall:

*A. Define the mission of each institution within the state system on a basis other than race.*

each mission statement shall include at a minimum:

1. the level, range and scope of programs and degrees offered;

2. geographic area served by the institution;

and

3. the projected size of the student body and staff, for each year of the life of the plan.

*B. Specify steps to be taken to strengthen the role of traditionally black institutions in the state system.*

In support of the specific steps required by I B, the plan shall include:

1. commitments that necessary improvements will be made to permit the traditionally black institutions to fulfill their defined mission. These improvements will extend to physical plant and equipment quality and range of program offerings; number and quality of faculty; students, faculty and professional staff services; student financial assistance, and other financial support;

2. commitments that traditionally black institutions will have the resources (including those enumerated in item 1 above), which are at least comparable to those at traditionally white

institutions having similar missions.

3. an assessment of the physical plant at traditionally black institutions; and

4. a detailed description of the resources, expressed in dollars and in numbers of personnel to be assigned, which the state system will provide (and the source for such funds) in order to implement these measures in I.B., report by year for the life of the measure or activity.

*C. Commit the state to take specific steps to eliminate educationally unnecessary program duplication among traditionally black and traditionally white institutions in the same service area.*

To this end the plan shall identify existing degree programs (other than core curricula) among institutions having identical or overlapping service areas and indicate specifically with respect to each area what steps the state will take to eliminate such duplication. the elimination of



Such proposed changes include but are not limited to: the establishment or major expansion of programs of study of departments, or institutions; the alteration of two year to four year institutions; the conversion of a private to a public institution; or the closing or merger of institutions or campuses.

*G. Specify timetables for sequential implementation of the actions necessary to achieve these goals as soon as possible but no later than within five years (by the close of the fifth full academic year after the plan is accepted), unless compelling justification for a longer period for compliance is provided to and accepted by the Department.*

The plan shall include interim benchmarks and goals from which progress toward these objectives may be measured. These timetables and benchmarks shall be appropriate to the nature of the action to be taken. For example, studies of physical plant and resources comparability should be completed promptly; corrective actions (including capital

construction) will require longer time periods.

*H. Commit the state and all its involved agencies and subdivisions to specific measures for achievement of the above objectives.*

Such measures may include but are not limited to establishing cooperative programs consistent with institutional missions; resources and/or services among institutions; realigning the land grant academic programs so that research, experiment and other educational services are redistributed on a nonracial basis; and merging institutions or branches thereof, particularly where institutions or campuses have the same or overlapping service areas. The measures taken pursuant to this section should be consistent with the objective of strengthening the traditionally black colleges. A detailed description of these measures need not be submitted at the time the plan is filed, but should be filed as a supplementary statement within 30 days thereafter for review and comment by OCR. Measures that offer no reasonable possibility of achieving the goals listed above will be rejected by OCR. Revised measures will be required before the plan can be accepted.

## II. DESEGREGATION OF STUDENT ENROLLMENT

An acceptable plan shall commit the state to the goals of assuring that the system as a whole and each institution within the system provide an equal educational opportunity, are open and accessible to all students, and operate without regard to race and on a desegregated basis.

To achieve the desegregation of student enrollment, each plan shall:

*A. Adopt the goal that for two year and four year undergraduate public higher educational institutions in the state system, taken as a whole, the proportion of black high school graduates throughout the state who enter such institutions shall be at least equal to the proportion of white high school graduates throughout the state who enter such institutions.*

*B. (1) Adopt the goal that there shall be an annual increase, to be specified by each state system, in the proportion of black students in the traditionally white four year undergraduate public*

*higher education institutions in the state system taken as a whole and in each such institution; and (2) Adopt the objective of reducing the disparity between the proportion of black high school graduates and the proportion of white high school graduates entering traditionally white four year and upper division undergraduate public higher education institutions in the state system; and adopt the goal of reducing the current disparity by at least fifty per cent by the academic year 1982-83. However, this shall not require any state to increase by that date black student admissions by more than 150% above the admissions for the academic year preceding the year in which the plan is requested by HEW.*

*C. Adopt the goal that the proportion of black state residents who graduate from undergraduate institutions in the state system and enter graduate study or professional schools in the state system shall be at least equal to the proportion of white state residents who graduate from undergraduate institutions in the state system and enter such*

*schools.*

This goal (and interim benchmarks or goals) shall be separately stated for each major field of graduate and professional study. To assure that this goal can be met in the immediate future special recruitment efforts should be considered at traditionally black institutions. Particular attention should be given to increasing black student enrollment and graduation from those traditionally white four year undergraduate institutions which serve as the feeder institutions for the graduate and professional schools. Achievement of this goal is of particular importance in light of the specific concern expressed by the Court of Appeals in Adams. In assessing progress toward this goal, OCR will give consideration to the number of blacks from each state who enroll in graduate and professional schools outside the state system.

*D. Adopt the goal of increasing the total number of white students attending traditionally black institutions.*

Increased participation by white students at traditionally

black institutions must be a part of the process of desegregation of the statewide system of higher education. However, pursuant to the admonition of the courts in Adams, "The desegregation process should take into account the unequal status of the Black colleges and the real danger that desegregation will diminish higher education opportunities for Blacks." Civil Action No. 3095-70, Second Supplemental Order at p. 4. The following steps are designed to guard against the diminution of higher educational opportunities for black students, to take into account the unique importance of Black colleges and to comply with the mandate of Title VI. Establishment of numerical goals for the enrollment of white students at black institutions must be preceded by an increasing enrollment of black students in the higher education system and at the traditionally white institutions, as is required by Section II of these criteria. It must also be preceded by the accomplishment of specific steps to strengthen the role of traditionally black institutions, eliminate program duplication, locate new programs at black institutions, and by such other measures as are set forth in Section I.

OCR shall annually review the progress made by each state in increasing participation by black students in higher

education and in disestablishment of the dual school system. Two years after the commencement of the plan and consistent with such progress, each state system shall specify annual numerical goals for increasing the participation of white students attending the traditionally black institutions.

*E. Commit the state to take all reasonable steps to reduce any disparity between the proportion of black and white students completing and graduating from the two year, four year and graduate public institutions of higher education, and establish interim goals, to be specified by the state system, for achieving annual progress.*

*F. Commit the state to expand mobility between two year and four year institutions as a means of meeting the goals set forth in these criteria.*

*G. Specify numeric goals for II A, B, and C, and timetables for sequential implementation of actions necessary to achieve these goals as soon as possible but not later than within five years unless another date is specified in this section.*

*H. Commit the state and all its involved agencies and subdivisions to specify measures to achieve these goals.*

Such measures may include, but are not limited to reviewing, monitoring, and revising, as necessary, procedures for student recruitment, admissions, compensatory instruction, counseling, financial aid, and staff and faculty development programs. A description of these measures need not be submitted at the time the plan is filed, but should be filed as a supplementary statement within 30 days thereafter for review and comment by OCR. Measures that offer no reasonable possibility of achieving the numerical goals will be rejected by OCR. Revised measures will be required before the plan can be accepted.

### **III. DESEGREGATION OF FACULTY, ADMINISTRATIVE STAFFS, NON-ACADEMIC PERSONNEL, AND GOVERNING BOARDS**

An acceptable plan shall commit the state system to the goals of increasing the number and proportion of black employees, academic and non-academic, throughout the system and of increasing representation of black citizens among



appointive positions on the governing boards of the state system and of individual institutions.

To achieve the desegregation of faculty, administrators, other personnel, and governing boards, each plan shall:

*A. Adopt the goals that the proportion of black faculty and of administrators at each institution and on the staffs of each governing board, or any other state higher education entity, in positions not requiring the doctoral degree, shall at least equal the proportion of black students graduating with masters degrees from institutions within the state system, or the proportion of black individuals with the required credentials for such positions in the relevant labor market area, whichever is greater.*

*B. Adopt the goal that the proportion of black faculty and of administrators at each institution and on the staffs of each governing board or any other state higher education entity, in positions requiring the doctoral degree shall at least equal the proportion of black individuals with the credentials required for such positions in the*

*relevant labor market area.*

*C. Adopt the goal that the proportion of black non-academic personnel (by job category) at each institution and on the staffs of each governing board or any other state higher education entity, shall at least equal the proportion of black persons in the relevant labor market area.*

*D. Assure hereafter and until the foregoing goals are met that for the traditionally white institutions as a whole, the proportion of blacks hired to fill faculty and administrative vacancies shall not be less than the proportion of black individuals with the credentials required for such positions in the relevant labor market area.*

*E. Specify numeric goals and timetables for sequential implementation of the actions necessary to achieve this objective including interim benchmarks and goals from which progress toward the objective may be measured.*

These timetables, interim goals and benchmarks shall be established in light of, and shall specify, the current and projected rates of vacancies in the various job categories, present and projected labor market availability, and other relevant factors.

*F. Commit the state system to taking specific measures to achieve these objectives.*

Such measures may include, but are not limited to employment programs providing centralized recruitment, vacancy, and applicant listings; transfer options; faculty development programs permitting release time for black faculty to attain the terminal degree; and the interchange of faculty on a temporary or permanent basis among traditionally white and traditionally black institutions within the state system. A description of these measures need not be submitted at the time the plan is filed, but should be filed as a supplementary statement within 30 days thereafter for review and comment by OCR. Measures that offer no reasonable possibility of achieving the goals listed above will be rejected by OCR. Revised measures will be required before the plan can be accepted.

*G. Adopt the goal of increasing the numbers of black persons appointed to systemwide and institutional governing boards and agencies so that these boards may be more representative of the racial population of the state of the area served.*

**APPENDIX B**

**Retention Elements from "The Virginia Plan"**

**(Reprinted from the 1963 Amendments to the Virginia Plan for Equal Opportunity in State-Supported Institutions of Higher Education, January 21, 1963.)**

## Retention Elements

### The Commonwealth's Commitments

#### 5. Developing a Program to Assist in Recruiting and Retaining Students (The Virginia Student Transition Program.)

The Commonwealth will establish, in the summer of 1983, a Virginia Student Transition Program at selected senior state-supported institutions. The purpose of the program is to provide tutoring, instruction in study methods, and counseling for black Virginia students who have been accepted as full-time freshmen or transfer students and who have anticipated or actual academic deficiencies.

Although each participating institution will determine the students to be selected for its program, the focus will be on students who might be regarded as "high risk" students for that institution. Typically, a "high risk" student for purposes of this program is one whose Scholastic Aptitude Test (SAT) scores are lower than the average for the particular institution, whose high school grades may be slightly less than a "B" average, and whose immediate family may be economically disadvantaged or have had no previous college experience.

Initial state funding will be requested for a pilot program involving approximately 200 entering students, 40 each at George Mason University, James Madison University, The University of Virginia, Virginia Polytechnic Institute and State University, and the College of William and Mary. The student recruitment plans of these institutions will provide details as to how each institution proposes to implement the program. The Council of Higher Education, which reviews the plans and monitors their implementation, will continuously review this program and will evaluate its success at the end of its first year of operation. The Council's Admissions and Articulation Advisory Committee, composed of the Chief admissions officers of the institutions, will assist in the review of the program. If the program is judged to be successful, additional funding may be requested to extend the program to other senior institutions which might wish to participate.

The Governor will request \$200,000 for the operation of the program in 1983 and at least that amount, depending on the number of institutions participating in the program, for each remaining year of the Plan.

Because the state funds provided will be used solely for the operation of the program, the participating institutions

will be encouraged to make available summer work-study opportunities for the students. In this way, the students will be able to compensate, in part, for any lost summer earnings and also be able to meet the students self-help expectation required of students applying for institutional financial aid for the academic year.

6. Assisting Institutions to Improve Their Student Recruitment and Retention Techniques:  
The Fund to improve Student Recruitment and Retention.

The Council of Higher Education currently administers a Funds for Excellence Program under which the state-supported institutions seek special assistance for particular programs which are already judged to be of high quality or which have the potential for excellence. The funds are competitively awarded to the institutions, which submit proposals detailing how the use of such funds will enhance their programs.

The Governor will request special funding to establish a subprogram under the Funds for Excellence Program to encourage the institutions to put into operations imaginative and innovative student recruitment and retention programs. Although the institutions are heavily engaged in both



activities at the present time, the limited state resources do not afford a broad opportunity for them to test new and different ways to attract and retain students, especially minority students, in the state system. The establishment of this subprogram will enable each institution to draw upon its collective knowledge and wisdom to prepare and submit proposals which offer alternative solutions to these problems. The ideas judged to be best can then be tested and the results shared with all of the state-supported institutions.

To initiate the program in the 1963-1964 academic year, the Governor will request \$200,000. At least that amount will be requested for each remaining year of the life of the Plan. The institutions, in their student recruitment plans, will be asked to commit to participate in the program.

As part of its responsibility in administering the program, the Council will widely publicize the program at the institutions in order that faculty and staff who might have innovative recruitment and retention ideas will be encouraged to develop proposals. In addition, the Council will annually sponsor a dissemination conference at which the proposals which are funded, and the results of their implementation, may be discussed by officials from all of the

institutions.

If, after funding proposals under this program in any given year, the Council determines that additional, unallocated funds remain, the Secretary of Education will approve the transfer of those funds to other programs under the Plan.

7. Holding a Conference on White Faculty and Black Students

The State Council of Higher Education and the Center for Improving Teacher Effectiveness (CITE) of Virginia Commonwealth University will co-sponsor a conference during March, 1983. Three assumptions underlie the conference. First, faculty must become cognizant of their own race-related assumptions before they can teach black students more effectively. Second, faculty must be willing to treat race-related subject matter in appropriate courses frankly and directly. Third, if white faculty agree to help each other address racial issues, they are more likely to be successful teachers. The participation of key institutional faculty, particular full-time senior faculty who are opinion leaders on campus and who have a personal commitment to the subject, will be sought. Institutions will be asked to send

teams of two white faculty so they can help each other implement the suggestions made in the conference. Such collaborative efforts to improve teaching will, we believe, lead to greater retention of black students.

8. Completing a Transfer Guide for Virginia Community College System Students.

Virginia higher education will publish a statewide guide of transfer policies between community colleges and senior institutions. The guide will contain (1) a description of the policies and procedures governing student transfer, (2) the Virginia Community College System degree programs accepting to transfer to each of the senior institutions, and (3) a listing of the VCCS courses accepted by each of the senior institutions. Publication will be in the Spring of 1983, with broad distribution primarily through community colleges.

9. Setting a Statewide Workshop on Student Retention

A statewide workshop on student retention at Virginia's colleges and universities will be sponsored by the Council of

Higher Education during the Fall of 1963. the workshop will develop an institutional model for student retention and will serve as a forum for the exchange student retention information among institutional representatives. Dr. Peggy Richmond, President of Research and Evaluation Associates, will assist the Council staff in planning the workshop. Dr. Richmond's assistance will be made available under a grant from the Office for Civil Rights. The initial planning will be conducted in February 1963.

## APPENDIX C

### Retention Activities at Virginia Commonwealth University

[Reprinted from the Student Recruitment and Retention Plan. Amendments to the Virginia Plan for Equal Opportunity in State Supported Institutions of Higher Education, 1984. Virginia Commonwealth University.]

## Retention Activities at VCU

### VII. RETENTION ACTIVITIES AND SUPPORT SERVICES AT VIRGINIA COMMONWEALTH UNIVERSITY

This university recognizes the importance of retention activities in providing the best conditions possible within the resources to make a student's experiences meaningful and pleasant. The following activities are designed or will be initiated to influence student retention (VCU personnel who will participate in these activities are included):

#### A. Commitment of VCU to Participate in Retention Activities Planned by the State Council of Higher Education

1. VCU has agreed to participate in a statewide workshop on student retention sponsored by the State Council of Higher Education during the Fall of 1963. Representatives from both Academic Affairs and Student Affairs will be recommended to attend this workshop.
2. VCU's Center for Improving Teacher Effectiveness (CITE) and the State Council of Higher Education will co-sponsor a conference on the relations between white faculty and black students. This university

will participate in the conference by sending two key white institutional faculty who will be committed to implementing the suggestions made.

B. Retention Activities Presently in Operation

1. Early Identification of Black Students Experiencing Academic Difficulty

a. On-line Admissions and Records System

With the implementation of an on-line Admissions and Records System, by July 1983, the university will develop an early warning system for students who are encountering academic difficulties. This system will enable us to direct students for special advisement without delay. Early availability of admissions information to departmental advisors will enable them to assist students in accurate curriculum planning.

b. Academic Advising

All degree-seeking students are assigned an academic advisor in their major department to assist in proper course selection and counseling. Students are encouraged to contact their advisor during registration and whenever they feel the need for assistance.

c. Athletic Department Advisor

The university has employed a full-time academic

advisor to work with student athletes in course planning and selection. This advisor closely monitors the academic progress of the student and provides academic support as required. A substantial number of student athletes are black.

### 2. Special Services Program

This program provides its participants, many of whom are black, with academic and personal support in the form of counseling and tutoring. Special supportive services to participants include a two year, nonpunitive grading option.

### 3. The Center for Improving Teacher Effectiveness (CITE)

CITE, established in 1973 as an aid for the improvement of instructional quality at VCU, has for the past two years been used to assist faculty to identify and eliminate subtle and unintended teaching practices which can unfavorably impact a minority in the classroom. Participants and students alike have found CITE to be a very positive influence in promoting an awareness of black student needs in an educational setting

### 4. Afro-American Studies Program (AAS)

This program offers courses in an area pertinent to



the cultural and social history of Afro-Americans. AAS provides students of all disciplines access to an awareness of the contributions and experiences of the Black race and emphasizes their impact on society. Students are provided assistance in developing positive images of and relationships with blacks.

#### 5. Educational Center Complex

Virginia Commonwealth University provides major clinical resources and services for students, faculty and other employees. Sponsored by the School of Education, the Educational Development Centers Complex provides a Reading and Child Study Center dedicated to the improvement of reading and study skills for new and continuing students. Tutorial assistance is provided students who have special needs in mathematics, languages and various other core subjects.

#### 6. Student Affairs

The division of Student Affairs, which includes the offices of Student Life, Student Activities, Student Housing, and Residence Educational, provides programs and oversees organizations and activities designed to enhance the quality of life for students in non-academic areas. At the present time, there are

approximately 25 black student organizations. Films, social events, on-campus speakers, and lectures are some of the activities sponsored under the auspices of Student Affairs to expose all students to black perspectives.

#### 7. Orientation, Advising and Registration

This activity, which is conducted each summer, attempts to assist new freshman, transfer students and former students returning from an extended absence, to make a smooth transition to this university. The university makes a conscious effort to select black students for the support team that conducts this activity.

### C. Retention Activities to be Initiated

#### 1. Exit Interviews

The university will develop a means for monitoring the students who withdraw from all of their courses. An interview with these students will assist VCU to determine why students are withdrawing and to discuss a plan of action that may allow the student to remain in school.

#### 2. Retention Studies at VCU

- a. We will develop and conduct on-going attrition and retention studies of all students, but which

will enable us to measure the progress of particular populations. The intent will be to develop micro attrition/retention analyses to measure student experience and progress by school, curriculum, and courses. This will also allow us to comparatively analyze a student's academic performance to admissions qualifications.

b. University Enrollment Services/Recruitment will conduct studies on applicants who are accepted to the university but decide not to enroll. This study will identify the reasons why applicants do not attend VCU and provide the opportunity to evaluate and possibly change unattractive attributes.

### 3. Peer Advisement Program

The university will attempt to develop a peer advisement program. It will involve enrolled students (upper classmen) assisting in the advising of freshmen and transfers to aid the regular advisement systems of the departments. The advising system may enable students to discuss their academic concerns and possible solutions with peers who may have been confronted with similar situations.

**4. Reporting of Student Progress to High Schools**

We will initiate a program to feed back information to high schools and community colleges about the scholastic performance of their former students enrolled at VCU. Reports will be generated about scholastic performance by discipline, English and Math placement test results, and the number of students who graduate from VCU. See also Section IV-B3.

**APPENDIX D**

**Mission Statement of Virginia Commonwealth University**

**[Reprinted from the Virginia Commonwealth  
University "1984-85 Graduate Bulletin." Volume  
XIX, June 1984, Number 3.]**

**THE MISSION OF VIRGINIA  
COMMONWEALTH UNIVERSITY**

Virginia Commonwealth University is a comprehensive, urban, public university whose mission is to provide a fertile and stimulating environment for teaching, learning, research, and service; to promote the pursuit of knowledge; and to disseminate professional skills. Characteristics of comprehensive universities, its thrust is toward the education of citizens who need the solid values and proven strengths of the past, as well as knowledge of future alternatives in dealing with society's increasingly urban-influenced problems, wherever these problems may exist. The university's mission includes the following provisions:

A scholarly climate which will inspire in the student a lifelong commitment to learning and service which will develop in the student competence and motivation to work toward the realization of individual and community potential, and which will set for the student an example of excellence.

An environment of educational excellence which values diversity and enables faculty to pursue their work in accordance with the highest standards and to serve as exemplary role models.

Educational services for the adjacent urban community through flexible scheduling and for adults and professionals in adjacent regions through continuing education programs.

Educational services away from the metropolis for selected programs so that graduates are prepared to serve the commonwealth in diverse locales.

Research and educational activities in all disciplines to develop and communicate new knowledge, to improve the quality of life, and to promote the best use and general understanding of human and environmental resources.

The recognition of the imaginative power of the arts and humanities in reflecting the providing of opportunities to emphasize the value of the arts and humanities for oneself and for society through public exhibitions and performances.

Comprehensive health care services which meet patient and community needs and which provide an optimal environment both for education and training of health care professionals and for innovative studies on improving health care delivery. s a planning and resource center which, drawing upon the unique resources of a major urban area, is devoted to the solution of problems confronting Virginia's communities; to the identification of emerging social needs; and to the planning required for orderly future growth and development.

## APPENDIX E

### Biographical Data Sheet and the Institutional Integration Scale

[The Institutional Integration Scale was reprinted from an article by Pascarella, E.T. & Terenzini, P.T. "Predicting Freshmen Persistence and Voluntary Dropout Decisions from a Theoretical Model." Journal of Higher Education, Vol. 51, No. 1, 1980.]



## BIOGRAPHICAL DATA

This information collected on this sheet will be used only for classification of the Institutional Integration Scale responses. Please circle the number which best describes you.

### Academic Ranking

1. First Semester Freshmen
2. Second Semester Freshmen

### Sex

1. Male
2. Female

### Age

1. 18 to 20
2. 21 to 23
3. 24 and older

### High School Ranking (estimated)

1. Upper 1/3
2. Middle 1/3
3. Lower 1/3

**Participation in High School Activities**

1. 3 or more
2. Two
3. One
4. None

**Please list the High School Activities in which you participated.**

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## Institutional Integration Scale

Instructions: Please circle the term that most closely corresponds to how you feel at this point in time about each statement, e.g., circle Strongly Agree, Agree, Uncertain, Disagree, or Strongly Disagree. After completing the questionnaire, I ask that you return it in the enclosed self-addressed stamped envelope. Copies of the completed research will be available for your review at the University Enrollment Services Office. All information will be held in strict confidence.

### Scale I: Peer-Group Interactions

1. Since coming to this university I have developed close personal relationships with other students

Strongly Agree    Agree    Uncertain    Disagree  
Strongly Disagree

2. The student friendships I have developed at this university have been personally satisfying

Strongly Agree    Agree    Uncertain    Disagree  
Strongly Disagree

3. My interpersonal relationships with other students have had a positive influence on my personal growth, attitudes, and values

Strongly Agree    Agree    Uncertain    Disagree

Strongly Disagree

4. My interpersonal relationships with other students have had a positive influence on my intellectual growth and interest in ideas

Strongly Agree    Agree    Uncertain    Disagree

Strongly Disagree

5. It has been difficult for me to meet and make friends with other students

Strongly Agree    Agree    Uncertain    Disagree

Strongly Disagree

6. Few of the students I know would be willing to listen to me and help me if I had a personal problem

Strongly Agree    Agree    Uncertain    Disagree

Strongly Disagree

7. Most students at this university have values and attitudes different from my own

Strongly Agree    Agree    Uncertain    Disagree

Strongly Disagree

Scale II: Interactions with Faculty

1. My nonclassroom interactions with faculty have had a positive influence on my personal growth, values, and attitudes

Strongly Agree    Agree    Uncertain    Disagree  
Strongly Disagree

2. My nonclassroom interactions with faculty have had a positive influence on my intellectual growth and interest in ideas

Strongly Agree    Agree    Uncertain    Disagree  
Strongly Disagree

3. My nonclassroom interactions with faculty have had a positive influence on my career goals and aspirations

Strongly Agree    Agree    Uncertain    Disagree  
Strongly Disagree

4. Since coming to this university I have developed a close, personal relationship with at least one faculty member

Strongly Agree    Agree    Uncertain    Disagree  
Strongly Disagree

5. I am satisfied with the opportunities to meet and interact

informally with faculty members

Strongly Agree    Agree    Uncertain    Disagree  
Strongly Disagree

Scale III: Faculty Concerns for Student Development  
and Teaching

1. Few of the Faculty members I have had contact with are generally interested in students

Strongly Agree    Agree    Uncertain    Disagree  
Strongly Disagree

2. Few of the faculty members I have had contact with are generally outstanding or superior teachers

Strongly Agree    Agree    Uncertain    Disagree  
Strongly Disagree

3. Few of the faculty members I have had contact with are willing to spend time outside of class to discuss issues of interest and importance to students

Strongly Agree    Agree    Uncertain    Disagree  
Strongly Disagree

4. Most of the faculty I have had contact with are

interested in helping students grow in more than just academic areas

Strongly Agree    Agree    Uncertain    Disagree  
Strongly Disagree

5. Most faculty members I have had contact with are genuinely interested in teaching

Strongly Agree    Agree    Uncertain    Disagree  
Strongly Disagree

Scale IV: Academic and Intellectual Development

1. I am satisfied with the extent of my intellectual development since enrolling in this university

Strongly Agree    Agree    Uncertain    Disagree  
Strongly Disagree

2. My academic experience has had a positive influence on my intellectual growth and interest in ideas

Strongly Agree    Agree    Uncertain    Disagree  
Strongly Disagree

3. I am satisfied with my academic experience at this university

Strongly Agree    Agree    Uncertain    Disagree

Strongly Disagree

4. Few of my courses this year have been intellectually stimulating

Strongly Agree    Agree    Uncertain    Disagree

Strongly Disagree

5. My interest in ideas and intellectual matters has increased since coming to this university

Strongly Agree    Agree    Uncertain    Disagree

Strongly Disagree

6. I am more likely to attend a cultural event (for example, a concert, lecture, or art show) now than I was before coming to this university

Strongly Agree    Agree    Uncertain    Disagree

Strongly Disagree

7. I have performed academically as well as I anticipated I would

Strongly Agree    Agree    Uncertain    Disagree

Strongly Disagree



Scale V: Institutional and Goal Commitments

1. It is important for me to graduate from college

Strongly Agree    Agree    Uncertain    Disagree  
Strongly Disagree

2. I am confident that I made the right decision in choosing to attend this university

Strongly Agree    Agree    Uncertain    Disagree  
Strongly Disagree

3. It is likely that I will register at this university next fall

Strongly Agree    Agree    Uncertain    Disagree  
Strongly Disagree

4. It is not important for me to graduate from this university

Strongly Agree    Agree    Uncertain    Disagree  
Strongly Disagree

5. I have no idea at all what I want to major in

Strongly Agree    Agree    Uncertain    Disagree

**Strongly Disagree**

**5. Getting good grades is not important to me**

**Strongly Agree    Agree    Uncertain    Disagree**

**Strongly Disagree**

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## Abstract

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The purpose of this research was an analysis of the implementation of the federally mandated undergraduate desegregation criteria. This research looked at the development of policy at the federal level, and the subsequent response by the State of Virginia and Virginia Commonwealth University.

Virginia Commonwealth University was selected for this study for two reasons: 1) Virginia Commonwealth University is located in an urban setting which has the largest black population in the state, and 2) this institution has the largest target (identified by the state) of black enrollment than any other public senior institution in Virginia.

Retention strategies were used to measure the implementation of the federal criteria at the institutional level, and the Institutional Integration Scale was used to measure the minority student's academic and social integration with the institution.

It was hypothesized that: There is no statistically significant relationship between the perceived integration of minority and nonminority full-time freshmen students at Virginia Commonwealth University. In addition, several policy questions were addressed: 1) Do the minority retention programs developed by Virginia Commonwealth University incorporate the successful retention elements identified by the retention literature?; 2) Do at least half of the freshmen minority students utilize the retention programs?; 3) Do the responses of minority students to the Institutional Integration Scale reflect the minority student's participation in the retention programs developed at VCU?; 4) Do the federally mandated undergraduate desegregation criteria set forth a policy that will help institutions develop minority retention strategies while meeting the complexity of student retention?; and 5) Do the retention strategies outlined in "The Virginia Plan" provide

public senior institutions with examples of successful retention programs or identify variables most likely to affect minority student retention?

In conclusion, there was insufficient evidence from the survey to reject the null hypothesis. The content analysis, however, revealed that the federal undergraduate desegregation criteria lacked elements of successful policy development. In addition, the federal policy lack direction for the development of retention programs, and a clear understanding of higher education in general.

Futher research is needed in the area of faculty and minority student relations, and the noncognitive approach to identifying high risk minority students. These research suggestions should be viewed under the concept of academic and social integration of the minority student with the institution.

Policy must be succeeded by better policy built upon the preceding policy, rather than viewed as an end unto itself.