Report of the Task Force on Black Presence

The following report was presented to the trustees at their meeting June 9, 1977.

Introduction

Until the late nineteen-sixties, the leading American universities in varying degrees were white institutions: black students were few, black teachers and administrators were rarities, and black graduates were almost unknown. Side by side with the predominantly white institutions, there were well-known predominantly black institutions. In the wake of the civil rights movement, it belatedly became clear that the major universities would have to abandon their predominantly white character or lose their places as significant participants in the shaping of the nation’s future.

At Pennsylvania, the determination to break this pattern gained momentum with Martin Meyerson’s installation as president in 1970. The Development Commission which he established took stock of the University’s most pressing problems, and one of these was the relatively dearth of blacks in every phase of the University’s instructional and research programs. To remedy this, the Development Commission, in January of 1973, proposed the commitment of money and energy to enlarge the numbers of black students and teachers and to strengthen curricular initiatives rooted in the black experience. Taken in the aggregate, these proposals were intended and expected materially to enlarge and enhance the black presence at Pennsylvania within the short term.

Inventories taken in 1974 and 1975 showed progress in black undergraduate admissions, less in black graduate admissions, and less still in black faculty recruitment and retention. By 1976 there was substantial student and faculty concern—pointedly articulated by the black faculty and administrators—that the momentum of 1973 had been largely dissipated.

The question arose whether academic indifference—compounded by progressively austere budgeting—was taking precedence over the achievement of goals vital to the University’s educational and moral well-being. This sense of unease was shared by many of the trustees. In this setting, the provost (himself one of the co-chairmen of the Development Commission) in August of 1976 established this task force, requesting it “To take a fresh and critical view of our successes and failures in strengthening the black presence at the University of Pennsylvania,” and to report its findings and recommendations to the trustees and to the general University community. More specifically, the provost put the following four questions:

1. How do we improve the effectiveness of our affirmative action program?
2. How do we strengthen black presence in the student body?
3. What needs to be done to improve University life for black faculty, administrators, and students?
4. Through an Affirmative Action Committee the task force reviewed the University’s efforts to increase black employment. The committee met on a number of occasions; discussed progress in black recruitment with the University’s equal employment officer, other administrators, persons in various schools and departments responsible for affirmative action, and academic officers of the University; examined data on the University’s experience and the current Affirmative Action Plan of the University; and compared the Pennsylvania program with those at other universities through review of documents and conversations with people who have had responsibility for the affirmative action programs at those schools.

The program to increase the numbers of black faculty and staff at all levels (and other minority group members and women) at Pennsylvania operates according to an Affirmative Action Plan approved by the U.S. Department of Health, Education, and Welfare on February 10, 1976. The plan sets forth numerical goals for each academic and administrative unit and delineates policies and procedures for meeting these goals. These procedures can be traced in turn to a memorandum of understanding reached between the University and HEW in November 1974. Overall responsibility for administration of the program rests with James Robinson, administrator of the Office of Equal Opportunity, who works with the provost and his executive assistant, James Davis, concerning academic appointments, and with Vice-President for Management Paul Gaddis and Executive Director of Personnel Relations Gerald Robinson on nonacademic personnel. Under the plan, each school in the University is required to designate one faculty member as its affirmative action officer to work with the dean and department chairpersons to promote the goal of diversifying the faculty. Subsequent to the approval of the plan, the academic and nonacademic affirmative action officers have been constituted as a Council on Equal Opportunity headed by Professor Madeleine Joullie, the affirmative action officer for the Faculty of Arts and Sciences. Finally, initial, albeit from sufficient steps have been taken formally to establish an office of minority faculty recruitment to follow through on efforts led in 1973-74 by Professor Robert Engs and since then by Professor Houston Baker.

The employment record over the past five years indicates that some progress has been made:

<table>
<thead>
<tr>
<th>Year</th>
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<th>Associate Professor</th>
<th>Assistant Professor</th>
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<td>6</td>
<td>7</td>
<td>13</td>
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<table>
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<tr>
<th>Year</th>
<th>Administrators &amp; Professional (A-1)</th>
<th>Clerical &amp; Technical (A-3)</th>
<th>Hourly Employees (A-4)</th>
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<td>517</td>
</tr>
<tr>
<td>1976</td>
<td>112</td>
<td>769</td>
<td>997</td>
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These figures say a good deal in themselves; from them it is immediately apparent that percentage progress in some categories, while not insignificant, still amounts only to small absolute numbers in a University-wide faculty of more than 1700 there are currently only 26 blacks. Moreover, the gross statistical data fails to reveal that most of the black faculty are found in the professionally-oriented schools (Dental Medicine, Law, Medicine, Nursing, Social Work and Wharton). In the core area of the University, the liberal arts, there are only two senior black faculty members (both in the
same department) to be found in the Faculty of Arts and Sciences (which, with more than 500 faculty, is second in size only to the medical school) as well as three assistant professors. It is sometimes said that progress cannot be more rapid because the University is in a period of financial retrenchment which results in fewer new appointments and promotions. Yet from 1972 to 1975 there was a 15 percent increase in the total full-time faculty. Similarly, the numerical figures given here do not suggest the extent to which the black personnel are primarily in the lower ranks for each category, as is demonstrated by the salary data compiled for H.E.W. More important, black men and women are notable by their scarcity in important positions in the senior administrative staff of the president, provost and the vice-presidents. Since the task force has concluded that the effectiveness of an affirmative action program is in large measure dependent on the moral suasion of the University's leaders, it goes without saying that the power to persuade is greatly diminished when it is not coupled with vigorous and suasion of the University's leaders, it goes without saying that the power to

The task force was gratified that in its remarks to us the president and the provost have reiterated, and indeed strengthened, the sense of urgency and commitment they feel toward an increased black presence at all employment ranks. Given the consensus on the need for affirmative action to improve on past results, the task force sees no purpose in further recriminations concerning unfilled goals which have been set; rather, we have addressed ourselves to the development of means for achieving better results in the future.

A. Academic Personnel

1. Nature of Affirmative Activities

There are a number of components of an affirmative action program for academic personnel, including the setting of goals, the developing of a pool of qualified black candidates, and the search, no real change in appointments can be expected.

b. Developing the Pool: In developing the pool of potential black faculty members, universities have an opportunity not available to other employers, since it is through their own activities, namely their graduate programs, that they produce their future personnel. Thus our concern with increased representation of blacks on the Pennsylvania faculty requires that this University— as well as the sister institutions to whom it so frequently turns for junior faculty— give increased emphasis to the education and training of young black scholars and teachers lest the process of goal-setting, which makes reference to the percentage of blacks in the available pool, become in effect a negative quota holding down the number of future appointments.

Further improvement in the pool of available candidates can be expected if personnel committees cast their nets into waters seldom explored in the past. As long as the people doing the hiring are dubious about the background possessed by the candidates who result from this broader search, no real change in appointments can be expected.

For this reason, among others, the task force recommends a faculty internship program which would bring a number of very talented minority doctoral candidates to Penn for a year to complete work in their dissertations and serve as teaching or research assistants. The internship (of $5000 to $10,000) would be competitive awards, each department submitting its best candidates; the department would have to indicate that there is some likelihood the intern will be hired as a regular faculty member following the internship. Such a program should benefit the interns by enriching their research and scholarly training as well as increasing black presence, and give the University an early opportunity to become acquainted with first-rate black (or other minority) Ph.D.'s. Even were an intern to go on to another institution after the first year, the University will still have made a contribution to the national pool of minority candidates with good preparation for a career in teaching and research.

Adequate funding for the internship program will be a very important factor in its success; the program should lend itself to seeking support as part of the current development effort. The administration of the internship program would involve promotion and initial screening by the Committee on Minority Faculty Recruitment and final approval by the Provost's Staff. In the event of a vacancy, the president and provost must in all cases result from formal search committees in the relevant faculty bodies, operating either on a standing basis or established especially for the identified vacancy, each committee having a member designated as its affirmative action member, whether this is the affirmative action officer for school or another person working with that officer.

The task force recommends that personnel committees be reminded at the outset of their search of their responsibility to advertise appointments, to write to the appropriate people at a wide range of universities, to contact the office of minority faculty recruitment, and to establish whenever possible ongoing files of potential black applicants for the future.

It has previously been suggested that an office of minority faculty recruitment be established with the development of a central file on minority faculty prospects being one of its major functions; this file would then be available to departments seeking to fill academic positions. The task force agrees that the existence of such an office at the University would provide a valuable locus for information, particularly from persons from outside the University or from outside the field in question who have for one reason or another had occasion to identify a promising minority faculty member whom they wished to bring to the attention of relevant hiring committees. But the task force is of the view that a central data bank is unlikely to prove a primary means of improving black presence at Pennsylvania; nor does it seem to be anything more than an appeal in the mere fact that files from around the University would be

as being well served by an increasing diversification of background among their colleagues. Moreover, the processes of review which are a part of goal-setting can generate faculty awareness of the University's—and their own—responsibility to promote affirmative action.

The increased emphasis on personnel planning at the University, including the recent promulgation of moving five-year projections of "durable income" available for faculty support, provides an excellent opportunity for the more deliberate and national affirmative action effort that the task force believes is advisable.
“centralized.” The variety of fields in which searches are conducted and the inevitability that much of the data will become rapidly dated makes it unlikely that any central office can be a major resource, or certainly one that would relieve individual search committees of their obligation to conduct a broad and serious search for black faculty and to build their own files. Nonetheless, it seems advisable for search committees at least to touch base with the office to determine whether any names have been referred which bear investigation.

d. **Selection**
The data generated by the search process should, obviously, lead next to the selection of a candidate or candidates based upon the University's long-standing policy against discrimination in appointments. The task force also endorses the coexisting aspect of the University's affirmative action policy, formally adopted and frequently reiterated, which requires that in order to diversify the faculty, blacks (and members of other minority groups and women) are to be preferred, all other things being equal. To give real substance to this policy, the task force agrees with the view (developed in greater detail below in the discussion on University life) that the recommendation of any candidate who is not a member of a minority be made in light of a specific comparison of that candidate with the most highly qualified alternative black candidates rather than simply in terms of a general notation of the number of black (and other minority) applicants who were reviewed by the search committee.

Whenever such a comparison is not submitted, or even more so whenever a full-fledged search was not performed, the burden should be on the department making the recommendation to explain why broad-scale recruitment efforts and concrete comparisons were inappropriate in that particular instance.

The task force considered the suggestion that an appointment should be rejected when the department or school in question continues to fall short of its stated goal over a period of one or more years, but did not find it necessary to go that far this time.

The failure to meet the recommended goals should prompt a process of encouragement from the central administration for a greater effort by the department in the future. If a substantial shortfall continues in the achievement of the goals set, a restriction in the future availability of appointment slots for a department or a school becomes appropriate.

e. **Retention**
The final aspect of an affirmative action program is the necessity that proper steps be taken to make the University of Pennsylvania an attractive place for blacks. The task force recognizes that members who are offered jobs, especially for those who come to join the faculty, is a subject which is addressed in the discussion on University life. It goes without saying that salary equity is the minimum prerequisite for a sound and successful retention policy for black faculty, and this is obviously true in which the central administration can play an important role. The affirmative action program now in existence has brought about steps to redress past inequalities in salaries. The figures available to the committee indicate that on the faculty side there is no statistically apparent inequality for blacks. The numbers involved are too small for any broad generalizations, but the black faculty include a number who have moved up from the junior ranks to tenure, distinguishing them as members of the faculty.

The task force recommends that this supplemental fund income continue to be available and that further steps be taken to overcome its undertilization.

While it appears to the task force that the limited duration of such support (three years) may create a disincentive for its use, this explanation, if true, requires renewed effort to make the fund attractive by educating the deans and chairpersons to its value, since continuation of supplemental support for black faculty beyond a short period might be counterproductive. Were the prospective withdrawal of special funding to occur at the same time as the tenure decision (e.g., after five or six years), an extra burden would have been placed on the Department chairman, a matter that is the responsibility of the provost and is dependent upon the Department chairman, a matter that is the responsibility of the provost and is dependent upon the Department chairman, a matter that is the responsibility of the provost and is dependent upon the Department chairman, a matter that is the responsibility of the provost.

At the heart of the steps which seem to be required for a successful affirmative action program to function at the University are changes in administrative mechanisms beyond those already described. Three steps are recommended. The first originates in the manifest need for the provost to demonstrate more plainly and implement more vigorously the University's commitment to affirmative action for academic appointments.

**The task force recommends that the provost designate an individual whose primary charge is the implementation of affirmative action in academic appointments.**

In the absence of such an identified individual—where the affirmative action responsibilities are added onto numerous other responsibilities of the provost's staff—there is great danger not only that the responsibilities will be neglected by the individuals involved because of other demands on their time or loyalty, but also the even greater problem that the absence of a visible focus for the program tends to make it disappear as a day-to-day matter. The individual may be one with other faculty duties, but should have his or her role as special assistant to the provost for affirmative action (with reference to women as well as minorities) as the sole administrative assignment. Among other reasons, it is important that the special assistant not be so overburdened that his or her review of cases will cause undue delays in the appointments process. Besides membership in the Provost's Staff Conference, this assistant should have easy and direct access to the provost, and it should be made clear that he or she speaks with the authority of the provost behind all decisions. The assistant can be looked to as one of the University's liaisons with the federal government, along with the provost of the Office of Equal Opportunity. The latter's authority has thus far been confined to non-academic personnel, although his office gathers statistics on faculty appointments, a function it should continue to perform.

**This special assistant, and ultimately the provost her- or himself, must be prepared to reject otherwise acceptable appointments solely on the basis of inequity or unmerit.”**
employees, they represent only four percent of those earning above $19,000 per year; the group of 50 highest-paid University administrators includes not a single minority group leader. (Furthermore, in the past year the University has lost several of its most highly placed black administrators.)

This is a matter of serious concern to the task force. Aside from the inherent need to improve the status of blacks on the nonacademic staff, it seems clear that the administrative officers of the University should be setting an example for the academic units in their own hiring and promotion practices. In the absence of highly visible affirmative action efforts by the central administration in its own personnel actions, it is hardly surprising that the majority of the University community has come to doubt the administration's commitment to the principles of affirmative action.

While still short of perfection, the University's efforts to open the ranks of nonacademic personnel below the executive level seems to have been rewarded with greater success. As part of these affirmative action efforts the University has developed an open hiring process which includes posting and publication of job vacancies. We hope that this will result in freer competition by blacks for University positions, greater mobility within the University for qualified persons, and a diminution of the perpetual problem of favoritism and the "buddy network." In furtherance of this aim, the committee recommends that:

Whenever possible, the office conducting the search be permitted to begin its process, including the advertising of the position, before formal authorization for the position is received if there is urgency in filling the slot.

This will require cooperation from the personnel office. It is recommended because the present procedures, which delay formal notification after a hiring decision, mean that for urgently needed positions there is an understandable and probably uncontrollable urge on the part of the administrator in charge to turn to the "buddy network" in advance of formal authorization so that once the delays experienced in receiving authorization have been passed, the position can be filled almost immediately. The regrettable result is thus that by the time a position is approved by the personnel office, it has often been informally filled, thereby reducing or entirely eliminating the function of the open advertising and search process which follow formal personnel authorization.

II. Undergraduate and Graduate Admissions

A. Introduction

The goal of attaining a significant and representative number of black students among the academic community at the University of Pennsylvania has not yet been reached. Over the past eight years a number of programs, programs and committees have attempted in both formal and informal ways to implement what has been an articulated University policy in the area of admissions: to admit, matriculate and graduate an increased number of black students to our undergraduate, graduate and professional degree divisions. Although initially an overall increase in the number of black students can be said to have been achieved relatively rapidly within the total student body, the number of black students in quite a few areas has begun to decline rapidly, and in other areas increases have been either minimal or nonexistent.

Although no specific goals with regard to the numbers of black students have ever been established, the view generally has been that a representative range—given national student population figures and our own strong attractiveness as an institution—would be somewhere between five and 10 percent, depending upon the division and program or upon recruitment effort and the availability of adequate financial assistance. In 1969, University trustees approved a plan to add $150,000 a year to the financial aid budget for the undergraduate divisions for four years until a total of $600,000 in additional assistance was available to provide for the increased costs of financial assistance to black undergraduates. To date no such additional funding has been allocated to provide for increased numbers of black students at the graduate level.

Generally it has been somewhat less difficult to attain a significant increase in the number of black undergraduate students, although currently those numbers have in the past three years been subject to the largest numerical decreases. With the exception of the College of Engineering and Applied Science, on the undergraduate level not a single division has shown any significant increase in the number of black students since 1974. * On the contrary, declines in black student enrollment, particularly in the Wharton
School and the School of Nursing; suggest that the undergraduate divisions represent such levels of failure as to require special study effort. We find it additionally significant that on the undergraduate level the quality of black matriculants has shown impressive gains while the total applicant pool remains nearly constant at nine or 10 percent of the total applicant pool. However, rates of decrease in black matriculants have been more than one percent each year for the last three years (1973-76) as overall freshman class size has increased by more than 10 percent during that same period.

At the graduate and professional school level few schools have shown real growth in numbers of black students although their overall numbers of students have increased somewhat. In others, numbers of black students have sharply declined while overall student population figures have dramatically increased.* By far the most serious shortfall on the graduate level is the Faculty of Arts and Sciences (FAS), which has fewer than one percent black students enrolled in Ph.D. programs among an overall student population of more than 3,000 students in some 60 departments.

The effectiveness of special recruitment efforts in increasing both the quantity and quality of black students in undergraduate or graduate divisions has been well documented, and it is clear that the utilization of increased financial resources for recruitment and economic assistance has played a vital role in obtaining past levels of success. However, unless these recruitment efforts are generalized throughout the University, the University's overall results will continue to be less than satisfactory. Among the graduate students that have experienced the most severe difficulty in increasing black student enrollment are those which have no special recruitment programs for black students. Social work and engineering have been able to maintain a significant measure of success in their special recruitment programs, while the graduate schools as a whole and the graduate FAS in particular continued to experience the most severe decrease in the number of black students matriculating.

B. Further Trends in Admissions

In 1976 there was a continued decrease in the number of black undergraduate matriculants in the entering freshman class, although there was a slight increase in the size of the total freshman class and an increased number of black students in the applicant pool. Previous decreases from 1973 (nine percent of total matriculants) to 1976 (seven percent of total matriculants) have reduced black matriculants by more than 20 percent while the overall freshman class size has increased by more than 10 percent.

Admissions office quality indicators show that there have been increases in average SAT scores and Average Class Rank (ACR) since 1973 for all black students matriculating. In 1976, of all students enrolled as freshmen in the Benjamin Franklin Scholars Program three percent were black, an increase over the previous year's one percent. In view of efforts to increase the number of black students in the undergraduate division above present levels where possible, we have fallen short each year since 1973.

At the present time there are some 350 black graduate students among all divisions of our graduate school population. This is slightly higher than the previous year's total of 343; but since total graduate enrollment has grown it constitutes a drop in percentage of total graduate enrollment from four percent to three percent.* The black graduate student population is now less than three percent of that total while in 1972 it was more than four percent of the total graduate student population.*

In a few graduate schools and divisions, black student numbers have continued to increase in spite of total percentage decreases (law, medicine, veterinary medicine, graduate education, engineering). However, the largest graduate division, FAS, has shown both a drastic decrease in the number of black students enrolled in Ph.D. programs in spite of increases in the total number of students enrolled in Ph.D. programs of more than 30 percent. Blacks now are less than one percent of the total number of Ph.D. candidates in FAS while in 1974 they accounted for approximately two percent of the total. Other graduate divisions have experienced sharp drops in black student enrollment in spite of continued special recruitment efforts.

Black student enrollment in Wharton graduate division has dropped from eight percent in 1973 to approximately three percent in 1976.

C. Undergraduate Admissions

1. Recruitment

The recruitment effort to attract and enroll black students in the undergraduate divisions is included in the Minority Recruitment Program, one of seven programs in the admissions office that identify, recruit, select and enroll all undergraduates in the University of Pennsylvania. The Minority Recruitment Program was established in 1972 when the admissions office restructured its work into the regional and program scheme, although records indicate that special minority recruitment was implemented as early as 1968. Minority recruiting is accomplished by a full-time black staff member with the assistance of a part-time administrative assistant and the aid of student volunteers. The 1973 C.O.F.H.E. report which evaluated Penn's overall performance with the most selective institutions in the country ranked Penn with Stanford, Princeton, and Harvard in ability to draw applications from talented black students. Yet Penn's ability to enroll these black students has been declining since the peak in 1972 when the freshman class included 9.1 percent black students;

Data on freshman classes in the Ivy League also show that a similar decline has occurred.* Penn's fall 1975 entering class fell to 7.1 percent black students, and this trend may have continued this year in light of the overall drop in applications for admission.*

This downward phenomenon at Penn and in the Ivy League has run counter national trends in college recruitment and enrollment efforts, which have increased during the past three years (1973-76) as overall freshman class size has increased by more than 10 percent during that same period.

In light of this downward trend and the available national pool of black students, we recommend

That increased attention be given to closely coordinating all recruitment efforts with national, regional, and local programs which identify, support and provide financial assistance to high-potential black students; that greater attention be given to secondary schools, which are preparing early in the high school years for graduate and professional education; and that increased attention be given to attracting black students who live outside the feeder northeastern states, which presently supply over 70 percent of both black and white undergraduates.

National trends indicate that increasing numbers of black and all students are preparing early in the high school years for graduate and preprofessional training in college. The American Council on Education reports that blacks are more likely than whites to pursue a business major (23 percent vs. 13 percent) and a NSSFNS survey indicates that biological sciences, psychology, law, education and social science professions were preferred over other fields. Because Penn tends to place more emphasis on generalized recruiting within the regional structure, we recommend

That increased attention be given to the growing number of black students seeking professionally-oriented interests such as business, engineering, architecture, social work and health science which are particular strengths at the University.

Closely related to this goal, we recognize that special assistance may be rendered in this area by faculty and students within these divisions who may best locate and encourage black students to continue their educational plans at Penn. Other than the engineering school, no graduate divisions involve faculty and staff in recruiting black students on a continuing basis. Toward this goal, we recommend

That each undergraduate school form a committee of faculty, staff and students to advise and assist the Minority Recruitment Program.

* References are to tables available on request from Dr. Bernard Anderson.

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director in specialized efforts to increase the enrollment of black students in the various disciplines and professions.

Other than the minority recruiter, there are no black professionals on the admissions staff. It is likely that this limited professional assistance has contributed to the failure to keep pace with past successful performance. We note that Harvard and Princeton have several black as well as other minority professionals on their admissions staffs and that they have been able to halt the downturn and have succeeded in enrolling a current freshman class of more than nine percent black students. To provide additional staff support in the area of minority recruitment, particularly in the regional divisions, we recommend

That the admissions office increase in number of black professionals to provide additional resource in recruiting black students in all areas of admissions programs.

The financial resources (approximately $14,000) for minority student recruitment programs have not been increased since 1972 although program costs have escalated appreciably, particularly mailing costs, travel costs, publications, and other essential recruiting expenses. As a result, the emphasis of the program has shifted from personal contact with students and their families within their familiar settings to a marketing approach involving mass mailings and concentrated regional travel. This tends to be impersonal and unfavorable to minority students who live outside the regional centers or who have high potential but do not perform well on standardized admissions testing. While the market approach has many merits, a different approach is necessary when recruiting black students who do not readily see the advantages of attending a large, highly competitive, costly university where 98 percent of the faculty is white.

Studies on recruitment programs showed that successful institutions stressed academic programs, offered special minority programs; employed minority recruiters; made admissions decisions at the time of recruitment; and were able to finance minority programs out of their regular operating budgets, thereby evidencing an institutional commitment to a minority recruitment program. Colleges that integrated special recruitment efforts aimed at minorities into ongoing recruitment policies and budgeting had larger minority enrollments (source: Sedlacek, Strader & Brooks, "A National Comparison of Universities Successful and Unsuccessful in Enrolling Blacks over a Five Year Period," University of Maryland, 1974). Therefore, we recommend

That increased financial resources be provided to the minority recruitment director to expand programs to increase the enrollment of black students. Specifically, that the present administrative assistant be assigned to the director on a full-time basis and that funds be provided to enable those traveling on behalf of the University to engage in personal communication with black students.

This additional financial, administrative, faculty and division support will allow the minority recruitment director to better coordinate all recruitment efforts with the undergraduate divisions, plan special yield programs and devote time to the essential tasks of greeting, interviewing and selecting black candidates for admission.

2. Selection

At present, approximately 75 percent of all black students are admitted through the special admissions category primarily on the basis of admissions tests (source: Memo from Dean Johnson). A profile of black students indicates that many of them should have been admitted in the regular admissions category since their test scores and class rank clearly indicated that they could perform academically at an acceptable level in the University. We believe that admitted black students with a predictive index of 2.0 should be admitted into the regular admissions category.

In view of the difficulty involved in evaluating the credentials of some minority candidates for admission who fall below the 2.0 level, the assistance of a special committee composed of members who have special skills, experience and understanding in evaluating student characteristics and institutional needs may be an invaluable resource for the admissions process. The present system, because of its less flexible procedures and greater time constraints, does not effectively serve the special needs to evaluate, with greater care and sensitivity, the applications of minority candidates who do not meet traditional criteria for admission. We therefore recommend

That a special admissions committee be formed 1) to evaluate for admission those students who do not meet requirements for admission through the regular process but who have been designated eligible for special admission status; 2) to advise the dean and the admissions staff of matters relating to the admission of black and other special students and 3) to provide guidelines regarding any modification in admissions policy.

Where possible, black students who meet the regular requirements for admission should be designated as such so that the committee can appropriately focus on those students who present significantly different academic credentials and personal characteristics. Similarly, where the admissions office designates freshmen of the highest ability for special honors and other academic recognition, i.e., Benjamin Franklin Scholars, University Scholars, early admission, or early decision, special care must be taken to insure that outstanding black students are so designated since the matriculation yield may be enhanced among this group of highly competitive students.

3. Financial Aid

The Howard University Institute for the Study of Educational Policy reported in a 1976 study that of the many barriers to equal educational opportunity for blacks, the greatest is financial. Successful recruitment of blacks is highly dependent upon adequate financial aid to offset the negative impact of high educational cost and low family income. In terms of financial aid to undergraduates, the University compares favorably with peer institutions. The committee, did, however, perceive areas in which the administration of financial aid constitutes a barrier to blacks. For example, a recommendation that the initial $950 of cost to Pennsylvania residents and disadvantaged students be borne by the student is, in itself, prohibitive in some low-income families, particularly as family size increases. The financial aid office through its own procedures has developed a system which provides information regarding financial assistance to minority students and the yield rate of the various packaging levels. For example, in 1975, 312 minority students were offered assistance and 152 accepted the proffered packages, the result indicating that the largest number of students accepted the standard but less attractive package while the yield rate of the more advantageous number 2 or better package was significantly higher even though that group was smaller in number.

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<th>Matric</th>
<th>Mean Award</th>
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<td>1. B.F.S.</td>
<td>9</td>
<td>5</td>
<td>$4500</td>
</tr>
<tr>
<td>2. Pa. &amp; Disadvantaged</td>
<td>65</td>
<td>41</td>
<td>$4500</td>
</tr>
<tr>
<td>2* F.A. Designated</td>
<td>53</td>
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<td>$5900</td>
</tr>
<tr>
<td>3. Standard</td>
<td>185</td>
<td>81</td>
<td>$5500</td>
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<tr>
<td>4. Residual</td>
<td>No offers</td>
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This suggests that the financial package directly affects matriculation. We were unable to obtain such information for black students, however, because this more precise information, though available with the admissions data system, is not fully incorporated into the financial aid file. In light of the declining trend in enrolling black freshmen in the undergraduate schools and the significance of financial assistance for this group, we recommend

That incorporation of the admissions and financial aid files be implemented so that data may be made available to 1) properly review the effect of packaging on the yield of black students during the past four years and 2) further monitor such efforts on a yearly basis so that any marked trends may be evaluated and appropriately considered in Admissions and Financial Aid planning.

D. Graduate Areas

1. Recruitment and Selection

As indicated earlier, the trend in graduate admissions of blacks at the University is even more regressive than at the undergraduate level. The decentralization of graduate admissions results in structural complexity and a diversity of policies and procedures within which minority recruitment receives varying emphasis and reflects varying results. In the example of graduate-level arts and sciences, the profile is as follows:

<table>
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<th>Total</th>
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When distributed among the enrolling departments in the graduate arts and sciences the number of blacks in each department is abysmally low. But note also that of the 62 graduate groups in the University, one-half enrolled no blacks during the period shown.

According to a 1974 study by the Graduate School of Arts and Sciences' minority recruitment office, the experience of institutions whose success in minority graduate recruitment exceeds that of the University of Pennsylvania demonstrated a necessity for structured programs expending special effort to recruit minority students. Such efforts are in evidence at FAS, Wharton, College of Engineering & Applied Science, law, medical, dental, social work and veterinary schools. The wide range in results is difficult to analyze, given the variation in policies, procedures and funding levels, the lack of a uniform method for identifying minorities, and the general paucity of relevant data.

Despite these specialized efforts, admissions data show a continuous decline in minority enrollments. The experiences of three schools are useful as illustrations:

An analysis of data on admissions to the School of Medicine also reflects declining minority enrollments. In a memorandum from Iona H. Lyles, assistant for minority affairs in the School of Medicine, to the Black Presence Task Force, dated September 10, 1976, Ms. Lyles indicates that the school does not perceive a need for preferential treatment of minority applications:

Yes, institutional policies are clear on whether minorities will be assured equal treatment and non-discrimination or be accorded compensatory or affirmative action. The School of Medicine administration clearly advocates that minority students should be afforded the same treatment professionally and academically as all students.

The data included in the memorandum show a sharp decline in minority enrollment over the past two years. Since 1974, there has been a decrease of over one-third in the number of minority admissions, reflecting a decrease in enrollment of eight students, from 22 in 1974 to 14 in 1976. Furthermore, the net increase in minority enrollment over the past seven years is only two students.

The graduate School of Social Work, which shows the greatest proportion of minority enrollment of any school in the University, also shows the largest percentage decline in minority admissions. In her response to the task force, Barbara Still, minority recruiter for the School of Social Work, outlines the school's commitment to minority students:

Enrolling a substantial number of minority students is one of the school's ongoing concerns. The school's commitment is to have each class be 50 percent minority. Special recruitment funds are available for this purpose. Annually monies are allocated in the school's budget for salary of the minority recruiter and for a recruitment budget. Financial aid is available for minority students. A large proportion of the funds for needy students is given to minority students . . . . Institutional policies are clear that minorities will be accorded affirmative action . . . . Although some financial aid is available to minority students the amount has to be increased to obtain the school's commitment to having each class be 50 percent minority.

An examination of the school's "Statistics on Minority Enrollment" indicates a steady decline in minority representation as the student body more than doubled in five years. In 1971, approximately, 43 percent of the school's enrollment came from minority group members. In 1976, the figure was down to 22 percent—barely more than half of the representation in 1971.

A comparison of the class profiles of the Wharton graduate division for 1975 and 1976 reveals a significant decrease in the representation of minority members in the student body. The 1975 class profile shows an enrollment of 7.9 percent minority students, as compared to 5.0 percent in 1976. This represents a decline of over one-third from one class to the next. The profiles also show a significant decline in the proportion of the class receiving financial aid, down to 39 percent in 1976, from 45 percent the preceding academic year.

Selection is, of course, facilitated or limited by the quality and size of the applicant pool. Selection, as in other aspects of the admissions process, varies among and within schools and departments. A pattern of rejecting black applicants based primarily on "lack of preparation" and low GRE test scores was perceived, which raised the question of cultural bias in standard testing.

2. Financial Aid

Nationally, financial aid programs tend to be less favorable to graduate than to undergraduate schools. Given the fact that family income is generally less for blacks than for whites, the likelihood of family support beyond undergraduate study diminishes. It has been demonstrated that black graduate students rely primarily on their own resources in contrast to white students to whom family support is more likely to be available to meet the cost of graduate education. Financial aid, then, increases in importance as a factor affecting black enrollment in graduate schools. The available data for graduate enrollment at Penn is limited to first-year students in the graduate arts and sciences. Financial aid is offered via Fontaine fellowships and Ashton scholarships covering tuition, fees, and stipend.

In addition, it is important to note that the toal number of blacks receiving financial aid remained constant at 12 each year, spring 1972 through fall 1975. Attrition and graduation figures are not available, but it is at least clear that no gains were made in the use of financial aid as a means of increasing black enrollment.

E. Recommendations

Graduate

1. The record of a decentralized graduate admissions effort and its impact on black presence speaks for itself. We therefore recommend the establishment of a centralized structure, with accountability to the vice-provost for graduate studies and research, to provide assistance and support to the graduate department and to coordinate, monitor and evaluate all facets of the University's graduate admission of blacks.

Through this structure, the following additional recommendations should be pursued:

a. Provision of increased resources for financial aid to black students, and staffing of minority recruitment programs.

b. Design and implementation of a mechanism for collection of data required for follow-up and evaluation of admissions processes, and coordination and stimulation of research into questions affecting black admissions.

c. Examination and utilization of the experience of schools within the University and elsewhere whose efforts have yielded positive results in recruitment, enrollment and retention of blacks.

d. More extensive use of the University's undergraduate body as a source of recruitment of blacks.

e. Greater involvement of faculty, students and alumni in black recruitment efforts.

f. Development of a flexible and more uniform selection process which recognizes the disadvantages to blacks of GRE test scores on which admission decisions are largely based.

(This recommendation is essentially an endorsement of the components of a June, 1974 proposal for establishment of a minorities graduate center and a similar, more recent proposal for an office for recruitment of minority graduate and professional students.)

General

2. Promulgation of clear written objectives, policy, and procedural guidelines for admission of blacks to the University, to be communicated to all facets of the University community.

3. Development of a format to involve the University community in shared responsibility for implementing the recommendations and
exploring other means for achievement of the University's admissions objectives.

F. Conclusions

The inquiry of this committee has focused on recruitment, selection and financial aid as primary factors of influence in the enrollment of blacks at this University. The committee reviewed documents and talked formally and informally with key persons who generously shared their experiences and insights. While commendable effort is evidenced in some schools and departments, it is clear that the University has failed to admit significant numbers of blacks, especially at the graduate level.

It is troubling to note that many of our findings and recommendations have appeared in preceding studies and reports, but to no avail. Philosophically, morally, and realistically, we believe that there can be no further delay. While the stature of this university is nurtured by the greatness of its scholarly endeavors, history may also judge the University in terms of leadership in this critical area of human endeavor.

While the clamor of the sixties is no longer heard, the black expectation of greater equity has survived, heightened and matured. Equal access to higher education becomes a master key of social and economic good.

III. Report of the Subcommittee on Curriculum

The subcommittee on curriculum of the Provost's Task Force on Black Presence attempted to define the subject. The initial issue here was one of accountability: 'Who teaches what? When? Why? And How?' The sense of the committee's discussion was that 'curriculum' is an ad hoc arrangement of courses which depends a good deal on the inclinations of individual faculty members. Tenured faculty may be asked to teach specific courses, but in most instances, they play strong individual roles in each department concerned. It is clear that each person will only take on courses for the particular semester. On the other hand, the subcommittee recognized that schools and departments normally have a broad, overall design which governs course offerings. The question of how a single course is taught (composition of the syllabus, number and type of assignments, and general methodological framework conditioning the subject presented) also seemed to resolve itself into a matter of individual choices. Here, assistant professors are as autonomous as tenured faculty. The form and content of large survey courses and of prerequisite courses for a major seem to be the only ones determined by a department or a school as a whole.

There was considerable discussion on the issue of including African/Afro-American concerns in the University curriculum as a whole. The logical conclusion was that under the University's present system, only individual instructors can insure that such concerns become a part of the curriculum. Departments can institute separate courses treating the African/Afro-American experience, but these courses will have little effect on the curriculum.

The committee recognized that there is no uniform way of verifying this "feeling." Again, the committee realized that there is no coherent means of guaranteeing an adequate representation of the African/Afro-American experience in any particular course. Persuasion, suggestion, and personal appeal to individual instructors are the prevailing means used to broaden the University's curriculum. On the other hand, several members of the committee pointed out that the University's Afro-American Studies Program—if properly constituted—might serve as a vehicle for instruction in the African/Afro-American experience.

Two points of view emerged from this discussion. In one camp were those committee members who felt that Afro-American Studies was an "impractical" enterprise in a world where black university students are interested in fields of study that lead to entrance into professional schools, occupational training, or to immediate, gainful employment. Those who supported this position argued that substantial economic improvement in the black American and African situations would result from the training of black and African students in the standard curriculum. The counterargument proposed by several committee members was that Afro-American Studies are an interdisciplinary endeavor designed to provide an enlightened view of intellectual areas that are vital to all students. They pointed out that it might be useless to educate an increased number of black American/African students at the university level if this group was simply to serve the same exploitative ends that have characterized the West's relationship to black America and Africa. An informed conception of African/Afro-American history and culture might insure a more fruitful role for educated blacks in the genuine improvement of the black American and African situations.

The committee's debate focused on the type of education most suitable for blacks at the University of Pennsylvania. Of course, this fact alone indicates that black students are still perceived as peculiar entities in the general University setting, and are still apt to become victims of debates that set "black economic realities" against "black intellectual/cultural foundations."

The Future Direction of Afro-American Studies at the University of Pennsylvania: A Proposal

"The Future Direction of Afro-American Studies at the University of Pennsylvania," a proposal submitted to the task force by Houston Baker, provided the basis of continuing discussion within the subcommittee. The Afro-American Studies Program at the University of Pennsylvania is entering its fifth year as an interdisciplinary enterprise devoted to teaching and research in the Afro-American experience. During its brief life, the program has had three directors and has suffered some of the pitfalls that have beset similar programs across the United States. At present, however, the program seems to constitute one of the strongest areas of the black presence at the University of Pennsylvania. It is envisioned as the core of that "presence" and has benefited from the services of a number of recent additions to the Penn faculty. Courses related to the Afro-American experience have also been included in the recent offerings of the program, in other words, rests upon factors that might be considered extrinsic to the real, day-to-day operation of the program. This extrinsicity, though, can be seen as detrimental to the continued progress of Afro-American Studies as a viable program. After all, if the strength of a program is contingent upon the good offices of others or upon the chance addition of one or more courses to the overall curriculum of the University, it can hardly hope to flourish. The present proposal, then, might be called an intrinsic model for the future growth and development of Afro-American Studies at Penn.

Given the faculty now teaching Afro-American Studies courses and the good will of a sufficient number of FAS faculty, the approval of a major in Afro-American Studies will not be a problem. This proposal suggests that a committee be selected to draft a plan for a major to be placed before the FAS Committee on Instruction. Such a planning committee would require the support of the FAS dean and would consist of the director of Afro-American Studies and faculty members from departments such as history, sociology, English and others, where Afro-American Studies courses are offered. If the primary assumptions are correct and the Afro-American Studies major is approved, departmental guarantees will play an important role. In other words, departments (perhaps through a departmental council consisting of chairmen or their representatives) would commit themselves to offering specific courses in Afro-American Studies during specific semesters of the academic year. We might suggest a three-year plan for relevant departments.

We must assure continuity in our offerings so that we can specify a group of core courses for majors or potential majors. However, given the traditional prerogatives of University departments, chairmen may be quite unwilling to guarantee particular courses or to commit themselves to a particular course. If this proves to be the case, an alternative approach should be adopted. This idea would involve involving three or four appointive slots to the Afro-American Studies Program. Such slots as assistant professorial slots (perhaps joint appointments) would be under the supervision of an advisory committee consisting of tenured and untenured faculty members with both pedagogical and research interests in Afro-American Studies.

The model being proposed is drawn from the Native American Studies Program at Dartmouth College. There are any number of issues to discuss vis-a-vis the proposal, but one of the more important ones is the academic viability of the University's Afro-American Studies Program. Only by presenting Afro-American Studies as a major, by offering a coherent set of
The University experience should be one that maximizes the intellectual, social, cultural, and emotional development of its students, and offers broad opportunities for faculty and staff to achieve self-fulfillment through their work. In order to effectuate these goals, the University must have policies and programs designed to ease the adjustment to college life and to provide an environment that is congenial and hospitable to personal development.

In its examination of University life, the task force focused on the aspects of University life that are most important for generating a hospitable environment for the black presence. In particular, University policies and practices on (a) residential life, (b) student support services, and (c) student extracurricular activities were reviewed. The current status of the black presence in these areas was assessed, based on an examination of University documents and interviews with faculty, administrators, and members of the undergraduate student body.

The general consensus that emerged from an examination of University life is that special attention must be given to the myriad factors associated with the black identity in a predominantly white environment. Black students, in particular, are most conscious of their minority status within the University of Pennsylvania, and all too often, have felt a sense of unease and alienation from the mainstream of University life. To some extent, this feeling is the result of past life experiences in which many black students functioned largely in a predominantly black environment where they perceived much wider opportunities for self-expression and self-development than they perceive at the University of Pennsylvania today.

In all, black students accounted for 33.2 percent of those receiving continuing education at the University. The administration should organize an ongoing advisory group of faculty and administrators to offer advice and recommendations on ways to institutionalize the black presence and the quality of University life. The responsibilities of such a group might be performed by the "Black Presence Implementation Committee," or the "Office of Supportive Services," or a combination thereof.

The following sections of this report will focus on the specific areas of supportive services, residential life, and extracurricular activities among undergraduate students.

**Supportive Services and Counseling**

In 1967-68, the University made a conscious decision to enlarge the enrollment opportunities for minority students, mainly blacks. In the process, an attempt was made to attract to Pennsylvania many students who were, in the basis of strict test scores, not deemed to have been admitted under normal circumstances. As a result, the number of black undergraduates rose significantly, and at one point, approached about 10 percent of the undergraduate student body.

The decision to attract an increasing number of black students, many of whom were academic risks, carried a moral obligation on the part of the University to make available the support services necessary to insure student retention and graduation. Unfortunately, the University failed to meet this obligation, and, as a result, many of the black undergraduates admitted prior to 1970-71 faced innumerable academic and other problems of adjustment. That many of them succeeded, graduated on time, and, in some cases, achieved distinction is more a tribute to their determination, drive, and survivability than it is to efforts undertaken by the University to insure that result.

In the past several years, the University has admitted a decreasing proportion of "high risk" minority students, and today, there is little variation between the objectively measured indices of academic potential among black students and the rest. Nonetheless, the need for supportive services continues, not only for a small proportion of black students, but for others, including marginal athletes, special category admissions, and whites in the socioeconomically disadvantaged group.

**Office of Supportive Services**

The office of supportive services in the past initiated and coordinated freshman orientation for minorities. A list of all newly admitted minority students was obtained in June and students, whose standard test scores and other admission information suggested might have academic difficulty, were identified.

Two minority student orientation sessions were conducted: (1) A Philadelphia pre-freshman orientation was held in June. This one-day conference with newly admitted minority students from public, parochial, and private schools in the region provided pre-registration and other valuable information that would otherwise not be made available until September. Marginal students were encouraged to register for tutorials and other study skills supports conducted by the office of supportive services. (2) A fall minority freshman orientation was also conducted for the entire minority freshman class during New Student Week. This program included the same content and format as the session described above.

The supportive services office also assigned an upperclassman peer counselor to each freshman. Through the orientation sessions, counselors, and communication with department heads, the office attempted to be an advocate for minority students.

In 1975, the office of supportive services was reorganized to serve the general student population. The office was placed under the administrative authority of FAS. The demand for tutorial services increased sharply and, during the 1975-76 school year, about 2,100 students received services. One type of tutorial was the "instructional workshop" (also known as "reaching") in which 921 students participated. Of this number, 17.5 percent were black. The mathematics department conducted a tutorial called the "Stretch Program," for 99 students, 44.4 percent of whom were black. The courses in the math program (and a similar course in physics) were extended for two semesters and academic credit was awarded. Department instructors taught the courses for students selected on the basis of aptitude test scores and student evaluation by the tutoring service.

In all, black students accounted for 33.2 percent of those receiving tutoring, and 38.4 percent who received advising/referral from supportive services. These trends suggest that the policy to convert the supportive services office into one serving all students has reduced the visibility of a central facility previously identified as a resource for black students.

During the 1976-77 year, administrative responsibility for the office of supportive services was transferred from FAS to the vice-provost for undergraduate studies and University life. The administrative reorgani-
potentially favorable and potentially harmful effects for black undergraduates. On the one hand, by widening the scope of students served by the program, supportive services will lose the stigma of being a program for “disadvantaged minorities.” The change in image might encourage even more of the black students in need to seek the available services and may enhance the stature of the office among other students and faculty. On the other hand, while the services are being distributed to a wider scope of students in need, it is important to prevent the change in policy direction from diminishing the services available to black undergraduates. Under the new administrative structure, special efforts should be made to identify the black students in need of academic assistance, and to provide them with the services they must have in order to compete successfully within the University.

Recommendation:

An “early warning” system should be developed to identify undergraduate students in need of supportive services and other remedial assistance. The office of supportive services and the office of counseling services should jointly be involved in developing the system and in providing students with the resources necessary to perform successfully in their academic work. Special efforts, including outreach procedures, should be implemented to ensure that black students receive the assistance they need.

University Counseling Service

The University counseling service provides ongoing services by professional psychologists to help students develop greater self-understanding and desired change in behavior. Students are given the opportunity to explore the difficulties they face and possible ways of resolving them.

Typically, students come to the counseling service for assistance in (a) educational, vocational, and life planning, and/or (b) personal, emotional, and social concerns. During 1974-75, staff counseling psychologists saw 680 different students for 2,242 separate interviews. In addition to individual contacts, various types of group services were also provided, including freshman seminars, assertiveness training classes for women, and mini-courses in overcoming anxiety.

The counseling service participated in workshops for incoming minority freshmen from Philadelphia during 1973-75. Other than their involvement, there has been little coordination between the activities of the counseling service and the office of supportive services. Counseling service was not responsible for orientation and academic advising programs for minorities and had no obligation to acquire and analyze data concerning minority student retention. Nonetheless, in 1976, the service undertook a study on the retention of black students as part of a broader attrition study focusing on matriculants in the classes of 1972 through 1975. Results of the study are not yet available.

The counseling service has used student “peer counselors” who were selected, trained, and supervised by three staff psychologists. These students must be distinguished from the peer advisors discussed above in connection with the office of supportive services. Although the role and preparation of the two groups differ, there is a small overlap between the small number of black students who are both peer advisors and peer counselors.

There was a notable increase in the number of black students using the counseling service during the 1974-75 school year. About half the concerns raised by students centered on academic performance and career and educational planning. In 1975-76, the total number of all students seen by the service increased 13 percent, but the number of blacks increased by 25 percent. Ten percent of all students seen were black, about the same proportion of blacks included in the undergraduate student body.

Need for Coordination

Much more needs to be done to coordinate the resources in the office of supportive services with those in the office of counseling, and in career advising. The University of Pennsylvania is fortunate in having a highly qualified professional staff in each of these areas; such valuable staff resources should be organized and linked in a manner most likely to maximize their impact on undergraduate students. The location of these offices within the administrative domain of the vice-provost for undergraduate studies and University life was a positive decision that holds promise for developing the necessary coordination. With specific reference to black presence, what remains to be done is to institutionalize the delivery of assistance to all students in need of support in order to insure their retention in and graduation from the University. In order to insure adequate service to all students, it is imperative to have black and other minority group professionals on the staff of the counseling and career advising in addition to retaining black staff in supportive services. Attempts have been made to attract additional minority staff, but the results of recruiting have not been productive. Further efforts must be made to find qualified minority staff for counseling and career advising as soon as possible.

It is also important to maintain adequate budgetary resources to finance the necessary services. Some cost economies might emerge from a more efficient coordination of services, but supportive services funding should be closely monitored in order to protect against a decline in the availability of services to black students. An “early warning” system should be honored if experience demonstrates that administrative reorganization and redirection of purpose produce adverse effects on the availability of services to black students.

Finally, the faculty of the University should be reminded of its responsibility for the academic development of students. Faculty members have an obligation to encourage students to work toward the limit of their intellectual capacities. Similarly, faculty members should take the initiative to see that students in need of support services recognize and understand their academic weaknesses, and know where to go in order to obtain assistance. Faculty-student relationships are critical to the enjoyment of the University experience, and this is no less true in the case of black students than for others. University policy cannot mandate the quality of interpersonal relationships between faculty and students. The faculty on its own must recognize, accept, and act upon its responsibilities for the development of all students, without regard to race or sex considerations.

Residential Life

The University of Pennsylvania is a residentially oriented university, providing broad opportunities for students to interact with each other and with faculty, outside as well as in the classroom. The residential policy is based on the philosophy that interpersonal interaction in a variety of settings can enrich the academic experiences by exposing students to the uniqueness of other individuals within the university community.

The University offers a diverse set of residential experiences for students. Some reside in living-learning centers, such as Van Pelt House; while others reside in less structured environments, such as the high rise buildings. Still other students prefer to live off-campus under a variety of self-selected housing arrangements. University policy protects the right of black students to freely choose among the alternative housing facilities, without regard to race. As a result, undergraduate housing at the University displays a high degree of racial integration.

Over time, special residential centers have been organized around common academic and cultural interests. In 1971, the University wisely recognized the legitimacy and academic value of the black experience as a sociocultural paradigm for residential life, and authorized the formation of the W.E.B. DuBois Residence. After an initial period of adjustment marked by administrative complications and direction of purpose, the DuBois House has evolved into a well-developed living-learning residential facility which benefits the University at large as well as the small number of black (and white) students who live there.

Despite the evidence of racial integration in housing, it would be incorrect to conclude that racial identity plays no role in the quality of residential life at the University of Pennsylvania. In some locations, where the number of black students is relatively small, such students sometimes experience a sense of isolation, or problems of adjustment, which may not be much attenuated in other settings where a critical mass of black students reside. But even in locations where the proportion of black students bears similarity to their presence in the student body at large, there is some evidence that some students do not participate fully in the life of the residence center.

There is also evidence of difficulties, including racial discrimination, faced by black students who live off-campus. Regrettably, some black students seeking off-campus housing have reported incidents involving the refusal of landlords to rent, the imposition of especially restrictive lease provisions, and the use of unseemly haste in requesting black students to vacate the premises because of alleged violations of the lease. The circumstances surrounding such incidents leave little doubt that race was an overiding factor in the difficulties the students faced.

Assuring the Quality of Residential Life

In assuring the quality of residential life, the responsibility of the University is clear. To a considerable extent, the University is a microcosm of the larger society in which individuals most often select friends and acquaintances from among those whose race, religion, attitudes, and values are most like their own. Nonetheless, because the University experience is an important part of the personal development of students, there is an obligation for the University consciously to augment an environment in which racial and cultural interaction is maximized. It is in the interest of both black and white students to learn about and frequently interact with each other. Such interaction should be based on a recognition of the mutual advantages of racial and cultural diversity.

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University policy, while protecting the right of students to make their own choices regarding interpersonal relations, should encourage and foster the development of interracial, interpersonal relationships based on a philosophy which emphasizes the universality of the human experience. The selection and performance evaluation of residence masters and other staff personnel should include specific criteria for promoting the black presence. Academic and social programs in residential centers should take specific cognizance of the black experience and should be developed in ways that ensure a feeling of hospitality toward black students.

In matters concerning off-campus housing, the responsibility of the University is equally clear. The resources and influence of the University should be used to protect the right of black students to equal opportunity in housing. Local landlords should be informed that the University expects all students, including black students, to be treated fairly without regard to race. In cases where clear evidence of discrimination exists, the University should be the advocate of equal opportunity and should offer assistance, including legal counsel, to students victimized by racism.

Extracurricular Activities

To a considerable degree, the quality of a student's undergraduate life will depend upon the scope and character of extracurricular activities available within the institution. The University of Pennsylvania has a broad range of such activities, many of which have been organized and conducted exclusively by the students themselves.

University policy protects the right of black students to participate fully in all extracurricular activities. Indeed, the contribution of black students to the competitive standing of the University in intercollegiate athletics has been highly significant for some years. Outside the area of sports, however, black participation has been less prominent in many student activities, and in some, has been virtually nonexistent.

To some extent, black undergraduate participation in extracurricular activities might be limited because such students are more concerned with career development and prefer to concentrate their energies on academic pursuits. What is important is that black students who want to participate in University activities not only know they have the right to do so, but also feel welcome to join organizations and activities in which they are likely to be a distinct minority.

Dual Organizations

During the past decade, the University has recognized the duality in the black experience at Pennsylvania, and has provided support to a number of black-oriented student groups. At the undergraduate level such organizations as the Onyx Senior Honor Society, Black Student League, Minority Pre-Law Society, and Black Engineering Society have been supported by the University and indeed, in some cases, gained significant development assistance from the office of supportive services. Similarly, dual black organizations exist in some of the professional schools, as reflected in the Wharton Black MBA Association, Black Law Students Association, and similar organizations in the School of Social Work and in the Medical School.

These organizations have contributed significantly to the quality of life for black students in the University. Because of the decentralization of academic studies at the undergraduate level, and the tendency for students to identify most closely with their field of academic interest, the dual organizations have provided a device through which black students in various departments and schools throughout the University come to know each other and to achieve social as well as educational objectives. Also, such organizations have provided a forum from which black students, as a group, can express their views and concerns to University administrators on a variety of important issues. Questions concerning black admissions, supportive services, housing, and curriculum development have often been raised by the black student organizations seeking to generate University responses for the promotion of a secure and meaningful black presence.

University support of black-oriented student organizations is consistent with long-standing policy on extracurricular activities. For many years the University encouraged fraternities and sororities, even though such organizations often practiced racial and religious discrimination. Today, University policy prohibits discrimination in student organizations, but many such organizations grouped around academic, artistic, cultural, and other interests enjoy official support and recognition. Such organizations enrich the quality of student life and provide opportunities for leadership and group participation that can be valuable in later life. Recommendation: Administration support for black-oriented student organizations should be continued and enlarged. Such organizations help increase the feeling of compatibility between black students and the University. Moreover, the support of such activities is important symbolic evidence of the University's interest in the preservation of a viable black presence.

Black Faculty and Administrators

The quality of University life for black faculty and administration is tied up closely with concerns for professional development and advancement, and with opportunities to participate in the full range of University affairs. In an attempt to crystallize this set of concerns, the Organization of Black Faculty and Administrators (BFA) was formed in 1970.

Since it was organized, BFA has assumed a major role in calling the attention of the University to issues of special importance to the black community. Specifically, BFA took the initiative in preparing a draft report on the black presence which ultimately became the basis for the black presence section of the Development Commission report.

BFA broadly represents the interests of blacks within the University community. Apart from its emphasis on affirmative action, student admission and financial aid, professional development, curricula, and other matters of importance. Yet, BFA cannot be said to speak for all blacks within the University. Some black faculty and administration prefer to act separately from an organized body in expressing their interests and concerns about the quality of equal opportunity at Pennsylvania.

The quality of life among black faculty and administrators can be improved through greater sensitivity and effort to guarantee full participation of blacks in University affairs, and greater recognition of the interests of blacks in the promulgation of University programs. The most recent example of the lack of sensitivity is found in the organization of the development fund effort. To the best of all evidence available, it appears that no conscious effort was made to recruit black professionals for the staff of the Program for the Eighties, and no specific attempt was made to seek funds that might be used to enlarge and enrich the black presence at the University. To some extent, the fund-raising strategy can be explained by the attempt to obtain unrestricted money, as compared with funds earmarked for specific purposes. Yet, the strategy, while understandable, seemed based on considerations which did not include a specific assessment of the costs and benefits related to the pursuit of black presence.

In short, the quality of life for black faculty and administrators is burdened substantially by the way the University deals with the black presence. Too often, the manner and substance of decision-making convey a perception of insensitivity to black interests. Black faculty and administrators are often, but not always, consulted on matters affected by racial implications, but are not as broadly encouraged or sought out for advice and counsel in other aspects of university affairs.

The litmus test of the existence of equal opportunity is whether black faculty and administration feel that race is irrelevant to a wholesome and full participation in University life. It cannot be said that the test would be met today. The task force hopes measures will be taken to correct this aspect of University life in the immediate months ahead.

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(Provisor's response begins on next page.)