

*Briefing to the  
Commission To Develop the  
Maryland Model for Funding Higher Education  
By  
Earl S. Richardson  
President, Morgan State University*

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Morgan's vision and mission are particularly appropriate ones for the State of Maryland, which is undergoing unprecedented changes in the characteristics of its young population. These developments are of such magnitude that significant responses at all levels of the educational system are required to ensure that a large and growing segment of the State's population has adequate access to the education required to ensure the state's future social and economic well-being. Morgan historically has had a major role in serving the type of student now challenging the educational system at all levels. It is capable of expanding this role, which complements those of most other public four-year campuses in the state. In order to take advantage of the emerging needs and opportunities, the University will have to overcome a number of challenges the most significant of which is acquisition of adequate funding to support its mission.

### **Background**

A few facts are required to illustrate the state's educational challenges.

- Maryland's general population is now 29% African-American, the fourth highest of any state.
  - The Hispanic population, while smaller than the black population, is younger and growing more rapidly.
  - The white population is at best stable and probably declining.
- Among adults, there is a large and growing educational attainment gap between the white and African-American population. The educational attainment level of Hispanic adults has decreased dramatically, going from being above that of whites to equal to that of African Americans. This is due to changes in the countries of origin of recent immigrants. (See Figure 1.)
- Maryland's public schools statewide are now nearly half minority, with African Americans accounting for about 40% of public school enrollments.
- The number of high school graduates of all races in the state has been growing since 1995, a trend which is about to end. (See Figure 2.)
  - White graduates, which were a temporary bulge resulting from births to baby boomers, are at their peak. After 2010 they will decline sharply.

- In contrast, growth in black high school graduates has been a long-term trend. This trend will continue following a brief pause. Within a decade the number of black graduates will approach the number of white graduates.
- While only about 6% of public high school graduates are Hispanic, their numbers are growing very rapidly. Within five years, the number of black and Hispanic graduates combined will be about equal to the number of white graduates.
- The socio-economic and educational characteristics of the black and Hispanic public school students, on average, are considerably different than those of white students they are replacing.
  - While the number of whites was increasing the differences between the races did not have much of an impact on campus recruitment because there were adequate numbers of white students in the overall pool of prospective college students. On average, whites have better pre-college preparation and greater ability to pay than the typical minority student. Most predominantly white campuses raised their admission standards in response and used most of their institutional financial aid to attract well-credentialed students to raise their academic profiles.
  - The availability of sufficient numbers of well-prepared white students for Maryland's increasingly selective campuses limited black admissions and resulted in a widening of the bachelor's degree deficit among African-American students, a trend that has become more apparent since 2000.
  - As the number of white graduates decline they will be replaced in the near term primarily by African Americans with poorer pre-college credentials and less ability to pay. Over the longer term, growth in Hispanic graduates will make this change even more pronounced. This year's statewide decline in SAT scores was widely attributed to the increasing diversity among students taking the exam. Maryland, which historically has been slightly below the national SAT average despite its high average income, is now considerably below the national average. (See Figure 3.) This trend can be expected to continue as the percentage of minority students increases. The question is the extent to which higher education will be prepared to provide access to the increasing number of such students coming through the educational pipeline.
- Maryland already has a large gap in the rate at which college-age black high school graduates receive bachelor's degrees from Maryland public campuses.
  - While 33-34% of recent public high school graduates have been black, only 21% of new baccalaureate recipients produced by Maryland are black. (See Figure 4.)
  - The size of this gap has increased since 2000.
  - To achieve parity, the state needs to graduate an additional 3,400 blacks with baccalaureates annually.
  - Very few campuses in the state produce enough black graduates of traditional college age to contribute significantly to closing this gap. Morgan is at the top of this very short list. (See Figure 5.)

- The gap is even greater at the doctoral level, where Morgan is both a state and national leader in the production of African-American graduates. (See Figure 6.)

### **Morgan's Vision and Mission**

Morgan's mission to a significant degree is to help the state to deal with the type of demographic changes it is facing. This is the case in terms of educating students from a wide range of educational backgrounds: carrying out research on which focuses on problems faced urban and underserved population; and carrying out community service programs needed by under-served populations. Its vision is to be recognized as a state and national leader in carrying out this access-oriented mission.

#### ***Vision***

*Morgan State University will be recognized nationally and statewide for:*

- *Its significant impact on access to higher education at all degree levels,*
- *The effectiveness of its teaching and of its supportive environment in promoting student success,*
- *Its contribution to doctoral-level research on significant problems, and*
- *Its service programs that improve the life of underserved populations.*

*(Morgan State University Strategic Plan, 2007)*

#### ***Mission Summary***

*The mission of the University, in brief, is to:*

- *Offer undergraduate programs in a comprehensive range of disciplines;*
- *Offer master's and doctoral programs in selected fields of study of significance to Maryland and the Nation;*
- *Provide access to a broad cross-section of the population seeking an undergraduate degree, including a representative number of at-risk students;*
- *Ensure a supportive environment that promotes student success;*

- *Carry out research that that gives significant priority to solving difficult real-world problems faced by society;*
- *Offer service programs that take advantage of the University's research expertise and that are directed toward the needs of under-served communities.*

*(Morgan State University Strategic Plan, 2007)*

By complementing the missions of most other public four-year campuses in the state, Morgan provides Maryland with the potential to support both highly selective campuses and yet serve the needs of the emerging population.

### **Clientele Served by Morgan**

***Instruction.*** At the undergraduate level Morgan enrolls students with a broad range of pre-college academic credentials, from those with very strong preparation to the typical college-bound student. On average, African-Americans score over 200 points below whites on the SAT (math and verbal). While resource limitation have restricted the University's competitiveness in attracting larger numbers of the best prepared students, Morgan's entering freshman class typically has an average SAT score of about 925. This is equal to about the 70<sup>th</sup> percentile of black students taking the SAT. This reflects a relatively broad range of African-American students from which the University enrolls students.

Morgan's contribution to access for minority students can be illustrated by examining the pre-college preparation of students by race in comparison to the current admissions standards of public four-year campuses. Sixty-three percent of white students but only 23% of black students obtain SAT scores over 1000. Virtually all predominantly white public four-year campuses have average SAT scores for their entering freshmen well over 1000. Thus, the vast majority of black students are not eligible for admission as freshmen. A number of Maryland four-year campuses have average SAT scores among entering freshmen of over 1200. While 27% of whites score in this range only 5% of blacks do so.

***Research.*** The purpose for which Morgan receives grants and contracts also reflects its commitment to the under-served. A significant amount of research carried out by the campus is for research on issues such as urban and minority health, education of low-income populations, transportation in urban settings, and environmental problems faced by cities. Its grants include those for providing health education to populations which are underserved by the medical system, helping low-income students to read, improving mathematics and science education at inner city schools, and preparing minority students for graduate and professional school in the sciences.

***Service.*** Morgan's service programs also reflect a strong emphasis on providing education and other assistance to the underserved of Baltimore as well as other regions with high concentrations of low income residents. A number of initiatives are focused on

improving inner city and minority-serving schools. Others are focused on helping low-income students to prepare for college. Assisting Baltimore's neighborhoods to plan for their renewal is another typical area of programming. The University has a very large contingent of student volunteers who work throughout the City, but particularly with the public schools.

## **Opportunities and Challenges**

### ***Opportunities***

While the changing demographics of the State are one of its greatest challenges, this problem is an opportunity for Morgan. The issues that education at all levels is facing have long been faced by Morgan, other historically black campuses, and, to a lesser extent, community colleges. Morgan has a tradition of successfully educating students with all levels of academic preparation. It also has a long tradition of educating students from families with little or no college experience and inadequate financial resources. At the doctoral level, the campus has been extremely successful at attracting and graduating African Americans. It is at this level of education that African Americans are most severely under-represented. Within a very short period of time it has become the state leader on this measure and one of the top campuses in the Nation as well. Morgan is capable of improving and expanding the way it carries out its mission.

Developing Morgan presents the state with an opportunity to more clearly differentiate the missions of its public four-year campuses. Maryland has a large number of public campuses for its size. The Baltimore area has more public four-year campuses than any large urban area except New York City. Over the past 15 years, campuses have increasingly duplicated one another, particularly with respect to programs. The historically white campuses to a growing degree have become more selective in their admissions policies, thus, improving their academic profiles for national rankings. If the state were to better support the access-oriented campuses, such as Morgan, it could not only ensure greater diversity of race and academic preparation throughout the public sector but could also accommodate the growth in minority students without jeopardizing the admissions profiles of more selective institutions.

### ***Challenges***

Morgan's major problems involve resources. By design, the campus was under-financed by the State for most of its history. This applies to its physical plant as well as its operating budget.

### **Facilities**

A major part of developing the infrastructure of a doctoral-granting research university involves the development of an adequate physical plant. Perhaps the best means of illustrating the inadequacy of Morgan's physical plant is to take a tour of the campus and compare it to its predominantly white counterparts in the region. It is these

campuses with which it must compete for students, faculty, and staff and there is little question that Morgan makes the poorest impression, despite a number of recent renovations and new facilities. A few examples illustrate the obstacles that Morgan must overcome.

In the late 1940s and early 1950s the state built a number of new buildings in response to a major commission report in 1947. The buildings constructed at that time were for a much smaller campus. They are still in use and remain their original size.

In the 1970s the state built three major buildings (fine arts, library, business) that were poorly constructed. In one case (business), the facility was not completed until 20 years later when it was renovated. Both the fine arts and the library were so poorly designed and constructed that they had to be replaced rather than renovated for their original purposes.

The late 1980s renovation of the science complex (a 1982 state report found Morgan's science facilities to be poorer than those in most high schools) was accomplished by connecting four old and outdated building together with hallways (one of the four buildings dates to 1919). The resulting structure was partially covered by styrofoam-like material when funding ran out for stone walls. The facility was constructed with very few classrooms.

In the late 1980s the state constructed a engineering building for the University, but without classrooms. A decade later it had to construct a classroom addition that should have been part of the original building.

In the early 1990s, the University received from the state an old and dilapidated hospital abandoned by the University of Maryland to house its student service operations and its Institute of Architecture. The architecture program, which was approved by the state in 1979, occupies clearly inadequate facilities in the abandoned hospital, a situation that will not improve until a new building is constructed within the next few years. The program finally will have a home more than 30 years after its initiation. The student service functions are scheduled to be moved into the old library but this cannot be done until a major renovation is completed. This project was requested in FY 2001 for inclusion in the FY 2003 CIP so that renovation could commence upon completion of the new library. Unfortunately, the initial design funds are not planned until FY 2010. Thus, the old library, which is at the corner of the two main thoroughfares on which the campus is located, is destined to be boarded up until at least 2014, which is the earliest date that it could be occupied. Therefore, the University will have to continue to operate the old hospital at a very substantial cost.

There has also been a history of delaying projects at the university. FY 2007 was no exception - two major projects that had been in the CIP for some time were removed in preference to other statewide projects. The replacement of Jenkins Behavior & Social Sciences Center was initially requested in 1990 and has been approved and incorporated in every CIP up to 2007. During this period, as the condition worsened, it went from a renovation project to a replacement. In addition the hospitality management project that was initially recommended in FY 2000 to commence in 2004 was also removed. Thus, renovation of the old library is the only major new project remaining in the State's five-year plan.

These examples illustrate the problems faced by the campus. These problems developed during a period when the state had total control over the development of Morgan's facilities. In recent years, with the granting of autonomy for design and construction to the University, the quality of new and renovated facilities has greatly improved. However, the campus has a long way to go to make up for past neglect and mistakes. Its backlog of facilities has grown over the past few years in the absence of any special initiatives to eliminate documented disparities..

## **Operating Budget**

Morgan is not funded consistent with its mission, the special needs of its students, its contributions to the state's economy and the development of its workforce, or its contributions to the state and national pool of African Americans holding college degrees. In addition, it has not been funded at a level that compensates for past disparities or that promotes growth and development. Some of the specific functions that the University has to carry out to fulfill its mission illustrate the special funding needs related to its mission.

- **Developmental education.** A significant portion of Morgan's entering class requires extra coursework in reading and mathematics to compensate for less-than-adequate pre-college preparation in these areas. Morgan's preference is not to offer non-credit developmental education courses. Instead it would prefer that students who require extra work in these subjects be assigned to regular credit courses that are of small size, meet for extended periods of time and have special out-of-class support until the requirements of the regular class are achieved. This, however, is a considerably more expensive proposition than developmental courses.
- **Small class size.** A significant portion of Morgan's students at the lower division level require close personal contact with faculty in order to be successful. It is now typical for Morgan classes to average 40 students, a size much too large to improve student retention rates. Given the size of regular classes, it is not possible to give many students the special attention they need in order to be successful.
- **Academic Support Services.** These services cover a wide range of activities including pre-college programs, summer programs, tutoring, writing and math labs, etc. They are an important supplement to what goes on in the classroom for students with marginal preparation for college.
- **Student Financial Aid.** Over 90% of students qualify for financial aid due to unmet need. The federal and state programs for which students are eligible are not adequate for most students. The typical Morgan student reports working off campus more than 20 hours per week to finance his or her education. In order to allow as many students as possible to afford college, the campus recycles a larger percentage of its tuition and fee revenue into financial aid than any public campus in the state. Its student aid profile resembles that of private campuses. At other campuses, the funds that Morgan allocates to need-based financial aid are available for general operations.

Morgan also has other circumstances that increase its costs to a higher level than the typical campus.

- ***Operating an inadequate and out-of-date physical plant.*** The abandoned hospital in which the University houses its student services programs is but one example of the way in which operating funds have to be used when the physical plant is inadequate. To make this dilapidated facility operational, it had to be renovated with University operating funds. It has to be continually repaired, again with operating funds. It is extremely expensive to heat and cool. Its technology infrastructure has to continually be expanded as the demands on the operations in the facility grow.
- ***Improving inadequate facilities.*** The University's football stadium could not be completely renovated within the budget provided by the state. Nor was artificial turf funded, despite being funded at other campuses. University operating funds were used for these purposes. Operating funding was used to increase the size of the auditorium in the new fine arts building to make it large enough to be economically viable. The campus also funded the renovation of the armory acquired from the federal government to make it suitable for the ROTC program.
- ***Acquiring new space.*** The University's physical plant is not large enough for its existing programs. The campus has had to use operating funds to acquire new space. For example, the campus had to purchase and renovate a building several blocks from the campus to house its community and public health program as well as some related research and outreach programs as a temporary measure in hopes that the large backlog of important projects will be eliminated on an expedited basis.

Some of the results of an inadequate operating budget illustrate the difficulties faced by Morgan in carrying out its mission.

- The typical faculty member on campus teaches an average of 3.5 courses per semester. At most doctoral research campuses, the average is 2-3. This has an impact on the ability of campus faculty to bring grant and contract money to the University and to the state.
- The University relies excessively on part-time and contractual faculty. While this approach to teaching is less costly than using more full-time faculty, campus research demonstrates that students fare much more poorly in classes taught by adjunct faculty. Adjunct faculty are not entitled to office space and are not assigned responsibilities such as advising, which places an extra burden on regular Morgan faculty.
- Morgan's technology infrastructure lacks many of the amenities of the typical doctoral-granting research campus. Wireless access is limited, there is inadequate funding to replace computers for faculty, staff, and labs on a

regular basis, staff support for educational use of technology is minimal, and there are relatively few smart classrooms.

- Doctoral programs rely heavily on federal grant funding. Although the University is the leading producer of African-Americans doctorates in the state and one of the top 15 campuses nationally, the development of doctoral programs has come without additional state support. This has not only limited the growth of these programs but has severely limited the financial support that the University is able to provide to graduate students.

### **Maryland's Current Funding Model**

Maryland's funding model, which relies on comparisons with other institutions is a very poor one for funding Morgan's development. The U.S. Office of Civil Rights found this to be the case and so noted in the letter to the Secretary of Higher Education shortly after the beginning of the State's five-year agreement with the federal government. However, the State has continued to use the model.

The basic assumptions behind the model are: that Maryland campuses should be funded at levels that compare favorably to groups of similar institutions; and that such levels of funding are sufficient to allow them to develop in a manner similar to their peers. But, in Morgan's case, the majority (8) of its twelve peers do not have comparable missions. This group includes: campuses with few black students (the median percent black at the eight non-HBCUs is 6%). Most are located in suburban or rural areas (six of the eight non-HBCUs are suburban or rural). A number of the peers have relatively few students receiving Pell grants (the median percentage receiving federal grants is 20% among the non-HBCUs compared to 50% for Morgan). The group also includes highly selective campuses, campuses with relatively few science and engineering programs, as well as one highly specialized science and engineering campus. It has been noted above that there are numerous special resource requirements that Morgan has that other campuses such as many of its peers typically do not have. The rest of its peers are other historically black campuses which also are attempting to overcome past deficits in support in order to develop. This is an approach that will at best maintain the status quo for Morgan and at worst magnify its current financial challenges.

Three other factors that make the current model invalid for Morgan concern campus size, doctoral program development, and tuition and fee levels. Morgan is smaller than most doctoral-granting research universities which means that it cannot achieve the economies of scale expected at larger campuses. Yet, the funding and facilities constraints placed on the campus make it difficult to grow to a level such that its costs per student can appropriately be compared to larger campuses.

Morgan also is in the early stages of developing a significant doctoral mission. This is being done primarily with federal funds, although the amount available through federal grants is not adequate for both program operation and student aid. Federal funding should supplement state funding, not vice versa. Not only will the state have to assume the role of the federal funding Morgan is now using for doctoral programs, it will

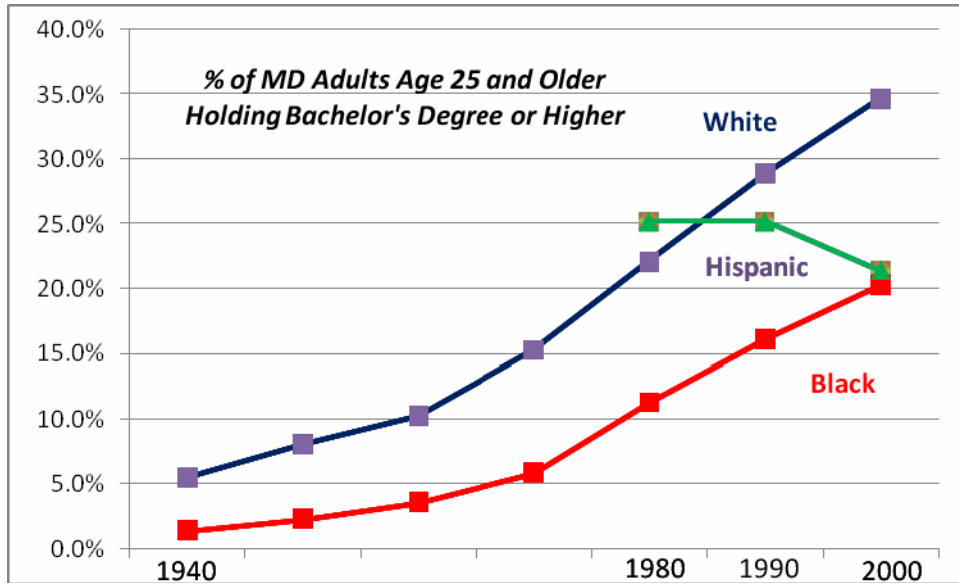
have to expand it. The guidelines clearly are not going to fund what in a short period of time has become a very important asset for the State and the Nation.

Finally, Morgan's tuition and fee charges are kept artificially low due to the predominance of low income students in its student body. With a comprehensive range of academic programs, the campus is inherently more expensive than the typical campus even without the other special requirements it has. The guidelines do not take into account that improving access and supporting campus development is going to require disproportionately higher state funding to offset the large amount of revenue the University forfeits through constraints on its tuition and fee levels and the high level of student aid it provides. The forfeiture of revenues for FY2007 is estimated at \$ 8 million.

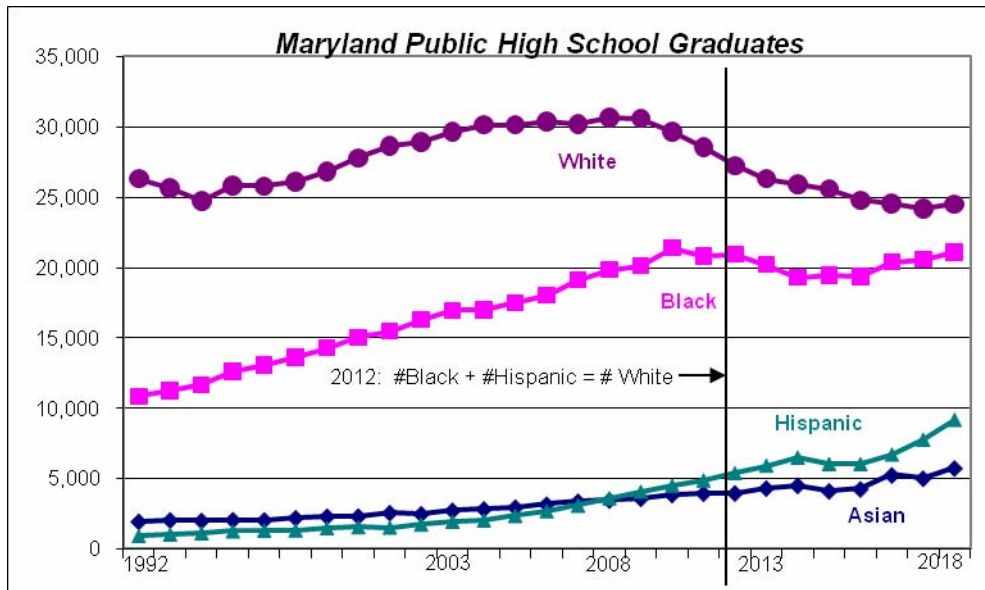
Morgan State University is a state and national leader in graduating African Americans at the undergraduate and doctoral levels critical fields. In the State of Maryland it is the single largest contributor to access to baccalaureate programs among black students of traditional college age. The impact that it could have on the State and the Nation would be much greater with facilities and funding that were consistent with other doctoral research campuses in the State.

## ***Figures***

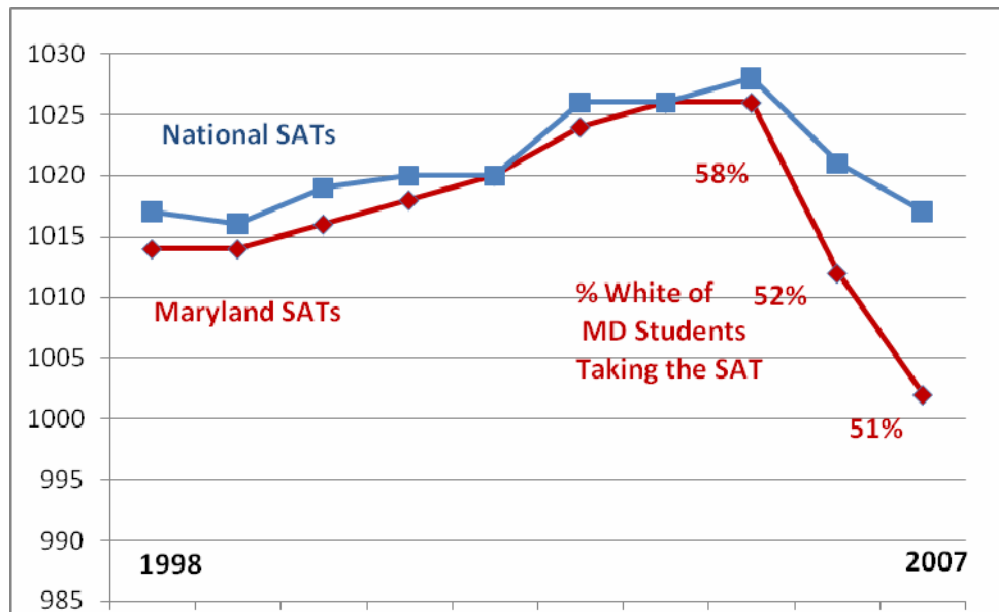
**Figure 1 Maryland Adults Holding Bachelor's Degree or Higher**



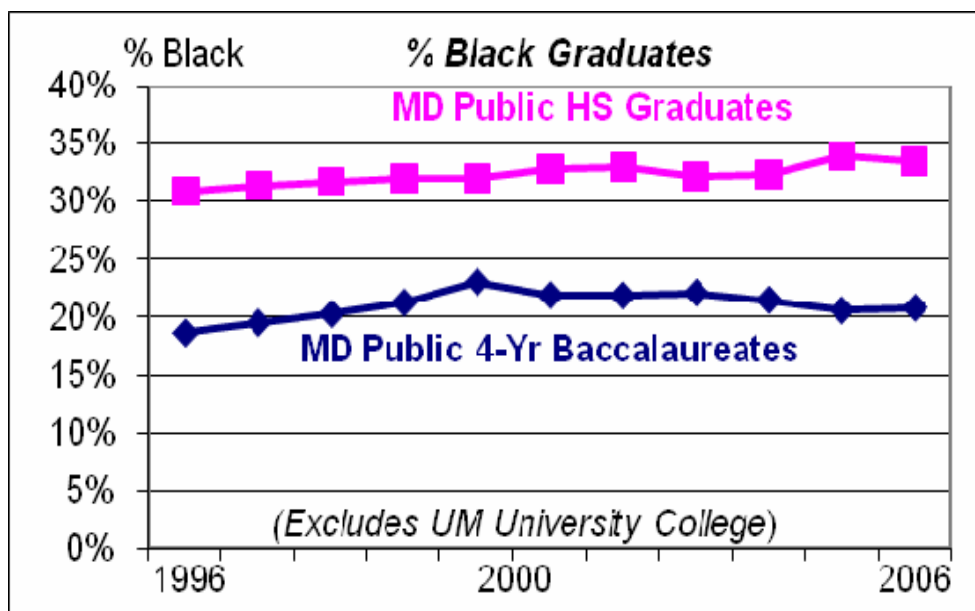
**Figure 2 Actual and Projected Maryland Public High School Graduates**



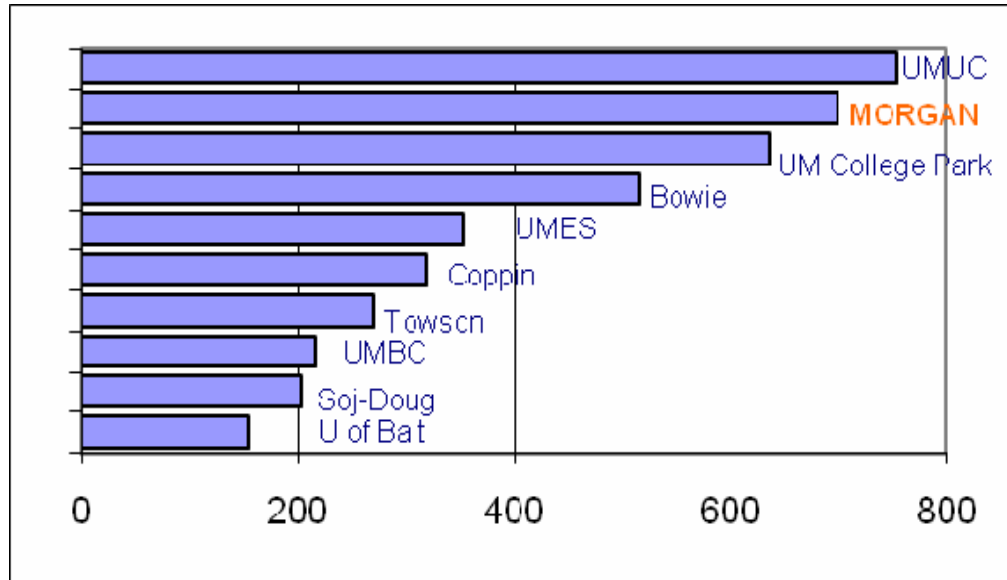
**Figure 3 Maryland vs National SAT Averages for High School Students**



**Figure 4 Percent Black of Recent HS Graduates vs. New Bachelor's Degree Recipients**



**Figure 5 Bachelor's Degrees Awarded to African Americans - 2006**



**Figure 6 Doctoral Degrees Awarded to African Americans - 2006**

