Increasing Diversity in Law Schools and the Legal Profession: A New Approach

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INCREASING DIVERSITY IN LAW SCHOOLS AND THE LEGAL PROFESSION: A NEW APPROACH

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Increasing minority representation in the legal profession has been a continuing concern for law schools for twenty-five years. Yet, the enrollment of minority students remains appallingly low. Most schools have focused their efforts on remedial programs such as special admissions programs or academic support programs designed to help underprepared applicants withstand the rigor of law school. While very helpful, such programs focus on students who have already chosen legal careers; they do not attempt to enlarge the pool of qualified applicants. For the past several years, Gonzaga Law School has sponsored a program to encourage and prepare more undergraduate minority students to choose careers in law. After discussing the need for more minority lawyers and describing current programs, this Article will describe a third alternative for increasing minority representation: summer fellowship programs to encourage undergraduate minority students to pursue legal careers.

BACKGROUND: THE NEED FOR MORE MINORITY LAWYERS

More than forty years after Sweat v. Painter, minorities are still drastically underrepresented in the legal profession. While 20% of the nation’s population is minority, only about 4% of all lawyers are so classified. According to the 1980 census, there was only one minority lawyer per 1661 minority persons compared with one lawyer for every 414 persons in the majority population.

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1. 339 U.S. 629 (1950)(holding that segregation in state supported law schools was unconstitutional).
2. As used in this Article, the term “minorities” include African-Americans, Asian-Americans, Latinos, Native Americans, Pacific Islanders and Alaskan Natives.
4. Id.
The impact resulting from the underrepresentation of minorities in law is particularly distressing. First, cultural and linguistic barriers tend to inhibit members of minority groups from consulting non-minority lawyers when they are in need of legal services. Dean Erwin N. Griswold, former Dean of Harvard Law School, explained the need this way:

The . . . important reason for assuring the presence of qualified minority students in law schools is that law schools are the sole points of entry to the bar in all but two states. Minority law consumers frequently are able to relate better to a member of their own race and are sometimes unwilling to confide in a member of another race and, therefore, do not utilize our legal system. . . . Effective access to legal representation not only must exist in fact, it must also be perceived by the minority law consumer as existent so that recourse to law for the redress of grievance and the settlement of disputes becomes a realistic alternative to him.5

Secondly, a lack of minority lawyers often results in a lack of political power. Law is a common background for a substantial number of individuals elected to legislative office; almost two-thirds of all U.S. Senators, almost one-half of the membership of the House of Representatives,6 and approximately one-sixth of the nation's state legislators are reported to be lawyers.7 As a result, underrepresentation of minorities within the legal profession contributes to a concomitant underrepresentation of minorities occupying legislative office which, in turn diminishes the probability that the legislative process will reflect the political interests of minority groups. A similar probability exists in regard to administrative and regulatory rulings issued by executive agencies of government which, are staffed with decision-makers who are law school graduates. As Professor Leon Letwin explained: To deny effective access to the profession is to deny totally access to judgeships and to limit severely access to government, business and politics.8

As gatekeepers of the profession, law schools have both a moral and legal obligation to increase access for minorities who have been traditionally underrepresented. Judicial decisions like Brown v. Board of Education9 and Regents of the University of

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California v. Bakke, remedial legislation like the Civil Rights Act of 1964, and an American Bar Association mandate to increase opportunities for members of groups who have been victims of discrimination clearly point out what must be done. Yet after 25 years of effort only 10% of today’s law students are members of minority groups.

The two methods commonly used by law schools to increase diversity are described briefly below. However, both special admissions programs and support programs can never be more than partial solutions to minority underrepresentation.

Special Admissions Programs

In the late 1960s schools attempted to increase minority enrollment but found that many minority applicants did not meet regular admission criteria. Many schools began affirmative action programs that set aside a prescribed number of seats for minority students. Such quotas sparked immediate debate over the propriety and underlying policies of such programs. In 1978, this debate reached the United States Supreme Court. In Bakke, the Supreme Court held that strict racial quotas for professional school admissions were unconstitutional, but also found that race could be one factor in admission decisions.

After Bakke, admissions committees wishing to diversify their student bodies considered additional factors, including the race or ethnic background of students who did meet regular admissions criteria. Special admissions programs are still controversial. Proponents argue that special consideration is valid because a number of studies show that grades and Law School Admission Test (LSAT) scores cannot predict success in the prac-

10. 438 U.S. 265 (1978)(holding that racial quotas in professional schools were unlawful but that race is one factor that might be properly considered in such admission decisions).
15. 438 U.S. at 265.
16. Other criteria often considered include “college activities, curricular and extra-curricular, moral character and personality of the applicant, letters of recommendation, personal interview or written essay [and] significant activities since graduation from college.” RENNAIRD STRICKLAND, HOW TO GET INTO LAW SCHOOL 28 (1974).
tice of law. Such assumptions are bolstered by other theories, such as the belief that social justice requires remedial steps to correct past discrimination, the distributive justice theory which holds that all citizens should share in the wealth, power and opportunities of this country, and the belief that diversifying law schools and the legal profession will have positive effects on the majority culture.

Opponents of special admissions programs cite traditional reverse discrimination arguments as well as resentment of non-minority students to such admissions procedures. In addition, some educators believe some special admissions programs may have a negative impact on minority students. Moreover, special admissions programs are ineffective if students drop out or fail out before graduation. Professor Derrick A. Bell, Jr. suggests: “Dual admissions standards can threaten the minority students’ self-confidence that are so essential to success in demanding professional schools. Too frequently the minority victory won in the admissions office is lost in the classroom.” Many schools therefore combine special admissions programs with additional support services for minority students after they enroll.

**Academic Support Programs**

Academic support programs attempt to provide assistance to admitted students who may be at risk of failing because of inadequate preparation or lack of confidence. These programs can be loosely grouped as either pre-start programs or academic year support programs. Pre-start programs are usually offered in the summer before regular fall classes begin and may last from several days to six weeks or more. Two of the oldest and most successful pre-start programs are the summer institutes sponsored by the Council on Legal Education (CLEO) and the Pre-Law Summer Institute for American Indians administered by the

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American Indian Law Center. CLEO institutes are six-week residential programs designed to acquaint economically and educationally disadvantaged students with law school. CLEO programs can operate as both head-start programs in which students are introduced to the law school environment, teaching methods and faculty, and as an admission program since some students may be admitted to law school conditioned upon successful completion of the CLEO program. The Pre-Law Summer Institute sponsored by the American Indian Law Center is a similar introductory eight-week program for American Indians and Alaskan Natives, although it is not limited to educationally disadvantaged students. For 22 years both programs have been very successful in preparing students for law school. Each program is partially federally funded, and students receive free tuition, books, a living stipend, and some travel expenses.

Other schools attempt to provide assistance to specially identified minority students during the academic year with special orientations and year-long academic support such as extra tutoring, remedial writing programs, and exam preparation programs. According to a 1988 survey, 109 of 128 responding law schools reported special law school programs for minority students. However, as Professor Leslie Espinoza points out, nearly half the schools have no academic support program for students once they are enrolled. She also points out that the programs that do exist are "rarely comprehensive. Most are de-

25. While the CLEO program is open to non-minority disadvantaged students, most CLEO students are disadvantaged members of racial and ethnic minority groups.
27. University of New Mexico Pre-Law Summer Institute Application Package.
28. Slocum, supra note 26, at 347; Christopher & Hart, supra note 24, at 693.
30. Forty-six law schools have some type of special orientation program for entering minority students. Id. at 32-42.
31. About fifty-four law schools responding to the LSAC questionnaire report having a tutorial program for minority students. Id.
33. Hamlar, supra note 22, at 549.
34. Minority Affairs Comm’n, supra note 29, at 5.
developed in isolation, fragmented in execution, and continued without evaluation."^36

Limitations of Existing Programs

Special admissions and support programs have undoubtedly assisted many minority students in obtaining law degrees and becoming practicing members of the legal profession. However, both types of programs are focused on assisting individual law school applicants whose qualifications may appear inadequate for the demands of law school. Neither is designed to increase the pool of qualified minority applicants.

The number of minority applicants has increased during the past five years, but most minority groups have made very modest gains.\(^37\) The number of African-American applicants has increased since the 1985-86 term, but at a rate slower than that for the entire applicant pool; thus, the proportion of African-Americans in the applicant pool has actually decreased from 7.5% in 1985-86 to 7.1% in 1988-89.\(^38\) The proportion of Hispanic applicants has increased from 3.2% to 3.5% during this period,\(^39\) while the proportion of American Indians has remained static at .05%.\(^40\) Only Asian/Pacific Islanders have posted significant gains. In the 1984-85 term they represented 2.1% of the applicant pool, while they represented 3.4% in 1988-89.\(^41\)

Coupled with modest increases in the proportion of minority applicants is the related issue of the qualifications of current applicants. For example, according to Law Services, of the 5573 African-American applicants who had both LSAT scores and grade point averages on file, only 494 or 9% of applicants had both an LSAT score of 30 (48 percentile) and a grade point average (GPA) of 3.0 or above.\(^42\) Using the same LSAT and GPA profiles, only 28% of American Indians, 29% of Hispanics, and 22% of Mexican Americans, met these qualifications.\(^43\)

In addition, since there is an unequal geographic distribution of the various minority groups,\(^44\) many schools seeking to diversify their student bodies find themselves competing for the same applicants with other law schools. For example, in the 1988-89 term only 44 Washington State residents who identified them-

^36. Id.
^38. Id.
^39. Id.
^40. Id.
^41. Id.
^42. Id. at 46.
^43. Id.
^44. Id. at 23-31.
selves as African-American took the LSAT.\textsuperscript{45} This suggests that the three law schools in the state of Washington may have been competing for as few as four or five African-American Washington state residents who had LSATs of 30 or better and GPAs above 3.0.

While special admissions and academic support programs are helpful and should be continued, they are geared to the small percentage of under-prepared students who have already chosen legal careers. The challenge of the 1990s will be to encourage more qualified undergraduate minority students to consider law.

\textit{Summer Fellowship Program to Encourage Undergraduate Students to Enter Law}

Several years ago, Gonzaga University School of Law began a program designed to encourage more minorities to enter the legal profession. Various authors have theorized that many talented minority students fail to seriously consider legal careers because they lack reliable information about the demands of law school and the legal profession,\textsuperscript{46} and confidence in their own abilities.\textsuperscript{47}

Gonzaga developed a six-week summer program designed to encourage undergraduate students to enter the field of law. In our preliminary planning we identified three objectives. First, we wanted to recruit students earlier in their college careers. Because of a pattern of poverty and a lack of professional role models, many bright minority students are often the first members of their families to graduate from community colleges and four-year programs. While the achievement of a bachelors degree is a personal triumph, these first generation minority college students are often capable of much more. We believed that providing concrete information about admission requirements, financial aid, programs of study, and possible career options early in the undergraduate years would encourage students to consider legal careers and to better prepare themselves for professional schools.

Second, we wanted our program to focus on excellence, not survival. Many minority head start programs send a subtle message of inferiority to students when they focus on "survival tips."\textsuperscript{48} The assumption underlying support programs is often internalized by students as a prediction of failure. From the first

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\item[\textsuperscript{45}] Id. at 26.
\item[\textsuperscript{47}] Hamlar, \textit{supra} note 22, at 536; Neely, \textit{supra} note 46, at 563.
\item[\textsuperscript{48}] Espinoza, \textit{supra} note 35, at 286. According to Espinoza, "the use of the terms 'retention' and 'tutorial' evokes a vision of failure and incompetence. Such
day, we wanted our program to emphasize the student's status as a scholar within a community of scholars. The focus of our program was not about surviving, but about the valuable contributions each student could make to the profession and to the community as a lawyer and a leader.49

Third, we wanted to design a program that encouraged collaborative learning to overcome the isolation which most minority students experience in graduate programs. We wanted to offer small classes and excellent support services so that students would experience success. We hoped that the summer program would build confidence and promote personal and professional development, thereby avoiding the high attrition rate experienced by minority students in law school programs.50

Recruitment

Although we issued press releases and received some newspaper and television exposure, the majority of our students learned of our program from their undergraduate institutions. We sent information packets to over 400 pre-law and minority affairs directors at colleges and universities in ten western states.51 In 1990, we also sought assistance from tribal newspapers and state and local minority groups. We also asked our minority alumni and students to distribute brochures about our program.

In 1989 we received about 175 inquiries and 100 completed applications. In 1990, over 200 students inquired about the program and 125 applied.

Selection

Our selection committee considered three criteria. One criterion considered was undergraduate GPA. We did not establish a minimum GPA since we wished to consider grade trends over several semesters, performance after any interruption in college

terms create an expectation that the best a minority student can hope to do is survive.” Id. Even the names we give support programs can send a double message. 49. Neely, supra note 46, at 567 (stating: The first step to successful minority recruitment is the development of a “positive recruitment philosophy.” The positive aspects of having minority students in the legal community must be stressed. Their presence is essential to the achievement of both social and educational equity. As students, they add an invaluable dimension to the life of the institution and, as lawyers, they provide a unique service to the minority community by serving as advisors, counselors, and role models.).
50. Funds were obtained under a grant from the United States Department of Education under its Minority Participation in Graduate Education Program.
attending, and other individual factors. Second, we asked for letters of recommendation. We required two letters of recommendation from faculty or minority affairs directors who could evaluate an applicant’s potential for post-graduate work. These were given great weight by the selection committee. Finally, we required each applicant to submit a personal statement. We carefully read applicants’ personal statements for indications of perseverance, motivation, and independence, all of which are characteristics of successful law students.

Ultimately, 52 students were awarded fellowships (24 in 1989 and 28 in 1990). Successful applicants were a diverse group. The 1989 group consisted of five Native Americans, five African-Americans, three Asians/Pacific Islanders, and eleven Hispanics. The 1990 group included four Native Americans, eight African-Americans, six Asian/Pacific Islanders, and ten Hispanics. Approximately half were women, and participants’ ages ranged from 19 to 52. Some had interrupted their college careers to work or to serve in the Armed Forces; several were combining school with the task of raising children as single parents; one was handicapped. They came from 28 different colleges and universities and their undergraduate majors included art, engineering, film, education, music, communications, business, and biology. Students selected for the program received free tuition, room and board, transportation costs and a small stipend to cover miscellaneous costs.

Program Design

The purpose of this program was to provide a functional introduction to the analysis, research and writing required of lawyers. By using a structured series of small classes, seminars, collaborative research projects and consultations with practicing attorneys and mature scholars working in similar areas, we wanted to expose talented undergraduate students to the challenges and rewards of the legal profession.

Academic Component

During the six-week summer session, each student registered for three courses and spent four hours per day in class. All students enrolled in an Introduction to Law course. Students were introduced to legal history and the court systems, our forms of law, the basic theoretical structure and the general philoso-

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52. The average GPA for program participants was 3.1. In general, a higher GPA was required of students nearing graduation, while promising students completing their first two years were selected even if their cumulative GPA was much lower.
phies which unify the field of law. In their Legal Research course, students learned about basic research materials and the process of legal research with an emphasis on the use of WestLaw and LEXIS computer-assisted research databases and empirical research from other disciplines. Finally, all students enrolled in a Law Seminar. Small seminars of no more than six students were led by law faculty who specialized in one area of law such as immigration, domestic relations, civil rights remedies, and law and philosophy. Students then worked independently and collaboratively to research and write a case note on their seminar topics.

In all three classes students were expected to read and brief cases and participate fully in classroom debate. The teaching styles reflected those experienced by most first-year law students. Research papers were assigned weekly. Grades were based on papers and on essay-type exams. All students expressed surprise (and some dismay) over the workload. Yet not a single student in either summer session dropped out of the program.

Although our program was demanding, we attempted to ensure success by providing extensive support. Classes were small and there was a great deal of outside one-on-one faculty interaction. The reasons for the type of assignments and the benefits to be gained were constantly stressed. Papers were quickly returned with both positive and negative comments and clear instructions on how to improve. New types of assignments were given to groups so students had support from each other when trying out new skills. A professional librarian was specifically assigned to help students with library work. Law students and faculty who were not involved in the program often stopped the students in the hallways to solicit reactions to the program and offer praise and encouragement. The students themselves were quick to sense each others' difficulties and offer psychological first aid.

Another goal of our program was to introduce students to the type of work done by attorneys and to provide strong role models for our minority students. Since we found that most participants had no personal contact with attorneys and had narrow perceptions of attorneys based on television portrayals, we hoped to expand the students' knowledge of the many satisfying careers within the legal profession. We scheduled a series of sessions with prominent minority judges, practitioners and scholars.

53. At the beginning of the program, some students reported 8-9 hours of study per night.
54. One 1989 summer student left early because of a serious accident to a family member.
Students visited a legal services office and learned about the services offered. Then students were paired with a staff member and spent the morning accompanying their mentors during client interviews or case strategy planning sessions. Students also visited an appellate court where they sat through oral arguments and then met with an Asian-American court commissioner who explained the appellate process and answered questions. Latino attorneys from the Internal Revenue Service discussed the role of attorneys working in the public sector, and an African-American legislator talked about the legislative process. Students also spent a day on the Colville Indian Reservation where they talked to a variety of Native American attorneys working as tribal judges, corporate counsel, prosecutors, and public defenders.

The location and format of the talks varied considerably from regular lectures to courtroom comments from the bench, and from brown bag lunches to formal banquets. Each speaker was asked to cover three major areas: First, speakers were asked to share their backgrounds, how they got interested in law, what problems they had had to overcome, what they liked most about their present jobs and what they wanted to do in the future. Secondly, speakers were asked to describe their present job setting within the given agency or their particular specialization. Finally, speakers were asked to reserve time for questions from the group.

We also wanted to provide concrete information on the preparation needed for a legal career. Each student met privately with the Director who discussed career goals, evaluated the student's transcript and made suggestions about law school choices. Students were given information on the LSAT and looked at sample tests. Students who had recently taken preparation courses and the LSAT discussed the helpfulness of commercial test preparation courses and methods of financing such programs. Our Assistant Dean of Admissions and chief recruiter described typical recruitment activities and presented a list of questions students might use to help evaluate schools, while members of our Admissions Committee discussed the admissions process. Our Financial Aid Director discussed various loan programs, work-study options, and information on scholarship programs including restricted ethnic scholarships.

In addition we encouraged our summer students to become involved in regular law school activities. Students prepared for and attended first-year classes offered in our Conditional Admissions Program as well as upper-division elective courses. We scheduled social functions with current law students and asked student bar officers and law review editors to meet with the stu-
dents. Program faculty attended all scheduled student activities, and several picnics and dinners were held at faculty homes to promote interaction.

Student Evaluation

Students filled out post-program self-evaluations designed to determine changes in attitudes about law school, law practice and changes in self-esteem and self-confidence. All participants reported greatly increased knowledge about law and overwhelming changes in self-confidence.

Each student also had an individual exit interview with the program director. At that time, 48 of the 52 participants planned legal careers. At this interview the director evaluated the student’s academic performance to date in college, performance in the summer program, and assisted students in planning the rest of their college career to maximize strengths and address weaknesses. The four students who decided on other careers were counseled on graduate opportunities in their chosen fields.

Overall, the program had two objectives—one immediate, the other long range. The immediate aim was to provide a positive legal experience for a group of talented undergraduate students, who had vague ideas of the law and its practice. We believe that de-mystifying the process will encourage most of these students to enter law and give them the self-confidence not only to survive but also to excel. The long-range objective is to increase knowledge of the law and law schools among populations which have little real access to first-hand experiences. We consider each program participant a community resource for other minorities who may have questions about legal careers. Each of our students will return to their home communities and college campuses and interact with friends, neighbors and relatives at home and fellow students at school. When discussions of law or legal careers arise, we expect that each of our students will be able to provide concrete information and ideas about careers in law.

Both immediate and long term goals appear to have been met. On their post-program evaluations, the students all described the program as outstanding and commented most favorably on the quality of the academic program and accessibility of faculty. They also said the program exceeded their expectations and increased their confidence in their ability to do graduate work.

More specifically, at the end of the program faculty noted that the students were discussing career plans in very concrete terms. They were compiling lists of law schools, making plans to
visit other campuses, researching sources of financial aid, asking questions about LSAT preparation materials, and planning the rest of their undergraduate years so as to strengthen their academic records. They were not just planning to graduate school someday—they were taking concrete steps to get the best education available. Students focused on more than gaining admission to graduate programs, but also planned on excelling. Of the ten 1989 Fellowship students who graduated in 1990, seven are currently first-year law students; two are planning on attending graduate or law school within two years; one student could not be contacted. We believe that all the participants are slated for success, whether as lawyers or as other professionals within their communities.

Our long-range goal of increasing knowledge about the law and law study is also succeeding. Weeks after the close of our first summer session, one of our students described our program to students at a minority leadership conference in Washington, D.C.. Another was asked to make a presentation to a specially-convened session for her university's multi-cultural affairs club, while another became president of his university's pre-law club. In addition several 1989 students called to recommend friends or tribal members for the 1990 session. We also received phone calls from several minority affairs directors impressed by the confidence and new maturity displayed by some of the summer students.

CONCLUSION

Student response to the Gonzaga program was overwhelmingly positive. Many students said the program changed their lives. While such praise may be the product of their intense involvement during the six-week program and the excitement generated by succeeding in a novel environment, anecdotal data suggests that most students are maintaining their enthusiasm for law careers and enrolling in law schools after they complete their undergraduate studies. Faculty also rated the program successful and worthwhile and believe such programs can contribute to a meaningful increase in minority participation in the legal profession. However, more empirical data needs to be gathered over several years to verify our program's value.

Solutions to the problem of increasing the number of minorities in law schools—and ultimately in the profession—must consider both short term goals as well as long range strategies. For the past twenty years law schools have channelled most of their energies and resources into short term measures such as special admissions and academic support programs which help under-
prepared applicants succeed in law schools. As we look toward the year 2000, it is time to invest in programs that encourage the best and brightest of minority undergraduates to choose careers in law.

Academic talent must be identified earlier and nurtured over a period of years. To produce more minority lawyers with strong academic records, who are confident of their ability to succeed and committed to the rigors of an additional three years of law school, we as members of the profession must provide encouragement and guidance to students earlier in their careers. Summer programs such as the one described herein is one method which may help us meet the challenge.