

# Securing State-Matching Funds for Your Historically Black Land Grant College



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# INTRODUCTION

I am excited to share this toolkit with you to guide your efforts to recover state-matching funds that may have been unlawfully withheld from your state's Black land grant colleges and universities, also known as 1890 institutions.

My name is Harold Love Jr., and I am proud to represent the 58th District in the Tennessee General Assembly. In 2013, I discovered that my state's 1890 institution, Tennessee State University (TSU), was unlawfully denied state-matching funds under the 1890 Land Grant Act.

In this toolkit, I will explain the political and legislative steps I took to identify the \$300 million withheld from TSU, hoping to empower and inspire you to do the same for the 1890 institutions in your state. This toolkit will also give you a general understanding of the 1890 Land Grant Act, and its history.

Finally, I will provide a general guide for building the political and legislative support to obtain the state-match funding your 1890 institutions desperately need and deserve.





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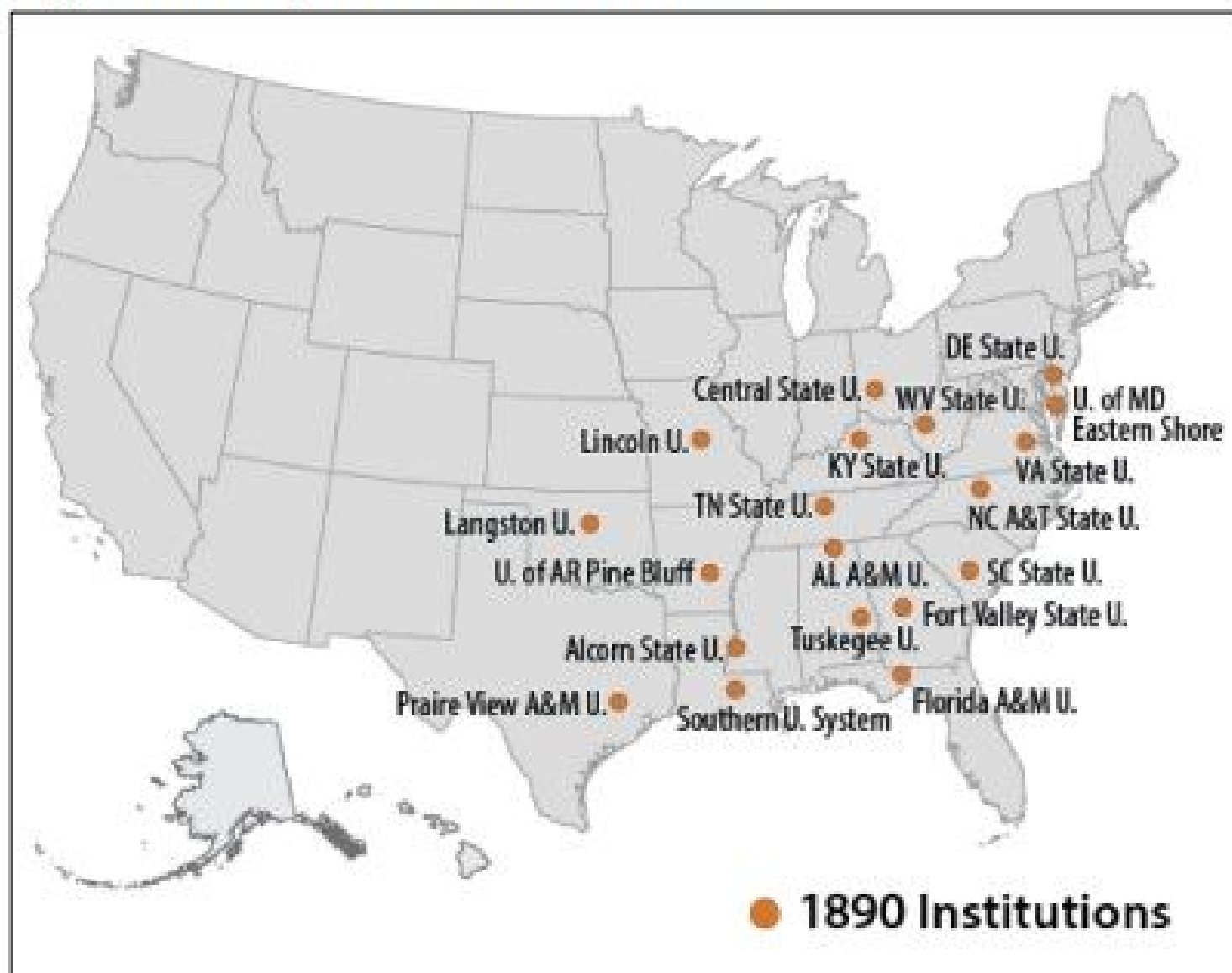
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# Background

The 1890 Land Grant Act provides federal grants through the United States Department of Agriculture (USDA) for agricultural research, education, and extension to nineteen HBCUs also known as 1890 institutions.

Congress created the 1890 Land Grant Act for 1890 institutions after Black students experienced discrimination from white land grant colleges (1862 institutions), under the 1862 Land Grant Act.

**Figure 1. Map of 1890 Institutions**



**Source:** Map created by CRS.

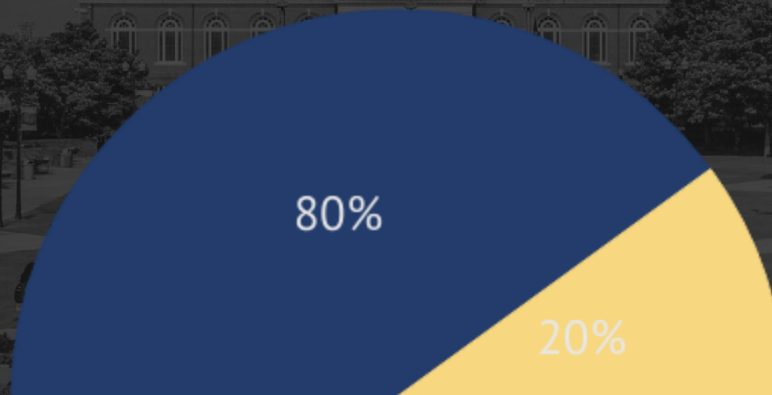
# Background

## Funding Disparity

The USDA distributes capacity grants, among eligible 1862 and 1890 institutions based on statutory formulas. These grants generally require one-to-one non-federal matching funds provided by the state or some non-federal source.

Since 2020, 1862 institutions have received over 80 percent (\$574 million) of federal capacity funds, and 1890 institutions received about 20 percent (\$124 million). This type of disparity has existed from the beginning and has been exacerbated by states failing to provide one-to-one matches.

### Funding Gaps



# 80%

of land grant funds went to 1862 institutions

# 20%

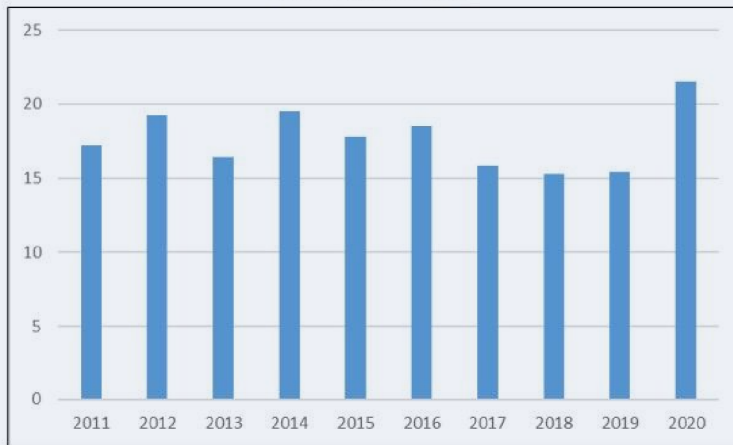
of land grant funds went to 1890 institutions .



# Background

## Matching Fund Waivers

**Figure 4. Total Annual Nonfederal Matching Fund Waivers: 1890 Institution Research and Extension Capacity Grants (FY2011-FY2020)**  
(U.S. dollars in millions)



Source: CRS from data provided by the National Institute of Food and Agriculture.

Currently, the law permits USDA to give waivers to states, allowing them to match less than half of the federal funds for 1890 institutions. These waivers were initially intended to ensure that 1890 institutions would still receive federal funds, even if the states refused to provide the full match.

However, states have used these waivers to underfund 1890 institutions while fully funding their 1862 institutions. From 2011 to 2020, 1890 institutions failed to receive up to \$165 million because of USDA-granted waivers.



# Background

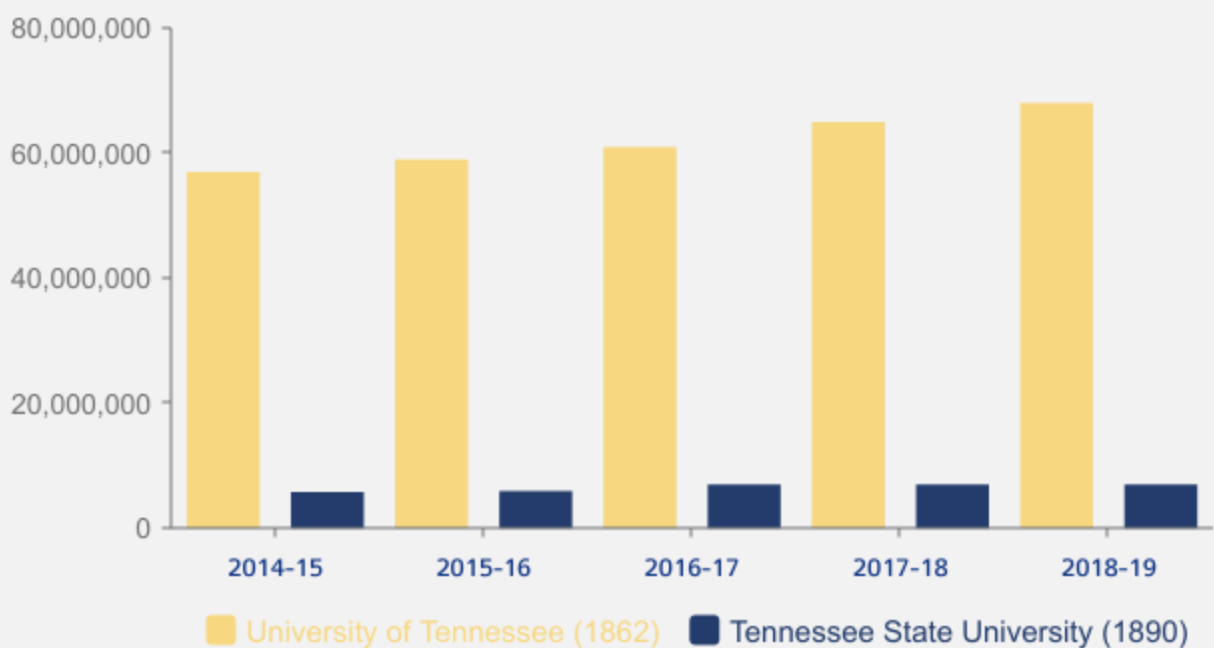
## Confronting the Disparity

This disparity in state-matching funding significantly impacted TSU as it negatively affected their extension and research programs, limited their ability to recruit talented students, restricted their scholarships, hampered their technological advances, caused a deferred maintenance backlog, and depleted their endowments. Even in the last decade going back to 2014, TSU has not received funding on par with University of Tennessee (1862 institution).

To address this inequity, I engaged in a lengthy political process to ensure that TSU received the funding it was supposed to receive under federal law.

This process required extensive fact-finding, research, coalition-building, and legislative maneuvering. Fortunately, I was able to secure over \$300 million for TSU.

## State of Tennessee Land Grant Appropriations, 2014- 2019



# Background

## Toolkit Outline

Seeing the positive benefit this process has had on TSU, I hope other state legislatures can do the same for their 1890 institutions.

In this toolkit, you will find the steps I took to win this political battle, and I encourage you to use this as a guide to fight on behalf of the 1890 institutions in your state.

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02 Envision Message

04 Elicit Stakeholder Support

03 Establish study Committee

05 Execute Legislative Strategy





# Engage in Research



The first step in this process requires you to engage in archival research on the state-matching funds provided to your land grant colleges. Taking this step will help you determine if there were disparities in appropriations between the 1862 and 1890 institutions



## Benefits of Conducting Research

Conducting your own research allows you to uncover the amount of funding unlawfully withheld from the 1890 institution. Other benefits of conducting your own research include:



You will become the subject matter expert



It will give you an advantage in the committee and legislative process



It will help you when you begin to establish your messaging and talking points

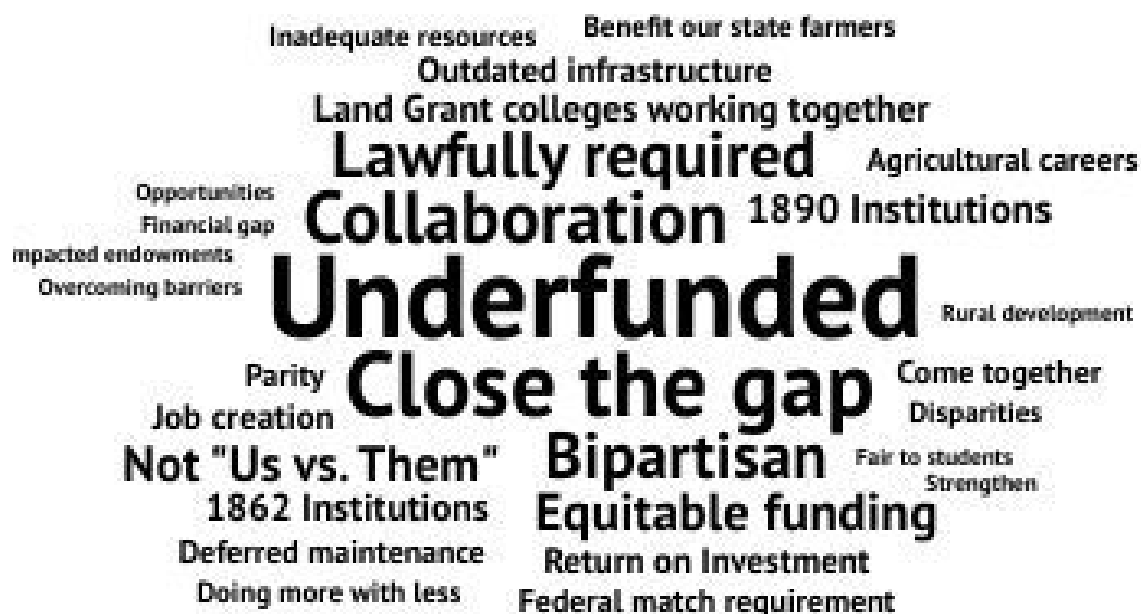
## Research Tips

- Obtain as much budgeting information from the 1890 institution in your state.
- Try to access budgets that date as far back as possible.
- Leverage the help you can get from research partners like non-profits like E Pluribus Unum

# Envision Message

After you have conducted your research, the next step requires you to develop messaging using words similar to the ones presented in the word cloud below. Using these words will allow you to engage in this process in a bipartisan manner and limit the possibility of a protracted fight.

Taking this approach allows members of both parties to see the disparity in funding as a state issue and not a white college against a Black college issue. It makes it easier for members to accept that this disparity must be addressed through legislation, and not through a costly time-consuming law suit.



## Envision Message

### Key Messaging Checklist



#### **Talk about doing more with less**

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Give examples of how much the 1890 institution has achieved with limited resources. This demonstrates that the 1890 institution is a good return on investment



#### **Talk about deferred maintenance**

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Deferred maintenance is visible evidence that helps to describe the negative impact the lack of funding has had on the 1890 institution



#### **Emphasize that it is not "us vs them"**

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Emphasize that this process is about all of our land grant colleges and not about white colleges vs Black colleges





# Establish Study Committee

After you have brainstormed your messaging, the next step is to propose a bipartisan committee to study the funding disparities between the 1862 and 1890 institutions.

You can establish a bipartisan joint committee using the annual appropriations process. The appropriations provision should set the guidelines for how the committee functions. Once established, you can hold hearings that will establish an official record on the funding disparities.



## Proposed Witnesses

- ✓ State and Legislative Budget Office
- ✓ State Education Department
- ✓ President of the 1890 Institution

## What You will Gain

- ✓ Provides a non-partisan official record of the state's funding disparity
- ✓ Provides historical overview of the land grant acts and what is required by state and federal law
- ✓ Provides members with information related to the 1890 institutions successes and challenges

# Elicit Stakeholder Support

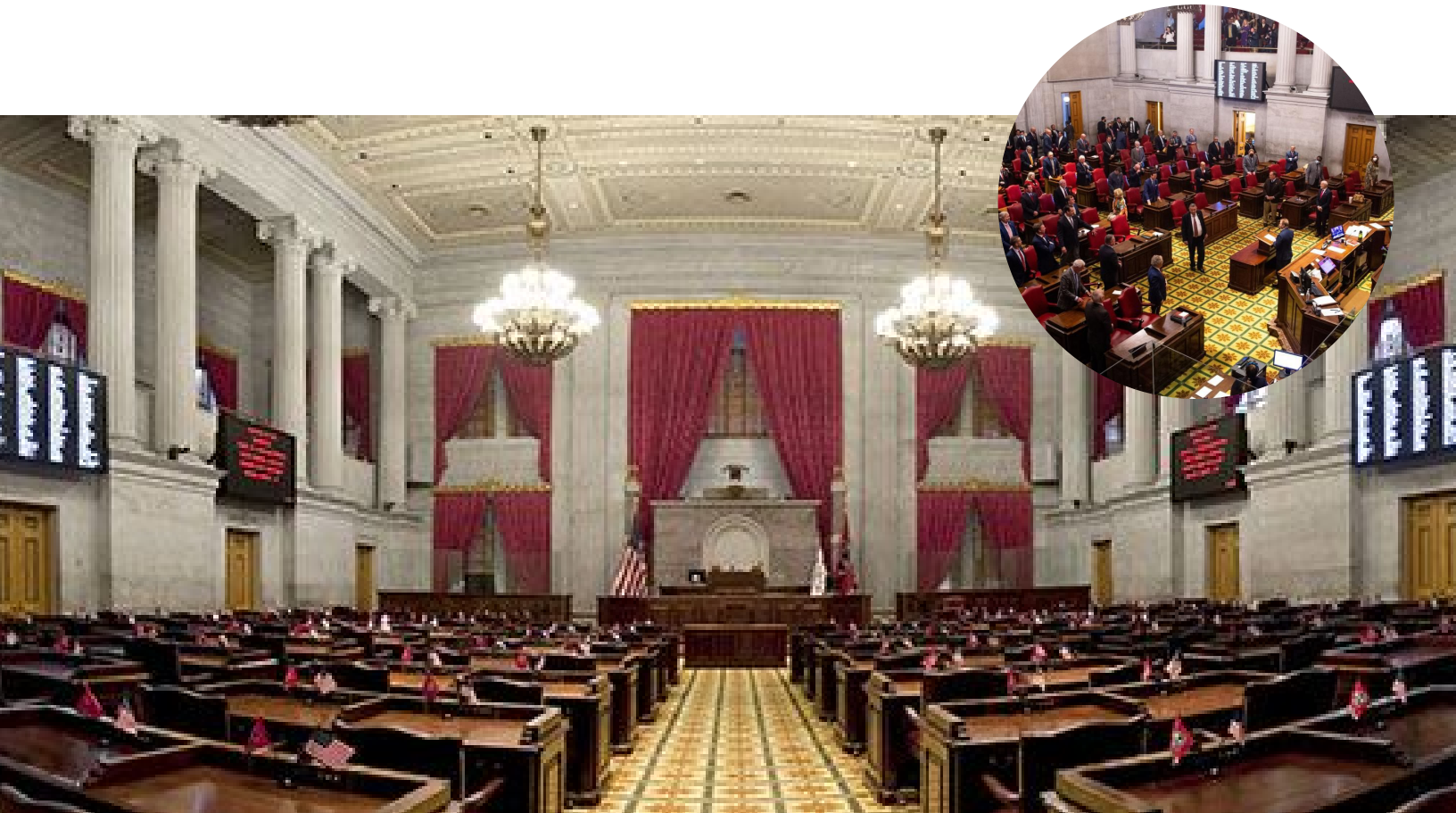
Political Allies	As you engage in this process, you must secure the support of your relevant political allies and caucuses.
Bipartisan Leaders	Early in the process , engage with the party leaders in both parties and began to have conversations with the state Governor's office
University Leadership	You should engage the leadership from both the 1862 and 1890 institution and gain their voice and support for addressing funding disparity
Civic trade associations	Leverage help from civic groups like the Thurgood Marshall Foundation and the Association for Public Land-Grant Universities. These types of organizations may have political resources that could help in this process.
Student and Alumni	Grassroots support is essential in this process, and you should work with the alumni association of the 1890 institution and any student led groups



# Execute Legislative Strategy

While completing the other steps, you should execute a legislative strategy. The legislative strategy should include the passage of a law that requires the reporting of state-matching funding amounts.

You should also focus all legislative efforts around determining the cause of disparate funding, assessing the consequence of this disparity and ultimately legislation to correct this disparity by appropriating funds that were unlawfully withheld.



## Cause

State legislators unlawfully withheld matching funds from the state's 1890 institutions

## Consequence

The lack of funding has caused deferred maintenance, depleted endowments, and dilapidated infrastructure

## Correction

The state should provide the total amount of funding that was unlawfully withheld





## Conclusion

Historically Black land grant colleges play a critical role in educating our students, helping our farmers, and generating economic activity. Unfortunately, there is clear evidence showing that these Black land grant colleges have not consistently received their state-matching funding. To adequately address this problem, you must be systematic in your approach and committed to seeing the process through to the finish line.

During the entire process, you will experience challenges, opposition, and setbacks. However, you can overcome all of these obstacles by engaging in your research, envisioning your message, establishing a fact-finding study committee, and eliciting stakeholder support. Using this approach, I was able to secure \$500 million for TSU, with \$250 million dollars put in the budget in January 2022 and another \$92 million appropriated for the following fiscal year.

While this toolkit is not all-encompassing of every nuanced step required in this process, I hope you can use it as a broad guide for your state's 1890 institutions.