



September 2013

By

*John Michael Lee, Jr., Ph.D.**Vice President**APLU***Samaad Wes Keys***Program Assistant**APLU*

This OAS Policy Brief highlights the inequities that exist in state matching federal formula funding to our nation's 1890 land-grant Universities and provides policy recommendations to fix the systemic inequities in the nation's land-grant system.

Report No. 3000-PB1

LAND-GRANT BUT UNEQUAL

STATE ONE-TO-ONE MATCH FUNDING FOR 1890 LAND-GRANT UNIVERSITIES

Highlights

- ◆ From 2010-2012, 61 percent of 1890 land-grant institutions did not receive 100 percent of the one-to-one-matching funds from their respective states for extension or research funding.
- ◆ Between 2010-2012, 1890 land-grant universities did not receive more than \$31 million in extension funding due to states not meeting the one-to-one match requirement.
- ◆ From 2010-2012, 1890 land-grant universities did not receive more than \$25 million in research funding due to states not meeting the one-to-one match requirement.
- ◆ Combined, 1890 land-grant universities did not receive almost \$57 million due to states not meeting the one-to-one match.

INTRODUCTION

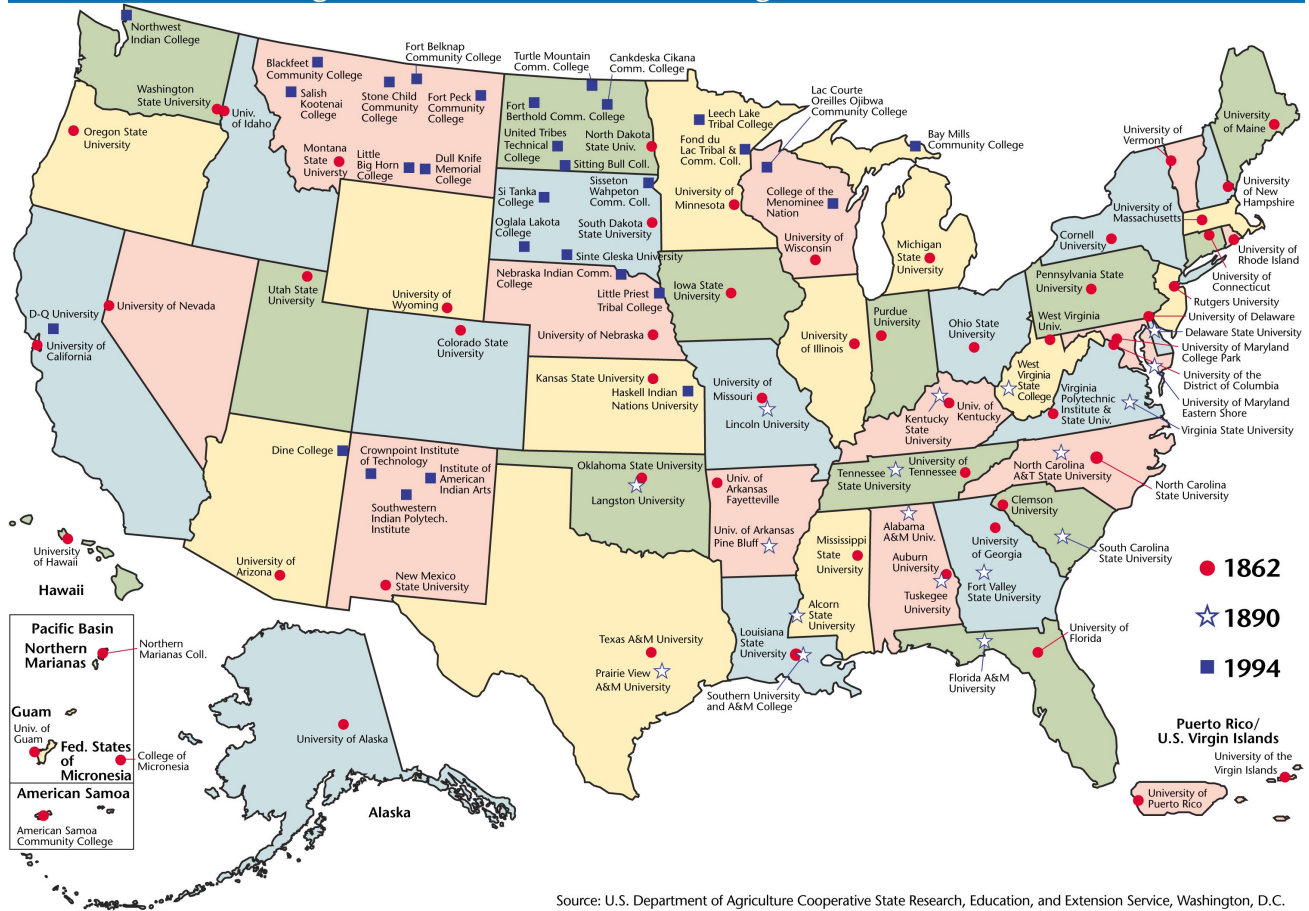
On July 2, 1862, President Abraham Lincoln signed the Morrill Act into law, forging a new partnership between the federal government and the states to create the backbone for what is today the public system of higher education in America. Before the establishment of the state-university system of higher education, private institutions primarily provided higher education to Americans and access was afforded only to the well off at a few institutions such as Harvard, Yale and Princeton (APLU, 2012).

For more than 150 years since that historic event, the nation's land-grant colleges and universities have provided a "liberal and practical education" and these institutions have helped open the doors of access and empower students with the education they need. These institutions have also developed

ground-breaking research that has moved our country forward and these institutions continue to provide rural communities in each state with robust solutions to the challenges they face-both agriculturally and socially. There is at least one land-grant institution in every state and territory in the United States and the District of Columbia (see Figure 1). Today, land-grant colleges and universities continue their mission to provide equitable access to education and develop innovations that continue to strengthen individual states and the country as a whole. Americans lead richer, productive and more prosperous lives because of the contributions of the land-grant university system.

Under the 1862 Morrill Act, which created the vast majority of land-grant institutions, and the Morrill Act of 1890, which established 18 black land-grant universities, the federal government committed to providing financial support to schools so

Figure 1: U.S. Land-Grant Colleges and Universities



Source: U.S. Department of Agriculture Cooperative State Research, Education, and Extension Service, Washington, D.C. Based on U.S. Department of Agriculture map: m2783, June 2003

long as states matched that level of support. Although 1890 land-grant universities produce talented students, innovative research and state-of-the-art practices in agriculture and STEM disciplines that are geared toward improving life in rural and high-risk communities, states are failing to provide the nation’s 1890 historically black land-grant universities the same level of one-to-one matching dollars they provide other land-grant institutions that receive federal funding.

The purpose of this policy brief is to highlight the disparities that exist in the matching of federal formula funding to our nation’s 1890 land-grant universities and to provide policy recommendations to fix this systemic disparity in the nation’s land-grant system. The brief gives a history of the land-grant system, offers detailed information about land-grant matching funds to 1890 universities, highlights survey data and concludes with four recommendations for policymakers to strengthen the land-grant system. While this brief compares and contrasts state one-to-one matching funds to 1862 and 1890 universities, it does not suggest a zero sum game of taking needed funds from 1862 universities. Instead, the land-grant system is strongest when all universities-1862s, 1890s and 1994s-are funded adequately to carry out the land-grant mission.

THE FIRST MORRILL ACT OF 1862

The Morrill Act is named after the U.S. Congressman from Vermont, Justin Morrill, who led the passage of the legislation that established the land-grant institutions for each state known as the First Morrill Act (Allen & Jewell, 2002; Brown, Donahoo, & Bertrand, 2001; Redd, 1998; R. Wilson, 1990). Though Congressman Morrill introduced his first version of the bill in 1857 and secured passage in 1859, it was vetoed by President James Buchanan (APLU 2012). The passage of the First Morrill Act in 1862 reflected the demand for an expanded focus on agricultural and technical education in the United States that opened the doors of education to the agricultural and industrial workers. In the Morrill Act the purpose of the establishment of the land-grant system is stated in the following words:

“...the endowment, support, and maintenance of at least one college where the leading object shall be, without excluding other scientific and classical studies, and including military tactics, to teach such branches of learning as are related

to agriculture and the mechanic arts, in such manner as the legislatures of the states may respectively prescribe, in order to promote the liberal and practical education of the industrial classes in the several pursuits and professions in life (Morrill Act of 1862, sec. 4).

This purpose was fulfilled and what started as a system of colleges to educate the industrial class, is today a system of comprehensive colleges and universities that are centers for research, teaching, agricultural innovation and the liberal arts. Many land-grants are also flagship institutions such as the University of Florida and The Ohio State University. Ultimately, most land-grant colleges have become large public universities that today offer a full spectrum of educational opportunities. However, there are some land-grant colleges that are private schools, including Cornell University, Massachusetts Institute of Technology and Tuskegee University.

THE SECOND MORRILL ACT OF 1890

African Americans could not benefit from the passage of the First Morrill Act in states that did not allow them to attend institutions of higher education. These states

1890 Land-grant Universities

A second Morrill Act was passed in 1890, aimed at the former Confederate states. This act required each state to show that race was not an admissions criterion, or else to designate a separate land-grant institution for persons of color. Among the 70 colleges and universities which eventually evolved from the Morrill Acts are several of today's historically black colleges and universities. Though the 1890 Act granted cash instead of land, it granted colleges under that act the same legal standing as the 1862 Act colleges; hence the term "land-grant college" properly applies to both groups. However, many did not receive land nor money.

1994 Land- Grant Universities

Later on, other colleges such as the University of the District of Columbia and the "1994 land-grant colleges" for Native Americans were also awarded cash by Congress in lieu of land to achieve "land-grant" status.

1890 Land-grant Universities

- Alabama A&M University (AL)
- Alcorn State University (MS)
- Delaware State University (DE)
- Florida A&M University (FL)
- Fort Valley State University (GA)
- Kentucky State University (KY)
- Langston University (OK)
- Lincoln University (MO)
- North Carolina A&T State University (NC)
- Prairie View A&M University (TX)
- South Carolina State University (SC)
- Southern University System (LA)
- Tennessee State University (TN)
- Tuskegee University (AL)
- University of Arkansas, Pine Bluff (AR)
- University of Maryland Eastern Shore (MD)
- Virginia State University (VA)
- West Virginia State University (WV)

were primarily in Southern and border states. In fact, it was not until the passage of the subsequent legislation known as the Second Morrill Act of 1890 that African Americans were able to attend land-grant institutions in many states. The Morrill Act of 1890 prohibited the distribution of money to states that made distinctions of race in admissions unless at least one land-grant college for African Americans, was established, and thus brought about the establishment of 19 public black colleges (Allen & Jewell, 2002; Provasnik et al., 2004; Redd, 1998; Roebuck & Murty, 1993). It should be noted that several institutions outside of the South and border states provided access to African American students long before the Morrill Act of 1890. Prior to the establishment of the black-land grant system in 1890, access to higher education for African Americans in the United States was primarily limited to private universities such as Howard University and Fisk University.

LAND-GRANT BUT UNEQUAL: STATE MATCHING FUNDS FOR 1890 LAND-GRANT INSTITUTIONS

Over the years, land-grant status has implied several types of federal support. The first Morrill Act of 1862 provided grants in the form of federal lands (30,000 acres or equivalent in scrip for each representative and senator) to each state for the establishment of a public institution to fulfill the act's provisions. At different times money was appropriated through legislation such as the second Morrill Act of 1890, which funded the establishing of the nation's public historically black land-grant colleges and universities; and the Bankhead-Jones Act of 1935 which provided an increase in federal funding to land-grant colleges and universities during the depression.

The nation has significantly expanded its contributions to land-grant colleges and universities. This support includes funding for research through the Hatch Act of 1887 and the Smith-Lever Act of 1914 that created the extension system at 1862 land-grant universities. However, because 1890 land-grant institutions are not eligible to receive funding provided by the Hatch Act or the Smith Lever Act, the Evans-Allen Act was established in 1977 (90 years after the Hatch Act of 1887) to support agricultural research at 1890 land-grant institutions with funds equal to at least 15 percent of the Hatch Act appropriations. Institutions currently receive about 21 percent of Hatch Act funding through the Evans-Allen Act.

The National Agriculture Research, Extension and Teaching Act of 1977 (NARETPA) —established 83 years after the Smith-Lever Act of 1914— provides federal funding for agricultural extension programs and activities at 1890 land-grant institutions similar to those of 1862 universities under the Smith-Lever Act. NARETPA provided this funding directly to 1890 institutions for the first time. The United States Department of Agriculture (USDA) plays an integral role in the administering of federal land-grant funds and the coordination of agricultural land-grant activities at the national level. USDA's National Institute of Food and Agriculture (NIFA) awards research funding through a combination of formula funding, non-competitive and competitive grants.

Though these funding sources have been made

Important Federal Land-grant Legislation

Hatch Act of 1887

A key component of the land-grant system is the agricultural experiment station program created by the Hatch Act of 1887. The Hatch Act authorized direct payment of federal grant funds to each state to establish an agricultural experiment station in connection with the land-grant institution in order to increase agricultural research. The amount of this appropriation varies from year to year and is determined for each state through a formula based on the number of small farmers in the state. A major portion of the federal funds must be matched by the state.

Smith-Lever Act of 1914

In order to disseminate information gleaned from the experiment stations' research to the farmers and other industrial workers in the state, the Smith-Lever Act of 1914 created the Cooperative Extension Service associated with each 1862 and-grant institution-1890 land-grant institutions did not receive this funding (APLU 2013). Extension programs at land-grant institutions are the community and rural education programs that provide a direct impact to the citizens of each state and include programs to support small farmers and agricultural business development in every state. This act authorized ongoing federal support for extension services, using a formula similar to the Hatch Act, to determine the amount of appropriation. This act also requires states to provide matching funds in order to receive the federal monies.

Evans-Allen Act of 1977

The Evans-Allen Act of 1977 provides capacity funding for food and agricultural research at the 1890 land-grant universities in a manner similar to that provided to the 1862 universities under the Hatch Act of 1887. Research conducted under the Evans-Allen Program has led to hundreds of scientific breakthroughs of benefit to both the unique stakeholders of the 1890 Institutions and the nation as a whole [7 U.S.C. 3222, (Sec. 1445, Research Act of 1977)].

The Evens-Allen act was created to support continuing agricultural research at colleges that were created under the 1890 Morrill Act. Its purpose is to promote efficient production, marketing, distribution and utilization of products of the farm as essential to the health and welfare of people and to promote a sound prosperous agriculture and rural life.

The National Agricultural Research, Extension, and Teaching Policy Act (NARETPA) of 1977

The National Agricultural Research, Extension, and Teaching Policy Act Of 1977 (NARETPA) as a law, provides the basis for federal funding for agricultural extension programs and activities at 1890 land-grant institutions.

available to the nation’s land-grant colleges and universities, this funding also requires the home state of the land-grant institution to match all formula based funding received from federal funds on a dollar-to-dollar basis commonly referred to as the one-to-one match requirement. While one-to-one matching is a requirement for all states with land-grant universities, states often do not fulfill the matching requirement for its 1890 land-grant institutions while meeting and in many cases exceeding the matching requirement for 1862 land-grant institutions in the same state. Federal legislation allows institutional waivers for the one-to-one match requirement for 1890 land-grant institutions while 1862 land-grant institutions are not eligible to receive waivers. As a result, from 2010-2012, 1890 land-grant institutions did not receive almost \$57 million in federal matching funds for research and extension activities.

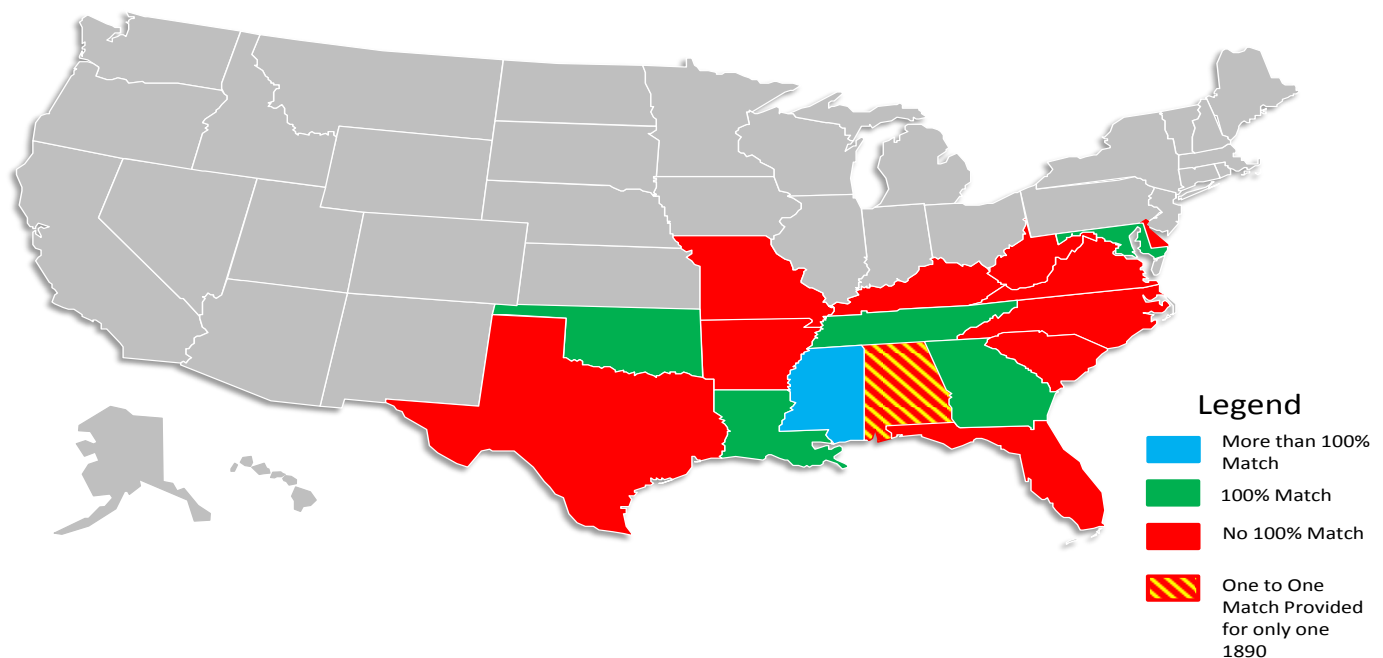
THE MATCHING DISPARITY

The one-to-one matching inequity that is being experienced by 1890 land-grant institutions is not in any way caused by the federal government or the U.S. Department of Agriculture. In fact, Congress established the matching requirement so that all land-grant institutions would receive one-to-one matching

funds from their respective state. This inequity in funding to HBCUs by states has been well documented since the founding of these institutions, and funding at these schools was very poor and not equitable compared to white institutions (Allen & Jewell, 2002; Redd, 1998). While all states are meeting the one-to-one matching requirement for their 1862 institutions, the majority of states do not meet this obligation for 1890 land-grant universities (see Figure 2) requiring these institutions to apply for a waiver of the one-to-one match requirement or forfeit their funding. The U.S. Department of Agriculture still requires 1890 land-grant institutions to come up with at least 50 percent of the match.

From 2010-2012, 61.2 percent (11 out of 18) of the 1890-land grant institutions did not receive 100 percent of the one-to-one-matching funds from their respective states for extension or research funding. In terms of dollars, 1890 land-grant universities did not receive \$31,828,918 in extension funding due to states not meeting the one-to-one match requirement (see Table 1) between 2010-2012, and 1890 land-grant universities did not receive \$24,798,282 in research funding due to states not meeting the one-to-one match requirement (see Table 2) from 2010-2012. Combined, this is a net loss of \$56,627,199. It is also not clear if the remaining eight states where 1890 institutions have not applied for a waiver are also losing millions of dollars because many do not have a

Figure 2: Evans-Allen and Extension One-to-One Matching Status to 1890 Land-Grant Universities by State, 2012



Source: Association of Public and Land-grant Universities Office of Access and Success analysis of U.S. Department of Agriculture extension and Evans-Allen Funding, 2013

Note: In some cases though institutions may not have received a waiver, the match comes from general funds instead of a specific line-item.

Table 1: 1890 Land-grant Universities Extension Funding 2010-2012

STATE	INSTITUTIONS	2010-2012 Totals				
		Total to State	100% Match Requirement Total	Total Waiver Requested	State Actual Match Total	State Percent Match Total
AL	Alabama A&M	\$6,337,562	\$6,337,562	\$0	\$6,337,562	100%
AL	Tuskegee	\$6,337,562	\$6,337,562	\$2,195,669	\$4,141,893	65%
AR	University of Arkansas, Pine Bluff	\$5,555,679	\$5,555,679	\$1,867,658	\$3,688,021	66%
DE	Delaware State	\$3,486,215	\$3,486,215	\$0	\$3,486,215	100%
FL	Florida A&M	\$5,435,344	\$5,435,344	\$2,717,632	\$2,717,713	50%
GA	Fort Valley State	\$7,575,368	\$7,575,368	\$0	\$7,575,368	100%
KY	Kentucky State	\$9,473,491	\$9,473,491	\$3,569,427	\$5,904,064	62%
LA	Southern University	\$4,971,901	\$4,971,901	\$0	\$4,971,901	100%
MD	University of Maryland, Eastern Shore	\$3,943,556	\$3,943,556	\$0	\$3,943,556	100%
MS	Alcorn State	\$5,931,055	\$5,931,055	\$0	\$5,931,055	100%
MO	Lincoln University	\$9,559,897	\$9,559,897	\$5,033,586	\$4,526,311	47%
NC	North Carolina A&T State	\$10,736,846	\$10,736,846	\$3,756,038	\$6,980,808	65%
OK	Langston University	\$5,856,454	\$5,856,454	\$0	\$5,856,454	100%
SC	South Carolina State	\$5,448,885	\$5,448,885	\$2,724,443	\$2,724,442	50%
TN	Tennessee State	\$8,411,095	\$8,411,095	\$0	\$8,411,095	100%
TX	Prairie View A&M	\$12,562,718	\$12,562,718	\$6,055,922	\$6,506,796	52%
VA	Virginia State	\$7,097,437	\$7,097,437	\$2,270,574	\$4,826,863	68%
WVA	West Virginia State	\$4,025,156	\$4,025,156	\$1,637,969	\$2,387,187	59%
Grand Totals		\$122,746,221	\$122,746,221	\$31,828,918	\$90,917,304	74%

Source: U.S. Department of Agriculture, 2013

Table 2: 1890 Land-grant Universities Evans-Allen (Research) Funding 2010-2012

STATE	INSTITUTIONS	2010-2012 Totals				
		Total to State	100% Match Requirement Total	Total Waiver Requested	State Actual Match Total	State Percent Match Total
AL	Alabama A&M	\$6,678,810	\$6,678,810	\$0	\$6,678,810	100%
AL	Tuskegee	\$6,629,632	\$6,629,632	\$312,615	\$6,317,017	95%
AR	University of Arkansas, Pine Bluff	\$5,734,629	\$5,734,629	\$1,234,076	\$4,500,553	78%
DE	Delaware State	\$3,132,109	\$3,132,109	\$0	\$3,132,109	100%
FL	Florida A&M	\$5,287,691	\$5,287,691	\$3,068,010	\$2,219,682	42%
GA	Fort Valley State	\$7,640,470	\$7,640,470	\$0	\$7,640,470	100%
KY	Kentucky State	\$9,124,875	\$9,124,875	\$1,677,140	\$7,447,735	82%
LA	Southern University	\$5,086,583	\$5,086,583	\$0	\$5,086,583	100%
MD	University of Maryland, Eastern Shore	\$3,836,233	\$3,836,233	\$0	\$3,836,233	100%
MS	Alcorn State	\$8,022,396	\$8,022,396	\$0	\$8,022,396	100%
MO	Lincoln University	\$7,307,444	\$7,307,444	\$3,735,087	\$3,572,357	49%
NC	North Carolina A&T State	\$10,513,898	\$10,513,898	\$2,845,912	\$7,667,986	73%
OK	Langston University	\$5,860,825	\$5,860,825	\$0	\$5,860,825	100%
SC	South Carolina State	\$5,691,927	\$5,691,927	\$3,304,647	\$2,387,280	42%
TN	Tennessee State	\$8,322,683	\$8,322,683	\$0	\$8,322,683	100%
TX	Prairie View A&M	\$12,382,874	\$12,382,874	\$6,315,445	\$6,067,429	49%
VA	Virginia State	\$7,096,901	\$7,096,901	\$913,367	\$6,183,534	87%
WVA	West Virginia State	\$3,757,225	\$3,757,225	\$1,391,983	\$2,365,242	63%
Grand Totals		\$122,107,205	\$122,107,205	\$24,798,282	\$97,308,924	80%

Source: U.S. Department of Agriculture, 2013

Table 3: 1890 Land-grant Universities Combined Extension & Evans-Allen Act Funding (Research) 2010-2012

STATE	INSTITUTIONS	2010-2012 Totals				
		Total to State	100% Match Requirement Total	Total Waiver Requested	State Actual Match Total	State Percent Match Total
AL	Alabama A&M	\$13,016,372	\$13,016,372	\$0	\$13,016,372	100%
AL	Tuskegee	\$12,967,194	\$12,967,194	\$2,508,284	\$10,458,910	81%
AR	University of Arkansas, Pine Bluff	\$11,290,308	\$11,290,308	\$3,101,734	\$8,188,574	73%
DE	Delaware State	\$6,618,324	\$6,618,324	\$0	\$6,618,324	100%
FL	Florida A&M	\$10,723,035	\$10,723,035	\$5,785,641	\$4,937,394	46%
GA	Fort Valley State	\$15,215,838	\$15,215,838	\$0	\$15,215,838	100%
KY	Kentucky State	\$18,598,366	\$18,598,366	\$5,246,567	\$13,351,799	72%
LA	Southern University	\$10,058,484	\$10,058,484	\$0	\$10,058,484	100%
MD	University of Maryland, Eastern Shore	\$7,779,789	\$7,779,789	\$0	\$7,779,789	100%
MS	Alcorn State	\$13,953,451	\$13,953,451	\$0	\$13,953,451	100%
MO	Lincoln University	\$16,867,341	\$16,867,341	\$8,768,673	\$8,098,668	48%
NC	North Carolina A&T State	\$21,250,744	\$21,250,744	\$6,601,950	\$14,648,794	69%
OK	Langston University	\$11,717,279	\$11,717,279	\$0	\$11,717,279	100%
SC	South Carolina State	\$11,140,812	\$11,140,812	\$6,029,090	\$5,111,722	46%
TN	Tennessee State	\$16,733,778	\$16,733,778	\$0	\$16,733,778	100%
TX	Prairie View A&M	\$24,945,592	\$24,945,592	\$12,371,367	\$12,574,225	50%
VA	Virginia State	\$14,194,338	\$14,194,338	\$3,183,941	\$11,010,397	78%
WVA	West Virginia State	\$7,782,381	\$7,782,381	\$3,029,952	\$4,752,429	61%
Grand Totals		\$244,853,426	\$244,853,426	\$56,627,199	\$188,226,227	77%

Source: U.S. Department of Agriculture, 2013

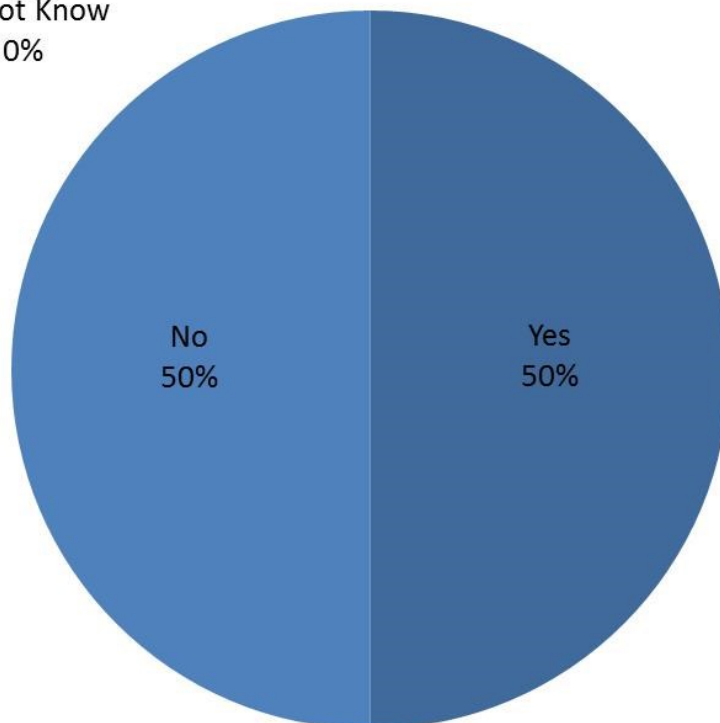
specific line-item that provides these matching funds and they are taken from the institutions general agriculture allocation. For example, in FY14, Maryland will provide the University of Maryland Eastern Shore (UMES) with a specific line-item match for USDA matching funds for the first time. Historically, the match for the agriculture funds at UMES was derived from the general agriculture appropriation and was not specifically identified as a match. When these funds are not identified as a match and are taken from general funds, it results in a net loss to the institution. Budget reductions to state institutions general funds also requires institutions to reduce their state match significantly. Without a separate line-item allocation to ensure that the one-to-one match is met each year, it is unclear if the requirement is being met by all states, including those that have not required a waiver. While the matching provided by states to institutions has increased significantly over the last two decades, 1890 land-grant universities in many states still do not receive the funding necessary to meet the one-to-one requirement.

In a 2013 survey of 1890 land-grant universities conducted by the APLU Office for Access and Success, 50 percent of institutions indicated that they did not receive one-to-one matching funds from their state (See Figure 3) and 70 percent of institutions indicated that they had requested a waiver between 2008 and 2013 (see Figure 4). Further, only 10 percent of respondents (1 institution) indicated that the 1890 land-grant institutions received more than a one-to one match (see Figure 5), and 80 percent of respondents noted that the 1862 land-grant institutions receive more than a one-to-one matching of funds from their state (See Figure 6). This further underscores the under-funding of 1890 land-grant institutions in comparison to 1862 land-grant universities in the same state. Figure 7 shows that since 2008, there has been an increase in 1890 land-grant institutions receiving waivers for the one-to-one matching requirement. When asked what entity in the state makes the final decision on whether or not your institution receives matching funds, 90 percent of survey respondents indicated that the state legislature

Figure 3: 1890 Land-Grant Universities Matching Survey, 2013

Question: Does your institution receive 100 percent of one-to-one matching funds from your state for the Agriculture Funding received from USDA ?

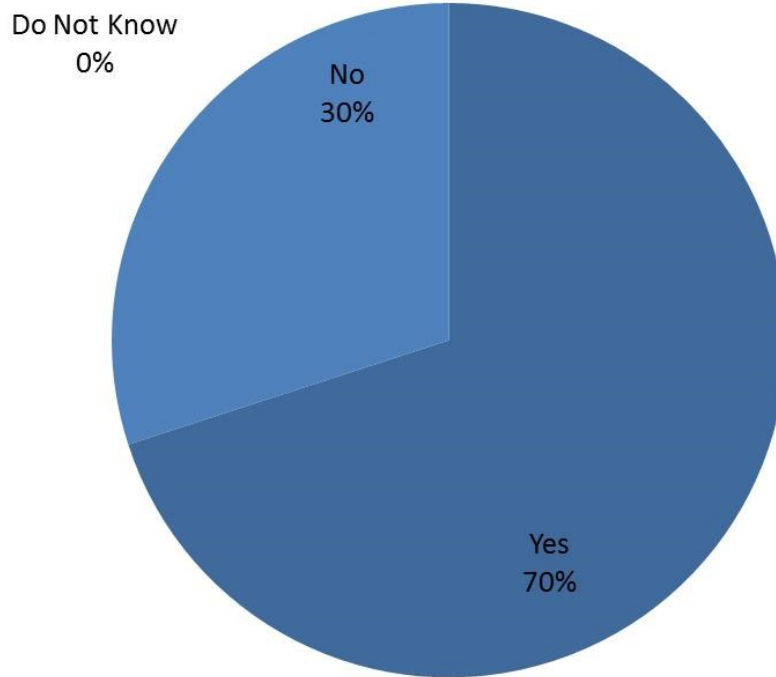
Do not Know
0%



Source: Association of Public and Land-grant Universities, Office of Access and Success 1890 Matching Survey, 2013

Figure 4: 1890 Land-Grant Universities Matching Survey, 2013

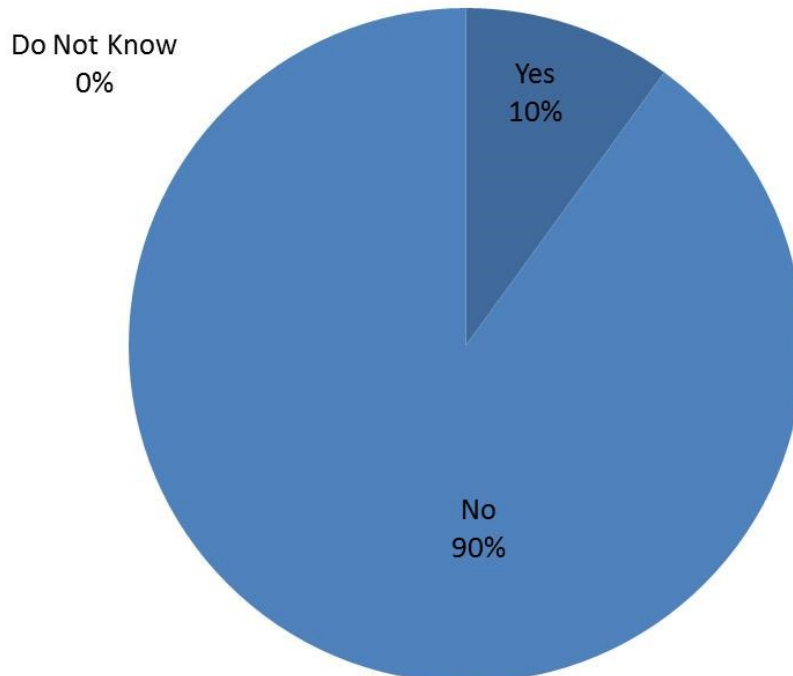
Question: Has your institution ever requested a waiver from USDA for not meeting the One-to-One Matching Requirement between 2008 and 2013?



Source: Association of Public and Land-grant Universities, Office of Access and Success 1890 Matching Survey, 2013

Figure 5: 1890 Land-Grant Universities Matching Survey, 2013

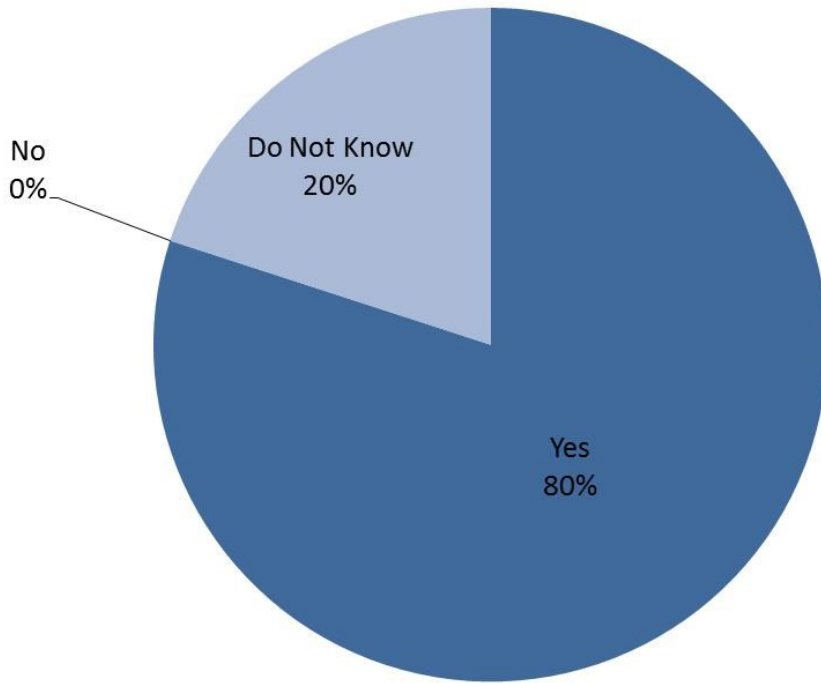
Question: Does your institution receive more than 100 percent of one-to-one matching funds from your state for the Agriculture Funding received from USDA?



Source: Association of Public and Land-grant Universities, Office of Access and Success 1890 Matching Survey, 2013

Figure 6: 1890 Land-Grant Universities Matching Survey, 2013

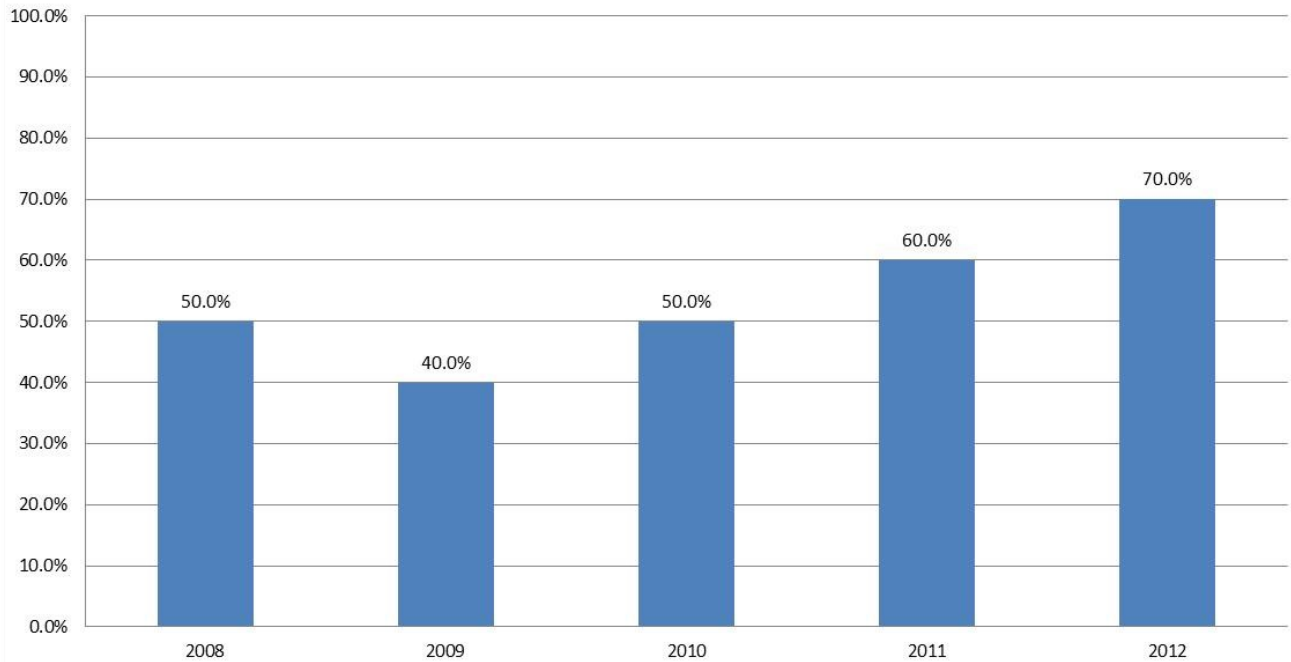
Question: Does your state's 1862 land-grant institution receive more than 100 percent one-to-one matching funds from your state for Agriculture Funding received from USDA?



Source: Association of Public and Land-grant Universities, Office of Access and Success 1890 Matching Survey, 2013

Figure 7: 1890 Land-Grant Universities Matching Survey, 2013

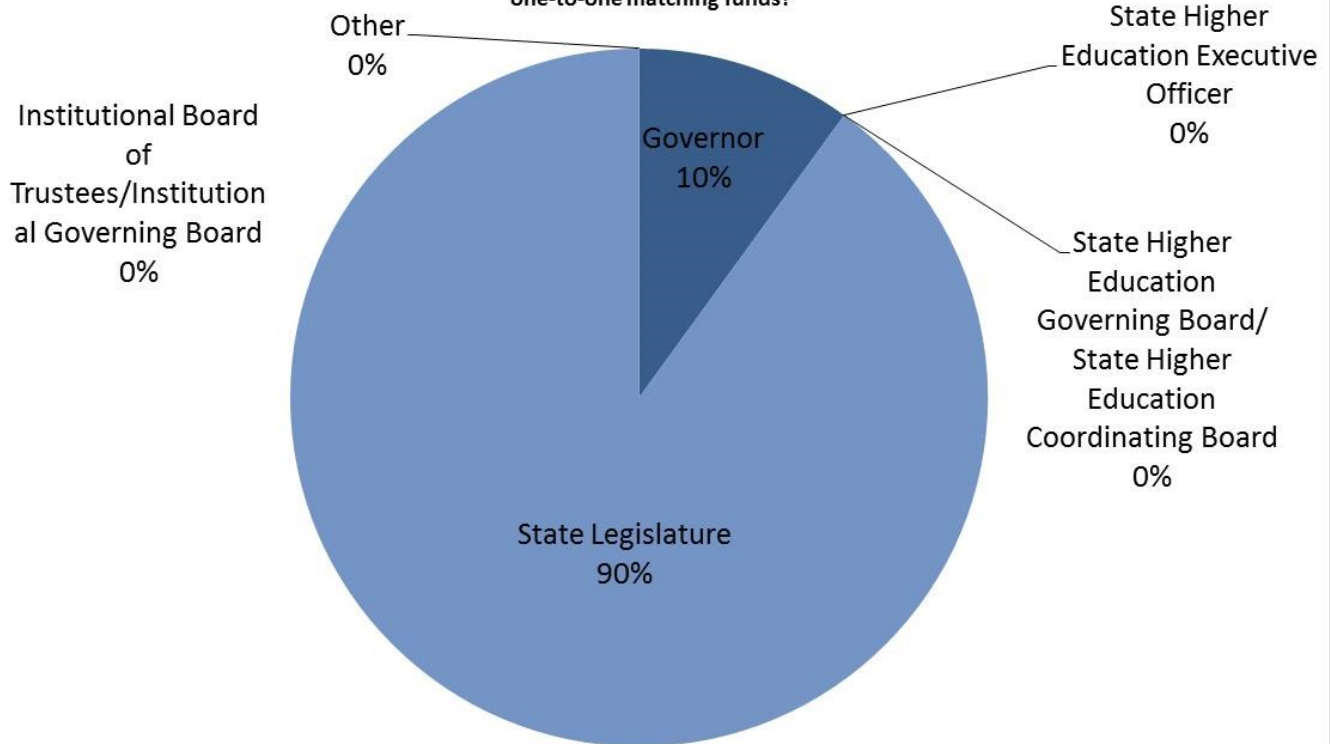
Question: In what year(s) has your Institution received a waiver from USDA for the One-to-One Match Requirement? (Select All That Apply)



Source: Association of Public and Land-grant Universities, Office of Access and Success 1890 Matching Survey, 2013

Figure 8: 1890 Land-grant Universities Matching Survey, 2013

Question: What entity in your state makes the final decision on whether or not your institution receives one-to-one matching funds?



Source: Association of Public and Land-grant Universities, Office of Access and Success 1890 Matching Survey, 2013

was responsible for the making the decision on matching funds while only 10 percent indicated the governor as the final decision maker. The survey also asked respondents to briefly describe the process to secure matching funds in their state (See Figure 9). The responses received ranged from a request being made to the legislature by the university to the absence of any formal process to secure matching funds. The responses show that there is a need to standardize the process of how requests for funding for matching funds are handled on a state-by-state basis.

**MOVING FORWARD:
RECOMMENDATIONS FOR POLICY MAKERS**

The disparities in matching funds in the nation’s land-grant system must be corrected. States must meet their obligation that was established under the Morrill Acts to equally fund the land-grant system in their states that provide research and extension services that benefit rural farmers and communities in their respective states. More must be done on both the federal and state level to ensure that match funding for 1890 land-grant institutions is brought to parity with their 1862 land-

grant counterparts. We do not aim to introduce through these recommendations a zero sum game where money should be taken from 1862s to accomplish the goal of parity for 1890s. The money received by both sets of institutions is important to the overall strength of the land-grant system and the contributions of both are important to the state. It is in the best interest of the state to fully fund the land-grant system, and we propose the following policy recommendations to strengthen the entire land-grant system:

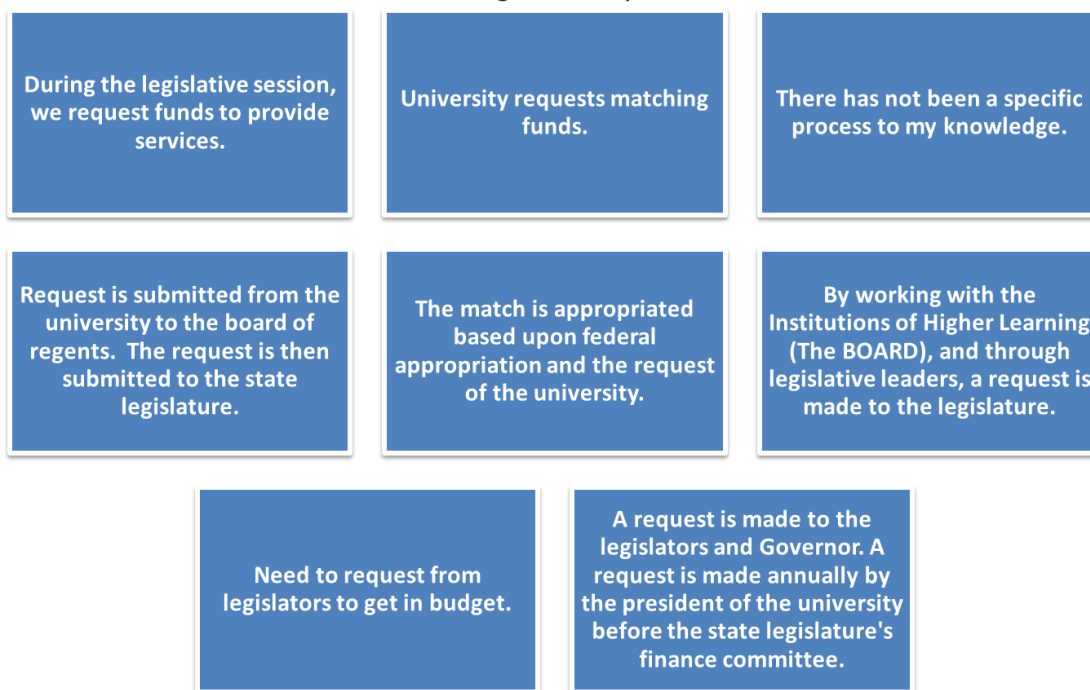
Recommendation 1:

States should ensure that 1890 land-grant Universities receive the One-to-One Matching of Funds from the state in a separate line-item budget.

State legislators, governors and system and institutional governing boards should ensure that yearly budgets to 1862 and 1890 land-grant universities automatically include a separate line-item to match the federal dollars received for land-grant institutions. This would not only ensure that all 1862 and 1890 land-grant universities

Figure 9: 1890 Land-Grant Universities Matching Survey, 2013

Question: Please briefly describe the process to secure matching funds in your state?



Source: Association of Public and Land-grant Universities, Office of Access and Success 1890 Matching Survey, 2013

receive the one-to-one match that is required under federal law, but also ensures that universities do not have to make up the deficit for the funds through general operating dollars that are intended to be spent on academic programs.

Recommendation 2:

States should ensure that both 1862 and 1890 land-grant universities receive the percent of matching funds in their appropriation dollars.

State legislators, governors and system & institutional governing boards should ensure that the percent of formula funds matching is the same for 1862 and 1890 land-grant universities because this is the only way that parity in funding can be reached. While each institution receives their grant allocations from the federal government based on a federal formula, some states go above and beyond the matching requirement for their 1862 land-grant institutions but do not even meet the minimum 100 percent one-to-one match requirement for many of their 1890 land-grant institutions. This means that while an 1862 institution (which receives more in land-grant funding based on institutional size and other factors) can receive 2 to 1 or 12 to 1 matching funds, the corresponding 1890 institutions receive less than and up to a one-to-one match. The underfunding of HBCUs has been a persistent problem

for many 1890 land-grant institutions in general, and it is time that these institutions receive their federal match. This does not mean that 1862s should not continue to receive the funding they currently receive, but it does mean that more money should be invested into 1890 institutions in these states.

Recommendation 3:

States should ensure that the process to request and receive matching funds is the same for 1862 and 1890 land-grant universities.

States should create standardized and automated processes for the request and receipt of matching funds from the state. The results of the survey show that the processes that are currently used by states vary greatly and can often be different for 1862 institutions versus 1890. For example, one 1890 land-grant institution noted that while it had to specifically make a request for matching funds to the state legislature, the same funding was provided to the 1862 land-grant university without making a specific request before the same legislature and received much more money than required by the one-to-one matching requirement. The process in each state should be reviewed to ensure equity in funding.

Recommendation 4:

Federal legislators should provide oversight to ensure that states meet their obligation for providing the one-to-one matching requirement and should incent states to provide the same percentage of formula match funding to both 1862 and 1890 land-grant universities within their state.

States should no longer be allowed to not meet their obligation of providing matching funds to 1890 land-grant institutions. The federal government should provide more mechanisms to ensure that institutions receive the matching funds from their states. It should not be left up to 1890 land-grant institutions themselves to use the waiver process in lieu of not receiving matching funds from the state.

CONCLUSION

The above recommendations represent a path forward to ensure that 1890 land-grant universities can finally receive the one-to-one matching funds. To be **land-grant but unequal** is a strange place to be for a land-grant system that was created to bring education to agricultural and industrial citizens in each state. Staying true to the original intent of the Morrill Acts, 1890 land-grant universities have contributed and continue to contribute greatly to research, extension services and academic training to citizens and farmers. However, many of these institutions have been doing so in states that have not met their obligation to provide matching funds to these institutions. This must be changed and rectified. Each state has an obligation to ensure these changes not only for the 1890 land-grant institutions but also for the citizens and farmers of each state that are served by these universities.

For the executive summary, visit www.aplu.org/OASresearch

REFERENCES

- Association of Public and Land-grant Universities (2013). *1890 Land-grant Universities One-to-One Matching Survey*. Washington, DC.: APLU Office of Access and Success.
- Association of Public and Land-grant Universities (2012). *The Land-grant Tradition*. Washington, DC: author.
- Allen, W. R., & Jewell, J. O. (2002). A backward glance forward: Past, present, and future perspectives on historically black colleges and universities. *Review of Higher Education*, 25(3), 241-261.
- Brown, M. C., Donahoo, S., & Bertrand, R. D. (2001). *The black college and the quest for educational opportunity*. *Urban Education*, 36(5), 553-571.
- Evans-Allen Act of 1977.
- Hatch Act of 1887.
- Morrill Act of 1862, sec 4.
- National Agricultural Research, Extension, and Teaching Policy Act Of 1977.
- Provasnik, S., Shafer, L. L., & Snyder, T. D. (2004). *Historically black colleges and universities, 1976-2001* (No. NCSE 2004 062). Washington, D.C.: Government Printing Office.
- Redd, K. E. (1998). Historically black colleges and universities: Making a comeback. *New Directions for Higher Education*, 26(2), 33-43.
- Roebuck, J., & Murty, K. (1993). *Historically black colleges and universities: Their place in American higher education*. Westport, CT: Praeger Publishers.
- Smith-Lever Act of 1914.
- Wilson, R. (1990). *Can black colleges solve the problem of access for black students?* *American Journal of Education*, 98(4), 443-457.

ABOUT THE AUTHORS

John Michael Lee, Jr. is vice president for the Office for Access and Success (OAS) and is responsible for advancing Public Black Universities, Hispanic-Serving Institutions, and Tribal Colleges and supporting the APLU Council of 1890 Universities; Commission on Access, Diversity and Excellence; and the OAS Advisory Board. His research interests include student access, participation, and success in higher education; student recruitment, retention, and graduation; student development; minority serving institutions (HBCUs, HSIs, and Tribal Colleges); higher education diversity; and education policy.

He earned a Ph.D. in higher education administration from New York University, an MPA with a concentration in economic development from Georgia State University, and a bachelor of science in computer engineering from Florida A&M University.

Samaad Wes Keys is the program assistant for the OAS and is responsible for research, managing collaborative partnerships and initiatives to meet the key organizational objectives for advancing college access and success for all students, with particular attention paid to underrepresented groups at the precollege and college levels. His research interests are focused on postsecondary education policy, minority student access and success, and minority-serving institutions. He holds a deep interest in the for-profit sector of higher education and how these institutions are shaping the future direction of higher education.

He is currently a doctoral candidate at the University of Georgia's Institute of Higher Education. He earned a master's degree from Central Michigan University in educational curriculum and instruction and a bachelor of arts degree from Morehouse College in psychology.

Suggested Citation:

Lee, J.M. and Keys, S.W. (2013). *Land-grant But Unequal: State One-to-One Match Funding for 1890 Land-grant Universities*. (APLU Office of Access and Success publication no. 3000-PB1). Washington, DC: Association of Public and Land-grant Universities.

ABOUT APLU

The **Association of Public and Land-grant Universities (APLU)** is a research, policy, and advocacy organization representing 223 public research universities, land-grant institutions, state university systems, and related organizations. Founded in 1887, APLU is the nation's oldest higher education association with member institutions in all 50 states, the District of Columbia, four U.S. territories, and Canada. Annually, member campuses enroll 4 million undergraduates and 1.2 million graduate students, award over 1 million degrees, employ over 1 million faculty and staff, and conduct \$39 billion in university-based research.

ABOUT THE COUNCIL OF 1890 UNIVERSITIES

APLU's **Council of 1890 Universities** collectively represents the interests of 1890 land-grant institutions including the University of the District of Columbia and the University of the Virgin Islands. The Council seeks to maintain, insure and increase funding, to present a unified approach for presentation of views regarding these institutions and to serve as a forum to share ideas and resources. The Council works with other 1890 associations in developing a comprehensive agenda for APLU regarding congressional and federal policies and programs impacting 1890 institutions.

ABOUT OAS

APLU's **Office for Access and Success (OAS)** is dedicated to equity, access, and educational excellence for all Americans with a special focus on underserved students and minority-serving institutions. OAS is primarily responsible for supporting the APLU Council of 1890 Universities; the Commission on Access, Diversity and Excellence (CADE); Hispanic-Serving Institutions; and the OAS Advisory Board. To reach the authors, please email oas@aplu.org.



ACKNOWLEDGEMENTS

This report was written and edited by John Michael Lee, Jr., vice president for the Office of Access and Success (OAS) at APLU and Samaad Wes Keys, program assistant in OAS at APLU. The authors would like to thank M. Peter McPherson, president of APLU; Howard Gobstein, executive vice president; and Michael Tanner, chief academic officer and vice president; Ian Maw, vice president for Food Agriculture & Natural Resource; Eddie Gouge, senior associate director of Federal Relations-Food and Agricultural Sciences; Christine Keller, associate vice president for Academic Affairs and executive director of the Voluntary System of Accountability; Jennifer Poulakidas, vice president for Congressional and Governmental Affairs, Jeff Lieberson, vice president for Public Affairs and Troy Prestwood, public affairs representative in Public Affairs for their many contributions to this effort.

We would also like to thank the staff at the United States Department of Agriculture (USDA) and the National Institute for Food and Agriculture (NIFA) for their assistance with securing the data necessary to make this report possible.



ABOUT APLU

The **Association of Public and Land-grant Universities (APLU)** is a research, policy, and advocacy organization representing 234 public research universities, land-grant institutions, state university systems, and affiliated organizations. Founded in 1887, APLU is North America's oldest higher education association with member institutions in all 50 states, the District of Columbia, four U.S. territories, Canada, and Mexico. Annually, member campuses enroll 4.7 million undergraduates and 1.3 million graduate students, award 1.1 million degrees, employ 1.3 million faculty and staff, and conduct \$41 billion in university-based research.



ABOUT THE COUNCIL OF 1890 UNIVERSITIES

APLU's **Council of 1890 Universities** collectively represent the interests of 1890 land-grant institutions including the University of the District of Columbia and the University of the Virgin Islands. The Council seeks to maintain, insure and increase funding, to present a unified approach for presentation of views regarding these institutions and to serve as a forum to share ideas and resources. The Council works with other 1890 associations in developing a comprehensive agenda for APLU regarding congressional and federal policies and programs impacting 1890 institutions.



ABOUT OAS

APLU's **Office for Access and Success (OAS)** is dedicated to equity, access, and educational excellence for all individuals with a special focus on underserved students and minority-serving institutions. OAS is primarily responsible for supporting the APLU Council of 1890 Universities; the Commission on Access, Diversity and Excellence (CADE); Hispanic-Serving Institutions; and the OAS Advisory Board. To reach the authors, please email oas@aplu.org.

Suggested Citation:

Lee, J.M. and Keys, S.W. (2013). *Land-grant But Unequal: State One-to-One Match Funding for 1890 Land-grant Universities*. (APLU Office of Access and Success publication no. 3000-PB1). Washington, DC: Association of Public and Land-grant Universities.