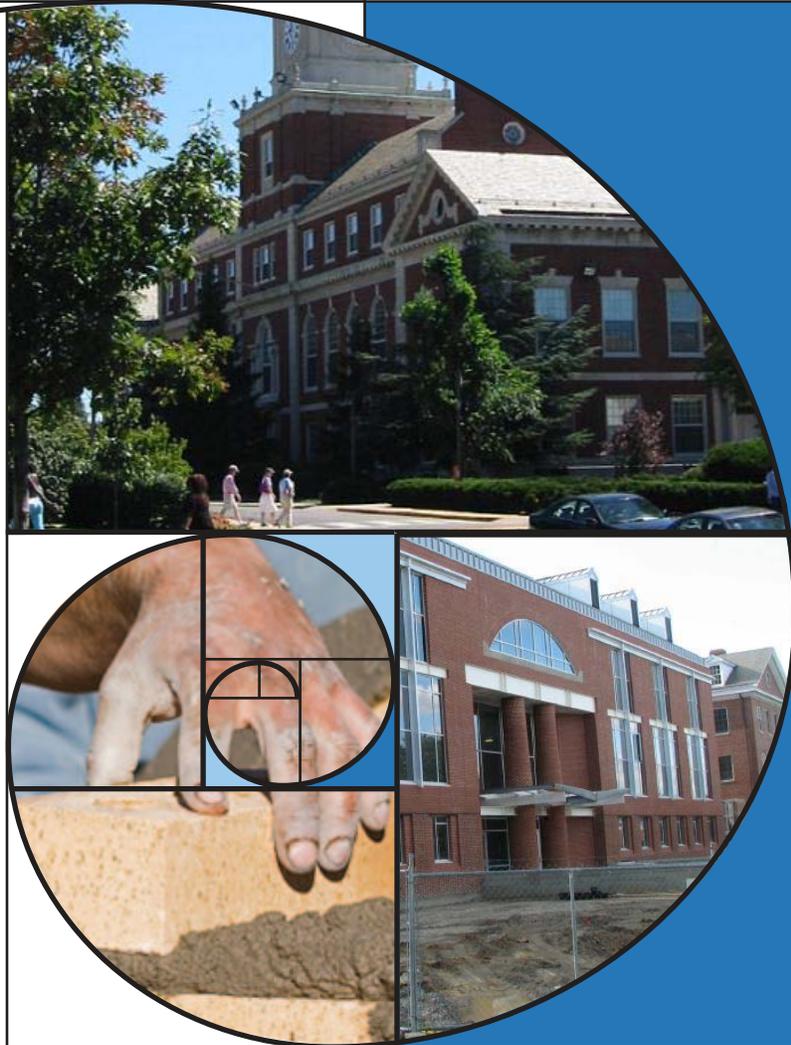


# Historically Black Colleges & Universities



Three Case Studies of Experiences  
in Community Development

*Volume I - Cross Site Report*



U.S. Department of Housing and Urban Development  
Office of Policy Development and Research



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# Historically Black Colleges and Universities: Three Case Studies of Experiences in Community Development

*Volume I – Cross Site Report*

**Prepared for:**

U.S. Department of Housing and Urban Development  
Office of Policy Development & Research

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## **Disclaimer**

The contents of this report are the views of the contractor and do not necessarily reflect the views or policies of the U.S. Department of Housing and Urban Development or the U.S. Government.

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## Executive Summary

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The U.S. Department of Housing and Urban Development (HUD) contracted with Optimal Solutions Group LLC (Optimal) to develop three in-depth case studies that examined selected Historically Black Colleges and Universities (HBCUs) participating in the HUD HBCU grant program. These case studies were to discuss the local community development context of the area, the HBCU's history of participation in the grant program and other community development activities, the creation and integration of grant activities over time, and the specific operationalization of a single HUD HBCU grant (the subject grant) awarded between 1999 and 2005.<sup>1</sup> The results of this research are presented in a two-volume report. **Volume I** summarizes the successful strategies and lessons learned from the three HUD HBCU grant recipients studied and the grant program in general. **Volume II** contains the full in-depth case studies of Benedict College, LeMoyne-Owen College, and Texas Southern University.

### **HBCUs and the HUD HBCU Grant Program**

The Higher Education Act of 1965 defined an HBCU as "...any historically black college or university that was established prior to 1964, whose principal mission was, and is, the education of black Americans, and that is accredited by a nationally recognized accrediting agency or association...or is, according to such an agency or association, making reasonable progress toward accreditation." The first HBCU was founded in 1837 and as of August 2007, there were 103 HBCUs in the United States.<sup>2</sup>

The majority of the nation's HBCUs are located in areas of high poverty and low economic well-being. HBCUs in these communities tend to be more than simply educational institutions, but regarded as community anchors that provided cultural, recreational, and learning centers for local residents. The HUD HBCU grant program provides funds "to assist HBCUs expand their role and effectiveness in addressing community development needs in their localities."<sup>3</sup> Between 1998 and 2005, HUD awarded 138 HUD HBCU grants to 71 different HBCUs totaling \$61,960,685. The grants ranged in value from \$100,000 to \$600,000.<sup>4</sup> Using the grant funds and other leveraged funding sources, program participants successfully implemented a wide variety of activities that had positive impacts on their surrounding communities.

### **Purpose and Methodology of this Study**

HUD commissioned this study to explore the experiences of HUD HBCU grant recipients in implementing their community development activities. While this study documents the successes and challenges faced by grant recipients in carrying out their community development activities, this study is not an evaluation of the HUD HBCU grant program. Rather, this report is

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<sup>1</sup> As written by HUD/PD&R, the scope of work for this study only included grants received between 1999 and 2005. HUD chose this period to ensure that the grants were recent enough to allow for the collection of records and the availability of key staff and participants for interview. HUD also anticipated that the majority of the grant activities during this period would be completed by the time this report was written.

<sup>2</sup> Source: White House Initiative on Historically Black Colleges and Universities - [www.ed.gov/about/inits/list/whhbcu/edlite-index.html](http://www.ed.gov/about/inits/list/whhbcu/edlite-index.html)

<sup>3</sup> Source: <http://www.oup.org/programs/aboutHBCU.asp>

<sup>4</sup> HUD maintained a database of HBCU grants awarded on the OUP website. A listing of grantees by location and amount, between 1999 and 2005, is provided in appendix B.

intended to provide HBCUs with descriptions of varying approaches to community development. The case studies and cross-site report describe the lessons learned, strategies employed, and challenges encountered by HUD HBCU grant recipients in the execution of their grant activities.

Optimal, in partnership with HUD, selected Benedict College, LeMoyne-Owen College, and Texas Southern University as the case study sites using a multi-step process, which involved the review of grant files, reconnaissance site visits, and consultation with the HUD HBCU program office. Case study site visits were then conducted at the three sites. During these visits the team interviewed key informants, collected documents and data, and toured the surrounding community and projects completed by the HBCU. Data collected at all stages of the project contributed to the cross-site report and the case studies.

### **Case Study Sites**

Volume II of this report contains full case study reports for Benedict College, LeMoyne-Owen College, and Texas Southern University. The cross-site analysis contained in Volume I is based on the information collected during those visits and a synthesis of information contained in the three case studies.

Benedict College is a private liberal arts institution located in Columbia, South Carolina. The college has been deeply involved in community development work since 1994, and established the Benedict-Allen Community Development Corporation (BACDC), a private not-for-profit group, in 1995 to carry out their housing and economic development activities. The college formalized its commitment to community development by establishing a Division of Community Development and appointing the vice-president of the division as a member of the president's college cabinet. The BACDC was one of many pieces of the Division of Community Development and was the vehicle through which the college implemented and executed its HUD HBCU grant activities. These activities included the construction of new housing; creation of a community park; provision of homebuyer counseling services; and the establishment, construction, and facilitation of a small business incubator.

LeMoyne-Owen College is a small, private liberal arts institution located in the Soulsville community of Memphis, Tennessee. The college became interested in community development in the late 1980s and established the LeMoyne-Owen College Community Development Corporation (LOCCDC) in 1989. The organization became active with the hiring of a full-time executive director in 1999. Since then, the organization has grown substantially and has played a leading role in community development activities in the surrounding area such as the creation of the Stax Museum of American Soul Music. The LOCCDC planned, implemented, and executed HUD HBCU grant activities on behalf of the college, but maintained a high level of autonomy from the college. The college's involvement with the CDC was as a member of the CDC's Board of Directors. The activities implemented included the establishment of a local transportation service, the construction of new homes, the rehabilitation of a historical landmark, the provision of small business loans and counseling services, and the development of a multi-million dollar retail and business development.

Texas Southern University (TSU) is a public university located in Houston, Texas and is the second largest HBCU in the nation. TSU's Jesse H. Jones School of Business established the Economic Development Center (EDC) in 1981, and hired its first and only full-time executive director. The EDC was the first of four outreach centers established by the School of Business.

As a unit of the university, the EDC was provided a high level of support from the School of Business' administration, faculty, and students. The EDC focused its work on building the human and social capital of local residents and the strength of local businesses and entrepreneurs. The EDC used the HUD HBCU grants to fund staff costs and to operate programs. These programs included the interrelated services of GED preparation, computer training courses, financial literacy classes, and a clerk trainee internship program. The EDC also provided technical assistance and small business grants to local businesses and conducted preparation for homeownership and rental housing opportunities to local residents.

### **Factors for Success, Programmatic Impacts, and the Challenges Encountered**

The three HBCUs profiled in this report – Benedict College, LeMoyne-Owen College, and Texas Southern University – adopted varying approaches to community development and demonstrated that there is no one model of how to engage in community development work. Instead, there are varying ways an HBCU can define their approach and execute their vision. Seven different but interrelated factors were determined to account for their successes. These factors are:

1. integration of community development into the HBCU;
2. implementation structure;
3. HBCU involvement and support;
4. organizational leadership, commitment, and capacity;
5. community input and buy-in;
6. scope of activities; and
7. community investment by other stakeholders.

For all three of the grantees studied, the HUD HBCU grant program funds played a critical role in assisting the HBCUs to affect positive change in their communities. Without these grant funds as seed money, the HBCUs studied may not have successfully executed all of the activities completed to date. Whether the funds were used for programmatic costs, operational costs, or a combination of both, they provided a catalyst for HBCUs to make substantial impacts in their communities.

While working to execute grant activities, the HBCUs profiled in this study encountered numerous challenges involving funding availability, as well as issues related to organizational capacity, autonomy, and inexperience. Through the discussion of the challenges encountered, these HBCUs provide useful information to their fellow HBCUs involved with the HUD HBCU grant program. Their successes also present lessons learned and demonstrate that commitment, strategic planning, community involvement, strong partnerships, and the development of organizational capacity can lead to accomplishment.

# I. Historically Black Colleges and Universities – An Introduction

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The Higher Education Act of 1965 defined an HBCU as “...any historically black college or university that was established prior to 1964, whose principal mission was, and is, the education of black Americans, and that is accredited by a nationally recognized accrediting agency or association...or is, according to such an agency or association, making reasonable progress toward accreditation.” While HBCUs were not formally recognized until 1965, several of these educational institutions have histories that date back to the pre-Civil War era.

Founded in 1837, Cheyney University of Pennsylvania was the first historically black educational institution in the United States. The founding of Cheyney University was made possible by Richard Humphreys, a Quaker philanthropist. Having witnessed the struggles of African-Americans competing unsuccessfully for jobs due to an influx of immigrants, he became interested in their plight. In 1829, race riots heightened and he changed his will to establish "an institution... to instruct the descendants of the African Race... in the various branches of the mechanic Arts, Trades and Agriculture, in order to prepare, fit, and qualify them to act as teachers."<sup>5</sup>



*Seal of Cheyney University*

From Cheyney’s first class of five students in 1837, the university grew to enroll over 1,600 students in both undergraduate and graduate programs by the fall of 2006. Over the years, Cheyney University changed names several times, and became a part of the Pennsylvania State System of Higher Education in 1983. As of 2006, over 10,000 students had graduated from the university.

In August 2007, there were 103 HBCUs in the United States.<sup>6</sup> While the circumstances leading to the establishment of these HBCUs vary, the basic reason for creating these schools is similar. The founders wanted to provide African-Americans an equal opportunity for education as was available to their white counterparts. HBCUs are located in 20 of the 50 states, the District of Columbia, and the U.S. Virgin Islands. Exhibit 1 shows the number of HBCUs by state, and a full listing of the nation’s HBCUs is included as appendix A of this report.

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<sup>5</sup> Source: Cheney University National Alumni Association - <http://www.cheyneyalumni.com/history.html>

<sup>6</sup> Source: White House Initiative on Historically Black Colleges and Universities - [www.ed.gov/about/inits/list/whhbcu/edlite-index.html](http://www.ed.gov/about/inits/list/whhbcu/edlite-index.html)

**Exhibit 1: Number of HBCU's by State**

<b>State</b>	<b>Number of HBCUs</b>
Alabama	15
Arkansas	3
District of Columbia	2
Delaware	1
Florida	4
Georgia	10
Kentucky	1
Louisiana	6
Maryland	4
Michigan	1
Mississippi	7
Missouri	2
North Carolina	10
Ohio	2
Oklahoma	1
Pennsylvania	2
South Carolina	8
Tennessee	6
Texas	9
Virginia	6
West Virginia	2
U.S. Virgin Islands	1
<b>Total</b>	<b>103</b>

Created to provide access to education for African-Americans, HBCU enrollment statistics demonstrated that HBCUs continue to educate a predominantly African-American student population. According to the U.S. Department of Education, while HBCUs comprised only 3 percent of the higher educational institutions in the nation, HBCUs enrolled 14 percent of all African-American students in higher education.<sup>7</sup> HBCU enrollment by race is presented in exhibit 2, which indicates that students of other races accounted for less than 18 percent of HBCU enrollment in 2001. The growing percentage of non-African-Americans attending HBCUs over time demonstrates that while HBCUs are still rooted in the African-American community, they are institutions open to all students regardless of race.

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<sup>7</sup> Source: White House Initiative on Historically Black Colleges and Universities - [www.ed.gov/about/inits/list/whhbcu/edlite-index.html](http://www.ed.gov/about/inits/list/whhbcu/edlite-index.html)

**Exhibit 2: Percentage of HBCU Fall Enrollment by Race – 1976, 1990, and 2001**

	<b>1976</b>	<b>1990</b>	<b>2001</b>
White	9.5%	13.4%	12.0%
Black	85.5%	81.2%	82.3%
Hispanic	1.5%	1.5%	2.3%
Asian or Pacific Islander	0.3%	0.7%	0.8%
American Indian	0.1%	0.1%	0.2%
Nonresident Alien	3.1%	3.1%	2.3%
Total	100.0%	100.0%	100.0%

Source: Provasnik, Stephen. "Historically Black Colleges and Universities, 1976 to 2001." National Center for Education Statistics 13 September 2004. <<http://nces.ed.gov/pubsearch/pubsinfo.asp?pubid=2004062>>. Accessed: 21 August 2007

Although HBCUs are increasingly multi-cultural learning institutions, the communities in which they are located are still predominantly African-American. The majority of the nation's HBCUs are located in the Southern United States in areas of high poverty and low economic well-being according to a study by the National Center for Education Statistics (NCES).<sup>8</sup> HBCUs in these communities are more than educational institutions; they serve as community anchors that provide cultural, recreational, and learning centers for local residents. Their campuses, staff, and students provide services to residents and businesses, host community meetings and cultural events, and provide recreational opportunities for youth. The NCES study demonstrates that HBCUs have significant short-term economic impacts on their surrounding communities. These economic activities are particularly important in distressed areas and contributed to increased community stability.

Recognizing the role of HBCUs as community catalysts, the federal government established the Historically Black Colleges and Universities Grant Program to build on that role. The next section of this report provides an overview of the program, describing its purposes, history, and results.

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<sup>8</sup> Humphreys, J. *Economic Impact of the Nation's Historically Black Colleges and Universities*. U.S. Department of Education, National Center for Education Statistics, Washington, DC: U.S. Government Printing Office. October 2006.

## II. Overview of the Historically Black Colleges and Universities Grant Program

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Changes in the social and economic landscape during the 1960s and 1970s negatively affected many communities in the United States. These changes manifested themselves through disinvestment and urban flight. To help address these challenges, Congress enacted the Housing and Community Development Act of 1974, which created the Community Development Block Grant Program (CDBG).<sup>9</sup> CDBG provides funding to cities, counties, and States through a needs-based formula. Recipient communities can use the funds for a wide range of activities that must principally benefit persons with low- and moderate-incomes.

In the late 1970s, the federal government recognized that Historically Black Colleges and Universities (HBCUs) might offer a unique way of supporting community development work. These institutions were located in communities that were once the center of African-American business and culture. This led to the creation of the HUD HBCU grant program under Executive Order 12677 dated April 28, 1989. The purpose of the program was to assist HBCUs to expand their role and effectiveness in addressing community development in their localities. Subsequently, Congress amended Section 107(b)(3) of the Housing and Community Development Act to enable the HUD Secretary to make grants to HBCUs from the amounts appropriated for the CDBG Program. Prior to the enactment of the new HBCU grant program, HUD assisted such institutions using Technical Assistance funds. HUD conducted the first competition for the newly appropriated HUD HBCU grant program in Fiscal Year 1991.

Like the rest of the CDBG, the HUD HBCU grant program was originally administered by HUD's Office of Community Planning and Development (CPD).<sup>10</sup> Beginning in Fiscal Year 1991, CPD issued regulations for administering the HUD HBCU grant program.<sup>11</sup> During the late 1990s, HUD consolidated all of the university-based programs it administered in the Office of Policy Development and Research (PD&R). Until Fiscal Year 2006, Congress continued to fund the HBCU grant program out of the appropriations for the CDBG program. Beginning in Fiscal Year 2006, Congress continued to fund the HUD HBCU grant program as a line item in PD&R's Research and Technology budget.

The HUD HBCU grant program is now administered by PD&R's Office of University Partnerships (OUP), whose mission is to support the creation and expansion of partnerships

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<sup>9</sup> The Community Development Block Grant program (CDBG) administered by HUD provides communities with resources that can be used to address a wide range of community development needs. More information about HUD's CDBG program can be found at <http://www.hud.gov/offices/cpd/communitydevelopment/programs/>

<sup>10</sup> HUD's Office of Community Planning and Development works to create stronger communities through the promotion of integrated approaches to providing decent housing, a suitable living environment, and expand economic opportunities for low and moderate income persons through the development of partnerships with government and the private and non-profit sectors. More information about CPD and the programs they administer can be found at <http://www.hud.gov/offices/cpd/>.

<sup>11</sup> 24 CFR 570.404

between colleges and universities and their communities. The HUD HBCU grant program complimented various other grant programs administered by OUP.<sup>12</sup>

### **Funding and Eligibility**

Funds appropriated for the HUD HBCU grant program are allocated competitively each year. PD&R publishes a Notice of Funding Availability (NOFA) in the Federal Register in the early spring of each year. Eligible applicants are HBCUs accredited by a national or regional accrediting agency recognized by the U.S. Department of Education.<sup>13</sup> They submit applications to HUD, who selects the best for funding. In Fiscal Year (FY) 2005, Congress appropriated \$9.92 million for the HUD HBCU grant program to fund grant activities and technical assistance.

In FY 2005, applicants could request up to \$600,000 in HUD HBCU grant funds to be spent over a three-year grant period. HUD did not require grantees to share costs or to provide matching funds. However, most grantees leveraged grant funds with other sources of funding (either cash or in-kind), which enabled the HBCUs to undertake more activities.

While the HBCU was the actual grant recipient, the institution could elect to either implement the funded activities directly or through a non-profit subsidiary. Activities undertaken through the HUD HBCU grant program had to meet one or more of HUD's national Community Development Block Grant (CDBG) objectives: (i) benefit low- and moderate-income persons, (ii) aid in preventing or eliminating slums and blight, or (iii) address a community development need having a particular urgency.<sup>14</sup>

Examples of eligible HBCU grant activities include the following:

- acquisition of real property,
- clearance and demolition efforts,
- rehabilitation of residential and commercial structures,
- provision of public services,
- direct homeownership assistance to low- and moderate-income persons,
- development of or improvements to public facilities,
- implementation of special economic development activities, and
- assistance to community-based development organizations.

### **History and Results**

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<sup>12</sup> OUP administers eight other grant programs, including the Community Development Work Study Program, the Community Outreach Partnership Grants, the Tribal Colleges and Universities Program, and the Universities Rebuilding America Partnership. More information about these and OUPs other grant programs can be found at <http://www.oup.org/programs/programs.asp>.

<sup>13</sup> Eligible HBCUs are defined by the U.S. Department of Education in 34 CFR 608.2 in accordance with the Department's responsibilities under Executive Order 13256, dated February 12, 2002.

<sup>14</sup> The CDBG national objectives are listed in 24 CFR 570.208. The CDBG eligible activities are detailed in 24 CFR part 570.

Between 1999 and 2005, HUD awarded 138 HUD HBCU grants to 71 different HBCUs totaling \$61,960,685.<sup>15</sup> Grant awards ranged from a high of \$600,000 in 2005 to a low of \$100,000 in 2000. A summary of the total funding appropriated and number of grants awarded by year is provided in exhibit 3.

**Exhibit 3: HUD HBCU Grant Funds Appropriated by Year**

<b>Year</b>	<b>Total Funding Appropriated</b>	<b>*Dollars Granted</b>	<b>Grants Awarded</b>
1999	\$9 million	\$7,266,000	16
2000	\$10 million	\$10,300,000	38
2001	\$10 million	\$9,720,955	22
2002	\$10.5 million	\$10,681,369	22
2003	\$9.935 million	\$7,412,972	14
2004	\$10.4 million	\$6,726,513	13
2005	\$9.92 million	\$7,585,937	13

\*Denotes that the actual amount obligated may include carryover funding

Source: HUD HBCU Office of University Partnerships

HUD HBCU grant funds were awarded through the competitive grant process. Using HUD HBCU grant funds, participants successfully implemented a wide variety of programs that had positive impacts on their surrounding communities. Eligible grant activities fell into four broad categories: housing activities, public service activities, public facilities, and special economics development activities. Examples of specific grant activities in each of the four categories are provided in exhibit 4.

**Exhibit 4: Types of Activities Implemented by HUD HBCU Grantees**

<p><b>Housing Activities</b></p> <ul style="list-style-type: none"> <li>▪ Acquisition</li> <li>▪ Clearance, Demolition, and Rehabilitation of Residential Structures</li> <li>▪ Homeownership Assistance</li> </ul>	<p><b>Public Service Activities</b></p> <ul style="list-style-type: none"> <li>▪ Counseling</li> <li>▪ Job Training/Placement</li> <li>▪ Health Care Information</li> <li>▪ After School Programs</li> </ul>
<p><b>Special Economic Development Activities</b></p> <ul style="list-style-type: none"> <li>▪ Acquisition, Construction/ Reconstruction, and Rehabilitation of Commercial or Industrial Buildings</li> <li>▪ Provision of Assistance to Businesses to Setup Microenterprises</li> <li>▪ Provision of Training, Technical Assistance, and Other Support</li> <li>▪ Provision of Assistance to Community-Based Development Organizations</li> </ul>	<p><b>Public Facilities</b></p> <ul style="list-style-type: none"> <li>▪ Neighborhood Facilities (parks, playgrounds, community centers)</li> <li>▪ Infrastructure Improvements (water, sewer, street)</li> </ul>

Source: HUD HBCU Grant Files and the HUD HBCU Grantee Database, Office of University Partnerships

<sup>15</sup> HUD maintained a database of HBCU grants awarded between 1998 and 2006 on the OUP website. To be consistent with the scope of work for this study, however, this report only contains information on grants awarded between 1999 and 2005. HUD chose this period to ensure that the grants were recent enough to allow for the collection for records and the availability of key staff and participants for interview. HUD also anticipated that the majority of the grant activities during this period would be completed by the time this report was written. A listing of grantees by location, year, and amount is provided in appendix B.

### **III. Purpose and Methodology of this Study**

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HUD contracted with Optimal Solutions Group LLC (Optimal) to develop in-depth case studies that examined how selected HBCUs operationalized a single HUD HBCU grant (the subject grant) awarded between 1999 and 2005.<sup>16</sup> The results of this research are presented in a two-volume report. **Volume I** summarizes the successful strategies and lessons learned from the three HUD HBCU grant recipients studied and the grant program in general. Optimal collected data through a variety of sources including site visits, file reviews, and one-on-one interviews. The site selection process also enabled the research team to gain familiarity with a number of HUD HBCU grantees. **Volume II** contains the full in-depth case studies of Benedict College, LeMoyne-Owen College, and Texas Southern University.

This section details the purpose of the study, the site selection methodology, and the data collection methods employed by the research team.

#### **Purpose of this Study**

HUD commissioned this study to explore the experiences of HUD HBCU grant recipients in implementing their community development activities. The case studies documented in **Volume II** of this report highlight some of the specific activities completed by HUD HBCU grantees. Specifically, the three case studies illustrate (i) how the HBCUs incorporated community development into their institutional framework, (ii) how the HBCUs organizationally carried out their community development activities, (iii) what the HBCUs' experiences were in implementing one specific HUD HBCU grant (the subject grant), and (iv) what challenges and obstacles the HBCUs faced and what elements contributed to their ability to overcome these barriers and achieve success.

**Volume I** of this report discusses the factors that led to the successful implementation of HUD HBCU grant activities by these HBCUs. The report concludes by discussing the overall impacts of the HUD HBCU grant program, the implementation challenges encountered by grantees, and finally some observations and recommendations regarding the overall structure and operationalization of the HUD HBCU grant program.

While this study documents the successes and challenges faced by grant recipients in carrying out their community development activities, this study is not an evaluation of the HUD HBCU grant program. Rather, this report provides HBCUs with examples of three different approaches to community development. The case studies and cross-site reports describe the lessons learned, strategies employed, and challenges encountered by HUD HBCU grant recipients in the execution of their grant activities.

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<sup>16</sup> As written by HUD/PD&R, the scope of work for this study only included grants received between 1999 and 2005. HUD chose this period to ensure that the grants were recent enough to allow for the collection of records and the availability of key staff and participants for interview. HUD also anticipated that the majority of the grant activities during this period would be completed by the time this report was written.

### **Study Methodology and Data Sources**

Optimal, in partnership with HUD, selected Benedict College, LeMoyne-Owen College, and Texas Southern University as the case study sites using a multi-step process. HUD provided the research team with the grant files for 25 HUD HBCU grantees that were thought to have undertaken interesting and successful grant activities. The research team analyzed the files and developed a list of variables that described each grantee, the local context, and the scope of activities implemented. Optimal and HUD used this information to select eight grantees that represented a variety of institutional sizes, types, and settings. The selected grantees also employed varying methods of grant implementation and a wide range of grant activities.

Each of the eight selected grantees hosted a one-day reconnaissance site visit for the research team.<sup>17</sup> Prior to these one-day site visits, the HBCUs participated individually in a conference call with the research team and the Government Technical Representative (GTR) from HUD to discuss the goals of the study and the proposed reconnaissance site visit.<sup>18</sup> The research team used these visits to (i) test the site visit protocols through key informant interviews and determine how they need to be modified for the case study visits, (ii) determine the status of programmatic activities and discern whether or not the activities proposed in the subject grant were different from the actual activities implemented, (iii) determine the type of data available and how data were maintained by the grantee, and (iv) assess the grant recipient's willingness and availability to participate as a case study site. The reconnaissance site visits began in January 2006 and concluded in April of 2006.

Upon completion of the reconnaissance site visits, the research team worked with HUD to finalize the selection of case study sites that would provide informative examples for other grantees participating in the HUD HBCU grant program. HUD HBCU grant activities were implemented in various ways by the reconnaissance sites. To reflect this, case study sites were selected that implemented activities both through a CDC and through a part of the institution. Also, to represent a variety of different types of HBCUs, sites were chosen that ranged in terms of student enrollment size and geographic location. Finally, the HUD HBCU program office provided input on the experiences of the reconnaissance sites, which helped to finalize the decision. The final result was a selection process that incorporated a combination of objective and subjective criteria.

For the selected sites, HUD provided the research team with additional information on all of the HUD HBCU grants received by each site between 1999 and 2005. The research team used these files to develop a comprehensive understanding of each site's HUD HBCU grant program participation and the scope of their community development efforts.

Using information from the reconnaissance site visits and the grant files, the research team conducted three-day, in-depth site visits with each of the three selected grantees.<sup>19</sup> During these

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<sup>17</sup> The GTR at HUD, acting as a representative of the Office of Policy Development and Research, attended a portion of the reconnaissance site visits.

<sup>18</sup> The GTR at HUD acts as the Contracting Officer's representative in all matters concerning the technical and methodological aspects of a contract. The GTR is usually HUD's primary point of contact with a contractor and is responsible for giving contractors technical advice and guidance related to the work required by the contract.

<sup>19</sup> Two members from the research team participated in each site visit. The HUD GTR, acting as a representative from HUD PD&R, attended two of the three site visits.

site visits, the research team interviewed key informants, collected documents and data, and toured the surrounding community and projects completed by the HBCU. The focus of the visit was twofold. First, the team aimed to gather contextual information on the community in which the HBCU is located, what other community development initiatives have been undertaken in the community, how the HBCU is organized internally, what the HBCU's relationship with the community is like, and how the HBCU's community development efforts have grown or changed over time. Second, the team needed to ascertain specific details related to the history and execution of HUD HBCU grant activities, both generally over the course of the grantee's participation in the program and specifically relating to a single HUD HBCU grant (the subject grant). This information would be used to discuss the HBCU's history of participation in the program, the development and integration of grant activities over time, and the specific operationalization of the subject grant. The contextual information demonstrates aspects of the "big picture" of developing and implementing grant programs. The discussion of the subject grant then provides a specific example of how a participating grantee implemented a particular set of activities.<sup>20</sup> The research team completed these in-depth site visits between August 2006 and February 2007.<sup>21</sup>

The information and findings presented in this cross-site analysis are based on all of the primary and secondary data sources collected by the research team through the review of grant files, the one-day reconnaissance site visit, the three-day in-depth site visit, and follow-up interviews and research conducted before and after the site visits.

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<sup>20</sup> Please refer to Volume II of this report for the full case study reports.

<sup>21</sup> The Benedict College site visit was conducted from August 29 to 31, 2006. The Texas Southern University site visit was conducted between January 16 and 18, 2007. The LeMoyne-Owen College site visit occurred from January 30 to February 1, 2007.

## IV. Synopses of Case Study Sites

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This section of the report provides a short synopsis for each case study site – Benedict College, LeMoyne-Owen College, and Texas Southern University. Highlighted is an explanation of how each institution implemented its HUD HBCU grant activities, a short synopsis of the institution’s historical participation in the HUD HBCU grant program, and an overview of the subject grant activities and results. As noted earlier in this report, the full in-depth case studies can be found in Volume II of the report.

**Benedict College**, a private liberal arts institution, is located in the Waverly/Read Street community of Columbia, South Carolina. In 2006, Benedict College was the fourth largest private HBCU in the United States with a full-time undergraduate population of over 2,500 students. The involvement of Benedict College in local community development work began in earnest with the appointment of Dr. David Swinton as President and Chief Executive Officer of the college in 1994. With a mission of being “a power of good in society,” the college adopted a broad definition of community development. Activities undertaken ranged from housing and economic development to research targeted at improving the educational experience of African-American students. The college specifically created the Division of Community Development to oversee and implement all community development activities; and the college contributed a significant amount of its own resources towards revitalizing the community and leveraged their investment with millions of dollars from other federal, state, local, and private resources.

### *Historical Participation in the HUD HBCU Grant Program*

The HUD HBCU grant program played a fundamental role in supporting the community development efforts of Benedict College. Between 1999 and 2005, Benedict College received four HUD HBCU grants.<sup>22</sup> General information about each of the four HUD HBCU grants awarded to Benedict College is provided in exhibit 5.

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<sup>22</sup> Benedict College also received three other HUD HBCU grants outside of this time period in 1995, 1998, and 2006. As written by HUD/PD&R, the scope of work for this study only included grants received between 1999 and 2005. HUD chose this period to ensure that the grants were recent enough to allow for the collection of records and the availability of key staff and participants for interview. HUD also anticipated that the majority of the grant activities during this period would be completed by the time this report was written. Benedict College’s 2006 HUD HBCU grant was awarded during the writing of this case study. As of this report, an end date for the grant period was unknown.

**Exhibit 5: HUD HBCU Grants Received Between 1999 and 2006**

<i>Year of Grant</i>	<i>Title</i>	<i>Dates of Performance</i>	<i>Award Amount</i>
2000	Community Park Project	December 2000 - June 2004	\$380,000
2001	Benedict’s Urban Initiative for Land Development (B.U.I.L.D. I)	October 2001 – June 2004	\$500,000
2002	The Shoppes at Read	September 2002 - August 2006	\$500,000
2004*	Benedict’s Urban Initiative for Land Development II (B.U.I.L.D. II)	September 2004 - September 2007	\$550,000

\* Denotes the Subject Grant

Source: HUD Grant Files and BACDC Staff

A review of the activities proposed in each successive HUD HBCU grant application clearly demonstrated the comprehensive approach towards community development adopted by the college. The college frequently utilized the HUD HBCU grant program as a “launching pad” and then leveraged additional funding to cover the actual construction and/or programmatic costs later. The college used HUD HBCU grant funds to support predevelopment activities, which allowed them to refine their plans. These plans served to attract other investors to make the project a reality.

*Implementation of HUD HBCU Grant Activities*

In 1995, the college established the Benedict-Allen Community Development Corporation (BACDC), a community-based, private, not-for-profit organization to carry out housing and economic development activities in the Waverly/Read Street community. While the college was the actual recipient of the HUD HBCU grant funds, the BACDC implemented and executed grant activities on behalf of the college. The BACDC also became the formal venue through which the college and community could work together to share ideas on how best to improve the surrounding area. Structurally, the BACDC was closely linked to the executive administration of the college through its Board of Directors, and the college provided support services to the BACDC. Over time, the staff and capacity of the BACDC grew as the activities undertaken by the organization increased in size and complexity. By August 2006, the BACDC had a staff of seven and was responsible for managing and implementing the college’s HUD HBCU grant activities as well as a number of other development activities apart from the college.



*The Business Development Center Building at the corner of Two Notch Road and Read Street.*

*Overview of the Subject Grant Activities and Results*

The subject grant, Benedict College’s 2004 HUD HBCU grant entitled Benedict’s Urban Initiative for Local Development II (B.U.I.L.D. II), supported two goals: the promotion of economic development and growth in the target area through the construction of 8 to 13 business incubator spaces, and the promotion of homeownership in the target area for low- and moderate-income persons through the

construction of ten new affordable housing units on Read Street. The objectives identified in the subject grant reflected the college's iterative approach to community development, building upon prior accomplishments and activities in the Waverly/Read Street community. The college and the BACDC planned to leverage the \$550,000 HUD HBCU grant with \$3.79 million in in-kind and other funding support to carry out the activities identified.

In August 2006, Benedict College was in the second year of the three-year HUD HBCU grant and was actively carrying out the elements of the B.U.I.L.D. II program. Seven of the eight business incubator spaces were nearing completion, and the infrastructure work for the ten homeownership units was starting. Incubator tenants were recruited by the BACDC staff through a variety of methods, and in total, the BACDC received approximately 50 inquiries, distributed approximately 30 applications, and obtained 15 completed application packages for the eight spaces. As of late August 2006, the BACDC had completed selection of six incubator tenants with negotiations continuing for the inclusion of a possible seventh tenant. The BACDC was responsible for the construction of the incubator spaces and the BACDC's construction manager also served as the general contractor for the work.

In August 2006, the BACDC was also working on initiating the Benedict Minority Revolving Loan Fund. This loan fund was intended to provide access to capital to minority-owned start-up or existing small businesses that were open for less than five years. The BACDC had commitments from two banks to capitalize the loan fund, and was working with South Carolina Community Bank to identify an individual the BACDC could hire to operate the program. The BACDC was also in discussion with South Carolina Community Bank about using their services to process the loans and serve as the depository institution for the revolving loan fund. The BACDC drew upon the expertise of the college's faculty and staff for marketing, contract, research, and evaluation assistance with the revolving loan program. As of August 2006, the BACDC planned to have the revolving loan fund operational by the end of the year.

The college operationalized the construction of the homeownership units through three specific activities: (i) housing construction, (ii) homebuyer training, and (iii) homebuyer recruitment. The Read Street homeownership project involved the acquisition of five vacant lots and three occupied lots with dilapidated structures in need of demolition. When the 2004 HUD HBCU grant application was submitted, the BACDC had developed a preliminary site plan, had obtained zoning approval, and had secured most of the funding commitments necessary to construct the homes. They planned to use the B.U.I.L.D. II grant to acquire and demolish the remaining dilapidated homes, complete the site plans and construction documents, and construct 10 new homes including on-site infrastructure.

As of August 2006, the BACDC had purchased one of the remaining homes and demolished it, and they were negotiating with the last homeowner to either purchase the home or a portion of the property to provide



*Site of the future BACDC construction on Read Street.*

access to one of the new homes.<sup>23</sup> With the infrastructure plan approved by the city, the BACDC was ready to start the on-site infrastructure work pending signature of the construction contract by the president of the college. In August 2006, the BACDC expected that the construction of the homes would begin in February 2007.

Homebuyer training and education was an ongoing program of the BACDC, operated by the housing program coordinator. The BACDC used a portion of the B.U.I.L.D. II grant to fund four workshops to promote homeownership and provide homebuyer education on fair housing and credit counseling. In total, over 200 participants attended the four homebuyer workshops.

The BACDC had not actively begun to recruit homebuyers for the 10 new homeownership units because of the construction delays. However, through the on-going homebuyer counseling program at the BACDC, any of the current participants could potentially be homebuyers of the homes on Read Street.

**LeMoyne-Owen College** is a small, private, liberal arts institution located in the Soulsville USA community in Memphis, Tennessee. The college formalized its commitment to community investment and improvement in 1989 with the formation of the LeMoyne-Owen College Community Development Corporation (LOCCDC). However, it was not until 1999 when the LOCCDC hired a full-time executive director and director of housing and community development that the organization began to play a significant role in leading community development efforts in the area surrounding the college. Since then, the college, through the LOCCDC, has become an intense force in revitalization efforts in the Soulsville USA community.

#### *Historical Participation in the HUD HBCU Grant Program*

The HUD HBCU grant program played an integral role in supporting the college's community development activities. While the college was the actual applicant for the HUD HBCU grant funds, the LOCCDC received the grant funds directly to carry out community development activities on the college's behalf. Between 1999 and 2005, the LOCCDC received five HUD HBCU grants.<sup>24</sup> Summary information about each of the five HUD HBCU grants awarded to the LOCCDC is provided in exhibit 6.

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<sup>23</sup> According to interviews with BACDC staff, they planned to construct 10 new homes regardless of whether they were able to acquire the last home. If they were unable to acquire the property, the BACDC would modify their site plan to provide access to the affected parcel.

<sup>24</sup> LeMoyne-Owen College also received two other HUD HBCU grants outside of this time period in 1992 and 1994. As written by HUD, the scope of work for this study only included grants received between 1999 and 2005. HUD chose this period to ensure that the grants were recent enough to allow for the collection of records and the availability of key staff and participants for interview. HUD also anticipated that the majority of the grant activities during this period would be completed by the time this report was written.

**Exhibit 6: HUD HBCU Grants Received Between 1999 and 2005**

<i>Year of Grant</i>	<i>Title</i>	<i>Dates of Performance</i>	<i>Award Amount</i>
2000	Project Renaissance	December 2000 – December 2002	\$380,000
2001	Project Renaissance II	October 2001 – December 2003	\$500,000
2002*	Project Renaissance III	October 2002 – June 2004	\$549,062
2003	Project Renaissance IV	October 2003 – October 2006	\$550,000
2005	Project Renaissance V	August 2005 – August 2008	\$599,428

\* Denotes the Subject Grant

Source: HUD Grant Files and LOCCDC Staff

A review of the activities proposed in each successive HUD HBCU grant application revealed the maturation of the organization over time. Initially, the LOCCDC grant proposals reflected a broad range of activities from internal capacity building, workforce development, and micro-lending to business creation and youth programs. In the words of the LOCCDC, they “tried to be everything to everyone.” As the organization grew and experienced both success and failure, the LOCCDC refined its focus to concentrate on the things that it did well. Later HUD HBCU grant applications reflected a more narrowly defined set of activities with tangible and discreet outcomes.

*Implementation of HUD HBCU Grant Activities*

The college planned and carried out its HUD HBCU grant activities solely through the LOCCDC. The college administration viewed the LOCCDC as its partner in the community development. From the organization’s inception, the executive administration at LeMoyne-Owen College took a “hands-off” approach to the operation and management of the LOCCDC. Beyond representation on the LOCCDC Board of Directors and faculty involvement in LOCCDC programming, the college did not have a formal structure in place through which it was involved in the LOCCDC. The establishment of the LOCCDC allowed the college to focus on education, while having a distinct and separate entity associated with the college whose main role was community improvement through housing and economic development.

As of February 2007, the LOCCDC had a staff of 10 full-time employees and 1 part-time employee and an operating budget of nearly \$2 million. The activities undertaken by the LOCCDC included creating affordable homeownership opportunities, providing micro-lending services and training for small businesses, facilitating workforce development programs, and leading the development of a new retail/commercial center. The execution of these activities had a significantly positive impact on the Soulsville USA community.

*Overview of the Subject Grant Activities and Results*

HUD awarded LeMoyne-Owen College a 2002 HUD HBCU grant of \$549,062 for Project Renaissance III. Targeted to the Soulsville USA community, the project had five primary goals. First, the LOCCDC used the grant to build the capacity of the organization through staff development, partnership building, marketing, and education. Second, the organization provided

financial and technical assistance to small businesses through their micro-lending pool and Center for Entrepreneurship. Third, the LOCCDC sought to strengthen families through youth programs. Fourth, the LOCCDC focused on revitalizing the housing stock and increasing employment opportunities through housing construction and rehabilitation and job training programs. Fifth, the organization enhanced community stability and capacity through the creation of new businesses and fostering resident capacity to participate in revitalization activities. The LOCCDC leveraged the \$549,062 HUD HBCU grant with \$1.97 million in in-kind and other funding support to carry out the activities identified. The LOCCDC closed out Project Renaissance III in June 2004.

During the grant period, the LOCCDC worked to build internal organizational capacity and to strengthen partnerships with residents and local government. To accomplish this, the LOCCDC staff attended trainings and conferences and focused on the development of strong programs. Additionally, the LOCCDC held regular Community Action Coalition meetings to bring local stakeholders into their planning process. The CDC also worked during the grant period to develop a community development instructional curriculum and to hire interns for their internship program.

Given the work of the LOCCDC in conjunction with other private and public investments in the revitalization of the neighborhood (including the Stax Museum and Music Academy), the organization saw a need to re-brand the community and market the assets of the area. Using the 2000 and 2001 HUD HBCU grants, the LOCCDC collected community development data including health, population, and safety, which would serve as a basis for the marketing strategy. This effort facilitated the process of a re-branding the local community as Soulsville USA<sup>25</sup>

LOCCDC also used the 2002 HUD HBCU grant to provide financial and technical support to businesses through the expansion of its small business training and micro-lending programs. The CDC established a Business Development Institute to work with small businesses, and created a subsidiary organization (Tennessee Capital and Development LLC or TN Capital) to control lending activity, thus allowing them to obtain Community Development Financial Institutions (CDFI) status.<sup>26</sup> Through the micro-loan pool, TN Capital offered loans from \$5,000 to \$35,000 to qualified businesses that met their collateral and business plan requirements. For businesses requiring loans in excess of \$35,000, TN Capital was willing to take a second position and allow the business to obtain the remaining funding above \$35,000 from another source.

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<sup>25</sup> The community surrounding LeMoyne-Owen College was known as LeMoyne Gardens, the name of a large public housing development. When LeMoyne Gardens was demolished in 1997, the LOCCDC led a marketing effort to re-brand the area. The effort resulted in *Soulsville USA*, in honor of the rich Gospel, Soul, Blues, Jazz, and Rhythm & Blues musical heritage recorded at Stax Records in the 1960s and 1970s. For more information about the history and characteristics of the Soulsville USA community, please refer to the appendix in Volume II of this report.

<sup>26</sup> Community Development Financial Institutions (CDFI) are private-sector financial intermediaries with a focus on community development. Locally controlled and market-driven, CDFIs can have different structures and development lending goals. CDFIs provide tools to enable economically disadvantaged individuals or businesses to become self-sufficient. These tools may include financial services, loans, and investments, and training and technical assistance. For more information about CDFIs, please visit the Coalition of Community Development Financial Institutions website: [www.cdfi.org](http://www.cdfi.org).

During the 2002 grant period, LOCCDC’s also focused on youth and offering programs that boosted the achievement potential of local children through educational, recreational, and self-development activities. LOCCDC and a group of partners developed a Family Life Center (FLC) in 2002. Through the FLC, youth and families received educational and cultural programming including safety, financial planning, entrepreneurship training, homeownership counseling, GED preparation, tutoring, and mentoring. The LOCCDC operated the FLC out of the renovated J.E. Walker House. Initially the FLC primarily focused its program on third, fourth, and fifth grade boys (LEAPS program) with behavioral problems and/or a C-average or below at Cummings Elementary. Other programs were added later to serve additional age groups and demographics.



*Walker House*

LOCCDC continued its work to revitalize housing stock and create employment opportunities during the subject grant period. LOCCDC led the rehabilitation of the J.E. Walker House, located in the heart of the community on Mississippi Boulevard, into the Soulsville Community Resource Center.<sup>27</sup> Community residents wanted the Walker House rehabilitated because of its historical significance for the African-American community. This house, which was the home of the first African-American banker in Memphis, was vacant and owned by the college. The college transferred ownership of the Walker House to the LOCCDC in 2000 so it could be revitalized into a center benefiting the community. At the time of the case study site visit, residents called the center a “beacon of light” in the community.

In 2001 (prior to the beginning of the subject grant), the LOCCDC formed Tennessee Construction, LLC (TN Construction), a separate non-profit entity with a long-term contract with the LOCCDC to serve as their general contractor. The LOCCDC created a separate LLC for liability reasons. There is considerable risk involved with construction, and the LOCCDC did not want their organization to be affected by this risk. TN Construction received their general contractor’s license from the State of Tennessee during the subject grant period. The work conducted by TN



*Architectural design of the Towne Center project*

<sup>27</sup> In the 2000 and 2001 HUD HBCU grant applications, the J.E. Walker House is called the South Memphis Homeownership Center. In the 2002 and 2003 grant applications, the name changed to South Memphis Resource Center. When the Center opened in 2005, it was called Soulsville Community Resource Center.

Construction focused on new home construction. Through June 2004, the end of the 2002 HUD HBCU grant, the LOCCDC completed 13 new homes and rehabilitated 6 homes.

Through the Future Utilization Targeting Urban Revitalization and Entrepreneurial Services (FUTURES) program, the LOCCDC provided job readiness, basic skills, entrepreneurial, and on-the-job training to participants. The LOCCDC established numerous partnerships with construction companies and training groups, into which FUTURES participants could be placed. Additionally, between 2002 and 2004, the LOCCDC partnered with Youth Opportunities! Memphis who referred participants to the FUTURES program. According to the progress report for the 2002 HUD HBCU grant, 75 participants completed the FUTURES program and 52 of those participants were employed in the construction field.

The LOCCDC recognized that the commercial corridors in the community needed to be reinvigorated with new retail stores and businesses to complete the rebirth of Soulsville USA. In the HUD HBCU grants, the LOCCDC concentrated their efforts in two commercial areas, the creation of a community-based transportation system (LOC Transportation, Inc.) and the development of the Towne Center at Soulsville, a major business and retail center located across the street from the Stax Museum of American Soul Music.

Formation of LOC Transportation, Inc. intended to accomplish two goals. First, it would create job opportunities for residents as drivers. Second, it would establish a revenue stream for the LOCCDC that would aid in its bid for sustainability. An ancillary benefit of LOC Transportation was the provision of needed transportation services for the community. LOC Transportation began operations in 2002.

Unfortunately, LOC Transportation did not become the revenue generator anticipated. According to the LOCCDC, the two primary limitations were expenses and ability of the clientele to pay for the service. However, it provided a beneficial service to the community, so LOCCDC planned to continue to operate the program in the future.

In the 2002 HUD HBCU grant, LOCCDC proposed the development of a Towne Center, a community-based residential, retail, and training facility located immediately across the street from the Stax Museum. The LOCCDC and its Board viewed the Towne Center as complementing the Stax Museum, a source of employment opportunities for local residents and a major economic boost to the Soulsville USA area. The development of the \$10 million Towne Center elevated the work of the LOCCDC to an entirely new level of sophistication. Because this type of large-scale construction project takes extensive time to plan and finance, the LOCCDC was finalizing the financing terms for the Towne Center by the time of the case study site visit. The LOCCDC anticipated that the financial closing would occur in June, 2007. The LOCCDC utilized a small portion of the funds from their 2002, 2003, and 2005 HUD HBCU grants to pay for various stages of planning associated with the Towne Center. When complete, the Towne Center will be a cornerstone in the rebirth of the Soulsville USA community.

**Texas Southern University** is a public institution located in the Third Ward community in Houston, Texas. In 2006, Texas Southern University was the second largest HBCU in the United States with a full-time undergraduate population of over 11,200 students. Economic development became a primary component of the university's overall mission in 1981, with the

creation of the Economic Development Center (EDC), the first of four outreach centers housed within the School of Business. Structurally, the EDC was closely linked to the executive administration of the School of Business through its status as an outreach center and the university provided support services to the EDC. Across the four centers, the school’s community development efforts primarily focused on the building of human and social capital of students and residents and on creating strong local businesses and entrepreneurs. The work facilitated specifically via the HUD HBCU grant program at Texas Southern University primarily focused on building human capital in the surrounding area through providing skills training, educational opportunities, and business development assistance.

*Historical Participation in the HUD HBCU Grant Program*

The HUD HBCU grant program served a pivotal role for the EDC. Without funds from the grant program, the EDC may not have been able to sustain its activities, as the grant funds support the salaries of EDC staff and are the main source for funding community economic development activities implemented by the organization. Between 1999 and 2005, Texas Southern University received three HUD HBCU grants.<sup>28</sup> An overview of each of the three HUD HBCU grants awarded to Texas Southern University is provided in exhibit 7.

**Exhibit 7: HUD HBCU Grants Received Between 1999 and 2005**

<i>Year of Grant</i>	<i>Title</i>	<i>Dates of Performance</i>	<i>Award Amount</i>
2001	Skills-Training in Automatized Technology and Small Business Technical Assistance	January 2002 – March 2006	\$500,000
2003*	Homeownership Opportunities and Computerized Technology with Technical Assistance	October 2003 - December 2007	\$550,000
2005	Revitalization and Economic Development Empowerment for Eliminating Community Blight	August 2005 - August 2008	\$600,000

\* Denotes the Subject Grant  
Source: HUD Grant Files and EDC Staff

A review of the 2001, 2003, and 2005 HUD HBCU grants indicated that the goals, objectives, and activities of each grant clearly reflected the vision of the EDC. Through the successful implementation of activities such as GED preparation, skills training, financial management, homeownership preparation, and small-business development, the EDC staff has developed a strong curriculum of inter-related services to build the capacity of Third Ward residents and businesses.

*Implementation of HUD HBCU Grant Activities*

The EDC was an outreach center housed within the School of Business at Texas Southern University and was the unit of the university that implemented the HUD HBCU grant activities. The administration of the School of Business helped to strategically guide the EDC’s planning

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<sup>28</sup> Texas Southern University also received four other HUD HBCU grants outside of this time period in 1992, 1994, 1996, and 1998. As written by HUD, the scope of work for this study only included grants received between 1999 and 2005. HUD chose this period to ensure that the grants were recent enough to allow for the collection of records and the availability of key staff and participants for interview. HUD also anticipated that the majority of the grant activities during this period would be completed by the time this report was written.

and contributed a significant amount of its own resources towards programmatic activities through in-kind donations of faculty time and physical space. HUD HBCU grant funds were primarily used by the EDC to sponsor organizational sustainability and therefore, programmatic operations. These funds supported the staff salaries and benefits of EDC employees who planned, recruited for, developed the curriculums of, and administered various grant activities. The EDC also successfully partnered with local community stakeholders to enhance their courses, seminars, and workshops. The size of the EDC's staff fluctuated slightly over time depending on the availability of grant funds and the programmatic needs. In January 2007, the EDC had a staff of two full-time employees and one part-time employee. The EDC's executive director had been with the organization since its inception.

*Overview of the Subject Grant Activities and Results*

HUD awarded Texas Southern University a 2003 HUD HBCU grant of \$550,000 for their "Homeownership Opportunities and Computerized Technology with Technical Assistance" program. Targeted to the Third Ward neighborhood surrounding the university, the subject grant had four primary goals. First, the subject grant aimed to create partnerships with local stakeholders for the benefit of the community. Second, the subject grant aimed to prepare low-to moderate-income persons for homeownership and rental housing opportunities. Third, the subject grant aimed to provide skills training to local residents. Fourth, the subject grant aimed to help to create or expand small, ethnic/minority businesses through the provision of technical assistance. The EDC planned to leverage the \$550,000 HUD HBCU grant with \$182,700 in in-kind and indirect support to carry out these activities. In January 2007, the university was in the last year of the four-year grant period.<sup>29</sup> The EDC, the implementing organization, was actively in the process of executing the subject grant's activities.

The goals laid out in Texas Southern University's subject grant reflected the continued dedication of the EDC to building human capital, providing skills training opportunities, and assisting in the development of local small businesses. This approach has been the focus of the EDC throughout the organization's history and is consistent with the organization's mission and targeted activity areas. Many of the objectives for this grant built upon prior EDC accomplishments and activities in the Third Ward.

To implement the activities associated with the Homeownership Opportunities and Computerized Technology with Technical Assistance grant, the EDC formalized partnerships with five organizations through Letters of Agreement and/or formal contracts. These partnerships were critical to the success of grant activities. Securing



*The Computer Technology Center at WALIPP's Senior Residence Center*

<sup>29</sup> The original term of the grant was from October 2003 through October 2006, but the EDC requested extensions, pushing the expiration date to December 2007. These extensions were requested in part because the EDC started the grant later than anticipated, due to the need to complete previous grant activities. Similarly, some activities comprising the subject grant took slightly longer to execute than anticipated.

the partnerships was the EDC's first step in grant implementation.

Another objective of the subject grant involved the preparation of local residents for home buying and/or renting opportunities. The EDC and its partners, Hollins Financial Group, Hollins Homebuyer Enterprise, and Womack Development & Investment Realtors, conducted three workshops covering topics related to home buying and home rentals. The EDC recruited participants for these workshops in a number of ways including campus print advertisement, public service announcements, email, and word of mouth. The EDC and its partners worked together to develop the curriculum and administer the workshops, tweaking the content to the perceived needs of local residents.

The EDC partnered with the William A. Lawson Institute for Peace and Prosperity (WALIPP) to create a computer technology center for senior citizens at the organization's Senior Residence Center, located in the core of the Third Ward. Many of the residents of WALIPP's facility did not have access to a computer. Under the terms of the agreement between the two parties, the EDC provided \$10,000 of HUD HBCU grant funds to WALIPP. These funds were then used for the purchase of equipment, software, and supplies for the center. In return, WALIPP allocated a room in the building for the center and took responsibility for the management, operation, and overall care of the technology center. The computer technology center was completed in April of 2005.

Activities comprising another objective of the subject grant targeted youth, unskilled, and homeless residents of the Third Ward. The EDC and its partners developed a comprehensive program to refer local residents in need of assistance into courses teaching employment and life skills. Participants enrolled in a curriculum of computer technology training courses to gain job skills. The EDC also worked with Houston Community College (HCC) to provide GED preparation courses on the TSU campus. Timing of the GED courses corresponded with the completion of the computer courses, thus many students were able to take both the computer training and the GED preparation.

Participants showing particularly strong promise were selected for the EDC's clerk trainee positions in order to give the participants experience working in an office setting. As of January 2007, the EDC had referred 24 candidates to the clerk trainee program, eight of which were employed by the EDC or another office on the TSU campus. Over the course of their employment, the trainees gained specific office skills, became accustomed to working in a professional environment, and received a reference to use on their resume when applying for future employment.

Between September 2004 and November 2006, the EDC held seven offerings of the computer training course using funds from the 2003 HUD HBCU grant. A total of 242 people were recruited for the course, out of which 221 individuals actually enrolled in and completed the course. The majority of participants (145) were referrals from the GED courses taught at TSU by HCC. These students were able to dually attain their high school equivalency and gain workplace relevant skills.

A final component to the EDC's interrelated courses was the provision of financial literacy courses. In January 2007, 61 participants had been educated in financial literacy by the EDC

using funds from the EDC's 2003 HUD HBCU grant. The course was held three times – once in the fall 2004, once in the fall of 2005, and once in the spring of 2006.

Another objective of the subject grant comprised three forms of technical assistance that targeted new and existing small businesses in the Third Ward and surrounding area. The provision of technical assistance included seminars on small business planning and business finances, one-on-one technical assistance, and business revitalization grants awarded to businesses that have been in existence for an extended period of time.

Under the 2003 HUD HBCU grant, the EDC conducted two Small Business Planning and Financial Management seminars, which covered topics such as small business legal structures, preparing and using business plans, and financial planning and management. The EDC, its faculty, and consultants also provided one-on-one technical assistance to local businesses on an as-needed basis. As of January 2007, the EDC had worked with approximately 91 businesses or business owners, and expected to assist at least 100 businesses by the end of the grant period. Finally, the EDC awarded small grants for business revitalization efforts. The total grant funds allotted for this was \$44,000, which was split over eight grantees. The grantees were selected by EDC staff based on need, business history, business potential, and additional factors. Funds were awarded to the grantees at the “Decades of Prosperity Achievement and Recognition Awards Gala” in October 2006. This Gala was planned and hosted by the EDC and the School of Business in order to both honor and advertise for ethnic and minority businesses in the Third Ward and surrounding areas of Houston.

## **V. Factors for Success**

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The three HBCUs profiled in this report – Benedict College, LeMoyne-Owen College, and Texas Southern University – adopted different approaches to community development. The significant achievements exemplified by these HBCUs in their respective communities demonstrate that there is no single model of how to engage in community development. Rather, there are varying ways an HBCU can define their approach and execute their vision.

In this section, the manner in which the three HBCUs carried out their community development work, which included HUD HBCU grant activities, is reviewed. Because the HBCUs frequently adopted different strategies for implementing their activities, this section includes a discussion of why a particular approach was appropriate for a given HBCU and how it contributed to their success.

Analysis of the HBCUs successes identified seven different but interrelated key factors as follows: (1) integration of community development into the HBCU; (2) implementation structure; (3) HBCU involvement and support; (4) organizational leadership, commitment, and capacity; (5) community input and buy-in; (6) scope of activities; and (7) community investment by other stakeholders. Each of these factors is discussed in detail.

### **Integration of Community Development into the HBCU**

The three HBCUs studied varied in how they integrated community development activities into their overall institutional structure. Benedict College found success in part because community development was a priority for the president of the college. This led to the creation of a supportive environment for facilitating these activities. The college established a Division of Community Development to take the lead in organizing and implementing all of the college's community development activities. In contrast, LeMoyne-Owen College essentially left this task to the community development corporation (CDC) it established, and allowed the CDC to act autonomously from the college. This enabled the LOCCDC to achieve success by becoming entrepreneurial in the way it approached community development activities. Texas Southern University functioned as a hybrid of these two approaches. The university's School of Business provided a supportive environment for the EDC, yet allowed the EDC to operate autonomously.

At Benedict College, the president of the college centralized the institution's community development work into a single division in 1999. The Division of Community Development encompassed the different community development activities undertaken by the college and provided a unifying vision for the college's approach to improving the community and the lives of local residents. By elevating the Vice-President of the Division of Community Development to a cabinet-level position within the college's administration, the president signified the importance of community development to the college's overall mission, and put the weight and influence of the college behind all of its community development efforts.

At LeMoyne-Owen College, the administration took the opposite approach. Realizing the importance of and the need for community development in the surrounding community, but

recognizing the college's limitations in terms of capacity and funding, the college created a separate not-for-profit CDC to spearhead these activities. As one of the smaller HBCUs in the nation, this approach allowed the college to continue its primary focus on education, while the CDC could entirely devote its time and attention to community development work.

At Texas Southern University, multiple schools within the university carried out different community development activities based upon their subject area, and the university globally supported these efforts through their designation by the State of Texas as a "special purpose institution for urban programming." The diffusion of community development throughout the university's departments was possible because of the size of the university and the scale of resources available to each department. As the second largest HBCU in the country, the departments each had sufficient staffing and financial resources to develop their own community development activities as well as the autonomy to do so.

Although they adopted different approaches to community development, each of these HBCUs was successful in having a significant impact on the surrounding community. Each HBCU instituted the structures that were most appropriate given the institution's human and financial capacity. Of the three HBCUs studied, only Texas Southern University indicated that its community development efforts could benefit from greater collaboration and coordination between the various university departments. This could potentially allow them to accomplish more in the surrounding community by benefiting from each department's strengths and existing activities.

### **Implementation Structure**

The manner in which each HBCU implemented their community development goals and activities differed. In all cases, the HBCUs derived their implementation structure from how they integrated community development into their institutions. Benedict College established five units within the Division of Community Development to carry out its mission of addressing issues "affecting children, families, community/economic development, democracy and government, and education excellence through research, public service, and teaching."<sup>30</sup> The unit responsible for implementation of the HUD HBCU grant was the Benedict-Allen Community Development Corporation (BACDC). The BACDC was a community-based non-profit organization launched in 1995 to promote residential and commercial revitalization. The college established the BACDC so that it could undertake activities that could not otherwise be legally administered by the college under their charter. The BACDC also provided a formal venue through which the community and college could work together to address their collective needs and wants.

Similarly, LeMoyne-Owen College set up the LeMoyne-Owen College Community Development Corporation (LOCCDC), a private, non-profit organization, in 1989 as a means of institutionalizing the college's commitment to the local community. However, unlike Benedict College, the LOCCDC was the only venue at LeMoyne-Owen College in which community development activity occurred. As noted previously, the college wanted to keep education as

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<sup>30</sup> The five units were the Benedict-Allen Community Development Corporation, Business Development Center, Center of Excellence for the Education and Equity of African American Students, Child Development Center, and TRiO Programs. For more information about each unit, please refer to the Benedict College case study in Volume II of this report.

their primary focus and charged the LOCCDC with implementing its community development vision.

Texas Southern University utilized a different implementation structure as a result of the dispersion of community development activities throughout the university departments, including the college of Education and the Thurgood Marshall School of Law. Each department was responsible for developing and executing their own community development activities as needed. Of these departments, the Jesse H. Jones School of Business took the strongest step forward in formalizing their community development approach. With a focus on addressing economic and metropolitan issues, the school created four outreach centers to support and partner with local government and organizations.<sup>31</sup> The center responsible for the implementation of HUD HBCU grants was the Economic Development Center (EDC). Established in 1981, the EDC's core mission was the provision of economic development programs and services to residents and businesses within Houston's Third Ward community and the surrounding area.

### **HBCU Involvement and Support**

Despite variability in how each HBCU institutionalized community development within the college/university and how each HBCU carried out their community development activities, one common element across all three HBCUs was the importance of the institution serving as a leader in improving the surrounding community. Each HBCU stressed the vision that it was the school's duty to work with the local community to improve social and economic conditions. Furthermore, they encouraged involvement in community development at all levels, from the college administration and faculty down through the student body.

Operationally, the level of involvement and support provided by each HBCU to their implementing organizations differed significantly. For example, at one end of the continuum, Benedict College provided a tremendous amount of financial support for the BACDC's operations as well as performing all accounting and financial management functions for the organization. At the other end of the continuum, the LOCCDC did not receive operating support from LeMoyne-Owen College with the exception of the in-kind donation of office space, maintenance, utilities, telephone, and information technology support. The EDC fell in between the level of support received by the BACDC and LOCCDC from their colleges, respectively. Texas Southern University provided the EDC with an in-kind donation of office and classroom space as well as accounting and financial services. However, the EDC relied primarily on the HUD HBCU grant to pay for operational and programming costs.

### College Administration Involvement

Of the three HBCUs studied, the BACDC experienced the greatest level of involvement by the college's administration. Because the BACDC was technically part of the Division of Community Development, the President of the College and the Vice-President of the Division of Community Development were highly engaged in the BACDC's activities. The president and the vice-president guided the direction of the BACDC via the strategic planning process as well

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<sup>31</sup> The four outreach centers were the Center for Financial Education, the Center for International Trade and Development, the Center for Entrepreneurship and Executive Development, and the Economic Development Center. For more information, please refer to the Texas Southern University case study in Volume II of this report.

as through participation on the Board of Directors. They also played a prominent role in community relationship building in support of the BACDC's activities.

In contrast, at LeMoyne-Owen College, there was very little involvement by the college administration in shaping the direction of the LOCCDC. Essentially, the college took a "hands-off" approach to the operation and management of the LOCCDC. Aside from playing a generally supportive role to the LOCCDC, the college was not otherwise directly involved in community development activities. Even though key college administrators sat on the LOCCDC Board, the college viewed this arrangement more as sending a message to the community about its commitment to the area. The college's strong standing and reputation in the city assisted the LOCCDC with securing resources for its community development activities.

At Texas Southern University, the dispersion of community development activities across the different departments meant that high level university officials typically played a minimal role in the operation and management of the EDC. Since the EDC was a center within the School of Business, the administration of the School of Business played a significant role in the EDC's operations, helping to strategically guide the organization and to develop and refine proposed grant activities. Texas Southern University's administration recognized that they had put the necessary experts in place to guide and implement the EDC's programs. The EDC's activities were primarily programmatic and focused on education and technical assistance. These activities were successful because of the competent and consistent leadership offered by the staff of the EDC, but did not require a high level of day-to-day oversight by the School of Business' administration.

#### Faculty Involvement

At all three HBCUs, faculty participation in community development activities was significant. Faculty frequently participated in seminars and workshops, and assisted the implementing organization with program development, grant writing, and strategic planning. The HBCUs provided faculty services as an in-kind donation to the implementing organizations in order to better leverage grant dollars received. The involvement of faculty allowed the BACDC, LOCCDC, and EDC to increase their capacity and knowledge base without having to hire additional staff or contract with an outside entity for these services.

#### Student Involvement

Each of the three HBCUs also encouraged student involvement in community development activities. The BACDC, LOCCDC, and EDC offered internships to students, giving them the opportunity to learn about different aspects of community development. Both Benedict College and LeMoyne-Owen College had Service Learning Programs that linked students in the classroom to the community through hands-on experience with community members. The Service Learning Program at Benedict College was mandatory while the LeMoyne-Owen College program was optional.

#### Operational Support

Of the three HBCUs, Benedict College provided the greatest level of operational support to its implementing organization. Between 2000 and 2007, the college intended to contribute over \$2.7 million in cash and in-kind services to support BACDC activities. The college provided most of the funding for staff salaries and benefits, and contributed office space in the Business

Development Center as an in-kind donation. The college also acted as the fiscal agent for the BACDC, and all funds, including the HUD HBCU grant, flowed through the college's accounts. This arrangement meant that the BACDC followed the college's procurement policies and all expenditures needed to be approved by the appropriate college administrators. This also meant that the college frequently advanced funds for costs incurred by the BACDC for program activities because of the reimbursement nature of most funding programs, including the HUD HBCU grant program.

At Texas Southern University, the majority of the support for the EDC's operations came from HUD HBCU grant funds. These funds paid for EDC staff salaries, clerk trainee stipends, and many programmatic costs. The School of Business provided in-kind support to the EDC in the form of faculty, staff, and student time, as well as office and classroom space. The university, through its Grants and Contracts Department, managed all financial and accounting activities for the EDC. Similar to the BACDC, the EDC followed the university's procurement policies and all expenditures needed to be approved by the appropriate university administrators. The university also advanced funds on behalf of the EDC to pay for costs pending reimbursement by HUD.

Unlike the BACDC and the EDC, the LOCCDC received very little support from LeMoyne-Owen College for its operations. With the exception of the in-kind donation of office space and utilities, the LOCCDC was responsible for securing the funding necessary to run the organization and implement its activities. The LOCCDC also acted as its own fiscal agent, with the college turning over this responsibility to the organization in 2004. The LOCCDC designed its own procurement policy to meet the standards required by different funding sources. This autonomy from the college meant that the LOCCDC had to rely upon its own cash reserves or lines of credit it established with local banks to pay for expenditures in advance of reimbursement.

The differing levels of operational support provided by each HBCU offered different challenges and benefits to the implementing organization. For example, the LOCCDC's autonomy meant that it could more quickly adapt and make operational changes to meet the organization's needs, such as timely payment to contractors to secure the best pricing. However, this also meant that the LOCCDC was solely responsible for the financial viability of the organization and had to develop their own revenue streams to pay for their activities and operational expenses. Additionally, the LOCCDC had to carefully plan the timing of payments to vendors, to ensure that they had enough cash available. On the other hand, the BACDC knew that it had the financial backing of the college, which allowed them to concentrate on programmatic activities. However, the college's support for financial and administrative activities meant that the BACDC could not engage in any activities without the college's approval and was subject to the bureaucratic processes associated with a large institution. For the EDC, the university's support ensured the continuation of the center and minimized its administrative burdens, but organizational growth and program activities were limited to the amount of funding received through the HUD HBCU grant program.

### **Organizational Leadership, Commitment, and Capacity**

For each of the three HBCUs, a key factor in the successes achieved by each implementing organization was the consistency in leadership and the commitment to community development. The executive director of the BACDC had been with the organization since 1998; the executive

director of the LOCCDC, since 1999; and the director of the EDC, since 1981. The longevity of the leadership contributed to organizational stability and the ability to maintain a consistent vision for the organization.

Staff retention, especially in the not-for-profit sector, is a significant issue. Lower monetary compensation in addition to bureaucratic burdens associated with public funding sources and community development work typically results in higher staff turnover rates. The fact that the directors remained with the organizations was a testament to their commitment to the work they were doing, their belief that they were having a positive impact on the community, and their understanding that improving these communities was a long-term proposition. Each of these directors also had the confidence and support of their Board of Directors and/or HBCU administration to carry out their work.

Similar to the leadership, most of the staff had been with these organizations for a significant period of time. The leadership of each organization frequently reviewed their staff's capacity based upon program areas and growth, and provided training as needed to develop the appropriate skill sets. They recognized quality staff as an important investment and crucial in being able to implement their programs and activities. Generally, the most significant impediment to increasing an organization's capacity was funding. For example, the EDC relied solely upon the HUD HBCU grant to pay for staff salaries and benefits. Unless the EDC secured other sources of funding, their staffing would continue to be constrained by the size of the HUD HBCU grant. The LOCCDC, at the time of the site visit, determined that it needed four additional staff persons to properly manage all of its programs. However, they were unable at that time to hire any additional staff because of a lack of cash flow to pay for their salaries.

### **Community Input and Buy-In**

Each HBCU identified community input and buy-in as a major contributing factor to their success in community development. Whether obtained formally or informally, community input played a significant role in shaping the work of each organization. By responding to the community's needs, the HBCUs gained the support and trust of the residents and key stakeholders, who in turn advocated for the HBCUs activities when needed. In all cases, members of the community perceived the HBCUs and their implementing organizations as tremendous assets that were dedicated to effecting positive change in the surrounding community.

The manner in which each organization facilitated community input varied. For example, the LOCCDC, utilizing HUD HBCU grant funds, formalized the Community Action Coalition (CAC) as a gateway to the community. The CAC met on a regular basis to provide input and feedback on needs within the community. In addition to the CAC, the executive director conscientiously went out into the neighborhood when he was first hired to meet people and make connections. For the BACDC, the Board of Directors played the main role in obtaining community input and buy-in. Aside from Benedict College administrators, the Board of Directors included local community stakeholders that acted as a conduit between the BACDC and residents. Since most of their programming involved working with residents, the EDC solicited feedback during the course of an individual's participation in the EDC's programs. On an as-needed basis, the EDC supplemented this informal feedback by conducting surveys or holding community meetings on specific topics.

In addition to obtaining and listening to community input and feedback, the HBCU administration, as well as the staff of the implementing organizations, served as board members for other local organizations and participated in local community groups. Through the commitment of their time and knowledge to other community organizations, these HBCUs further demonstrated their dedication to the local community.

### **Scope of Activities**

The scope of community development activities undertaken by each HBCU varied depending upon the needs of the local community. The manner in which each HBCU determined which activities to pursue, including those funded through the HUD HBCU grant program, differed by organization. But, across the sites one element remained constant. Each HBCU utilized a “building block” approach to defining the scope of their activities. They started with the development of activities aimed at trying to meet a single need in the community, and then built an inter-related system of activities that work to meet the community’s larger needs.

The BACDC’s approach recognized that as the organization completed an activity, it revealed another area of need, which resulted in a natural progression of organizational growth and activity. For example, when the BACDC completed its first homeownership units, it brought up the need to provide homebuyer counseling to prepare homebuyers for the new units. To encourage homebuyers to buy in the community, the neighborhood needed to be improved, which led to more housing construction and rehabilitation, economic development, and the creation of a community park.

While the work of the BACDC focused on residential and commercial revitalization, Benedict College, through the other units in the Division of Community Development, targeted human capital development issues. The college adopted a holistic approach towards community development, of which the BACDC played one important role.

The LOCCDC deliberately focused its community development efforts in three areas – housing development, economic development, and community services – and the activities undertaken in each area were identified during strategic planning sessions. The LOCCDC also took advantage of the historical heritage of the surrounding community to bring residents together and build pride. A chronological review of the LOCCDC’s activities reflected a growing and maturing organization as well as the realities of funding availability and community needs. A main consideration of the LOCCDC was the sustainability of their activities and the organization. The LOCCDC sought to balance their need for activities that generated program income with those that served a need within the community. Ultimately, the LOCCDC took an iterative approach to their community development work and focused on activities that they did well and the activities that created an enhanced sense of place. In many cases, the LOCCDC was able to secure new sources of funding for their activities because of the successes that they had achieved through their past programs and partnerships.

Similarly, the EDC adopted an iterative approach, with their activities falling into two key areas – skills training programs and assistance to the local business community. Because of the more narrowly defined set of activities, the EDC focused on developing an interrelated set of programs for residents and business to utilize. These programs grew over time and included GED

preparation, computer technology skills training, trainee employment placement opportunities, homebuyer and rental seminars, and training and technical assistance to new or potential entrepreneurs in the community.

### **Community Investment by Other Stakeholders**

Beyond the HBCUs and their implementing organizations, other community groups played an important role in helping the HBCU achieve their vision for the community. The involvement of other stakeholders in the community complemented the efforts of the HBCU, and when combined, these overlapping investments created an environment of renewal and revitalization.<sup>32</sup>

For example, the Columbia Housing Authority and the city's Community Development Department made key investments in the neighborhood surrounding Benedict College which supported and reinforced the community development efforts of the BACDC. The Columbia Housing Authority received a \$25.8 million HOPE VI grant from HUD in 1999 to redevelop the Saxon Homes public housing development into a mixed-income rental and homeownership community. The city was also developing single family for-sale homes in the neighborhood. Additionally, Benedict College itself was in the midst of an extensive campus improvement campaign that included the construction of a new health and wellness center and student dormitories. These investments, along with the BACDC's work, collectively contributed to the revitalization of the neighborhood.

In the community surrounding LeMoyne-Owen College, there were also many major investments. In 1995, the Memphis Housing Authority received a \$47.2 million HOPE VI grant from HUD to revitalize the LeMoyne Gardens public housing development. The site, now named College Park, is a mixed-income rental and homeownership community with a community center and bank. The opening of the Stax Museum of American Soul Music and the ongoing work of the Memphis Housing and Community Development Department also enhanced the impact of the LOCCDC's work in the Soulsville community.

The area surrounding Texas Southern University saw the \$25 million renovation of the Cuney Homes public housing development by the Houston Housing Authority, and the establishment of a Laboratory School, a joint-venture between the university and the Houston Independent School District. The school served students from kindergarten to third grade that lived in Cuney Homes. The university also made numerous improvements to and expansions of its campus, including the construction of new student housing, parking garages, and academic buildings. Perceiving the needs of the surrounding community, the university incorporated retail space into the lower-level of one of the parking garages constructed, to provide additional businesses within walking distance.

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<sup>32</sup> For detailed information regarding community investment by other local stakeholders, please refer to the accompanying Volume II – Case Study Reports.

## **VI. Summary and Conclusion**

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Achieving success in the world of community development requires organizations to bring together a number of different characteristics and elements, including organizational capacity, community support, dedicated leadership, and financial support. As illustrated by the three HBCUs highlighted in this report, there are different approaches to how community development can be carried out, each with its own benefits and challenges.

In this section, the role that the HUD HBCU grant program played in the successes achieved by each HBCU is reviewed. Additionally, the challenges faced by these HBCUs in implementing their community development activities are discussed. Finally, the section concludes with a discussion of what other HBCUs should take away from the difficulties and successes experienced by Benedict College, LeMoyne-Owen College, and Texas Southern University during the course of their community development work.

### **Impact of the HUD HBCU Grant Program**

Benedict College, LeMoyne-Owen College, and Texas Southern University all used the HUD HBCU grant program in different ways to support their community development efforts. However, in all cases, the HUD HBCU grant program played a critical role in assisting these HBCUs in effecting positive change in their communities. Without funding from the HUD HBCU grant program, it would have been difficult for these HBCUs to accomplish the activities that they have thus far.

The BACDC utilized the HUD HBCU grant primarily for programmatic activities, particularly for planning costs and seed funding. Because of the scale of the community development projects undertaken, the BACDC frequently utilized the HUD HBCU grant program as a “launching pad” and then leveraged additional funding to cover the actual construction and/or programmatic activities. The use of HUD HBCU grant funds for predevelopment activities allowed the BACDC to refine their plans, which would then be used to attract other investors. For example, the BACDC used their 2002 grant in the amount of \$500,000 to develop the concept for the Shoppes at Read commercial mixed-use facility. Having the detailed concept and plans allowed the organization to secure an additional \$12 million to pay for development costs.

At LeMoyne-Owen College, the HUD HBCU grant played a fundamental role in supporting the community development efforts of the LOCCDC. Since the college did not provide operational support beyond an in-kind donation of office space utilities, the LOCCDC primarily used the HUD HBCU grant funds to enhance organizational capacity by funding staff and operational costs. This allowed the LOCCDC to focus on program development and to aggressively pursue funding to support those activities. The ability of staff to concentrate on programmatic activity resulted in the LOCCDC being able to secure dedicated sources of funding for various programs and not use HUD HBCU grant funds for those activities. For example, the LOCCDC initially used HUD HBCU grant funds in 1998 to capitalize their micro-lending pool. Within four years,

the LOCCDC had secured enough funding from other sources that it no longer needed to use the HUD HBCU grant for the loan pool.

For the EDC at Texas Southern University, the HUD HBCU grant program provided the primary source of funding for the organization's activities. The majority of the EDC's programs centered on providing skills training, educational opportunities, and small-business assistance. The HUD HBCU grant funds paid for the salaries and benefits of the EDC employees that planned, recruited for, developed the curriculums of, and administered the various grant activities. Many of the other costs associated with administering workshops and seminars, such as obtaining expert consultants, classroom space, and technological resources, were covered through in-kind contributions by the university and local partners. But, the expertise, experience, and professional network of the EDC staff proved critical to the execution of grant activities. Without the HUD HBCU grant, the viability of the EDC would be in question unless another source of funding could be identified to sustain the organization's core staff.

### **Implementation Challenges for HBCU Grantees**

The challenges confronted by the three HBCUs in implementing their community development work were sometimes different and sometimes similar. For example, lack of funding and the need for additional organizational capacity affected all three HBCUs. Some of the challenges resulted from the relationship between the implementing organization and the HBCU, and other challenges resulted from organizational inexperience.

#### *Funding*

The availability of funding to pay for program activities and/or operational costs impacted all three HBCUs. For the BACDC and LOCCDC, both of which engaged in capital development work, the challenge in securing monies to pay for housing and commercial development often delayed the start and completion of projects. Whether it was the need to satisfy potential investors, complete complex paperwork, or compete for competitive funding, major capital projects often took longer than anticipated.

Limitations in the amount of funding available also curtailed the activities of the implementing organizations to those that could be supported with existing funds. For example, the size of the EDC's staff varied over time depending upon the availability of funds to pay for additional staff positions. The LOCCDC could only construct as many new homes as the amount of funding they secured through grants and lines of credit would allow. Thus, there was a need for these organizations to use the grant funds as seed money and leverage the grant funds, in order to accomplish more.

One of the biggest challenges facing community development organizations is obtaining funding to pay for operational and staffing costs. In the case of the three HBCUs, they were fortunate in that they were able to either use the HUD HBCU grant to pay for these costs or receive assistance with these expenses from the HBCU. For the LOCCDC, the absence of HUD HBCU grant program funding could make the viability of the organization much more tenuous. The LOCCDC has worked to diversify its funding streams and to develop partnerships that would lead to new funding. This put the organization on the path towards independence from the need for consistent HUD HBCU grant funding. Additionally, the LOCCDC worked to develop some activities (including new home construction and micro-lending pool) that would generate

program income that could be used to support organizational expenses if need be. While the LOCCDC had the foresight to plan for the possibility of no longer receiving grant funds, the organization did not yet have complete financial autonomy from the HUD HBCU grant program at the time of the January 2007 site visit.

Because the BACDC was so fully integrated into the college's hierarchy, absent HUD HBCU grant funds, the college would likely support the organization temporarily. Additionally, the BACDC had become successful in obtaining some outside funding sources that would help to finance the organization's activities. Similarly, the EDC was an outreach center in the university's School of Business. The School provided temporary operational funding to other outreach centers when grant dollars or other outside funding sources were not available, and would likely do the same for the EDC. Because most of the EDC's activities are programmatic and rely on in-kind donations from local partners, the university's funding would primarily be needed to support the salaries of the EDC staff that operate the programs.

#### Organizational Capacity

Each HBCU confronted the issue of finding the right mix of staff skills, experience, and capacity to allow them to more efficiently and successfully carry out their programs, as well as the issue of retaining staff over time to maintain organizational stability. The fact that the implementing organizations for each HBCU were able to retain their leadership for a significant period of time contributed immeasurably to the successes achieved.

Both the BACDC and the LOCCDC regularly evaluated their staff skills in relation to the activities underway or planned. This assessment allowed them to determine their human resources needs as they aligned with the organization's long-range plans. Both CDCs determined that their capacity to maintain current positions, or to hire new staff that would ensure organizational continuity and capacity, was dependent on identifying a stable source of operating support for human resources investment.

The EDC was not considering growing their staff size at the time of the site visit. Pending any change in their community development focus, however, the EDC would likewise need to identify additional funding to hire and support any additional staff. Rather, the EDC's human resources concern was developing a succession plan in case the current director retired or left her position. The EDC's director had been in her position since the center's inception in 1981, and therefore was the EDC's institutional knowledge. The EDC needed a strategic succession plan to ensure the center's continued ability to provide its series of successful and interrelated programs to local residents and business owners.

#### Organizational Autonomy

The autonomy of the HBCU presented differing challenges. The BACDC's lack of autonomy from Benedict College meant that many of its administrative processes, such as bill paying and contract awards, required a number of approvals from college administrators. This multi-step process, which could take a significant amount of time, impacted the BACDC's ability to attract qualified contractors and obtain favorable pricing. The close connection between the BACDC and Benedict College also may impact their ability for future growth. Private investors and outside funding organizations may question the capacity of the BACDC because of the continued, in-depth involvement of the college in the organization's daily operations. This close

connection also slowed the BACDC's ability to act on new opportunities because of the required approval process.

Conversely, the LOCCDC's near autonomy from LeMoyne-Owen College allowed it to be nimble and quick in carrying out their activities and making needed changes to be effective and responsive. LOCCDC did not receive direct cash support from the college, but did receive in-kind contributions and had the ability to apply for and receive HUD HBCU grant funds on behalf of the college. With the exception of these resources, the LOCCDC was responsible for generating all of the revenue to support their operation.

For the EDC, the organization was autonomous to the extent that the university administration was not significantly involved in shaping their community development activities. However, the EDC was still linked to the university because of its status as a center within the School of Business. Due to the nature of the community development programming pursued by the EDC, these linkages did not negatively affect their ability to implement their activities.

#### Organizational Inexperience

As the community development efforts of the three HBCUs grew over time, the implementing organizations engaged in new activities that challenged the organizations' capacity. In many cases, the organization's inexperience posed impediments during the course of program implementation that had to be addressed. When confronted with these unforeseen obstacles, frequently the organization learned from the experience and used that knowledge to alter how they carried out their activities in the future. In other instances, the organization determined that the risks or costs associated with particular activities outweighed the benefits and ceased doing that work. Occasionally, the organization determined that despite the costs, the program truly benefited the surrounding community. Therefore, they continued to operate the program and found a way to absorb the costs.

Both the BACDC and the LOCCDC engaged in new home construction, and both organizations learned that their first few homes took longer to build than anticipated and cost more than budgeted. As they continued to build more homes, both organizations altered how they approached this work. For example, both organizations became licensed general contractors so that they could manage the construction process and obtain their own building permits. During the site visits, the BACDC and the LOCCDC were well versed in the construction process and had completed several homes on time and within budget.

In contrast, the EDC was no longer involved in physical redevelopment projects in the surrounding community as a result of their participation in the development of shelters for homeless men and women in the 1990s. The EDC found the work to be costly and unpredictable and determined that this was not an area in which they wanted to focus their efforts. Similarly, the LOCCDC found housing rehabilitation work to be too uncertain and risky, and they frequently expended more funds on these projects than originally anticipated. As a result, the LOCCDC made a decision to focus on new construction whenever possible.

An example of a program that was continued despite the costs was the community-based transportation system formed by the LOCCDC. The LOCCDC designed LOC Transportation, Inc. to create job opportunities for local residents and establish a revenue stream for the

organization. Unfortunately, LOC Transportation did not become the revenue generator anticipated and expenses were significantly higher than anticipated. However, the LOCCDC made the decision to continue to operate the program because it provided a beneficial and much needed service to the community.

### **Observations and Recommendations for Other HBCUs**

The three HBCUs highlighted in this report demonstrate a variety of approaches to community development and the implementation of those activities. Each of the HBCUs made significant impacts on their surrounding community through the programs they pursued.<sup>33</sup> For other HBCUs currently engaged in community development work or contemplating adopting a more significant role, the primary lesson that emerges from these profiles is that there are numerous ways that community development can be integrated into the HBCU. Each college and university needs to determine for itself which model is most appropriate given its capacity, resources, and vision. The actual implementation structure may fall along the lines of what Benedict College, LeMoyne-Owen College, or Texas Southern University adopted, or it could potentially be its own unique approach given the HBCU's particular circumstances and the needs of the surrounding community.

In general, the main factors that contributed to the successes achieved by the three HBCUs highlighted in this report are as follows:

- *Commitment* – The HBCU needs to be committed to community development for the long-term. Many of the issues facing HBCU communities are deeply entrenched as the result of decades of disinvestment. Revitalizing these communities is a long-term proposition, and it may take upwards of 10 to 20 years to see real, significant change.
- *Strategic Plan* – The HBCU should lay out a road map that identifies what community development means to them and what are their goals and objectives. From this strategic plan, the specific activities and programs that best meet the HBCU's vision can be derived and pursued. The strategic plan should be revisited on a regular basis to ensure that the prevailing goals and objectives are still appropriate given changes in the community.
- *Community Involvement* – The HBCU must identify how the local community will be involved in its community development efforts. As evidenced by the three case studies, community input and buy-in was critical to the success of the HBCU's programs and activities.
- *Partnerships* – The HBCU needs to recognize that community development is a complicated process that likely requires time and investment beyond the resources available to the HBCU. Working collaboratively with other community investors and stakeholders allows for community development efforts to build synergistically upon one another to effect greater change in the community.

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<sup>33</sup> Detailed information about the programs pursued by each of the three HBCUs discussed in Volume I of this report can be found in the accompanying Volume II – Case Study Reports.

- *Organizational Capacity* – The HBCU should understand that whether it creates a separate entity to carry out its community development activities or does it internal to the HBCU, the accomplishments of its community development program will only be as good as the quality of the staff conducting the activities. Providing staff with the tools and training necessary to allow them to excel in their positions will directly benefit the HBCU’s community development efforts.

## Appendix A

### Listing of Historically Black Colleges and Universities<sup>34</sup>

Institution Name	State	Type
Alabama A&M University	Alabama	4-Year Public
Alabama State University	Alabama	4-Year Public
Bishop State Community College	Alabama	2-Year Public
Concordia College Selma	Alabama	4-Year Private
Gadsden State Community College, Valley Street	Alabama	2-Year Public
J.F. Drake State Technical College	Alabama	2-Year Public
Lawson State Community College	Alabama	2-Year Public
Miles College	Alabama	4-Year Private
Oakwood College	Alabama	4-Year Private
Selma University	Alabama	4-Year Private
C.A. Fredd Campus of Shelton State Community College	Alabama	2-Year Public
Stillman College	Alabama	4-Year Private
Talladega College	Alabama	4-Year Private
Trenholm State Technical College	Alabama	2-Year Public
Tuskegee University	Alabama	4-Year Private
Arkansas Baptist College	Arkansas	4-Year Private
Philander Smith College	Arkansas	4-Year Private
University of Arkansas at Pine Bluff	Arkansas	4-Year Public
Howard University	District of Columbia	4-Year Private
University of the District of Columbia	District of Columbia	4-Year Public
Delaware State University	Delaware	4-Year Public
Bethune-Cookman University	Florida	4-Year Private
Edward Waters College	Florida	4-Year Private
Florida A&M University	Florida	4-Year Public
Florida Memorial University	Florida	4-Year Private
Albany State University	Georgia	4-Year Public
Clark Atlanta University	Georgia	4-Year Private
Fort Valley State University	Georgia	4-Year Public
Interdenominational Theological Center	Georgia	4-Year Private
Morehouse College	Georgia	4-Year Private
Morehouse School of Medicine	Georgia	4-Year Private
Morris Brown College	Georgia	4-Year Private
Paine College	Georgia	4-Year Private
Savannah State University	Georgia	4-Year Public
Spelman College	Georgia	4-Year Private
Kentucky State University	Kentucky	4-Year Public
Dillard University	Louisiana	4-Year Private
Grambling State University	Louisiana	4-Year Public

<sup>34</sup> This list was compiled from the White House Initiative on Historically Black Colleges and Universities webpage: <http://www.ed.gov/about/inits/list/whhbcu/edlite-index.html>

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Southern University A&M College	Louisiana	4-Year Public
Southern University at New Orleans	Louisiana	4-Year Public
Southern University at Shreveport	Louisiana	2-Year Public
Xavier University of Louisiana	Louisiana	4-Year Private
Bowie State University	Maryland	4-Year Public
Coppin State College	Maryland	4-Year Public
Morgan State University	Maryland	4-Year Public
University of Maryland Eastern Shore	Maryland	4-Year Public
Lewis College of Business	Michigan	2-Year Private
Alcorn State University	Mississippi	4-Year Public
Coahoma Community College	Mississippi	2-Year Public
Hinds Community College, Utica	Mississippi	2-Year Public
Jackson State University	Mississippi	4-Year Public
Mississippi Valley State University	Mississippi	4-Year Public
Rust College	Mississippi	4-Year Private
Tougaloo College	Mississippi	4-Year Private
Harris-Stowe State University	Missouri	4-Year Public
Lincoln University	Missouri	4-Year Public
Bennett College	North Carolina	4-Year Private
Elizabeth City State University	North Carolina	4-Year Public
Fayetteville State University	North Carolina	4-Year Public
Johnson C. Smith University	North Carolina	4-Year Private
Livingstone College	North Carolina	4-Year Private
North Carolina A&T State University	North Carolina	4-Year Public
North Carolina Central University	North Carolina	4-Year Public
Shaw University	North Carolina	4-Year Private
St. Augustine's College	North Carolina	4-Year Private
Winston-Salem State University	North Carolina	4-Year Public
Central State University	Ohio	4-Year Public
Wilberforce University	Ohio	4-Year Private
Langston University	Oklahoma	4-Year Public
Cheyney University of Pennsylvania	Pennsylvania	4-Year Public
Lincoln University	Pennsylvania	4-Year Public
Allen University	South Carolina	4-Year Private
Benedict College	South Carolina	4-Year Private
Clafin University	South Carolina	4-Year Private
Clinton Junior College	South Carolina	2-Year Private
Denmark Technical College	South Carolina	2-Year Public
Morris College	South Carolina	4-Year Private
South Carolina State University	South Carolina	4-Year Public
Voorhees College	South Carolina	4-Year Private
Fisk University	Tennessee	4-Year Private
Knoxville College	Tennessee	4-Year Private
Lane College	Tennessee	4-Year Private
LeMoyné-Owen College	Tennessee	4-Year Private
Meharry Medical College	Tennessee	4-Year Private
Tennessee State University	Tennessee	4-Year Public
Huston-Tillotson University	Texas	4-Year Private
Jarvis Christian College	Texas	4-Year Private

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Paul Quinn College	Texas	4-Year Private
Prairie View A&M University	Texas	4-Year Public
Southwestern Christian College	Texas	4-Year Private
St. Philip's College	Texas	2-Year Public
Texas College	Texas	4-Year Private
Texas Southern University	Texas	4-Year Public
Wiley College	Texas	4-Year Private
Hampton University	Virginia	4-Year Private
Norfolk State University	Virginia	4-Year Public
St. Paul's College	Virginia	4-Year Private
Virginia State University	Virginia	4-Year Public
Virginia Union University	Virginia	4-Year Private
Virginia University of Lynchburg	Virginia	4-Year Private
Bluefield State College	West Virginia	4-Year Public
West Virginia State University	West Virginia	4-Year Public
University of the Virgin Islands	U.S. Virgin Islands	4-Year Public

## Appendix B

**Listing of HUD HBCU Grantees by Location, Year, and Amount: 1999-2005**

School	State	City	Year	Amount
Bishop State Community College	Alabama	Mobile	1999	\$400,000
Oakwood College	Alabama	Huntsville	1999	\$466,665
Stillman College	Alabama	Tuscaloosa	1999	\$466,665
University of Arkansas at Pine Bluff	Arkansas	Pine Bluff	1999	\$466,665
Howard University	District of Columbia	Washington	1999	\$466,665
Bethune-Cookman College	Florida	Daytona Beach	1999	\$400,000
Morehouse College	Georgia	Atlanta	1999	\$400,000
Southern University at New Orleans	Louisiana	New Orleans	1999	\$466,665
Elizabeth City State University	North Carolina	Elizabeth City	1999	\$466,665
Johnson C. Smith University	North Carolina	Charlotte	1999	\$466,690
North Carolina A&T State University	North Carolina	Greensboro	1999	\$466,665
North Carolina Central University	North Carolina	Durham	1999	\$466,665
Winston-Salem State University	North Carolina	Winston-Salem	1999	\$466,665
Langston University	Oklahoma	Langston	1999	\$466,665
Voorhees College	South Carolina	Denmark	1999	\$466,665
St. Philip's College	Texas	San Antonio	1999	\$466,665
Texas College	Texas	Tyler	1999	\$400,000
Norfolk State University	Virginia	Norfolk	1999	\$466,665
Saint Paul's College	Virginia	Lawrenceville	1999	\$466,665
West Virginia State University	West Virginia	Institute	1999	\$400,000
Alabama A&M University	Alabama	Normal	2000	\$350,000
Alabama State University	Alabama	Montgomery	2000	\$220,000
Bishop State Community College	Alabama	Mobile	2000	\$183,858
Gadsden State Community College	Alabama	Gadsden	2000	\$380,000
J. F. Drake State Technology College	Alabama	Huntsville	2000	\$175,089
Lawson State Community College	Alabama	Huntsville	2000	\$175,089
Miles College	Alabama	Fairfield	2000	\$200,000
Oakwood College	Alabama	Huntsville	2000	\$350,000
Arkansas Baptist College	Arkansas	Little Rock	2000	\$250,000
Shorter College	Arkansas	North Little Rock	2000	\$100,000
University of Arkansas at Pine Bluff	Arkansas	Pine Bluff	2000	\$310,000
Howard University	District of Columbia	Washington	2000	\$175,000
University of the District of Columbia	District of Columbia	Washington	2000	\$375,000
Edward Waters College	Florida	Jacksonville	2000	\$250,000

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Florida A&M University	Florida	Tallahassee	2000	\$220,000
Dillard University	Louisiana	New Orleans	2000	\$123,000
Xavier University of Louisiana	Louisiana	New Orleans	2000	\$350,000
Bowie State University	Maryland	Bowie	2000	\$183,858
Alcorn State University	Mississippi	Lorman	2000	\$220,000
Jackson State University	Mississippi	Jackson	2000	\$200,000
Tougaloo College	Mississippi	Tougaloo	2000	\$350,000
Barber-Scotia College	North Carolina	Concord	2000	\$150,000
Elizabeth City State University	North Carolina	Elizabeth City	2000	\$475,000
North Carolina A&T State University	North Carolina	Greensboro	2000	\$475,000
Allen University	South Carolina	Columbia	2000	\$200,000
Benedict College	South Carolina	Columbia	2000	\$380,000
Clafin University	South Carolina	Orangeburg	2000	\$325,000
Fisk University	Tennessee	Nashville	2000	\$250,000
LeMoyne-Owen College	Tennessee	Memphis	2000	\$380,000
Meharry Medical College	Tennessee	Nashville	2000	\$250,000
Tennessee State University	Tennessee	Nashville	2000	\$200,000
Huston-Tillotson University	Texas	Austin	2000	\$380,000
St. Philip's College	Texas	San Antonio	2000	\$350,000
Texas College	Texas	Tyler	2000	\$350,000
Hampton University	Virginia	Hampton	2000	\$220,000
Norfolk State University	Virginia	Norfolk	2000	\$265,000
Virginia Union University	Virginia	Richmond	2000	\$250,000
West Virginia State University	West Virginia	Institute	2000	\$325,000
Alabama State University	Alabama	Montgomery	2001	\$499,917
C.A. Fredd Campus of Shelton State Community College	Alabama	Tuscaloosa	2001	\$300,000
Oakwood College	Alabama	Huntsville	2001	\$409,960
Stillman College	Alabama	Tuscaloosa	2001	\$500,000
University of Arkansas at Pine Bluff	Arkansas	Pine Bluff	2001	\$500,000
Edward Waters College	Florida	Jacksonville	2001	\$494,975
Florida A&M University	Florida	Tallahassee	2001	\$500,000
Bowie State University	Maryland	Bowie	2001	\$500,000
Coahoma Community College	Mississippi	Clarksdale	2001	\$492,723
Hinds Community College	Mississippi	Raymond	2001	\$300,000
Jackson State University	Mississippi	Jackson	2001	\$500,000
Harris-Stowe State University	Missouri	St. Louis	2001	\$481,490
Barber-Scotia College	North Carolina	Concord	2001	\$402,937
Elizabeth City State University	North Carolina	Elizabeth City	2001	\$500,000
Johnson C. Smith University	North Carolina	Charlotte	2001	\$495,998
Benedict College	South Carolina	Columbia	2001	\$500,000
Voorhees College	South Carolina	Denmark	2001	\$500,000

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LeMoyne-Owen College	Tennessee	Memphis	2001	\$500,000
St. Philip's College	Texas	San Antonio	2001	\$500,000
Texas Southern University	Texas	Houston	2001	\$500,000
University of the Virgin Islands	US Virgin Islands	St. Thomas	2001	\$300,000
Bluefield State College	West Virginia	Bluefield	2001	\$300,000
C.A. Fredd Campus of Shelton State Community College	Alabama	Tuscaloosa	2002	\$549,990
Gadsden State Community College	Alabama	Gadsden	2002	\$424,000
Stillman College	Alabama	Tuscaloosa	2002	\$524,790
University of Arkansas at Pine Bluff	Arkansas	Pine Bluff	2002	\$368,330
Delaware State University	Delaware	Dover	2002	\$338,766
Florida A&M University	Florida	Tallahassee	2002	\$542,674
Morehouse College	Georgia	Atlanta	2002	\$526,414
Dillard University	Louisiana	New Orleans	2002	\$550,000
Southern University and A&M College	Louisiana	Baton Rouge	2002	\$550,000
Southern University at Shreveport	Louisiana	Shreveport	2002	\$322,211
Alcorn State University	Mississippi	Lorman	2002	\$497,929
Rust College	Mississippi	Holly Springs	2002	\$550,000
North Carolina A&T State University	North Carolina	Greensboro	2002	\$548,000
North Carolina Central University	North Carolina	Durham	2002	\$549,479
Benedict College	South Carolina	Columbia	2002	\$500,000
South Carolina State University	South Carolina	Orangeburg	2002	\$549,945
Fisk University	Tennessee	Nashville	2002	\$550,000
LeMoyne-Owen College	Tennessee	Memphis	2002	\$549,062
Jarvis Christian College	Texas	Hawkins	2002	\$338,274
Paul Quinn College	Texas	Dallas	2002	\$550,000
Hampton University	Virginia	Hampton	2002	\$301,505
Norfolk State University	Virginia	Norfolk	2002	\$500,000
Lawson State Community College	Alabama	Huntsville	2003	\$550,000
Tuskegee University	Alabama	Tuskegee	2003	\$550,000
Howard University	District of Columbia	Washington	2003	\$550,000
Florida A&M University	Florida	Tallahassee	2003	\$550,000
Southern University at New Orleans	Louisiana	New Orleans	2003	\$550,000
Barber-Scotia College	North Carolina	Concord	2003	\$550,000
Johnson C. Smith University	North Carolina	Charlotte	2003	\$531,651
Winston-Salem State University	North Carolina	Winston-Salem	2003	\$550,000
Clafin University	South Carolina	Orangeburg	2003	\$550,000
Voorhees College	South Carolina	Denmark	2003	\$500,321
Lane College	Tennessee	Jackson	2003	\$340,000
LeMoyne-Owen College	Tennessee	Memphis	2003	\$550,000
Texas Southern University	Texas	Houston	2003	\$550,000
University of the Virgin Islands	US Virgin Islands	St. Thomas	2003	\$541,000

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Alabama State University	Alabama	Montgomery	2004	\$548,339
University of Arkansas at Pine Bluff	Arkansas	Pine Bluff	2004	\$550,000
Florida A&M University	Florida	Tallahassee	2004	\$550,000
Savannah State University	Georgia	Savannah	2004	\$550,000
Southern University at Shreveport	Louisiana	Shreveport	2004	\$550,000
University of Maryland, Eastern Shore	Maryland	Princess Anne	2004	\$550,000
Hinds Community College	Mississippi	Raymond	2004	\$550,000
Livingstone College	North Carolina	Salisbury	2004	\$340,000
North Carolina A&T State University	North Carolina	Greensboro	2004	\$548,174
Allen University	South Carolina	Columbia	2004	\$550,000
Benedict College	South Carolina	Columbia	2004	\$550,000
Claflin University	South Carolina	Orangeburg	2004	\$550,000
West Virginia State University	West Virginia	Institute	2004	\$550,000
Stillman College	Alabama	Tuscaloosa	2005	\$600,000
Delaware State University	Delaware	Dover	2005	\$588,056
Howard University	District of Columbia	Washington	2005	\$600,000
Albany State University	Georgia	Albany	2005	\$600,000
Fort Valley State University	Georgia	Fort Valley	2005	\$600,000
Rust College	Mississippi	Holly Springs	2005	\$598,453
Winston-Salem State University	North Carolina	Winston-Salem	2005	\$600,000
Clinton Junior College	South Carolina	Rock Hill	2005	\$400,000
South Carolina State University	South Carolina	Orangeburg	2005	\$600,000
Voorhees College	South Carolina	Denmark	2005	\$600,000
LeMoyné-Owen College	Tennessee	Memphis	2005	\$599,428
Tennessee State University	Tennessee	Nashville	2005	\$600,000
Texas Southern University	Texas	Houston	2005	\$600,000