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***Renewing Relations:
Opportunities for Improved A.I.D.-HBCU Collaboration***

**Report of the
Agency for International Development -
Historically Black Colleges and Universities
Review Task Force**

**Sponsored by the
Agency Center for University Cooperation in Development
U.S. Agency for International Development**

June 1993



CLARK ATLANTA UNIVERSITY

MEMORANDUM

TO: The Honorable J. Brian Atwood, Administrator, USAID, and
Presidents, Historically Black Colleges and Universities

FROM:  Shelby Lewis, Chairperson, A.I.D.-HBCU Review Task Force

SUBJECT: Transmittal of the Task Force Report

DATE: June, 1993

The challenges facing Historically Black Colleges and Universities (HBCUs) and the United States Agency for International Development (A.I.D.) are many and varied. However, through a partnership based on mutual respect and mutual benefits, they have immense potential for meeting those challenges. Because improved relations between HBCUs and A.I.D. are in the interest of both partners, the nation and the developing world, and deserve thorough analysis and a proper hearing, I am pleased to submit this Task Force Report.

Several factors contributed to the creation of the Task Force, the principle one being the precipitous decline in HBCU involvement in the development work of A.I.D. The extent of the decline - a fall by \$16.6 million or nearly 57% in the past few years - compelled A.I.D. and HBCUs to view the trend as a crisis demanding immediate attention.

After careful research and deliberation, the Task Force concluded that the decline and the absence of long-term, meaningful participation of HBCUs in the activities of the Agency are deeply rooted in history. Present trends are manifestations of continued practices arising from the implementation of A.I.D.'s capacity building policies in earlier decades. Although interrupted from time to time by outside intervention and/or alert, and committed staff, distinct and discriminatory relations persist among institutions within the higher education community. In addition, despite the rich diversity and unique capacities and interests of HBCUs, they are treated as a monolith within A.I.D.; a practice which is both unrealistic and unproductive.

The Task Force also concluded that relations between A.I.D. and HBCUs will only be improved if both partners make institutional commitments to change. These commitments must be translated into enlightened policies, structures and attitudes, better enforcement mechanisms, close collaboration and long overdue financial support. Hopefully, the data and recommendations in the Report will generate serious policy discourse and speedy action within A.I.D. and HBCUs.

At your earliest convenience, the Task Force requests the opportunity to review the Report with you. In addition, we recommend that A.I.D. initiate action on the recommendations within a reasonable time after receiving the Report.

On behalf of the Task Force, I would like to thank Dr. Ralph Smuckler, former Executive Director of the University Center, Mr. Robert Berg, who acted as staff for the Task Force, and Mr. David Rakes, Chief, Program Management Division of the University Center, for their tireless and valuable assistance. I also wish to acknowledge the contributions of the BIFADEC Board, especially its Chairman, Mr. Wales Madden and member, Dr. Wendell Rayburn, HBCU faculty, University Center staff, representatives from A.I.D.'s central and geographic bureaus, and members of the educational and political communities. The Report reflects the informed views of all of these contributors.

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Preface

The University Center of the Agency for International Development (A.I.D.) established the Historically Black Colleges and Universities (HBCU) Review Task Force in 1992. The mandate of the Task Force was to review carefully and systematically A.I.D.-HBCU relations. The objectives were to determine reasons for the inconsistent nature of A.I.D.'s funding of HBCUs and to submit recommendations on ways to overcome this deficiency and thus improve HBCU involvement in A.I.D.'s international development activities. An important by-product of this effort was to establish a framework for improved and more substantive dialogue between leaders from A.I.D. and the HBCU community.

In brief, the Task Force found deeply rooted misconceptions, general biases and established practices that combine to disadvantage HBCUs. All too few Agency policies and procedures, particularly enforcement policies, promote meaningful involvement of HBCUs in A.I.D.'s activities. Moreover, in the absence of strict oversight and incentives, it is doubtful that the spirit and intent of presidential and congressional mandates guiding HBCU involvement will ever be realized. The mandates calling for increased numerical allocation of contracts to HBCUs and qualitative commitment to HBCU participation in Agency work were Executive Order 12320 and the *Memorandum for the Heads of All Executive Departments*, issued by President Ronald Reagan in 1981 and 1982, respectively; Executive Order 12677 issued by President George Bush; and the Gray Amendment to the Foreign Assistance Act, introduced by Congressman William Gray in 1984.

Over the last few years, the value of HBCU activities funded by A.I.D. decreased from an Agency high of \$29.5 million in FY 1989 to \$12.9 million in FY 1991, a decline of \$16.6 million, or nearly 57-percent. The Task Force is mindful of the most recent report to the White House Initiative Office reflecting an increase in A.I.D.'s funding of HBCUs in FY 1992. However, there is very little to suggest that the upswing is anything more than an indication of highly volatile procurement practices or unplanned funding actions. The upswing also suggests systemic vagaries, and rather than allay the concerns of the Task Force, it increased them. The Task Force is concerned that the problems surrounding A.I.D.-HBCU relations have past, present and future components.

As far as the past is concerned, the problem appears to be rooted in the very nature of American society and, therefore, should be considered within the broad context of historical discrimination, requiring contemporary redress. The aforementioned Executive Orders and Gray Amendment, as well as targets, goals and set-asides should be viewed in this light. However,

present institutional biases, insensitivity and neglect in the areas of contracting, grant awarding, procedures, attitudes and behavior (individual and institutional) reflect either deliberate resistance or unintentional failure to comply with governmental efforts to erase the disparities created by past injustice, and evidence suggests that without strict monitoring of contracting and procurement and incentives to A.I.D. units, HBCU involvement in the Agency's activities will remain marginal in the future. Equally as important, statements declaring a qualitative commitment to HBCUs will appear to be vacuous.

The Task Force also concluded that the interests of HBCUs and A.I.D. are not served by treating HBCUs as a monolith. HBCUs are diverse and unique entities, each having its own capabilities, capacities, strengths and needs. The report suggests that there are three categories of HBCUs. In the first category are institutions with established international track records and current contractual relations with A.I.D. The second, or middle group of HBCUs, are institutions that are interested in international development but have not begun to structure themselves to respond effectively to international program opportunities. The third category consists of institutions with limited resources and limited administrative interest and support for internationalization. Only direct, sustained, one-to-one contact between A.I.D. officials and HBCUs will make these descriptions meaningful to the Agency. The Task Force calls for the establishment of an International HBCU Resource Center to coordinate and facilitate the implementation of the recommendations in this report.

One thing is clear, both A.I.D. and HBCUs must make institutional commitments to the development of a meaningful partnership in international development.

Executive Summary

According to available quantitative and qualitative data, the international development capabilities of HBCUs are significantly under-utilized in A.I.D. At the same time, opportunities for working with A.I.D. are not fully recognized by many HBCUs. Yet excellent opportunities exist for synergy between the Agency and HBCUs. These opportunities arise from historic interests, technical expertise and a range of relevant capabilities that are needed to advance the nation's international development interests and foreign policies. The long-term goals of efforts to increase HBCU involvement in the work of A.I.D. must be the quantitative expansion of the value of contracts and grants awarded to HBCUs and, equally as important, the qualitative improvement in both the nature of HBCU involvement in Agency activities and A.I.D.'s commitment to HBCU participation.

Although FY 1992 reports indicate an upward shift in the value of A.I.D. procurement awards to HBCUs, the Task Force did not conclude that a fundamental reversal of erratic, disappointing patterns of relations between A.I.D. and HBCUs was at hand. **A reversal of trends and institutional patterns of behavior requires a program of structured, targeted activities that could best be stimulated and reinforced by an HBCU-specific resource center, which the Task Force chooses to call, an "HBCU International Resource Center."** This Resource Center could serve as a prime locus for strengthening HBCU marketing capabilities *vis-a-vis* A.I.D. and for organizing and improving A.I.D. relations with the HBCUs. This Resource Center would be of particular help to those HBCUs with international development capabilities and in stimulating the growth of similar capabilities among other institutions.

The Task Force also recommends that A.I.D.'s regional missions and central office staff assume a more pro-active role, one that consciously seeks to expand the numbers of HBCUs involved with A.I.D. and that rests on a determination to follow the directives of Executive Orders 12320 and 12677, the *Memorandum for the Heads of All Executive Departments* and the Gray Amendment. **Although the Task Force identified numerous activities and procedures that would increase the likelihood of expanded HBCU participation, it emphasized two areas demanding immediate attention: 1) complete understanding of the effect of past Agency policies on HBCUs and 2) the creation of incentives and oversight structures.**

First, the Agency must come to terms with the role of history in shaping A.I.D.-HBCU relations. Over the last four decades, a clearly identifiable number of larger institutions were the major recipients of institutional capacity-building grants from A.I.D. and other government departments. And it was not unusual for these major recipients to obtain large grants from

different departments in the same year, thus potentiating the capacity-building process. Using government funds, these universities introduced curriculum changes, expanded archival collections, recruited graduate students and new faculty, and offered greater opportunities for staff retraining. Some of these innovations and capacity-building activities were in the areas of development studies, area studies, foreign technology exchange and foreign languages. As nurtured universities in development work, these 'favored' institutions became prime contractors with A.I.D.; many of their graduates and faculty joined the mid- to senior-level staff in the Agency. As graduates and faculty *cum* bureaucrats, they understood the complexities and needs of 'favored' institutions, making another epoch of nurturing these institutions both unavoidable and natural.

HBCUs have a long history in international development work, one which recognized the importance of Africa, Asia and Latin America decades before the United States government elected to initiate long-term development projects on these continents. HBCUs take pride in a record that clearly demonstrates the consistent number of faculty and staff who assisted in the growth of educational and health facilities in foreign nations. They also acknowledge large numbers of graduates who have returned to their nations and assumed positions of prominence and leadership. Despite a well-established record in development work, the negative effect of A.I.D. practices on the HBCU community is a chilling one. None of the HBCUs rank in the favored institution category described above, although several received capacity-building grants and some were awarded more A.I.D. contracts than others. Yet, despite the barriers, HBCUs interested in development activities continue to involve their students and faculty--to the extent they can--in the transformation of other societies.

The Task Force assumes that history is important; policy makers seeking to influence the future will not be successful without understanding it. In terms of A.I.D.-HBCU relations, A.I.D. staff must forthrightly compare and contrast policies directed at favored institutions and those applied to HBCUs. Without this level of consciousness, mid- to senior-level staff will not critically evaluate their own assumptions regarding HBCUs, nor their experiences and approaches to implementing the work of A.I.D. In the absence of historical clarity, the significance of the proposed HBCU International Resource Center and its objectives cannot be appreciated by A.I.D. leaders. Nor will they support and implement in good faith the Task Force recommendations calling for more direct contact between A.I.D. staff and HBCUs; for example, through periodic HBCU on-site visits, increased African American participation in seminars and other meetings sponsored by A.I.D., more internships for HBCU students and increased hiring of HBCU graduates by the Agency. In addition, they may fail to understand fully why instruments such

as capacity-building grants for the majority of HBCUs are a prerequisite for their long-term, sustainable development.

Second, responses to the congressional and presidential mandates suggest that while historical awareness of discrimination and goodwill are necessary, they are not sufficient. Therefore, the Task Force strongly recommends that special incentives be established as a means of rewarding bureaus, missions and offices that meet the clearly defined objectives of the mandates, particularly the Gray Amendment. Those meeting the 10-percent minimum of HBCU participation in total value of contracts should be rewarded, as is the case for other notable achievements. Recognizing that failure to meet the Gray Amendment's 10-percent minimum participation guideline may not be solely explained by resistance to the spirit and intent of the legislation, the Task Force recommends strict monitoring of Agency practices. Oversight structures should not simply pinpoint recalcitrant behavior for the sake of applying penalties; they should identify the status of relations between HBCUs, and A.I.D.'s bureaus, missions and central offices, year-round. If this is done, problem solving will occur long before negative trends and patterns harden.

If the Agency must institute new policies and procedures, so, too, must the HBCUs. Overall, there is room for improvement in the areas of internationalization and international development in every HBCU. While the same statement could be applied to majority institutions, the primary foci of this report are HBCUs. Each has differing experiences in international development, capacities and capabilities and contracting histories with A.I.D. In that the past is as it is, HBCUs must assume the challenge of institution building for development work at a time when A.I.D. and the federal departments, in general, appear inclined to move dramatically away from institution-building grants. Of course, such a move favors those majority institutions that were the consistent beneficiaries of past A.I.D. institutional support.

However, given the historical and contemporary context, the Task Force recommends that HBCUs work closely with the proposed HBCU International Resource Center. They must supply the Resource Center and internal A.I.D. offices with salient data relevant to institutional interests, capabilities, capacities, needs and experiences. While other institutions will assist HBCUs, members of each of the categories of HBCUs must form the leadership of efforts designed to increase their competitive standing and identify their strengths and weaknesses. Recommendations relevant to HBCU marketing, contracting, grants and cooperative agreements and participant training are all contained in the report.

In addition, the Task Force is cognizant of the role that congressional oversight could assume in encouraging A.I.D. compliance to the aforementioned mandates. Guided by other oversight structures in place elsewhere and the role of budgetary incentives, there is room for congressional use of its powers to reward A.I.D.'s performance in meeting its Gray Amendment goals.

The report of the Task Force offers specific recommendations in six key areas of concern relevant to A.I.D.-HBCU relations. Although numerous, the recommendations are necessary if specific, genuine change is to take place. Without the immediate action of the senior executive staff of A.I.D. and HBCU leadership, none of the recommendations will generate fundamental reform of well-worn, outdated practices. Therefore, the Task Force in its broad plan of action endorses a speedy Agency response to the report, prioritization of the recommendations, and timely, well-planned implementation of the recommendations.

Part I. Overview of the Report

Introduction

In the last decade, the Executive Office and the Congress sought to make a qualitative commitment to the significant inclusion of Historically Black Colleges and Universities (HBCUs) in development work sponsored by government. Presidents Ronald Reagan in 1981 and George Bush in 1989, through their Executive Orders #12320 and #126771 respectively, directed key federal departments to make special efforts to assure that HBCUs are significantly involved in the nation's work. And, in 1984, Congressman William Gray successfully introduced an amendment to the Foreign Assistance Act. The "Gray Amendment" required the Agency for International Development (A.I.D.) to allocate 10-percent of development assistance funds to contracts awarded to HBCUs, disadvantaged firms, and private voluntary organizations. Although A.I.D. recorded years of steady progress in involving HBCUs in development programs, there has been a sharp decline in the Agency's program expenditures with the HBCU community. The A.I.D.-HBCU Review Task Force was established out of A.I.D.'s growing concern and interest in finding ways of shoring up its relationship with HBCUs, reversing current trends in HBCU participation in A.I.D.-funded development work and meeting the goals set forth in the aforementioned mandates.

Given that HBCUs are an established part of the national intellectual fabric and that they offer strength in a number of fields of high interest to A.I.D, their involvement in A.I.D. should be encouraged and supported both for what they can do and for what they represent as a demonstration of diversity in American society. HBCUs' historical role in international development work also requires that they be intricately involved in A.I.D.-sponsored programs. Long before activities in Africa and other continents gave rise to the U.S. government's involvement in development activities, HBCUs assisted in the delivery of services to people and in the transformation of newly independent nations. They deployed faculty and students to work in such fields as agriculture, health, science, economics, information systems and human resource development. Their experiences in this nation and their values became dominant forces for democracy, justice and equality in the international system during decades when few dominant organizations and countries called for them. At the same time, HBCUs provided critical training for the future leaders of the newly-emerging independent nations in Africa, Asia and Latin America. Because of these experiences and HBCU ties to African, Asian and Latin American states, it is in the national interest of the United States to ensure that HBCUs become viable, highly competitive and long-term participants in the international development process.

Most of the 107 HBCUs have been in operation for a period ranging from 50 to 125 years. Fifty-six of the schools are private and 51 are public colleges or universities. Historically, the public institutions have accounted for more than two-thirds of the students in HBCUs. These schools range in size from small 2- and 4-year colleges with fewer than 500 students to universities with graduate and professional schools reporting enrollments of more than 10,000 students. Most HBCUs (87) are 4-year colleges and universities. Many HBCUs have struggled to survive financially, yet their accomplishments are impressive. Approximately 250,000 students now attend HBCUs. They enroll 20-percent of the nation's black undergraduates and award 40-percent of the baccalaureate degrees awarded to black students. Three-fourths of all black Ph.D.s, three-fourths of all black officers in the armed forces and four-fifths of all black federal judges are HBCU graduates. An increasing number of HBCU graduates are now serving in various technical and managerial positions within A.I.D. and its contractors and grantee institutions (*Report on the White House Initiative, Department of Education, 1991*).

Task Force Mandate

The Task Force was constituted by A.I.D. It reflects the concern of senior A.I.D. officials and the Board for International Food and Agricultural Development and Economic Cooperation (BIFADEC) that the funding level of contracts and grants with HBCUs declined in recent years, putting A.I.D. out of compliance with legislative and executive orders. In order to address some of the obstacles to full, unrestricted HBCU participation in A.I.D. activities, A.I.D. and BIFADEC authorized the Task Force to review and advise the Agency on possible improvements in A.I.D.-HBCU relations. Because of the depth of A.I.D.'s concern and HBCUs' determination to strengthen their institutional capacity, delineation of remedies is expected to reverse the current undesirable and detrimental trend in HBCU involvement in A.I.D. programs and to establish firmly a qualitative commitment to HBCU participation.

Composition of the Task Force

A.I.D.'s Center for University Cooperation in Development (University Center) appointed the members of the Task Force. These members are active leaders from the HBCU community and A.I.D. A complete list of Task Force members and participants is provided in Appendix 1 of this report.

Methodology

The Task Force met twice in formal session, and once informally during observance of "National HBCU Week." In addition, a number of conference calls and consultation sessions took place between Task Force members and staff, and staff conducted a series of interviews with officials from A.I.D., Department of Education, the White House Initiative Office and other relevant experts.

In the first formal session, HBCU representatives and leaders of almost every major A.I.D. function provided information on both the extent of HBCU interactions and issues to consider in future relations. Because of the complicated organizational structure found in A.I.D., the diversity of over 100 HBCU institutions representing broad interests and abilities, and the complexity of the issues and relationships, a large number of topics were covered. Understandably, numerous challenges and issues were unearthed, leading to a large number of recommendations. Over the two-day session, the Task Force looked at reasons why, even with good intent, there has not been more progress in addressing disparities in A.I.D. support for HBCUs. Areas of concern explored by the Task Force included information flow, policies, implementation and management capacity, procedures, program creation and funding patterns.

The second formal session was devoted to a review of a set of hypotheses and draft recommendations resulting from interviews, conference calls, consultations and the minutes of the first session. Members paid specific attention to contracting, training, linkages, research, procurement, special programming and project/program management within A.I.D. The discussion and analysis generated in the second session and subsequent consultations formed the basis of a draft report, which was circulated within the Task Force for comments.

Finally, during the 1993 Annual Conference of the National Association for Equal Opportunity in Higher Education (NAFEO), a discussion session on the draft report took place.

This official Task Force report reflects the views of participants in the above sessions, interviews with A.I.D. and other federal officials, consultations, historical research, and critical input from both HBCU and A.I.D. Task Force members.

Organization of the Report

The report is made up of four parts:

Part I presents an overview of the report--its context, mandate, organization, and composition of the Task Force.

Part II considers the historical and recent trends in relations between A.I.D. and HBCUs. It focuses on the findings of the Task Force and reports the recommendations arising from them. Six key areas of concern are examined and recommendations developed: 1) marketing, 2) contracts, 3) grants and cooperative agreements, 4) participant training, 5) capacity building and 6) HBCU relations with other institutions and associations. Part II concludes with an analysis of the importance of Agency leadership and goals to improve A.I.D. programs, and HBCU capacity building.

Part III summarizes the recommendations and emphasizes the steps needed to implement them. It presents a plan of action for A.I.D. and HBCUs to follow to ensure the full participation of HBCUs in A.I.D. programs, and HBCU capacity building.

Part IV is made up of the appendices, including a list of Task Force members and other individuals who contributed to the report. Appendix 3 is a brief history of the involvement of HBCUs in international development. Written by Yvonne Williams, Tuskegee University, and member of the Task Force, the history includes selected activities from the experiences of Tuskegee University and Livingstone College. These activities serve as examples of HBCU contributions to international development.

Part II. Task Force Findings and Recommendations

The Context

Historical Relations between A.I.D. and HBCUs

As illustrated in Task Force member Yvonne Williams' historical overview, HBCUs have a well-established history in international development (Appendix 3). In the formative years of the United States, HBCUs assumed a significant role in international development by maintaining strong historical ties with Africa and recognizing the significance of that continent in the evolving world system. For those reasons, HBCUs continuously and aggressively identified promising African students, encouraged them to enroll and offered them financial support. Many of these students returned to their homes in the colonies controlled by Great Britain, France and Portugal and held prominent positions in the nationalist struggles of the 1940s and 1950s. In the post-colonial period, some became prime ministers or held presidential positions, including Kwame Nkrumah (Ghana), Nnandi Azikiwe (Nigeria) and Anton (Ethiopia). Others served as top-level bureaucrats, planners and diplomats. HBCUs also successfully recruited students from Asia and Latin America, many of whom assumed positions of authority in their nations.

In addition to contributing to the leadership base of foreign states, HBCUs conducted relevant research applicable to the needs of less industrialized nations, managed technical assistance projects and assisted in institution-building activities. The objective conditions surrounding the evolution of HBCUs were similar to those that framed the growth of colonial educational systems. Thus, the HBCUs' experiences and survival strategies very easily offered numerous models for post-colonial educational development. They should be of interest to U.S. government officials developing and overseeing new directions in governmental policy.

In the post-World War II period, the United States became one of the most important donors of international aid in the world system. Its interests expanded from participation in the reconstruction of some Asian and European nations in the 1940s and 1950s to the creation and execution of development policy in newly independent states in the following decades. Pursuant to its foreign policy interests and participation in the socioeconomic transformation of societies, government deliberately set out to enhance the capacity of U.S. scholars and institutions of higher learning to analyze, forecast and guide the process of change that would take place in Africa, Asia and Latin America.

Approximately 100 universities in the United States became the major recipients of sizable funding for institutional capacity building. Universities awarded more than \$300,000 annually, in some instances for at least 25 years, evolved a comparative advantage in many areas that are now integral parts of development theory and application. As favored institutions, many universities simultaneously and consistently received double- and triple-sided funding from various arms of government, including the Departments of Education and State, and the U.S. Information Agency. Consistent funding for capacity-building paved the way for them to become the elites of international development analysis and training. These schools, in effect, became the international development and area studies 'establishment'.

The steady influx of federal grants and contracts from many areas of government facilitated the introduction of non-European foreign language courses and the awarding of stipends to numerous students enrolled in them. It also made it possible for universities to attract faculty, to fund graduate students' field research in the ex-colonial areas, to build impressive archival collections and to establish adjunct publishing houses for the dissemination of scholarly material relevant to Africa, Asia and Latin America. Equally as important--because of superior institutional facilities, access to significant government funding, and training in line with government direction--the graduates and faculty of historically-favored universities comprise a significant portion of top-level staff in government, non-governmental organizations and international associations.

Logically, HBCUs should have been among the major recipients of capital for institutional capacity building relevant to international development. After all, they had been where majority universities were striving to go, and they had a record of involvement in the colonial and post-colonial world. The federal government's long-standing interest in HBCUs, which may be traced to the Reconstruction Era, also could lead one to assume that they would have been more deeply involved in the fundamental work of development abroad. In actuality, few HBCUs, if any, obtained funds comparable to those received by some larger, predominantly white institutions.

A.I.D.'s interaction with HBCUs between 1960 and 1980 included a small number of technical assistance contracts and placement of a moderate number of A.I.D. participants at a limited number of HBCUs. It also involved A.I.D.-sponsored capacity-building opportunities for a very limited number of HBCUs through its 211 (d) and subsequent strengthening grants programs, under which mainly majority institutions were given significant financial support. Yet by 1979, even the HBCUs awarded the largest amount of non-defense funds for development activities reported significantly reduced involvement in A.I.D. activities.

The larger, predominantly white institutions' comparative advantage did not simply stop at the level of receivership of funds for attracting faculty, staff and students and collecting archival data. It included informal access to A.I.D. staff and in-house linkages that possibly allowed knowledge of impending project activities. Gained benefits from favored treatment in the past did not evaporate in the present. Today, the established records of some institutions lend themselves easily to expansion of the factors of comparative advantage: increasing distinct and powerful professional relationships founded on longevity of involvement with A.I.D.-sponsored projects and a winning reputation based on successful completion of numerous large-scale technical assistance projects.

For HBCUs with strong institutional capacities to compete in the international market, the primary barrier is limited access to the buyer, in this case, A.I.D. Access has been, and is, an important factor in determining participation in A.I.D. activities. Historically, larger institutions have greater access even in areas in which HBCUs are better equipped technically to do the job.

It is important to note that there are several categories of HBCUs: agricultural institutions, medical institutions, general arts colleges and comprehensive universities. Like other U. S. institutions of higher education, HBCUs vary widely in terms of their international development interests and capacities. A careful examination of these institutions reveals the existence of at least three categories:

In the first group are institutions with considerable field-tested technical capabilities, valuable experiences, impressive track records, and infrastructures which enable them to compete as major players in international development. The third category includes HBCUs which have been unable to give much focus or attention to international development. Often these institutions are smaller, less diverse, undergraduate colleges which emphasize teaching as opposed to research and international outreach. In the middle category are HBCUs with programs and facilities relevant to international development, and well-qualified faculty interested in research, technical assistance and a variety of development issues. However, they lack the leadership and infrastructure to channel and coordinate an international development thrust. If deeply embedded relations between A.I.D. and larger universities sometimes have the effect of limiting access for HBCUs with strong capacities, those HBCUs in the middle and third categories described above may find them insurmountable.

The above cursory review highlights the evolution of disparities among colleges and universities competing for A.I.D. funding. More specifically, it suggests reasons why the majority of HBCUs interested in international development activities find it difficult to compete

against well-established international development centers in 1993. Shortage of capital also forms one of the barriers to more extensive HBCU involvement in federally directed development work.

For purposes of analysis and to better focus on how the A.I.D. and HBCU partnership can be most productive, the Task Force focused on those interested institutions that need to strengthen their technical capability and those that have already established internationally relevant and field-tested technical capabilities. This differentiation shows up in several recommendations found in this report.

Recent Trends in A.I.D.-HBCU Relations

In response to concerns raised by HBCUs, elected officials, development recipients and A.I.D. officials, the Agency came to realize that direct and concerted efforts were needed to expand A.I.D.-HBCU links. Issues raised by the diverse groups led to a series of measures in the 1980s. These measures included the following: issuance of directives, signing a cooperative agreement with the National Association For Equal Opportunity in Higher Education (NAFEO) to promote joint and individual marketing of HBCUs within A.I.D., initiating a program of grant-funded research with HBCUs, establishing an 'early alert' system to apprise HBCUs of contract and grant possibilities in A.I.D., creation of a joint memorandum of understanding between majority and minority land grant institutions to encourage partnerships on food and agriculture projects, and the assignment of a senior A.I.D. officer to foster A.I.D.-HBCU links. Other initiatives included targeted actions by some executives to assure that a few contracts were let to HBCUs, and counseling non-HBCU universities on how to involve HBCUs as partner institutions in international development. On top of this, the Gray Amendment served as a catalyst for increasing the level of A.I.D. business with HBCUs.

Contemporary federal interest in the HBCU community provides a context for A.I.D.'s relations with HBCUs. Both presidents Reagan and Bush issued unprecedented executive orders regarding HBCUs. President Reagan (under Executive Order 12320 signed September 15, 1981, followed by a September 22, 1982 *Memorandum for the Heads of All Executive Departments and Agencies*) directed executive leaders whenever possible to allocate program funds to improve the administrative infrastructures of the HBCUs. In the orders, President Reagan also authorized a percentage share increase in higher education funds allocated to HBCUs and called for the continuation of efforts to eliminate barriers (policies, regulations and procedures) that inhibit full participation of HBCUs. The Office of White House Initiatives on HBCUs, housed in the Department of Education, was set up to monitor implementation of the mandates.

President Bush issued Executive Order 12677 on April 28, 1989 (Appendix 4). Although not the only reason, data showing a decline in the proportion of black students in higher education--from 9.6-percent in 1978 to 8.9-percent in 1988--contributed to the decision to issue the order, which set up a Presidential Board of Advisors on HBCUs. Under the Bush initiative, annual reports have been required of each department. In turn, the White House Initiatives Office in the Department of Education consolidates these reports and adds its own analysis in its annual report to the President.

At the congressional level, in 1984 an amendment to the Foreign Assistance Act was introduced by then Congressman William Gray and passed into law. It became known as the Gray Amendment, which essentially sets aside 10-percent of A.I.D.'s development assistance funds for (a) disadvantaged minority business enterprises, (b) HBCUs and (c) private and voluntary organizations. A subsequent provision allowed A.I.D. to actually set aside procurement actions for these beneficiaries. The Gray Amendment has been implemented primarily as a goal for A.I.D. and has been a significant catalyst for increasing the level of A.I.D. business with minority and women-owned enterprises.

These actions were unprecedented in A.I.D. and constituted a major commitment to broaden and deepen relations with the HBCU community. In the following table, figures reported to the White House Initiative Office on HBCUs reflect the combined A.I.D. funding volume of research grants, technical assistance contracts and training for HBCUs between FY 1985 and FY 1992. As noted previously, and shown below, the funding situation is volatile and inconsistent.

Total A.I.D. Award/New Starts with HBCUs (in millions of dollars)			
Year	Grants/Contracts	Training	Total
FY 1985	15.2	3.7	18.9
FY 1986	11.7	9.0	20.7
FY 1987	9.9	7.3	17.2
FY 1988	12.6	7.3	19.9
FY 1989	19.5	10.0	29.5
FY 1990	10.7	9.9	20.6
FY 1991	7.2	5.7	12.9
FY 1992	10.3	7.9	18.2

A.I.D.'s Annual Performance Report for Historically Black Colleges and Universities, Fiscal Year 1991, dated February 1992, is the most current, comprehensive analysis of the status of A.I.D.'s programs with HBCUs available to the Task Force. (The FY 1992 report was submitted in early 1993.) Given the Clinton administration's interest in promoting a country of diverse strengths, a continuation of White House interest in federal government-HBCU relations is expected. It is within this context that A.I.D.'s relations with the HBCUs should be seen.

Key questions for this report are: What factors and decisions explain the post-FY 1989 reversal of A.I.D.'s strong upward trend in awarding contracts to HBCUs? To what degree did these trends reflect qualitative involvement? The Task Force believes the reversal of progress came about not because of some nefarious plan, but because of a series of unlinked actions and events that were almost all negative in their consequences and that cumulatively were disastrous. These actions and events included the following :

- a change in philosophy of how A.I.D. should relate to the U.S. higher education community, which switched from building capacity (a key factor in the development of international capacity for major U.S. universities in the 1960s and 1970s) to utilizing existing capacities. HBCUs were negatively impacted by the absence of large capacity-building grants to assist them in establishing and maintaining expertise and a presence in the international arena;
- a drop in the general level of contracting with U.S. institutions of higher education;
- a perceived predisposition by A.I.D. to continue working with 'known entities', i.e., maintaining the 'old boys' networks and reinforcing the operation of 'Beltway Bandits'. The effect was to close out new service providers like HBCUs;
- a general drop in participant training levels, which was felt with force at HBCUs; and
- A.I.D.'s growing reliance upon the private sector to implement the preponderance of its technical assistance activities.

These trends paint a distressing picture of A.I.D.'s commitment to involve HBCUs in its programs. They become even more alarming when it is recalled that the Agency had all the means of making sure that the commitments were followed and that HBCUs were making every effort to participate effectively. Had A.I.D. met its own goals for 10-percent placement of training participants at HBCUs and 10-percent of contracting dollars as required by the Gray

Amendment, the overall level of HBCU participation probably would be at historic highs. In addition, the decision to move from first generation, capacity-building relationships with higher education institutions to a second-generation approach favoring the largest and most experienced institutions clearly worked to the disadvantage of most HBCUs.

In the absence of a structured program of inclusion such as that associated with the Women in Development program, there were few conscious and concerted efforts to learn about and work with HBCUs. Moreover the current state of A.I.D.-HBCU relations has taken place despite institutionalized mechanisms of oversight. For example, in 1984, A.I.D. established an Agency-wide HBCU Committee to facilitate its efforts to expand the use of HBCUs. Originally, the committee was comprised of senior-level managers who met monthly to consider progress in this area and to review problems and impediments to achieve fully the spirit and letter of Executive Order 12320 and the newly introduced Gray Amendment. Currently, the A.I.D.-HBCU committee is still in place but is generally comprised mainly of junior- and mid-level staff.

In light of the serious nature of the above findings, new and rigorous measures must be undertaken. Therefore, recommendations designed to improve A.I.D.-HBCU relations must be guided by an unshakable commitment to the following:

- determination to change the dollar amount that HBCUs are awarded in A.I.D. development contracts;
- resolve to improve fundamentally the qualitative nature of HBCU participation in A.I.D. decision making, planning and other activities; and
- completion of a comparative analysis of A.I.D.'s relationship with historically-favored institutions and with HBCUs in order to pinpoint decisions and procedures that place the latter in a disadvantageous position.

Equally important, guided by the historical context and contemporary trends in A.I.D.-HBCU relations, government must aggressively take the leadership in overall monitoring of the intent and spirit of all congressional legislation and Executive Orders relevant to HBCU participation in development activities. Because of the exigencies surrounding A.I.D.-HBCU relations, some type of federal government stipulation may need to be set in place.

Challenges to A.I.D. and HBCUs; Six Key Areas of Concern

Under its mandate to explore ways of improving relations between A.I.D. and HBCUs, the Task Force concentrated on six problem areas with the intent of identifying the points of concern and recommending strategies for addressing the concerns. The areas of focus are: 1) Marketing, 2) Contracting, 3) Grants and Cooperative Agreements, 4) Participant Training, 5) Capacity Building, and 6) HBCU Relations with Other Institutions. Each will be discussed in this section of the report.

Marketing to Match Needs and Capabilities

Role of Marketing in A.I.D.-HBCU Relations

Marketing is an absolutely necessary component of efforts to reverse the downward trend in HBCU involvement in A.I.D. activities and to strengthen government commitment to qualitative participation. An effective, well-planned and thoughtful marketing strategy offers A.I.D. and HBCUs a way of rescuing opportunities that would otherwise be lost. And a positive marketing strategy will confront those barriers that have in the past limited A.I.D.-HBCU relations.

Notwithstanding useful efforts by a number of groups and institutions, in general, the efforts by HBCUs to market their capabilities to A.I.D. have not been as effective as they should or could be. It can safely be said that the average working professional in A.I.D. has had little-to-no personal contact with HBCUs and does not consider them as potential partners in A.I.D.'s work. A.I.D. and HBCUs must share responsibility for this. A basic challenge is for A.I.D. to know the capabilities of HBCUs and for HBCUs to know the opportunities for working with A.I.D. Major improvements are possible from both sides.

In that both A.I.D. and the HBCU community are accountable for future relations between the two, each must search to identify the most efficient and effective ways of marketing its interests, information, goods and services to the other.

Marketing HBCUs

In general, marketing should be done to convey, particularly to missions, the strengths of individual HBCUs and, where possible and positive, the HBCU community. When the HBCU community is marketed as a monolith, discussions are made based on the average rather than the special and unique capabilities of a given institution. Institutional stereotyping results from this

form of marketing. To avoid the oversight and stereotyping, each HBCU should market itself effectively and efficiently, thereby managing its presentation and making a well-documented case for contract awarding.

One avenue open to HBCUs seeking to improve and expand their marketing approach might be participation in the Minority On-Line Information Service (MOLIS), to which A.I.D. is currently providing limited operating funds. MOLIS is a 24-hour, on-line database offering retrieval services emphasizing the capabilities of black and Hispanic colleges and universities. The database also allows HBCUs to obtain the most current information on government project activities and new areas of interest, including federal education, research equipment and employment opportunities. The system is free to all users and is easily accessible through an 800 telephone number, using a simple computer modem.

In order to assist HBCUs in marketing and in designing future training programs, the Office of International Training recently initiated a survey on the record of HBCU participants. The survey will assess experiences and identify areas of evaluation that are often overlooked. The use of additional factors in the assessment of HBCU capabilities and experiences may unearth numerous HBCU strengths.

Although HBCUs report difficulty in penetrating the 'international development contracting maze,' some have devised strategies that enable them to gain the attention of government contractors and to participate in A.I.D. activities. One method that some have found successful is direct marketing. Although basic marketing steps are always useful and relatively inexpensive, they do not fully substitute for direct or personal marketing, which in the long run is highly effective and desirable. Agency officials in Washington and in the field have the opportunity to discuss many issues both formally and informally and foreign bureaucrats assigned to facilitate bi-lateral arrangements with A.I.D. learn of the capacities of HBCUs. In some cases, foreign development planners have used the knowledge gained from HBCU direct marketing as the basis for requesting HBCU participation in upcoming projects.

To reduce the sometimes excessive expenditures related to direct marketing, some HBCUs integrate this activity with their other travel objectives and plans. It may also be combined with other marketing stops at regional institutions. With transportation a high-cost item, all HBCUs might consider joint efforts that would reduce the anticipated costs. They also could possibly seek supplemental funding from government.

HBCUs wishing to broaden their ties with A.I.D. must resolutely take on the following tasks:

- Each HBCU interested in increased participation in A.I.D. activities should develop a communication network that will regularly apprise A.I.D. of its capabilities and interests. The communication network established by the interested HBCUs might consider the following strategies:
 - Develop a portfolio or capability statement documenting the international activities initiated and completed. The portfolio should strongly present the foci and objective of each activity; the role of the HBCU in advancing the aims of A.I.D., the outcome of the project and HBCU's contribution to its successful outcome, and the experiences gained that strengthen capacity to participate in future A.I.D. work. The portfolio should be sent to specific A.I.D. technical officers, particularly in missions and regional bureaus.
 - Send A.I.D. technical offices up-to-date capability statements based on regularly updated assessments and inventories of personnel, experiences, resources and institutional strengths pertinent to international development.
 - Distribute catalogs and brochures, with sections that reflect fully the interest and international development capabilities of the institution, to all appropriate A.I.D. missions, Washington offices and other international agencies that seek to involve institutions of higher education in their programs; e.g., the U.S. Information Agency.
 - Request A.I.D. to provide documentation detailing its current needs, future changes in direction and interests, and examples of how the changes will influence project focus.
 - Tailor 'products' with special appeal to A.I.D. and request A.I.D. staff to assess possible products while they are in the formative stage of development. Include A.I.D. in the tailoring process.
 - Initiate direct marketing activities focused on A.I.D. in Washington and its missions. Whenever possible, HBCU technical experts should visit A.I.D. field missions to identify upcoming opportunities for potential collaboration and to make direct contact with field officers.

- HBCUs should advertise their interests and strengths in the world of development work. In order to do so, HBCUs should:
 - Enter creative arrangements with other institutions seeking A.I.D. contracts or with successful bidders interested in some form of joint partnership. One example of an arrangement is a joint participant training option, such as two years of study in one institution and two years in the other. Another arrangement involves unique or highly specialized short-term training courses structured around the HBCU's historical and institutional strengths.
 - Supply the Office of International Training with data relevant to its survey of the record of HBCU participants.
 - Increase participation in seminars and workshops that pertain to international development issues, including those sponsored by A.I.D.
- Each HBCU should determine how it can improve its capacity to compete for and win A.I.D. contracts. In order to identify self-generated ways to strengthen A.I.D. relations, the HBCU could:
 - Complete a critical assessment of its strengths and weaknesses.
 - Prioritize those areas of weakness and begin to address them.
 - Seek outside funding for the introduction of needed changes and activities that will improve institutional capacity. Funding could be used for curriculum and faculty evaluation, acquisition of books and journals, personal marketing and student involvement in development research.

Marketing A.I.D.

Many staff members in A.I.D. have virtually no experience with HBCUs, a logical extension of the absence of meaningful representation of HBCU graduates among the Agency's managers. This factor alone forms a serious barrier to any marketing strategy initiated by A.I.D. in the future. Regular site visits by A.I.D. staff would rectify a portion of the lack of knowledge related to HBCU history and capacities. However, while broadening the awareness of the present is necessary, by itself it is simply not a sufficient way of changing deeply rooted patterns of contact

between A.I.D. and HBCUs. New and diverse faces with new perspectives would go a long way toward bridging the gap between A.I.D. and HBCUs. Graduates from HBCUs not only bring technical capabilities to the job but also bring diversity and valuable knowledge and experience of the history and capabilities of HBCUs.

In addition to changes in the recruitment and hiring of staff, A.I.D. needs to be an aggressive buyer in order to incorporate fully the potential strengths that can be added to its programs by HBCUs. Over the years, A.I.D. has undertaken a number of marketing initiatives with HBCUs. Some have been comprehensive, such as the ones coordinated by NAFEO. A few bureaus have marketed their programs with HBCUs by conducting briefings or sponsoring HBCU trips to selected missions. Given the decline in HBCU involvement in A.I.D. projects, however, these trips and briefings do not demonstrate convincing effectiveness.

Under the dynamic leadership of Dr. James Anderson, former director of the Office of International Training (OIT), several notable initiatives were introduced during fiscal years 1991 and 1992. One of these initiatives led the A.I.D. administrator to encourage HBCUs to intensify their efforts to expand their involvement in the participant training programs. Current OIT staff is following up this initiative with visits to HBCU campuses to discuss participation in OIT's programs. OIT's efforts, however, are not the norm; in short, bureau and central office marketing initiatives generally have been neither comprehensive nor effective. Therefore, a new approach is needed in this important area. An important concept pioneered by OIT in 1991 was the appointment of a Minority Institutions Advisor to a consultantship with Partners for International Education and Training (PIET) to assist the HBCUs in doing a better job of marketing their institutions' training programs and enhancing the A.I.D. missions' access to key HBCU placement data.

The Minority Institutions Advisor's efforts were instrumental in increasing the number of placements at HBCUs. With the support of OIT, the first marketing thrust focused on the more than 300 placement contractors who are an integral part of the participant training program. The outcome of some 18 months of effort was that in FY 1992, A.I.D. achieved a 9.6-percent participant training placement rate at HBCUs, up from 4-percent in FY 1990. This achievement was just 0.4-percent from meeting the overall 10-percent Agency goal. This was a significant accomplishment and represented a new high for the Agency in HBCU placements. Such innovative staffing in A.I.D. and among key placement contractors is a highly cost-effective way of widening the number of HBCU participant training placements.

It should be noted, however, that the success of OIT's HBCU placement efforts is directly attributable to the outstanding work of the Minority Institutions Advisor. Strong technical knowledge, solid interpersonal skills, high energy and total commitment to the advancement of the HBCUs were vital elements for breaking new ground in this important area. This position should be brought in-house at A.I.D. to ensure the institutionalization of the approaches and 'lessons-learned' that have proved so effective.

Even if more A.I.D. staff members become aware of HBCUs and attempt to follow policies of increased inclusion, the recent trends suggest that such actions alone would not adequately guarantee a positive change in HBCU involvement. Recognizing the depth of the problem, some areas of government have begun to assign specific staff responsibilities associated with marketing A.I.D. to the HBCUs. An example of this approach is that taken by PIET.

Experiences of other government agencies glaringly illustrate that reform which fails to alter the heart of a structure or mode of operation will not easily meet its goals. For that reason, the above suggestions would be more effective if A.I.D. centralized its coordination of relations with the HBCUs. A key part of coordination would be the development of a coherent, Agency-wide marketing strategy to HBCUs.

Because of A.I.D.'s complexity, the activities and changes designed to address A.I.D.-HBCU relations must be in the form of a coordinated series of actions. As a way to effect policy, A.I.D. should consider the following actions:

- An A.I.D.-HBCU International Resource Center should be created which, in part, would be primarily responsible for formulating and coordinating the Agency's relations with HBCUs. The Center should have clear oversight roles.
- A.I.D. should review its staffing patterns and make a concerted effort to attract more HBCU graduates to full-time policy and managerial positions in the Agency.
- Specific A.I.D. offices and contractors should be staffed to work on marketing HBCUs. An example of such a staffing policy has been provided by PIET.
- A series of planned visits to HBCU campuses should be made on a regular basis by technical officers from the geographic bureaus and missions. During their visits, they should present technical briefings with discussions on opportunities to collaborate with A.I.D. The proposed HBCU International Resource Center should coordinate these visits and briefings.

- A.I.D. should concentrate on involving more African-Americans as seminar workshop presenters, facilitators and technical consultants. In most instances, utilization of individuals already on staff would address this problem. When necessary, outside consultants should be retained to balance current programming which is often exclusive rather than inclusive.
- A.I.D.'s 'early warning' system should be re-invigorated to alert HBCUs to potential contracting and sub-contracting opportunities. This will take an improved level of effort by the Office of Procurement in concert with the proposed HBCU International Resource Center.

Summary of Marketing Recommendations

To reverse the quantitative volatility of the Agency's HBCU funding and enhance the qualitative commitment to HBCU participation, the Task Force makes three key recommendations:

- **The leadership of A.I.D. should make a clear and immediate commitment to stabilize the funding trends in HBCU relations.**
- **An effective mechanism should be established for central coordination of A.I.D.'s work with the HBCU community as an indispensable part of a successful marketing campaign. The proposed HBCU International Resource Center and the University Center address different aspects of this need.**
- **HBCUs need to compile and package their technical capabilities effectively, including the history of their involvement with developing countries as a key component in marketing their institutional strengths.**

Contracting

HBCUs want a level playing field in which their strengths are fully recognized, their talents utilized and, as has taken place in other areas of higher education, their institutions fostered. A few HBCUs may have achieved this kind of relationship with A.I.D.; most have not. For an agency trying to foster diversity abroad and closer links with the developing countries, it is inconceivable for A.I.D. not to turn more often to the HBCUs.

Prime Contracting

A.I.D. does an enormous amount of its work through contracts; indeed, approximately 43-percent of federal support to HBCUs is via contracts. So it is only natural to plan for an important volume of A.I.D. contracts with HBCUs. Currently, the volume of new A.I.D. prime contracts with HBCUs is extremely small and declining.

Sub-contracting data is generally unobtainable in the current system. Only information on prime contractors is currently captured by A.I.D. So, even though sub-contracting with Gray Amendment organizations is encouraged and stressed in A .I. D. documents, the Agency's success or failure in this area is generally unknown. However, it should be noted that HBCUs indicate that some prime contractors tend to abuse the provisions of sub-contracts, sometimes using HBCUs as the 'show' sub-contracting partner in A.I.D. contracts but with their portion of successful contracts often failing to materialize.

Two basic needs emerge from the Task Force review of contracting data. First, there is a need to jump-start the prime and sub-contracting business with HBCUs to far higher levels. Second, this must be done in a fundamental way; not just statistically, but in real business that makes a qualitative difference in the allocation of resources for the nation's development policies and strategies abroad. In the twilight years of this century, decisions and actions, deliberate or otherwise, must give way to equitable sharing and participation in activities designed to advance democracy and free trade abroad.

In order to equalize opportunity and achieve meaningful HBCU involvement in A.I.D. activities, the following actions are required of A.I.D. :

- A.I.D. must establish a far more vigorous program of well-directed activities to assure a far higher level of prime and sub-contracting with HBCUs. Again, a strong coordinating role by the proposed HBCU International Resource Center is seen as indispensable. The Resource Center might serve as a clearinghouse, identifying potential contract and sub-contract opportunities within A.I.D. and marketing those opportunities to HBCUs.
- A.I.D.'s regional and central bureaus must aggressively reshape their involvement with HBCUs. The involvement should not be limited to Gray Amendment set-aside activities; a number of HBCUs have already been awarded prime contracts from A.I.D. based on competitive bidding with all other institutions and agencies. Thus, they have the capabilities and experience that are needed by A.I.D.

The Africa Bureau presently has the most clear-cut strategy for implementing the Gray Amendment. Its Gray Amendment Advisory Committee, comprised of senior bureau managers, tracks responsibilities that rest with both the Bureau's top managers and with each project-level manager. This is the type of approach that seems reasonable not only for the Gray Amendment as a whole, but for assuring business across the board for HBCUs. In each bureau, top management should take on the task of assuring that all key managers participate in an aggressive campaign to contract with HBCUs and to meet, at a minimum, the responsibility placed upon them by the Gray Amendment and the White House executive orders on HBCUs.

- A.I.D.'s Office of Procurement (OP) is central to the process of assuring that HBCUs are fairly included in A.I.D.'s total contract work. It must see this responsibility as its own, and it should come up with ways to make prime and sub-contracting with HBCUs a reality. To do so, it needs to establish a stronger relationship with HBCUs. The HBCU International Resource Center could serve as a link between OP and HBCUs.
- The OP must take a stronger lead role in managing the basic responsibilities for fairness in contracting and sub-contracting; e.g., as in Public Law 95-507, creating the federal Small and Disadvantaged Business offices. While A.I.D.'s Office of Small and Disadvantaged Business Utilization was set up to be a key service to the minority and small business communities--as a clearinghouse, liaison, goal-setter, maintainer of a registry, sponsor of outreach meetings and general marketer--OP still has an important responsibility in assuring fairness in contracting.
- Many A.I.D. staff members feel that HBCUs generally have technical capabilities but many are weak in contract administration. Where technical and contract capabilities do exist, A.I.D. needs to be more pro-active in utilizing these abilities. Where these skills are weak, A.I.D. should create a new capacity-building grants program for those HBCUs. After all, strengthening grants, which were awarded to large, predominately white institutions in the 1960s and 1970s, are largely responsible for their present enhanced capacity of those institutions to obtain and manage large A.I.D. contracts.

In essence, A.I.D. and HECUs need to be prepared to work more closely to address a broad range of procurement activities and impediments.

Sub-Contracting

Sub-contracting should not be viewed as an indication of lack of skills or capacity. Rather, it should be viewed as a means of gaining entrance into development work, with the ultimate goal of establishing a niche within the interstices of contract bidding and awarding. Sub-contracting is a strategy that offers immeasurable gains to those HBCUs in the process of improving infrastructure and gaining technical field experience. Simultaneously, it provides technical skills, along with an opportunity to learn contracting procedures and to build a track record that can be used in future marketing.

If sub-contracting is to be successful, however, one emphatic caution is necessary. Sub-contracting policies and procedures must be in place to assure that the names of HBCU institutions are not being used simply to enhance majority contractor bids. It is necessary to monitor carefully the process in order to guarantee that HBCUs actually receive the sub-contracts provided for in the awarded contract and are involved in substantive contracting activity.

A.I.D. actions that would address the aforementioned issues include the following:

- Reinvigorate and better promote policies to assure HBCUs of a far higher volume of business and more meaningful roles as sub-contractors in A.I.D. contracting. As a feature of such efforts, A.I.D. should institute a point-scoring preference if an entity involves HBCUs in a meaningful role in a contract. A precedent for this is contained in P.L. 95-507.
- Assure compliance with existing federal acquisition regulations that require that all sub-contracts, including those to HBCUs, must be awarded to the sub-contractor represented in the successful proposal. There are four steps A.I.D. needs to take to monitor better the implementation of sub-contracting under its contracts: 1) A.I.D.'s Office of Procurement needs to monitor sub-contracting procedures more aggressively to assure that they are being managed appropriately; 2) A.I.D.'s Contract Information Management System should be revised to keep track of sub-contracting information in general, perhaps through cross-matching A.I.D. data with other federal data to flag possible deficiencies; 3) A.I.D.'s University Center should consider establishing a confidential reporting system to capture HBCU sub-contracting data; and 4) the Office of General Counsel should establish significant penalties which A.I.D. should enforce when prime contractors fail to follow through with their minority sub-contracting plans.

Set-Asides and Expedited Contracting

A.I.D. should actively use its authority to establish a quantitative, administrative set-aside within the Gray Amendment exclusively for HBCUs, just as it has for minority- and women-owned enterprises. Past A.I.D. General Counsel opinion establishes authority to do this, even though when that opinion was written (Fries-Jackson, May 6, 1987) such a step was not deemed necessary. It now seems timely to re-examine this opinion in light of the later version of the Gray Amendment.

In addition to set-asides, A.I.D. should consider restricting competition for selected contracts, as allowed under the revised provisions of the Gray Amendment. Time and again when A.I.D. has framed urgent or special purpose objectives, it has utilized various expedited modes of contracting to access talent. Many private firms find Indefinite Quantity Contracts (IQCs) and other forms of expedited contracting a major benefit in working with A.I.D. While academic institutions, both majority and minority, are less able to provide 'instant talents' than are private firms, they are able to provide a significant range of services that fill many of the needs and timetables routinely sought by A.I.D. missions and offices through IQC contracting.

A.I.D. has a long-standing policy of 'setting aside' 25-percent of its IQCs for minorities, including HBCUs. But like the other set-aside arrangements, this provision has not been effectively implemented and has not been of noteworthy benefit to HBCUs. If A.I.D. determines that it is in its best interests to channel a higher volume of contract work to HBCUs, the IQC route must be strengthened.

In light of the above, A.I.D. should:

- Reserve specific IQC contracts for HBCUs in key areas of A.I.D. interest that draw upon well-recognized strengths within the HBCU community. For example, A.I.D. is increasingly involved in democratization, women in development, privatization and environmental efforts in developing countries. HBCUs have considerable interest and expertise with issues related to pluralism and inclusion, voter education and voter registration for newly enfranchised populations, appropriate technologies for specific populations, environmental technology, environmental equity and gender issues. These are among the areas where HBCUs and A.I.D. might form effective partnerships.

Summary of Contracting Recommendations

In sum, contracting is enormously important. A.I.D. needs to focus on contracting if it expects an expanded long-term relationship with the HBCUs. In order to make a series of innovative, bold and well-directed actions that can make a major difference to the HBCUs and enhance the quality of A.I.D. programs, the Task Force submits five recommendations:

- **A.I.D. should designate the following responsibilities for the proposed HBCU International Resource Center: 1) monitoring prime and sub-contracting with HBCUs and devising ways to increase the amount and value of both and 2) serving as a liaison between the Office of Procurement and HBCUs in order to guarantee HBCU awareness of upcoming contracts and the entire contracting procedure.**
- **A.I.D. should establish an Agency-wide Executive Order/Gray Amendment Advisory Committee composed of senior bureau managers. While not excluding the possibilities of assuming other tasks, the proposed Advisory Committee's primary responsibility would be to ensure compliance with presidential and legislative mandates relevant to HBCU participation. The Advisory Committee would work closely with the proposed HBCU International Resource Center, the Office of General Counsel and the Office of Procurement.**
- **A.I.D. should revise the Contract Information Management System in order to improve monitoring of subcontracting activities.**
- **A.I.D. should direct the Office of General Counsel to apply stringent penalties when prime contractors fail to adhere to the spirit and intent of subcontracting guidelines introduced by, for example, the Office of Procurement. A.I.D. would be responsible for enforcement of penalties.**
- **A.I.D. should reserve a specific amount of contracts for HBCUs in those development areas in which HBCUs have considerable interest and expertise.**

Grants and Cooperative Agreements

A.I.D.'s experiences in providing grants to HBCUs has been fairly extensive. A.I.D. supported 152 research projects by HBCU faculty from FY 1983 through FY 1991 at a total cost of \$13.23 million. Involving collaboration in 30 different countries in the agriculture, health and

population fields, these research projects formed the basis of over 100 scientific articles. A.I.D. has provided limited Program Support Grants for HBCUs and, as noted earlier, has funded a cooperative agreement with NAFEO for nine years to enhance the marketing of HBCU services within A.I.D.

In reviewing the record of grant-funded activities, there are obvious parallels with the contracting situation, both in the fall-off of the level of efforts in the past few years and in the remedies endorsed by the Task Force. There is room for improvement in the solicited and unsolicited grant categories, recognizing that in A.I.D., the first category is preponderant. Building upon these accomplishments,

- the aim of future grants should be to assure more substantial grants for HBCUs, while at the same time ensuring that the institutional capacities of grant recipients are also improved.

Solicited Grants

For solicited grant programs, a coordinated approach is advised wherein A.I.D. assures that widespread notification of proposed grant activities takes place within the HBCU community, that the rules of the game do not discriminate against HBCUs, and that set-asides be considered in the spirit of the Gray Amendment. Initiatives by the University Center will be of particular importance as they will set the tone for the whole Agency.

In the past, A.I.D. helped reinforce the institutional capacities of majority institutions. More recently, the University Center fostered a change in approach in A.I.D.'s relations with the American academic community, moving to take advantage of past investments made in the community and the millions of dollars in experience gained from nurtured institutional development. A.I.D. is now entering longer term, more mature relations with the larger, highly nurtured universities.

The problem with the aforementioned program shift is that it may by-pass an important number of HBCUs, most of whom have not had the opportunity of receiving sizable support to expand their international development capacities. The University Center plans to set-aside portions of its new centrally-funded grant programs for HBCUs, an action the Task Force endorses. However, the cumulative effect of its current program innovations on HBCUs will be small. While recognizing future budgetary uncertainties of the Higher Education and

Development (HEAD) project and other projects, the Task Force feels that the University Center should systematically support a significantly higher level of grant activity than at present.

A new goal of A.I.D.-HBCU central support should be established based on the following guidelines:

- A.I.D. should establish policies and procedures to see that HBCUs are given fair and equal opportunities to compete and win contracts.
- A.I.D. should set-aside an equitable share of all university grants for HBCUs. This grants window should include the prospective HEAD project and similar initiatives.
- A.I.D. should establish a significant and meaningful institutional strengthening or capacity-building program for HBCUs, as discussed later in this report.

Unsolicited Grants

Historically, many new ideas are filtered from the outside into A.I.D. through unsolicited grants. The problem is how to assure that good ideas originated by HBCUs are heard. The tendency inside A.I.D. is generally to look to the larger, traditionally white institutions for new ideas and expertise. A.I.D. would do well to anticipate unsolicited proposals of real worth. For this to occur, A.I.D. must spur added creativity in HBCUs by opening up an unsolicited grants window around topics of agreed interest to A.I.D. Care should be taken to assure full access to this window by HBCUs.

The Task Force recommends that:

- A.I.D. should expand its unsolicited grants category by encouraging HBCUs to apply for these grants and establish a process that ensures that applicants are given a fair review by grants officers.

Summary of Grants and Cooperative Agreement Recommendations

- **A.I.D. should establish policies and procedures that will guarantee an HBCU presence in the universe of institutions submitting solicited and unsolicited grants.**

- **A.I.D. should set aside an equitable share of all higher education solicited and unsolicited grants for HBCUs.**
- **A.I.D. should direct institutional capacity-building funds to smaller HBCUs, as it did in the past to facilitate development of some majority institutions.**

Participant Training

During the presidential campaign, a Task Force staff member asked a key person in Little Rock to describe the Clinton philosophy as it related to development. The answer was "Training, training and training." Indeed, training has been a central part of A.I.D.'s history, and obviously is at the core of academic institutions. A.I.D. fosters training not because knowledge is good in and of itself, but because trainees are intended to be informed change agents in their countries. In this regard, the outcome of training at HBCUs has been outstanding. As noted elsewhere, these institutions have produced a significant number of important leaders, including heads of state and bureaucrats who have made a difference in the development process in their countries.

In recent years, A.I.D.'s Office of International Training made a series of consistent and dedicated efforts to expand the utilization of HBCUs a great deal more in the programs it controls. And the results show. Participant training in HBCUs increased from 4 percent in FY 1990 to 9.6 percent in FY 1992. Regional bureau managers also contributed to this increase. The Africa Bureau and the Latin America and the Caribbean Bureau have moved to address the problem in a systematic manner. However, the 10-percent target has not yet been reached in any of the bureaus. A.I.D. training officials point out that their control over training placements is limited by the fact that so much of the program has been contracted out to private firms and non-government organizations. Indeed, 18 of 20 major training placement contractors do not report to OIT. However, this explanation pales in the face of actual contractual responsibilities.

The above findings lead the Task Force to recommend several policy changes:

- The incorporation of a strong participant training component in any foreign aid program. It would be good if A.I.D. could keep the levels of participants high, perhaps using the FY 1990 numbers as a goal for the next few years.
- OIT may need stronger placement authority as contractors and decentralized parts of the Agency may now have too much authority to place. At the very least, better ways must be found to monitor the performance of contractors on issues such as where participants

are being placed. A.I.D. should also insist that HBCU interests be integrated into contractor placement philosophies such as is currently being done by PIET, A.I.D.'s largest training contractor.

The Task Force feels that the capabilities and experiences of placement personnel are key factors in the effort to increase placements at HBCUs. If none or only a few of the placement officers are HBCU graduates, it is unlikely that many of them will know very much about the uniqueness of different institutions, will understand the institutional culture or will have useful contacts on HBCU campuses. Since these factors are critically important in the successful placement of participants, PIET and other agencies should subcontract with HBCUs or hire placement officers from HBCU campuses.

Summary of Participant Training Recommendations

- **A.I.D. should take a number of steps to assure the high quality utilization of, and strong linkages with, those trained under A.I.D.'s auspices. A.I.D. should invest not only in the training, but also in the professional lives of HBCU graduates interested in development work: enhance their skills, improve their career chances and increase peer support of those trained through professional networking. HBCUs heartily endorse this approach.**
- **A.I.D. can enhance the value of placement at HBCUs. In carrying out a philosophy of long-term commitment to the success of the trainees and of stimulating HBCU placements of choice, A.I.D. should institute a competitive grant program to permit selected A.I.D. participants at HBCUs to return home with an approved grant to utilize her/his expertise in country.**
- **A.I.D. can further experiment with new offerings such as the Experience America Program in which HBCUs could play a major role in offering unique experiences in a diverse America.**
- **A.I.D. can take from its best management performance in modeling leadership roles to expand the involvement of HBCUs in its participant training program. Strong and consistent leadership, as exhibited in the Office of International Training, is indispensable.**

Capacity Building

Role of Capacity Building in HBCU Development

In the introduction to this report, the Task Force identified three categories within the HBCU community: Some HBCUs are well prepared for international development service; others are poorly organized to respond to A.I.D. opportunities; in the middle are those institutions that have strengths and expertise but are not completely organized for international development activity and are not marketing their strengths. Much of this report suggests that A.I.D. would benefit from learning about and utilizing HBCU assets.

Even those institutions with significant assets, good capabilities and extensive experiences face uncertainties in the future. For example, federal finance formulas may change, new student loan policies may adversely affect HBCUs, and a number of institutions may need to accelerate their efforts to strengthen their capabilities. These uncertainties, notwithstanding, the Task Force suggests that the struggle for HBCUs to become more involved in international development should not be merely observed from the sidelines. A.I.D. can be a more dependable teammate and advocate. While A.I.D. is right to embark on a 'second generation' relationship with much of higher education, including those HBCUs with well-established international development capabilities, it can and should do more with those still in the struggle to institutionalize and broaden their capabilities. This section suggests pro-active policies.

Capacity Building for Internationalization

The Task Force believes that the ultimate responsibility for capacity building must be with the HBCUs themselves. It is entirely reasonable for HBCUs to initiate their own programs of expansion toward establishing firm capabilities in international development. The Task Force advises that campuses begin by strengthening their commitment to international studies because international development must have a U.S. institutional base well-grounded in the issues, and with solid technical, geographic, cultural and linguistic understanding. Fortunately, federal funds are available to support such initiatives.

The Center for International Education at the U.S. Department of Education (DOE) promotes graduate and undergraduate capacity building in U.S. universities. Over the last three years its program level has increased from \$32 million to \$53 million. Very little of that funding has gone to HBCUs. Large, majority institutions are sometimes unfairly pitted against HBCUs and other institutions that have not had the benefit of millions of dollars of support and over a decade of

interaction with the Center. In effect, certain grant criteria, policies and procedures favor those institutions that are already in the loop and work to the disadvantage of HBCUs and many other institutions, as well.

The DOE leadership advised the Task Force staff that it has a strong interest in assisting HBCUs and in working with A.I.D. Given this level of interest, the Task Force feels that A.I.D. can play a useful role in helping HBCUs obtain added support for internationalization programs from the Department of Education. It can indicate its own stake in the success of Department of Education programs with HBCUs.

Policy action that will increase and enhance capacity building for internationalization are presented in the following recommendations:

- A.I.D. should urge the Department Of Education to conduct a special meeting of the President's Board of Advisors on HBCUs to focus on ways to reinforce international capacity building. In this kind of setting and in special seminars for HBCUs, A.I.D. and the DOE could provide technical assistance on obtaining grants.
- A.I.D. should explore with the DOE Center for International Education joint support for those HBCUs making the transition from a newly reinforced internationalism to added capacities in international development.
- The DOE Center should explore collaborative ways of supporting mutual gains; e.g., service contracts at A.I.D. tied to capacity-building support from DOE. A.I.D. should also be alert to ways to reinforce support for DOE's internationalization efforts and to let DOE know of A.I.D.'s availability for such support.

Capacity Building for International Development

The Task Force encourages campuses to move beyond strengthening for internationalism toward strengthening capacities for international development. Based on the experience of HBCU campuses which have already done so, it is recommended that institutions proceeding in this direction clearly identify a center of responsibility for the campus. Each campus with a serious interest should have a visible, sustainable, institutionalized unit with designated staff to coordinate its international development roles. If a full-time staff is not possible, release time of at least 33-percent is encouraged.

Campus assessments are needed. In order to market university capabilities, the international unit needs to identify strengths as well as specific abilities that need improvement to better address the field in general and A.I.D.'s specific needs. The ability to produce good proposals is a must. Other capabilities are also important, and an assessment should be made so that institutions will be able to respond quickly to international development opportunities. The resultant broadened capacities will serve needs well beyond those associated with A.I.D.

When campuses move from internationalism to international development, A.I.D.'s interest in them should also increase. There is no other part of the federal government with such a direct interest in this issue. Over many years, A.I.D. played a key role in stimulating the growth of international development capacities in U.S. academic institutions. Programs such as the now defunct 211(d) strengthening grants were limited to 1890 HBCUs.

Building Management Capacity

There is need for strengthening contract and project management capabilities in a number of HBCUs. Where necessary, HBCUs themselves should begin to take action along these lines immediately. In addition to internal structuring, some HBCUs might choose to work with stronger academic and private institutions to gain peer knowledge in this area. A.I.D. should also promote greater capacity building in management by offering HBCUs the opportunity to participate in numerous training areas. Examples of such areas include program and project design, management of training programs, contract management and leadership of field teams.

HBCUs should be invited to attend established courses, and more technical activities should be scheduled on HBCU campuses. The OIT-sponsored July 1992 A.I.D. technical training seminar at Jackson State University (under the auspices of the Mississippi Consortium for International Development) is a good example of a successful outreach effort by A.I.D.

Mutual Capacity Building

A final point on capacity building: While capacity building in international development will serve A.I.D.'s larger purposes, there are also ways of creating capacity building with more immediate returns to the Agency. For example, the Office of International Training has initiated a program of "Ralph Bunche Visiting Scholars" to place HBCU faculty in A.I.D., so that these academicians receive practical training in how A.I.D. works while being of service to the Agency. The pace of the program could be accelerated considerably if cooperation from many quarters in A.I.D. existed.

Similarly, a more aggressive internship program of placing graduate and third-year students from HBCUs with field missions should prove mutually beneficial. Within the past two years, the Latin America and the Caribbean and the Asia bureaus instituted aggressive campaigns to recruit HBCU summer interns. Other regions should establish fast-track internship programs for students. The Task Force strongly endorses such initiatives.

Summary of Capacity-Building Recommendations

Recognizing potentially strong mutual interests as HBCUs increase their capabilities in international development, the Task Force recommends the following:

- **A.I.D. should permit a portion of A.I.D. grants to HBCUs to be used for capacity building.**
- **A new program of strengthening grants, similar to those awarded to majority institutions in the past by A.I.D. and other areas of government, should be established for HBCUs.**
- **A.I.D. should help mobilize support for HBCU capacity building in international development via a consortium of U.S. foundations, perhaps giving a seed grant to launch this effort.**

The need for the kind of initiatives suggested above further reinforces the logic of the recommendation to establish an HBCU International Resource Center.

HBCU Relations with Other Institutions and Associations

Organizing Representation with A.I.D.

The historical and contemporary relations between A.I.D. and HBCUs have been addressed thoroughly in other sections of this report. And recommendations have been presented to rectify various aspects of past and current trends. In so far as congressional mandates and executive orders in and of themselves did not have sufficient weight to offset past habits and procedures, the recommendations are designed to introduce various structures and policies with oversight powers. Given the experiences of the past, a formal mechanism is required to organize HBCU representation with A.I.D.

The Task Force recommends the following formal structure to regularize and organize A.I.D.-HBCU relations:

- The HBCU International Resource Center should be created for the purpose of serving as an intermediary between A.I.D. and HBCUs. As an intermediary, the Resource Center will require an organized HBCU voice to help guide it. To provide external review from the HBCU community, the Resource Center should have attached to it an external Advisory Council comprised of HBCU leaders. The Task Force envisions a total membership of seven to nine. The Resource Center should budget to support the work of this Council.

Consortia Within the HBCU Community

Consortia are not a perfect solution. They can suffer from a lack of perceived 'ownership,' but they are a good way to combine strengths. Consortia of institutions within one state also have certain political advantages. Recognizing the advantage of consortia over the past decade, a number of HBCUs organized state-wide consortia to strengthen their capacity to respond to international opportunities. Specialized consortia were organized in the areas of health, education and agriculture. Some of these consortia have been effective in obtaining contracts and awards from A.I.D. and other federal and international agencies. However, for want of a central entity to manage consortia activity, many well-intended and well-conceived consortia have not been very effective.

The Task Force recommends:

- more consortia comprised solely of HBCUs. The proposed HBCU International Resource Center could assist HBCUs to organize and operate short-term and long-term consortia. Added to this, a program of modest support to strengthen the management capabilities of consortia should be considered by A.I.D.

Relations with Traditionally White Institutions

Traditionally, consortia between historically black and historically white institutions have benefitted the latter more than the former. In some instances, HBCUs are not real partners in the consortia; rather, they are mere window dressing to help the traditionally white institutions gain points in a competitive process. After the contract or project is funded, some HBCUs are

treated as expendable appendages or incidental actors. Seldom is the HBCU the lead institution in the consortia and the chief beneficiary of consortia activities.

While the Task Force endorses consortia composed of HBCUs and majority institutions, it also recommends:

- the formulation of guidelines governing the funding, operation and activities of consortia composed of HBCUs and majority institutions. Funding should be determined by the aim, nature and significance of HBCU participation in the relationship. And operations and activities should take note of the differing and varied capacities of HBCUs.

For the most advanced HBCUs, the test should be whether the institution is a full partner in the enterprise. For those whose potential is yet to be fully developed, the test should be whether the institutions involved will substantially gain in experience and have an opportunity to make an important substantive contribution to consortia activities. For other institutions, only under certain circumstances would special encouragement and support by A.I.D. be justified.

Relations with Academic Associations

In an important move, the Agency's University Center is fostering U.S.- academic networks. Over the long run, these kinds of academic relationships will be extremely important to A.I.D. Networking with HBCUs should be attractive to a great many institutions. A.I.D. must encourage these relations. Hence, the Task Force recommends the following:

- HBCUs should be factored into each of the major U.S. academic networks which A.I.D. or A.I.D.-related institutions will fund in the coming years.

Summary of Recommendations for Improving HBCU Relations with Other Institutions and Associations

Because HBCU relations with A.I.D. and majority institutions are unlikely to improve without monitoring structures, the Task Force recommends the following:

- **The establishment of an HBCU International Resource Center with an Advisory Council composed of HBCU leaders.**

- **Encouragement by A.I.D. of the formation of consortia among HBCUs and among HBCUs and majority institutions. Strict monitoring of each type of consortia is required in order to secure genuine cooperation and meaningful participation.**
- **Inclusion of HBCUs in future A.I.D.-sponsored networking of academic institutions.**

A.I.D. Leadership and Goals

The price of neglect by the Agency's leadership is clear in the inconsistent funding of HBCUs over the years. Strong, focused leadership will make a world of difference in future trends in HBCU funding support. In this section, the Task Force suggests ways that A.I.D.'s leadership can be a positive force for change by encouraging the inclusion of HBCUs in the A.I.D. system and by establishing strong structures that will engender the democratic principles espoused by the Agency.

Creating Incentives

A.I.D. has been telling countries all over the world that the market system provides the right rewards. The Task Force thought it worth considering whether the market system might work within A.I.D. in encouraging bureaus to undertake real efforts to promote HBCU participation in A.I.D.'s business. Could A.I.D. establish a working reward system? In answer, if historical and contemporary redress is to occur, A.I.D. must realistically assess how to reshape deeply embedded ideas and old ways of implementing government's development policies.

Incentives are important tools for change, tools which A.I.D. could wield for effective compliance of the previously mentioned directives of the Congress and the Executive Office. One viable reward system might be based on a central reserve fund, which would be used to add funds to a bureau's budget for doing business with HBCUs. A percentage of each grant or contract with an HBCU would be returned to the bureau's budget. For training programs, to the extent HBCUs are involved, the percentage of trainees would be increased. A parallel idea would be to free up staff positions for the purpose of working on strengthening A.I.D.-HBCU ties.

These kinds of programs could be creative, exciting and effective if the operating style of the new Agency leadership is supportive of same. The key point here is the recommendation of the Task Force that the Administrator consider a range of incentives to encourage sharply improved performance by bureaus. But if history is a guide, more than a carrot will probably be needed.

Some may view the use of incentives as an unproductive, strident measure, originating from an importunate constituency. Seen from this side of history, such concepts could damage the positive relations that currently exist among HBCUs, majority universities and A.I.D. For HBCUs, however, the shadow of history and the realities of the present generate one question: How long must HBCUs wait before A.I.D. firmly puts into practice the principles that it advances abroad? In an era when foreign nations must clearly meet the conditionalities imposed in structural adjustment policies in order to receive development assistance, to demand that A.I.D. follow the formal laws and guidelines of the United States is both fair and part of the current wave of worldwide reform.

While there is no substitute for leadership, broad issues related to democracy, inclusion and participation will be successfully managed only if managers throughout the Agency demonstrate a qualitative commitment to specific HBCU involvement in A.I.D. activities. A.I.D. can become a positive role model for other areas of government and foreign nations to emulate. And when the structure is perceived in a less than favorable light, senior management must step forward to change the behavior of A.I.D.'s bureaucracy.

The Task Force believes that positive management and positive reinforcement will generally suffice. But leadership must be far more active than in the past. As a start, signals need to be sent from topside, and they must be unambiguous. Leadership has before it, if it takes the challenges of reform, a major opportunity to enhance the diversity of A.I.D.'s program implementors.

To be clear about what actions are needed by whom, it is recommended that:

- **A.I.D. staff organize this report's recommendations by functional area for implementation so that the Office of the General Counsel, Office of Procurement, regional bureaus, and the University Center have detailed action plans before them for follow-up.**
- **A presentation be made to the Agency's executive staff on this report, highlighting programmatic and administrative implications for A.I.D. executives. In terms of decisions needed on recommendations, particularly by bureaus and key central offices, structural oversight and the signals executives need to send for staff must be clear. The presentation will be an opportunity for the Administrator to task the executives directly on these issues.**

Goals

Among all federal departments and agencies, A.I.D. has been ranked as high as fifth in its annual funding support of HBCUs. In 1992, it was well down the list. A.I.D. should understand that HBCUs have a range of interests far more relevant to A.I.D.'s objectives than to most domestic-oriented federal agencies and departments. Thus, A.I.D. is not being 'forced' into an undesirable relationship as a result of its more aggressive implementation of the Gray Amendment and Executive Order 12677, as might be perceived by some. Rather, A.I.D. is missing a golden opportunity to access a constituency of institutions with a rich history of international development and unique technical capabilities.

Goals on these matters have been set in the past. Only a very few are close to being met, notably the 10-percent goal for placing A.I.D. participants with HBCUs (9.6-percent actually achieved in FY 1992). The Task Force considered whether A.I.D. should adopt additional specific goals by dollar levels or numbers of awards. The trouble now is that a few huge contracts can delude the Agency into thinking that its performance has been terrific, whereas the benefit of such strategies is quite limited in its impact on HBCUs. On the other hand, a series of modest contracts and grants with HBCUs would aim too low. The goals for the Agency should combine both dollar value and spread.

With the above data in mind, the Task Force recommends that new Agency goals be set to recover and exceed this level via the following actions:

- **A.I.D. should continue, and reinforce, goal setting for A.I.D. procurement with HBCUs by technical assistance contracts and participant training placements.**
- **The goals for contracts should include specific numbers of contracts per year of \$250,000 and above.**
- **Ten percent of all Agency procurements to higher education should be targeted for HBCUs.**
- **The Agency's 10-percent HBCU participant training placement goal should be retained. It is inevitable that these goals will have to be translated into bureau goals.**
- **A.I.D. goals should be expressed both in numbers of new starts and in total amounts to be committed.**

- **A.I.D. goals should be established in a multi-year framework so that bureaus can plan ahead.**

Accountability

A.I.D. goals will be realized when accountability is clear and reliable. In achieving accountability, there are three components to consider: 1) the focal point of responsibility for oversight, 2) the mechanism for executive coordination and 3) pointers from best practices in the Agency for managing its own responsibilities. The Task Force recommendation for the establishment of an HBCU International Resource Center implies an expansion of the mandate of the Agency's University Center, which currently has no specific mandate regarding Agency relations with the HBCUs.

It is recommended that:

- **The Agency's University Center should be formally assigned responsibility for monitoring the implementation of all approved actions and should report to the A.I.D. administrator biennially on the progress made.**
- **A.I.D.'s University Center should spell out a combination second generation scenario for the first category of HBCUs and a capacity-building scenario for others. The resultant document would be a definitive explication designed to create accurate mutual expectations.**

In administering future compliance with the goals to be established, bureau leaders would do well to become familiar with the best current Agency practices. The Task Force believes exemplary practices can be found in the Africa Bureau regarding contracts to minorities (but not necessarily to HBCUs). The key feature worth emulation is the placing of responsibility upon each key program manager in the bureau. In participant training placement, the best practices are found in the Office of International Training where dedicated leadership has made a huge difference, and in the Latin America and the Caribbean Bureau where solid marketing and imaginative programming have been very effective.

Part III. Summary of Recommendations and Plan of Action

Recommendations of the Task Force

Because the issues involved transcend so much of A.I.D.'s work and address the heart of the actual and potential focus of HBCUs, the Task Force has made a large number of recommendations. Appreciating the depth of the crisis between A.I.D.-HBCU relations and determining the most appropriate means of addressing the crisis require that this report's findings and the immediate, specific recommendations in each identified area be read, discussed and acted upon. The recommendations for each area presented in Part II of the report can only be understood by reviewing the findings that gave rise to them.

Had the submission of a few recommendations been an effective shortcut to positive, progressive change, the Task Force would have comfortably presented them. Alas, if the past has taught anything, it is that there are no available alternatives to recommendations that attempt to analyze the major, conflicting and myriad factors that contributed to historical injustices of the past and regrettable contemporary trends in A.I.D.-HBCU relations. The recommendations indicate that the Task Force recognized that more in-depth analyses of barriers to participation, aggressive leadership, structural change, and all encompassing oversight of A.I.D.'s policies and procedures are desperately needed.

Summary of Recommendations for Six Key Areas of Concern:

Marketing Recommendations

To reverse the quantitative volatility of the Agency's HBCU funding and enhance the qualitative commitment to HBCU participation, the Task Force makes three key recommendations:

- **The leadership of A.I.D. should make a clear and immediate commitment to stabilize the funding trends in HBCU relations.**
- **An effective mechanism should be established for central coordination of A.I.D.'s work with the HBCU community as an indispensable part of a successful marketing campaign. The proposed HBCU International Resource Center and the University Center address different aspects of this need.**

- **HBCUs need to compile and package their technical capabilities effectively, including the history of their involvement with developing countries as a key component in marketing their institutional strengths.**

Contracting Recommendations

In sum, contracting is enormously important. A.I.D. needs to focus on contracting if the Agency expects an expanded long-term relationship with the HBCUs. In order to make a series of innovative, bold and well-directed actions that can make a major difference to the HBCUs and enhance the quality of A.I.D. programs, the Task Force submits five recommendations:

- **A.I.D. should designate the following responsibilities to the proposed HBCU International Resource Center: 1) monitoring prime and sub-contracting with HBCUs and devising ways to increase the amount and value of both and 2) serving as a liaison between the Office of Procurement and HBCUs in order to guarantee HBCU awareness of upcoming contracts and the entire contracting procedure.**
- **A.I.D. should establish an Agency-wide Executive Order/Gray Amendment Advisory Committee composed of senior bureau managers. While not excluding the possibilities of assuming other tasks, the proposed Advisory Committee's primary responsibility would be to ensure compliance with presidential and legislative mandates relevant to HBCU participation. The Advisory Committee would work closely with the proposed HBCU International Resource Center, the Office of General Counsel and the Office of Procurement.**
- **A.I.D. should revise the Contract Information Management System in order to improve monitoring of subcontracting activities.**
- **A.I.D. should direct the Office of General Counsel to apply stringent penalties when prime contractors fail to adhere to the spirit and intent of subcontracting guidelines introduced by, for example, the Office of Procurement. A.I.D. would be responsible for enforcement of penalties.**
- **A.I.D. should reserve a specific amount of contracts for HBCUs in those development areas in which HBCUs have considerable interest and expertise.**

Grants and Cooperative Agreement Recommendations

- **A.I.D. should establish policies and procedures that will guarantee an HBCU presence in the universe of institutions submitting solicited and unsolicited grants.**
- **A.I.D. should set aside an equitable share of all higher education solicited and unsolicited grants for HBCUs.**
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- **A.I.D. can further experiment with new offerings such as the Experience America Program in which HBCUs could play a major role in offering unique experiences in a diverse America.**
- **A.I.D. can take from its best management performance in modeling leadership roles to expand the involvement of HBCUs in its participant training program. Strong and consistent leadership, as exhibited in the Office of International Training, is indispensable.**

Capacity Building Recommendations

Recognizing potentially strong mutual interests as HBCUs increase their capabilities in international development, the Task Force recommends the following:

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- **A new program of strengthening grants, similar to those awarded to majority institutions in the past by A.I.D. and other areas of government, should be established for HBCUs.**
- **A.I.D. should help mobilize support for HBCU capacity building in international development via a consortium of U.S. foundations, perhaps giving a seed grant to launch this effort.**

HBCU Relations with Other Institutions and Associations--Recommendations

Because HBCU relations with A.I.D. and majority institutions are unlikely to improve without monitoring structures, the Task Force recommends the following:

- **The establishment of an HBCU International Resource Center with an Advisory Council composed of HBCU leaders.**
- **Encouragement by A.I.D. of the formation of consortia among HBCUs and among HBCUs and majority institutions. Strict monitoring of each type of consortia is required in order to secure genuine cooperation and meaningful participation.**
- **Inclusion of HBCUs in future A.I.D.-sponsored networking of academic institutions.**

Recommendations for HBCUs and A.I.D.

Both A.I.D. and HBCUs must make institutional commitments to the development of a meaningful partnership in international development. The key issues and recommendations for the respective institutions are outlined below:

For HBCUs

The key issues for HBCUs divide between those institutions with an established commitment to involvement with international development and those whose potential is yet to be realized.

Those HBCUs with established capacity and desire for working with A.I.D. should:

- **Strengthen the marketing of their capabilities in the many environments involved in A.I.D. programs.**
- **Seek to move progressively from a project to a program relationship with A.I.D.**
- **Work with A.I.D. to explore more advanced relationships being developed in the Agency's Center for University Cooperation in Development and to hone capacities (such as project management skills) that are necessary to enhance chances for securing larger support from A.I.D.**
- **Work to diversify their support for international activities by reinforcing relations with foundations, other donors and national governments.**

If these recommendations are accepted and acted upon by the HBCUs, they will be in a stronger position to enter into more meaningful partnerships with A.I.D.--partnerships in which A.I.D. is given guidance as well as requests for support.

For those universities and colleges with less proven capabilities to participate in the range of development activities sponsored by A.I.D., it is an opportune time to consider making commitments to internationalism in general and to international development in particular.

HBCUs whose institutional capacities have yet to match their strong interests in internationalism and international development should:

- **Develop an overall framework from which to build up the capabilities and reputation of their institutions. A framework detailing institutional goals, current capacities, and ways to strengthen the process of institutional development will not only identify alternative program strategies but will also help the institution in making use of present funds and in gaining outside financial assistance in relevant areas of development.**

- **Identify and work with other HBCUs that have been able to strengthen their institutional capacity for international development. HBCUs in all categories should strengthen the present ongoing dialogue among one another to facilitate information sharing, joint partnerships and growth. Similarly, the HBCUs may find it helpful to enter relations with majority institutions and non-academic organizations involved in development work.**

More to the point, the above framework will allow HBCUs to determine how they will evolve in the areas of interest to them, as opposed to being led by donors and prime contractors whose interests do not always complement their own. An individual and broad plan of action for each HBCU will increase the probability of working with A.I.D.

- **Prioritize the process of their capacity building. In particular, they should consider the kinds of management, curriculum and initial program commitments (e.g., participant training) that constitute building blocks and investments to prepare for larger relationships with A.I.D. in the future.**

It is recognized that most campuses do not yet have institutional capacities that match their interest in development work. They may not have a full campus commitment to international development, but they could have a department or two where outstanding individuals have research and service interests, expertise and experience related to international development. In truth, there is a continuum of these institutions, ranging from some that have not yet thought about these topics to those that could write this report single-handedly.

This report will help A.I.D. and HBCUs better identify what to seek in working with each other. The range of opportunities in development work is impressive and should provide much benefit to A.I.D. The most salient point to stress is that these relationships are not going to occur without diligence from both sides.

For A.I.D.

This report presents a large number of recommendations to A.I.D., as might be expected when the range of issues and opportunities is so large. In addressing these recommendations it is worth thinking about why the creation of this Task Force became necessary. The progress in A.I.D.-HBCU program relationships halted a few years ago and has since been in alarming decline due to a variety of unrelated causes. This indicates that the relationship needs to be monitored and

managed carefully if sustainable growth in relationships is to occur. Just as the causes of the decline are complex, so too are the remedies.

Concerted work from many, if not most, parts of the Agency is necessary, and is reflected in the following recommendations:

- **A.I.D. should market its programs with HBCUs more consistently.**
- **A.I.D. needs to beef up greatly its work in the contracts area to assure a level field of competition for HBCUs. Perhaps a more invigorated Office of Small and Disadvantaged Business Utilization is required.**
- **Management of sub-contracting to assure fair HBCU representation needs to be greatly enhanced by the introduction of strict guidelines and structures for monitoring the spirit and intent of sub-contracting associated with A.I.D.-sponsored projects.**
- **A.I.D. should make greater use of set-asides in contracting and create capacity-building grants to further the spirit and intent of the Gray Amendment.**
- **Bureaus and missions can and must do a great deal more to place participants with HBCUs, following the best practices in the Agency and the leadership of OIT.**
- **A.I.D. can and should be much more assertive in addressing, alone, or in concert with the Department of Education, capacity building opportunities with a number of relevant HBCUs.**
- **A.I.D. should establish and monitor goals for a range of activities involving A.I.D. and HBCUs, including levels of support, number of projects and other indicators of progressively closer and more program-driven relationships with the HBCUs.**
- **Uppermost in the Task Force recommendations for A.I.D., the Agency should establish an HBCU International Resource Center. Such a Resource Center will be a focal point for contacts with the HBCUs and an activist promoter of relations with HBCUs within A.I.D.**

Plan of Action

Step 1: Prioritize Task Force Recommendations and Set a Schedule

Immediately after the formal presentation of the A.I.D.-HBCU Task Force Report to the Agency's executive staff, the senior management of the Agency should prioritize the recommendations and set a schedule for its own presentation of the priorities and implementation plans.

The Agency will, of course, want to analyze the report and its own internal practices and procedures as they relate to issues raised in the report, but the Task Force hopes that the prioritization of the recommendations and the development of implementation plans can be accomplished within a month of receiving the report. Delay much beyond that will detract from the force of the dialogue that the report is designed to generate.

A brief working paper, including a tentative scheduling of the A.I.D. presentation that will detail the prioritization of the Task Force recommendations and implementation plans, should be prepared and sent to the A.I.D.-HBCU Task Force. The new Agency leadership responsible for directing A.I.D. should initiate other appropriate activities that can help demonstrate clearly that the issue has been placed on the Agency's action agenda.

Step 2: Create an Implementation Plan

A.I.D.'s new leadership should task its management staff to review this report and create an implementation plan function-by-function within the Agency to carry out endorsed recommendations. The amount of time used to formulate divisional plans should be governed by the time schedule established by A.I.D. senior management in the first part of this section.

In order to understand clearly its role in shaping past and present relations between A.I.D. and HBCUs, the management staff of each relevant section should initiate an assessment of HBCU involvement in its specific activities. Each section should be able to explain coherently the nature of the involvement and describe ways to improve HBCU participation. This report identifies actions that could be used either to improve relations or to generate other ideas.

Step 3: Create an HBCU International Resource Center

A.I.D. should create an HBCU International Resource Center to be the liaison between A.I.D. and the HBCUs as:

- a locus for creating many of the mechanisms advised in this report;
- a place for proposing Agency goals and for monitoring performance against plans; and
- a collaborative center in which plans and activities are created in concert with the HBCU community.

As a start, a sub-committee of this Task Force should act as an advisory board to the proposed Center in the immediate follow-up to this report. The Task Force identified two models for the proposed Resource Center. The first model is A.I.D.'s Women-in-Development office, which has assumed a large role in creating peer linkages and in fostering WID projects, programs and oversight in A.I.D. The second model would be an international resource center model doing 'hands on' technical assistance with the HBCUs and A.I.D. Such a Center would essentially administer a capacity-building program with HBCUs. It would be managed by an A.I.D.-HBCU board, perhaps having dues-paying membership eligible from the HBCU community and electing HBCU board members from among the dues-paying members. Both models have common features.

Step 4: Confer with HBCU Community Leaders

Once the HBCU International Resource Center is under way, **A.I.D. should continue to confer with HBCU community leaders in order to recognize the needs and strengths of the kinds of HBCU groups identified in this report.** This would provide an opportunity to fine-tune programs, which is necessary to ensure as much relevance as possible and as much mutual gain.

#

The Task Force believes that both the HBCUs and A.I.D. have much to do. At the same time, it is optimistic that the pluralism found in the HBCU community will serve a range of A.I.D.'s needs with special worth. Doing this job well will contribute to the spread of democratic access to resources, human progress and infrastructure development at home and abroad. Both A.I.D. and the HBCUs stand for these principles and the values associated with them.

Appendix 1: Task Force Members and Participants

Shelby Lewis, Associate Vice President for Research and Sponsored Programs, Clark Atlanta University, Chair of the Task Force

David A. Rakes, Coordinator, Chief, Program Management Staff, Center for University Cooperation in Development, Bureau for Research and Development, A.I.D.

Robert J. Berg, Task Force Staff, President, International Development Conference

Judy Britt, Program Analyst, Near East Bureau, A.I.D.

Joseph Carney, Chief, Education and Human Resources Division, Bureau for Latin America and the Caribbean, A.I.D.

Winfrey Clarke, Director, International Programs, Virginia State University

Phyllis Dichter-Forbes Chief, Development Resources, Asia Bureau, A.I.D.

William Ford, Deputy Director, Office of International Training, Bureau for Research and Development, A.I.D.

John F. Hicks, Deputy Assistant Administrator, Bureau for Africa

Mortimer Neufville, Associate Vice President and Research Director, University of Maryland, Eastern Shore

B. Onyina Okezie, Director, International Programs, Alabama A & M University

Glenn Phillips, Professor, Morgan State University

Ralph H. Smuckler, Executive Director, Center for University Cooperation in Development, and Deputy Assistant Administrator, Bureau for Research and Development, A.I.D.

Yvonne L. Williams, Vice-President, Federal & International Relations, Tuskegee University

Alma Foggo York, Director, International/Government Affairs, Oakwood College

Appendix 2: Key Persons Interviewed by the Task Force

(in sessions of the Task Force or in individual interviews)

John C.T. Alexander, Director, Center for International Education, Department of Education

James Anderson, Director, Office of International Training, Bureau for Research and Development, A.I.D.

Marilyn Arnold, Human Resource Specialist, Bureau for Latin America and the Caribbean, A.I.D.

Peter Bloom, Chief, Education and Human Resources Division, Bureau for Latin America and the Caribbean, A.I.D.

Richard Bissell, Assistant Administrator, Bureau for Research and Development, A.I.D.

Sheila Blackman, Program Analyst, Development Resources/Project Development, Bureau for Asia, A.I.D.

Alan Bowser, Special Assistant to the President, United Negro College Fund.

Lark Carter, Visiting University Scientist, Center for University Cooperation in Development, Bureau for Research and Development, A.I.D.

Harold Crawford, Director, International Programs, Iowa State University

Catherine Cunningham, Deputy Director, Office of Procurement, Bureau for Management, A.I.D.

William Ford, Deputy Director, Office of International Training, Bureau for Research and Development, A.I.D.

Kenneth E. Fries, Senior Counsel, Office of the General Counsel, A.I.D.

Leo Garza, Deputy Chief, Education and Human Resources Division, Latin America and the Caribbean Bureau, A.I.D.

John Godden, Special Assistant to Assistant Administrator, Bureau for Near East, A.I.D.

William Gray, President, United Negro College Fund

John Hicks, Deputy Assistant Administrator, Bureau for Africa, A.I.D.

Renée Howell, Program Analyst, Bureau for Near East, A.I.D.

Judy Johnson, Branch Chief, Office of Procurement, Bureau for Management, A.I.D.

Alan Kirchner, Vice-President, Research, Program and Public Policy, United Negro College Fund

Wales Madden, Chairman, Board for International Food and Agricultural Development and Economic Cooperation (BIFADEC)

Hazel Mingo, Acting Executive Director, Office of White House Initiative, Department of Education

Robert Nachtreib, Deputy Mission Director, Regional Mission for Europe, Bureau for Europe, A.I.D.

Thomas O'Keefe, Special Assistant to the Assistant Administrator, Bureau for Near East, A.I.D.

Lorna Polk, Education Program Specialist, Office of White House Initiative, Department of Education

Wendell Rayburn, President, Lincoln University, (Missouri); Member, BIFADEC

Ralph H. Smuckler, Director, Center for University Cooperation in Development, and Deputy Assistant Administrator, Bureau for Research and Development, A.I.D.

Tom Stephens, Branch Chief, Office of Procurement, Bureau for Management, A.I.D.

John L. Wilkinson, Deputy Assistant Administrator, Bureau for Private Enterprise, A.I.D.

Appendix 3: Notes on the Seminal Role of Historically Black Colleges in International Development

by

Yvonne L. Williams, Tuskegee University

With their roots in the black church, black colleges were among the first United States' institutions to undertake technical assistance projects in the less developed world — notably Africa, Latin America, and the Caribbean. This technical assistance took the form of training international students at United States institutions, establishing schools and colleges abroad and launching agricultural training projects in these countries.

In addition to these specific activities, black college models set the framework for a controversial 19th century domestic and international debate on educational policy: the debate about classical versus industrial education for Africans and persons of African descent. While European colonial powers and northern white philanthropists debated these theories, many Africans and African-Americans celebrated the opportunity to join forces to improve the lot of the black race throughout the world.

In the mid to late 19th century, black colleges and their graduates were the pioneers of education and training in many parts of Africa. The full extent of this phenomenon is a topic worthy of extensive research. For purposes of these notes, we will be limited to prominent late 19th and early 20th century examples from two historically black institutions: Livingstone College in Salisbury, North Carolina and Tuskegee University in Tuskegee, Alabama. The list could be greatly expanded to include, notably: Lincoln University in Pennsylvania; Hampton Institute, Virginia; Wilberforce University, Ohio; Howard University, Washington, D.C.; and Atlanta University, Georgia, to name a few.

Tuskegee and Livingstone share a common ancestor: the African Methodist Episcopal Zion Church (AMEZ). This church was born in New York City in 1796, when James Varick and others pulled out of the Methodist Episcopal Church for racism symbolized by requiring blacks to sit in sections of the pews marked "B.M." (black members). [Walls, William J., The African Methodist Episcopal Zion Church: Reality of the Black Church, A.M.E.Z. Publishing House, 1974, p. 44.]

The energies and resources marshalled in the AME Zion Church gave rise in 1881 to Livingstone College, an institution founded and still affiliated with the AMEZ Church. While

never formally affiliated with the AMEZ Church, Tuskegee University also owes its origin to an AMEZ member, Mr. Lewis Adams, who was a deacon and Sunday School superintendent at the Butler Chapel AMEZ Church in Tuskegee, Alabama. It was Adams who invited Dr. Booker T. Washington to come to Tuskegee and begin a teacher-training school. Adams had wished the AMEZ church to sponsor Tuskegee Institute, but the Church declined because it was already committed to supporting Livingstone. Tuskegee was formally opened on July 4, 1881, and classes were held in Butler Chapel for two years, until the school moved to its present location.

Missionaries from the AMEZ church went to Africa as early as 1876, when the first AMEZ Church was established in Liberia. Bishop John Bryan Small (1845-1905) was the first AMEZ Bishop to Africa. Even prior to becoming Bishop, Small first traveled to Africa in 1862 at age 17, spending three years there and learning to speak Fante, a language of the Gold Coast colony, now Ghana.

Livingstone had its first African graduate in 1893, Solomon C. Fuller of Liberia. Fuller later completed the Boston University School of Medicine and became the first black neurosurgeon in the United States. In 1898, two Gold Coast students: James E. Kwegyir Aggrey and Kobina Osam Pinanko (Frank Arthur), arrived at Livingstone. Pinanko returned to the Gold Coast in 1903 and eventually founded 15 churches with 527 members and 207 day scholars. By 1930, the AME Zion Church had 23 day schools in the Gold Coast colony, with an enrollment of 2,270 boys and girls. [Walls, p. 385]

One of the most noteworthy Livingstone College graduates was J. E. K. Aggrey (1875-1927). Always described in superlatives, Aggrey's biography in the Encyclopedia Africana Dictionary of African Biography begins:

Dr. James Emman Kwegyir Aggrey was a pioneer of higher education for Africans who was an inspiration for his contemporaries, and who promoted mutual respect between black and white communities in Africa and the United States. His wise sayings are still quoted as proverbs in Ghana.

Aggrey was graduated from Livingstone in 1902 with the highest grades in his class. He became a staff member at Livingstone and later married a black American, Rosebud Rudolph Douglas. In 1920, Aggrey was appointed as the only African member of the Phelps-Stokes Commission on education in Africa. The Commission traveled throughout West, South and Equatorial Africa. At several stops, Aggrey was refused accommodations in the colonial government guest house where other commission members were lodged. Aggrey subsequently served on the second Phelps-Stokes Commission, which studied education in East Africa. In 1924, Aggrey declined an invitation to become President of Livingstone and returned to the Gold

Coast where he became the Vice Principal of Achimota College. At Achimota, Aggrey advocated his belief that "hard work was needed with the hand as well as the head." [L.H. Ofusu-Appiah, Encyclopedia Africana Dictionary of African Biography, Vol. 1, New York, Reference Publications, p. 191.] Achimota emphasized social service, agriculture, and the African cultural heritage.

Aggrey died during a visit to New York City in July 1926. His legacy includes his youngest son, the Honorable Rudolph Aggrey, retired United States Ambassador to Romania, Senegal and the Gambia. In addition, Achimota College produced many prominent graduates, including the first President of Ghana, Kwame Nkrumah, and the current Ambassador of the Gambia to the United States, Al Hagie Sir Dawada K. Jawara.

In contrast to Livingstone College's initial church-related involvement, Tuskegee University became involved in Africa in 1899 when the German colonial government of Togo wrote to Dr. Booker T. Washington and requested that he send a team to Togo to teach cotton cultivation. Dr. Washington assembled such a team, which arrived in Togo January 1, 1900. Over the ensuing 10 years, as described below, nine Tuskegee graduates worked in Togo. Tuskegee technical assistance also spread to other parts of Africa:

The project had a significance beyond its strictly limited economic success, for it revealed to Washington and colonial officials the possibility of the more general applications of Tuskegee principles in Africa, not only in isolated industrial schemes, but throughout entire school systems ... The initial demonstration of Tuskegee methods and principles in Africa was followed shortly afterwards by a parallel scheme in the Anglo-Egyptian Sudan, employing four more 'Captains of Industry', as Washington called these young Tuskegee pioneers. They were employed also in Nigeria and possibly in the Belgian Congo, and another team came close to being used in British East Africa for cotton growing ... (King, Kenneth James, Pan-Africanism and Education, Clarendon Press, 1971, p. 14.)

Again, it is illuminating to note the way in which such activities were viewed in the context of the times. In 1906, Emmett J. Scott, the secretary of Tuskegee Institute, in an article entitled "Tuskegee in Africa and Africa at Tuskegee" wrote:

This intercourse has been fostered partly by a sentimental interest that the Negroes in America feel in the land from which their ancestors came and by the desire of the native people to see what men of their own race have accomplished in this country towards mastering the white man's civilization. But the chief reason why graduates have been induced to go to Africa and students from Africa have been

led to come here is because both the white men who ruled in Africa and the natives who are ruled there have come to believe that in this school a method and a type of education has been evolved which is peculiarly suited to their needs. [King, p. 15]

In April, 1912, Tuskegee hosted the International Conference on the Negro. Reflecting the power realities of the time, only one African attended, Mark Casely Hayford, brother of the distinguished Gold Coast nationalist, J. E. Casely Hayford. However, delegates from 18 foreign countries and twelve religious denominations attended. Over the ensuing years, the Tuskegee model was at the center of discussions and debates on education in Africa and in America. In the United States this debate was crystallized in the so called "Washington-DuBois" debate over (in part) 'classical' versus 'industrial' education for blacks. In a 1906 speech at Hampton Institute, the eminent scholar and activist Dr. W. E. B. DuBois had characterized "industrial education" as an "educational heresy," [King, p. 26.]

A similar classical versus industrial discussion occurred with respect to education in Africa. Indeed the international dialogue over "industrial education" was the context in which much of Tuskegee's involvement took place. Interestingly, one person seen as bridging that debate was the Livingstone College graduate discussed above, J.E.K. Aggrey. According to King, "although a product of . . . classical education so contrary to the ideals of Hampton, he did not share DuBois' attitude to industrial education. [King, p. 26] For many Africans and African-Americans, the key issue was not industrial education but racial solidarity. Gold Coast nationalist J. E. Casely Hayford wrote in a letter to the 1912 Conference on the Negro:

There is an African nationality, and when the Aborigines of the Gold Coast and other parts of West Africa have joined forces with our brethren in America in arriving at a national aim, purpose and aspiration, then indeed will it be possible for our brethren over the sea to bring home metaphorically to their nation and people a great spoil. [King, p. 17]

Theories and policy debates aside, it is the correspondence between Dr. Booker T. Washington and the participants in the Togo project that best conveys the spirit of the participation of black colleges in these very difficult days in Africa. In a letter to Beno von Herman auf Wain, Dr. Washington describes one of the leaders of the Tuskegee party:

The name of the man that we recommend to take the lead is Mr. James Nathan Calloway. Mr. Calloway is a man about 40 years old, has a college education, has studied German, and besides all this has had for a number of years the practical care of a large farm of 800 acres belonging to the school. He understands farming

both in a practical and scientific manner. Mr. Calloway has volunteered his services to accompany these men to remain with them for at least a year if the Company thinks that his services are needed for so long a time. He volunteers to go in a perfectly disinterested spirit, his only ambition being to have the young men who go out from here succeed . . . He is a man of great tact and full of resources and I believe that it would pay your Company to have him go . . . [Louis Harlan, editor, Booker T. Washington Papers (BTWP), Vol. V, Urbana, University of Illinois Press, p. 640.]

Calloway did, in fact, go to Africa and, in a February, 1901 letter, expressed some observations on education in Africa:

In the English colonies we found the natives especially the boys quite improved in education but not inclined to manual labor. They seem to imitate their masters and become English gentleman. [BTWP, Vol. VI, p. 26]

Shepherd Lincoln Harris noted in a May, 1901 letter the lack of materials and transportation:

This country like all other unsettled countries is yet without modern machinery, the saw mill, the cotton gin and in fact all of them yet to be introduced, some of which we hope to have in operation before our time is out here . . . When we reached Lome we thought we were at the end of our journey, but we had yet 100 miles to go in the "bushes" as they call it here. It may sound hard, but a part of us had to walk this distance carrying with us such things as we thought would supply our needs until we could get settled. The trip was made in (4) four days. [BTWP, Vol. VI, pp. 110-111]

Harris was proud of his achievements:

I know to some it will sound like too much noise. but since we have been here, we have done more and better work than any other company here at work. . . I feel safe in saying that we all are doing all that there is in our power to reflect credit upon our race in America, and above all, credit upon Tuskegee our dear old Al. [BTWP, Vol. VI, p. 111]

Unfortunately by November, 1901, Harris was very disappointed and ready to return to Tuskegee. Conditions were really tough. John Winfrey Robinson wrote:

For days we toiled away, silently meditating over the giant forest with its mammoth tree, some 20 feet in diameter or over the tangled jungle of elephant grass some 15 feet high - deep and strongly rooted and so closely inter-woven as to render it impenetrable, . . . Nevertheless we are still hopeful — and with the old Tuskegee idea of perseverance, thoroughness and mastery in one's undertakings, we have plodded on, and today, away to the interior of Africa . . . we have succeeded in transforming some 75 acres of this teeming forest and tangled jungle into varied fields of cotton . . . [BTWP, Vol. VI, p. 128]

In early 1902, two of the Tuskegee men drowned, subsequently making it very difficult to recruit replacements. Further recruitment was also hampered by the inadequate pay provided by the German colonial government. Writing to a fellow Tuskegee official in July, 1902, Booker T. Washington encouraged him to continue to seek volunteers:

I do not feel we ought to give up the idea of getting two good men to go to Africa....I very much fear that the success of the movement will be crippled if we do not send these men, and I think that even at considerable cost and extra time we ought to find them. Yours truly, Booker T. Washington. [BTWP, Vol. VI, p. 494.]

These notes on late 19th and early 20th century involvement of two historically black colleges in African development represent only an introduction to the topic. They reflect, however, that both on a policy and on a human level, historically black colleges played a seminal role in international development through scholarships, training and technical assistance. The Agency for International Development-Historically Black Colleges and Universities Task Force offers these notes as a first step in the full documentation of this important aspect of our nation's history.

ACKNOWLEDGEMENTS

I wish to acknowledge the assistance of Dr. B. D. Mayberry, Director, Carver Research Foundation, Tuskegee University and Mrs. Louise M. Rountree, Librarian/ Archivist, Livingstone College.

Presidential Documents

Executive Order 12677 of April 28, 1989

Historically Black Colleges and Universities

By the authority vested in me as President by the Constitution and laws of the United States of America, in order to advance the development of human potential, to strengthen the capacity of historically Black colleges and universities to provide quality education, and to increase opportunities to participate in and benefit from Federal programs, it is hereby ordered as follows:

Section 1. There shall be established in the Department of Education, an Advisory Commission, the President's Board of Advisors on Historically Black Colleges and Universities. The members of the Board shall be appointed by the President. The Secretary of Education, with the advice of the Board of Advisors, shall supervise the annual development of a Federal program designed to achieve an increase in the participation by historically Black colleges and universities in federally sponsored programs. The Board of Advisors will also provide advice on how to increase the private sector role in strengthening historically Black colleges and universities. Particular emphasis shall be given to facilitating technical, planning, and development advice to historically Black colleges and universities, with the goal of ensuring the long-term viability of these institutions.

Sec. 2. The Board of Advisors shall include appropriate representatives of historically Black colleges and universities, of other institutions of higher education, of business and finance, of private foundations, and of secondary education.

Sec. 3. The White House Initiative on Historically Black Colleges and Universities, housed in the Department of Education, shall provide the staff, resources, and assistance for the Board of Advisors on Historically Black Colleges and Universities; shall assist the Secretary of Education in the role of liaison between the Executive branch and historically Black colleges and universities; and shall serve the Secretary of Education in carrying out his responsibilities under this order.

Sec. 4. Each Executive department and those Executive agencies designated by the Secretary of Education shall establish an annual plan to increase the ability of historically Black colleges and universities to participate in federally sponsored programs. These plans shall describe measurable objectives for proposed agency actions to fulfill this order and shall be submitted at such time and in such form as the Secretary of Education shall designate. In consultation with participating Executive agencies, the Secretary of Education shall review these plans and develop an Integrated Annual Federal Plan for Assistance to Historically Black Colleges and Universities for consideration by the President.

Sec. 5. The Secretary of Education shall ensure that each president of a historically Black college or university is given the opportunity to comment on the proposed Annual Federal Plan prior to its consideration by the President.

Sec. 6. Each participating agency shall submit to the Secretary of Education a midyear progress report and at the end of the year an Annual Performance Report that shall specify agency performance against its measurable objectives.

Sec. 7. Every third year, the Secretary of Education shall oversee a special review by every designated Executive department and agency of its programs

to determine the extent to which historically Black colleges and universities are given an equal opportunity to participate in federally sponsored programs. This review will examine unintended regulatory barriers, determine the adequacy of announcements of program opportunities of interest to these institutions, and identify ways of eliminating inequalities and disadvantages.

Sec. 8. The Board of Advisors, working through the White House Initiative, shall provide advice on how historically Black colleges and universities can achieve greater financial security through the use of improved business, accounting, management, and development techniques. To the maximum extent possible, the Board of Advisors shall enlist the resources and experience of the private sector in providing the assistance. To this end, historically Black colleges and universities shall be given high priority within the White House Office of National Service.

Sec. 9. The White House Office of National Service, along with other Federal offices, shall work to encourage the private sector to assist historically Black colleges and universities through increased use of such devices and activities as: (1) private sector matching funds to support increased endowments, (2) private sector task forces for institutions in need of assistance, and (3) private sector expertise to facilitate the development of more effective ways to manage finances, improve information management, strengthen faculties, and improve course offerings. These steps will be taken with the goals of enhancing the career prospects of their graduates and increasing the number of those with careers in science and technology.

Sec. 10. In all its endeavors the Board of Advisors shall emphasize ways to support the long-term development plans of each historically Black college and university. The Secretary of Education, with the advice of the Board of Advisors, shall develop alternative sources of faculty talent, particularly in the fields of science and technology, including faculty exchanges and referrals from other institutions of higher education, private sector retirees, Federal employees and retirees, and emeritus faculty members at other institutions of higher education.

Sec. 11. The Director of the Office of Personnel Management, in consultation with the Secretary of Education and the Secretary of Labor, shall develop a program to improve recruitment and participation of graduates and undergraduate students of historically Black colleges and universities in part-time and summer positions in the Federal Government.

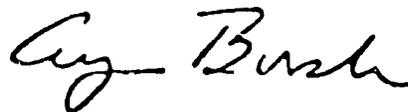
Sec. 12. Each year the Board of Advisors shall report to the President on the progress achieved in enhancing the role and capabilities of historically Black colleges and universities, including an Annual Performance Report on Executive Agency Actions to Assist Historically Black Colleges and Universities that appraises agency actions during the preceding year. The Secretary of Education shall disseminate the annual report to appropriate members of the Executive branch and make every effort to ensure that findings of the Board of Advisors are taken into account in the policies and actions of every Executive agency, including any appropriate recommendations for improving the Federal response directed by this order.

Sec. 13. Participating Executive agencies shall submit their annual plans to the Secretary of Education not later than January 15 of each year. The Annual Federal Plans for Assistance to Historically Black Colleges and Universities developed by the Secretary of Education shall be ready for consideration by the President not later than April 30 of each year.

Sec. 14. The Secretary of Education is directed to establish an Advisory Commission entitled the President's Board of Advisors on Historically Black Colleges and Universities. Notwithstanding the provisions of any other Executive order, the responsibilities of the President under the Federal Advisory Committee Act, as amended (5 U.S.C. App. 2), which are applicable to the Advisory Commission to be established by this order, shall be performed by

the Secretary of Education, in accordance with the guidelines and procedures established by the Administrator of General Services.

Sec. 15, Executive Order No. 12320 of September 15, 1981, is revoked.



THE WHITE HOUSE
April 28, 1989

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