2017

# TEXAS SOUTHERN UNIVERSITY A SPECIAL PURPOSE INSTITUTION FOR URBAN PROGRAMMING

***UNDERSTANDING OUR SPECIAL PURPOSE***

***A REPORT FROM THE URBAN RESEARCH AND RESOURCE CENTER***

***TEXAS SOUTHERN UNIVERSITY***

***MARCIA JOHNSON, DIRECTOR***

## About the Urban Research and Resource Center

The Urban Research and Resource Center (URRC) is a research institute that combines scholarly endeavors with community outreach. It was established in January 2017 through a collaboration between the Thurgood Marshall School of Law and the Barbara Jordan Mickey Leland School of Public Affairs at Texas Southern University, the state of Texas's only legislatively recognized academic institution for urban programming.

## Vision

To be the most influential research and resource center for urban issues by conducting world-class research, scholarship, and publications and developing and pursuing creative effective strategies enhance knowledge and the lives of the global urban community.

## Mission

To develop and expand research programs that conforms to our institutional mission, strategic plan, and community needs.

## Goals

- To take advantage of the university's central location in the thriving city of Houston in the state of Texas, by developing strategic coalitions to realize its mission
- To build upon the university's strengths in order to maximize our presence on the world stage
- To demand a sustained level of excellence in the production of our research and all our work
- To assist academics in developing and maintaining strong experiential learning programs that help prepare our graduates for the 21st century workplace
- To work with students to hone their analytical, research and writing skills
- To work closely with urban communities, blending our resources and talents for improving the neighborhood and the lives of the people who live, work and play there
- To work with every department on campus to help facilitate their urban research needs including planning, development and funding

**URRC Founders**

Dr. Michael Adams, Interim Dean, Barbara Jordan-Mickey Leland School of Public Affairs

James Douglas, esq., Interim Dean, Thurgood Marshall School of Law

L. Anthony Johnson, Projects Manager, Barbara Jordan Institute for Policy Research

Marcia Johnson, URRC Director, Thurgood Marshall School of Law

Carroll Robinson, esq., Interim Associate Dean, Barbara Jordan-Mickey Leland School of Public Affairs

**ABSTRACT**

This paper discusses the historical role that Texas Southern University has played as an urban academic institution. By reviewing university issues from the time that it was established through its early years before its legislative designation as a special purpose university for urban programming and thereafter, the paper highlights some of the university's achievements in the past, even as it looks enthusiastically forward to meeting the challenges of the future.

President Austin Lane has set a vision for the university that embraces its urban purpose and employs it as an undergirding for major university research, advocacy and outreach. Through his lens, we can visualize Texas Southern University as the leader in matters of urban programming, scholarship and strategems. Through efforts coordinated through the Urban Research and Resource Center, Texas Southern University will move forward to a formidable institution for urban research, problem solving, policy development and community outreach through collaborations and teams building.

**INTRODUCTION**

When the 50th Regular Session of the Texas State Legislature created public universities for its Negro citizens, it was an act specifically designed to ensure the continued policy of segregation of the white and black races in Texas. Senate Bill 140 proclaimed in Section 1 that

> *"The Legislature deems it impracticable to establish and maintain a college or branch of the University of Texas for the instruction of the colored youths of this state… it is the purpose of this Act to establish an entirely separate and equivalent university of the first class for negroes with full rights to the use of tax money and the general revenue fund for establishment, maintenance, erection of buildings and operation of such institution as provided in Section 48, Article III of the Constitution of the State of Texas.*
>
> *Sec. 2. To provide instruction, training, and higher education for colored people, there is hereby established a university of the first class in two divisions: the first, styled 'The Texas State University for Negroes' to be located at Houston, Harris County, Texas, to be governed by a Board of Directors as provided in Section **3** hereof; the second, to be styled 'The Prairie View Agricultural and Mechanical College of Texas' at Prairie View, Waller County, Texas, formerly known as Prairie View University, originally established in 1876, which shall remain under the control and supervision of the Board of Directors of The Agricultural and Mechanical College of Texas….*
>
> *The Texas State University for Negroes shall offer all other courses of higher learning, including, but without limitation, (other than as to those professional courses designated for The Prairie View Agricultural and Mechanical College), arts and sciences, literature, law, medicine, pharmacy, dentistry, journalism, education, and other professional courses, all of which shall be equivalent to those offered at The University of Texas.*

DR. RAPHEAL O'HARA LANIER
Texas State University's First Permanent President

> *See. 3. The government of the Texas State University for Negroes is hereby vested in a Board of Directors to be composed of nine (9) persons and to consist of both white and negro citizens of this state."*
>
> *The statute further provided:*
>
> *"Sec. 11. In the interim between the effective date of this Act and the organization, establishment and operation of the Texas State University for Negroes at Houston, upon demand heretofore or hereafter made by any qualified applicant for instruction in law at the University of Texas, the Board of Regents of the University of Texas is authorized and required to forthwith organize and establish a separate school of law at Austin for negroes to be known as the "School of Law of the Texas State University for Negroes" and therein provide instruction in law equivalent to the same instruction being offered in law at the University of Texas. The Board of Regents of the University of Texas shall act as the governing board of such separate law school until such time as it is transferred to the control of the Board of Directors of the Texas State University for Negroes."*

*"… Students of the interim School of Law of the Texas State University for Negroes shall have use of the State Law Library in the Capitol Building in addition to other special library facilities which shall be made available, but the entire school shall be operated separately and apart from the campus of the University of Texas as provided in the Texas constitutional requirement of separate schools for white and colored youths."*

*Sec. 14. The fact that the people of Texas desire that the state meet its obligation of equal educational opportunities for its negro citizens from state supported institutions, and the fact that a separate and equivalent university of the first class for negroes cannot be established and maintained under the limitations and restrictions contained in Section 14, Article VII of the Constitution of Texas if such institution were made a college or branch of the University of Texas, and the fact that the only means of establishing an equivalent university of the first class for negroes with use of tax money and the general revenue is to create a separate university entirely independent of the University of Texas, and the fact that interim courses must be established immediately by existing schools for the education of negroes prior to the establishment and operation of said separate university of the first class for negroes, creates an emergency and imperative public necessity that the Constitutional Rule requiring bills to be read on three separate days in each House be, and the same is hereby suspended, and that this Act take effect and be in force from and after its passage, and it is so enacted."*[1]

Established intentionally, deliberately and purposefully, Texas Southern University was designed from the beginning with the special purpose of educating Negroes. The state's promise was that the new university would have academic programming, facilities, instruction, and finances to ensure that this separate institution was equivalent to the University of Texas, which was restricted to white students.

The university's segregation-based special purpose of 1947 however, is decidedly different from the special purpose designation created by the state's 63rd legislature and signed into law by Governor Dolph Briscoe on June 17, 1973. The new special purpose designation was also made intentionally, deliberately and purposefully. However, this time, rather than in support of segregation, it was designed by the university administrators and faculty to help focus the university on working to solve urban problems. This report has been prepared to (1) discuss the extensive work done by the university in support of its designation as a special purpose institution for urban programming (2) to identify the university's history of meeting its designated purpose and (3) to explore the challenges and options for it in the future.

**Toward a community conscious university**

Higher education in America began in 1636 with the founding of Harvard College for training ministers.[2] While the common belief is that education in America started as private academic institutions that educated only wealthy gentlemen, it appears that in fact about one-third of the students enrolled in these early

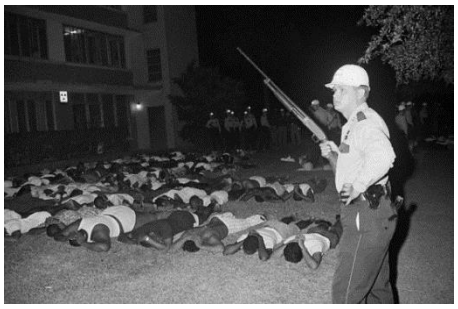
[1] The bill passed the Senate, February 24, 1947: Yeas 25, Nays 2; March 3, 1947, Senate concurred in House amendments: Yeas 23, Nays 3; passed the House, February 27, 1947, with amendments: Yeas 122, Nays 12. Approved March 3, 1947. Effective March 3, 1947.

[2] Roger L. Geiger, The history of American Higher Education: Learning and Culture from the founding to World War II, Princeton University Press, ISBN: 978-0-691-17306-1, 2015

institutions were not wealthy, but common folk.[3] During the next two hundred years, American universities were commonly characterized by their rural geographic locations and by their self-promotion as elite bastions of information and knowledge.[4] However beginning in the later 1800s, the perpetuation of this isolationism between the university and the community was challenged for being unresponsive to the needs of the people. In 1876, for example, Daniel C. Gilman[5] is credited with sharing his "hope that American Universities would one day, make for less misery among the poor, less ignorance in the schools, less bigotry in the temple, less suffering in the hospital, less fraud in business and less folly in politics".[6] While the period between 1914 and the late 1980s is described as the "Ivory Tower" age of the American University, much discussion was being had throughout the academy and outside the academy regarding the transformation of the university from its tower to the streets below.[7]

Perhaps the singular event that showed the need for transformation was documented in the 1920 United States Census, which for the first time reported that a majority of Americans lived in the cities.[8] That move from the rural to the urban and from the agrarian to the technological would be the bases for the continued move away from the ivory tower philosophy.

**Higher Walls and Stronger Gates**



During the 1960s, public officials became increasingly challenged to address the growing "urban crisis".[9] Leaders of universities located in urban communities began recognizing roles for them in engaging the communities that was compatible with their primary responsibilities of teaching and research.[10] These new roles would find urban universities providing access to higher education degree programs to students unable to attend college, bring extension education to city neighborhoods, pursue research on urban problems and apply that research to solve those problems.[11] In 1967, Clark Kerr, director of the Carnegie Foundation's study of higher education called on urban institutions to take an "aggressive approach to the problems of the city."[12]

From the 1970s to current, the United States Congress and each president has provided support, some verbal, others accompanied with funding mandates to the urban university initiative.[13] The goal is yet to

[3] Id.at 6
[4] Lawrence Martin, Hayden Smith and Wende Phillips, Bridging 'Town and Gown' through Innovative University-Community Partnerships, The Innovation Journal: The Public Sector Innovation Journal, Vol. 10(2), article 20, 2005.
[5] Daniel C. Gilman was the first president of Johns Hopkins University.
[6] Supra n 4 citing Harkavy, 1998:4)
[7] Supra n. 4 at 3.
[8] See United States Census, 1920 Overview available at https://www.census.gov/history/www/through_the_decades/overview/1920.html stating that "the results of the 1920 census revealed a major and continuing shift of the population of the United States from rural to urban areas" and see Steven J. Diner, The Land-Grant Analogy and the American Urban University: An Historical Analysis, at 61.
[9] Steven J. Diner, supra n 8 at 63
[10] Id.
[11] Id.
[12] The Carnegie Foundation remains to this day a strong supporter of urban program initiatives at and by urban universities; e.g. The Campus and the City: Maximizing Assets and Reducing Liabilities, A Report and Recommendations by The Carnegie Commission on Higher Education, December 1972
[13] See The urban grant university act of 1977, HR 7328, Hearings, U.S.Govt Printing Office, 1979 at 3 enacted by congress and signed by President Jimmy Carter in 1980 sought to provide aid to universities to develop their capacity to find answers to urban problems. Congress failed to appropriate funds for the program. In 1984, Atlanta Mayor

be realized but people with vision and armed with evidenced-base realities realized that instead of building higher walls and stronger gates to keep the community away from the university, the urban institution needed to tear down those walls and swing open the gates to ensure a stronger community and nation. One of those visionaries was TSU president, Dr. Granville Sawyer.[14]

**A DR. GRANVILLE SAWYER LEGACY**

Dr. Granville Sawyer became the president of Texas Southern University in 1968 and served in that role until 1979. Between 1968 and 1973, Sawyer worked within and without the university community stakeholders to establish Texas Southern University (TSU) as a special purpose university for urban programming. In 1973, the 60th Texas Legislature designated the university as a special purpose university for urban programming culminating years of research, planning and advocacy.[15]

But the designation was only part of Dr. Sawyer's work. He believed that readying students for the future required TSU to encourage its students and faculties to collaborate with the community it served at every stage of university development, from academic research to student engagement with the community in the classroom. From books and theory to bricks and practice. Later, terms like "communiversity"[16] and "town and gown"[17] would be often used to characterize the designation. But it was President Granville Sawyer's own elucidation that provides the clearest templates for the designation and the work that it would require of and from the university. Dr. Sawyer stated that as a special purpose institution of higher education for urban programming, Texas Southern University must demonstrate through all of its programs a concern for (1) the community from which we come, (2) the community where

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Andrew Young wrote that there was a cry for urban universities to do for urban America what state universities had done under the Morrill Acts for rural America". Also see, Marcia Johnson, Nicole Clark, Lucinda Daniels and Luckett A Johnson, The Future of the Historically Black Colleges and Universities: Reframing the Debate, The Journal of Race, Gender, and Poverty Volume 3, 145 at 155, 2011-2012 stating that "In 1981, President Ronald Reagan established the White House Initiative on Historically Black Colleges and Universities, which expanded the Carter program. In 1989 President George H.W. Bush established a Presidential Advisory Board on Historically Black Colleges and Universities to advise the president on methods, programs, and strategies to strengthen the institutions. In 1993, President William Jefferson Clinton required the Office of Management and Budget to monitor the implementation of his order. In 2003, President George W. Bush signed an executive order transferring the white house initiative on Historically Black Colleges and Universities to the Office of the Secretary within the U.S. Dept. of Education. In 2009, President Barack Hussein Obama allocated $20.5 million for repair, renovation, construction, and acquisition of HBCU educational facilities and in 2011, allocated $279 million in new loans to HBCUs."

[14] The term "higher walls and stronger gates" may be attributed to community activist, Florence Scala, former Director of the Halsted-Harrison Community Group in Carol Severino, An Urban University and its Academic Support Program: Teaching basic writing in the context of an "Urban Mission", Journal of Basic Writing, Vol. 15, No. 1, 39 at 43 (1996) where she reports that in a response to the student newspaper's question "What does the new campus mean to you?" responded, "It means that a high brick wall isolates the campus from the people who live on the near west side." And see supra n 4 at 3.

[15] Texas Education Code, Chapter 106; Sec. 106.02. Acts 1973, 63rd Leg., p. 1594, ch. 575, Sec. 1, eff. June 15, 1973. Amended by Acts 2001, 77th Leg., ch. 520, Sec. 1, eff. June 11, 2001

[16] Term not ascribed to any source

[17] Loomis Mayfield, Town and Gown in America: Some Historical and Institutional Issues of the Engaged University, Education for Health, Vol. 14, No. 2, 2001, 231-240 stating that the term 'town and gown' dates back to medieval Europe at 232. Also see Steven J. Diner, The Land-Grant Analogy and the American Urban University: An Historical Analysis, at 65.

we are, and (3) the community where we are most likely to go. [18] This community that was the target of his urban programming was described as those characterized by some degree of deprivation: stark deprivation on one extreme, relative deprivation on the other. No matter how we view it, we are drawn together by this common factor: we have been deprived of some measure of personal fulfillment.[19] His message is one of unity, based not on race but on our common goals. Sawyer's urban university targeted the human suffering most severely felt in the urban communities and sought effective, evidence-based solutions.

Years later, in 1994, President William Clinton expanded on these urban university programming goals. The President Clinton administration established an urban university projects office designed to encourage reaching, research, and service partnerships between universities and federal agencies. The office set up grant programs to facilitate these partnerships to solve urban problems, to enable historically black colleges and universities to address local housing, economic development, and neighborhood revitalization needs, to assist in producing large-scale community building activities and to fund doctoral research for influencing local and national policymaking and to provide work study programs to encourage professional programs in community and economic development.

Dr. Sawyer also advocated for Texas Southern University to reach a broader community outside of the United States. Rooted in what he called "world-wide urbanization", Sawyer urged the university to expand its creativity toward addressing universal urban concerns.[20] Recognizing a trending away from the rural to the urban Sawyer stated that "urbanization requires increasingly an educated manpower pool skilled in the demanded professions and occupations that will chart the narrow course between population growth and the exhaustible supply of natural resources." He also reported that the university's challenges were "to ensure that the manpower pool be skilled:

1. In the processes of forecasting local, state, national, international change
2. In planning for functional responses to change,
3. In communicating awareness of and sensitivity to courses of action that are manifestly inadequate to redress aggravated socio-economic conditions and human congestion,
4. In organizing strategies capable of rapid assimilation, and
5. In transmitting information that will address the problems of world-wide urbanization."

To achieve these ends TSU created numerous new urban initiatives between 1968 and 1979 and expanded those already begun by administrations before him.[21] Those programs included:

[18] Granville Sawyer, the Three Communities of Texas Southern University, presented at the fall academic convocation, Texas Southern University, Houston, Texas, September 19, 1974.

[19] Id. At 3 Sawyer discusses the deprivation saying: "for some it has been sheer economic deprivation; we are hard pressed for daily survival. For others: we have been denied the upward mobility commensurate with our talents…."

[20] Id. at 5

[21] For a more exhaustive look at the many TSU community-based programs developed and operated through 1975, see generally John S. Lash, Hortense W. Dixon and Thomas F. Freeman, Texas Southern University: From Separation to Special Designation, john Hay Whitney Foundation, New York, NY, ED 111 305, June 1975 available at http://files.eric.ed.gov/fulltext/ED111305.pdf and see pages 95-110

A. Model Cities: TSU was undertaking one of the most extensive involvements of any institution of higher education in the nation in the "Model Cities" Program
B. Established the School of Education which was subsequently authorized to offer a doctorate-level degree program which at the time was only the second doctoral-level program in a predominantly Black college and the only such program to be offered in a state-supported minority institution in the nation.
C. Established a school of public affairs
D. Established a school of communication
E. Designated by the American Bankers Association as one of two subsidized training sites in the country for minority students interested in banking and finance
F. Developed strong relationships with The Coordinating Board for Higher Education
G. Established the TSU Urban Resources Center which developed relationships with the Department of Housing and Urban Development, Department of Transportation, National Aeronautics and Space Administration and the Texas Highway Commission, the Houston-Galveston Area Council, The State of Texas and some southwest centers for urban development all to enhance the center's research responsibilities
H. Established the Weekend College at TSU, which was modeled after programs at universities in New York and Chicago which offered classes to students who worked during the week but sought to attain graduate and post-graduate degrees. The community received the week end college enthusiastically. The college began in 1973 with 35 students and in one semester increased to 500 students.
I. Established the Texas Southern University Motor Campus to expand the university's foot print into its constituent communities
J. Established various community outreach service clinics including the Drug Abuse Clinic and the Legal Aid Clinic that offered legal assistance in various areas.
K. Established the Small Business Development Center to assist in development of entrepreneurial enterprises and financial and business training
L. Established a Cooperative Education Program that was federally funded and focused on student engaged learning that focused on on-job, apprentice type training. This type of demonstration education allowed the university and its students to apply the classroom theory to practical situations in an effort to solve urban problems.
M. Created various academic assistance programs for urban youth
    1. A demonstration school in South Park Houston to study early childhood education
    2. Served as the headquarters for extensive Head Start operations
    3. Helped establish the Upward Bound program as an institutional pilot-program in pre-college training
    4. Special summer studies programs for high-school students to address the developmental and enrichment needs of prospective minority high school graduate
    5. Established the Houston Pre-College Center Program (Nabrit)
    6. Studied programs for inexpensive remediation of learning disabilities for disadvantaged youth
    7. Participated in community development activities through the federal Model Cities programs

N. Established Cooperative ventures were established with Rice University and with the University of St. Thomas
    1. TSU-Rice Geology Program which provided a feeder from TSU freshmen and sophomore years to Rice University for junior and senior years
    2. Inter-University African Studies Program as a collaboration with TSU, Rice, University of Houston, and the University of St. Thomas, with TSU having primary responsibility for the language component
    3. The Institute for Storm Research, a cooperative between TSU and the University of St. Thomas
    4. The Allied Health Professions Program Consortium joining TSU with Baylor College of Medicine, The University of Texas School of public Health and units of the Houston Medical Center
    5. The Southwest Center for Urban Research which is a cooperative between TSU, Rice, and the University of Houston geared to researching urban situations and problems
    6. The Houston Center for Humanities Studies for the study of human problems
    7. Additional collaborations included programs for Viet Nam veterans, for junior college history teachers, for public-service career personnel and others
O. TSU also established collaborations with:
    1. University of Wisconsin system centers of learning. This relationship influenced the development of Title III of the Higher Education Act of 1965
    2. The North South Exchange was established to create an inter-institutional cooperation
    3. University of Colorado at Boulder cooperative program
    4. The Five College Curriculum Program Consortium, the Institutional Research Consortium, The College Placement cooperative and the Moton Center Development Program which was a collaboration charged with bringing predominantly black colleges together for joint improvement efforts
    5. TSU was an original participant in the formation of the National Association for Equal Opportunity in Higher Education (NAFEO)
    6. Worked with independent school districts in metropolitan Houston and its surrounding areas to develop non-conventional ways to desegregate the public schools
    7. Under National Defense Education Act (NDEA), offered institutes for teachers of urban youth
    8. TSU conducted a Training Teachers of Teachers (TTT) program between 1966 and 1969
    9. TSU offered Teacher Corps training programs and one of the few Teacher Corps/Peace Corps programs in the nation at the time. The project prepared secondary teachers for overseas assignments in Asian and African countries

Due to the strong foundations created by former TSU presidents Dr. Lanier, Dr. Nabrit and Dr. Sawyer that Texas Southern University expanded its urban mission to incorporate its legislative designation as a special purpose institution for urban programming.

**Texas Southern University's Urban Purpose from 1978-2016**

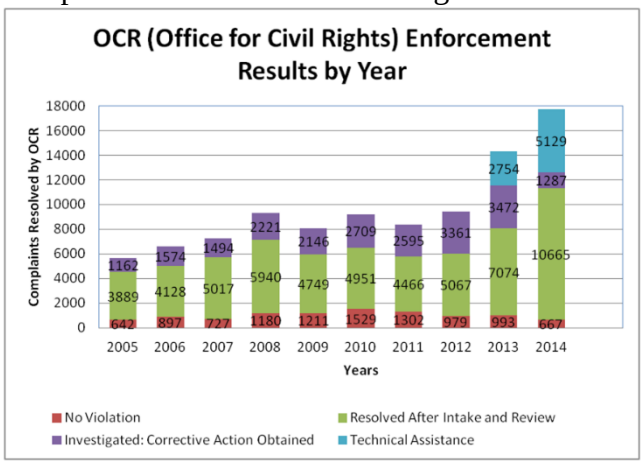
Significant focus on fiscal affairs and accountability held the interest of TSU administrators during this period. The Civil Rights movement that had international appeal and impact revealed systemic inequities among the races. Among other things, it became patently clear that Texas Southern University had not been treated as one of the state's first class universities as promised by the legislation.[22] Between 1978 and 1980, the U.S. Department of Education's Office for Civil Rights

[22] See Senate Bill 140, supra n. 1

(OCR) conducted a review of Texas' higher education institutions. OCR's investigation revealed that Texas had failed to eliminate the vestiges of its former de jure racially dual system of public higher education.[23] The investigation found, among other disparities, that Texas Southern University and Prairie View A & M University had been treated separately and in equitably in funding and facilities.[24] While the State of Texas implemented various plans to address these disparities, in its 1994 review of Higher Education in Texas, OCR found that, the State of Texas which had long under-funded TSU, TSU continued to receive inadequate funding and that the state was directly accountable for disparities in academic delivery, facilities and administration. In 1997, OCR conducted a review of the State's progress in eliminating vestiges of the former de jure system and found that there was additional work that needed to be done. OCR continued to monitor the state's implementation of its approved plan for compliance as late as 2014.

Academic programming was a focal point of the era. Under OCR's watchful eye, ten new academic programs were added at TSU including doctoral programs in Electrical Engineering, Juvenile Forensic Psychology, Administration of Justice, Educational Leadership, Urban Planning and Environmental Policy and Pharmaceutical Sciences. TSU established a minor in African American studies, a non-degree women studies program, the PhD program in Environmental Toxicology, a masters of Health Care Administration Program, and post graduate degree programs in Computer Sciences. Student enrollment soared to historic numbers by 2004 to more than 11,000. TSU also established a summer remedial education program to help entering freshman students prepare for the rigors of university academics.

The period did see the state taking the effort to comply with their plans to treat TSU fairly. For example, in the 1980s, TSU's biennial budget increased from 38 million to 81.3 million dollars and doubled federal support from 8 million to 16 million dollars for new student housing, curriculum development, and faculty salaries. During the late 1990s, state appropriations had increased to $158,300,000.




For academic year 1984-1985, TSU spent $23 million in funds for construction and repairs. Construction included a student apartment housing complex, health and physical education building, track and football field and as well as four new tennis courts. Construction was also completed on a Student Recreation and Wellness Center and the Student Health Center, the Jesse H Jones School of Business, the Science and Technology Building and the Barbara-Jordan Mickey Leland School of Public Affairs Building. The maritime degree program was launched and on-line degree programs were initiated in schools of Public Affairs and Business as well as two masters degree programs in Education and in Administration of Justice.

[23] See Lynn Rodriguez, General Counsel, Texas Southern University, OCR Activities in Texas, July 2000
[24] Id.and see Taylor D. August letter, United States Department of Education, to Mr. Clay Johnson, executive assistant to the Texas Governor, October 11, 2000

Nevertheless, continued underfunding for construction of its facilities meant that buildings depreciated faster, equipment broke down more often and maintenance was more expensive. The short end savings often resulted in greater long term financial needs. Repairs and renovations were made to the Nabrit Science Center, the KTSU, and the library. Major Renovations during this period were also made to the Student Life Center, the Martin Luther King Jr Humanities Building, the Thurgood Marshall School of Law and the Student Life Center Building.

Texas Southern University has been underfunded and denied development as a first class institution on par with the University of Texas, although the university was expressly established to be on par with the University of Texas. Texas Southern has never received any funds from the state's Permanent University Fund (PUF)[25] While it has received money from Higher Education Assistance Fund (HEAF), those funds have always been and continue to be inadequate. [26] Despite these funding inequities, TSU surpassed a $5,000,000 fundraising goal in 1989, raising over $10,000,000 in institutional support and individual research grants. The TSU foundation raised almost $6,000,000 from private sector contributions, including a $100,000 donation from two-time world heavy-weight boxing champion, George Foreman. Between 1993 and 1995, the university raised more than $2,000,000 in its first Alumni and Friends Giving Campaign.

In the early 2000s, OCR and the state agreed to pay TSU an additional $12,500,000 per year for six years to remedy the state's historic underfunding of Historically Black Colleges and Universities (HBCUs) in Texas. In fact, the state's budgets showed seriously deficient funding of Texas Southern University when compared to The University of Texas and the University of Houston, for examples.

Despite these significant financial challenges, TSU remains true to its urban programming mission and continues to champion solutions for urban problems.

**Urban Programs and Initiatives 1978--2016**

**Institutes and Centers**

- Established the Mickey Leland Center on World Hunger and Peace (1990) which was funded with $1,000,000 from the Houston Endowment and $1,000,000 to establish the Mickey Leland Endowed Chair. The center raised and additional $100,000 which was donated by the Chicago Mercantile Exchange and received a $500,000 pledge to be paid over five years from the Japanese government.

[25] Texas Constitution 1876
[26] Texas Constitution as amended available at http://www.constitution.legis.state.tx.us/Docs/SDocs/THETEXASCONSTITUTION.pdf

- Center on the Black Male initiative established to address the increasing difficulties in recruiting and retaining black make students through graduation.
- Created a Center for Technology Innovations pursuant to a Space Act Agreement between TSU and the National Aeronautics and Space Administration (NASA).
- Established a Center for Professional Development,
- Established the Robert J Terry Urban Learning Center
- Established the Confucius Institute in partnership with the Chinese government.
- Established the Barbara Jordan Institute for Policy Research

- Established the Earl Carl Institute for Legal and Social Policy Inc., which includes legal services provided in juvenile justice, innocence, foreclosure defense
- Center for Strategic Advances in Education
- Institute for International and Immigration Law
- JP Morgan Chase Center for Financial Education
- Economic Development Center
- Environmental Research and Technology Transfer Center
- NASA Center for Bio-Nanotechnology and Environmental Research (C-BER)
- TSU High Performance Computing Center
- NSF/CREST Center for Research on Complex Networks
- Center for Transportation Training and Research
- National Transportation Security Center of Excellence and Petrochemical Transportation
- Innovative Transportation Research Center
- Aviation Research Center
- Center for Legal Pedagogy

**Community Services**

- Established the TSU AIDs Awareness program designed to reduce the spread and transmission of AIDS in the urban community.
- Created an award winning energy management plan that then Governor Ann Richards's office described as the most outstanding plan submitted.
- On-campus child care center was opened during this era

- The TIGER project was established as a mentoring program aimed at encouraging students to graduate timely, to excel and to raise their expectations. The program includes mentoring, workshops on finance, resume writing, career planning and networking and established a speaker series that attracted well known national personalities

- Entered into a partnership agreement with the Dynamo Soccer Team and others that provided for TSU home games to be played at the new BBVA Compass Stadium.

**Community Development Initiatives**

- Created the Urban Academic Village, a comprehensive plan designed to create and expand the intellectual environment for students, faculty and staff supported by residential buildings, academic support systems and walkable academic resources and amenities in and surrounding Texas Southern University. Phase I completed during this era.
- Renovated and reopened the Historic DeLuxe Theater in Houston's Fifth Ward. The venue hosts theater and dance performances.
- Developed an award winning community development plan
- Constructed the Barbara Jordan Park and walkway

**Academics**

- Developed an articulation (transfer) agreement with the Houston Community College System that created a pipeline for HCC students to continue their education at TSU upon graduating from the two-year college. Another articulation agreement between TSU and North Harris Montgomery Community College was also established.
- The Summer Academy was established as a bridge to college readiness for entering freshmen students
- TSU's College of Pharmacy and Health Sciences became a member of the Texas Medical Center
- Launched the "Open Doors" $50,000,000 fundraising campaign chaired by President George H. Bush that raised more than $31,000,000
- Developed a pilot academic support and enhancement program under the University Academic Village plan funded with a $2.74 million grant from the Houston Endowment.
- Established the Thomas F. Freeman Honors College to attract academically excelling students to challenging academic programs
- Opened a new campus in northwest Houston

# DR. AUSTIN LANE'S

# URBAN UNIVERSITY VISION

**Dr. Austin Lane's Urban University—June 2016 forward**

Over the past fifty years the urban community has been in a steady state of evolution and astounding growth. No longer can we speak of the urban community and consider only the national implications; but we are required to look at problems that confront the global urban community.

*"By 2025, the Chinese city of Shenzhen will be home to more than 12 million people. In 1950, it was a fishing village with only 3,148 citizens.*

*In 1960, the only city in sub-Saharan Africa with a population of over 1 million people was Johannesburg. Ten years later, there were four. By 2010, that number had sky-rocketed to 33 cities.*
*Worldwide, urban areas are expanding. It is estimated that by 2050, 70% of the world's population will be living in urban areas.*

*… In Europe, 73% of people live in urban areas, South America 83% and North America 82%. That does not mean that the west has finished growing. Both London and New York are growing at a rate of 9 and 10 people per hour. London earlier this year reached a record 8.6 million inhabitants.*

*Neither Africa nor Asia have passed the 50% mark yet, but that is quickly changing. India and China, two of the world's most populous nations, have been undergoing rapid economic development. Delhi is at 79 people per hour, Mumbai at 51. In China, Shanghai welcomes 51 new citizens an hour."*[27]

[27] Arwen Armbrecht, The World's Fastest growing Cities, World Economic Forum, November 25, 2015 available at https://www.weforum.org/agenda/2015/11/the-worlds-fastest-growing-cities/ last visited February 7, 2017.

Going forward, TSU recognizes that it must fulfill its mission, but will be required to significantly expand its offerings, programming and research to incorporate the world view.

This international shift is only part of the urban agenda as national problems in urban areas escalate. From **criminal justice** issues faced in urban communities like Chicago to Black Lives Matter protests; from **education** issues of growing academic gaps to public school privatization; from economic issues that include business development and **entrepreneurial** growth to financial management and wealth building; from **housing** affordability to homelessness; medical matters that include **health** care, nutrition, genetic engineering and life expectancies; from **technological** advances to technological innovations, the challenges for today's Urban University abound. At Texas Southern University, we are planning and working to meet these challenges.

**Dr. Lane's Vision**

Even before coming to office in June 2016, Dr. Lane was formulating his vision for TSU as the state's preeminent urban university. That vision incorporates reviewing the existing urban programs at TSU, expanding those that will meet this new agenda, and providing incentives necessary to harness the intellectual resources to achieve these ends as well as developing new innovative programs that will ensure our place well into the 21st century and beyond.

**Community Development, Outreach and Enrichment**

The university will significantly expand its urban research to address the growing problems of our communities at home and abroad. Under the structure of the Urban Research and Resource Center, university-wide research programs that are urban-centric and in synch with the university's urban mission will be established This Center will also serve as a community resource center in the on-going effort to reach out to the urban community recognizing our mutual roles as essential stakeholders in the lives and success of the other. Finally, the Center will serve as the hub for community development initiatives and strategies conducted through the university. As its first community development projects, the university will target three local urban communities, third ward, fifth ward and Acres Homes to participate in their planning and redevelopment projects. The next phases of the Urban Academic Village will be managed through this Center.

Each academic unit at the university will enhance and develop research in their areas of expertise that provide solutions to urban problems. The research will be carried into the classroom to engage students experientially, address student accountability and responsibility for their own learning and expand curriculum to support service-oriented teaching.

We will encourage more opportunities for urban youth to participate in business, science, mathematics, and oratorical competitions. Our urban agenda will embrace programs that are geared to preparing our students for 2025 and beyond through strategic curriculum design, career counseling and placement strategies. We want to work with private industries to leverage our resources to enhance business incubation and growth and to address the solutions comprehensively and through interdisciplinary collaborations.

It is important that we play a greater role in biomedical/robotics, forensics, space transportation, computer science and genetics to name a few of the industries that face unimaginable growth and innovation potential over the coming decades.

We need to market our university effectively. In an effort to do that, the plan incorporates better utilizing the communications facilities to reach out through on-demand streaming and radio employing next generation media, social media and others to communicate within and without the university boundaries. It is through these communication tools that we will be able to efficiently reach out to the urban communities throughout the world.

**Fulfilling the Vision**

To fulfill Dr. Lane's vision for the university, we must examine the context under which the university is governed. State law provides that Texas Southern University "in addition to its designation as a statewide general purpose institution of higher education, Texas Southern University is designated as a special purpose institution of higher education for urban programming and shall provide instruction, research, programs, and services as are appropriate to this designation."[28] Under state law Texas Southern University is both a general purpose institution of higher education and a special purpose institution for urban programming.

Dr. Lane seeks to address these roles in a highly focused and structured way that requires serious contemplation and consideration by all university components. The statute does not define what either designation means, leaving it to the university to establish its role within those broad designations.

**The general purpose institution of higher education designation**

**Institution of Higher Education**

The United States Code defines an institution of higher education as … "an educational institution in any State that—

(1) admits as regular students only persons having a certificate of graduation from a school providing secondary education, or the recognized equivalent of such a certificate…

(2) is legally authorized within such State to provide a program of education beyond secondary education;

(3) provides an educational program for which the institution awards a bachelor's degree or provides not less than a 2-year program that is acceptable for full credit toward such a degree, or awards a degree that is acceptable for admission to a graduate or professional degree program, subject to review and approval by the Secretary;

(4) is a public or other nonprofit institution; and

[28] Supra n. 15; Tex. Educ. Code Sec 106.02 as amended in 2001

(5) is accredited by a nationally recognized accrediting agency or association, or if not so accredited, is an institution that has been granted preaccreditation status by such an agency or association that has been recognized by the Secretary for the granting of preaccreditation status, and the Secretary has determined that there is satisfactory assurance that the institution will meet the accreditation standards of such an agency or association within a reasonable time…."[29]

**The purpose of the Higher Education Institution**

Practically, general purpose institutions are evolving from their traditional purpose. One scholar has written:

"Historically, institutions of higher education exist to educate students for lives of public service, to advance knowledge through research, and to develop leaders for various areas of the public service (American Council on Education, 1949). Today's universities, however, are required to prepare graduates with the knowledge, skills, and ethical responsibility to meet the future workforce needs of society and to participate fully in the new global economy (Spellings Commission, 2006). These profound changes, in turn, have shifted higher education worldwide from once a public good to now a private benefit (Filippakou & Williams, 2014; Pusser, 2006), whereby colleges and universities have begun to operate as a corporate industry with predominant economic goals and market-oriented values (Gumport, 2000; Kerr, 1994; Thompson, 2014), which has reduced higher education to a transactional process rather than maintaining its transformative potential (Bylsma, 2015)."[30]

Notwithstanding the conflicts that exist between the various interests about the role of the general purpose academy, it seems apparent that the emphasis is to educate the student in preparation of some long term post-graduate endeavor. The basic areas of study and teaching are referred to by state law and include:

> "(1) "Core curriculum" means the curriculum in liberal arts, humanities, and sciences and political, social, and cultural history that all undergraduate students of an institution of higher education are required to complete before receiving an academic undergraduate degree.
>
> (2) "Field of study curriculum" means a set of courses that will satisfy the lower division requirements for a bachelor's degree in a specific academic area at a general academic teaching institution."[31]

[29] 20 U.S. Code § 1001 - General definition of institution of higher education (Pub. L. 89–329, title I, § 101, as added Pub. L. 105–244, title I, § 101(a), Oct. 7, 1998, 112 Stat. 1585; amended Pub. L. 110–315, title I, § 101(a), Aug. 14, 2008, 122 Stat. 3083; Pub. L. 112–74, div. F, title III, § 309(c)(3), Dec. 23, 2011, 125 Stat. 1101.)

[30] Roy T. Chan, Understanding the Purpose of higher education: An analysis of the Economic and Social Benefits for Completing a College Degree, 2016 JEPPA Vol. 6, Issue 5, 2016.

[31] Tex. Educ Code 61.821; Added by Acts 1997, 75th Leg., ch. 1016, Sec. 1, eff. June 19, 1997. Amended by Acts 1999, 76th Leg., ch. 1584, Sec. 1, eff. June 19, 1999.

The university's accrediting agency also provides courses that are required for the general purpose institution of higher education.[32] In principal part, it states:

> "Undergraduate degree programs must contain a basic core of general education courses. A minimum of 15 semester hours for associate programs and a minimum of 30 semester hours for baccalaureate programs are required for degree completion. The core must include at least one course from each of the following areas: humanities/fine arts, social/behavioral sciences, and natural sciences/mathematics.
>
> The institution must demonstrate that its graduates of degree programs are competent in reading, writing, oral communication, fundamental mathematical skills and the basic use of computers."[33]

Summarily the general purpose institution of higher learning is charged with providing basic knowledge through core and upper level courses.

**Special purpose institution of higher education for urban programming designation**

**What constitutes urban?**

The Census Bureau's urban-rural classification is fundamentally a delineation of geographical areas, identifying both individual urban areas and the rural areas of the nation. The Census Bureau's urban areas represent densely developed territory, and encompass residential, commercial, and other non-residential urban land uses. The Census Bureau delineates urban areas after each decennial census by applying specified criteria to decennial census and other data.

The Census Bureau identifies two types of urban areas:

- Urbanized Areas (UAs) of 50,000 or more people;
- Urban Clusters (UCs) of at least 2,500 and less than 50,000 people.[34]

In addition to the geography-based classification of an urban community, there are other commonly used criteria that include land use being non-agrarian, as well as being communities historically disenfranchised and neglected, often comprised of minority and other marginalized populations.

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[32] Criteria for Accreditation, Commission on Colleges, Southern Association of Colleges and Schools, Approved by the College Delegate Assembly, December 1984, modified December 1997 available at

[33] Id. At 25

[34] https://www.census.gov/geo/reference/urban-rural.html and see https://nces.ed.gov/surveys/urbaned/definitions.asp identifying and discussing key concepts that the Census Bureau uses to define an area's urbanicity: principal city, urbanized area, and urban cluster. A principal city is a city that contains the primary population and economic center of a metropolitan statistical area, which, in turn, is defined as one or more contiguous counties that have a "core" area with a large population nucleus and adjacent communities that are highly integrated economically or socially with the core. Urbanized areas and urban clusters are densely settled "cores" of Census-defined blocks with adjacent densely settled surrounding areas. Core areas with populations of 50,000 or more are designated as urbanized areas; those with populations between 2,500 and 50,000 are designated as urban clusters. For more information on urbanized areas and urban clusters, click here. Rural areas are designated by the Census Bureau as those areas that do not lie inside an urbanized area or urban cluster.

## Understanding Urban Programming

Urban programming seeks to involve students in their broader community — the school, the city, the world — and develop in them a sense of social responsibility. Beyond a core curriculum that builds a firm framework of general knowledge and conceptual understanding in each of the disciplines, Urban programming provides students the opportunity to develop strong academic knowledge while encouraging expanded intellectual perspectives that include community involvement, experiential learning and a focus on problem solving.

Urban programming includes comprehensive, multi-disciplinary collaborations aimed at effectively addressing and solving urban problems. Urban issues/problems in America are extensive and not far removed from the problems urban communities face globally. Those problems include:

1. Poverty
2. Housing
3. Transportation
4. Crime and Safety
5. Employment
6. Homelessness
7. Environment
8. Health and Illness
9. Education
10. Overcrowding
11. Substance Abuse
12. Gender Inequality
13. Race Inequality
14. Domestic Violence
15. Child Abuse
16. Sexual Behavior
17. Economy
18. Changing Nature of Family
19. Traffic Congestion
20. Infrastructure
21. Urban Planning
22. Community Development
23. Genetic engineering
24. Technological Access and Innovations
25. Immigration

Thus, Texas Southern University's roles as an urban institution of higher learning requires general instruction in traditional academics as well as special instruction and programming in urban issues.

## Merging the Roles

Dr. Lane plans to incorporate the dual roles of traditional academics with urban programming throughout the university in a substantive and highly structured way.

TEXAS SOUTHERN UNIVERSITY
GENERAL ACADEMIC PROGRAMMING
RESEARCH (FACULTY AND STUDENT SCHOLARSHIP
SERVICE
TRADITIONAL CLASSROOM TEACHING
URBAN PROGRAMMING
URBAN RESEARCH
EVIDENCE-BASED SOLUTIONS TO URBAN PROBLEMS
POLICY RECOMMENDATIONS
EXPERIENTIAL TEACHING AND LEARNING
ENGAGED STUDENTS IN URBAN PROBLEM SOLVING
EXTERNAL PLACEMENTS AND CLERKSHIPS
COMMUNITY OUTREACH AND ENGAGEMENT
ACADEMIC VILLAGE
COMMUNITY PLANNING AND DEVELOPMENT

Each department of the university will incorporate the urban purpose designation in their operations and curriculum. While the urban purpose and programming will not supplant the traditional and general diffusion of knowledge and instruction, urban programming will be coordinated into each school's work.[35]

**Forging Ahead**

President Lane will select a task force of advisors who will consider the most effective ways to implement the coordinated programs. Among other matters, the task force will consider:

1. Incentives to encourage faculty and student participation in the expanded urban programming
2. Prioritizing topics to be considered by the institution
3. Identifying scholars across disciplines whose work and or interest lie in the same areas
4. Publications
5. Media access and use
6. Training for experiential teaching
7. Community outreach and
8. Surveying community needs.

[35] Currently, each of the university's schools participate in urban programming

**APPENDIX A**
**Fastest growing cities and urban areas (1 to 100)[36]**

| Rank | City/Urban area | Country | Average annual growth 2006 to 2020, in % | |
|---|---|---|---|---|
| 1 | **Beihai** | China | **10.58** | |
| 2 | **Ghaziabad** | India | **5.20** | |
| 3 | **Sana'a** | Yemen | **5.00** | |
| 4 | **Surat** | India | **4.99** | |
| 5 | **Kabul** | Afghanistan | **4.74** | |
| 6 | **Bamako** | Mali | **4.45** | |
| 7 | **Lagos** | Nigeria | **4.44** | |
| 8 | **Faridabad** | India | **4.44** | |
| 9 | **Dar es Salaam** | Tanzania | **4.39** | |
| 10 | **Chittagong** | Bangladesh | **4.29** | |
| 11 | **Toluca** | Mexico | **4.25** | |
| 12 | **Lubumbashi** | Congo | **4.10** | |
| 13 | **Kampala** | Uganda | **4.03** | |
| 14 | **Santa Cruz** | Bolivia | **3.98** | |
| 15 | **Luanda** | Angola | **3.96** | |
| 16 | **Nashik** | India | **3.90** | |
| 17 | **Kinshasa** | Congo | **3.89** | |
| 18 | **Nairobi** | Kenya | **3.87** | |
| 19 | **Dhaka** | Bangladesh | **3.79** | |
| 20 | **Antananarivo** | Madagascar | **3.73** | |
| 21 | **Patna** | India | **3.72** | |
| 22 | **Rajkot** | India | **3.63** | |
| 23 | **Conakry** | Guinea | **3.61** | |
| 24 | **Jaipur** | India | **3.60** | |
| 25 | **Maputo** | Mozambique | **3.54** | |
| 26 | **Mogadishu** | Somalia | **3.52** | |
| 27 | **Gujranwala** | Pakistan | **3.49** | |
| 28 | **Delhi** | India | **3.48** | |
| 29 | **Pune (Poona)** | India | **3.46** | |
| 30 | **Las Vegas** | USA | **3.45** | |
| 31 | **Addis Ababa** | Ethiopia | **3.40** | |
| 32 | **Indore** | India | **3.35** | |
| 33 | **Faisalabad** | Pakistan | **3.32** | |
| 34 | **Rawalpindi** | Pakistan | **3.31** | |
| 35 | **Brazzaville** | Congo | **3.29** | |
| 36 | **Peshawar** | Pakistan | **3.29** | |
| 37 | **Khulna** | Bangladesh | **3.24** | |
| 38 | **Suwon** | Republic of Korea | **3.23** | |
| 39 | **Karachi** | Pakistan | **3.19** | |
| 40 | **Asunción** | Paraguay | **3.17** | |
| 41 | **Lahore** | Pakistan | **3.12** | |
| 42 | **Asansol** | India | **3.11** | |
| 43 | **Riyadh** | Saudi Arabia | **3.09** | |
| 44 | **Dakar** | Senegal | **3.06** | |
| 45 | **Multan** | Pakistan | **3.06** | |
| 46 | **Valencia** | Venezuela | **3.05** | |
| 47 | **Jakarta** | Indonesia | **3.03** | |
| 48 | **Brasília** | Brazil | **2.99** | |

[36] City's Mayors Statistics, The World's Fastest growing cities, available at http://www.citymayors.com/statistics/urban_growth1.html last visited February 7, 2017

| | | | | |
|---|---|---|---|---|
| 49 | **Port-au-Prince** | Haiti | **2.98** | |
| 50 | **Palembang** | Indonesia | **2.94** | |
| 51 | **Jidda** | Saudi Arabia | **2.93** | |
| 52 | **Accra** | Ghana | **2.93** | |
| 53 | **Agra** | India | **2.93** | |
| 54 | **Hyderabad** | Pakistan | **2.91** | |
| 55 | **Bandung** | Indonesia | **2.90** | |
| 56 | **Wenzhou** | China | **2.90** | |
| 57 | **East Rand (Ekurhuleni)** | South Africa | **2.89** | |
| 58 | **Wuhan** | China | **2.87** | |
| 59 | **Mosul** | Iraq | **2.86** | |
| 60 | **Amritsar** | India | **2.85** | |
| 61 | **Bursa** | Turkey | **2.85** | |
| 62 | **Manaus** | Brazil | **2.83** | |
| 63 | **Meerut** | India | **2.83** | |
| 64 | **Yaoundé** | Cameroon | **2.80** | |
| 65 | **Changsha** | China | **2.80** | |
| 66 | **Belém** | Brazil | **2.79** | |
| 67 | **Bangalore** | India | **2.79** | |
| 68 | **Heze** | China | **2.78** | |
| 69 | **Tijuana** | Mexico | **2.77** | |
| 70 | **Shantou** | China | **2.77** | |
| 71 | **Maceió** | Brazil | **2.75** | |
| 72 | **Algiers** | Algeria | **2.74** | |
| 73 | **Ahmadabad** | India | **2.73** | |
| 74 | **Lucknow** | India | **2.72** | |
| 75 | **Douala** | Cameroon | **2.71** | |
| 76 | **Austin** | USA | **2.69** | |
| 77 | **Bhopal** | India | **2.69** | |
| 78 | **Atlanta** | USA | **2.64** | |
| 79 | **Ujung Pandang** | Indonesia | **2.63** | |
| 80 | **Ludhiana** | India | **2.63** | |
| 81 | **Managua** | Nicaragua | **2.62** | |
| 82 | **Zhanjiang** | China | **2.59** | |
| 83 | **Karaj** | Iran | **2.59** | |
| 84 | **Jamshedpur** | India | **2.59** | |
| 85 | **Mecca** | Saudi Arabia | **2.56** | |
| 86 | **Vadodara** | India | **2.55** | |
| 87 | **Davao** | Philippines | **2.53** | |
| 88 | **Kanpur** | India | **2.53** | |
| 89 | **Ciudad Juárez** | Mexico | **2.51** | |
| 90 | **Tegucigalpa** | Honduras | **2.51** | |
| 91 | **Shenzhen** | China | **2.51** | |
| 92 | **Srinagar** | India | **2.50** | |
| 93 | **Coimbatore** | India | **2.49** | |
| 94 | **Abidjan** | Côte d'Ivoire | **2.49** | |
| 95 | **Yangon** | Myanmar | **2.46** | |
| 96 | **Dhanbad** | India | **2.46** | |
| 97 | **Rabat** | Morocco | **2.45** | |
| 98 | **Aleppo** | Syria | **2.42** | |
| 99 | **San José** | Costa Rica | **2.42** | |
| 100 | **Khartoum** | Sudan | **2.41** | |

# THE HEART AND SOUL OF HOUSTON