DOCUMENT RESUME

ED 278 464 JC 870 102

AUTHOR Bender, Louis W.
TITLE Emerging Land Use Practices in Two Year Colleges. A Report of a National Survey of Land Use Practices of Community, Junior and Technical Colleges.
INSTITUTION Florida State Univ., Tallahassee. Inst. for Studies in Higher Education.
PUB DATE Jan 87
NOTE 32p.
PUB TYPE Reports - Research/Technical (143)

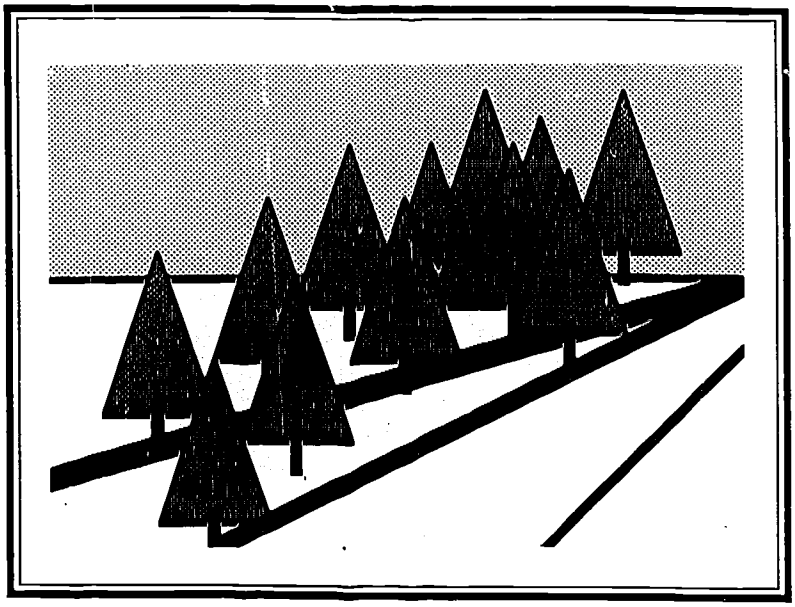
EDRS PRICE MF01/PC02 Plus Postage.
DESCRIPTORS *Community Colleges; Comparative Analysis; *Educational Facilities Planning; *Educational Finance; *Land Use; National Surveys; *School Policy; Two Year Colleges; Use Studies

ABSTRACT

A national survey was conducted to determine land use practices among a random sample of 192 two-year colleges and to compare findings with results from a 1978 study. The survey solicited a description of the institution; a description of all campus land together with estimates of acreage directly dedicated for educational programs, acreage unusable because of negative terrain, and acreage available for various land use purposes; a description of the actual use of all acreage, including estimates of costs associated with the uses; information on any income generated from land use, including data on oversight and operations; and ideas and problems associated with income land uses. Study findings, based on responses from 113 colleges, included the following: (1) 88% of the colleges reported that some percentage of the total campus acreage could be made available for various non-educational purposes; (2) the respondents reported that 8,133 acres (52% of the total acreage reported) was dedicated directly to the educational programs; (3) 53% of the institutions reported that all or portions of land available for various uses was used for aesthetic purposes only; (4) the 1986 survey found nearly twice as much acreage (1,214 acres) committed to public use as the 1978 survey; (5) nature trails and recreation areas were the most frequently reported public uses; (6) the total of the maintenance cost estimates reported was $1,260,188 for the maintenance of a combined total of 940 acres (or an average cost of $1,340.62 per acre); (7) 28 institutions dedicated 1,214 acres to income purposes, with the predominant pattern being for an institution to lease land for agricultural purposes; and (8) only 18 respondents to the 1986 survey and 15 respondents to the earlier survey had a formal land use policy. Case studies focusing on land use income and programming, ways of overcoming lack of funds, and an endowment for the perpetual care of the Wilkes Community College (North Carolina) campus are included in the study report, along with state- and institutional-level recommendations. (EJV)

# Emerging Land Use Practices In Two Year Colleges

A Report of a National Survey
of Land Use Practices
Of Community, Junior and Technical Colleges



By
**Louis W. Bender**
Professor of Higher Education

January, 1987
Institute for Studies in Higher Education
Department of Educational Leadership
College of Education
Florida State University
Tallahassee, Florida

# PREFACE

We are happy to issue the first in a series of Policy Papers sponsored by The Institute for Studies in Higher Education. The study reported in this issue was undertaken because of its potential to stimulate more creative land use practices among two-year colleges. Three broad land use policies were detected among the respondents, including (1) those which commit surplus land to aesthetic or land bank purposes; (2) those that have broadened their institutional purpose to dedicate some excess land to public use; and (3) those which have become enterprising by dedicating available portions of land to income purposes.

Millions of dollars might be added to the coffers of the two-year colleges throughout the nation if lands not required for direct educational programs were dedicated to generating income or the maintenance costs were eliminated. This paper presents data from a national survey, and several case study descriptions to illustrate some new and emerging practices including (1) perpetual care endowments, (2) designing educational programs to realize product or services income, and (3) entrepreneurship in developing income producing enterprise from excess land.

The Institute for Studies in Higher Education is dedicated to a mission of research and service at the state, national, and international levels. Four purposes have been identified by the higher education faculty including: (1) To focus upon institutional, state, regional, and national issues of management, governance, finance, educational programs and educational services through descriptive and analytic studies or through synthesizing analytic or evaluative aspects of postsecondary education; (2) To serve Florida State University as well as the State of Florida as a resource for policy analysis and research on issues of postsecondary education within the scope of the Institute's mission; (3) To complement the scholarly activities of the graduate program in higher education of the Department of Educational Leadership; and, (4) To serve as an initiator of activities and services intended to assist practitioners to deal better with problems and issues confronting immediate and future dimensions of institutional operation and vitality.

We welcome inquiries or proposals relevant to the mission and purposes of the Institute.

William L. Deegan
Institute Director

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## SECTION I. INTRODUCTION

There is an extensive literature on land as a resource as well as land use policy; however, little of it addresses higher education. Rhind (1980) has written extensively about municipal and other public organization use of land in achieving utilitarian, economic, and even political benefits. Barlowe (1986) has developed economic strategies for reducing or neutralizing land use costs but neither author deals with the land making up campuses of colleges and universities.

The study covered in this report grew out of a 1978 survey of randomly selected community colleges throughout the country as part of an investigation of land use practices. An assumption undergirding both studies was that land use represents a potential resource for financial support which has not been recognized or utilized by the majority of two-year colleges throughout the nation. At the same time, community college presidents, as well as state directors of community colleges, are painfully aware of the scarcity of financial resources to support programs and services of the institutions. Yet, conservative estimates of the number of acres of land not used directly or indirectly for the educational programs by community college campuses exceeds 75,000 acres. As a way to illustrate potential significance of new land use policies, let us assume the average maintenance cost of such land reported by respondents in this study were reduced or eliminated. As much as $81,825,000 would

be involved, simply by neutralizing the present annual fiscal requirement. However, if those acres were generating income at averages of agricultural acreage (from $100 to $500 and more), community colleges would enjoy an additional revenue from $7.5 million to $37.5 million each year.

**Changing Public Expectations**

Prior to the 1960s the public expectation of its educational leaders was to protect public property and make sure it would only be used for its designated social purpose. A change in public expectation evolved as evidenced in the growing importance of community services in the community college mission during the 1960s and 70s. The number of community groups and even individual citizens taking advantage of college space, facilities, and land became one indicator of successful and dynamic leadership. But the decade of the 1980s is witnessing a new expectation on the part of the public whereby community college leaders are expected to demonstrate resourcefulness and creative resource development, no longer assuming college operations to be supported solely by tax dollars and student tuition (Bender and Daniel, 1986).

**Major Types of Land Use**

Three different purposes can be identified from an analysis of community college land uses which are in cadence with the change in public expectations. A trend or pattern appears to be evolving from an earlier historic practice to an emerging contemporary approach.

Public Domain Protection: The most prevalent purpose in use of land for other than educational programs seems to be rooted in the historic origin of the residential college model. Where land exceeds the direct requirements for buildings, parking lots, and reasonable buffers of lawn, shrubbery, and walkways, aesthetic uses seem to predominate. Beautiful vistas of manicured lawns provide a sense of open space that communicates a collegial atmosphere. An examination of the policies and practices related to buildings and grounds at many of these institutions reveals an expectation that the institution protect land and buildings as part of the public domain consistent with historic taxpayer/legislator attitudes that good institutional leadership was preserving and protecting the public's investment.

The public trust policies of the historic residential model were modified as "visionary" presidents and state directors sought to capitalize upon long-range planning and anticipatory action intended to provide land for future expansion. Such leaders sensed the problems of inflation as well as the opportunity to garner public attitudinal support as the institution grew and served larger numbers of students in a service area. The land bank policy which thus evolved became viewed as prudent leadership and many colleges today boast large acreages attached to the present site or located throughout the service area for future facility development.

Public Use Purposes: As the stable state realities of the 1970s replaced the largesse of the golden decade, new value

systems began to press upon the two-year college. The community services concept brought about a 180 degree change from the psychology of the residency model whereby the campus was restricted to limited educational purposes and not available for use or abuse by the general public. The new concept called upon the community college to make its facilities "truly public" by being open for public use. The padlocks previously protecting tennis courts, gymnasiums, auditoriums, and other spaces were replaced with policies providing for legitimate organizations to utilize space and facilities which taxpayer monies had procured.

It soon became evident that such a posture was politically wise since those people using the campus were, in most cases, eligible voters whose good experience on the campus of the college might be reflected by their ballot at the polls. Now, "visionary" presidents and state directors instituted new land use policies. Nature trails, parks, and recreational space were created as a service to the community whether or not it was used for the direct educational program.

Contemporary Times - Income Use Purposes: Since the recession of the mid 1970s, state and institutional leaders have sensed a new expectancy emerging from the public. A small but identifiable trend of public two-year colleges using land for income generation was found in the 1978 survey and again in this study. Income generated from excess unused land may be added to the support base of the institution or serve as a supplement through the sponsor or college foundation or even become a

reserve to accommodate unanticipated events. The results of this study compared to the 1978 study suggests community college presidents are reexamining their philosophy, policies, and practices of land use with a growing number adopting creative resource development strategies.

**The Design of the Study**

The research method employed in both studies would be classified as descriptive survey. The survey instrument was the same but in the 1978 study was sent to a random sample of two-year institutions listed in the 1977 COMMUNITY, JUNIOR, AND TECHNICAL COLLEGE DIRECTORY published by The American Association of Community and Junior Colleges while the 1986 survey was sent to 192 different institutions randomly selected from the membership list of The National Council of Resource Development. No attempt was made in either study to identify in advance states having land use policies or practices.

The Instrument: Five areas of information were solicited in the survey instrument. Respondents were asked to provide a description of the institution (each campus when a multi campus was involved), and then a description of all campus land together with estimates of acreage directly dedicated for educational program, acreage unusable because of negative terrain, and acreage available for various land use purposes. Then, the respondent was asked to show the actual usage of all acreage including estimates of costs associated with the uses. Information was then solicited on any income generated from land

use as well as information on oversight and operations. Finally, respondents were asked to offer ideas or identify problems associated with income land uses confronting that college.

Data Collection and Analysis: Data were collected through a single mailout to a sample of institutions and no follow-up attempt was made. Analysis of data collected was carried out by a simple tabular procedure and any policies or other documents sent by the institutions were analyzed through a content analysis method. A telephone follow-up was utilized to gain more information for the institutions covered in the report as case study examples.

## SECTION II. SURVEY RESULTS

### Respondents

As shown in TABLE A, 113 institutions participated in the study out of the 192 originally surveyed. This provided a response rate of 58.9 percent which compared favorably with the 1978 study response when 119 institutions produced a 42 percent return rate. At least one response was received from each of the 30 states canvassed.

Of the 113 institutions responding in this study, 99 (88 percent) reported some percentage of the total campus acreage could be made available for various land use purposes beyond that acreage directly required for the educational program (including reasonable buffers for shrubbery, lawns, and pathways). Nine of

TABLE A
(1986)
NATIONAL LAND USE SURVEY SUMMARY

| States | # Surveyed | # Respon. | Land Avail. | # Have Land Policy | Aesth. Use | Land Bank Res. | Public Use | Income Use | St. Law Barrier |
|---|---|---|---|---|---|---|---|---|---|
| Alabama | 7 | 4 | 4 | 1 | 2 | 1 | 1 | 1 | 3 |
| Arizona | 5 | 4 | 4 | 2 | 1 | 1 | 1 | | |
| Arkansas | 3 | 2 | 2 | | 1 | | 1 | | |
| California | 25 | 7 | 6 | | 3 | 1 | 1 | 2 | 1 |
| Colorado | 3 | 1 | 1 | | | | 1 | 1 | |
| Florida | 7 | 5 | 5 | | 2 | | 3 | | |
| Idaho | 2 | 2 | 2 | 1 | 2 | | 2 | 2 | |
| Illinois | 8 | 4 | 3 | | 2 | | 1 | | |
| Iowa | 5 | 4 | 4 | 1 | | | 1 | 3 | |
| Kansas | 8 | 6 | 5 | | 4 | 1 | 1 | 1 | 1 |
| Kentucky | 4 | 2 | 1 | | 1 | | | | 2 |
| Maryland | 8 | 6 | 5 | | 2 | 2 | 1 | 2 | 1 |
| Massachusetts | 6 | 4 | 2 | | 2 | | 1 | | 1 |
| Michigan | 10 | 6 | 4 | | 4 | | 1 | 1 | 1 |
| Minnesota | 4 | 3 | 2 | | 2 | 1 | | 1 | 2 |
| Mississippi | 4 | 2 | 2 | | | | 1 | 1 | |
| Missouri | 4 | 2 | 1 | | 1 | 1 | | | |
| Montana | 2 | 2 | 2 | 1 | 1 | | 1 | 1 | |
| Nebraska | 4 | 2 | 2 | | | | | 2 | |
| New Jersey | 5 | 2 | 2 | 1 | 2 | 1 | | | 1 |
| New York | 11 | 7 | 5 | 2 | 1 | 1 | | 3 | |
| No. Carolina | 12 | 7 | 7 | 2 | 4 | | 3 | 1 | 1 |
| North Dakota | 1 | 1 | 1 | | | | | 1 | |
| Ohio | 5 | 4 | 4 | 1 | 1 | 1 | | | 2 |
| Pennsylvania | 5 | 2 | 2 | | 2 | 1 | | | 1 |
| So. Carolina | 10 | 10 | 10 | 1 | 5 | 2 | 1 | 1 | 5 |
| Texas | 10 | 5 | 4 | 2 | 1 | 1 | | 2 | |
| Virginia | 4 | 2 | 2 | | 2 | | | | 2 |
| Washington | 5 | 2 | 2 | | 2 | | | | |
| Wisconsin | 5 | 3 | 3 | | 2 | | 2 | 2 | |
| States: TOTALS 30 (Percent) | 192 | 113<br>59% | 99<br>88% | 15<br>13% | 52<br>53% | 15<br>15% | 24<br>24% | 28<br>28% | 24<br>(14 States) |
| 1978 STUDY TOTALS | | | | | | | | | |
| States: 27 TOTALS (Percent) | 287 | 119<br>14% | 106<br>89% | 15<br>13% | 44<br>42% | 21<br>20% | 19<br>18% | 22<br>21% | 27<br>(13 States) |

these institutions were multi-campus in nature, actually resulting in 117 different campuses being represented in the results.

**Available Land**

All but a few of the respondents did provide acreage data; however, all acreage figures reported are admittedly estimates and therefore the reader is cautioned that some extremes in estimates would need to be examined if statistical applications were being used. For example, a college reporting a total acreage of 165 acres indicated 120 of those acres are directly used for the educational program while another college reported a total of 78 acres requires only 35 acres directly for the educational program. When contrasting the total enrollments for both institutions, however, one finds the former had a student population of less than 500 while the latter had an enrollment in excess of 6,000. Obviously, it would be impossible to have agreement from all respondents on what represents "a reasonable buffer for shrubbery, lawn, pathways, etc.". Nevertheless, the total acreage covered by the 1986 survey was 15,641 acres which would average 165 acres per respondent institution. The range revealed 19 institutions having campuses of less than 50 acres while 20 other institutions reported campus acreage in excess of 200 acres

A breakdown of total acreage can be found in Table B which covers findings of the 1978 study as well. Respondents in both studies are surprisingly close in their pattern of classifying

acreage. The 1986 respondents reported 8,133 acres (52 percent of the total acreage reported) is dedicated directly for the educational program. A total of 1,790 acres was judged as unusable because of negative terrain while 5,118 acres were identified as available for various land use purposes.

TABLE B

ACREAGE BY PURPOSE

| | Campuses | Total Acreage | Ed. Use Only | Deemed Unusable | Land Avail. | Public Use | For Income |
|---|---|---|---|---|---|---|---|
| 1986 Survey | 117 | 1,5,641 | 8,133 (52%) | 1,790 (11%) | 5,718 (37%) | 1,214 | 1,708 |
| 1978 Survey | 122 | 16,289 | 7,941 (48%) | 1,707 (10%) | 6,641 (41%) | 660 | 1,882 |

**Aesthetic or Land Bank Use**

Fifty-two of the institutions (53%) in the most recent survey reported all or portions of land available for various uses is dedicated to an aesthetic purpose only. Fifteen institutions (15%) reported excess land as being held in reserve as a land bank in contrast to 21 respondents (20%) in the 1978 study reporting the same policy.

**Public Use Acreage**

The following observation was made in the 1978 study report: "Since 14 of the 44 aesthetic use respondents included comments that they plan to establish future public use acreages, the investigator was led to believe such use is relatively new and is just now emerging." The increase in the number of institutions

reporting this practice (24) as well as the significant increase in acreage dedicated to such use revealed in this study would seem to substantiate that earlier hypothesis. The 1986 survey found nearly twice as much acreage (1,214 acres) committed to public use as reported by institutions in the 1978 study.

As shown in TABLE C, nature trails and recreation areas were the most frequently reported public uses. It is obvious that institutions have taken advantage of their unique circumstances with a Massachusetts institution reporting an historic site and a North Carolina institution reporting an historic building as part of the special public uses. Lakes and picnic areas were also frequent public use activities. The 1986 survey would suggest a growing commitment on the part of the community college leadership to attract as much of the citizenry as possible to the campus site whether for educational or non-educational activities.

TABLE C

PUBLIC USE ACTIVITIES

| College | Nature Trails | Parks | Recreation Areas | Public Use Buildings | Special Events Use |
|---|---|---|---|---|---|
| Aims CC (CO) | X | | X | | X |
| Asheville-Buncombe (NC) | | | | X | X |
| Cayuga Co. CC (NY) | X | | | X | |
| Cowley Co. CC (KS) | | | X | | |
| Gulf Coast CC (FL) | | | X | | |
| Harrisburg Area CC (PA) | X | | | | X |
| Holyoke CC (MA) | | | X | | |
| Jamestown CC (NY) | X | X | X | | |
| Lake Tahoe CC (CA) | X | | | | |
| Middlesex CC (MA) | X | | | | X |
| Midlands Tech (SC) | | X | X | | |
| Neosho Co. CC (KS) | | | X | X | |
| Nicolet C & Tech. Inst. (WI) | X | | X | | |
| Polk CC (FL) | | | X | | |
| Southside Virginia CC (VA) | X | | | | X |
| Spartanburg Tech (SC) | | | X | | |
| Valencia CC (FL) | X | | X | X | X |
| Westark CC (AK) | X | | | X | |
| Western Piedmont CC (NC) | X | | X | X | |
| Wilkes CC (NC) | X | X | X | X | |

**Land Maintenance Costs**

The study attempted to determine the annual cost of maintenance or improvement of lands held by institutions not directly used for the educational program. Unfortunately, many of the respondents failed to include such estimates. Among those who did report, some estimated it cost the institution nothing because the land is wooded or virgin terrain. Estimates then progressed upward with a college in Kansas reporting an annual cost of $14,737.54 for 1.59 acres and a North Carolina institution reporting a cost of $90,000 to maintain 8 acres. The total of the maintenance cost estimates reported was $1,260,188 for the maintenance of a combined total of 940 acres (or an average cost of $1,340.62 per acre). Again, the reader is cautioned that the extreme variations in the figures reported would suggest few institutions actually know or carry out any kind of systematic cost data collection and analysis. If anything, both surveys reveal the absence of any systematic approach to land costs or determination of the fiscal implications of alternative land use strategies by the community colleges.

**Land Income Activity**

As was revealed in TABLES A and B earlier, 28 institutions in the latest study dedicate 1,214 acres to income purposes in contrast to 22 institutions in the earlier study that reported 1,882 acres generate income. Several institutions reported student groups are encouraged to harvest fruit from existent

groves or orchards or to sell firewood from the campus woods with the proceeds being used by the student organizations.

The predominate usage pattern in both studies is for an institution to lease land for agricultural use (see TABLE D). Respondents reported acreage dedicated to a variety of crops, usually reflective of the region of the country and the situation of the college. Among the interesting crops were Christmas trees and sod.

TABLE D

INCOME USES

| | |
|---|---|
| **LEASED AGRICULTURAL** | |
| Chesapeake C (MD) | Wheat, Soybeans, Corn |
| College of So. Idaho (ID) | Beans, Hay |
| Flathead CC (MT) | Wheat, Barley |
| Gateway Tech. Inst. (WI) | Various- Elkhorn |
| Harford CC (MD) | Sod |
| Lake Region CC (ND) | Small Grain, Hay |
| Marshalltown CC (IA) | Corn |
| Miles CC (MT) | Grazing |
| Napa Valley C (CA) | Hay |
| Orangeburg-Calhoun Tech. (SC) | Corn, Soybeans |
| Paris JC (TX) | Wheat, Cattle |
| West Shore CC (MI) | Christmas Trees |
| **COLLEGE MANAGED FARMING** | |
| Barton Co. CC (KS) | Alfalfa, Hay |
| Blue Ridge Tech. (NC) | Beef Cattle |
| College of the Sequoias (CA) | Cotton, Alfalfa, Barley, Dairy Cows |
| Copiah Lincoln JC (MS) | Pine Timber |
| Merced CC (CA) | Field Crops, Orchard, Vineyard |
| Napa Valley C (CA) | Grapes |
| Trident Tech. (SC) | Ornamental/Foliage Plants |
| **LEASED RECREATIONAL** | |
| Copiah Lincoln JC (MS) | Golf Course |
| Macomb CC (MI) | Baseball/Other Sports Fields |
| Muskegon CC (MI) | Golf Course |
| No. Idaho C (ID) | Lake Boat Rentals/Snack Bar |
| **COLLEGE MANAGED OTHER INCOME** | |
| CC of Baltimore (MD) | Paid Parking (Metered Lot) |
| Davidson Co. CC (NC) | Cable TV Tower & Studio |
| Jefferson CC (NY) | Residential Rentals |
| Lurleen B. Wallace St. JC (AL) | Golf Course |
| Paris JC (TX) | Stadium Leased to High School |
| Rochester CC (MN) | Firewood |
| Waukesha Co. Tech. (WI) | Gravel Mining |

College managed agricultural activities often are in conjunction with the educational program. Noteworthy here is the fact that the colleges are approaching the enterprise as a business activity, a reflection of the contemporary public attitude. Historically, in contrast, products generated by public institutions would have been expected to be donated to other public organizations.

The more enterprising income land uses reported also related to the unique circumstances of the college. Metered parking lots, sale of ornamental/foliage plants, or sod from campus lawns and rental for a cable TV tower and studio are illustrative of opportunities for creative enterprise.

**Use of Income and Barriers**

The respondents were asked to indicate how income realized is used. Of those reporting, 9 colleges used the income as part of the operating reserve. Three institutions assigned the income to the college foundation while one respondent each reported use of income for scholarships, campus beautification, capital reserve, and support of student activities.

Originally, it was hypothesized that many institutions would find it necessary to establish a separate governance structure such as a foundation or non profit corporation in order to avoid complications with state law or regulation. While the response to this section of the questionnaire was very low, it would appear that policy, oversight, and financial operations associated with land use is treated the same as other aspects of

the college operation (17 respondents) while 3 reported use of a foundation for such governance and 9 reported their land use governance was treated as a separate auxiliary self-supporting project. This is particularly interesting in view of the fact 24 respondents representing 14 different states indicated they could not use land for income generation because of state legislation or regulation. It would appear state level barriers are more apt to be in states where two-year colleges are part of a state system such as Alabama, Kentucky, Massachusetts, Minnesota, South Carolina, and Virginia; however, quite a few respondents were from states where strong local control exists. Particularly interesting is the fact that in 8 of the states reported as having state level barriers were among those in which a college reported land use activities. It could be that the barrier is more imagined than real. Or, it could be that the changing public attitude is pressing for different state level policies.

**College Land Use Policies/Plans**

One of the more startling findings of both surveys was the fact so few colleges reported having a "formal" land use policy. Only 18 respondents in the 1986 survey and 15 respondents in the earlier survey indicated the existence of a land use policy. Interestingly, less than half of this group use land for income generation. Upon analyzing the specific policies reported, moreover, it becomes clear few actually have developed any meaningful or comprehensive policy. Several institutions attached documents which in reality are campus site development

plans having no reference to the purposes or strategies of land use. The majority of respondents gave single sentence policy statements.

Policies reported by those not using land for income reflected such positions as:

> The Board of Trustees has made it clear they do not want the district's land used for any purposes other than educational.
>
> Retain for future (unspecified) development, maintain "vacant" land status as required by municipal codes.
>
> Use in conformity with our Master Plan for ultimate development of the campus.
>
> The college campus is dedicated to its educational program and the aesthetic enrichment of the community.
>
> Land will be maintained for future campus expansion and used for recreation and other public uses in the meantime.
>
> The campus and facilities of the institution are available to the public.

Policy statements reported by those institutions having income producing lands reflected the following:

> Educational considerations are given priority over agricultural considerations in the determination of land use.
>
> Land is to remain under farm cultivation until such time as it is needed for expansion; benefits to accrue to the college.
>
> All farming operations must be consistent with the college curriculum and with soil conservation practices.
>
> All income derived from land owned by the college shall be used for student scholarships.

One college attached a glossy-covered Master Plan document prepared by an architectural firm while another college attached an extensive soil and terrain analysis and map prepared by a county department; however, neither outlined the philosophy and use purposes of the college's governing board. Several respondents indicated a desire to develop a comprehensive land use policy in the future.

Colleges were asked whether there were any future plans for public use or income use of college land. Twenty-six institutions reported plans to develop public use facilities including recreation areas, tennis courts, parking facilities, nature trails, an economic development center, and a "typical farm". Seven other institutions indicated plans for future income use including: develop an industrial park, operate a college farm, lease for agricultural purposes, re-seed and harvest timber, develop fish ponds for aqua culture program and sale of fish.

## SECTION III. OBSERVATIONS AND CASE DESCRIPTIONS

The dearth of literature on land use policies or practices in higher education may be due to historic tradition or the perception by college leaders that involvement in land use for income purposes would unduly detract from the educational program. In addition, as reported in this study, many administrators perceive the existence of negative attitudes

towards such income strategy by local boards of trustees or local business people. There is strong criticism of non-profit organization competition at the national level by the Office of Advocacy of the Small Business Administration as well as other representatives of the small business community (for a brief comprehensive discussion of this issue, see the December 23, 1986 AACJC LETTER [issue #222].) Yet, equally strong advocacy is being given by groups and organizations that point to the absence of a profit motive and the ultimate benefit to the public derived by enterprising non-profit organizations (some of this viewpoint is reported in the same AACJC LETTER). For this study, however, several case study examples illustrate the entrepreneurship taking place among community colleges which can be credited with adding to the success and dynamic of the institution.

**Land Use Income and Programming**

Numerous community colleges have policies and programs which provide for the sale of products or services resulting from the end product of an educational program. This is particularly true in occupational programs where skill development requires hands on production work. A number of the colleges covered in this study manage farms as a result of their agriculture technology programs, for example.

Hocking Technical College in Ohio is unusual for the extent and comprehensiveness of its programming, land use, and entrepreneurial activities. It epitomizes creative leadership that has utilized the unique circumstances of its environment,

campus land, and educational mission. Hocking Technical College (HTC) offers occupational programs undergirded by real life laboratory experiences. For example, it owns and operates its own hotel, The Hocking Valley Inn, which is a component of the Hotel and Motel Management program, the Culinary program, and the Travel and Tourism program of the institution. The latter program also explains the fact that HTC has a Travel Agency which is a branch of the American Automobile Association. It also operates a saw mill as a result of its Timber Technology programs. The existence of oil and natural gas in the region explains the fact that HTC also operates drilling rigs as part of its Oil and Gas Drilling Technology program. In fact, the college has discovered enough natural gas on its own campus that it is moving toward self-sufficiency in its own fossil fuel requirements. Yet, drilling services add to the income from the saw mill, travel agency and hotel operations. The proceeds are returned to the college's general fund. Even community services or public use activities at HTC are intended to complement the educational program. A Museum of the timber industry and a Nature Center are open to the public and do attract tourists to the area. They are staffed by student trainees learning to be interpreters and park guides. Hocking is in the vanguard of institutions that appear to be in cadence with the contemporary public attitude and functioning from a business model perspective.

**Overcoming Lack of Funds**

One of the barriers reported in this study to develop land for income use was lack of funds. An interesting case study of entrepreneurship can be seen in the approach used by Lurleen B. Wallace State Junior College (LBW) in Alabama to build a golf course for public use and income generation. That college serves a three-county predominantly rural area whose economic level would be below the national average. The president of LBW gave leadership to construction of an 18 hole golf course at a cost of approximately $20,000 which was paid through local gifts and donations. Fifty-three acres of the 152-acre site were used for this purpose. The president secured voluntary services during the planning, design, and layout stages of the golf course utilizing a local golf pro and the U. S. Army Corps of Engineers. He subsequently negotiated with a local military installation for earthmoving equipment and personnel during the constuction stage. The result was a beautiful golf course boasting a pond serving as a water barrier and many mature pine trees left standing in a predominantly level area but now transformed into picturesque rolling terrain. A gift campaign was utilized to collect sets of golf clubs for use as part of the educational program of the college and for rental for public use of the course. Recognizing the fact golf clubs are often given as a Christmas gift, the president negotiated free public service ads carried by the local cable TV station in the days immediately following Christmas. Quite a few sets were received through that TV ad campaign which

reminded potential donors of the tax benefit that would accrue from their generosity.

Construction of a golf course might seem frivolous or the result of an ardent golfer-president using his office to give vent to his favorite pastime. Yet, when one confers privately with that president, one learns he does not play the game. The president points out their three-county service area boasts a number of golf courses but all are part of a private club. As a consequence, golf is not available to the black community which makes up a large percentage of the total population. Therefore, that president cleverly created a community service reflective of the highest ideals espoused in the community college philosophy while also adding to the physical education program in the college curriculum and to the general fund coffers as well.

Overcoming the barrier of funds can be addressed in other ways as well. Numerous civic clubs and organizations seek a worthy project each year toward which to focus their efforts and energy. Use of student groups as an extension of the educational program has proven effective in some institutions when developing nature trails, picnic facilities, park areas, or recreation areas. Still other institutions have found it effective to call upon local artisans and business people who willingly donate services and/or materials for the public good. Two-year colleges have only begun to utilize the volunteerism ethic of Americans which not only provide the product of directed efforts but also generate a sense of personal pride or ownership on the part of

the donor.

**Endowed Perpetual Care**

An unanticipated policy related to college land was revealed in this survey. Wilkes Community College in North Carolina is in the midst of fund-raising for $1.3 million endowment for the perpetual care and beautification of the college campus. Wilkes has had an outstanding horticulture program for many years led by a creative, energetic, and enterprising instructor who voluntarily has provided consultation, advice and assistance to local individual citizens and even groups interested in horticulture. The good will he has earned and his dedication to the Wilkes campus being a horticulture showplace led him to seek support and collaboration of the college's Resource Development Office to undertake the perpetual care endowment campaign.

The college earlier had successfully solicited funds for plantings of indigenous trees, bushes, and shrubbery along a picturesque fieldstone stepway leading several hundred yards up cliff-like terrain from the lower building complex to another built on top of the cliff. The precedent already existed, therefore, for local citizens to contribute to the beautification of the campus. Consequently, it was not too surprising when a local patron donated the capital cost of developing a rose garden with a beautiful fountain and rock garden area and then contributed to its perpetual care in the endowment drive. At the time of this report, Wilkes Community College had already received in excess of $700,000 of its $1.3 million endowment

goal. Furthermore, the horticulture instructor had not only developed a site plan that served as the case statement for the fund-raising campaign but also had prepared the appropriate application and documentation for the campus to be listed in the National Registry of Public Gardens. It is anticipated that the sign to be placed along the highway will result in tourist income for the community as an outcome of this enterprising activity by the college.

## SECTION IV. RECOMMENDATIONS

The assumption upon which both studies were based is that many community colleges have campuses of sufficient size that portions not used directly for the educational program could be used for other purposes. An evolution in public attitudes appears to be occurring whereby the community college leadership will be expected to look upon such land as potential for resource development. To accomplish this, however, a number of barriers will need to be overcome ranging from state level policies to local attitudes and perceptions. As a result of the two surveys, a series of recommendations are offered to facilitate enterprising community colleges in utilizing excess land as a resource.

### State Level Recommendations

State Directors of Community Colleges should examine the

potential for alternative land use policies in expanding or strengthening programs of the constituent community colleges. Use of a Task Force Study Committee or included as a discussion item for the statewide Council for Community College Presidents could facilitate determination of points of view, advantages and disadvantages, as well as the subsequent steps necessary to achieve a statewide land use practices policy. Where state systems are involved, position papers or informal discussion with the State Board would seem appropriate. In any event the following recommendations are made for state level consideration:

1. The State Director should determine the land use practices of constituent two-year colleges and examine the pattern within the context of the evolution of public attitudes and expectations.

2. The State Director should solicit information on land use practices and creative applications reported by other states and serve as a clearinghouse on new or different approaches.

3. The State Director should determine the nature and extent of legislative or regulatory barriers to land use practices in the state and then take appropriate action that best serves the interest of the constituent colleges and the state.

4. States wishing to encourage or enhance creative land use policies and practices could (a) sponsor a statewide forum or workshop for college representatives and (b) develop incentive legislation intended to facilitate new policies and practices.

**Institution Level Recommendations**

There were two alarming findings as a result of both the 1978 and the 1986 surveys. Community colleges simply do not know

much about their land, its cost, or its potential. The second finding naturally results: community colleges do not have comprehensive systematic land use plans. Therefore, the following recommendations are made:

1. Colleges should carry out a comprehensive analysis of land use, maintenance costs, and the relationship of alternative potential uses to short and long-range goals of the institution. Colleges need to know the actual direct and indirect cost every acre (for every square foot, really) of land making up the campus.

2. Colleges should consider the various options for resource development related to excess land that would benefit the college including (a) maintenance cost reduction or elimination, (b) perpetual care endowment, (c) income generation, or (d) other initiatives.

3. Each college should develop a land use plan and policies. Time should be taken to determine and then guide the institution and assure community acceptance of a comprehensive plan having the following component parts:

   Philosophy: A philosophy of land use that reflects the tradition, values, and goals of the community and the college (a non-partisan task force or committee can be used for formulating this).

   Governance: Determination of the appropriate governance structure should be made in order for the college to achieve the objectives of its land use plan and any income that might be generated thereby.

   Program: A number of criteria should guide the college in determining the land use program including (a) attitudes and acceptance of the community, (b) capability of the college to carry

any land use project in an exemplary manner consistent with best practices enterprise, (c) should relate to the mission of the college, and (d) should contribute, never deter from, the educational program of the college.

Operations/Finance: Before any decision is made to dedicate some of the college's land for income use and before any public announcement is made, a thorough analysis of requirements of development, operations, and long-term maintenance must be made. Direct and indirect costs of capital investment must be determined as well as source(s) of such capital as well as the back up sources for any future shortfall.

Audit/Accounting: The locus of accountability needs to be established as well as provision for an independent audit of income generating operations on an annual basis.

Two-year colleges of the 1990s will have developed enterprising approaches and developed resources far beyond those presently recognized or identified. This is predictable because they are the most dynamic and adaptable organizations found in higher education. State directors have an opportunity to give leadership in realizing the potential of college-owned land as one of the promising areas for income generation by serving a clearinghouse function on enterprising activities and by promoting supportive state legislative or regulatory policy. Local trustees and presidents should study the potential of all college-owned land for cost containment as well as income producing strategies; then, develop a comprehensive plan.

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## ABOUT THE AUTHOR

Louis W. Bender is Professor of Higher Education in the Department of Educational Leadership and Director of the State and Regional Higher Education Center, an affiliate of the Institute for Studies in Higher Education, at The Florida State University. He specializes in policy studies related to the community college in such areas as governance, organizational structure and management, resource development, management information, as well as state level coordination and planning. His interest in land use policy developed during his service as State Director of Community Colleges and then as Assistant Commissioner for Higher Education in the Commonwealth of Pennsylvania during the 1960s when he participated in formulation of state regulations governing land, site, and facility requirements for the community colleges in that state. Subsequently, he has served as a consultant to state systems and individual colleges on campus and facilities master plans, operations, and assessment. Professor Bender is an active researcher and author and serves on several editorial boards of professional journals. He also is a member of the Board of Directors of the American Association of Community and Junior Colleges and the State Board for Independent Colleges and Universities in Florida.