University Real Estate Development:
Campus Expansion in Urban Settings

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Abstract

University Real-Estate Development is a new area of academic and applied inquiry that explores the ways institutions of higher education expand outside of their traditional campus boundaries. The University Real-Estate Development (URED) database is a searchable collection of real-estate projects (URED projects) undertaken by urban colleges and universities outside of or on the periphery of traditional campus boundaries. URED projects are described using institutional demographics, project demographics, and a detailed narrative. Initial findings indicate that 37%, or 225 of 604 institutions researched are currently expanding outside of or on the periphery of their existing campus. The majority of institutions with URED projects, 115 or 52% of 225, had more than one URED project completed between 1998 and 2005.

About the authors

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I. Introduction

University Real-Estate Development is a new area of academic and applied inquiry that explores the ways institutions of higher education expand outside of their traditional campus boundaries. The University Real-Estate Development (URED) database is a searchable collection of real-estate projects (URED projects) undertaken by urban colleges and universities outside of or on the periphery of traditional campus boundaries.[i] Each case study describes a URED project through institutional demographics, project demographics, project categorization, and a detailed narrative.

Expansion outside of or on the periphery of traditional campus boundaries is the result of internal and external demands. Universities need space for increasing student enrollment, solidifying their presence in a community or region, and generating revenue. These demands lead to the construction of classrooms, research space, stadiums, field houses, parking, and student housing. These are related specifically to the academic mission of the university.

In addition to mission-related purposes, URED projects are a response to external forces brought by the university's constituents. As one of the few place-based institutions remaining in cities, universities have constituencies both on campus and off. On-campus constituencies include faculty, staff, and students who pressure the university for high-quality facilities. Off-campus pressures come from neighboring communities, municipal and state governments, and inter-university competition.

Off-campus pressure leads to projects that have embedded community or regional economic development goals. URED projects that involve the construction of early childhood education centers, elementary and secondary public schools, small business development centers, neighborhood housing, and health clinics are designed and implemented with the specific goal of improving neighborhoods and communities outside of the institution. URED projects that create research parks and business incubators are undertaken as part of larger regional economic development goals.

Regardless of benevolent economic development goals, URED projects still work to advance the university. These raise the profile of the university as major economic generator and contribute to community- or government-led regional economic development programs. The first results section, **Causes for Expansion Outside Traditional Campus Boundaries**, explores the motivation of the university, what types of projects are being done, and with what degree of frequency.

In addition to representing the university's academic, community, and economic goals, the type of project constructed is a reflection of the ability of the university to procure funding and space, negotiate successfully with the community and government, and have the internal leadership necessary to complete real-estate development projects. The sections **Financing and Financial Return**, **Methods of Property Acquisition**, **Conflict and Collaboration Outside of the University**, and **Organization and Leadership Within the University**, take a closer look at why URED projects succeed or fail.

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The final results sections examine special types of URED projects in depth and consider URED projects on specific types of campuses. Projects designed for specific reasons are discussed in the sections **Community Economic Development**, **New and Satellite Campuses**, and **Multiple-University URED Projects**. While these projects are numerous enough to illustrate some trends, the projects that each university or group of universities undertake are fundamentally unique responses to local economic, government and regulatory conditions. The final section on **Differences Between Public and Private Institutions** explores the disparities between these specific subsets of colleges and universities.

This paper is divided into four sections. Section II identifies the **Methodology** undertaken for compiling the case studies in the database. Some topics for research developed over the course of the project and were included in the final results. Additionally, using newspapers to research technical financial and phased development projects presented a unique challenge. Section III examines the **Results** identified by the collection of case studies. This section covers the subtopics mentioned above. Finally, Section IV provides some **Conclusions** about college and university URED projects, and offers some directions for further research.

II. Methodology

The University of Baltimore, through a contract with the Lincoln Institute of Land Policy, began the URED Database project to identify colleges and universities that are undertaking development projects outside their original or traditional campuses. Urban colleges and universities provide potential for interesting cases, since they are situated among developed and established neighborhoods. In some cases, these neighborhoods present support for increased university presence in the neighborhood; in other cases, they resist campus expansion plans.

A. Institution Identification

The project started with an initial list of 763 colleges and universities. Institution listings came from the *Chronicle of Higher Education*.[ii] Urban areas were identified as MSA's and CMSA's in the 2000 US Census Bureau. Metropolitan statistical areas (MSA) and consolidated metropolitan statistical areas (CMSA) are county based regions established by the US Census Bureau to illustrate the economic impact of major cities.

For profit institutions such as technology and professional certificate schools and college chains were removed, leaving nonprofit colleges, universities, community colleges, and professional schools. As universities and colleges have established new or satellite campuses in large cities those institutions were added to the database. The current list of colleges and universities has over 800 schools.

B. Research Process

Initial search parameters were established based on existing knowledge of university real-estate development, specifically Perry and Wiewel's *The University as Urban Developer*.[iii] Such initial presumptions included a few of the purposes for expansion, the types of facilities that would be expected, and the probability of finding discussions of community opposition.

A time frame for projects was set between 1 January 1998 and 5 May 2005. The earlier date was set by an apparent beginning to the recent boom in university master planning. Within the past 9 years, most universities have undergone at least one master planning process. Such a document provides information about the immediately prior construction projects and outlines upcoming projects. The actual time frame of case studies in the database falls mostly within these parameters. Some projects that were scheduled for capital budgets or master plans but had little or no further information were identified in STUB case studies for future completion. Stub cases include institutional information, a synopsis containing the project start and completion dates of the project, and a citation to the university's master plan or the press release containing the project information.

Universities were researched on a state-by-state basis using LexisNexis newspaper search and other web sources. An initial review of local newspapers and magazines provided a broad sweep of projects undertaken in each metropolitan region. These sources frequently provided the specific project names or the dates of construction projects. Occasionally, the project name would be input to Google with the word "stop" or "anti" in order to find opposition.

Specific project names were further searched in newspapers and online resources. Institutional websites provided additional information including location and structure of the campus, information about the use of the project, and details about the institution's internal processes. Searches of campus websites would often yield master plans and notes from committee meetings that discussed the process the institution used to decide on URED projects. Universities that utilize websites as public archives for internal decision making are commended.

C. Database Abilities

The database contains demographic information for each project and institution. Demographic information is searchable by drop-down menu. Each case study is also searchable by narrative keyword. (Appendix A).

Over the course of the 15 month research process, subject categories were added and removed as research required. Some initial search terms were found to be too confining. New terms were added as the universities showed themselves to be creative in the types of projects that they were undertaking. In addition to traditional academic, administrative and residential projects, universities added facilities for religious organizations and k-12 schools. Sources of land had to be modified as it became apparent that schools were

taking advantage of property owned by nonprofit entities such as religious organizations. The final database represents organic growth from the initial assumed demographics and categories.

D. Institution Demographics

General information about each institution is included with each project case study. In addition to name, location, and public or private status, institutions are identified by student population and degrees conferred. This data is collected from the Institute of Education Sciences' National Center for Education Statistics website.[iv] When available, the demographic information also contains an institutional contact with the individual's position within the institution, a phone number, and e-mail address.

E. Project Demographics

The database is also searchable by project specific information. Information collected is the cost of the project, the square footage of the structures involved, and the parcel square footage. The name and URL of the developer, an opened or project completion date, and a project timeline are also included in the project demographics.

F. Project Categorization

Three primary categories were created for URED projects to create searchable parameters for the database: purpose, construction and property source. These categories were not created to be definitive descriptions of the project but to provide overarching themes for comparison. A number of descriptors were added to these categorizations as it became apparent that schools were undertaking multiple projects of a particular type.

URED PURPOSE categorizes projects into fifteen types based on the dominant use of the facility:
- *Academic*: structures designated for academic or classroom space
- *Administrative*: structures designated for administrative offices
- *Arts*: structures built primarily for artistic and cultural endeavors
- *Athletics*: structures designated primarily for athletic activities
- *Demolition*: projects that involved the destruction of a structure without plans for construction
- *Early Child Care/ Education*: structures designated to the education and care of young children, generally pre-kindergarten
- *College Sponsored K-12 schools*: projects that involved the creation and/or support of a kindergarten through 12th grade school
- *Land Sale or Swap*: sale or exchange of campus property; demolition and land sale or swap are the two types of real-estate project that involve the university dealing in property outside of its traditional boundaries without expanding the campus

- *Mixed Use*: structures developed for multiple purposes
- *New or satellite campuses*: the construction of a new campus, generally within the same state as the host institution[v]
- *Other*: structures that do not fall into any other category
- *Religious*: structures designated for religious use
- *Research*: structures designated primarily for research including but not limited to research parks
- *Residential*: structures designated for housing, either student, institution faculty and staff, or community
- *Student Centers*: structures designated for student services and/or student life

URED CONSTRUCTION categorizes projects into four types based on the construction involved:

- *New*: the construction of completely new structures
- *Renovation*: structures that were renovated
- *Renovation and Expansion*: renovation of an existing building as well as the addition of a new building or wing
- *NA*: projects that do not involve construction or renovation of structures on the property

URED PROPERTY SOURCE categorizes projects into nine types based on the previous owner or controlling party of the property:

- *Campus Property:* Property owned by the university, the university foundation, or a nonprofit entity controlled by the university[vi]
- *Government*: property most recently controlled by city, state, or federal government
- *Leased*: the university leases the property from another organization
- *Other educational institution*: another college or university controlled the property
- *Other*: Previous owner is known, but does not fall into one of the narrower categories.
- *Nonprofit*: a non-governmental, nonprofit organization
- *Religious Organization*: property was most recently controlled by a religious nonprofit organization
- *Private- Corporate*: A private, for-profit entity most recently controlled the property
- *Private – Individual*: refers to property owned by a private individual
- *NA*: property ownership information is not available

G. Narrative

The bulk of each case study is the narrative. With the exception of the Synopsis, the majority of the Narrative is directly quoted from primary sources (master plans, committee reports and press releases) or newspaper articles.   The purpose of this is to

remove editorializing from the case studies, and provide direct accounts of the issues and purposes surrounding each project.

This technique sets a precedent as the database grows. Should upgrades allow for representatives of the institutions or university community to make remote changes to the database, it is hoped that they will include a direct link to the sources of their information. Such a requirement may cause contributors to document their facts, thoughts and experiences in a publicly accessible form. This will make the database a richer source of information for all institutions and communities dealing with the pressures of institutional growth and expansion.

Each Narrative contains eight sections:

- SYNOPSIS:
    - A general overview of what this project needed to be developed
- HISTORY/PREVIOUS USE:
    - What kind of structure was housed on this land?
    - What was the structure used for?
    - Who owned the land previously?
    - Was this land encumbered?
- DEVELOPMENT/CONSTRUCTION:
    - When did the development begin?
    - What did the development process look like (design/build; design/bid/build)?
    - Where there any construction issues (e.g. cost over-runs)
- FINANCING:
    - How was the financing set up for this project?
- TOWN/GOWN RELATIONS:
    - Include all contact between the university and the community
    - Include names of people and organizations involved in the development decision process.
- GOVERNMENTAL RELATIONS:
    - Include all contact between the university and the state/city officials
    - Include names of people and departments in the government involved in the development decision process.
- OTHER ISSUES:
    - Include other issues as you find them
    - Examples: Celebrity Architect, Architectural Award, Historic Designation, Brownfields Issues, Student Opposition.
- CITATIONS

H. Limitations of Methodology

Two parts of the methodology created issues for the completion of the database: the interviews of institution representatives and the cursory nature of newspaper articles.

These issues limited the amount of information in each case study and may have clouded possible results or correlations.

An original component of the project included interviews of administrators in each of the institutions that created a URED project. For each school, a point person would be sought for further information about the projects. That person would be contacted with a list of omitted or missing information and questioned relentlessly until each case study was complete.

Such a process of interviews was out of the limits of time and staffing. As it stands, each examined school represents four hours of research. Schools that did not have a URED project were still checked for upcoming master planning and capital budgeting of new facilities. Schools that did have URED projects were fact checked for project information, plan accuracy, and constituent opposition or support.

A number of interviews were attempted, but the staff spent more time navigating institutional bureaucracy than asking questions. The most frequent hurdle was indecision by the institution about the contact person. Where the contact was a public relations agent, the information tended to be incomplete or non-forthcoming. Where the contact was a facilities manager, there was some question about the appropriateness of releasing the information. In all, the case study was again incomplete and the process of finding a contact started again.

Therefore, the decision was made to emphasize a completeness of the survey rather than minutiae of individual cases. Interviews will be delayed until an initial project database is created. At that point, the entire project will be advertised as a resource for administrators and planners. The representatives of each school, in turn, will be able to provide more complete information about their projects. This has met with some success among those already introduced to the database, and institutions are beginning to send in more information about the projects with case studies.

The second limitation was presented by the reliance on newspaper sources. While some areas are served by competent newspapers, others are not. Many articles did not appear without press releases from the school announcing the construction of a new facility. In the worst cases, news articles were rewritten press releases from the institution.

Some larger newspapers had complete education beats, and provided frequent updates on large projects or upcoming expansions. These usually came at the beginning of semester (i.e. "New residents try out their new dorm.") or at the end. (i.e. "Last class says goodbye to old building.") Such articles provided some site history, but little project history. Other newspapers covered new facilities in architecture or business sections depending on the emphasized aspect of the project. Few papers tended to involve themselves with capital budgets or complex financing, and few schools were forthcoming in releasing such information.

Therefore, the information collected about the site history, project timelines, and construction budgets reflects a reliance on news coverage. Projects were showcased at groundbreaking or at raucous public meetings. Financial information was disclosed in specialty journals or when substantial public support was involved. Where items were discussed, the articles tended to adhere to the Associated Press standard of 150 words or less.

As a new field of research, URED projects cannot be expected to be on the tip of every tongue. It is hoped that this initial report can illustrate the fundamental creativity of universities in their expansion and real-estate projects. With that, more people -- including newspapers and university administrators -- will discuss URED projects more freely.
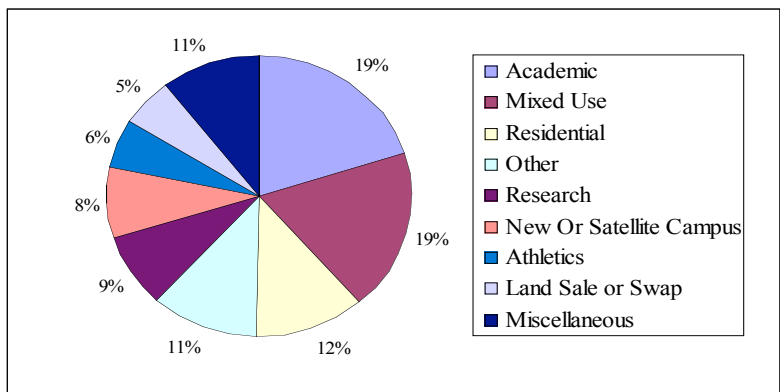
III. Results

A. Causes for expansion outside traditional campus boundaries.

University expansion outside of or on the periphery of campus boundaries is occurring at just over a third of urban institutions. Of 604 institutions researched, 225 or 37% had URED projects that met research parameters. A large number of institutions constructed two or more URED projects; 116 institutions or 52% of those that had cases had two or more URED projects. A total of 506 case studies have been identified, researched, and included in the database.

1. Projects by Type of Facility

The majority of URED projects identified were for core activities that further the institution's academic mission. Projects that involve the acquisition of property solely for academic, administrative, arts, athletics, research, residential, student centers, and new or satellite campuses represent 302 projects, or 60% of 506 case studies (Appendix B). Whereas other projects generally fulfill one or two aspects of the universities core activities, new or satellite campuses involve the development of space for all core activities in a new location. The only other project type that comes close in frequency to academic projects is mixed-use construction; many of the mixed-use projects involve academic purposes mixed with first-floor retail or residential space. Projects that were not constructed solely for core activities are college sponsored primary and secondary schools, early child care and education centers, business incubators, and research parks.

Legend:
- Academic — 19%
- Mixed Use — 19%
- Residential — 12%
- Other — 11%
- Research — 9%
- New Or Satellite Campus — 8%
- Athletics — 6%
- Land Sale or Swap — 5%
- Miscellaneous — 11%

In addition to classification by type,

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Figure 1: Most common types of URED projects

URED projects detail whether or not the project involves multiple buildings, if it was undertaken by multiple universities, is a research park, or was cancelled (Appendix C). A total 154 URED projects involved the construction or renovation of multiple buildings. A total of thirty-seven projects were the result of multi-university collaboration. Eighteen of the multiple building projects were a collaboration of multiple universities.

Twenty-one research parks were constructed, comprising a third of all research construction. Fifty-nine URED projects were constructed primarily for research. Of those, 38 were for faculty and student research within the confines of the academic setting. Research parks generally house independent researchers who work with nearby university faculty and provide internship and job opportunities for students. The majority of the research parks, eleven of twenty-one, involved the construction or renovation of multiple buildings. Only two of the research parks were built by multiple universities. The Biotech Park in Philadelphia was developed by Drexel University and the University of Pennsylvania. The Delaware Biotechnology Institute was primarily developed by the University of Delaware with contributions from Delaware State University and Delaware Technical and County College.

2. Projects by Purpose of Expansion

The case studies suggest that the primary purpose of URED projects is institutional growth. While this purpose was not specified in many case studies, it is suggested by the number of projects devoted to the core university functions. This conforms to some of the expectation of the project and the concentration on urban areas. Much of the mission-related growth is concentrated on academic space (101 or 26%) and mixed-use space (94 cases or 24%). An additional 43 projects (11%) were devoted to research. The combined 61% of cases between these purposes suggests a programmatic growth, with new buildings devoted to new departments or research programs. This is supported by the futuristic sounding names attached to some buildings, such as Advanced Science Research Center (City College New York), Stem Cell Research Facility (New Jersey Institute of Technology) and the Nanotechnology Research Center (Georgia Tech). Indeed, 37 projects are devoted to science and another 36 buildings are devoted to technology.

Additionally, it would be expected that a stronger growth (more than 12 cases or 3%) would be seen in administrative uses if the construction represented support for existing programs. However, administrative expansion may be occurring on campus, closer to a traditional academic core, and would not be revealed in this research. Such division between the traditional campus core and newer areas also supports placing new programs on the campus fringe. Renovation of existing campus buildings may not be cost effective for new programs. Fully 78% -- or 306 URED projects -- were new construction, allowing the freedom of design that would be required for new program. At least two projects (The New School's Shelia Johnson Design Center and CUNY's William E. Macaulay Honors College) were named facilities constructed through a gift and in conjunction with the establishment of a new program.

It does not appear that schools are expanding to reduce their density or become suburbanized. This is illustrated in residential URED projects, which occurred in 59 (15%) cases. Preliminary research suggested that, in addition to accommodating more students, physical expansion may also improve the quality of the facilities, providing a strategic advantage in attracting students. In theory, universities are responding to students from smaller families in larger suburban homes.[vii] However, the case studies suggest that the residential growth is absolute, since no case studies tied the construction of a new residence to demolition or rehabilitation of another. No space was lost, only gained.

In addition to construction for expansion, institutions also undertake projects for the purpose of improving the surrounding neighborhood. The URED database contains twelve examples of college sponsored K-12 schools, nine retail outlets, five museum and cultural centers, five business centers and business incubators, seven early child care and education centers, two youth (between ages 13 and 18) centers, and one nutrition center that provides meals for elderly community members. These projects will be discussed in depth later in this paper.

Revenue diversification is another reason universities participate in real-estate projects. Small institutions, such as Emmanuel College, lease or sell undeveloped campus property to corporations or other institutions who need space. In conjunction with Harvard University, Merck & Co., Inc. built the Merck Research Building on the campus of Emmanuel College. Merck paid for much of the 75-year lease up front which increased Emmanuel College's $7-million endowment to $49-million.[viii]

While increasing the institution's endowment, URED projects are also an economic development strategy for areas surrounding the university. Lesley University leased its T Station Air Rights for $2 million dollars as a way of taking advantage of its limited space. The mixed-use development built vertically on Lesley's property served to provide revenue from leasing while having the advantages of a new development with housing and retail.

The most unique of the schools undertaking URED project's for revenue purposes is Cooper Union for the Advancement of Science and Art in New York, New York. Cooper Union has been using its land assets as a revenue source for 80 years.[ix] The school continues to own the property once held by its founder, including the parcel of mid-town Manhattan on which the Chrysler Building stands. The income from this site and others, a tidy $20 million, provides half of the school's operating budget and complete tuition for its entire student body. New development of condominium towers on school property will be used to overcome the school's existing deficit and provide alternate sources of funding. This insures the institution's commitment to free education into the future.

3. Unique Projects

In addition to classification by type, each URED project details whether or not the project involved was cancelled or involved demolition of a facility (Appendix C). Since these

projects are unique, no real trends can be drawn. However, they may provide some guidance to other institutions in similar situations.

One specific case deserves mention because it does not fit into any categorization. The Hebrew College of Boston, due to its limited campus in the Fenway neighborhood, chose to move to Newton, Massachusetts, a number of miles outside of the city. It constructed a new facility on seven acres of the Protestant Andover Newton Theological School's campus. Boston Hebrew College's original campus was then purchased by Wheelock College, another school in the Fenway neighborhood that faced similar land constraints.

Twenty-one case studies were classified as cancelled projects. Projects are included and classified as cancelled if they reached a significant stage in the planning or execution process such as gaining control of the property, conducting land use studies, pursuing zoning changes or special exceptions, or beginning construction. Some of the more significant cancelled projects involve the loss of millions of dollars. Idaho Place cost the University of Idaho (UI) $26-million and the cancelled parts of the LodeStar project forced the University of New Mexico (UNM) to return almost $18-million to the state and federal government.

In the Idaho Place project, UI attempted to build a multi-university campus in downtown Boise. A series of problems arose including the alleged misconduct of university officials, the UI Foundation, and the university's lawyers. The project was scrapped in 2003 and shortly thereafter, UI President Bob Hoover and the project's financial officer, Jerry Wallace, resigned from their positions with the university. As of July 2006, litigation was still pending against all parties in the mismanagement of funds associated with the Idaho Place Project.[x]

UNM's LodeStar project was also cancelled and suffered residual scandal from mismanaged funds, however the university administration remained intact. The LodeStar was a three-part project, including a museum addition, a telescope and a public interpretation park. The project was partially completed in 2000 with the opening of UNM's new astronomy wing of the New Mexico Museum of Natural History opened. The rest of the LodeStar project was cancelled under community opposition and financial mismanagement. Community opposition arose due to a Environment Impact Study and a claim by the Acoma Pueblo that the proposed location of the astronomy center was sacred ground. Project costs accrued during the delays. Further mismanagement of funds was discovered when monies allocated for construction of an access road to the astronomy center site were redirected to buy football tickets for university faculty and staff. Eventually, $5.7 million from a federal grant was reverted to the US Air Force and $9 million in state grants was returned to the state treasury.[xi]

Only two URED projects identified were demolition projects, one by a public and one by a private university. Demolition projects are rare because the institution purchases and clears property without plans for redevelopment. Both demolition projects are similar because the universities purchased property held by a corporate entity in a decaying urban area. The College of the Holy Cross purchased a failed Howard Johnson Hotel and

Restaurant. Coppin State University purchased a former hospital and asylum which sat vacant for over 14 years before Coppin acquired it. Both institutions demolished the properties, which stay vacant while they lack funds for redevelopment.

B. Financing and Financial Return

Two pieces of financial information were acquired for URED projects: project cost and financial structure. Project cost concentrated on the values of acquisition and construction on the property. Seventy-five percent of URED projects (383 of 506) have at least partial information for how much money was involved in the project. These varied in value from the $67,000 Tomball College Library Branch to the $7 billion Columbia University Manhattanville project.

The financial structure looked at how the institution obtained the money needed for project completion. Only 50% of URED projects have specific information regarding the project's financial structure. Both public and private universities choose not to disclose the financial details of real-estate deals.

1. Project Cost

Three main factors affect the cost of URED projects: the project's purpose, the type of construction, and the size of the project in square feet. Higher costs were seen among four project types and among projects involving new construction. While no correlation is apparent from the source of the property, the size of the project is the single best indicator for the cost of the project.

Regardless of purpose, it appears that 104 (26% of cases reporting costs) were valued at less than $1-million and 240 (61% of cases reporting costs) were valued at less than $20-million. However in almost half of the reported cases in four types of projects, the construction value was over $20-million. Academic, athletic, research and student center projects comprised 45% of all projects over $20-million.

That this is the case for student centers is easily understandable. Student centers are the most organizationally technical facilities on campus. They are the only building that must respond equally to the demands of all stakeholders in order to be considered successful. Athletic and research facilities tend to come in multi-building clusters, driving up the cost. Ten of the over-$20-million research buildings are part of multi-building projects while 5 over-$20-million research buildings are not.

Of the five athletic facilities over $20 million, two are part of complexes, two are arenas (Donald W. Reynolds Center at University of Tulsa and the Student Recreation Center at Georgia State University), and one is the West Quad Project at CUNY's Brooklyn College. The West Quad Project involves clearing structures from the western end of the campus, the construction of a massive athletic center, and the reconnecting of the west and east sides of campus.

That academic facilities are among the most expensive of the single-building projects undertaken by schools is interesting. There are two single-building academic projects that are valued at over $100 million. The University of Washington's William H. Foege Building is the new home of the Genome Science project and the Department of Bioengineering. The $150-million price tag covered construction of the building including equipment fit-out.

The highest priced single academic building is Fiterman Hall at the Borough of Manhattan Community College. This is also the most expensive community college project in the database. The original Fiterman Hall was completing a $65 million renovation before it was destroyed by the collapse of World Trade Center 7 on September 11, 2001. A new facility is projected to cost $202 million because it is a 15 story building in lower Manhattan. However, the project is stalled because demolition and construction have been wrapped up in the controversies with the Ground Zero site as well as state budget issues.

Three methods of construction are identified (new, renovation, or renovation and expansion), (Appendix D). Universities appear to be more willing to spend greater amounts of money on new construction rather than renovation or renovation/expansions. Of the 109 renovation projects that included construction costs, only 28 (25%) were over $20 million. However, 44% or 104 of 240 new construction projects were over $20 million. Some of this may stem from an aversion to the risk or costs of renovation. It is also possible that existing structures could not be made compliant with building codes or suitable for new purposes of the facility. Or, it is a mix of both, as was the case with the University of Baltimore's new Student Center. Attempting to add the new facility into the existing structure would have increased costs and prevented the facility from being able to house all operations that should be in a Student Center. In spite of opposition by some in the community, the existing building, a former car dealership, was demolished rather than rehabilitated.

Explained in further detail in the **Methods of Property Acquisition** section, universities are often able to take advantage of their special status as nonprofits when engaging in real-estate deals. Property is given or sold at a reduced price. There does not appear to be any correlation between the value of a project and the source of the property. As would be expected, there is a strong relationship between the size of the land and the value of the project. The 18 most expensive projects are the ones over 500,000 square feet. No project under 50,000 square feet is worth over $100 million except the Business and Student Support Building at CUNY's Medgar Evers College. The building is a landmark structure, a multi-purpose facility and cornerstone for future construction at the college, driving its price higher.

2. Project financing structures

The case studies revealed three major financing structures: fundraising, public debt, and grants. Fundraising projects include those funded by organizations set up by the school. Public debt projects include the selling of bonds, government budget allocations, and tax

increment financing. Grants are the direct allocation of funds from an organization or the government for the construction of a specific facility. As mentioned, only 50% of URED projects have specific information regarding the project's financial structure. All percentages in this section are based on those projects.

The majority of the projects (137) were constructed using gifts or grants. Institutions received support in the form of gifts from private donors (either individuals or corporations), state funds, and interest from the institution's endowment. Fundraising gifts from private donors and monies allocated from the state budget are often building-based contributions. In other words, the university receives money for the construction of a specific building independent of funds for programming the building.
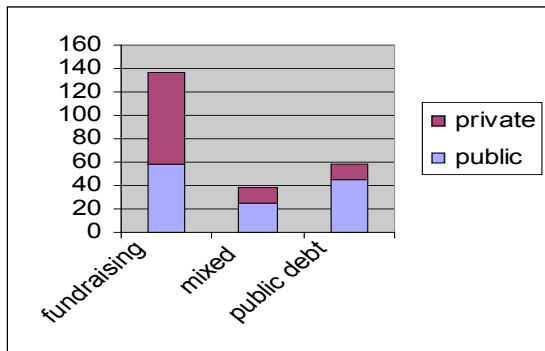

Figure 2: Common Financing of URED projects include fundraising, public debt, and a combination of fundraising and public debt (mixed).

Special university fundraising campaigns can be associated with a large, long-term master or capital campaign plan. Agnes Scott College built the Bradley Observatory and Planetarium as part of its "Bold Aspirations Campaign." The "Bold Aspirations Campaign" began in 2000 and saw the completion of $120-million worth of construction.[xii] Harvard University named its twenty-year, $20-million plan to develop affordable housing the 20/20/2000 initiative. Through this program, launched in 1999, Harvard partnered with three Boston-area nonprofits and the federal government to create flexible, low-interest loans.

Fundraising, while generally done for the whole school, is periodically done by a sub-section of the institution. Student associations are one group within the university that fundraises for construction of its own facilities. Currently, three examples of URED projects constructed solely from student organization fundraising have been identified: the Muslim Student Association at the University of Tulsa, Fraternity Row at Birmingham-Southern College, and Robert K. Kraft Family Center for Jewish Student Life at Columbia University. Each of these projects used land given or leased land from the university. They were constructed using group-specific funds, and were completed at private four-year institutions.

Thirty-seven URED projects were financed through a combination of fundraising and public debt. Fifty-nine or 20% of all URED projects were funded through public debt, primarily through the allocation of tax-exempt bonds by the local government or state higher educational commission. Some capital debt may be undertaken by the state's university system. Other states allow for both public and private schools to participate in the state's bond program. The Dormitory Authority of the State of New York (DASNY)

is "empowered to provide financing and construction services to nonprofit higher education and health care institutions, certain state agencies, and nonprofit organizations specified by law."[xiii] Any non-proprietary, degree-granting college or university in New York State is eligible to work with DASNY and receive capital bonds whose interest rate is tied to the state's bond rating.

A unique type of public debt is Tax Increment Financing (TIF). A local government creates a TIF district based on the region to be served by the new facility. The value of the bond is based on the projected increase in property taxes and new development spurred by the new facility's investment in the area. The TIF bond uses the increased taxes to pay off the debt of constructing the project.

In a variation, some community colleges have annexed communities or school districts to increase their service area. Unlike TIFs, annexation does not take into consideration any future tax revenues from the university's presence in the community, but simply widens the tax base available to fund the institution. Voters in Corpus Christi, TX passed a measure to increase property taxes by 6.04 cents per hundred dollars real property valuation phased in over several years. This money funded a $108-million series of renovations and improvements to existing Del Mar College buildings as well as a new West Campus.[xiv]

Grant funds are commonly used in URED projects designed for neighborhood improvement or research projects. In contrast to building-based fundraising, grants are often program-based. The money is used to fund a new or expanded program as well as the acquisition and development of a facility to house the program. It can be difficult to delineate the program and the construction funds.

The University of Arizona, Tucson's public garden project named 'Our Yard' was funded with $450,000 in grants, primarily from the Arizona Department of Environmental Quality. One demolition project, razing a hospital and asylum, was funded in part through Baltimore neighborhood redevelopment initiative grant allocated to Coppin State. Boston University's National Emerging & Infectious Disease Laboratory was funded largely through grants from the National Institutes of Health.

C. Methods of Property Acquisition

Information regarding methods of property acquisition and sources of properties is available for 331 of the 506 URED projects. The options for sources of property were increased as research began to reveal several sources that had not been considered at the beginning of the project. Institutions appear to be opportunistic in their property acquisition, and very observant in recognizing when nearby property comes up for sale.
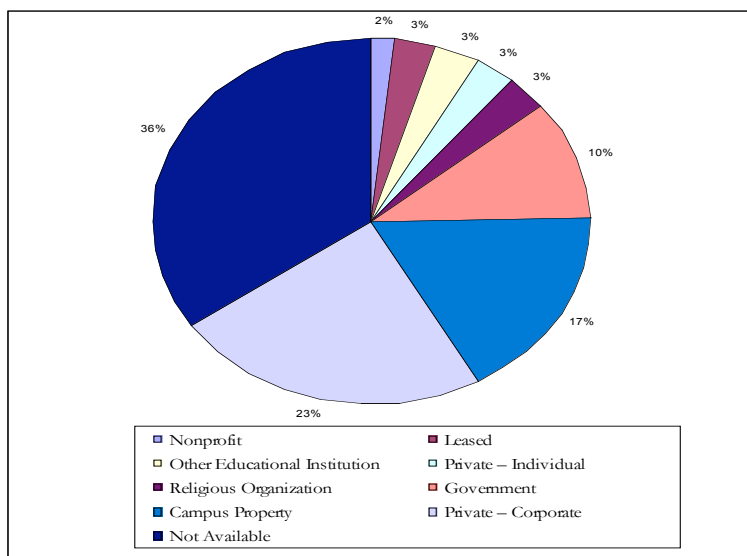
1. Sources of property

The most common sources of property for URED projects are private entities (118 cases or 23%) and the government (53 cases or 11%). Campus properties, or undeveloped land

holdings outside of traditional campus boundaries, are commonly used in URED projects (Appendix E). One institution, the University of Colorado at Colorado Springs (CU), used campus property to more than double the existing campus. This construction was essentially a new campus. In the 1960's, CU was given 500-acres to establish itself on the site of a former sanitarium. The university used pre-existing structures on only 100 acres of the property. In 2000 the campus began its expansion into a c-shaped area around the Colorado Springs mountain base and approaching developed residential areas. Like other public institutions, CU was not required to follow local zoning laws. The community responded to CU's expansion plans by asking that the university limit the heights of its new buildings to blend in with the existing community. CU developed this property despite recent 'de-appropriations' from the state government because its existing facilities were outdated and too small to handle its growing enrollment.[xv]

Universities also acquire property from nonprofit organizations of which three categories have been identified: other educational institutions, religious organizations, and general nonprofits. Acquisitions in this category were identified in 41 cases (12% of previous owners): 16 from other educational institutions, 16 from religious organizations and 9 from general nonprofit organizations. Religious organizations are often churches that universities convert into academic or arts space. Belhaven College, St. Philip's College, and Canisius College all purchased and renovated former churches for academic use. In many of these cases, the local archdiocese divests itself of poorly attended churces, and nearby universities acquire the land. In cases like Canisius, the acquisition is fairly straightforward because land was acquired from other orders in the Catholic Church by a Jesuit institution. The school constructed several new facilities on former church sites: Lyons Hall was formerly a high school operated by the Sisters of Mercy; the Montante Cultural Center was formerly St. Vincent de Paul Catholic Church; and George M. Martin Hall was once the church's rectory.[xvi]

2. Acquisition methods

Due to the convoluted nature of buying, leasing, taking and receiving land for university development, it was difficult to arrive at specific numbers for property acquisition. In many cases, land was assembled by the university through several different techniques. A prime example is Georgia Tech's Fifth Street Complex. In a single cluster of URED projects, the school bought and leased property, its

Figure 3: Sources of property for URED projects

educational foundation bought and leased property, and the school is leasing property to other companies. Not all universities were as forthcoming with their complex land acquisition processes; however, certain patterns appeared in the narrative of many case studies.

Local and state governments often give colleges and universities property or the money to acquire property. Even when the government is not directly responsible for putting property into the university's hands, it has provided funds and approval of the institution's real-estate deals. An example of the state and local government working together to provide property for an institution is the University of Houston's (UH) Sugar Land satellite campus. Sugar Land is UH's fourth satellite campus and focuses on providing upper-level undergraduate and graduate courses. The community and local government actively lobbied for a satellite campus and UH-Sugar Land became the area's first four-year institution. The Texas Department of Transportation gave UH 260-acres of property in Houston's Sugar Land school district. The government used local prison inmates to prepare the previously-undeveloped property for UH construction.[xvii]

Another example of an area getting its first four-year institution through a government land acquisition is Oklahoma State University's Tulsa campus. OSU –Tulsa was created following the dissolution of the failed multi-university Rogers State University (RSU), which had been designed to serve as the four-year, public education facility in Tulsa. RSU lasted fewer than two years. The Oklahoma state legislature passed Senate Bill 1426 transferring the property from RSU to OSU, allowing OSU to establish a Tulsa campus. The property exchanged hands on New Years Day 1999 and no building construction or renovations were needed prior to OSU-Tulsa beginning classes.[xviii]

More frequently than being given property, universities purchase property. Universities are often able to purchase property for less than the appraised value. When OSU- Tulsa was established, the University of Oklahoma no longer had a presence in Tulsa. OU had offered courses at RSU. OU decided to establish an independent presence in Tulsa. Just three years after the Amoco Petroleum Corporation had completely renovated its research center, the OU Foundation purchased the BP Amoco Research Center in 1999 for two-thirds of the appraised value. Amoco also donated $5-million worth of office equipment and furniture to the university.

Universities rarely obtain property from a private individual. Private individual refers to an independent landowner or a family. Sixteen instances, or 5% of land acquisitions came from a private owner. Occasionally, a private donor will bequeath property to the university in the form of a land trust. When a private donor bequeaths land to a university it can come with conditions as was the case with Alaska Pacific University (APU). APU was given 20-acres of endowment land adjacent to its Anchorage campus that could only be used for development "associated with medicine or education and enhances the university's curriculum." APU constructed a Medical Office and Learning Center that provide internship opportunities with the center's tenants.[xix] Other land trust conditions have run afoul of the law when restrictive towards race or sex.

D. Conflict and Collaboration Outside of the University

As universities and colleges pursue real-estate projects outside traditional campus boundaries, many issues arise that can lead to conflict with neighbors. Colleges and universities are generally established in their metropolitan areas and have a history of interacting with the many members of the urban environment. The Town/Gown and Government Relations sections of the case study narratives reveal that nearly every project has some level of conflict with groups outside of the university. This section examines the three most prevalent sources of conflict, and provides some of the techniques employed to overcome them.

1. Encroachment into neighborhoods

The expansion of landlocked urban institutions into neighboring areas creates conflicts due to differing interests and expectations. While the university does maintain interest in the livability of its surrounding neighborhoods, many urban institutions must make difficult choices about abutting particular neighborhoods with uses that are undesirable to the neighborhoods. Communities object to being abutted by traffic intensive uses like arenas or parking garages and noise producing uses like physical plants or residence halls. Institutions attempt to convince neighbors of the benefits they provide for the city and region by serving as a creator of jobs, producer of new information and technology, and service as a hub of cultural and artistic creation. However, most neighbors are more concerned with the tangible aspects of growth, like building size, aesthetics and noise.

Additionally, growth and expansion change the character of the institutions, raising issues with neighborhoods that had grown accustomed to one routine and now face new problems. For example, the West Campus expansion of Northeastern University in Boston received awards for design and architecture. However, neighbors were forced to withstand the conversion of Northeastern from a commuter school to a residential campus. Now, the university faces challenges that it is taking over the neighborhood and causing extreme irritation to long time residents.

New campuses and expansion can also push a university's vision into a neighborhood that does not want it. Neighbors opposed Tulane's expansion into the Uptown residential neighborhoods on aesthetic grounds. Tulane's modern glass structures did not dovetail with the traditional residential neighborhood. Communities came out against the Uptown Square Satellite Campus in an effort to preserve the visual character of the community.

Universities have a large number of constituents and the university has a complex relationship with each of the constituencies. Some schools try to mitigate disruption and manage the projects in such a way as to appease these constituents. University of Maryland, Baltimore County scaled down its bwtech@UMBC research park from 12 to 5 buildings and provided a forested buffer towards neighboring communities. San Diego State University removed a number of residential units from its Piedra del Sol project after community opposition.

In some projects, rather than appeasing constituents, other institutions attempt to manage the constituents as a way to avoid conflict. This was the charge levied against Harvard University as it utilized a series of blind trusts to accumulate land for its 300 acre Allston initiative. Many property sellers did not know their land would eventually be turned over to Harvard University. By distancing itself from the land acquisition, Harvard avoided many problems had someone noticed it was purchasing so much land.

In addition to using partners as a shield from public opposition, other partnerships are set up to avoid conflict or to distribute risk. A partnership may be a combination of the three. Emmanuel College and Harvard University avoided conflict through a partnership by building the new Merck facility on the Emmanuel campus rather than expanding into the community. Similarly, Boston Hebrew built its new facility on the campus of Andover Newton Theological Seminary rather than expand its landlocked campus in the Fenway district.

University can enter partnerships with a state entity or bonding authority such as Dormitory Authority of the State of New York (DASNY). Marymount Manhattan University used both DASNY and a private developer in building its 55th Street Residence. The first 31 floors of the 55th Street Residence are owned by the university and contain 120 student apartments; the top floors contain 42 privately owned condominiums. The student residences have a separate façade and entrance than the private condominiums giving the 55th Street Residence the appearance and feeling of two separate buildings constructed one top of each other.[xx]

Additional types of partners are other colleges and universities, community development corporations, and private corporations. A number of partnerships are formed because the project deals with a neighborhood or economic development strategy such as tourist attractions, business centers, and community services where the school does not have the expertise needed. Community development corporations have partnered on different types of projects such as the formation of business incubators and construction of housing complexes. Johns Hopkins University of Baltimore, MD and Clark University of Worcester, MA are two universities that formed partnerships with public and quasi-public agencies to complete projects that benefited their communities. Johns Hopkins University formed a partnership with the Emerging Technology Center of Baltimore, MD to house an incubator in its renovated Johns Hopkins Eastern Building. The university had been criticized for not actively engaging in Baltimore's private sector despites its role as a leader in the local economy. This partnership facilitated university engagement in Baltimore's private sector and encourages technology transfer.[xxi] When awarded a $500,000 Housing and Urban Development grant for HBCU-led community economic development, Clark University partnered with the Main South Community Development Corporation to renovate 104 housing units in the designated redevelopment zone, the University Park neighborhood.[xxii] The success of the award-winning housing project led to further HUD grants that funded a new facility in the redevelopment zone that serves the university's athletes as well as a local Boys & Girls Club.[xxiii]

2. Zoning

Colleges and universities do not simply interact with individual neighbors, they interact with their host municipality and its government. The primary interaction for URED projects is with the local planning and zoning boards. Zoning issues took two basic forms. First, communities used existing zoning to oppose institutional expansion into residential areas. This is exacerbated on urban campuses because the established and developed communities surround traditional campus boundaries and exercise political muscle. The second type of zoning issue is communities making changes to zoning in order to stop expansion of particular universities. This seems to be a reaction to individual projects, rather than a large scale reconsideration of a municipality's zoning. Compounding the matter of zoning, municipal zoning ordinances apply differently to public and private schools.

It is frequently at zoning hearings that community residents express pent-up anger with the university, surprising the institution's administration and bringing projects to a halt. Community members express concerns with land preservation and environmental impact, historic or other special status, land use regulations, and density laws.

In many states, public universities are exempt from local zoning in the absence of a specific agreement or state legislation. Traditionally, private universities were afforded similar deference. However, in recent years, municipalities have become more inclined to press private universities for zoning compliance. Universities tend to acquiesce to certain alternatives and aesthetic changes, while challenging the municipality's power to levy more stringent conditions. Georgetown University challenged the power of the DC Board of Zoning Appeals to institute enrollment caps until the school created a target amount of on-campus housing. Such conditions were upheld.

Residents living around the university are often able to form cohesive political bodies in the form of neighborhood or community associations based on the zoning issues. Community associations can focus public sentiment against a single zoning decision in a way that is impossible against more general threats from university expansion. In the zoning arena, these organizations can lobby the local government and interact with the university as a bargaining unit. Community associations can enter into contracts and other legal agreements with universities. The North Baltimore Neighborhood Coalition formed a legal agreement with Loyola College that had a 10-year life span (1995-2005). Among other things, the agreement limited the ability of the institution to grow outside of its established boundaries. When Loyola College purchased a 52-unit nursing home and proposed converting it into student residences, the NBNC mounted an effective community campaign that stopped the project.

Opposition to university expansion through zoning hearings slowed URED projects at Wisconsin Lutheran College (WLC). The school sought to expand into neighboring communities on at least 4 separate occasions between 1990 and 2005. While the city government and the planning committee supported the projects, the community surrounding the college's Milwaukee campus strongly opposed expansion. The issues

came to a head in 1998 when WLC released a plan to develop a sports complex. As a private college, WLC was required to submit its plans to the Municipal Planning Committee. The city's Planning Committee delayed or stopped talks where community input would be heard because, as Committee member Robert Boucher stated, "…Wisconsin Lutheran has effectively forwarded its special interest, and the interest of the public has been placed second to them."[xxiv] The stalemate between the community and the Planning Committee continued in 1999 when WLC released plans for an academic building. In September of 2001, WLC threatened to sue the city over the delays in approving or denying their expansion plans. The city Planning Committee granted the easement and special zoning permits in 2003 and construction of the sports complex and academic building were later completed.[xxv]

Zoning changes were employed to slow expansion of Columbus State Community College (CSCC) into a new Delaware County Campus. When CSCC, traditionally located in Columbus, OH, attempted to expand into Columbus's hinterlands in Delaware County, a zoning change was required to allow a variance for 108 acres. The Liberty Township Zoning Commission did approve the rezoning of 106 acres. The approval went against the opposition of some state senators. Opposition was overcome by broad community support for the project. Delaware County had undergone large population growth and the community college needed to expand to provide training and education for the growing work force.

3. Taxes

City and university conflict can arise due to the tax-exempt status of universities. When acquired by an institution, property is no longer subject to property taxes. The removal of property from tax rolls does not end the consumption of city services by the institution. The community still provides police protection, roads, and sewage systems around and sometimes within university campuses. Such concern was raised when Wheelock College assumed control of the Boston Hebrew College campus. When the Hebrew College left, the city believed it would be accepting a large amount of prime real-estate back into tax service. However, this land was transferred to Wheelock, and remained tax exempt.

Local and state governments have created alternative methods of receiving revenue. For instance, some schools pay a PILOT or payment in lieu of taxes. Rhode Island proposed a measure that would force private colleges and universities to pay a PILOT. While the measure did not pass, five Providence institutions agreed to pay $50-million between 2005 and 2025. Among Providence's large private universities are the Rhode Island School of Design and Brown University, which both had expansion projects in the works when this measure was proposed. These schools also agreed to pay reduced property taxes on newly acquired property for 15-years following acquisition. Public and private universities and colleges own a combined 40% of the land in Providence.

Controversies about tax exempt status are not limited to property taxes. The issue of public versus private institution rights in tax-exempt status also arose in the Rice

University Graduate Student Housing URED project. The approval of a $10-million tax-exempt bond package for St. John's School in River Oaks, Texas was used as precedent for the approval of a $9.5-million tax exempt bond package for Rice in Houston, Texas. Although community organizations argued that private institutions should use their own funds for building projects, the university received funds from the Houston Higher Education Finance Corporation, a public agency.

E. Organization and Leadership Within the University

Successful URED projects require persistence and strong leadership at the highest levels of the university. Changes in staff and administration are cited as reasons for pursuing and completing university expansion projects. Where leadership is lacking, success is less likely and projects take longer. The development/construction section of the case study narratives provides details of the process within the university.

Leadership is often the impetus for a project, or the force that moves projects past existing stumbling blocks. As Brown University prepared to construct a $95-million Life Sciences Building, Ronald Vanden Dorpel, the Senior Vice President for University Advancement cited "a shift in priorities among University administrators" as being responsible for the institution's construction boom. Vanden Dorpel argued that the Life Sciences Building was a "notable exception" to the lack of fundraising done in the decade prior to its construction.[xxvi] In 1998, Crichton College's new president announced that his goals included the acquisition of an independent campus. President Ronald R. Schmidt led Crichton College, which had historically been located on Central Church campus, in a three-way land deal and the establishment of its first campus on property purchased from the World Overcomers Outreach Ministry.[xxvii]

The distinct impact of leadership can be seen in cases of cancelled URED projects. The cancelled UNM's LodeStar and UI's Idaho Place projects mentioned above are examples of project cancelled as the result of poor leadership. The Gehry Wing of the Corcoran School of Art suffered a similar fate. Internal politics and lack of funds forced the Corcoran School of Art to 'indefinitely postpone' the project. Following the postponement, the President and Gallery Directory David Levy resigned from his post.

A form of internal conflict that has arisen in a few URED projects is the administration versus the student population. Student opposition led to the derailment of a university-affiliated military research center at the University of Hawaii in Honolulu. In this case the university administration, the city government, and the federal government are pursuing a U.S. Navy research facility that student population (as well as some of the faculty) oppose. Student opposition organized and took temporary control of the university's administrative buildings. The project was put on indefinite hold following the protests. The conflict is ongoing.

Interestingly, the internal organization of the university can have some effect on community responsiveness to new projects. Columbia University experienced quick turnover in the public affairs office. In three months, the VP of Government and

Community Affairs changed twice after the departure of long time staffer Emily Lloyd. The community sensed that Ms. Lloyd's negotiation with the community was not accepted at the university, and she was forced to resign after Columbia administrators watered down her power at the school.[xxviii]

F. Neighborhood Improvement: Community and Regional Economic Development

While neighborhood revitalization and rehabilitation are frequently cited as motivation for URED projects, projects that benefit the community are rarely completely detached from the institution's academic mission. The nature and structure of certain projects, such as childcare centers, health clinics, and housing projects are specifically designed to improve adjacent communities and provide students with hands-on work experience. Some campus amenities, such as recreation centers and libraries are shared between the institution and the community. As universities expand outside of their boundaries, they have increasingly become leaders of community economic development. The completion of dual-purpose projects such as research parks, business incubators, and small business development centers create training, jobs, and entrepreneurial opportunities for the community as well as students and faculty of the institution.

The URED database contains twelve examples of college sponsored K-12 schools, nine retail outlets, five museum and cultural centers, five business centers and business incubators, seven early child care and education centers, two youth centers, and one nutrition center that provides meals for elderly community members. These projects are all similar in that the primary use of the facility is something that betters the community as a whole. These URED projects also support the institution's academic mission as they offer students internship and employment opportunities that relate directly to their academic experiences.

<u>1. Campus and Community Amenities</u>

Universities build multi-purpose centers designed primarily for university use and have a clearly defined secondary community use. Recreation centers, libraries, and theatres have been constructed as the result of university-community partnerships financed by the state or local government.

As part of a larger effort to redevelop a decaying 19th century industrial park, the Worcester Planning Board approved special zoning for the construction of Clark University's Athletic Sports Campus and a Boys and Girls Club Clubhouse. As part of its commitment to the redevelopment project, Clark University agreed to allow the Boys and Girls Club and other community group to use their fields.[xxix] While this project was funded by the university, it was considered part of the $30-million Gardner-Kilby-Hammond Street Neighborhood Revitalization Project funded by the government and community groups.

In Texas, a series of community college branches in the North Harris Montgomery Community College District constructed new libraries with funding from municipal governments. Municipal funding came with the condition that the library serve as both a community college library and public library branch. The Tomball College Branch, Montgomery College Library, and Cy-Fair College Branch were all constructed as part of a $183.7-million bond package. The bond package was passed by voters, in part, because it meant that the three communities would be able to use the new library facilities.

2. Community and Regional Economic Development

Universities and colleges construct business centers, incubators, and research parks as part of economic development plans. These projects need strong support from the community and government in order to be successful because the goal of these projects is to change the nature of the area's economy. Many of these projects are funded through grants from the government and nonprofits that are specifically devoted to urban revitalization. These facilities are generally multipurpose structures housing both an incubator and business development center. Business incubators and business centers are attractive to communities with revitalization plans because they allow developing businesses to grow using the resources and knowledge of the university.

The University of Arkansas, Pine Bluff's (UAPB) Business Incubator/ Office Center was created as part of a larger Pine Bluff revitalization plan. A collection of grants from local, state, and federal government agencies funded the $3.5-million acquisition and renovation of a series of retail buildings along Pine Bluff's Main Street. Grants included money from a US Department of Housing and Urban Development program specifically designed for revitalization efforts by Historically Black Colleges and University. The Business Incubator not only provides legal, accounting, and marketing services to the community, but houses the university's Economic Research and Development Center. This creates a number of ways for students to garner work experience while matriculating.

Similarly, the University of Maryland, Baltimore County provides students work experience through bwtech@UMBC. While it faced some initial community opposition, the 41-acre research and technology park had the strong support of county government. The park benefited from inclusion in the Southwest Enterprise Zone, a specially designated area of Baltimore County, MD that provides tax breaks for businesses that help revive the area which had been a hub of industrial activity.[xxx]

3. Community-Oriented Residential, Retail, and Cultural Projects

Universities also undertake retail, residential, and cultural projects. These provide different academic benefits for students and faculty than business incubators and research parks. There are nine retail projects, nine housing projects, and five cultural centers that were constructed to directly benefit the community.

The construction of housing for the community as opposed to the student population is infrequent; constituting 15%, or nine of the fifty-nine residential URED projects. The majority of non-student residential projects are market-rate created with assistance of a private developer. One institution, Rice University, partnered with Project Row House to create the student-run Rice Building Workshop. Through this project, students are able to design and rehabilitate a house in Houston's Third Ward. This project costs the university a minimal amount and allows the students to garner hands-on experience working with developers, nonprofit organizations, and the local government. This saves the houses from remaining vacant or being demolished while creating affordable housing for a family in the community adjacent to the community. Benefits for students include the opportunity to build a house from start to finish.[xxxi]

Johns Hopkins University's Charles Village Project is a multiple-building, mixed-use project containing residential and retail space. Upon the 2006 completion of the project, Johns Hopkins University opened one of its two buildings with condominiums and retail and the other building with student housing and retail. One of the retail outlets opened was a Barnes and Noble, one of over 500 Barnes and Noble affiliated with a college or university in the United States.[xxxii] Barnes and Noble stores have become attractive, revenue-generating resources at a number of urban institutions. Two other URED projects that included Barnes and Nobles stores are Georgia Institute of Technology's Fifth Street Project and Wayne State University's Admissions Center, Park, and Bookstore Complex.

Wayne State University (WSU) constructed the first Barnes & Noble Super bookstore in Detroit as part of a larger set of projects undertaken between 1999 and 2004. As part of a revitalization plan, WSU increased student housing in downtown Detroit to spur the construction of condominiums and retail around its campus. The Barnes and Noble was part of a master plan that included a coffee shop, fitness center, library, and two dorms and was built into the complex that houses the university's welcome center, admissions offices, and a park.[xxxiii] WSU also sold or leased five properties to private developers for condominium, warehouse, and retail space. The university estimated it would generate between $70 and $75 million in revenues from the development of the five properties. Several of the properties were purchased from the struggling Detroit Public School system, saving the school system an estimated $3 million per year.

In addition to retail developments, universities participate in the development of tourist attractions such as museums and galleries. The vacant Hippodrome Theatre was donated to the University of Maryland, Baltimore (UMB) by the Baltimore City government in 1997. Although UMB owns the Hippodrome and includes it in its police jurisdiction, the Maryland Stadium Authority paid for the $65 million dollar theatre renovation. The Hippodrome was reopened in 2004 and provides a Broadway-style performing arts center near downtown Baltimore's other tourist attractions around the Inner Harbor.[xxxiv]

The University of Utah's Natural History and Science Museum combined a community-oriented cultural project and a research park. The university expanded onto undeveloped property set aside by the university trustees for a museum and research park. The local

government and private sector strongly supported the museum, which will raise the profile of university and the research park. There was some community protest against the land development and its proximity to Bonneville Shore Trail. In response, the university set up a conservation easement of 450-acres.

G. Major Expansion Projects: New and Satellite Campuses

Construction of a new or satellite campuses represent the largest expansion projects that universities undertake. Both new and satellite campuses serve essentially the same purpose, to reach more students. New campuses include a complete duplication of administrative functions and satellite campus offer limited administrative services without duplication of upper administration. Thirty-four of the five hundred and six cases are new or satellite campuses. The majority of the new or satellite campuses are built by public colleges and universities (20 of 34) and involve multiple buildings (25 of 34). Eleven of the thirty-four new or satellite campuses were constructed by multiple-university consortia. All multiple university new or satellite campuses are multi-building projects.

There are four projects where a single university more than doubled in size, creating what appeared to be an entirely new campus adjacent to its preexisting campus.

Two of the identified new or satellite campus projects were cancelled. As previously mentioned, the University of Idaho's Idaho Place, originally a collaboration with Idaho State University, the Capital City Development Corporation, and Civic Partners of Idaho was cancelled in 2003. A new or satellite campus was proposed by the City Colleges of Chicago Kennedy-King College of Illinois. In this case, the project was cancelled because the proposed site proved untenable. Structural flaws were analyzed and it was decided the buildings were too difficult to renovate and impossible to make ADA-compliant.

1. Challenges and Opportunities of New and Satellite Campuses

New and Satellite Campuses are built for a number of reasons, most frequently to support growing enrollment or reach a new demographic group of students. Since they are designed all at once, these campuses maintain traditional aspects of the pedestrian-friendly core campus with academic and administrative buildings centrally located and surrounded by parking and housing on the periphery of the campus.

Frequently, the state or local government encourages the construction of a new campus in an area because of increasing population growth. For community colleges in some states, this process is often complex because new communities must be annexed into the community college's tax base or zone. While the support of the government is imperative, four-year public and private institutions need only to acquire the property prior to construction.

Over the past decade the North Harris Montgomery Community College District (NHMCCD) underwent significant growth at its existing campuses and constructed three new branches. In Houston, the voters are divided into school districts and vote by district as to whether they want to be included in the NHMCCD or the Houston Community College taxing district. In this case, the residents opted for the NHMCCD. One of the new campuses, Cy-Fair College, became the United States' first community college to be built as an 'entire package'. The $95-million, seven-building project was financed by a $183.7-million bond package voted on by Cy-Fair residents in 2000. The campus includes a public library branch and some municipal services such as the Cy-Fair Volunteer Fire Department and Harris County Emergency Services. The campus received community support because it offers certification in all the municipal services, enabling the residents of Cy-Fair to receive training without leaving their district.

2.Campus Doubling

Recently, several universities have begun to build the equivalent of a new campus adjacent to its existing campus. This campus doubling involves the replication of existing academic and residential services on a connected parcel. These projects come close to or more than double the size of the campus. These projects require a significant amount of negotiation between the university and the municipality because they are so large and require so much support.

The four institutions undertaking this type of expansion are Georgia State University, University of Colorado at Colorado Springs, Harvard University and Columbia University. Harvard, Columbia, and UC-Colorado Springs are further along in their plans, having completed construction or renovations on at least parts of these campus expansions. Georgia State has completed property acquisition but has not solidified its presence in its expanded community.

The University of Colorado at Colorado Springs (CU) expansion involved less community conflict then Harvard's and Columbia's expansions. As previously mentioned, CU was given approximately 400-acres of property which sat unused for around 40 years. Consequently, CU did not need to negotiate with the community or government for the property.

One of the major campus expansions is Harvard University's Allston Campus. The Allston Campus, at 344-acres, is 121-acres larger than its traditional Cambridge campus and the property was initially purchased through blind trust. This created serious concerns from the community and the local government, who felt they should have been included in Harvard's expansion plans. Since the initial discovery of Harvard's purchases, the community and municipal government have been somewhat appeased by the development of additional jobs for the Allston community and an agreement by Harvard to pay additional monies for city services.[xxxv]

The buying practices used by Columbia University as part of the Manhattanville Project also created community concern. In November of 2006, Columbia University indicated it

would use eminent domain against property holders that would not sell to the institution. At that time, Columbia owned approximately 70% of the 17-acre tract designated for academic and mixed-use redevelopment. Columbia University plans to construct 17 academic, mixed-use, and residential properties that will create an estimated 7,000 new jobs. The first phase of the project, which will eventually span 35-acres and cost the university around $5-billion, will consist of three academic buildings to be completed in 2015. [xxxvi]

This type of expansion by urban universities is rare because it requires the availability of significant amounts of land, the support of the local government to rezone the land, and the community which is able to gather as a political force in opposition of university encroachment.

H. Differences Between Public and Private Institutions

The majority of non-profit institutions of higher education in the United States are private. Of the 4,216 degree-granting institutions and their branches, 2,516 or 60% are private. Of the 225 institutions with URED projects, 115 or 51% are private. Of the 506 case studies, 253 or 50% are from private institutions. This means that public institutions are slightly overrepresented in urban real-estate development.

While there is not a significant difference in the quantity of URED projects attributed to public and private colleges and universities, there are differences found in types of projects, how projects are pursued, types of construction, and methods of property acquisition. Of the 506 case studies, public and private institutions were each responsible for half. Student centers, residential, and religious projects were significantly more common among private universities. Seventy-five percent of religious projects, 66% of student centers, and 62% of residential projects were undertaken by private colleges and universities. Conversely, more new or satellite campuses (58% or 20 of the 34 identified) are built by public colleges and universities.

Construction type differs between public and private institutions. Public universities were responsible for more new construction: of the 306 URED projects involving new construction, public institutions were responsible for 171 or 58% of cases. Conversely, private institutions were responsible for more renovation projects. Of the 134 URED projects involving renovation of existing structures, private institutions were responsible for 82 or 61% of cases. There was negligible difference in the amount of renovation and expansion projects done by public and private institutions.

A significant difference was found in the number of public and private universities constructing on former religious properties. Twelve of the 16 projects built on religious property were completed by private institutions. Canisius College of Buffalo, NY purchased five former churches and renovated them for various purposes including administrative offices, classrooms, performance space, and student residences. Initially, Canisius intended to clear one of the properties to make way for a parking lot, however the community opposition led to the structure receiving a historic designation. When the

mayor overturned the historic designation to allow Canisius to move forward with its demolition, the council turned around and overturned the veto. The ensuing set of complaints and lawsuits between the university, the city, the Preservation Coalition of Erie County and the Hamlin Park Community Tax Payers Association ended with a Supreme Court decision which held that the original historic designation was correct.

There is also a difference in the size of projects undertaken by public and private institutions. The jumbo projects, those over 100 acres, are most frequently done by public universities. (Appendix G) Eight of the 10 largest projects were constructed by public universities and six of those were new or satellite campuses. One of the two private university projects was also a satellite campus. The largest parcel identified in a URED project was the Madera Property Sale. The University of New Mexico was given almost 700 acres of property in 1934 by a private donor. In 2001, the state used $3 million in federal funds for the first part of the property sale. The full price paid to the university is undisclosed. This sale transferred institutional green space to the Cibola National Forest. This project generated significant amount of revenue for the university which was transferred to expansions at its downtown Albuquerque campus.[xxxvii]

Increased enrollment is handled differently by public and private universities. There are several examples of private universities and colleges acquiring land proactively, leading the pace of student increase. Peace College of Raleigh, NC, a small women's college, purchased 3 acres of land in 2003 as part of a long-term plan to increase student population. According to Peace President Laura Carpenter Bingham, the college "hopes to expand enrollment from 650 students now to 850 in 2007 -- its 150th Anniversary." The expansion was opposed by community members because it involved the college taking control of and closing off an access road to the neighboring community. The road closing would expand the campus while maintaining a barrier between the college and the community.[xxxviii] Following the City Council's decision to allow Peace College to close sections of the street, residents and businesses filed suit in Wake County Superior Court against Peace College, the Raleigh Housing Authority, the city, and the state and asked that the decision be overturned. Peace College did move forward with its expansion plans and eventually closed two-blocks of the contested road.[xxxix]

In contrast to Peace's anticipatory expansion, public colleges and universities, especially community colleges, undertake expansion project because the student population has already outgrown the campus. Austin Community College's (ACC) student population was experiencing "rampant growth" rendering the college's campuses inadequate. ACC chose to build a satellite campus in east Austin where a community college branch did not exist. The decision to expand into East Austin was met by strong approval by residents and business-owners, as well as students that would be able to attend school close to their homes. The college purchased 29-acres to construct a satellite campus in east Austin with a voter-approved bond package.[xl]

IV. Conclusions

The initial analysis of the 506 URED projects representing research from approximately two-thirds of urban colleges and universities in the United States has revealed a few significant trends. First, over a third of urban institutions are in the process of expanding outside or on the periphery of traditional campus boundaries. Second, a majority of institutions involved in expansion projects have more than one URED project occurring during the 7-year research period (1998-2005). Third, the overwhelming majority of URED projects involve new construction as opposed to renovating existing structures. These trends demonstrate a push for universities to grow and acquire additional space to meet the needs of a larger, technologically savvy student and faculty population.

Additionally, the analysis has revealed research difficulties. Basing the research on newspapers and published resources limits the depth of each case study. A newspaper article means that the project has already reached a place in the planning process where the university has analyzed its options and decided on a course of action. This has a direct impact on what we know about the timeline, financing, and some of the government relations because initial phases of discussion and planning are omitted. Additionally, we do not know what alternatives were considered in the planning process such as no build, alternative use, or alternative location. When this information is available, it is included in the narrative section. However, this information is largely unavailable.

Further research could involve the exploration of the early planning process and how the decision to go off campus is made. This could reveal that universities maintain certain core functions within the traditional campus boundaries while pushing peripheral academic-type buildings out to the periphery or newly acquired campus property. Additionally, comparisons and trends in square-footage of academic and residential space per student may show the effect of new technology. The research may examine steps taken to support new construction. The privatization of the construction of student spaces, while seemingly limited to student housing, is also an area of potential inquiry. What other types of buildings (such as athletic and cultural facilities) are being built through public/private partnerships that minimize the university's risk? Comparisons of URED projects between states and regions may show differences across the nation. Recent large expansions would also offer fruitful in-depth case studies.

Finally, many cases show that institutions are creative and tireless in pursuing new facilities. While the time period for this data is seven years, a number of schools entered much longer Master Planning processes that are only coming to completion now. Similarly, community residents and neighbors have themselves been creative and tireless in pressuring the schools to be responsive to community needs and wishes. The variation visible in this database illustrates the rapid changes occurring in academia and urban areas.

Endnotes

[i] URED database is located online at http://ured.ubalt.edu

[ii] Located online: <http://chronicle.com/>

[iii] Perry, David and Wim Wiewel, *The University as Developer.* May 2005.

[iv] Located online: http://nces.ed.gov .

[v] International new or satellite campuses built outside of the United States are not included in the database.

[vi] This special category includes property given to the university, often when it was established that the university had not previously developed. Often this property served as a green buffer between the institution and the community; the development of buffer zones often represent the first time the institution's buildings and the community are actually adjacent to one another.

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Appendices:

Appendix A: Screenshot of URED Website with search functions and results displayed.

Appendix B: Case Studies By Type of Project

The 15 categories of project types represent the most common uses of URED projects.

	Public	*Private*	*Total*
Total	253	253	506
Academic	53	48	101
Administrative	7	5	12
Arts	5	7	12
Athletics	17	11	28
College Sponsored K-12	5	6	11
Demolition	1	1	2
Early Child Care/Education	1	6	7
Land Sale or Swap	16	11	27
Mixed Use	47	47	94
New Or Satellite Campus	22	19	41
Other	28	30	58
Religious	1	3	4
Research	26	18	43
Residential	23	36	59
Student Center	2	4	6

Appendix C: Case Studies by Special Characteristic

Approximately one-third of URED projects included one of these special characteristics:
- Research Parks: facilities designed for involve research by the university and other external non- or for-profit entities.
- Multi-University: projects that involved collaboration of between colleges and/or universities
- Multi-Building: projects that involved construction or renovation of multiple-buildings
- Cancelled: projects that reached a significant point in the planning or execution process

	Research Park	*Multi-University*	*Multi-Building*	*Cancelled*
Research Park	21	3	11	0
Multi-University	3	37	18	3
Multi-Building	11	18	154	6
Cancelled	0	3	6	22

Appendix D: Types of Construction

The majority of URED projects involved the construction or renovation of space, however 35 projects did not involve significant construction or renovation. The projects either involved the purchase of a building already outfitted for academic use or the acquisition of property that is not yet developed.

	Public	*Private*	*Total*
New	171	135	306
Renovation	52	82	134
Renovation and Expansion	14	17	31
Non - Applicable	16	19	35

Appendix E: Types of Property Ownership

The majority of URED projects outside of the campuses traditional boundaries involve the acquisition of property from an external source. However, 87 URED projects were constructed on previously undeveloped property held by the university.

	Public	*Private*	*Total*
Campus Property	45	42	87
Government	29	24	53
Leased	9	6	15
Not Available	100	75	175
Nonprofit	4	5	9
Other Educational Institution	12	4	16
Private – Corporate	58	60	118
Private – Individual	9	7	16
Religious Organization	12	4	16

Appendix F: Projects with Largest Parcels

Eleven URED projects involved development of over 100-acres of property.

Institution – Project	Acres	Public or Private
University of New Mexico – Madera Property Sale	695	Public
Harvard University – Allston Campus	344	Private
Virginia Commonwealth University – The Rice Center for Environmental Life Sciences	342	Public
University of Houston – Sugar Land Campus	260	Public
Texas Wesleyan University – Undeveloped Property	135	Private
Wake Technical Community College – Northeast Campus	125	Public
Columbus State Community College – Delaware County Campus	108	Public
Albuquerque Technical Vocational Institute – West Side Campus	108	Public
North Harris Montgomery Community College District – NHMCCD Services and Training Center	100	Public
Houston Community College – Willie Lee Gay Hall	100	Public
North Harris Montgomery Community College District – Headquarters – The Woodlands Campus	100	Public