



THE EVERGREEN STATE COLLEGE DEVELOPMENTAL ASPECTS PRIOR TO APPOINTMENT OF THE PRESIDENT

Creation of the College

Original impetus for creation of a new college grew from a report issued by the Council of Presidents of the two state universities and three state colleges in November, 1964. That report noted that the State of Washington, in terms of present distribution of types of public institutions for post high school education, has a happier inheritance than many states. Its universities, state colleges, community colleges and technical institutions offer a broad array of desirable types of educational experience at a standard of quality which has been steadily improved in recent years.

The report also noted a need to correct a geographic imbalance in distribution of state universities and colleges. Three institutions--Washington State University and Eastern and Central Washington State Colleges--are located east of the Cascades in the area inhabited by one-third of Washington's residents. Two institutions--the University of Washington and Western Washington State College--are located west of the Cascades in the area inhabited by two-thirds of the people, and which is growing most rapidly.

The report further noted that Southwestern Washington, except for a small private religious college, was not served by any four-year institution. The Council of Presidents recommended that the 1965 Legislature establish a board and administrative staff with sufficient funds to conduct studies to determine the exact location and to develop plans for another state college in Western Washington. The Council of Presidents anticipated that construction funds might be voted in 1967, and by approximately 1970 this institution could take its place among the state colleges to share in carrying the burden of growing enrollments.

The 1965 Legislature accepted the recommendation of the Council of Presidents by creating a Temporary Advisory Council on Public Higher Education. The Advisory Council--comprised of members of the Legislature, state college and university presidents, representatives from the community colleges, and public members--worked during the interim between 1965 and 1967 to determine whether a new institution should be created, what type of institution it should be, and to suggest a location.

To assist it in making its recommendation, the Temporary Advisory Council on Public Higher Education considered a report from a consultant firm contracted by the Council. That firm--Nelson Associates, Inc., of New York--submitted findings and conclusions as follows:

Enrollment projections for 1970 for the five public institutions, the 12 private institutions, and the community colleges total 124,000 full-time equivalent (F.T.E.) students taking work credit-able toward a bachelor's or higher degree; for 1975, the enrollment projections total 140,100 students.

In 1970 the F.T.E. student demand for college places offering work creditable toward a bachelor's or higher degree is expected to equal 127,000; in 1975 the total is expected to reach 157,000.



Thus, in 1970, the excess of demand over available places will be approximately 2,600, all at the freshman and sophomore level. In 1975 the excess will be approximately 4,900 at the upper division and graduate level and about 12,000 at the lower division, a total of 16,900. This excess of demand over available places will occur despite the fact that public four-year colleges are expected to increase enrollments by 34.7 percent over 1965 enrollments; public universities by about 34.2 percent; community colleges by about 122.6 percent; and private institutions of higher education by about 36.3 percent.

It is imperative that building plans for the existing institutions move forward at once in order to meet the 1970 and 1975 anticipated enrollments. This is especially applicable to community college development since new institutions will be required in addition to expansion of existing facilities. If places are not provided in sufficient numbers to meet these forecast enrollments, it is apparent that the excess of student demand over available places will be even greater than indicated above.

It is possible that full recognition by the private colleges and universities of the unfilled student demand anticipated by 1975 could result in a revision of long term plans and a greater expansion of their capacity than is presently anticipated. However, in view of the size of the excess demand, it does not appear that expansion of private colleges beyond their present forecasts could of itself fully meet the need in 1975.

Based on its findings and conclusions, the consulting firm recommended that:

At the earliest possible time a new four-year college should be authorized. It should admit a freshman class by the academic year 1969-70 or as soon thereafter as is feasible.

By 1975 up to 9,800 students will have to be accommodated in new four-year institutions, even assuming that existing four-year institutions and existing or new community colleges are able to accommodate about 7,000 more students than presently forecast for them. Depending upon final determinations regarding size, it is conceivable that not one, but two or more colleges may be required by 1975. During the next two years further refinements of enrollment projections should be made and definite decisions reached on the number, size, location and starting dates of these institutions so that they will be available in time to accommodate the demand.

In keeping with the consultant's recommendation and after numerous meetings and public hearings, the Advisory Council recommended authorizing a new four-year state college at the earliest possible time. The Advisory Council also considered a great number of sites for the new college, ultimately recommending that a suburban site in Thurston County--within a radius of approximately ten miles of Olympia--be selected. This recommendation was presented to the 1967 Legislature, with the endorsement of Governor Daniel J. Evans.



The Fortieth Washington State Legislature acted in response to the recommendation of the Advisory Council by adopting Chapter 47, Laws of 1967 on March 21. That act, effective July 1, 1967, provided, among other things, that the new college be located within a ten-mile radius of Olympia on a campus of at least 600 acres.

Quote
Perhaps most important was the mandate to the college by executive and Legislature for an innovative approach. Governor Evans declared the need for a "flexible and sophisticated educational instrument" as opposed to the "vast and immobile establishment"; and expressed the need to "unshackle our educational thinking from traditional patterns." Senator Gordon Sandison, chairman of the Advisory Council, remarked: "It was not the intent of the Legislature that this would be just another four year college;...(the college would be) a unique opportunity to meet the needs of the students today and the future because the planning would not be bound by any rigid structure of tradition as are the existing colleges nor by any overall central authority as is the case in many states."

Governing Board

Legal responsibility for the new college was vested by the act in an autonomous Board of Trustees. The law provided for a board of five members, appointed by the Governor with the approval of the State Senate. The Board has legislative and policy-making duties and powers, with administrative authority delegated to the President.

Governor Evans appointed the Board of Trustees for the new college on August 6, 1967:

The late Mr. Roger Camp, Vancouver, Savings & Loan Association President (6 years); (replaced in September, 1968 by Herbert D. Hadley, Longview Insurance Executive);

Mr. Al E. Saunders, Tacoma, Bank President (3 years);

Mr. Trueman L. Schmidt, Olympia Brewing Company Vice President (2 years);

Mrs. Mary Ellen McCaffery, Seattle, Housewife and State Representative (4 years); (replaced on September 12, 1967 by Mrs. Neal Tourtellotte, Housewife, Seattle);

Mr. Halvor Halvorson, Spokane, Contractor (5 years).

The Board held its organizational meeting August 30, 1967.

Site Selection

During the first three months of its existence, the Board of Trustees familiarized itself with the law and the initial steps required for carrying out the legislative mandates. Emphasis on selection of the college site also was essential; the one mandatory date in the enabling act was for site choice by December 1, 1967.



A major step toward site selection was employment on October 11, 1967 of Stanford Research Institute, of Palo Alto, California, as consultant to the Board. Sub-contracts were also granted to a Tacoma engineering firm (Whitacre Engineers, Inc.) and an Olympia appraisal firm (Gerald Sophy) to assure the Board and the consultants of the best information regarding possible sites.

The Board considered 21 sites in the Olympia area. Ultimately, using statutory limiting criteria, cost criteria, and non-cost (qualitative) criteria, the Board unanimously agreed, on December 1, 1967, upon a site located on the Cooper Point Peninsula, approximately two miles northwest of the city limits of Olympia.

On the basis of the criteria established to evaluate various sites proposed for inspection, the location received the highest ranking of the 21 sites considered. In arriving at this decision, many factors were evaluated, foremost among which was the requirement that the college serve the educational needs of the State of Washington for the future as well as for the present.

To meet this objective, the Board regarded as essential a site of at least 1,000 acres of land. This minimum acreage was determined through discussions with representatives of colleges and universities with similar needs.

Other important factors considered were:

Suitability for building and development.

Cost of developing adequate services, such as water, sanitary sewer, and other utilities.

Availability of aesthetic factors such as natural beauty, rolling topography, view of water, and other distinctive environmental conditions.

Proximity to seat of government.

Capability to provide educational opportunities for students in the State of Washington, particularly in the southwest portion of the state.

Ability of site to attract an outstanding faculty.

Freedom from nuisance factors.

Possibility for service and inter-action with surrounding communities.

Accessibility to transportation.

Relationship to total community planning and development.

Proximity to desirable residential areas.

Availability of employment opportunities for students and their wives.

Possibility for future area expansion.

Water frontage.

Minimum disruption of citizens and ease of acquisition.

The perimeters of the Cooper Point Peninsula site included approximately 1,224 acres of land with about 3,500 feet of water frontage on Eld Inlet of Puget Sound. While the site was divided into 71 parcels, relatively few homes would be disturbed since the site was largely undeveloped acreage.



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The selected site satisfies all limiting criteria. It is easily within a ten-mile radius of Olympia city limits. It was initially estimated that the site could be purchased within the budget, and to assure that this would be the case preliminary appraisals were conducted and comparisons were made with recent sales in the area. The topography and soil conditions, both sub-soil and top-soil are such that at least 800 acres are available in one contiguous parcel for economic construction of the physical plant.

There are no known extreme nuisance factors or hazards in the area. Because of its close proximity to the City of Olympia, water and sewage services can be contracted from the city at a reasonable rate.

The area is served by a grid of county roads and is approximately two miles from the Grays Harbor and Shelton Freeway (from which a four-lane parkway will be built to serve the campus) and is within seven miles of the State Capitol. The site is endowed with natural beauty, having a sweeping view of Puget Sound, the Olympics, the Black Hills, Mount Rainier, and the Cascade Range. The topography is gently rolling and the terrain should not create any construction problems. The highest elevation in the area is 243 feet, gradually sloping to Eld Inlet. The view of Puget Sound and the potential and possible opportunity to develop waterfront recreational activities add greatly to the attractiveness of this site.

The surrounding area has excellent residential neighborhoods which should be a valuable asset in attracting outstanding faculty. The close proximity to the State Capitol and the City of Olympia will make it convenient for students and their wives to find employment. The location of the site will provide benefits to the community as well as the college, such as adult education, access to governmental offices, cooperative entertainment, social and cultural activities, and cooperative arrangements for police and fire protection.

Site Acquisition

Under the law, acquisition of the site was the responsibility of the Department of General Administration. The Board of Trustees, immediately upon selection of the site, formally requested the Department to begin acquisition. During the period from January 1 to March 31, 1968, the principal activity in the area of the site was the conduct of appraisals by two separate firms: Jerrold Ballaine of Seattle and John Norton of Olympia. Upon completion of all appraisals, cost considerations required limiting the acreage by deleting non-essential peripheral parcels. The first parcel was purchased April 23, 1968.

Preliminary Educational and Physical Planning

The development of a campus layout and physical plant must necessarily be coordinated with and dependent on academic program planning. Immediately following site selection, the Board was faced with the choice of attempting to find staff to undertake these related activities or to employ consultants. Hoping to allow the first president to build his own staff and aware that the presidential search would be lengthy, the Board decided in favor of consultants.



After a lengthy selection process, involving a review of proposals submitted by numerous firms, Trustees selected both site master planning consultants and educational program planning consultants on March 19, 1968. Durham, Anderson and Freed and Quinton Engineers, Ltd.,--both of Seattle--were appointed to combine in a joint venture to prepare the campus master plan, including facilities location, and also to develop design criteria, including heating, structural standards, materials, etc., for the college campus.

Arthur D. Little, Inc., of San Francisco was chosen to work with trustees and staff to formulate broad purposes and goals for the institution. Following this they were concerned with academic program development, educational specifications for site development, staffing procedures and recruitment.

Finances

The 1967 Legislature provided initial funding for the college as follows:

- \$500,000 for the biennium for operations.
- \$905,000 for site acquisition and facilities preplanning.
- \$15,000,000 for phase 1 of construction in the Public Buildings Bond Act.

The half-million dollars was more than adequate to fund the anticipated operational expenditures of the college, including the fee for the educational program consultant. On the other hand, the \$905,000 appeared inadequate for site purchase; no cash would be available for site master planning. By careful budgeting--holding staffing to an absolute minimum and instituting self-imposed austerity--enough money was "dug from" the operations appropriation to get site planning started. By no means was enough available to complete it, much less to fund an architect for even the first building. When the maximum expenditure which could be squeezed out of the operations appropriation for site planning was used, site planning would stop and the whole process of facilities development would be frozen.

The financial crunch threatened to defeat the entire operation, because until phase 1 facilities planning was completed, there were no data on which to base a capital request to the 1968 Legislature. Plenty of cash was around the corner in the form of the \$15 million bond issue, but that was subject to approval of the electorate at the November, 1968 general election. The dilemma was finally solved when the Governor agreed to grant the college \$60,000 from his emergency fund at the end of the biennium if the bond issue failed, thus permitting continued expenditure from the operations appropriation for continuation of facilities planning. The Governor's support also allowed appointment of Durham, Anderson and Freed, Architects to design the first building--the library. The selection was made on the faith the people would approve the bond issue during the statewide November 5, 1968 election. The faith was justified. Also on the 1968 general election ballot was a constitutional amendment creating a State Building Authority. The complicated amendment allowed the Building Authority to borrow money to finance construction of college and university buildings approved by the Legislature. The Building Authority, in turn, was authorized to lease buildings to the various institutions and, when building bonds were retired, to transmit title to the institutions. Adoption of the constitutional amendment made financing of the physical plant far easier, eliminating the expense and necessity of returning to the electorate for approval of further bond issues.



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The college's 1969-71 operating and capital budget requests were developed by September, 1968, for submission to the State Central Budget Agency and then to the 1969 Legislature.

The capital budget request for the 1969-71 biennium and the capital improvement program for the 1969-75 period were based primarily on research performed for The Evergreen State College by educational planning consultants, Arthur D. Litt Inc., and campus site master plan consultants, Quinton Engineers, and Durham, Anderson and Freed, Architects.

The projected long range capital plan comprised four stages, the fourth calling for a capacity of 12,000 full time students. The total projected cost of all four phases was \$170,302,757, funded as follows:

<u>Source</u>	<u>Amount</u>
General Fund	\$97,680,956
Student Housing Bonds	41,226,986
Higher Education Construction Bonds	15,000,000
Student Activity Bonds	9,594,815
Tuition Bonds	2,000,000
Higher Education Facilities Act	4,800,000
Total	<u>\$170,302,757</u>

Since state general fund requirements are of special significance the following table indicates the estimated amount needed from the general fund by biennial period:

<u>Biennial Period</u>	
1967-69	\$ 905,000
1969-71	35,960,803
1971-73	13,284,745
1973-75	9,202,851
1975-77	<u>38,327,557</u>
Total	<u>\$97,680,956</u>



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Reappropriations and new appropriations requested for 1969-71 were:

<u>Project</u>	<u>Estimated Expenditures to 6-30-69</u>	<u>Reappropriations 1969-1971</u>	<u>New Appropriations 1969-1971</u>	<u>Total Reappropriations and New Appropriations 1969-1971</u>
Land Acquisition	\$ 705,000	\$ 200,000	\$ --	\$ 200,000
Buildings	500,000	14,500,000	24,710,523	30,210,523
Roads, Utilities, etc.	--	--	12,925,280	12,925,280
Preplanning, 1971-73	--	--	625,000	625,000
President's Residence	--	--	100,000	100,000
Totals	<u>\$1,205,000</u>	<u>\$14,700,000</u>	<u>\$38,360,803</u>	<u>\$53,060,803</u>
<u>Source of Funds</u>				
General Fund	\$ 705,000	\$ 200,000	\$35,960,803	\$36,160,803
Bldg. & Higher Ed. Acct.	500,000	14,500,000	--	14,500,000
Local Plant Fund (HEFA)	--	--	2,400,000	2,400,000
Totals	<u>\$1,205,000</u>	<u>\$14,700,000</u>	<u>\$38,360,803</u>	<u>\$53,060,803</u>

Name for the College

One of the early decisions made by the Board was the selection of a name for the new college. The first letterhead merely stated "New Four-Year State College." In order to develop a sense of identification for the new institution, a name was needed almost immediately. The Board considered numerous suggestions, and on January 24, 1968 formally named "The Evergreen State College."

(It should be noted that the statute creating the college refers to it throughout as Southwestern Washington State College, in keeping with the compass point designations of the three existing state colleges. However, an amendment to the enabling act adopted in the Senate, on motion of Senator Frank Foley of Vancouver, Washington, left the decision for the name to the Board of Trustees. This amendment has been widely interpreted as a move by those persons in the extreme southwestern counties of the state to reserve the name "Southwestern Washington State College" for the possible development of an additional institution in Clark County or other more southwestern locations at some later date. It did not legally preclude the Board of Trustees from employing that name, but for practical and political reasons, the name Southwestern Washington State College was never seriously considered.)

Academic Program

The Board of Trustees early adopted the policy that no formalized academic structure would be planned until the new president assumed his position. It was essential, however, that generalized educational specifications be developed before that time, in order that the physical plant development might follow the academic program.

It was therefore anticipated that at least the following programs would be offered, within an innovative framework: Social Sciences, Natural Sciences, Arts and Humanities, and Economics and Business. Because of the college's proximity to



the state government complex, it was anticipated that considerable emphasis would be placed on training for the internships in governmental service.

Staff

The Board of Trustees was firmly committed to the policy that the new president should be totally involved in all major decisions regarding the staff and faculty. For this reason (as well as budgetary constraints), the employment of personnel was minimized until after presidential selection.

Ward Bowden, late Secretary of the Washington State Senate, was employed on a part-time basis as secretary for the Board on October 11, 1967. Dean E. Clabaugh, then Washington State Legislative Auditor, was appointed Executive Director for the Board of Trustees and chief administrative officer for the College on October 26, 1967, but did not assume those duties on a full-time basis until December 15, 1967.

Other staff were added very gradually. In March, 1968, Buel B. Brodin was appointed Assistant Executive Director; in July, Ken Winkley was appointed Controller, and in September Dick Nichols was added as Director of Information Services. Total staff, including secretaries and bookkeeper, was seven when the President assumed his post.

Enrollment

No policy decisions were made by the Trustees regarding the ultimate enrollment of the new college. However, they assumed that full-time equivalent enrollment could reach 10,000 within the near, foreseeable future. Because of the substantial numbers of students enrolling in two-year community colleges (of which there are a significant number within a 75-mile radius of Olympia), it was anticipated that a large portion of the students would be at the upper division and graduate levels.

It was originally planned that the initial enrollment, when the doors of the college first opened, would consist primarily of commuters from population centers in and around Olympia. However, it is possible that the majority of students, as the college grows, will live on or immediately adjacent to campus in residence halls and other facilities. The college's residential character will result in a large number of student-service oriented programs.

Chronological Planning

It is anticipated that an initial class, of perhaps as many as 1,000 students, may be enrolled by September, 1971, or more likely 1972. The determination was not made whether the initial class will be freshmen only, freshmen and sophomores only, or a full division among the four classes.

Construction originally was planned to proceed in several phases, with the anticipation that phase 3 would be completed in time to permit an enrollment of approximately 6,000 students by 1977.

Effect on Community

The creation of a new college in Olympia will have a great number of significant effects on the community, including stepped-up industrial and commercial development, population growth and escalation of property values.



The effect on population will probably be the most dramatic. When the Board of Trustees directed its consultants to study utility needs at the various sites, it specified that they think in terms of an ultimate peak load at the college site of 30,000 persons. Contrasting this figure with the present population of Olympia—approximately 20,000—suggests the magnitude of the impact which will be felt. Whether the institution will grow to a size so that the 30,000 peak will ever be felt is, of course, questionable. It can well be predicted that the new college at Olympia may ultimately become a university, and certainly it might be anticipated that it would exceed enrollment of Washington State University at Pullman. However, much of the current thinking is not to allow the institution to grow to a level of more than 10,000 or 15,000, but, rather, when needs of that magnitude exist, to create additional state colleges elsewhere in the state.

The effects on industrial and commercial development will be a direct outgrowth of the population increase attributed to the college. Particularly, in the immediate area of the site of the college, the growth of apartments, commercial developments and shopping centers can be anticipated. However, throughout the county, the availability of money by young students and the growing population will be certain to have a healthy effect on all types and locations of commercial enterprises.

Other Actions

This recitation of activities before the President was appointed has highlighted only certain major aspects; other actions taken during the early development included:

Securing approval from the Northwest Association of Secondary and Higher Schools for correspondent status for The Evergreen State College.

Establishing the basic "package" of employment benefits for faculty, administration, and staff.

Adopting personnel, purchasing, and other essential housekeeping procedures and rules.

Holding seminars, retreats, and other sessions with knowledgeable educators for indoctrination and background of members of the Board.

Promoting zoning of the Cooper Point Peninsula to protect college environs.

And so on.

Presidential Selection

One of the most important single decisions made by the Board of Trustees in the development of the new college was, of course, selection of the new President. Because of the great importance this decision had regarding the directional role of the new college, the Board of Trustees undertook elaborate procedures to assure that the best possible person was selected. The elaborate system for nominations and selection, involving a number of screening steps by a presidential selection advisory committee appointed by the board, was inaugurated January 10, 1968. The timetable was geared to have a president appointed by approximately September 1, 1968.



Although September, 1968 for appointment of the president was considered reasonably firm, a greater question existed regarding the date the president might actually be on the job. It was anticipated that the person selected would already have contracted for his present position for the 1968-69 school year. This suggested that it might require the person selected four to nine months to actually assume his position. The schedule was accelerated; Charles J. McCann, dean of Faculty of Central Washington State College was appointed August 15, 1968 and assumed the position November 1, 1968.

Dean E. Clabaugh
November 25, 1969