

## YOUNGSTOWN STATE UNIVERSITY

YOUNGSTOWN, OHIO 44503

OFFICE OF THE PRESIDENT

February 19, 1970

Memo to: Members of the Board of Trustees  
Youngstown State University

Dear Trustees:

With the approval of the Chairman, I am calling a Special Meeting of the Board of Trustees of the Youngstown State University to be held at noon on Monday, February 23, 1970 in Room 3 of the Youngstown Club.

The purpose of the meeting is to consider and possibly take action upon a proposal that the building for the Technical and Community College be located on the main campus in Youngstown.

Cordially,

  
A. L. Pugsley

ALP/slh

Enclosures

The following relates to the Special Meeting of the Board of Trustees scheduled for February 23, 1970.

Minutes of a Special Meeting of the Board of Trustees held on October 15, 1969 record YR 1970-1 as follows:

"The Committee on relations with the Mahoning County Community College should continue to negotiate with representatives of such College and report back to this Board as to the conditions which might be included in a written agreement if some of the facilities were to be located in Canfield Township."

On November 3, 1969 after conversation between the Chairman of the Board of the Mahoning County Community College and the President of the University, the President wrote to that individual enclosing a draft of the agreement to be considered. A copy of this letter and draft agreement are attached herewith as Exhibit A. No response whatsoever has been received from Mr. Griffin, although during the Christmas period Senator Carney said he would urge a response from Mr. Griffin. It is now February 23, 1970 and the Ohio Board of Regents and the Control Board of the state are expecting the University to proceed with a request for the release of appropriated funds. Because the building site has not been determined the University has been unable to oblige. The University's Master Plan requires Trustee action also, but its final development has been delayed because it must incorporate the decision of where the Technical and Community College will be located. The Master Plan will be brought to you as soon as it has been completed. It may be necessary to call a special meeting of the Board for your action on the Master Plan.

On February 2, 1970 President Pugsley prepared a review of the University's concerns in a letter to Chancellor Millett but this was not sent. However it will give the dimensions of the problem. Please regard this as confidential background material, not to be used publicly. It is attached as Exhibit B of this letter.

On February 4, 1970 President Pugsley made a special trip to Columbus to confer with Chancellor Millett about these matters and reviewed them with him orally. He had requested and received from the State Architect the enclosed comparative analysis of costs relating to the Canfield site and the downtown campus. This is attached as Exhibit C of this letter. It clearly reveals the fund use. Chancellor Millett expressed the opinion that the building must be located on the University campus, not at Canfield.

On February 18, 1970 Chancellor Millett reviewed with President Pugsley a memorandum that he had prepared for Mr. Collier, State Finance Director. This is enclosed as Exhibit D. The Chancellor believes that Mr. Collier will concur.

An official action by the Youngstown State University Board of Trustees is now needed as a reference point, and it is for this purpose that the Special Meeting of this Board of Trustees is called for Monday, February 23, 1970 at the Youngstown Club, 12th Floor, Room 3, with the approval of Mr. Strouss, Chairman of the Board.

The following is suggested as a possible resolution:

WHEREAS Youngstown State University by Resolution YR 1968-5 of this Board of Trustees did establish a Technical and Community College as a needed unit of this University and has experienced rapid growth in enrollments in that College since its inception, and YR 1970-

WHEREAS a proposal was later received from the Chairman of the Board of Trustees of the Mahoning County Community College District to contract with the District for the planning and operation of a Community College at a site specified by them in Canfield, and

WHEREAS the University has given careful consideration to that proposal as a location for the Community and Technical College Building for which appropriation was made to the University by the 108th General Assembly in amended Substitute House Bill 531, page 71, as follows: "Youngstown State University -- 345-002, Community and Technical College ... \$7,180,000", and

WHEREAS this Board of Trustees after extensive study concludes that the community, the student body and the state of Ohio will be most effectively and efficiently served by locating this building on the downtown central campus on a site available and in proximity to the Engineering and Science Building

BE IT THEREFORE RESOLVED, that this Board direct the President of the University to so locate the Technical and Community College Building on the downtown campus and take all steps necessary to obtain release of the appropriated funds for this purpose, obtain the assignment of an architect and proceed to plan the building with all possible speed.

November 3, 1969

Mr. James Griffin  
Assistant to I. W. Abel  
United Steel Workers Union  
International Office  
Pittsburgh, Pennsylvania

Dear Mr. Griffin:

Based upon our conversations of November 2, 1969 I have set down in draft form what I understood to be the points of concurrence that were to be incorporated in an agreement to be executed by our respective Boards of Trustees. I have tried to reflect accurately the understandings we reached.

It is my further understanding that you will now review this draft, suggesting such modifications as you feel are desirable. Upon its return I shall arrange a time with you for an early meeting to be attended by Board representatives. We shall be represented by Chairman Clarence Strouss and our Board's subcommittee composed of Dr. John McCann, Dr. Bertie Burrowes, and Mr. Carl Dennison. You will of course name your own representatives. Any last details may be ironed out at this meeting before final action by our respective Boards of Trustees.

Thank you for meeting with me last Sunday.

Sincerely,

A. L. Pugsley

ALP/slh

cc: Mr. Strouss  
Dr. McCann  
Dr. Burrowes  
Mr. Dennison

bc: Chancellor Millett  
Mr. Manchester  
Mr. Cubbison  
VP Rook ✓  
VP Coffield ✓  
VP Coffelt ✓

## AGREEMENT

between

The Board of Trustees of the  
Mahoning County Community College District

and

The Board of Trustees of  
The Youngstown State University

The undersigned being properly designated and lawfully authorized officers and members of the Boards of Trustees respectively of the Youngstown State University, hereinafter referred to as the "University", and the Mahoning County Community College District, hereinafter referred to as the "College", do hereby enter into final and binding agreement as authorized by their respective Boards in Youngstown State University Board minutes dated \_\_\_\_\_ and Mahoning County Community College District Board minutes dated \_\_\_\_\_.

The College Board presently holds an option from the Mahoning County Commissioners expiring \_\_\_\_\_, 1970 for \_\_\_\_\_ acres of land formerly known as the County Old People's Home in the city of Canfield and described as follows:

As a condition of this option the College agreed with the Mahoning County Commissioners to develop this land as the location of a Community College. The College now believes that more extensive provisions of higher educational opportunity for the citizens of the greater Youngstown area will result if both the site and the educational programs are a part of the University. Since The General Assembly of the State of Ohio in Sub. House Bill 531 provided funds to the University for a facility to house the University's Community and Technical College, and

thereby expressed its will that such programs in this greater Youngstown area are properly an integral part of the University's program of studies, the College wishes to make the Canfield site available for these or such other educational programs as the University may locate thereon. The General Assembly of Ohio did not specify the site. Although the University points out that there are certain disadvantages to a divided campus at this stage of development, including some duplication of facilities, equipment, library holdings, administration and travel;--the assurance of land for future expansion provides a desirable option for development of certain programs of the University.

The College therefore covenants and agrees that it will cause title to the Canfield site, free and clear of all encumbrances, to be transferred to the State of Ohio for the exclusive use of the University, such transfer to be completed at no cost to the state prior to the awarding of bids by the proper state official for construction financed by the capital funds provided by Sub. H.B. 531 of the 108th General Assembly appropriations under the heading "YOUNGSTOWN STATE UNIVERSITY, 345-002, Community and Technical College, \$7,180,000". In addition planning funds were appropriated to the Ohio Board of Regents for planning purposes of this project. The University covenants to use the above mentioned funds for planning, building construction, site improvement, utilities, roads, walks, parking and other needed developments necessary to bring this project into being. The University shall include in the project such educational facilities and programs as its Board of Trustees and the Ohio Board of Regents may deem most suitable to this location, said facilities and activities to be and to remain an integral part of its total educational program and services. Although there is a physical separation between the Canfield site and the downtown

campus, the two sites in combination hereafter shall be held and operated as a single University campus under the jurisdiction of the University's Board of Trustees. Immediately following the transfer of title for the Canfield site for the use of the State of Ohio for use by the University, the Governing Board of the Mahoning County Community College District Board of Trustees, the Mahoning County Commissioners and the Ohio Board of Regents shall take all legal steps necessary to terminate the existence of the Mahoning County Community College Board in acknowledgement of having accomplished their purpose of assuring higher education programs in Canfield as a part of the University's service.

During the time that the College's Board remains in existence all efforts will be made jointly and separately by both Boards to accomplish the purposes of this agreement. These efforts will include seeking funds to provide suitable highway and other access points to the Canfield site, and support of special start up costs for the new campus.

This contract will not be binding upon both parties until approved by the Attorney General of the State of Ohio for approval and the Ohio Board of Regents.

APPROVED BY

The Mahoning County Community College District

The Youngstown State University

By:

By:

\_\_\_\_\_  
Chairman of the Board of Trustees

\_\_\_\_\_  
Chairman of the Board of Trustees

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Signed this \_\_\_\_ day of \_\_\_\_\_ 1969.

Signed this \_\_\_\_ day of \_\_\_\_\_ 1969.  
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\_\_\_\_\_  
The Attorney General, State of Ohio

Signed this \_\_\_ day of \_\_\_\_\_  
1969.

\_\_\_\_\_  
The Ohio Board of Regents - Chairman of the Board

\_\_\_\_\_  
Chancellor





# YOUNGSTOWN STATE UNIVERSITY

YOUNGSTOWN, OHIO 44503

February 2, 1970

Chancellor John D. Millett  
Ohio Board of Regents  
88 E. Broad Street  
Columbus, Ohio 43215

Dear Chancellor Millett:

This report has been prepared for the Ohio Board of Regents and is submitted to you with our request for the Board's approval to locate on the University's downtown campus the Community and Technical College Building for which an appropriation was made by the 108th General Assembly in Amended Substitute House Bill 531, page 71, as follows: "Youngstown State University - 345-002, Community and Technical College ... \$7,180,000". Planning Funds for this building and others were included in the same bill, page 72, as follows: "The Ohio Board of Regents, 235-010, Architectural Planning ... \$7,500,000".

The question of the location of a building off campus is not one that would arise ordinarily.<sup>2</sup> However, the University has been requested by the Chairman of the Board of Trustees of the Mahoning County Community College District to locate this part of its operations in Canfield on a 220 acre site 9 miles from the University and to enter into contract with the District to provide educational services in Canfield by using this appropriation to plan, erect, and begin operation of a Community and Technical College for them. The Village of Canfield is a relatively small residential area adjoining Youngstown proper. The University questions the legality of using the appropriation to erect a building on land to which it does not hold title, and further questions whether such an artificial and forced arrangement would be in the best interests of its programs, its students, or the tax payers. The following report discusses in detail the history of the

proposal, the search for a solution, and the conclusions reached by the University.

A brief review of the historical background of the University and the Mahoning County Community College District is needed to provide understanding. Youngstown State University originated as a School of Law established by the Young Men's Christian Association in 1908. In 1920 the State of Ohio provided the Association with authority to grant the degree of Bachelor of Laws. In the same year the School expanded its curriculum to offer a four-year course in Business Administration. In 1921 the School changed its name to the Youngstown Institute of Technology. The Institution's commitment to technological courses, short courses, evening courses and para-professional training for employed commuting students has been continuous and has grown consistently. It antedated the present day emphasis and state concern for such programs. As a result, programs leading to the Associate Degree have traditionally had excellent acceptance by this community and by the faculty. Such acceptance is lacking in many other universities. These programs were and are built into our offerings as integral parts of a total operation, not as an afterthought. Separating them from the central operation would be like amputating an arm, leaving the original body mutilated and the severed part lifeless.

In 1927 the College of Arts and Sciences was established and offered daytime classes for the first time. In 1928 the Institute, recognizing its expanding role, changed its name to The Youngstown College and in 1930 the College granted the degree Bachelor of Arts. Courses in new fields were added as demand required during ensuing years, and as these offerings drew additional students they were organized into major schools. The Dana School of Music was identified in 1941, The William Rayen School of Engineering in 1946, The School of Business Administration in 1948, and The School of Education in 1960.

In 1944 the trustees of the Young Men's Christian Association transferred control of the institution to the members of the corporation of The Youngstown

College, and in 1955 the corporation was rechartered as The Youngstown University. The University joined the Ohio system of Higher Education by Legislative action effective September 1, 1967 and was named the Youngstown State University. It operates, as do other state universities in Ohio, under the Ohio Board of Regents and has its own Board of Trustees.

In 1968 the new state university established a Technical and Community College, and a Graduate School. Both are flourishing. What, then, is the problem?

Basically the problem is twofold. First, should there exist more than one state supported public institution within the Youngstown area, and

Second, if so, should portions of the University's program be separated out or duplicated for location at Canfield?

Branches, academic centers, and community colleges exist at many locations in Ohio to provide educational opportunity to populations not otherwise served by a public university. The general concept developed by the Master Plan was to provide Lower Division work within a 30 mile driving radius throughout the state. This format has been commonly accepted, although Dr. Paul L. Dressel's report as consultant to the Board of Regents on four branches dated January 20, 1970 is quite critical of certain aspects of these enterprises. It is held by Dr. Dressel that there are built in difficulties surrounding such operations, and he concludes that a split campus is a second choice, to be used only if circumstances prevent centralization.

The roots of our problem go back to January 23, 1964 when a Mahoning County Community College District was created by the Mahoning County Commissioners and was approved by the Ohio Board of Regents. This action was taken prior to the time The Youngstown University was proposed for inclusion in the state system. Its objective was to bring some form of public higher education to this heavily populated area of the state which had none. At that time the problem of duplication of facilities and programs supported by public funds was not present.

In November of 1966 a tax levy for the Mahoning County Community College District was presented to the voters. The Mahoning County Community College District already had employed a President, a Dean, and several other faculty and administrative personnel, all of whom were extremely active in presenting the case for the proposed tax levy. The levy was rejected 3½ to 1. This overwhelming rejection by the voters is generally attributed to the fact that it was known by then that The Youngstown University had been invited by the Governor to join the state system, and that in response The Youngstown University trustees had announced the University would seek state affiliation. Public opinion was strongly in support of the concept that the University should provide all of the public higher education programs of this area and do so on its downtown campus for there were widespread objections to the Canfield location. This attitude persists even more strongly in the community today. It is difficult for persons not living in the area to credit the fierce loyalty with which the populace holds the University. After defeat of the levy, the Mahoning County Community College personnel were dismissed by its board and the University was admitted to the state system. The prevailing opinion in the area was that the issue had been resolved.

The University then moved immediately and aggressively with approval of the Ohio Board of Regents to further develop and expand its already extensive group of two year programs and community services by establishing a Technical and Community College as the sixth major unit of the University. By the fall of 1969-70 the enrollments in this College numbered 1513 students, about 10 percent of the University's total enrollment. The public confidence in the University appears to have been well justified.

When the proposal for Issue No. 1 was developed to provide Capital Improvements for the state agencies of Ohio it was originally set forth that only \$40 million would be available for Higher Education. Of this amount the Ohio Board of Regents and the Governor designated \$4 million to Youngstown State

University for its number one priority request, a Technical and Community College building to be located on the central campus of the University--not an adequate amount, but generous in view of the state total allowed for higher education. No funds were contemplated or included at that time for the Mahoning County Community College District. The University regarded this acceptance of its number one priority request as a policy commitment on the part of all concerned. Later the \$40 million was expanded and the University's portion was enlarged to include a Music and Fine Arts Building, and a Library.

Prior to the vote on Issue No. 1, the Chairman of the Board of the Mahoning County Community College District invited the President of the University to join with him in seeking a commitment from the Governor for funds to provide facilities at the Canfield site for the Mahoning County Community College. He proposed that the Mahoning County Community College District would then contract with the University to plan its buildings and provide the programs for that institution. He insisted that the physical facilities must be located at Canfield. The University declined this invitation because it felt that the commitments already made to it for its Technical and Community College were valid, and because it would be able to operate most effectively and efficiently from a single downtown location. The University held that there would otherwise develop expensive and unnecessary duplications in areas of library, student services, buildings, faculty and equipment. The recently developed new facilities on its central campus for Engineering and other technical programs were already an asset for its two year program development. The University also held that the Canfield location would be less convenient and less accessible to students as well as being more expensive to reach. Many students being served by the two year programs would lack transportation to such an outlying location. In view of the levy defeat the University also held that there would be minimal acceptance of the idea by the public including residents of the Canfield community and Youngstown; and that the operation

of a divided campus would not be in the best interests of quality education or the tax payer. The University also believed that any retention of identity of the Mahoning County Community College was less desirable than for all programs and facilities to be in the University's name exclusively. It could see no valid reason for the continued existence of the Mahoning County Community College District.

The University concurred that the acquisition of the Canfield site or any other body of unencumbered land within the general area might provide some desirable flexibility for future long range University development, although the timing was near impossible for present operations. The city and the University were expanding the downtown campus adequately through Urban Renewal. Indeed the site proposed for the Technical and Community College building was a part of these Urban Renewal lands already owned by the University as part of its downtown campus and as part of its Urban Renewal commitment.

The Mahoning County Community College Board Chairman therefore went alone to Columbus and announced that he had been successful in obtaining a commitment that the Governor would recommend to the Legislature a \$7.5 million appropriation for that institution if funding became available through Issue No. 1. Issue No. 1 did pass. That it passed in Mahoning County was due in no small part to the efforts of this University. The Governor's recommendation in his "State of the State Message" to the General Assembly on February 5, 1969 under the heading of Technical Education read as follows "\$7.5 million for a downtown Youngstown facility".

Following the passage of Issue No. 1 the Mahoning County Community College District again approached the University. Their suggested agreement is attached as Appendix A. The discussions with the Trustees of both institutions were amicable, but no binding agreement was reached. It should be noted that if the Mahoning County Community College District were to operate its own programs it

would still require the passage of a county tax levy for one-third of its operational funds. This is considered most unlikely. However, by contracting with this University or some other public University it could escape this requirement. The Youngstown State University Trustees found it difficult to believe that the General Assembly would look with favor on the continuation of a second state supported institution only 9 miles from the University, or that it would approve of a split campus too distant for convenience of operation for students and faculty, and too near to justify the expensive duplications and additional operational costs.

The General Assembly acted to provide the \$7.5 million appropriation to the Youngstown State University. Since the University did not and does not own the Canfield site, and since the General Assembly did not specify a site other than the central campus, the University regarded this as a mandate to locate the Technical and Community College on the University's central campus, thereby assuring the University complete and independent control of the programs.

The University does not wish to develop controversy in the community. It wishes to provide the best educational programs possible for its students at the least cost to them and to the tax payer. The intense interest by the General Assembly in efficient operations for higher education is testimony to the appropriateness of our concern. The University has repeatedly reviewed the possibilities of using the Canfield site, not just in terms of locating and operating its Technical and Community College under contract with the Mahoning County Community College District at Canfield, but all other possible alternatives. In order that these might be considered jointly, an exploratory tentative agreement was conveyed on November 3, 1969 to the Chairman of the Mahoning County Community College District Board after conversation with him. This has elicited no response. (See Appendix B) The University has waited three months for a reply and cannot wait longer for this matter to be settled. Delay is holding up the total Master Plan of the University.

In the Official Plan for Mahoning County Community College District shown in Appendix VI of that Plan and submitted to the Ohio Board of Regents on March 7, 1966 by the Board of Trustees of the Mahoning County Community College District, the price of the 220 acre Canfield site is recorded at \$1,500 per acre. The value of the 220 acres of land therefore was \$330,000. By comparison this is less than half of the amount that will be required to order, buy and catalogue the books required for the library of a Community College if it is to be accredited by the North Central Association of Colleges and Secondary Schools. Unfortunately these books would be duplications of books already held in the main University library. The value of the land to be acquired therefore is not of sufficient significance to be the dominant reason for locating the work at Canfield. What is of significance is that this example is only one of many costly duplications. The funds used for these duplications could be used more effectively for improvement and expansion of the University in its total program.

The Official Plan submitted by the Mahoning County Community College contemplated a physical facility estimated in 1965 to cost \$19,740,000 and to accommodate 6300 students by 1974. Since these estimates were prepared, the University's experience is that building costs have risen by more than 50 percent. The current \$7,180,000 appropriation would not be sufficient to provide for a meaningful start of operations at the Canfield location.

Much of the appropriation would have to be used to provide grading, roads, walks, parking, sewers, water, power, heat, and landscaping, none of which are present, plus duplication of essential food services, library, equipment, police security, faculty offices, administrative and other facilities now available on the central campus. In addition the site is serviced by only one unimproved road and extensive commitments would be required by the county. There are no planning funds for a general campus plan at Canfield. To these high and unnecessary costs would be added the frustrations of time loss for travel between campuses for students and faculty, duplications in record keeping, services, separate



maintenance plants, etc. The University is unable to see any single advantage or combination of advantages to the proposal. In its search to find some merit in the proposal it has evaluated in depth the following possibilities of programs that might be located at the Canfield site:

1. Acceptance of the Mahoning County Community College District proposal for 2 year programs of Technical and General Education.
2. Establishment of a common freshman year for all University students.
3. Establishment of a two year Technical Institute, but excluding general Lower Division work for other students.
4. Moving the School of Education (Upper Division only) to Canfield.
5. Moving the School of Business or other Professional Schools to Canfield.
6. Using the Canfield site as the location of a Research Laboratory.
7. Using the Canfield site as the location of a Medical Center for North-eastern Ohio.
8. Using the Canfield site for a Research area including a University Golf Course and related physical and recreational facilities.

A discussion of each of these proposals follows:

1. The Mahoning County Community College District Proposal for 2-year Programs of Technical and General Education.

The authorization of a community college district is based upon the need to provide public higher educational opportunity to persons within the district. In this case the community college district consists of Mahoning County. The Basic Data Series, Ohio Higher Education, Ohio Board of Regents, (Table 3, p.8) shows Mahoning County as having a population of 318,048 persons as of July 1, 1967. The needs of Mahoning County already are being served better by the Youngstown State University than those of any other County in Ohio with the exception of Athens County in that 28.8 persons per 1000 population were enrolled in public higher education in Mahoning County in the Fall of 1968. Athens enrolls 31.2

persons per 1000 population. (Map 4A, p.43.) Before becoming a State University only 3.9 persons per 1000 population were served in Mahoning County by public higher education. (Map 4, p.42.) Therefore the justification for the Mahoning County Community College District was valid when conceived but no longer exists now that the need is met by the University.

The report of enrollments at the University is as follows for the Fall Quarter, 1969:

<u>Class</u>	<u>No. Students</u>	<u>School</u>	<u>No. Students</u>
Freshmen	6607	Arts & Sciences	3889
Sophomores	2997	Bus. Administration	3817
Juniors	2398	Education	3257
Seniors	2097	Engineering	1434
Masters	575	Music	277
Other	88	Tech. & Comm.	1513
Total	14762	Graduate	575
		Total	14762

One year ago in its first year of existence the Technical and Community College enrolled 898. It is the fastest growing arm of the University. Most of its offerings are for 2 year Associate of Arts degrees. Typically an independent Community College provides both lower division work for 4 year students as well. Two-thirds of the students of the University are in lower division work--or that which might be embraced by an independent Community College. To follow the Mahoning County Community College proposal would require separation of the 9604 lower division students from the downtown campus. The facilities possible from a \$7,180,000 appropriation are obviously insufficient to accommodate such a load. This gross inadequacy led to rejection of such a proposal and consideration of a common freshman year.

## 2. A Common Freshman Year.

A common freshman year would have required facilities for the 6607 freshmen students present in 1969. The freshman class shows most rapid growth of any in

actual numbers so that the most extensive provisions for growth will be required to service it. These freshmen represented 45 percent of the entire student body. It would not be possible even to begin to accommodate 45 percent of the student body with a \$7,180,000 appropriation. Witness the Mahoning County Community College's own proposal for \$20 million for 6300 students--a figure which it already has been noted must be increased to \$30 million due to inflation.

It is held by the University that one of the great advantages to the students of a four year campus lies in the early integration of freshmen into a more diversified environment and contact with more mature students having a broader range of interests. Not all learning takes place in the classroom. A separated freshman class concentrates too limited a group in terms of interests, diversity and age. It creates the effect of one more year of high school treatment for students ready for bigger things. These students would have to journey to the University Central Campus for most of their recreational and social contacts and their participation in full scale extracurricular activities. It would be unfair to these students to deprive them of these natural advantages which could be theirs.

Lastly, most of our students work, and the Canfield location is distant, isolated and difficult to reach. The rejection of a common first year as a feasible plan led the University to consider identifying the Canfield location only as a two year Technical Institute.

### 3. A Two Year Technical Institute.

By eliminating all of the general Community College lower division work at the Canfield location the problem of numbers of students becomes more manageable. The major disadvantages described under 1 and 2 are still present, however, and are increased by still others. Foremost should be recognized that many of these programs relate to Engineering and the University's first building from state funds is the new Engineering Building. Of the \$5 million expended for this structure which was first occupied in 1967, over \$1 million was for technical

Engineering and other scientific equipment, much of which would have to be duplicated at Canfield with consequent poor utilization. The University's plan on the other hand was to locate the Technical and Community College immediately adjacent to the Engineering Building to provide for joint equipment use by both groups of students.

Many of the students enrolling in two year programs come from adjacent poverty areas of the city. These students would find transportation to Canfield difficult if not impossible. These students also are in special need of the resources of a total University environment to develop wholly. Both they and the University need to be visibly evident as a community effort, not isolated in a rural location.

Other two year programs than those in Engineering and manufacturing specialties include substantial numbers enrolled in the two year programs of Business, the Secretarial School, the Police Science Program, and the Nursing Program. None of these are as well located at the perimeter of the community as they are in the heart of town. All of these programs would require some general education programs to be taught wherever they are located which means a split faculty.

Most of our students must work in the community to earn money to put themselves through school. The isolated location of Canfield would make employment difficult due to distance.

The next idea related to the School of Education.

#### 4. The School of Education.

Students are not admitted to the School of Education until they have a 2.50 grade point average and Junior standing. The University considered whether it would be feasible to locate the 3257 students enrolled in the School of Education at Canfield. The difficult with this proposal is that Education majors take many of their advanced subject matter courses at the upper division level in departments

other than in the School of Education. Either they would have to travel daily to the Central Campus for these courses in specialties such as Mathematics, Art, Music, Physical Education, Physics, Economics, etc., or the departments giving such advanced courses for prospective teachers would have to duplicate faculty, library, and a total range of facilities at two locations. Locating the School of Education at Canfield would, very simply, be a throw back to the old Teachers College concept that those institutions have spent the last two decades outgrowing. The University holds that the future of the teaching profession requires communication with others, not isolation, during the most important two years of their education. We then considered the other Professional Schools.

5. The School of Business and Other Professional Schools.

Identical remarks pertain to the School of Business Administration with its enrollment of 3817 students and the other professional schools. There is no reason to locate them in Canfield either.

6. A Research Laboratory.

The research capability of the University has not yet reached a point where this can be considered as a high priority need taking precedence over other needs. In general, faculty research at a teaching university should be located where the faculty do their teaching, have their offices, and have laboratory, library and computer facilities conveniently available. It is also doubtful whether the appropriated funds could be used for this purpose legally.

7. A Medical Center.

The Master Plan suggests a Medical Center for Northeastern Ohio. A Medical Center would be well satisfied by this location. The site is adequate and the supporting hospital facilities and medical capability of the Youngstown area are excellent. But this is something for the future, not yet determined.

8. A Retreat Area Including a Golf Course and Related Physical and Recreational Facilities.

Both students and faculty need a retreat area including physical and recreational facilities such as are provided by many universities. A retreat house for students and faculty, for conferences and meetings would be desirable. It could be supplemented by a golf course, tennis and other outdoor sports, and the site eventually could be the location of a stadium.

This and number 7 above are the only feasible uses for the Canfield property as the University sees them, unless the State of Ohio wishes to engage in extensive wasteful expenditures of tax funds.

Conclusion.

The needs of the University are great and it has given careful attention to using its funds in the most prudent manner to provide the greatest efficiency and service to its clientele. Part of its role is to perform its services visibly thereby contributing to changing the image of the inner city. The Basic Data Series of the Ohio Board of Regents, (pages 79 and 58) records a total of 25,887,302 square feet of space in 1968 for the 12 Ohio public universities and a Full Time Equivalent enrollment of 1,665,550 students, or 155 square feet per FTE student. Youngstown State University is credited with only 540,428 square feet of this space and a Full Time Equivalent enrollment of 11,114 students, or 49 square feet of space per FTE student, less than one-third the average! Our needs for capital expansion are too severe to acquiesce in a proposal that is wasteful of needed space and dollars. We are proud of our record to date in maintaining the lowest fees of any of the Ohio state universities. We do not wish to raise them just to support unnecessary higher costs. The fiscal waste of using the Canfield site as the Mahoning County Community College has proposed, would however, only be the beginning of sustained annual operational duplication and costs. In

addition there would be required substantial additional start up costs always present in what would be the equivalent of a new enterprise at the Canfield location.

We therefore respectfully request that the Ohio Board of Regents approve the use of the appropriation of \$7,180,000 made to the University to construct the University's Community and Technical College building on the downtown Central Campus of the University.

Sincerely,

A. L. Pugsley

ALP/slh

cc: Members of the Board of Trustees

ESTIMATED EXPENDITURES OF THE \$7,500,000 APPROPRIATION  
FOR A COMMUNITY AND TECHNICAL COLLEGE IN MAHONING COUNTY

	Youngstown State University <u>Campus</u>	<u>Canfield Site</u>
Roads and Drives	- 0 -	\$ 22,000
Parking Areas:		
3,000 Students, 2100 cars		363,000
3,000 Students, 1500 cars	- 0 -	
Electrical Transmission Lines	- 0 -	75,000
Water Supply	- 0 -	45,000
Sewage Treatment Plant	- 0 -	50,000
Sanitary Sewer Lines	- 0 -	20,000
Storm Sewer Lines	- 0 -	24,000
Landscaping	\$25,000	25,000
Library Area, 15,000 gross sq. ft.	- 0 -	750,000
Student Services Area, 20,000 gross sq. ft.	- 0 -	1,000,000
Administrative, Receiving Areas, 8,000 gross square feet	- 0 -	320,000
Instructional Area:		
82,650 gross sq. ft.		
161,875 gross sq. ft.	6,475,000	3,306,000
Laboratory Equipment	1,000,000	1,500,000
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	\$ 7,500,000	\$ 7,500,000



February 19, 1970

MEMORANDUM FOR MR. COLLIER:

This is in response to your letter of February 11 concerning the situation in Mahoning County. At the very outset, let me make two statements of fact:

1. At present Youngstown State University does not own a site in Canfield and cannot plan or build any structure there until it acquires such land.
2. The Board of Trustees of Youngstown State University prefers to build a Community and Technical College in Youngstown rather than in Canfield.

As you know, this Mahoning County situation has given me and others a great deal of concern. It is urgent to have a solution.

#### Background

In 1965 the County Commissioners of Mahoning County created a community college district and appointed a board of trustees. These actions took place without any state government approval. The board of trustees hired an administrative officer who developed an official plan which was approved by the Board of Regents on May 20, 1966. This plan called for an extensive plant (around 20 million dollars) to be built at Canfield on a site acquired from the County Commissioners.

In a special session of the Ohio General Assembly in December, 1963, an appropriation of 5 million dollars was made for an engineering building at Youngstown University. This amount was reappropriated in 1965 to the Board of Regents to build the desired facility for Youngstown. When breaking ground for this building in the spring of 1966, Governor Rhodes recommended that Youngstown University should become a state university.

In the meantime, the community college board of trustees went to the voters of Mahoning County for approval of a tax levy with which to build their community college facility. This tax levy proposal was defeated by the voters in November, 1966, by a 3.5 to 1 margin. It was made clear during the campaign that without tax levy support the community college could not be built. It is probable that many voters preferred to see creation of a state university rather than development of a community college.

In 1967 the Ohio General Assembly enacted legislation creating Youngstown State University, which became operational in September, 1967, by taking over the plant of the previously private institution, Youngstown University. Since the bond issue of 1967 was defeated by the voters of Ohio in May, 1967, we have not been able to build up the capital plant of Youngstown State University. The university is very deficient in instructional space.

During the 1968 campaign for a new constitutional amendment for capital improvements, the chairman of the board of the community college district indicated his interest in having funds with which to build a community and technical college in Mahoning County. I was a party to the pledge that this would be done.

In H. B. 531 of the 108th General Assembly in 1969, authorizations of capital improvements at Youngstown State University were included as follows:

345-002	Community and Technical College	\$7,180,000
345-003	Music and Fine Arts Center	5,270,000
345-004	Library	6,000,000

The planning money for the first two projects (\$320,000 and \$230,000) were appropriated to the Board of Regents. Youngstown State University has not been able to proceed with the planning of the first project because of confusion about the location.

The 1969 construction authorization of a community and technical college was made to Youngstown State University for two reasons. Youngstown State University was now in existence as a result of the 1967 legislation. The community college district had no funds and no administrative staff with which to plan or build a facility. Moreover, it was generally agreed in Mahoning County and Columbus, as I understood it, that Youngstown State University would operate a Community and Technical College in the same way that the University of Akron and the University of Toledo do so. Secondly, the local contribution which had not been provided by the voters was provided by the community in the gift of the property of Youngstown University to Youngstown State University.

#### The Location Controversy

In 1969 during the consideration of H. B. 531 I was informed that the chairman of the community college district expected Youngstown State University to build its community and technical college at Canfield. The president of the University then informed me that the board of trustees was opposed to this location and he also informed me that in his judgment a large segment of public opinion in Mahoning County was opposed to such a location.

In appearing before the House Finance Committee and the Senate Finance Committee on H. B. 531, I stated several times that the location of the community and technical college was a matter of dispute and was still to be resolved. I am sure that leaders of the General Assembly and committee members understood this.

After H. B. 531 was signed into law, I discussed the location question with officials at Youngstown State University. At my urging, the board of trustees addressed a letter in early November, 1969, to the chairman of the community college district inquiring about the availability of the Canfield site. As of September, 1966, the community college district acquired the Canfield site from the Mahoning Board of County Commissioners. The deed conveying the site to the community college district requires the district to build a community college as defined by Chapter 3354 of the Revised Code.

In order for Youngstown State University to build and operate a community and technical college at Canfield, it would be necessary for the community college district to surrender its option for this site or to transfer the option to the board of trustees of the University. Moreover, the County Commissioners would have to be willing to sell or give the land to the State University. There is a great deal of confusion about this whole land transaction, and it is probably illegal for the County Commissioners to give the land to Youngstown State University.

The fact is that regardless of the legal situation the Board of Trustees of Youngstown State University has not had any response to its letter of early November. The Board feels that it has waited long enough and the Board now proposes to go ahead with other plans.

#### The Case for Canfield

1. Canfield is located in the geographical center of Mahoning County.
2. A 220 acre site would provide a pleasant setting for a campus.
3. There would be ample space in which to locate parking areas.
4. The site might be desirable for future expansion.

#### The Case Against Canfield

1. The location is inconvenient for Youngstown residents.
2. An initial investment at Canfield will not be as economical as location of the college on the present campus.
3. Youngstown State University badly needs general classroom space and has been planning to obtain such space through this appropriation for a community and technical college. Also, the space will be available sooner if built on the Youngstown State University campus.

4. On the central campus technical education students will not be separated from all college students.

### The Space Situation

As of 1969-70, Youngstown State University has the worst situation of all our state universities for space. Youngstown has 36 sq. ft. per student, compared with 40 sq. ft. per student at Wright State and 75 sq. ft. per student at Cleveland State. The average space per student at all state universities is 134 sq. ft.

When the new buildings as now authorized are finished, Youngstown State University will still confront a very great shortage of space, the worst among all the state universities. Youngstown State University desperately needs general classroom space.

Youngstown has planned to build a community and technical college with about half the space for technical laboratories and half the space for general classrooms. The University plans to use these general classrooms for all its programs and not just for two-year students.

Youngstown must have a general classroom building, and if the community and technical college is built at Canfield, the art and music building will have to be postponed in favor of a general classroom facility.

### Economy

I have consulted with the Department of Public Works, and I find that if we build the community and technical college at Canfield, we shall have to spend 3 million dollars for land, utilities, parking areas, and library and student facilities. This will leave 4.5 million dollars for building and equipment.

As a consequence, we shall be able to build about 100,000 gross sq. ft. of instructional space.

If we build at the central campus, we shall be able to build 167,000 gross sq. ft. of instructional space, and we might even be able to do a little better than this.

We will get more instructional space per dollar on the central campus than at Canfield, and we shall save future construction expense by building at this time on the central campus.

We will also get much better space utilization if we build in the central campus.

### Conclusion

I have been to Youngstown this week to review the situation. I find:

1. Youngstown State University now owns the land where it plans to build the community and technical college.

2. Youngstown State University is now acquiring additional land for parking space at no cost to the State of Ohio.
3. This building is very badly needed for the general operation of the University as well as for the operation of a community and technical college.
4. There will be more community approval at this time for the central campus site than for the Canfield site.

Recommendation

Because of the space and cost situation, because no response has been received to the inquiry about availability of the Canfield site, and because of the urgency of action, I strongly recommend that we authorize Youngstown State University to proceed with the central campus site.

MINUTES OF SPECIAL MEETING  
of  
BOARD OF TRUSTEES  
YOUNGSTOWN STATE UNIVERSITY

Youngstown Club, Noon Monday February 23, 1970.

Pursuant to written call by the President dated February 19, 1970, and delivered to each Trustee personally on that date, a special meeting, being the fifteenth meeting, of the Board of Trustees of Youngstown State University convened at noon on Friday, February 23, 1970 at the Youngstown Club. A copy of the call of such special meeting and of the special matters submitted by the President's office with the call of the meeting is attached to the minutes of this meeting.

Trustees present included Clarence J. Strouss, Chairman, William J. Brown, Dr. Bertie S. Burrowes, Carl L. Dennison, Dr. John N. McCann, Robert E. Williams and Raymond J. Wean, Jr. Trustee John A. Saunders was absent.

Other persons present included Dr. Albert L. Pugsley, President, Dr. William H. Coffield, Vice President for Academic Affairs, Dr. John J. Coffelt, Vice President for Administrative Affairs, and Hugh W. Manchester, Secretary to the Board of Trustees.

In addition to the written material submitted by the President with the call for the meeting, which reviewed conversations and communications to date with the President and Trustees of the Mahoning County Community College with reference to a possible contract with such institution for the conduct of a technical and community college by Youngstown State University for it at a specific site in Canfield Township; and a memorandum from Chancellor Millett to Mr. Collier, State Finance Director, pertaining to the same subject, Dr. Pugsley reported informally concerning discussions with some members of the Board of Regents and some members of the Legislature as to the probable attitude of the State Board of Control concerning release of appropriations for construction of a building on the main campus should the Board of Trustees determine that its own technical and

community college department be conducted from a building located on the campus in Youngstown. After a full discussion of the matter, which included discussions as to the possible Federal and State funds which might be available to assist in construction and operation of such facility, the following action was taken:

Upon motion made by Mr. Williams, seconded by Mr. Wean, and unanimously carried, the following resolution was duly adopted:

"RESOLVED that the committee on relations with the Mahoning County Community College be and it is hereby dissolved and discharged from further responsibilities." YR 1970-17

Upon motion made by Mr. Wean, seconded by Mr. Dennison and carried by unanimous vote of all Trustees present, the following resolution was duly adopted:

"WHEREAS Youngstown State University by Resolution YR 1968-5 of this Board of Trustees did establish a Technical and Community College as a needed unit of this University and has experienced rapid growth in enrollments in that College since its inception; and

WHEREAS a proposal was later received from the Chairman of the Board of Trustees of the Mahoning County Community College District to contract with the District for the planning and operation of a Community College at a site specified by them in Canfield; and

WHEREAS the University has given careful consideration to that proposal as a location for the Community and Technical College Building for which appropriation was made to the University by the 108th General Assembly in amended Substitute House Bill 531, page 71, as follows: "Youngstown State University -- 345-002, Community and Technical College ... \$7,180,000"; and

WHEREAS this Board of Trustees after extensive study concludes that the community, the student body and the state of Ohio will be most effectively and

efficiently served by locating this building on the downtown central campus on a site available and in proximity to the Engineering and Science Building;

BE IT THEREFORE RESOLVED that this Board direct the President of the University to so locate the Technical and Community College Building on the downtown campus and take all steps necessary to obtain release of the appropriated funds for this purpose, obtain the assignment of an architect and proceed to plan the building with all possible speed."

Dr. Pugsley reported that he had received a communication from Carl E. Bentz, State Architect for the State of Ohio, suggesting the names of the following three firms of architects who were approved by the State Architect for preparing plans and specifications for proposed modifications and alterations of the Kilcawley Center, to wit:

1. P. Arthur D'Orazio of Youngstown, Ohio
2. Damon, Worley, Cady, Kirk & Associates of Youngstown, Ohio
3. Tuchman & Canute of Akron, Ohio

After discussion, upon motion by Mr. Brown, seconded by Mr. Williams and carried by unanimous vote of all Trustees present, it was

"RESOLVED that the architectural firm of Damon, YR 1970-19 Worley, Cady, Kirk & Associates of Youngstown, Ohio be designated as the architects to prepare plans and specifications for the proposed remodeling and modification of Kilcawley Center."

Dr. Burrowes suggested that it would be appropriate for the Board to recognize Dominic L. Rosselli, and upon motion by Dr. Burrowes, seconded by Mr. Dennison and unanimously carried, the following resolution was duly adopted:

"RESOLVED that the Board of Trustees of Youngs- YR 1970-20 town State University record upon its minutes



an expression of its appreciation to Dominic Rosselli for his outstanding work, rendered over the years on behalf of the University, and its congratulations to him upon his recent successes in the coaching of winning basketball teams; and that a copy of this resolution be sent to him."

There being no further business to come before the meeting the same was adjourned upon motion duly adopted.

Clarence Strouss Jr.  
Chairman

Attest Hugh W. Manchester  
Secretary