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July 10, 1972

Gerald L. Sorte, Legislative Auditor
Legislative Budget Committee
State of Washington
Legislative Building
Olympia, Washington 98504

Dear Mr. Sorte:

In your letter to me of May 12, 1972 you called attention to Senate Resolution No. 44 adopted at the 1972 Extraordinary Session of the Legislature which directed the Legislative Council to develop a funding proposal which would ensure the adequate maintenance and operation of the Arboretum. You indicated that the Legislative Council had then redirected the responsibility for complying with this Resolution to the Legislative Budget Committee.

You then stated:

In order to provide the Legislative Budget Committee with a basic background concerning the problems associated with the Arboretum, we would appreciate it if your staff would prepare an initial report summarizing the history of the Arboretum, its sources of operating and capital support, the present needs which the Arboretum serves including an identification of the respective clientele groups, and its future relationship to the programs of the University of Washington.

Before turning to a direct response, I should like to call attention to the fact that the Resolution states that "the Arboretum suffered a seventy-three percent budget cut in the current budget." The correct figure is not seventy-three percent but a fifty-three percent cut.

The report attached hereto is responsive to the questions asked in the paragraph quoted above. It is based on University records and information available to University staff. As becomes evident, the history of the Arboretum is complex and has involved a variety of parties, as is indicated also in your letter.

I am enclosing 16 copies for distribution by you to members of the Legislative Budget Committee.

Because of the time schedule and the heavy burdens carried by University officials during this period when the biennial capital and operating budget requests are in the course of development, it has not been possible to check the report which the University was requested to initiate with interested

Gerald L. Sorte

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July 10, 1972

parties external to the University. I am, therefore, sending a copy of this letter and the report to those listed below. If any of them have comments as to facts or substance, it would be appreciated if they would send them to me as well as to you.

Sincerely yours,



Charles E. Odegaard
President

CEO:ml

Enclosures

cc: Governor, State of Washington
University of Washington
Board of Regents
Vice Presidents Cartwright, Conrad, Katz, Ryan, Waldo
Dean, College of Forest Resources
Dean, College of Architecture and Urban Planning
Dean, College of Arts and Sciences
University Committee on the Arboretum
College of Forest Resources Visiting Committee
Advisory Committee on Program for the University of Washington
City of Seattle
Mayor
City Council
Board of Park Commissioners
Superintendent of the Parks and Recreation Department
City Planning Commission
City Engineer
King County
County Executive
Arboretum Foundation, Officers and Directors
Friends of the Arboretum, Officers and Directors
Seattle Garden Club, Officers
Washington Federation of Garden Clubs, President and
District Directors of Adjacent Areas

July 10, 1972

REPORT ON THE ARBORETUM IN RESPONSE
TO INQUIRY FROM THE LEGISLATIVE BUDGET
COMMITTEE OF MAY 12, 1972 TO THE
UNIVERSITY OF WASHINGTON

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I. EARLY HISTORY OF THE ARBORETUM

The present Arboretum has been in active existence, close to forty years, having been founded in 1934 by an agreement between the City of Seattle, represented by its Board of Park Commissioners, and the Board of Regents of the University of Washington. However, the concept of developing an arboretum dates back to 1895 when the University moved to its present location. What is now known as the campus was designated in the University catalog for that year as "Grounds and Arboretum" and the evidence indicates that it was the intent of the University administration to develop part of the campus as an arboretum.

However, as buildings were added for classrooms and dormitories the original idea of developing an arboretum began to fade. By June 1904 the campus became known as the "Grounds," and after 1906 no further reference was made in the University catalogs to the campus serving as an arboretum. A few years after the campus was cleared for the Alaska Yukon Pacific Exposition a proposal was made that the entire area of the campus below the railroad tracks be set aside for arboretum purposes. The University administration agreed with this proposal and the area was designated on maps of the campus as "Arboretum." No money was available however for the development, and little was done except to develop a nursery at the College of Forestry; trees were planted in the arboretum by the students in connection with their classwork.

Progress was slow and pressures developed for the construction of a golf course in this so-called arboretum area. It was argued that both could be developed in the same area, with trees on the edge of the fairways and greens. Eventually the golf course took over the entire area, and in late 1923 Dean Winkenwerder of the College of Forestry had "lost all hope of ever developing an arboretum on the University campus." Although Dean Winkenwerder lost hope of developing an arboretum on the campus, he did not lose hope of eventually developing an arboretum. Furthermore, he felt that such a development might well have the support both of the City of Seattle, through its Park Department, and the University. He suggested to President Suzzallo that the Washington Park area would fulfill the requirements. Dr. Suzzallo, who had approved transforming the arboretum into a golf course, gave enthusiastic support to this development and solicited the help of the Seattle Rotary Club, the Chamber of Commerce, and the Park Department.

As a result, the Board of Park Commissioners on February 6, 1924 passed the following resolution: "That the entire area of Washington Park be, and hereby is set aside for a Botanical Garden and Arboretum. And be it further resolved, that the Board of Park Commissioners grant to the University of Washington the privilege of using certain buildings and greenhouses in the botanical garden and arboretum, by the students of the University in the study of plant life. It is the wish and hope of the Board of Park Commissioners to work in accord with the University of Washington in this development and make the Arboretum and Botanical Garden one of the chief centers for accurate botanical and gardening information on the Pacific Coast."

The first work on the area was provided by men transferred from Seward Park who were employed through "unemployment relief funds," and who began clearing a site for a nursery. Mr. R. J. Fisher, a member of the Board of Park Commissioners, was given the job of supervising and directing the activities in the area.

Dr. Suzzallo appointed a University Committee to assist the Board of Park Commissioners, which included Dean Winkenwerder, Forestry; Dean Charles W. Johnson, Pharmacy; and Dr. T. C. Frye, Botany.

Setting aside an area for arboretum use is a long way from developing an arboretum. The first called only for a resolution of the Board of Park Commissioners. The latter called for funds, for plans and for supervision and direction. Dean Winkenwerder and Mr. R. J. Fisher continued unceasingly to stir up interest and seek support. Dean Winkenwerder even went so far as to visit arboreta in Europe (at his own expense) in order to get a broader background. Upon his return he prepared a mimeographed report which was given wide circulation. He was convinced that any real development could not take place until adequate funds were provided on an annual basis. He felt that financial problems could be solved through an endowment fund of from \$200,000 to \$500,000, to be supplemented by special gifts. As the University was in trouble both financially and administratively there was no likelihood of help from that source.

Dean Winkenwerder suggested that some organization be set up to solicit private financial support. The stock market crash of 1929 and the depression which followed did not create a situation which was conducive to private financial help. Nevertheless, the Arboretum and Botanical Garden Society of the State of Washington was incorporated under the Laws of the State of Washington on April 15, 1930. There seem to be no records of the success of the membership campaign. However, considering the magnitude of the depression, which was increasing daily, it is safe to assume that no large sum of money was collected.

Limitation on funds still hindered development, but with the depression came public funds for unemployment relief. Some work was started in clearing the Washington Park area in November 1931. By the summer of 1933 considerable work was underway, the primary purpose of which was to give work and not to develop an arboretum.

In the fall of 1933 a group of private citizens began to explore the possibilities of reviving the idea of developing an arboretum and botanical garden in fact as well as in name. This group decided to attempt to secure federal funds for the project, but recognized that it would be necessary to have a sponsor. A sub-group was formed charged with the responsibility of creating a legal entity which could qualify as a sponsor. The sub-group drafted a proposed agreement between the City of Seattle and the University of Washington similar to that between the City of Boston and Harvard University and appeared before the Board of Park Commissioners with the project.

As a result of this meeting a committee was appointed to make recommendations on the financing and plans for the arboretum development. This committee presented a proposed agreement to the Board of Park Commissioners on November 8, 1934, which with minor legal amendments was approved by the Board of Park Commissioners and the University Board of Regents on December 6, 1934.

II. THE 1934 AGREEMENT RELATING TO THE ARBORETUM AND BOTANICAL GARDEN IN WASHINGTON PARK

Since there will be frequent reference to various parts of this agreement in subsequent sections of this report, there follows, for convenience, the entire terms of the agreement, to which is added Section 3, Article XIII, of the Seattle City Charter as of December 6, 1934, to which reference is made in the agreement:

AGREEMENT RELATING TO ARBORETUM AND
BOTANICAL GARDEN IN WASHINGTON PARK

THIS AGREEMENT, made by and between the City of Seattle, a municipal corporation, organized under the laws of the State of Washington, herein designated First Party, and the Board of Regents of the University of Washington, herein designated Second Party, WITNESSETH:

WHEREAS, first party is the owner of certain park property situate within the territorial limits of the City of Seattle, known as Washington Park; and

WHEREAS, the parties hereto wish to establish and maintain within said Washington Park an arboretum and botanical garden; and

WHEREAS, second party is willing to take charge of planning for and the establishment of such arboretum and botanical garden; Now, Therefore,

In order to establish and maintain such arboretum and botanical garden, and in consideration of their mutual agreements, as herein set forth, it is agreed by and between the parties hereto as follows:

1. First party hereby grants to second party the right to use all or any portion of said Washington Park as now established or as may be hereafter extended (as more specifically set forth in the map hereto attached, marked Exhibit "A"), for an arboretum and botanical garden, second party to designate in writing from time to time the exact areas which it desires to devote to such use.

2. First party shall, at its own expense as funds are available, construct and maintain all roads, driveways, walks, water systems, lighting facilities, and such other permanent improvements as may be necessary to make accessible such scientific, educational and recreational advantages as may be derived from the establishment and maintenance of such arboretum and botanical garden.

3. First party agrees to use such funds as it may have available for the establishment of said arboretum, and to cooperate with second party in the establishment and maintenance of said arboretum and botanical garden, and to that end to donate such seeds, plants, shrubs, trees, equipment and labor as may be available.

4. Second party will, as soon as practicable, have prepared plans for such arboretum and botanical garden, and submit same to first party for the approval of its Board of Park Commissioners, and thereafter the development of said arboretum shall be substantially in accordance with such plans as originally prepared and so approved with such modifications as may be made therein with the approval of both parties:

5. Second party shall, as soon as possible, establish such arboretum and botanical garden, including in such work, among other things, the following items:

- (a) Procuring seeds and plants from all parts of the world that may be suitable for growth in this climate;
- (b) Establish quarantine station for the introduction of plants, shrubs and trees from foreign countries;
- (c) Carry on experiments in the cultivation and growth of all forms of plant life;
- (d) Establish special collections, such as of native plants and trees, those illustrating plant relations, alpine groups, and other like collections;
- (e) Establish and maintain an herbarium;
- (f) Provide plant material for use of classes in the public schools and University.

6. Second party shall, subject to the provisions of Section 3 of Article XIII of the City Charter, have full control of the area devoted to said arboretum and botanical garden; provided, however, that such area shall be made available to visits by the public generally under rules and regulations adopted by the second party by its Board of Park Commissioners.

7. Second party shall have the right at such time or times as funds may be available, to erect suitable buildings and greenhouses for the use of the arboretum and botanical garden, and shall have the control thereof subject to the provisions of the City Charter, Article XIII, Section 3.

8. First party shall police the entire park including the portions used for said arboretum and botanical garden, and shall keep in good repair the walks and driveways leading to and within the area used as such arboretum, all in the same manner and to the same extent as in the absence of this agreement.

9. It is understood that first party shall have at all times access to every part of said arboretum and botanical gardens, including the buildings, for general visitation and the carrying out of such supervision and policing as first party shall deem necessary.

10. An advisory committee to be known as the Arboretum and Botanical Garden Committee, consisting of at least seven members is hereby created, three to be appointed by the Mayor of Seattle, three by the President of the University of Washington, and the seventh member to be appointed by the Governor of the State of Washington. Each of said members shall serve for a term of seven years from the first day of January, next succeeding their appointment, and until their successors shall have been appointed and qualified. Provided, however, that the first board named shall serve for terms of one, two, three, four, five, six and seven years, respectively, the particular term for which each of said first board members shall serve to be determined by lot.

11. Said advisory committee shall assist the parties hereto in establishing and maintaining said arboretum and botanical garden, in securing funds for the establishment and maintenance of said arboretum, and plants and seeds for use therein, in interesting people in said project, and in acting as a liaison committee between the Arboretum and the various garden and other societies interested in such Arboretum.

12. This agreement shall remain in full force and effect so long as such arboretum and botanical garden shall be maintained.

IN WITNESS WHEREOF, the parties hereto have executed this agreement in duplicate this 6th day of December, 1934.

THE CITY OF SEATTLE

BY ITS BOARD OF PARK COMMISSIONERS

Harry Westfall

President

ATTEST: H. W. Carroll
Secretary

BOARD OF REGENTS OF UNIVERSITY OF WASHINGTON

Edward P. Ryan

President

ATTEST: Herbert T. Condon
Secretary

COPY

SECTION 3, ARTICLE XIII of Seattle City Charter as of
December 6, 1934.

Sec. 3. MANAGEMENT, CONTROL AND IMPROVEMENT OF PARKS;
CONCESSIONS; LIQUORS; EXCLUSION OF TRAFFIC; PARK POLICE: --

The management and control of all the public squares and parks of the city and of all park drives, parkways, boulevards, play or recreation grounds of the city, are hereby vested in the board of park commissioners. It shall have power to designate lands and grounds to be used and appropriated for such purposes; to cause the same to be platted and surveyed and the plats thereof filed in the office of the board of public works, or in the office of the city engineer; to devise, adopt and lay out parks, squares, park drives, parkways and boulevards, play and recreation grounds in and adjacent to the city, and from time to time extend the same and add thereto; to grade, improve, ornament and maintain the same; to erect and maintain buildings, monuments and structures therein, and shall have power of censorship over any statuary, monuments or works of art that may be presented to the city, and shall in the name of the city accept all devises and bequests; to provide for securing, growing and maintaining trees, plants, flowers, zoological collections and other attractions therein; to grant concessions and privileges therein under such restrictions and for such compensation as it shall prescribe, the revenue of which shall go into the city park fund; Provided, That no such concession or privilege shall ever be granted for the sale of any intoxicating liquors in any public park, square, play or recreation ground, park drive, parkway or boulevard of the city. It may exclude from any or all the parks, squares, park drives, parkways and such boulevards as are principally used for pleasure driving, any vehicle or classes of traffic which in its judgment may be improper for or detrimental to the same, or injurious to the improvements therein; it may appoint or cause to be appointed policemen for the special enforcement therein of the park regulations of the city, to be known as park police, and to be paid out of the city park fund.

DESIGNATION OF STREETS AS PARK DRIVES AND BOULEVARDS; PAYMENT OF DAMAGES:--

The board shall have power to designate to the city council any street or highway of the city which it may desire to have widened, improved and selected as a park drive, parkway or boulevard, and the city council may thereupon, by ordinance, so select such street to be used for a park drive, parkway or boulevard, but before taking possession thereof for such purpose, it shall take or cause to be taken proper proceedings as required by law for the ascertainment and payment to the proper parties of the damage, if any, which will result to the property to be affected thereby, and after the payment of such damages, or the lawful ascertainment that no damage will be caused thereby, such street or highway shall become and be for all purposes a park drive, parkway or boulevard, as may have been determined, and thereafter the same shall be subject to all rules and regulations as may from time to time be in force therefor.

Adopted March 8, 1904.

Responsibilities were apportioned under the terms of this agreement between the City of Seattle and the University of Washington Board of Regents as follows:

A. City of Seattle

1. The City agreed "as funds are available" to construct and maintain:
 - a. Roads, driveways and walks
 - b. Water systems
 - c. Lighting facilities
 - d. Other necessary permanent improvements
2. The City also agreed to use available funds to establish and maintain the arboretum and botanical garden including donations of:
 - a. Seeds, plants, shrubs, and trees
 - b. Equipment
 - c. Labor
3. The City is responsible for police protection of the entire park. This requirement is included in the agreement and also is consistent with state law.

B. University of Washington

1. The University agreed to accept responsibility for planning an arboretum and botanical garden. In addition, the University was required to submit its plans to the City Park Board for approval.
2. The University became responsible for including in the Arboretum the following items:
 - a. Seeds and plants from all parts of the world
 - b. A quarantine station for imported species
 - c. Experiments
 - d. Special collections
 - e. An herbarium
 - f. Plant materials for classes

C. Contingencies

The University agreed to establish an arboretum and botanical garden by preparing plans subject to approval by the City's Park Board and procuring plants. The University gained the right to use portions or all of the area for these purposes, subject to the approval of the City's Park Board. In addition, the University obtained the right to erect buildings required for the operation subject again to Park Board review. It was agreed that the area would be available for public visits.

The agreement clearly indicates that basic utilities and roadways are the responsibility of the City as well as police protection. However, responsibility for maintenance of the grounds is not sharply defined. The City agreed to use "such funds as it may have available for the establishment of the arboretum" and to donate seeds, plants, shrubs, trees, equipment

and labor as may be available." But it also appears that the intent was for the City, University and the "Arboretum Committee" jointly to seek funding for maintenance of plants and grounds.

III. PHYSICAL DEVELOPMENT

A. Objectives as Envisaged by the Original Developers

Before reviewing how the Arboretum has been developed, it is important to state briefly the objectives which were set forth when the Arboretum was established. Briefly these are:

1. To form and maintain a living museum of the finest trees and shrubs hardy in the Pacific Northwest and especially the Puget Sound region, and to develop the available area most advantageously, having due regard to the plants growing there and to the persons who will visit and use it.
2. To introduce new or rare woody plants from all possible sources; to propagate and distribute those considered potentially valuable, in any respect, to appropriate similar institutions, research or experiment stations, or to nurseries for wider dissemination.
3. To supply information on horticultural matters to groups and individuals through lectures, classes, demonstrations, publications, and use of the Arboretum Library.
4. To provide an outdoor study area for a number of departments and colleges of the University (especially the Colleges of Forest Resources and Architecture and Urban Planning and the Departments of Botany, Zoology and School of Art).
5. To cooperate in providing materials and/or facilities for research connected with woody plants.

B. Objectives as Envisaged by the University Committee on the Arboretum in 1967

The University has legitimate objectives for an arboretum and botanical garden in support of its instruction and research which exceed the objectives as seen by the original developers. Unfortunately, due to limitations of funding and administrative problems spelled out later in this report, realization of these objectives for the University has been impeded, and it has not been possible to reach them to a satisfactory degree.

1. To serve as an outdoor study area for the various Colleges and Departments within the University and for the general public that use the Arboretum not only at the beginning but at the more advanced levels.
2. To develop an active University research program in such areas as plant introduction, systematics, pathology, plant breeding and physiology.

3. To serve as a training and research facility for students majoring in outdoor recreation within the College of Forest Resources.
4. To serve as an introduction, acclimatization, demonstration, and dissemination center for new plant materials.
5. To become a regional information and display center for plant culture, disease control and landscape use in western Washington.
6. To serve as a center for continuing public education programs in the science of ornamental plants of all types, native and exotic, at both the popular and technical levels.

C. Major Land Uses, Existing Facilities and Planting Program

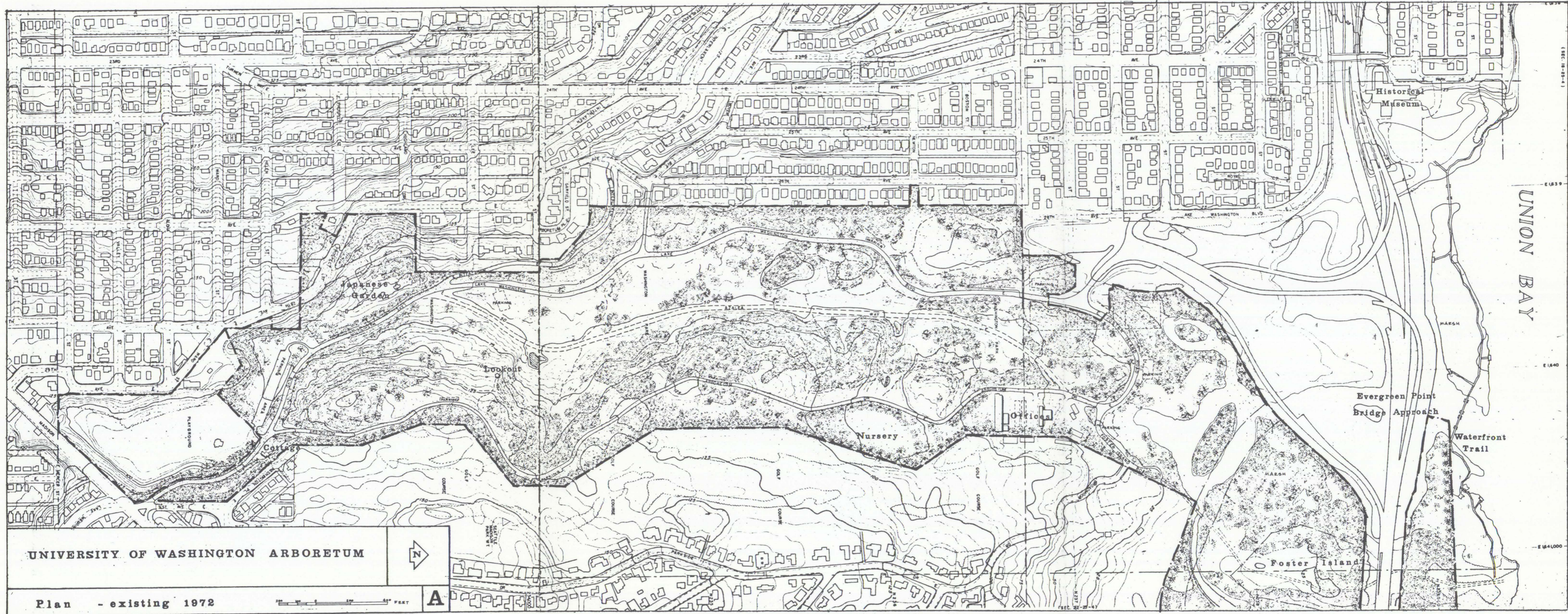
In 1935, \$93,500 was allocated by the Federal Emergency Relief Administration for surveying and mapping the Arboretum area, which then comprised some 268 acres. In the same year, the Seattle Garden Club gave approximately \$5,000 for the development of a plan for the Arboretum by Olmstead Brothers, Landscape Architects of Brookline, Massachusetts.

In general the Arboretum, as it stands, is a reflection of the plan made by Olmstead Brothers in 1936. At that time, the present office, a light wood frame structure, was built together with the basic layout of roads (constructed by the City of Seattle), walks (Azalea Way) and ground formations including the rockery at the south end. The stone cottage (designed by Arthur Loveless) and the lookout were built in 1937.

The Japanese Teahouse was built with donated funds in 1959, and the Japanese Garden which surrounds it, funded from private sources and by the University of Washington, was completed in 1960. The Evergreen Point Bridge Freeway approach was constructed in 1962 at the north end, partially cutting off the access to Union Bay from the Arboretum.

In 1967, joint funding by the Federal Bureau of Outdoor Recreation, the City of Seattle, and the University of Washington permitted the construction of the Arboretum Waterfront Trail through the marsh north of the bridge approach, to connect Foster Island with the Museum of History and Industry. (See Map A for plan of existing conditions)

The existing planting program, as previously stated, has generally followed the plan laid down by the Olmstead Brothers. The first plantings were made in 1937. In 1940, 300 cherry trees and 200 eastern dogwoods were placed along Azalea Way. A year later, 1,500 rhododendrons were planted in Rhododendron Glen, now the nucleus of one of the most extensive collections in the United States. From November, 1941 to April, 1942, 3,245 young trees and shrubs were set out at various locations in the Arboretum. Over the years, an average of 800 to 900 plants have been set out annually. As a result, large collections have been assembled of such important woody plant groups as azaleas, rhododendrons, camellias, hollies, magnolias, Japanese cherries, maples, mountain ashes, oaks, lilacs and coniferous trees in addition to a great variety of smaller special collections and individual specimens. (See Map B for existing plantings)



UNIVERSITY OF WASHINGTON ARBORETUM



Plan - existing 1972



A

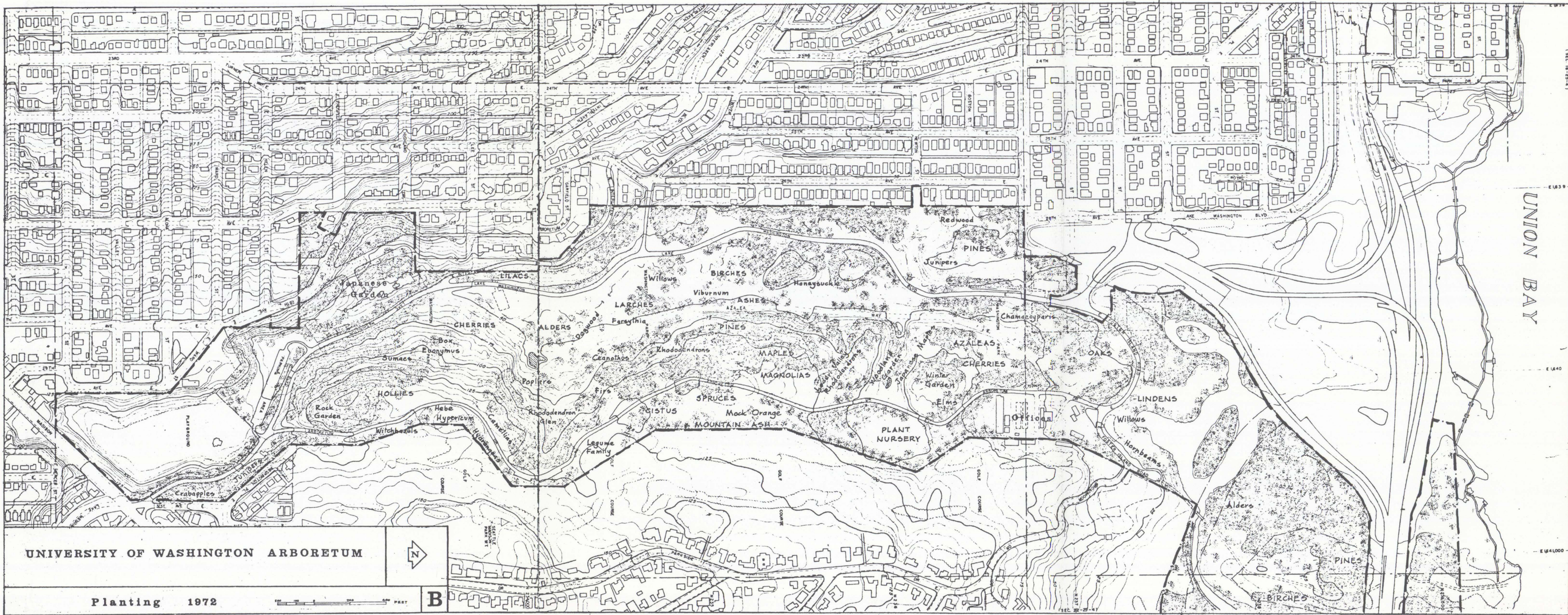
UNION BAY

(SEC. 16-28-41)

E 1839

E 1840

E 1841000



UNIVERSITY OF WASHINGTON ARBORETUM



Planting 1972



B

UNION BAY

The plant collections have been fostered by extensive programs of seed exchanges and plant acquisitions funded by the University of Washington.

C. Impact of Highway Development

Since the establishment of the Arboretum, the movement of automobiles has had a serious impact on the use and enjoyment of the area, an impact which has built up with an increasing momentum. The construction of the Evergreen Point Bridge approach in 1962 together with partial construction of ramps for a planned interchange with the R. H. Thomson Expressway removed some 60 acres from Arboretum use. The remaining 200 acres were threatened with further cuts from the Thomson Expressway. However, the Expressway now appears to have been abandoned and plans to minimize the affect of the Bridge Approach could possibly proceed. (See Map C)

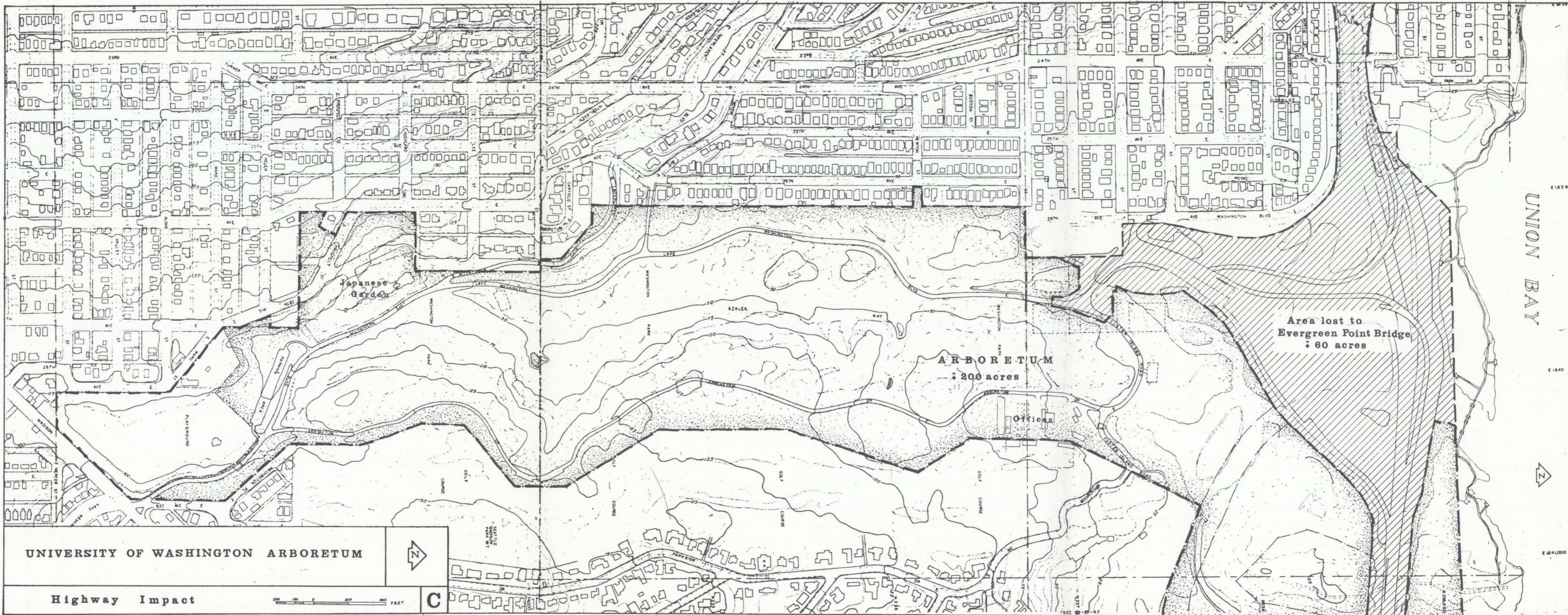
D. Impact of Crowding in the City

In addition to the impact on the Arboretum of vehicular traffic, the changing environment of the city around the Arboretum is intensifying pressures to view the area of the Arboretum more and more as a park for general use by the public for recreational purposes than as a botanical garden for scientifically developed collections whose protection and care require some degree of restriction and control of movement and use by large numbers of people. The surrounding circumstances of the city have changed greatly since 1934 when a little developed public park known as Lake Washington Park appeared large enough--and unused enough--to contemplate the use of "all or any portions of it as now established or as may be hereafter extended . . . for an arboretum and botanical garden." The agreement did record the continuing idea of a public park by including the provision that the "area shall be made available to visits by the public generally under rules and regulations adopted by the second party [sic] (City of Seattle) by its Board of Park Commissioners."

Since 1934 Seattle has become a more impacted metropolis, the cry for green space within the crowded city for recreational use by the populace has increased, and incidents have mounted in which the City's action in closing Lake Washington Boulevard, and the appeal to use the area for bicycle races has aroused complaints addressed to the University from other segments of the public whose primary interest is in protection of the plant material. Indeed this mounting pressure for park use has aroused a counter proposal that the entire area be fenced, and that admission to the Arboretum be controlled at gates. There is clearly rising a growing conflict between Arboretum purposes and park purposes which poses an important policy question for resolution.

E. Planning Studies

Because of the growing concern for vehicular traffic problems, in 1964, Hideo Sasaki, Landscape Architect, was employed to prepare a long range development plan for the Arboretum to include the resolution of traffic problems and the siting of a new building complex. At that time the Thomson Expressway was being designed in detail so that Mr. Sasaki included it in his plan, and certain of his recommendations were feasible and reasonable then in the light of the expectation of the completion of the Thomson Expressway.



UNIVERSITY OF WASHINGTON ARBORETUM

Highway Impact



C

Area lost to
Evergreen Point Bridge
: 60 acres

ARBORETUM
: 200 acres

Offices

Japanese
Garden

UNION BAY

18C-18-23-1

E 1639

E 1640

E 164,000



The major recommendations of the Sasaki Plan were as follows:

1. Arboretum expansion, when feasible, to occur at the south end of the Madison Playfield which should be replaced south of Madison Street.
2. Major parking areas to be provided at the north and south ends of the Arboretum with elimination of small intermediate lots.
3. Closure of Lake Washington Boulevard to all vehicular traffic and the conversion of it to a pedestrian bicycle way.
4. Construction of a pedestrian overpass over the Expressway at Interlake Boulevard and over the Bridge Approach on Foster Island.
5. Creation of a Nature Trail along the waterfront from Foster Island to the Museum of History and Industry.
6. Use of the Arboretum Upper Road primarily for pedestrians and bicycles with controlled use by automobiles.
7. Siting of the Floral Hall and Office Building on the point of land northwest of the present offices.
8. Retention of the present Greenhouse Complex and Nursery.

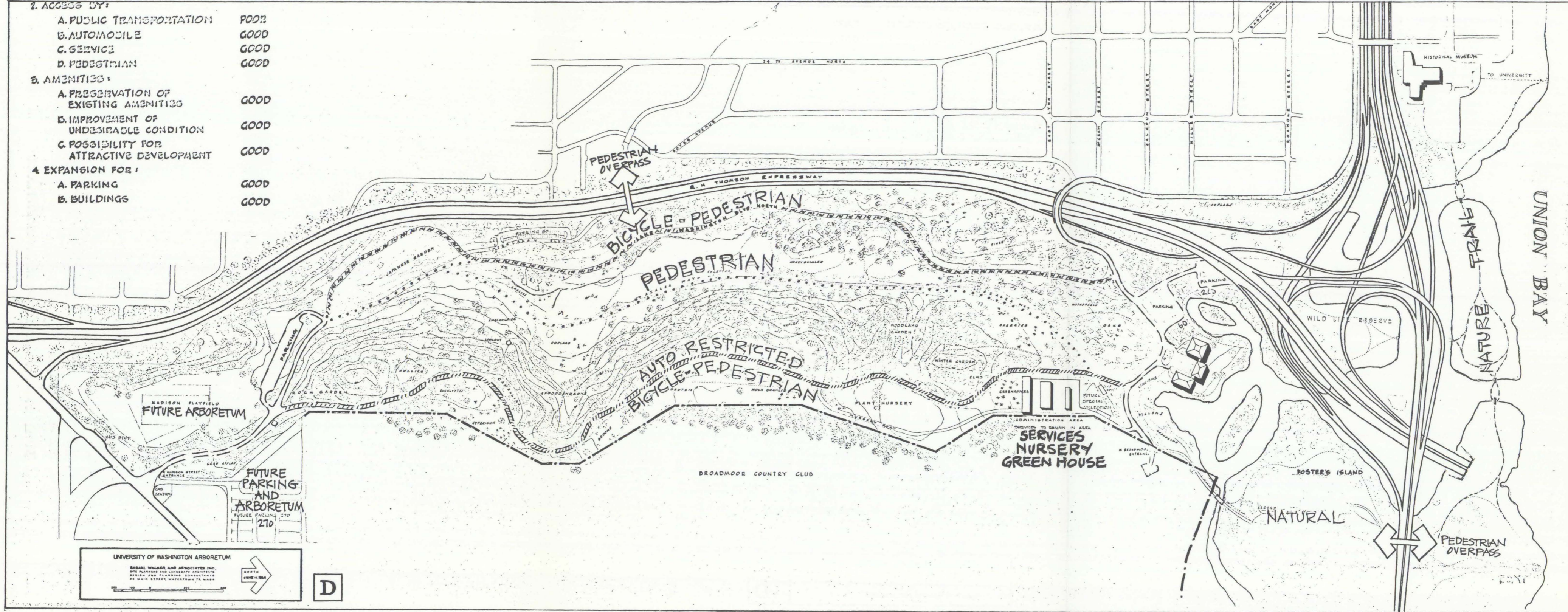
After Sasaki's plan, further detailed studies were made of siting for the Floral Hall Complex, and in 1966 a proposal made by the University Architects' Office received general acceptance. This recommendation was to reroute Arboretum Drive (the upper road) to the east near the existing offices and to place the building where the road is now, with a parking area between the building and the greenhouses. Azalea Way would terminate at the building entrance. It was also proposed that parking north of Foster Island Road be replaced with parking closer to the building. (See Map D)

A recent proposal has been made by the City of Seattle Park Department for construction of a pedestrian-bicycle trail to run west of Lake Washington Boulevard and to connect at the north end with an unused ramp in the Interchange, to cross over the bridge approach, and, with the aid of a short ramp down, to connect to the parking lot at the Museum of History and Industry. The Advisory Committee on Program for the University of Washington (the City-University-Public committee) has recommended postponement of this trail until the possibility of Sasaki's original proposal of making Lake Washington Boulevard available to pedestrians and bicyclists has been thoroughly explored.

Since the abandonment of the Thomson Expressway, discussion has involved not only the conversion of one ramp to pedestrian-bicycle use, but also the future demolition of the two easternmost ramps X and Y and the use of the area vacated for Arboretum purposes.

In September 1969, the Board of Regents approved preliminary plans by Ibsen Nelson for the Floral Hall and Greenhouse Facilities. The program for these buildings, based on a 1967 report on the Arboretum prepared by a committee chaired by Associate Dean Stanley Gessel, covers facilities then considered essential to the long range educational and public service functions

2. ACCESS BY:
- A. PUBLIC TRANSPORTATION POOR
 - B. AUTOMOBILE GOOD
 - C. SERVICE GOOD
 - D. PEDESTRIAN GOOD
3. AMENITIES:
- A. PRESERVATION OF EXISTING AMENITIES GOOD
 - B. IMPROVEMENT OF UNDESIRABLE CONDITION GOOD
 - C. POSSIBILITY FOR ATTRACTIVE DEVELOPMENT GOOD
4. EXPANSION FOR:
- A. PARKING GOOD
 - B. BUILDINGS GOOD



UNIVERSITY OF WASHINGTON ARBORETUM

SARAL WALKER AND ASSOCIATES INC.
 SITE PLANNERS AND LANDSCAPE ARCHITECTS
 DESIGN AND PLANNING CONSULTANTS
 28 MAIN STREET, WATERTOWN, MA 02154

1984

D

UNION BAY

NATURE FRANK

HISTORICAL MUSEUM TO UNIVERSITY

WILD LIFE RESERVE

FOSTER'S ISLAND

NATURAL

SERVICES NURSERY GREEN HOUSE

BROADMOOR COUNTRY CLUB

PEDESTRIAN OVERPASS

PEDESTRIAN OVERPASS

of the Arboretum. The plans include a Floral Hall 3,500 sq. feet, an Auditorium 3,500 sq. feet, Classrooms 1,000 sq. feet, Offices for the University and Public Services, an Herbarium and Library, Laboratory and Staff Offices, a Natural History Wing with interpretive space, greenhouses, vehicle storage space, and lunch rooms. The program of this complex was intended to provide for the first time at the Arboretum space for research and instructional objectives of the University related to the plant materials available in the Arboretum; office and study space for four professional staff specialized in horticultural matters of interest not only to University faculty and students but to knowledgeable members of the public; office space for horticultural organizations with special interests in the Arboretum; a library; auditoriums and classrooms for students and adult education classes; and a floral hall for exhibition purposes. The scope of the project was set at a time when it was expected that federal funds would be available on a matching basis. It took longer to complete the program and plans because of conflicts of points of view as to the appropriate program for facilities intended to serve the objectives of so many diverse interests, and meanwhile the federal program shifted and prospects for matching funds have faded away. Current estimate of the cost of the project as planned is at least \$1,800,000, far in excess of the funds available, the sources of which are described below in Section IV.

A second factor has now appeared, introducing again uncertainty as to specific planning for the building program. In the last several years there has been dawning a growing awareness of a second shift in the total environment which forces to the fore policy questions as to the variety of purposes which can reasonably be expected to be accommodated within the Arboretum, namely, the increasing pressure for "recreational" use of the Arboretum area as a park which inevitably not only increases conflict with scientific use but also jeopardizes plant collections. These questions lead to concerns as to the details of the capital improvement program which should be developed and even to the need to review responsibilities and objectives of the parties to the agreement.

IV. FINANCIAL SUPPORT

A. Financial History of the Arboretum

The financial history of the operation of the Arboretum as shown in the accounting records of the University of Washington is summarized in Table 1. This table indicates that during the first four bienniums of operation, 1935-37 through 1941-43, apart from federal contributions to clearing projects in the Arboretum, the operational support of the Arboretum came entirely from private gifts and grants. Beginning in the 1943-45 biennium, the University of Washington began budgeting from its general University resources, in essence: state funds, operating support for the Arboretum. The University support grew fairly steadily from an expenditure of \$15,302 in 1943-1945 to the highest expenditures, \$311,289 in 1969-1971. (See Table 1)

Operational support from private sources has fluctuated more widely over this same period of time. The primary source of these private gifts over most years was the Arboretum Foundation, with occasional assistance directly from individuals. There was a significant increase in private

TABLE 1
Arboretum Operating Expenditures, by Source of Funds
1935-37 through 1971-73

<u>Period</u>	<u>U of W Funds¹</u>	<u>Gifts & Grants</u>	<u>Total</u>	<u>U of W Budget as a Percent of Total</u>
1935-37	-	\$ 2,800	\$ 2,800	--
1937-39	-	5,306	5,306	--
1939-41	-	12,795	12,795	--
1941-43	-	12,651	12,651	--
1943-45	\$ 15,302	12,354	27,656	55.3
1945-47	74,960	980	75,940	98.7
1947-49	49,993	5,931	55,924	89.4
1949-51	124,831	1,905	126,736	98.5
1951-53	114,177	6,188	120,365	94.8
1953-55	137,717	5,959	143,676	95.9
1955-57	137,137	16,173	153,310	89.4
1957-59	157,110	16,361	173,471	90.6
1959-61	170,872	3,532	174,404	98.0
1961-63	207,892	14,873	222,765	93.3
1963-65	223,574	9,702	233,276	95.8
1965-67	262,192	20,184	282,376	92.9
1967-69	293,005	38,195	331,200	88.5
1969-71	311,289	44,111	355,400	87.6
1971-73	147,764 ²	15,698 ³	163,462	90.4
Total	\$2,427,875	\$245,698	\$2,673,573	90.8
	53,624			
	\$2,374,191			

¹UW funds slightly offset by cash income from the Japanese Tea Garden:
 May & June, 1961 \$ 1,322
 1961-63 15,385
 1963-65 8,734
 1965-67 8,301
 1967-69 7,548
 1969-71 5,334
 1971-73 (est) 7,000
 \$53,624

²1971-73 budget, not expenditure level

³Expenditures for period July 1, 1971 through March 31, 1972, only: expenditure will undoubtedly be higher for the 1971-73 period.

support for operating expenses in 1967-69 and 1969-71 when a secession from the Arboretum Foundation in 1966 by the group known as Friends of the Arboretum led to the existence of two organized groups devoted to aiding the Arboretum (See Table 1)

Since the establishment of the Arboretum, the University budget has provided over 90% of its operational support. This accounting does not reflect, of course, volunteer services for cleanup and other matters by various groups and plant materials given to the Arboretum, the value of which does not appear in any University records.

Actual expenditures for capital have been much less than for operations. University records show capital expenditures only since the 1959-1961 biennium, but the cost of the earlier structures, small wooden buildings and lath houses, must have been modest with the federal government having provided the labor in the 1930's.

By way of contrast to the 90% level of operating expenditures by the University, the University's capital expenditures since the 1959-1961 biennium have amounted to under 13%. Capital expenditures are detailed in Tables 2 and 3.

The funds now on hand for the capital improvement of the Arboretum are detailed in Table 4. There are two funds of significance for the complex building project developed several years ago but whose estimated cost is now far in excess of available funds. The largest is the Arboretum Capital Improvement Trust Fund \$528,741. This fund came into being as a result of the sale of land in the Arboretum for the right-of-way for the Evergreen Point Bridge and related interchanges. Since the title for this land devoted to park purposes was partly in the City of Seattle and partly in the University of Washington, the University recommended to the City that the sum received for the sale of land which reduced the scope of the Arboretum be set aside for capital improvements for the remainder. Such action was taken jointly by the City and University, and the present sum results from the proceeds from the condemnation award plus income derived from its investment, minus certain disbursements for completed projects less an obligation to the University for \$93,200 expended in fees for the now arrested complex building project. The second fund of significance is \$280,826 in gifts from R. D. Merrill to the University of Washington being held now for the Arboretum capital program.

V. THE PRESENT FINANCIAL CRUNCH FOR THE ARBORETUM

Worsened general economic conditions and the type of difficulties inherent in the tax system of the State of Washington presented the Governor and Legislature with a crisis situation in developing the state budget for 1971-1973, which was reflected in the reduced state appropriations to the University among other agencies. In effect the University of Washington's budget for 1971-73 involved a \$17.5 million reduction as described in President Odegaard's Annual Report, entitled "Financial Plight of the University: An Analysis of the 1971-73 Budget," published in the University of Washington Report, Vol. 3, No. 1, Autumn, 1971. Furthermore, the Governor and the Legislature clearly assigned a priority to the University's maintaining student-related expenditures above expenditures for other purposes served by the University. This was

TABLE 2

Arboretum Capital Expenditures, by Source of Funds
1959-61 through March, 1972

<u>Period</u>	<u>U of W</u>	<u>Other</u>	<u>Total</u>
1959-61	-	\$ 74,381	\$ 74,381
1961-63	\$22,546	46,885	69,431
1963-65	-	16,615	16,615
1965-67	3,550	21,438	24,988
1967-69	6,304	129,670	135,974
1969-71	21,143	53,217	74,359
July 1, 1972 through March 31, 1972	10,391	5,391	15,782

TABLE 3

Arboretum Capital Expenditures, by Project and Source of Funds
1959-61 through March 31, 1972

<u>Project</u>	<u>Total</u>	<u>U of W</u>	<u>Arboretum Trust Fund</u>	<u>Arboretum Founda- tion</u>	<u>Bloedel Founda- tion</u>	<u>Federal</u>	<u>City of Seattle</u>
Japanese Tea House & Garden	\$74,381	-	-	-	\$74,381	-	-
Japanese Garden South Gate	7,241	\$ 3,741	-	\$ 3,500	-	-	-
Sprinkler System	7,127	-	-	7,127	-	-	-
Removal and Transplanting of Trees & Shrubs (associated with highway const.)	39,385	-	\$25,964	-	-	-	\$13,421
Site Improvements	8,805	8,805	-	-	-	-	-
Development Studies & Plan	18,245	-	16,245	-	-	-	-
Waterfront Trail	110,236	1,379	63,857	-	-	\$45,000	-
Japanese Garden Turnstiles	1,425	1,425	-	-	-	-	-
Stone Cottage Repairs	3,500	3,500	-	-	-	-	-
Street Lighting	43,142	21,142	-	-	-	-	22,000 (est. cost)
Japanese Garden Machiai	6,029	-	-	1,529	4,500	-	-
Foster's Island Erosion Control	10,391	10,391	-	-	-	-	-
Floral Hall (Architectural & Engineering Fees)	96,750	3,550	93,200 ¹	-	-	-	-
TOTAL	<u>\$426,657</u>	<u>\$53,933</u>	<u>\$201,266</u>	<u>\$12,156</u>	<u>\$78,881</u>	<u>\$45,000</u>	<u>\$35,421</u>

¹ \$93,200 expenditure accumulated in University accounts, not yet transferred against Arboretum Trust Fund.

TABLE 4

Funds Available for Use by the Arboretum
As of March 31, 1972

Arboretum Capital Improvement Trust Fund

Proceeds of Condemnation Award	\$501,999	
Income from Investments	<u>228,008</u>	\$730,007
Less Disbursements for Capital Improvements:		
Reimbursement to U of W for removal and transplanting of trees and shrubs in interchange right of way	25,964	
Arboretum Development Plan	18,245	
Arboretum Waterfront Trail	<u>63,857</u>	108,066
Less Obligation for Floral Hall Architectural and Engineering Fees Carried on UW Accounts		<u>93,200</u>
Funds Available March 31, 1972		<u>\$528,741</u>

Floral Hall Funds

Gifts from R. D. Merrill		\$223,272
Net Endowment Income		<u>57,554</u>
Funds Available March 31, 1972		<u>\$280,826</u>

Other

Arboretum Development 11-0005 (Gifts to catalog plants)		\$ 386
Arboretum Advancement 11-0124 (Miscellaneous Gifts)		48,962
Arboretum Improvements 11-0162 (Gifts for administration building)		8,000
Virginia Bloedel Fund 63-3617 (Gift)		<u>7,000</u>
Total Other Funds Available March 31, 1972		<u>\$ 64,348</u>

clearly reflected in that portion of the University's budget which under the state system includes the Arboretum, namely, Program 10, Separately Budgeted Research, which was singled out by the Governor in the 1971-73 budget for the largest percentage reduction of all programs (20%), because of a basic policy consideration, namely, the deflection of resources toward student related expenditures, a policy which the Legislature also followed. The effective cut by the Governor, however, was approximately 28% because a specific earmarked appropriation of \$702,000 from Medical Aid and Accident Funds for research related to occupational accidents and diseases was included within the total, thus reducing for all other elements in this program the total available funds. Included in the Separately Budgeted Research program are a number of University programs (Fisheries Research Institute, Institute of Forest Products, Scholarly Journals, Quarternary Research Center, etc.), and among them the Arboretum which is the least related to the regular University instruction and research program. The impact of subsequent legislative reductions on all items including the Arboretum was even greater than 28% because representatives of the forest industries persuaded the Legislature to protect the Institute of Forest Products by requiring the University to use at least \$60,000 to maintain the 1969-71 expenditure level of the Institute, as indicated by the following proviso from the 1971-73 appropriation act:

PROVIDED, That of this amount \$60,000 or so much thereof as shall be necessary shall be employed exclusively for the purpose of maintaining the 1969-71 expenditure level for the Institute of Forest Products:

The effect of this proviso was for the Legislature to require a still greater reduction in the total for the remaining items including the Arboretum, to a point approximately 30% below the 1969-71 budgeted levels. The actual reduction for the Arboretum adopted by the University amounted to about 53%, less in fact than the reduction recommended by some faculty who felt that, since the Arboretum contributed less to the research and instructional objectives of the University than the other units which were also sharply reduced, the Arboretum cut should be even greater.

Whereas the 1969-1971 expenditure level in operating funds for the Arboretum was \$311,289, the 1971-73 budget level had to be set at \$147,764. Such a 53% reduction requires significant reduction in programs and in levels of quality of service affecting all areas.

By way of illustration, the following staff reductions resulted from the 1971 budget cuts:

August 1971	Nursery foreman and two gardeners
	Administrative Assistant I
October 1971	Truck driver
November 1971	One gardener and two grounds equipment operators

The loss of this skilled labor seriously affected the maintenance, spraying and planting programs throughout the last six months of 1971; no fall or winter spraying was done. The general appearance of the Arboretum has not declined as much as would have occurred because, after the beginning of 1972, the University assigned some labor to Arboretum maintenance on the basis of temporary funding from the Federal Emergency Employment Act, a source which cannot be expected to continue indefinitely.

Because the Administrative Assistant also acted as guide for group tours, the number of these between July 1 and December 31 was cut to six, compared with eleven in the same period of 1970. Subsequently tours have only been arranged for groups coming from a distance or for groups representing national or international bodies. No classes in plant propagation or pruning were held in the fall.

The annual seed exchange list was reduced in size from 196 items in 1970 to 73 in 1971 to save labor in collecting and cleaning the seeds. The list was duplicated for the first time instead of being printed, and fewer copies were distributed to other cooperating institutions.

Because of the shortage of staff it has not been possible to open the office on Sundays from early April to mid-June as has been the custom in recent years. For the same reason the practice of supplying cut plant material to garden clubs or Arboretum Units for discussion at meetings has been greatly reduced.

The consequences of this reduction go far beyond the simple aesthetics of the Arboretum grounds and inconveniences to visitors. The relationship of the Arboretum to lay groups, the general public, and other arboreta will be jeopardized if this reduced budgetary policy continues, in that the many functions that an Arboretum is rightfully expected to perform are now neglected. The neglect may not reach critical proportions in one year but certainly will in another year. The immediate total impact has also been lessened to some extent because various private groups were willing to provide temporary funds for routine maintenance type expenses.

VI. PRIVATE SUPPORT AND THE ROLE OF PRIVATE GROUPS

The history of the Arboretum has been one of close association with private groups with special interest in horticultural matters. Until recent years the associations were almost exclusively with the Arboretum Foundation and its various internal units. Much of the original enthusiasm for securing and developing an Arboretum came from the Foundation and certainly in the beginning years before the University in 1943 assumed increasing responsibility for funding the Arboretum, the principal source of funds was the Foundation.

Internal disagreements among Arboretum Foundation members in the mid-sixties resulted in the formation of another supporting group--The Friends of the Arboretum. Since 1966 these two groups have given the Arboretum financial support shown in the following table:

	Major Gifts Since 1966					
	<u>1966-67</u>	<u>1967-68</u>	<u>1968-69</u>	<u>1969-70</u>	<u>1970-71</u>	<u>Total</u>
Foundation	18,130	8,784	3,000	5,535	19,733	55,182
Friends	9,000	9,000	9,545	11,025	2,411	40,981
Other		5,831	33,063	677	8,786	48,357
Total	27,130	23,614	44,608	17,237	24,890	137,479

The Arboretum Foundation and the Friends of the Arboretum use annual plant sales as a means to raise money for Arboretum purposes. These generally seem to be successful and result in anywhere between \$9,000 and \$16,000 annually for each organization.

The Arboretum Foundation has had a tradition of sponsoring annual work cleaning days in the Arboretum which have been a material aid in grounds keeping. In the past months the Arboretum Foundation, its Unit Councils, and garden clubs have made significant contributions to maintenance of the Arboretum. Table 5 details the funds received from various private groups from July 1, 1971 to June 15, 1972, the objectives of these gifts being clearly related to maintenance problems resulting from the operating budget cutback which the University had to impose in 1971-73.

A serious question for the future is the degree to which gifts from private donors or associations can be expected to provide in any substantial way for the routine operating and maintenance costs of an arboretum. For almost thirty years these have been borne very largely by the University on the basis of funds derived from appropriations from the State of Washington. The Arboretum and its activities have been enriched by private gifts, but for the most part these have been--and probably will be--for specific items of special interest inevitably to the donors and they do not always reflect in a substantial degree what overall planners of an arboretum may desire. A realistic estimate is needed now of the level and purposes of funding which can be expected from private sources over any extended period of time.

VII. SUPPORT OF THE ARBORETUM BY THE CITY OF SEATTLE

The agreement with the City of Seattle calls for the City "as funds are available to construct and maintain all roads, driveways, walks, water systems, lighting facilities, and such other permanent improvements as may be necessary to make accessible such scientific, educational, and recreational advantages as may be derived from the establishment and maintenance of such arboretum and botanical garden." The City maintains only Lake Washington Boulevard which functions essentially as a city arterial. Arboretum Drive and the walks are maintained by the University.

The City pays the operational costs for street lighting. However, in 1965 Seattle City Light informed the University that the street lighting along Lake Washington Boulevard in the Arboretum had deteriorated to the point that replacement was necessary. It recommended that the system be replaced using standard poles, overhead wiring and mercury vapor lamps, with replacement costs to be borne by Seattle City Light. The project was deferred because of the court case involving the R. H. Thomson and the uncertainty of the location of Lake Washington Boulevard.

The proposal was revived in 1968-69 and again the City suggested using standard arterial lighting with overhead wiring along Lake Washington Boulevard. Because of the nature of the Arboretum and its environment, the University and others felt that a more appropriate fixture with underground wiring should be installed. The City then suggested that the University pay installation costs of \$12,000 plus \$21,000 for fixtures and replacement parts, agreeing to supply only \$10,000 from City lighting funds. At the conclusion of further negotiation the City agreed to cover the installation costs, but required the University to cover the \$21,000 for lighting fixtures on Lake Washington Boulevard.

TABLE 5

University of Washington Arboretum

Private Funds Received from 7/1/71 - 6/15/72 on Budget 11-0124

A. From Arboretum Foundation

11/3/71	For framing picture	\$ 31.50	
1/18/72	For heating unit in storeroom	585.00	
6/13/72	Security guards for Japanese Garden	<u>2,500.00</u>	\$ 3,116.50

B. From Arboretum Foundation Unit Council

9/3/71	Salaries of gardener & equipment operator for four months	\$4,081.00	
	Hire of dump truck for five months	600.00	
	Seed distribution materials	225.00	
	Casoron weed killer	100.00	
1/28/72	Rental of dump truck, five months	600.00	
	Installation of waterfront trail signs	1,530.00	
3/3/72	Rental of chipper	262.50	
	Salary of groundsman for four months	2,341.00	
	Maintenance expenses	659.00	
6/13/72	Continuing research on air pollution problems	<u>2,165.00</u>	\$12,563.50

C. From Arboretum Foundation Units

	For maintenance	\$1,025.00	
	For other purposes	<u>2,428.37</u>	\$ 3,453.37

D. From Friends of the Arboretum

4/4/72	New 60" Jacobsen power mower (value)	\$2,286.69	
5/18/72	Travel funds	<u>125.00</u>	\$ 2,411.69

E. From Seattle Garden Club

5/25/72	For maintenance of Azalea Way	\$3,600.00	
6/ /72	" " " " "	<u>2,500.00</u>	\$ 6,100.00

F. From other garden clubs, societies or trusts, etc. \$ 613.72

G. Miscellaneous individual gifts \$ 2,072.76

H. From sales of books and postcards \$ 92.00

I. From rent for cottage (12 months at \$45.00) \$ 540.00

Total: \$30,963.54

The City pays the costs for the water used, but the construction costs for irrigation systems have been paid for by the University and to some extent by private gifts. In earlier years the City made no contribution to "such other permanent improvements as may be necessary to make accessible such scientific, educational, and recreational advantages" which might be construed as buildings; but it did participate with the University in dedicating the fund received from condemnation of land for the Evergreen Bridge approaches to the Arboretum Capital Improvement Trust Fund described above.

The City agreed to "use such funds as it may have available for the establishment of said arboretum, and to cooperate with the second party (the University) in the establishment and maintenance of said arboretum and botanical garden, and to that end to donate such seeds, plants, shrubs, trees, equipment and labor as may be available." The City has not dedicated funds in any appreciable amount to the "establishment" or maintenance of the arboretum and botanical garden.

There can be no question that the University has contributed the lion's share to the creation of the present Arboretum. In addition to the planning efforts of its own staff, it has assumed responsibility for overall supervision and direction for grounds maintenance and care of plantings, assisted in the last year, as indicated above, by some private help. The University has provided building and utilities maintenance and telephone service. The University maintains Arboretum Drive and the walks and is now in need of funds for road maintenance. Custodial service for buildings and refuse collection is provided by the University.

The fence between the Arboretum and Broadmoor has been jointly maintained by Broadmoor and the University.

The agreement calls for the City to police the area.

While the City provides police protection, University Police provided the major share of law enforcement in the Arboretum until early in 1972 when review of jurisdictions revealed that the University could not provide police protection on City-owned property. One of the problems remaining is the procedure for closing Arboretum Drive each evening at dusk. Due to the parklike character of the Arboretum, this task is analogous to a municipal park operation, yet the University has performed the opening and closing procedure for many years.

In pointing to the large measure of financial support which has been assumed by the University of Washington, both in terms of direct expenditures appearing in the operating budget of the Arboretum and in terms of many services rendered the Arboretum and its program through academic, police, physical plant, accounting, fiscal, and other services from the University, it must be remembered that the ultimate source of the funding is the state appropriation to the University. It is the state then that is largely bearing the burden at present.

VIII. ADMINISTRATIVE STRUCTURE FOR MANAGEMENT OF THE ARBORETUM

The agreement of 1934 provided that the University shall, "subject to the provisions of Section 3 of Article XIII of the City Charter, have full control of the...arboretum.; provided, however, that such area shall be made

available to visits by the public generally under rules and regulations adopted by the (City) by its Board of Park Commissioners." This section in essence places the University's administration of the Arboretum under the ultimate control of the Park Board.

The agreement further provided for an advisory committee to be known as the Arboretum and Botanical Garden Committee consisting of at least seven members, three to be appointed by the Mayor of Seattle, three by the President of the University of Washington, and the seventh member to be appointed by the Governor of the state of Washington. They were to serve seven-year terms with the first named serving so as to establish one new appointment each year. This committee was to assist in establishing and maintaining the Arboretum, in securing funds, plants, and seeds for it, in interesting people in the Arboretum, and in acting as a liaison committee between the Arboretum and the various garden and other societies interested in the Arboretum.

For reason unknown to any present member of the University staff, this particular advisory committee was never established. With the exception of one feature, namely, the appointment of a member by the Governor of the state of Washington, the general intent of the provision seems to have been met for many years by the appointment by the President of the University of an Advisory Committee on Program for the University of Washington Arboretum consisting of three members from the City, the Superintendent of the Seattle Parks and Recreation Department, the City Engineer, and a staff member from the City Planning Commission; three members of the University faculty including the Dean of the College of Forest Resources as chairman, under whose administrative responsibility the Arboretum is placed, three members of the public including the President of the Arboretum Foundation and the President of the Friends of the Arboretum; and the Director of the Arboretum as Secretary. For purposes of discussing allocations from the City-University Arboretum Capital Improvement Trust Fund a smaller committee, consisting of members drawn from the larger committee, three from the City, and two from the University, and in addition as chairman, the University's Vice President for Business and Finance, meets and makes recommendations.

As a means of coordinating its own internal staff with special interests in the Arboretum, the University maintains an internal University of Washington Committee on the Arboretum, appointed by the President of the University, consisting of faculty members from appropriate departments, such as forestry, botany, zoology, and architecture, and of two representatives from the business offices of the University, with the director of the Arboretum as secretary.

IX. THE PRESENT DILEMMA

As its history reveals, the Arboretum came into being as a result of efforts to meld together three different interests, two officially involved, the City and the University, and the third unofficially, but from a pragmatic point of view, very importantly involved. In the earliest years after the City-University agreement of 1934 neither partner apparently had the funds to initiate the program for an Arboretum with vigor, and leadership was assumed by a group associated principally with the Arboretum Foundation, private persons interested in horticultural matters, laymen, but some very knowledgeable and all dedicated to the development of the Arboretum. They provided the earliest operating funds and determined many policies for the Arboretum including in effect choosing the director. They have continued to make significant contributions to the Arboretum down to the present time.

Some private individuals associated with the Arboretum project developed understandably a proprietary attitude toward the Arboretum which they retained long after the University took the initiative not only in more active planning but also in providing the principal funding of the Arboretum. The Foundation played a large role in soliciting private funds for the Arboretum and frequently endeavored to use them in the past to influence priorities and decisions by the University as it assumed its responsibilities under the agreement with the City. Conflict within the Foundation led finally by the mid-sixties to a bitter internal feud, which included differences of policy as to the objectives of the Arboretum, along with whatever more personal elements may have been involved. This feud now fortunately seems to have abated.

The Foundation has in general favored programs of interest primarily to lay groups, as is to be expected; and University representatives certainly do not question the value of these, or the pleasure with which they have been received by many interested adult groups. The University has regarded support for and continuance of these programs as a substantial contribution to the cultural enrichment particularly of persons in the Seattle area; the University staff itself has contributed to the substance and probably to the success of many of these programs. There is no doubt but that the most vigorous and most satisfying use of the special collections of the Arboretum to date has been for "adult education" or "extension courses" often given also by knowledgeable private citizens.

When the University entered the scene more actively in the forties and began supporting the Arboretum continuously with regular operating funds, generally at an increasing level until the 53 percent reduction in 1971, it also engaged more actively in planning, and in developing additional collections. While no one questioned for years the technical responsibility of the University for the Arboretum or the status of the Arboretum staff as University employees, for reasons of past history it was not always easy for the Director or his associates to know where their responsibility in effect really lay. The conflict within the Arboretum Foundation itself in the earlier sixties as to Arboretum programs only added to the confusion.

The planning of long needed capital facilities brought the conflict to a head. While the University faculty and staff did not question the desirability of continuing the adult education program, it found the Arboretum in fact of marginal value for its scientific and instructional objectives. The crowded old wooden structures provided no room for preparation space and laboratories, classrooms for students, or library for University use. The University, in more hopeful days, prepared plans for several professional staff additions, persons with various types of specialized skill in horticultural matters who could be part-time faculty for University students, and part-time consultants and lecturers for interested members of the public and for landscape specialists. The addition of such persons to the operating budget would be meaningless without the availability of the necessary work and instructional space in a new building complex. With the City authorities consenting to the proposed program, the University moved toward the design of the building complex described above.

The investment of prospective funds in a large floral hall suitable only for occasional large public exhibitions within the Arboretum, desired by some of the leadership of the Arboretum Foundation, would have precluded the possibility of developing the more diverse complex compatible with both

a more scientific and more varied program of research and instruction desired by the University faculty and another segment of the interested public community as well as continuance of an active adult education program. This controversy delayed the planning process; but the Regents, with the approval of the City authorities, finally decided in favor of the complex of facilities with reduced exhibition space described above, which is unfortunately no longer attainable with available funds.

This narration also serves to indicate that many members of the University faculty do not see the Arboretum at present as available or usable by the University for any substantial program of University research or instruction. With an enlarged staff, expanded facilities, and University responsibility and control, yes. Without these, no. Unless the Arboretum can be seen as a laboratory with suitable facilities, and instructional space under effective University control, professors can hardly be expected to regard themselves as involved or responsible. Unfortunately, the prospects for the required financial solutions for capital and operations even under the present more limited arrangement have dimmed. And now a further threat to the multiple purpose Arboretum as a museum of living woody plants serving University research and instruction as well as adult education, has appeared from the side of the City as it has reacted to changing circumstances and to new pressures on city government for greater recreational use of the Arboretum as a public park.

From the foregoing account it would appear that whatever may have been contemplated by the original signatories to the agreement between the City and the University in 1934, the City's contribution to the Arboretum as an arboretum, compared to those of the University, have been minimal. In effect the Arboretum has moved ahead on its present track with little interference by the City.

Times are changing, however. The agreement of 1934 provides that the University, subject to the provisions of Section 3 of Article 3 of the City Charter (which in effect establishes substantial control by the Board of Park Commissioners if it chooses to exercise it) shall "have full control of the area devoted to the arboretum and botanical garden, provided, however, that such area be made available to visits by the public generally under rules and regulations adopted by the second party /sic/ (the City) by its Board of Park Commissioners."

Pursuant to this provision, public use became an actual policy. The Arboretum, except for a fence along the Broadmoor border, is open around all the rest of its perimeter and at the road entrances. As is to be expected from the impaction of population in the Seattle metropolitan area and the high density of the immediate neighboring areas, observers note that public use has been increasing through the years. Since there are no entrance or exit controls, there are no statistics on total use.

It appears that much of the use outside of the waterfront areas is correlated with the blooming periods of the plants. However, many other activities besides enjoyment of the blooms are participated in by the visiting public. Picnicking, hiking, playing, sunbathing, boating, fishing, bird watching, bicycling, and other recreational activities constitute much of the non-floral oriented activity in the area. Periods of floral display create an encouraging environment for these activities and Arboretum visiting does increase during such periods. The large number of visitors creates

policing, sanitary, safety, access, guidance, control and staffing problems similar to other public park areas in addition to the problem of protecting plant materials from despoilage.

The Arboretum has always had a component of park use, as anticipated in the original agreement; it probably will continue in this pattern, and there is little reason to anticipate anything other than an increase in park use unless a drastic policy change is introduced involving fencing and controlled access, a proposal which some persons with horticultural interests have made. The expanding population of this city and its metropolitan area, the increased interest in parks, open space and nature, all suggest the probability of continued and increased demands for use of the Arboretum area as a public park. The attraction of the waterfront location and the proximity to residential areas contributes to this use.

The City has begun a more active intervention in the operation of the Arboretum in favor of park purposes. In 1971 the City closed the Arboretum to vehicular traffic on sixteen days over the period from May through September to permit the public to make more leisurely use of the Arboretum area for bicycle use. In addition a bicycle race was planned on August 1, 1971. As a consequence, the University received complaints from a number of persons interested in the preservation of the Arboretum as a botanical garden rather than public park. On the other hand, following the City's lead, various groups have asked to have special use of the Arboretum for functions more appropriate to a general public park. During the past year the City has proceeded to develop plans for a bicycle trail through the Arboretum. The Arboretum Advisory Committee rejected development of the trail, at least in the form presented. However, many people view the Arboretum as an integral part of a general bicycle trail system proceeding from south to north along Lake Washington, and it appears probable that there will be increased pressure to accommodate this traffic through the Arboretum. It has recently come to the attention of University staff that the City staff are studying the possibility of accommodating bicycle traffic by the establishment of a one-way traffic system utilizing both Lake Washington Boulevard and Arboretum Drive (the upper roadway) for automobile travel while providing exclusive lanes for bicycle movement.

From these and related activities, it is apparent that many people visiting the Arboretum view it strictly as another park facility and use it in that manner.

X. QUESTIONS FOR RESOLUTION

It is evident that a combination of circumstances not planned by any of the various participants who have played a part in the development and maintenance of the Arboretum as it is today leads to a need for a total reassessment of its situation: its purposes and related programming and staffing, its funding, its management, immediate and ultimate. The problem of funding and of purposes and of responsibility for control come at a time when the director of the last twenty-five years has just retired, and when the problem of choosing a new director obviously hangs in the balance while this fundamental review takes place as a prelude to basic policy determinations.

The University alone cannot resolve these questions. It is certainly not the agency to be responsible for administration of a public park. There are members of the faculty who argue sincerely and with some reason that the

University as such should not be maintaining what they regard as a peripheral activity since so far it has been able to relate only marginally this activity to its more direct responsibilities for scientific research and university instruction. In any case, the University's operation of the Arboretum is dependent upon support from the state of Washington.

Hence the Governor and Legislature must be involved. Officers of the Arboretum Foundation recognized this when they made an appeal directly to the Legislature in 1972 which led to the present legislative investigation.

The City of Seattle has title to the Arboretum and in law a large measure of potential control over the Arboretum, a control it has begun to exert more actively, even though its actual investment in the Arboretum in the last almost forty years has been small.

Finally, there are interested citizens and private organizations which have given of their time, devotion, and money to the Arboretum as it stands today, in the last thirty years more for additive special projects than for basic maintenance.

The Arboretum is clearly a resource, an ornament to the community, assembled obviously with difficulty over the years, an area of which many people can be proud and in which the City, the University, and the State can take pride.

But it stands on an uncertain footing. Open discussion of various alternatives by representatives of the State, City, County, University and interested public is needed now.

XI. CONCEIVABLE ALTERNATIVES

The list of alternatives is varied. The following may not exhaust the possibilities. They are presented as a stimulus to discussion. The comments added are not exhaustive. Given the genesis of this particular paper as a response to a legislative inquiry addressed to the University, they reflect more the University's assessment of its interest in, and potential for, the maintenance and development of the present Arboretum than the interests and concerns of other parties who are also involved in the present complex arrangement. These comments also are offered in the expectation and the hope that other parties to the discussion will make a realistic assessment both of their interest and of their own potential to serve the Arboretum and make their own input into the subsequent discussion.

1. The City of Seattle Assume Full Responsibility for the Arboretum

The City of Seattle has title to the land on which the Arboretum is located originally and which was set aside as Lake Washington Park. The City has never relinquished title to the land. The City has under the agreement an overriding control of the University's planning and use of the Arboretum and of the policies affecting access to the Arboretum through its Board of Park Commissioners with a proviso in the agreement preserving the ultimate status of the area as a city park. Under present and emerging circumstances it seems likely that the reservation for park purposes included in the 1934 agreement will continue and become even more influential. It is not unreasonable to continue to think of the Arboretum as a City and possibly County assisted facility. From a geographical point of view on a day-to-day

basis the Arboretum is more accessible and usable by the populace from the City of Seattle and its environs than by persons farther removed in the state of Washington or elsewhere. Local control is not inconsistent with either park use or use by groups with horticultural interests. The active membership of private groups presently associated with the Arboretum, such as the Arboretum Foundation, the Friends of the Arboretum, and the Seattle Garden Club is drawn for the most part from residents of the environs and these organizations could continue their interest in, and relationship to the Arboretum, under City management as much as they have under University management. The University would withdraw from responsibilities for the Arboretum. It could have the knowledge that it had carried the responsibility long enough to make a major contribution to the evolution of a City (or County) park, distinguished and unusual for its collection of ornamental plants, a resource of interest to horticultural enthusiasts devoted to continuing studies of gardening aspects, and a resource of significance to the University for some if not all the purposes that would be served by an arboretum and botanical garden effectively under its own management without the complications introduced by public park usage. The University has property available which could be used by it to achieve the larger range of University objectives. Under such an arrangement, the University could still remain in an advisory position regarding the future development of the Arboretum under other management. By such a relationship the educational and exhibit values associated with the specialized plant collection could be continuously presented to those responsible for the Arboretum.

2. The University Assume Full Responsibility for Operation of the Arboretum

Such a solution would give the University authority over the Arboretum more commensurate with the responsibility which it has assumed so far. However, such an arrangement would be contingent upon continued steady and enlarging support from the state of Washington. It should be recognized that the Arboretum program which it has been possible to mount, even with the increase in funding available from state appropriations through the 1969-71 biennium and before the recent cut-back, still did not permit the development of a program of more than marginal relationship to the research and student-related instructional responsibilities of the University. Such staff as it has been possible for the University to fund for the Arboretum has been almost exclusively preoccupied, apart from supervision and maintenance of plantings, with essentially limited adult education responsibilities unrelated to instruction of regularly enrolled students. The only significant use of the Arboretum by the University for such purposes, in addition to the collection of a limited amount of specimens of plant material for study purposes, has been field observations by faculty and guided lecture tours for students in certain courses, functions which could proceed as well if the Arboretum were a public park under management other than that of the University. The expansion of scientific staff proposed as a plan by the University in the late sixties to provide not only intensified research but additional instructional opportunities for students as well as for adult education classes now seems well beyond the reach of possibilities of state funding, especially when one realizes that such expansion of staff is also contingent upon the building of the suitable complex structure also planned in the late sixties but for which the necessarily larger capital funding possibilities now seem out of reach. Were such an expanded scientific program to become financially feasible, such a program located in the Arboretum would be contingent upon protecting the Arboretum even more from the

encroachments of public park usage such as has already led to proposals even from non-University persons that the Arboretum be fenced and that access through gates be limited. What are the prospects for establishing the area of "Lake Washington Park" as in effect a close reserve? And what is the likelihood that the City, which still has title to the area and ultimate control, could or would consent to such a limitation? What is the likelihood that the public would accept restricted access?

3. The State of Washington Assume Operation of the Arboretum

The state has in effect been, through the University of Washington, the largest contributor to the Arboretum. If University purposes are capable of achievement in the present Arboretum to only a limited and essentially unsatisfactory degree from the perspective of its special institutional objectives, perhaps another state agency, the state parks for example, could or should assume the obligation for management and support of the Arboretum in terms of a more limited program.

4. A Private Foundation Assume Operation of the Arboretum Under a New Lease Agreement with the City of Seattle

Is it possible for a private foundation, probably with objectives restricted to nothing broader than those implied in the present more limited Arboretum objectives to assume such a responsibility? The title would still remain in the City. It would be necessary to clarify for both parties the meaning of public access. How would the financial burdens be distributed? Presumably a larger share of cost of maintaining and staffing the present Arboretum would have to be carried by both the City and the private foundation.

5. Maintenance of the Present Agreement Between the City and the University

The present arrangement, despite the expectations of those who conceived the original agreement in 1934, and the efforts of interested parties over subsequent years, has led to the realization of an Arboretum of cultural and scientific value as a living museum. However, without the intention or planning of any of the responsible partners in the past, the Arboretum now runs into altered circumstances and imperatives difficult to control which make increasingly incompatible the mixture of objectives present in the 1934 agreements. Hence, the continuance of the present agreement between the City and the University is increasingly unsatisfactory to the University. A new solution is clearly needed, one which includes not only adequate funding for the present Arboretum, but also a realistic appreciation of the types of use or program which can be accommodated there under emerging circumstances and assignment of administrative responsibility to the appropriate agency.