WESTERN WASHINGTON UNIVERSITY
ITEM SUBMITTED TO THE BOARD OF TRUSTEES

TO: Members of the Board of Trustees

FROM: President Sabah Randhawa on behalf of Joyce Lopes, Vice President for Business and Financial Affairs

DATE: June 14, 2024

SUBJECT: APPROVAL OF 2025-2027 CAPITAL BUDGET REQUEST AND 2025-2035 TEN-YEAR CAPITAL PLAN

PURPOSE: Action Item

Purpose of Submittal:
The Board is asked to approve the 2025-2027 Capital Budget Request (Request) and 2025-2035 Ten-Year Capital Plan (Plan).

Proposed Motion:
MOVED, that the Board of Trustees of Western Washington University, upon the recommendation of the President, approves the 2025-2035 Capital Plan, which includes the 2025-2027 Capital Budget Request from State-appropriated funding sources estimated at $262,116,000.

Background

The State of Washington has biennial capital budgets. On even-numbered years, Western, like all State entities, may request additional funds for capital improvements.

Last fall, the University started the capital planning process by evaluating existing and new major, intermediate, and minor capital projects for consideration in the Request and Plan. The evaluation emphasized how they fit into the University’s strategic plan, mission, and space needs. The projects were presented to the President’s Cabinet, the Capital Planning and Space Advisory Committee, the University Budget Committee, and the Board of Trustees’ Finance, Audit and Enterprise Risk Management (FARM) Committee for review and feedback. That presentation to the Cabinet and Committees was also available to the campus community for feedback on the 2025-2027 Capital Budget webpage, https://fdo.wwu.edu/2025-27-capital-budget.

The feedback received helped develop the Request and Plan, which is intended to achieve the following goals:

- Expanding education and addressing workforce needs on the Peninsulas;
- Preserving, improving, and modernizing our existing assets;
- Improving security, safety, and accessibility; and
- Increasing sustainability/reducing carbon emissions.
The Request and Plan can be viewed in Attachment A, and the Summary of Projects, with associated problem statements, can be viewed in Attachment B.

The estimated funding breakdown of our Request is as follows:

- State-issued General Obligation Bonds: $111,116,000
- WWU Local Accounts (building tuition fees and investment income): $12,000,000
- Climate Commitment Account: $139,000,000

Please note that the funding request associated with the Poulsbo Instructional Facility, Environmental Studies Center Renovation, and Heating Conversion Project may be refined based on the new cost estimate forms the State provides in June. The new forms will identify an inflation rate that helps calculate project cost. The project costs for these projects were generated using the June 2023 forms and likely have an outdated inflation rate. This is why the Board’s action includes “estimated” for the total dollar value.

Attachments:

A. 2025-27 Capital Request, 2025-35 Ten-Year Capital Plan
B. Narrative Summary of Projects in Draft 2025-35 Ten-Year Capital Plan

Link: https://fdo.wwu.edu/2025-27-capital-budget
## 2025-27 CAPITAL REQUEST, 2025-35 TEN-YEAR PLAN

<table>
<thead>
<tr>
<th>PROJECT</th>
<th>2025-27 Capital Request</th>
<th>Priority Rank</th>
<th>2027-29 Biennium</th>
<th>2029-31 Biennium</th>
<th>2031-33 Biennium</th>
<th>2033-35 Biennium</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Poulisbo Instructional Facility*</td>
<td>$73,800,000</td>
<td>B</td>
<td>$5,840,000</td>
<td>$5,840,000</td>
<td>$5,340,000</td>
<td>$5,340,000</td>
</tr>
<tr>
<td>2. Minor Works - Preservation</td>
<td>$5,340,000</td>
<td>B</td>
<td>$5,840,000</td>
<td>$5,840,000</td>
<td>$5,340,000</td>
<td>$5,340,000</td>
</tr>
<tr>
<td>3. Critical Safety, Access Control, and Fiber Optic Network Upgrades</td>
<td>$9,100,000</td>
<td>B</td>
<td>$4,160,000</td>
<td>$4,160,000</td>
<td>$4,660,000</td>
<td>$4,660,000</td>
</tr>
<tr>
<td>4. Academic Facilities Renewal - Phase I</td>
<td>$14,476,000</td>
<td>B</td>
<td>$8,000,000</td>
<td>$91,500,000</td>
<td>$14,476,000</td>
<td>$14,476,000</td>
</tr>
<tr>
<td>5. Environmental Studies Center Renovation and Addition*</td>
<td>$8,400,000</td>
<td>B</td>
<td>$100,000,000</td>
<td>$110,000,000</td>
<td>$14,476,000</td>
<td>$14,476,000</td>
</tr>
<tr>
<td>6. Academic Facilities Renewal - Phases II-IV</td>
<td>$14,476,000</td>
<td>B</td>
<td>$5,524,000</td>
<td>$5,524,000</td>
<td>$5,524,000</td>
<td>$5,524,000</td>
</tr>
<tr>
<td>7. Academic Renewal Project I (Major Capital Project)</td>
<td>$500,000</td>
<td>L</td>
<td>$8,000,000</td>
<td>$91,500,000</td>
<td>$14,476,000</td>
<td>$14,476,000</td>
</tr>
<tr>
<td>8. Academic Renewal Project II (Major Capital Project)</td>
<td>$500,000</td>
<td>L</td>
<td>$8,000,000</td>
<td>$91,500,000</td>
<td>$14,476,000</td>
<td>$14,476,000</td>
</tr>
<tr>
<td>9. Preventative Maintenance</td>
<td>$540,000</td>
<td>L</td>
<td>$540,000</td>
<td>$540,000</td>
<td>$540,000</td>
<td>$540,000</td>
</tr>
<tr>
<td>10. Carver COP Debt Service (Debt matures 2036)</td>
<td>$900,000</td>
<td>L</td>
<td>$900,000</td>
<td>$900,000</td>
<td>$900,000</td>
<td>$900,000</td>
</tr>
<tr>
<td>11. Kaiser Borsari COP Debt Service (Debt matures 2044)</td>
<td>$376,000</td>
<td>L</td>
<td>$376,000</td>
<td>$376,000</td>
<td>$376,000</td>
<td>$376,000</td>
</tr>
<tr>
<td>TOTAL STATE FUNDING</td>
<td>$262,116,000</td>
<td></td>
<td>$132,316,000</td>
<td>$150,316,000</td>
<td>$131,316,000</td>
<td>$123,316,000</td>
</tr>
</tbody>
</table>

*Budget is based on OFM inflation rates provided in June 2023. The new inflation rates, and associated cost estimate form, may change the total project's budget request.
Narrative Summary of Projects in the Draft 2025-2035 Ten-Year Capital Plan

STATE FUNDING - PROGRAMMATIC

Poulsbo Instructional Facility

Problem Statement – Peninsulas’ Educational Needs:

The Kitsap and Olympic Peninsulas region is currently one of the most underserved regions of the State for access to four-year and master’s-level degree programs. Most working-age adults in the region lack the four-year degrees required for family-wage jobs available in the region. A 2019 needs assessment funded by the Washington State Legislature surveyed educational needs on the Kitsap and Olympic Peninsulas and the feasibility of expanding Western Washington University’s (Western) educational programs to meet those needs. The study concluded that an established four-year university presence and additional degree programs and pathways to credentials are required to better serve regional needs.

Over the last decade, the State has invested extensively in expanding access to 4-year degree programs on the Kitsap and Olympic Peninsulas through 2+2 programs, where students attend Olympic and Peninsula Colleges and then transfer to WWU to complete their four-year degree. These ‘Western on the Peninsulas’ programs are primarily located in the Poulsbo Building of the Olympic College Campus. However, the programs’ demand and ability to meet the regional workforce needs have exceeded the current space.

Problem Statement – Cyber Range:

Western’s Cyber Range, located in the library area of the Poulsbo building, constitutes a major hub of support for cybersecurity education and innovation for the entire State of Washington, as well as serving as a partner in a major program facilitated by the Department of Homeland Security. Their current operations support hands-on live experiences for students from twelve colleges and universities and fifteen public school districts across Washington. However, the space no longer meets the demands of the growing Cyber Range program.

Capital Solution:

Western requests funding to design and construct a new Cyber Range and academic building of approximately 40,000 gross square feet at the Poulsbo campus. The new facility will house the Cyber Range and academic support space for the following programs:

- Cybersecurity
- Early Childhood Education
- Business Administration
- Business and Sustainability
- Elementary and Special Education
- Environmental Studies
- Environmental Science
- Multidisciplinary Studies
- Data Science
- Industrial Systems
- Engineering
- Sociology and Social Work
This facility will provide a physical presence for students in the region. It will help serve the educational and workforce needs of the Kitsap and Olympic Peninsulas residents by offering high-demand degree programming via innovative new degree pathways and delivery modalities across the region.

Previous Funding:

The project received institutional funds to conduct a pre-design due to be completed in June 2024.

STATE FUNDING - PRESERVATION

Minor Works – Preservation

Problem Statement:

Western’s academic facilities have an average age of 46 years. The 2023 Backlog Reduction Plan estimated a $279 million backlog to Western’s academic facilities and infrastructure. Many of the building systems in Western’s facilities have not been replaced, modernized, or repaired and are past their useful life. This creates inefficiencies in building operations and increases the risk of failures and building shutdowns. Additionally, Western’s utility infrastructure is aging, creating the risk of failures and emergencies that can cause damage to Western’s grounds and buildings. During the past two years, Western has experienced failures to our sewer and stormwater utilities, elevators, and mechanical systems.

Capital Solution:

Western is requesting funding for Minor Works Preservation, an omnibus program that includes projects ranging in size from $25,000 to $2,000,000. The projects included in this request are imperative in preventing system failures and campus infrastructure emergencies and represent our most urgent preservation needs.

These projects include:

- Repairing mechanical, electrical, and plumbing systems in our academic facilities;
- Replacing aging roofs;
- Health, safety, and code compliance;
- Elevator modernization; and
- Infrastructure renewal, such as sewer and stormwater utility replacement.

These projects are identified in Western’s Facilities Management Backlog Reduction Plan.
Academic Facilities Renewal – Phases I-IV

Problem Statement:

Many classrooms and class labs are technically insufficient to support current programmatic needs, and some rooms are not equipped to accommodate contemporary student-centered and flexible learning pedagogies. While Western has made substantial progress in recent years with classroom and lab upgrade appropriations, a large amount of classroom and lab space remains antiquated and needs modernization to improve utilization and provide a more modern learning and teaching experience.

Western also lacks sufficient collaborative spaces to encourage the interactive student work and breakout sessions that current pedagogy demands. The collaborative spaces are either limited or poorly functioning, limiting student-to-student and student-to-faculty interactions. Lastly, as Western moves to renovate large academic buildings, existing space will need to be modified to accommodate swing space strategies during the renovation of those facilities.

Capital Solution:

Western requests funding for Academic Facilities Renewal. This multi-biennia program will consist of upgrades to classrooms and labs and reconfigure and improve offices and academic support space (common and gathering areas). All work completed will ensure building systems are upgraded or replaced to extend the useful life of the asset or space. Unlike minor works, projects in this category can exceed $2 million and include fixtures, furniture, and equipment.

The overall goal of this project includes the following:

- Ensure the Institution has adequate access to high-performance and modern learning, research, and academic support spaces;
- Preserve our aging facilities; and
- Provide the flexibility to be part of the swing space strategy for the Institution’s upcoming major capital renewal projects.

Environmental Studies Center Renovation

Problem Statement:

The Environmental Studies Center (ES), home to the College of the Environment and Department of Geology, was constructed in 1973 and requires major preservation and programmatic improvements. Many of ES’s mechanical systems are past their useful life, energy inefficient, and need major repair or replacement. Additionally, the building’s porous envelope has developed numerous cracks, allowing water and air intrusion. The building’s inflexible teaching space and technological deficiencies create challenges for Western to provide integrated learning and collaboration, modern instruction, and STEM-intensive uses.

Capital Solution:

Western requests design funding to implement a major renovation to ES that will address costly inefficiencies and maximize the building’s potential. The renovation will address approximately $30 million of maintenance and repairs backlog, implement an entirely new HVAC system, upgrade the exterior envelope, and provide modern teaching and research space needed for a 21st-century education.
This project includes a moderate addition to be built prior to the renovation of ES to accommodate high-intensity instructional and research labs. The addition will provide a portion of the swing space needed during ES renovation and accommodate short and long-term academic needs. The remaining swing space needs for ES renovation will be accommodated in existing space across campus. A portion of that space will require improvements under the Academic Facilities Renewal Program (see above).

**Previous Appropriations:**

The project received state appropriations to conduct a pre-design, due to be completed in June 2024.

**Academic Renewal Projects I and II (Major Capital Projects)**

These are out-year projects and Western is not requesting funding in the 2025-27 biennium. Each project will renovate or replace an entire facility past its useful life and experiencing preservation and programmatic challenges. The facilities identified will be contingent on completing the Capital Development and Strategic Visioning Plan. However, we have identified Wilson Library, Performing Arts Center, Fine Arts, Arntzen, Arts Annex, and Humanities Building as facilities that are high-priority projects for renewal and may be included in these projects.

**STATE FUNDING – INFRASTRUCTURE**

**Critical Safety, Access Control, and Fiber Optic Network Upgrades**

*Problem Statement:*

The campus fiber optic network has reached the end of its expected life and constrains growth in academic instruction; fire and life safety systems; business operations; and building automated control systems. Most significantly, the current fiber network constrains Western’s ability to make urgently needed changes to the campus electronic access control system. Existing manual and electronic locks are no longer adequate to meet campus efficiency, safety, and security obligations.

*Capital Solution:*

Western is requesting funding to extend and upgrade the fiber optic communications system between and within buildings and install electronic controls on exterior doors and designated high-security internal doors of all major academic buildings. The project will also install new hardware on classroom doors to enable locking from the inside in the case of an active shooter emergency.

These upgrades will enable Western to meet the continuing mission-critical communication and life safety needs of students, faculty, and staff. A unified electronic access control system will simplify and improve campus building access and security; provide improved integration with other security systems such as video monitoring and intrusion detection; and simplify dispatch functions during emergency responses. Manual classroom locks are operable from the inside
and form a last line of defense should an active shooter incident occur. This project is proposed to accomplish the following:

- Replace the existing campus fiber optic network, including improving efficiency by combining stand-alone switches and controllers to reduce space, power, and cooling needs;
- Upgrade power to network equipment closets to include emergency power and cooling;
- Bring affected data communication conduits and cable trays into electrical code compliance by removing abandoned electrical cable and adding new trays where necessary;
- Reduce operating costs by reducing or eliminating the need for daily manual locking and opening of academic buildings and by consolidating existing dedicated networks, such as Building Automation Control, onto a common high-capacity backbone;
- Provide centralized lockdown functionality to facilitate more agile, appropriate, and effective response capabilities in the event of a campus emergency; and
- Provide classrooms with internally lockable doors so that students and faculty can effectively take shelter under the “Run, Hide, Fight” response to an active shooter.

This funding request will complete this previously funded project.

**Previous Appropriations:**

This project received partial funding in the 2021-23 and 2023-25 biennia. These appropriations will implement over 35,000 feet of fiber (of the approximately 155,000 total), 130 exterior access control locks (of the 290 total), and 100 classroom/lab lock upgrades. This will also move the data center from the Administrative Services Center to the Communications Facility.

**Heating System Carbon Reduction & Energy Efficiency Improvements**

**Problem Statement:**

Western relies on an over 75-year-old gas-fired central steam plant and distribution system to heat most of its facilities. The plant accounts for approximately 97% of Western’s direct greenhouse gas (GHG) emissions. This is exacerbated by approximately 30% of all heat generated by the Steam Plant is unavoidably lost in distribution.

The current plant uses antiquated systems to run the natural gas-fired boilers. These systems require substantial upkeep and frequent replacement of parts. Finding replacement parts and technicians to perform repairs has become increasingly difficult as these systems age and become obsolete. If Western cannot maintain and fix these systems, the Steam Plant will be at risk of shutting down, thus shutting down University operations.

Additionally, the Steam Plant requires, per State law, an operator to be on-site 24 hours a day. Western has experienced increasing difficulty recruiting operators qualified to run steam plants.

**Capital Solution:**

Western requests Climate Commitment Account funding to convert our central steam heating system to a hot water, electric-based system. The project will include new plants utilizing electric-based air and water source heat pumps, new distribution system, heat exchanges, and potentially geothermal fields. Once complete, the existing steam plant will be decommissioned, reducing our GHG emissions by approximately 90%.
Prior Appropriations/Status:

A feasibility study was conducted in 2022 (Heating Conversion Feasibility Study), and design funding was appropriated in the 2023-25 State Capital Budget, funded with Climate Commitment Account funding. The project is reviewing all phasing and procurement options for its design and construction. The 2025-2027 request will be for the remainder of design and full construction of the project.