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PELLISSIPPI STATE TECHNICAL COMMUNITY COLLEGE: A CASE STUDY IN SITE SELECTION

A Thesis

Presented for the

Master of Science

Degree

The University of Tennessee, Knoxville

Peter Scott Crowley

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ABSTRACT

This research attempted to identify and evaluate the site selection and development process utilized by administrators in selecting a new site for Pellissippi State Technical Community College, formerly State Technical Institute at Knoxville. The research was carried out as a case study, relying on the content analysis of documents prepared during the selection process, newspaper articles written throughout the history of the school, and interviews with key persons involved in the selection. The evaluation of the criteria and process was developed using data from past research on site selection for community colleges as well as specific selection and development guidelines produced by various states.

Findings of the study concluded that several sets of criteria were utilized and three agendas had an important role in the site selection. Several organizations conducted studies and produced reports on the location of a site for the school. The agendas were the technology corridor concept of the Governor of the State, State Technical Institute at Knoxville needs, and Roane State Community College needs. It was found that the process and resulting selection was highly political in nature.

Recommendations of the study include the establishment of a set of guidelines by the state of Tennessee and other

states, which should include the political appropriations process, site selection process, and general criteria to be used in the selection of sites for educational facilities. The findings and recommendations of the study could by used by educational facilities planners for siting any level of educational facilities.

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CHAPTER 1

INTRODUCTION

The attainment of higher education has continuously been an important aspect of the American way of life. In his 1962 book The Community College Movement, Ralph Fields states, "our American society has been especially prolific in establishing new institutions to meet the seemingly ever-increasing demands for learning beyond the secondary school . . ." (p. 1). The American community college developed into an important institution to satisfy man's continuous need for further education.

The American community college began in the early portion of the twentieth century. The community college is an outgrowth of the junior college concept prevalent through the 1940's. Junior colleges were defined in 1922 as "institutions offering two years of instruction of strictly collegiate grade" (Cohen, 1989, p. 3). This definition was later expanded to imply that the curriculum could cover the specific needs of the community in which the college was located. The junior college at the time was a school with a curriculum geared toward supplying students with college transfer programs. In order to claim the title community college, "a general education component must be included in the occupational programs . . ." (Cohen, 1989, p. 4). This school of thought

resulted in pressure on junior colleges to expand their curricula. Additional pressure to broaden the curricula was brought on by four-year university admissions policies and costs as well as accessibility to higher education facilities and the needs of industries across the country, which were not being adequately satisfied. Junior colleges' expanded curricula were made more comprehensive and the community college was born as an institution whose role was "to serve as a continuing education center for everyone in the community, a place where every corporate and individual interest and need might be served within the resources available at the college" (Fuller, 1979, p. 6). Community colleges today offer a wide variety of services to individuals and families of the community they serve. These institutions offer vocational/technical programs to those interested in learning a skill to utilize in the local industry. Community colleges offer traditional educational curriculums for those who will transfer credits to a four-year institution to complete their degree program. The community college offers continuing education options for citizens who wish to continue learning after they have earned their degree or who need to update their skills in a particular changing technology. The ability of the community college to serve several types of students coupled with two other aspects of community college education have lead to phenomenal growth of these institutions over the

past decade. The second aspect of community college growth is that the cost of attending a community college is considerably lower than the cost of attending a four-year institution of higher education. The third reason for the overall growth of community colleges is that the location of community colleges provides much easier access to the facilities for students. The location of a community college is an important aspect of the success or failure of the institution.

The issue of location of educational facilities has played an important part in the structuring of cities and towns in the United States. Early towns were generally rural in nature and schools were located in or near the center of the town to allow the students served to be able to walk to and from school. Accessibility was the primary factor in the location of schools.

As technological advances such as the streetcar and the automobile allowed the city and town form to spread out and land uses to be diversified within the city form, the need arose for multiple school facilities located throughout the city. The dispersal of various land uses, particularly residential uses, created multiple population centers of varying sizes throughout cities (Exline, 1982, pp.11-13). Each population center developed schools to satisfy the educational needs of its residents. In this manner accessibility and land use were the basic factors in determining school locations.

The same patterns are evident at a larger, regional scale when examining college and university locations. The specific location of these facilities is dependent upon many factors including the population of the service area, accessibility to the area, land uses, and the educational mission of the institution.

PLANNING IMPLICATIONS

The two disciplines of land use planning and educational facilities planning are interwoven in site selection for educational facilities. Land use planning is concerned with the overall land uses in a community and how the land uses affect the community-at-large and the city form (Association of Collegiate Schools of Planning, 1990). Planners must direct development in a logical manner with respect to residential centers, commercial centers, industrial areas, and the well-being of the populace. As a part of the process the planner must consider the location of school sites and other institutional land uses to serve the population.

The educational facilities planner is concerned with the physical setting of the campus and the facilities utilized in educational instruction. It is important for the school site to be adequate to encompass the programmatic goals of the school. The educational facilities planner must consider the educational specifications of the various program areas to be

covered in the facility. Programmatic educational specifications are important in the development of school facilities (Jenkins, Judith, 1985, p. E-4). Land use planners and educational planners worked together and with several other organizations to define a new site for the current Pellissippi State Technical Community College. This thesis will examine the location aspects of community colleges. Specifically, the thesis will explore the site selection and development process and site selection criteria used in determining the location of Pellissippi State Technical Community College in Knoxville, Tennessee.

RESEARCH OBJECTIVES

The primary research objective in this study is to identify and evaluate the development process used in the selection of the Hardin Valley Road site for the new campus of Pellissippi State Technical Community College (then State Technical Institute at Knoxville). Specific questions addressed in the research include: what were the criteria used in the site selection; whether the criteria used in selection of the site were adequate; whether and how surrounding land uses and future land use plans affected the selection; whether educational specifications were completed prior to the site selection and if so, whether and how they influenced the selection; and what political influences were

exerted on the selection process. A useful by-product of the research will be a thorough documentation of the overall site selection and development process used in this case.

STUDY LIMITS AND SCOPE

This study will be limited to the current main campus of Pellissippi State Technical Community College on Hardin Valley Road at Pellissippi Parkway in west Knox County. The school operates a satellite campus in Knoxville and campuses in Maryville, Tennessee, which will not be part of this study.

STUDY VALUE

Until now there has been no evaluation of the process which resulted in the move of Pellissippi State to its present campus. In fact, there is no single document which provides a description of the site selection process of the current Pellissippi State Technical Community College campus. The value of this research will be the comparative evaluation of the Pellissippi State selection process and criteria with other processes and criteria. The study will identify ways in which the selection process and criteria utilized could be altered or improved, which might aid in future similar situations. A second value of the study is as a contribution to the general body of knowledge regarding site selection of educational facilities, particularly in terms of the

significance of land use principles on the selection criteria and process.

CHAPTER 2

LITERATURE REVIEW

HISTORY OF PELLISSIPPI STATE TECHNICAL COMMUNITY COLLEGE

Pellissippi State Technical Community College first offered classes in 1974 under the name State Technical Institute at Knoxville. This institution was first located west of downtown Knoxville on Division Street, as a technical division of the State Regional Vocational-Technical School. This arrangement was unique in that the Regional Vocational-Technical School was administered by the Knoxville Board of Education, under contract with the State Board of Education (Knoxville News-Sentinel, February 24, 1974). The four other state technical institutes, "located in the Tri-cities area, Nashville, Memphis, and Chattanooga, were under the direct control of the State Board of Education" (Goins, 1991). Original funding for the State Technical Institute facilities and equipment came from the State and the Appalachian Regional Commission (Knoxville News-Sentinel, September 1, 1974). The school's curriculum was designed to develop the students' knowledge to a level between pure vocational training and a full four-year university education (Knoxville News-Sentinel, February 24, 1974).

The school initially offered two-year associate degree programs in mechanical engineering technology, chemical

engineering technology, and electronic engineering technology. The curriculum was developed in conjunction with industries located in east Tennessee and western North Carolina (Grimes, 1989, p. 13).

The mission of the school had been questioned in the formative stages and just prior to the institute's opening the question had been settled. The Knoxville News-Sentinel reported on September 1, 1974:

> A new State Technical Institute offering a two-year college level program is expected to open in Knoxville in late September despite recent disputes regarding the type of programs it will offer and who will oversee it. The Knoxville Institute, . . . will be under the direct control of the State Board of Education.

The technical division of the State Area Vocational-Technical School would become the free-standing State Technical Institute at Knoxville. Fears that the Institute's program areas would duplicate those offered by Roane State Community College located in Harriman, Tennessee led to the decision to establish the "Knoxville Institute as of July 1, 1975 with the stipulation that the Tennessee Higher Education Commission be asked to coordinate with the State Board on 'joint offerings in the same area'" (Knoxville News-Sentinel, September 7, 1974).

On September 23, 1974, State Technical Institute at Knoxville opened for classes and had a full-time and total headcount enrollment of 45 students. Table A-1 in Appendix A shows the historic growth in enrollment of the school.

In August, 1975 a new president was hired to run the Institute and the full-time enrollment had increased to 200 students, with a headcount enrollment of 348. For the next year State Tech struggled to find its identity and adjust to the new president, Dr. Wayne Jones.

Dr. Jones assumed his new post on August 25, 1975. In a 1989 interview with Robert Grimes he recalled that "everything was at Division Street. The facility was good" (p. 21). Enrollment had increased to 267 full-time and 382 headcount students in the fall of the year.

In January of 1977 state lawmakers were debating the issue of who should have control of the state's technical institutes. The controversy was whether they should remain under control of the State Board of Education or whether control should be given to the State Board of Regents, a move the institute presidents did not like. "The Nashville Banner said they [the presidents of the technical institutes] are fearful of meeting the higher standards such a move would bring about." Furthermore, the point was made that the "technical institute credits can't as easily be transferred to

the regional universities or UT system for those who want more [education]" (Knoxville News-Sentinel, January 15, 1977).

Fall 1977 enrollment figures were 577 full-time students with a headcount enrollment of 979. At the time, estimates for Fall 1988 enrollment were 800 full-time students and ". . . a program is underway to expand facilities at the school. He [Wayne Jones] said legislators have pledged to support expansion" (Knoxville News-Sentinel, December 15, 1977).

In August of 1978 the Knoxville News-Sentinel reported a possible "educational tug-of-war" taking place between area community colleges, technical institutes and vocational schools over service area, students, and curriculum. According to Gene Joyce, "it was a typical factional, geographical 'my town' turf war" (Joyce, 1991). A hearing of the Tennessee Higher Education Commission held at The University of Tennessee, Knoxville revealed several opposing factions in the area. According to the News-Sentinel report:

> There were Oak Ridgers . . . urging THEC [Tennessee Higher Education Commission] to approve construction at Oak Ridge of a branch campus of Roane State Community College.

The article continues, stating:

> Roane Countians at the hearing also were urging that the present RCSS [sic] campus and programs not be allowed to "become subservient" to an Oak Ridge program (August 13, 1978).

Representatives of Knoxville law-enforcement agencies and Lakeshore Mental Health Institute showed their support for a local campus for Walters State Community College based in Morristown, Tennessee. "Representatives of St. Mary's Hospital endorsed expanding programs at State Technical Institute at Knoxville" (Knoxville News-Sentinel, August 13, 1978).

Full-time enrollment at State Technical Institute at Knoxville had reached 939, and the headcount enrollment had increased to 1,538 students. The controversy over whether the State Board of Education or the State Board of Regents would control the technical institutes continued. The institute had outgrown the facilities on Division Street, which were designed to accommodate 350 students. In a Knoxville News-Sentinel article on November 26, 1978, Dr. Jones stated, "a search is underway for a new site of from 75 to 100 acres for the college." At this time class space had been extended to an old school facility on Oak Ridge Highway in northwest Knoxville and arrangements had been made to lease a warehouse in Knoxville to house the construction technologies programs. Before this space could be renovated and utilized, however, the owner of the warehouse sold the building and the building was never used as a permanent site for State Technical Institute classes (Grimes, 1989, p.26).

In addition to a shortage of space, State Technical Institute was facing questions such as whether it would remain

a technical institute or become a community college as the technical institute at Chattanooga previously had done. This question developed when State Tech made a proposal to expand its curriculum to include allied health programs. Another question was the continuing controversy over administrative control of the technical institutes. These issues led to the Tennessee Higher Education Commission authorizing funding to be spent on "a study of State Tech's role and scope, academic program development, future location and facilities" (Knoxville News-Sentinel, November 26, 1978).

In 1979 enrollment at State Tech continued to increase. The full-time enrollment reached 1,286 students and the headcount enrollment was 2,059 students.

In January, 1979 the Tennessee Higher Education Commission voted to institute a series of regional advisory councils to "coordinate and avoid duplications between public universities, community colleges, and technical institutes." The commission also agreed with a consultants report that an Oak Ridge campus of Roane State Community College would not be needed until there was a full-time enrollment of 750 students (Knoxville News-Sentinel, January 13, 1979).

With enrollment continuing to increase and a serious need for additional classroom space, State Tech leased a three-story building from the Lakeshore Mental Health Institute in Knoxville. The Lakeshore space had 65,000 square feet and 400

parking spaces. The State Board of Education approved the five-year lease in July of 1979, adding the much-needed space to the 45,000 square foot Division Street campus (Knoxville News-Sentinel, July 7, 1979). Current Pellissippi State President J.L. Goins stated that "the challenge was to marshall some state support, and get some money appropriated to build a facility" (Goins, 1991). The following year proved to be an important year for the State Technical Institute at Knoxville.

In January of 1980 the Tennessee Higher Education Commission recommended that the state's vocational schools, technical institutes, and community colleges be governed by a new board (Knoxville News-Sentinel, January 29, 1980). The top priority of the State Technical Institute at Knoxville's administration was to find additional space and/or a new site for a campus. An "overall advisory committee composed of representatives of the community" to examine the options of State Tech was instituted (Goins, 1991). The Lakeshore facilities were becoming controversial as there was little funding in the State Tech budget for maintenance of the facility and the enrollment figures were still increasing, with the full-time and headcount figures of 1,471 and 2,410, respectively (Knoxville News-Sentinel, June 29, 1980).

During this year several sites were suggested for the location of a new campus for the school. Included in the list

was a site rumored to be located in Maryville, Tennessee. The idea of moving the campus to Maryville stirred up immediate controversy and was put to rest by State Board of Education member Hugh McDade of Maryville by calling the proposal "'stupid and irresponsible'" and stating further that "'Knoxville is the logical place to put it. It is the population center'" (Knoxville News-Sentinel, May 3, 1980).

In June of 1980 the State Building Commission approved spending $40,000 for a comprehensive study of the State Technical Institute at Knoxville. The following month a site study committee began working on locating a new site for the school (Knoxville News-Sentinel, June 6, 1980).

The comprehensive study included long-range planning to the year 1985 which caused some controversy as some people thought that the planning period should have extended through the year 2004. The plan called for a new campus with 75 to 100 acres of land to satisfy the needs of the institute.

An article in the News-Sentinel in December of 1980 reported that "Lakeshore Mental Health Institute has been all but ruled out as a site of a new campus for the State Technical Institute at Knoxville." The article continues, stating "Scruggs [Representative Paul Scruggs] predicted that local officials would be able to offer the State Board of Education three site alternatives within the next three months" (December 18, 1980).

By 1981 State Tech experienced wide-ranging support at all levels, local, regional, and state. Goins stated, "we needed a college. We needed a permanent home. When push came to shove they [legislators] did not challenge us" (Goins, 1991). The Tennessee Higher Education Commission pledged $2.5 million for the purchase and preliminary development of a new campus for the school. During 1980 many locations had been proposed for the new campus (Knoxville News-Sentinel, January 15, 1981). Among those were the State Street Parking Garage in downtown Knoxville, and as a part of a proposed educational research center located between Knoxville and Oak Ridge. This location would house a joint campus of the State Technical Institute and Roane State Community College (Knoxville News-Sentinel, October 8, 1981). This idea "was proposed as one way of meeting requests for state funds for a new campus for STIK [State Tech] and for a proposed Oak Ridge branch of Roane State" (Knoxville News-Sentinel, October 10, 1981). "Governor Alexander took the position that he wasn't going to start building branch campuses for colleges" (Goins, 1991). This proposal was also approved by the Oak Ridge City Council (The Oak Ridger, October 20, 1981). In 1981 the enrollment figures for State Tech again increased to 1,661 and 2,557 full-time and headcount students, respectively.

In November of 1981 State Senator Victor Ashe expressed support for a Pellissippi Parkway site for the new State Tech

campus, as it would aid in developing the parkway into a research park similar in concept to the research triangle located in North Carolina. The idea for such an area being located in east Tennessee was developed by Governor Lamar Alexander as a means of attracting industry to the area and aiding economic development opportunities for the area (Knoxville News-Sentinel, November 5, 1981).

Throughout the year the site development committee, state officials, local officials, and school officials continued to generate lists of potential sites for the new State Tech campus. In November of the year a special search committee for State Tech made a preliminary recommendation of the Forks-of-the-River area in east-central Knox County (Knoxville News-Sentinel, November 2, 1981). However, other sites were still being examined and analyzed.

In the early months of 1982 the State Tech Advisory Committee established a sub-committee to locate other possible sites for the campus as no ideal location had been found (Knoxville News-Sentinel, January 27, 1982). State Tech enrollment had increased slightly in the full-time category to 1,687 students while increasing by more than 300 in headcount enrollment, to 2,882 students.

In 1983 further development of the Pellissippi Parkway Technology Corridor boosted the desires of many state legislators to locate the new campus somewhere along the

parkway. State Tech was appropriated $5 million to purchase land and begin construction of the new facilities (Knoxville News-Sentinel, March 2, 1983).

In September of 1983 the site committee was presented with a list of some 22 possible sites for the new facilities. The recommended site was a location on Hardin Valley Road near the Pellissippi Parkway. The site selection team visited each site and each site was analyzed. At the end of the year the Hardin Valley Road site was selected as the location of a campus of the new State Technical Institute at Knoxville and a branch campus of Roane State Community College. A master plan was developed for the new facilities. The Hardin Valley Road site primarily consisted of 115 acres, 78 of which the State had a $27,000 option to purchase. The State Board of Regents approved a plan for State Tech to operate its Division Street campus as well as the primary campus on Hardin Valley Road (Knoxville News-Sentinel, September 14, 1983). The year 1983 was the first year State Tech's enrollment decreased, falling to 1,519 full-time and 2,872 headcount students.

In 1984 the Master Plan for the new campus was completed and received approval from the State Board of Regents (Tennessee Technology Foundation, 1984). The Master Plan was designed to allow the campus to grow as enrollment figure reached phasing plateaus. The final design capacity of the facilities in the original Master Plan was 5,000 students.

In addition to the new facilities, State Tech would offer an expanded curriculum. New programs would be offered in Office Information Technology, Computer-Aided Manufacturing, and a two-year degree program in General Technology.

The new campus was designed for expansion as enrollment increased. The site had ample acreage to allow the expansion as needed, away from the highway (Knoxville News-Sentinel, May 7, 1986). Enrollment in 1984 continued to decrease, with the number of headcount students falling to 2,238 and full-time students decreasing to 1,160.

In June of 1985 ground was broken for the joint State Tech-Roane State campus, with a scheduled opening of September, 1986 (Knoxville News-Sentinel, June 23, 1985). The facilities were built under the assumption that "we [State Tech] would be the anchor for the technology corridor, encourage development, provide visibility, and provide headquarters for the Tennessee Technology Foundation" (Goins, 1991). Enrollment increased in 1985 to 1,305 and 2,614 full-time and headcount students, respectively.

Construction progressed throughout the following year and in the fall the joint campus opened to students. State Tech enrollment again increased to 1,495 full-time students and 2,658 total headcount students. From the time the two schools moved onto a joint campus, there were administrative problems. In 1987 enrollment at State Tech decreased to 1,333 full-time

and 2,221 headcount students. The two colleges worked together as well as they could as, "the new site created some problems with Roane State, . . . duplication problems, overlapping in services, and Roane State having to move out of Oak Ridge" (Goins, 1991).

In 1988 State Tech received accreditation from the Southern Association of Colleges and Schools. Additionally, State Legislators introduced legislation to raise the State Technical Institute at Knoxville to community college status. The new status would require Roane State Community College to leave the Pellissippi Parkway Campus. At the time, Roane State, with an enrollment of approximately 2,000 students was experiencing a space deficit at the Parkway location as well as continuing administrative problems. An April 7, 1988 Knoxville News-Sentinel article reports Dr. Lois Greene of Roane State as saying, "'we [Roane State] do have a space problem (on the State Tech campus), but I don't think that's a secret to anyone.'" State Tech's enrollment had significantly increased as well, with a full-time enrollment of 2,038 and a headcount enrollment of 3,261 students. This brought the approximate total headcount enrollment on the campus to more than 5,000 students.

In April of 1988 the State Senate approved the merger of the State Technical Institute at Knoxville and Roane State Community College at the Hardin Valley Road campus, thus

creating the Pellissippi State Technical Community College (Knoxville News-Sentinel, April 29, 1988).

In the past two years enrollment at Pellissippi State Technical Community College has shown significant increases. In 1989 the full-time enrollment was 3,147 and the headcount enrollment was 4,702 students. Enrollment figures for the Fall of 1990 were 4,044 full-time and 5,983 headcount students. Additionally, in July of 1990 a sports bubble was constructed on the campus "to provide extra space due to bulging enrollment at the community college" (Knoxville News-Sentinel, July 31, 1990). This sports facility is used by the student body for recreational activities and intramural sports. The original master plan was updated to reflect the mission change of the institution and the revised final enrollment capacity is 10,000 students (Johnson, Norm, 1991).

MEDIA COVERAGE OVERVIEW

Throughout the 17 year Pellissippi State history, newspapers have given coverage supporting and conveying dissenting opinion on the needs, the growth, and development of the institution. These newspaper accounts cover the general history of Pellissippi State Technical Community College from its inception as the State Technical Institute at Knoxville in 1974 to the present. Furthermore, they provide details of the development of the facilities and curriculum

from a technology based institute to the present comprehensive community college facility.

In 1974 most articles written on the then-State Technical Institute at Knoxville were concerned with the opening of the facility. Articles described the school and the curriculum, noting that the curriculum was a "degree-granting two-year college-level program" rather than a vocational school (Knoxville News-Sentinel, November 19, 1974).

Newspaper coverage of State Tech in 1975 and 1976 covered the budget allowances and accreditation of the school. A September, 1975 article mentions the hiring and approval by the State Board of Education of Dr. Wayne Jones as president of State Tech.

In 1977 the newspaper reports focused on the shift of control of the states three remaining technical institutes in Knoxville, Nashville, and Memphis from the State Board of Education to the State Board of Regents. A December, 1977 article also mentions a facilities expansion program (Knoxville News-Sentinel, December 15, 1977).

Knoxville News-Sentinel reports in late 1978 detailed the growth of State Tech as well as the controversy between State Tech, Roane State Community College, and Walters State Community College over curriculum development and service areas.

Articles in 1979 dealt further with the jurisdictional considerations and curriculum development of schools within the region. The July 8, 1979 Knoxville News-Sentinel reported that State Tech had leased space at Lakeshore Mental Health Institute to aid in alleviating space deficiencies at the Division Street campus.

In early 1980 newspaper reports continued to cover stories on what entity would have administrative control over the state technical institutes as well as stories that State Tech would be moving off of the Division Street campus, citing the poor condition of the school facilities as one reason. Stories from June of 1980 discuss a comprehensive study completed for State Tech.

Articles from 1981 dealt primarily with the search for a new site for a State Tech campus. Included among the possible locations were the State Street Parking Garage, Forks-of-the River Industrial Park, and a site along Pellissippi Parkway. Additional stories discussed the hiring of a new president for State Tech, Mr. J.L. Goins and approval by the State Legislature of $2.5 million for a new campus for the school.

Articles from 1982 and 1983 detailed the search for a new campus for the school. An article in late 1983 discussed more than 20 sites being considered as possible locations for the facilities. Other articles appeared on the State budget and the allotment for State Tech and an article appeared covering

a plan to house State Tech and Roane State Community College on the same campus. Few articles appeared on State Tech in 1984. One concerning the new campus covered some opposition to the facility, calling it a "waste of state money" (Knoxville News-Sentinel, January 25, 1984). The following year saw articles about the ground breaking for the new campus.

Articles in 1986 discussed the final construction of the facilities and the capabilities of the facilities themselves. Another article covered the process the technical institute went through to be accredited by the Southern Association of Colleges and Schools.

Newspaper articles in April, 1988 covered the introduction and passage of legislation that resulted in State Tech becoming a community college and the merging of State Tech and Roane State Community College. The remaining institution was Pellissippi State Technical Community College.

Coverage in the form of news briefs on Pellissippi State Technical Community College detailed further growth in enrollment and curriculum and were the major source of newspaper coverage from 1989 to the present.

PREVIOUS RESEARCH ON PELLISSIPPI STATE

A thesis written in 1989 by Robert Grimes of the College of Communications at The University of Tennessee, Knoxville is another source of important information concerning the origins

of Pellissippi State Technical Community College. In From State Technical Institute at Knoxville to Pellissippi State Technical Community College: A History, Grimes sought to establish the history of the school through interviews with the current and past presidents of the school, and to identify the public relations problems encountered by the institution throughout its' history. Grimes used newspaper coverage similar to that described earlier to supplement the interview data.

The Grimes thesis is one of a very few pieces of research on the topic of Pellissippi State and its' history and growth. Of particular interest is Grimes' interview with J.L. Goins which served to clarify some points regarding the site selection process.

Grimes brought out several significant points in the thesis. He stated that one of J.L. Goins' original goals when becoming president of State Tech in November of 1981 was to "'build a new campus for the college'" (Grimes, 1989, p.42). The author describes how Mr. Goins worked to establish the fact that new facilities were needed for State Tech. The site selection process was proceeding, primarily by efforts of the State Tech Advisory Committee. Grimes quotes Goins, saying:

> . . . they (the committee members) were very active in systematically and professionally locating potential campus sites. . . . The local chambers of commerce, general advisory committee, local legislative officials and

> local government officials were very supportive (Grimes, 1989, p.48).

This support had an influence on the ability of State Tech to receive a new campus. Grimes reported that Roane State Community College influenced the site selection as well. Roane State Community College had been considering options to locate a branch campus in Oak Ridge. When the joint campus plan was approved the campus site needed to be located near both Knoxville and Oak Ridge. Grimes stated that Roane State became involved in the site selection process "'as a result of efforts by the governor (Lamar Alexander), the organizers of the Tennessee Technology Foundation, Tennessee Higher Education Commission and State Board of Education to create a Tennessee Technology Corridor.'" He continued, stating that the joint campus "'was a political compromise to meet the needs of State Tech, Roane State and another state mandate'" (Grimes, 1989, p.49).

According to Grimes, Goins was faced with two obstacles in the selection process, project funding and campus site selection. Funding became easier once the first appropriations were passed by the State. Site selection options were significantly reduced once the decision had been made to have a two-campus facility that would be a part of the Tennessee Technology Corridor.

PREVIOUS RESEARCH ON SITE SELECTION

A major contribution to the research on the topic of site selection is a doctoral dissertation completed by Dr. Fadia M. Alvic in December, 1981. Alvic's work, A Mathematical Site Selection Procedure For Future Community College Locations, Including an Analysis of Community College Geographic Locations Within 34 States, examines the criteria used to locate community colleges and proposes guidelines for site selection for these schools.

This study is a source of comprehensive information on the criteria and process of site selection used by other states in the United States. Since this research was conducted at the time of the Pellissippi State site selection process, it provides an excellent representation of concepts and ideas on site selection at that time.

Mrs. Alvic states, "most of the literature found concerning the planning for site selection of community college facilities came from studies done by a number of state departments of education" (1981, p. 24). She found that most state plans dealt with specific location criteria rather than developing a state-wide plan for community college sites. An objective of her research was to provide a model for developing state-wide plans for community college locations.

Alvic discusses the plans of several states, giving detailed information on specific site selection criteria used

as guidelines. The states of Florida and Kansas, as well as the Delaware Technical and Community College Branch, provide examples of different sets of guidelines and criteria used in the site selection process.

Alvic's study covered 27 state plans. She stated:

> It became apparent through content analysis that most of the state plans were written merely to enable legislators and governing systems to make general decisions for the siting of community college facilities. Detailed information concerning the initiation and the support for the plan, including evidence for the need to establish a community college facility were always left with the local governing boards (Alvic, 1981, p. 33).

The content analysis performed by Alvic identified 14 criteria used by a major portion of the states responding to her request for information. (These criteria are discussed in-depth in chapter four of this thesis.) Alvic found that accessibility was a critical criterion in selecting a site for a community college. Another factor in the siting of these facilities was the amount of service area overlap which occurred with other educational facilities. The amount of industry in the area had an impact on site selection for many of the states as well as the location with respect to population centers and the ability of the local community to finance the school.

Alvic found that the majority of the state plans "dealt with the physical attributes rather than the clientele," and felt that the siting criteria should be developed according to the needs of the community the school will serve. Additionally, she found that the criteria were ". . . rather arbitrary and seem[ed] to be written to satisfy legislators and governing bodies" (Alvic, 1981, p. 106).

PREVIOUS RESEARCH ON SITE DEVELOPMENT

An additional key source of information on the site selection process, criteria, and development was a book written by N. Dean Evans and Ross Neagley titled Planning and Developing Innovative Community Colleges (1973). The book discusses and provides guidelines for the establishment of new community colleges. It covers topics from the state's involvement in the community college to the provision of special student services.

The publication discusses the role of the state in the development of the community college. The state master plan, if in existence, should be understood and utilized. An examination of how the local community can establish the need for a community college is provided. Suggested activities to accomplish this task include identifying the local leadership, appointing a task force to lead the community efforts,

developing a comprehensive feasibility study, and conducting a public information campaign.

Methods of obtaining local and state support, especially funding for the project, are developed in the text. Suggestions on guidelines for developing a Board of Trustees for the college are discussed as well as establishing the Board of Trustees' first task, finding a president for the new college.

The book covers topics dealing with the process of staff development for the college and guidelines for establishing the philosophy, objectives, and policies of the new institution. Formulation of the educational program is examined including a brief case study of Burlington County College in New Jersey. An examination of new approaches to planning and designing community colleges discusses innovation and change incurred by the community colleges of today and tomorrow.

The authors explore the role of "Educational Technology in the Community" (p. vii), and cover topics such as the administrative structure of the school, school services, and new technology to be both used and taught by the faculty.

The organization and implementation of administrative services of the community college, such as school plant, financial and food service operations are developed by the authors. The facility planning and development process of

designing, siting, and implementing the new community college facilities is detailed in one particular chapter. The organization and administration of special services and programs offered by the community college, such as research, public information, and community services are explored. The book ends with a discussion of the procedures for obtaining accreditation for the school.

This book provided a comprehensive examination of the process used in developing a new community college. Its value to this research was as a community college development guide, a part of which is site selection and development. The book provided a general set of guidelines and criteria to compare with the Pellissippi State case, discussed more thoroughly in chapter four of this document.

CHAPTER 3

METHODOLOGY

This research project was conducted as a case study. Data was collected from newspaper reports, documents prepared during the site selection process, personal interviews, and previous research on the topic of site selection for educational facilities. The data collected was compiled to determine the nature of the criteria used in the Pellissippi State case as well as "ideal criteria" and "criteria used by other states." Additionally, the process used in the Pellissippi State case was compared to the process utilized by other states. The analysis and evaluation of the process and criteria used in the Pellissippi State case is described and summarized in chapters four and five.

Newspaper articles were located through a search of the microfilm files at the John C. Hodges Library at the University of Tennessee, Knoxville campus. Newspaper articles from 1974 to the present were used in support of the other documents used in the research as well as for the provision of a chronological history of the growth and progress of Pellissippi State Technical Community College. Additionally, the newspaper reports were used as a source of information about political influences on and public awareness of the site selection process. A list of people to be interviewed was

generated from information in the newspaper articles and consisted of those persons who seemingly had key roles in the site selection process. Additional interviews were identified by the initial interviews. Every attempt was made to interview a representative of each interest group involved in the process. Table 1 contains a final list of those persons interviewed, their organization or affiliation at the time of the site selection, and the date of the interview.

The interviews were partially structured, allowing the interviewee to be questioned about the specifics of his or her organizations' particular role in the site selection process so that the information gathered from each was comprehensive in nature. To provide a standard basis for comparison, each interviewee was asked the same fundamental questions, shown in Appendix C. As the primary topics were discussed other questions emerged as to the particular role of the interviewee. The majority of the interviews were tape recorded (with the interviewee's permission) and field notes were taken.

Specific case documents, prepared by various organizations participating in the site selection, were identified in the interviews. Documents were prepared by the following organizations: the State Technical Institute at Knoxville, the Office of Economic and Community Development Engineering Services Section, the Knoxville/Knox County

Table 1
Interviews

Interview	Organization	Date of Interview
J.L. Goins	Pellissippi State Technical Community College	1-23-91
Ben Atchley *	State Senate	1-25-91
Susan Adams *	Knoxville/Knox County Metropolitan Planning Commission	1-25-91
John Ulmer	Knoxville Community Development Corporation	1-25-91
Joe Johnson	University of Tennessee	1-29-91
David Patterson Jeff Deardorff	TVA/ Governor's Task Force	1-30-91
Dwight Kessel *	Knox County	1-30-91
Jack Reese	University of Tennessee/ Governor's Task Force	2-1-91
Fred Martin	Roane State Community College	2-1-91
Paul Scruggs	State Representative	2-5-91
David White	Governor's Task Force/ site selection committee	2-6-91
Bill Sansom	State Finance & Administration Department	2-7-91

Table 1 (Continued)

Interview	Organization	Date of Interview
Gene Joyce	Governor's Task Force Oak Ridge resident	2-8-91
Roy Nicks *	State Board of Regents	3-8-91
Norm Johnson *	State Board of Regents	3-11-91

* Telephone Interview

Metropolitan Planning Commission, the Governor's Task Force on the Technology Corridor, and the University of Tennessee Graduate School of Planning.

Previous studies on the topic of site selection were located through a search of the on-line catalog at the John C. Hodges Library. The search produced numerous sources of information on community colleges, site selection, and education in general. These sources were used to provide background for the study.

Data on criteria and processes used in other states was obtained from the higher education commissions of the states of Washington, Florida, Kentucky, and Arkansas. These states were identified by the Council of Educational Facility Planners, International as states which have completed work in the area of community college development guidelines.

The materials described above were examined to extract a set of "ideal" criteria. Through the examination of the data from the newspaper reports, interviews, and case documents the process and criteria used in the Pellissippi State case was identified. The previous literature was analyzed in conjunction with the information received from other states to determine other processes and criteria used in site selection. When the analysis was complete, findings were recorded and conclusions and recommendations were developed.

CHAPTER 4

CASE STUDY

This chapter will describe the documents pertaining to the specific State Technical Institute at Knoxville (Pellissippi State Technical Community College) case. These reports were prepared by various groups in the Knoxville, Tennessee area which had an interest in the location of the new campus. The sites evaluated by all of the organizations are given in Appendix A. The case documents will be examined in chronological order. Finally, this chapter will provide an overview of the various sites and the criteria used to evaluate them as possible locations of the new campus.

PELLISSIPPI STATE SITE SELECTION ACTIVITIES

State Technical Institute Site Selection Survey was completed in February of 1982. It was prepared by the staff of the Knoxville/Knox County Metropolitan Planning Commission and contained a listing of twelve potential sites for the new campus for State Tech. The criteria used in the preparation of the report are given in Table 2. An observation to be made regarding the term "criteria" as it is used in many of the reports is that in many instances there are no quantifiable measures utilized in the evaluation.

Table 2
Knoxville/Knox County Metropolitan Planning Commission Criteria

Site Specific Criteria	Area/Region Criteria
Size	Public Transit Service
Topography	Accessibility
Sinkholes/Caves	Proposed Land uses
Flood Potential	
Environmental Factors	
Water Service, size	
Sewer Service, size	
Other Utilities	
Current Zoning	
Existing Land use	
Land Ownership	
Appraised Value	

Source: State Technical Institute at Knoxville Site Selection Survey. Knoxville/Knox County Metropolitan Planning Commission.

A map of Knox County showing the general location of each site was provided within the report. This map was followed by a one-page form analysis of the specific site and two additional maps, one showing the sector study area with the surrounding road system and one map showing the specific proposed site.This format was followed for each proposed site. The twelve sites and their area are described below.

One site, the Eastern State farm, was in east Knox County north of Fort Loudon Lake. It was situated in the bend of the Lake created by the convergence of the Holston and French Broad Rivers. Another, the Rockford site, was in south Knox County on the Knox/Blount County line, between Martin Mill Pike and Maryville Pike.

The third site, Solway, was in northwest Knox County directly west of the Pellissippi Parkway, bordered by George Light Road, Solway Road, and Pellissippi Parkway. The fourth site, Coward Mill Road was also in northwest Knox County, near the Solway site. The Coward Mill Road site was south of the Solway site and on the east side of Pellissippi Parkway and Coward Mill Road.

Sites five through eight, Schaeffer Road, Beaver Ridge, Hines Valley, and Lovell Road, respectively, were also in northwest Knox County in close proximity to Pellissippi Parkway. Sites five and six adjoined in the northeast quadrant of the intersection of Pellissippi Parkway and Lovell Road.

Site eight was in the southeast quadrant of the same intersection and site seven in the northwest quadrant.

The ninth site, Interstate 40, was located in west Knox County at the Lovell Road/Interstate 40 interchange. The proposed site was south of the interstate and west of Lovell Road. Site ten, Kingston Pike/Fox Road, was in west Knox County. It fronted the south side of Kingston Pike across from the Kingston Pike/Mabry Hood Road intersection, and was bordered in part by Kingston Pike and Fox Road.

Site numbers eleven and twelve, Cedar Bluff Road and Green Valley, were located in west Knox County. They were positioned between Interstate 40 and Kingston Pike on either side of Cedar Bluff Road. The Cedar Bluff site, number eleven was in the southwest quadrant of the Cedar Bluff Road/Interstate 40 interchange and the Green Valley site was in the southeast quadrant.

The report of the Metropolitan Planning Commission was given to the Office of Economic and Community Development whose Engineering Services Section performed an engineering assessment on five of the twelve sites. The five sites were selected due to their proximity to Pellissippi Parkway. The resulting report, State Technical Institute at Knoxville Engineering Assessment was completed in 1982. In the engineering assessment each site was " . . . field inspected, map studied, and discussed with Wayne L. Smith and Associates,

engineers for the West Knox Utility District" (Office of Economic and Community Development Engineering Services Section, 1982, p.1). Five sites ultimately were evaluated: Coward Mill Road, Schaeffer Road, Beaver Ridge, Hines Valley, and Lovell Road. During the engineering assessment yet another site was suggested as a possible location for the new campus. Identified by the Knoxville/Knox County Metropolitan Planning Commission as a possible industrial site, the alternative location was bordered by Hardin Valley Road, Reagan Road, Coward Mill Road, and Pellissippi Parkway. These six sites were evaluated based on the criteria listed in Table 3.

After each site was evaluated two sites were determined to be highly suitable for the new State Tech campus. The Coward Mill Road site encompassed 174 acres, 115 of which were considered usable. Highway access to this site was to be provided through the Pellissippi Parkway as Coward Mill Road intersected the parkway. Northbound traffic exposure of the site was considered good and southbound exposure was rated as excellent. Both on-site and surrounding land uses were agriculture and rural residential. A twelve-inch water line existed within 800 feet of the property. Sewer service to the site was planned to be extended in the fall of 1982, consisting of a package plant and 2,200 feet of additional sewer line.

Table 3
Office of Economic and Community Development
Engineering Services Section Criteria

Site Specific Criteria	Area/Region Criteria
Total Acreage	Regional Highway Access
Usable Acreage	Surrounding Land use
Exposure to Traffic	
Current Land use	
Water Availability	
Sewer Availability	
Quantity Grading Estimate	
Development Cost	
Appraised Cost	

Source: State Technical Institute at Knoxville Engineering Assessment. Office of Economic and Community Development Engineering Services Section.

A natural gas valve station was already in place on the site. It was estimated that 500,000 cubic yards of earthwork would be necessary for the site to be utilized as a new campus for State Tech. The total estimated development cost of the site was $600,000 and the land carried an appraised value of $159,640.

The second site found to be highly suitable to house the new State Tech campus was the alternative site which entered the picture during the engineering assessment. The Hardin Valley Road site covered 140 total acres with 115 of the total considered usable. As with the Coward Mill Road site major access to the parcel was via Pellissippi Parkway as Hardin Valley Road also intersected the parkway. Both the north and southbound exposures were classified as good. Again, as with the Coward Mill Road site, on-site and surrounding land uses were agriculture and rural residential. A twelve-inch water line served the site and an extension of sewer service 4,000 feet to the site was already planned. A natural gas valve station existed on-site. Approximately 300,000 cubic feet of earthwork would be necessary to utilize the site as an educational facility. The development cost of this site was estimated to be $400,000 and the land was appraised at $323,140.

The engineering assessment eliminated other sites due to several considerations. High slopes, high development costs,

and lack of adequate land for expansion eliminated the Schaeffer Road site. The Beaver Ridge, Hines Valley, and Lovell Road sites were undesirable due to their dependence on the Lovell Road interchange with Pellissippi Parkway, an already overutilized interchange, for access to the sites. The encroachment of residential areas on these locations and the appraised values of the land due to their proximity to the interchange also contributed to their lower rating.

In June of 1982, the Technology Corridor Governor's Task Force Report reported the findings of a task force appointed by Governor Lamar Alexander to ". . . examine the feasibility of establishing a 'technology corridor' to facilitate the expansion and attraction of high-technology industry, thereby accelerating Tennessee's economic growth" (p. i). Groups participating in the study were the Office of the Governor, the Commissioner for Economic Development, and the Tennessee General Assembly. The Task Force report defined the Technology Corridor concept, examined other "high technology" parks which would compete with the Tennessee corridor, developed an estimate of the success a technology corridor may have in this area, gave the recommendations of the Task Force, and developed steps to implement the Technology Corridor.

One of charges made to the Task Force was "to consider whether the location of the new technical institute site along the corridor would both help and develop the corridor itself

while adequately serving the students in the 16-county region and the Knoxville area" (p. 2).

The Task Force was divided into committees which would study the various components of the corridor concept. Four of the technology corridor components examined were "competition," "higher education," State Technical Institute at Knoxville, and Roane State Community College, Oak Ridge.

The "higher education" study committee was responsible for assessing the benefits that could be expected by and from the University of Tennessee, Knoxville and other institutions of higher education in the area if a technology corridor was developed. The State Technical Institute at Knoxville study committee had three primary tasks to accomplish. The first was to define the State Tech charter. The second was to assess the benefits State Tech could enjoy and the benefits the corridor could have if State Tech were located in the corridor. The final task of the committee was to recommend methods of recruitment and transportation of students to encourage support of State Tech.

The Roane State Community College study committee had similar tasks to complete. They were as follows: define the charter, define the benefits of a technology corridor location for Roane State, define the Roane State service area and analyze the relative advantages and disadvantages of locating the facilities of the school in the corridor or in Oak Ridge,

and recommend methods of recruitment and transportation of students to "ensure [a] broad area of participation in this endeavor" (p. 3).

The "competition" study committee examined other high technology areas in the United States, including Silicon Valley in California, Route 128 and Technology Square in Massachusetts, and Research Triangle Park in North Carolina. The committee found that the ability of the Silicon Valley region to ". . . attract and maintain the [high-technology] industry can be attributed . . . to a strong technical community college system." (p. 8). The Task Force competition study committee discovered several common factors prevalent in successful high-technology developments. Among them was "strong . . . technical training capability that ensures an extensive regional labor pool having relevant technical expertise" (p. 11).

At the conclusion of the Task Force study several recommendations were made to continue the development of the technology corridor. One of these recommendations was to "take immediate steps for the construction of a campus for the State Technical Institute at Knoxville at a site within the proposed corridor" (p. 16). It was felt by the Task Force that the State Tech campus was critical to the successful development of a high-technology corridor. Additionally, it emphasized that, although the campus could be located anywhere within

commuting distance of the corridor, a corridor location would provide maximum benefit for both the school and the corridor.

The Task Force also recommended that when the Tennessee Legislature passed the 1983 budget the Education Commissioner should put together a site selection committee to find suitable sites for State Tech within the corridor. Additionally, it was suggested that the technology programs of Roane State Community College also be housed on the corridor site.

In developing a broad implementation process to further the technology corridor concept, the Task Force's first recommendation was to "immediately locate and acquire a site for planning and construction" for State Tech (p. 18). They urged that enough land be acquired to house not only current State Tech programs but a "high-technology 'campus' development" (p. 18). In the Task Force's recommended schedule of startup activities, shown in Appendix C, the initial phase was to complete a State Tech site analysis, select the site, acquire the site, and plan and construct the facilities.

Following the recommendation of the Governor's Task Force, the Advisory Committee of State Tech produced a report titled State Technical Institute at Knoxville Tentative Site Recommendation Report in September of 1982. This report presented background information on State Tech including enrollment figures and demographic data on the student

population of the school. Table 4 supplies a breakdown of the student population of State Tech by county. As the table shows, the majority of the students were residents of Knox County. Additionally, data in the report revealed that at the time, 90 percent of the student population was white, seven percent black, and one percent each of American Indian, Asian American, and Hispanic. The student population was relatively evenly spread throughout Knox County, therefore the committee reported that a central location for the campus would be best. Knoxville/Knox County Metropolitan Planning Commission statistics showed that the center of the population in the area would be moving west over the next ten years.

Contained in the report was a section on estimates of future needs. Included in the section was general information on increased demand for skilled technicians and increases in Knox Counties' population. These factors reinforced the strength of the technology corridor concept for the Pellissippi Parkway.

"The administration of the State Technical Institute at Knoxville established seven standards to be used in identifying a site for a new campus" (p. 6). The standards are shown in Table 5. Approximately forty sites were examined to assess their ability to house the new State Tech facilities.

Table 4
State Technical Institute at Knoxville
Student Enrollment by County (1982)

County	Students	Percentage
Knox	1,777	69%
Blount	359	14%
Anderson	108	4%
Sevier	84	3%
Loudon	50	2%
Jefferson	22	1%
Roane	20	1%
Scott	19	1%
Others	118	5%

Source: State Technical Institute at Knoxville Tentative Site Recommendation Report.

Table 5
State Technical Institute at Knoxville
Recommended Criteria

Site Specific Criteria	Area/Region Criteria
Facility Expansion Capacity	Highway Accessibility
Utility Availability	Access to Public/Private Transportation
Topography	Convenience to Business
Development Cost	
Land Cost	

Source: State Technical Institute at Knoxville Tentative Site Recommendation Report.

The examination process was carried out by State Tech administrators in conjunction with members of the Governor's Task Force, the Knoxville/Knox County Metropolitan Planning Commission, State Legislators, State Department of Education personnel, and members of the State Tech General Advisory Committee. The State Tech administration and Advisory Committee decided that four of the locations were most suitable for the new campus as they provided the best location to serve students, business, and industry. The decision was not affected by the cost of the site because "as directed by the State Board of Education, the cost of the site was not a primary factor in determining a location" (p. 7). The recommended sites were Cedar Bluff Road, Green Valley (Seven Oaks at Suburban Hills), Blount County (Alcoa Highway at Singleton Station Road), and Downtown Knoxville (State Street Parking Garage). Two of these sites, Cedar Bluff and Green Valley were rated as the better alternatives.

The Cedar Bluff location consisted of 124 total acres with all of these being suitable for development. The current land use was as vacant land and was projected to be used for commercial development in the future. No physical land constraints existed on the site. Local access to the site would be from Interstate 40 and Kingston Pike and regional access was termed "excellent" (p. 10). Accessibility for the present and future State Tech student body was also considered

to be excellent as the proposed Pellissippi Parkway extension would bisect the property. Public transportation to the site was available. Water lines already existed on the site as did sewer service. Natural gas service to the site could easily be supplied. The availability of the land was good and the estimated site preparation costs were minimal. The usable quantity of acreage involved made the site excellent for future expansion.

The other top site was Green Valley at Seven Oaks and Suburban Hills. This site was located adjacent to the above site, and shared most of the same characteristics. The differences were in acreage and current land use. The Green Valley location encompassed 158 total acres with the entire land mass being usable for development. The current land use of this site consisted of a golf course and driving range and some additional vacant land. All of the other site characteristics were the same as the Cedar Bluff location.

The next recommended location was in Blount County in the Alcoa Highway/Singleton Station Road area. This site consisted of 100 total and usable acres. The current land use was institutional as it was being used as a University of Tennessee agriculture experiment station. Future land use was to continue to be institutional. There were no existing physical land constraints to development at the site. Local highway access was considered good through the use of Alcoa

Highway, Singleton Station Road, and the proposed Pellissippi Parkway extension to Blount County. Regional highway access was good as well. Public transportation to the site was available and was expected to continue in the future. Accessibility for the present and future student body was termed good, and would be excellent with the extension of the Pellissippi Parkway. An unlimited water supply to the site existed as well as both sewer and natural gas service. At the time of the report negotiations were in progress as to the availability of the land. Site preparation costs were estimated to be minimal with the potential for future expansion on the site considered excellent. Additional comments on this location mentioned its proximity to the McGhee Tyson Airport and the need for steps to eliminate the noise associated with the airport facilities.

The final recommended location for the new campus was as a part of the State Street Parking Garage in downtown Knoxville. This facility consisted of a possible 362,000 square feet or 8.3 acres of usable space. The present and future projected land use was as a parking garage. As the structure already existed there were no physical land constraints to development. Local highway access was available via Interstate 40 and Interstate 75 and the Downtown Business Loop. Regional highway access and public transportation accessibility were both excellent, as well as the access

provided to present and future students. As with the Blount County location the water supply was considered unlimited and the availability of sewer service was good. Natural gas service to the State Street site was potentially available. The land availability was good and there would be some site preparation costs at the location because the existing facility would require some foundation improvements to support the higher load due to the additional facilities. The possibilities for future expansion at this site were limited due to physical structural constraints.

At the time this study took place the Graduate School of Planning at the University of Tennessee was conducting a study on developing the technology corridor. The resulting report of the Winter, 1982 Synthesis class, Developing the Technology Corridor: A Report to the Governor's Task Force, addressed the location of the new State Tech campus. The class identified State Technical Institute at Knoxville and Roane State Community College as important participants in the development of the technology corridor. The possibility of a merger between the two schools was discussed, including an examination of the issues which would have to be addressed if a merger was to occur. According to the class findings as stated in the report (p. 15), "should the two institutions merge as a community college, the following criteria would have to be met for the location of the institution:

1. The original impetus must come from the community and not the state.

2. Three alternative 100 acre sites must be chosen.

3. The community must post a $250,000 bond for the establishment of the facility.

4. The community must guarantee access roads and public utilities.

5. The projected full-time enrollment must be at least 1,000 students within five years from its inception."

In the recommendations made in the report, a location for the new State Tech campus was addressed. The criteria used in selecting the location are shown in Table 6.

The site chosen by the study team was the same site discussed previously as a highly recommended location for the school in the State Technical Institute at Knoxville Tentative Site Recommendation Report. The Cedar Bluff location was found to be the most suitable location based on the Graduate School of Planning study criteria.

In May of 1983 the Knoxville/Knox County Metropolitan Planning Commission completed a study titled Technology Corridor Study Area: Land Capability and Suitability Analysis. The purpose of the study was "to identify areas capable and suitable for large scale development in the general area of the Pellissippi Parkway" (p.1). While this study did not specify locations of land uses in the area it provided data and analysis for potential State Tech sites. It examined the

Table 6
University of Tennessee
Graduate School of Planning Criteria

Site Specific Criteria	Area/Region Criteria
Size	Accessibility
Topography	Public Transit Availability
Geology	
Utilities/Infrastructure	
Location <--- proximity to technology corridor ---> Location	
Visibility	

Source: Developing the Technology Corridor: A Report to the Governor's Task Force. University of Tennessee Graduate School of Planning.

entire technology corridor area as to the development suitability of its major sections.

The technology corridor was divided into 19 major areas and each area was evaluated on its physical features, including topography and drainage, geology, soils and flood hazards, and utilities including sewer, water, solid waste disposal, electricity, and natural gas. Transportation and property ownership were also evaluated. In 1984 the State Legislature approved funding for a new campus to be located within the boundaries of the Tennessee Technology Corridor. The selection of the specific site will be examined in Chapters 5 and 6. At this time joint-venture architects Barber & McMurry, Inc. and Kaatz & Binkley, Inc. were contracted to develop a campus Master Plan for a joint campus of State Tech and Roane State Community College. The campus was to be located on Hardin Valley Drive off of Pellissippi Parkway. The site was bordered by Hardin Valley Drive to the south and Solway Road on the east.

The Master Plan program was developed through the application of educational specifications, enrollment projections, and a model to produce net assignable square foot calculations. The phasing of the Master Plan program was based on enrollment plateaus, with the final phase accommodating 5,000 students, later revised to 10,000. The initial phase was designed to accommodate 2,368 students, phase one expansion

could accommodate 3,000 students, phase two 4,000 and phase three 5,000 students (Campus Master Plan, 1989, p. 8). The campus was situated on a total of 144 acres and consisted of four buildings totalling 201,000 square feet available for academic programs.

The plan called for one building to house State Tech academic programs; another building to be an administration building, library, and cafeteria; a third building to house Roane State Community College academic classes; and the fourth to be the campus physical plant.

Several organizations conducted studies pertaining to the location of a new campus for the State Technical Institute at Knoxville. Among these were the State Technical Institute itself, the Knoxville/Knox Count Metropolitan Planning Commission, the Governor's Task Force, and the University of Tennessee Graduate School of planning. All of these entities developed criteria utilized in their studies to recommend sites for the new State Tech facilities.

COMPARABLE CRITERIA AND PROCESSES

In order to evaluate the criteria and process used in selecting a site for the State Tech campus, published guidelines and criteria were collected from other states. An examination of the data collected from Washington State, Florida, Kentucky, and Arkansas follows, as well as

comprehensive information contained in the Alvic dissertation discussed previously.

WASHINGTON STATE PLAN DEVELOPMENT PROCESS

The Washington State Board for Community College Education Policy and Procedures Manual contains a chapter dealing specifically with sites and facilities. The chapter discusses "general policies, guidelines, and procedures related to the authorization to construct physical facilities . . . and the acquisition of sites and other real property" (p. 6-1). The manual outlines the procedures to be followed in establishing a new community college campus. Figure 1 displays the process. As is seen in the figure, the process is multi-layered. Four organizational levels are involved in the process: the community college district, the State Board for Community College Education, the executive branch of the State government, and the State Legislature.

The process begins with district-level representatives notifying the State Board of its intent to conduct a feasibility study of developing a community college. The feasibility study will "document the educational needs [of the district] and propose a specific plan for meeting those needs" (p. 6-7). The State Board will consider the feasibility study proposal and, if approved, the district will respond by conducting the study.

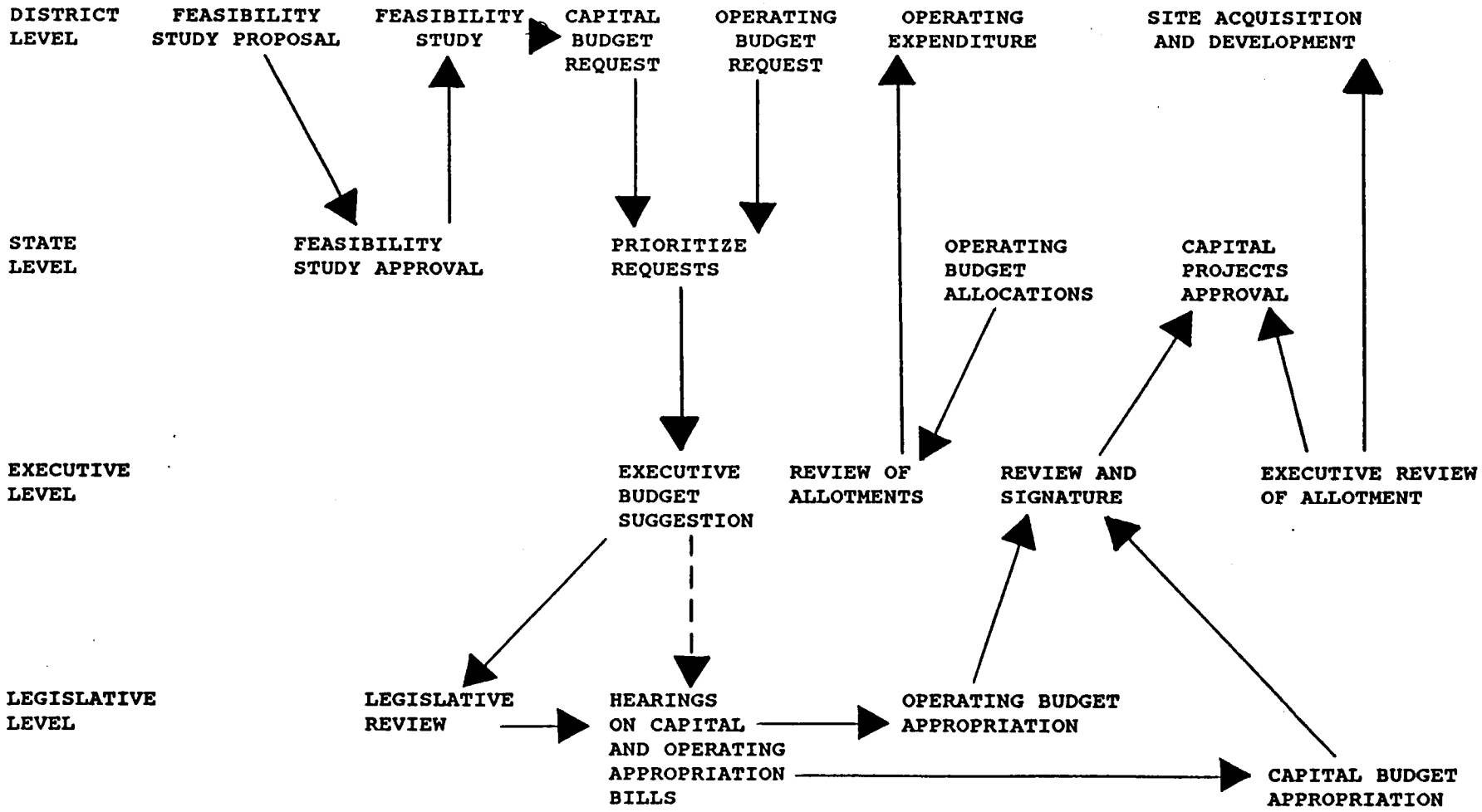


Figure 1. Washington State Request, Review, and Approval Procedure for Establishing New Campuses.

Source: State of Washington State Board for Community College Education Policies and Procedures Manual.

Assuming that the feasibility study resulted in a positive recommendation the district will submit both a capital budget request for the campus site and an operational budget request to the State Board. The State Board will review the requests and place them in the system according to their assigned priority. The requests are then forwarded to the executive branch which will make recommendations on which requests to fulfill. These requests will progress into the legislature where they are subject to legislative review and hearings on capital and operating bills. When the appropriations are passed both the operating and capital budgets return to the executive branch for review and final signatures. At this point the State Board may allocate the operating budget appropriation, submit the allocations to the executive for review and then use the appropriations for expenditures. The capital budget appropriation is approved with the district capital projects after an allotment review by the state executive. With the capital budget and capital project both approved, site acquisition and development may occur. The site selection criteria contained in the Manual are given in Table 7.

WASHINGTON STATE PLAN CRITERIA

The size of the site must be a minimum of 100 acres, unless special circumstances exist forcing a smaller area with

Table 7
Washington State Criteria

Site Specific Criteria	Area/Region Criteria
Size	Accessibility
Utilities	
Location	
Water Rights	

Source: Policy and Procedures Manual. Washington State Board for Community College Education.

a multiple storied facility. Additionally, all sites must either already be owned or be able to be purchased by the State of Washington. All major utilities have to be made available to the site, if not already present on site. The site must be located on or near major highways to allow easy access to the facilities by residents of the region. The site has to be located near the center of the service area, accounting for both the current and future developments within the region. Water rights are of particular concern in the Washington state area for environmental reasons. The Manual suggests that the District representatives be knowledgeable of particular legislation if the development of the site will require any action involving public surface or ground water.

ALVIC CRITERIA/STATE PLANS

The Alvic research discussed previously provided a comprehensive set of criteria developed through content analysis during her study. The criteria is summarized in Table 8. The following text discusses the specific criteria identified by Alvic and refers to criteria found in the State Plans obtained in conducting this study. It is assumed that the State Plans obtained in conducting this study are the same or updated versions of the Plans analyzed by Alvic.

Many State Plans require the community college district to have some estimate of the potential student population in

Table 8
Comprehensive Criteria of
Alvic Research

Site Specific Criteria	Area/Region Criteria
Land Availability	Potential Student Population
Land Cost	Accessibility
Utility Availability	Finance Ability of Community
Environmental Factors	
Location <---- proximity to population center ----> Location	
Location <---- other educational opportunities ---> Location	
Land use	Local Interest, revenue, need
Zoning	
Topography	

Source: A Mathematical Site Selection Procedure For Future Community College Locations, Including an Analysis of Community College Geographic Locations Within 34 States.

the area (Alvic, 1981). In Washington State the self-contained community college campus must have a projected enrollment of 2,000 full-time-equivalent students in the tenth year, consisting of all types of students (Washington, p. 6-9). According to Alvic:

> The number of potential students is then used to convince the legislative body or governing body of the state that the number of current high school graduates and the number of interested adults in the area served is sufficient to assume a student body of at least a minimum figure set by the individual state (pp. 39-40)

Accessibility is an important criterion used in the site selection process. A significant number of states use accessibility as a location criteria. Accessibility is the ease with which a person can get to/from the site via highways and local roadways. Included in accessibility is the availability of public transit to the site.

The site characteristics criterion refers to the size of the parcel or parcels and the availability of the land, or whether it is obtainable at a reasonable cost. The most common minimum standard for site size is 100 acres, although the area can be larger or smaller depending on the state and whether there are special circumstances.

Financing ability by the local community was a criterion established in many states. Tennessee was one which required the county to provide $250,000 before a community college

could be established in the area (Alvic, p.44). The state of Arkansas requires that there must be adequate local income "to provide the site and campus for the first five years that instruction is offered by the district" (Arkansas, p. 7).

Another criterion utilized by many states is that the site must be located at or near the population center of the service area. Washington State uses this criteria as well as Kentucky and Arkansas. The requirement of the proximity of the site to other educational opportunities is used in many states as well. This is important as it pertains to service areas and the overlap that may occur with locating a new campus near an existing facility. Arkansas, Kentucky, and Washington all include this criterion in the site selection guidelines. The Washington state guidelines require in the feasibility study application a section on other educational opportunities in the service area.

The next criterion listed in Table 8 is the evidence of local interest, revenues, and need for a community college. The Arkansas Department of Higher Education guidelines emphasize that a steering committee be formed consisting of citizens of the district the school serves. The steering committee determines financial aspects of the proposed school, informs the community of the activities of the school planning process, develops a proposed curriculum based on the needs of

the community and locates possible site(s) for the facilities (Arkansas, p. 5).

Land cost is another consideration used by some states in carrying out a site selection. "Site costs include: (1) original purchase price; (2) development, including demolition and utilities; and (3) any additional building costs incidental to site conditions" (Alvic, p. 45).

Utility availability and cost is the next criterion in the table. It entails whether there is currently water, sewer, natural gas, etc. to the site and if not, the cost associated with providing the services to the site. Kentucky and Arkansas reference this criteria in their respective state plans.

Local industry is another variable used in the siting of community college locations. Since some community colleges train students to work in local industry, it is important for the college to be located near the industry.

The establishment of a demographic analysis of the district relates to the feasibility study of the process. The analysis includes information on the age, race, sex, and marital status of the population of the community. These factors relate to the location of the population center and the establishment of the need for the community college.

The criterion on the environmental factors such as aesthetics and the view to and from the site are used by a few

states. The aesthetic qualities are important as they can enhance or hurt the image of the school.

The other major source of comparison data is the book Planning and Developing Innovative Community Colleges by Evans and Neagley. It was discussed in a broad sense in chapter two. The information of key importance to this study pertains to the site selection and development process. This publication discusses the process of campus development, a part of which is site selection. Campus development, by definition is broader in scope than the site selection process.

EVANS AND NEAGLEY DEVELOPMENT PROCESS

The process begins with a discussion of whether to build new facilities or renovate existing facilities. The renovation of old facilities is a method used by some community college administrators to expand the service area with the use of branch campuses. Evans and Neagley point out that if a permanent facility is going to be located in a heavily populated area, it may be better to renovate existing structures rather than build new facilities and take valuable land (p. 178).

Many individuals and/or groups have to work together in the planning phases of community college development. Evans and Neagley suggest the following people to constitute the facilities planning task force: an architect, a city/county

planning official, representatives of local business and industry "with building experience," a facilities planner from a community college or a four-year institution, members of the city council, and a representative of the city public school system. The process of developing the new facilities follows.

The authors pose a twelve-step process to develop a new campus, shown in Figure 2. After assembling the task force the first step is to evaluate and select project architects. Once this has been accomplished the evaluation, selection, and acquisition of the campus site is completed. The board may, if deemed necessary, decide on the general architectural character of the facilities. The fourth task of the committee is to identify guidelines as to master planning and early construction, including limitations on enrollment, class size, and budget.

The task force will then decide the relationships of different facilities with regards to each other and to the site, such as the orientation of parking areas, classroom buildings, and administrative facilities.

The authors continue with the sixth task of the committee being to "coordinate [the] work of the faculty and consultants in development of educational specifications - translating the educational program into a description of space needs" (p. 180).

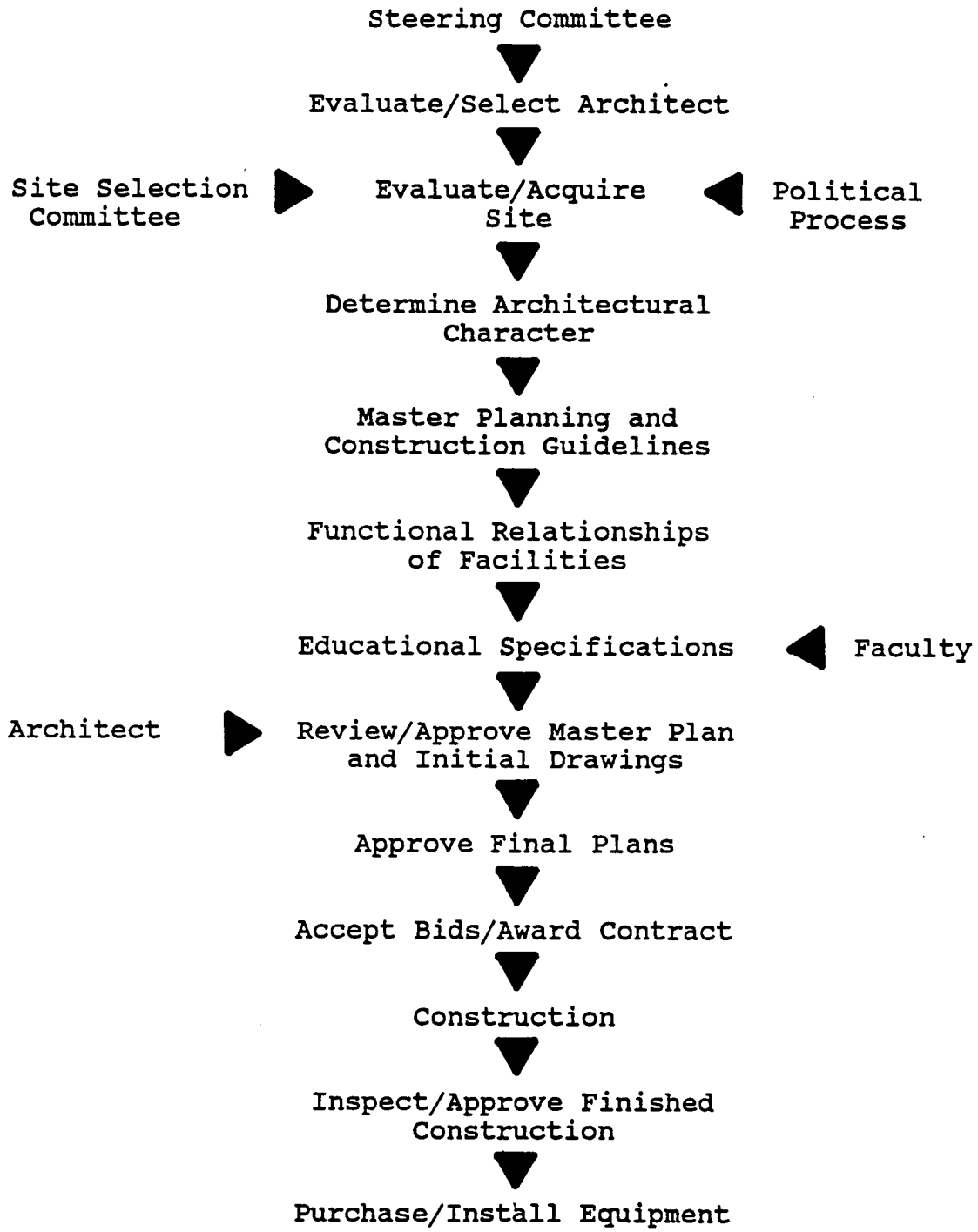


Figure 2. Evans and Neagley Suggested Selection Process

Source: Planning and Developing Innovative Community Colleges.

The seventh step in the proposed process is to work with the project architects to review and change the preliminary master plan, design, and other preliminary drawings of the facilities. When these items are complete the committee must approve "final plans and specifications" (p. 180).

With the final plans complete, bids may be received and awarded for the construction of the new facilities. During the construction process the committee must make decisions on problems and questions that arise. The eleventh step in the process is to inspect the construction and give final approval of the facilities. The final step is to choose, purchase, and install the equipment for the new school.

The authors state that developing educational specifications are important and that "educational planning must always precede facility planning" (p. 182). They list several guidelines on what should be included in the educational specifications, from the educational philosophy of the institution to activities which will take place in the facilities to the amount of chalkboard and storage space that will be needed in a particular classroom type. It is suggested that in carrying out the development of the educational specifications the persons responsible for them visit other new campuses and review other sets of educational specifications.

The evaluation, selection, and acquisition of the site is the second step mentioned to be carried out by the committee. Those issues are discussed below.

Evans and Neagley state that the site selection team may consist of the entire task force as described earlier or this group may "designate a smaller group to represent them." It is suggested that the site selection committee consist of, at a minimum "representatives from the board of trustees, college administrators, and the architectural firm selected to design the facilities" (p.201).

EVANS AND NEAGLEY CRITERIA

The site selection criteria set forth by the authors is shown in Table 9. The criteria of size and shape deals with the prospect that the site be capable of housing facilities to accommodate the present and future enrollments of the school, including parking availability. The location of the site is important in relation to the area. The site should be located at or near the population center of the area. It should be located to avoid and not cause additional traffic hazards and pollution, and should be located near safety facilities such as police and fire stations to decrease response times of these entities. Additionally, the site must have access to utility services and be well accessible by both private and

Table 9
Evans and Neagley Criteria

Site-Specific Criteria		Area/Region Criteria
Size and Shape		Accessibility
Location	<---- population center ------>	Location
Location	<--- hazards, pollution ------>	Location
Location	<-- educational opportunities ->	Location
Location	<- recreational opportunities ->	Location
Location	<------ safety facilities ----->	Location
Aesthetic Appeal	<---------->	Aesthetic Appeal
Zoning	<---------->	Zoning
Utility Availability		Community Programs
Soil Suitability		Industrial/Commercial expansion
Land Cost		
Topography		
Environmental Factors		
Vegetation		
Orientation in Relation to Climate		

Source: Planning and Developing Innovative Community Colleges. N. Dean Evans and Ross L. Neagley.

public transportation. The soils, topography, and geology of the site must be adequate to support construction. Environmental factors such as water tables should be considered as well as on-site vegetation and the aesthetic appeal of the site and the area. The orientation of the site to the climate is important to energy consumption and the use of utilities.

The location of the site in relation to the community it serves is important as well. It should be located so that persons in the community have access to community sponsored programs at the college. The industrial/commercial expansion criteria deals with the curriculum of the community college and its' facilities, population growth in the area, and possible encroachment by industry on the community college site if located near industry. The final criteria is the zoning of the site and the surrounding area. This deals with how the land is currently being utilized and how it is planned to be utilized in the future. If the chosen site is not zoned to allow an educational institution it should be able to be rezoned to alleviate the problem.

This section has described the process used in the development of community college facilities. The suggested process of development has, as a separate task, the evaluation, selection, and acquisition of a site for the

facilities. The suggested criteria is weighted as appropriate for the particular situation in which it is being utilized.

CHAPTER 5

FINDINGS

Chapter 5 will present and discuss the findings of the research project. It will evaluate site-specific criteria used in the Pellissippi State Technical Community College case and compare it with other sets of criteria as discussed previously. The discovered process will then be compared to other processes identified in the research. A discussion of the primary agendas involved in the Pellissippi State case will follow the development process evaluation. Information gained in the interview process will be used in the findings of the research.

PELLISSIPPI STATE AS DISTINCT INSTITUTION

Pellissippi State Technical Community College is a unique institution of higher education for three primary reasons. The first is that at its inception as the State Technical Institute at Knoxville, it was the only one of the four state technical institute's that did not start out in a permanent location. The Division Street campus was developed from grants to provide funding for the construction of a wing off of the area vocational-technical school, to house a division of the school. However, "there was support for a technical institute in the area" (Goins, 1991). The facility was constructed and

after much debate it was decided that the wing would be a free-standing technical institute.

The second unique feature of Pellissippi State is that it was the only institution to experience a shift of control while initiating a site selection process. According to Goins, "this meant we had a whole new process to deal with" (1991), as funding had been received to undertake pre-planning work to develop a new facility. Jack Reese commented that he believed "the transition of control probably made the whole selection process easier" (Reese, 1991). Norm Johnson stated that with the transition to the State Board of Regents the State Tech became a high priority and "more focus was put on it" (Johnson, Norm, 1991).

The third unusual factor for Pellissippi State is that it is the only community college campus to move to a newly constructed, master-planned campus. Other state community colleges and two-year colleges were developed in the 1960's and 1970's and located on rural sites in their service areas, on a minimum of 100 acres. The philosophy was to "locate the schools within driving distance for those people who couldn't go to universities and live on campus." The state technical institutes were located in cities which could "round up 100 to 150 acres and orchestrate an offer to the state" (Goins, 1991). The best offers would be where the technical institutes would be located.

As there have been no other institutions which have moved to a new master-planned campus, the comparisons of criteria and processes used by Pellissippi State are more appropriately made with data and guidelines from other states, rather than with another institution in the state of Tennessee.

CRITERION COMPARISON

Table 10 presents a compilation of criteria for site selection discussed previously. Many of the same criteria were used by each organization. Table 11 provides a comparative examination of the State Tech case criteria, criteria as used by various states described by Alvic, and the criteria suggested in the Evans and Neagley book.

As can be seen in the table, the State Tech case criteria was the same as suggested by the other two sets of criteria in six areas: topography, environmental factors, utilities, zoning, land cost and highway accessibility. The local case criteria was more heavily slanted to site specific characteristics while the other two sets were relatively more evenly spread out between site specific and area/region criteria.

In examining the criteria that was mentioned in the two other sets of criteria and not the specific case, locational factors were the difference. State Tech had no published records of the population center being a criteria used

Table 10
Comprehensive Criteria Used In
State Technical Institute At Knoxville Case

Site Specific Criteria	Area/Region Criteria
Size, Total/Usable	Public Transit Availability
Topography	Highway Accessibility
Geology	Proposed Land uses
Environmental Factors	Location near Business/Industry
Utility Availability	
Zoning Classification	
Land use	
Ownership	
Appraised Value	
Exposure to Traffic	
Grading Estimate	
Development Cost	
Land Cost	
Location to Technology Corridor	
Visibility	

Source: State Technical Institute at Knoxville Site Selection Case Documents.

Table 11
Criteria Comparison

Criteria	State Tech	Alvic Research	Evans/ Neagley	Totals
Site Specific:				
Size	X		X	2
Topography	X	X	X	3
Geology	X			1
Environmental Factors	X	X	X	3
Utilities	X	X	X	3
Zoning	X	X	X	3
Land use	X	X		2
Ownership	X			1
Appraised Value	X			1
Exposure to Traffic	X			1
Grading Cost	X			1
Development Cost	X			1
Land Cost	X	X	X	3
Location Regarding:				
Population Center		X	X	2
Educational Opportunities		X	X	2
Hazards, Safety Facilities			X	1
Recreational Opportunities			X	1
Soil Suitability			X	1
Visibility	X			1
Aesthetic Appeal			X	1
Vegetation			X	1
Orientation to Climate			X	1
Area/Region Criteria:				
Public Transit	X			1
Highway Accessibility	X	X	X	3
Land uses	X			1
Location Regarding:				
Population Center		X	X	2
Educational Opportunities		X		1
Hazards, Safety Facilities			X	1
Recreational Opportunities			X	1
Potential Student Population		X		1
Finance Ability of Community		X		1
Local Interest, Revenue, Need		X		1
Community Programs			X	1

Table 11 (continued)

Criteria	State Tech	Alvic Research	Evans/ Neagley	Totals
Industrial/Commercial Expansion	X		X	2
Aesthetic Appeal			X	1
Zoning			X	1
Totals	18	15	22	55

however, it was discussed, a point J.L. Goins made, saying "this [current campus] is not the population center of the college service area" (Goins, 1991). Additionally, Buddy Scruggs commented that in order to "have it in the population center the cost would have been horrendous" (Scruggs, 1991).

Another locational criterion difference was the specific site location in relation to other educational opportunities. While this was not documented criteria in the State Tech selection process, there was some support for a downtown Knoxville location in part, for this reason. John Ulmer explained earlier attempts to locate a branch campus of Walters State Community College in downtown Knoxville failed, due in part to the concerns of University of Tennessee officials who at the time felt that this location would create competition for students as the University of Tennessee admissions policies were relatively open. By the time State Tech required new space the University of Tennessee admissions policies had changed and tightened, therefore the threat was no longer present. A downtown location for State Tech would support UT as well as some UT facilities possibly being able to be used by the technical institute. (Ulmer, 1991).

Evaluating the State Tech criteria based on "numbers," the institute's selection criteria covered more than the Alvic research and less than the Evans and Neagley suggested

criteria. A discussion of a few key criteria used in the State Tech process follows.

The size of the site was important as the new site for State Tech was pictured as "a traditional college campus" (Ulmer, 1991). David Patterson commented that "an attractive, large site will do more for their [State Technical Institute at Knoxville] self-esteem than a downtown location or industrial park" (Patterson, 1991). To house the program, "we needed to have 75 to 100 acres and just that started to put constraints on locations" (Scruggs, 1991).

Utilities played an important part in the selection of the new campus location. While nearly all of the proposed locations had utilities, the selected location was "next to an electricity sub-station." (Deardorff, 1991). Sewer extensions were planned for the area of the selected site, and a natural gas line was already in place.

Zoning, both on site, surrounding, and future, were important to the selection process. "The county commission rezoned [the property] to allow it to be out there" [Hardin Valley Road] (Scruggs, 1991). Sue Adams, when asked about the proposed land use said that it "was in conformance with the plans we [MPC] had for it at the time." (Adams, 1991). The plan to institute a technology corridor created a need for the Institute to be located on Pellissippi Parkway.

Ownership and land cost are criteria which were tied together and ultimately had a part in the State Tech selection. Bill Sansom, the head of State Finance and Administration stated "we looked at the sites and the cost . . . our concern was that we had to have such a big piece of property that once you acquired the first piece you wind the price up on the next [parcel]" (Sansom, 1991).

Visibility was a concern of some during the selection process. The final sites considered for the new campus were located on the Pellissippi Parkway corridor, as the new facilities would be linked with the technology corridor. As such, the site needed to be visible, as a drawing card for the area. Bill Sansom related that as he and the committee were making the final decision, the question was asked, "could you see it from the highway?" (Sansom, 1991).

Accessibility and public transit was "the biggest, most difficult final issue we [site selection committee] dealt with" (White, 1991). As the final site was chosen, there had been plans made to provide access to the facility. The plan for a joint campus made it imperative that the campus be located between Knoxville and Oak Ridge for easy access from both cities. Oak Ridge residents desired a closer location to Oak Ridge. The selected campus is "the same distance from [Oak Ridge] city hall as the K-25 plant in Oak Ridge. It is two miles closer to Pellissippi State than it is to K-25." (Joyce,

1991). Surrounding land uses were considered as the planned land uses in the area were contingent on the technology corridor. The school would be used as an "economic development instrument to aid in developing the technology corridor." (Goins, 1991).

In comparing the site-specific State Tech criteria used in choosing a new location to the two other sets of criteria, the State Tech appeared to be more comprehensive than the criteria from the Alvic research. The same quantity of criteria was examined in the local case as was recommended in the Evans and Neagley publication. The case-specific criteria placed greater emphasis on some criterion, as would be expected, as each case would be different.

Criteria examining the area/region of the possible sites is slightly different in comparison. The State Tech case utilized less criteria than the other two sets of criteria recommended, especially with regards to the locational factors of the site within the region.

SITE DEVELOPMENT PROCESS COMPARISON

The site selection and development process identified in the research, shown in Figure 3, is compared with the processes identified in Figures 1 and 2 in chapter four. Figure 1 is the process utilized in Washington state and Figure 2 the recommended process of Evans and Neagley.

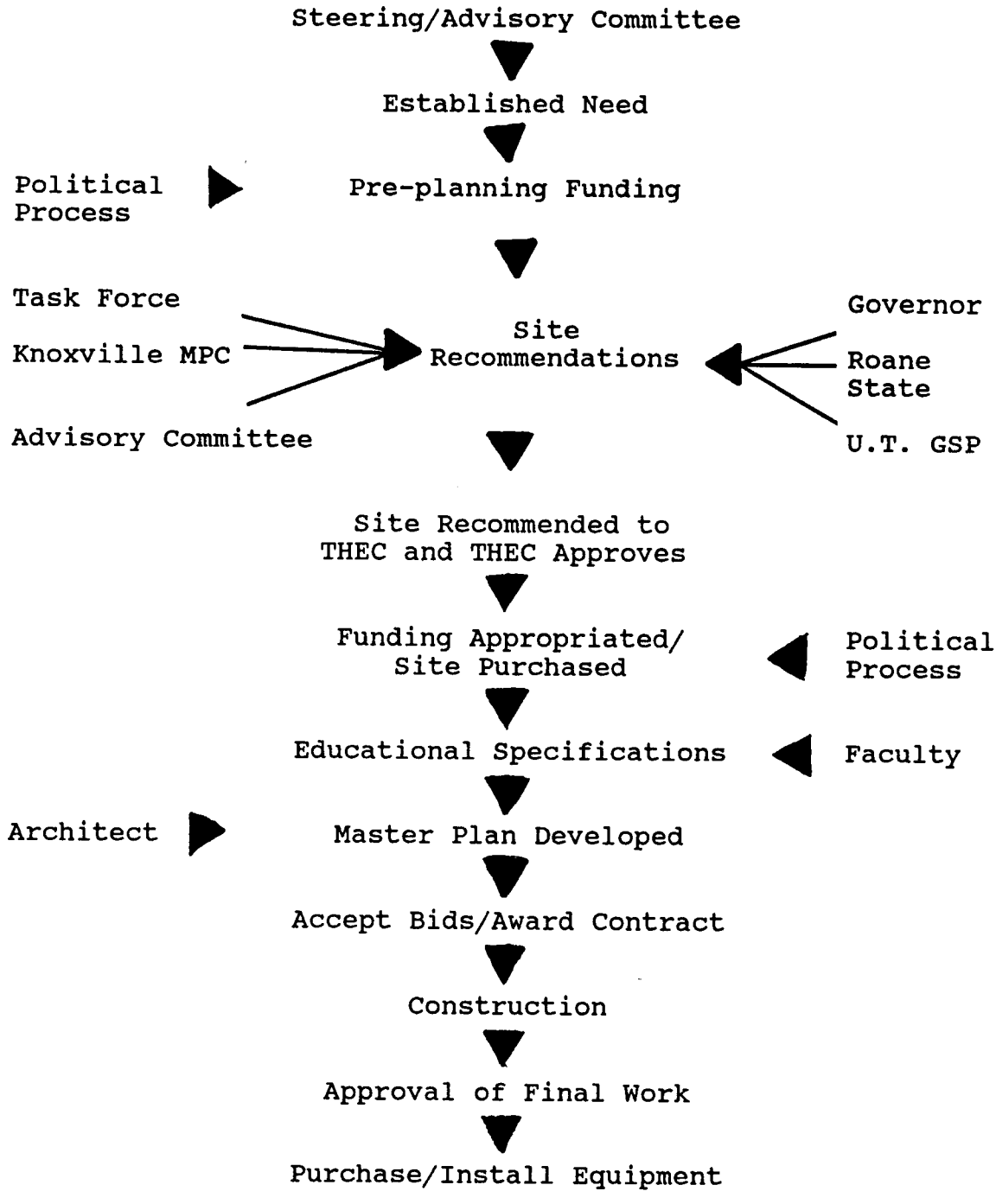


Figure 3. State Technical Institute at Knoxville Identified Selection Process

The first observation to be made is that the Washington state guidelines represent more of the political appropriations process involved in site development. It begins with a feasibility study in which the need of the community is identified as well as the ability of the community to support a community college facility. The approval and appropriations process described in chapter four begins with the same task as the State Tech case and the Evans and Neagley process, that being the establishment of the need for the facility. The Washington guidelines carry this out in the completion of the feasibility study.

From this task the processes split, with the Washington state guidelines charting the appropriations process through the various organizational levels of the state government. The State Tech case utilized the same general appropriations process, with the State Tech advisory committee constituting the "district" level organization of the Washington process. The Tennessee Higher Education Commission would be the equivalent of the Washington process' state level and the executive and legislative levels being direct comparisons. The political process was utilized in the State Tech case to fund each phase of the new campus development. The Washington guidelines carry the appropriations process up to the site acquisition and development phase of the overall process.

The State Tech site selection and development process compares favorably with the Evans and Neagley recommended process. Both begin with the advisory or steering committee of the institution instigating the process. State Tech had a well established need, something the overall advisory committee developed by J.L. Goins had worked hard to establish within the community. "We had generated a lot of media coverage on the need [for a new facility]" (Goins,1991). At the same time Oak Ridge residents had been advocating an Oak Ridge campus of Roane State Community College. In fact, a proposal had been made to donate land in Oak Ridge for the campus, an offer which the Board of Regents accepted only to have it turned down by the Tennessee Higher Education Commission. The Tennessee Higher Education Commission at the time was attempting to consolidate facilities rather than develop more locations (White, 1991).

The feeling was that the slow growth at State Tech was due to the lack of space at the Division Street facilities and that a market existed in the Knoxville area which was not being served. Need was established by 1) a large market not being satisfied, 2) political pressure from Oak Ridge residents to have a facility, 3) State Tech being a top priority facility.

Pre-planning funding was sought throughout the aforementioned activities. The funding was appropriated

through the political process and studies were completed to further justify the need for a new facility. Additionally, recommendations were developed as to what should be included in the facilities. The studies were carried out by the advisory committee and local consultants. The selection of the architectural consultants was the first step in the Evans and Neagley process.

The next step in the process was the same in each case. Sites were evaluated, recommended, and purchased. This is the point that the Washington state process ends and these processes begin. In the State Tech case the selection and acquisition was completed in more steps, as it was a specific case whereas the recommended process represents general guidelines. The State Tech selection process involved many organizations, politicians, and sites. Table 12 gives the sites recommended throughout the process and their general location in Knoxville. President Goins stated, "we worked with legislative representatives and most came to the conclusion that they would support us" (Goins, 1991). There were several key factors involved in the selection of the new site for the new campus, among them, the technology corridor development concept, Roane State Community College, and Oak Ridge. At about the time the planning money was approved by the legislature other factors surfaced. Goins stated:

Table 12
Evaluated Sites

Site	Location
Coward Mill Road	Technology Corridor, Northwest Knox County
Schaeffer Road	Technology Corridor, Northwest Knox County
Beaver Ridge	Northwest Knox County
Hines Valley Road	West Knox County
Lovell Road	West Knox County
Hardin Valley Road	Technology Corridor, Northwest Knox County
Cedar Bluff Road	West Knox County
Green Valley	West Knox County
Alcoa Highway	Blount County
State Street Garage	Downtown Knoxville
Division Street	West-central Knoxville
Lakeshore Mental Health Institute	Southwest Knoxville
Rockford	Blount County
Wheeler Road	Blount County
Bethel Valley Road	Oak Ridge
Edgemoor Road	Oak Ridge
Watt Road	West Knox County

Sources: Case Study Documents

> Governor Alexander got involved [in the process]. He wanted a state model for technology development in support of economic development. We [State Tech] were very actively involved in training in support of economic development. We needed a new home. Roane State wanted a branch campus (Goins, 1991).

According to Gene Joyce, "Alexander came here [Oak Ridge] and spoke to Rotary and said [paraphrase] I can assure you that as long as I am Governor there will never be a building for [a] Roane State campus in Oak Ridge" (Joyce, 1991). In the interview with David White, Mr. White said that it was his understanding that "basically, he [Governor Alexander] said he would support one new campus but not two. If you [State Tech and Roane State] can work that out then I will support it" (White, 1991). A committee of the State Board of Regents was formed to examine sites. Several solutions to the State Tech-Roane State problem were proposed, all entailing a merger of some sort between the schools. The political actors involved did not believe a merger could successfully take place. Therefore the solution was to develop a joint campus, which determined that a central location was necessary to fulfill the requirements of both institutions. Additionally, "the Governor would not recommend funding anything that did not support the technology corridor idea" (White, 1991). Jack Reese said of Lamar Alexander, "he had to come down somewhere [concerning a stance on the general location of the campus]"

(Reese, 1991). All of these factors pointed to the site being located "somewhere between Knoxville and Oak Ridge on the Pellissippi Parkway" (White, 1991). Following Governor Alexander's visit to the Oak Ridge Rotary, Oak Ridge residents settled on the fact that "the corridor is where it [the campus] will go and hopefully we will get ours [their own college] down the road" (Joyce, 1991), thus supporting the joint campus proposal. There was hope that the two institutions would be able to successfully work together. Additional support for the technology corridor was garnered in Nashville through the lobby efforts of Jim Haslam and Gene Joyce, who spoke with Speaker of the House Ned McWherter.

Once the technology corridor area had been established as the area in which the campus would be located, the sites were narrowed to three by Roy Nicks, J.L. Goins, and the advisory committee. The three sites were Lovell Road, Cedar Bluff Road, and Hardin Valley Road. Bill Sansom and other personnel of the state Finance and Administration Department had been evaluating these sites as well. Sansom recalled:

> We got [the] Department of Transportation right-of-way people to put together the property without anybody figuring out that it was for State Tech. We put together a piece of property for it. We looked at the option sites and looked at future development and location and we felt like this [Hardin Valley Road] was the best piece of property.

He summed up the final decision saying, "we quit letting people air their concerns and did the work" (Sansom, 1991). Sansom also said that he had supported locating State Tech at Lakeshore Mental Health Institute as he, in the position of head of the Finance and Administration Department, was trying to "close down Lakeshore and move it near the University of Tennessee Hospital" (Sansom, 1991). He called the decision to locate the campus at Hardin Valley Road "practical, not scientific."

The Hardin Valley Road site seemed to be a "marriage between meeting the needs of the institutions, planned economic development, and technology" (Goins, 1991). David White further described the role of the site, saying, "the image was that site would be a community college. It had the complete offering of a community college between State Tech and Roane State" (1991).

With the site selected it was recommended to the Tennessee Higher Education Commission and approved. Funding was provided through the State Legislature, and according to Paul 'Buddy' Scruggs:

> The Knoxville Legislative delegation handled the bond authorization bills to get funding. It was a $23 million bond issue. We got people from all around the state that had little projects at their colleges . . . we lumped a lot of small projects into that bond issue. The politics of it was that it would be awful difficult for somebody to go back home and tell their people they voted

> against fixing their school, even though the major portion of the bond was to construct State Tech (1991).

With the site purchased and funding for the construction complete, educational specifications were developed, as is the suggested task in the Evans and Neagley process. The Master Plan for the campus was completed, as with the comparative process and construction bids were taken and awarded.

The construction process was monitored. The construction budget of State Tech had to be decreased. The land parcels had been purchased with the State paying different amounts per acre of land. Some pre-development land owners found out about the differing prices, pressured the State into equal treatment, therefore leaving less of the $23 million bond to be used for construction.

When the construction was complete the equipment for the school was purchased and installed. The school began offering classes to students, and the initial selection and development process was complete.

From this point, State tech monitors the enrollment figures and as plateaus are within reach, phases of the master plan are implemented through state appropriations.

SPECIFIC CONTRASTS

The major contrasts in the actual process and the recommended process is that fewer procedural steps are

included in the recommended process. The State Tech process begins with a basic requirement, establishing the need for new facilities, and through a more thorough set of tasks extends the process to include expansion phases of the new facility to accommodate enrollment growth. The recommended process assumes that the need has previously been established. The State Tech process identifies a more intricate process, including the principal organizations involved whereas the Evans and Neagley process represents a systematic, task-oriented process. Another interesting contrast between the State Tech case and the recommended process is that the State Tech selection process involved the Department of Transportation. Generally, it is unusual for one state organization (the Department of Transportation) to be utilized in completing another state organization's project.

PRIMARY AGENDAS

In conducting the study it was found that there were three primary reasons as to why Pellissippi State is located near the Pellissippi Parkway on Hardin Valley Road. At the time of the site selection process three agenda's needed to be met. The first was the State Tech agenda. The need for a new location for this institution was present. Overcrowding of facilities, the safety of the students and faculty, and the presence of a market not being fully satisfied in the area

provided the impetus for a new facility. The institute had the support of local residents, industry, and legislators.

The second agenda present at the time was that of Roane State Community College and the city of Oak Ridge. This institution, based in Harriman, had been seeking funding to locate a branch campus in Oak Ridge. Oak Ridge residents had wanted either a branch campus or a free-standing institution located in the city. Advocacy groups from Oak Ridge had been applying political pressure on the State Legislature to provide such a facility.

The third agenda was that of the Office of the Governor. Governor Alexander developed the concept of a technology corridor to encourage economic development in the area. Studies showed that to develop such a corridor an institution of higher education should be readily accessible for training and development of employees.

These three agendas provided the impetus for the selection of the new campus location. The Governor's Office required that the location of the campus meet the requirements of the institutions as well as aid in the development of the technology corridor in order to get approval. A compromise was worked out between the schools and a location was found within the technology corridor. The school and campus were developed with high visibility to show the State's support for technology and its' commitment to satisfying local needs.

Within two years of the opening of the joint campus Roane State received a new building in Oak Ridge from the City of Oak Ridge. Roane State moved off of the joint campus. State Tech expanded its' curriculum to include the courses offered by Roane State and became Pellissippi State Technical Community College.

CHAPTER 6

CONCLUSIONS AND RECOMMENDATIONS

The previous chapter identified and discussed the findings of the study. Through the examination and evaluation of case documents, previous research, and interviews it was possible to identify the development process and criteria used in the Pellissippi State Technical Community College (State Technical Institute at Knoxville) case. The examination of previous research and other documents revealed other sets of criteria and processes with which to compare the local case.

The comparisons revealed that three overriding factors determined the general location of the new site. They were the technology corridor concept, Roane State Community College in combination with Oak Ridge political pressure, and State Tech being the top priority facility of the Tennessee Higher Education Commission.

The chosen site on Hardin Valley Road was the best site with the fewest trade-offs in the overall compromise. It satisfied the requirements of all three factors, at least temporarily. Given the requirements the location had to satisfy and the constraints placed upon the process, the better site was chosen. History has shown that the chosen location was adequate.

Through the examination and comparison of the study data, the following evaluative comments and recommendations are made:

Evaluative comments regarding the Pellissippi State case:

1) A thorough examination of the long-term joint-campus concept should have been carried out. The campus could have been planned to allow expansion of each individual school facility as the need arose. The study found that the joint-campus concept was used to satisfy the needs of both institutions. As only one survived, better long-range planning should have taken place.

2) A comprehensive study of the role of each institution should have occurred prior to the site selection. With more comprehensive planning completed prior to the development of the facilities, problems between the two institutions may have been avoided. More planning should have been completed with regards to who would offer what and how the programs could "mesh."

Recommendations regarding site selection criteria in general:

1) The term "criteria" should be defined and operational values should be determined for each criterion utilized in a site selection. The Pellissippi State case documents rarely operationalized the criteria by stating quantitative values to be examined and compared.

2) More criteria concerning the area and region of potential sites should be used and carry more weight in the selection. The community college serves an area or region and this factor should be considered more carefully. The effect of the facilities on the surrounding area are important to consider as well as the effects of the surrounding area on the facilities. The study found that the State Tech selection criteria utilized few "area" criteria when compared to the other sets of criteria.

3) Locational aspects of potential sites concerning safety facilities and recreational opportunities should be examined more thoroughly. The ability to provide a safe, protected campus will enhance the public image of the school and provide a better atmosphere for students. Recreational facilities are important as students need to be able to relax without having to move too far from campus, as the community college is a commuter campus and these facilities should be in close proximity to the academic campus. The study found that no locational criterion were examined in the State Tech case. Locational criteria were recommended in both sets of comparison criteria.

4) Programming needs of the community should be considered in the process. The community college should be utilized by the community in which it is located. The development of educational specifications should consider the types of programming that may take place in the school and plan accordingly. The site selected must have the ability to support the facilities necessary for these community programs as well as be easily accessible by the general population. The research found that one of the primary functions of the community college is to serve the surrounding area. Adequate facilities to house the programs of the community have to be developed.

5) Locational characteristics of the site and the area should be examined during the process. As can be seen in Table 11 very few locational criteria were examined during the site selection process of Pellissippi State. The location with regards to the population center of the service area is very important as it affects the enrollment and accessibility of the school.

6) Criteria utilized should be split into site-specific and area/region categories to aid in weighing each criteria. Site-specific criteria and area criteria involve different aspects of site selection. Depending on each situation, different weights are applied to each criteria type. Through splitting the criteria into categories it will be easier to examine and compare possible sites.

Recommendations regarding the development process in general:

1) A student representative should be on the steering or advisory committee in the development process. The school is in existence to educate students and serve the community. Community representatives are on the committee and the student population should be represented as well. The students should be involved in the development process to provide the user point-of-view.

2) Preliminary educational specifications should be developed prior to the site selection in the development process. The site selected must be adequate to house the educational program of the school. The site selection team should be aware of the facility needs of the school prior to examining possible sites. By knowing what will be housed on the site through educational specifications the team will be aware of any special requirements placed on the site. The study found that the general rule for the size of a site for these institutions is 100 acres. No guidelines exist for determining the actual or projected acreage necessary for an institution. It may be assumed that each facility will require different quantities of land as each facility will encompass different programming needs. Therefore, a study should be performed to assess the current and future needs of the school as it pertains to land quantities required.

3) General guidelines for the development of educational facilities should be developed for all states. These guidelines should include the political appropriations process, the pre-site selection process, and the selection and development process. By establishing comprehensive guidelines for the overall process, a state enables communities to understand how a community college is developed. General guidelines will lead a community through the development process with as few problems as possible. Each community college development will vary slightly as each individual case warrants, however, the general process will remain the same. The study found that many states do have some type of guidelines for

> developing community colleges, although they differ in content from the political process of site development to the process of choosing furniture for the school. A generalized set if guidelines entailing all of the components will make the process more clear to those developing the school and will allow the development process to take place with more ease.

This research was an in-depth examination of a specific case. The results are, however, able to be generalized to be utilized in the selection and development of facilities for schools at any level. The criteria presented is general in nature and applicable to almost any institution. The weight a criteria carries in the process may be different as each institution is different and has varying needs. The development process would depend more on the city itself but the general order of the process would remain the same. Perhaps fewer organizations would be involved in the process at the public city school level.

This research sought to identify and evaluate the development process used in the selection of the Hardin Valley Road site for the campus of Pellissippi State Technical Community College, formerly State Technical Institute at Knoxville. The adequacy of the criteria was examined as well as the surrounding land uses and future land use plans. The use of educational specifications was analyzed in addition to the political aspects of the development process.

The thesis began with a summary of the development of the community college in the United States. This was followed by a description of the research purpose, value, and scope.

The second chapter delivered the history of Pellissippi State from its beginning as State Technical Institute at Knoxville to its present standing. This chapter documented the growth and development as well as providing a skeletal framework of the selection and development process. The second section of the chapter reviewed previous research on the facility development process, site selection criteria, and Pellissippi State and the value of each to the study. Three primary sources were reviewed in this section.

The third chapter was devoted to the methodology employed in the study. The research was carried out as a case study. It involved the use of newspaper articles written throughout the history of the school, documents prepared during the site selection, previous literature related to the topic, and personal interviews.

Chapter four dealt primarily with documents prepared by various organizations during the site selection process. It identified criteria utilized by the organizations and the recommended sites of each organization. The second section of the chapter examined in detail the criteria and processes recommended in the previous research on the topic.

Chapter five of the thesis relates the findings of the study. It describes and compares the process and criteria used in the specific case to the recommended process and criteria. Chapter six gives summary findings, recommendations, and conclusions.

In closing, the study found that the selection of sites for community colleges can be a highly subjective activity, an activity dependent upon many variables. The State Tech location decision was made after three adequate sites were found for the institution. The decision was made following months of debate and evaluation. The specific needs of the community and region have a role in the location of the facilities, making the site selection slightly different in each instance. In selecting a site for educational facilities, criteria may be examined and sites evaluated. The final decision is made based on intuition and experience.

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APPENDIXES

Appendix A

Evaluated Sites

Metropolitan Planning Commission

1. Eastern State Farm
2. Rockford
3. Solway
4. Coward Mill Road
5. Schaeffer Road
6. Beaver Ridge
7. Hines Valley
8. Lovell Road
9. Interstate 40
10. Kingston Pike/Fox Road
11. Cedar Bluff Road
12. Green Valley

Office of Economic and Community Development

4. Coward Mill Road
5. Schaeffer Road
6. Beaver Ridge
7. Hines Valley
8. Lovell Road
13. Hardin Valley Road

State Technical Institute at Knoxville

11. Cedar Bluff Road
14. Seven Oaks
15. Alcoa Highway/Blount County
16. State Street Parking Garage

University of Tennessee Graduate School of Planning

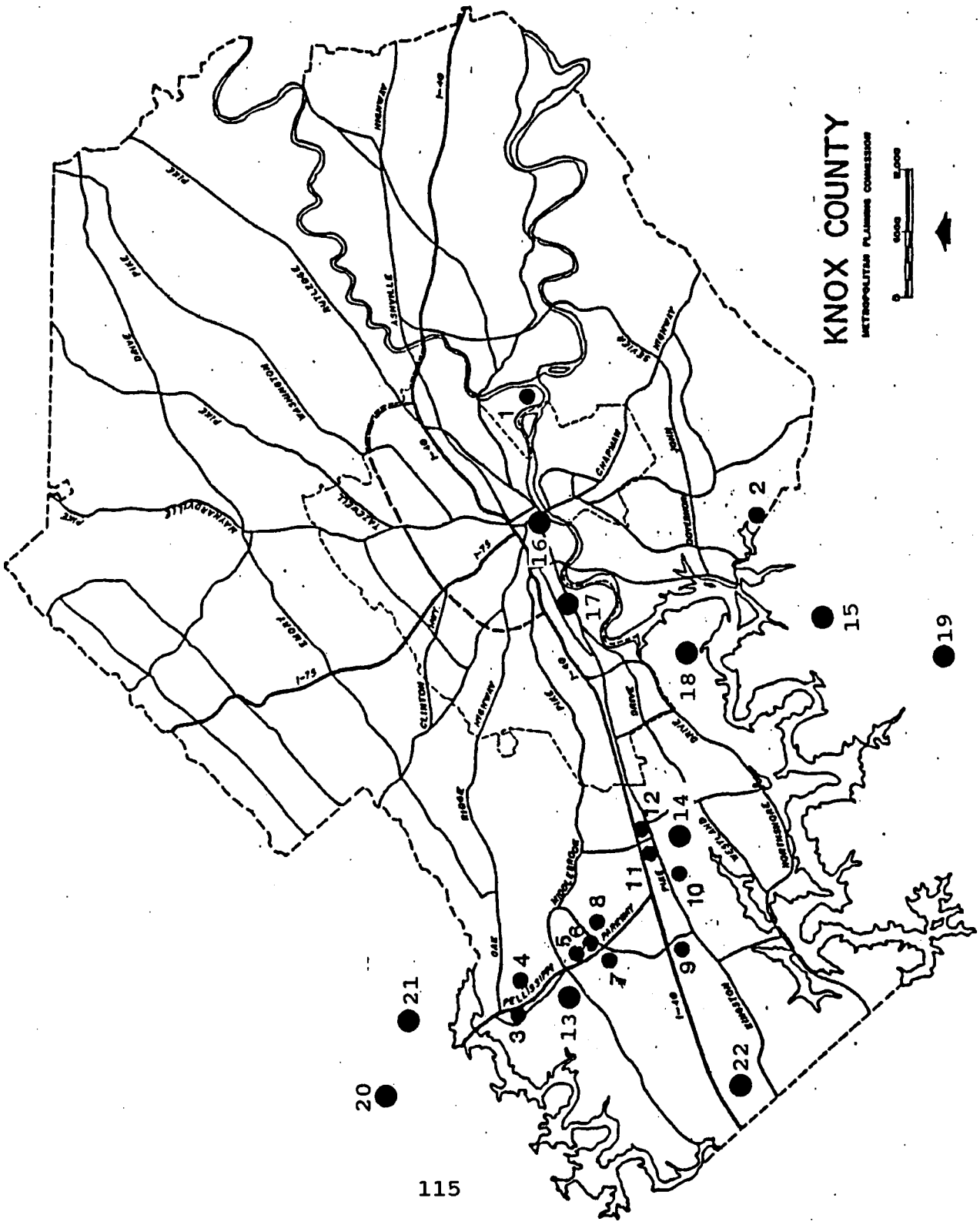
11. Cedar Bluff

Others

17. Division Street
18. Lakeshore Mental Health Institute
19. Wheeler Road/Blount County
20. Bethel Valley Road/Oak Ridge
21. Edgemoor Road/Oak Ridge
22. Watt Road

Figure A-1

Site Locations



Appendix B

Table B-1
Pellissippi State Technical Community College
Historic Enrollment

Year	Headcount Enrollment	FTE Enrollment
1974	45	45
1975	348	200
1976	382	267
1977	979	577
1978	1,538	939
1979	2,059	1,286
1980	2,410	1,471
1981	2,557	1,661
1982	2,882	1,687
1983	2,872	1,519
1984	2,238	1,160
1985	2,614	1,305
1986	2,658	1,495
1987	2,221	1,333
1988	3,261	2,038
1989	4,702	3,147
1990	5,983	3,147

Source: Pellissippi State Technical Community College Records and Admissions Department.

Appendix C

Topical Questionnaire

1. General process of site selection
2. Overall process used in Pellissippi State case
3. Specific site selection criteria:

   Educational specifications development and use
   Accessibility
   Travel patterns/Pellissippi Parkway extension
   Population/Service area
   Roane State involvement
   Current and future Land uses for various sites

3. Political constraints/opportunities/agendas
4. Key organizations involved
5. School long-range planning
6. Comparative institutions
7. Interviewee's direct involvement/opinion
8. Others to interview
9. Campus development
10. How was "final" decision made?
11. Appropriations process

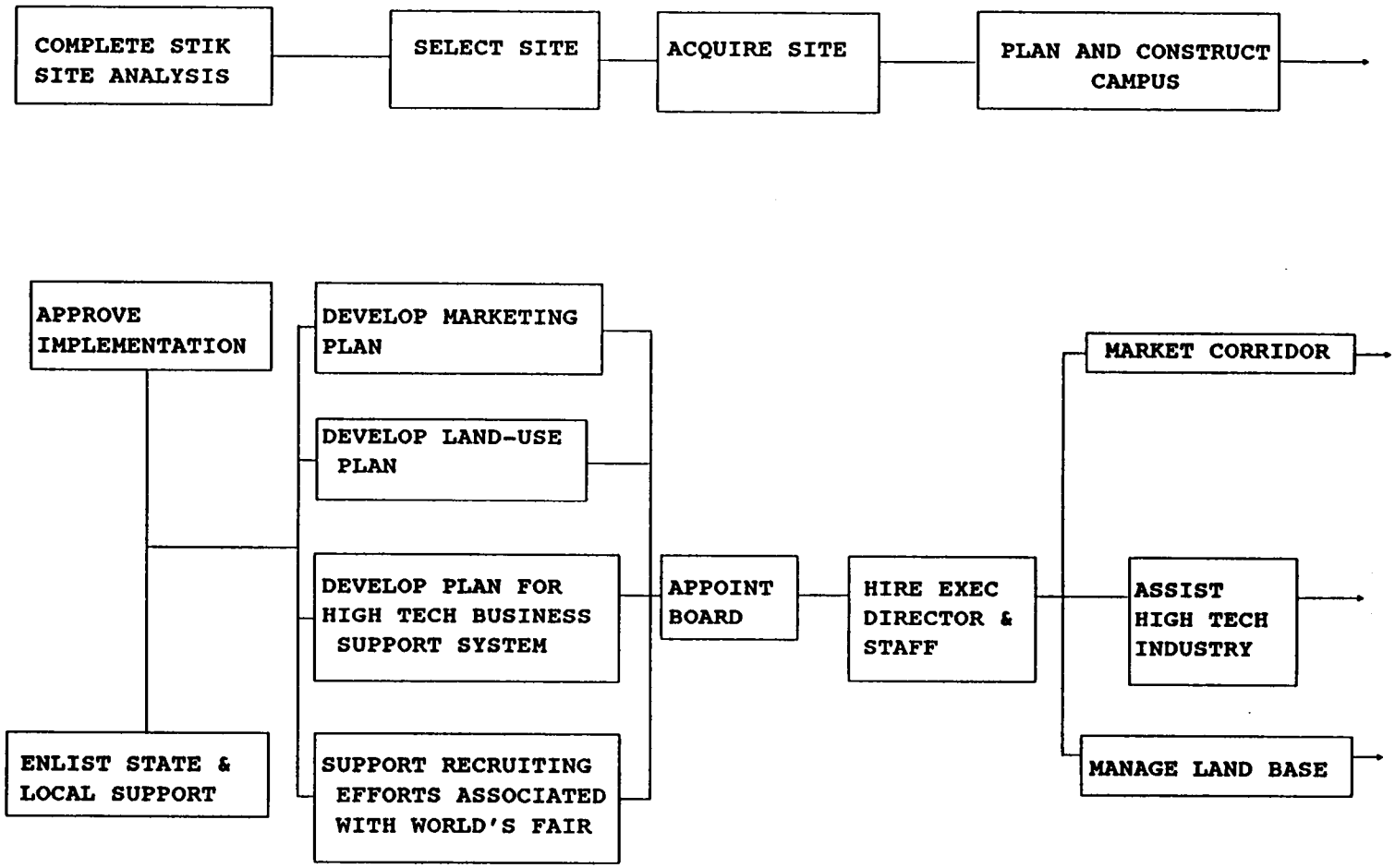


Figure C-1. Schedule of startup activities recommended by the Governor's Task Force on the Technology Corridor

Source: Technology Corridor Governor's Task Force Report, 1982.

VITA

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