



**FINAL REPORT**

# TENNESSEE LONG-RANGE TRANSPORTATION PLAN

**TRADITIONALLY UNDERSERVED POPULATIONS  
OUTREACH AND ANALYSIS APPROACH**

**JANUARY 2006**

**TD  T**

**PLAN Go.**  
A Long-Range Multimodal Strategy

Prepared by  
The PBS&J Consultant Team



**Tennessee Long-Range Transportation Plan**

**Traditionally Underserved Populations  
Outreach and Analysis Approach  
Final Report**

**January 2006**

## Executive Summary

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This report describes efforts undertaken during the preparation of the Tennessee Long-Range Transportation Plan to engage traditionally underserved populations of the state and to provide opportunities for members of those populations to provide input into the study process. The report also assesses the potential of plan elements (such as proposed policies and spending levels) for Tennessee Department of Transportation (TDOT)-managed programs to either benefit or burden those same populations.

The Public Involvement Plan for Traditionally Underserved Populations (PIPTUP) is an integrated part of the overall Public Involvement Plan for Tennessee's Long-Range Transportation Plan. While the overall Public Involvement Plan addresses all populations, the PIPTUP specifically addresses traditionally underserved populations.

### ES.1 Traditionally Underserved Populations

TDOT defines traditionally underserved populations as:

- Environmental justice populations (Blacks, Hispanics, Asians, American Indians/Alaskan Natives, and low-income groups)
- Elderly
- Disabled
- Transportation dependent (those in occupied units with no vehicle)
- Low literate (those with Level 1 literacy)
- Those with limited English proficiency

#### ES.1.1 Governing Regulations and Requirements

The federal acts and executive orders that address traditionally underserved populations identified by TDOT include:

- The *Civil Rights Act of 1964, Title VI*, which prohibits discrimination on the basis of race, color, or national origin.
- The *Age Discrimination Act of 1975*, which prohibits discrimination on the basis of age.
- The *Americans with Disabilities Act of 1990*, which prohibits discrimination on the basis of disabilities.
- *Executive Order 12898 on Environmental Justice*, which protects minority and low-income populations from disproportionately high and adverse impacts.
- *Executive Order 13166 on Limited English Proficiency*, which provides meaningful access to services for persons with limited English proficiency.

Additionally, low literacy populations and those without personal transportation are included as traditionally underserved populations, although they do not enjoy the protection of either a federal act or an executive order.

### **ES.1.2 Environmental Justice Principles**

The *U.S. Department of Transportation Order on Environmental Justice* defines three fundamental environmental justice principles:

- To avoid, minimize, or mitigate disproportionately high and adverse human health and environmental effects, including social and economic effects on minority populations and low-income populations.
- To ensure the full and fair participation by all potentially affected communities in the transportation decision-making process.
- To prevent the denial of, reduction in, or significant delay in the receipt of benefits by minority and low-income populations.

### **ES.1.3 Trend Implications for the Traditionally Underserved**

Trend implications are often different for the traditionally underserved than for those other population groups without similar financial and physical constraints. Trend implications that were examined included:

- Population and employment
- Land use
- Environment
- Energy use and fuel consumption
- Tourism
- Technology

## **ES.2 Demographic Analysis of Traditionally Underserved Populations**

For the past 25 years, more than 40 percent of the state's population has been concentrated in six counties: Shelby, Davidson, Knox, Hamilton, Sullivan, and Rutherford. Like many others, traditionally underserved populations have been drawn to the employment opportunities, social services, and cultural concentrations in the large metropolitan areas that are within or adjacent to these counties. The distribution of traditionally underserved populations did not vary substantially from 1990 to 2000, and it is not expected to vary substantially between 2000 and 2020.

Between 2000 and 2010, Tennessee's total population is projected to increase by approximately 10 percent. In comparison, all of the state's minority populations are projected to increase at faster rates; from 2010 to 2020, the same is true. The state's population is projected to increase

by approximately 8 percent, whereas, minority populations are expected to increase at a faster rate.

### **ES.3 Public Involvement Plan for Traditionally Underserved Populations**

A demographic analysis of the state, its counties, and in some cases its cities was undertaken to determine estimated population levels in 1990 and 2000, locations of population concentrations, and trends in population growth. Based on the demographic analysis, an outreach strategy was defined and a Public Involvement Plan was designed for each of the nine Regional Working Groups. Determining appropriate outreach techniques and tools is dependent on the population's location and size. If large audiences are located in limited numbers of areas, hands-on techniques, such as targeted meetings and events, can be used. If small audiences are scattered over wide areas, broad-brush techniques, such as press releases, newspaper articles and notices, and radio and television spots are more appropriate. Because of the overlap of population characteristics, both techniques are often employed.

### **ES.4 Benefits and Burdens Analysis**

The 25-Year Vision Plan sets an aggressive agenda for TDOT. The plan intends to ensure greater transportation choices, relieve congestion, and protect the environment—all of which have the potential to benefit traditionally underserved populations. The 10-year Strategic Investments Program is a dynamic vehicle for accelerating funding in needed areas of Tennessee's transportation system, including public transportation. The Project Evaluation System establishes a methodology to prioritize candidate projects after intense scrutiny, including project impacts on traditionally underserved populations. The comprehensive plan has the potential to benefit traditionally underserved populations, yet the funding options have the potential to be a burden on those same individuals.

### **ES.5 Conclusions**

For traditionally underserved populations, several questions arise:

- Where will these investments be made?
- What will be built or provided?
- When will these projects and services be completed?

By definition, a statewide plan is broadly defined. It is the recognition of system-level concerns and does not have the detail of a Metropolitan Planning Organization plan or the specificity of an individual project development plan; this can be both positive and negative. Generally, allocating more money for transit would appear to automatically benefit the traditionally underserved populations, and that most likely is what would occur. However, when, where, and how that money would be spent are not delineated. The answers to these questions would then determine how beneficial or burdensome these monies have been to the traditionally underserved. But awareness of the concerns of the traditionally underserved is voiced and underscored in the policies that govern this undertaking.

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## Acronyms and Abbreviations

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ADA	Americans with Disabilities Act
DOT	Department of Transportation
EPA	U.S. Environmental Protection Agency
FHWA	Federal Highway Administration
ITS	Intelligent Transportation Systems
L RTP	Long-Range Transportation Plan
MPO	Metropolitan Planning Organization
NEPA	National Environmental Policy Act
PES	Project Evaluation System
PIPTUP	Public Involvement Plan for Traditionally Underserved Populations
RWG	Regional Working Group
SSC	Statewide Steering Committee
TDOT	Tennessee Department of Transportation
USDOT	U.S. Department of Transportation

## Chapter 1

# Introduction

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This report describes efforts undertaken during the preparation of the Tennessee Department of Transportation (TDOT) Long-Range Transportation Plan (LRTP) to engage traditionally underserved populations of the state and to provide opportunities for members of those populations to provide input into the study process. The report also assesses the potential of plan elements such as proposed policies and spending levels for TDOT-managed programs to either benefit or burden those same populations.

The Public Involvement Plan for Traditionally Underserved Populations (PIPTUP) is an integrated part of the overall Public Involvement Plan for Tennessee's LRTP. While the overall Public Involvement Plan addresses all populations, the PIPTUP specifically addresses traditionally underserved populations, which generally have financial, literacy, language, physical, and access constraints that must be addressed before these populations can participate fully in the scope and direction of the Tennessee LRTP. The PIPTUP was designed to serve specifically defined traditionally underserved populations and to have the flexibility to reach and engage these populations through the use of a variety of outreach techniques and tools. In some cases, the types and frequencies of use of these techniques and tools are the same for both the overall Public Involvement Plan and the PIPTUP. In other cases, more dependence on some tools and less dependence on others was necessary. The techniques and tools used for public involvement depend on the target audience, their abilities and constraints to participation, and their locations, sizes, and cultures.

## Chapter 2

# Traditionally Underserved Populations

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TDOT defines traditionally underserved populations as:

- Environmental justice populations (minority and low-income groups)
- Elderly
- Disabled
- Transportation dependent (those in occupied units with no vehicle)
- Low literate populations (those with Level 1 literacy)
- Those with limited English proficiency

Environmental justice minority and low-income groups are defined by the *U.S. Department of Transportation Order on Environmental Justice* as:

- **Black.** A person having origins in any of the black racial groups of Africa.
- **Hispanic.** A person of Mexican, Puerto Rican, Cuban, Central or South American, or other Spanish culture or origin, regardless of race.
- **Asian American.** A person having origins in any of the original people of the Far East, Southeast Asia, the Indian subcontinent, or the Pacific Islands.
- **American Indian and Alaskan Native.** A person having origins in any of the original peoples of North America and who maintains cultural identification through tribal affiliation or community recognition.
- **Low-income.** A person whose median household income is at or below the U.S. Department of Health and Human Services poverty guidelines.

The *U.S. Department of Transportation Order on Environmental Justice* defines minority populations as “...any readily identifiable groups of minority persons who live in geographic proximity, and if circumstances warrant, geographically dispersed/transient persons (such as migrant workers or Native Americans) who will be similarly affected by a DOT [Department of Transportation] program, policy, or activity.” It also defines low-income populations as “any readily identifiable group of low-income persons who live in geographic proximity, and, if circumstances warrant, geographically dispersed/transient person (such as migrant workers or Native Americans) who will be similarly affected by a proposed DOT program, policy, or activity.” In 1999, the U.S. Department of Health and Human Services poverty guidelines identified the poverty threshold for a family of three, which is the approximate median household size for Tennessee, to be \$13,880.

## 2.1 Governing Regulations and Requirements

As defined by TDOT, traditionally underserved populations include those addressed by three federal acts and two executive orders, as well as other populations not addressed by either federal

acts or executive orders. The federal acts and executive orders that address traditionally underserved populations identified by TDOT include:

- The *Civil Rights Act of 1964, Title VI*, which prohibits discrimination on the basis of race, color, or national origin.
- The *Age Discrimination Act of 1975*, which prohibits discrimination on the basis of age.
- The *Americans with Disabilities Act of 1990*, which prohibits discrimination on the basis of disabilities.
- *Executive Order 12898 on Environmental Justice*, which protects minority and low-income populations from disproportionately high and adverse impacts.
- *Executive Order 13166 on Limited English Proficiency*, which provides meaningful access to services for persons who have limited English proficiency.

Additionally, low literacy populations and those without personal transportation are included as traditionally underserved populations, although they do not enjoy the protection of either a federal act or an executive order. Low literacy populations are those adults, 16 years and older, who have Level 1 literacy (as defined by the U.S. Department of Education). Although there is no exact grade equivalent, Level 1 literacy generally is defined as having less than fifth grade reading and comprehension skills. Those without personal transportation are derived from the U.S. Census Bureau as occupied units with no vehicle. Detailed information about the governing regulations and the populations they do and do not address is in Appendix A.

While traditionally underserved populations have been defined individually, they frequently overlap because of financial or other constraints. Low-income populations tend to be low literacy, do not have access to a personal vehicle, and have low English proficiency. In addition, they can include elderly, disabled, minority, and non-minority populations.

## **2.2 Environmental Justice Principles**

The *U.S. Department of Transportation Order on Environmental Justice* defines three fundamental environmental justice principles:

- To avoid, minimize, or mitigate disproportionately high and adverse human health and environmental effects, including social and economic effects, on minority and low-income populations.
- To ensure the full and fair participation by all potentially affected communities in the transportation decision-making process.
- To prevent the denial of, reduction in, or significant delay in the receipt of benefits by minority and low-income populations.

As defined by the *U.S. Department of Transportation Order on Environmental Justice*, adverse effects mean “...the totality of significant individual or cumulative human health or environmental effects, including interrelated social and economic effects, which may include, but are not limited to:

- Bodily impairment, infirmity, illness, or death.
- Air, noise, and water pollution and soil contamination.
- Destruction or disruption of man-made or natural resources.
- Destruction or diminution of aesthetic values.
- Destruction or disruption of community cohesion or a community's economic vitality, destruction or disruption of the availability of public and private facilities and services, or vibration.
- Adverse employment effects; displacement of persons, businesses, farms, or nonprofit organizations.
- Increased traffic congestion, isolation, exclusion, or separation of minority or low-income individuals within a given community or from the broader community.
- The denial of, reduction in, or significant delay in the receipt of, benefits of DOT programs, policies, or activities.”

Disproportionately high and adverse effect on minority and low-income populations means an adverse effect that “...is predominantly borne by a minority population and/or a low-income population; or will be suffered by the minority population and/or low-income population and is appreciably more severe or greater in magnitude that the adverse effect that will be suffered by the non-minority population and/or non-low-income population.”

## **2.3 Trend Implications for Traditionally Underserved Populations**

Trend implications are often different for the traditionally underserved than for those other population groups who do not have similar financial and physical constraints.

### **2.3.1 Population and Employment Trends**

Between 2000 and 2020, the state's total population is projected to increase approximately 18 percent from 5,689,283 to 6,733,120. In comparison, some of the state's traditionally underserved populations are expected to change, as described below.

- The Black population is projected to increase approximately 27 percent, from 932,809 to 1,181,220.
- The Asian American, Indian/Alaskan/Native population is projected to increase approximately 134 percent, from 74,019 to 173,170.
- The Hispanic population is projected to increase approximately 170 percent, from 123,838 to 334,721.

Additionally, the University of Tennessee's Center for Business and Economic Research projects that the most rapidly growing population through 2025 will be the 65- to 69-year-old age group.

Growth in Black, Asian American, Indian/Alaskan Native, Hispanic, and elderly populations will place increased demands on special transit services for job-related, personal, and medical needs.

Growth in the state's suburban areas in conjunction with rural development will result in longer peak periods of travel, as it takes longer for people to get from suburban and rural communities to their destinations. In addition, suburban job expansion will increase reverse commute trips, generate bi-directional peak-hour freeway congestion, and accentuate the need for suburban job access for workers residing in center cities. The growth associated with traditionally underserved populations will occur primarily in the state's four most populous counties (Shelby, Davidson, Knox, and Hamilton), which have in almost all cases, the largest concentrations of traditionally underserved populations. Because these populations have limited mode choices and often are transportation dependent, their commute times may increase substantially.

### **2.3.2 Land Use Trends**

Many new, low-density subdivisions in vogue today are designed mainly for automobile access with little regard for other modes, including transit, pedestrian, and bicycling. These developments often do not recognize the special needs of the young, elderly, or disabled, those without access to personal vehicles, and those who must travel to these communities for low-wage jobs.

### **2.3.3 Environmental Trends**

Eighteen of Tennessee's 95 counties are in non-attainment for the Environmental Protection Agency's (EPA) new 8-hour standard for ozone. In addition, 7 of the 18 counties, located around Knoxville, Memphis, and Nashville, are maintenance areas for the 1-hour standard for ozone. These cities are in Knox, Shelby, and Davidson counties, which currently have large concentrations of traditionally underserved populations, including:

- Three of the four largest Black populations in the state
- The three largest Asian American, Indian/Alaskan Native populations in the state
- Three of the five largest Hispanic populations in the state
- The three largest elderly populations in the state

Failure to meet EPA air quality standards could restrict TDOT and its service partners' ability to support local goals and meet transportation demands, which would profoundly impact the mobility of the traditionally underserved. Because many of the traditionally underserved populations cannot afford health care, living and working in areas with compromised air quality could have long-term and serious health consequences.

### **2.3.4 Energy Use and Fuel Consumption Trends**

The viability of Tennessee's transportation system is heavily dependent on the availability and affordability of petroleum products. Approximately 50 percent of the state's petroleum consumption is used for gasoline. The Tennessee transportation system consumes approximately 29 percent of the state's energy and petroleum fuels approximately 96 percent of the state's transportation sector.

Traditionally underserved populations have limited financial resources with which to absorb increases in fuel costs, or decrease fuel use. In many cases, they already spend a higher percentage of their net income on vehicle and vehicle-related products than any other part of the population. While fuel-efficient vehicles are becoming more available, traditionally underserved populations often cannot afford to purchase and maintain new vehicles.

### **2.3.5 Tourism Trends**

Tourism continues to be an important economic contributor to the state's overall economy. The service jobs generated by tourism have provided employment opportunities for many of the traditionally underserved who have low educational attainment, limited English proficiency, and only basic job skills.

### **2.3.6 Technology Trends**

While technology has increased, the flexibility to work and shop from home has reduced the necessity of some trips. These gains have had limited impact on the traditionally underserved who cannot afford a computer or the internet subscription fee.

## Chapter 3

# Demographic Analysis of Traditionally Underserved Populations

A demographic analysis of the state and its traditionally underserved populations was undertaken to determine population levels, locations of population concentrations, and trends in population growth (see Appendix B). Information in the demographic analysis was used to design outreach and engagement strategies for the traditionally underserved.

### 3.1 Overview

For the past 25 years, more than 40 percent of the state's population has been concentrated in six counties: Shelby, Davidson, Knox, Hamilton, Sullivan, and Rutherford. Like many others, traditionally underserved populations have been drawn to the employment opportunities, social services, and cultural concentrations in the large metropolitan areas that are within or adjacent to these counties, as shown in Tables 1 and 2. The distribution of traditionally underserved populations did not vary substantially from 1990 to 2000, and it is not expected to vary substantially between 2000 and 2020.

**Table 1. Counties with the Largest Populations of Traditionally Underserved (1990)**

	Top 5 Counties Combined	Largest Population	2nd Largest Population	3rd Largest Population	4th Largest Population	5th Largest Population
Total Population (4,877,185)	2,101,995 43.1%	Shelby RWG 1 (826,330)	Davidson RWG 4 (510,784)	Knox RWG 8 (335,749)	Hamilton RWG 7 (285,536)	Sullivan RWG 9 (143,596)
Blacks (778,035 (16.0%))	587,606 75.5%	Shelby RWG 1 (360,083)	Davidson RWG 4 (119,273)	Hamilton RWG 7 (54,477)	Knox RWG 8 (29,603)	Madison RWG 3 (24,170)
Asian Americans/ Pacific Islanders (31,839 (0.7%))	22,458 70.5%	Shelby RWG 1 (7,740)	Davidson RWG 4 (7,081)	Knox RWG 8 (3,327)	Hamilton RWG 7 (2,479)	Rutherford RWG 4 (1,831)
American Indians/ Alaskan Natives (10,039 (0.2%))	4,406 43.9%	Shelby RWG 1 (1,468)	Davidson RWG 4 (1,162)	Knox RWG 8 (797)	Hamilton RWG 7 (585)	Montgomery RWG 4 (394)
Hispanics (32,741 (0.7%))	19,107 58.4%	Shelby RWG 1 (7,091)	Davidson RWG 4 (4,775)	Montgomery RWG 4 (3,228)	Knox RWG 8 (2,067)	Hamilton RWG 7 (1,946)
Low-income (744,941 (15.3%))	311,745 41.8%	Shelby RWG 1 (146,853)	Davidson RWG 4 (63,480)	Knox RWG 8 (45,608)	Hamilton RWG 7 (36,563)	Sullivan RWG 9 (19,241)
Elderly (618,818 (12.7%))	247,091 39.9%	Shelby RWG 1 (86,335)	Davidson RWG 4 (59,229)	Knox RWG 8 (42,690)	Hamilton RWG 7 (38,336)	Sullivan RWG 9 (20,501)
Disabled (65 years and over) (599,634 (12.3%))	234,751 39.1%	Shelby RWG 1 (90,129)	Davidson RWG 4 (51,602)	Knox RWG 8 (39,950)	Hamilton RWG 7 (34,803)	Sullivan RWG 9 (18,267)

**Table 1. Counties with the Largest Populations of Traditionally Underserved (1990) (Continued)**

	Top 5 Counties Combined	Largest Population	2nd Largest Population	3rd Largest Population	4th Largest Population	5th Largest Population
Do Not Speak English at Home (131,550) (2.7%)	76,144 57.9%	Shelby RWG 1 (29,829)	Davidson RWG 4 (20,523)	Knox RWG 8 (10,549)	Hamilton RWG 7 (8,868)	Montgomery RWG 4 (6,375)
Occupied Units with No Vehicle (181,432) (9.8%)	92,953 51.2%	Shelby RWG 1 (42,154)	Davidson RWG 4 (21,624)	Knox RWG 8 (12,586)	Hamilton RWG 7 (12,037)	Sullivan RWG 9 (4,534)

Source: 1990 U.S. Census

**Table 2. Counties with the Largest Populations of Traditionally Underserved (2000)**

	Top 5 Counties Combined	Largest Population	2nd Largest Population	3rd Largest Population	4th Largest Population	5th Largest Population
Total Population (5,689,283)	2,339,314 41.1%	Shelby RWG 1 (897,472)	Davidson RWG 4 (569,891)	Knox RWG 8 (382,032)	Hamilton RWG 7 (307,896)	Rutherford RWG 4 (182,023)
Blacks (932,809) (16.4%)	707,322 75.8%	Shelby RWG 1 (435,824)	Davidson RWG 4 (147,696)	Hamilton RWG 7 (62,005)	Knox RWG 8 (32,987)	Madison RWG 3 (28,810)
Asian Americans/Pacific Islanders (58,867) (1.0%)	41,415 70.3%	Shelby RWG 1 (15,028)	Davidson RWG 4 (13,678)	Knox RWG 8 (5,048)	Hamilton RWG 7 (4,120)	Rutherford RWG 4 (3,541)
American Indians/Alaskan Natives (15,152) (0.3%)	6,084 40.2%	Shelby RWG 1 (1,789)	Davidson RWG 4 (1,679)	Knox RWG 8 (1,007)	Hamilton RWG 7 (900)	Montgomery RWG 4 (709)
Hispanics (123,838) (2.2%)	63,961 51.6%	Davidson RWG 4 (26,091)	Shelby RWG 1 (23,364)	Montgomery RWG 4 (6,960)	Hamilton RWG 7 (5,481)	Rutherford RWG 4 (5,065)
Low-income (746,789) (13.1%)	313,691 42.0%	Shelby RWG 1 (140,398)	Davidson RWG 4 (70,960)	Knox RWG 8 (46,572)	Hamilton RWG 7 (36,308)	Sullivan RWG 9 (19,453)
Elderly (703,311) (12.4%)	268,375 38.2%	Shelby RWG 1 (89,581)	Davidson RWG 4 (63,444)	Knox RWG 8 (48,415)	Hamilton RWG 7 (42,609)	Sullivan RWG 9 (24,326)
Disabled (65 years and over) (1,149,693)	439,908 38.3%	Shelby RWG 1 (168,706)	Davidson RWG 4 (104,939)	Knox RWG 8 (71,656)	Hamilton RWG 7 (60,373)	Sullivan RWG 9 (34,234)
Do Not Speak English at Home (256,516) (4.5%)	147,571 57.5%	Shelby RWG 1 (54,280)	Davidson RWG 4 (52,297)	Knox RWG 8 (15,933)	Hamilton RWG 7 (14,630)	Montgomery RWG 4 (10,431)
Occupied Units with No Vehicle (172,002) (7.7%)	85,609 49.8%	Shelby RWG 1 (37,996)	Davidson RWG 4 (20,752)	Knox RWG 8 (11,696)	Hamilton RWG 7 (10,512)	Sullivan RWG 9 (4,653)

Source: 2000 U.S. Census

### **3.2 1990 and 2000 Demographics**

Between 1990 and 2000, Tennessee's population increased by approximately 17 percent, from 4,877,185 to 5,689,283. In comparison, the state's Black population increased approximately 20 percent, from 778,035 to 932,809. The Hispanic population increased approximately 278 percent, from 32,741 to 123,838. The Asian American population increased approximately 85 percent, from 31,839 to 58,867. The American Indian/Alaskan Native population increased approximately 51 percent, from 10,039 to 15,152. The low-income population increased less than 1 percent, from 744,941 to 746,789. The disabled population 65 years and over increased approximately 128 percent, from 140,439 to 319,663. The elderly population increased approximately 14 percent, from 618,818 to 703,311. The occupied units with no vehicle decreased approximately 5 percent, from 181,432 to 172,002. Those not speaking English at home increased by approximately 95 percent, from 131,550 to 256,516.

### **3.3 2010, 2020, and 2030 Demographics**

Between 2000 and 2010, Tennessee's population is projected to increase by approximately 9 percent, from 5,689,283 to 6,225,051, as shown in Table 3. In comparison, the state's Black population is projected to increase by approximately 14 percent, from 932,809 to 1,065,309. The Hispanic population is projected to increase by approximately 85 percent, from 123,838 to 228,846. The Asian American/American, Indian/Alaskan Native populations are projected to increase approximately 73 percent, from 74,019 to 127,790. The elderly population is projected to increase approximately 16 percent, from 703,311 to 814,226. Projections for the disabled, those not speaking English at home, and the low-income were not available.

Between 2010 and 2020, Tennessee's population is projected to increase by approximately 8 percent, from 6,225,051 to 6,733,120. In comparison, the state's Black population is projected to increase by approximately 11 percent, from 1,065,309 to 1,181,220. The Hispanic population is projected to increase by approximately 46 percent, from 228,846 to 334,721. The Asian American, American Indian/Alaskan Native populations are projected to increase approximately 36 percent, from 127,790 to 173,170. Projections for the elderly, disabled, those not speaking English at home, and the low-income were not available.

The U.S. Census Population Division (April 2005) projected that Tennessee would have a 2030 population of 7,380,634, representing an approximately 10 percent increase between 2020 and 2030.

**Table 3. Population Changes 1990–2020**

	1990	Percent change	2000	Percent change	2010	Percent change	2020
<b>Tennessee</b>	<b>4,877,185</b>	<b>16.7</b>	<b>5,689,283</b>	<b>9.4</b>	<b>6,225,051</b>	<b>8.2</b>	<b>6,733,120</b>
<b>Blacks</b>	<b>778,035</b>	<b>19.9</b>	<b>932,809</b>	<b>14.2</b>	<b>1,065,309</b>	<b>10.9</b>	<b>1,181,220</b>
Shelby County	360,083	21.0	435,824	15.8	504,704	12.7	568,735
Davidson County	119,273	23.8	147,696	16.2	171,632	12.6	193,185
Hamilton County	54,477	13.8	62,005	6.2	65,875	5.5	69,493
Knox County	29,603	11.4	32,987	11.1	36,637	8.3	39,687
Madison County	24,170	19.2	28,810	16.0	33,431	10.1	36,806
<b>Other racial minorities<sup>*</sup></b>	<b>51,082</b>	<b>44.9</b>	<b>74,019</b>	<b>72.6</b>	<b>127,790</b>	<b>35.5</b>	<b>173,170</b>
Shelby County	9,208	82.6	16,817	79.9	30,253	42.2	43,006
Davidson County	8,243	86.3	15,357	96.9	30,239	43.9	43,509
Knox County	4,124	46.8	6,055	61.8	9,796	33.9	13,119
Rutherford County	2,065	96.8	4,063	72.4	7,004	33.8	9,374
Hamilton County	3,064	63.8	5,020	39.4	7,001	22.7	8,592
<b>Hispanics</b>	<b>32,741</b>	<b>278.2</b>	<b>123,838</b>	<b>84.8</b>	<b>228,846</b>	<b>46.3</b>	<b>334,721</b>
Shelby County	7,091	229.5	23,364	99.4	46,594	49.3	69,582
Davidson County	4,775	446.4	26,091	93.2	50,397	50.0	75,613
Montgomery County	3,228	115.6	6,960	38.7	9,653	27.2	12,281
Knox County	2,067	132.4	4,803	58.1	7,594	36.1	10,337
Hamilton County	1,946	181.7	5,481	39.0	7,621	27.9	9,754
Rutherford County	926	447.0	5,065	94.9	9,873	48.4	14,648
<b>Elderly (65 years and over)</b>	<b>618,818</b>	<b>13.7</b>	<b>703,311</b>	<b>15.8</b>	<b>814,226</b>	<b>N/A</b>	<b>N/A</b>
Shelby County	86,335	3.8	89,581	8.6	97,308	N/A	N/A
Davidson County	59,229	7.1	63,444	8.1	68,583	N/A	N/A
Knox County	42,690	13.4	48,415	13.0	54,692	N/A	N/A
Hamilton County	38,336	11.1	42,609	9.4	46,607	N/A	N/A
Sullivan County	20,501	18.7	24,326	14.0	27,726	N/A	N/A

Source: U.S. Census (1990 and 2000 estimates) and Tennessee Department of Health, Office of Health Statistics (2010 and 2020 projections)

<sup>\*</sup>Other racial minorities include Asian Americans and American Indians/Alaskan Natives.

## Chapter 4

# Public Involvement Plan for Traditionally Underserved Populations

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The Public Involvement Plan for Traditionally Underserved Populations (PIPTUP) was designed in compliance with the guidelines set forth in TDOT's Public Involvement Plan Policy (September 9, 2004).

## 4.1 Public Involvement Plan Policy

TDOT's Public Involvement Plan Policy expresses a philosophy, defines objectives, describes a process, details activities, and measures performance. The philosophy challenges TDOT "...to develop its transportation products and services in partnership with local governments, regional organizations, state elected officials, those impacted by the project, and those who use the transportation system, including roadways, airports, transit, ports and waterways, bicycle/pedestrian facilities, and rail."

The objectives, in most cases, speak to all populations; however, one of the objectives speaks directly to the traditionally underserved. It is to "...work with traditionally underserved communities to understand and consider their special needs by implementing procedures recommended for environmental justice by the USDOT, Federal Highway Administration (FHWA), and other federal transportation agencies."

The process identifies "...five levels of public involvement in order to establish some minimum levels of required public involvement, and to allow for development of flexible public involvement programs for different projects." Category Five involves all statewide or system-level efforts undertaken by TDOT, including the statewide LRTP, the Statewide Transportation Improvement Plan, and the Rail Plan, Aviation Plan, and Transit Plan.

The activities associated with Category Five are defined in terms of minimum requirements and potential enhanced activities. Enhanced activities are considered critical to implement when there is an indication that additional public involvement is needed for any project. All levels of public involvement are to include reviewing demographic information to identify any underserved or special audiences within a project area and determining the appropriate level of outreach.

Public involvement activities for all statewide and system-level efforts are treated separately from other categories, in that the minimum level of public involvement is determined based on the effort to be undertaken. When TDOT intends to embark on a statewide effort, a team of TDOT staff, associated consultants, and appropriate federal agency staff is formed to determine the appropriate level of public involvement. The assigned team members determine the activities to be implemented for public involvement and develop a separate and distinct Public Involvement Plan.

Five building blocks are used to develop the public involvement program for Category Five efforts:

- Awareness building activities
- Community outreach activities
- Educational and feedback opportunities
- Methods to disseminate information
- Ongoing assessments of the Public Involvement Program's effectiveness

Each building block employs a variety of public involvement techniques to elicit public participation in the decision-making process.

#### **4.2 Public Involvement Plan for Traditionally Underserved Populations and Performance Measures**

Based on the demographic analysis, an outreach strategy was defined for the PIPTUP. Elements of the plan specifically targeting outreach and involvement from traditionally underserved populations are outlined below. Detailed information is in Appendix C.

- **Community-Based Working Groups and Committees.** A Statewide Steering Committee (SSC) and nine Regional Working Groups (RWG) were formed for the project. Representation on these advisory panels included specific organizations, agencies, and businesses that have underserved populations as their primary members or clients. As new organizations were identified, they were invited to become members of the SSC or appropriate RWG.
- **Third Party Groups.** A list of third party groups that connect with traditionally underserved populations was created. These groups were sent letters asking them to use their publications and e-mail lists to distribute information about the LRTP and its progress to their constituents or members. Leaders of these groups were asked to distribute information by word of mouth, at faith-based services, or through other personal contacts. All groups were offered the opportunity to have a presentation made to their constituents, congregations, or members. As the LRTP progressed, new groups that were identified were added to the distribution list.
- **Speakers Bureau.** TDOT provided in-house staff speakers to organizations, groups, and agencies who requested a presentation of the LRTP and its process. In addition, Spanish speakers were made available, if requested, and written material was provided in both English and Spanish. A question and answer period was incorporated after every presentation, as was the opportunity to provide written comments. Because some of the presentations were made before groups that included those that represented or were traditionally underserved populations, a clear distinction cannot be drawn in some cases as to whether the presentation was made before a traditionally underserved group.
- **Newspapers.** A list of newspapers serving traditionally underserved populations was created and added to the media database. These newspapers were sent invitations to the media kick-off in May 2004, media releases with announcements of meeting dates and locations, and information about the LRTP. Display advertisements of meetings were purchased in selected newspapers.

- **Radio.** Radio stations favored by traditionally underserved populations were identified. Information about the LRTP in the form of public service announcements and media releases was sent to the stations. On-air interviews also were coordinated to enhance the radio communications strategy.
- **Television.** Television news media serving each region, in particular those serving traditionally underserved populations, were identified. Information about the LRTP was distributed to the news departments of the stations, and follow-up calls were made to solicit media attendance at LRTP events. Advertisements were prepared and posted on television stations that broadcast public programming.
- **Traveling Exhibit.** A traveling exhibit was created and displayed at conventions, conferences, and special events, and at Wal-Marts in targeted locations. Some events were targeted specifically to underserved audiences, while others were expected to attract audiences that could include the underserved. As part of each traveling exhibit, staff distributed free LRTP brochures, explained and discussed the LRTP, and sought oral and written input from the public. Staff distributed comment forms in both English and Spanish, assisted in completing the forms, and collected the forms. Multiple copies of the comment forms were given to those who represented groups.
- **Public Meetings.** Thirty-six public meetings were held throughout Tennessee during the LRTP process. These meetings were open to anyone, including the traditionally underserved. Advertisement of meetings maximized the use of publications and media used by traditionally underserved audiences.
- **Communication Materials.** Printed materials related to the LRTP were made available in both English and Spanish. Information was translated to Braille, and a CD was produced for use by the visually impaired. Information about the LRTP, along with contact information for additional inquiries in Spanish, was incorporated into the LRTP Web site.
- **Telephone Hotline.** A toll-free telephone hotline was in operation 24 hours a day, 7 days a week. This method of contacting TDOT was made available specifically to allow people a nominal cost method for asking questions and obtaining information.
- **Performance Measures.** Throughout the development of LRTP, a weekly meeting on public involvement activities was held with various representatives of TDOT's Community Relations, Planning, and Civil Rights divisions, the Federal Highway Administration, and TDOT's consultants. Reports on weekly activities were sent to each representative, and revisions were made as necessary.

Table 4 summarizes traditionally underserved outreach opportunities offered in each LRTP region. Additional information is in Appendix C.

Throughout the project, the names of event participants, telephone hotline users, and those sending e-mail or written correspondence were added to the mailing list.

**Table 4. Public Involvement Opportunities for Traditionally Underserved Populations by Regional Working Group**

	RWG 1	RWG 2	RWG 3	RWG 4	RWG 5	RWG 6	RWG 7	RWG 8	RWG 9	Total
RWG Members <sup>1</sup>	11	0	10	10	6	5	9	10	8	69
Third Party Groups <sup>2</sup>	18	2	1	9	0	0	5	7	1	43
Public Meetings	4	4	4	4	4	4	4	4	4	36
Newspapers	20	13	10	32	21	13	11	21	11	152
Radio Stations	40	28	27	74	31	35	47	73	24	379
Television Stations	7	1	1	11	0	1	6	7	4	38
Events	3	1	2	6	3	4	3	2	2	26
Total	103	49	55	146	65	62	85	124	54	743

<sup>1</sup>Number of organizations, agencies, and businesses that have traditionally underserved populations as their primary clients and served as RWG members.

<sup>2</sup>Number of groups with constituencies that are traditionally underserved populations that disseminated information to their constituents.

### 4.3 Assessment, Conclusions, and Recommendations

Effort was made to include stakeholders who represent the diverse concerns of Tennessee’s populations, with special interest placed on including those representing the traditionally underserved. With additional resources, more events could have been visited with the traveling exhibits, and focus on all minority media outlets could have been enhanced. A detailed discussion of the public involvement assessment is in Appendix C.

## Chapter 5

# Benefits and Burdens Analysis

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This chapter examines the positive impacts (benefits) and the negative impacts (burdens) associated with the LRTP's goals and objectives and its three principle elements:

- 25-Year Vision Plan, which broadly defines how Tennessee will respond to the trends and challenges facing the transportation system.
- 10-Year Strategic Investments Program, which identifies critical investments that warrant accelerated funding or special attention over the next 10 years.
- 3-Year Project Evaluation System, which allows for preparation of a 3-year, multimodal, statewide transportation program in a transparent and financially responsible manner.

### Guiding Principles

To guide the planning effort, TDOT drafted seven Guiding Principles that provide continuity throughout the development of the plan. These principles reflect planning direction from the federal government, are consistent with transportation planning conducted by TDOT's metropolitan partners, and mirror the values expressed by the public during the planning process. The seven guiding principles are:

1. Preserve and manage the existing transportation system.
2. Move a growing, diverse, and active population.
3. Support the state's economy.
4. Maximize safety and security.
5. Build partnerships for livable communities.
6. Promote stewardship of the environment.
7. Emphasize financial responsibility.

### Direction from Tennessee Stakeholders

The committed support of many Tennesseans was instrumental in the development of the LRTP. The public involvement program that guided preparation of the plan was driven by 48 stakeholder and 36 general public meetings. These meetings were held across the state and engaged the creativity of more than 1,000 Tennesseans. Several thousand other Tennesseans participated by completing comment forms or by attending one of the many presentations made to community groups and service clubs. Many who participated are members of a traditionally underserved population, while others represented organizations, agencies, and businesses that have traditionally underserved populations as their primary clients. Third party groups were enlisted to distribute information to their traditionally underserved constituents or members.

## 5.1 Relationship of Environmental Justice Issues to Goals and Objectives

Using the seven Guiding Principles, a series of goals and objectives were defined. The goals are broad concepts that, when realized, will create the state transportation system embodied in the LRTP. The objectives nested within each goal are specific, achievable improvements that advance a particular goal. When linked with performance measures, they will be the basis for evaluating progress in implementing the plan, and moving Tennessee toward its goals and the “Vision for 2030.” The goals and objectives, along with the Guiding Principles that were instrumental in their framing, and a benefits and burdens assessment are shown in Table 5.

**Table 5. Guiding Principles, Goals, and Objectives**

Guiding Principle	Goal and Objectives	Benefits and Burdens Assessment
Preserve and Manage the Existing Transportation System	<p><b>Goal:</b> Maintain the efficiency, integrity, and effectiveness of the existing transportation system.</p> <p><b>Objectives:</b> Develop cost-effective management and operation strategies to extend the useful life of existing roads, bridges, railroad crossings, public transportation facilities, and other transportation equipment and assets.</p> <p>Use new technologies and other strategies to move people and freight faster and more safely throughout Tennessee’s existing transportation network.</p>	<p><b>Benefits:</b> A well-maintained and dependable transportation system that provides access to jobs, medical services, and other services would benefit traditionally underserved populations who use different elements of the state’s transportation system. Extending the life of roads and bridges could help extend the life of vehicles owned by the traditionally underserved, who have limited finances to spend on repairs. For hourly employees who often lack health insurance, moving people and freight faster and more safely could reduce road accidents and lost wages, while improving job attendance and reliability.</p> <p><b>Burdens:</b> If these technologies and strategies fail to keep pace with urban growth and traffic volume increases, inner city areas will become more attractive for redevelopment. As wealthy new residents move into cities, they could cause the value of property to rise and with it the tax burden associated with that property. This could create hardships for the low-income who own or rent in or near areas that are gentrifying. The traditionally underserved are often displaced by economic forces because they can no longer afford to own or rent where they live. As a result, they are forced to move to other housing that may not be as accessible to transit, medical, and educational services, and jobs. These changes can have adverse implications for social and family interaction, comfort, health, and financial security.</p>

**Table 5. Guiding Principles, Goals, and Objectives (Continued)**

Guiding Principle	Goal and Objectives	Benefits and Burdens Assessment
Move a Growing, Diverse, and Active Population	<p><b>Goal:</b> Provide the transportation resources and services necessary to optimize the movement of people and goods by affording greater access to transportation services and better connections between the different modes of transportation.</p> <p><b>Objectives:</b> Increase mobility for all people, including traditionally underserved populations, by supporting different modes of transportation appropriate to the density, employment, and land use patterns across the state.</p> <p>Implement affordable strategies that reduce bottlenecks, congestion, and travel times for all modes.</p> <p>Provide appropriate facilities for improving connections among airports, bicycles, highways, pedestrians, public transportation, railways, and waterways.</p>	<p><b>Benefits:</b> Optimizing the movement of people and goods would provide the traditionally underserved with greater access and better connectivity between different modes. This could provide them with more opportunities and reasons for using all modes of transportation. Increasing and improving mode choices, connections, and frequency should provide expanded, upgraded, and timely service to larger portions of the populations, including the elderly. Provision of better inter-urban, urban, rural, and rural-to-urban services would greatly expand job opportunities and access to education and social services.</p> <p><b>Burdens:</b> Providing greater access to transportation services and better connections between the different modes of transportation often involves improving existing facilities, many of which are located adjacent to, through, or within traditionally underserved communities. Improvements often require acquiring property in traditionally underserved communities and displacing those who the improvements are supposed to serve. In addition, the generation of significant noise, vibration, and visual change often accompanies these improvements. Such changes can have adverse implications for social and family interaction, comfort, and health.</p> <p>Construction of transportation projects may create temporary or permanent barriers to civic, religious, or cultural activities. Separating people from such activities can directly and negatively impact a community and its residents' quality of life. Also, these projects can negatively affect community cohesion. This can be particularly damaging for traditionally underserved households and communities that may rely on the social networks that are built and supported by those activities.</p>

Table 5. Guiding Principles, Goals, and Objectives (Continued)

Guiding Principle	Goal and Objectives	Benefits and Burdens Assessment
Support the State's Economy	<p><b>Goal:</b> Make transportation investments to support economic growth, economic competitiveness, and tourism in Tennessee.</p> <p><b>Objectives:</b> Provide aviation, highway, public transportation, rail, and waterway capacity to meet interstate and intrastate passenger and freight traffic needs.</p> <p>Ensure infrastructure and transportation services are available to increase access to employment opportunities for Tennessee residents.</p> <p>Through partnerships of communities and regions, make transportation investments that support economic development by linking commercial/retail areas, tourist destinations, and other activity centers.</p>	<p><b>Benefits:</b> Economic growth and the resultant job opportunities could help reduce unemployment and underemployment in traditionally underserved communities. Because Tennessee has winter and summer tourist seasons, improved access to tourist destinations should expand job opportunities and the length of employment. Many tourist jobs will be entry level and provide employment opportunities for those who have limited education and limited English proficiency.</p> <p><b>Burdens:</b> Transportation investments can bring significant changes to economic patterns. As a result of the interaction between these two factors, traditionally underserved populations could find themselves isolated from or brought closer to economic opportunities. Spatial mismatch could have major impacts on the abilities of traditionally underserved populations to find jobs that have viable transportation options.</p>

**Table 5. Guiding Principles, Goals, and Objectives (Continued)**

Guiding Principle	Goal and Objectives	Benefits and Burdens Assessment
<p>Maximize Safety and Security</p>	<p><b>Goal:</b> Provide a safe and secure transportation system for residents, visitors, and commerce.</p> <p><b>Objectives:</b> Reduce injuries, fatalities, and property damage in all modes of transportation.</p> <p>Minimize security risks at airports, water ports, rail stations, rest areas, roadways, bikeways, and public transportation facilities throughout the state.</p> <p>Improve disaster, emergency, and incident response preparedness and recovery.</p> <p>Minimize construction-related safety impacts.</p> <p>Assess security vulnerabilities and create redundancies where applicable in all modes.</p>	<p><b>Benefits:</b> Well-maintained systems, facilities, and vehicles discourage crime, reduce accidents, encourage ridership, and often result in monies being spent to improve access to and from communities not only for vehicles, but also for pedestrians and bicyclists. Providing sidewalks and street lights in communities where people walk, ride in wheelchairs, or bike on streets that may not be paved should improve community safety. Ensuring that bus transfer points, park-and-ride, and kiss-and-ride lots are well-lit and maintained should also increase the safety of those using public transportation.</p> <p><b>Burdens:</b> Many of the traditionally underserved bicycle and walk more than the general public because they often do not have personal transportation. Lack of infrastructure to support bicycling and walking can contribute to the overrepresentation of the traditionally underserved in bicycle and pedestrian casualties. Also, the lack of infrastructure may be a factor in their personal security.</p> <p>Car ownership rates tend to be lower among the traditionally underserved, particularly in urban areas. As a result, transportation policies and projects have direct effects on the ability of the traditionally underserved to move from one place to another. Lack of mobility options for traditionally underserved populations can have devastating consequences that affect not only their daily lives but also create deleterious effects as part of a natural or terrorist-induced disaster.</p>

Table 5. Guiding Principles, Goals, and Objectives (Continued)

Guiding Principle	Goals and Objectives	Benefits and Burdens Assessment
Build Partnerships for Livable Communities	<p><b>Goal:</b> Establish strong, ongoing collaborative partnerships with other state and federal agencies, city and county governments, and regional organizations.</p> <p><b>Objectives:</b> Provide timely and early opportunities for comprehensive public input into the development of plans and programs.</p> <p>Establish regular collaborative decision-making opportunities with MPOs, Economic Development Districts, cities, and counties to develop plans and programs and increase coordination of land use and transportation.</p> <p>Identify and collaborate with other state and local agency efforts and/or private sector efforts that enhance the transportation system.</p>	<p><b>Benefits:</b> Strengthening relationships with MPO, development districts, and other local governments will facilitate better planning, which can help direct resources to benefit traditionally underserved populations. Enhanced participation in land use planning activities can identify transportation improvements needed in conjunction with development and redevelopment in traditionally underserved communities and neighborhoods. Partnering efforts can create a synergy that provides transportation options, creates jobs, conserves resources, and improves the quality of life for traditionally underserved populations.</p> <p><b>Burdens:</b> Transportation projects and land development are interrelated. Land use changes can have particular implications for traditionally underserved households as they are unable to leverage the economic power to protect themselves from incompatible uses or from rapidly rising land values or land devaluation. As a result, the traditionally underserved must often move because of economic forces, such as rising property values and the associated increasing tax burden.</p> <p>Transportation infrastructure and land use patterns have been linked to the epidemic health crisis associated with obesity. Serious illnesses such as diabetes, high blood pressure, and heart disease can be traced to obesity, which is more commonly suffered by traditionally underserved populations. Most of these illnesses are the result of improper diet and lack of physical activity, both of which are connected to transportation decisions. Transportation infrastructure that is not supportive of pedestrian or bicycle travel may eliminate a simple and affordable form of exercise. In addition, transportation infrastructure can also constitute a physical barrier or trigger land use changes that cut off access to healthier food choices.</p>

**Table 5. Guiding Principles, Goals, and Objectives (Continued)**

Guiding Principle	Goals and Objectives	Benefits and Burdens Assessment
Promote Stewardship of the Environment	<p><b>Goal:</b> Protect, preserve, and enhance the state's natural, social, and historic environment.</p> <p><b>Objectives:</b> Implement transportation strategies that minimize impacts on natural resources and that conserve energy.</p> <p>Develop transportation infrastructure and services that minimize adverse impacts to people, communities, and cultural and historical resources.</p> <p>Develop a transportation network that minimizes land consumption, including the reuse and redevelopment of areas.</p>	<p><b>Benefits:</b> Improving air quality would benefit the traditionally underserved, as they are the least likely to be able to afford consistent health care and are often the most vulnerable to health consequences associated with air- and water-borne toxins. Using hybrid fuel instead of fossil fuels in publicly owned buses, cars, and vans could reduce fuel-related expenditures associated with these services and decrease air pollution in traditionally underserved communities where these vehicles might operate. Strict adherence to requirements of the National Environmental Policy Act (NEPA) will ensure traditionally underserved populations are actively involved in transportation decisions, and that implemented projects produce no disproportionate impacts on their communities and neighborhoods.</p> <p><b>Burdens:</b> Transportation can affect air and water quality. Degradation of air quality has been connected to respiratory illnesses that affect traditionally underserved populations at disproportionately higher rates than other populations. Serious illnesses such as diabetes, high blood pressure, and heart disease can be linked to obesity, which is more commonly suffered by traditionally underserved populations. Most of these illnesses are linked to improper diet and lack of physical activity, both of which are connected to transportation decisions. Transportation infrastructure that is not supportive of pedestrian or bicycle travel may eliminate a simple and affordable form of exercise.</p>

**Table 5. Guiding Principles, Goals, and Objectives (Continued)**

Guiding Principle	Goals and Objectives	Benefits and Burdens Assessment
Emphasize Financial Responsibility	<p><b>Goal:</b> Provide responsibility, accountability, and sustainability in the expenditure of transportation funds to produce tangible transportation benefits with minimal waste and maximize the use of available transportation resources.</p> <p><b>Objectives:</b> Increase Tennessee’s share of federal transportation funding.</p> <p>Select and program projects, including alternative modes of transportation, based on identified regional needs and effectiveness.</p> <p>Develop alternative funding strategies for transportation investments.</p> <p>Monitor and report transportation system investment and performance to the public.</p> <p>Allow flexibility in local management of projects where feasible.</p>	<p><b>Benefits:</b> Developing alternative funding sources and increasing federal funds has the potential to provide additional funds for public transportation. This could be used for increasing service frequency, expanding routes, purchasing American’s with Disabilities Act (ADA) equipped vehicles, creating new routes, and constructing sidewalks to bus stops. All of these changes could improve employment opportunities and increase access to health care, education facilities, and other services. And, using federal funds makes it mandatory that TDOT adhere to NEPA requirements, Title VI of the Civil Rights Act (1964), and other statutes that address prohibition of discrimination against selected population groups.</p> <p><b>Burdens:</b> None identified.</p>

The Guiding Principles, and through extension, the goals and objectives, provide a variety of opportunities for the traditionally underserved to be impacted positively at many levels. They reflect an awareness of the conditions faced by many Tennesseans and offer the potential to initiate remedies. How, when, and where these opportunities are expressed will determine their success in addressing the needs of the traditionally underserved.

The potential burdens that might impact traditionally underserved populations as LRTP goals and objectives are achieved would seem best mitigated or avoided through rigorous application of project selection criteria and program performance monitoring measures. It is not necessary to revise the goals; rather, it falls to TDOT to raise the level of awareness regarding potential adverse impacts on these populations as a result of project implementation. At all levels of project development and program funding, consideration should be given to how the proposed investment would specifically benefit or burden traditionally underserved populations.

**5.2 Assessment of the 25-Year Vision Plan**

The LRTP’s proposed 25-Year Vision Plan has as its principal elements a set of investment and operating policies and proposed long-term investment goals, both of which are evaluated here from a benefits and burdens perspective. The plan intends to address the future transportation needs of Tennessee based on projected demographics, the economy, and the condition of existing infrastructure. Anticipated future challenges and opportunities are described below.

- The state’s population is projected to grow approximately 38 percent between 2000 and 2030, with much of the growth occurring in counties surrounding major cities. It is likely that Tennesseans will continue the trend of increasing travel per person in terms of both number of trips and trip length.

- An expanding economy will produce more jobs, with approximately 43 percent more jobs expected by 2030. Much of the growth in employment will also occur in counties surrounding major cities, placing more pressure on the state's highway system.
- Approximately 94 percent of daily commuter trips made by Tennesseans are by automobile. Overall, automobile travel is forecasted to increase approximately 60 percent by 2030.
- Tennessee's population is aging, with the percentage of those over 65 expected to increase from approximately 12 to 20 percent by 2030. This population will require transportation choices beyond the private automobile to meet daily needs.
- Approximately 74 percent of all freight moving within and through Tennessee moves on highways. Over the next 25 years, truck freight traffic is expected to grow by approximately 73 percent, placing pressure on the highway system and intermodal freight facilities such as airports, railroads, and waterways.
- Travel demand has far exceeded the ability to respond. In the past 20 years, vehicle miles traveled have more than doubled, while highway capacity has increased less than 10 percent, creating a \$35 billion backlog in highway and bridge system capacity needs alone.
- Aging infrastructure will also place a large demand on future transportation spending. For example, approximately 63 percent of system bridges are currently more than 30 years old and will approach the end of their life span by 2030.

Tennessee's highways will remain the backbone of the state's transportation system; however, needs remain for more transportation choices, an improved environment, a well-maintained and well-managed system that limits congestion, and strategic corridors that connect state and regional resources.

### **5.2.1 Assessment of Proposed Program Investment Goals**

To address the challenges and opportunities and to meet the goals, the planning process examined a wide range of performance and policy-based investment options. Based on stakeholder guidance, public input, and analytical work, TDOT is proposing a 25-year investment in Tennessee's transportation system of \$85.3 billion, representing an approximately 23 percent increase over the state's current programs.

Highlights of proposed spending in the three broad areas of maintenance, safety, and expansion are shown below.

- **Maintenance and System Preservation.** Tennessee's highways and airports will continue to be maintained at a high level. Spending on public transportation maintenance efforts, especially for vehicle replacement, will increase.
- **Safety and System Modernization.** Increases are proposed to improve access to the state's public transportation systems, to widen narrow highway lanes, and to improve other road conditions that pose safety concerns as traffic levels increase, and to increase funding for upgrading the state's shortline railroads.

- **System Expansion and Enhancement.** Significant funding increases are proposed to reduce congestion levels, to advance the county seat connector program, to support expanded and new public transportation programs, and to improve intermodal freight facilities.

At the policy and programmatic levels, evaluating highway benefits and burdens is difficult because of the lack of specificity and data. System-wide analyses are broad, rather than project-specific, and are finely focused. Data at the program level does not provide details by specific demographic areas, which is required to develop a detailed analysis of the benefits or burdens of transportation efforts. It is easier to evaluate highway benefits and burdens at a local level. The following analysis focuses on the impact of the LRTP on public transportation and access to employment and services.

Key elements of the 25-Year Vision Plan, along with an assessment of their benefits and burdens, are shown in Table 6.

**Table 6. Key Elements of the 25-Year Vision Plan**

Key Elements	Benefits and Burdens Assessments
<p>Placing the highest priority on public safety and continued preservation of existing infrastructure. Deferring maintenance often results in repairs at a cost much greater than if timely work were done.</p>	<p><b>Benefits:</b> In the long run, saving money by preserving the existing infrastructure could allow funds to be diverted to other uses, such as improving public transportation and pedestrian and bicycle access to transit.</p> <p><b>Burdens:</b> None identified.</p>
<p>Funding for public transportation will increase nearly 45 percent, to increase the state share for capital grants and operating support and to make more funds available for improved service in both rural and urban areas, including funding for New Starts projects such as Nashville’s commuter rail system or Memphis’s light rail lines.</p>	<p><b>Benefits:</b> Increased funding for public transportation should benefit the traditionally underserved by improving urban, rural, and urban-to-rural services. It could improve access to employment, better health care, and more educational opportunities over a larger area.</p> <p><b>Burdens:</b> Transportation projects require acquiring property and taking space that was formerly occupied by households, businesses, or farms. It could displace residents, workers, or businesses that could benefit from improved public transit. Finding safe, sanitary, and affordable replacement housing may require traditionally underserved populations to relocate far from social networks, jobs, and affordable transportation options. Transportation projects may also bring about indirect displacement by triggering shifts in real estate values and economic activity. Those who are not directly displaced may be forced to relocate because they can no longer afford to pay their property taxes.</p>

Table 6. Key Elements of the 25-Year Vision Plan (Continued)

Key Elements	Benefits and Burdens Assessments
<p>Increasing annual spending by 18 percent to reduce the backlog of needs that now exists on the state's urban and rural roads and highways.</p>	<p><b>Benefits:</b> Increased spending to reduce the backlog of road projects could divert funds from public transit and other services relied upon by the traditionally underserved.</p> <p><b>Burdens:</b> Constructing more transportation projects will require acquiring more property. This property is often occupied by traditionally underserved households, businesses, and farms; these residents, workers, and businesses would be displaced. Finding safe, sanitary, and affordable replacement housing may require the traditionally underserved to relocate far from social networks, jobs, and affordable transportation options. Projects may also bring about indirect displacement by triggering shifts in real estate values and economic activity.</p> <p>Transportation projects can generate significant noise, vibration, and visual change. Such changes can have implications for social and family interaction, comfort, and health and should not be disproportionately borne by traditionally underserved households.</p> <p>Transportation projects may create barriers to civic, religious, or cultural activities. Separating people from such activities can directly and negatively impact the quality of life and can have negative effects on community cohesion, which can be particularly damaging for traditionally underserved households and communities that may rely on the social networks that are built and supported by those activities.</p>
<p>Increasing funding for system management efforts to expand intelligent transportation systems (ITS) initiatives such as traffic control centers that monitor traffic conditions, improved traveler information and HELP truck services, and other technology that allows public transportation systems to operate more efficiently with other modes and within crowded roadways. These measures have been shown to increase system efficiency by 10 to 15 percent.</p>	<p><b>Benefits:</b> Allowing public transportation systems to operate more efficiently with other modes, and within crowded roadways, would provide additional (and more dependable) service for those who have no other transportation options.</p> <p><b>Burdens:</b> None identified.</p>
<p>Directing significant investment toward the modernization and maintenance of the shortline rail network in Tennessee, as new, heavier railroad cars require upgraded tracks.</p>	<p><b>Benefits:</b> Modernization and maintenance of Tennessee's shortline rail network could encourage industrial and commercial relocation and increase employment opportunities.</p> <p><b>Burdens:</b> These investments can generate significant noise, vibration, and visual change to communities in which they are located adjacent to or pass through. Such changes can have implications for social and family interaction, comfort, and health. Modernization and improved maintenance of these rail lines could encourage longer and more frequent trains. This could cause disruption of inter- and intra-community access, increase emergency response time, and increase air and noise pollution.</p>

**Table 6. Key Elements of the 25-Year Vision Plan (Continued)**

Key Elements	Benefits and Burdens Assessments
<p>Creating programs to promote railroad, waterway system, and multimodal freight improvements through public/private partnerships.</p>	<p><b>Benefits:</b> Creating programs through public/private partnerships could increase employment opportunities.</p> <p><b>Burdens:</b> Those living adjacent to rail yards, ports, and freight terminals are often traditionally underserved populations. They experience not only air and noise pollution but also accessibility disruptions associated with long lines of idling tractor-trailer trucks waiting to undergo security checks. As ports and rail yards grow, they often expand into traditionally underserved communities and displace traditionally underserved residents.</p>
<p>Developing an expanded intercity passenger rail system in the state will need to be part of a national program; however, the state can be poised to participate in such a program by investigating options for expanding existing Amtrak service and by joining surrounding states in developing partnerships and examining opportunities.</p>	<p><b>Benefits:</b> An intercity passenger rail system could reduce congestion on the state's road system and improve traffic flow for all vehicles including public transit. This could reduce transit time and increase service reliability. It would also provide more transportation choices.</p> <p><b>Burdens:</b> To be feasible, intercity commuter service must be frequent. Traditionally underserved communities are often located adjacent to these rail lines and it is likely they will experience air and noise pollution, vibration, and visual change. Such changes can have implications for social and family interaction, safety, security, comfort, and health.</p>
<p>Funding needed expansions and upgrades, the plan will continue the state's strong support for regional and community airports, critical elements of the aviation system.</p>	<p><b>Benefits:</b> Improved aviation facilities could be the catalyst to encourage potential companies to relocate to or expand in Tennessee, thus increasing employment opportunities.</p> <p><b>Burdens:</b> Transportation projects and land use development are interrelated. Land use changes can have particular implications for traditionally underserved households, as they are unable to leverage the economic power to protect themselves from incompatible uses or from rapidly rising land values or land devaluation.</p>

Because vehicle ownership rates tend to be lower among traditionally underserved populations, particularly in urban areas (such as Chattanooga, Knoxville, Nashville, and Memphis), the burdens analysis focuses on the impact on public transportation and access to employment and services. As a result, transportation policies and projects have direct effects on the abilities of traditionally underserved populations to move from one place to another. Lack of mobility options for traditionally underserved populations could have devastating consequences that not only affect their daily lives, but also have deleterious effects resulting from natural or terrorist-induced disasters. A detailed analysis of vehicle accessibility in urban and rural areas by environmental justice racial minority groups combined (Blacks, American Indians/Alaskan Natives, and Asians/Pacific Islanders and Hispanics) is in Appendix B.

Based on information provided in *Survey of State Funding for Public Transportation (2003)*, Tennessee ranked 18th in 1990 (\$9.9 million), 20th in 1995 (\$12.5 million), 21st in 2000 (\$22.3 million), and 21st in 2003 (\$30.4 million) in terms of state funding (including the District of Columbia) for public transit. Between 1990 and 2003, Tennessee state funding increased approximately 207 percent compared to a total national increase (all states and the District of Columbia) of approximately 140 percent. TDOT has not only increased funding, but also increased per capita funding from \$2.02 in 1990, to \$3.92 in 2000, to an estimated \$5.21 in 2003 (Tennessee Department of Health). The LRTP proposes to supplement this current rate of funding with an additional 45 percent increase in public transit funding over the next 25 years.

## **5.2.2 Assessment of Proposed Investment and Operating Policies**

As part of the LRTP, TDOT drafted 24 operating and investment policies (see Table 7) that will guide how the plan is implemented, how customers of the transportation system will be included in transportation activities, and how TDOT intends to coordinate and communicate with local governments, businesses, institutions, and the general public. These ground rules will help provide consistency and continuity in the transportation decision-making process.

Eleven of the proposed policies have the potential to directly benefit traditionally underserved populations, while the others have indirect benefits. Policies that could have direct beneficial impacts on traditionally underserved populations are A, C, D, H, I, M, O, R, U, W, and X. These policies provide direct positive impacts by:

- Actively seeking to engage minority and disadvantaged communities.
- Being sensitive to a community's heritage.
- Considering alternative transportation solutions to accommodate customer choice.
- Encouraging growth in service industries.
- Systematically and periodically seeking customer input.
- Improving access to all modes.
- Improving rural transit and highway operations.
- Promoting Context Sensitive Solutions.
- Seeking consistency in providing transportation choices.
- Supporting transit benefit programs to increase peak-period travel options.
- Targeting highest-risk sidewalk, bicycle, and transit stop locations for system safety.

**Table 7. Proposed Investment and Operating Policies**

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A.	Actively engage minority and disadvantaged communities in identifying transportation needs, developing alternative strategies to meet those needs, and implementing solutions that are affordable and sensitive to a community's heritage and supportive of local economic institutions.
B.	Build new and stronger partnerships, public and private, to develop and finance transportation projects that maximize public investments and support community and regional growth strategies.
C.	Consider alternative transportation solutions to relieve congestion and accommodate customer choice for movement of people, goods, and freight in high-growth corridors.
D.	Coordinate transportation investment strategies with other state agencies to support balanced economic growth across Tennessee with particular focus on tourism and similar industries that are highly dependent on the transportation system.
E.	Demonstrate leadership in environmental stewardship by reducing TDOT fleet emissions and fuel consumption, increasing TDOT's use of non-petroleum fuels and technologies, and improving public awareness of these efforts.
F.	Develop and use robust management and performance monitoring systems to evaluate the condition and performance of statewide transportation assets and incorporate techniques to extend service life and quality.
G.	Efficiently manage the existing transportation system by reducing delay and congestion caused by weather events and incidents and by implementing intelligent transportation systems and relatively low-cost improvements such as signal operation and maintenance and travel demand management.
H.	Ensure that all planning studies and design standards for future facilities incorporate specific features that are known to reduce crashes, fatalities, or injuries.
I.	Systematically and periodically seek customer input about Tennessee's transportation system; follow strategies in TDOT's Public Involvement Plan for evaluating and prioritizing transportation projects and services across all modes, understanding that decisions will be made in accordance with adopted professional standards.
J.	Identify and build high-impact projects that connect transportation modes seamlessly so that people and freight can move efficiently around and through the state. Coordinate projects with surrounding states.
K.	Identify and rank critical transportation assets and their vulnerabilities; develop plans and strategies to protect these assets and/or minimize the consequences of potential threats or disasters.
L.	Identify, protect, and/or acquire future right-of-way as early as possible to minimize negative impacts on communities and the natural environment.
M.	Improve access to all modes in the transportation system.
N.	Improve the real-time information available to travelers, freight carriers, pilots, and TDOT personnel.
O.	Improve the well-being of rural Tennessee by building critical highway links, increasing rural transit operations, and expanding bicycle and pedestrian opportunities.
P.	Invest resources so that preservation of existing system assets in all modes receives the highest priority in annual and multi-year budgeting and programming processes.
Q.	Minimize impacts of construction and major maintenance activities on traffic flow, especially during peak-period travel, and promote safety for work crews and the traveling public.
R.	Promote and implement Context Sensitive Solutions, taking into consideration safety, mobility, community, and environmental goals in all projects.

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**Table 7. Proposed Investment and Operating Policies (Continued)**

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S.	Promote competitive freight options by improving existing transportation facilities in strategic corridors.
T.	Reduce the impact of transportation facilities on air and water quality, watersheds, and ecosystems, working to identify and avoid or mitigate impacts to irreplaceable natural resources.
U.	Seek consistency among local land use policies and strategies, TDOT's efforts to manage access and provide transportation choices, and the state's efforts to preserve and protect private and public open space.
V.	Strengthen partnerships with the Department of Safety, local law enforcement and safety agencies, safety advocates, and legislative leaders to enact and enforce appropriate and effective safety laws; deploy at strategic locations technologies and safety systems that have demonstrated benefits.
W.	Support ridesharing programs, park-and-ride programs, telecommuting programs, and transit benefit programs to increase peak-period travel options and reduce the rate of growth of vehicle miles traveled.
X.	Target the highest risk locations and/or segments for system safety, including large truck safety and driver safety programs focused on high risk groups such as teenagers and seniors.

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### **5.3 Assessment of the 10-Year Strategic Investments Program and Strategic Corridors**

TDOT's proposed 10-Year Strategic Investments Program targets critical elements in the 25-Year Vision Plan for accelerated funding or special attention over the next 10 years and sets in motion the proposed policies and levels of investment identified in the Vision Plan.

Over the next 10 years, TDOT's current annual budget of \$1.6 billion in combined state and federal funds is expected to increase to nearly \$2.7 billion, reflecting the forecasted growth of Tennessee's population and economy. Total spending during the 10-year period will be approximately \$22 billion. While the projected growth in revenue will allow the state to meet transportation needs similar to today, it will not allow the state to significantly reduce backlogged needs or expand transportation services.

To achieve the objectives described in the 25-Year Vision Plan, TDOT proposes to spend an additional \$2 billion over the next 10 years in a series of three strategic initiatives:

- Choices
- Congestion relief
- Corridors

#### **5.3.1 Choices**

With only basic public transportation services available in most areas, Tennesseans generally must rely on personal automobiles for their travel needs. TDOT will work closely with local agencies across the state to substantially improve public transportation services and choices. In

the next 10 years, TDOT proposes to invest an additional \$665 million to help jumpstart a state-of-the-art public transportation system. Proposed investments include:

- \$325 million in transit New Starts
- \$245 million in urban transit expansion
- \$80 million in rural transit expansion
- \$10 million in new bicycle/pedestrian facilities
- \$5 million in bicycle/pedestrian safety programs

Table 8 assesses these strategies and their affect on traditionally underserved populations.

**Table 8. Benefits and Burdens Assessment of Choices Investment Strategies**

Investment Strategies	Benefits and Burdens Assessment
<p>Help build as many as four new high-performance transit corridors in major metropolitan areas; this could include light rail, commuter rail, or bus rapid transit service. TDOT would provide up to half of the non-federal share of capital costs.</p> <p>Make major city bus service more frequent, especially on routes with heavy traffic congestion, and provide connecting service to and from the stops located along high-performance transit corridors.</p>	<p><b>Benefits:</b> For the growing number of elderly, young, and urban or rural poor who have limited or no access to personal automobiles, transportation options could enable them to meet their daily needs, lessen their dependence on others, expand job opportunities, increase time spent with their families, supplement their educations, and participate more fully in their communities. Even those who have access to a personal vehicle would have the option to choose another mode of transportation, either in addition to or in place of a personal vehicle.</p> <p><b>Burdens:</b> While this strategy may increase transit service, for some households the transit trip may be prohibitive—trip length, travel time, or no access at the end of the transit trip. Others may have limited access to the corridor and thus not be able to take full advantage of this improved service.</p>
<p>Replace older, often unreliable city buses and rural vans with new models that are safer, more fuel-efficient, easier to maintain, and fully ADA-accessible.</p> <p>Add new service to rural transit routes that currently have long waiting lists or gaps in service.</p> <p>Accelerate ADA retrofits in key areas to improve accessibility for those with disabilities.</p>	<p><b>Benefits:</b> Traditionally underserved populations would benefit from new transit corridors, if the improvements enhanced access to jobs, medical facilities, and other necessary services. Improving bus-to-bus transfer frequency and creating bus-to-high-performance transit transfers would be a benefit if they addressed or improved home-to-work access. Improved city bus and rural van reliability, safety, frequency, and ADA accessibility in traditionally underserved communities could entice ridership and open new areas of access. Provision of better urban-rural services could greatly expand job opportunities and access to educational and social services for the traditionally underserved.</p> <p><b>Burdens:</b> As new buses and vans come into the system, they may be distributed to new lines in more affluent communities rather than in communities that are more transit-dependent and that may have older buses and vans.</p>

**Table 8. Benefits and Burdens Assessment of Choices Investment Strategies (Continued)**

Investment Strategies	Benefits and Burdens Assessment
<p>Partner with local governments to match federal "Safe Routes to School" program funds.</p> <p>Address major gaps in the state's bicycle network, such as crossing rivers and interstates.</p>	<p><b>Benefits:</b> In addition to improving access to transportation and transportation facilities, constructing or restoring sidewalks and sloped access between roadways and sidewalks in traditionally underserved communities could provide residents with expanded access not only to their own communities but also to services and areas outside their communities. This would provide overall opportunities for exercise, visitation, and visibility, creating access within their communities and between their communities, job opportunities, and service areas. Constructing or improving sidewalks between schools and homes would increase child safety and access within the community. Addressing gaps in the bicycle network would improve recreational and job opportunities for those without personal vehicles and who must rely on bicycles for access to work and other services.</p> <p>Projects that fully accommodate pedestrians, young, elderly, or disabled persons can create safer conditions.</p> <p>Transportation infrastructure that is supportive of pedestrian or bicycle travel may provide and encourage a simple and affordable form of exercise and access to work, school, and shopping.</p> <p>Car ownership rates tend to be lower among the traditionally underserved, particularly in urban areas. As a result, transportation policies and projects have direct effects on this population's ability to move from place to place. Provision of mobility options for the traditionally underserved populations can benefit their daily lives.</p> <p><b>Burdens:</b> None identified.</p>

### 5.3.2. Congestion Relief

Tennessee has 14,150 miles of state-maintained roads and highways, of which, approximately 16 percent are currently considered congested. Congestion is more prevalent in urban areas, where approximately 42 percent of the 2,654 miles of urban road are considered congested. Rapid growth, especially in urban and suburban areas, has substantially outpaced TDOT's programs to manage the increase in travel. While only approximately 10 percent of the 11,496 miles of rural roads are considered congested, the lack of standard lane width and shoulders on these roads also undermines the performance of the highway system. Over the next 10 years TDOT will accelerate highway system management and construction efforts to improve the highway system statewide.

In the next 10 years, TDOT proposes to invest an additional \$840 million in five specific areas:

- \$370 million for highway resurfacing and routine maintenance
- \$240 million in highway safety and geometrics improvements
- \$165 million in urban highways
- \$40 million in ITS
- \$25 million in transportation demand management

In combination, these strategic responses will begin to reduce the backlog of congested roadways. With better managed systems, the state may also realize some financial benefit if some construction projects can be deferred. Table 9 assesses these strategies and their affect on traditionally underserved populations.

**Table 9. Benefits and Burdens Assessment of Congestion Relief Investment Strategies**

Investment Strategies	Benefits and Burdens Assessment
<p>Addressing safety and congestion concerns on rural highways by increasing lane widths and adding shoulders.</p> <p>Accelerating improvements on urban interstates and other state highways in Tennessee cities.</p> <p>Opening regional traffic management centers in Chattanooga and Memphis, similar to those now operating in Knoxville and Nashville.</p> <p>Extending freeway surveillance systems to key areas on rural interstates.</p> <p>Boosting the efforts of regional and local vanpool agencies.</p> <p>Building new park-and-ride lots in and near metropolitan areas to encourage ridesharing.</p> <p>Developing incentive programs for major employers to allow telecommuting, flexible work hours, and other methods to reduce the need to commute.</p>	<p><b>Benefits:</b> Traditionally underserved populations who use public and personal transportation would benefit from increased safety and reduced congestion on rural and urban highways. Improving the reliability and timeliness of bus and van services in traditionally underserved communities would allow residents to increase their own reliability and timeliness as workers, patients, students, and shoppers.</p> <p>Encouraging major corporate and non-profit sponsorship of dependable vanpooling and ridesharing programs could not only provide a desirable service but also broaden employment opportunities if links to traditionally underserved communities were provided. These incentive programs could be instrumental in improving the attendance and reliability of workers with limited transportation options and limited incomes.</p> <p><b>Burdens:</b> Transportation projects can require acquiring property formerly occupied by households, businesses, or farms, and can directly displace residents, workers, or businesses. Finding safe, sanitary, and affordable replacement housing may require traditionally underserved populations to relocate far from social networks, jobs, and affordable transportation options.</p> <p>Transportation projects can generate significant noise, vibration, and visual change. Such changes can have implications for social and family interaction, comfort, and health and should not be disproportionately borne by traditionally underserved households.</p> <p>Transportation projects and land use development are interrelated. Land use changes can have particular implications for traditionally underserved households, as they are unable to leverage the economic power to protect themselves from incompatible uses or from rapidly rising land values or land devaluation.</p>

**5.3.3 Corridors**

Over the next 10 years, TDOT will identify and focus improvements on a set of strategic corridors that are significant to the state’s economic development, especially those essential to freight movement. These improvements will include sections of the state highway system; multimodal solutions will be applied where practical. Complementing the strategic corridors, TDOT will pursue public and private partnerships with aviation, public transportation, rail, and waterways partners to implement needed improvements in elements of those systems.

To accelerate improvements in the strategic corridors, TDOT proposes an additional 10-year investment of \$495 million. A significant part of enhancing the operation of these strategic

corridors will be partnering with, and making parallel investments in, other modes of freight transport. Additionally, TDOT will invest in programs to enhance the speed and safety of freight transport:

- \$245 million in rural highways
- \$100 million in shortline railroads
- \$80 million in county seat connectors
- \$55 million in rail freight capacity, safety, and modernization
- \$15 million in waterway system modernization and facilities improvements

Table 10 assesses these strategies and their affect on traditionally underserved populations.

**Table 10. Environmental Justice Assessment of Corridor Investment Strategies**

Corridor Investment Strategies	Benefits and Burdens Assessment
<p>Improving rural interstate highways.</p> <p>Advancing the County Seat Connector program, which seeks to provide a four-lane highway from each of the state's 95 county seats to the nearest interstate highway.</p> <p>Upgrading Tennessee's shortline railroads to the new, heavier "286K" standard. This program will provide 85 percent matching funds to maintain the state's ability to ship goods to and from many industries that provide a vital employment base in rural areas.</p> <p>Partnering with Class 1 rail operators on select projects that promote rail as a viable shipping option by reducing travel time and cost.</p> <p>Partnering with a Class 1 rail operator to build grade separations at major highway/rail crossings on at least one corridor, to improve safety and travel times for both motorists and train operators.</p> <p>Creating a challenge grant program to encourage preservation of the state's ability to transport heavy, bulk loads by waterway. A 20 percent match would be available for either federal or private funds that repair locks and port facilities, or dredge channels to accommodate larger barges.</p>	<p><b>Benefits:</b> For those with low educational attainment, limited English proficiency, and low incomes, advancing the County Seat Connector program and improving rural interstate highways should provide improved access to jobs, shopping, medical services, and a variety of other services. Advancing these strategic corridors should also improve the potential for counties to attract employers who in turn could provide jobs in proximity to these individuals. If rural transit service is improved and made ADA-accessible in the same areas, mobility for these populations could be increased.</p> <p>In implementing improvements to Class 1 rail, upgrades and restorations around the actual rail areas could improve the accessibility of those communities near proposed changes. Interconnecting and adjacent roads often must be paved and upgraded, drainage improved, and sidewalks added. These upgrades can improve pedestrian, bicyclist, and motorist safety and access.</p> <p><b>Burdens:</b> Transportation projects can require acquiring property formerly occupied by households, businesses, or farms, and can directly displace residents, workers, or businesses. Finding safe, sanitary, and affordable replacement housing may require traditionally underserved populations to relocate far from social networks, jobs, and affordable transportation options.</p> <p>Transportation projects can generate significant noise, vibration, and visual change. Such changes can have implications for social and family interaction, comfort, and health and should not be disproportionately borne by traditionally underserved households.</p> <p>Transportation projects and land use development are interrelated. Land use changes can have particular implications for traditionally underserved households, as they are unable to leverage the economic power to protect themselves from incompatible uses or from rapidly rising land values or land devaluation.</p>

By targeting critical elements of the 25-Year Vision Plan, the 10-Year Strategic Investments Program designated specific investments to improve public transportation services and choices that could provide substantially improved services; it also calls for the creation of new services for the traditionally underserved. The allocation of funds to transit and to pedestrian and bicycle facilities demonstrates TDOT's awareness of the conditions faced by those who are physically and/or financially transportation dependent. How, when, and where these monies are spent will determine their success in addressing the transportation needs of the traditionally underserved.

#### **5.4 Funding Options for the 25-Year Vision Plan and 10-Year Strategic Investments Program**

TDOT's budget in fiscal year 2004-2005 (ending June 30, 2005) was just over \$1.6 billion. This budget is supported by state revenue sources such as the current 21.4 cent-per-gallon gas tax, the 18.4 cent-per-gallon tax on diesel fuel, and the \$24 vehicle registration fee, plus federal funds under TDOT's direct control. Assuming continued population and economic growth, the current state and federal revenue sources are forecasted to total \$69.4 billion over the next 25 years. As discussed, TDOT has identified funding needs amounting to \$85.3 billion. The additional \$15.9 billion needed to reach this target represents an approximately 23 percent increase over currently anticipated funding.

TDOT has a variety of traditional revenue enhancement tools, such as raising the gas and diesel tax, increasing registration fees, and indexing the gas and diesel tax, as well as various forms of innovative financing tools such as tolling, managed lanes, and public/private partnerships. When used strategically, these tools can accelerate project construction without compromising future investments. These tools are just some of the many options under consideration to bridge the revenue gap. Many of these tools would be applicable for both the 25-Year Vision Plan and the 10-Year Strategic Investments Program.

#### **Benefits and Burdens Assessment**

For the growing number of urban and rural poor, those on fixed incomes, and those who have limited transportation options, increased taxes will be more acutely felt than for others who are not poor, not on a fixed income, and who do have transportation options. Without knowing the details and dollar amounts associated with the three traditional revenue enhancement tools, it is difficult to determine which would be the most burdensome on the traditionally underserved. Generally, however, the least burdensome would be a fixed vehicle registration fee. This would be an annual fee, of a known value that could be budgeted for, and would not change for 1 year. The flat tax would be the next least burdensome because it would be a flat per-gallon tax; that is, it would remain the same regardless of the price of a gallon of fuel. The *ad valorem* tax would be the most burdensome because the tax would increase as the price of gas increased. In both cases, the fuel taxes are more burdensome than the registration fee because few have control over their need for gas, and the traditionally underserved lack the financial ability to absorb increases in cost.

## **5.5 Project Evaluation Factors**

Tennessee's transportation programming process is undergoing a fundamental change that will provide greater transparency based on data-driven performance measures and project evaluation criteria. The LRTP Project Evaluation System (PES) is intended to be an unbiased methodology for prioritizing projects that produce an efficient, equitable, and multimodal transportation system. This system affords TDOT the ability to be proactive in developing multimodal projects of the highest performance relative to available funding. The PES should also achieve a higher level of accountability for new transportation projects.

The PES is a methodology for project selection and implementation by which highway and other modal projects are prioritized. Qualified projects are then programmed into the 3-Year Statewide Transportation Plan in an open, publicly responsive, and financially constrained manner. The project development process begins with preliminary needs analyses determined through system planning, goals, and objectives, and the desired performance of the transportation system. System deficiencies and modal needs are identified through performance monitoring and system planning. The multimodal project development phase involves regional and local input and a proactive public involvement process. A preliminary project scoping process begins to study deficiencies and develop project data for possible solutions. The public input and project data are used to determine desired and appropriate candidate projects for solving system deficiencies and modal needs.

Candidate projects are prioritized according to the PES criteria established for each mode. The prioritized list of projects resulting from the PES is used to help guide decisions on which projects to fund in the 3-Year Statewide Transportation Plan. Engineering and transportation planning judgment are imperative for the consideration and inclusion of multimodal projects, transportation demand management strategies, and ITS technology in solving transportation needs along strategic corridors. While candidate projects are evaluated individually, selected projects for the 3-Year Statewide Transportation Plan must fit together in a holistic and practical multimodal framework to create a seamless and efficient overall transportation system.

The recommended PES is a two-tiered approach to project prioritization and project selection. Tier 1 evaluates projects based on technical or quantitative measures that address Guiding Principles 1, 2, 3, and 4. The evaluation measures used for Tier 1 consists of congestion relief, usage/ridership data, accessibility and mobility, economic development opportunities, goods and freight movements, and safety and security. Tier 2 evaluates projects based on more qualitative or subjective measures that address Guiding Principles 5, 6, and 7. The evaluation measures used in Tier 2 are public and community support, environmental considerations, and funding considerations. The quantitative and qualitative measures suggested for each mode are shown in Table 11.

## **Benefits and Burdens Assessment**

Traditionally underserved populations should benefit from the PES because it serves as a system of accountability to temper the influence of politics and special interests in the programming of transportation system improvement projects. It has often been their lack of political and financial power that has marginalized the concerns and needs of the traditionally underserved. Using a

system that includes consideration of criteria based in part on public and community support and environmental considerations should provide greater weight to concerns and desires of the traditionally underserved, and greater opportunities for input and involvement.

## **5.6 Conclusions**

The 25-Year Vision Plan sets an aggressive agenda for TDOT. The plan intends to ensure greater transportation choices, relieve congestion, and protect the environment—all of which have the potential to benefit traditionally underserved populations. The 10-Year Strategic Investments Program is a dynamic vehicle for accelerating funding in needed areas of Tennessee's transportation system, including public transportation. The PES establishes a methodology to prioritize candidate projects after intense scrutiny, including project impacts on traditionally underserved populations. The LRTP, therefore, has the potential to benefit the traditionally underserved, yet the funding options have the potential to be a burden on those same individuals.

For the traditionally underserved, the questions are:

- Where will these investments be made?
- What will be built or provided?
- When will these projects and services be completed?

A statewide plan by definition is a broadly defined plan. Such a plan recognizes system-level concerns and does not have the detail of a MPO plan, or the specificity of an individual project development plan. This can be both positive and negative. Generally, allocating more money for transit would seem to automatically benefit the traditionally underserved, and that most likely is what would occur. However, when, where, and how that money would be spent is not defined; it is the answers to these questions that will determine how beneficial these monies have been to the traditionally underserved. The awareness of the concerns of the traditionally underserved, however, is voiced and underscored in the policies that govern this endeavor.

In accordance with 23 *Code of Federal Regulations*, and to the best of its abilities, TDOT has met the requirements of Section 450.206, Statewide Transportation Planning Process: General Requirements; Section 540.208, Statewide Transportation Planning Process: Factors; Section 450.210, Coordination; Section 450.212, Public Involvement; and Section 450.214, Statewide Transportation Plan.

As part of the analysis, a benefits and burdens assessment was undertaken of the LRTP's Guiding Principles; goals and objectives; key elements of the 25-Year Vision Plan; and 10-Year Strategic Investments Program and Strategic Corridors so that potential beneficial and adverse impacts to the traditionally underserved populations could be identified.

Table 11. Criteria for Multimodal Project Evaluation and Prioritization						
Evaluation Measure	Highway	Transit	Bicycle/Pedestrian	Rail	Aviation	Waterways
<b>Congestion Relief, Ridership, and Usage</b>	<ul style="list-style-type: none"> <li>Level of current and future congestion (traffic volume)</li> </ul>	<ul style="list-style-type: none"> <li>Existing and potential annual ridership per capita</li> </ul>	<ul style="list-style-type: none"> <li>High probability of usage or contribution to providing viable modal choices</li> </ul>	<ul style="list-style-type: none"> <li>Rail usage/number of rail carloads</li> </ul>	<ul style="list-style-type: none"> <li>Number of based aircraft</li> </ul>	<ul style="list-style-type: none"> <li>Enhancement of intermodal access</li> </ul>
<b>Access and Mobility</b>	<ul style="list-style-type: none"> <li>Improvement to route continuity</li> <li>Enhancement of intermodal access</li> <li>Service to major attractors and generators</li> </ul>	<ul style="list-style-type: none"> <li>Number of route miles of service provided, hours, and frequency of service</li> <li>Capacity for new riders including elderly and disabled</li> <li>Convenience and quality of travel</li> <li>Improvements to route continuity, intermodal access, and proximity to major attractors and generators</li> </ul>	<ul style="list-style-type: none"> <li>Improvements to route continuity and intermodal connectivity</li> <li>Proximity to major attractors and generators such as community centers, schools, parks, and employment and retail centers</li> <li>ADA accessibility enhancements</li> </ul>	<ul style="list-style-type: none"> <li>Tonnage of bulk commodities/products shipped per month</li> <li>Improvement to route continuity</li> <li>Connectivity and intermodal access</li> <li>Identification in Needs Assessment</li> </ul>	<ul style="list-style-type: none"> <li>Enhancement of intermodal access</li> <li>Identification in Airport Layout Plan</li> </ul>	
<b>Economic Opportunity</b>	<ul style="list-style-type: none"> <li>County seat connections</li> </ul>	<ul style="list-style-type: none"> <li>Access to/from major population areas to employment centers</li> </ul>	<ul style="list-style-type: none"> <li>State tourism and land-use redevelopment potential, visitor interest and activity</li> </ul>	<ul style="list-style-type: none"> <li>Number of manufacturers and shippers served</li> </ul>	<ul style="list-style-type: none"> <li>High unemployment area</li> </ul>	<ul style="list-style-type: none"> <li>Increase to channel depth</li> </ul>
<b>Goods and Freight Movements</b>	<ul style="list-style-type: none"> <li>High population growth or high unemployment areas</li> <li>Connectivity and access to major population, employment, and manufacturing/industrial centers</li> <li>Amount of freight movement and percentage of trucks</li> <li>Potential for new job creation/retention</li> </ul>	<ul style="list-style-type: none"> <li>High population growth or high unemployment area</li> <li>Encouragement of higher density development and local objectives for land use policies</li> <li>Redevelopment potential to enhance/create/retain jobs</li> </ul>	<ul style="list-style-type: none"> <li>Connectivity to major population and employment centers</li> <li>Benefit to underserved populations and locations</li> <li>Potential for enhancement of local economies (e.g., bicycle shops, new cafes, and local programs)</li> </ul>	<ul style="list-style-type: none"> <li>Diversion from trucks</li> <li>Partnerships with development agencies</li> <li>Potential for new job creation/retention with priority to high unemployment areas</li> </ul>	<ul style="list-style-type: none"> <li>Economically depressed counties</li> <li>Proximity to major population and employment centers</li> <li>Potential for new job creation/retention with priority to high unemployment areas</li> </ul>	<ul style="list-style-type: none"> <li>Lock capacity and efficiency</li> <li>Tonnage of freight movement</li> <li>Number of barges</li> <li>Potential for new job creation/retention with priority to high unemployment areas</li> </ul>
<b>Safety and Security</b>	<ul style="list-style-type: none"> <li>Improvements to geometric deficiencies such as horizontal and vertical alignment, narrow lanes, and shoulders</li> <li>Potential to reduce crash rate and severity</li> </ul>	<ul style="list-style-type: none"> <li>Safer environment for transit passengers and employees</li> <li>Potential reduction of injuries and fatalities</li> <li>Reliability of vehicle fleet</li> </ul>	<ul style="list-style-type: none"> <li>Gap and barrier mitigation</li> <li>Improvement to geometric deficiencies such as narrow lanes or lack of shoulders</li> <li>Potential to reduce crash rate and severity</li> </ul>	<ul style="list-style-type: none"> <li>Improvements to interface of rail and other modes</li> <li>Improvements to track or bridge conditions</li> </ul>	<ul style="list-style-type: none"> <li>State license</li> <li>Rules and regulations</li> <li>Compliance controls</li> <li>Emergency services</li> </ul>	<ul style="list-style-type: none"> <li>Dam and lock modernization</li> </ul>
<b>Public and Community Support</b>	<ul style="list-style-type: none"> <li>Adherence to local land use plans, major thoroughfare plans, corridor studies, master plans, regional and local long-range plans or modal plans.</li> <li>Local official and overall community support and continuity with local goals and initiatives.</li> <li>Consistency with transportation demand management programs, congestion management systems, intelligent transportation systems, and access management plans.</li> </ul>					
<b>Environmental Impacts</b>	<ul style="list-style-type: none"> <li>Impacts to neighborhoods, communities, and historic and archaeological sites.</li> <li>Reduction or mitigation of impacts on wetlands, watersheds, ecosystems, air quality and water quality.</li> </ul>					
<b>Funding Considerations</b>	<ul style="list-style-type: none"> <li>Adhere to fiscal responsibilities, financial feasibility, efficiency, project readiness, and long-term economic impacts.</li> <li>Geographic balance (rural/urban) for statewide distribution of funds.</li> <li>Build on public/private partnerships.</li> <li>Use jurisdictional and interagency cooperation and local and private contributions.</li> </ul>					

**Appendix A**

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**Governing Regulations**

## Appendix A

# Governing Regulations

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### Introduction

The information shown below provides specific definitions and requirements under various federal laws, regulations, or Executive Orders pertaining to underserved populations. The key distinctions between the definitions of the populations discussed are:

- *Executive Order 12898, Federal Actions to Address Environmental Justice in Minority Populations and Low-Income Populations*, requirements pertain only to minority and low-income populations (as defined by U.S. Department of Health and Human Services poverty standards).
- *Executive Order 13166, Improving Access to Services for Persons with Limited English Proficiency*, improves access for persons with limited English proficiency.
- The *Civil Rights Act of 1964, Title VI*, prohibits discrimination based on race, color, or national origin.
- The *Age Discrimination Act of 1975* prohibits discrimination based on age.
- The *Americans with Disabilities Act of 1990* prohibits discrimination based on disabilities.

No federal requirements are established that apply to people with low literacy or who occupy units with no vehicles.

### Governing Regulations and Requirements

*Executive Order 12898, Federal Actions to Address Environmental Justice in Minority Populations and Low-Income Populations*, and the *U.S. Department of Transportation Order on Environmental Justice* address persons belonging to any of the following groups:

- **Black.** A person having origins in any of the black racial groups of Africa.
- **Hispanic.** A person of Mexican, Puerto Rican, Cuban, Central or South American, or other Spanish culture or origin, regardless of race.
- **Asian American.** A person having origins in any of the original peoples of the Far East, Southeast Asia, the Indian subcontinent, or the Pacific Islands.
- **American Indian and Alaskan Native.** A person having origins in any of the original people of North America and who maintains cultural identification through tribal affiliation or community recognition.
- **Low-income.** A person whose household income (or in the case of a community or group, whose median household income) is at or below the U.S. Department of Health and Human Services poverty guidelines. In 1999, the U.S. Department of Health and Human Services poverty guidelines for a family of three, the approximate average size of a Tennessee family, was \$13,880.

The three fundamental environmental justice principles are:

- To avoid, minimize, or mitigate disproportionately high and adverse human health and environmental effects, including social and economic effects, on minority populations and low-income populations.
- To ensure the full and fair participation by all potentially affected communities in the transportation decision-making process.
- To prevent the denial of, reduction in, or significant delay in the receipt of benefits by minority and low-income populations.

*Executive Order 13166, Improving Access to Services for Persons with Limited English Proficiency*, requires federal agencies to examine the services they provide, identify any need for services to those with limited English proficiency, and develop and implement a plan to provide those services so that limited English proficiency persons can have meaningful access to them. The Executive Order also requires federal agencies to work to ensure that recipients of federal financial assistance provide meaningful access to their limited English proficiency applicants and beneficiaries.

The *Civil Rights Act of 1964, Title VI*, addresses nondiscrimination in federally assisted programs. The Act states that “No person in the United States shall, on the ground of race, color, or national origin, be excluded from participation in, be denied the benefits of, or be subjected to discrimination under any program or activity receiving federal financial assistance.”

The *Age Discrimination Act of 1975* prohibits discrimination on the basis of age in programs or activities receiving federal financial assistance. The Act applies to persons of all ages.

The *Americans with Disabilities Act of 1990* states that no qualified individual with a disability shall, by reason of such disability, be excluded from participation in or be denied the benefits of the services, programs, or activities of a public entity, or be subjected to discrimination by any such entity. It requires that state and local governments give people with disabilities an equal opportunity to benefit from all of their programs, services, and activities (for example, public education, employment, transportation, recreation, health care, social services, courts, voting, and town meetings).

The Act gives civil rights protection to individuals with disabilities similar to those provided to individuals on the basis of race, color, sex, national origin, age, and religion. It guarantees equal opportunity for individuals with disabilities in public accommodations, employment, transportation, state and local government services, and telecommunications.

State and local governments are required to follow specific architectural standards in the new construction and alteration of their buildings. They also must relocate programs or otherwise provide access in inaccessible older buildings and communicate effectively with people who have hearing, vision, or speech disabilities.

The *Rehabilitation Act of 1973, Section 504*, states that no qualified handicapped person shall, solely by reason of his handicap, be excluded from participation in, be denied the benefits of, or be subjected to discrimination under any program or activity that receives or benefits from Federal financial assistance. The handicap can be physical or mental.

**Appendix B**

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# **Preliminary Demographics**

## Appendix B

# Preliminary Demographics

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### Introduction

The sections below present the findings of the 1920–2000 U.S. Census, the Tennessee Department of Health projections for 2001–2020, and the University of Tennessee Center for Business and Economic Research projections for 2005–2025; also included is a review of National Institute for Literacy data. Counties with the highest concentrations of all populations are noted, as is information about populations by development districts or Regional Working Groups (RWG).

A review of the data by county was conducted to determine population levels, locations of population concentrations, and trends in population growth. Emphasis was placed on identifying minority populations (Blacks, Hispanics, Asian Americans/Pacific Islanders, and American Indians/Alaskan Natives), low-income populations, disabled populations, elderly populations, those occupying units with no vehicles, populations where English was not spoken in the home, and low literacy populations.

### Tennessee Demographics

Tennessee has experienced steady population growth over the past 80 years, as shown in Figure B-1. The state's population has increased steadily, from approximately 2.3 million in 1920 to approximately 5.7 million in 2000. This trend is projected to continue through 2020, with the state's population expected to reach 6.2 million by 2010 and 6.7 million by 2020.

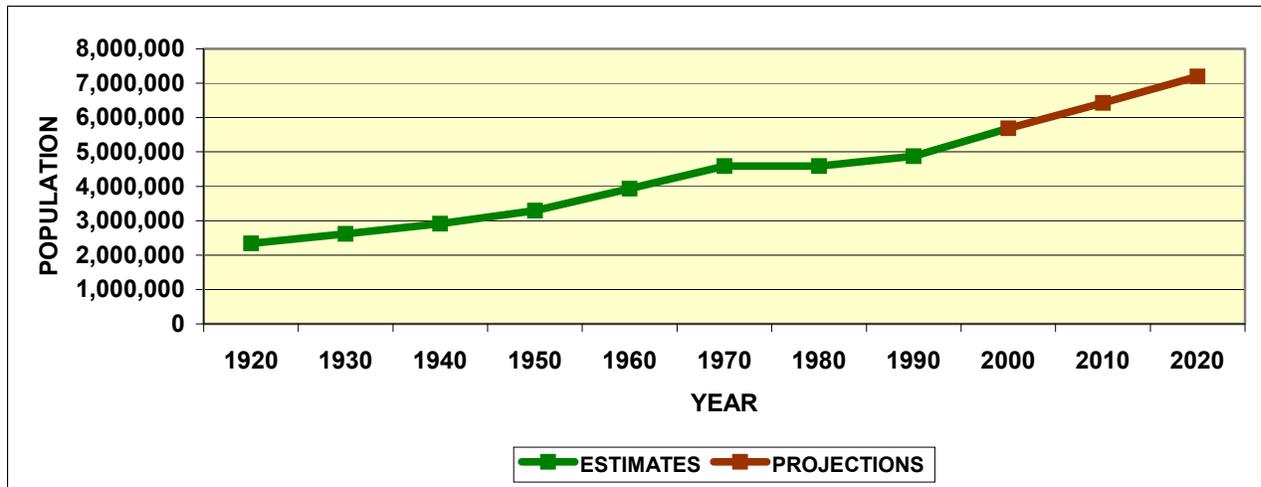
Between 1990 and 2000, Tennessee's population increased by 16.7 percent, from 4,877,185 to 5,689,283. In comparison, the state's Black population increased 19.9 percent, Hispanic population increased 278.2 percent, Asian American/Pacific Islander population increased 84.9 percent, American Indian/Alaskan Native population increased 50.9 percent, low-income population increased 0.2 percent, disabled population 65 years old and older increased 127.6 percent, elderly population increased 13.7 percent, occupied units with no vehicles decreased 5.2 percent, and those not speaking English at home increased 95.0 percent

Between 1990 and 2000, population concentrations remained relatively stable, as shown in Figures B-2 and B-3. The four counties with the largest populations were:

- RWG 1: Shelby increased from 826,330 to 897,472.
- RWG 4: Davidson increased from 510,784 to 569,891.
- RWG 8: Knox increased from 335,749 to 382,032.
- RWG 7: Hamilton increased from 285,536 to 307,896.

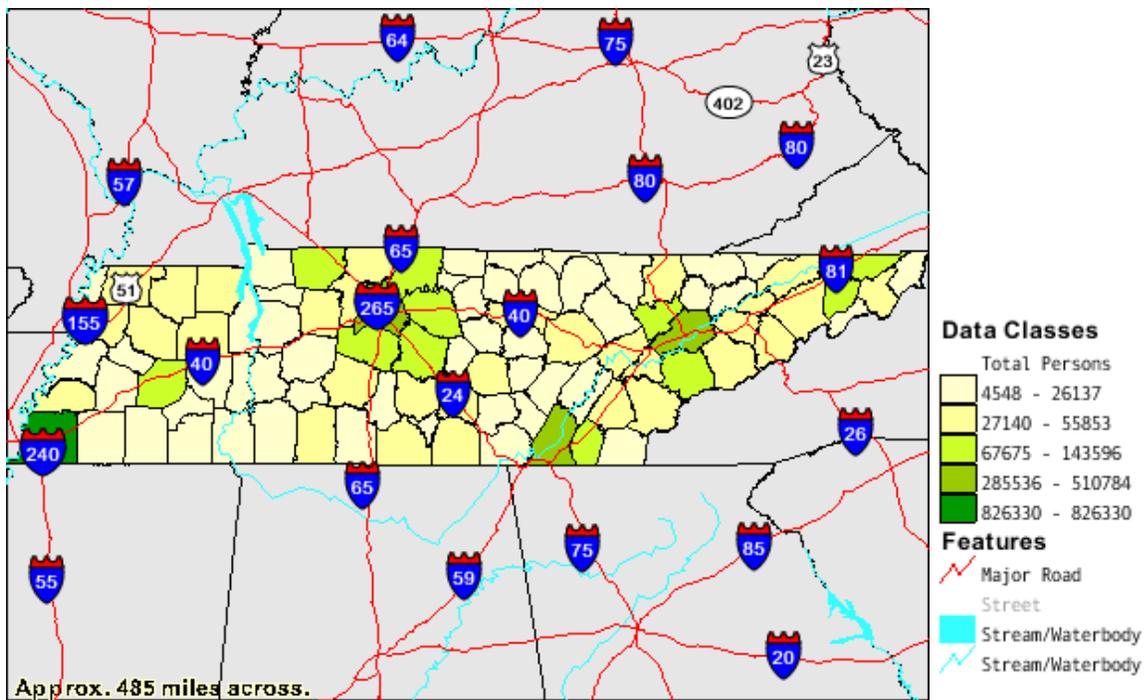
In 2000, these four counties had a combined population of 2,157,291, or 37.9 percent of the state's population. In those four counties, the major population influences were the cities of Memphis (RWG 1), Nashville (RWG 4), Knoxville (RWG 8), and Chattanooga (RWG 7).

Figure B-1. Tennessee Population Changes: 1920 to 2020



Source: 1920–2000 U.S. Census and Tennessee Department of Health (2010 and 2020)

Figure B-2. Locations of Population by County in 1990

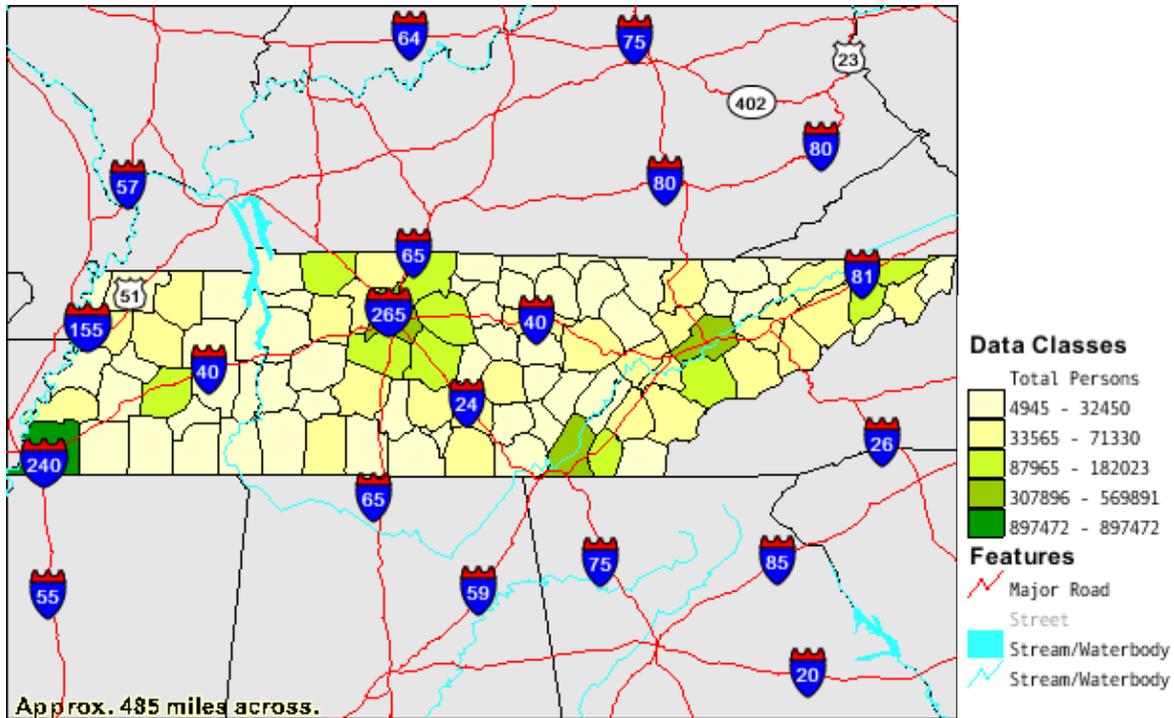


Source: 1990 U.S. Census

In 2000, Memphis was the largest city in Tennessee. With a population of 650,100, it had a larger population than 94 of the 95 counties in the state. Nashville was Tennessee’s second largest city, with a population of 545,524; it was larger than 93 of the 95 counties in the state. Although Knoxville and Chattanooga were the state’s third and fourth largest cities, respectively, they were both considerably smaller than either Memphis or Nashville. Knoxville had a population of 173,890, and Chattanooga had a population of 155,554. By themselves, the state’s

four largest cities had a combined population of 1,525,068, or 26.8 percent of the state's population.

**Figure B-3. Locations of Population by County in 2000**

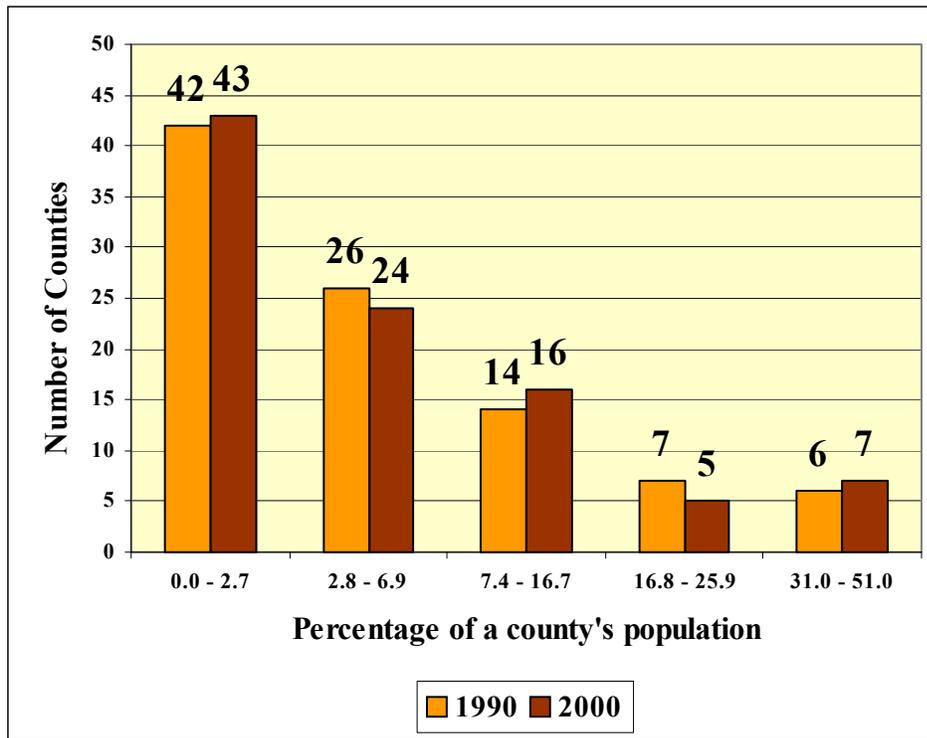


Source: 2000 U.S. Census

## Black Population

In 1990, Tennessee's 778,035 Blacks represented 16.0 percent of the state's population. By 2000, the number of Blacks had increased to 932,809 and represented 16.4 percent of the state's population. Between 1990 and 2000, Blacks as a percentage of the population decreased in 59 counties, remained the same in 4 counties, and increased in 32 counties. While the state's Black population increased numerically, it did not substantially change as a percentage of the population in each county, as shown in Figure B-4. Projections by the Tennessee Department of Health show Tennessee's Black population increasing to 1,065,309 by 2010 and 1,181,220 by 2020. Projections also show Shelby County continuing to have the state's largest Black population.

**Figure B-4. Changes in the Black Population: 1990 to 2000**

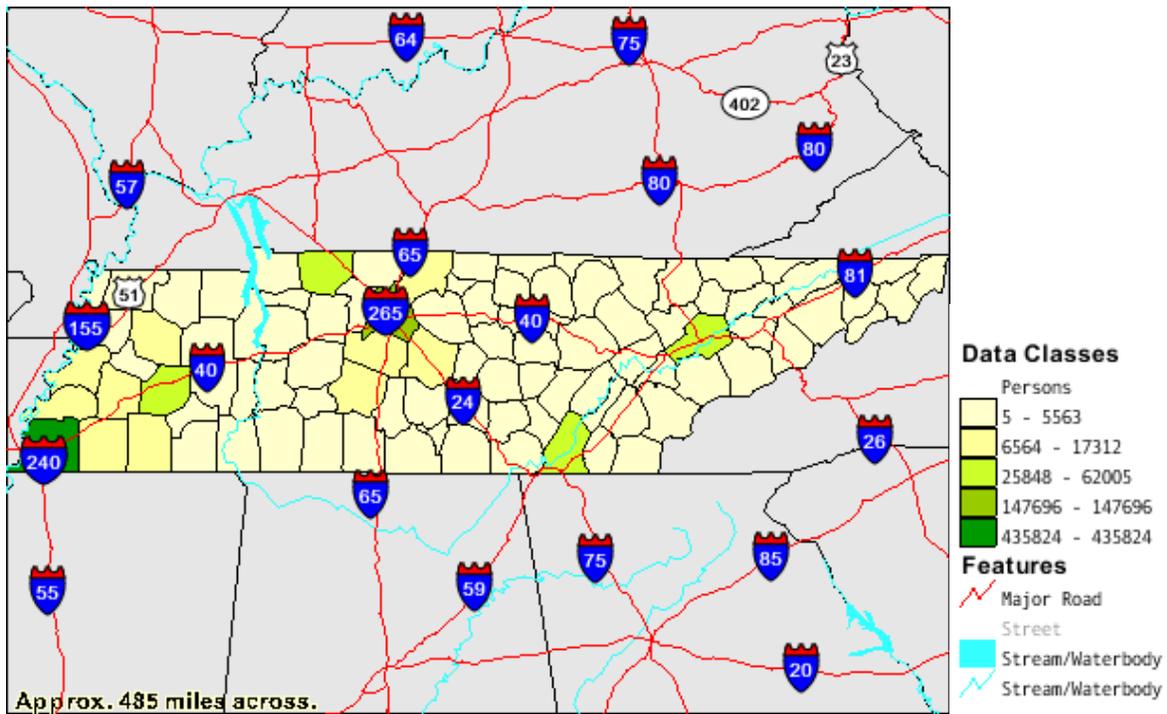


Source: 1990 and 2000 U.S. Census

In 2000, the state's Black population was concentrated in six counties: Shelby (RWG 1), and to a much lesser extent, in Davidson (RWG 4), Hamilton (RWG 7), Knox (RWG 8), Madison (RWG 3), and Montgomery (RWG 4), as shown in Figure B-5. Together, these six counties had a Black population of 734,170 and accounted for 78.7 percent of the state's Black population. By comparison, the combined Black population of the other 89 counties was 198,639.

By itself, Shelby County's Black population of 435,824 accounted for 46.7 percent of all Blacks in Tennessee. In Shelby County, in the city of Memphis, the Black population was 399,208 and accounted for 42.8 percent of the state's Black population. Following Shelby County, there was an order of magnitude drop in the size of the Black population in Davidson County (147,696) and a further order of magnitude drop in the size of the Black populations in Hamilton County (62,005), Knox County (32,987), Madison County (29,810), and Montgomery County (25,848). Black populations in the next 10 counties ranged from 6,564 to 17,312. Black populations in the remaining 79 counties ranged from 5 to 5,563.

**Figure B-5. Locations of Black Populations by County in 2000**

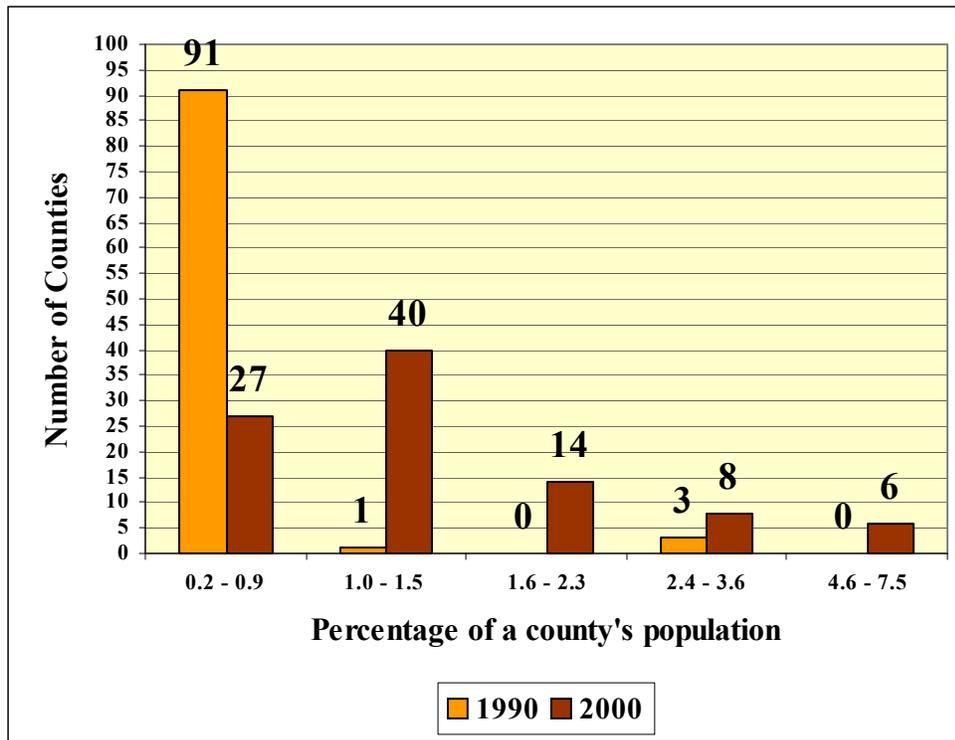


Source: 2000 U.S. Census

## Hispanic Population

In 1990, the 32,741 Hispanics in Tennessee accounted for 0.7 percent of the state's population. By 2000, the number of Hispanics had increased to 123,838 and accounted for 2.2 percent of the state's population. Between 1990 and 2000, Hispanics as a percentage of the population decreased in 5 counties, remained the same in none of the counties, and increased in 90 counties. The state's Hispanic population increased not only numerically, but also as a percentage of the population in most counties, as shown in Figure B-6. The Tennessee Department of Health projects that the Hispanic population in the state will reach 228,846 by 2010 and 334,721 by 2020.

Figure B-6. Changes in the Hispanic Population: 1990 to 2000

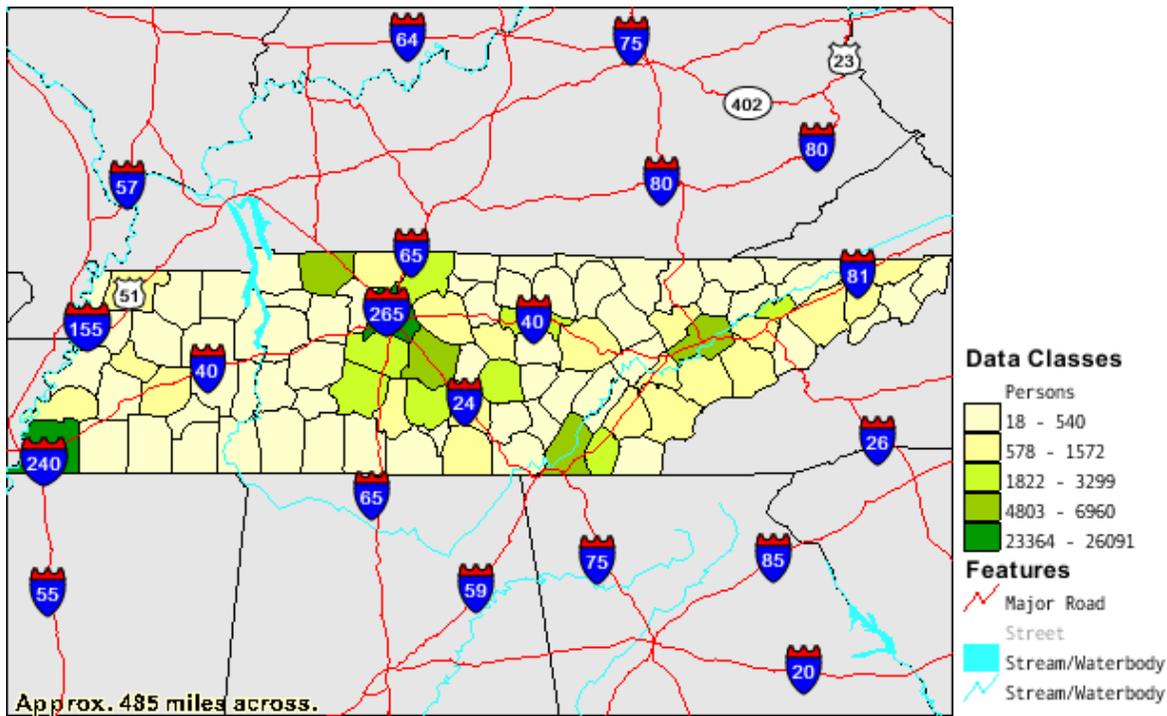


Source: 1990 and 2000 U.S. Census

In 2000, the state’s Hispanic population was concentrated in six counties: Davidson (RWG 4) and Shelby (RWG 1), and to a much lesser extent, Montgomery (RWG 4), Hamilton (RWG 7), Rutherford (RWG 4), and Knox (RWG 8), as shown in Figure B-7. Together, these six counties had a Hispanic population of 71,764 and accounted for 57.9 percent of the state’s Hispanic population. By comparison, the combined Hispanic population of the other 89 counties was 52,074.

Together, Davidson County’s and Shelby County’s Hispanic populations of 26,091 and 23,364, respectively, accounted for 39.9 percent of all Hispanics in Tennessee. In Davidson County, Hispanics in Nashville accounted for 20.8 percent of the state’s Hispanic population. Likewise, in Shelby County, Hispanics in Memphis accounted for 15.6 percent of the state’s Hispanic population. Following Davidson and Shelby, there was an order of magnitude drop in the size of the Hispanic populations in Montgomery County (6,960), Hamilton County (5,481), Rutherford County (5,065), and Knox County (4,803). Hispanic populations in the next eight counties ranged from 1,822 to 3,299, and Hispanic populations in the next 21 counties ranged from 578 to 1,572. Hispanic populations in the remaining 60 counties ranged from 18 to 540.

**Figure B-7. Locations of Hispanic Populations by County in 2000**

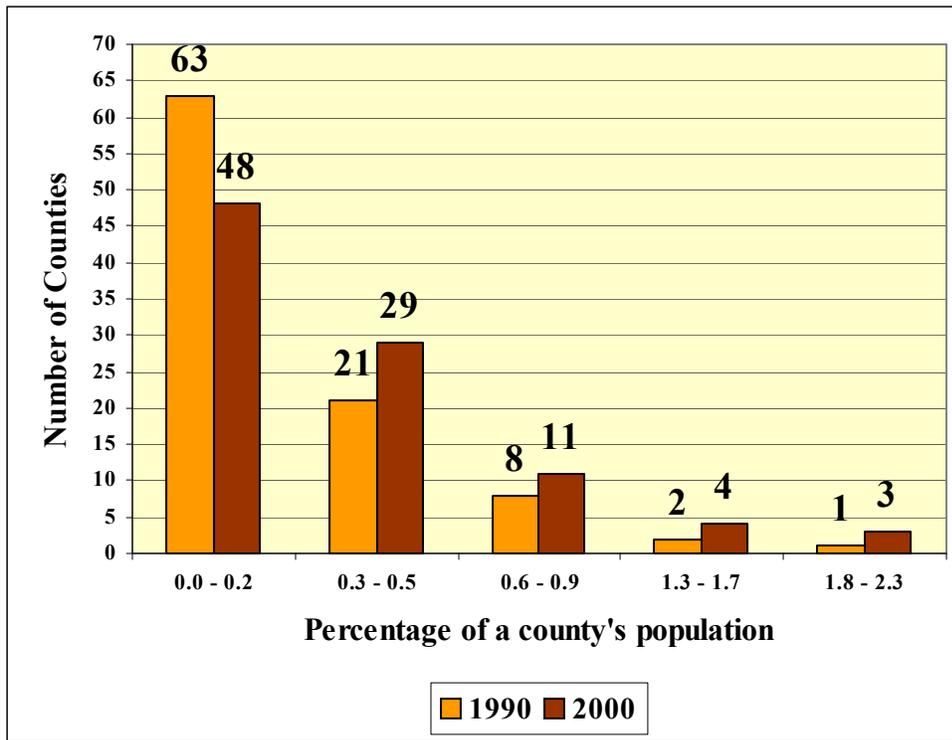


Source: 2000 U.S. Census

### Asian American/Pacific Islander Population

In 1990, the 31,839 Asian Americans/Pacific Islanders in Tennessee accounted for 0.7 percent of the state's population. By 2000, the Asian American/Pacific Islander population had increased to 58,867 and accounted for 1.0 percent of the state's population. While the 1990 Census examined Asian Americans and Pacific Islanders as one population, the 2000 Census separated Asian Americans and Pacific Islanders into two distinct populations. In 2000, the 56,662 Asian Americans accounted for 1.0 percent of the state's population, and the 2,205 Pacific Islanders accounted for less than 0.1 percent of the state's population. Between 1990 and 2000, the Asian American/Pacific Islander population as a percentage of the population decreased in 5 counties, remained the same in 21 counties, and increased in 69 counties. The state's Asian American/Pacific Islander population increased not only in numbers, but also as a percentage of the population in most counties, as shown in Figure B-8. The Tennessee Department of Health did not provide 2010 or 2020 projections for either Asian American or Pacific Islander populations.

**Figure B-8. Changes in the Asian American Population: 1990 Versus 2000**



Source: 1990 and 2000 U.S. Census

Because 2000 Census thematic maps were provided for both distinct populations, they are discussed individually.

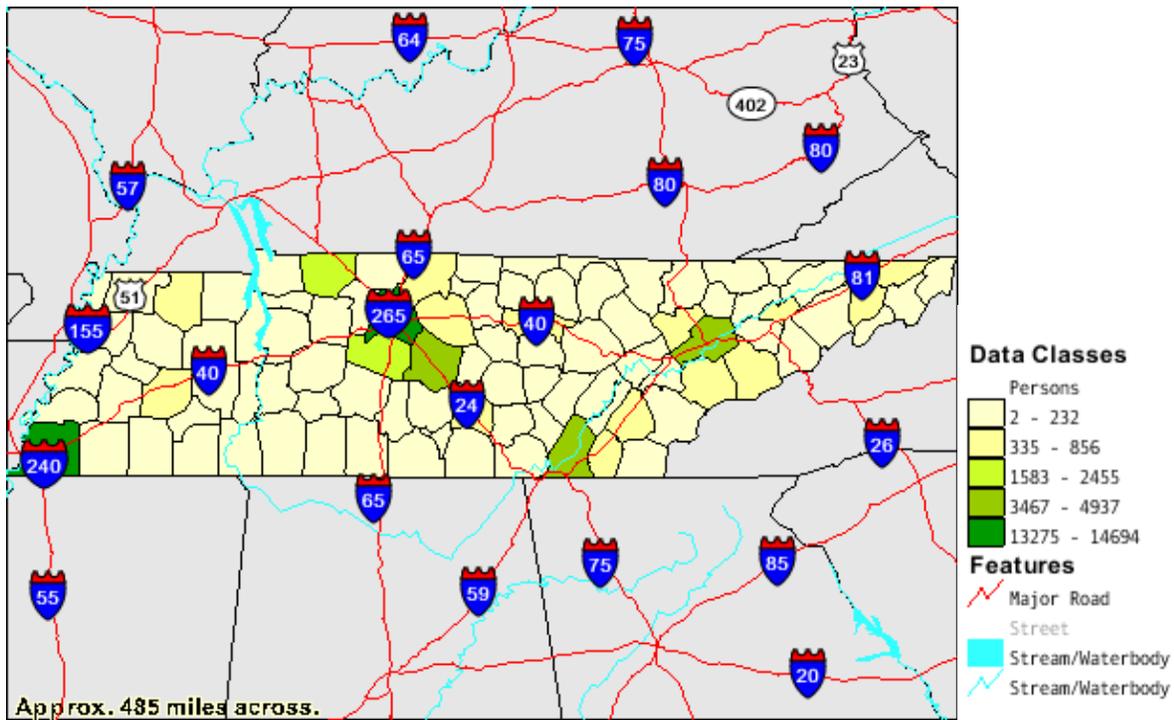
In 2000, the state's Asian American population was concentrated in five counties, as shown in Figure B-9. These counties were:

- RWG 1: Shelby (14,694)
- RWG 4: Davidson (13,275) and Rutherford (3,467)
- RWG 7: Hamilton (3,924)
- RWG 8: Knox (4,937)

Together, these five counties had an Asian American population of 40,297 and accounted for 71.1 percent of the state's Asian American population. By comparison, the combined Asian American populations of the other 90 counties were 16,365.

Together, Shelby County's and Davidson County's Asian American populations accounted for 49.3 percent of all Asian Americans in Tennessee. In Shelby County, Memphis had 9,482 Asian Americans, which accounted for 16.7 percent of the state's Asian American population. Likewise, in Davidson County, Nashville had 12,992 Asian Americans, which accounted for 22.9 percent of the state's Asian American population. Asian American populations in the next 90 counties ranged from 2 to 2,455.

**Figure B-9. Locations of Asian American Population in 2000**



Source: 2000 U.S. Census

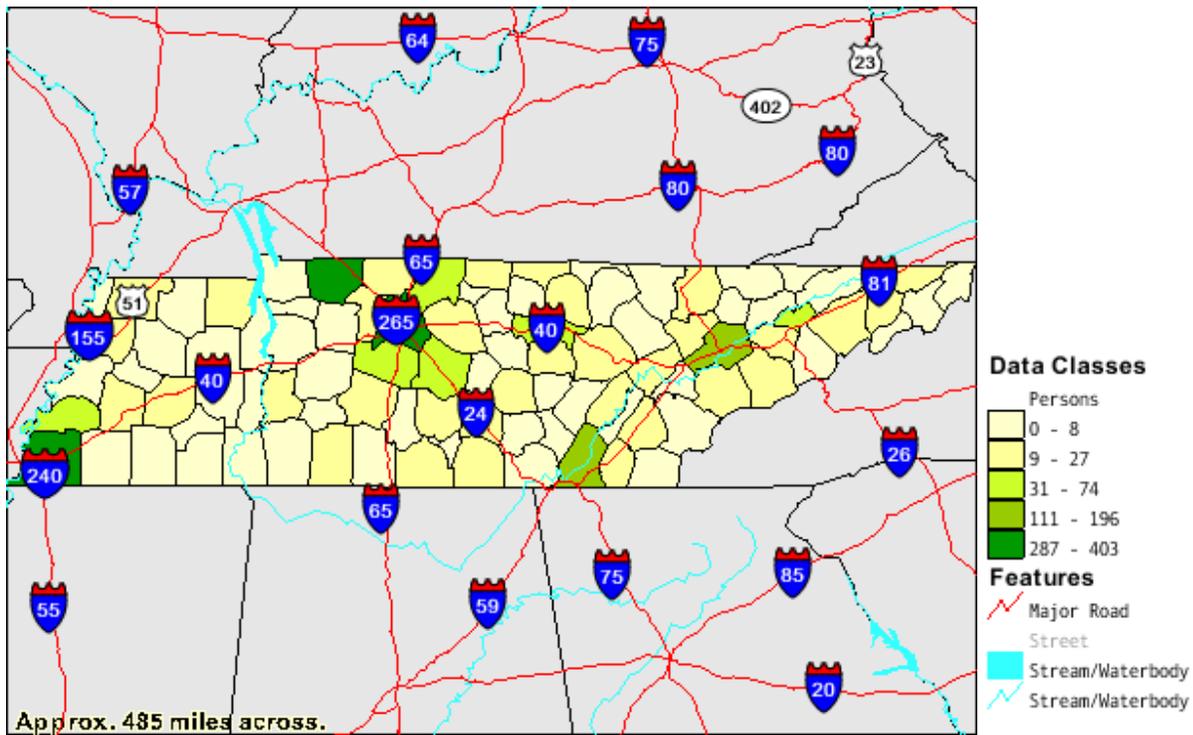
In 2000, the state's Pacific Islander population was concentrated in five counties, as shown in Figure B-10. These counties were:

- RWG 1: Shelby (334)
- RWG 4: Davidson (403) and Montgomery (287)
- RWG 7: Hamilton (196)
- RWG 8: Knox (111)

Together, these five counties had a Pacific Islander population of 1,331 and accounted for 60.4 percent of the state's Pacific Islander population. By comparison, the combined Pacific Islander populations of the other 90 counties were 874.

Together, Davidson County's and Shelby County's Pacific Islander populations accounted for 33.4 percent of all Pacific Islanders in Tennessee. In Davidson County, Nashville had 400 Pacific Islanders, which accounted for 18.1 percent of the state's Pacific Islander population. Likewise, in Shelby County, Memphis had 239 Pacific Islanders, which accounted for 10.8 percent of the state's Pacific Islander population. Pacific Islander populations in the next 90 counties ranged from zero to 74.

**Figure B-10. Locations of Pacific Islander Population in 2000**

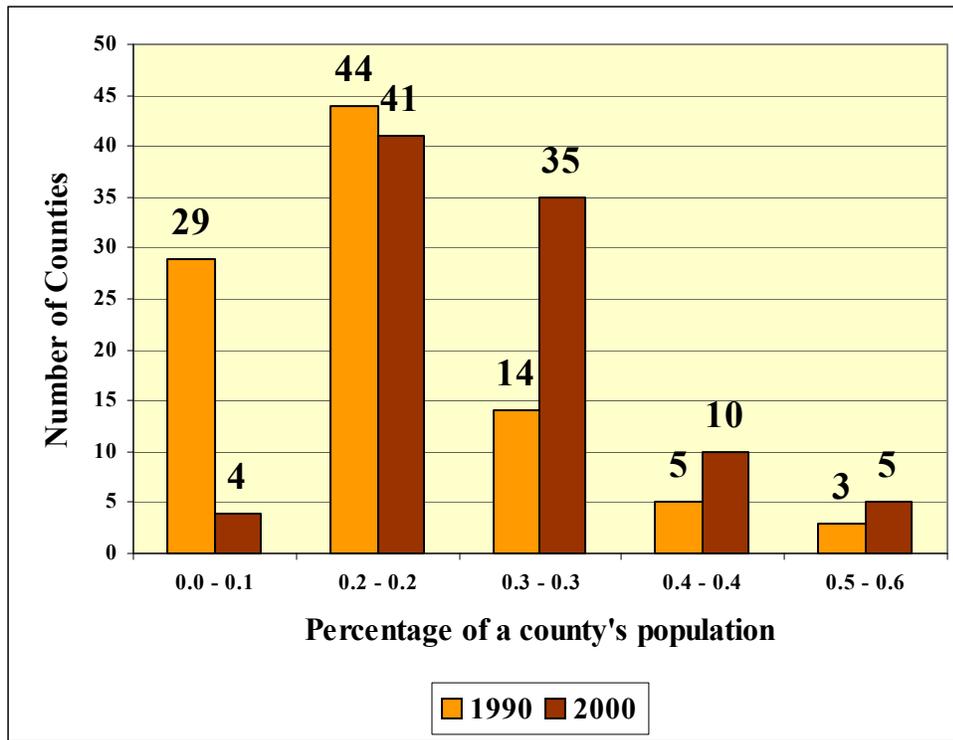


Source: 2000 U.S. Census

### American Indian/Alaskan Native Populations

In 1990, the 10,039 American Indians/Alaskan Natives in Tennessee accounted for 0.2 percent of the state's population. By 2000, this population had increased to 15,152, or 0.3 percent of the state's population. Between 1990 and 2000, the American Indian/Alaskan Native population as a percentage of the population decreased in 10 counties, remained the same in 31 counties, and increased in 54 counties. The state's American Indian/Alaskan Native population increased not only numerically, but also as a percentage of the population in most counties, as shown in Figure B-11. The Tennessee Department of Health did not provide 2010 or 2020 projections for American Indian/Alaskan Native populations.

**Figure B-11. Changes in the American Indian/Alaskan Native Population: 1990 Versus 2000**

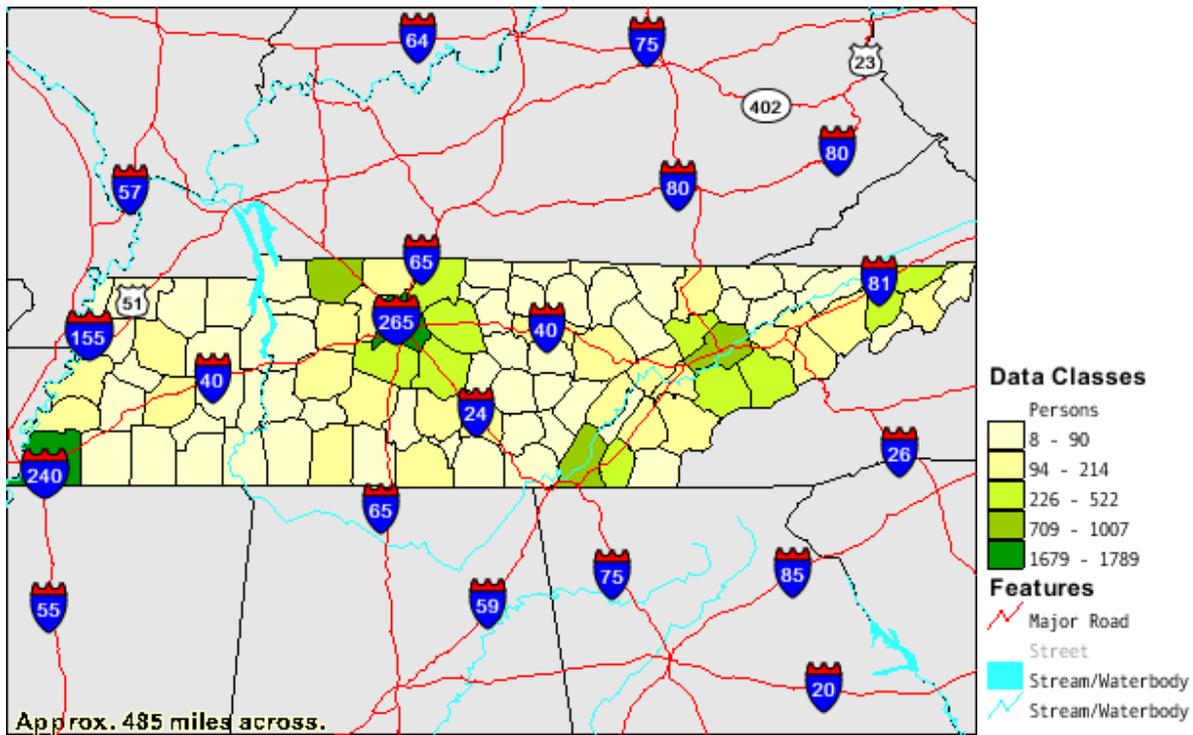


Source: 1990 and 2000 U.S. Census

In 2000, the state’s American Indian/Alaskan Native population was concentrated in five counties: Shelby (RWG 1) and Davidson (RWG 4), and to a lesser extent, Knox (RWG 8), Hamilton (RWG 7), and Montgomery (RWG 4), as shown in Figure B-12. Together, these five counties had an American Indian/Alaskan Native population of 6,084 and accounted for 40.2 percent of the state’s American Indian/Alaskan Native population. By comparison, the combined American Indian/Alaskan Native population of the other 90 counties was 9,068.

Together, Shelby County’s and Davidson County’s American Indian/Alaskan Native populations of 1,789 and 1,679, respectively, accounted for 22.9 percent of all American Indians/Alaska Natives in Tennessee. In Shelby County, the American Indian/Alaskan Native population in Memphis (1,217) accounted for 8.0 percent of the state’s American Indian/Alaskan Native population. Likewise, in Davidson County, the American Indian/Alaskan Native population in Nashville (1,639) accounted for 10.8 percent of the state’s American Indian/Alaskan Native population. Following Shelby and Davidson counties were Knox (1,007), Hamilton (900), and Montgomery (709). American Indian/Alaskan Native populations in the next 10 counties ranged from 226 to 522, and American Indian/Alaskan Native populations in the next 26 counties ranged from 94 to 214. American Indian/Alaskan Native populations in the remaining 54 counties ranged from 8 to 90.

**Figure B-12. Locations of American Indian/Alaskan Native Population in 2000**



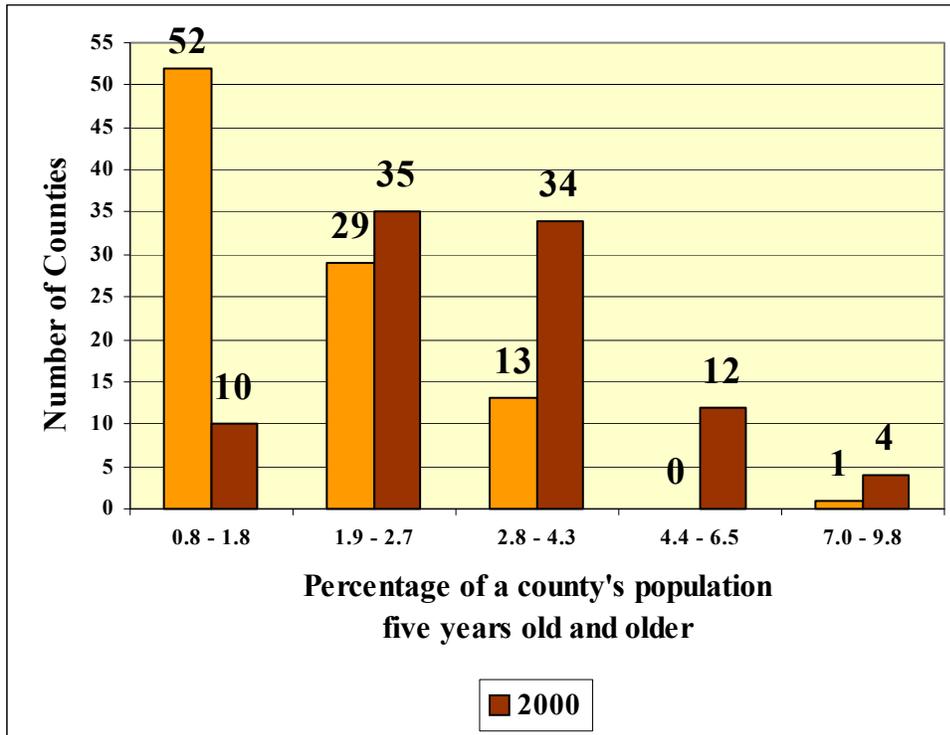
Source: 2000 U.S. Census

### Limited English Proficiency Populations

Both the 1990 Census and the 2000 Census examined languages spoken at home for those 5 years and older. In 1990, English, Spanish, and Asian or Pacific Island languages were identified; whereas, in the 2000 Census, English, Spanish, other Indo-European languages, and Asian and Pacific Island languages were identified. In 2000, those who spoke English only at home accounted for 95.2 percent of the state's population 5 years and older, while those who spoke Spanish at home accounted for 2.5 percent; those who spoke other Indo-European languages accounted for 1.3 percent; those who spoke Asian or Pacific Island languages accounted for 0.7 percent; and those who spoke other non-English languages accounted for 5.5 percent.

In 1990, 131,550 persons 5 years and older spoke a language other than English at home. This population accounted for 2.9 percent of the state's population 5 years and older. By 2000, this population had increased to 256,516, or 4.8 percent of the state's population 5 years and older. Those who spoke only English at home increased by 124,966, or 95.0 percent. Between 1990 and 2000, those who spoke a language other than English at home as a percentage of the population decreased in 8 counties, remained the same in 3 counties, and increased in 84 counties. The state's population of those 5 years and older who spoke a language other than English increased not only numerically, but also as a percentage of the population in most counties, as shown in Figure B-13.

**Figure B-13. Changes in the Population 5 Years and Older Who Do Not Speak English at Home: 1990 Versus 2000**



Source: 1990 and 2000 Census

In 2000, the state's population 5 years and older that did not speak English at home was concentrated in six counties

- RWG 1: Shelby (54,280)
- RWG 4: Davidson (52,297), Montgomery (10,431), and Rutherford (9,898)
- RWG 7: Hamilton (14,630)
- RWG 8: Knox (15,933)

In each of these six counties, the non-English language most frequently spoken at home by those 5 years and older was Spanish.

Spanish was the non-English language most frequently spoken at home in 87 of the state's 95 counties. Indo-European languages were the most frequently non-English languages spoken at home in seven counties including:

- RWG 4: Humpreys (167)
- RWG 5: Lawrence (909), Moore (25), and Perry (58)
- RWG 6: Cumberland (749) and Pickett (49)
- RWG 7: Meigs (168)

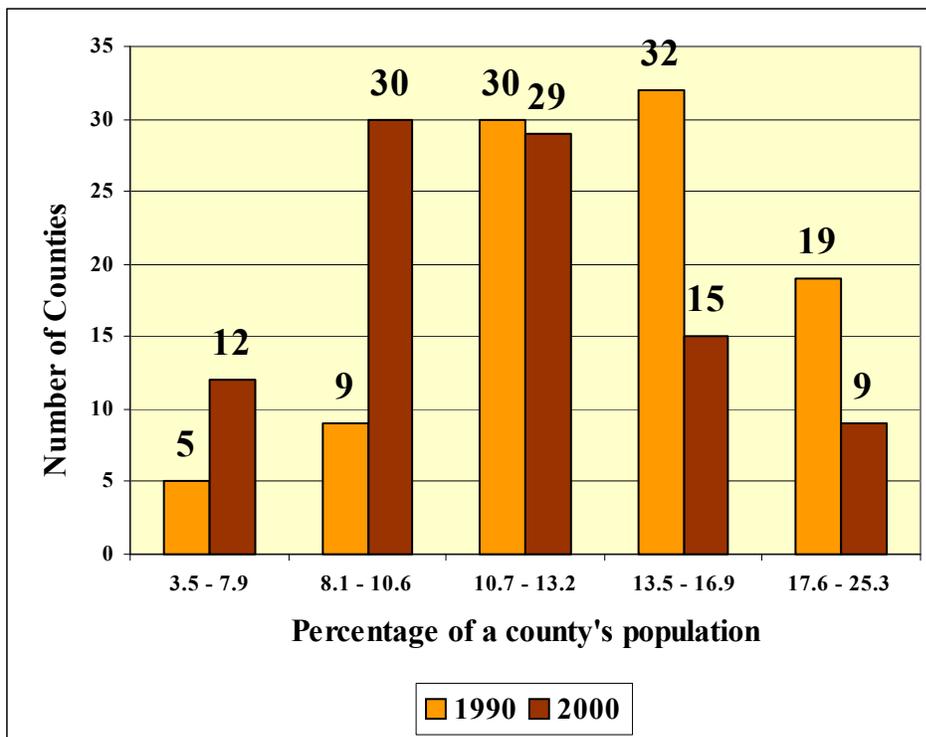
Asian languages were the most frequently non-English languages spoken in only Stewart County (152) (RWG 4). In the remaining four counties, the non-English language most frequently spoken was not Spanish, Indo-European, or Asian.

In 2000, among non-English languages spoken in homes by those 5 years and older, Spanish was spoken by 134,320 people; whereas, other Indo-European languages were spoken by 68,933 people, Asian languages were spoken by 39,684 people, and other non-English languages were spoken by 14,003 people.

### Low-Income Population

In 1999, the year in which income information was collected for the 2000 Census, the average family size in Tennessee was 2.99 members. The U.S. Census poverty weighted average threshold for a family of that size was \$13,266. For the purpose of this analysis, low-income populations are defined as individuals living below the poverty level by the 1990 and 2000 Census. In 1990, 744,941 individuals were living below the poverty level, or 15.7 percent of those for whom poverty status was determined. By 2000, the number living below the poverty level had increased to 746,789, or 13.5 percent of those for whom poverty status was determined. Between 1990 and 2000, individuals living below the poverty level as a percentage of all individuals decreased in 89 counties, remained the same in 1 county, and increased in 5 counties. The state's low-income population increased numerically but decreased as a percentage of the population in most counties, as shown in Figure B-14.

**Figure B-14. Changes in Families Below the Poverty Level: 1990 Versus 2000**



Source: 1990 and 2000 U.S. Census

In 2000, the state's low-income individuals were concentrated in five counties: Shelby (RWG 1) and Davidson (RWG 4), and to a lesser extent, Knox (RWG 8), Hamilton (RWG 7), and Sullivan (RWG 9). Together, these five counties included 313,691 low-income individuals, or 42.0 percent of those individuals living below the poverty level. In comparison, the other 90 counties combined included 433,098 low-income individuals.

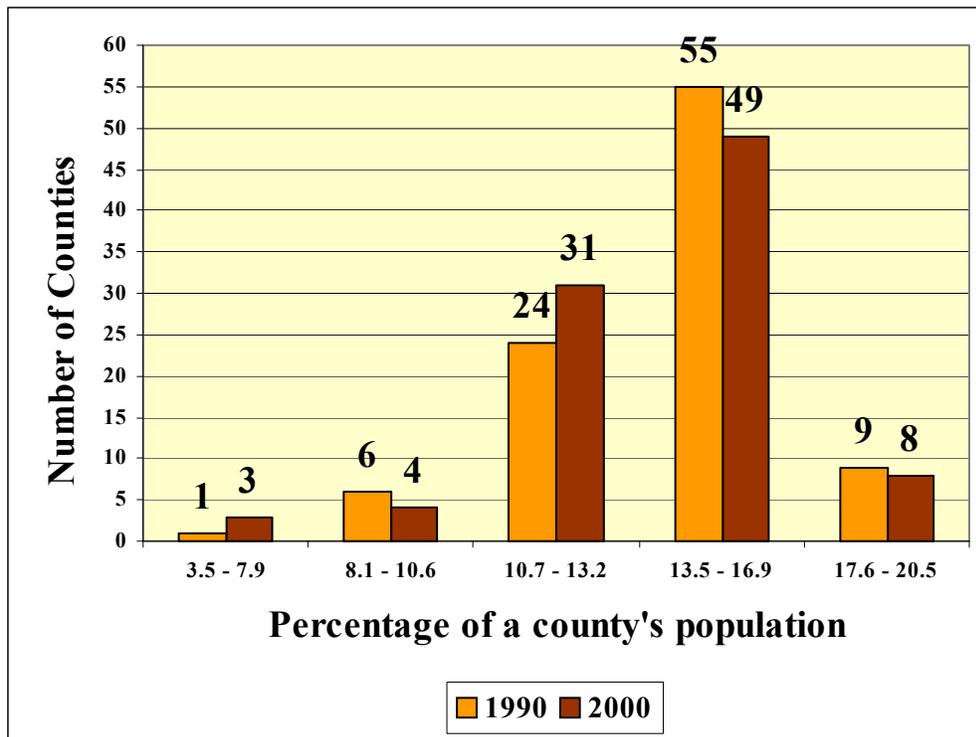
Together, the number of low-income individuals in Shelby (140,398) and Davidson (70,960) counties accounted for 28.3 percent of the low-income individuals. In Shelby County in Memphis, there were 130,009 low-income individuals, or 17.4 percent of the state's low-income individuals. Likewise, in Davidson County in Nashville, there were 69,247 low-income individuals, or 9.3 percent of the state's low-income individuals. Following Shelby and Davidson counties were Knox (46,572), Hamilton (36,308), and Sullivan (19,453).

There were nine counties where low-income individuals as a percentage of a county's population ranged from 20.2 to 29.4 percent:

- RWG 2: Lake (23.6 percent; 1,339)
- RWG 6: Fentress (23.1 percent; 3,788)
- RWG 7: Grundy (25.8 percent; 3,650)
- RWG 8: Campbell (22.8 percent; 8,975), Claiborne (22.6 percent; 6,634 ), Coker (22.5 percent; 7,452), and Scott (20.2 percent; 4,226 )
- RWG 9: Hancock (29.4 percent; 1,933) and Johnson (22.6 percent; 3,610)

### **Elderly Population**

The elderly population is defined as individuals 65 years and older. In 1990, the 618,818 elderly in Tennessee accounted for 12.7 percent of the state's population. By 2000, this number had increased to 703,311, although the elderly accounted for only 12.4 percent of the state's population. Between 1990 and 2000, the elderly population as a percentage of the population decreased in 61 counties, remained the same in 7 counties, and increased in 27 counties. The state's elderly population increased numerically, but remained relatively stable as a percentage of the population in most counties, as shown in Figure B-15.

**Figure B-15. Changes in the Elderly Population: 1990 Versus 2000**

Source: 1990 and 2000 U.S. Census

In 2000, the state's elderly population was concentrated in five counties: Shelby (RWG 1) and Davidson (RWG 4), and to a lesser extent, Knox (RWG 8), Hamilton (RWG 7), and Sullivan (RWG 9). Together, these five counties had an elderly population of 268,375 and accounted for 38.2 percent of the state's elderly population. By comparison, the combined elderly population of the other 90 counties was 434,936.

Together, Shelby and Davidson counties' elderly populations of 89,581 and 63,444, respectively, accounted for 21.8 percent of all elderly in Tennessee. In Shelby County, the elderly population in Memphis (71,026) accounted for 10.1 percent of the state's elderly population. In Davidson County, the elderly population in Nashville (59,879) accounted for 8.5 percent of the state's elderly population. Following Shelby and Davidson counties were Knox (48,415), Hamilton (42,609), and Sullivan (24,326).

There were eight counties where the elderly as a percentage of a county's population ranged from 17.3 to 20.5 percent:

- RWG 2: Benton (17.7 percent; 2,932), Carroll (17.3 percent; 5,103), Gibson (17.7 percent; 8,539,) and Henry (18.2 percent; 5,649)
- RWG 3: Decatur (18.2 percent; 2,131)
- RWG 6: Cumberland (20.5 percent; 9,615) and Pickett (17.8 percent; 878)
- RWG 9: Unicoi (18.1 percent; 3,191)

## Disabled Population

The 2000 Census defined disabled as a “long-lasting physical, mental, or emotional condition. This condition can make it difficult for a person to do activities such as walking, climbing stairs, dressing, bathing, learning, or remembering. This condition can also impede a person from being able to go outside the home alone or to work at a job or business.” This definition was different from the definition used in the 1990 Census; therefore, a direct comparison cannot be made between information presented in the 1990 Census and in the 2000 Census.

In addition, a difference in the range of ages was examined. The 1990 Census separated disabled persons into two groups; those 16 to 64 years old and those 65 years and older. The 2000 Census separated disabled persons into three groups: those 5 to 20 years, those 21 to 64 years, and those 65 years and older. Because of this difference, no direct comparison can be made between those 16 to 64 years old and those 21 to 64 years old. In 2000, there were 1,149,693 disabled persons 5 to 65 years and older in Tennessee.

### Disabled Populations 5 to 20 Years of Age

In 1990, the Census did not address disabled individuals under 16 years of age. In 2000, the number of disabled persons 5 to 20 years old was 110,457 and accounted for 1.9 percent of the state’s total population and 8.9 percent of the state’s 5- to 20-year-old population.

In 2000, those disabled 5 to 20 years of age were concentrated in five counties: Shelby (RWG 1) and Davidson (RWG 4), and to a lesser extent, Knox (RWG 8), Hamilton (RWG 7), and Rutherford (RWG 4). Shelby County (19,548) and Davidson County (11,111) had the two largest populations. Together, these five counties included 47,305 disabled persons 5 to 20 years of age, or 42.8 percent of those disabled 5 to 20 years of age. In comparison, the other 90 counties combined included 63,152 disabled 5 to 20 years of age.

In 2000, there were 11 counties where the percentage of disabled 5 to 20 years of age accounted for 11.1 to 13.4 percent of the population of a county 5 to 20 years of age:

- RWG 2: Benton (11.8 percent; 388) and Lake (13.4 percent; 159)
- RWG 5: Hickman (11.1 percent; 528) and Moore (11.3 percent; 136)
- RWG 7: Bledsoe (12.5 percent; 305), McMinn (11.7 percent; 1,220), and Rhea (11.2 percent; 706)
- RWG 8: Morgan (11.2 percent ; 458)

### Disabled Populations 16 to 64 and 21 to 64 Years of Age

In 1990, there were 459,195 disabled persons between 16 to 64 years of age in Tennessee. This population accounted for 9.4 percent of the state’s total population and 14.7 percent of the state’s 16- to 64-year-old population. In 2000, there were 719,573 disabled persons between 21 and 64 years of age. This population accounted for 12.6 percent of the state’s total population and 21.9 percent of the state’s 21- to 64-year-old population.

In 2000, those disabled between 21 and 64 years of age were concentrated in five counties: Shelby (RWG 1) and Davidson (RWG 4), and to a lesser extent, Knox (RWG 8), Hamilton (RWG 7), and Sullivan (RWG 9). Shelby County (109,751) and Davidson County (66,134) had the two largest populations. Together, these five counties included 275,864 disabled persons between 21 and 64 years of age, or 38.3 percent of those disabled between 21 and 64 years of age. In comparison, the other 90 counties combined included 444,802 disabled between 21 and 64 years of age.

In 2000, there were 11 counties where the percent of disabled between 21 and 64 years of age accounted for 31.0 to 33.9 percent of the population of a county between 21 and 64 years of age:

- RWG 2: Benton (32.7 percent; 3,064) and Lake (32.8 percent; 1,049)
- RWG 3: Haywood (31.2 percent; 3,367)
- RWG 4: Campbell (33.4 percent; 7,717), Claiborne (31.9 percent; 5,586), Morgan (31.0 percent; 3,287), and Scott (32.7 percent; 4,042)
- RWG 6: Clay (31.8 percent; 1,478) and Fentress (31.3 percent; 3,040).
- RWG 9: Hancock (31.8 percent; 1,209) and Johnson (33.9 percent; 3,247)

### **Disabled Populations 65 Years and Older**

In 1990, there were 140,439 disabled persons 65 years and older in Tennessee. This population accounted for 2.9 percent of the state's total population and 24.0 percent of the state's 65 and older population. In 2000, the number of disabled persons 65 and older was 319,663 and accounted for 5.6 percent of the state's total population and 47.8 percent of the state's 65 and over population.

In 2000, disabled persons who were 65 and older were concentrated in five counties: Shelby (RWG 1) and Davidson (RWG 4), and to a lesser extent, Knox (RWG 8), Hamilton (RWG 7), and Sullivan (RWG 9). Shelby County (39,407) and Davidson County (27,694) had the two largest populations. Together, these five counties included 117,425 disabled persons 65 and older, or 36.7 percent of those disabled 65 and older. In comparison, the other 90 counties combined included 202,238 disabled 65 and older.

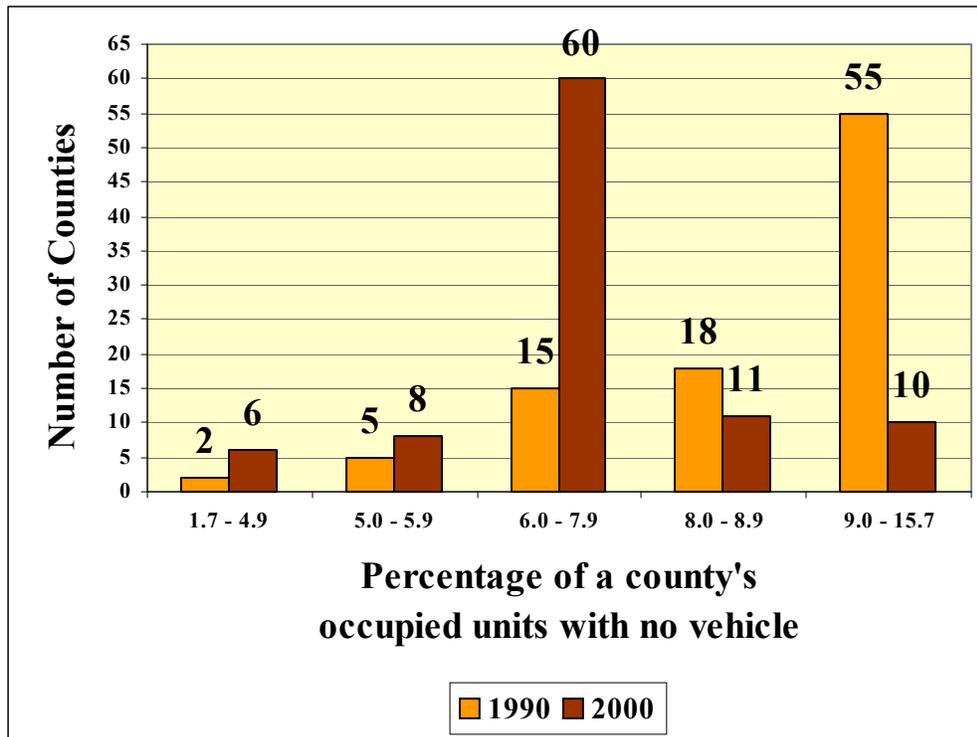
In 2000, there were eight counties where the percentage of disabled 65 and older accounted for 58.2 to 65.6 percent of the population of a county 65 and older:

- RWG 1: Lauderdale (61.9 percent; 1,880)
- RWG 4: Stewart (58.3 percent; 1,031) and Trousdale (59.4 percent; 570)
- RWG 7: Grundy (59.3 percent; 1,114)
- RWG 8: Claiborne (60.9 percent; 2,297), Scott (65.6 percent; 1,501), and Union (58.2 percent; 1,083)
- RWG 9: Hancock (64.0 percent; 663)

## Occupied Units Without a Vehicle

In 1990, there were 181,432 occupied units without a vehicle in Tennessee. This accounted for 9.8 percent of the state's occupied units. By 2000, the number of occupied units without a vehicle had decreased to 172,002 and accounted for 7.7 percent of the state's occupied units. Between 1990 and 2000, the number of occupied units without a vehicle decreased in 92 counties, remained the same in no counties, and increased in 3 counties. The number of occupied units without a vehicle not only decreased numerically but also decreased as a percentage of occupied units in most counties, as shown in Figure B-16.

**Figure B-16. Change in Occupied Units Without a Vehicle: 1990 Versus 2000**



Source: 1990 and 2000 U.S. Census

In 2000, occupied units without a vehicle were concentrated in four counties: Shelby, Davidson, Knox, and Hamilton. In Shelby County (RWG 1), 37,996 occupied units, or 11.2 percent of the county's occupied units, had no vehicle; while in Davidson (RWG 4) 20,752, or 8.7 percent of the county's occupied units, had no vehicle. In Knox County (RWG 8) 11,696, or 7.4 percent of the county's occupied units, had no vehicle. In Hamilton County (RWG 7) 10,512, or 8.4 percent of the county's occupied units, had no vehicle.

Within Shelby, Davidson, Knox and Hamilton counties, there were 80,956 occupied units without a vehicle, or 47.1 percent of the state's occupied units without a vehicle (172,002). By comparison, the combined number of occupied units without a vehicle in the other 91 counties was 91,046. Shelby County had 22.1 percent of the state's occupied units without a vehicle, with almost all of those units located in the city of Memphis. In Memphis, 20.9 percent of the state's

occupied units were without a vehicle. Davidson County had 12.1 percent of the state's occupied units without a vehicle, with almost all of those units located in Nashville. In Nashville, 11.9 percent of the state's occupied units were without a vehicle. Following Shelby and Davidson counties were Knox (11,696) and Hamilton (10,512).

There were seven counties where the percentage of occupied units without a vehicle to the total number of occupied units within that county ranged from 10.6 to 13.9 percent:

- RWG 1: Lauderdale (10.7 percent; 1,020) and Shelby (11.2 percent; 37,996)
- RWG 2: Lake (11.1 percent; 267)
- RWG 3: Hardeman (10.6 percent; 1,001) and Haywood (13.4 percent; 1,016)
- RWG 8: Campbell (11.2 percent; 1,811)
- RWG 9: Hancock (13.9 percent; 384)

The 2000 Census defined access to a vehicle as occupied units with one or more vehicles; however, it did not differentiate between owning and renting a vehicle. It showed that nationally 89.7 percent of all occupied units had access to a vehicle, whereas in Tennessee 92.3 percent of all occupied units had access to a vehicle. In Tennessee, the vehicle access rate for Blacks was 81.5 percent, American Indians/Alaskan Natives was 91.7 percent, Asians was 94.4 percent, Native Hawaiians and other Pacific Islanders was 85.1 percent, and Hispanics of all races was 91.4 percent. The vehicle access rate for environmental justice racial minorities (Blacks, American Indians/Alaskan Natives, and Asians/Pacific Islanders combined) was 82.3 percent, or 10.0 percent less than the state's vehicle access rate.

The 2000 Census also showed that vehicle access or ownership rates (occupied units with one or more vehicles) tended to be lower among traditionally underserved populations in urban areas, such as Chattanooga, Knoxville, Nashville, and Memphis.

In Hamilton County, 91.6 percent of the occupied units had access to a vehicle, whereas 79.1 percent of the environmental justice racial minorities had access to a vehicle, and 89.8 percent of the Hispanics had access to a vehicle. The difference is more pronounced between vehicle access in urban areas (in the city of Chattanooga) and non-urban areas (in Hamilton County, but outside the city of Chattanooga). For those living in Chattanooga, 87.2 percent of the occupied units had access to a vehicle, whereas 77.3 percent of the environmental justice racial minorities had access to a vehicle, and 88.7 percent of the Hispanics had access to a vehicle. For those living in Hamilton County, but outside the city of Chattanooga, 96.4 percent of the occupied units had access to a vehicle, whereas 96.5 percent of the environmental justice racial minorities had access to a vehicle, and 91.0 percent of the Hispanics had access to a vehicle.

In Knox County, 92.6 percent of the occupied units had access to a vehicle, whereas 80.1 percent of the environmental justice racial minorities had access to a vehicle, and 90.2 percent of the Hispanics had access to a vehicle. The difference is more pronounced between vehicle access in urban areas (in the city of Knoxville) and non-urban areas (in Knox County, but outside the city

of Knoxville). For those living in the city of Knoxville, 88.0 percent of the occupied units had access to a vehicle, whereas 76.3 percent of the environmental justice racial minorities had access to a vehicle, and 87.9 percent of the Hispanics had access to a vehicle. For those living in Knox County, but outside the city of Knoxville, 96.9 percent of the occupied units had access to a vehicle, whereas 97.5 percent of the environmental justice racial minorities had access to a vehicle, and 94.1 percent of the Hispanics had access to a vehicle.

In Davidson County, 91.3 percent of the occupied units had access to a vehicle, whereas 83.3 percent of the environmental justice racial minorities had access to a vehicle, and 90.5 percent of the Hispanics had access to a vehicle. The difference is more pronounced between vehicle access in urban areas (in the city of Nashville) and non-urban areas (in Davidson County, but outside the city of Nashville). For those living in Nashville, 91.0 percent of the occupied units had access to a vehicle, whereas 83.2 percent of the environmental justice racial minorities had access to a vehicle, and 90.4 percent of the Hispanics had access to a vehicle. For those living in Davidson County, but outside the city of Nashville, 97.0 percent of the occupied units had access to a vehicle, whereas 90.9 percent of the environmental justice racial minorities had access to a vehicle, and 100.0 percent of the Hispanics had access to a vehicle.

In Shelby County, 88.8 percent of the occupied units had access to a vehicle, whereas 81.3 percent of the environmental justice racial minorities had access to a vehicle, and 90.3 percent of the Hispanics had access to a vehicle. The difference is more pronounced between vehicle access in urban areas (in the city of Memphis) and non-urban areas (in Shelby County, but outside the city of Memphis). For those living in Memphis, 85.7 percent of the occupied units had access to a vehicle, whereas 80.0 percent of the environmental justice racial minorities had access to a vehicle, and 89.9 percent of the Hispanics had access to a vehicle. For those living in Shelby County, but outside the city of Memphis, 97.6 percent of the occupied units had access to a vehicle, whereas 95.1 percent of the environmental justice racial minorities had access to a vehicle, and 92.7 percent of the Hispanics had access to a vehicle.

## **Low Literacy Population**

In 1988 Congress directed the U.S. Department of Education to undertake the National Adult Literacy Survey (NALS), a monumental study that remains the most comprehensive, statistically reliable source of data on literacy in the United States. In the *National Literacy Act of 1991* Congress defined literacy as:

“...an individual’s ability to read, write, and speak English, and compute and solve problems at levels of proficiency necessary to function on the job and in society, to achieve one’s goals, and develop one’s knowledge and potential.”

In 1998, the National Institute for Literacy published *The State of Literacy in America: Estimates at the Local, State, and National Levels*, an extrapolation of the NALS data for states, counties, Congressional districts, and municipalities with adult populations over 5,000. Adults were defined as those individuals 16 years and older. The NALS divided literacy into five levels, with Level 1 being the lowest. The survey found that while many Level 1 adults could perform many

tasks involving simple texts and documents, all adults scoring at Level 1 displayed difficulty using certain reading, writing, and computational skills considered necessary for functioning in everyday life. Level 1 literacy skills are approximately those of a fifth grader.

The publication found that 21 percent of those 16 years old and older in Tennessee read at Literacy 1 level. There were 19 counties with 21 percent of those 16 years old and older reading at Literacy 1 level and 30 counties with Literacy 1 levels higher than 21 percent. Six counties had 30 percent or more of the adult population with Level 1 literacy skills:

- RWG 1: Fayette (33 percent) and Lauderdale (32 percent)
- RWG 2: Lake (33 percent), Hardeman (35 percent), and Haywood (38 percent)
- RWG 9: Hancock (30 percent)

In municipalities with populations of 5,000 or more, only Brownsville (37 percent) and Memphis (33 percent) had 30 percent or more of the adult population with Level 1 literacy skills.

**Appendix C**

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**Public Involvement Plan for Traditionally  
Underserved Populations by Regional  
Working Group**

## Appendix C

# Public Involvement Plan for Traditionally Underserved Populations by Regional Working Group

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### Introduction

The public involvement effort began with the process of selecting members for the Statewide Steering Committee (SSC). These individuals represented the interests of and/or had clients who were traditionally underserved or included the traditionally underserved. The process began with a preliminary examination of U.S. Census demographic information on the sizes and locations of traditionally underserved populations by county. Three groups were asked to identify agencies, organizations, and individuals that represented the traditionally underserved on a regional and/or statewide basis:

- City and county officials
- Various Tennessee Department of Transportation (TDOT) divisions
- Representatives from each Economic Development District

These agencies, organizations, and individuals were contacted, and community interviews were conducted across the state with 30 groups. The individuals representing these groups were asked to identify other groups, organizations, and individuals and provide contact information. Statewide government agencies that represented the traditionally underserved were also contacted to identify local district offices. These lists were supplemented with information obtained from Internet searches.

Once the list of agencies, organizations, and individuals was compiled and identified as statewide or regional by types of populations represented, it was given to TDOT to evaluate, make recommendations about possible additional groups to be contacted, and select groups who would be invited to be a member of either the SSC or a Regional Working Group (RWG). Invitations were sent to the selected agencies and organizations requesting their participation and a designated representative. Once the RWGs were formed, they were asked to self select a representative for the SSC. During the life of the project, if additional organizations were identified, they were evaluated for SSC or RWG membership.

As a result of this process, a 65-member SSC was formed that included 15 members who specifically represented one or more environmental justice or other traditionally underserved populations. These members included:

- American Association of Retired Persons (AARP)
- Chattanooga African-American Chamber of Commerce
- National Association for the Advancement of Colored People (NAACP) Tennessee Conference of Branches
- Seniors, Inc.
- Statewide Independent Living Council

- Tennessee Alliance for Legal Services
- Tennessee Association of Housing and Redevelopment Authorities
- Tennessee Commission of Indian Affairs
- Tennessee Disability Coalition
- Tennessee Hispanic Chamber of Commerce
- Tennessee Immigrants and Refugee Rights Coalition
- Tennessee Public Transportation Association

This committee brought together groups with statewide interests who could provide input and guidance from statewide perspectives. The committee met six times to review and offer input on the plan process, the studies prepared and the proposals developed.

In addition to the SSC, nine RWGs (which reflected the boundaries of the state's Economic Development Districts) were formed. The RWGs included 66 members who represented one or more environmental justice populations. Their role was similar to the SSC; however, they were asked to provide input and guidance from a regional perspective. Each RWG had 38 to 65 members representing a diverse range of organizations, interests, and transportation experience. The RWGs included representatives of local government, business, transportation providers, local planners, and populations traditionally underserved by transportation services. The RWGs met four times and were continually updated on the plan's progress. Their members provided information about existing conditions and needs within their specific regions. They reviewed reports and provided feedback on how proposed programs and investments would impact the organizations or groups they represented and how well they addressed the needs within the region. They also helped inform and involve the broader public in developing the plan.

### **Elements of the Public Involvement Plans for the Nine Regional Working Groups**

A Public Involvement Plan for Traditionally Underserved Populations (PIPTUP), designed for each of the nine RWGs, is presented in this appendix. Each contains the following:

- A summary of the demographics of the underserved populations and quick facts about the RWG and the counties in the RWG.
- Impacts of these demographics on the strategies used to reach the underserved populations.
- Organizations invited to participate in a RWG, third party group, and the underserved populations they represented.
- Dates and places for the four public meetings.
- Names of daily, weekly, and biweekly newspapers that are published and distributed in the cities and towns in the RWG and those that received media releases.
- Newspapers and radio stations that targeted underserved populations.
- Newspapers that published display ads announcing events and meetings.
- Television and radio stations in the RWG and those that received media releases.

- Dates and locations of events where the traveling exhibits were displayed.
- Underserved populations that the events targeted.

The elements that were common to all RWGs are not in each RWG section; instead, they are described below.

### **Speakers Bureau**

Any neighborhood, business, civic, municipal, county, and special interest groups, including those representing traditionally underserved populations, could request a presentation of the Long-Range Transportation Plan (LRTP) and its process. TDOT staff made these presentations, and a Spanish speaker was available, if requested. Opportunities to ask questions and make oral and written comments were provided, and written material in both English and Spanish were distributed.

### **Newsletters**

The first newsletter mailed in August 2004 invited the public to the RWGs and the first series of public meetings scheduled for September 2004. Other newsletters were mailed before the public meetings in November 2004, March 2005, and May 2005. Four public meetings were held in each RWG in September 2004, November 2004, April 2005, and June 2005.

### **Telephone Hotline and E-mail**

The toll-free telephone hotline and e-mail operated 24 hours a day, 7 days a week. The hotline was checked twice daily, and all calls were documented. Efforts were made to obtain input from all people calling the hotline, sending correspondence, or communicating through e-mail. This effort included sending people written comment forms to complete and return, making call-backs to persons who were uncomfortable completing comment forms and obtaining information in person. Efforts were undertaken to ensure that persons wishing to provide comments could do so, regardless of their social or economic status. Interpreters were used when necessary. Names and addresses of persons contacting the LRTP team were added to the LRTP database.

### **Traveling Exhibit**

A traveling exhibit was created and displayed at fairs, conventions, conferences, and other events in each RWG. As part of each traveling exhibit, staff distributed free transportation maps and LRTP brochures, explained and discussed the LRTP, and sought verbal or written input. Staff provided comment forms in both English and Spanish to the public, assisted in completing the forms, and collected the forms. People who took the comment forms were encouraged to return them by mail or fax. If members of the public represented groups, they were encouraged to take multiple copies, distribute them, and return them by mail or fax. Staff sorted and distributed the information obtained from the comment forms to the appropriate technical group or a TDOT representative for a response.

### **Public Involvement Assessment**

A summary of 743 traditionally underserved outreach opportunities associated with the LRTP is identified in the following table. The specifics of these and other opportunities identified above and in the sections below are discussed in detail by RWG.

	RWG 1	RWG 2	RWG 3	RWG 4	RWG 5	RWG 6	RWG 7	RWG 8	RWG 9	Total
RWG Members <sup>1</sup>	11	0	10	10	6	5	9	10	8	69
Third Party Groups <sup>2</sup>	18	2	1	9	0	0	5	7	1	43
Public Meetings	4	4	4	4	4	4	4	4	4	36
Newspapers	20	13	10	32	21	13	11	21	11	152
Radio Stations	40	28	27	74	31	35	47	73	24	379
Television Stations	7	1	1	11	0	1	6	7	4	38
Events	3	1	2	6	3	4	3	2	2	26
Total	103	49	55	146	65	62	85	124	54	743

<sup>1</sup>Number of organizations, agencies, and businesses that have traditionally underserved populations as their primary clients and served as RWG members.

<sup>2</sup>Number of groups with constituencies that are traditionally underserved populations that disseminated information to their constituents.

TDOT initiated a public involvement assessment/evaluation in the form of weekly public involvement team meetings, with most team members participating by phone, to review the public involvement activities of the previous week and discuss upcoming activities. A weekly report was prepared and distributed. This practice was followed even in weeks when no team meeting was held due to lack of significant public involvement activity. These reports, along with all public involvement publications and public notice documents, are in the TDOT LRTP *Summary of Public Involvement Activities* report. By having weekly public involvement team meetings, TDOT was able to closely monitor the progress of public involvement activities. This monitoring allowed staff to quickly make adjustments and to make realignments or expand efforts over time as data were accumulated.

As a result of the weekly meetings, three adjustments were identified to reduce participation barriers for the traditionally underserved populations. The first adjustment involved relocating the Memphis meeting from the Agricenter to the Memphis Area Transit Authority Boardroom at Central Station. The first public meeting in Memphis was held at the Agricenter, a location not served by the city's transit system. To ensure access, arrangements were made with the city's transit agency to provide service for those associated with the Center for Independent Living, a national leader in assisting the disabled to live independently and become productive, fully participating members of society. While the city's transit agency had provided service to the meeting, it did not provide service from the meeting. Center for Independent Living members opposed the meeting location because they felt it was inaccessible without scheduled transit service. As a result of their concerns, subsequent meetings were held at the Memphis Area Transit Authority's Boardroom at Central Station, a location served by scheduled transit.

The second adjustment was the decision to add the two-day statewide NAACP conference in Jackson as an event site for the traveling exhibit.

The third adjustment was to redouble the effort to reach Native Americans. Initially, no Native American groups accepted an invitation to be on the SSC or a RWG. Repeated contacts were made, and representatives were found for the Chattanooga and Jackson RWGs.

It is difficult to assess the success of strategies to improve participation by environmental justice individuals. TDOT requested that the public not be asked their racial, ethnic, or income status. TDOT felt that asking this information would inhibit the public from responding. Therefore, it is not possible to determine the race, ethnicity, or incomes of those who provided comments, or to report the level of participation. All public comments were recorded and reviewed throughout the planning process.

Difficulties were encountered during the process. Any statewide venture is broad in scope; the scale allows little interaction and no personal touch. Another difficulty is getting people interested in an endeavor with a target date 25 years in the future and then keeping them interested for a year. When the concerns of many traditionally underserved populations are immediate and affect their survival or their family's survival, it is difficult to generate interest in, or identify with, something so far in the future. The framework of the SSC, RWGs, and third parties worked well to represent their traditionally underserved constituent's concerns. In many instances, however, it was difficult to involve organizations that represented traditionally underserved populations because of their limited staffs and budgets. These limitations restricted travel and time away from the office and compromised their ability to participate in person. In lieu of onsite participation, they often asked that information be sent to them. All members, including those who did not participate in person, received packets of summary information after a meeting, packets of agenda information before the next meeting, and follow-up reminder phone calls about upcoming meetings. If they did not want to participate off site, they were sent newsletters and asked to distribute them through their networks.

Other barriers involved trying to identify a spokesperson, obtaining contact information, and getting individuals to return phone calls. Even if contact was established, some individuals were unable or reluctant to take responsibility for representing a group.

In addition, the size of the city in which the RWG meetings were held and the size of the traditionally underserved groups in those cities seemed to have a bearing on the level of participation from traditionally underserved groups. In Memphis, disabled and African-American groups actively participated. Participation in urban areas tended to be better than in rural areas, perhaps because of time and distance, and/or perhaps because those in urban areas were more familiar with regulatory planning functions, processes, and products.

A constant constraint in any project is funding. If additional funding had been available, separate meetings at different times of the day or night, days of the week or weekends, for longer periods of time, and in more convenient locations could have been held with targeted groups. A more tailored approach may have improved the participation of traditionally underserved populations; however, such an approach would have taken more time and more funding.

## RWG 1 Memphis Area Association of Governments

RWG 1, located in southwestern Tennessee, is composed of four counties: Fayette, Lauderdale, Shelby, and Tipton. In 2000, RWG 1 had 17.7 percent of the state's population. The table below shows the underserved populations in each county.

RWG 1 Counties	Total Population	Black	Asian American/ Pacific Islander	American Indian/ Alaskan Native	Hispanic	Low income	Elderly	Occupied Units With No Vehicles	Disabled Over 5 Years Old	English Not Spoken at Home
Fayette	28,806	10,355	65	56	298	4,053	3,738	867	6,049	576
Lauderdale	27,101	9,236	48	169	314	4,656	3,268	1,020	6,287	809
Shelby	897,472	435,824	15,028	1,789	23,364	140,398	89,581	37,996	168,706	54,280
Tipton	51,271	10,202	221	197	622	6,103	5,079	1,221	9,226	1,088
Total	1,004,650	465,617	15,362	2,211	24,598	155,210	101,666	41,104	190,268	56,753

### RWG 1 Quick Facts

Statewide, RWG 1 contains:

- 49.9 percent of the Black population
- 26.1 percent of the Asian American/Pacific Islander population
- 14.6 percent of the American Indian/Alaskan Native population
- 19.9 percent of the Hispanic population
- 20.8 percent of the low-income population
- 14.5 percent of the elderly population
- 23.9 percent of the occupied units with no vehicles
- 16.5 percent of the disabled population over 5 years old
- 22.1 percent of the population that does not speak English at home

As shown above, Shelby County not only has the largest number of traditionally underserved residents in each category in RWG 1, it also has more traditionally underserved residents in each category than the other three counties combined. The county contains 89.3 percent of the total population in RWG 1 and 15.8 percent of the state's total population.

### Shelby County Quick Facts

Statewide, Shelby County contains:

- 46.7 percent of the Black population
- 25.5 percent of the Asian American/Pacific Islander population
- 11.8 percent of the American Indian/Alaskan Native population

- 18.9 percent of the Hispanic population
- 18.8 percent of the low-income population
- 12.7 percent of the elderly population
- 22.1 percent of the occupied units with no vehicles
- 14.6 percent of the disabled population
- 21.1 percent of the population that does not speak English at home

Most of Shelby County's population lives in Memphis. Memphis accounts for 72.4 percent of Shelby County's total population and 64.7 percent of the total population in RWG 1. In addition to being the county's largest city, Memphis is the largest city in both RWG 1 and the state. In 2000, Memphis had a population of 650,100, or 11.4 percent of the state's population.

### **Memphis Quick Facts**

Statewide, Memphis contains:

- 42.8 percent of the Black population
- 16.5 percent of the Asian American/Pacific Islander population
- 8.0 percent of the American Indian/Alaskan Native population
- 15.6 percent of the Hispanic population
- 17.4 percent of the low-income population
- 10.1 percent of the elderly population
- 20.9 percent of the occupied units with no vehicles
- 12.1 percent of the disabled population over 5 years old
- 16.4 percent of the population that does not speak English at home

### **Summary**

As the data above demonstrate, the most significant traditionally underserved population in RWG 1 is clearly the Black population. However, this concentration is not regionwide but rather concentrated in the city of Memphis, which is home to 85.7 percent of the region's Black population. In 2000, 61.4 percent of Memphis residents were Black. While comprising smaller numbers, Memphis was also home to a majority of all underserved populations throughout the region. In addition, 87.4 percent of the occupied units with no vehicles in RWG 1 were in Memphis. Fayette and Lauderdale counties also had significantly higher Black population concentrations than the state as a whole, but the total number of Blacks in these two counties was under 20,000 and represented 4.2 percent of the Black population in the region. The concentrations of other underserved populations in the region were fairly consistent with statewide averages.

### **Outreach Strategy**

The RWG 1 PIPTUP was oriented toward the large audience of traditionally underserved populations in Shelby County and, more specifically, the city of Memphis. The RWG and the third party group members were predominately associated with the city of Memphis. Shelby and the other three counties received information from widespread use of newspapers in eight

markets, radio in four markets, and television in one market. In addition, the traveling exhibit was displayed at three events in Memphis, one of which was targeted to an underserved population.

### Regional Working Group Members

Eleven organizations, agencies, and businesses sent a representative to serve as a member of RWG 1. These included the following:

Covington	Delta Human Resource Agency Rural Public Transportation (elderly)
Memphis	Center for Neighborhoods (minorities and low-income) Frayser Community Development Corporation (low-income) Latino Memphis (Hispanic) Memphis Area Transit Authority (low-income) Memphis Center for Independent Living (disabled) Memphis Housing and Community Development (low-income) Metropolitan Inter-Faith Association (low-income) Mid-South Minority Business Council (Black and Hispanic) MPACT Memphis (low-income) Senior Services of Memphis (elderly)

### Third Party Groups

Eighteen third party groups used their publications and e-mail lists to distribute information about the LRTP and its progress to their traditionally underserved constituents or members. Additionally, leaders of these groups were asked to distribute information by word of mouth, at faith-based services, or through other personal contacts. All groups were offered the opportunity to have a presentation made to their constituents, congregations, or members. In July 2004, October 2004, March 2005, and May 2005, information for distribution was sent to the following groups:

Memphis	Associated Catholic Charities (all) Asian-American Organization (Asian American) Filipino Association of Metro Memphis (Asian American) Greater Memphis United Chinese Association (Asian American) Indo-American Forum (low-income and low literacy) Jewish Community Center (low-income and low literacy) Korean Association of Memphis (Asian American) Latino Memphis (Hispanic) Memphis Metropolitan Interfaith Association (low-income) Mid-South Africa Consortium, Inc. (Black) Mid-South Africa Link (Black) National Conference for Community and Justice (all groups) North American Intertribal Association (Native American) Panamanian-American Association (Hispanic) Sudanese American Friendship Association (Black) The Chinese Association of Memphis (Asian American) United People of Somalia (Black) Vietnamese Community in Memphis and Vicinity (Asian American)
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## Public Meetings

The first of four public meetings was held on September 13, 2004, in Memphis at the Agricenter. This site was not served by scheduled transit service and efforts made to secure dependable transit service for disabled residents proved to be inadequate. Therefore, the second (November 15, 2004), third (April 11, 2005), and fourth (June 20, 2005) public meetings were held at the Memphis Area Transit Authority's Boardroom at Central Station in Memphis, which was served by scheduled transit service.

## Newspapers

Information was sent to the 20 newspapers located in, or distributed in, the RWG. Three of these newspapers were identified as targeting specific traditionally underserved audiences, but all had the ability to have traditionally underserved subscribers. The newspapers shown below were sent invitations to the media kick-off in May 2004. Each received media releases with announcements of meeting dates and locations and information about the LRTP. Display advertisements of meetings were purchased in the three selected newspapers shown below in italics.

Collierville	Collierville Herald (weekly) Collierville Independent (weekly)
Cordova	Cordova Beacon (weekly)
Covington	The Covington Leader (weekly)
Germantown	Germantown News (weekly) Shelby Sun Times (weekly)
Memphis	<i>Commercial Appeal</i> (daily) Bartlett Express (weekly) North Shelby Times (weekly) Silver Star News (weekly) The Memphis Silver Star News (Black ) <i>The Memphis Tri-State Defender</i> (Black) <i>La Prensa Latina</i> (Hispanic)
Millington	The Millington Star (weekly)
Ripley	Halls Graphic (weekly) Lauderdale Enterprise (weekly) The Lauderdale Voice (weekly)
Somerville	East Shelby Review (weekly) Fayette County Review (weekly) Fayette Falcon (weekly)

## Radio

Forty radio stations in four cities serve RWG 1. Twelve were identified as targeting traditionally underserved audiences, but all had the potential to have traditionally underserved listeners. The radio stations shown below were sent invitations to the media kick-off in May 2004. Each received media releases with announcements of meeting dates and locations and information about the LRTP.

Covington	WKBL AM/WKBQ FM	
Memphis	WBBP AM WCRV AM WEVL FM WGKX FM WHAL FM WHBQ AM WJCE AM/WRVR FM WJZN FM WKNO FM WMBZ FM WMC AM/WMC FM WMFS FM WMPS FM WOWW AM WQOX FM WRBO FM	WREC AM/WEGR FM WSRR FM WTCK AM WYPL FM WYYL FM WUMR FM (Black) KJMS FM (Black) KXHT FM (webcast) (Black) WBBP AM (webcast) (Black) WDIA AM (webcast)/WHRK FM (Black) WHAL FM (webcast) (Black) WJZN FM (Black) WLOK AM (Black) WLRM AM (webcast) (Black) WRBO FM (Black) WGSF AM (Hispanic)
Ripley	WTRB AM	
Somerville	WSTN AM (Black)	

**Television**

Seven local television stations were identified in RWG 1. All television media were invited to the media kick-off in May 2004. Media releases announcing meetings were sent to all television news outlets. In addition, meeting announcements on local access programming were pursued to help reach traditionally underserved populations.

Memphis	WHBQ WKNO WLMT WMC	WPTY WPXX WREG
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**Traveling Exhibit**

The traveling exhibit was displayed at three events in RWG 1. One event targeted traditionally underserved audiences, and the other two were expected to attract audiences that could include traditionally underserved populations.

Memphis	Governor's Conference on Tourism, September 14–16, 2004 Tennessee County Services Association, October 13–15, 2004 Church of God in Christ National Convention, November 8–15, 2004 (minority)
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## RWG 2 Northwest Tennessee Development District

RWG 2, in northwestern Tennessee, is composed of nine counties: Benton, Carroll, Crockett, Dyer, Gibson, Henry, Lake, Obion, and Weakley. In 2000, RWG 2 comprised only 4.4 percent of the state's population. The table below shows the underserved populations in each county.

RWG 2 Counties	Total Population	Black	Asian American/ Pacific Islander	American Indian/ Alaskan Native	Hispanic	Low income	Elderly	Occupied Units With No Vehicles	Disabled Over 5 Years Old	English Not Spoken at Home
Benton	16,537	348	40	54	157	2,539	2,932	448	4,950	296
Carroll	29,475	3,050	53	72	386	3,982	5,103	705	6,873	717
Crockett	14,532	2,088	8	29	793	2,395	2,289	432	3,635	835
Dyer	37,279	4,795	133	82	434	5,856	5,001	1,113	9,215	1,032
Gibson	48,152	9,497	75	94	540	6,035	8,539	1,515	11,232	1,028
Henry	31,115	2,787	95	59	311	4,364	5,649	975	7,193	827
Lake	7,954	2,481	11	31	109	1,339	1,058	267	1,726	274
Obion	32,450	3,196	76	44	616	4,256	4,928	835	7,243	933
Weakley	34,895	2,424	464	52	402	5,174	5,043	885	7,136	1,180
Total	252,389	30,666	955	517	3,748	35,940	40,542	7,175	59,20	7,122

### RWG 2 Quick Facts

Statewide, RWG 2 contains:

- 3.3 percent of the Black population
- 1.6 percent of the Asian American/Pacific Islander population
- 3.4 percent of the American Indian/Alaskan Native population
- 3.0 percent of the Hispanic population
- 4.7 percent of the low-income population
- 5.7 percent of the elderly population
- 4.2 percent of the occupied units with no vehicles
- 5.4 percent of the disabled population over 5 years old
- 3.7 percent of the population that does not speak English at home

### RWG 2 Counties Quick Facts

- Gibson County has the largest overall and Black populations in the region.
- Lake County has the highest concentration of Blacks in the region, at 31.2 percent. It also has the smallest overall population of 7,954.

- Weakley County has 48.6 percent of the Asian American population in the region, with 464; however, this total represents only 1.3 percent of the total county population of 34,895.

### **Summary**

As shown above, the concentrations of underserved populations in RWG 2 are comparable to the region's share of the state's overall population. While the percentages of certain underserved populations are above the state average in some counties in the region, the overall total populations of these groups is still relatively small. It would therefore appear that no significant concentrations of underserved populations exist in the region.

### **Outreach Strategy**

The RWG 2 PIPTUP was a broad-brush approach because there was no overwhelming population center for the traditionally underserved, and the size of these populations was small. Third party group members represented one community across the nine-county area. Each county received information from widespread use of newspapers in 12 markets, radio in 9 markets, and television in 1 market. The traveling exhibit was displayed at one event that was expected to attract several traditionally underserved populations.

### **Regional Working Group Members**

No organizations, agencies, or businesses accepted invitations to send a representative to serve as a member of RWG 2.

### **Third Party Groups**

Two third party groups used their publications and e-mail lists to distribute information about the LRTP and its progress to their traditionally underserved constituents or members. Additionally, leaders of these groups were asked to distribute information by word of mouth, at faith-based services, or through other personal contacts. All groups were offered the opportunity to have a presentation made to their constituents, congregations, or members. In July 2004, October 2004, March 2005, and May 2005, information for distribution was sent to the following groups:

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Dyersburg	Dyer County Ministerial Association (all) Dyer Baptist Association (all)
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### **Public Meetings**

The first and second of four public meetings were held on September 14, 2004, and November 16, 2004, at the West Tennessee Agricultural Museum in Milan. The third and fourth public meetings were held April 14, 2005, and June 21, 2005, at the Lannom Center in Dyersburg.

### **Newspapers**

Information was sent to the 13 newspapers located in RWG 2. None were identified as targeting specific traditionally underserved audiences, but all had the potential to have traditionally underserved subscribers. The newspapers listed below were sent invitations to the media kick-off in May 2004. Each received media releases with announcements of meeting dates and locations and information about the LRTP. Display advertisements of meetings were purchased in the three selected newspapers shown in italics.

Camden	Camden Chronicle (weekly)
Dyer	Tri-City Reporter (weekly)
Dyersburg	<i>State Gazette</i> (daily) Dyersburg News (weekly)
Humboldt	The Chronicle (weekly)
Huntington	Carroll County News Leader (weekly)
Martin	Weakley County Press (weekly)
McKenzie	Tri-County Publishing (weekly)
Milan	Milan Mirror Exchange (weekly)
Paris	<i>Paris Post-Intelligencer</i> (daily)
Tiptonville	Lake County Banner (weekly)
Trenton	Trenton Herald Gazette (weekly)
Union City	<i>Daily Messenger</i> (daily)

### Radio

Twenty-eight radio stations in nine cities serve RWG 2. None were identified as targeting specific traditionally underserved audiences, but all had the potential to have traditionally underserved listeners. The radio stations listed below were sent invitations to the media kick-off in May 2004. Each received media releases with announcements of meeting dates and locations and information about the LRTP.

Alamo	WCTA AM
Camden	WFWL AM/WRJB FM
Dyersburg	WTRO AM/WASL FM
Humboldt	WHMT AM/WLSZ FM WIRJ AM WLSQ FM
Huntingdon	WDAP AM WVHR FM
Martin	WCDZ FM WCMT AM/WCMT FM WUTM FM
Paris	WMUF AM/WMUF FM WLZK FM WTPR FM WTPR AM/WAKQ FM
Trenton	WTKB FM WTNE AM/WTNE FM
Union City	WENK AM WQAK FM WWKF FM WYVY FM

**Television**

One local television station was identified in RWG 2. Television media were invited to the media kick-off in May 2004. Media releases announcing meetings were sent to the television news outlets. In addition, meeting announcements on local access programming were pursued to help reach traditionally underserved populations.

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Martin	WLJT
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**Traveling Exhibits**

The traveling exhibit was displayed at one RWG 2 event that was expected to attract elderly and low-income populations, although not as targeted audiences. Farmers can be land rich but income poor and as such could be considered low-income individuals.

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Milan	No Till Festival, July 22, 2004 (low-income and seniors)
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## RWG 3 Southwest Tennessee Development District

RWG 3, in southwestern Tennessee, is composed of eight counties: Chester, Decatur, Hardeman, Hardin, Haywood, Henderson, Madison, and McNairy. In 2000, RWG 3 had a population of 242,763, or 4.3 percent of the state's population. The table below shows traditionally underserved populations in each county.

RWG 3 Counties	Total Population	Black	Asian American/ Pacific Islander	American Indian/ Alaskan Native	Hispanic	Low income	Elderly	Occupied Units With No Vehicles	Disabled Over 5 Years Old	English Not Spoken at Home
Chester	15,540	1,558	36	35	150	2,065	2,121	382	3,452	299
Decatur	11,731	407	26	27	229	1,833	2,131	378	2,809	342
Hardeman	28,105	11,516	93	74	273	4,769	3,539	1,001	5,592	1,167
Hardin	25,578	944	46	50	260	4,707	4,112	834	6,267	461
Haywood	19,797	10,106	28	24	524	3,802	2,735	1,016	5,132	691
Henderson	25,522	2,042	38	33	247	3,114	3,631	756	5,654	448
Madison	91,837	29,810	591	150	1,572	3,845	11,293	3,503	18,099	3,371
McNairy	24,653	1,537	32	50	229	7,393	3,930	789	5,966	541
Total	242,763	57,920	890	443	3,484	31,528	33,492	8,659	52,971	7,320

### RWG 3 Quick Facts

Statewide, RWG 3 contains:

- 6.2 percent of the Black population
- 1.5 percent of the Asian American/Pacific Islander population
- 2.9 percent of the American Indian/Alaskan Native population
- 2.8 percent of the Hispanic population
- 4.2 percent of the low-income population
- 4.8 percent of the elderly population
- 5.0 percent of the occupied units with no vehicles
- 4.6 percent of the disabled population over 5 years old
- 2.8 percent of the population that does not speak English at home

### RWG 3 Counties Quick Facts

- In 2003, Madison County had the largest overall population of Blacks, with 29,810, more than any other county in RWG 3. This represents a concentration of 32.5 percent, which is twice the statewide average. Haywood County has the highest concentration of Blacks in RWG 3, at 51.0 percent, totaling 10,106 residents. Hardeman County also has a high Black concentration of 41.0 percent, totaling 11,516 residents.

- While 66.4 percent of Asian Americans/Pacific Islanders and 45.1 percent of the Hispanics in RWG 3 reside in Madison County, these populations comprise 2,863 persons combined.
- McNairy County’s low-income population accounts for 30.0 percent of its population, compared to the statewide percentage of 13.5 percent. Hardin, Hardeman, and Haywood counties also have above-average concentrations of low-income populations.
- Madison County has 40.5 percent of the region’s 8,659 occupied units with zero vehicles. Occupied units with zero vehicles represent 9.9 percent of Madison County’s total number of occupied units. Haywood and Hardeman counties also have high rates of zero vehicle occupied units.

**Summary**

Blacks comprise 23.9 percent of the population in RWG 3. This concentration is much higher than the statewide percentage of 16.4 percent. Of the 57,920 Blacks in the region, 88.8 percent are in Madison, Hardeman, and Haywood counties, with 51.4 percent in Madison County. Above-average levels of occupied units with no vehicles also characterize these counties. Nearly one fourth of the region’s low-income population resides in McNairy County, and levels of low-income households in Hardin, Hardeman, and Haywood counties are also significantly higher than statewide percentages. However, the low-income populations for these four counties combined total 20,674, which represents only 8.9 percent of the region’s total population. The concentrations of other underserved populations in RWG 3 is either consistent with or below statewide averages.

**Outreach Strategy**

The RWG 3 PIPTUP was oriented toward Madison County and the city of Jackson, the only population center in RWG 3. For that reason, the RWG and third party group members were predominately associated with the city of Jackson. Madison and the other seven counties received widespread use of newspapers in eight markets, radio in nine markets, and television in one market. The traveling exhibit was displayed at an event in Jackson that was expected to attract several traditionally underserved populations.

**Regional Working Group Members**

Ten organizations, agencies, and businesses sent a representative to serve as a member of RWG 3. These included the following:

Jackson	Jackson-Madison African American Chamber of Commerce (Black) Jackson Center for Independent Living (disabled) Jackson Housing Authority (minority and low-income) Jackson Transit Authority (low-income) Madison Haywood Developmental Services (disabilities) Southwest Tennessee Area Agency on Aging and Disability (elderly and disabled) Southwest Tennessee Human Resource Agency (elderly and disabled) The Star Center (disabled)
Mendon	Commission on Indian Affairs (American Indian)
Whiteville	Hardeman County Correctional Facility (all)

### Third Party Groups

One third party group used their publications and e-mail lists to distribute information about the LRTP and its progress to their traditionally underserved constituents or members. Additionally, the leader of this group was asked to distribute information by word of mouth, at faith-based services, or through other personal contacts. This group was offered the opportunity to have a presentation made to their constituents, congregation, or members. In July 2004, October 2004, March 2005, and May 2005, information for distribution was sent to the following group:

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Jackson	Jackson Area Ministerial Association (all)
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### Public Meetings

The first of four public meetings was held on September 20, 2004, in Jackson at TDOT's Region Four Office. The second public meeting was held on November 18, 2004, in Jackson at the McKellar Sipes Regional Airport. The third and fourth public meetings were held on April 12, 2005, and June 16, 2005, in Jackson at TDOT's Region Four Office.

### Newspapers

Information was sent to the 10 newspapers in RWG 3. One was identified as targeting specific traditionally underserved audiences, but all had the potential to have traditionally underserved subscribers. The newspapers shown below were sent invitations to the media kick-off in May 2004. Each received media releases with announcements of meeting dates and locations and information about the LRTP. Display advertisements of meetings were purchased in the three selected newspapers shown in italics to target traditionally underserved populations.

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Bolivar	Bolivar Bulletin-Times (weekly)
Brownsville	States Graphic (weekly)
Henderson	Chester County Independent (weekly)
Jackson	<i>Jackson Sun</i> (daily) <i>Metro Forum</i> <i>La Prensa Latina</i> (Hispanic)
Lexington	Lexington Progress (weekly)
Parsons	Parsons News Leader (weekly)
Savannah	Savannah Courier (weekly)
Selmer	Independent-Appeal (weekly)

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### Radio

Twenty-seven radio stations in nine cities serve RWG 3. Five were identified as targeting Black audiences, but all had potential to have traditionally underserved listeners. The radio stations listed below were sent invitations to the media kick-off in May 2004. Each received media releases with announcements of meeting dates and locations and information about the LRTP.

Bolivar	WMOD FM WBOL AM (Black) WOJG FM (Black)
Brownsville	WNWS AM/WTBG FM
Henderson	WFHC FM
Jackson	WDXI AM/WMXX FM WNWS FM WTJS AM/WTNV FM WWGM FM WYNU FM WZDQ FM WFKX FM (Black) WJAK AM (Black)
Lexington	WDXL AM/WZLT FM
Middleton	WTCK FM (Black)
Parsons	WKJQ AM/WKJQ FM
Savannah	WKWX FM WORM AM/WORM FM WXOQ FM
Selmer	WDTM AM/WSIB FM

### Television

One local television station was identified in RWG 3. Television media were invited to the media kick-off in May 2004. Media releases announcing meetings were sent to the television news outlets. In addition, meeting announcements on local access programming were pursued to help reach traditionally underserved populations.

Jackson	WBBJ
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### Traveling Exhibit

The traveling exhibit was displayed at two RWG 3 events. One had a history of attracting all audiences, including traditionally underserved populations, and the other was targeted at a specific traditionally underserved population.

Jackson	Skyfest, October 4–5, 2004 (all) Statewide NAACP Conference, February 25–26, 2005 (Blacks)
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## RWG 4 Greater Nashville Regional Council

RWG 4, in north central Tennessee, is composed of 13 counties: Cheatham, Davidson, Dickson, Houston, Humphrey, Montgomery, Robertson, Rutherford, Stewart, Sumner, Trousdale, Williamson, and Wilson. In 2000, RWG 4 had a population of 1,411,725, or 24.8 percent of the state's population. The table below shows traditionally underserved populations in each county.

RWG 4 Counties	Total Population	Black	Asian American/ Pacific Islander	American Indian/ Alaskan Native	Hispanic	Low income	Elderly	Occupied Units With No Vehicles	Disabled Over 5 Years Old	English Not Spoken at Home
Cheatham	35,912	532	80	135	437	2,635	3,085	568	6,914	1,019
Davidson	569,891	147,696	13,678	1,679	26,091	70,960	63,444	20,752	104,939	52,297
Dickson	43,156	1,978	121	172	484	4,334	5,069	1,027	8,678	1,018
Houston	8,088	268	15	15	101	1,430	1,350	197	1,940	206
Humphrey	17,929	527	48	48	148	1,914	2,655	510	3,831	408
Montgomery	134,768	25,848	2,742	709	6,960	12,982	10,499	2,877	22,278	10,431
Robertson	54,433	4,691	181	154	1,447	4,840	5,887	1,277	10,754	2,239
Rutherford	182,023	17,312	3,541	522	5,065	15,808	13,622	2,632	27,189	9,898
Stewart	12,370	159	186	75	124	1,526	1,843	411	3,078	416
Sumner	130,449	7,540	894	373	2,291	10,463	13,916	2,554	22,310	4,902
Trousdale	7,259	824	10	17	110	954	1,038	210	1,757	301
Williamson	126,638	6,564	1,615	248	3,197	5,933	9,811	1,154	13,295	6,343
Wilson	88,809	5,563	450	288	1,127	5,847	8,580	1,381	15,228	2,433
Total	1,411,725	219,502	23,561	4,435	47,582	139,626	140,799	35,550	242,191	91,911

### RWG 4 Quick Facts

Statewide, RWG 4 contains:

- 23.5 percent of the Black population
- 40.0 percent of the Asian American/Pacific Islander population
- 29.3 percent of the American Indian/Alaskan native population
- 38.4 percent of the Hispanic population
- 18.7 percent of the low-income population
- 20.0 percent of the elderly population
- 20.7 percent of the occupied units with no vehicles
- 21.3 percent of the disabled population over 5 years old
- 35.7 percent of the population that does not speak English at home

Davidson County has the largest overall population and number of underserved residents in each category in RWG 4. The Black population in the region resides in Davidson County, as well as more than 54.8 percent of the Hispanics. For Asian Americans/Pacific Islanders, Davidson County represents 58.1 percent of RWG 4's population, 23.2 percent of the state's population.

### **Davidson County Quick Facts**

Statewide, Davidson County contains:

- 15.8 percent of the Black population
- 23.2 percent of the Asian American/Pacific Islander population
- 11.1 percent of the American Indian/Alaskan Native population
- 21.1 percent of the Hispanic population
- 9.5 percent of the low-income population
- 9.0 percent of the elderly population
- 12.1 percent of the occupied units with no vehicles
- 14.6 percent of the disabled population over 5 years old
- 21.1 percent of the population that does not speak English at home

An overwhelming majority of Davidson County's total population resides in Nashville. Nashville accounts for 95.6 percent of Davidson County's total population and 38.6 percent of the total population in RWG 4. In addition to being the county's largest city, Nashville is the largest city in RWG 4 and the second largest in the state. In 2000, Nashville had a population of 545,524, or 9.6 percent of the state's population. Nashville also has significantly higher concentrations of Blacks, Asian Americans/Pacific Islanders, Hispanics, and non-English speaking persons than the state as a whole.

### **Nashville Quick Facts**

Statewide, Nashville contains:

- 15.7 percent of the Black population
- 22.7 percent of the Asian American/Pacific Islander population
- 10.8 percent of the American Indian/Alaskan Native population
- 20.8 percent of the Hispanic population
- 9.3 percent of the low-income population
- 8.5 percent of the elderly population
- 11.9 percent of the occupied units with no vehicles
- 8.8 percent of the disabled population over 5 years old
- 20.0 percent of the population that does not speak English at home

**Summary**

Significant concentrations of Asian Americans/Pacific Islanders, Hispanics, and Blacks are in RWG 4, and most of these populations reside in Nashville. In 2000, Nashville was home to 66.6 percent of the Black population in the region, with 146,235. Also residing in Nashville are 56.8 percent of the Asian Americans/Pacific Islanders and 54.2 percent of the Hispanics in RWG 4. A total of 13,392 Asian Americans/Pacific Islanders and 25,774 Hispanics reside in the city. There were also 20,449 occupied units with no vehicles in Nashville, representing 57.5 percent of those in RWG 4. Outside of Nashville and Davidson County, the concentrations of underserved populations throughout the remainder of the region are either consistent with or lower than statewide concentrations. The only other concentration of underserved population outside Davidson County is the 25,848 Blacks in Montgomery County, which represents 19.2 percent of Montgomery County’s total population.

**Outreach Strategy**

The RWG 4 PIPTUP was oriented toward the city of Nashville and the greater Nashville area and, to a lesser extent, the city of Clarksville. The RWG and the third party group members were predominately associated with the city of Nashville. All 13 counties received widespread use of newspapers in 18 markets, radio in 15 markets, and television in 4 markets. The traveling exhibit was displayed at five events in Nashville and one in Clarksville. One event in Nashville was targeted to a traditionally underserved population.

**Regional Working Group Members**

Ten organizations, agencies, and businesses sent a representative to serve as a member of RWG 4. These included the following:

Clarksville	Clarksville Transit System (low-income) Korean American Association (Asian American) (low-income)
Erin	Highland Rim Economic Corporation (all)
Nashville	Center for Independent Living of Middle Tennessee (disabled) Greater Nashville Black Chamber of Commerce (Black) Mid Cumberland Human Resource Agency Regional Transportation System (low-income and seniors) Metro Nashville, ADA Compliance Division (disabled) Metro Transit Authority (low-income) Regional Transit Authority (low-income) Tennessee Protection and Advocacy (disabled)

**Third Party Groups**

Nine third party groups used their publications and e-mail lists to distribute information about the LRTP and its progress to their traditionally underserved constituents or members. Additionally, leaders of these groups were asked to distribute information by word of mouth, at faith-based services, or through other personal contacts. All groups were offered the opportunity to have a presentation made to their constituents, congregations, or members. In July 2004, October 2004, March 2005, and May 2005, information for distribution was sent to the following groups:

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Nashville	Catholic Charities of Tennessee (all) Common Cause of Tennessee (all) Nashville Baptist Association (all) Nashville Christian Church Korean Congregation (Asian American) Al-Farooq Islamic Center (low literacy) Al-Mahdi Islamic Center (low literacy) Urban League (Black) Native American Indian Association of Tennessee (Native American) Tennessee School for the Blind (disabled)
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### Public Meetings

The first in a series of four meetings was held on September 13, 2004, at the Tennessee Engineering Center at the Adventure Science Center in Nashville. The second public meeting was held on November 15, 2004, at the Tennessee Technology Center in Nashville. The third and fourth public meetings were held on April 11, 2005, and June 16, 2005, at the Tennessee Engineering Center at the Adventure Science Center in Nashville.

### Newspapers

Information was sent to the 32 newspapers located in RWG 4. Eight were identified as targeting specific traditionally underserved audiences, but all had the potential to have traditionally underserved subscribers. The newspapers listed below were sent invitations to the media kick-off in May 2004. Each received media releases with announcements of meeting dates and locations and information about the LRTP. Display advertisements of meetings were purchased in the seven selected newspapers shown in italics to target traditionally underserved populations.

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Ashland City	Ashland City Times (weekly)
Clarksville	<i>Leaf-Chronicle</i> (daily)
Dickson	Dickson Herald (weekly)
Dover	Stewart-Houston Times (weekly)
Fairview	Fairview Observer (weekly)
Franklin	<i>Review Appeal</i> (daily) Brentwood Journal (weekly) La Voz (Hispanic biweekly)
Gallatin	The News-Examiner (weekly)
Hartsville	Hartsville Vidette (weekly)
Hendersonville	Star-News (weekly)
Lebanon	<i>Lebanon Democrat</i> (daily) Wilson Post (weekly)
Madison	Madison Messenger (weekly)
Mount Juliet	Mount Juliet Chronicle (weekly) Mount Juliet News (weekly)
Murfreesboro	<i>Daily News-Journal</i> (daily)

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Nashville	Nashville Record (weekly) Nashville Scene (weekly) Westview (weekly) Fisk News (Black) <i>The Tennessee Tribune</i> (Black weekly) Nashville Pride (Black weekly) <i>The Tennessean</i> (Black weekly) La Campana del Sur (Hispanic weekly) La Crucero de Tennessee (Hispanic weekly) <i>La Noticia</i> (Hispanic weekly) La Voz (Hispanic biweekly)
Portland	Portland Leader (weekly)
Smyrna	Rutherford Courier (weekly)
Springfield	Robertson County Times (weekly)
Waverly	Waverly News-Democrat (weekly)

### Radio

Seventy-four radio stations in 15 cities serve RWG 4. Seventeen were identified as targeting specific traditionally underserved audiences, but all had the potential to have traditionally underserved listeners. All radio stations with news departments and news groups serving radio were invited to the media kick-off in May 2004. Media releases announcing meetings were sent to these same radio news outlets. Interviews on radio talk shows or news segments were pursued, with select stations to target traditionally underserved populations.

Ashland City	WQSV AM	
Benton	WOCE FM (Hispanic)	
Clarksville	WDXN AM WJMR AM/WCVQ FM WJQY AM/WJOI FM WJZM AM	WVVR FM WZZP FM WCTZ AM (Hispanic)
Copperhill	WLSB AM	
Dickson	WDKN AM WFGZ FM	
Fairview	WPFM AM	
Franklin	WAKM AMWAYM FM WHEW AM (Hispanic)	
Gallatin	WHIN AM WMRO AM	WVCP FM WYXE AM (Hispanic)
Lebanon	WCOR AM/WANT FM WFMQ FM	
Madison	WYFN AM	
Murfreesboro	WGNS AM WMTS FM (Black) WMGC AM (Hispanic)	

Nashville	WAMB AM/WAMB FM WBOZ FM WCTZ AM WENO AM/WNAZ FM WGFX FM WJXA FM WKDA AM WKDF FM WLAC AM/WNRQ FM WMAK FM WMDB AM WNAH AM WNPL FM WNRZ FM WNSR AM WQZQ FM WRLG FM WRLT FM WRVU FM	WRVW FM WSIX FM WSM AM/WSM FM WVRY FM WWTN FM WYYB FM WZPC FM WFSK FM (Black) WMOT FM (Black) WNPL FM (Black) WQQK FM (Black) WUBT FM (Black) WMDB AM (Black) WNSG AM (Black) WVOL AM (Black) WZYX AM (Black) WKDA AM (Hispanic) WNQM AM (Hispanic)
Portland	WQKR AM	
Springfield	WDEH AM	
White Bluff	WPHC AM	WQSE AM

**Television**

Eleven local televisions were identified in RWG 4. None targeted specific traditionally underserved populations, but each has the potential to have traditionally underserved viewers. All television media were invited to the media kick-off in May 2004. Media releases announcing meetings were sent to all television news outlets. In addition, meeting announcements on local access programming were pursued to help reach traditionally underserved populations.

Hendersonville	WPGD	
Lebanon	WJFB	
Mount Juliet	WHTN	
Nashville	WKRN WNAB WNPT WNPX	WSMV WTVF WUXP WZTV

**Traveling Exhibit**

The traveling exhibit was displayed at six events in RWG 6. One of these events was specifically targeted at traditionally underserved audiences.

Clarksville	Tennessee–Kentucky Kiwanis Convention, August 13–15, 2004
Nashville	Tennessee Hotel and Lodging Association, August 8–9, 2004 Tennessee Airports Conference, August 18–19, 2004 American Railway Engineering and Maintenance of Way Association Annual Conference Exposition, August 19–22, 2004 African Street Festival, September 17–19, 2004 (Black) Governor’s Conference, September 28–30, 2004

## RWG 5 South Central Tennessee Development District

RWG 5, in south central Tennessee, is composed of 13 counties: Bedford, Coffee, Franklin, Giles, Hickman, Lawrence, Lewis, Lincoln, Marshall, Maury, Moore, Perry, and Wayne. In 2000, RWG 5 had a population of 385,723, or 6.8 percent of the state's population. The table below shows traditionally underserved populations in each county.

RWG 5 Counties	Total Population	Black	Asian American/ Pacific Islander	American Indian/ Alaskan Native	Hispanic	Low income	Elderly	Occupied Units With No Vehicles	Disabled Over 5 Years Old	English Not Spoken at Home
Bedford	37,586	3,189	190	105	2,811	4,854	4,756	889	8,019	2,914
Coffee	48,014	1,724	368	146	1,051	6,803	7,027	1,075	9,801	1,675
Franklin	39,270	2,157	175	78	620	4,953	5,980	961	8,510	1,253
Giles	29,447	3,476	106	87	266	3,392	4,257	1,084	5,991	725
Hickman	22,295	1,009	21	108	222	2,986	2,669	544	5,104	531
Lawrence	39,926	587	105	128	399	5,741	5,737	1,188	8,757	1,412
Lewis	11,367	165	21	23	136	1,487	1,545	340	2,415	296
Lincoln	31,340	2,304	110	155	321	4,231	4,886	911	6,628	855
Marshall	26,767	2,081	88	66	767	12,349	3,361	622	5,555	737
Maury	69,498	9,904	246	214	2,264	3,867	8,366	1,591	12,423	2,517
Moore	5,740	156	8	11	45	539	889	84	1,300	46
Perry	7,631	130	18	26	61	1,156	1,250	193	1,729	173
Wayne	16,842	1,145	44	33	142	2,392	2,290	465	3,896	257
Total	385,723	28,027	1,500	1,180	9,105	54,750	53,013	9,947	80,128	13,391

### RWG 5 Quick Facts

Statewide, RWG 5 contains:

- 3.0 percent of the Black population
- 2.5 percent of the Asian American/Pacific Islander population
- 7.8 percent of the American Indian/Alaskan Native population
- 7.4 percent of the Hispanic population
- 7.3 percent of the low-income population
- 7.5 percent of the elderly population
- 5.8 percent of the occupied units with no vehicles
- 6.7 percent of the disabled population over 5 years old
- 4.2 percent of the population that does not speak English at home

### **RWG 5 Counties Quick Facts**

- Maury County is the most populated in RWG 5 and is home to 35.3 percent of the Black population in the region, with 9,904. This comprises 14.3 percent of the county’s overall population, which is lower than the statewide concentration of 16.4 percent.
- Bedford County has the largest concentration and population of Hispanics in RWG 5, with 2,811. This comprises 30.9 percent of the Hispanics in the region and 7.5 percent of the county’s overall population. Maury County is also home to 24.8 percent of the Hispanics in RWG 5.
- Accordingly, Bedford County also has the most residents who do not speak English at home, with 2,914.
- Coffee County has the most low-income residents in the region, with 6,803. This represents 14.3 percent of that county’s population and is slightly higher than the statewide concentration of 13.5 percent.

### **Summary**

The concentration of underserved populations in RWG 5 is consistent with, or lower than, statewide trends at a regional level. As noted above, concentrations of underserved populations, particularly Blacks and Hispanics, exist in Maury and Bedford counties; however, the total number of underserved persons in these concentrations is relatively small.

### **Outreach Strategy**

The RWG 5 PIPTUP was oriented toward Maury County and the city of Columbia, the RWG’s largest city. The RWG members were predominately associated with Columbia and then scattered among seven smaller areas. Maury and the other 12 counties received information from widespread use of newspapers in 15 markets and radio in 17 markets. Because there were no television stations in RWG 5, stations outside RWG 5 were used to provide information. The traveling exhibit targeted traditionally underserved populations throughout the city of Shelbyville.

### **Regional Working Group Members**

Six organizations, agencies, and businesses sent a representative to serve as a member of RWG 5. These include the following:

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Columbia	South Central Tennessee Career Center (low-literacy and low-income) South Central Tennessee Rural Public Transportation (low-income) Tennessee Association for Disability Rights (disabled)
Lawrence	Lawrence Housing Authority (low-income)
Shelbyville	Community Development Center (low-income)
Waynesboro	Buffalo River Services (seniors)

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### **Third Party Groups**

No third party groups were identified in RWG 5.

## Public Meetings

Four public meetings were held: September 14, 2004, November 16, 2004, April 14, 2005, and June 21, 2005, in Columbia at the Columbia State Community College.

## Newspapers

Information was sent to the 21 newspapers located and distributed in RWG 5. None were identified as targeting specific traditionally underserved audiences, but all had the potential to have traditionally underserved subscribers. The newspapers listed below were sent invitations to the media kick-off in May 2004. Each received media releases with announcements of meeting dates and locations and information about the LRTP. Display advertisements of meetings were purchased in the two newspapers shown in italics to target traditionally underserved populations. In addition, *The Tennessean (Black)* and *the Tennessee Tribune (Black)*, which are published in Nashville, are distributed throughout RWG 5.

Centerville	Hickman County Times (weekly)
Columbia	<i>Daily Herald</i> (daily)
Fayetteville	Elk Valley Times (weekly)
Hohenwald	Lewis County Herald (weekly)
Lawrenceburg	Lawrence County Advocate (weekly) The Democrat Union (weekly)
Lewisburg	Lewisburg Tribune (weekly) Marshall Gazette (weekly)
Linden	Buffalo River Review (weekly)
Lynchburg	Moore County News (weekly)
Manchester	Manchester Times (weekly)
Pulaski	Giles Free Press (weekly) Pulaski Citizen (weekly)
Shelbyville	<i>Shelbyville Times-Gazette</i> (daily)
Spring Hill	The Journal (weekly)
Tullahoma	Coffee County Journal (weekly) The News (weekly)
Waynesboro	Wayne County News (weekly)
Winchester	Herald-Chronicle (weekly)

## Radio

Thirty-one radio stations in 17 cities serve RWG 5. One was identified as targeting specific traditionally underserved audiences, but all had the potential to have traditionally underserved population listeners. The radio stations listed below were sent invitations to the media kick-off in May 2004. Each received media releases with announcements of meeting dates and locations and information about the LRTP.

Ardmore	WSLV AM
Centerville	WNKX AM/WNKX FM

Columbia	WKRM AM/WKOM FM WMCP AM WMRB AM (Black)
Cowan	WZYX AM
Fayetteville	WBXR AM WEKR AM WYTM FM
Hohenwald	WMLR AM
Lawrenceburg	WDXE AM/WDXE FM WWLX AM/WLLX FM
Lewisburg	WAXO AM WJJM AM/WJJM FM
Loretto	WJOR AM
Manchester	WFTZ FM WMSR AM
Mount Pleasant	WXRQ AM
Pulaski	WKSR AM/WKSR FM
Sewanee	WUTS FM
Shelbyville	WLIJ AM WZNG AM
Tullahoma	WJIG AM
Waynesboro	WWON AM
Winchester	WCDT AM

### Television

There are no local television stations in RWG 5. Television media that provided coverage to this RWG were invited to the media kick-off in May 2004. Media releases announcing meetings were sent to all television news outlets. In addition, meeting announcements on local access programming were pursued to help reach traditionally underserved populations.

### Traveling Exhibit

The traveling exhibit was displayed at Wal-Marts in RWG 5. These locations had a history of attracting all audiences, including traditionally underserved populations.

Shelbyville	Wal-Marts, September 2004
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## RWG 6 Upper Cumberland Development District

RWG 6, in north central Tennessee, is composed of 14 counties: Cannon, Clay, Cumberland, DeKalb, Fentress, Jackson, Macon, Overton, Pickett, Putnam, Smith, Van Buren, Warren, and White. In 2000, RWG 6 had a population of 304,998, or 5.4 percent of the state's population. The table below shows traditionally underserved populations in each county.

RWG 6 Counties	Total Population	Black	Asian American/ Pacific Islander	American Indian/ Alaskan Native	Hispanic	Low income	Elderly	Occupied Units With No Vehicles	Disabled Over 5 Years Old	English Not Spoken at Home
Cannon	12,826	187	18	42	157	1,609	1,755	352	2,830	266
Clay	7,976	115	20	26	108	1,504	1,249	282	2,170	134
Cumberland	46,802	59	125	118	578	6,788	9,615	1,122	10,709	1,626
DeKalb	17,423	250	27	48	633	2,930	2,485	514	4,215	591
Fentress	16,625	18	16	25	90	3,788	2,270	593	4,543	243
Jackson	10,984	16	10	37	89	1,956	1,644	290	2,967	317
Macon	20,386	44	62	85	349	6,953	2,582	547	5,122	573
Overton	20,118	56	29	56	138	3,180	3,019	585	7,243	933
Pickett	4,945	5	2	8	41	757	878	133	1,257	96
Putnam	62,315	1,064	637	127	1,891	9,828	8,236	1,430	12,771	3,081
Smith	17,712	448	31	65	200	2,141	2,371	515	3,497	334
Van Buren	5,508	7	4	10	18	826	771	167	1,391	65
Warren	38,276	1,211	178	79	1,885	6,252	5,319	1,189	9,305	2,241
White	23,102	378	66	46	239	3,243	3,534	762	5,778	483
Total	304,998	3,858	1,225	772	6,416	51,755	45,728	8,481	73,798	10,983

### RWG 6 Quick Facts

Statewide, RGW 6 contains:

- 0.4 percent of the Black population
- 2.1 percent of the Asian American/Pacific Islander population
- 5.1 percent of the American Indian/Alaskan Native population
- 5.1 percent of the Hispanic population
- 6.9 percent of the low-income population
- 6.5 percent of the elderly population
- 4.9 percent of the occupied units with no vehicles
- 6.4 percent of the disabled population over 5 years old
- 4.3 percent of the population that does not speak English at home

**RWG 6 Counties Quick Facts**

- Warren and Putnam counties have the highest numbers of Blacks in RWG 6, with 1,211 and 1,064, respectively; however, the respective concentration of Blacks in these counties is 3.2 and 1.7 percent. The overall concentration of Blacks in the region is 1.3 percent, which is much lower than the statewide concentration of 16.9 percent.
- With the exception of Smith County, all of the counties in RWG 6 had higher concentrations of low-income populations than the statewide average. Macon County had the highest concentration of low-income persons in the region, with 34.1 percent of its 20,386 residents being low-income.
- All of the counties in RWG 6 had elderly population concentrations greater than the statewide concentration of 12.4 percent. Cumberland County had the greatest concentration of 20.5 percent, with 9,615 elderly residents.
- RWG 6 has a slightly higher concentration of disabled persons than the state as a whole.

**Summary**

The concentrations of low-income, disabled, and elderly populations in RWG 6 are slightly higher than the statewide averages; however, their absolute totals are low because the region has a low total population of 304,998. With respect to racial and ethnic underserved populations, the concentrations for Blacks and Asian Americans/Pacific Islanders are much lower than statewide concentrations, while those for Hispanics and American Indians/Alaskan Natives are consistent with statewide averages. Most racial underserved populations are in Putnam, Warren, and to a lesser degree, Cumberland counties.

**Outreach Strategy**

The RWG 6 PIPTUP was a broad-brush approach because there were no overwhelming population centers for traditionally underserved populations, and the size of these populations was small. The RWG members were scattered among three areas. The 14-county RWG received information from widespread use of newspapers in 9 markets, radio in 11 markets, and television in 1 market. The traveling exhibit was displayed at several locations that had attracted traditionally underserved populations.

**Regional Working Group Members**

Five organizations, agencies, and businesses sent a representative to serve on RWG 6. They included the following:

Cookeville	Upper Cumberland Human Resources Agency, Clay County (low-income and Hispanic)
Fairfield Glade	Fairfield Glade Community Club (elderly)
McMinnville	Tennessee Technology Center (low-income) Warren County Board of Education (low-income)
Woodbury	Cannon County Senior Citizens Center, Inc. (elderly)

**Third Party Groups**

No third party groups were identified in RWG 6.

## Public Meetings

The first of four public meetings was held on September 20, 2004, in Cookeville at the Tennessee Technical University. The second (November 18, 2004), third (April 12, 2005), and fourth (June 20, 2005) public meetings were held at Town Centre in Cookeville.

## Newspapers

Information was sent to the 12 newspapers located and distributed in RWG 6. One was identified as targeting traditionally underserved audiences, but all had the potential to have traditionally underserved subscribers. The newspapers listed below were sent invitations to the media kick-off in May 2004. Each received media releases with announcements of meeting dates and locations, and information about the LRTP. Display advertisements of meetings purchased in the two selected newspapers are shown in italics to target underserved populations. In addition, The Tennessean (Black), which is published in Nashville, is distributed throughout RWG 6.

Byrdstown	Pickett County Press (weekly)
Cookeville	<i>Herald-Citizen</i> (daily)
Gainesboro	Jackson County Sentinel (weekly)
Lafayette	Macon County Times (weekly)
Livingston	Livingston Enterprise (weekly) Overton County News (weekly)
McMinnville	Southern Standard (weekly) Warren County News (weekly) <i>El Paisano</i> (Hispanic)
Smithville	Smithville Review (weekly)
Sparta	Sparta Expositor (weekly)
Woodbury	Cannon Courier (weekly)

## Radio

Thirty-five radio stations in 11 cities serve RWG 6. None were identified as targeting specific traditionally underserved audiences, but all had the potential to have traditionally underserved listeners. The radio stations listed below were sent invitations to the media kick-off in May 2004. Each received media releases with announcements of meeting dates and locations and information about the LRTP.

Byrdstown	WSBI AM
Carthage	WRKM AM WUCZ FM
Cookeville	WATX AM WBXE FM WHUB AM/WGIC FM WKXD FM WLQK FM WPTN AM/WGSQ FM WTTU FM

Crossville	WAEW AM/WXVL FM WCSV AM WOWF FM
Jamestown	WCLC AM/WCLC FM WDEB AM/WDEB FM
Lafayette	WEEN AM/WLCT FM
Livingston	WLIV AM/WLIV FM
McMinnville	WAKI AM WBMC AM/WTRZ FM WCPI FM WKZP FM
Smithville	WJLE AM/WJLE FM
Sparta	WSMT AM/WRKK FM WTZX AM
Woodbury	WBRY AM

**Television**

One local television station was identified in RWG 6. It did not target a specific traditionally underserved population, but it had the potential to have traditionally underserved viewers. All television media were invited to the media kick-off in May 2004. Media releases announcing meetings were sent to all television news outlets. In addition, meeting announcements on local access programming were pursued to help reach traditionally underserved populations.

Cookeville	WCTE
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**Traveling Exhibits**

The traveling exhibit was displayed at multiple locations in RWG 6. These locations had a history of attracting all audiences, including traditionally underserved populations.

Cookeville	Fall Fun Fest, September 10–11, 2004
McMinnville	Wal-Marts, September 2004

## RWG 7 Southeast Tennessee Development District

RWG 7, in southeast Tennessee, has 10 counties: Bledsoe, Bradley, Grundy, Hamilton, Marion, McMinn, Meigs, Polk, Rhea, and Sequatchie. In 2000, RWG 7 had a population of 566,257, or 10.0 percent of the state's population. The table below shows the underserved populations in each county.

RWG 7 Counties	Total Population	Black	Asians American/ Pacific Islander	American Indian/ Alaskan Native	Hispanic	Low Income	Elderly	Occupied Units With No Vehicles	Disabled Over 5 Years Old	English Not Spoken at Home
Bledsoe	12,367	458	17	47	138	2,024	1,415	301	2,790	248
Bradley	87,965	3,511	515	250	1,822	10,463	10,319	1,801	17,718	3,616
Grundy	14,332	20	24	43	141	3,650	2,008	429	3,647	237
Hamilton	307,896	62,005	4,120	900	5,481	36,308	42,609	10,512	60,373	14,630
Marion	27,776	1,149	61	72	202	3,038	3,586	891	7,132	560
McMinn	49,015	2,195	356	133	884	2,652	7,011	1,420	11,067	1,418
Meigs	11,086	138	20	23	63	2,000	1,280	246	2,581	310
Polk	16,050	22	22	44	117	2,066	2,301	411	3,961	353
Rhea	28,400	580	93	111	474	4,042	3,907	775	6,999	730
Sequatchie	11,370	22	18	38	93	1,852	1,393	270	2,496	239
Total	566,257	70,100	5,246	1,661	9,415	68,095	75,829	17,056	118,764	22,341

### RWG 7 Quick Facts

Statewide, RWG 7 contains:

- 7.5 percent of the Black population
- 8.9 percent of the Asian American/Pacific Islander population
- 11.0 percent of the American Indian/Alaskan Native population
- 7.6 percent of the Hispanic population
- 9.1 percent of the low-income population
- 10.8 percent of the elderly population
- 9.9 percent of the occupied units with no vehicles
- 10.3 percent of the disabled population over 5 years old
- 8.7 percent of the population that does not speak English at home

Hamilton County not only has the largest number of underserved residents in each category in RWG 7, but also it has more underserved residents in each category than the other nine counties combined. This is particularly true with respect to the Black population, where 88.5 percent in RWG 7 reside in Hamilton County. As shown below, most of the underserved populations in Hamilton County reside in Chattanooga.

**Chattanooga Quick Facts**

Chattanooga contains:

- 80.0 percent of the Blacks in RWG 7 (56,086)
- 48.9 percent of the Asian Americans/Pacific Islanders in RWG 7 (2,560)
- 26.9 percent of the American Indians/Alaskan Natives in RWG 7 (446)
- 34.8 percent of the Hispanics in RWG 7 (3,281)
- 39.5 percent of the low-income residents in RWG 7 (26,843)

**Summary**

A significant concentration of Blacks is in Hamilton County and in the city of Chattanooga. Hamilton County’s Black population accounts for 88.5 percent of the Blacks in the region. Likewise, Chattanooga is home to 80.0 percent of the Black population in the region, with 56,086. Also residing in Chattanooga are 48.8 percent of the Asian Americans/Pacific Islanders and 34.8 percent of the Hispanics in RWG 7. A total of 2,560 Asian Americans/Pacific Islanders and 3,281 Hispanics reside in the city. The American Indian/Alaskan Native populations in each county equal or exceed the state’s average of 0.3 percent. There were also 8,417 occupied units with no vehicles in Chattanooga, representing 49.3 percent of those in RWG 7. Only Grundy, Hamilton, and Marion counties equal or exceed state’s percentage of occupied units with zero vehicles. Only Bradley and Hamilton counties did not exceed the state average (22.0 percent) of disabled persons over 5 years old. Hamilton County has the largest low-income population, with 36,308; however, all counties except Marion and McMinn have higher concentrations.

**Outreach**

The RWG 7 PIPTUP was oriented toward the large audience of traditionally underserved populations in Hamilton County, the city of Chattanooga, and to a lesser extent, Bradley County. The RWG and the third party group members were predominately associated with the city of Chattanooga. Hamilton and the other nine counties received information from widespread use of newspapers in 6 markets, radio in 12 markets, and television in 1 market. The traveling exhibit was displayed at three events, one of which was targeted to traditionally underserved populations.

**Regional Working Group Members**

Nine organizations, agencies, and businesses sent a representative to serve as a member of the RWG. These included the following:

Cleveland	Tennessee Rehabilitation Center of Cleveland (low-income and disabled)
Chattanooga	CARTA (low-income) Chattanooga Spanish Academy (Hispanic) M. L. King Boulevard Community Development Corporation (low-income and minority) Rock Island Baptist Church (all) Small Business Council (low-income) Tri-State Resource and Advocacy (low-income) Westside Community Development Corporation (low-income)
Dunlap	Southeastern Tennessee Human Resource Agency (low-income)

### Third Party Groups

Five third party groups used their publications and e-mail lists to distribute information about the LRTP and its progress to their traditionally underserved constituents or members. Additionally, leaders of these groups were asked to distribute information by word of mouth, at faith-based services, or through other personal contacts. All groups were offered the opportunity to have a presentation made to their constituents, congregations, or members. In July 2004, October 2004, March 2005, and May 2005, information for distribution was sent to the following groups:

Chattanooga	Catholic Hispanic Center of Chattanooga (Hispanic) Urban League of Chattanooga (Black) American Indian Association (Native American) Jewish Community Federation (Jewish)
Cleveland	Bradley Initiative for Church and Community (all)

### Public Meetings

The first (September 20, 2004), second (November 18, 2004), and third (April 11, 2005) of four public meetings were held in Chattanooga at the University of Tennessee Chattanooga University Center. The fourth public meeting was held June 16, 2005, in Chattanooga at the Hamilton County Bicentennial Library.

### Newspapers

Information was sent to the 11 newspapers located in RWG 7. Two were identified as targeting underserved audiences. The newspapers listed below were sent invitations to the media kick-off in May 2004. Each received media releases with announcements of meeting dates and locations and information about the LRTP. Display advertisements of meetings were purchased in the four newspapers shown in italics to target underserved populations.

Athens	<i>Daily Post-Athenian</i> (daily)
Benton	Polk County News (weekly)
Chattanooga	<i>Chattanooga Times Free Press</i> (daily) <i>Cleveland Daily Banner</i> (daily) Hamilton County Herald (weekly) <i>The Chattanooga Courier</i> (Black) The Chattanooga Minority Business Alliance (Black)
Pikeville	Bledsonian Banner (weekly)
South Pittsburg	Jasper Journal (weekly) South Pittsburg Hustler (weekly)
Tracy City	Grundy County Herald (weekly)

### Radio

Forty-seven radio stations in 12 cities serve RWG 7. Four were identified as targeting traditionally underserved audiences, but all had the potential to have traditionally underserved listeners. The radio stations listed below were sent invitations to the media kick-off in May 2004.

Each received media releases with announcements of meeting dates and locations and information about the LRTP.

Athens	WLAR AM/WJSQ FM	WYXI AM
Benton	WBIN AM	WOCE FM (Black)
Chattanooga	WAWL FM WBDX FM WDEF AM/WDEF FM WDOD AM/WDOD FM WDYN FM WFLI AM WGOW AM WJTT FM WKXJ FM WLLJ FM WLMR FM WLOV FM	WMBW FM WMPZ FM WNOO AM WOGT FM WSKZ FM WUSY FM WUTC FM WUUS AM/WRXR FM WJTT FM (Black) WMPZ FM (Black) WNOO AM (Black)
Cleveland	WBAC AM/WALV FM WCLE FM WXQK AM/WAYA FM	WCLE AM WDNT AM/WDNT FM
Collegedale	WSMC FM	
Dunlap	WSDQ AM	
Englewood	WENR AM	
Etowah	WCPH AM	
Jasper	WWAM AM	
Pikeville	WUAT AM	
South Pittsburg	WEPG AM	
Tracy	WSGM FM	

**Television**

Six local television stations were identified in RWG 7. None targeted specific underserved populations, but each had the potential to have traditionally underserved viewers. All television media were invited to the media kick-off in May 2004. Media releases announcing meetings were sent to all television news outlets. In addition, meeting announcements on local access programming were pursued to help reach underserved populations.

Chattanooga	WDEF WDSI WFLI	WRCB WTCI WTVG
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**Traveling Exhibit**

The traveling exhibit was displayed at three events in RWG 3. One event had a history of attracting a predominately traditionally underserved audience.

Chattanooga	Tennessee Municipal League, June 13–14, 2004 County Officials Association of Tennessee, October 21–24, 2004
Cleveland	Festival of Cultures, September 18, 2004 (all)

## RWG 8 East Tennessee Development District

RWG 8, in eastern Tennessee, is composed of 16 counties: Anderson, Blount, Campbell, Claiborne, Cocke, Grainger, Hamblen, Jefferson, Knox, Loudon, Monroe, Morgan, Roane, Scott, Sevier, and Union. In 2000, RWG 8 had a population of 1,045,366, or 18.4 percent of the state's population. The table below shows traditionally underserved populations in each county.

RWG 8 Counties	Total Population	Black	Asian American/ Pacific Islander	American Indian/ Alaskan Native	Hispanic	Low income	Elderly	Occupied Units With No Vehicles	Disabled Over 5 Years Old	English Not Spoken at Home
Anderson	71,330	2,766	602	226	787	9,255	11,824	2,235	15,648	2,424
Blount	105,823	3,077	786	308	1,120	10,084	14,914	2,271	21,094	3,224
Campbell	39,854	120	77	123	269	8,975	6,033	1,811	11,801	860
Claiborne	29,862	224	88	72	192	6,634	4,012	883	8,418	592
Cocke	33,565	669	57	135	354	7,452	4,575	1,239	8,676	756
Grainger	20,659	67	23	32	226	3,809	2,586	564	5,161	485
Hamblen	58,128	2,396	368	130	3,299	8,236	7,719	1,423	11,984	3,864
Jefferson	44,294	1,027	136	138	588	5,695	5,703	1,018	9,699	1,244
Knox	382,032	32,987	5,048	1,007	4,803	46,572	48,415	11,696	71,656	15,933
Loudon	39,086	447	90	126	894	3,858	6,338	963	8,371	1,188
Monroe	38,961	884	146	142	684	5,926	5,143	1,015	9,314	1,012
Morgan	19,757	440	24	40	120	2,880	2,277	522	4,895	267
Roane	51,910	1,409	225	112	359	7,121	8,351	1,453	12,720	983
Scott	21,127	19	25	52	120	4,226	2,384	593	6,038	299
Sevier	71,170	396	408	229	884	7,517	8,995	1,326	14,821	1,971
Union	17,808	18	32	41	140	3,456	1,928	442	4,525	202
<b>Total</b>	<b>1,045,366</b>	<b>46,946</b>	<b>8,135</b>	<b>2,913</b>	<b>14,839</b>	<b>141,696</b>	<b>141,197</b>	<b>29,454</b>	<b>224,821</b>	<b>35,304</b>

### RWG 8 Quick Facts

Statewide, RWG 8 contains:

- 5.0 percent of the Black population
- 13.8 percent of the Asian American/Pacific Islander population
- 19.2 percent of the American Indian/Alaskan Native population
- 12.0 percent of the Hispanic population
- 19.0 percent of the low-income population
- 20.1 percent of the elderly population
- 17.1 percent of the occupied units with no vehicles

- 19.5 percent of the disabled population over 5 years
- 13.7 percent of the population that does not speak English at home

Knox County has the largest population of any county in RWG 8, with 382,032 people, comprising 36.5 percent of the region's population, and the largest number of all types of underserved populations in the region. However, the concentrations of traditionally underserved populations in Knox County are either lower than, or consistent with, statewide concentrations. The most notable disparity is the concentration of Blacks in Knox County. Although they comprise the largest racial traditionally underserved population, their county concentration is 8.6 percent, or almost half of the statewide average.

### **RWG 8 Counties Quick Facts**

- The concentration of Blacks in RWG 8 is 4.5 percent.
- Knox County has 70.3 percent of the Blacks in RWG 8.
- With the exception of Knox, all of the counties in the region had a 6.0 percent concentration of racial underserved populations combined (and were 94.0 percent white).
- Hamblen County has 22.2 percent of the Hispanics in the region, or 5.6 percent of the region's total population in 2000. Hispanics in Hamblen County totaled 3,299 in 2000; however, while higher than the regional average, this number comprised 5.7 percent of the total population of Hamblen County.
- Knoxville is the largest city in RWG 8 and is the state's third largest city. It has a population of 173,890, or 3.1 percent of the state's population. It accounts for 45.5 percent of Knox County's total population and 16.6 percent of the total population in RWG 8.

### **Knoxville Quick Facts**

- Other than that for American Indians, Knoxville had a higher concentration of all types of underserved populations than Knox County. However, the differences in the concentrations of many of these groups in the two jurisdictions were slight. The concentration of American Indians/Alaskan Natives was less than 0.4 percent in the region and the city.
- Knoxville's Black population comprised 60.0 percent of the Blacks in RWG 8, and the Black population concentration in the city was twice that of Knox County as a whole. This concentration, however, was slightly lower than the statewide average.
- The concentrations of all underserved populations in Knoxville were consistent with those of the state as a whole.

### **Summary**

Overall, the concentration of underserved populations in RWG 8 is generally consistent with statewide trends, with the exception of that for Black populations, which is half that of the state as a whole. With the exception of Knox, all of the counties in the region are over 90.0 percent white. Because over 50.0 percent of all types of underserved populations in Knox County reside in the city of Knoxville, it has the most significant concentration of underserved populations in RWG 8.

**Outreach Strategy**

The RWG 8 PIPTUP was oriented toward Knox County, the city of Knoxville, and to a lesser extent, Blount County. The RWG and the third county group were predominately associated with the city of Knoxville. Knox and the other 15 counties received widespread use of newspapers in 16 markets, radio in 19 markets, and television in 1 market. The traveling exhibit was displayed at two events, one of which attracted all populations.

**Regional Working Group Members**

Ten organizations, agencies, and businesses sent a representative to serve as a member of the RWG. These included the following:

Gatlinburg	City of Gatlinburg Mass Transit (low-income)
Huntsville	Tennessee Technology Center of Oneida/Huntsville (low-income)
Knoxville	Disability Resource Center of Knoxville (disabled) East Tennessee Area Agency on Aging and Disability (elderly and disabled) East Tennessee Human Resource Agency Public Transit (low-income) Knoxville Area Transit (low-income) Knoxville Area Urban League (Black) National Conference of Community and Justice (low-income)
Loudon	Tennessee Council of Native Americans (American Indian) (low-income)
Washington	ARC (disabled)

**Third Party Groups**

Seven third party groups used their publications and e-mail lists to distribute information about the LRTP and its progress to their traditionally underserved constituents or members. Additionally, leaders of these groups were asked to distribute information by word of mouth, at faith-based services, or through other personal contacts. All groups were offered the opportunity to have a presentation made to their constituents, congregations, or members. In July 2004, October 2004, March 2005, and May 2005, information for distribution was sent to the following groups:

Knoxville	Tennessee School for the Deaf (disabled) Compassion Coalition (low-income) Baptist Association of Knox County (all) Catholic Diocese of Knoxville (all) Diocese of East Tennessee Episcopal (all) Hispanic Catholic Ministry (Hispanic)
Gatlinburg	Smoky Mountain Ministerial Alliance (all)

## Public Meetings

The first of four public meetings was held September 13, 2004, in Knoxville at the Candy Factory. The second (November 16, 2005) and third (April 12, 2005) public meetings were held at the University of Tennessee Conference Center in Knoxville. The fourth public meeting was held June 20, 2005, at the Knoxville Area Chamber Partnership in Knoxville.

## Newspapers

Information was sent to the 21 newspapers in RWG 8. One was identified as targeting specific traditionally underserved audiences, but all had the potential to have traditionally underserved subscribers. The newspapers listed below were sent invitations to the media kick-off in May 2004. Each received media releases with announcements of meeting dates and locations and information about the LRTP. Display advertisements of meetings were purchased in the seven selected newspapers shown in italics to target traditionally underserved populations.

Clinton	Clinton Courier News (weekly)
Jefferson City	Standard Banner (weekly)
Kingston	Roane Newspaper (weekly)
Knoxville	<i>Knoxville News-Sentinel</i> (daily) Metro Pulse (weekly) <i>Knoxville Enlightener</i> (Black)
La Follette	Advance-Sentinel (weekly) La Follette Press (weekly) Lenior City (weekly)
Maryville	<i>Daily Times</i> (daily)
Maynardville	Union News Leader (weekly)
Morristown	<i>Citizen Tribune</i>
Newport	<i>Newport Plain Talk</i> (daily)
Oak Ridge	<i>Oak Ridger</i> (daily)
Oneida	Independence-Herald (weekly) Scott County News (weekly)
Pigeon Forge	Tennessee Star Journal (weekly)
Rutledge	Grainger County News (weekly)
Sevierville	<i>Mountain Press</i> (daily)
Sweetwater	Advocate-Democrat (weekly)
Tazewell	Claiborne Progress (weekly)

## Radio

Seventy-three radio stations in 19 cities serve RWG 8. Seven were identified as targeting specific traditionally underserved populations, but all had the potential to have traditionally underserved listeners. The newspapers listed below were sent invitations to the media kick-off in May 2004. Each received media releases with announcements of meeting dates and locations and information about the LRTP.

Alcoa	WBCR AM	
Clinton	WYSH AM	
Harrogate	WRWB AM/WLMU FM WXJB AM	
Jefferson City	WJFC AM WEZR FM (Hispanic)	
Jellico	WJTT AM	
Kingston	WBBX AM	
Knoxville	WAHI AM WATO AM WDVX FM WITA AM WJXB AM/WJXB FM WKCE AM WKCS FM WKGN AM WKVL AM WKXV AM WLOD AM WMEN AM WMYU FM WNFZ FM WNOX AM/WNOX FM WIVK FM WOKI FM	WQBB AM/WBON FM WRJZ AM WRMX FM WTXM FM WTXM AM/WIMZ FM WIT FM WUTK FM WVLZ AM WWST FM WYIL FM WYLV FM WKHT FM (Black) WRVU FM (Black) WUTK FM (Black) WYIL FM (Black) WKGN AM (Black) WNPZ AM (Black)
La Follette	WGLH AM/WQLA FM WLAF AM	
Lenoir City	WLIL AM	
Madisonville	WRKQ	
Maryville	WGAO AM WKZX FM	
Morristown	WBGQ FM WCRK AM	WJDT FM WMTN AM/WMXK FM
Newport	WLIK AM WNPC AM/WNPC FM	
Oneida	WOCV	
Rockwood	WBZH FM WOFE AM/WOFE FM	
Sevierville	WSEV AM/WSEV FM	
Sweetwater	WDEH AM/WDEH FM	
Tazewell	WCTU FM WNTT AM	
Wartburg	WECO AM	

### Television

Seven local television stations are in RWG 8. None targeted specific traditionally underserved populations, but each had the potential to have traditionally underserved viewers. All television media were invited to the media kick-off in May 2004. Media releases announcing meetings were sent to all television news outlets. In addition, meeting announcements on local access programming were pursued to help reach traditionally underserved populations.

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<b>Knoxville</b>	WATE	WPXK
	WBIR	WTNZ
	WBXX	WVLT
	WKOP	

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### Traveling Exhibit

The traveling exhibit was displayed at two events in RWG 8. One event had a history of attracting all audiences, including traditionally underserved populations.

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Loudon	Bluegrass Festival, September 10–11, 2004
Knoxville	Dogwood Festival House and Garden Show, February 18–21, 2005

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## RWG 9 First Tennessee Development District

RWG 9, in northeastern Tennessee, is composed of eight counties: Carter, Greene, Hancock, Hawkins, Johnson, Sullivan, Unicoi, and Washington. In 2000, RWG 9 had a population of 475,412, or 8.4 percent of the state's population. The table below shows traditionally underserved populations in each county.

RWG 9 Counties	Total Population	Black	Asian American/ Pacific Islander	American Indian/ Alaskan Native	Hispanic	Low income	Elderly	Occupied Units With No Vehicles	Disabled Over 5 Years Old	English Not Spoken at Home
Carter	56,742	566	151	112	504	9,309	8,515	1,785	13,394	1,460
Greene	62,909	1,329	184	112	641	8,889	9,316	1,582	15,272	1,767
Hancock	6,786	33	6	16	25	1,933	1,066	384	2,016	99
Hawkins	53,563	830	132	90	417	8,338	7,083	1,789	12,076	974
Johnson	17,499	424	25	60	150	3,610	2,623	549	4,891	320
Sullivan	153,048	2,888	673	334	1,090	19,453	24,326	4,653	34,234	3,341
Unicoi	17,667	12	20	44	342	2,269	3,191	551	4,558	431
Washington	107,198	4,091	802	252	1,482	14,388	14,925	3,283	23,260	3,423
Total	475,412	10,173	1,993	1,020	4,651	68,189	71,045	14,576	109,701	11,815

### RWG 9 Quick Facts

Statewide, RWG 9 contains:

- 1.1 percent of the Black population
- 3.3 percent of the Asian American/Pacific Islander population
- 6.7 percent of the American Indian/Alaskan Native population
- 3.7 percent of the Hispanic population
- 9.1 percent of the low-income population
- 10.1 percent of the elderly population
- 8.5 percent of the occupied units with no vehicles
- 9.5 percent of the disabled population over 5 years old
- 4.6 percent of the population that does not speak English at home

### RWG 9 Counties Quick Facts

- Washington County has the highest number of Blacks of any county in RWG 9, with 4,091. While this total represents only 3.8 percent of the county's overall population, Washington County has the highest concentration of Blacks of any county in the region. Therefore, all counties have a much lower concentration of Blacks than the statewide average of 16.9 percent.

- Over 73 percent of the Asian Americans/Pacific Islanders in the region reside in Washington and Sullivan counties. However, Asian Americans/Pacific Islanders comprised only 0.4 percent of the region’s total population and 0.2 percent of the total populations of Washington and Sullivan counties.
- With only 6,786 residents, Hancock County had the smallest number of residents in 2000; however, 28.5 percent of the population in the county was low-income. Johnson County, with a population of 17,499, also had a high low-income concentration of 20.6 percent, for a total low-income population of 3,610.
- The concentration of elderly population in RWG 9 of 14.9 percent is slightly higher than that of the state as a whole, which is 12.4 percent. Within the region, 34.2 percent of the elderly population reside in Sullivan County.

**Summary**

The concentrations of underserved populations in RWG 9 are either lower than or comparable to the region’s share of the state’s overall population. Most underserved populations in RWG 9 reside in Washington and Sullivan counties. While the percentages of certain underserved populations are above the state average in some counties in the region, the overall total populations of these groups are still relatively small. Therefore, it would appear that no significant concentrations of underserved populations exist, other than in isolated pockets throughout the region.

**Outreach**

The RWG 9 PIPTUP was a broad-brush approach because there was no overwhelming population center for the underserved, and the size of these populations was small. The RWG and third party group members were scattered among two areas. The eight-county RWG received information from widespread use of newspapers in 10 markets, radio in 10 markets, and television in 2 markets. The traveling exhibit was displayed at two events, one of which was expected to attract underserved populations.

**Regional Working Group Members**

Eight organizations, agencies, and businesses sent a representative to serve as a member of the RWG. These included the following:

Blountville	Northeast State Technical Community College (low-income)
Johnson City	Dawn of Hope (disabled) First Tennessee Area Agency on Aging and Disability (elderly and disabled) First Tennessee Human Resource Agency (low-income) Johnson City Transit (low-income) Tennessee Department of Health (low-income)
Kingsport	NAACP (Blacks)
Mountain Home	James H. Quillen Department of Veterans Affairs Medical Center (disabled/elderly)

### Third Party Groups

One third party group used their publications and e-mail lists to distribute information about the LRTP and its progress to their traditionally underserved constituents or members. Additionally, the leader of this group was asked to distribute information by word of mouth, at faith-based services, or through other personal contacts. This group was offered the opportunity to have a presentation made to their constituents, congregation, or members. In July 2004, October 2004, March 2005, and May 2005, information for distribution was sent to the following group:

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Kingsport	Sullivan Baptist Association (all)
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### Public Meetings

The first of four public meetings was held September 14, 2004, at the Kingsport Civic Auditorium. The second public meeting was held November 15, 2004, in Blountville at the Northeast State Technical Community College. The third public meeting was held April 14, 2005, at the Kingsport Civic Auditorium. The fourth public meeting was held on June 21, 2005, in Elizabethton at the Carter County Health Center.

### Newspapers

Information was sent to the 11 newspapers located in RWG 9. None were identified as targeting specific traditionally underserved audiences, but all had the potential to have traditionally underserved subscribers. The newspapers listed below were sent invitations to the media kick-off in May 2004. Each received media releases with announcements of meeting dates and locations and information about the LRTP. Display advertisements of meetings were purchased in the five selected newspapers shown in italics to target traditionally underserved populations.

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Elizabethton	<i>Elizabethton Star</i> (daily)
Erwin	The Record (weekly)
Greeneville	<i>Greeneville Sun</i> (daily)
Johnson City	<i>Johnson City Press</i> (daily)
Jonesborough	Herald & Tribune (weekly)
Kingsport	<i>Daily News</i> (daily) <i>Kingsport Times-News</i> (daily)
Morristown	Citizen Tribune (daily)
Mountain City	The Tomahawk (weekly)
Rogersville	Rogersville Review (weekly)
Seymour	Tri-County News (weekly)

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### Radio

Twenty-four radio stations in 10 cities serve RWG 9. One was identified as targeting traditionally underserved audiences, but all had the potential to have traditionally underserved listeners. The radio stations listed below were sent invitations to the media kick-off in May 2004. Each received media releases with announcements of meeting dates and locations and information about the LRTP.

Bristol	WBCV AM WHCB FM WPWT AM
Church Hill	WEYE FM WMCH AM
Elizabethton	WBEJ AM
Erwin	WEMB AM/WXIS FM WXIS FM (Black)
Gray	WGOC AM WJCW AM/WQUT FM WKIN AM/WKOS FM
Greeneville	WGRV AM WSMG AM
Johnson City	WETB AM WETS FM
Kingsport	WKPT AM/WTFM FM WOPI AM WRZK FM
Mountain City	WMCT AM
Rogersville	WRGS AM

### Television

There are four local television stations in RWG 9. None targeted specific traditionally underserved populations, but each had the potential to have audiences that included traditionally underserved populations. All television media were invited to the media kick-off in May 2004. Media releases announcing meetings were sent to all television news outlets. In addition, meeting announcements on local access programming were pursued to help reach traditionally underserved populations.

Johnson City	WEMT WJHL
Kingsport	WAPK WKPT

### Traveling Exhibit

The traveling exhibit was displayed at two events in RWG 9. One event had a history of attracting all audiences, including traditionally underserved populations.

Bristol	Outdoor Show, June 10–13, 2004
Gray	Appalachian District Fair, August 20–28, 2004 (all)