

SR 475

Regional Parkway Design Resource Team

Minority Reports

Following are Minority Reports by members of the Regional Parkway Design Resource Team.

The reports are attached in the order that they were received.

Minority Report 1 was signed by:

Resource Team Member	Stakeholder Group
Edgar Faust	Hardin Valley Community
Carolyn Greenwood	Karns Community
Bill McMaster	Heiskell Community
Mac Post	Powell Community
Robert Shaw	Citizens Against the Beltway Orange Location (CABOL)
Roland Terrell	Solway Area Residents Association
Sharon Todd	Claxton Community

Minority Report 2 was signed by:

Resource Team Member	Stakeholder Group
John Benditz	TN Section of the Institute of Transportation Engineers
Greg Fay	East TN Economic Development Agency
Brian Jenks	Anderson County Government
David Lambert	Better Roads In North Knoxville (BRINK)
Chip Miller	Loudon County
David Reister	Sierra Club
Wes Stowers	Knoxville Area Chamber Partnership
Bruce Wuethrich	Knox County Government

Minority Report 3 was submitted by:

Resource Team Member	Stakeholder Group
Roland Terrell	Solway Area Residents Association

Minority Report 4 was signed by:

Resource Team Member	Stakeholder Group
Carolyn Greenwood	Karns Community

SR 475

Minority Report 1

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Resource Team Member

Edgar Faust

Carolyn Greenwood

Bill McMaster

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Sharon Todd

Stakeholder Group

Hardin Valley Community

Karns Community

Heiskell Community

Powell Community

Citizens Against the Beltway Orange Location (CABOL)

Solway Area Residents Association

Claxton Community

Knoxville Regional Parkway Design Resource Team Recommendation
Minority Report
April 5, 2006

I. Introduction

The proposed beltway, based on the “orange route,” is doomed to failure. It promises to be inadequate, incredibly expensive, and extremely damaging to businesses, churches, people's homes, lives, and the environment. We have heard these complaints repeatedly from people who live or work within the corridor as well as those who live and work well outside the corridor. Yet, the so-called “Context Sensitive Solutions” (CSS) process utilized by the Tennessee Department of Transportation (TDOT) on this project prohibited the resource team from discussing alternatives to the orange route.

The signatories to this Minority Report believe it is our responsibility as community representatives and taxpayers to ensure that the Commissioner is fully aware of the problems with this project, the widespread public awareness of these problems, and the shortcomings of the “CSS” process that TDOT applied. We recommend that TDOT stop wasting money on this road immediately and start considering other, more effective options for solving Knoxville's transportation problems, now and in the future.

II. Problems with the Project

Oral and written comments received from the public show widespread recognition that the orange route passes through a part of Knox County that is already developing rapidly and will clearly be considered "too close in" to Knoxville to serve as an effective bypass by the time it is built. Points along the orange route are already, on average, less than two miles from another interstate highway. Interchanges placed along the road will also increase local traffic on the beltway, making it even more difficult for trucks and other through traffic to travel easily around Knoxville. In fact, the Level of Service on I-40 is expected to be an "F" even if the beltway is built.

Air quality is another major concern since this region has been designated as in non-conformity with federal standards. Continued increases in local vehicular traffic in this area, coupled with predictions of significant increases in through traffic (especially truck traffic), suggests increases in air pollution that will jeopardize attempts to bring our area into compliance with federal standards. The road will also be in proximity to several schools, posing additional risks, particularly to the health of school children.

Another problem with this project is that large cave systems and sinkholes have been identified within the corridor since the Draft Environmental Impact Statement (DEIS) was completed. This raises a number of significant issues relating to safety, water quality, wildlife, and cost.

It has become obvious that economic development is the primary impetus behind this road, despite the fact that it was sold to the public as a way to relieve traffic congestion. If this road is built, then in the name of economic development, many people will be forced to give up their land, homes, livelihood, and/or quality of life, while congestion on our roads continues.

III. Problems with the Process

This two-year effort was not a CSS process (although TDOT likes to publicly state in newsletters, on its website, and in the team recommendation that it is). Only one alternative was examined – the orange route. The team should have started with a statement of the problem to be solved and a blank piece of paper and then defined alternative solutions to be compared.

As promoted by the Federal Highway Administration, CSS is centered on flexibility and openness, two characteristics that were omitted in the beltway study. The November 10, 2003, official TDOT announcement that convened a CSS process for the beltway project stated: “A formal Context Sensitive Solutions process will be employed as the means to carry this effort forward.” Nearly halfway into the two-year process, however, when pressed by a team member to explain the lack of flexibility available to the team, the TDOT explanation was that they were using an “advisory process employing CSS principles as appropriate” rather than a true CSS process.

The UT study commissioned by Commissioner Nicely found:

If TDOT decides to continue moving ahead with the Orange Route, the state should consider a more interactive process with the community. *All prior assumptions which brought the Orange Route to this stage should be evaluated in more detail* with appropriate regional and local planning groups, and the community. [emphasis added]

This finding was quoted in the November 2003, TDOT announcement regarding the beltway. The assumptions that led to the orange route selection over other alternatives (or the no-build option) were never evaluated by the team. In fact, the logic TDOT applied to select the orange route as the preferred alternative based on the DEIS has never been revealed to the public; so, the team has studied one route without even knowing the assumptions that brought the orange route to this stage.

This overall sequence of events has been contrary to the spirit of the National Environmental Policy Act (NEPA) process for identifying and studying solutions for projects supported by the Federal Government. A preferred route was selected on the basis of a DEIS and before a stakeholders team was formed to assist. When it was formed, the team was only allowed to study one route.

Another problem with this process was that the eastern leg of the beltway was never considered by the team, even though it was raised as an issue. Thus the cumulative

effects of the overall project (air quality, traffic, land use planning) were not addressed. This is a clear example of project segmenting.

The team was never in control of the study process. Palmer Engineering did not coordinate the process, it ran it. Palmer decided on the agenda items for each of the meetings. Palmer wrote the team mission statement and then presented it at a meeting and allowed a few minutes for editing. Palmer prepared public meeting flyers, newsletters, and the recommendation report; minor editing was allowed, but nothing of substance.

There was a great deal of talk over the two years about “consensus.” Rarely, however, was it ever reached. In fact, defining consensus proved to be difficult for the team.

The team was only told what TDOT wanted it to hear. A beltway Re-evaluation Report appeared in January 2006 after it was approved; the team did not have the opportunity to participate in its preparation, comment on a draft, or even know of its existence until it was published. This was the most significant beltway NEPA document to be published in five years. An Advance Planning Report (APR) concerning a major widening of Edgemoor Road (a six-mile corridor parallel to the beltway, and only a few miles to the north) was prepared by TDOT, but not shared with the team. That planned widening would accomplish some of the same goals set out for the beltway. The APR was not revealed to the team until after a team member discovered it and requested it.

The team as a whole did not make adequate use of public input. Palmer/TDOT resisted tallying the input of 888 people who attended the third round of public workshops until prodded by some team members. Even then, Palmer did only a cursory tally of checked boxes on the forms with no attempted analysis of the many written comments that were submitted on the same forms.

Moving a 300' right-of-way in a 1000' corridor and expecting to make significant improvements is foolish. To think that such minuscule changes would have a bearing on air quality or noise, for example, is nonsense.

Often, even when it would have been possible to use quantitative information, subjective information was used to reach conclusions. For example, when considering two alternate alignments, a numeric analysis could have been accomplished that quantified perpendicular distances of residences to the alignment in order to gauge the relative impacts on residences. Rather than just looking at a map and guessing about which route would have a greater impact, a hard number could have been derived, but was not.

Little consideration was given to the alterations that will be required for local roads (e.g., for increased traffic loads) due to the beltway. How do we know that the State or the County will step up to make the improvements needed?

An idea surfaced at one of the team meetings (8/15/05) where local governments would be asked to prepare letters of intent regarding development that would be allowed near

interchanges in their jurisdiction. While these would be non-binding, they could have been used as a tool to lessen concerns of team members representing communities along the route. This and several other ideas concerning the beltway arose, but were never pursued.

The future traffic forecasting prepared for the beltway did not properly incorporate the effect of the explosive development that will occur near interchanges before and shortly after the beltway opens. Further, these same unrealistic traffic underestimations were also used in an Air Quality Conformity analysis prepared by the Knoxville Regional Transportation Planning Organization in the spring of 2006 that concluded that Knoxville's future air quality will quickly come into conformity with EPA standards. It is hard to believe that while we are in non-conformity now, building a major new highway in our region will help us achieve cleaner air.

The estimated cost of the project has roughly doubled to over \$600 million in the two-year period during which the team has been active. Some team members have requested a cost/benefit analysis for the beltway; the answer received has been that such an analysis **"is not required and will not be done."** Spending over half a billion dollars on a road that designers say will reduce traffic congestion by only nine percent and would still leave I-40 with a level of service of "F" would be a colossal waste of money that could be put to much better use in other, more effective transportation solutions.

A team brainstorming session identified several beltway issues that were then promptly forgotten. No study was devoted to these issues. They include:

- Land use planning (specifically called out by TDOT for study)
- Division of communities
- New infrastructure needed
- Impacts on local roads
- Compatibility with future transit possibilities
- Impact on schools and school transportation systems
- Scenic roadway beautification features
- Preclusion of billboards
- Wildlife and wildlife habitat
- Light Pollution
- Coordination with utilities
- Siltation control

IV. Recommendations

We strongly recommend the following actions:

1. TDOT should stop wasting money on this road immediately and should, instead, work with local planners and citizens to pursue other alternatives for solving Knoxville's traffic problems. These alternatives should not be limited

to “business as usual” road building, but should be directed toward real solutions to this region’s transportation needs. For example, more innovative approaches such as Bus Rapid Transit should be considered. [See the Feb. 6, 2003 report from the Regional Transportation Alternatives Plan for East Tennessee -- <http://www.knoxtrans.org/rtap/execsumm.pdf>]

2. Although CSS principles were not properly applied in this case, TDOT should not abandon the use of a true CSS process. It simply should ensure that the public is included as early as possible in the process and allow maximum flexibility in the process in order to ensure that the best solutions are not excluded from deliberations. This approach has paid off elsewhere – according to Report 480 from the National Cooperative Highway Research Program (“A Guide to Best Practices for Achieving Context Sensitive Solutions”), the Kentucky Transportation Cabinet (KYTC) admitted that being forced to go back and consider a different alignment alternative resulted in a better solution than one originally put forth by KYTC.

V. Conclusion

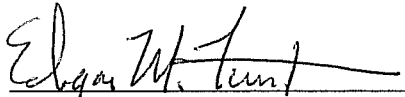
We appreciate the opportunity to serve TDOT and our communities by being a part of the Regional Parkway Design Resource Team. We see this point in the process as an opportunity for TDOT’s Commissioner to show bold leadership and fiscal responsibility by reconsidering the direction of this project in light of all that is currently known about conditions in the project area and the cost and impact of this project. Although some amount of time and money has already been spent on this project, this amount is a tiny fraction of the amount of time and money that will be necessary to complete the project. Consequently, there is no good reason to continue down the current path toward an inadequate, outdated, grossly expensive, and ultimately counterproductive “bypass” that is widely recognized as not appropriately sited.


In long-term projects like this, as the University of Tennessee “Lessons Learned” report of September 2003 pointed out, TDOT must begin to plan for change rather than ignore change. This project can be used to demonstrate this important shift in how TDOT does business by proceeding down a new path that will cost less (since building a road in the wrong place is ultimately more costly) and will have a much more significant positive impact on transportation in and around Knoxville.

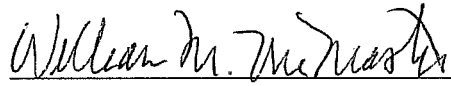
We would be happy to answer any questions you might have.

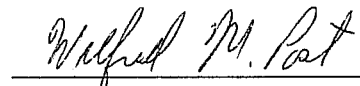
Respectfully submitted,


Knoxville Regional Parkway Design Resource Team
Community Representatives:

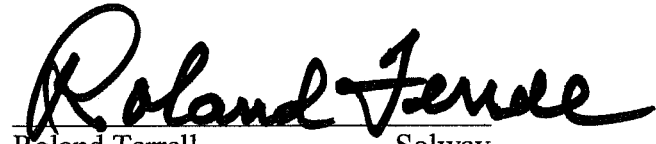

Edgar Faust Hardin Valley

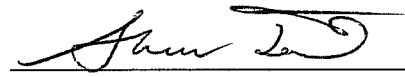

Carolyn Greenwood Karns


William McMaster Heiskell


Mac Post Powell


Robert Shaw CABOL


Roland Terrell Solway


Sharon Todd Claxton

SR 475

Minority Report 2

Minority Report 2 was signed by:

Resource Team Member

John Benditz
Greg Fay
Brian Jenks
David Lambert
Chip Miller
David Reister
Wes Stowers
Bruce Wuethrich

Stakeholder Group

TN Section of the Institute of Transportation Engineers
East TN Economic Development Agency
Anderson County Government
Better Roads In North Knoxville (BRINK)
Loudon County
Sierra Club
Knoxville Area Chamber Partnership
Knox County Government

**Knoxville Regional Parkway Design Resource Team Recommendation Minority
Report
April 5, 2006**

Background

It is a documented fact that Knox County and the multi-county region surrounding Knoxville will face an ever-increasing transportation crisis over the next twenty years if we do not plan for and build additional capacity to our existing interstate system. The Tennessee Department of Transportation (TDOT) projects that by 2025, the traffic burden along Knox County's existing I-40/I-75 corridor will operate at Level of Service F during much of the day if we construct no additional capacity (TDOT Draft EIS, page 1-11). The proposed Knoxville Regional Parkway (Corridor O), by itself, will not fully address this capacity shortfall over the long term. However, it is an essential first step in responsibly addressing the future transportation needs of the more than one million people in this multi-county region. Ultimately, our region needs a new, controlled access transportation corridor that can carry I-75, I-40, and I-81 through traffic completely around the heart of metropolitan Knoxville. The proposed Corridor O forms the first ninety degrees of a one hundred eighty-degree beltway.

Corridor O has generated heated debate since it was first proposed in 1996, along with an alternative Corridor B. Understandably, much of the opposition to either of these proposed corridors has come predominantly from those living in or near the proposed rights-of-way; however, the overall project has received continued widespread community support. Corridor O has longstanding endorsements from eight county mayors and thirty-two different governmental and community organizations (see attached lists). Additionally, the Knoxville Area Transportation Organization (TPO) endorsed a regional beltway on July 18, 2002. Finally, TDOT has approved moving forward with Corridor O under both the Bredesen administration in 2003 and the Sundquist administration in 2002.

Resource Team Achievements

We applaud the TDOT initiative called for by Commissioner Gerald Nicely to incorporate a modified Context Sensitive Solution (CSS) process and appoint a Resource Team to study Corridor O. The team has been successful in developing recommendations to soften the impact of this project on the property owners in the immediate vicinity of its right-of-way and the community-at-large. The team has spent hundreds of hours over the past two years and has enlisted the active participation of well over a hundred people to study final alignment, interchange locations, air and noise issues, incorporation of bicycle paths and greenways, and issues surrounding caves and streams along the right-of-way. Most team members have worked hard to reach consensus, and the team has developed many positive recommendations for significant improvements in alignment, interchange reduction, pedestrian and bicycle access, and sensitivity in design for visual appeal and noise mitigation. All of these changes are the

direct result of active public engagement by the Resource Team with those living in the vicinity of the proposed Parkway.

The Current Situation

Opposition to the project has not disappeared, but neither has it increased, indicating that the regional community has accepted that this road will be built. Incorporating mitigation and compensation design features that the Resource Team is recommending will hopefully further ease the impact.

Expressed concerns about the project have primarily focused on three major issues:

1. Environmental, related to air quality and water quality.
2. Location of the Parkway, with concerns that it is too close to Knoxville.
3. Effectiveness of the Parkway to reduce future traffic congestion on I-40/I-75 in west Knox County.

Here are the facts:

1. The issues concerning the environment are overstated. This project is intended to improve traffic flow, thus reducing stop-and-go conditions that increase emissions. The projected increase in traffic volume by 2025 is real, and we must prepare for it. Additionally, vehicle emissions today are significantly lower than in the past. Future technology likely to be in place by the time the Parkway is built in twenty years (new emissions systems, clean fuel, hybrids, fuel cells, etc.) will further reduce emissions by several magnitudes. Proper design and proven construction processes must be followed and will adequately address water quality and the karst topography issues during and after construction.
2. The proposed Parkway is not too close to Knoxville. In fact, the Parkway comes no closer than 10 miles from the city center of Knoxville, with its endpoints 20 miles west and 14 miles north of city center. With the proposed alignment, the Parkway would be further out from city center than almost any other beltway in the United States. As an added benefit, the Parkway would provide a much shorter route for local traffic between west Knox County and north Knox County, where there are limited options today.
3. The Parkway will significantly reduce future traffic congestion in Knox County when it is ultimately extended east to connect with I-40/I-81. Constructing the Parkway along Corridor O will be the first step in TDOT's long-term transportation solution for the Knoxville region. The future growth of traffic along I-40 and I-81, especially trucks, will ultimately bring the Knoxville area's I-40/I-75 corridor to its knees unless the Parkway extends east to I-40/I-81. This eastern extension will complete a true 180-degree beltway over the top of Knoxville. The proposed Parkway would be the first half of this beltway, which is essential to the long-term health of east Tennessee's transportation network. When compared with the previously considered

Corridor B, the proposed Parkway (Corridor O) is the only alignment that can be effectively extended east as part of a future 180-degree beltway.

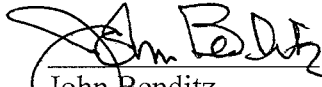
Recommendation

We strongly encourage both TDOT and the Knoxville Area Transportation Planning Organization (TPO) to work together and develop a detailed thirty-year corridor plan for this region. Of equal importance will be to clearly communicate to the public TDOT's future traffic growth projections and our existing highway capacity, and the resulting consequences if we fail to prepare.

The tragedy with this entire Parkway issue is that we did not adequately plan twenty or more years earlier, when far more palatable and cost-effective options were still available. We must learn from our past mistakes - if we fail to act today, we will be unable to avoid a crisis in regional transportation capacity. The longer we wait, the fewer options we have. Failure to act will steal our vision for a progressive and vibrant Knoxville and doom us to mediocrity. Failure to act will increase cost and displace many more citizens and businesses. Finally, failure to act will soon find us out of system capacity with a far more costly solution still years away.

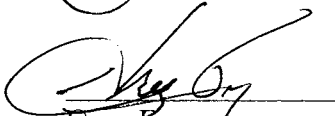
We deeply appreciate the tremendous dedication of time and effort of all TDOT personnel who worked with our Resource Team over the past two years. They left no stone unturned in addressing every issue that we raised. We commend the staff of Palmer Engineering for the organization and structure they have provided for this extremely broad project. Finally, we are very grateful to Mary English of the University of Tennessee who came on board as our moderator and infused the discipline and focus necessary over the past year that we needed to conclude this very difficult process.

Knoxville Regional Parkway Design Resource Team
Community Representatives:



John Benditz

TN Section of the Institute of Transportation Engineers



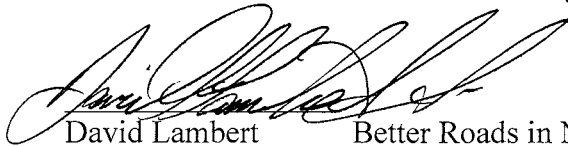
Greg Fay

East Tennessee Economic Development Agency



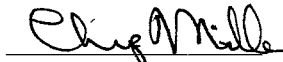
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Anderson County Government




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Better Roads in North Knoxville (BRINK)



Chip Miller

Loudon County



David Reister

Sierra Club



Wes Stowers

Knoxville Area Chamber Partnership



Bruce Wuethrich

Knox County Government

**GOVERNMENTAL, COMMUNITY, AND BUSINESS
ORGANIZATIONS ENDORSING CORRIDOR O**

1. Anderson County Chamber of Commerce
2. Anderson County Commission
3. Anderson County Regional Planning Commission
4. Anderson County Tourism Board
5. BRINK (Better Roads In North Knoxville)
6. City of Plainview
7. Clinton City Council
8. Clinton Planning Commission
9. CURBS (Citizens Urging Responsible Beltway Selection)
10. ETEDA (East Tennessee Economic and Development Agency)
11. East Tennessee Industrial Council
12. Fountain City Business and Professional Association
13. KACP (Knoxville Area Chamber Partnership)
14. Knoxville News Sentinel
15. Lenoir City Chamber of Commerce
16. Lenoir City Committee of 100 (Business Organization)
17. Lenoir City Council
18. Loudon County Chamber of Commerce
19. Loudon City Council
20. Loudon County Commission
21. Loudon County Business Bureau
22. Loudon County Economic Development Agency
23. Loudon County Tourism Board
24. Maynardville City Council
25. Melton Hill Regional Industrial Development Association
26. Norris City Council
27. Oak Ridge City Council
28. Pleasant View City Council
29. TN Department of Economic and Community Development
30. Union County Business and Professional Association
31. Union County Commission
32. Urban Transportation Issues Committee Of Knoxville Regional TPO

County of Loudon

GEORGE M. MILLER

COUNTY EXECUTIVE

100 RIVER RD. #106

LOUDON, TENNESSEE 37774

PH. (865) 458-4664

May 13, 2003

Governor Phil Bredesen
Tennessee State Capitol
Nashville, TN 37243-0001

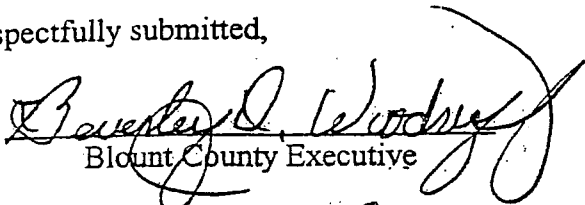
Commissioner Gerald F. Nicely
505 Deaderick
Nashville, TN 37243

Dear Governor Bredesen and Commissioner Nicely:

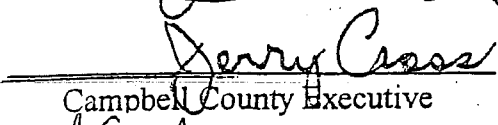
Anderson, Blount, Grainger, Jefferson, Knox, Loudon, Roane, Sevier and Union counties have each strongly endorsed the **Orange Route** for the I-475 bypass. Each county carefully considered the pros and cons of all proposed routes, using all information available. Numerous resolutions and letters supporting the **Orange Route** have been submitted to the Tennessee Department of Transportation for consideration. We firmly believe, based on the estimated costs, the length of time to construct, the utilization estimates of the two routes, and other facts set forth in the Environmental Impact Statement, that the **Orange Route** is clearly the most feasible route for the I-475 beltway.


We trust you will consider our recommendation seriously in your final decision.

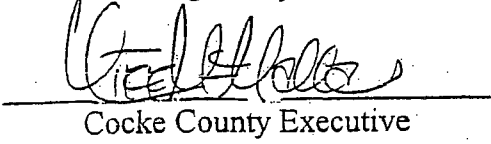
Respectfully submitted,

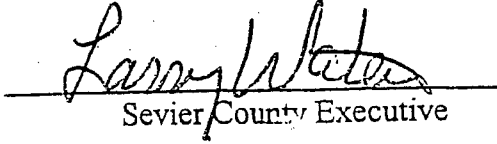

Beverly D. Woodruff
Blount County Executive

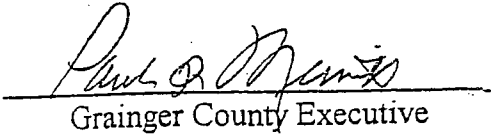

Larry Holman
Jefferson County Executive

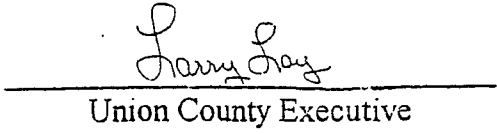

Jerry Cross
Campbell County Executive

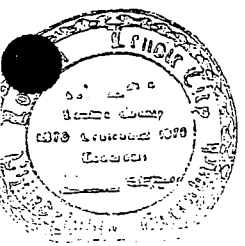

George M. Miller
Loudon County Executive


Fred Holton
Cocke County Executive


Larry Water
Sevier County Executive


Paul D. Minter
Grainger County Executive


Larry Gray
Union County Executive



SR 475

Minority Report 3

Minority Report 3 was submitted by:

Resource Team Member

Roland Terrell

Stakeholder Group

Solway Area Residents Association

Knoxville Parkway Minority Report

By

Dr. Roland Terrell
CSS Committee Representative for Solway, TN
President for the Solway Area Residents' Association

As a representative of the Solway, Tennessee community on the CSS Committee for the last two years, I feel the need to add my minority report on those positive and negative views that I have experienced.

POSITIVE CONSTRUCTIVE VIEWS:

It has been a pleasure to work with Ed Cole, Mike Russell and the many TDOT employees who guided the committee. I have found them to be courteous and flexible for the entire process. Their knowledge of engineering has been impressive. It has been apparent that TDOT has intentions of changing their public image for the better. There is still a great deal of work yet to be accomplished.

Also, it has been a great pleasure and positive experience to work with the Palmer Engineer Inc., and specifically David Lindeman and Eric Fischer who have proved to be gentlemen, experienced leaders, very intelligent and helpful at all times. The impressive numbers of documents, maps, and presentations have been excellent. Email communications and use have really made a meaningful and helpful difference.

The organization of the CSS process for structuring committees and sub-committees and public workshops has been a good attempt to involve the community in the alignment of the Parkway.

TDOT's willingness to assemble SARA officers and members in a planning discussion to correct a serious traffic problem in Solway was tremendous and appreciated by SARA. The road changes have been a good temporary solution to a serious problem for the community.

TDOT's thinking that a new Solway Interchange was needed to correct the road snarl at the Pellissippi Parkway intersection with Highway 162 from Karns and Oak Ridge was very important. The project was welcomed by Solway. It was exciting that TDOT saw the seriousness of the traffic issues and came to us with an offer to fix it!

CONSTRUCTIVE CRITICAL VIEWS:

There has been a constant and persistent frustrating need to hurry through every meeting to meet timelines at the expense of developing a true consensus and acceptance of good decisions. It has caused the development of hidden agendas that were preconceived or conceived during the process that have proved to be damaging to the intended goals and the process.

Inadequate facilitation skills have frustrated many committee members in their quest for consensus. Facilitation has been turn teaching in the classroom which means calling on as many people as possible before the bell rings. Group process has barely existed. It has revealed no consensus-building, as the term is properly called, and the development of a team expression. Too many facilitators were not good discussion leaders that led a process which ended in reaching a desirable goal. The group failed to comprehend and exercise consensus building skills and in desperation had to settle on a 2/3 majority voting approach because they did not correctly comprehend the consensus-building term. Consensus processes failed and a majority vote was supplanted. Ed Cole was presented with a notebook with a variety of group and team building materials that made some impact but not enough of it was used.

All meeting agenda were pre-developed by Palmer without prior input from committee members. This caused frustration and suspicion of their intentions and side line fighting that resulted in frequent misdirection of the process. A simple 20 minutes at the end of each session to engage in preplanning for the next agenda would have abated the paranoia that occurred.

Team building was not carefully and wisely preplanned for the CSS meetings. The necessary activities and directions were minimal and too artificially presented. Social events did not occur outside of the meeting that would have been essential to members meeting each other on a neutral turf. A barbecue was requested but never happened nor did effective team building.

Creative ideas were often stymied with blocking email replies that essentially said, NO. Yet at the very next meeting those ideas were discussed and agreed to. There was a constant shaking of heads in frustration and a deep resentment of facilitation and group process activities.

There was a clear preference for committee members during the process. All members did not receive equal time during discussion as some members received an endless time limit. Others were limited to a brief comment and jump to the next member. Clarification and redirect questioning failed to occur throughout most of the process for the two years. Facilitation became a control of the floor that impacted a better understanding of the meaning of prior comments by a fellow member. Positive reinforcement of ideas just did not happen.

RECOMMENDATIONS:

Build the Solway Interchange first as the traffic impact has reached a horrendous impact. There were fatalities in two separate accidents on consecutive days last week.

Develop a CSS plan and a Guide Handbook for the facilitator and for the committee members that are put into practice before the CSS process begins. Include a minimal week of team building that includes field trips to TDOT, planned highway locations etc, and outdoor social events such as a barbecue gathering. There are fun-team building games to explore. Let people experience other future members as real people who are entertaining and bright so that when serious debate begins with team members, you can analyze their content and tone from the person delivering their message. You should be able to not take their message or the person as trying to insult you.

Facilitators should be certified in the facilitation process as skilled and knowledgeable leaders. Facilitation means team building, helping members develop their ideas and redevelop them immediately. Facilitation is positive and focused on each person for more than a minute or two. It uses good teaching skills and experiences frequently found in the best classrooms.

The CSS process must begin with TDOT meeting with community representatives to discuss the need for a road and alternatives for its location. Unfortunately, there are political interests and influential lobbyist for every road project. Governor Bredesen excluded the road builders from managing the highway projects early in his administration. It is recommended that the developers for economic purposes also be excluded. Let's start with citizens whose homes and property will be impacted and first ask them for their opinions. Do not start with developers and economic interest spheres of influence as to how they can be helped. The residents and citizens should always be first.

Finally, the facilitator role should have an absolute neutral position throughout the CSS process. This would be better understood if this role were employed from other sources than TDOT, Palmer or Knox County. It would very valuable if such a role were paid for from a foundation that would be willing to fund such a role. The perceptions for the facilitator were suspicious at times with the thought that TDOT was obviously pulling their strings all of the time. This was the perception of several members who discussed this.

After two years of countless meetings and hours of service, why not find a meaningful way to thank the CSS members for their dedication as citizens who did not ask or receive any payment. It has been a thankless job that proved to be stressful and the taking of time from jobs and families.

I do thank you for this learning experience and the opportunity to engage again in democratic debate. We should have done this work for our community and not just for ourselves.

SR 475

Minority Report 4

Minority Report 4 was signed by:

Resource Team Member	Stakeholder Group
Carolyn Greenwood	Karns Community

Knoxville Regional Parkway Design Resource Team Minority Report

The Author

As the representative for the Karns community on the Knoxville Regional Parkway Design Resource Team, I was an active participant in this process from its inception two years ago. Karns is a rapidly-growing community in northwest Knox County and is one of several communities through which the proposed corridor for the road would pass. I am one of the few members of the Team with no direct financial, emotional, or political self-interest in this project, i.e., I do not live, work, or own property in, or adjacent to, the proposed corridor and do not expect to benefit financially from construction or subsequent development related to this project. My interest in the project is simply as a citizen who moved to Knoxville over 20 years ago, has raised a family in Karns for the past 14 of those years, and wants to help the Knoxville area grow in positive ways that preserve its high quality of life.

Introduction

TDOT is to be commended for involving the public in certain aspects of roadway decision-making and design through a “context sensitive solutions” type of process. Clearly, it can be a win-win situation for transportation agencies and the public when this process is conducted properly and there is active participation by a good cross-section of stakeholders. Unfortunately, in the case of the Knoxville Parkway, SR 475, the process was so severely constrained that a win-win solution proved to be impossible.

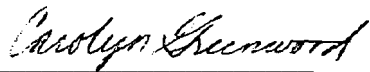
Supplemental Comments

In addition to the comments in Minority Report #1, I would like to make the following supplemental comments:

1. This was a learning process for everyone involved and I appreciate the opportunity I was given to participate. TDOT should take advantage of the experience gained by Team members and have a “Lessons Learned” session where positives and negatives about the process can be captured in order to help improve future projects.
2. After two years of work, a complete report should have been prepared for the Commissioner in addition to the current recommendations report (which is really more like an executive summary). The report should explain the rationale behind the decisions and recommendations that were made and should include information about process issues that were encountered along the way.
3. There should have been more time to prepare the final report and any supplemental or minority reports. The process was extremely rushed during the last two weeks. A request for a full report was denied and only one full edit of the final report was allowed even though about 50% of it was new in the second draft. No reason was given for the rush, but the Team was short-changed on a key part of the process.

4. A well-qualified, neutral facilitator should have been used throughout the process. The notetaker should also have been a neutral person.
5. Supporters of the project attempt to erroneously characterize the opposition to this project as coming predominantly from residents in and near the corridor, perhaps to draw attention away from their own personal self-interest in the project. In fact, however, people from all over this region who have paid any attention to this project are puzzled as to why a bypass would be put through what is already becoming part of the metropolitan area in terms of rapid growth, since a bypass by its very nature and definition should bypass this. The comment I heard most often during this process is that this road will be obsolete before it is built. Is TDOT listening?
6. TDOT needs to improve its methods of soliciting public opinion. Allow people to hear each other's concerns while still allowing private comments to be made as well. Take more care in preparing and reviewing input forms to ensure they are complete and clear. Decide as a team how public input will be used before soliciting it.
7. Rather than destroying existing communities with expensive new road projects, TDOT should be encouraging transportation projects that encourage infill development and improvement of existing roads. The idea of building concentric beltways without a clear long-range transportation plan is an example of the kind of poor piecemeal planning that is unfair to the public and will ultimately destroy Knoxville's primary asset, i.e., its quality of life.

Respectfully submitted,



Carolyn Greenwood
Karns Representative