

**THE "VISIONING" PHASE  
OF THE COMMON GROUND PROCESS:  
A SYNTHESIS OF  
EXTERNAL STAKEHOLDER VIEWS**

**SUMMARY REPORT**

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March 1995

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The Common Ground Process is being undertaken by the U.S. Department of Energy's Oak Ridge Operations Office and its contractor, Martin Marietta Energy Systems, Inc., with the assistance of the Energy, Environment, and Resources Center on the Knoxville campus of the University of Tennessee (UT). The UT group, led by Dr. Mary English, has had responsibility for structuring the involvement of stakeholders in the surrounding region and for providing advice as requested on other aspects of the project.

This report is a summary of external stakeholder input received during the first phase of the Common Ground Process. It has been prepared under a Cooperative Arrangement between the U.S. Department of Energy and the University of Tennessee (Instrument No. DE-FC05-92OR22056). The support of the U.S. Department of Energy is gratefully acknowledged. Any opinions, findings, conclusions, or recommendations contained in this report do not necessarily represent the views of the U.S. Department of Energy or the University of Tennessee. The authors take responsibility for the accuracy of its contents.

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The UT group includes L. Darryl Armstrong of The Armstrong Group, who, through a subcontract with the University of Tennessee, has provided valuable computer-based facilitation assistance and other expertise. The UT group also benefited from the use of facilities and expertise at the UT Social Science Research Institute.

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# THE "VISIONING" PHASE OF THE COMMON GROUND PROCESS: A SYNTHESIS OF EXTERNAL STAKEHOLDER VIEWS

## EXECUTIVE SUMMARY

### The Common Ground Process

In December 1993, the U.S. Department of Energy (DOE) directed each of its major sites to identify stakeholder-preferred future use options. The Common Ground Process is the response of the Oak Ridge Reservation (ORR) to this mandate.

The Common Ground Process is being undertaken by DOE's Oak Ridge Operations Office (DOE-ORO) and its contractor, Martin Marietta Energy Systems, Inc. (MMES), with the assistance of the Energy, Environment, and Resources Center at the University of Tennessee (UT). The UT group, led by Dr. Mary English, has had responsibility for structuring the involvement of external stakeholders — i.e., citizens who live or work in the surrounding region\* and personnel with regulatory or oversight responsibilities concerning ORR.

### The "Visioning" Phase

The first phase of the Common Ground Process has focussed on obtaining stakeholders' views concerning the future needs of the region and possible future uses of ORR's approximately 35,000 acres. The emphasis has been on basic values: on "what," not on "where" or "how."

During this phase — referred to as the "visioning" phase — interviews, discovery groups, and public workshops were conducted with external stakeholders. In all, more than 250 people participated. For the most part, their opinions were offered on a confidential or anonymous basis and as individual citizens, not as representatives of organizations.

The results of the external stakeholder visioning phase are summarized in this report. A similar effort to obtain the views of management personnel at DOE-ORO and MMES is now underway.

### Types of Participants

- There were a total of 273 participants in the external stakeholder visioning phase: 98 people were interviewed, 50 people participated in discovery groups, and 125 people participated in settings that used the public workshop format.\*\*
- A few participants offered opinions in more than one setting. "Double-counting" can't be eliminated, but it is estimated to be under 5%.

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\* For the purposes of the Common Ground Process, the region is defined generally as East Tennessee, and specifically as the 18 counties within a 40-mile radius of ORR.

\*\* Five interactive workshops were held around the region. In addition, the workshop format was used for "mail-in" questionnaires made available upon request to people unable to attend the workshops, and for a small group a planners convened from Oak Ridge and surrounding areas.

- Nearly three-quarters of the participants have lived in the region more than 10 years, and nearly three-quarters have had at least a few interactions with people and groups at ORR.
- Most of the participants live fairly close to ORR: 70% live in Anderson, Roane, or Knox counties, with 30% of the total living in Oak Ridge.
- Approximately one-quarter of the participants are current DOE-ORO or MMES employees who participated as private citizens living in the region.

### **Views on Needs of the Region in the 21st Century**

- Most participants want to retain and improve the region's environmental quality while ensuring a range of job opportunities.
- Continuing to meet national missions is seen as very important, but not at the expense of a strong, diversified economy.
- In the short term (over the next 25 years), the region's economic needs are rated by some as especially important. In the longer term (25-100 years), environmental protection is regarded by many as more important.
- Youth and adult education is widely regarded as crucial for the region, as is planning for growth.
- Similar visions for the region appear to be widely held, despite differences among participants in, e.g., place of residence, length of time in the region, or employment with DOE-ORO or MMES.

### **Views on Uses of ORR in the 21st Century**

- There is strong support for continuing DOE's missions at ORR, especially its research mission; for use of portions of ORR for high-tech, environmentally benign firms; for protection of ORR's special natural assets; and for continued use of ORR for environmental research.
- Certain multi-purpose uses of ORR are widely endorsed — e.g., research and development accompanied by technology transfer; hiking/biking trails that would provide low-impact recreation and transportation and also serve as "greenways" and visual buffers; and expansion of youth and adult educational opportunities at ORR, using available technical resources.
- There is little support for residential uses of ORR land, especially in the short term.
- There is considerable debate about whether ORR land should be used for a major highway corridor.
- Agriculture was not mentioned by many as a preferred use of ORR land, although suggestions were made concerning agriculture — e.g., for silvacultural research programs.

- Although land transfer and ownership were not a part of the visioning phase, the issue arose. To the extent it did, opinions appear to vary on whether ORR should remain federally owned or whether major portions should be released for private-sector or other governments' uses.
- Preferences concerning future uses of ORR do not appear to be correlated with differences among participants in, e.g., place of residence, length of time in the region, or employment with DOE-ORO or MMES.

### **Use of These Findings**

Participants in the visioning phase are not altogether typical of the region's demographic composition, but their range of perspectives are reasonably representative of those held by external stakeholders in the Common Ground Process. Nevertheless, the report's findings should not be treated as generalizable. Instead, the findings synthesize the views of people who responded to invitations to participate in interviews or discovery groups, or who took the opportunity to participate in widely-publicized interactive workshops.

### **Evaluation of the External Stakeholder Involvement Effort**

To evaluate the adequacy of the external stakeholder involvement effort, a parallel mechanism was initiated by the UT group. The evaluation has been conducted with the advice of a 3-member steering group drawn from the Knoxville-Oak Ridge area. Once the evaluation criteria were agreed upon, the evaluation team operated independently from the rest of the Common Ground Process team.

Response rates to the evaluation were generally high: for people participating in interviews, discovery groups, and public workshops, they were 50%, 63%, and 65%, respectively. Four major conclusions may be drawn from the evaluation of the visioning phase:

- Respondents generally endorse the concept of the Common Ground Process, and overwhelming majorities hope the process will be sustained.
- Some respondents feel skeptical about whether the Common Ground Process will make a difference: e.g., about how stakeholder input will be used, and whether DOE is committed to the process.
- Most criticisms revolve around implementation deficiencies such as inadequate graphics, insufficient information, and uncertainty over the final product of the Common Ground Process, not around the process itself.
- Most respondents believe that the "jury is still out" on the Common Ground Process: its value will be determined by the recommendations resulting from the process and how they are used.



## **BACKGROUND**

It is Department of Energy policy to manage all of its land and facilities as valuable national resources. Our stewardship will be based on principles of ecosystem management and sustainable development. We will integrate mission, economic, ecologic, social and cultural factors in a comprehensive plan for each site that will guide land and facility use decisions. Each comprehensive plan will consider the site's larger regional context and be developed with stakeholder participation. This policy will result in land and facility uses which support the Department's critical mission, stimulate the economy, and protect the environment.

Department of Energy - Stewards of a National Resource, 1994

### **The Common Ground Process**

In December 1993, the Office of Environmental Management of the U.S. Department of Energy (DOE) directed each of its major sites to develop recommendations concerning future site uses. The Common Ground Process was established by DOE's Oak Ridge Operations Office (DOE-ORO) and its contractor, Martin Marietta Energy Systems, Inc. (MMES), as the response of the Oak Ridge Reservation (ORR) to this mandate.

The goal of the Common Ground Process is to identify future use options for ORR's 35,000 acres — options that are stakeholder-preferred, technically feasible, and compatible with DOE missions. The time horizon of the Common Ground Process is the 21st century. Options are to be developed for uses over the short term (the next 25 years or so) and over the longer term (the next 25 to 100 years).

The Common Ground Process is being done within the context of a number of federal and state laws and regulations governing environmental restoration and environmental quality. In addition, it is understood that if ORR land is released into private ownership, it will come under the planning and zoning regulations of the City of Oak Ridge, within whose boundaries virtually all of ORR lies. (See Figure 1.)

### **Figure 1. Map of the Oak Ridge Reservation**

## **Purpose of this Report**

This report summarizes the results of external stakeholder input received during the “visioning” phase of the Common Ground Process, conducted during the Fall of 1994. The purpose of this phase was to obtain stakeholders' views concerning the needs of East Tennessee and possible uses of ORR land and facilities during the 21st century. The focus during this phase was on basic stakeholder values — in other words, on "what," not on "where" or "how."

## **"Stakeholder" Defined**

For the purposes of the Common Ground Process, "stakeholder" has been defined to include (1) people working with DOE-ORO or MMES at ORR, (2) people living and working in the surrounding region, and (3) people with regulatory or oversight responsibilities concerning ORR. The first group is referred to as "internal stakeholders"; the second and third groups collectively as "external stakeholders."

## **"Region" Defined**

For a map of the region, see Figure 2. The areas most immediately affected by ORR are the City of Oak Ridge and Anderson and Roane counties, within which ORR is located. In addition, various impacts from ORR are felt by six nearby counties: Blount, Knox, Loudon, Meigs, Morgan, and Rhea counties. These include economic impacts, environmental impacts, and other metropolitan growth impacts of changes at ORR (e.g., impacts on housing, education, and transportation). The presence of ORR — the largest source of employment in East Tennessee — also has impacts on the larger region. Thus, the region was defined as including 18 counties within a 40-mile radius of ORR. This is approximately the same definition of the region as was used during the Complex-21 proposal.

### **Figure 2. Map of the Region**

## **Scope of the Stakeholder Involvement Effort To Date**

To date, the stakeholder involvement effort has concentrated on external stakeholders. In addition, however, Common Ground Process team members felt that there should be a separate effort to obtain the views of internal stakeholders, because of their jobs at ORR. The internal effort is being led by DOE-ORO and MMES staff.

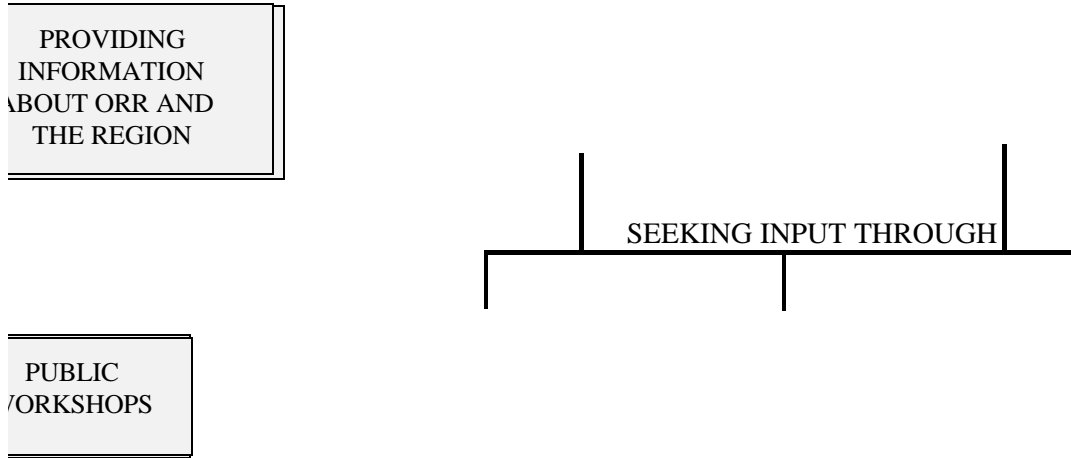
This report reflects only views obtained through the external involvement effort. However, internal stakeholders — ORR employees — are actually a subset of external stakeholders, since most ORR employees live within the region. As indicated under the "Types of Participants" section, approximately one-quarter of the people who have participated in the visioning phase's external stakeholder involvement effort are DOE-ORO or MMES employees.



## THE EXTERNAL STAKEHOLDER INVOLVEMENT EFFORT

As shown in Figure 3, a multi-pronged approach to involving external stakeholders has been used.

**Figure 3. Visioning Phase of the Common Ground Process:  
Key Components of the External Stakeholder Involvement Effort**



**(1) Getting the word out.** Word about the Common Ground Process was spread through presentations made by DOE-ORO and MMES staff to 23 organizations, as well as on local radio and television shows (see Appendix A); through posters at ORR events and at regional fairs; through a story in a July 1994 special supplement to *The Oak Ridger* written by MMES Community Relations staff; through advertisements in 16 of the region's newspapers; and through articles written by reporters that have appeared in local newspapers.

**(2) Providing information about ORR and the region.** A 2-page "fact sheet" with basic information about ORR and the region was provided to all participants in the Common Ground Process, together with maps of ORR and the region. A "Participant's Kit" with more extensive information on ORR and the region became available only towards the end of the visioning phase. Copies were distributed at public workshops and were mailed to people who had participated in interviews or discovery groups.

**(3) Interviews.** In-depth interviews were conducted with external stakeholders in the region who, by virtue of the positions they hold, can be regarded as opinion leaders concerning ORR and the region. (See Appendix B for a list of the people interviewed.) The interviews were conducted by the UT group. Most were conducted over the phone; a few were face-to-face. They each took approximately ½ hour and consisted of closed-ended and open-ended questions.

**(4) Discovery groups.** Ten groups were convened to interactively generate ideas about regional needs and future uses of ORR. Participants were drawn from lists of organizations that had not been covered through the interview process but that had interests germane to the Common Ground Process, as well as from a list of individuals who had responded to the Common Ground Process advertisements placed in regional newspapers in early October.

To identify possible participants, the UT group contacted a total of 194 people by phone. Fifty people participated. (See Appendix C for a list of the participants.) Participants were grouped by shared interests: housing, education, agriculture, cultural/spiritual considerations, downstream river use, parks and recreation, economic development, and environmental quality. Two groups apiece were convened around the latter two interest areas. Each of the discovery groups took approximately 2-1/2 hours, and each followed the same format.

In addition to the above discovery groups, a group composed solely of planning officials was convened by MMES planning staff. (See Appendix C.) Unlike the other discovery groups, this session included a review and discussion of technical information concerning ORR and growth projections for the region, followed by a format that paralleled the public workshops.

**(5) Public workshops.** Five interactive public workshops were held around the region — in Oak Ridge, Farragut, Spring City, Clinton, and Harriman. The workshops were publicized through advertisements in regional newspapers and a mailing to approximately 2000 people on the mailing lists of MMES's Community Relations staff for Environmental Restoration and Waste Management. Interviewees and discovery group participants also were informed of the workshops. In total, 105 people participated in the workshops. Each workshop lasted approximately 2 hours.

The newspaper advertisements included the message that questionnaires similar to those used at the public workshops would be mailed upon request to people unable to attend a workshop. Twenty-five questionnaires were mailed out; 13 were returned.

### **Allocation of Responsibilities for the External Stakeholder Involvement Effort**

The UT group was responsible for planning the visioning phase of the external stakeholder involvement effort, including structuring the approach to be used and identifying groups and individuals to be contacted. This plan had the advice and input of the DOE-ORO and MMES staff on the Common Ground Process team.

During the visioning phase, DOE-ORO and MMES staff took primary responsibility for getting the word out about the Common Ground Process and for making public workshop arrangements. The public workshops were facilitated by MMES staff, with computer-based facilitation provided by Dr. L. Darryl Armstrong (a subcontractor to the University of Tennessee who has served as part of the UT group). The UT group took primary responsibility for the interviews and discovery groups, with some logistical support for the latter provided by MMES staff. Preparation of information about ORR and the region was a joint effort of MMES staff and their subcontractors and the UT group.

Processing of opinions gathered during the visioning phase of the external stakeholder involvement effort and preparation of the report at hand was the responsibility of the UT group.

## EVALUATION OF THE EXTERNAL STAKEHOLDER INVOLVEMENT EFFORT

To evaluate the external stakeholder involvement effort, a parallel mechanism was initiated by the UT group at the inception of the Common Ground Process. The purpose of the evaluation was two-fold: (1) to enable mid-course corrections, and (2) to provide a post hoc assessment. The evaluation was to focus exclusively on stakeholder involvement; it was not to address the content of recommendations resulting from the Common Ground Process.

The evaluation has been conducted by Dr. David Feldman, a Senior Research Associate at the Energy, Environment, and Resources Center, with the help of a graduate research assistant and with the advice of a 3-member steering committee drawn from the Knoxville-Oak Ridge area. Once the evaluation criteria were agreed upon, the evaluation team operated independently from the rest of the Common Ground Process team.

### Evaluation Results To Date

Response rates to the evaluation were generally high. Over 100 people attending Common Ground Process presentations completed evaluation forms (a 35% response rate). Response rates for people participating in interviews, discovery groups, and public workshops were 50%, 63%, and 65%, respectively. Respondents submitted numerous comments when they returned their forms. Four major conclusions may be drawn from the evaluation of the visioning phase:

**(1) Respondents generally endorse the concept of the Common Ground Process.** About two-thirds of the respondents rate their understanding of the Common Ground Process as high, and overwhelming majorities hope the process will be sustained and plan to participate in it. A vast majority of the respondents have high to moderate confidence in the Common Ground Process — i.e., they believe the process has a worthwhile goal and a viable means to achieve it.

**(2) Some respondents feel skeptical about whether the Common Ground Process will make a difference.** For example, some are skeptical about how stakeholder input will be used and whether DOE is committed to the process. But respondents generally believe that future land use decisions should be shaped by a methodical, fair process that weighs alternatives. In this regard, they view the Common Ground Process as having the potential to inform and educate about future land use options for ORR and to conduct that weighing process.

**(3) Most criticisms revolve around implementation deficiencies, not the process itself.** Perceived deficiencies include inadequate or inaccurate graphics in workshops and presentations, and uncertainty over the final product of the Common Ground Process. Respondent suggestions for overcoming these deficiencies include providing more information about land use options and explaining how stakeholder input will be used to shape decisions.

**(4) Most respondents believe that the "jury is still out" on the Common Ground Process: its value will be determined by the recommendations resulting from the process and how they are used.** Many respondents believe that the Common Ground Process will be valuable only if it leads to recommendations that are better than if there were no process — i.e., recommendations that are rational, that encompass concerns of diverse groups, and that do not ignore past commitments. It appears that many respondents are not going to unqualifiedly endorse the Common Ground Process until after they have seen its final product.



## USE OF THE FINDINGS

**The findings summarize external stakeholder input gathered in three formal settings: interviews, discovery groups, and public workshops.** When the term "participant" is used, it refers to people who participated in these settings. The findings do not include views informally expressed in other settings — for example, at presentations made by Common Ground Process team members to organizations around the region. The presentations were mainly intended to acquaint people with the Common Ground Process and to let them know that there would be upcoming interactive opportunities. Nevertheless, opinions expressed informally have been taken into account, and have helped to shape the process.

**During the visioning phase of the Common Ground Process, there were a total of 273 participants.** Of these, 98 participated in interviews, 50 participated in discovery groups, and 125 participated through a public workshop format. (Of the latter, 105 attended public workshops, 13 mailed in responses, and 7 attended a planners' discovery group that followed a workshop format. All are treated as public workshop participants for the purpose of these findings.)

**A few of the 273 participants offered their opinions in more than one setting.** For example, a few people participated in more than one public workshop, or in a public workshop as well as an interview or discovery group. Because views were offered on an anonymous basis, the findings cannot be corrected for double-counting. Based on available information, however, we estimate that no more than 10 to 15 people participated in more than one setting.

**A few participants did not respond to all the questions posed or gave dual responses.** In a few instances, participants either chose not to respond to a question or split their answer between two categories. On average, this occurred only 1 to 2% of the time. The percentages given in the findings represent percentages exclusive of non-responses or dual responses.

**No attempt was made to survey the general population of the region.** This idea was rejected for several reasons. Chief among them is that, given the complexity of the subject of future uses of ORR, it is doubtful that a random-sample survey would produce informed responses. In addition, the Common Ground Process will work most effectively with sustained involvement — i.e., involvement at several different points over about a year. While by no means guaranteed, sustained involvement is more likely with participants who have demonstrated an interest in the Common Ground Process.

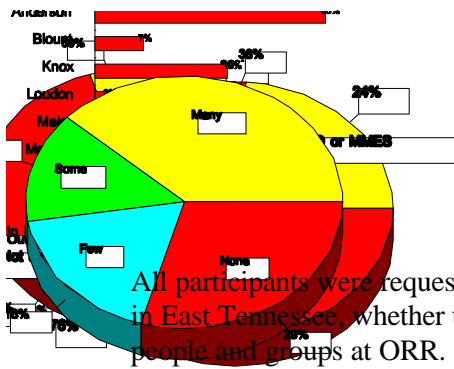
**The stakeholder involvement effort was focussed mainly but not solely on areas closest to ORR.** Because impacts of ORR's future uses will be felt most by the eight-county area noted above, efforts to engage stakeholders in the Common Ground Process have concentrated on this area — particularly but not exclusively on the cities and towns closest to ORR. Nevertheless, all others from the larger region have been welcome to participate.

**While not fully successful, efforts were made to reach a diverse range of participants.** Within the region, the current population is predominantly Caucasian, of Northern European descent. Members of the Cherokee Nation and African-Americans have played a significant role in the area's history, however. Efforts were made to engage these and other minorities in the Common Ground Process, particularly through interviews and discovery groups, but with limited success. Similarly, the external stakeholder involvement effort has had only limited success in involving low-income stakeholders in the region — a significant portion of the region's population. Finally, youth within the region have perhaps the greatest stakes in the future uses of ORR. While they were welcome to attend the public workshops and their participation in discovery groups was sought, few youths have yet participated in the Common Ground Process.

### **Summary: Use of the Findings**

The findings given in this report reflect only the views of participants in the Common Ground Process. None of the findings should be treated as generalizable to the region's population. Furthermore, during the visioning phase of the Common Ground Process, people were given only brief, basic information about ORR. It's possible that their views about future uses of ORR would be modified with fuller information about physical, technical, legal, and institutional considerations.

Nevertheless, these findings are valuable as a starting point for the Common Ground Process. They summarize the visions of people who have taken advantage of opportunities to participate in interviews, discovery groups, and widely-publicized public workshops. These people, while not altogether typical of the region's population, represent a diverse array of interests and perspectives. Given this diversity, the degree to which visions are shared is striking.



## TYPES OF PARTICIPANTS

All participants were requested to provide some basic personal information: their place and length of residence in East Tennessee, whether they work for DOE-ORO or MMES, and how many interactions they have had with people and groups at ORR. For a few participants, the questions concerning place and length of residence in East Tennessee were not germane: some people who do not live in the region were interviewed because of their positions in, e.g., federal or state government. Under "County of Residence" in Figure 4, these participants appear as "other."

**Figure 4. Characteristics of Participants\***

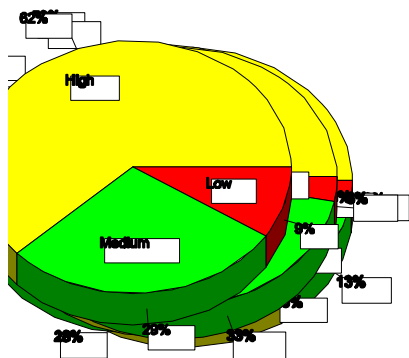
\* Here and elsewhere, percentages may not sum to 100 due to rounding.

As shown in Figure 4, 70% of the total number of participants currently live in Anderson, Knoxville, or Roane counties, with Oak Ridge residents constituting 30% of the total. Most of the participants have lived in East Tennessee more than 10 years. More than half describe themselves as having had many or some interactions with people and groups at ORR. Approximately one-quarter currently work for DOE-ORO or MMES.

### Summary: Types of Participants

Most of the participants live in areas close by ORR. Nevertheless, the total pool of participants reflects some diversity, both in place of residence and in whether they are employed by DOE-ORO or MMES. The vast majority of participants share two key characteristics: most have lived in the region a fairly long time, and most have had at least a few interactions with people and groups at ORR.

## NEEDS OF THE REGION IN THE 21st CENTURY



One objective of the visioning phase was to elicit participants' views on needs of the region in the coming decades. "The region" was loosely defined to encompass East Tennessee, with a focus on the 18-county area surrounding ORR.

Two approaches were used: (1) interviewees and public workshop participants were given a list of possible needs and were asked to indicate whether they thought they were of high, medium, or low importance; whereas (2) discovery group participants were asked to interactively generate their own lists of needs

and then individually indicate whether each need was of high, medium, or low priority over the short term (up to 25 years) and the longer term (25-100 years). Interviewees and discovery group participants were also asked to choose their top-priority need over the short term and longer term. In addition, interviewees were asked to give brief "vision statements."

### Rating the Importance of Regional Needs

Interviewees and public workshop participants comprised approximately four-fifths of the total number of participants. The list of needs given to them was as follows:

- **continuing the region's contribution to national missions**
- **promoting equal opportunity in the region**
- **preserving the region's semi-rural landscape**
- **developing the region's economy**
- **sustaining and improving the region's natural environment**

The list was prefaced with the question, "How important is each of these needs to East Tennessee in the coming decades?" In responding, participants did not have to choose among the needs. For example, they could indicate that each was a high priority. The results are shown in Figure 5.

**Figure 5. Future Regional Needs: Participants' Views on Importance**

Discovery group participants comprised approximately one-fifth of the total number of participants. Each group was asked the same question — "What will be East Tennessee's greatest needs during the coming century?"

The ideas generated by the discovery groups are listed in Appendix D, organized by category. Discovery group participants were also asked to individually complete tally sheets indicating whether each interactively generated need was of high, medium, or low priority. The results of this tallying are contained in a forthcoming technical appendix available from the UT group upon request.

### Identifying the Most Important Need

Interviewees were asked to identify which regional need would be most important over the short term and the longer term, choosing their top priority from the list of 5 needs given above. Their responses are summarized in Table 1.

<b>Table 1. Most Important Regional Need: Interviews</b>		
Regional Need	Percentage of Interviewees Identifying Need as Top Priority	
	Short-term (up to 25 years)	Longer-term (25 - 100 years)
Developing the region's economy	51%	39%
Sustaining and improving the region's natural environment	26%	41%
Continuing the region's contribution to national missions	17%	11%
Promoting equal opportunity in the region	3%	7%
Preserving the region's semi-rural landscape	3%	2%

They were then asked whether there was any short-term or longer-term need of even greater importance. More than two-thirds responded "no." Of the remaining, 7 people noted the importance of balancing between economic development and the environment, and 6, the importance of improving education. Other top-priority needs mentioned included such needs as diversifying job opportunities and the economic base, encouraging high technology in the region, improving transportation, improving public health protection, dealing with toxic wastes, and promoting tolerance and diversity.

Discovery group participants were also asked to identify which regional need would be most important in the short term and longer term. They, however, chose from the list of needs interactively generated by their group. The participants' responses can be categorized as shown in Table 2.

<b>Table 2. Most Important Regional Need: Discovery Groups</b>		
Categorization of Regional Needs Identified by Discovery Groups	Percentage of Discovery Group Participants Identifying Need as Top Priority	
	Short-term (up to 25 years)	Longer-term (25 - 100 years)
Environment	39%	30%
Mixed (various combinations of needs)	33%	41%
Economy	12%	4%
Infrastructure	6%	4%
Education	2%	7%
Agriculture	2%	0%
Energy	0%	4%
Housing	0%	0%
Other	6%	9%

### Visions for the Future of East Tennessee

Interviewees were asked to very briefly state their visions for East Tennessee — i.e., what they would like East Tennessee to be like in the 21st century. The themes covered in their statements are summarized in Table 3.

<b>Table 3. Visions for the Future of East Tennessee</b>	
Theme	Percentage of Interviewees*Who Mentioned this Theme
Achieve sustainable development through balancing economic and environmental needs	59%
Preserve and improve the quality of the region's environment	21%
Maintain a high quality of life, with low crime rates and good community life	20%
Improve education at all levels	14%
Emphasize high-technology development and high-tech skills and jobs	13%
Create jobs for all skill levels	13%
Preserve East Tennessee's semi-rural nature	11%
Develop a more urban, cosmopolitan East Tennessee	6%
Make the area a world-class center for research and science	6%
Promote equality of opportunity	6%
Other	15%

\*Many people mentioned more than one theme; thus, these percentages sum to more than 100.

Comments in the "other" category include single-count references to desires for, e.g., the region to be less dependent on the federal government, the region to have a more global view than it does today, local and regional control over the region's destiny, and adequate planning to control population growth.

### **Summary: Views on Needs of the Region in the 21st Century**

The message coming through from the "visioning" phase is that most participants want to keep and improve upon the natural assets of the region while ensuring that it has a range of job opportunities. Continuing the region's contribution to national missions is seen as very important, but not to the exclusion of having a strong, diversified economy. Economic development is seen by a number of participants as especially important in the short term, over the next 25 years or so. However, environmental protection is generally seen as being of greater importance in the longer term, over the next 25 to 100 years.

As a separate need, promoting equal opportunity is seen by some participants as somewhat less important. However, a number of participants commented that the region's needs are really interrelated, and that improving youth and adult education is essential to individual and regional well-being in many regards.

Most participants appear to want a blend: the best of the 21st century, but without sacrificing the natural and cultural qualities that have characterized the region. "Managed growth," "sustainable development," and "quality of life" are terms that recurred frequently. A number of participants commented on the need for planned rather than haphazard growth, and on maintenance and improvement of the region's infrastructure — including transportation, but also including computerized information systems. A few participants are inclined to whole-heartedly embrace population growth and urbanization; a few others would like to see population growth curtailed insofar as possible.

A cross-tabular analysis suggests that differences among participants in place of residence, length of time in the region, or whether they work for DOE-ORO or MMES do not matter much when it comes to their visions for East Tennessee. They are fairly unified about where the region should be headed.



## USES OF ORR IN THE 21st CENTURY

The second key objective of the visioning phase was to elicit participants' views on preferred uses of ORR during the 21st century. Participants were told that DOE plans to have continuing missions at ORR, but, with 35,000 acres, other uses might be possible as well. The emphasis was on the physical side of ORR — its land, buildings, and natural characteristics. However, this aspect of ORR proved hard to separate from its human side — its institutions and "people resources."

Opinions on ownership were not sought, although they occasionally were offered. In addition, while it is recognized that the City of Oak Ridge's land use regulations will guide the use of land that is released into private ownership, the visioning phase did not seek speculations on what these regulations might be in the coming decades. Instead, unfettered visions of preferred uses of ORR were sought.

The approach used to elicit participants' views about preferred future uses of ORR was similar to that used for regional needs: (1) interviewees and public workshop participants were given a list of land use categories and were asked to indicate whether they should be of high, medium, or low priority; whereas (2) discovery group participants were asked to interactively generate their own lists of future uses and then individually indicate whether each use should be a high, medium, or low priority. As before, interviewees and discovery group participants were asked to indicate their top priorities. In addition, all participants were asked to volunteer specific suggestions about future uses of ORR, and interviewees were asked five short questions about future DOE missions at ORR.

### Rating the Importance of a Given List of Future Uses

Interviewees and public workshop participants were given the following list of 6 land use categories:

- **commercial and industrial development**
- **residential uses**
- **recreational uses**
- **uses especially intended to protect the reservation's natural environment**
- **uses for DOE missions**
- **uses for other federal or state government missions**

For each category, participants were asked whether it should be a high-priority, medium-priority, or low-priority use of ORR land in the coming decades. They were not asked to identify *where* on ORR these uses should occur. They also were not asked to rank the uses — e.g., a participant could indicate that each category should be a high priority. The results are shown in Figure 6.

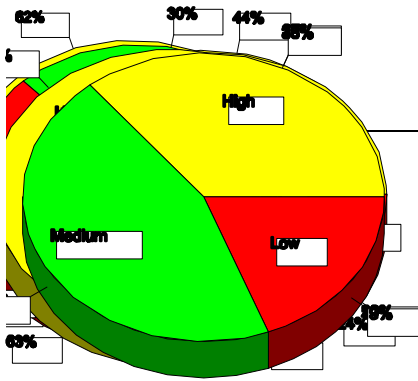


Figure 6. Future Uses of ORR Land: Participants' Views on Importance

### Other High-Priority Uses

Interviewees were asked whether there were any other uses that should be a high priority on ORR land over the coming decades. Nearly two-thirds responded "no." Of the remaining, 8 interviewees mentioned scientific research and development; 6, education and worker retraining; 4, uses that serve the City of Oak Ridge's needs; 3, environmental clean-up; 3, transportation; 2, development of the Roane County side of ORR; and 2, development of a nuclear power plant. The remaining were single-count mentions of such uses as a regional landfill on a contaminated portion of ORR, a national conference center, and environmental education.

### Interactively Generating a List of Future Uses

In each of the discovery groups, participants were asked the question, "What roles should ORR play in the region during the coming century?" The ideas generated are presented in Appendix E, organized by category. The results of the discovery group participants' individual tallying are contained in a forthcoming technical appendix available from the UT group upon request.

### Identifying the Most Important Future Use of ORR

Interviewees were asked to identify which ORR land use should be the top priority in the short term and in the longer term. They were given the 6 categories noted above but had the option of identifying some other land use. Their responses are summarized in Table 4.

<b>Table 4. Most Important Future Use: Interviews</b>		
ORR Future Use Categories	Percentage of Interviewees Identifying Future Use as Top Priority	
	Short-term (up to 25 years)	Longer-term (25 - 100 years)
DOE missions	29%	10%
Commercial and industrial development	27%	28%
Natural environment	25%	33%
Other federal or state missions	2%	3%
Recreational uses	0%	5%
Residential uses	0%	1%
Other	18%	19%

In the "other" category, environmental clean-up, education, maintaining a high-tech base, serving local government missions, and developing new energy systems were mentioned as top priority by various people. Several interviewees noted that a blend of land uses should be the top priority.

Discovery group participants were also asked to identify which future use of ORR land should be the top priority in the short term and in the longer term. They, however, chose from the list of future uses interactively generated by their group. Participants' responses can be categorized as shown in Table 5.

<b>Table 5. Most Important Future Use: Discovery Groups</b>		
Categorization of ORR Future Uses Identified by Discovery Groups	Percentage of Discovery Group Participants Identifying Future Use as Top Priority	
	Short-term (up to 25 years)	Longer-term (25 - 100 years)
DOE missions	35%	38%
Natural environment	17%	15%
Education	10%	13%
Commercial and industrial development	10%	2%
Recreational uses	4%	9%
Agriculture	4%	2%
Transportation	2%	0%
Residential uses	2%	0%
Other federal or state missions	0%	2%
Other	15%	19%

### **Specific Suggestions for Future Uses**

Specific suggestions for future uses of ORR were gathered during the course of the interviews, discovery groups, and public workshops. The collective results are summarized in Appendix F.

## Future DOE Missions

Participants in discovery groups and public workshops could comment on future DOE missions but were not given a specific set of questions on those missions. In contrast, interviewees were asked five short questions and were told that they could answer with a simple yes/no or with comments and qualifiers. The questions and the responses received are summarized below. Where the interviewee did not clearly state "yes" or "no," the interviewers have used judgement about the categorization of responses.

a. Should ORR continue to serve non-defense missions such as medical, environmental, and energy research and the development of new peacetime uses for technologies developed during the Cold War?

Yes: 100%

b. Should ORR continue to serve non-nuclear defense missions such as research on robotics and new high-temperature materials and the production of satellite components?

Yes: 96%  
No: 4%

c. If DOE is involved in nuclear weapons production in the future, should ORR be part of this mission?

Yes: 78%  
No: 20%  
Mixed: 2%

d. Should ORR continue to serve as a national center for research and development in environmental cleanup and waste management technologies?

Yes: 99%  
No: 1%

e. Should ORR accept nuclear materials and waste from other DOE sites?

Yes: 45%  
No: 41%  
Mixed: 15%

A number of interviewees had comments accompanying their responses to questions (c) and (e). Using the interviewers' paraphrased transcriptions, these are briefly summarized below.

Question (c) — nuclear weapons production:

In response to this question, 26 of the 98 people interviewed had comments. Of these comments, 81% accompanied a "yes" answer. The gist of most of these was "yes, but ...." Qualifiers included such phrases as "only to the extent that it has been done at ORR already"; "only if it is compatible with other missions"; "as long as ORR is uniquely suited and has the capability of handling the materials and wastes"; "but East Tennessee is not the best place in the nation to consolidate the weapons complex"; "but putting a lot of emphasis on nuclear weapons production would be economically dangerous for ORR."

Those who said "no" with a comment were also tending to say "no, but ...." For example: "No, but I would be open to being talked to about it ..."; "if it's national security, they have no choice, but I don't foresee it in the near future ...."

Question (e) — accepting nuclear materials and waste from other DOE sites:

In response to this question, 57 of the 98 people interviewed had comments. Of these comments, 61% accompanied a "yes" answer. Again, the gist of most of these was "yes, but ...." Qualifiers included such phrases as "to the extent it avoids duplication of capabilities within the DOE complex"; "it depends upon the type of waste and the length of storage"; "only within the confines of a wider plan"; "only provided that ORR institutes the proper safeguards, has proper transportation, and mitigates socioeconomic impacts on the community"; "yes to nuclear materials ... use of things such as the TSCA incinerator for other DOE sites is okay on a limited basis"; "on a temporary basis only."

The remaining comments accompanying responses to question (e) were split between "no" answers (14%) and "mixed" answers (25%). The gist of most of the comments accompanying "no" answers was that ORR should take care of its own materials and wastes, but not that of other DOE sites. For example: "ORR has enough problems already"; "each site should take care of its own."

The gist of most of the comments accompanying "mixed" answers to question (e) was that while materials such as highly enriched uranium from other sites might be okay, accepting other sites' wastes should be avoided. For example: "Yes to nuclear materials, no to wastes except on a national need basis"; "Wastes: no, definitely not for spent nuclear fuel ... also no to bringing chemically hazardous wastes from other sites, because of transportation risks ... nuclear materials: more uncertain"; "waste from other sites: no to disposal; yes to a limited amount of waste for treatment ... nuclear materials: yes, but should have a long-term vision, the capability of protecting human health and the environment, and proper infrastructure ..."

## Summary: Views on Uses of ORR in the 21st Century

The visioning phase of the Common Ground Process has revealed a wide array of ideas about possible uses of ORR land and facilities in the coming decades. Nevertheless, some areas of broad agreement are identifiable.

There is strong support for continuation of ORR's missions, especially its research mission; for use of portions of ORR to promote the development of private sector enterprise, especially high-tech, environmentally benign firms; for protection of ORR's special natural assets; and for continued use of ORR for environmental research, including research that investigates the effects of past contamination. In a similar vein, certain multiple-purpose uses are widely endorsed: for example, research and development accompanied by technology transfer; hiking/biking trails that enable low-impact recreation and local transportation while providing greenways that serve as visual buffers; and expansion of youth and adult educational opportunities at ORR that capitalize on and enhance ORR's expertise and technical resources.

There is less support for residential uses, especially in the short term, and considerable debate about whether ORR land should be used for a major highway corridor. Agriculture was not mentioned by many as a preferred use of ORR land, although suggestions were made for agricultural and especially for silvaculture research programs.

While the issue of ownership was not a part of the visioning phase of the Common Ground Process, it inevitably arose. To the extent that it did, there appears to be no broad agreement about whether ORR should remain federally owned or whether major portions of it should be released for private-sector or other governments' uses. Arguments for the former viewpoint included, e.g., keeping ORR as a national resource for possible future needs, ensuring through a federal presence that severely contaminated areas will remain off-limits, and keeping the federal government responsible for ORR's environmental restoration. Arguments for the latter viewpoint included, e.g., increasing the tax base, making land available to meet expanding needs of the City of Oak Ridge, and diversifying the region's economy and job opportunities.

A cross-tabular analysis suggests that, based upon these participants, differences of opinion in how ORR land should be used in the future have little correlation to place and length of residence in East Tennessee, employment at DOE-ORO or MMES, or number of interactions with people and groups at ORR. For example, on average both Oak Ridgers and others indicated that residential uses of ORR to be a fairly low priority, but both, on average, indicated that recreational uses of ORR land should be a medium priority. Similarly, uses especially intended to protect ORR's natural environment were rated as a fairly high priority by Oak Ridgers and others, and by long-standing East Tennessee residents as well as newcomers. On average, people who don't currently work for DOE-ORO or MMES rated future uses for DOE missions about as high as those who do work at ORR. The former, however, rated commercial and industrial development of ORR land as a somewhat higher priority than did the latter.



## CONCLUSION

The purpose of the visioning phase of the Common Ground Process has been to obtain the views of external stakeholders on future needs of the region and future uses of ORR land. Multiple, complementary methods were used, in order to engage a broad range of participants and to elicit their views in a variety of settings.

The purpose of this synthesis has been to summarize external stakeholder input received during the visioning phase. Given the rich array of comments and suggestions, it has not been an easy or a tidy task. Nevertheless, the input during the visioning phase suggests that there is broad agreement among different types of participants on several fundamental issues.

There is broad agreement about the need to balance between economic and environmental considerations for the region, and also for ORR. With respect to the latter, there is broad agreement that future DOE missions, especially research missions, should be supported, but with increased diversification of economic opportunities using ORR land for environmentally benign firms, and with creative use of DOE resources to help meet regional needs such as technology transfer and education. There is also broad agreement that ORR's special natural assets should be protected, and that environmental research on ORR land should continue. Low-impact recreational uses of portions of ORR are widely supported, especially if they serve multiple functions such as transportation, environmental and aesthetic enhancements, and/or environmental education. There is far less support for residential uses of ORR land, especially in the short term. Agriculture (especially silvaculture research programs) was mentioned by a few people as a preferred use. There is considerable debate about whether ORR land should be used for a major highway corridor.

In this report, our goal has been to provide a brief but reasonably accurate portrait of the views and characteristics of those who participated in the external stakeholder interviews, discovery groups, and public workshops that were conducted during the visioning phase. For those who wish to see more detail, copies of open-ended comments recorded in writing during these three forms of stakeholder input will be compiled in a technical appendix to this report and will be made available by the UT group upon request.



## **APPENDICES**

**APPENDIX A:  
PRESENTATIONS TO EXTERNAL STAKEHOLDERS**

Presentations to Organizations:

Adjustment Assistance Coordinating Council  
Anderson County Chamber of Commerce  
Anderson County Commission  
Better Roads in North Knox County  
East Tennessee Economic Council  
Oak Ridge Environmental Quality Advisory Board  
Friends of Oak Ridge National Laboratory  
Knoxville/Knox County Metropolitan Planning Commission  
Kiwanis Club (Oak Ridge)  
League of Women Voters (Knoxville)  
League of Women Voters (Oak Ridge)  
Lion's Club (Oak Ridge)  
Local Oversight Committee, Inc.  
Southern Appalachian Man & Biosphere Conference  
Melton Hill Regional Industrial Development Association  
Oak Ridge Planning Commission  
Oak Ridge National Management Association  
Roane County Chamber of Commerce  
Roane County Commission  
Rotary Club (Oak Ridge)  
Sierra Club, Harvey Broome Chapter  
Tennessee Environmental Council  
Tennessee Department of Environment and Conservation

Organizations that Declined Presentations:\*

East Fork Poplar Creek Citizens Working Group  
Knoxville Chamber of Commerce  
Oak Ridge Chamber of Commerce  
Oak Ridge Waste Management Association  
Save Our Cumberland Mountains  
Tennessee Conservation League

Media Presentations:

Channel 6 News  
Channel 8 Noon Day  
Channel 12 (WCTV Interview)  
Local Access TV -- Harriman  
WIVK, Halleron Hill Talk Show

\*Declined for various reasons: e.g., because of scheduling conflicts, prior familiarity with the Common Ground Process, limited interest. In some cases, Common Ground Process material was distributed in a meeting of the organization.

**APPENDIX B:  
PEOPLE INTERVIEWED\***

Annette Anderson  
Coordinator, East Tennessee Community Design Center

William Anderson  
State Representative, District 20

Victor Ashe  
Mayor of Knoxville

Tom Ashwood  
Chair, Roane County Environmental Review Board

Ben Atchley, Jr.  
State Senator, District 6

Don Bagwell  
Executive Director, East Tennessee Economic Council

Ronald Banks  
McMinn County Executive

Glen Beckwith  
Assistant Commissioner, TN Department of Transportation

David Bolling  
Anderson County Executive

Angela Booker  
Executive Director, East Tennessee Minority Purchasing Council

Jeff Broughton  
Oak Ridge City Manager

Bradley Bryan  
Supervisory Hydrologist, U.S. Geological Survey

Tony Campbell  
Vice President of Conservation Policy, Tennessee Conservation League

Joe Cathey  
Chief, Planning Branch, Nashville District Corps of Engineers, Army Corps of Engineers

\*Interviews were unsuccessfully sought with representatives of Ducks Unlimited, the Knoxville Black Contractors Association, Knoxville College, the Knoxville chapter of the NAACP, the Oak Ridge Environmental Peace Alliance, the Oak Ridge Chamber of Commerce, the Oil, Chemical, and Atomic Workers International Union, Roane State

Community College, Save Our Cumberland Mountains, Tennessee Bass Federation, and Trout Unlimited. In addition, several local, state, and federal elected officials declined to be interviewed, as did several officials with Tennessee state agencies.

Dennis Cook  
Division Administrator, Federal Highway Administration, U.S. Department of Transportation

Jim Cooper  
President, Melton Hill Regional Industrial Development Association

William Crisp  
Blount County Executive

Ron Davis  
Environmental Compliance Manager, Tennessee Valley Authority Land Management Program

Jeff Deardorff  
Vice President of Tennessee Resource Valley, Tennessee Technology Corridor Development Group

Frank Diggs  
Mayor of Clinton

Rosemary Durant-Giles  
President & CEO, Urban League

Alan Edwards  
President, Pellissippi State Technical Community College

Gene Elsea  
State Senator, District 13

Sharon Fidler  
Environmental Committee Chair, League of Women Voters of Tennessee

Amy McCabe Fitzgerald  
Executive Director, Local Oversight Committee, Inc.

Eugene Fowinkle  
Chair, Oak Ridge Health Agreement Steering Panel

Jenny Freeman  
President, Tennessee Citizens for Wilderness Planning

Robert Freeman  
Director, East Tennessee Development District

Jo Ann Garrett  
Member, former Martin Marietta Environmental Advisory Committee

Susan Gawarecki  
Environmental Committee Chair, League of Women Voters of Oak Ridge

C. Coulter Gilbert  
State Senator, District 7

Stanley Gloeckner  
Local Conservation Chair, Sierra Club, Harvey Broome Chapter

John Goodwin  
Acting Executive Director, Minority Business Bureau, Knoxville

Jim Hamby  
President, Atomic Trades & Labor Council

Michael Hammer  
Grainger County Executive

Jack Hammontree  
President, Knoxville Chamber of Commerce

Herbert Harper  
Executive Director, Tennessee Historical Commission

Estie Harris  
Administrative Assistant, Office of former Senator Harlan Mathews

David Hedgepeth  
Director, Nashville Peace Action

Brock Hill  
Cumberland County Executive

Ivory Hillis, Jr.  
State Representative, District 43

Hubert Hinote  
Executive Director, Southern Appalachian Man & Biosphere Program

Gary Holiway  
Jefferson County Executive

Bryan Jenkins  
President, Anderson County Chamber of Commerce

Jon Johnston  
Chief, U.S. Environmental Protection Agency, Region IV, Federal Facility Branch

Alan Jones  
Executive Director, Tennessee Environmental Council

Stanley Justice  
Mayor of Oliver Springs

Tommy Kilby, Jr.  
Morgan County Executive

Jackie Kittrell  
General Counsel, American Environmental Health Studies Project

Carl Koella, Jr.  
State Senator, District 8

Ann Lamb  
Environmental Committee Chair, League of Women Voters of Knoxville

Garland Lankford  
Meigs County Executive

Tim Ledford  
President, Roane County Chamber of Commerce

Diane Ledman  
Chair, Solutions to Issues of Concern to Knoxvilleians

James Lee  
Natural Resource Damage Assessment Trustee, U.S. Department of Interior

Earl Leming  
Director, State Oversight Office, TN Department of Environment and Conservation

Joe Lenhard  
Chair, East Tennessee Economic Council

Charles Maples  
President, Knoxville Building & Construction Trades Council

Doug McCoy  
Program Manager, State Oversight Office, TN Department of Environment and Conservation

Michael McGuire  
Assistant Commissioner, Appalachian Regional Commission

Robert McKee  
State Representative, District 23

George Miller  
Loudon County Executive

Jack Milligan  
Natural Resource Damage Assessment Trustee, Tennessee Valley Authority

Allen Neel  
President, Tennessee Resource Valley

Ed Nephew  
Mayor of Oak Ridge

Frank Parker  
Chair, former Martin Marietta Environmental Advisory Committee

C. Louis Patten, Jr.  
State Senator, District 9

Billy Ray Patton  
Rhea County Executive

Sissy Perkins  
Natural Resource Damage Assessment Trustee Coordinator, U.S. Department of Energy

Gary Pierson  
Director, Planning & Budget, U.S. Department of Agriculture

Jack Reese  
Chair, Knox Vision

Larry Robinson  
President, National Association for the Advancement of Colored People (NAACP), Oak Ridge

Alan Robison  
Natural Resource Damage Assessment Trustee & Project Leader, Ecological Service Office, U.S. Fish & Wildlife Service

Gary Santini  
President, Oak Ridge Waste Management Association

Thomas Schumpert  
Knox County Executive

Ben Smith  
Executive Administrative Assistant, TN State Planning Office

Ellen Smith  
Chair, Oak Ridge Environmental Quality Advisory Board

William Snyder  
Chancellor, The University of Tennessee, Knoxville

John Stewart  
Executive Director, Consortium for Research Institutions

Tom Stiner  
Campbell County Executive

Janice Stokes

Chair, Citizens for Better Health

Reid Tatum  
Region III Manager, TN Wildlife Resources Agency

Donald Trauger  
Member, Friends of Oak Ridge National Laboratory

Bill Troy  
Director, Tennessee Industrial Renewal Network

Christopher Ungate  
Manager, Clean Water Initiative, Tennessee Valley Authority's Resource Group, Land & Water 201

Mary Layne Van Cleave  
Director, Environmental Epidemiology, TN Department of Health

Jon Veigel  
President, Oak Ridge Associated Universities

Don Walker  
Legislative Assistant, Office of U.S. Representative John J. Duncan, Jr.

John Waters  
Former Chair, Tennessee Valley Authority Board

Larry Waters  
Sevier County Executive

Victor Weeks  
Environmental Scientist, Environmental Protection Agency Federal Facility Branch

Alvin Weinberg  
Former Director of Oak Ridge National Laboratory

Harold Wester  
Mayor of Harriman

John Mark Windle  
State Representative, District 41

Leslie Winningham  
State Representative, District 38

Harold Woods  
President, American Federation of Labor-Congress of Industrial Organization, Knoxville-Oak Ridge Area Central Labor Council

Don Woody  
Mayor of Kingston

Ken Yager  
Roane County Executive

**APPENDIX C:  
DISCOVERY GROUP PARTICIPANTS**

John Austin, Talbott  
Donna Biggs, Oak Ridge  
John Cabage, Washburn  
Jennifer Caldwell-Kurka, Knoxville  
David Collins, Knoxville  
Josh Collins, Knoxville  
David Commons, Kingston  
Donna Creech, Knoxville  
Pat DeRooz, Oak Ridge  
Richard Evans, Oak Ridge  
Woody Farrell, Lenoir City  
Lucien Faust, Oak Ridge  
Andrew Graves, Knoxville  
C.E. Hamilton, Knoxville  
Deb Handy, Knoxville  
Jim Harless, Oak Ridge  
Henry Helmstetter, Oak Ridge  
Louise Hendrick, Oak Ridge  
Nancy Hicks, Spring City  
Mary Hoegler, Oak Ridge  
Joel Keebler, Knoxville  
Sam Keller, Maryville  
Bobby Latham, Oak Ridge  
Mike Lew, Knoxville  
Roger Macklin, Oak Ridge  
John Martin, Knoxville  
Bruce Miller, Pleasant Hill  
John Million, Oak Ridge  
Steven Newby, Clinton  
John Nolt, Knoxville  
Kevin Pack, Knoxville  
John Peine, Sevierville  
Walter Pietzail, Clinton  
Joyce Probst, Watts Bar Dam  
Joyce Profitt, Decatur  
Dan Robbins, Oak Ridge  
Patricia Rush, Oak Ridge  
Katherine Sisk, Oak Ridge  
Will Skelton, Knoxville  
Bucky Smith, Oak Ridge  
Bennett Stowers, Harriman  
Gilbert Stauffer, Oak Ridge  
Kathy Strunk, Oak Ridge  
Mike Taylor, Knoxville  
Bo Townsend, Knoxville  
W.D. Venable, Clinton  
Tom Wood, Oak Ridge

Daniel Yoder, Knox  
Ken Warren, Oak Ridge  
Melissa Ziegler, Knoxville

**PARTICIPANTS IN PLANNING DISCOVERY GROUP:**

Wayne Blasius, City of Knoxville Community Development  
Terry Domm, City of Oak Ridge Planning Commission  
William Issell, City of Oak Ridge Department of Community Development  
Gwen Malone, Tennessee Department of Transportation  
Cindy Pionke, Knoxville-Knox County Metropolitan Planning Commission  
Phil Preston, Anderson County Planning Commission  
Terry Shupp, Knoxville-Knox County Metropolitan Planning Commission

## **APPENDIX D: DISCOVERY GROUPS — REGIONAL NEEDS\***

### **Agriculture**

- Produce pine timber for pulpwood and building materials.
- Maintain most productive pockets of agricultural land (e.g., truck farms, minor dairy, poultry, livestock, row cropping).
- Establish 5-10 acre mini-farms.

### **Economy**

- Create and maintain high quality jobs that provide wage structures necessary for a reasonable quality of life.
- Attract more advanced industries to keep people in our counties.
- Stimulate economic development, possibly in association with the reservation.
- Increase business opportunities in the region to fund a tax base for other needs.
- Provide access to equity and non-equity capital.
- Promote job growth.
- Adjust to the transition from a more public sector employment environment toward a more private sector employment environment.
- Diversify the economic base in order to reduce fragility in overly relying on the federal government.
- Make the region economically resilient; prevent it from being dependent on large-scale federal funding, because wealth provided by this source is a historical anomaly.
- Create jobs by replacing jobs lost within the manufacturing sector and by increasing the quality of employment opportunities.
- Promote high-tech industrial growth that provides jobs beyond the service industry.
- Expand the tax base; this endeavor could be assisted by making land available for industrial parks.
- Provide land for industrial use.
- Create high-tech jobs in metropolitan areas and manufacturing jobs in outlying areas.
- Stimulate new economic development -- this is of paramount importance, in addition to preserving existing jobs.
- [ORR] Promote primary basic research & development that is adaptable to upcoming needs, such as recycling.
- [ORR] Emphasize technology transfer, with more concentration on research and development and on commercialization of technology, which will cause technology firms to locate and remain in this area.
- [ORR] Enhance Oak Ridge Reservation capacities for technology transfer to the private sector in order to create wealth for East Tennessee.
- [ORR] Provide a preferred status for locally-owned companies.

### **Education**

- Promote better schools.
- Provide basic literacy education to those who need it.
- Invest more in education (K-12) and expect more for the investment.
- Correct for just having high and low educational levels. Provide social undergirding for education, including technical vocational education.
- Obtain federal and state commitments to a universal educational infrastructure, which includes rural areas.
- Improve education at the primary and secondary levels.
- Provide education in terms of life-long learning, giving particular attention to primary and secondary education. Also, provide more college facilities.
- Promote educational and vocational training opportunities.
- Provide education to gifted students.
- Provide a training facility to instruct people how to clean-up toxic nuclear wastes. This facility would be paid for by tuition fees.

\*A few comments pertain specifically to Oak Ridge Reservation; these are marked with [ORR].

- Improve public education through equalizing finances, especially in rural districts.
- Create multi-cultural awareness through education that emphasizes the positive aspects in differences, in order to help deal with diversification.
- Provide satellite and telecommunications (e.g. the internet) link-ups between rural and metropolitan schools and between higher educational institutions.
- Retain institutions that promote education.
- [ORR] Maintain continued use of existing facilities and technology at the Oak Ridge National Laboratory in educational endeavors (e.g., German example of apprentice program).

### **Energy**

- Make high-sulphur coal competitive with low sulphur coal.
- Discover and/or refine additional or alternative energy sources.
- Maintain nuclear power for future needs.
- Meet increased energy needs with alternative energy sources and with conservation.
- Maintain nuclear research and commercial reactors.
- [ORR] Use existing buildings on the Oak Ridge Reservation for research and development of new and alternative sources of energy.

### **Environment**

- Develop and implement strategies to limit growth in population and economic development.
- Provide species protection to aid in the preservation of wildlife.
- Maintain control over development, particularly in flood plains, in order to preserve ecosystems.
- Develop technical resources that can address region-wide contamination issues.
- Devise and implement a pro-active plan for stabilization of growth. We need to recognize our limited capacity for growth.
- Provide forest protection.
- Create river system management to correct conditions such as siltation of dams.
- Develop and maintain a safe and sound environment by not allowing the land to become a dumping ground.
- Reuse landfill materials, such as shredded tires, that are combustible/adaptable in a similar manner that TVA has.
- Create a market for recyclables.
- Create sustainability, as defined by a high quality of life--not by economic growth.
- Maintain good quality of environmental resources, such as air and water.
- Promote greater acceptance of planning by performing better planning for an increasing population--thereby preserving outdoor and scenic resources during population growth.
- Preserve a high quality of life through maintaining a high ratio of land to people. This preservation will sustain the present quality of outdoor life by keeping the landscape clean, spacious, safe, and quiet.
- Preserve natural beauty through the restoration of strip mine and timber cutting areas.
- Create a positive human and natural resource legacy by keeping the environment clean.
- Cleanup region-wide hazardous and toxic waste dumps.
- Provide pragmatic environmental reclamation through cleaning up what we've messed up.
- Maintain and provide a clean and safe environment.
- Protect the biodiversity of the region.
- Reduce toxins entering the environment, through providing such things as cleaner energy production and alternatives.
- Promote a cleaner, healthier environment for the river. The current situation adversely affects the economy and scares people.
- Improve and maintain high quality of water supplies.
- Protect water quality and the scenic beauty of the region.
- Extend our greenbelts (e.g., open space) in Oak Ridge as housing is developed.
- Provide better protection of waterways and ridges.
- [ORR] Reserve land for use as a laboratory (i.e., the Oak Ridge Associated Universities, the University of

\*A few comments pertain specifically to Oak Ridge Reservation; these are marked with [ORR].

- Tennessee Arboretum, etc.).
- [ORR] Fund remedial hazardous waste cleanup.
- [ORR] Prevent the storage of nuclear wastes, toxic wastes, spent fuel, enriched uranium, etc., in East Tennessee; send such materials to less populated areas.
- [ORR] Develop cost-effective and environmentally sound ways to handle radioactive and hazardous wastes.
- [ORR] Maintain the National Environmental Research Park.
- [ORR] Provide air quality improvement, especially in urban areas downwind of the Oak Ridge Reservation.

### **Housing**

- Foster a sense of neighborhood camaraderie.
- Deal with the issue of asbestos housing.
- Provide additional housing, especially for low- and middle-income levels.
- Provide higher quality residential housing, if the population growth continues as projected.
- Work on raising the quality of existing housing, through improving housing quality without undermining asbestos housing investments.
- Provide medium-priced housing to correct for the bi-modal housing market, in which the price is either low or high.
- Provide low- and middle-income housing.

### **Infrastructure**

- Provide a good transportation structure (e.g., roads, highways) with emphasis on meeting the special needs of the elderly population).
- Provide a high-quality infrastructure in such areas as water, wastewater, roads, bridges, transportation, and energy production, to support growth and development of the region.
- Develop an improved technical communications infrastructure.
- Increase and continue highway planning and improvements.
- Build a high-tech solid waste incinerator for all 18 counties.
- Expand river barge traffic.
- Develop infrastructure for the region in many areas, including highways.
- Develop an improved transportation infrastructure.
- Improve mass transportation systems, such as the railway systems -- for example, immediate emphasis is needed on roadbeds.
- Provide and maintain an adequate infrastructure of roads, utilities, public transportation, etc.
- Develop a communications node, creating a system that links up communication infrastructure.
- Promote an underground telephone cable infrastructure.
- Provide and maintain an efficient waste management infrastructure, such as sewers, sewer treatment plants, & other utilities, in the 18 county area.
- Provide land for landfills.

### **Mixed**

- Promote a secure higher standard of living, including employment, education, health, economy, and personal security, that is also in harmony with and sustainable within a viable environment.
- Maintain an institution, such as the Tennessee Valley Authority or its successors, to manage Norris Dam, Melton Hill Dam, Watts Bar, etc. Such management will contribute to providing energy, flood control, and recreation facilities.
- Promote diversification of economic and recreational activities by spreading these resources throughout the region. Also, improve the transportation network.
- Promote the use of recyclables by developing technology to produce recyclables and by using recycled products.
- Provide high-tech jobs, which utilize non-polluting industries, to keep pace with the projected population growth.
- Provide a facility to handle locally recyclable wastes, such as plastics, glass, cardboard, paper, metal cans, etc.
- Manage the population growth, which accompanies economic growth, that can lead to potential problems.
- Stimulate employment within clean industries.
- Plan housing and light commercial development.
- Create sustainable economic development while conserving natural areas.

- Provide junior high and high-school age youth empowerment programs and areas such as summer camps and parks.
- Preserve and create greenways on the reservation to protect water and provide recreation.
- Maintain and improve the quality of life in this area through planned economic development with emphasis on technology.
- Expand recreational opportunities through taking advantage of area lakes and mountains, without diminishing agricultural opportunities.
- Control development so that the area's aesthetic beauty is not disturbed.
- Interrelate transportation and communication systems across the region; this effort will require several departments to cooperate. Some examples include a rail system and educational networks.
- Provide environmental education to instill an awareness of environmental problems throughout the region, helping maintain and improve environmental quality in such issues as water quality management.
- Develop a transportation system that is not based on fossil fuels, and develop a greenway system.
- Provide job development programs such as worker retraining and long term education, while fostering a greater mix of jobs based on differing educational levels.
- Educate to fill existing jobs and to attract additional jobs.
- Develop ecology conservation programs in a unified manner that will attract people throughout the region. These programs should take into account differing educational levels and reduce urban/rural polarization.
- Provide education about recycling.
- Promote community wellness in economic and in environmental areas and opportunities, such as wilderness, greenbelts, and leisure activities, including recreation.
- Provide a clean environment, good schools, recreation, etc., in order to promote a high quality of life, which will, in turn, attract jobs.
- Utilize area expertise; also, develop public and private work study and financial assistance programs.
- Balance protecting natural resources and attracting jobs.
- Ensure equitable educational and economic opportunities for everyone.
- Create a caring community that respects all living things. Education of environmental and ecological issues should begin early and be continual.
- Maintain an unaltered landscape for environmental research and low-impact recreation.
- Provide recreational and park areas, while maintaining the preservation of existing natural areas.
- [ORR] Continue and expand environmental educational programs that are conducted in natural settings, such as those at Freels Bend cabins.

### **Other**

- How do you separate regional and global issues?
- Ensure that needs are formulated and accepted by the local population.
- Anticipate future issues and needs instead of focusing on present issues.
- Prepare for tremendous population growth, such as the retirement population growth, which will place more demands for health care, recreation, tourism, etc.
- Provide care, maintenance, and housing for the elderly population.
- Create a positive image of the region that does not emphasize Oak Ridge nuclear history.
- Make information (e.g., scientific information) more understandable to the general public.
- Reconsider the regional government organizational structure.
- Achieve legislative representation which reflects all area concerns.
- Promote an awareness of the interrelatedness of all these issues and needs.
- Provide better planning and visioning for area implementation.
- [ORR] Maintain the Oak Ridge Reservation as a valuable resource for the region. It should be kept in public hands and made publicly accessible.
- [ORR] Avoid dividing the reservation into numerous small parcels.

## **APPENDIX E: DISCOVERY GROUPS — ORR FUTURE USE SUGGESTIONS**

### **Agriculture**

- Perform tree farming to provide an alternative energy source.
- Manage timber programs, such as tree-farming & selective cutting.
- Identify land that can be sold for farm use.
- Lease land for agricultural purposes.
- Perform agricultural research

### **Commercial and Industrial Development**

- Provide land for technology company development, similar to the Commerce Park area.
- Use portions of the land as industrial sites, especially the developed and contaminated areas.
- Provide land for industrial centers and parks, commercial areas, and manufacturing opportunities to stimulate middle-level job development.
- Provide land for new industries, industrial parks, manufacturing opportunities, office parks, etc. Adjust cleanup levels to future land use, so that lightly contaminated land can be efficiently used.
- Serve as an incubator for technology transfer companies which would then remain in the area. Also, consider possible exportation of technology to the private sector.
- Provide areas for industrial sites.
- Identify land that can be sold for light commercial development.
- Identify land that can be sold for industrial development.
- Enhance technology transfer programs to stimulate industrial development.
- Create an industrial park for private development of remedial hazardous waste companies.
- Locate a recycling industry for the East Tennessee area.
- Set aside land for industrial development independent from the Department of Energy funding.
- Develop joint ventures for private sector industrial development, with monetary and intellectual contributions by the Department of Energy and/or Martin Marietta Energy Systems.

### **DOE Missions**

- Continue and expand basic research and development in order to meet future needs.
- Develop the Department of Energy's role in retraining not only its employees but also other regional workers.
- The Department of Energy should strive to restore the region's confidence in itself through making wise environmental restoration decisions.
- Expand research and development efforts for alternative energy sources in coordination with universities and the private sector.
- Establish a research center, in partnership with universities and the private sector, to develop technology for radioactive and hazardous waste management in order to solve local waste management problems .
- Develop new private/public partnerships to increase economic development in the region.
- Prevent nuclear waste storage on ORR.
- Continue ORR's role as a national think tank at all three facilities.
- Stimulate primary research and development in world-class technologies through actions such as opening old burial grounds for demonstration purposes, lessening regulatory burdens, and reducing zero-risk mentality.
- Maintain a primary role in recruiting significant private sector investment in the region.
- Establish a leading role in developing the preferred vendor status for locally-owned, East Tennessee companies.
- Reuse decontaminated and decommissioned facilities. Such facilities should undergo environmental restoration and be released for commercial use.
- Maintain ORR as a resource for defense and national strength. Other interests should be considered in relation to national interests.
- Utilize Department of Energy facilities (e.g., the Y-12 weapons program complex) as efficiently as possible.
- Transfer uranium enrichment technology to the private sector, aiding in other technology development (e.g., membrane technology).

- Maintain the Oak Ridge National Laboratory on the reservation.
- Combine ORR's superfund site status with its environmental restoration expertise to demonstrate how to clean up a site; perform a case study on converting a problem to a regional asset.
- Maintain the Oak Ridge National Laboratory and technology transfer programs, particularly to plants who will locate here (e.g., Coor's Ceramics).
- Use Department of Energy facilities for sustainable energy research and technology transfer programs.
- Retain contaminated areas under federal control.
- Establish and maintain a leadership role in environmental restoration technologies.
- Continue and expand ORR's technology transfer programs.
- Expand and continue ORR's role in public relations, such as educating the public on available facilities and their uses (e.g., Parcel A). One example of this role would be an expansion of tonight's exercise.
- Continue employment of Oak Ridge Reservation employees despite changes in Department of Energy missions.
- ORR should assume financial responsibility for part or all of recommended needs, such as providing in-lieu-of-tax payments; making facilities available for education, and subsidizing private research.
- Keep ORR as focal point for technology transfer and educational efforts.
- Ensure safe waste management activities.
- Continue/increase cooperative ventures between the Oak Ridge National Laboratory and the University of Tennessee; both business and educational components are needed.
- Consider South Chestnut Ridge's Knox clay formation for hazardous waste management. It is a unique resource, which meets current Environmental Protection Agency standards for hazardous waste immobilization.
- Maintain nuclear power as an energy resource.
- Research techniques to make high sulphur coal competitive with low sulphur coal.
- Maintain nuclear research, including nuclear reactor research.
- Perform research on meeting increased energy needs.
- Expanded research in the waste management infrastructure.
- Maintain ORR's role as a power and utility resource through continuing to perform research.
- Consider building properly constructed waste management facilities because, to some extent, people in this area already understand and accept these types of facilities.

### **Education**

- Provide a center for the study of environmental issues, while using the technology communications expertise available on ORR.
- Be an up-link site: use technical resources available for decentralized education.
- Develop educational equipment for the handicapped population. Also, teach the necessary skills to operate the equipment.
- Develop educational centers to provide training and communication access.
- Coordinate with schools, serving as a lending library for research efforts.
- Provide environmental education.
- Contribute to regional adult education efforts, such as establishing a center that provides services and information regarding family support, health, pre-school, social services, literary, and emergency programs.
- Provide access to ecological study areas for young students and for researchers.
- Provide various educational opportunities such as maintaining a visitor information center, a wildlife viewing area, a general education area, etc.
- Establish an ecology-oriented Explorer post, open to all students.
- Establish technology transfer programs in local high schools to keep students in the area when they become adults. One example of this effort is an apprenticeship program.
- Using professional people both on and off ORR, establish a Tremont-type facility as a regional attraction. Administered by a regional board, the facility would provide family-based environmental recreation and education, establish ecology conservation areas and programs, coordinate indoor and outdoor research projects, provide interactive and contemporary cultural centers, etc.
- Act as an internet communication node for areas schools, thereby reducing school costs.

### **Environment**

- Maintain buffer zones, as needed, to protect the community from radioactive contamination risks.
- Improve and maintain a high quality water supply.
- Maintain wildlife and forest management activities.
- Maintain Oak Ridge Reservation land's natural state by preventing industrial development.
- Establish a network of greenways connecting facilities to each other and to neighborhoods.
- Retain Oak Ridge Reservation land in its natural state. Revenue gained by development would not be worth what would be lost in natural resources.
- Preserve adequate natural space to retain the representative biodiversity of the area.
- Leave the land undeveloped to lessen legal liabilities resulting from contamination issues.
- Continue natural area research initiatives.
- Maintain the existing natural environment by balancing development with environmental needs.
- Reserve a "pocket wilderness", which will preserve land in its natural state.
- Preserve forested lands as a biological reserve and to serve as a "carbon sink."
- Perform hazardous waste cleanup.
- Maintain the environment through continuing to perform environmental restoration activities.
- Leave the shoreline undeveloped; there is too much development on shorelines elsewhere.

#### **Other Federal and State Missions**

- Serve as a demonstration site for alternate energy sources, such as demonstrating the use of solar energy to power residential and light commercial development.
- Continue environmental management for public health and the environment regardless of whether land is released or not.
- Use developed portions as a historical park.
- Perform research on biohazards and their effects on the environment.
- Maintain research and laboratories on ORR.

#### **Recreational Uses**

- Provide recreational activity areas, including non-motorized bike trails, picnic areas, and other trails. These activities would incorporate environmental education.
- Maintain natural areas while providing access through public walking and hiking trails, biking areas, horseback riding areas, etc. These opportunities could complement other natural areas in the vicinity, such as Haw Ridge.
- Provide additional parks and recreational opportunities, such as sports complexes, greenbelt areas, neighborhood parks, horseback riding, hiking, ropes course, etc., that allow both active and passive recreation.
- Provide recreational areas and open spaces, if land is uncontaminated.
- Allow controlled recreational activities, such as hiking, in appropriate wilderness areas.
- Construct asphalted trails where there is contamination, such as in floodplains.
- Provide a shoreline hiking trail.
- Establish community parks.
- Maintain boating accessibility.
- Provide a recreational reserve, similar to a state park.
- Identify land that can be sold for recreational purposes.
- Expand Clark Center Park.
- Turn ORR into a recreation area, like the Big South Fork Park, for hiking, etc. Prevent development on the land.
- Use Oak Ridge Reservation land for recreation purposes while maintaining natural areas.
- ORR should continue to make parts of the reservation available for parks and recreation (e.g., Clark Center Park).

#### **Residential Uses**

- Identify land that can be sold for residential purposes, such as mini-farms.
- Provide affordable, middle income residential areas, in the \$50,000 to \$80,000 price range, with access to neighborhood parks.
- Contingent upon contamination levels, provide land for housing and commercial development.
- Sell unneeded, uncontaminated lake properties for residential purposes.
- Provide housing opportunities.

- Provide moderately priced housing.
- Consider possible residential development around the waterways.

### **Transportation**

- Establish a regional by-pass through the southeastern sector of ORR, which would possibly connect with 321. This by-pass could increase possibilities for economic development, industrial parks etc.

### **Other Uses (Misc.)**

- Release useable land to local government and public use.
- Base development of Department of Energy land on market conditions driven by non-federal revenue sources.
- If land is released, do descendants have rights to land?
- Environmentally sensitive lands, such as wetlands, should remain in the public domain; they should not be placed in private ownership and risk "takings" reimbursement issues.
- Through taking a pro-active role in land-use planning, ORR should strive to meet the needs of the greatest number of people, instead of just those needs of a privileged few.
- Determine that certain areas are going to be set aside for housing, technology, light industry, etc., through an integrated plan throughout the region instead of concentrating on the specifics of housing, technology, etc.
- Release portions of the reservation to the municipality to enable continued growth.
- Develop a regional development plan coordinating Oak Ridge Reservation planning efforts with those of area counties.
- ORR should perform a study and provide information to the community as to what land might be surplus and for which purposes could the land be used.
- Maintain public control of ORR, but provide access through a network of hiking and biking trails.
- Keep the entire reservation under federal management to prevent uncontrolled development. Oak Ridge should remain a small community, even if higher taxes result, so that it will be preserved for future generations.
- ORR could serve a wide range of the region's needs.

**APPENDIX F:  
FUTURE USE SUGGESTIONS FROM  
INTERVIEWS, DISCOVERY GROUPS, AND PUBLIC WORKSHOPS**

**PLEASE NOTE:**

(1) This tabulation does not necessarily indicate the relative popularity of various land uses categories and subcategories with those who participated in the visioning phase of the Common Ground Process. However, it does indicate the number of times that participants, at their own initiative, mentioned these categories and subcategories.

(2) Because, within any category, a suggestion may refer to more than one descriptive subcategory (e.g., housing -- high-density, affordable), the number of suggestions per category (shown in parentheses) will not be as great as the number of suggestions by subcategory when summed.

	Number of Suggestions	
<b>COMMERCIAL AND INDUSTRIAL DEVELOPMENT</b>	(170)	
• R&D; high technology & tech transfer (including industrial development related to DOE missions)	73	
• Light to moderate industry that is environmentally benign		34
• Industrial parks/sites		
• Limited industrial development, limit to currently developed sites		15
• Industries that use high-skilled workers		10
• Environmental technology firms		8
• Industries that treat hazardous & radioactive wastes	8	
• Commercial development, generally		7
• International business or research park		6
• Small business incubators		6
• Large-scale industry (e.g., auto plants)		6
• Office parks		
• Education-related commercial development		4
• Limited retail development (no strip center; no malls)	4	
• Industries that could recycle and utilize hazardous waste	2	
• Manufacturing development, generally		2
• Service-sector C&I		2
• OTHER-MISC.		21
<b>RECREATIONAL</b>	(150)	
• Low-impact land-based uses (e.g., walking/biking trails, camping)		92
• Water-based sports		30
• Community parks and playgrounds		28
• Consumptive uses (hunting, fishing)		26
• Recreation uses while preserving natural areas		13
• Uses incorporating environmental education	11	
• Facility-based uses (e.g., basketball, tennis)		10
• Uses involving low exposure to contaminants (e.g., paved biking trails)		10
• Land-intensive recreation (e.g., golf courses)	8	
• Lakefront resorts		5
• More recreational opportunities, generally		5
• State or national park		2

• OTHER-MISC.		10
<b>DOE MISSIONS (138)</b>		
• Maintain ORNL; continue ORR's role as a national "think tank" (e.g., expand R&D; become a leader in environmental management)		38
• Energy research (e.g., sustainable energy resources, coal, nuclear power, planning on how future needs can be met)		32
• Environmental restoration of ORR, waste management, and toxic waste research		23
• Support current missions but also allow for changes in mission, including minimizing government presence		16
• Technology transfer to the private sector		12
• Maintain the ORR as a resource for national defense	9	
• Cooperative research ventures with the private sector and/or universities		9
• Efficient use of DOE facilities, including releasing unneeded facilities	6	
• Maintain nuclear research		4
• Maintain institutional control of contaminated areas	4	
• Do not accept hazardous materials for handling at ORR from other facilities	3	
• Discontinue nuclear/hazardous waste storage as an ORR mission		3
• Consider cost-effectiveness of clean-up options		2
• Worker retraining		2
• OTHER-MISC.		7
<b>NATURAL ENVIRONMENT (100)</b>		
• Set aside undeveloped land; keep it natural		54
• Preserve special plant and wildlife habitats		41
• Monitor and clean up pollution, including improving water quality	29	
• Control development (e.g., through zoning); harmonize with environment		29
• Expand programs of the National Environmental Research Park		22
• Use "no-access" buffer zones for both health protection and aesthetics (e.g., to screen development)		13
• Create dedicated greenbelts and green spaces for low-impact use		13
• Promote environmental education		12
• Protect wetlands, shorelines, floodplains		10
• Follow good resource management practices	8	
• Monitor natural areas, to assess impacts of contaminants and human use		8
• Keep undeveloped areas publicly owned and managed		4
• Need to study deer population		2
• OTHER-MISC.		7
<b>OTHER FEDERAL OR STATE MISSIONS (87)</b>		
• Missions directed toward environmental cleanup and ecological research		23
• Missions that complement DOE missions at ORR		22
• Management of ORR's natural areas by state or federal agency (e.g., US Fish and Wildlife Service, TN Wildlife Resources Agency)		16
• Partnership with institutions in region (e.g., ORR/TVA/UT alliance)	16	
• Public-sector high-tech missions of various sorts		5

• International research facilities		4
• Relocation of various government facilities to ORR (e.g., office complexes)	4	
• Federal or state management of some of ORR's recreational areas	2	
• OTHER-MISC.		12
<b>EDUCATION (86)</b>		
• Develop educational centers and provide supplemental educational opportunities using ORR's technical and human resources, communication capabilities, and library assets (e.g., develop an apprenticeship program, serve as an up-link site, etc.)	39	
• Provide environmental education, including permitting access to ecological and wildlife study areas; combine with recreational opportunities; provide expanded biological/physical sciences study opportunities	37	
• Provide information about ORR, today and historically (e.g., maintain a visitors center)		16
• Continue to develop relationships with local colleges and universities through internships, etc.	11	
• Provide adult education, including vocational/technical training		7
• Provide cultural educational opportunities (e.g., on contemporary Native American culture)	2	
• OTHER-MISC.		5
<b>RESIDENTIAL (82)</b>		
• Housing not a high priority in the short term	19	
• Low-density housing (e.g., single-family, large lots, mini-farms)		18
• "Affordable" (low- to moderate-income) housing		11
• Mix of housing types		
• Housing co-located with recreational areas/green space		8
• High-density housing (e.g., apartments, condominiums, clustered houses)		8
• Lakefront housing		4
• Not a lot of housing		4
• Development of housing, generally		4
• Senior citizen housing		3
• "Luxury" housing		3
• Housing for people working in the Oak Ridge area, including those working at ORR	2	
• OTHER-MISC.		2
<b>TRANSPORTATION AND OTHER INFRASTRUCTURE (36)</b>		
• Make land available for highway corridors (e.g., I-40 bypass; other primary transportation arteries)		21
• Improve access to community and recreational facilities and sites (e.g., through bike/hike trails)	7	
• Don't put major highways through ORR		5
• Encourage development of a metropolitan rail system, with link to ORR		4
• Infrastructure development by ORR, to lessen local impacts	3	
• OTHER-MISC.		3



**AGRICULTURE (21)**

- Perform agricultural research 8
- Release/lease land for agricultural purposes 4
- Conduct agricultural programs, such as tree-farming and selective cutting 2
- Agricultural uses not a priority 2
- Permit logging 1
- OTHER-MISC. 1

**OTHER (85)**

- Innovation center and demonstration site for technologies dealing with various concerns, including housing, recreation, transportation, industry, commerce, and education, as well as efficient energy systems 14
- Keep land public, for potential use by the US in the future 13
- Make ORR a model for sustainable, environmentally sensitive development 11
- Provide expansion room for the City of Oak Ridge; permit increased community access and use 11
- Ensure good planning and efficient use of ORR 9
- Promote research at ORR, including environmental research 7
- Expand historical/cultural interpretation programs 6
- Commit to preserving and creating jobs and to developing a strong regional economy 5
- Contaminated sites may pose marketability problems 4
- Prisons 4
- Offer to sell back unused land to prior owners 4
- Put human health and safety first 3
- Keep land mainly in public hands; parcel out only small tracts 3
- Landfills 2
- OTHER-MISC. 6