

**THE “VISIONING” PHASE  
OF THE COMMON GROUND PROCESS:  
INTERNAL AND INSTITUTIONAL VIEWS**

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# THE “VISIONING” PHASE OF THE COMMON GROUND PROCESS: INTERNAL AND INSTITUTIONAL 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, Lockheed Martin Energy Systems, Inc. (LMES), with the assistance of the Energy, Environment, and Resources Center at the University of Tennessee (UT).

### The “Visioning” Phase

The first phase of the Common Ground Process - referred to as the “visioning” phase — 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 “where” or “how.”

During this phase, external stakeholders (i.e., citizens who live or work in the surrounding region\* and personnel with regulatory or oversight responsibilities concerning ORR), and selected internal stakeholders (specifically, senior DOE and LMES management personnel) were asked to participate in the Common Ground Process. Although some DOE and LMES employees also participated as private citizens during the external visioning phase, their responses gathered as external stakeholders are not included here, but in *The “Visioning” Phase of the Common Ground Process: A Synthesis of External Stakeholder Views*. In addition to external and internal stakeholders, governments and unions in surrounding communities were asked to give institutional perspectives regarding future uses of ORR.

The external stakeholders participated during the fall of 1994, while internal and institutional views were sought in the spring of 1995. After receiving information regarding the Common Ground Process, the selected internal and institutional stakeholders were sent a questionnaire that paralleled the questions asked during the external stakeholder visioning phase. Opinions gathered from the questionnaires were offered on a confidential basis. The results of the internal and institutional input to the visioning phase are summarized here.

### Internal Respondents

- Of the 90 senior DOE and LMES personnel sent the questionnaire, there were 47 respondents. These include DOE-ORO senior management personnel, members of the LMES Personnel Management Improvement Committee (PMIC), PMIC Direct Reports, and the LMES Resource Management Organization.
- Nearly 80% of the respondents have lived in the region for more than 10 years, and over 90% live fairly close to the reservation, in Knox, Anderson, or Roane counties.

\*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.

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

- Developing the region's economy appears to be a top priority in the short term (over the next 25 years). Continuing the region's contribution to national missions is strongly supported as a vehicle to developing the region's economy.
- In the longer term (25-100 years), protecting the natural environment and developing the region's economy are considered nearly equally important.

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

- Continuing DOE missions is seen as a high priority. There is considerable appreciation for ORR as a unique national asset, and concern that it cannot be easily replaced once it has been divided. There is a general consensus that adequate land should be retained for potential DOE or other missions.
- Preservation and improvement of ORR's natural environment is highly supported.
- Commercial and industrial development is seen as appropriate when limited to existing facilities and developed areas on ORR, but only if it is environmentally friendly.
- Continued educational endeavors are favored by respondents, along with increased environmental education activities.
- There is little support for and substantial opposition to residential uses of ORR.
- Agricultural use of ORR is not considered a preferred land use, except for agri-research possibilities.
- There is little support for major thoroughfares within ORR.

### **Use of Internal Stakeholder Findings**

Initially, general employee forums were planned, in order to gather views of all internal stakeholders who wished to participate in the Common Ground Process. Although DOE and LMES employees have had the opportunity to participate as private citizens in the external stakeholder activities, streamlining of the Common Ground Process resulted in directly contacting only upper-level DOE and LMES management personnel as internal stakeholders. Nonetheless, the views of these internal respondents are similar to those gathered from the external stakeholder activities, and there is no indication that the perspectives gathered during the internal visioning phase are inconsistent with those of DOE and LMES employees who participated as external stakeholders. The findings given here should be treated simply as a

\*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.

synthesis of the views gathered, however. They should not be treated as a synthesis of the views of all DOE and LMES employees.

### **Comparison of Internal and External Perspectives**

Findings from the internal and external visioning process are quite similar. In general, the importance of regional needs are ranked similarly by all participants in the Common Ground Process, revealing a blend of economic and environmental concerns. The economy surfaces as a more important regional need in the short term, while, in the longer term, the environment is considered at least as important as the economy.

Regarding future uses of ORR, both internal and external participants in the Common Ground Process strongly support continuing DOE missions, especially in the short term. Generally, external participants consider preserving the natural environment and recreational uses of ORR somewhat more important than those who responded as internal stakeholders. However, findings of both internal and external participants demonstrate that, in the longer term, the importance of preserving the natural environment becomes more crucial as the importance of continuing DOE missions declines.

### **Institutional Respondents**

Four city or county governments and three unions were asked to provide an institutional perspective on questions asked during the visioning phase: the City of Oak Ridge, the Anderson County Executive Office, the Roane County Executive Office, the Knox County Executive Office, the Atomic Trades and Labor Union, the Oil, Chemical, and Atomic Workers Union, Inc., and the AFL-CIO. Of these, two responded: Roane County and Knox County. These respondents appear especially concerned with developing the region's economy and continuing the region's contribution to national missions. To help fulfill these needs, their preferred future uses of the Oak Ridge Reservation include continued DOE missions as well as other federal or state government missions on ORR. Research and development in environmental cleanup and waste management technologies is a favored DOE mission.



## BACKGROUND

### **The Common Ground Process**

The Common Ground Process seeks to identify future land-use options for the Oak Ridge Reservation (ORR). Established by the Department of Energy's Oak Ridge Operations (DOE-ORO), the Common Ground Process is DOE-ORO's response to a December 1993 mandate by DOE headquarters to ORR and other DOE sites across the nation.

The goal of the Common Ground Process is to obtain stakeholder-preferred, technically feasible, future use options that are compatible with DOE missions. The Common Ground Process uses stakeholder involvement, both internal and external, to develop recommendations for the use of ORR's 35,000 acres within two time horizons: the short term — the next 25 years or so, and the longer term — the next 25 to 100 years.

The Common Ground Process is being undertaken by DOE-ORO and Lockheed Martin Energy Systems, Inc. (LMES), with the assistance of the University of Tennessee's Energy, Environment, and Resources Center (UT). It is being conducted 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.

### **Stakeholder Involvement During the "Visioning" Phase**

For the Common Ground Process, "stakeholder" has been defined to include (1) people employed by DOE-ORO or LMES 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."

During the Fall of 1994, interviews, discovery groups, and public workshops were held to solicit external stakeholders' views concerning the needs of East Tennessee and possible uses of ORR land during the 21st century. In this phase of the Common Ground Process, called the "visioning" phase, the focus was on the "what," not the "where" or the "how." The results of this effort are contained in *The "Visioning" Phase of the Common Ground Process: A Synthesis of External Stakeholder Views* released in March 1995.

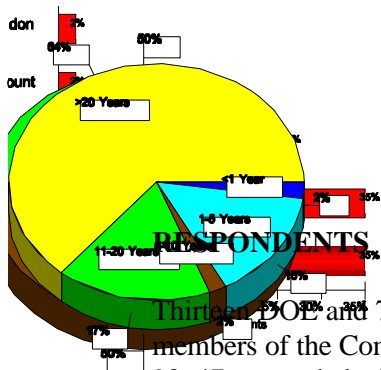
While some ORR employees participated in the Fall 1994 external stakeholder involvement effort in their private capacities as citizens of the region, the original intention of the Common Ground Process team was to have interactive forums specifically for DOE and LMES employees, to obtain internal stakeholder input. A streamlining of the Common Ground Process resulted in the decision to only formally solicit the views of senior DOE and LMES personnel. These personnel were identified and contacted by DOE and LMES staff on the Common Ground Process team in March 1995.

In addition, it was decided by DOE that the most immediately affected local governments and unions should have the opportunity to provide formal, institutional input to the visioning phase of the Common Ground Process, although members of these institutions had been contacted as individuals during the Fall 1994 stakeholder involvement effort. The institutional representatives were identified and contacted by DOE staff on the Common Ground Process team in March 1995.

The people contacted in March 1995 were sent a questionnaire which paralleled questions posed to external stakeholders during the Fall 1994 visioning phase. Questionnaires were completed and mailed to the UT group for processing and integration, with the understanding that the individual responses would be treated confidentially.

### **Purpose of this Report**

This report summarizes the results of the Spring 1995 effort to solicit formal internal and institutional input as described above. It should be regarded as a companion to the above-mentioned report, *The "Visioning" Phase of the Common Ground Process: A Synthesis of External Stakeholder Views* (March 1995).



## INTERNAL VIEWS

Thirty DOE and 77 LMES senior management personnel were sent questionnaires by DOE and LMES members of the Common Ground Process team. (See Appendix A for a copy of the questionnaire.) Of the 90, 47 responded. (See Appendix B for a list of the respondents.) There were 2 responses by senior DOE personnel and 45 responses by senior LMES management personnel.

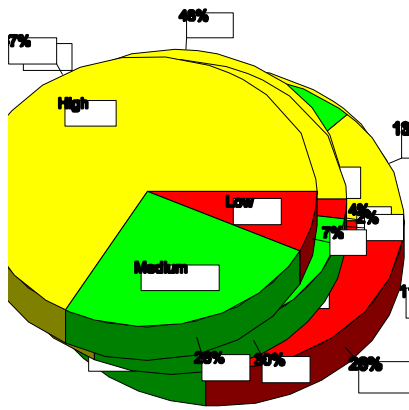
Respondents were requested to provide information regarding their place and length of residence in East Tennessee. As shown in Figure 1, 96% of the respondents live fairly close to ORR, in Anderson, Roane, or Knox counties. Fifty percent of the respondents currently live in Oak Ridge. Most respondents (81%) have lived in East Tennessee for more than 10 years.

**Figure 1. Characteristics of Respondents\***

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

### Summary: Types of Internal Respondents

As with participants in the external stakeholder involvement effort, most of the internal respondents live fairly near ORR, and the majority have lived in the region for more than 20 years. Half of the internal respondents live in Oak Ridge, while, with the external involvement effort, 30% of the participants are Oak Ridge residents.



### NEEDS OF THE REGION IN THE 21st CENTURY

One objective of the questionnaire was to elicit views on the 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. To achieve this objective, respondents were asked to rate the importance of the regional needs listed below.

#### Rating the Importance of Regional Needs

Respondents were given a list of possible regional needs and asked to indicate if these needs were a high, medium, or low priority. It was not necessary to choose among the needs, since each need could be a high, medium, or low priority. The needs included:

- 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

Figure 2 summarizes the internal stakeholder responses.

**Figure 2. Future Regional Needs: Internal Respondents’ Views on Importance**

## Identifying the Most Important Need

Respondents were then asked to choose the regional need from the list that they considered to be most important in the short term and, again, in the longer term. They could also identify a different need as the top priority. The results are shown in Table 1.

<b>Table 1. Internal Respondents' Views on Top-Priority Needs</b>		
Needs for East Tennessee	Percentage of Respondents Identifying Need as Top Priority	
	Short-term (up to 25 years)	Longer-term (25 - 100 years)
Developing the region's economy	43%	35%
Continuing the region's contribution to national missions	25%	7%
Sustaining and improving the region's natural environment	11%	33%
Preserving the region's semi-rural landscape	9%	16%
Promoting equal opportunity in the region	--	--
Other	11%	9%

Almost 90% of the comments included in the "Other" category expressed a desire to provide economic growth while, at the same time, protecting the environment.

## Visions for the Future of East Tennessee

Respondents were asked to briefly state what they would like East Tennessee to be like in the 21st century. The themes covered in their statements are summarized in Table 2.

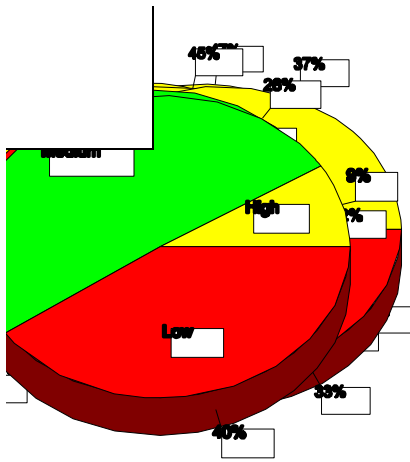
**Table 2. Internal Respondents' Visions for the Future of East Tennessee**

Theme	Percentage of Respondents Who Mentioned This Theme
Achieve sustainable development through balancing economic and environmental needs	45%
Preserve and improve the quality of the region's environment	36%
Emphasize high-technology development and high-tech skills and jobs	21%
Preserve East Tennessee's semi-rural nature	17%
Maintain a high quality of life, with low crime rates and good community life	13%
Improve education at all levels	11%
Create jobs for all skill levels	9%
Make the area a world-class center for research and science	6%
Make the region less dependent on the federal government	6%
Promote equality of opportunity	2%
Other	9%

Comments in the "Other" category included references to desires for "remembering cultural heritage"; making the southeastern United States a commerce center through the partnering of community leaders; embracing "land-use planning, zoning, and environmental protection"; diversifying the "industrial and business base"; and removing the farming industry's "forced reliance on tobacco and cattle to new products that will supply local and regional markets."

**Summary: Internal Respondents' Views on Regional Needs in the 21st Century**

Many respondents ranked contributing to national missions and developing the region's economy as high-priority regional needs, especially in the short term. In the longer term, however, the environment is considered by many to be at least as important as developing the economy. The respondents appear to seek a balance of the region's economic and environmental needs.



## USES OF ORR IN THE 21ST CENTURY

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

To elicit views on preferred uses of ORR in the 21st century, respondents were asked to consider the following six land use categories:

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

- recreational uses
- residential uses

For each land use category, respondents were asked to indicate whether it should be a high, medium, or low priority at ORR. 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 summarized in Figure 3.

**Figure 3. Future Uses of ORR Land: Internal Respondents' Views on Importance**

Respondents were then asked to choose one land use category as the most important in the short term and, again, in the longer term. They could indicate a different land-use category from those provided. These results are summarized in Table 3.

<b>Table 3. Internal Respondents' Views on Top Priority Future Uses</b>		
ORR Future Use Categories	Percentage of Respondents Identifying Future Use as Top Priority	
	Short-term (up to 25 years)	Longer-term (25 - 100 years)
DOE missions	42%	21%
Natural environment	21%	34%
Commercial and industrial development	21%	25%
Other federal or state missions	9%	14%
Residential	--	5%
Recreational	--	--
Other	7%	7%

Examples of future uses mentioned in the “other” category included comments such as “balanced commercial and industrial development and preservation of core natural areas,” “uses that promote environmental and ecological research and educational opportunities,” and “uses for federal or state missions that are protective of the environment and allow for managed private land uses.”

### **Future DOE Missions**

Respondents were asked the following questions concerning future DOE missions. Their responses are summarized below.

- a. Should ORR continue to serve non-defense missions?

Yes: 100%

- b. Should ORR continue to serve non-nuclear defense missions?

Yes: 98%

No: 2%

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

Yes: 89%

No: 11%

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

Yes: 96%

No: 4%

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

Yes: 71%

No: 29%

Respondents were requested to include comments regarding DOE missions, if they wished.

Question (a) non-defense missions:

Five comments were received regarding question (a). All answered “yes,” with 4 indicating that opportunities exist for non-defense missions — research and educational opportunities in particular — that would help strengthen and diversify the economy and serve national needs. The fourth comment expressed opposition to waste storage as a non-defense mission.

Question (b) non-nuclear defense missions:

Five respondents submitted comments regarding question (b). All responded “yes”; two supported their answers saying that this mission would help fulfill “a base for future energy research needs” and provide “unique capabilities for manufacturing and research important to national defense.” The other three respondents qualified the “yes” answer with conditions such as “if appropriate to the available facilities” and “not to the total exclusion of nuclear programs.”

Question (c) nuclear weapons production:

Four comments accompanied “yes” answers for question (c). Three of these comments supported the “yes” answer, remarking that “a strong defense provides for a safe and secure country,” “this is the most cost-efficient alternative to provide for a nuclear deterrent,” and “Y-12, in combination with K-25 and X-10, has the managerial and technical capabilities to perform weapons production.” The fourth comment expressed that “we have the expertise; however, waste generated is a problem.”

Question (d) national center for R & D in environmental cleanup and waste management technologies:

There was 1 comment regarding question (d), which supported the “yes” answer by saying “significant contributions are derived from cleanup research at Oak Ridge.”

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

Fifteen respondents included comments with their responses to question (e). Of these, 12 responded “yes,” but some qualified their responses. There were three common types of comments among these respondents: the assertion that ORR has the technical capabilities to handle nuclear materials and waste, and, therefore, is a logical location for this activity; reservations about accepting nuclear waste (as opposed to nuclear materials); and the acceptance of nuclear materials

and waste contingent upon conditions such as not damaging the environment, imposing restrictions on type and volume, requiring the matter to be in a stable form, having an adequate waste management technology available, etc. Of the 15 respondents who had comments on question (e), 3 responded “no” to the question. The gist of their comments was that there are more sparsely populated and/or better locations for this activity. One comment did not accompany a “yes” or “no” response, but stated “only if these activities are absolutely not possible at their site of origin.”

### Specific ORR Future Use Suggestions

To gather more specific suggestions concerning future uses of ORR land, comments were solicited on ten land use categories: commercial and industrial development, recreational uses, DOE missions, natural environment, other federal or state missions, education, residential uses, agriculture, transportation, infrastructure, and “other.” The results of these comments are categorized below. The individual comments are shown in Appendix C.

#### PLEASE NOTE:

This tabulation indicates the number of times that respondents mentioned the categories and subcategories. Because a comment may include themes from more than one descriptive subcategory (e.g., commercial and industrial development: large-scale industry; manufacturing development, generally), the number of comments per category (shown in parentheses) will not be as great as the number of comments by subcategory when summed.

<b>COMMERCIAL AND INDUSTRIAL DEVELOPMENT (25)</b>	<b>Number of Comments</b>
· Limited industrial development; limit to currently developed site	9
· R & D; high technology & tech transfer (including industrial development related to DOE missions)	7
· Light to moderate industry that is environmentally benign	7
· Commercial development, generally	4
· Manufacturing development, generally	2
· Large-scale industry (e.g., auto plants)	1
· OTHER-MISC.	8
<b>RECREATIONAL (22)</b>	
· Community parks and playgrounds	5
· Low-impact land-based uses (e.g., walking/biking trails, camping)	5
· Recreation uses while preserving natural areas	4
· Consumptive uses (hunting, fishing)	3
· Uses incorporating environmental education	3
· State or national park	2
· Water-based sports	2
· More recreational opportunities, generally	1
· OTHER-MISC.	6
<b>DOE MISSIONS (23)</b>	
· Support current missions but also allow for changes in mission, including minimizing government presence	5
· Energy research (e.g., sustainable energy resources, coal, nuclear power, planning on how future needs can be met)	3
· Environmental restoration of ORR, waste management, and toxic waste research	3
· Maintain ORNL; continue ORR’s role as a national “think tank” (e.g., expand R & D, become a leader in environmental management)	3
· Discontinue nuclear/hazardous waste storage as an ORR mission	2
· Efficient use of DOE facilities, including releasing unneeded facilities	2

·	Cooperative research ventures with the private sector and/or universities		1
·	Maintain nuclear research	1	
·	Maintain the ORR as a resource for national defense	1	
·	OTHER-MISC.		8

**NATURAL ENVIRONMENT (27)**

·	Set aside undeveloped land; keep it natural		5
·	Control development (e.g., through zoning); harmonize with environment		4
·	Expand programs of the National Environmental Research Park		4
·	Preserve special plant and wildlife habitats		4
·	Promote environmental education		4
·	Follow good resource management practices		3
·	Monitor and clean up pollution; including improving water quality		2
·	Use “no-access” buffer zones for both health protection and aesthetics (e.g., to screen development)		2
·	Create dedicated greenbelts and green spaces for low-impact use		1
·	OTHER-MISC.		10

**OTHER FEDERAL OR STATE MISSIONS (17)**

·	Missions that complement DOE missions at ORR		5
·	Missions directed toward environmental cleanup and ecological research		4
·	Partnership with institutions in region (e.g., ORR/TVA/UT alliance)		2
·	Public-sector high-tech missions of various sorts		2
·	Federal or state management of some of ORR’s recreational areas		1
·	Management of ORR’s natural areas by state or federal agency (e.g., US Fish and Wildlife Service, TN Wildlife Resources Agency)		1
·	Relocation of various government facilities to ORR (e.g., office complexes)		1
·	OTHER-MISC.		5

**EDUCATION (18)**

·	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 uplink site, etc.)	8	
·	Provide environmental education, including permitting access to ecological and wildlife study areas; combine with recreational opportunities; provide expanded biological/physical sciences study opportunities		5
·	Continue to develop relationships with local colleges and universities through internships, etc.		4
·	Provide adult education, including vocational/technical training		1
·	Provide information about ORR, today and historically (e.g., maintain a visitors center)		1
·	OTHER-MISC.		3

**RESIDENTIAL (21)**

·	Housing not a high priority in the short term		10
·	Not a lot of housing		5
·	Development of housing, generally	1	
·	Low-density housing (e.g., single-family, large lots, mini-farms)		1
·	Mix of housing types		1
·	OTHER-MISC.		3

**AGRICULTURE (16)**

· Agricultural uses not a priority	12
· Perform agricultural research	5
· Conduct agricultural programs, such as tree farming and selective cutting	1
· OTHER-MISC.	2

**TRANSPORTATION AND INFRASTRUCTURE (14)**

· Don't put major highways through ORR	8
· Encourage development of a metropolitan rail system with link to ORR	1
· Make land available for highway corridors (e.g., I-40 bypass; other primary transportation arteries)	1
· OTHER-MISC.	5

**OTHER (MISC.) (12)**

· Keep land public, for potential use by the US in the future	5
· Promote research at ORR, including environmental research	2
· OTHER-MISC.	1

**Summary: Internal Respondents' Views on Uses of ORR in the 21st Century**

Although the responses show a diversity of views, there are some widely-held opinions. There is strong support for continuing DOE missions; ORR is considered a unique national asset and there is a shared concern that it could not be easily replaced once it has been divided. Respondents generally indicate that adequate land should be retained for potential DOE or other missions. Preferred DOE missions include research and development; environmental cleanup; environmental education; and research in energy, basic science, nuclear studies, fusion, fission, etc. Other federal and state missions are encouraged, but responses indicate these should be pursued at existing facilities. Many respondents believe that these governmental missions are compatible with maintaining ORR's environmental integrity.

Protecting ORR's natural environment is highly encouraged by many respondents — e.g., by using natural areas for research and educational use while maintaining their undisturbed state. Other educational activities are also popular, such as becoming a public education center, continuing the Oak Ridge National Laboratory and Oak Ridge Associated Universities' educational programs, advancing environmental education programs, and participating in undergraduate and graduate programs with the University of Tennessee as well as in high school programs, etc.

There is moderate support for commercial and industrial development — mainly for development that uses facilities or land that is already developed. "Clean," high-tech industries in the private sector that complement DOE missions are favored. Some recreational activities are considered acceptable uses, but only if the environment is protected, as with low-impact activities such as hiking.

Uses for which there is little support include housing, agriculture, and transportation. However, a suggested agricultural use is environmentally benign agricultural research. Research related to transportation is also suggested, such as a test bed application, and a few respondents mention the acceptability of limited, specialized housing, especially for "retreat" type purposes.

In general, the responses suggest a desire for controlled, well-planned uses that stimulate the economy while not damaging ORR's environment. The undeveloped areas of ORR are considered by many respondents to be rare assets in an increasingly urban landscape.

## **INSTITUTIONAL VIEWS**

### **TYPES OF RESPONDENTS**

To provide an institutional perspective, 4 city or county governments and 3 unions were sent a questionnaire by DOE. The questionnaire was similar to that completed by internal respondents, shown in Appendix A. The selected institutions included the City of Oak Ridge; the Anderson County Executive Office; the Roane County Executive Office; the Knox County Executive Office; the Atomic Trades and Labor Union; the Oil, Chemical, and Atomic Workers Union, Inc.; and the AFL-CIO.\* Of these, 2 responded: Roane County and Knox County. Following is a synopsis of their views.

### **NEEDS OF THE REGION IN THE 21ST CENTURY**

The region's economy is considered the most important regional need by institutional respondents, both in the short term and in the longer term. The respondents also strongly support continuing the region's contribution to national missions, perhaps since this contribution is likely to stimulate the economy. Other regional needs, such as promoting equal opportunity, preserving the semi-rural landscape, and sustaining and improving the region's natural environment, appear secondary to economic needs.

### **USES OF ORR IN THE 21ST CENTURY**

There is strong support for other federal or state government missions and continued DOE missions on ORR. Research and development in environmental cleanup and waste management technologies is a favored DOE mission. There is moderate support for ORR participating in nuclear weapons production and opposition to ORR accepting nuclear materials and waste from other sites.

#### **Summary: Institutional Views**

These respondents appear especially concerned with developing the region's economy and continuing the region's contribution to national missions. To help fulfill these needs, their preferred future uses of the Oak Ridge Reservation include continued DOE missions as well as other federal or state government missions on ORR. Research and development in environmental cleanup and waste management technologies are favored DOE missions.

\* Members of some of these institutions also participated as individuals in the Fall 1994 external stakeholder involvement effort.



## CONCLUSION

This report summarizes internal and institutional input received in response to a questionnaire distributed by DOE and LMES members of the Common Ground Process team in the Spring of 1995. The views of participants in the external stakeholder involvement effort conducted during the Fall of 1994 are summarized in a companion document, *The "Visioning" Phase of the Common Ground Process: A Synthesis of External Stakeholder Views* (March 1995).

Most internal and external participants in the visioning phase of the Common Ground Process support increased economic development in the region, balanced with environmental protection. DOE missions and, prospectively, other federal or state government missions are widely supported as an ORR land use, along with selective industrial development, especially industry complementary to those missions. Preservation of ORR's natural environment is also widely supported, although the reasons vary: many see it as a important for environmental and research reasons; some, particularly some internal respondents, see it as a way of both protecting the land's natural state and holding it in reserve for future DOE or other missions. Low-impact recreational uses are broadly supported, although somewhat more enthusiastically by external participants in the visioning phase. Little support was evidenced for agriculture (with the exception of agricultural and, particularly, forestry research), or for residential uses of ORR. Similarly, the use of ORR land for a major transportation corridor appears to have little support, especially by internal respondents.

Stakeholders who participated in the visioning phase of the Common Ground Process vary in their roles and perspectives. In addition, opinions were solicited over a period of nearly six months, and this difference in timing could contribute to somewhat different responses. Nevertheless, the views gathered show a striking commonality.

## **APPENDICES**

## **APPENDIX A: QUESTIONNAIRE**

## **APPENDIX B: INTERNAL RESPONDENTS TO QUESTIONNAIRE\***

Bostock, D.J. (Defense and Manufacturing--Vice President)  
Cox, Richard (Oak Ridge Institute for Science and Education, Office of Facilities Management--Director)  
Cusick, Lesley (Environmental Restoration Division--National Environmental Policy Act Coordinator)  
Ellis, R.C. (Engineer--Manager)  
Fowler, Jennifer J. (Acting Chief Counsel)  
Frye, Charles (Waste Management--Director)  
Genung, Richard (Environmental Management and Enrichment Facilities--Deputy Director)  
Harris, E.B. (Work for Others--Executive Director)  
Herdes, Gregory (Security Specialist)  
Hildebrand, Stephen (Oak Ridge National Laboratory, Environmental Sciences Division--Director)  
Howell, Susan (Y-12, Site Management Services Organization--Manager)  
Richard, Jackson (Oak Ridge National Laboratory--Director of Reactor Operations)  
Kornegay, Frank (Deputy Associate Director)  
Lee, S.Y. (Environmental Sciences Division--Research Scientist)  
Loar, James (Resource Management Organization--Section Head, Leader of the Natural Resources Group)  
Mason, David (Enrichment Facilities Support--Director)  
May, Robert (Site Facilities Planning--Site Planning Manager)  
McCord, Raymond (Resource Management Organization--Data Management)  
Morrow, Margaret (Defense and Manufacturing--Deputy Vice President)  
Nalley, Stan (Johnson Controls--Project Manager)  
Nelson, Rod (Defense Programs--Assistant Manager)  
Newman, Jack (Real Property Specialist)  
Overly, John (Sites and Facilities Planning--Manager)  
Parr, Pat (Oak Ridge National Laboratory--Research Staff)  
Peebles, David (Y-12 Site Planner and Area Manager)  
Peterson, C.H. (Division Manager)  
Reichle, David (Oak Ridge National Laboratory--Associate Laboratory Director)  
Rogers, Jim (Environmental Protection Activities--Coordinator)  
Rosensteel, Barbara (JAYCOR, Environmental Division--Environmental Scientist, Associate Biologist)  
Row, T.H. (Senior Staff Assistant to Oak Ridge National Laboratory Director)  
Sides, Jr., W.H. (Space and Defense Technology--Director)  
Stone, J.E (Y-12, Waste Management/Decontamination and Decommissioning--Deputy Division Manager)  
Thompson, P.B. (Central Engineering Services--Director)  
Thompson, W.H. (Technical Services--Director)  
Thompson, W.W. (Facility and Property Management--K-25 Site Area Manager)  
Van Hook, Bob (Oak Ridge National Laboratory--Deputy Director)  
Wiest, Mick (Resource Management Organization--Cultural Resource Contact)  
Woods, W.G. (Resource Management Organization)

\*Nine respondents requested that their names not be listed.

## APPENDIX C: ORR FUTURE USE SUGGESTIONS MADE BY INTERNAL RESPONDENTS

### Agriculture

- I. Agricultural uses should be minimal and limited to research only.
  - · I don't view this as feasible given the associated clean-up costs.
    - · Agriculture may make a minor impact on selection of uses for the ORR, but not from a "cash-crop" standpoint as much as from an energy-use-related agricultural demonstration standpoint. Contaminants are a short-term limiting factor, perhaps long-term.
    - · Should continue to be a part of E. Tenn. physical and cultural landscape, but it is rapidly losing out to haphazard residential development.
  - · None.
    - · It would seem that some agricultural experiments could be conducted with minor impact on the other (preservation, conservation) goals. Examples perhaps are the walnut and other tree grove plantings started by UT at Bear Creek Road and TN 95. These type endeavors may well be widely beneficial and of esthetic [sic] value. It is important to support the remaining fragments of our agrarian culture.
  - · The ORR land is not needed to support agriculture other than agri-research activities.
  - · No, including marketing of the timber.
  - · Yes - especially biomass/biotechnology.
    - · The ORR should not be reverted to agricultural use. Many areas more suitable to agriculture are available in East Tennessee.
  - · The land is unsuitable and unproductive for agriculture, as is much of East Tennessee.
    - · Agriculture is barely hanging on in East Tennessee as it is. There are not many people who are able to buy and operate working farms these days, and not any who want to spend the money clearing forest from land that is basically unproductive and unsuitable for crops and pasture anyway. Currently an unrealistic option.
  - · No.
  - · Limit.
    - · From the amount of agricultural land being sold for development in East Tennessee, it is apparent that there is no driving need to make more available through conversion of the ORR.
  - · No. There are enough farms in East Tennessee

### Commercial and Industrial Development

- I. These activities should be minimized and limited to small, fringe areas. Some limited development would minimize encroachment on the environment while providing some benefit to the local economy.
  - · In the name of industrial development, the City of Oak Ridge (or CC) is wasting lots of land. For example, I have never seen two floor buildings on Bethel Valley Rd. and there is too much open space between the industry buildings. Furthermore, those buildings appear to be temperally like DOE's.
- · Let's encourage this! The ORR needs some diversification.
  - · Commercial and Industrial Development (e.g., privatized) should be restricted to the existing "plant sites" where reasonable levels of remediation are possible (or the immediate vicinity of the plant sites). If a corridor of COMM/INDUSTRIAL development occurs, then there will be pressure to allow it to spread beyond that.
- · Require these uses to use buildings/facilities already in existence.
  - · Commercial and industrial uses that draw upon the present technological and research base would be most beneficial. Uses relying on large manufacturing facilities or lower-tech operations will erode the professional resources of the area and diminish the value as a center of excellence.
  - · I don't have specific ideas. However, a team should explore the possibilities of bringing some large industries to the area. With proper planning, hopefully the environment can be protected while industries grow.
  - · Technological research and development. Manufacturing (environmentally compatible plants, etc.). A business center for energy related companies, etc.
  - · Outer boundaries could be made available for industrial use (K-25 site on west and Solway sites on east) -- the core should be protected.
  - · It would be good if development was limited to primarily locally owned industries and enterprises. Only the part of the existing reservation currently inside a plant boundary should be used for this.
  - · The ORR should target uses by high tech private sector industries with little or no waste generation, and a

demonstrated concern for environmental balance.

- · Limited amount, emphasizing those that enhance environmental quality and promote the concept of sustainability.
- · In conjunction with national missions.
- · Some land should be made available.
- · Should **not** be an approved use of ORR land.
  - · A totally stupid and near-sighted objective. E. Tenn does not lack for adequate land for commercial development - it's cheap land; that's the issue. Federal land give-aways are motivated by the greed for cheap industrial land. Let the marketplace operate.
  - · No, unless perhaps light, clean industries on already developed sites on the ORR perimeters (Y-12, K-25, X-10), but in no currently forested area or interior areas.
- · More DOE land or usable excess facilitation made available for private development.
- · Locate in proximity of existing developed areas, and/or focus on facility reuse.
  - · Permit where feasible, but not to the detriment of potential DOE missions. Potential missions are those that we have a real chance to acquire and not "Pie in the Sky" missions that are just in planning stages and we have no chance of acquiring.
  - · High tech "clean" industries after TSCA and M4, etc., have done their jobs and after they have been "smelted" and buried.
- · Establish boundaries **now** and stick with it.
  - There is an opportunity to utilize DOE facilities for joint DOE and commercial benefit with commercial investment offsetting cost to the government (i.e., dual use offsets infrastructure cost born by the government (and taxpayer)).
- Allow this on land currently owned by government.
- As little as possible. Basically this development should be limited to DOE/U.S. Government

## **DOE Missions**

### **I. Look at the overkill for East Fork Poplar Creek!!**

- · DOE will likely disappear as a consolidated federal agency in the next 2-8 years, giving rise to "setbacks" to the "holistic" perspective of the existing DOE Reservation being regarded as a single piece of federal land. The remaining R & D (Laboratory) Missions and Environmental Management Missions will fall prey to squabbling among disparate federal "landlords." The "Future Use Plan" and the remaining citizen support for its goals may serve as the only "cohesive" stimulator.
- · The economy of Knox, Anderson, and surrounding counties is dependent on the DOE ORR mission. This should be the control theme in any discussion on the ORR.
- · DOE must define its missions and that should be the basis of future land use planning. Right now the ship is controlling the crew and that doesn't work. The ORR is an ideal location to continue to contribute to national missions -- but decisions need to be made on what those missions are.
- · Energy research and development. Environmental cleanup. Environmental research and education.
- · Energy and the environment should be the mission.
  - · ORNL should continue its missions in basic science and nuclear research. Y-12 should develop technology for nuclear waste reduction/reprocessing and become a national center for that activity. K-25 facilities should be cleaned up and turned over to private industry.
- · DOE missions - if compatible with maintaining and preserving a quality environment.
- · Highest priority, with bias toward collaborative programs with industry and educational institutions.
  - · Future missions may need land. We must preserve sufficient reservation land to be able to respond to future opportunities.
  - · The nation needs the ORR site for future fusion and fission related research and development. ORR is ideally situated for this purpose.
  - · The ORR should be utilized for environmental research in support of DOE missions. The ORR is a unique resource for development and demonstration of environmental technologies.
- · This is the role of the **federal** land trust which is the ORR and managed accordingly by DOE.
  - · Who knows what is going to happen DOE or its missions. I don't think, however, that DOE should continue to disturb forests, streams, and wetlands to build "temporary" or permanent waste handling or disposal sites. And if they insist, then DOE should plan in the context of "watershed planning" and quit wasting time and

money with doing incomplete and wholly inadequate “EISs” or “EAs” for one to 20 acre sites within a watershed instead of looking at the entire watershed and the cumulative impacts of **all** the planned facilities.

- · Keep those traditionally sited here and build on new opportunities--take the lead in locating as many diverse missions as possible.
- · ORR should continue its focus in support of DOE missions and then work to further national interest.
  - · Should be given top priority. However, I believe mission needs can be balanced with preservation of natural environment and commercial and industrial development needs.
  - · Diversity is needed. The ORR has the capabilities to support DOE, and other federal and state agencies, **but** it should be consistent with a comprehensive land use plan.
- · Very minor/short term except R & D.
- · Not waste!
- · Or national energy and nuclear science/capabilities mission, if DOE does not continue to exist.
  - The Department of Energy, or any derived agencies in the future, have an excellent resource in the ORR due to power, transportation, land available to develop, an educated work force, etc. This resource can result in major governmental missions being assigned to OR in the future, which would result in maintenance of economic stability.
- Critical for future. Need to develop missions for other federal agencies, also.

## **Education**

- · Educational opportunities along with research opportunities are what I consider as two of the best and most important future uses. These activities would benefit the most and greatest diversity of people.
  - · We should establish long-term goal for education for undergraduate and graduate programs with the University of Tennessee.
  - · The ORR and its uses could and should continue and expand its role in education for the entire region. (Mix of environmental habitat, high/low tech industry, and environmental remediation). This site could be a national demonstration site for remediating. “We have met the enemy, and he is us” (Pogo).
- · Public educational center for schools, colleges, universities, etc.
  - · Continued use in high school programs and as a major component of the Southern Appalachian Biosphere Reserve. Apparently there is no interest. If use cannot be made of the former CARL lands and facilities - how so other segments of the reservation.
- · ORNL should take the lead in developing programs to assist education in the scientific fields through the use of high-tech methodology.
  - · ORR, through ORNL, ORAU and other educational programs, plays a major role in education. I’d like to see this continued.
- · Yes - especially with facility sharing.
  - · Exceptional activities to enhance education are already ongoing with the current land use practices. The ORR does not need to be used for school sites. There are many more appropriate sites (Pellissippi State, the Roane County site in Oak Ridge City, etc.).
- · The ORR is a tremendous resource for environmental education at all levels , K - post Doc.
- · As compatible with DOE’s mission.
- · Limited to environmental and historical education and research with small facilities (more along lines of Freels Bend).
- · Use government facilities as a teaching base for the population.
  - · DOE and its contractors should be a partner with educational institutions to have the best educational opportunities in the nation.
  - · Yes, in connection with research associated with environmental management (waste remediation and management), and natural environment research and preservation.
- · Use extensively in natural settings.
  - Yes. The NERP and other research sites are logical locations for university/government research. Also these areas can/should be made accessible for institutions from throughout the southeast or U.S.

## **Environment**

- Because ORR is relatively undisturbed, it is a candidate to be preserved. However, that is not the only possible use of the property.
- The ORR provides an excellent opportunity for environmental/ecological research because of the large relatively undisturbed space available. It provides educational opportunities (e.g., summer science camps, internships, M.S. and Ph.D. research opportunities) for a wide range of people and ages. It could also provide valuable research space for inter-governmental agency efforts.
- We need better zone (area) between contaminated or potentially contaminated area and industrial and residential development. We heard too much on Airport-Syndrome.
- Not at the cost of halting alternative uses to protect a tiny minnow!
- Preservation of natural terrain and habitat should be the controlling factors which will define appropriate “habitats” for any commercial or industrial development. The Manhattan Project has already redefined original terrain at the plant sites.
- The ORR is a national treasure, and can play a significant role in evaluating Sustainable Development, and technologies that contribute to that role. The “core” ORR, and the NERP, are critical to this process.
- Eliminate planted monoculture and encourage natural ecological succession. Eradicate exotic species. Manage resource areas with functioning buffers and control mechanisms. Make the ORR a showcase for the National Biological Survey. Restore contaminated areas that effect overall resource functions and values -- don’t restore every single contaminated locale to pristine.
- Environmental Education Center. Conservation. Environmental Research. Environmental Cleanup.
- The ORR core should be preserved for the purposes of 1) protecting a natural East Tenn. (southern Appalachian) mixed deciduous forest and associated plant and animal species as a unique area of landscape for comparing the change occurring in adjacent landscapes in the region. It provides a unique environmental research area, protection of key species, and can be compatible with major project initiatives (with proper planning).
- Very few areas the size of ORR are available as representative, relatively undisturbed examples of the flora and fauna of the Ridge and Valley Province. The ORR is unique in this respect.
- Fine.
- At least 3000 - 15,000 acres of the reservation should be reserved for parks, wildlife habitat, and recreational uses. Some riverside sites would be good for use as a state park.
- The ORR has evolved into a valuable area for natural resources because it has been out of typical land use for 50 years; environmental research will continue to be of major importance and use of ORR for ecosystem and environmental research will be more important as other land resources are impacted.
- Maintain the OR Environmental Research Park.
- Part of what makes this a good place to live and work - should continue to be an important consideration.
- The National Environmental Park on the ORR provides unique opportunities for future Environmental R & D. Such is compatible with both the nuclear and the environmental R & D missions.
- Preserving the ORR’s natural environment is a priority and can be accomplished consistent with DOE missions. Preserving the natural environment preserves future use options.
- A high priority, very compatible dual use of the ORR in addition to its primary use to fulfill DOE missions.
- Maintain active management of the “forest” area.
- Should identify core area of existing natural area and place high priority on maintaining or developing compatible uses (training, research).
- Continue where feasible and possible, but not to detriment of DOE missions.
- And built environment. More preservation is needed of ORR structures, especially those involved in the Manhattan project. Adaptive re-use of these structures makes sense and is encouraged by the National Historic Preservation Act.
- This will enhance DOE missions. This opens up new opportunities.
- Set boundaries for no development and stick with it.
- [Preservation or improvement of ORR’s natural environment] use would preclude industrial growth, or severely limit future uses. Not an appropriate use of land given availability of land in a 20-mile radius of Oak Ridge.
- The large contiguous tract of land is uniquely suited to development for government and/or dual use.
- Be sensible -- don’t prevent development over ridiculous things like a “snail darter” or a “minnow.”

## Other Federal and State Missions

- Controlled interagency research should be encouraged.
- Again, diversification is a must.
  - Other state and federal missions (land preserves/habitat protection, “local source” energy efficiency and energy-use demonstration sites) may have a much greater impact on the reservation and its future uses than the current missions.
  - Research and other government missions may be suited to the ORR and DOE as present owner, should encourage them. In turn though, they (DOE) should not be controlled by local and state political pressures to cede land just because they’ve had it for so long or similar reasoning.
- Environmental education and research. Energy research and development.
  - TWRA wildlife habitat improvement. Demonstration areas for other conservation efforts --- especially for “green” technology (biomass production).
- Other federal and state government missions can share the area with a park or reserve scenario.
  - If clean-up of K-25 is cost prohibitive (for use by private industry), limited clean-up may make it useful for storage operations by DOD (i.e. storage of non-nuclear wartime resources).
- Those which complement DOE missions.
  - The reservation could easily accommodate foreseeable Federal and State missions within the K-25, Y-12, and X-10 sites. A new-start site elsewhere on the reservation is not needed.
  - Other federal agencies, especially DOD are taking advantage of their land holdings for environmental technology demonstrations.
- Logical extension of the DOE mission.
- No, except establishment of park, natural area, or similar (not USDA forest service).
- Using the existing technology base--expand into other related areas.
- When necessary and feasible.
- Limit to DOE.
  - The Department of Energy, or any derived agencies in the future, have an excellent resource in the ORR due to power, transportation, land available to develop, an educated work force, etc. This resource can result in major governmental missions being assigned to OR in the future, which would result in maintenance of economic stability.

### Recreational Uses

- May be limited to low-impact activities such as biking (non-motorized) and/or jogging trails.
  - It would be wonderful to see portions of the ORR reserved for recreation use -- hiking, walking-bike trails, etc. This use is also compatible with educational needs in that green areas would be available for study.
  - If enough routine surveillance of archeological sites and other historic sites (as well as WAGS, etc.) could be instituted, the area of the reservation could be opened to hiking trails which could serve an educational purpose, not only for habitat awareness, but also for environmental remediation awareness.
  - A focus on passive recreational uses should be maintained as opposed to off-road vehicles trails and similar pursuits. Other uses could include educational facilities focusing on the environment, i.e., scout camps, UT field schools, Audobon Society field camps. But please -- no wall to wall miniature golf and bungee jumping -- E. Tenn. already has a sufficient quantity of this type of recreational use.
- N/A.
- Restrict to managed hunts and hiking trails.
  - Under the context of a national or state park, recreational uses would be beneficial to many people. The integrity of the natural area should be maintained.
  - At least 3000 - 15,000 acres of the reservation should be reserved for parks, wildlife habitat, and recreational uses. Some riverside sites would be good for use as a state park.
- Very limited transfer of property, but maintain Clark Center Park.
- Adequate at present.
- Such should not be expanded beyond controlled hunts by TWRA.
  - Should be encouraged on fringes of ORR if does not adversely impact natural systems or interfere with approved DOE missions.
  - A potential dual use which follows from dual use as a natural resource, but not intensive uncontrolled access which negates its natural environmental protection.

- . Passive recreation including hiking trails. Developed recreation on perimeters (picnic areas, boat ramps, parking areas, small playgrounds, interpretive trails), but no development in the interior. The land cannot, and should not, continue to be closed to the public, however, uses must be restricted as they are in any other park or natural area.
- . Relatively low priority.
  - . Clark Center Park (80 acres) with possible additional acreage made available in Freels Bend and/or adjacent area should be transferred to city, county, or state for recreational purposes.
- . Deer hunts are beneficial in controlling the deer population/vehicle collisions and is a good recreational use.
- . Limit.
  - [Recreational] use would preclude industrial growth, or severely limit future uses. Not an appropriate use of land given availability of land in a 20-mile radius of Oak Ridge. The large contiguous tract of land is uniquely suited to development for government and/or dual use.
- DOE missions can share the area with a park or reserve scenario.

### **Residential Uses**

- This should never be a considered use! This would benefit a limited few, such as the developers who show no concern for environmental protection!
- . I am not in favor building my house on the remaining DOE land! Lots of development for the last five years in Oak Ridge did not lower my property tax! (No! increased as usual).
- . Acceptable land use alternative. However, not at cost to the taxpayers to decontaminate to meet “above standards” (e.g., EPA, DOE, etc.). It appears that the trend in environmental clean-up is to establish acceptable standards via agencies of the government, only to have another agency come in and add or want to “improve” to yet a higher standard, thus adding layers of additional costs.

- . . There is ample land adjacent the lake in the Solway Bend Area for a potential national continuing education “retreat site” which could “meld” short-term residential/educational and recreational activities like Blackberry Farm. It would be interesting to see such a development proposed which would preserve this land but use it for educational purposes. **Emphasize:** Low Density “Retreat” type structures.
- . . All DOE decisions are made on political, not technical, bases. DOE has no business allowing a few developers to get rich, as TVA has (example = Tellico Village, a result of the Tellico Dam project whose only need basis was to allow a bureaucracy to perpetuate itself a little longer).
- . . Residential uses must be managed and thoughtfully planned and sited. Extensive development of large home/small lot subdivisions do not meet today’s housing demands. A mix of residential land uses that integrate good site design (versus cut and fill) on the existing landscape would be best. Adherence to regulation is essential -- housing developments in floodplains should not be allowed, nor should filling of wetlands for residential uses.
- . . N/A.
- . . Solway site (east end) could be made available for residential use.
  - . . DOE should desist in its practice of ceding small pieces of the reservation to Oak Ridge. This is unfair to most people and eventually a treasure will be frittered away to persons who can own a \$250k house. Isn’t it backwards? The fed. has taken the land from relatively modest folks and returned it to relatively wealthy.
  - . . Only a few sites at the periphery of the reservation should be turned over for residential development.
  - . . Limited transfer of property.
  - . . Don’t see much of the remaining reservation being used for residential uses.
  - . . The ORR should not be utilized for residential plans beyond current areas of focus, i.e. Parcel A.
  - . . Should not be an approved use of ORR land.
  - . . A completely unnecessary and irresponsible use of the ORR.
  - . . No.
  - . . Some land transferred for housing.
  - . . Relatively low priority.
    - . . There is enough land available in and surrounding the City of Oak Ridge for residential development without use of DOE land.
- . . Establish possible areas now and don’t change it.
  - . . Residential use would preclude industrial growth, or severely limit future uses. Not an appropriate use of land given availability of land in a 20-mile radius of Oak Ridge. The large contiguous tract of land is uniquely suited to development for government and/or dual use.

## Transportation

- . . Expansion should be minimized.
  - . . It is debatable whether the ORR should have a role in serving as a corridor for “through” vehicular transportation, but perhaps could eventually serve as a site served by monorail, as is now being proposed for the Great Smoky Mt. National Park to limit in-site vehicular transportation.
  - . . Transportation routes in E. Tenn. are drastically undersized, resulting in traffic congestion, wasted energy and increased air pollution from mobile sources. Better planning is needed in the future.
- . . None.
- . . Maintain as is.
- . . None.
- . . Yes - for both R & D and test bed applications.
  - . . An Interstate Highway connecting I-75 and I-40 and bypassing Knoxville should not cut through the ORR. If such is desired, it should proceed southeast by crossing the Clinch River at or near the Solway Bridge and connect to I-75/I-40 on the east side of the Clinch River.
- . . Unnecessary and inappropriate use.
  - . . Road widening or construction is not comparable with protection of streams, unfragmented forests, clean air, recreation areas that should offer peace and quiet (not the whine of 18-wheelers and continuous drone of vehicles), or movement of wildlife.
- . . Next 25 years, may well bring the need for additional mass transport.
- . . Yes, where feasible and will result in benefits to local economy, etc.
- . . Limit to a water site plan.

- Only if essential to U.S. Government mission.

### Other Uses (Misc.)

- The survival and enhancement of current Programmatic “turfs” at DOE/HQ (or its successors) will be the “divide & conquer” impetus for fragmentation in the ORR. The “Common Ground” effort must awaken the need (in taxpayers’ minds) for the necessity of a Common Ground. Otherwise, it fails.
  - We are coming up on 50 years since the Manhattan Project. Many of the buildings on the ORR have been surveyed by historians and most buildings built before 1965 have historical significance. Promote tourism by developing several tour routes on the ORR with guided tours of the Graphite Reactor, K-33 Demo Cell, Y-12 Weapons Plant, etc. Perhaps retired employees could give tours. Clean up routes and contract touring to touring companies.
  - The ORR is a unique 35k area of natural landscape sitting in a rapidly developing area of East Tennessee. It represents the area (region’s) natural vegetation and a reference point for assessing the impact of change on the remaining areas of ET. It also represents a major economic input to the region by nature of having relatively large sites on which to build new national user facilities for energy and environmental research and technology initiatives.
  - The ORR is unique. Use it for unique objectives. It is unwise to convert it to other commonly available uses. To do so would be a poor cost-benefit when examined from the State and National interests.
  - Ecological Research. I also think that, given our current knowledge and technology (or even without), it is ludicrous to consider cleaning some of the ORR sites to a level that would allow human use and habitation.
- Once lost to developers/general public, the potential for expanding/modifying/changing DOE’s mission is reduced.
- Governments -- DOE, or DOD -- all need land one time and another.
  - The ORR was “bought with a price” that involved some social and economic change for the area. It is a “large” piece of land that should be used for activities requiring large areas. It should not be “cut up” for smaller activities without some thought. Governments are not likely to acquire another large land area in the region in the future.
- We must ensure that adequate lands are available to address future DOE missions. Note: other lands are available for uses 1, 2, and 3 above [commercial and industrial development, residential uses, and recreational uses]. The ORR should not be used for these purposes, but rather should be preserved to support biodiversity representative of the Ridge and Valley Province and to address future DOE missions. There are no other lands that can be used for these purposes, ORR is unique.
- Have a plan and take it seriously.
  - The Atmospheric Turbulence and Diffusion Division of the National Oceanic and Atmospheric Administration (ATDD/NOAA) has been performing research on the Oak Ridge Reservation since the 1950s. Currently much of the research is being done at the Walker Branch Watershed Research Tower with the emphasis on air-surface exchange of gases. The air-surface exchange research involves both man-made pollutants (e.g., ozone, sulfur dioxide, NO<sub>x</sub>) and naturally occurring substances (carbon dioxide, water vapor, sensible heat). Other research projects involved with the modeling of pollutant (or toxic substance) dispersion in complex terrain have emplaced meteorological towers throughout the reservation. To a large extent, these studies require “natural surfaces” with sufficient buffer zones around the sites of the study such that the measurements being made are representative. Thus ATDD feels that the Oak Ridge Reservation should be kept under U.S. Government control with the buffer zone being depleted as little as possible. Much of this work was originally funded by DOE but currently the bulk of the work is funded by NOAA and other Federal agencies.
- Land should be retained for future U.S. Government needs and not excessed.

## **APPENDIX D**

### **AN ADDITIONAL COMMENT ABOUT THE COMMON GROUND PROCESS\***

Unlike questions I.1 and I.2, questions II.2 and II.3 were not impossible to answer (please refer to Appendix A). I believe that the preservation of ORR's natural environment is the best "use" for the Oak Ridge Reservation. It is essential that we take the long view and recognize that by the middle of the next century, it is highly likely that most of East Tennessee will be turned into industrial parks, subdivisions, landfills, and shopping areas and will continue to be used for extractive industries such as mining and forestry. One only need look at most of the urban areas in the country to see the encroachment and impacts of unplanned urban and suburban sprawl (indeed, one need only look as far as Farragut, TN). As development continues and the population grows, the demands for recreation areas and open lands close to where people live will be very high. When assessing their own "quality of life," people put a very high value on parks, open spaces, farmland, forests, and clean streams. They like to hike, boat, fish, streamwalk, birdwatch, photograph, have some peace and quiet. As the surrounding lands in the region are being developed (probably in an unplanned and environmentally destructive fashion), there will be fewer and fewer places that can fulfill the requirements for public land, parks, forests, and natural areas. (not only will there be fewer places, but the areas will also be smaller and smaller, and represent fewer types of habitats.)

Another consequence of growth and development in East Tennessee will be the loss of biological diversity and the habitat diversity that is necessary to support the greatest number of species. There already are precious few places that still support the diversity of plants, animals, and undisturbed habitats that used to be typical of all of the region. The Oak Ridge Reservation is one of them. (I really don't know where the other ones are; perhaps the ORR is the only one for this part of the Ridge and Valley Province.) It is highly probable that by the middle of the next century, we will have caused the extinction of hundreds of species because of habitat destruction and loss of natural areas.

For these reasons, the preservation of the natural environment of the ORR is imperative, and easily outweighs any other possible use of the land. County and city governments want more land to "develop" more houses, more golf courses, more roads, more infrastructure, more income. So much so that they cannot see, or do not want to understand, the need for the preservation of the Reservation land. Species, habitats, the need for forests and open space by humans, cannot be measured in dollars and, therefore, is often beyond the understanding of people predisposed to judge things with economic yardsticks. Perhaps it can be argued that I don't understand all of their needs and arguments for land development. But I do understand that there are thousands of acres out there that they can, and will eventually, build over. And precious little that will be preserved to protect water resources, habitats, wildlife (except, of course, the kinds you can hunt), or passive recreation areas for the people.

There are those individuals and groups that have interpreted the Common Ground Process as the first step in the dismantling of the Reservation and their invitation to get in their demands while the getting is good. Currently, the "vultures" (who have circled patiently all these long years) have descended with plans for interstate bypasses, residential developments, a resolution for a DOE giveaway of 1000 acres for an industrial park and 100 acres for a landfill, and probably many others that I haven't heard of yet. The Reservation land has been a secret to them for too long. I have talked to those who think of the Reservation land as being the plant sites, and the rest of it is contaminated. They do not know much about the large forested tracts, the great number of species, the rare plant and animal species, the value for ecological research, the value for park and recreation land. And if they do not know these things and believe the land is mostly wasteland anyway, then it is easy to say put a road through, put an industrial park and landfill in. I think that some of the suggestions for development need to be viewed in this light.

Some people in the past had to make the decision that the land in what is now the Great Smoky Mountains National Park was worth preserving. At that time, I think much of the land had been extensively farmed and logged so it was not the beautiful sight we see today. So it took some people with wonderful vision to understand what the land and habitats were worth, not as sites for industrial development, but for the protection of habitats, wildlands, and for recreation. I would guess that the pressure to continue to use the land for logging and for industrial development was quite strong in those days. I think that we are all glad that the establishment of the park won the day. I mention this because I see similarities here. And I think that future generations will be thankful for the

foresight of some of the people in the last decade of the 20th century who believed that the ORR island of forests and biological diversity should remain undisturbed.

\*This comment was made by one respondent in an addendum to the questionnaire.