

**The "Preliminary Recommendations" Phase of  
the  
Common Ground Process:  
A Synthesis of External Stakeholder Views**

**Future Land Use Process for the Oak Ridge Reservation**

**EERC**

**ENERGY, ENVIRONMENT, and RESOURCES CENTER**

A COMMITMENT TO EXCELLENCE AT THE UNIVERSITY OF TENNESSEE

600 Henley Street, Suite 311

Knoxville, Tennessee 37996-4134

(615) 974-4251 FAX (615) 974-1838

Prepared for the U.S. Department of Energy  
under DOE/UT Cooperative Arrangement  
Instrument No. DE-FC05-92OR22056



**The "Preliminary Recommendations" Phase  
of the Common Ground Process:  
A Synthesis of External Stakeholder Views**

Mary R. English

Associate Director, Energy, Environment, and Resources Center

Robert Emmet Jones

Assistant Professor, Sociology Department

Kathy Conley McKown

Senior Research Assistant, Energy, Environment, and Resources Center

Laura M. Kaufmann

Graduate Research Assistant, Energy, Environment, and Resources Center

Traci R. Yavas

Graduate Research Assistant, Energy, Environment, and Resources Center

The University of Tennessee, Knoxville

August 1995

Questions concerning this report should be directed to Dr. Mary R. English, University of Tennessee, 311 Conference Center Building, Knoxville, TN 37996-4134. Phone: 423-974-4251.

The Common Ground Process is a multi-phase process being undertaken by the U.S. Department of Energy's Oak Ridge Operations Office and its contractor, Lockheed Martin Energy Systems, Inc., with the assistance of the University of Tennessee's Energy, Environment, and Resources Center. The University of Tennessee group, led by Dr. Mary English, has had responsibility for structuring the involvement of stakeholders in the surrounding region, particularly during the first phase of the process, and for providing implementation and analytic assistance in the stakeholder involvement effort.

This report is a summary of external stakeholder input received during the second 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.

During the second phase of the Common Ground Process, the University of Tennessee group included the following staff, faculty, and student personnel:

Maureen Colvin  
Mary English  
David Feldman  
Amy Gibson  
Robert Jones  
Laura Kaufmann  
Kathy McKown  
Traci R. Yavas

The University of Tennessee 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.

## TABLE OF CONTENTS

EXECUTIVE SUMMARY i

BACKGROUND	1
The Common Ground Process	1
"Stakeholder"	1
"Region"	1
Phases of the Common Ground Process	1
Responsibilities for Stakeholder Involvement in the Common Ground Process	2
Purpose and Use of this Report	2
PHASE II EXTERNAL STAKEHOLDER INVOLVEMENT	5
Phase I Recap: The Visioning Phase	5
Phase II: The Preliminary Recommendations Phase	6
Upcoming Activities: Draft Proposed Recommendations	7
Summary: Phase II Stakeholder Involvement Activities	7
PHASE II PARTICIPANTS	9
Carry-over in Stakeholder Participation	9
Characteristics of Questionnaire Respondents	11
Characteristics of Forum Participants	11
Summary: Phase II Participants	11
PHASE II RESULTS	13
Questionnaire Format	13
Synopsis of Questionnaire Results	13
Forum Format	21
Synopsis of Forum Comments	22
Summary: Phase II Results	23
EVALUATION OF PHASE II STAKEHOLDER INVOLVEMENT	25
Part IV of the Questionnaire: Comments on the Common Ground Process	25
Evaluation of the June 1995 Forums	26
Summary: Evaluation of Phase II Stakeholder Involvement	27

CONCLUSIONS AND RECOMMENDATIONS	29
Conclusions from External Stakeholder Involvement during Phase I	29
Conclusions from External Stakeholder Involvement during Phase II	29
Lessons Learned Concerning External Stakeholder Involvement	30
Recommendation for Future External Stakeholder Involvement	31

## APPENDICES

A-Preliminary Recommendations Questionnaire
B-Newspaper Advertisement
C-Summary of Preliminary Recommendations and Future Use Map
D-Questionnaire Respondents
E-Themes of Questionnaire Comments
F-Forum Evaluation Instrument

## FIGURES AND TABLES

Figure 1. Phase I and Phase II Stakeholder Involvement	10
Figure 2. Demographic Profile: Questionnaire Respondents	12
Table 1. Carry-over in Stakeholder Participation	9
Table 2. Close-ended Responses	14
Table 3. Open-ended Comments	16

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

**EXECUTIVE SUMMARY**

**The Common Ground Process**

The Common Ground Process was initiated in 1994 to develop recommendations for future land uses of the Oak Ridge Reservation (ORR), a 35,000-acre site of the U.S. Department of Energy (DOE) in Oak Ridge, Tennessee. The process was spurred by a 1993 DOE headquarters directive that, using extensive stakeholder involvement, all major DOE sites should recommend future use options by the end of 1995.

The Common Ground Process is a multi-phase effort 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) and with other subcontractors. During the first phase of the process especially, the UT group led by Dr. Mary English had responsibility for structuring the involvement of external stakeholders (i.e., citizens who live or work in the surrounding region<sup>1</sup> and personnel with regulatory or oversight responsibilities concerning ORR). The UT group has also helped implement stakeholder involvement and has analyzed the results of stakeholder input.

**Three Phases**

The Common Ground Process has three phases of stakeholder involvement:

**Phase I.** During the "visioning" phase conducted in late 1994 and early 1995, interviews, discovery groups, and public workshops were conducted with external stakeholders, to obtain their views concerning the needs of the region and preferred uses of ORR in the coming decades. While internal stakeholders (i.e., ORR employees) could participate in these public settings, a "visioning" questionnaire was also targeted to senior DOE and LMES management personnel and to governments and unions in surrounding communities. In all, more than 300 people participated in the visioning phase.

**Phase II.** During the "preliminary recommendations" phase conducted in the spring and early summer of 1995, a Common Ground Process planning team translated stakeholder future use visions into preliminary recommendations, taking into consideration DOE missions and technical, economic, and environmental factors. Stakeholder reactions to the preliminary recommendations were then sought, using a questionnaire and five widely-publicized public forums that provided technical information through an open house session and interaction

---

<sup>1</sup> For the purpose of the Common Ground Process, the regional is defined generally as East Tennessee, and specifically as the 18 counties within a 40-mile radius of ORR.

through an open discussion session. Approximately 150 people took the opportunity to participate in Phase II by means of the questionnaire and/or a forum.

**Phase III.** During the "draft proposed recommendations" phase, to be conducted in the fall of 1995, the draft final report will be reviewed internally, at a public meeting, and during a 30-day public comment period.

This report summarizes external stakeholder input received during the second, "preliminary recommendations" phase of the Common Ground Process. Copies of reports summarizing stakeholder input during the visioning phase can be obtained from the DOE Information Resource Center in Oak Ridge (615-241-4582).<sup>2</sup>

## **Phase II: Types of Participants**

Of the 147 Phase II participants, nearly two-thirds had participated in a Phase I activity; 55 were new to the Common Ground Process.

Of the 147 Phase II participants, 78 completed a questionnaire, 43 attended a forum, and 26 did both.

Of the 69 forum participants, 56 attended forums held in Oak Ridge; the remainder attended forums held in West Knox County, Harriman, and Clinton.

Demographic information was collected only on the 104 questionnaire respondents; it was not collected at the forums.

As with Phase I participants, most of the Phase II questionnaire respondents have lived in East Tennessee a long time, and most live in areas close by ORR. A substantial minority of both Phase I and Phase II participants are Oak Ridge residents and/or ORR employees. In Phase I, however, there was more diversity in terms of county of residence, perhaps because participation was more extensively and proactively sought.

As in Phase I, Phase II respondents have high levels of education and income. In these regards (as well as gender, race or ethnic background, and age), the respondents are not fully typical of the region as a whole, although in most regards they are reasonably typical of areas near to ORR such as the City of Oak Ridge.

---

<sup>2</sup> These reports include:

The "Visioning" Phase of the Common Ground Process: A Synthesis of External Stakeholder Views. Summary Report and Technical Appendix.

The "Visioning" Phase of the Common Ground Process: Internal and Institutional Views. Summary Report and Technical Appendix.

## **Phase II Results: Reactions to Preliminary Recommendations**

Based upon responses to the questionnaires and comments made at the forums, it appears that the preliminary recommendations are supported by a sizable majority of the people who participated in Phase II.

Some of the recommendations were not altogether clear to all participants in Phase II, and several of the recommendations provoked numerous comments.

Some key themes of comments included keeping development in already developed areas; gearing cleanup standards to specific future uses, despite designation of the whole Reservation as a "Specialized Industrial Use"; and using caution in waste management activities at the Reservation.

Release of ORR land is a controversial issue: some stakeholders argued against releasing any more ORR land; some argued that land not needed for federal purposes should be released; some argued that releases might be acceptable, but only under certain conditions. These conditions varied greatly e.g., only if the greatest weight were given to local economic goals and the City of Oak Ridge, versus only if the greatest weight were not given to those interests.

A related controversial issue is the extent to which national versus local or regional interests should drive future use decisions for ORR land: some stakeholders argued that ORR should be treated as a national resource and its integrity maintained, while some commented that DOE's prospective missions should not be the main determinant of how ORR land is used in the future, especially since its Oak Ridge missions may be downsized. There was, however, disagreement about the extent to which local (as opposed to regional) interests should prevail.

### **Use of these Findings**

These findings synthesize the views of people who responded to mailed questionnaires or participated in widely publicized public forums held around the region during June 1995. As such, the report's findings should not be treated as generalizable to stakeholders in the region as a whole.

## **Evaluation of the Phase II Stakeholder Involvement Effort**

An evaluation of the Phase II external stakeholder involvement was conducted through (1) Part IV of the preliminary future use recommendations questionnaire, which provided space for open-ended comments on the Common Ground Process; and (2) an evaluation form prepared by an independent evaluation team for distribution to forum participants. Forty-three of the 104 questionnaire respondents and 21 of the 69 forum participants took advantage of these evaluation opportunities.

About one-third of those who completed Part IV of the questionnaire indicated unqualified approval of the Common Ground Process; about an equal number had some reservations in particular, that the preliminary future use recommendations were too vaguely worded, or that DOE could not be relied upon to implement the future use options identified through the Common Ground Process. The remainder had comments on their desired outcomes of the process.

The evaluation results of the forums indicate that both their open house and open discussion sessions were generally quite well-received. This suggests that while the forums were regarded as a good vehicle for information and discussion, the Phase II stakeholder involvement efforts and the Common Ground Process, taken as a whole, were regarded by some participants with less than whole-hearted endorsement or with skepticism about whether the future use recommendations would be used by DOE. This skepticism, which had been voiced by a number of Phase I participants as well, indicates that doubts continue about DOE's inclination to use the future use recommendations.

## **Lessons Learned**

Multiple, proactive stakeholder involvement efforts were the most successful.

Spreading the word about the Common Ground Process at the beginning of the first phase without immediately giving people an opportunity to voice their opinions and following up with substantial information led to some frustration.

Recommendations about future uses of ORR cannot be divorced from either clean-up or local jurisdictional issues.

A number of people expressed enthusiasm for the Common Ground Process and appreciation at being consulted, but voiced skepticism about whether the process would affect DOE's subsequent decisions.

## **Recommendation for Future External Stakeholder Involvement**

External stakeholder involvement in future uses of ORR should continue during the coming years, as the process of developing and refining future use options is revisited. The newly formed Site-Specific Advisory Board (SSAB) for ORR should play a central role in this regard, as should the Citizens' Advisory Panel of the Local Oversight Committee, Inc. The SSAB and the Citizens' Advisory Panel should be encouraged, however, to parallel their own deliberations with outreach techniques such as those used in Phases I and II of the Common Ground Process.

### **BACKGROUND**

#### **The Common Ground Process**

The Common Ground Process was initiated in 1994 to develop recommendations for future land uses of the Oak Ridge Reservation. Oak Ridge Reservation (ORR) is a 35,000-acre site of the U.S. Department of Energy (DOE), located in Anderson and Roane counties within the boundaries of the City of Oak Ridge, in eastern Tennessee. The future use process for ORR was spurred by a 1993 directive from DOE headquarters that all major DOE sites should recommend future use options, and that these options should be developed with extensive stakeholder involvement.

#### **"Stakeholder"**

For the purposes of the Common Ground Process, "stakeholder" has been defined to include (1) people working with 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."

#### **"Region"**

The region has been defined for the Common Ground Process as including 18 counties within a 40-mile radius of ORR. 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 immediate 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). As the largest source of employment in East Tennessee, ORR also has impacts (particularly economic impacts) on the surrounding 10 counties.

#### **Phases of the Common Ground Process**

The goal of the Common Ground Process is to identify future use options for ORR that are stakeholder-preferred, compatible with DOE missions, and technically, economically, and

environmentally feasible. Options address both the short term (the next 25 years) and the long term (26 to 100 years).

As described below and in the following section, the Common Ground Process has several phases:

**Phase I:** The "visioning" phase, where basic stakeholder values concerning regional needs and preferred future uses of ORR were elicited. This phase was conducted during Fall 1994 and early 1995.

**Phase II:** The "preliminary recommendations" phase, where recommendations were developed by a planning team in response to stakeholder input and technical, economic, environmental, and DOE mission considerations, and stakeholder reactions to the preliminary recommendations were then sought. This phase was conducted during the spring and summer of 1995.

**Phase III:** The "draft proposed recommendations" phase, where the draft final report will be reviewed internally, at a public meeting, and during a 30-day public comment period. This phase will be conducted during early fall of 1995.

These phases lead to the final recommendations report that, according to the DOE directive, is to be sent to headquarters by the end of December 1995.

### **Responsibilities for Stakeholder Involvement in the Common Ground Process**

The Common Ground Process is being conducted by a team consisting of staff from DOE's Oak Ridge Operations Office (DOE-ORO) and Lockheed Martin Energy Systems, Inc. (LMES), with the Energy, Environment, and Resources Center of the University of Tennessee (UT) and with other support subcontractors.

The external stakeholder involvement effort has been led by the UT team under the direction of DOE and LMES members of the Common Ground team. The UT team has had responsibility for structuring the external involvement effort (particularly during the visioning phase) and for analyzing stakeholder input. Implementation of the external stakeholder involvement effort has been done jointly by the UT team, including its subcontractor, The L. Darryl Armstrong Group, and other members of the Common Ground team, particularly the Community Relations staff of the LMES Environmental Restoration and Waste Management Division and its subcontractor, SSA, Inc.

The internal stakeholder involvement effort has been the responsibility of DOE and LMES members of the Common Ground team. The UT team has assisted by analyzing and writing up internal stakeholder involvement results.

### **Purpose and Use of this Report**

This report summarizes external stakeholder input received during the second, "preliminary recommendations" phase of the Common Ground Process. The findings presented here synthesize the views of people who took the opportunity to respond to mailed questionnaires

or to participate in widely publicized public forums held around the region during June 1995. As such, the report's findings should not be treated as generalizable to stakeholders in the region as a whole. For a summary of external and internal stakeholder input received during the first, "visioning" phase, see the following reports:

Mary R. English, Robert Emmet Jones, and Kathy Conley McKown. March 1995. The "Visioning" Phase of the Common Ground Process: A Synthesis of External Stakeholder Views. Summary Report. Knoxville, TN: Energy, Environment, and Resources Center, University of Tennessee.

Robert Emmet Jones, Mary R. English, and Kathy Conley McKown. May 1995. The "Visioning" Phase of the Common Ground Process: A Synthesis of External Stakeholder Views. A Technical Appendix to the Summary Report. Knoxville, TN: Energy, Environment, and Resources Center, University of Tennessee.

Mary R. English, Kathy Conley McKown, Robert Emmet Jones, and Claire VanRiper-Geibig. May 1995. The "Visioning" Phase of the Common Ground Process: Internal and Institutional Views. Knoxville, TN: Energy, Environment, and Resources Center, University of Tennessee.

Kathy Conley McKown, Mary R. English, Robert Emmet Jones, and Traci R. Yavas. June 1995. The "Visioning" Phase of the Common Ground Process: Internal and Institutional Views. Technical Appendix. Knoxville, TN: Energy, Environment, and Resources Center, University of Tennessee.

David L. Feldman and Maureen Colvin. Evaluating the External Stakeholder Involvement Effort for the Common Ground Process: Fall 1994 Phase. Final Report. July 1995. Knoxville, TN: Energy, Environment, and Resources Center, University of Tennessee.

Copies of these reports can be obtained by calling the DOE Information Resource Center in Oak Ridge at 423-241-4582 (fax 423-576-7042).



## **PHASE II EXTERNAL STAKEHOLDER INVOLVEMENT**

The purpose of the second phase of external stakeholder involvement was to obtain stakeholders' reactions to preliminary future use recommendations for ORR. This phase was preceded by the first, "visioning" phase, recapitulated below, where stakeholders' values concerning future needs of the region and possible future uses of ORR were elicited. The emphasis of the first phase was on "what," not on "where" or "how." The latter questions were addressed in the second phase.

### **Phase I Recap: The Visioning Phase**

During the visioning phase, information about the Common Ground Process was spread through presentations to local, state, and regional organizations; newspaper ads and articles; and media appearances. External stakeholder involvement was then sought in Fall 1994 through several means:

Approximately 100 interviews were held with "opinion leaders" in the region.

Ten discovery groups involving a total of 50 participants were held, to brainstorm on regional needs and possible future uses of ORR.

A meeting was conducted with 7 planning officials from Oak Ridge and other nearby communities, to review technical information concerning ORR and the region and to obtain the officials' input as both planners and stakeholders.

Five public workshops were held around the region, using open, facilitated discussion and a computer-based polling technology trademarked the "Innovator" to elicit anonymous responses with instant feedback. (This technology was developed by Wilson Learning Corporation and adapted for the workshops by The Armstrong Group.) People unable to attend the workshops could request a copy of the questionnaire used at the workshops. There were 105 participants in the five workshops, and 13 people who mailed in questionnaires.

In all, more than 250 people participated in the external visioning phase.

While some DOE and LMES employees participated as private citizens during Fall 1994, the Common Ground team had planned to hold employee workshops comparable to the public workshops, to ensure that ORR employees had ample opportunity for input. In early 1995, however, senior DOE management decided that stakeholder involvement in the Common Ground Process should be streamlined. As a result, an effort was instead undertaken to solicit the views of 90 senior DOE and LMES personnel. These selected internal stakeholders were sent a questionnaire in March 1995 which paralleled the questions that had been posed to external stakeholders. There were 47 respondents.

In addition, governments and unions in surrounding communities were asked to give institutional perspectives regarding future uses of ORR. (A number of officials from these institutions had been asked to participate as individuals in the Fall 1994 involvement effort.) Of the 7 institutions sent questionnaires, 2 responded: Knox County and Roane County.

## **Phase II: The Preliminary Recommendations Phase**

In April 1995, preliminary future use recommendations were developed by a planning team consisting of representatives of DOE and LMES, together with representatives of UT and other consultants with expertise in planning, economic development, and environmental protection. In developing the preliminary recommendations, the planning team considered preferences expressed during the first phase of stakeholder involvement, and factors such as DOE missions, technical suitability, and economic and environmental considerations. Stakeholder reactions to the recommendations were then sought, in order to determine whether there was broad agreement with them.

The original plan for Phase II stakeholder involvement had been to hold technical information sessions about ORR in the late winter, and then, after the preliminary recommendations had been developed, to follow a format similar to the first phase, with individual interviews, small discovery groups, and public workshops. Due to the DOE senior management decision to streamline the process, the Phase II activities described below were undertaken instead.

The second phase of stakeholder involvement consisted of two sets of activities, both conducted during June 1995:

**(1) Questionnaire.** All those who had previously participated in the external stakeholder involvement effort or who had asked to be included on the Common Ground mailing list were sent a questionnaire soliciting their reactions to the preliminary future use recommendations. (See Appendix A for a copy of the preliminary recommendations questionnaire.) In addition, newspaper advertisements and direct mailings informed readers that they could call the DOE Information Resource Center and receive a copy of the questionnaire. (See Appendix B for a copy of the advertisement.) The questionnaire also was distributed at the public forums described below.

The questionnaire was developed by the UT group, based directly on the summary of preliminary recommendations and accompanying map of proposed land uses prepared by the planning team. (See Appendix C.) The recommendations and map were mailed out with the questionnaire and with notification of the upcoming public forums. Questionnaire recipients were told that their responses would not be attributed to them, but they were asked to provide their names and indicate whether they could be listed as participants in the Common Ground Process.

In all, 104 questionnaires were returned in time to have their responses processed. (See Appendix D for a list of respondents.) Two additional questionnaires were received well after the June 30 deadline, too late to be included in the processing of questionnaire responses.

**(2) Public forums.** Five public forums were held around the region, to provide information and generate discussion about the recommendations and to allow those attending to obtain a questionnaire (if they had not already received one in the mail). Forums were held in West Knox County, Harriman, and Clinton, and two were held in Oak Ridge.

Each forum took about 2 to 3 hours and had two segments: (1) an "open house" session where participants could, in a self-paced fashion, obtain in-depth information on ORR and the Common Ground Process through posters, other materials, and individual conversations with staff; and (2) an "open discussion" session, where participants could, following a brief presentation by Common Ground Process team members, ask questions and make comments.

The forum format was a joint enterprise of the UT group, which developed a preliminary plan for the forums, and other members of the Common Ground team, especially LMES Community Relations and its subcontractor, SSA, Inc., which prepared the posters used at the forums. Supplemental technical information was provided by LMES planners and their consultants.

Despite being widely advertised in area newspapers and through direct mailings, the forums were sparsely attended. A total of 69 people participated. The Oak Ridge forums were the best attended, with a total of 56 participants.

### **Upcoming Activities: Draft Proposed Recommendations**

External stakeholder involvement in the Common Ground Process will conclude with an opportunity for people to comment on the draft final recommendations report by attending a public meeting to be held in Oak Ridge, or by providing written comments during a 30-day comment period. The meeting and comment period are scheduled for September-October 1995.

### **Summary: Phase II Stakeholder Involvement Activities**

Outreach during this phase included (1) distributing a questionnaire seeking reactions to the preliminary future use recommendations, and (2) holding five public forums to provide information about ORR and the recommendations, and to elicit interactive discussion concerning the recommendations. In total, 147 people participated in these activities. Phase II was preceded by a "visioning" phase, where stakeholders' values were elicited concerning the needs of the region and preferred future uses of ORR in the coming decades, and will be followed by a final phase of stakeholder involvement, where a public meeting and comment period are to be held on the draft final recommendations report.



## PHASE II PARTICIPANTS

Phase II had 147 participants. Of this total, 78 only completed a questionnaire, 43 only attended a forum, and 26 both completed a questionnaire and attended a forum.

### Carry-over in Stakeholder Participation

Ninety-two of the 147 Phase II participants had participated in Phase I activities; 55 were new to the Common Ground Process. Of the 55, 18 responded to the questionnaire; the remainder attended a forum but did not complete a questionnaire.

Of the total of 104 questionnaire respondents, most (over 80%) were people who had participated in Phase I external stakeholder involvement activities. A substantial number were people who had taken the time to go to a two-hour discovery group or public workshop, rather than simply agreeing to a half-hour interview in their offices or over the phone (see Table 1).

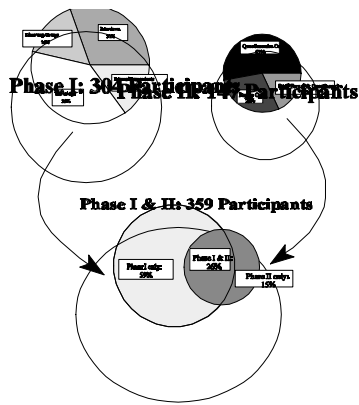
**Table 1. Carry-over in Stakeholder Participation**

Phase I Activity	Number of Participants in Phase I	% Completing Phase II Questionnaire
Interview	98	17%
Discovery group	50	42%
Public workshop*	125	42%

\*Includes all Phase I participants who used the questionnaire format employed at the public workshops.

Participation in Phase I and Phase II activities is summarized in Figure 1.

**Figure 1. Stakeholder Involvement in Phases I and II of the Common Ground Process**



## Characteristics of Questionnaire Respondents

The Phase II questionnaire included a request for some basic personal information. The information for the 104 questionnaire respondents is summarized in Figure 2.

As Figure 2 indicates, 79% of the respondents live in Anderson or Knox counties, with Oak Ridge residents constituting 40% of the total. Most of the respondents have lived in East Tennessee more than 10 years. Nearly half are over 50 years old (26% of the total are retirees), and only one-third have children under age 18. About three-fourths are male, and over 90% are Caucasian. Over 70% have more than 16 years of schooling, and two-thirds have annual household incomes of \$50,000 or more. Just under one-quarter are currently employed at DOE or LMES.

## Characteristics of Forum Participants

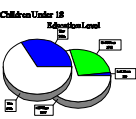
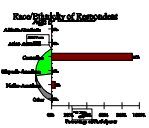
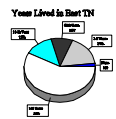
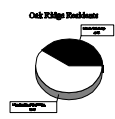
A similar request for basic demographic information was not made at the forums, which simply had sign-in sheets. However, it appears from the sign-in sheets that many although by no means all of the forum participants have current or past employment-related connections with ORR.

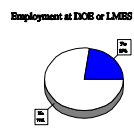
### Summary: Phase II Participants

Of the 147 Phase II participants, nearly two-thirds had participated in a Phase I activity; 55 were new to the Common Ground Process. Basic demographic information was compiled on the 104 Phase II participants who responded to questionnaires. Similar information is not available on the 43 Phase II participants who attended a forum but did not complete a questionnaire.

As with participants in the Phase I external stakeholder involvement activities of the Common Ground Process, most of the Phase II questionnaire respondents have lived in East Tennessee a long time, and most live in areas close by ORR. In Phase I, however, there was more diversity in terms of county of residence, perhaps because participation was more extensively and proactively sought in that phase. A substantial minority of both the participants in Phase I external stakeholder involvement activities and the respondents to the Phase II questionnaire are Oak Ridge residents and/or ORR employees. As in Phase I, Phase II respondents have high levels of education and income. In these regards (as well as gender, race or ethnic background, and age), the respondents are not fully typical of the region as a whole, although they are reasonably typical of areas close by ORR such as the City of Oak Ridge.

**Figure 2. Demographic Profile: Questionnaire Respondents**





## PHASE II RESULTS

### Questionnaire Format

In the questionnaire (see Appendix A), people were asked to evaluate the preliminary future use map and each statement in the summary of preliminary future use recommendations. These evaluations were solicited in two ways: (1) respondents were asked to express the extent of their agreement with each statement and the map by using the following scale:

- 4 = strongly agree
- 3 = agree
- 2 = disagree
- 1 = strongly disagree
- DK = don't know; no opinion

and (2) respondents were given the opportunity to make an open-ended comment on each statement and the map. Of the 104 respondents, virtually everyone provided all of the closed-ended (scaled) responses requested, and 89 also provided open-ended comments on one or more of the recommendations.

### Synopsis of Questionnaire Results

The extent of agreement with the preliminary recommendations is summarized in Tables 2 and 3 below. Table 2 gives the percentages of responses in each category of the above scale. Table 3 gives the number of comments made on each recommendation, according to the type of comment.

While Table 2 simply tabulates the responses provided, Table 3 reflects our interpretation of the types of open-ended comments made. In other words, we reviewed each comment and determined whether it appeared mainly to (a) support the recommendation; (b) provide a qualification to the recommendation<sup>3</sup>; (c) disagree with the recommendation; (d) critique the way in which the recommendation was expressed and/or the Common Ground Process was executed; or (e) address a related issue. The full text of the comments is contained in a technical appendix to this report, available by calling the DOE Information Resource Center in Oak Ridge at 615- 241-4582 (fax 615-576-7042).

---

<sup>3</sup> Qualifications to the recommendations were generally of the following types:

- Good recommendation but will be hard to carry out
- Liked one part of the recommendation but not all of it
- To this recommendation, you should also add ...
- Do this recommendation only under the following conditions ...



**Table 2. Close-ended Responses (continued)**

Recommendations	4	3	2	1	DK*
	strongly agree<----->strongly disagree				
<b>1. Making Future Uses Responsive to Capabilities and Needs.</b>	61%	28%	7%	2%	3%
1a. Future uses of ORR should build on past and current technologies, labor skills, technical and scientific expertise, and physical facilities available at ORR and in the region.					
1b. Future uses of ORR should optimize economic, environmental, and recreational opportunities that promote the region's well-being.	71%	20%	4%	3%	2%
<b>2. Over the short term (0-25 years), ORR land uses should accommodate:</b>	64%	31%	3%	1%	1%
2a. scientific and technological research.					
2b. specialized industrial uses (including waste management and cleanup activities) that are compatible with and contribute to ongoing and anticipated DOE missions.	54%	33%	7%	4%	3%
2c. office and business uses that support other activities on the ORR	29%	46%	18%	7%	0%
2d. institutional uses (primarily educational) that are related to other ORR activities.	49%	35%	12%	2%	3%
2e. recreational uses that are generally passive in nature (e.g., trails, wildlife observation, and general open space uses) and are located in specified areas that do not interfere with ongoing activities.	56%	30%	7%	7%	1%
2f. specialized forestry and agricultural research uses that are compatible with other uses of the ORR.	52%	32%	11%	3%	3%
2g. conservation uses, including environmental research and the protection of special habitats.	68%	23%	3%	3%	3%
<b>3. Over the long term (26 - 100 years), ORR land uses should:</b>	37%	34%	18%	5%	7%
3a. build on specialized mixed industrial and other activities that take place during the short-term period.					
3b. respond to evolving national missions, market conditions, and regional needs.	45%	34%	8%	7%	7%
<b>4. Future Use Map</b>	20%	42%	12%	11%	16%
4a. In general, future uses of ORR should be as shown on the enclosed map.					
<b>5. Land Use Designation for Cleanup Purposes</b>	27%	23%	13%	21%	16%
5a. For cleanup purposes, all of the ORR should be designated a "Specialized Industrial Use."					
<b>6. Ownership and Management</b>	56%	26%	8%	5%	6%
6a. Generally, the ORR should be held, managed, and used as a single property. If land is released, it should be done so only as part of a comprehensive, long-term strategy that would achieve national missions as well as regional economic and environmental goals.					
<b>7. Strategic Planning Effort</b>	59%	24%	6%	6%	6%
7a. The U.S. Department Of Energy should begin immediately to develop a top-level, integrated, and comprehensive strategy for the use of ORR land and facilities, with implementation plans for facility reuse and future development.					
7b. In the strategic planning effort, strong consideration should be given to co-development of ORR property with the private sector through partnerships, financial incentives, and mutually acceptable	39%	30%	14%	12%	5%

property use agreements.					
7c. The strategic planning effort should include the short term (0-25 years) and the long term (26 - 100 years).	64%	23%	3%	3%	8%
7d. The strategic planning effort should address the ORR as a whole and should be continually updated.	64%	25%	3%	3%	6%
7e. The strategic planning effort should be conducted in consultation with the State of Tennessee, the City of Oak Ridge, Anderson and Roane counties, and other nearby counties most affected by activities on the ORR.	63%	26%	8%	0%	4%
7f. A primary goal of the strategic planning effort should be to maximize the benefits of ORR for the region.	52%	31%	10%	3%	5%
7g. The strategic planning effort should first identify and accommodate DOE uses for the land, while at the same time seeking to accommodate the needs and preferences of other stakeholders.	32%	41%	12%	8%	8%

\*Percentages in this column include missing and mixed responses as well as “don’t know; no opinion” responses.

**Table 3. Open-ended Comments (continued)**

<b>Recommendations</b>	Support	Qualification	Disagree	Critique	Other	TOTAL
<b>1. Making Future Uses Responsive to Capabilities and Needs.</b>	6	7	2	3	9	27
1a. Future uses of ORR should build on past and current technologies, labor skills, technical and scientific expertise, and physical facilities available at ORR and in the region.						
1b. Future uses of ORR should optimize economic, environmental, and recreational opportunities that promote the region's well-being.	0	16	4	7	7	34
<b>2. Over the short term (0-25 years), ORR land uses should accommodate:</b>	5	5	0	0	6	16
2a. scientific and technological research.						
2b. specialized industrial uses (including waste management and cleanup activities) that are compatible with and contribute to ongoing and anticipated DOE missions.	0	14	0	2	6	22
2c. office and business uses that support other activities on the ORR	1	18	1	0	3	23
2d. institutional uses (primarily educational) that are related to other ORR activities.	4	4	1	3	5	17
2e. recreational uses that are generally passive in nature (e.g., trails, wildlife observation, and general open space uses) and are located in specified areas that do not interfere with ongoing activities.	2	11	3	0	10	26
2f. specialized forestry and agricultural research uses that are compatible with other uses of the ORR.	3	13	2	0	6	24
2g. conservation uses, including environmental research and the protection of special habitats.	5	7	2	0	5	19
<b>3. Over the long term (26 - 100 years), ORR land uses should:</b>	2	10	3	6	4	25
3a. build on specialized mixed industrial and other activities that take place during the short-term period.						
3b. respond to evolving national missions, market conditions, and regional needs.	2	15	5	3	8	33
<b>4. Future Use Map</b>	1	26	5	16	3	51
4a. In general, future uses of ORR should be as shown on the enclosed map.						
<b>5. Land Use Designation for Cleanup Purposes</b>	4	13	7	11	23	58
5a. For cleanup purposes, all of the ORR should be designated a "Specialized Industrial Use."						
<b>6. Ownership and Management</b>	7	20	5	4	11	47
6a. Generally, the ORR should be held, managed, and used as a single property. If land is released, it should be done so only as part of a comprehensive, long-term strategy that would achieve national missions as well as regional economic and environmental goals.						
<b>7. Strategic Planning Effort</b>	4	7	1	3	2	17
7a. The U.S. Department Of Energy should begin immediately to develop a top-level, integrated, and comprehensive strategy for the use of ORR land and facilities, with implementation plans for facility reuse and future development.						

7b. In the strategic planning effort, strong consideration should be given to co-development of ORR property with the private sector through partnerships, financial incentives, and mutually acceptable property use agreements.	2	8	5	1	2	18
7c. The strategic planning effort should include the short term (0-25 years) and the long term (26 - 100 years).	0	9	0	3	1	13
7d. The strategic planning effort should address the ORR as a whole and should be continually updated.	3	4	0	0	3	10
7e. The strategic planning effort should be conducted in consultation with the State of Tennessee, the City of Oak Ridge, Anderson and Roane counties, and other nearby counties most affected by activities on the ORR.	3	15	0	1	1	20
7f. A primary goal of the strategic planning effort should be to maximize the benefits of ORR for the region.	2	10	5	4	4	25
7g. The strategic planning effort should first identify and accommodate DOE uses for the land, while at the same time seeking to accommodate the needs and preferences of other stakeholders.	1	8	10	1	1	21
<b>Totals:</b>	57	240	61	68	120	546

From these tables, **it is clear that all of the recommendations are supported by a sizable majority of the 104 questionnaire respondents.** However, a number of the recommendations provoked significant disagreement and/or comment. The discussion of reactions to these recommendations provided below is synoptic, not comprehensive. The technical appendix to this report should be consulted for a fuller understanding of the variety of comments made by respondents.

**Recommendations that provoked disagreement by a substantial minority.** Of the 104 respondents, a substantial minority defined as 20 percent or more disagreed with the following six recommendations. (I.e., 20% or more gave these recommendations a rating of 2 or 1 on the closed-ended responses.) A cross-tabular analysis suggests that, on average, demographic characteristics such as place of residence and employment at ORR were not important factors in whether participants agreed or disagreed with a recommendation.

Most of these recommendations received a number of comments. About half the comments were made by respondents who circled "strongly agree" or "agree" in their closed-ended responses; about half by respondents who circled "disagree" or "strongly disagree." This suggests that even respondents who generally endorse a recommendation may have a comment sometimes a qualifying comment to make about it.

2c. Over the short term (0 to 25 years), ORR land uses should accommodate office and business uses that support other activities on the ORR.

25% of the respondents disagreed with this recommendation. Of the comments, most were qualifications. A number indicated that office and business uses were a low priority, should be confined to areas of ORR that are already developed, and should be done with care about liability and security concerns.

3a. Over the long term (26 to 100 years), ORR land uses should build on specialized mixed industrial and other activities that take place during the short-term period.

23% of the respondents disagreed with this recommendation. Of the comments, most were qualifications that tended to emphasize using previously developed land and not sacrificing ORR as a unique natural resource. Several people also critiqued the recommendation e.g., questioning the meaning of the term "specialized industrial use" and the ability to predict for a 26 to 100 year time horizon.

4a. In general, future uses of ORR should be as shown on the enclosed map.

23% of the respondents disagreed with this recommendation, and many respondents had comments. Most of the comments were qualifications and critiques. Qualifications ranged broadly, including, e.g., the size and placement of the conservation transition areas, the need to address transportation within the plan, the addition of areas earmarked for residential uses, and the amount and location of land planned for industrial uses. Critiques of the map included the need for, e.g., a rationale for the choices presented, a map legend and clearer definition of terms such as "conservation transition," identification of contaminated areas, more information about such issues as DOE current and future uses and regional and local plans, and a more readable, less cluttered map.

5a. For cleanup purposes, all of the ORR should be designated a "Specialized Industrial Use."

34% of the respondents disagreed with this recommendation. Most of the comments were qualifications or critiques, or fell into the "other" category. Qualifications to this recommendation tended to focus on whether the designation "Specialized Industrial Use" is sufficiently protective of human health and the environment, or whether more stringent standards should be used for non-industrial land uses such as those that will have public use. In addition, from the nature of a number of the comments in the "other" category, it appears that the term "specialized industrial use" as a cleanup designation is not well-understood and may be creating confusion. This is also apparent from the critiques, which included comments such as "even after the description, I still don't understand the implications ..."

- 7b. In the strategic planning effort, strong consideration should be given to co-development of ORR property with the private sector through partnerships, financial incentives, and mutually acceptable property use agreements.

26% of the respondents disagreed with this recommendation. The recommendation elicited relatively few comments, but those that were made tended to be qualifications to it or disagreements with it. The thrust of a number of the comments was that local businesses should not drive how ORR is used; that ORR is a national resource, and the integrity of ORR and its conservation areas needs to be retained.

- 7g. The strategic planning effort should first identify and accommodate DOE uses for the land, while at the same time seeking to accommodate the needs and preferences of other stakeholders.

20% of the respondents disagreed with this recommendation. Comments tended to be qualifications to or disagreements with the recommendation. Most of these focused on the idea that DOE missions should not be the main determinant of future ORR land uses, in part because DOE may not be around or may be downsized.

**Other recommendations that provoked a substantial number of comments.** In addition, the following seven recommendations while widely endorsed in the closed-ended responses received a substantial number of open-ended comments that suggested reservations about the recommendation. (Here, "substantial number" is defined as 10 or more comments of a particular type, such as qualification, disagreement, or critique.)

- 1b. Future uses of ORR should optimize economic, environmental, and recreational opportunities that promote the region's well-being.

A number of the comments emphasized that ORR should be treated as a national as well as a regional resource. In addition, some comments indicated that economic opportunities should be stressed over environmental and recreational opportunities, while others argued for the reverse. The thrust of several critiques of the recommendation was that the statement is "motherhood and apple pie," with ill-defined terms such as "well-being"; and that economic, environmental, and recreational opportunities may be in conflict with each other and cannot all be maximized.

- 2b. Over the short term (0 to 25 years), ORR land uses should accommodate specialized industrial uses (including waste management and cleanup activities) that are compatible with and contribute to ongoing and anticipated DOE missions.

A number of comments focused on the extent to which ORR should be used for waste management and cleanup activities, with cautions about waste importation, waste incineration, and the need to protect local health and safety. A few comments also indicated that industrial uses should be located in already developed areas of ORR.

- 2e. Over the short term (0 to 25 years), ORR land uses should accommodate recreational uses that are generally passive in nature (e.g., trails, wildlife observation, and general open space uses) and are located in specified areas that do not interfere with ongoing activities.

Several comments noted that consumptive recreation activities such as deer hunting should be included as allowed activities. Others discussed where trails should be located, some arguing for extensive trail systems with others arguing that safety and appropriateness (e.g., to preservation considerations) should determine trail locations. Concerns about litigation arising from inadvertent exposure also were raised. A few of the comments suggested riverfronts as a location for passive recreational uses.

- 2f. Over the short term (0 to 25 years), ORR land uses should accommodate specialized forestry and agricultural research uses that are compatible with other uses of the ORR.

Several comments spoke of the need for selective cutting, while others were opposed to forestry production programs at ORR. And several noted the need for an effective program to battle the pine beetle infestation program.

- 3b. Over the long term (26 to 100 years), ORR land uses should respond to evolving national missions, market conditions, and regional needs.

Several comments stressed the importance of national missions over market conditions and regional needs, but several argued otherwise e.g., that local environmental/health concerns should be a top priority, and that ORR shouldn't jump on just any national mission that comes along. Critiques of this recommendation suggested that its terms are vague and ambiguous, and that it is not possible to respond to national missions, market conditions, and regional needs fairly.

- 6a. Generally, the ORR should be held, managed, and used as a single property. If land is released, it should be done so only as part of a comprehensive, long-term strategy that would achieve national missions as well as regional economic and environmental goals.

Several people commented that this recommendation should have been split on the questionnaire into two separate statements. While the recommendation that ORR be managed as a single entity provoked relatively little comment, there were a number of

comments about whether and how land should be released. A number of comments argued against releasing any more land from ORR; a few argued that land not needed for federal purposes should be released; some argued that, while releases might be acceptable, they should be done only under certain conditions (e.g., only if the greatest weight is given to local economic goals and the City of Oak Ridge, only if the greatest weight is not given to private developers and the City of Oak Ridge, only with public input, only with a comprehensive site-wide environmental impact statement, only if lands slated for environmental conservation are not compromised, etc.). The recommendation was also criticized as being too vague and all-inclusive.

- 7e. The strategic planning effort should be conducted in consultation with the State of Tennessee, the City of Oak Ridge, Anderson and Roane counties, and other nearby counties most affected by activities on the ORR.

Most of the comments emphasized other parties that should be involved e.g., citizens, not just government officials; agencies such as the Environmental Protection Agency, the Fish and Wildlife Service, the Department of the Interior, and the Tennessee Valley Authority; and other city governments, not just Oak Ridge. A few comments, however, questioned whether "consultation" would entail undue accommodation, and also how much say should be given to nearby governments that lack jurisdiction.

- 7f. A primary goal of the strategic planning effort should be to maximize the benefits of ORR for the region.

A number of comments focused on including national missions as a goal of the strategic planning effort; a few focused on local over regional considerations.

**Themes of questionnaire comments.** Across the more than 500 comments made by respondents to the questionnaire, certain themes recurred. These are summarized in Appendix E.

### **Forum Format**

As noted above, each of the five forums included an "open house" session to provide technical information, followed by an "open discussion" session lasting 1 to 1-1/2 hours. Comments during the open discussion were recorded on flip charts at the front of the room by Common Ground Process team members.

### **Synopsis of Forum Comments**

Comments recorded on paper at the forums are provided in the technical appendix to this report, together with summaries of participant questions and answers provided by Common Ground team members. While comments and questions ranged broadly, some of their key themes are as follows:

The need for more explanation of how DOE will use the final recommendations.

The need for more information on how the conservation and industrial areas shown on the preliminary recommendations map resulted from stakeholder input and other factors (such as topography), and on how ORR land use policy corresponds to the preliminary recommendations.

Leasing of ORR land (in particular, the 1000 acres identified by DOE for release in June 1995), the impact that such leasing will have on DOE management of ORR, and the influence of the Common Ground Process on current leasing decisions.

The need for clear definitions of terms such as passive recreation, active recreation, specialized industrial use, institutional use, etc.

The effect of proposed transportation routes on the preliminary recommendations.

The influence of the future use recommendations on cleanup levels at ORR.

### **Summary: Phase II Results**

Phase II results include (1) the closed-end (scaled) responses and open-ended comments made by the 104 respondents to the structured questionnaire on the preliminary recommendations, and (2) the comments made and questions posed by people who participated in the "open discussion" sessions of the public forums on the preliminary recommendations.

Based upon these results, it appears that the preliminary recommendations are supported by a sizable majority of the people who took advantage of opportunities to participate in Phase II. However, some of the recommendations were not altogether clear to all participants in Phase II, and several of the recommendations provoked comments and concerns. Some key themes of these comments included orienting development to already developed areas; gearing cleanup standards to specific future uses, despite designation of the whole Reservation as a "Specialized Industrial Use"; using caution in waste management activities at the Reservation, including protecting local health and safety and limiting waste importation and waste incineration; and permitting consumptive recreational activities such as deer hunting, considering using the riverfront for passive recreational activities, and locating trails with attention to health and safety and use compatibility (with some people arguing for extensive trail systems while others did not).

Release of ORR land was an especially controversial issue among stakeholders. In their comments, a number of stakeholders argued against releasing any more ORR land. In contrast, a few argued that land not needed for federal purposes should be released, and some argued that releases might be acceptable, but only under certain conditions. These conditions varied greatly from stakeholder to stakeholder, however e.g., only if the greatest weight were given to local economic goals and the City of Oak Ridge, versus only if the greatest weight were not given to those interests.

Another controversial issue among stakeholders is the extent to which national versus local or regional interests should drive future use decisions for ORR land. Some stakeholders argued that ORR should be treated as a national resource and its integrity maintained, while several stakeholders commented that DOE's prospective missions should not be the main determinant of how ORR land is used in the future, especially since its Oak Ridge missions may be downsized. There was, however, disagreement about the extent to which local (as opposed to regional) interests should prevail.



## EVALUATION OF PHASE II STAKEHOLDER INVOLVEMENT

An evaluation of Phase II external stakeholder involvement was conducted through two means. First, the questionnaire concluded with a section providing space for open-ended comments on the Common Ground Process. (See Part IV of the questionnaire, as shown in Appendix A.) And second, the forums were evaluated through a short survey instrument (see Appendix E) distributed to participants at the forums.

These two evaluations were different in several respects. The evaluation through Part IV of the questionnaire was informal open-ended, with the respondent's identity known in most cases, -and with the questionnaire returned to the UT members of the Common Ground team. In contrast, the survey instrument handed out at the forums was formal structured, anonymous, and conducted by an independent evaluation effort of external stakeholder involvement in the Common Ground Process.<sup>4</sup> In addition, Part IV of the questionnaire sought input on the Common Ground Process generally, whereas the survey instrument was specific to the forums. Because of these differences, the resultant evaluations were somewhat dissimilar. Their results are not contradictory, however.

### **Part IV of the Questionnaire: Comments on the Common Ground Process**

Of the 104 questionnaire respondents, 43 about 40% wrote comments on Part IV of the questionnaire. There were both positive and negative comments:

Fifteen comments expressed enthusiasm and support for the Common Ground Process, with several of these comments also expressing appreciation for having been given the opportunity to participate.

Nine comments expressed objections to some aspect of the Common Ground Process. Most of these respondents supported the process as a whole but disliked the wording of the recommendations, which they found to be too vague and ambiguous or written in such a way that it was difficult to disagree. Two comments indicated disappointment with the entire process, indicating it lacked specificity and substantive dialogue, and 1 comment indicated that Common Ground should have been advertised more extensively to attract more average citizens, not just people with direct financial interests in ORR.

---

<sup>4</sup> This effort was led by Dr. David L. Feldman. While Dr. Feldman is on the staff of the UT Energy, Environment, and Resources Center, the evaluation was done on an "arms-length" basis. His evaluation team included Maureen Colvin (a graduate research assistant) and a three-member steering committee assembled in the summer of 1994. For a description of the team and of their findings for the first phase of the Common Ground Process, see David L. Feldman and Maureen Colvin, Evaluating the External Stakeholder Involvement Effort for the Common Ground Process: Fall 1994 Phase (July 1995). Their Phase I findings are also synopsized in English et al., The "Visioning" Phase of the Common Ground Process: A Synthesis of Stakeholder Views. (March 1995).

Five respondents indicated that, while they generally endorse the Common Ground Process, they are concerned that DOE will not implement the resulting future use recommendations.

In addition, fourteen comments addressed, not the process itself, but what its outcomes should be. These comments spoke to issues such as whether land should be released to the private sector and/or for other public uses; whether the goal of future uses of ORR should be to benefit the City of Oak Ridge, the region, or the nation; and whether public health and well-being will be adversely affected by cleanups that rely extensively on institutional controls.

### **Evaluation of the June 1995 Forums<sup>5</sup>**

Twenty-one of the 69 forum participants responded to the forum evaluation survey (30%). As was the case during the visioning phase of the Common Ground Process, evaluation respondents were overwhelmingly white (19), highly educated (18 had 16 or more years of school), and middle-aged (12 were 51 or older). Eleven were retired and 10 previously worked or currently work for DOE or Lockheed Martin or another DOE contractor.

Overall, evaluations were highly favorable. Sixteen evaluation respondents strongly believe that the information conveyed in the open house and open discussion sessions was clear and understandable, rating this statement a "4" or "5" on a 1-5 scale. Fourteen rated the open house session a "4" or "5" for adequacy of detail while 12 gave the same rating to the open discussion session. Finally, 15 respondents gave a "4" or "5" rating to the statement questions were adequately answered for both forum segments. The open house segment had an overall higher average approval rating no respondent rated it lower than "3."

Prior to attending the June forums, average respondent confidence in the Common Ground Process was "3" on a 1-5 scale. Only 3 respondents rated their confidence a "4" or "5" prior to attending. Average confidence went up markedly after attending (from "3" to "4"). Fourteen respondents rated their confidence in the open house session a "4" or "5" while 12 gave the same rating to the open discussion session. Finally, 18 respondents felt the open house session was an effective means of communication ("4" or "5" rating) while 16 gave the same assessment of the open discussion session.

Regarding the open house sessions, each respondent had the opportunity to rank the usefulness of posters and other information, handouts, and personal interaction with the Common Ground Process team. A "1" meant that a respondent felt that instrument was thought to be the most useful of the three instruments and a "3" meant it was thought to be the least useful. Evaluation respondents felt that personal discussion was the most useful form of interaction. Sixteen rated it a "1" (most useful), while 2 rated it second in usefulness and 3 rated it third. Posters and handouts received 11 and 7 first-place ratings, respectively. Seven respondents gave posters a rating of "2," and 3 gave it a rating of "3."

---

<sup>5</sup> The following synopsis was provided by David L. Feldman.

Handouts had equal numbers of "2" and "3" (7 apiece). Posters prompted two comments. One respondent thought they were "very well done" and Nature Conservancy charts were said to be "especially helpful." While 13 respondents stated that they better understand the issues surrounding the Common Ground Process as a result of the open house session, 7 (nearly 1/3) do not – a discouraging finding.

Eighteen evaluation respondents strongly felt the open discussion session provided ample time for discussion and interaction, rating this statement a "4" or "5." Only three respondents offered summary comments. One stated that the forums were "a great effort (that) will be of significant value to the community provided that recommendations are implemented with integrated stakeholder participation." Another stated that public officials and interest groups should be "personally encouraged" to attend future forums. Finally, a third stated that industrial use of ORR should be a primary goal and that proper incentives are needed to meet this goal.

### **Summary: Evaluation of Phase II Stakeholder Involvement**

An evaluation of Phase II external stakeholder involvement was conducted through (1) Part IV of the preliminary future use recommendations questionnaire, which provided space for open-ended comments on the Common Ground Process; and (2) an evaluation form distributed to participants in the five public forums, asking them to evaluate the open house and open discussion sessions. Forty-three of the 104 questionnaire respondents and 21 of the 69 forum participants took advantage of these evaluation opportunities.

While one-third of those who completed Part IV of the questionnaire indicated unqualified approval of the Common Ground Process, about an equal number had some reservations – in particular, that the preliminary future use recommendations were too vaguely worded, or that DOE could not be relied upon to implement the future use options identified through the Common Ground Process. In contrast, the evaluation results of the forums indicate that they were generally quite well-received. This suggests that, while the forums were regarded as a good vehicle for information and discussion, the Phase II stakeholder involvement efforts and the Common Ground Process, taken as a whole, were regarded by some participants with less than whole-hearted endorsement or with skepticism about whether the future use recommendations would be used by DOE. This skepticism, which had been voiced by a number of Phase I participants as well, indicates that doubts continue about DOE's inclination to use the future use recommendations.

## **CONCLUSIONS AND RECOMMENDATIONS**

### **Conclusions from External Stakeholder Involvement during Phase I**

During Phase I, there were more than 300 participants in external and internal stakeholder involvement activities (interviews, discovery groups, public workshops, and a "visioning" questionnaire). From this, we found that most participants support DOE missions and, prospectively, other federal or state government missions as a major ORR land use. Preservation of ORR's natural environment, especially its special natural habitats, is widely supported, as is selective industrial development, especially industry complementary to DOE missions. Low-impact recreational uses such as hiking and biking trails are also widely supported, although somewhat more enthusiastically by external participants than by internal participants.

Only limited support was evidenced for residential uses or for agriculture uses – the exception being agricultural and, especially, forestry research. Similarly, the use of ORR land for a major transportation corridor appears to have little support, especially by internal participants in the Common Ground Process. Use of ORR for major commercial development (e.g., malls) had virtually no support.

### **Conclusions from External Stakeholder Involvement during Phase II**

During Phase II, there were approximately 150 participants in external stakeholder involvement activities (public forums and a "preliminary recommendations" questionnaire). Of these, nearly two-thirds had participated in Phase I Common Ground Process activities. From Phase II, we found that a sizable majority of the participants support the preliminary recommendations developed by the planning team – recommendations which were based on stakeholder values and interests, DOE missions, and technical, economic, and environmental considerations.

Several of the recommendations provoked comments and concerns, however. Some key themes of these comments included orienting development to already developed areas; gearing cleanup standards to specific future uses despite designation of all of ORR as a "Specialized Industrial Use" for cleanup purposes; using caution in waste management activities at ORR, including protecting local health and safety and limiting waste importation and waste incineration; and considering consumptive recreational activities such as deer hunting, use of the riverfront for passive recreational activities, and locating trails with attention to health and safety and use compatibility (with several people arguing for extensive trail systems while others did not).

Release of ORR land was an especially controversial issue among stakeholders. Some spoke against releasing any more ORR land; a few said that all land not needed for federal purposes should be released; some said that releases might be acceptable, but only under certain conditions. These conditions varied greatly from stakeholder to stakeholder – e.g., only if the greatest weight were given to local economic goals and the City of Oak Ridge,

versus only if the greatest weight were not given to local economic goals and the City of Oak Ridge.

Another point on which some Phase II participants did not agree is the extent to which national versus local or regional interests should drive future use decisions for ORR. Some Phase II participants commented that ORR should be regarded as a national resource and its integrity maintained, while several commented that DOE's prospective missions should not be the main determinant of how ORR is used in the future, especially since ORR missions may be downsized. There was, however, disagreement about the extent to which local (as opposed to regional) interests should prevail.

### **Lessons Learned Concerning External Stakeholder Involvement**

Multiple, proactive efforts were the most successful. "If you build it, they will come" doesn't work well for stakeholder involvement. It is important to reach out.

It is not enough to ask people about their values; they also want and need information. A "Participant's Kit" about ORR was to be available at the beginning of Phase I but due to delays was not ready until late in that phase. During that time, several people complained about not having enough information. In contrast, the information sessions at the June 1995 forums were generally seen as an important contribution.

Spreading the word about the Common Ground Process at the beginning of the first phase without immediately giving people an opportunity to voice their opinions led to some frustration. In retrospect, it would have been better to have been able to provide them with the Participant's Kit and a questionnaire. To the extent that they are still imposed, constraints on the use of survey instruments may bear reexamination.

Recommendations about future uses cannot be divorced from either clean-up or local jurisdictional issues. A number of people spoke about the need for more information on contamination, and several asserted that the City of Oak Ridge, within which ORR lies, should be the main determinant of future uses of ORR land. There was tension between conceptions of ORR as a federal entity, as a regional resource, and as property within a local jurisdiction.

A number of people expressed enthusiasm for the Common Ground Process and appreciation at being consulted, but voiced skepticism about whether the process would make a difference — i.e., affect DOE's subsequent decisions. Although it is not possible to "stop the world" during an interactive process — especially an extended one like the Common Ground Process — credibility is diminished if important decisions (such as the recent tentative DOE decision to lease 1000 acres of ORR land to the East Tennessee Economic Council) are made before the process is substantively completed.

### **Recommendation for Future External Stakeholder Involvement**

External stakeholder involvement in future uses of ORR should continue during the coming years, as the process of developing and refining future use options is revisited. The newly formed Site-Specific Advisory Board (SSAB) for ORR should play a central role in this regard, as should the Citizens' Advisory Panel of the Local Oversight Committee, Inc. The SSAB and the Citizens' Advisory Panel should be encouraged, however, to parallel their own deliberations with outreach techniques such as those used in Phases I and II of the Common Ground Process.

## APPENDICES

**APPENDIX A:**  
**Preliminary Recommendations Questionnaire**

**APPENDIX B:**  
**Newspaper Advertisement**

**APPENDIX C:**  
**Summary of Preliminary Recommendations**  
**and**  
**Future Use Map**

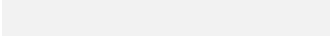
## APPENDIX D: Questionnaire Respondents\*

Armstrong, L.D.  
Austin, John  
Austin, Monica  
Bieber, Charles  
Blackwell, Harry  
Blasius, Wayne  
Bryan, Bradley  
Burgess, Anthony  
Caldwell-Kurka, Jennifer  
Calfee, Kent  
Campbell, Jim  
Cator, Richard  
Chance, Wendel  
Coffman, Una  
Collins, David  
Cook, Dennis  
Crisp, William  
Cusick, Lesley  
Davis, Ronald, Sr.  
deSouza, J.R.  
Eddlemon, Gerald  
Evans, Richard  
Ewald, Linda  
Farrell, Robert G.  
Fitzgerald, Amy  
Frank, M.L.  
Freeman, Robert  
Freeman, Jenny  
Gallaher, Ricky  
Gawarecki, Susan  
Hackworth, James  
Hackworth, Peggy  
Handy, Deborah  
Hammontree, Jack  
Hannon, Fred  
Hanson, Paul  
Hedgepeth, David  
Helmstetter, Henry  
Hendren, R. Deron  
Hendrich, Louise  
Hicks, Nancy  
Hirsch, Dennis

Holmes, Robert  
Honeycutt, Kenneth  
Huston, Michael  
Issel, William  
Lew, Michael  
Macklin, Roger  
Maienschein, Fred  
Malinauskas, Linda  
Malone, Glenn  
May, Robert  
McCord, Raymond  
McCullough, W.L.  
Miller, Bruce  
Monroe, William  
Murphy, William  
(Heiskell, TN)  
Overly, John  
Pardue, William  
Patterson, Theresa  
Paul, Richard  
Peele, Robert  
Peine, John  
Perkins, Andrea  
Pietrzak, Walter  
Preston, Phillip  
Rains, Jack  
Reel, Stan  
Robbins, Dan  
Robison, W. Allen  
Rush, Patricia  
Schiller, Andrew  
Shepherd, Lenard  
Sigal, Lorene  
Sisk, Katherine  
Smith, Ellen  
Smith, Cecil "Bucky"  
Smith, John  
Snider, J.D.  
Sparhawk, Jim  
Stauffer, Gilbert  
Stiner, Tommy  
Stokes, Lloyd.

Stovall, Matthew  
Swindle, Dave  
Tatum, Reid  
Taylor, Michael  
Thoma, Roy  
Townsend, Bo  
Trauger, Donald  
Walton, Barbara  
Wasko, John  
Weeren, Herman  
Weigel, Rudy  
Weinberg, Alvin  
Williams, John

\*Seven respondents asked that their names not be listed; one respondent's name is unknown.



\*Seven respondents asked that their names not be listed; one respondent's name is unknown.

## APPENDIX E: Themes of Questionnaire Comments

**PLEASE NOTE:**

This tabulation summarizes comments made concerning future uses of ORR, in response to recommendations 1, 2, 3, 5, 6, and 7 on the questionnaire. It does not necessarily indicate the relative popularity of various views. However, it does indicate the number of times that questionnaire respondents, at their own initiative, mentioned these themes.

A comment may fall under more than one thematic category (e.g., Balancing Future Uses and Planning). In this case, it is counted in *both* categories.

	Number of Comments
<b>BALANCING FUTURE USES</b>	
• Balance economic, recreational and environmental uses.	5
• Proposed uses should be compatible; economic, recreational, and environmental uses are likely to be incompatible.	3
• Good recommendation: future uses of ORR should build on assets available at ORR and in the region.	2
• Other uses of the ORR should be compatible with recreational and specialized forestry and agricultural uses.	1
<b>ECONOMY</b>	
• Emphasize economic opportunities; broaden the tax/economic base; emphasize 9 labor needs/jobs; commercialize ORNL technology.	9
• De-emphasize economic uses.	1
<b>DOE</b>	
• Emphasize non-DOE uses.	6
• Any plans for ORR use must accommodate the future role of the Department of Energy.	
• DOE needs should take priority only if they are defense-related.	1
<b>EDUCATION</b>	
• Strongly support institutional uses (primarily educational) that are related to other ORR activities.	5
• Institutional uses (primarily educational) that are related to other ORR activities should be temporary.	1
<b>ENVIRONMENT</b>	
• Emphasize environmental well-being (conservation, preservation, restoration, etc.); preserve undeveloped land/natural areas.	25
• Conservation uses are not significant or can be performed elsewhere; do not preserve special habitats at the expense of other land uses; conservation uses of the ORR should be temporary.	4
• Promote environmental research and environmental education.	2

\*Seven respondents asked that their names not be listed; one respondent's name is unknown.

## **FORESTRY AND AGRICULTURE**

- Practice good resource management, including management of natural resources such as wildlife and forest resources; emphasize eradication of pine beetle infestations; practice long-term commodity production; perform research. 10
- Emphasize specialized forestry and agricultural research uses that are compatible with other uses of the ORR; consider expanding UT arboretum. 4
- Specialized forestry and agricultural resource uses should be temporary, not a significant use. 2
- Forestry research should not include timber harvest for sale. 1

## **INDUSTRIAL DEVELOPMENT**

- Emphasize use of already developed sites for commercial and/or industrial uses; do not disperse industrial development throughout the ORR, and do not encourage industrial use at the expense of environmental, recreational, or conservation uses; limit use of industrial lands to that shown on map, or less.

## **LAND RELEASE**

- No land should be released; do not fragment the ORR's management, which could be caused by releasing land. 13
- Release ORR land with special consideration of local and regional needs; consider partial land release; release land within a reasonable time period. 11
- Release no land to the local government; release no land to a private entity. 4
- Good recommendation: ORR should be kept as a single property, and, if land is released, it should only be done so as part of a comprehensive plan. 4
- Land release should not compromise lands slated for conservation and environmental protection. 2
- If land is released, first consideration should be given to the family members of those who had to move off their land when the ORR was created. 1

## **LOCAL, REGIONAL, AND NATIONAL NEEDS**

- Use the ORR for regional and national uses/well-being; ORR should be an asset to local, regional, and national stakeholders.
- Use ORR for national missions; use for world missions. 6
- Good recommendation: long-term ORR uses should respond to national, market, and regional factors. 5
- Responses to evolving needs should be tempered by good judgement. 3
- ORR long-term land uses should respond to evolving national missions, but not to market conditions and regional needs. 2
- Build on past and current technologies, labor skills, expertise, and physical facilities at ORR and in the region this should take precedence over future uses that promote the region's well-being. 2
- Do not respond to evolving needs keep the ORR as it is. 1

## **OFFICE AND BUSINESS**

- Support the idea of office and business uses. 2

- Office and business uses are a low priority. 1
- Office and business uses should not be placed in prime environmental, residential, or conservation areas. 1

**RECREATION**

- Increase recreational opportunities, generally particularly passive recreational opportunities, co-located with other ongoing activities. 11
- Recreational use areas need special cleanup consideration; there is too much contamination to consider recreational use. 6
- Increase hunting opportunities. 5
- Do not increase recreational opportunities; recreational uses should be temporary. 4
- Recreational uses should not compromise specialized forestry and agricultural research uses or conservation uses.
- Some land should be managed by the TWRA. 1

**RESEARCH**

- Emphasize advances in scientific and/or technological research, including “clean” technology and resource sustainability research. 7
- Emphasize energy research; maximize energy-efficient technologies. 5
- Use existing landfills to perform research. 1

**REUSE OF EXISTING RESOURCES**

- Reuse/maximize existing facilities for proposed uses. 5
- Emphasize use of existing labor skills; rely on existing strengths, generally. 5

**PLANNING**

- The strategic planning effort should emphasize the short term; it is difficult to plan 25 years ahead; 26-100 year time frame is unrealistic for planning.
- Include other agencies in the strategic planning effort, in addition to those listed in the recommendation. 7
- Good recommendation: the strategic planning effort should include input from the State of Tennessee, Oak Ridge, Anderson and Roane counties, and other affected counties. 7
- Short-term planning should take into account possible long-term uses; focus on long-term, not short-term development. 5
- Good recommendation: the strategic planning effort should be ongoing and address the ORR as a whole. 5
- The strategic planning effort should be conducted with citizen involvement. 4
- A primary goal of the strategic planning effort should be to maximize the benefits of ORR for the region; maximize benefits especially for individuals living within 10 miles of the ORR. 4
- Good recommendation: DOE should immediately begin to develop a strategy for the use and reuse of ORR land and facilities. 4
- Good recommendation: ORR long-term land uses should build on activities that

- take place during the short-term period.
- Emphasize the needs and preferences of non-DOE stakeholders in the strategic planning effort. 3
- Good recommendation: the strategic planning effort should accommodate DOE uses, while seeking to meet the needs and preferences of other stakeholders. 3
- Good recommendation: the strategic planning effort should include both the short (0-25 years) and long (26-100 years) terms. 1
- The private sector should only be considered for co-development of ORR property in the treatment of wastes and materials generated onsite. 1

**WASTE MANAGEMENT AND CONTAMINATION CLEANUP**

- Do not include entire area for cleanup; clean those areas that we can afford to clean; cleanup levels should correspond with the area’s projected use and what we can afford.
- Do not jeopardize the health and safety of affected population with waste management and cleanup or transportation of hazardous materials; emphasize local health concerns; “Specialized Industrial Use” designation could relieve DOE of its cleanup responsibilities. 15
- Perform waste management and cleanup of ORR contamination and waste; clean all areas of the ORR; there is too much opportunity for adverse litigation if contamination exposure occurs. 8
- Good recommendation: for cleanup purposes, all of ORR should be designated a “Specialized Industrial Use.” 6
- The term “Specialized Industrial Use” seems to preclude research, conservation, and recreation; do not designate for “Specialized Industrial Use” conservation and recreation areas.
- Assess environment for hazardous pollutants; close off contaminated areas. 2
- Clean up areas that may contaminate off-site land, to a level suitable to adjacent areas. 1

**WEAPONS/DEFENSE**

- There should be no nuclear weapons production; scale down weapons-related activities.
- Emphasize non-defense-missions (e.g., medical research). 2
- Address defense needs. 1

**OTHER**

77

This category refers to miscellaneous comments that were mentioned once and did not fall into any of the above categories.

**APPENDIX F:  
Forum Evaluation Instrument**