



# **PORTSfuture Public Outreach Report**

FEBRUARY, 2012



**OHIO**  
UNIVERSITY

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### Ohio University Project Team

Ohio University (OU) is located in Athens, Ohio in the southeastern Appalachian region of the State. Established in 1804, it is the oldest university in the Northwest Territory, an area that includes that states of Ohio, Wisconsin, Indiana, Illinois, and Michigan. The University is comprised of 11 colleges and offers more than 250 baccalaureate majors, 188 Masters majors, and 58 Doctoral majors. In addition, OU is designated as a *Research University* by the Carnegie Foundation for the Advancement of Teaching. This classification identifies OU as a university with “high research activity” and places it in an elite group of universities in the U.S. that are committed to the advancement of knowledge through research.

In addition to the main campus in Athens, OU has 5 regional campuses throughout southern and eastern Ohio. More than 21,000 students are enrolled at the main campus, and the total enrollment for all campuses is more than 35,000 students. OU has earned the distinction as a Center of Excellence from the Ohio Board of Regents in: *Energy and the Environment, Health and Wellness, and the Scripps College of Communication*.

The Voinovich School of Leadership and Public Affairs is an academic unit at OU that conducts applied research and grants Masters degrees in Public Administration and Environmental Studies. The School is named after George V. Voinovich who was a 1958 graduate of OU, the mayor of Cleveland from 1979-89, the Governor of Ohio from 1991-1998, and a U.S. Senator from 1998-2010. The Voinovich School integrates scholarship, learning, and practice to solve environmental and energy problems; promote value creation, smart policymaking and innova-

tion in governments and nonprofits; build businesses and assist entrepreneurs, help develop the region's economy; and mold current and future strategic leaders in public and environmental affairs.

The Voinovich School's Consortium for Energy, Economics and the Environment (CE3) administers this grant. The CE3 is an interdisciplinary program that builds on the strengths of several entities at Ohio University including the Voinovich School, the Russ College of Engineering, the College of Health Sciences and Professions, and the College of Arts and Sciences by linking the University's science and engineering researchers with social scientists and policy experts. Together, these entities develop practical solutions to regional and national issues related to energy production and consumption, environmental assessment, and economic competitiveness. Furthermore, the Voinovich School has a long history of building public consensus to solve problems in Appalachia.

The Voinovich School collaborated with faculty from the Department of Social and Public Health (DSPH) in the College of Health Sciences and Professions. The DSPH offers baccalaureate programs in Health Services Administration, Long Term Care Administration, Child and Family Studies, Community Health, Environmental Health Science, Industrial Hygiene, and Social Work. In addition, the Department offers Master's degrees in Public Health, Social Work, Child and Family Studies, and Health Administration.

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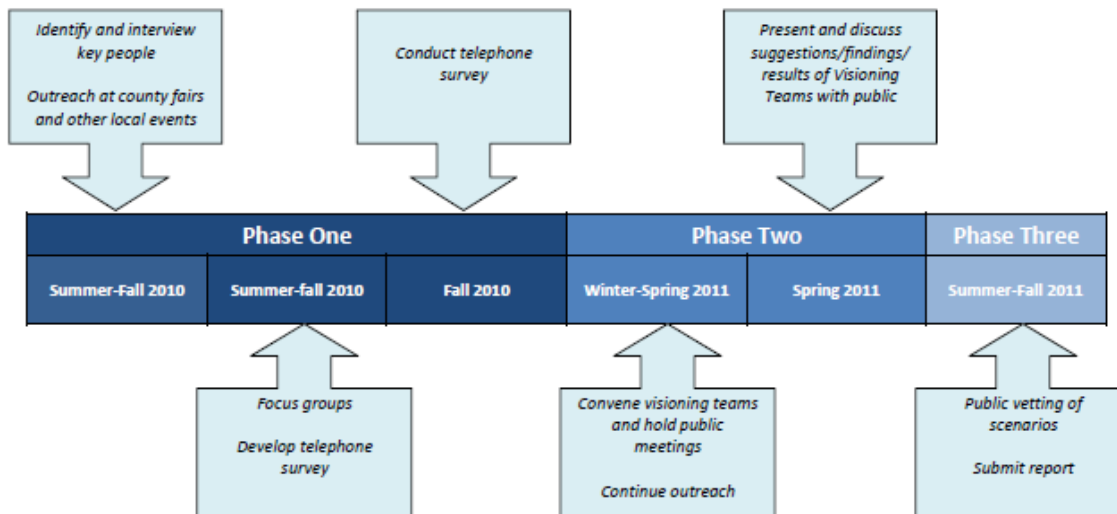


## EXECUTIVE SUMMARY

**The Portsmouth Gaseous Diffusion Plant (PORTS) in Piketon, Ohio was constructed between 1952-1956 bringing thousands of jobs to southeast Ohio. After construction was complete, and the facility began enriching uranium for use in the Department of Defense nuclear weapons program and later for commercial nuclear reactors, it remained a major employer in a region that has historically had the lowest population density and some of the highest poverty ratings in the State. As such, the plant has created substantial economic and environmental impacts in Pike, Scioto, Jackson, and Ross Counties over the years.**

In 2001 PORTS ceased uranium enrichment operation and the plant was placed in “cold standby” status. In October 2005 the plant’s operational status transferred from “cold standby to “cold shutdown” a precursor to Deactivation and Decommissioning activities. In August 2010 the United States Department of Energy announced that Fluor-B&W Portsmouth LLC was awarded the Deactivation and Decommissioning contract at the Portsmouth Gaseous Diffusion Plant. This shift from uranium enrichment to clean-up has led to a decline in numbers and types of jobs at the plant. The declining employment situation at the plant raised serious concerns among residents of the region that has long been the most economically challenged part of the state, as one indicator, unemployment statistics released in May 2011 indicate that Pike County has the highest unemployment rate in the state.

The Ohio University PORTSfuture Project signifies efforts of DOE to significantly engage the community about the future of the former Portsmouth Gaseous Diffusion Plant. PORTSfuture was designed in three phases, using a community-based participatory approach, to ensure a comprehensive public outreach and engagement strategy.



## PHASE ONE

Phase One of the project focused on outreach activities that included gathering data and opinions from specific individuals, groups, and the general public. The activities and methods used in Phase One included: 1) identifying and interviewing important stakeholders, 2) engaging the community through focus group discussions, and 3) polling the general public through a telephone survey.

The findings from the interviews and focus groups very clearly illustrated that residents in the four-county region support repurposing the PORTS facility, mainly due to the fact that it has been one of the largest employers in southern Ohio for the past 50 years. However, when participants in Phase One were asked about their perceptions of the plant, secrecy, mistrust, and lack of information all emerged as salient themes.

A telephone survey further assessed the major problems facing the local communities, awareness of and information about the plant, and preferences for the future use of the site. A total of 1,000 responses were collected from county residents aged 18 and older -- a response rate of 37.9 percent. Seventy-five percent of the survey respondents (n = 747) indicated familiarity with the PORTS site, of which 38.2 percent felt they knew a lot about the site. When asked if they were interested in learning more about what is happening at the site 73.6 percent answered “yes” or “maybe.”

More than 75 percent of the respondents during the telephone poll indicated that PORTS is very important to the future of their community and 68 percent of individuals familiar with the PORTS site favored using the site for an energy production plant while 18.2 percent favored using the site for a manufacturing plant.

## **PHASE TWO**

The overall goal of Phase Two of the PORTSfuture project was to facilitate community members' drafting of future-use scenarios for PORTS. Numerous individuals participated in this phase of the project through attendance at large public meetings, individual county visioning teams, and as members of an advisory group. More than 100 people attended two kickoff meetings in March 2011. These meetings were structured and facilitated in order to ensure maximum input in the limited time available. Perhaps the most important outcome of the kickoff meetings was the discussion about a vision for the future of the region and the site's role in this vision. It is clear from the dominant ideas that emerged from these kickoff events that participants place a critical emphasis on jobs associated with the site, and believe that the reuse of PORTS is critical to the long term vision for the region.

Visioning teams comprised of volunteers from the four counties convened in April 2011 to draft scenarios for the future use of PORTS. The visioning teams used the ideas generated from the kickoff meetings as well as numerous additional sources to generate ideas that would be incorporated into alternatives. Nineteen possible future-use scenarios moved forward from the visioning teams to an advisory group comprised of volunteers from each of the counties.

The advisory group began their discussion with the 19 scenarios, ultimately, identifying 9 scenarios that they believed not only captured the work of the visioning teams but also addressed insights gleaned from the public outreach data. The advisory group rated these 9 scenarios using specific criteria and ranked the scenarios from the most preferred to the least preferred as follows: 1) Industrial Park, 2) Green Energy Production, 3) Multi-Use Southern Ohio Center, 4) National Research and Development, 5) Training and Education, 6) Greenbelt, 7) Warehousing, Transportation and Distribution Hub, 8) Nuclear Power Plant, and 9) Metals Recovery.

### **PHASE THREE**

In order to provide context for public voting, information was incorporated from a related project focused on analyzing and estimating the economic impacts of the nine scenarios. The economic information was combined with descriptions of the scenarios and presented to the public for informed voting opportunities at county fairs, other community events and presentations, and online.

The overall goal of Phase Three was to gather public opinion from residents in the four counties about preferred scenarios for the future use of the site. During this phase, it was estimated that over 1.6 million media impressions were delivered via multiple communication channels in the 4 counties.

Since the goal of public voting was to gather future-use preferences of as many residents of the four counties as possible, a two-pronged approach was therefore implemented: 1) in-person voting with simple paper ballots and 2) online voting via the PORTSfuture.com website. Participants were asked to select, at most, 3 future-use scenarios they preferred. Between July 15, 2011 and September 30, 2011 a total of 1,141 participants responded via either the paper ballots (422) or the online survey (719). While four scenarios appear to be most preferred – industrial park, green energy production, nuclear power plant, and national research and development – several participants commented on the feasibility of blending two or more future-use scenarios.

## CHAPTER 1

# INTRODUCTION

**PORTSfuture is a public outreach project designed to engage a broad spectrum of community members in developing possible future use scenarios for the U.S. Department of Energy's (DOE) former Portsmouth Gaseous Diffusion Plant (PORTS) site in Piketon, Ohio. The overall goal of the project was to assist residents of Pike, Scioto, Ross, and Jackson Counties with producing an array of possible future use scenarios for the site that would then be vetted with the public at large to determine public preferences. This report both documents the public outreach process and the resulting preferences of PORTS' community members.**

As a community-based public engagement process, PORTSfuture invited participation from all stakeholders including local residents, elected officials, economic development groups, businesses, environmental and community activists, scientists, and others with an interest in the future of the site and the region. Stakeholders were provided with multiple mediums for participating in this community-based process including:

- Interviews;
- Focus groups;
- Telephone survey, paper ballots, and an online survey;
- Local community events such as county fairs;
- Stakeholder community visioning team meetings/town hall meetings/open houses; and
- Project website (<http://www.portsfuture.com>) to engage and inform the public and to fulfill DOE public information laws.

The project was funded by a grant from the Department of Energy, Office of Environmental Management, Portsmouth/Paducah Project Office to Ohio University and involved faculty and staff from the Voinovich School of Leadership and Public Affairs and from the Department of Social and Public Health in the College of Health Sciences and Professions.

## REPORT OVERVIEW

This report presents the results from the PORTSfuture project and includes an historical context and detailed results from the three phases of the project. Chapter 1 provides a brief history of

public participation activities at PORTS. This information was gathered from public records both in hard copy and electronic format. This historical account shows that public engagement in discussing PORTS has been a priority of DOE for more than 25 years. However, PORTSfuture is the first large-scale public outreach project focusing on gathering public preferences for the future of the site. Chapter 1 also contains a summary of media coverage of PORTS for the 20-year period of 1990-2010. This summary highlights the impact that the facility has on the economic conditions of the four-county region surrounding the plant.

The three phases of the project are presented in Chapters 2 through 4. Phase One laid the foundation for all of the public engagement efforts by focusing on interviewing key stakeholders, conducting focus groups, completing a telephone survey, and engaging and educating the public about the project through project information booths at county fairs. This phase led to the development of materials that were instrumental in creating possible scenarios for the future of the site.

Chapter 3 summarizes the results of Phase Two which was the visioning phase of the project. Dedicated volunteers who live in the four counties, and have great interest and concern about the future of the site, worked with the data gathered in Phase One to develop future-use scenarios. The project held two kick off events and convened four individual county visioning teams. Members who were residents from outside of the four counties were present at some of these events. The county teams each selected 2-3 members to represent their work on an advisory group and forwarded their county scenarios to the advisory group. The advisory group refined the visioning team scenarios to develop the 9 scenarios that were put forth for public vetting

Finally, Chapter 4 presents the economic analysis data for the 9 scenarios that were put forth for voting and documents the public preferences for each of the scenarios. This report includes descriptions that can be found in the Appendix of all the scenarios developed by the county community visioning teams. This report is being submitted to the U.S. Department of Energy Office of Environmental Management, Portsmouth/Paducah Project Office for their consideration as they make clean-up and risk reduction decisions about the site.

## CHAPTER 2

# HISTORICAL CONTEXT

The Portsmouth Gaseous Diffusion Plant (PORTS) was constructed between 1952-1956 bringing thousands of jobs to southeast Ohio, the heart of the Appalachian region of the state. In 1954, at its peak of construction, more than 20,000 people were employed at the site.<sup>4</sup> After construction was complete, and the facility began enriching uranium for use in the Department of Defense nuclear weapons program, it remained a major employer in this region that has historically had the lowest population density in the state. Over the years, the plant has created substantial economic and environmental impacts that infiltrate the four county region that includes Pike, Scioto, Jackson, and Ross Counties.

Appendix 1 contains a demographic profile of the region and shows that contemporary population estimates indicate that these four counties are still sparsely populated. Pike County, where the site is located, has a population of about 28,000 people. Ross and Scioto counties account for about 71 percent of the total population in the region (Figure 2.1). These four counties have a combined population of about 213,000 and comprising about 0.7 percent of Ohio's population. For some perspective on population density, the total population in the four counties is about one-fourth of the population of the City of Columbus, although the region is about ten times the size of city of Columbus in land area.

Over the years, the focus of the plant shifted from national defense to energy production and the number of jobs at the site began to decline. In 2001, PORTS stopped enriching uranium and the plant is currently in the process of

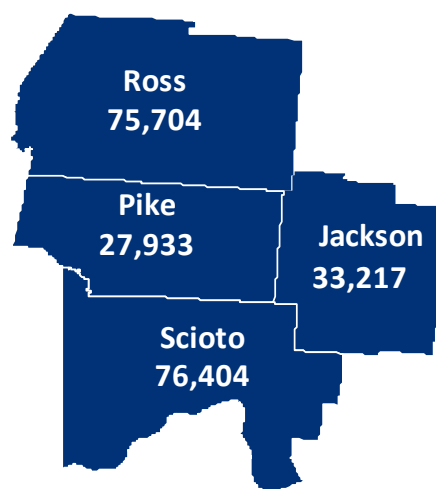
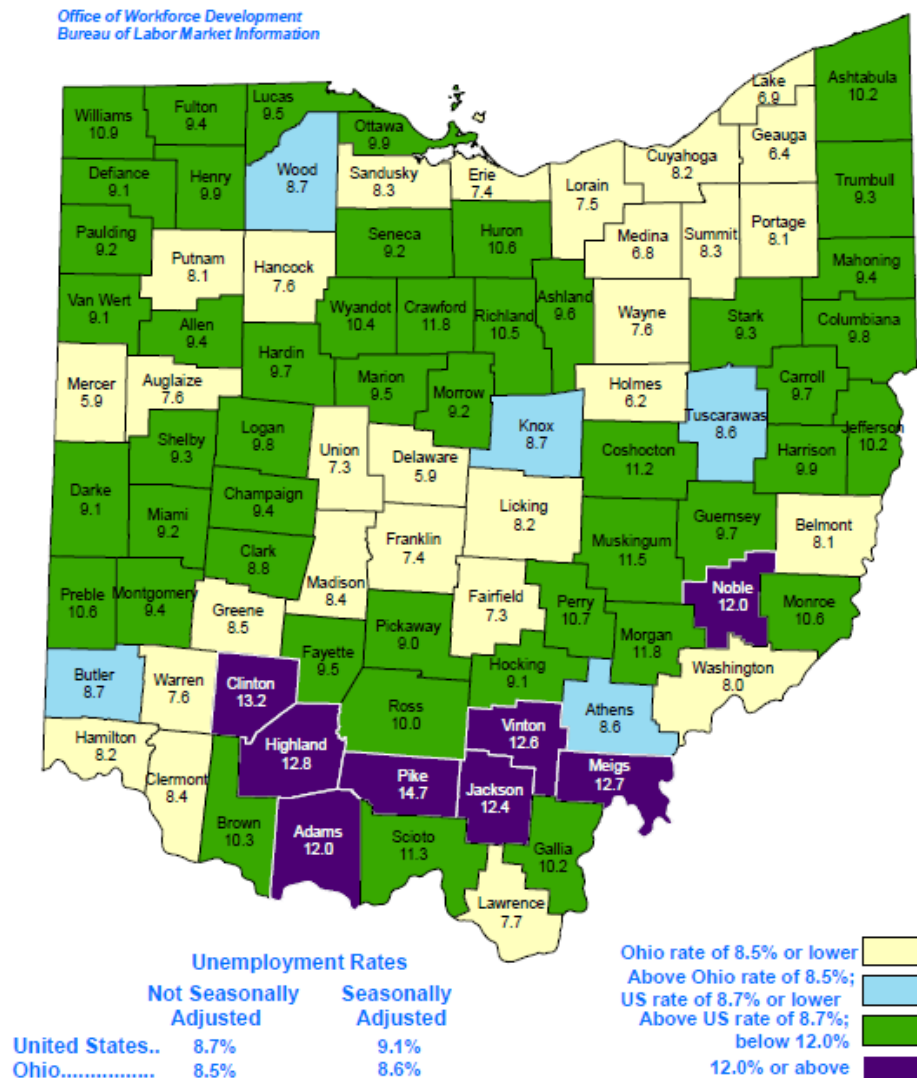


Figure 2.1. Population by County, 2006-2008 (Source: American Community Survey, U.S. Census)

<sup>4</sup> McCaffree, Kenneth M. (1957). Collective Bargaining in Atomic-Energy Construction. *The Journal of Political Economy*, 65 (4), 322-37.

decontamination and decommissioning. This shift from uranium enrichment to cleanup has led to both a decline in numbers and types of jobs at the plant. The declining employment situation at the plant raised serious concerns among residents of the region that has long been the most economically-challenged part of the state. In May, 2011, the unemployment rate in Pike County was the highest in the state with a rate of 14.7% compared to the state rate of 8.5% (Figure 2.2).

**Figure 2.2. Unemployment Rates, May 2011**



While PORTS was enriching uranium for the purpose of national security, information about plant activities was necessarily restricted and often shrouded in secrecy. Due to security concerns Federal facilities like PORTS were exempt from some of the environmental laws and



regulations that were implemented during the 1970s and 1980s. Many of these laws required public participation in environmental decision making and since PORTS was exempt, the public was not aware of activities affecting the environment until the early 1990s when Federal Facilities began environmental cleanup activities.

Public involvement became a priority in the early 1990s as the exemption status of federal facilities was lifted by legislation that required compliance with environmental laws and regulations. Since 1990, the Department of Energy (DOE) has attempted to engage the public in decisions about existing activities and future conditions of PORTS.

## BRIEF HISTORY OF PUBLIC INVOLVEMENT AT PORTS

Table 2.1 summarizes the public participation milestones at PORTS starting in 1985 with the formation of an Environmental Advisory Board. In 1989, DOE entered into a Consent Decree with Ohio Environmental Protection Agency (Ohio EPA) that focused mainly on waste disposition at PORTS. One requirement of the Consent Decree was for DOE to prepare a Community Relations Plan “for the dissemination of information to the public regarding investigation and cleanup alternatives study activities and results. Opportunities for comment and input by citizen, community and other groups must also be identified and incorporated into the plan.”

**Table 2.1. Milestones of Public Involvement at PORTS**

<b>1980s</b>	<b>1985:</b>	PORTS Environmental Advisory Committee formed
	<b>1989:</b>	DOE Office of Environmental Management established
	<b>August 29, 1989:</b>	Consent Decree between Ohio EPA and DOE
<b>1990s</b>	<b>May, 1990:</b>	DOE publishes first <i>Environmental Bulletin</i> for PORTS
	<b>January, 1992:</b>	USEPA publishes <i>Community Relations in Superfund: A Handbook</i>
	<b>1992:</b>	Federal Facility Compliance Act (FFCA) Act
	<b>1993:</b>	Federal Facilities Environmental Restoration Dialogue Committee (FFERDC) Interim Report
	<b>February 8, 1993:</b>	Environmental Information Center (EIC) opens in Waverly
	<b>June 1, 1993:</b>	PORTS Community Relations Plan
	<b>September 13, 1993:</b>	Public Participation Plan for PORTS submitted to Ohio EPA
	<b>March, 1994:</b>	DOE surveys local residents about the formation of a Site-Specific Citizen

		Advisory Board
	<b>July 22, 1994:</b>	Updated Public Participation Plan submitted to Ohio EPA
	<b>May, 1995:</b>	DOE EM publishes first Baseline Environmental Management Report (BEMR)
	<b>August 1, 1995:</b>	Southern Ohio Diversification Initiative (SODI) is formed
	<b>September 7, 1995:</b>	DOE hosts workshop on the BEMR and future use planning at PORTS
	<b>December, 1995:</b>	<i>Future Land Use Process for Oak Ridge Operations</i> summarizes the September 7 workshop
	<b>April 1996:</b>	Federal Facilities Environmental Restoration Dialogue Committee (FFERDC) Final Report
	<b>September 1996:</b>	Four facility investigation reports issued for public comment; became final in October 1997
	<b>May 10, 1999:</b>	Program Community Relations Plan for PORTS presented to Ohio EPA from DOE
<hr/>		
<b>2000s</b>	<b>May 2, 2003:</b>	DOE implements policy related to Public Participation and Community Relations
	<b>April, 2005:</b>	USEPA updates <i>Community Relations in Superfund: A Handbook</i>
	<b>2007:</b>	<i>Politics of Cleanup</i> is published
	<b>2007:</b>	The EIC moves to the Endeavor Center
	<b>May, 2007:</b>	Piketon Initiative for Nuclear Independence produces summary of Community Involvement Activities
	<b>July 2008:</b>	PORTS SSAB is established under the DOE EM SSAB charter
	<b>September 4, 2008:</b>	First PORTS SSAB meeting
	<b>January, 2010:</b>	Ohio University receives grant from DOE to launch PORTSfuture project
	<b>June 8, 2010:</b>	DOE's Community Relations Plan is updated

Several activities took place in the early 1990s that shaped public participation at PORTS. First, USEPA developed a handbook for community relations at Superfund sites.<sup>5</sup> While PORTS was not on the National Priorities List slated for cleanup under the Superfund program, it is covered under the Comprehensive Environmental Response Compensation and Liability Act (CERCLA) which authorized Superfund; as such, DOE developed a Community Relations Plan using

<sup>5</sup> The Superfund Community Involvement Handbook was updated in 2005 and is available at: [http://www.epa.gov/superfund/community/cag/pdfs/ci\\_handbook.pdf](http://www.epa.gov/superfund/community/cag/pdfs/ci_handbook.pdf).

this handbook as a guidance document. In 1990, DOE interviewed 30 PORTS stakeholders to assess community concerns that would form the basis of their plan. Also in 1990, DOE published its first *Environmental Bulletin* for the purpose of providing “the public with updated information on the cleanup program” at the plant. This first Bulletin included instructions for people to get on the mailing list to receive additional Bulletins and other materials related to cleanup activities.

In 1992, the Federal Facilities Compliance Act (FFCA) was passed to require federal facilities to comply with all federal hazardous waste laws. FFCA also included requirements for public involvement in decisions regarding waste treatment at these sites. FFCA applied to all DOE and Department of Defense facilities and one of the major provisions of the Act was the waiver of sovereign immunity from enforcement by state agencies, including the mandate for fines and penalties for noncompliance.

In the early 1990s, the U.S. Environmental Protection Agency (USEPA) addressed the lack of public participation in decision making at federal facilities by developing the Federal Facilities Environmental Restoration Dialogue Committee (FFERDC). This committee included representatives from all of the agencies that housed federal facilities that might be contaminating the environment. In 1993, FFERDC published an interim report, also known as the “Keystone Report,” that focused on enhancing the role of local communities in cleanup decisions at these facilities. The Keystone Report was authored by the Keystone Center, a nonprofit center for science and public policy headquartered in Colorado, which was contracted to facilitate the FFERDC and develop a final report.

The FFERDC followed the interim report with a final report in 1996 that formalized recommendations for engaging the public at federal facilities.<sup>6</sup> The 1996 report summed up a serious problem with public involvement in its opening pages

Historically, approaches to public involvement associated with federal facilities have created significant mistrust among stakeholders, particularly those in communities of color, low-income communities, and local government agencies.

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<sup>6</sup> *Final Report of the Federal Facilities Dialogue Restoration Committee: Consensus Principles and Recommendations for Improving Federal Facilities Cleanup*, available at: [www.epa.gov/fedfac/pdf/fferdcc.pdf](http://www.epa.gov/fedfac/pdf/fferdcc.pdf)

One of the key recommendations from the FFERDC in both the interim and final reports was for federal agencies to develop citizen advisory boards as a mechanism for stakeholder involvement. As a result, DOE developed Site Specific Advisory Boards (SSAB) for many of their facilities. In early 1994, DOE took steps to establish an SSAB at PORTS beginning with a survey of individuals about the formation of such a board. DOE mailed a survey to 300 people on March 22, 1994; these people either lived within a 2-mile radius of the plant or were part of a PORTS Community Relations mailing list. DOE received 25 completed surveys, and determined that there was support for establishing an SSAB.

Prior to the survey and creation of the SSAB, DOE opened an Environmental Information Center (EIC) in Waverly in February of 1993. This center is open to the public and serves as a document repository for both technical and public involvement materials related to PORTS. In 1999, the EICS moved from downtown Waverly to a trailer complex on the plant site. In 2007, the EIC moved from the trailer complex to the Endeavor Center in Piketon. The Endeavor Center is a business incubator that was funded as part of the economic assistance provided to communities that were being affected by the downsizing and/or closure of the U.S. DOE facilities.

In 1995, DOE published its first *Baseline Environmental Management Report* (BEMR). This annual report was part of the Congressional mandate that created the DOE Office of Environmental Management. PORTS was listed as one of seven facilities in Ohio that would require significant investment for cleanup. The BEMR recommended that local stakeholders participate in discussions about future uses for DOE sites in order to ensure that cleanup would be completed in the most cost-effective and publicly-acceptable way.

As a result of the BEMR, DOE hosted a workshop related to future use planning at PORTS in the fall of 1995. Some of the ideas that were generated by the 38 participants at this workshop for future uses of the site are identified in Table 2.2.

The overall outcomes of this workshop were summarized in *Future Land Use Process for Oak Ridge Operations*, and included the following statement:

Consensus of the workshop participants was to continue utilizing the Portsmouth

plant in an industrial land use within the perimeter road and explore mixed land uses for areas outside the perimeter road area such as a combination of commercial/industrial and recreational uses. Concerns were expressed by some stakeholders that contamination at the site be contained and remediated to ensure that any on-site workers are adequately protected. The primary emphasis was a preference to retain the jobs and economic benefits associated with the current land use practices.

**Table 2.2. PORTS Future Use Ideas From 1995 Workshop**

- 
- **Science/research park**
  - **Chemical treatment facility**
  - Wayne National Forest extension
  - Electric generating station
  - **Within the perimeter road—low impact industrial park, outside perimeter road-recreational**
  - National lab on site; energy research and development and industrial diseases research
  - Commercial waste treatment facility
  - Environmental research facility
  - Commercial business
  - **Industrial production park—private**
  - **Advance Vapor Laser Isotope Separation (AVLIS) facility**
  - **Hi-tech incubator**
  - Training facility for specialized training or retraining
  - **Technology transfer facility**
  - **Portion of the site set aside to study impact of the plant on wildlife through several generations**
  - **Organic farm**
- 

The first update to the PORTS Community Relations Plan (CRP) was finalized in May, 1999. As mentioned earlier, this plan was based on USEPA's guidance for community involvement in Superfund sites and focused on public participation in decisions related to waste management

activities at the site. Interviews that were conducted in 1990 laid the foundation for the concerns that DOE sought to address in the plan. The plan included the following elements of public outreach:

- Providing news releases to the local media
- Providing community newsletters
- Preparing fact sheets
- Conducting public meetings
- Designating an information contact
- Conducting plan briefings and tours
- Soliciting speaking engagements
- Developing presentation materials and skills training
- Using existing communication systems
- Establishing information resource center
- Establishing an administrative record
- Maintaining emergency response communications

DOE had already implemented many elements of the 1999 Community Relations Plan, including the information center and producing fact sheets. DOE hired a contractor to coordinate public outreach efforts which included developing the newsletter, the *Environmental Bulletin*, which was first published twice a year, and then became an annual publication. The Bulletin was mailed to everyone in a 2-mile radius of the plant and those who had signed up to be on the mailing list. The Bulletin summarizes public participation activities at PORTS which have included briefings and tours, environmental fairs with local schools, and speaking engagements. The last issue of the Bulletin was published in 2008 and there are currently 439 people on the mailing list.

In addition to the *Bulletin*, a series of Fact Sheets were produced summarizing significant activities and events at the plant. Since 1991, there have been approximately 60 Fact Sheets distributed to interested members of the public and a list of these Fact Sheets can be found in Appendix 2.

As required by the agreement between DOE and Ohio EPA, the Community Relations Plan has been updated several times since 1993, and the most recent update occurred in June 2010.

For the 2010 update, DOE interviewed 20 stakeholders to assess the effectiveness of current approaches to public involvement and identify opportunities for additional approaches. Some of the ideas that emerged during these interviews are identified in Table 2.3.

- Create more and better public meetings that are less top-down and involve more input and listening with more dialogue and interaction

**Table 2.3. Public Participation Ideas for PORTS, 2008**

- 
- Hold public update meetings on a more regular schedule
  - Use local bulletin boards to announce meetings and post information, such as at Post Offices; libraries, grocery stores, and YMCA
  - Arrange for more site tours so that stakeholders better understand the site
  - Arrange for public participation training for staff and other key stakeholders that can assist with public participation
  - Greatly increase the DOE presence at the site and create stronger involvement in the community
  - Create an email listing for those with email access
  - Improve the web site and provide more basic information in easy to understand formats
  - Create simple brochures in plain language
  - Attend and distribute information at local fairs and events
  - Keep and expand the use of postcards
  - Establish communication partnerships with key stakeholder groups such as local and state governments, educational institutions, and faith communities
  - More coverage in local papers and on local radio and television
- 

In 2005, DOE issued a policy directive related to Public Participation and Community Relations. This directive included the following goals:

1. DOE will actively seek to identify stakeholders, consider public input, and incorporate or otherwise respond to the views of its stakeholders in making its decisions.
2. The public will be informed in a timely manner and empowered to participate at appropriate

stages in DOE's decision-making processes. Such processes will be open, understandable, and consistently followed. Managers will define clear access points for public input from the earliest stages of a decision process and will provide adequate time for stakeholders to participate.

3. Credible, effective public participation processes, including active community outreach, will be consistently incorporated into DOE program operations, planning activities, and decision-making processes, at Headquarters and in the field. Employees within the DOE complex will share responsibility for promoting and improving public participation and community relations.
4. DOE will conduct periodic reviews of its public participation and community relations efforts.

The 2005 policy directive combined with changing activities at PORTS that included cessation of uranium enrichment and cleanup, laid the foundation for a renewed emphasis on enhancing and prioritizing public engagement in decision making at the plant. Challenges with public participation during cleanup processes were highlighted in the 2007 report *Politics of Cleanup*. This report was prepared by the Energy Communities Alliance in response to a Congressional request to identify lessons learned during cleanup of complicated federal facilities. The Energy Communities Alliance is a consortium of organizations that are affected by DOE facilities and membership includes local governments, community reuse organizations, and other impacted stakeholders.

One of the main messages in the *Politics of Cleanup* report was that community values should be incorporated into clean-up goals and future uses of federal facilities. In addition, the report reminds DOE that public perception of risk sometimes does not align with technical estimates of risk. This suggests that the most impacted community must be defined and their values and perceptions should be identified prior to decisions that affect the end state and future site use. A significant recommendation that arises from the report is that DOE should do more than the minimum required for public engagement. While there are numerous regulations and directives such as those discussed previously, the *Politics of Cleanup* suggests that, only when DOE exceeds these requirements will they be successful in building the trust and confidence that are critical to ensuring effective remediation that is acceptable to the community.



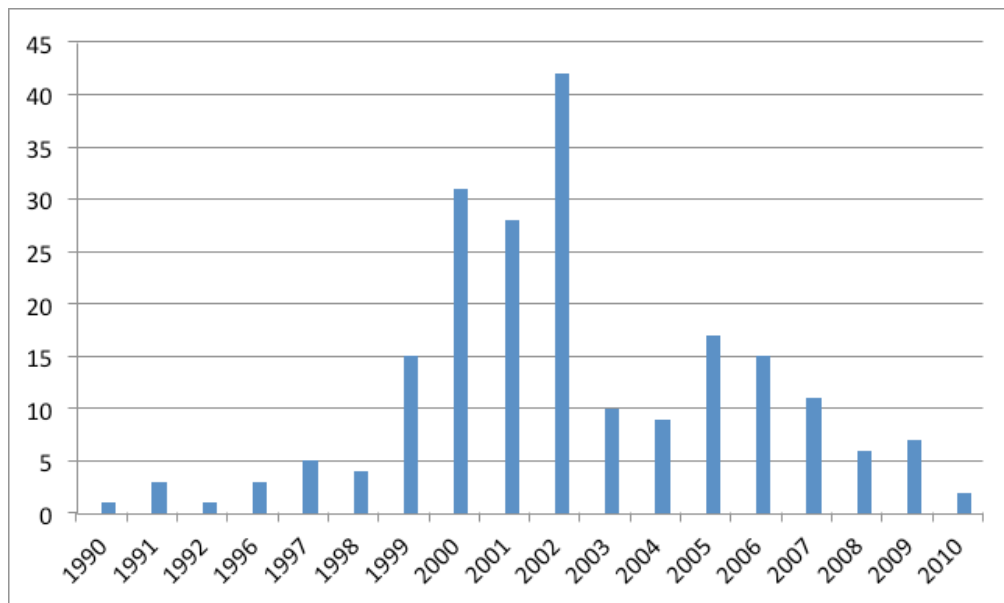
The Ohio University PORTSfuture Project signifies the efforts of DOE to use the results and recommendations from the *Politics of Cleanup* to significantly engage the community in decision making about the future of the Portsmouth Gaseous Diffusion Plant. One of the major goals of PORTSfuture was to compile community values and one way to begin this identification process was to examine how activities at the plant are discussed in the local media.

## HISTORICAL MEDIA COVERAGE

Early in the PORTSfuture project, key stakeholders were asked how regional residents received news about the plant. A consensus emerged that the most common source of news in the region are the daily and intermittent newspapers. Since the media can serve a significant role of framing issues that are important to the public, several local newspapers were reviewed as one source of historical information about PORTS. Along with previous public participation activities, news stories also lay the foundation to begin to identify community values related to the plant.

An extensive search of local newspapers using terms associated with the plant was employed to identify a sample of articles during the 20-year period of 1990-2010 (June). The search produced 224 articles from three local and two regional newspapers. The newspaper that contained the most articles was the Portsmouth Daily Times (PDT) which has consistently followed activities at the plant. Figure 2.3 shows the number of articles in this sample by year of publication. Most of the articles that we examined were published between 2000 and 2004.

**Figure 2.3. Number of Local Newspaper Articles Related to PORTS by Publication Year**



The headlines between 2000 and 2004 include:

- “Cuts begin at A-plant” (*Portsmouth Daily Times*, 6/30/2000)
- “Judge has sharp words for uranium plant privatization” (*Portsmouth Daily Times*, 3/17/2001)
- “Final Proposals Submitted for USEC Facility” (*Community Common*, 11/13/2002)
- “Bechtel Jacobs Company ready for another safe, successful year” (*Portsmouth Daily Times*, 3/28/2003)
- “DOE plans DUF6 Groundbreaking” (*Community Common*, 7/25/2004).

Since the purpose of reviewing the media was to explore public perception and community values related to PORTS, the articles were examined for content related to major topics and values. After an initial review of the articles, 11 major topics emerged including the economy, environment, health, and radiation; definitions of the topics are found in Table 2.4.

**Table 2.4. Major Topics Identified in Local Newspaper Articles**

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Health	This term may appear as part of a list of terms with no comment, or be designated as the ‘overall condition’ of the majority of employees.
Economy	Can refer to global economy or the economy of the immediate community. Refers to money, jobs, housing, and welfare.
Politics	Elections, politics, elected officials.
Environment	Environmental impact, environmental damage, or any talk of emissions, ground water, and/or wildlife.
Risk	Any risk including health and environmental.
Benefits	Health benefits for employees or benefit of the plant for the community.
Cost	The cost associated with working at the plant in the context of worker health and safety or the costs of other plant activities.
Jobs	Any reference to jobs.
History	An historical analysis of the plant.
Cancer	Any type, lung, liver, etc.
Radiation	Exposure to, levels of, danger of, etc.

In addition to the 11 topics, 8 values surfaced often in the articles. The values that are summarized in Table 2.5 are different than topics in that they are not the main focus of the article, rather they are included in quotes and comments throughout the articles.

**Table 2.5. Dominant Values Identified in Local Newspaper Articles**

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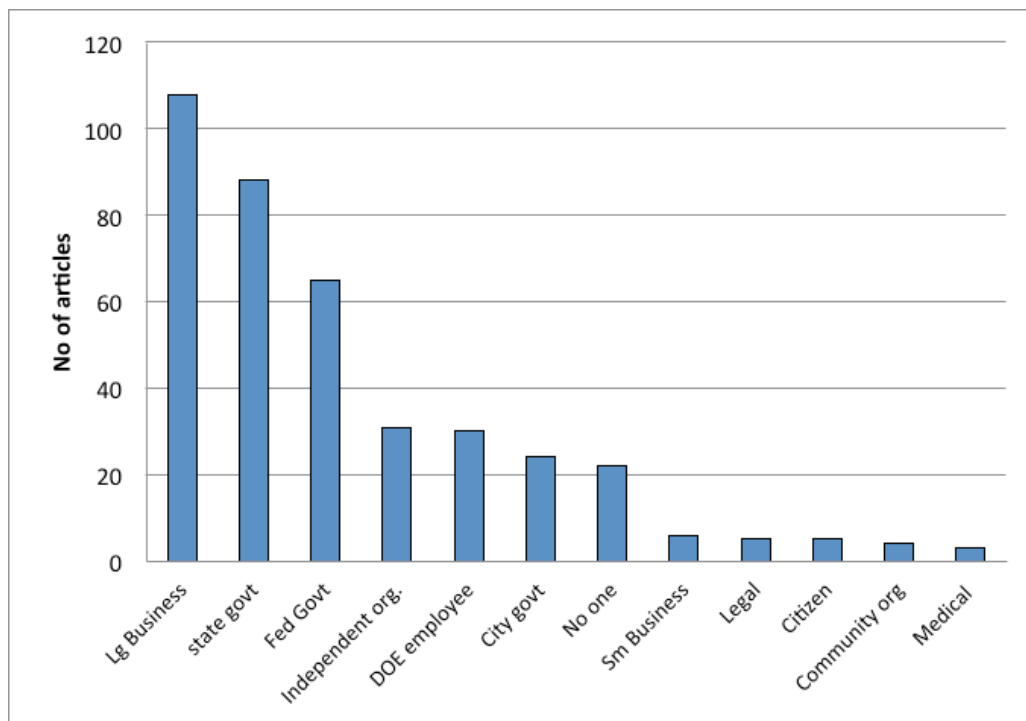
Freedom	We have the right to choose our leaders, speak out for those things we believe in and against those we do not. The right to read, watch, and listen to what we want. The right to choose.
Equality	Reflects American sense of justice, regardless of race, income, physical or mental ability, or treatment under law.
Opportunity	All of us have the right to pursue ideas, education, employment, to compete for the good life.
Fairness	Extends on equality in that the basis is that people should get what they deserve for the efforts they put forth. All should be treated evenhandedly but not make special allowances for a lack of effort.
Achievement	Based on work ethic, hard work pays off and the accomplishments of the individual should be rewarded.
Patriotism	American superiority loyalty to the USA and our concept of democracy.
Individual Accountability	Being a responsible citizen, taking care of one's own health.
Community	Collective welfare. The belief that we should work together to accomplish things.

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Before summarizing the presence of topics and values in the articles, some additional information was gathered, including the source of information for the articles. Sources can be

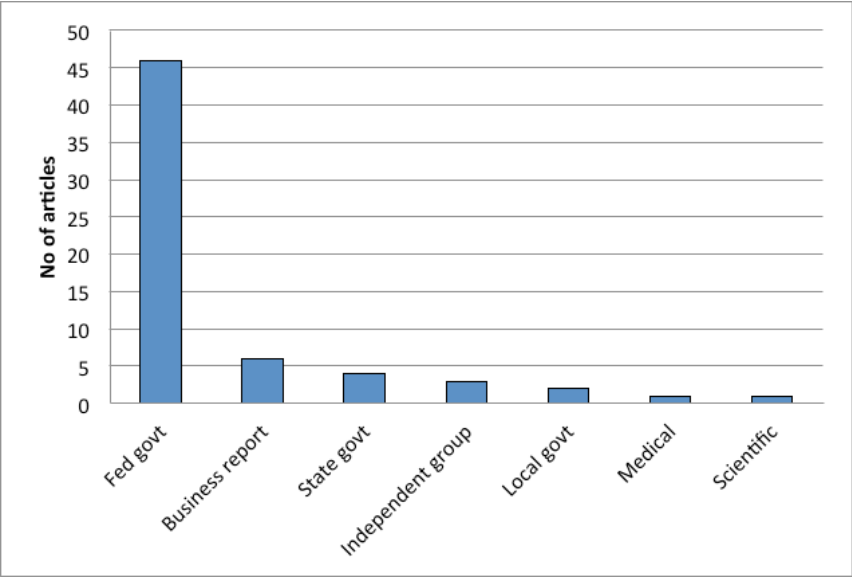
either people or documents. As Figure 2.4 shows, the most common spokesperson cited in articles was a representative of large business such as USEC and more than 65 percent of the articles had either a quote from or a reference to a spokesperson from business as a major source of information. State and federal government officials were the next most frequently cited individuals, with state government representatives noted in 39.1 percent of the articles and federal government representatives in 28.9 percent.

**Figure 2.4. People and Organizations Cited in Articles**



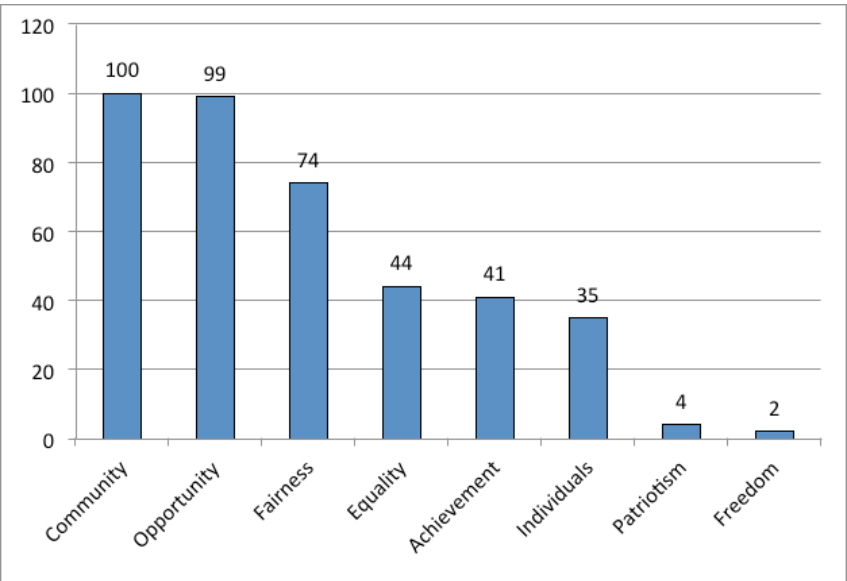
Documents used by reporters in these newspapers include government regulations, business reports, and scientific studies (Figure 2.5). Even though the majority of the articles (65.8 percent) did not reference any document, federal government documents were noted in 20.5 percent of the articles. Other documents such as those from state and local governments, community organizations, and scientific groups comprised only a small portion of the documents cited in the articles.

**Figure 2.5. Documents Cited in Articles**

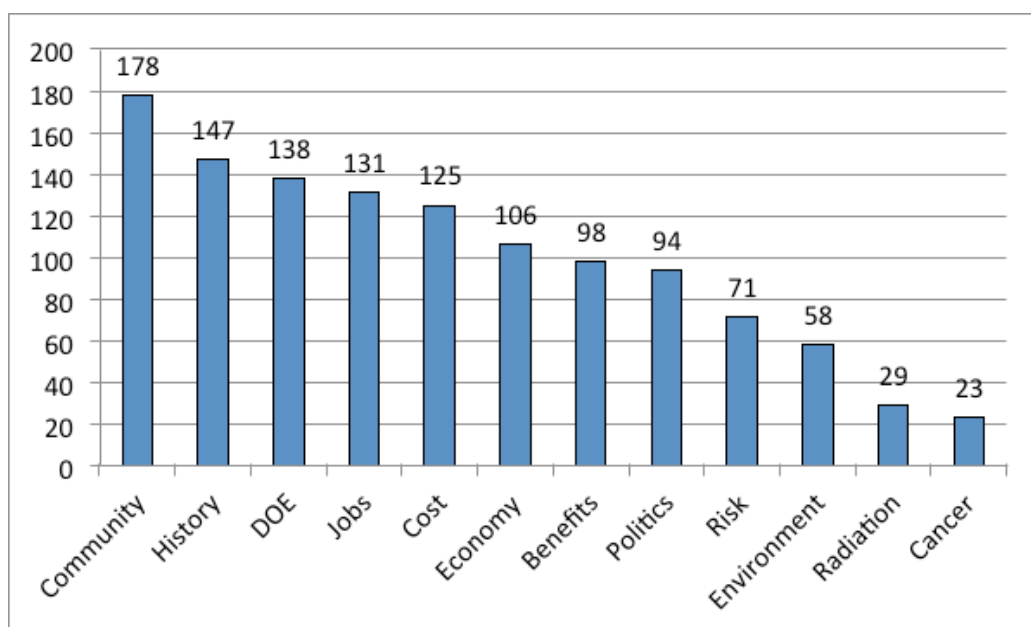


The frequencies for the values and themes are presented in Figures 2.6 and 2.7. The values that were most often present in these articles focused on the community and universal opportunities. There were five topics that appeared in more than 50 percent of the articles: community, history, Department of Energy, jobs, and cost. On the other hand, the topics of economy, environment, radiation, and cancer were found in less than 50 percent of the articles.

**Figure 2.6. Frequency of Values Identified in Articles**



**Figure 2.7. Frequency of Topics Identified in Articles**



The year of publication appears to have an impact on the topics that are emphasized in each article. As Table 2.6 shows, community, history, DOE, jobs and cost emerge most frequently in the articles. Community and jobs are found in articles most often during the 1995-1999 timeframe and least prevalent during the most recent time period (2005-2010).

**Table 2.6. Amount and Percent of Topics Noted in Articles During 5-year Intervals**

<i>Year</i>	<i>1990-1994</i>	<i>1995-1999</i>	<i>2000-2004</i>	<i>2005-2010</i>
Jobs	3 (60%)	21 (78%)	78 (65%)	38 (35%)
Environment	4 (80%)	12 (44%)	22 (18%)	17(29%)
Benefits	3 (60%)	12 (44%)	63(53%)	18 (28%)
Community	5 (100%)	25 (93%)	99 (83%)	39 (67%)
Politics	2 (.40%)	12 (.44%)	59 (.49%)	14 (.29%)
Risk	4 (80%)	11(41%)	30 (25%)	20 (35%)
Economy	2 (40%)	9 (33%)	66 (55%)	20 (35%)
Cost	2 (40%)	12 (44%)	73 (61%)	28 (48%)
Cancer	1 (20%)	5 (19%)	13 (11%)	3 (5%)
History	4 (80%)	21 (78%)	75 (63%)	36 (62%)
Health	2 (40%)	7 (26%)	23 (19%)	16 (28%)
DOE	4 (80%)	18 (67%)	72 (60%)	40 (69%)
Radiation	1 (20%)	5 (19%)	14 (12%)	8 (14%)

### ***Public Perception and Community Values***

In the articles reviewed for this study, the most commonly cited spokespeople were identified as having “large business” interests. The overwhelming frequencies at which large business representatives were cited, compared to other sources, could lead to either positive or negative public perception about the plant. Regardless of the impact that the source had on perception, it is likely that relying on business perspectives as the major source has and will continue to contribute to an association between newsworthy events at the plant and the economy.

Just as important as who is cited the most in the articles, is who is cited the least. In this regard, perspectives of members of the public were only noted in 5 (2.2%) of the articles; this corresponds to the “person on the street” interview. In addition, community organizations defined as “a community organized group working together for a cause,” such as environmental groups, were noted as sources in only 4 (1.8%) of the articles. The absence of perspectives from local community groups could affect public perception of these groups in several ways. First, for those who are aware of these groups, the public may perceive them as irrelevant

because representatives are rarely asked for opinions about the plant. Second, for those members of the public who do not know about the groups, they may never be aware that there are views about the plant that are contradictory to business and governmental interests.

A final point about the exclusion of viewpoints from community groups is the potential effect that this could have on the community groups. Often these groups argue that they are marginalized in environmental decision making and their perceived lack of influence could be enhanced by the dearth of articles that cite them as a source of information. Assuming that the content of the media reflects the important stakeholders, then this analysis suggests that community groups are not considered equal stakeholders. If this is the case, the consequences could affect efforts at public participation.

The keys to understanding how the media has framed the stories surrounding the plant are found in looking at the topics and values that are represented in the articles. According to the sample used in this study, the plant is framed as a community issue that has economic implications. Even though there was evidence of a human dimension to some of the stories, the human health risks, including exposure to radiation and cancer, were not as important a topic as economic issues. These findings are not surprising considering the demographics of the region and the focus on bringing jobs and creating economic opportunities in the area.

In the 20 years of this analysis, environmental issues did not emerge often as the topic in these articles. The fact that there is a distinction between economic and environmental topics suggests that continued discussion about the plant could lead to debates about the tradeoffs between environmental protection and economic development. As plans for the future of the site continue to be developed, this could lead to communication challenges across all stakeholder groups.

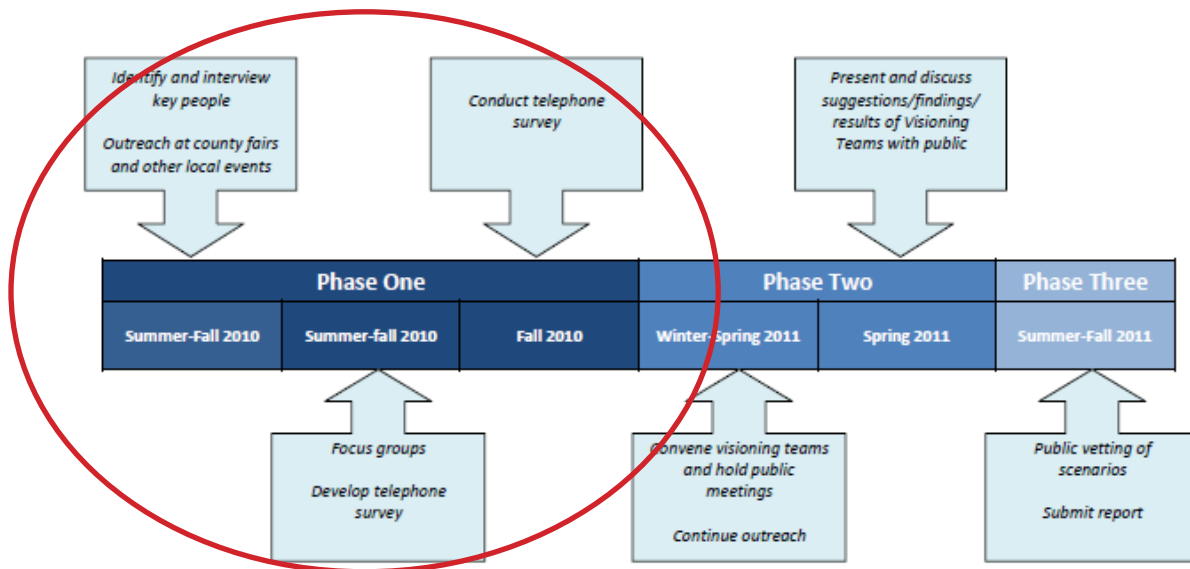
Even though the local print media can frame the debate about environmental and economic issues, the impact of local media may not be as important in the region as more informal communication with neighbors and local elected officials. In a sparsely-populated region such as this, it is likely that face-to-face communication will be a very important communication tool.



## CHAPTER 3 PHASE ONE

PORTSfuture was designed in phases to ensure a comprehensive approach to public outreach and engagement. Phase One of the project focused on outreach activities that included gathering data and opinions from specific individuals, groups, and the general public. This phase was critical in that it increased public awareness about the project and began productive discussion about the future vision for the PORTS site. The activities included identifying important stakeholders, engaging the public, and gathering essential opinion data. The activities in Phase One were designed to accomplish the following objectives:

1. Gather historical information from key individuals;
2. Engage stakeholders and the general public in dialogue about PORTS; and
3. Recruit individuals to participate in the future use visioning process.



### STAKEHOLDER IDENTIFICATION AND ENGAGEMENT

This phase began by identifying key stakeholders from the four counties who would be able to provide historical insights about the PORTS facility. The project team identified a small group of stakeholders from the media content analysis and each were invited to be interviewed about their knowledge and expertise related to the site. These stakeholders not only provided valuable

information about the site, they also identified other key informants who were not initially identified by the project team.

Eight interviews were conducted in June and July 2010 with individuals from a variety of backgrounds, including: current and former plant employees, local elected officials, local environmental activists, and economic and community development organizations. Semi-structured interview guides were developed to explore the following issues: connection to the plant, current involvement with the plant, community perceptions of the plant, credible sources of information about the plant, communication channels used to access information about the plant, and current community priorities.

The semi-structured guide (see Appendix 3) standardized the questions for all participants, but also allowed the researchers the freedom to probe further when more clarification was needed. All interviews were conducted face-to-face, lasted between 30 and 60 minutes, and were audio-recorded following consent from the participants. One of the authors and at least one other individual were present at all of the interviews. The audio tapes were transcribed and only the researchers had access to identifiers for each of the interviews. Transcripts of the interviews are available in Appendix 4, in accordance with Ohio University Institutional Review Board protocol; all statements that could identify the interviewees have been removed to ensure anonymity. In addition, some of the responses from the key informant interviews are presented below in the context of community-based participatory research.

One of the most important outcomes of the key informant interviews was a more thorough understanding of the technical, societal, and political issues surrounding the plant. Most of the interviewees have been involved or associated with the plant for many years and shared many concerns related to the economic and environmental conditions connected to PORTS. Every key informant noted that jobs are the biggest concern in the region.

On the other hand there were differing viewpoints about public awareness and support of the plant as exemplified by the quotes below. When asked if people in the region were aware of or supportive of the plant, some of the responses included:

. . . in Wal-Mart or Kroger, someone will stop you and say, “What do you know about this?” Because I think ultimately you’ve got really 2 camps, you’ve got people who think that the site is polluted and contaminated beyond any possible

way to reclaim it and then there's another camp that realizes if we can do a good job cleaning it up we can use it as an engine for economic growth and so those are really the 2 types of general discussions that I hear when I'm out and about in the county and in the region.

Not really and I think again that goes back to the history of not only that plant but most DOE facilities, DOE has tried very hard to keep these things quiet. Years ago there was even policy that if you worked for the plant you didn't tell people what you did and if you did it was grounds for termination. . . Many people even in the area really don't have a clue to this day as to what they did there or what they're currently doing.

Being a life-long resident of this area, I believe the majority and I mean the majority of people who live around here are very supportive of this facility. And I am not concerned. . . . people realize that things that were done in the 50s, we know better now. And anybody that talks to employees who work at the plant now has to realize the stringent safety requirements that they follow.

I think they're interested, I think they're interested about what's happening around there. Now are they activists? No. But do they talk amongst themselves and wonder and what's going to happen over there or it'd be nice if this or it'd be nice if that.

The Key informants identified some of the challenges in engaging the public in the region. One of these challenges has to do with accessibility of information and reaching out to a large, sparsely populated area. Key informants were in general agreement that local newspapers are a major source of information about the plant; however, they cautioned that a great deal of information circulates via word-of-mouth.

## **PUBLIC ENGAGEMENT**

The key informants were a small sample of interested individuals and, while they were invaluable in providing context about PORTS, a major goal of PORTSfuture is to engage the broader public in the four counties. Phase One focused on introducing the public to the Voinovich School and Ohio University, explaining the purpose of the project, and generating

interest in participating in the visioning process. The public engagement strategy ranged from major public events to targeted marketing efforts. The major approaches for sharing information during this phase were 1) local community events, 2) briefing and meetings, 3) the PORTSfuture website, and 4) marketing.

### **Local Community Events**

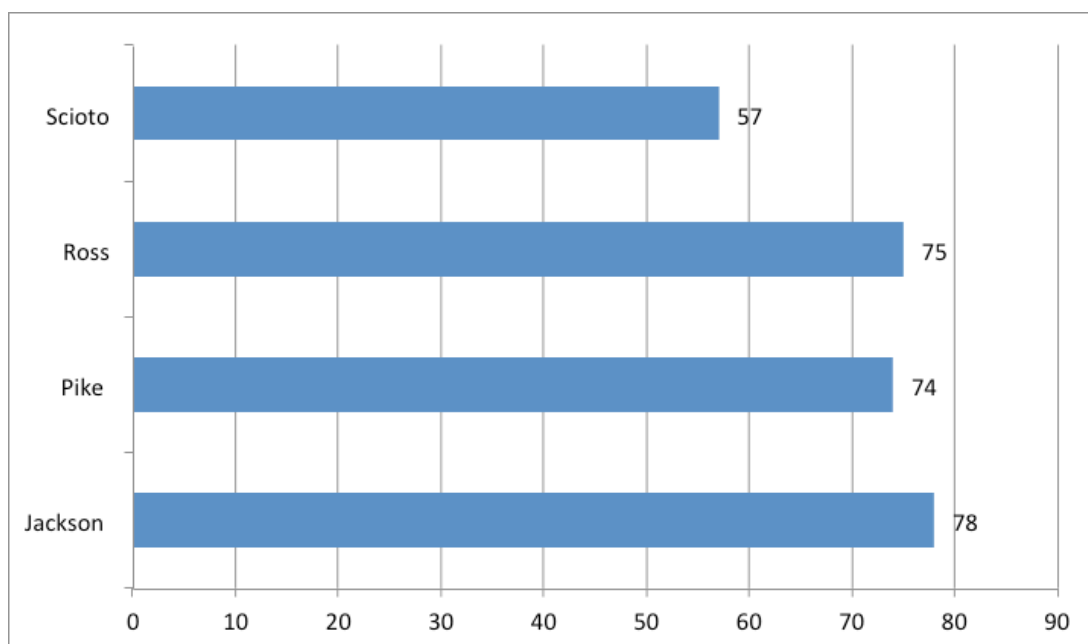
In the summer of 2010, the project team attended county fairs in Ross, Pike, Scioto and Jackson counties. County fairs were targeted because it was estimated that more than 360,000 individuals, mostly from the four counties, would attend. At each fair, a display (Figure 3.1) provided information about Ohio University, the Voinovich School, the purpose of the PORTSfuture project, the project timeline, and information about how to get involved. On most evenings a project team member was available to answer questions related to the project. At each of the fairs, community members had the opportunity to leave their contact information if they were interested in participating in focus groups to share their knowledge and attitudes about the PORTS facility. A total of 284 individuals left contact information and 108 expressed an interest to participate further in the project. Interested individuals were also provided a brochure with the PORTSfuture website so they could access further information about the project. Figure 3.2 depicts the number of cards completed at each of the fairs.

**Figure 3.1. County Fair Display, Phase One, 2010**



In addition to attendance at the fairs, the project team staffed an informational table at the Pike County Walmart on August 21, 2010. The team attempted to disseminate information at Walmarts in all 4 counties, but the stores in Ross and Scioto counties did not allow for informational tables on their premises and the Jackson County store had no available dates. Approximately 100 individuals stopped at the table to receive information and/or talk with project staff about PORTSfuture, 10 people filled out contact cards at the Pike County Walmart.

**Figure 3.2 Number of Completed Contact Cards at County Fairs**



### ***Briefings and Meetings***

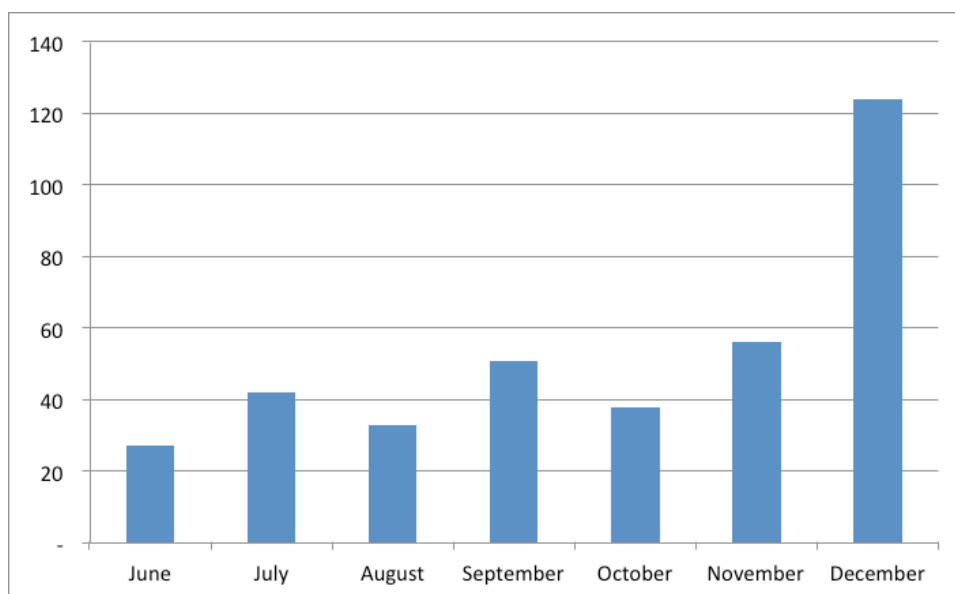
During this phase, the project team conducted briefings with Senator Sherrod Brown's Chief of Staff, Ohio University President, Roderick McDavis, and the Ohio University Executive Vice-President and Provost, Pamela Benoit, on project activities. Furthermore, updates were presented to the Site Specific Advisory Board (SSAB) Co-Chairs, the SSAB Full board and subcommittees, the Southern Ohio Diversification Initiative (SODI) Executive Director, and the Executive Director of the Ohio Valley Regional Development Commission (OVRDC).

### ***Website***

The PORTSfuture website ([www.PORTSfuture.com](http://www.PORTSfuture.com)) went live in June 2010 to inform the residents of the 4 counties and other interested individuals about project activities. One of the sections was designed to specifically allow for public engagement. Under the "Get Involved"

section, individuals could provide feedback or leave their contact information for inclusion in upcoming outreach events. From the time the website was implemented through the end of 2010, there were 1253 visits to the website and 371 unique, or first-time, visitors. Figure 3.3 shows the number of unique visitors to the website by month during 2010 and demonstrates the increasing popularity of the site because the values represent new visitors to the site. This figure does not represent the number of people who may have repeatedly visited the site for information or to provide feedback.

**Figure 3.3. Number of Unique Website Visitors, 2010**



### ***Marketing***

The focus of the marketing activities for Phase One was developing the brand for the project so that public outreach materials would be consistent and recognizable throughout the life of the project. Figure 3.4 depicts the logo that was developed by the project team, with input from a student intern.

Figure 3.4. Project Logo and Slogan



Additional marketing activities that took place during this phase included promoting specific outreach activities such as inviting residents to visit us at the county fairs. To that end, advertising was placed in the fair insert of the *Jackson County Post*; the *Portsmouth Daily Times*, *Scioto Fair Preview*; the *Pike County Watchman*; and the *Chillicothe Gazette*. Based on the circulation of these publications, we estimate that the ads reached more than 38,000 people in the 4-county region. Press releases and other marketing materials are located in Appendix 5.

## COMMUNITY-BASED RESEARCH METHODS

Community-based participatory research (CBPR) methods are designed to involve members of the community as important partners and key decision makers. CBPR was the approach used throughout the entire project and nine principles of CBPR frame the work of this project:<sup>7</sup>

<sup>7</sup> Isreal, Barbara A. "Community-Based Participatory Research: Principles, Rationale and Policy Recommendations." *Successful Models of Community-Based Participatory Research*, pp. 16-22, March 2000, Washington, DC.



1. *CBPR acknowledges community as a unit of identity.* The community is not just a population that shares some characteristic--it is a mutual network of individuals with common symbols, history, and a sense of emotional safety and identification.
2. *CBPR builds on strengths and resources in the community.* Researchers acknowledge and make use of community resources, including supporting community development if needed.
3. *CBPR facilitates a collaborative, equitable partnership in all phases of research.* All partners--researchers and community members--are informed, included, and involved in all aspects of the research process.
4. *CBPR facilitates co-learning and capacity building among all partners.* Researchers and community members learn from each other throughout the research process.
5. *CBPR integrates and achieves a balance between knowledge generation and intervention for the mutual benefit of all partners.* Research findings and plans for affecting change based on those findings are both valued and considered intrinsically connected. Everyone benefits from the work.
6. *CBPR involves systems development using a cyclical and iterative process.* The development of a CBPR partnership requires constant evaluation and improvement to both the science and to how the partnership functions.
7. *CBPR focuses on community relevance and on ecological perspectives that attend to the multiple determinants of health and wellbeing.* Relevance is defined by the community. Ecological perspectives see whole systems and whole people rather than isolated events, single causes, or individuals without context. Health is broadly defined to include the physical, emotional, economic, and social health of individuals and communities.
8. *CBPR disseminates results to all partners and involves them in the wider dissemination of results.* Research findings are communicated in channels beneficial to all partners; for example, findings may be published in a scholarly journal, released to the lay press, and used as policy points by community advocates.



9. *CBPR involves a long-term process and commitment to sustainability.* CBPR is slow and hard work; however, after the initial effort, a healthy, committed partnership can continue indefinitely as a “learning organization” making pay-off over time well worth the initial investment.

PORTSfuture is a true CBPR project and the overall purpose of the effort is to give the community a voice in the decision-making process related to the plant. The project was designed to gather input from community members on various levels, including interviews, focus groups, surveys, and community events.

### ***Focus Groups***

The purpose of the focus groups was to clarify themes identified during the key informant interviews and to engage community members in developing a telephone poll. Focus group participants were recruited from the 108 residents who left contact information at the county fairs and responded to advertisements in the local newspapers. Three focus groups were held and 9 individuals participated in Ross County, 10 in Pike County, and 7 in Jackson County. Semi-structured focus group discussion guides with open-ended questions were used to facilitate the discussion about the following topics:

- **Community Priorities**

- *Thinking about the four-county region, what do you think is the most important issue facing this area?*
- *Do you think your community values environmental protection and economic development equally? If not, why?*
- *What are your opinions on the options that are being talked about as solutions to our energy problems? (such as nuclear, natural gas, wind, and solar)*

- **PORTS**

- *If someone from outside of the region were to ask you about the A-Plant, how would you describe it?*
- *Do you have any personal connection to the plant? Family or friend works there?*
- *How closely do you follow news about the plant?*
- *Do you know what work is being done and the plant and who is doing it?*
- *How important do you think the plant is to the priorities of the region?*

- **Communication**

### **and information**

- *What is the most important source of information about community issues in general and the plant in specific?*
- *When thinking about all of the different levels of government involved in decisions about the region and the plant, who do you trust the most? The federal government (like DOE), the state government (like Ohio EPA), or local government (like the township trustees).*
- *What is your most trusted source of information about the plant?*
- *There are several groups that have been involved with decisions about the plant, have you ever heard of SODI, the SSAB, SONG, or the Sierra Club? What is your opinion of the work of these groups?*

Focus groups were conducted at a restaurant in each of the counties and three members of the research team were present at each group. All focus group discussions were audio recorded with the consent of the participants, the recordings were transcribed and any text that could be used to identify participants was removed (Appendix 6). Each focus group lasted 60 minutes and participants were provided food and a gift card for their participation.

Limited demographic data were collected from the interview and focus group participants as to not inhibit their willingness to share information. All of the interview participants and the focus group participants were Caucasian or White, and the majority was male. Most of the participants had lived in Southern Ohio all of their lives; however, the length of residency for all participants ranged from as little as 3 years to as many as 61 years. The participants in the focus groups represented a broad range of interested community members; including current and former plant employees, individuals who lived near the facility, individuals who knew someone who had worked at the plant, as well as a few community members with no connection to the plant.

### **Telephone Survey**

After the data were collected from the interviews and focus groups, a telephone survey was developed to further assess the major problems facing the local communities, awareness of and information about the plant, and preferences for the future use of the site. The survey was pilot tested with individuals who had participated in the focus groups and feedback was solicited from community stakeholders and DOE. The text of the survey is in Appendix 7 and complete survey results of the survey are in Appendix 8.

Gender and age quotas were constructed for each of the 4 counties based on population estimates from the U.S. Census Bureau to ensure a representative sample. These population estimates and their sample quota counterparts are shown in Table 3.1. Ohio University hired Wright State University's Center for Urban and Public Affairs to conduct the survey from November 14-December 13, 2010. A total of 1,000 responses were collected from county residents aged 18 and older. The response rate was 37.9 percent which is higher than a typical telephone response rate.

**Table 3.1. Quotas for 1,000-Person Sample for Telephone Survey in 4 Counties**

	<i>Jackson</i>	<i>Pike</i>	<i>Ross</i>	<i>Scioto</i>	<i>Totals</i>
<b>Males</b>					
18-34	22	19	62	57	160
35-49	21	18	58	46	143
50-64	18	15	44	40	118
65+	12	10	26	28	75
<b>subtotal</b>	<b>73</b>	<b>61</b>	<b>190</b>	<b>171</b>	<b>496</b>
<b>Females</b>					
18-34	23	20	46	53	141
35-49	22	18	47	48	136
50-64	19	14	41	43	117
65+	17	14	36	43	110
<b>subtotal</b>	<b>81</b>	<b>66</b>	<b>170</b>	<b>188</b>	<b>504</b>
<b>Grand Total</b>	<b>154</b>	<b>127</b>	<b>360</b>	<b>359</b>	<b>1,000</b>

## COMMUNITY CONCERNS AND PERCEPTIONS

### *Interview and Focus Group Results*

The findings from the interviews and focus groups very clearly illustrated that residents in the four-county region support PORTS, which is mainly due to the fact that it has been one of the largest employers in Southern Ohio for the past 50 years. However, when participants were asked about their perceptions of the plant, secrecy, mistrust, and lack of information all emerged as salient themes. Four themes that were most prominent in these discussions are: 1) PORTS: A symbol for job creation; 2) secrecy surrounding the plant; 3) skepticism and mistrust related to DOE and engaged community groups; and 4) the need for more information and communication about the plant.

**PORTS: Symbol for Job Creation.** Even when some of the participants expressed concern about environmental issues related to the plant, most were still content to have PORTS in their “backyard” because it has provided economic opportunity for residents. Since PORTS has been the largest employer in the region for the past 50 years, it was associated with economic stability and the promise of future job creation and sustainability. As one former employee mentioned, “Money was good. The work wasn’t hard...they didn’t harass you too much.” This sentiment was mentioned by former and current employees who had worked at the plant who discussed the great pay and benefits associated with their jobs.

“(The plant represents) a lot of good jobs and a lot of good money. I came from a junkyard, no education, nothin’. I bought me a farm, raised two kids, put ‘em both through college. Got masters degrees. Without that plant down there, I’d still be workin’ in the junkyard or a sawmill somewhere fixin’ diesel trucks.” – Focus group participant

Other participants discussed the importance of the plant to the counties surrounding the facility. It was mentioned by several participants that it was not uncommon for individuals to drive 60+ miles to the plant, which further highlighted the importance of PORTS to several Southern Ohio counties.

“It’s been really, really important, okay, to uh, Scioto and Pike County, Highland County, Vinton County, Jackson County. We’ve still got uh, fellas that drive from Ironton (OH) every day, and from across the river.” – Focus group participant

All participants mentioned the need for sustainable jobs creation in their counties; however many felt betrayed by politicians and their “failed promises” for job creation.

The fact that politicians come around every two or four years, and promise thousands of jobs at the A-plant site uh, related to projects that never were and never will be feasible, and never will happen.

However, despite this “betrayal,” PORTS still served as economic “hope” for job creation.

“People first and foremost are concerned about jobs and to a large extent that’s the reason you find a lot of people in that area who are happy to have the plant there and are willing to bring in a nuclear reactor because it means jobs or at least they think it means jobs.” – Focus group participant

**Secrecy.** When asked about the PORTS site specifically, all of the participants had heard of the site and knew where it was located, but the majority still felt uninformed by past, current, and future activities. While many of the participants had lived in region their entire lives and knew friends or family members who had worked there, they still admitted they felt that day-to-day operations at the plant were kept a secret. As one interviewee stated, “The people that don’t know anything about it (PORTS) will never know anything about it because it’s just never shared.” Even the participants who had worked at the site repeatedly mentioned “secrecy” and felt that as a result there were many rumors that were perpetuated about the plant. As one former employee stated, “A lot of times the guys, even the guys that worked out there, we weren’t, we weren’t notified of everything. We didn’t know.”

Other participants shared their perceptions that DOE intentionally kept the happenings at the plant a secret, and while they understood the importance during the Cold War, they still felt that DOE was intentionally keeping things a secret. Even current employees commented on the situation that has continued to contribute to the secrecy.

“I do not understand why there isn’t more information shared...I hold a very high level clearance, and you know, there’s things that could be shared that are not, and that leaves this perception that we’re trying to hide stuff. And, I don’t think that’s true.” – Focus group participant

A participant who was not originally from Ohio spoke about the secrecy about the plant from an outsider perspective, which was quite similar to individuals who have lived in the region their entire lives.

“We chose to (move) down here, and here 70% of the people worked at the A-plant. Didn’t say anything about nuclear or anything like that. Or, you know, you’re driving around some of the roads around the A-plant, and they have these air circulation filters that collect the air constantly to, I don’t know if it’s, if it’s gonna tell you there’s a leak, it’s gonna be a little bit late. You know, I don’t know what they, what those things are for.” –Focus group participant

Furthermore, a few of the participants shared personal experiences related to secrecy; especially related to stories that they had heard from friends or family who worked at the plant. Many of the participants mentioned that these stories contributed to the continued secrecy, and often, mistrust related to the site.

“I’d probably find lots of stuff...that’s in none of their documents but when you go out and talk to people you find out that information. I found out that at the switch house they had a huge explosion and... they were called about what they found and that’s knowledge you get from talking to people and finding out what they did, what they saw.” – Interview participant

When asked about what was being done at the plant, some of the participants mentioned that uranium enrichment had been conducted there, but few were able to elaborate. Some of the participants were unsure as to whether the plant was still enriching uranium, and as one focus group participant put it, “I know it’s a place where they process uranium, or they used to. I don’t even know if they still do now.” Even some of the former employees who worked at the plant were unaware of that uranium enrichment process or that it was being conducted at the site.

“They finally started teachin’ everybody the uranium enrichment process, and you see the people in the classroom just go, “Oh! I didn’t know that. I’ve been here 30 years, and I didn’t know that.” But, that was part of the secrecy that they had. They did not tell us anything.” –Focus group participant

**Skepticism and Mistrust.** Another theme that was apparent from the discussion was mistrust related to governmental agencies and community interest groups that were formed in response to the plant. This theme is certainly linked to the secrecy surrounding the plant and it is possible that some of the mistrust and skepticism have developed in response to secrecy, feelings of deception, and misinformation from the plant, DOE, and other organizations. The lack of trust directed toward these groups was apparent from a variety of participants, including former employees.

The following individuals spoke specifically about mistrust and misinformation related to their Site Specific Advisory Board (SSAB) that was created by DOE to serve as a community advisory board.

“They had about 3 people resign from their board because they finally got frustrated with DOE keeping them in the dark about certain things and basically trying to hand guide them in other areas. So from my perspective the whole idea of a citizens advisory board is a sham that DOE wants to control.” - Interview participant

Many of the participants mentioned trust issues that were directed toward DOE and the Ohio EPA.

“DOE has a tremendous legacy of mistrust. DOE has lied to this community for 50 years, about what went on at that, that, that plant site. And, DOE is never gonna regain trust, and it’s never gonna get in a position of doing good education, where there’s a good communication with the community until DOE comes clean about the history.” –Focus group participant

“We had a report that supposedly came from the Ohio Department of Health, this is back in the 1990’s, that said the cancer rate in Pike County was like 10 times higher. And I said what, it scared you to death until you found out that it was all made up, it wasn’t true.” – Interview participant

Still other participants mentioned trust issues with other community interest groups that have formed in response to the plant. For example, the following participants shared their distrust for a local economic development group.

“I don’t like ‘em. I don’t trust them. I think that they uh, they don’t have the actual community in mind. They’re, they’re a private corporation. And, they’re, they’re fueled by profit. And, uh, the profit goes in their pockets, and I don’t believe they uh, they, you know, they actually care what happens to the community.” –Focus group participant

**Need for More Information.** Finally, participants showed a desire for more open communication. Most of the participants mentioned that they followed news about the plant from a variety of sources and that they trusted the Environmental Protection Agency (EPA), the Ohio EPA, and the local newspapers over the local officials to give them credible information about the plant. However, they clearly wanted more open communication with DOE about what has happened in the past, what is happening currently, and what will happen in the future.

“I’m comfortable with the Ohio EPA, in terms of talking with various representatives that have shown up at board meetings, the individuals who are working in conjunction with DOE in place of USEPA for the oversight of the facility, I’ve gotten much more comfortable with them than I have the DOE.” – Interview participant

Other participants expressed the need for more information, especially in the context of job creation. It was mentioned several times about the hope for jobs and that participants thought it would be helpful to receive more information about the potential for future jobs at the site.

“They want information if it concerns the possibility, the possibility of a job for them in the future. So, they want to know if there’s something going on down there at the A-plant, especially if it looks like there is going to be a job. ‘Cause, they really do want to know if there’s information for that.” – Focus group participant

Some of the participants were not even aware that uranium enrichment stopped in 2001 and that clean-up is now going on at the site. To that end, several participants mentioned that it would be beneficial to community members if they could read credible information in a newspaper or on a website about the clean-up that is currently going on at the site.



“It would be really, really good if all the people of southern Ohio had the opportunity to read in the newspaper and on their website, just what is going on at the plant in the clean up now, and the new contractor that is coming in with their ten year contract. And, and specifically the ground water clean up that they’re doing is really, really, really extensive right now. It’s just amazing the big hole they got dug down there. And, yes, the public uh, would be interested in, in seeing that, because it’s all been hush-hush, and the perception of secrecy, okay?” – Focus group participant

The perception of “hush-hush” and “secrecy” described by this participant was echoed by others who expressed a desire for more information about the future of the plant.

“There seems to be a lack of sharing of information. You don’t know what decisions have been made, you know? It’s kind of weird to me that the developing, what we’re doing here is, we don’t know what they decided to do down there in terms of what they’re gonna, what they want there or, or what’s feasible to have there, once they make that decision.” – Focus group participant

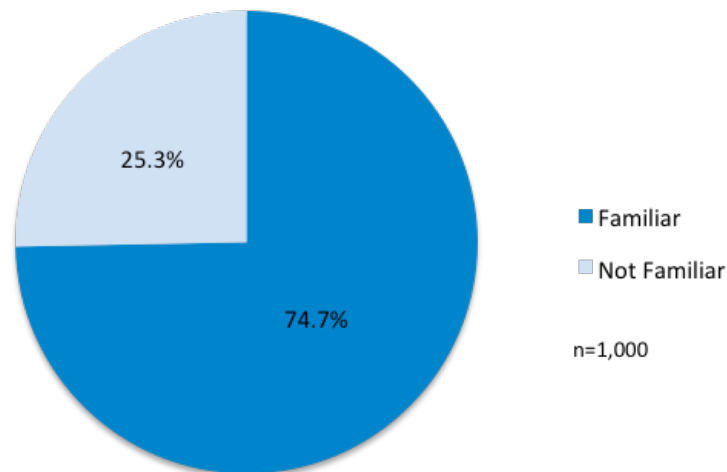
It was apparent from talking with participants that some felt that they had no voice in the operations at the plant and so they felt uncomfortable discussing the plant without knowing whether decisions had been made about the future state of the site. These individuals expressed a need for more communication about what decisions have been made, or if they have been made, about what will happen at the site in the years to come.

### **Survey Results**

The following are the summary results of the telephone survey conducted in November and December 2010. As mentioned in the previous section, the survey was designed to further examine the themes identified during the interviews and focus groups. Survey respondents represent a broader cross-section of the community than those who participated in focus groups and interviews. As mentioned above, the sample can be considered to be more representative of residents in the four county region based on quotas developed from U.S. Census data.

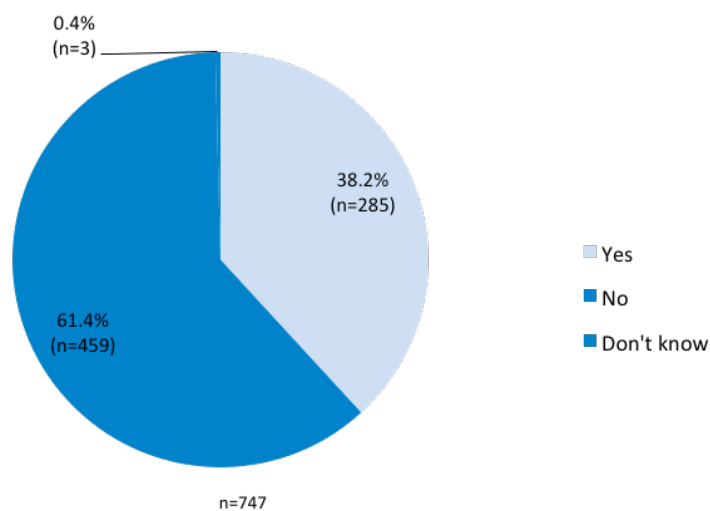
**Familiarity with the PORTS Site.** Survey participants were asked about their familiarity with the PORTS site. About one-fourth of the respondents indicated they were not familiar with the PORTS site while 74.7 percent indicated familiarity with the site (See Figure 3.5).

**Figure 3.5. Telephone Survey Response to: Are You Familiar with the PORTS site?**

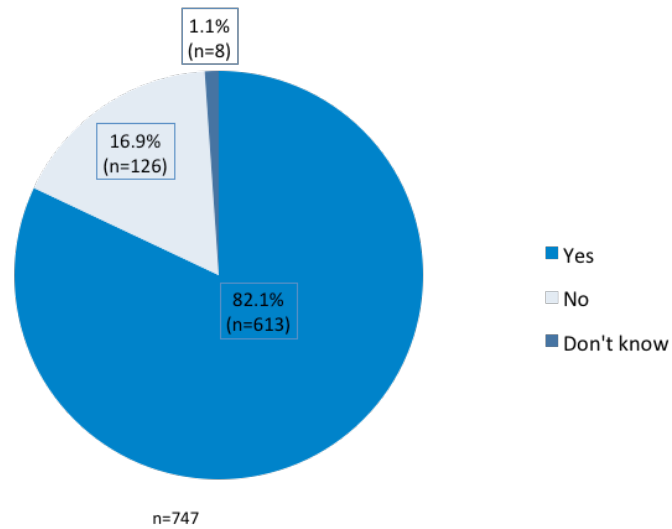


Of the 747 respondents familiar with the site, 38.2 percent felt they knew a lot about the site (See Figure 3.6). When asked if they were interested in learning more about what is happening at the site 73.6 percent answered “yes” or “maybe.” Of those familiar with the PORTS site, 82.1 percent reported they are concerned about the future of the site (see Figure 3.7).

**Figure 3.6. Do you feel you know a lot about the PORTS site?**

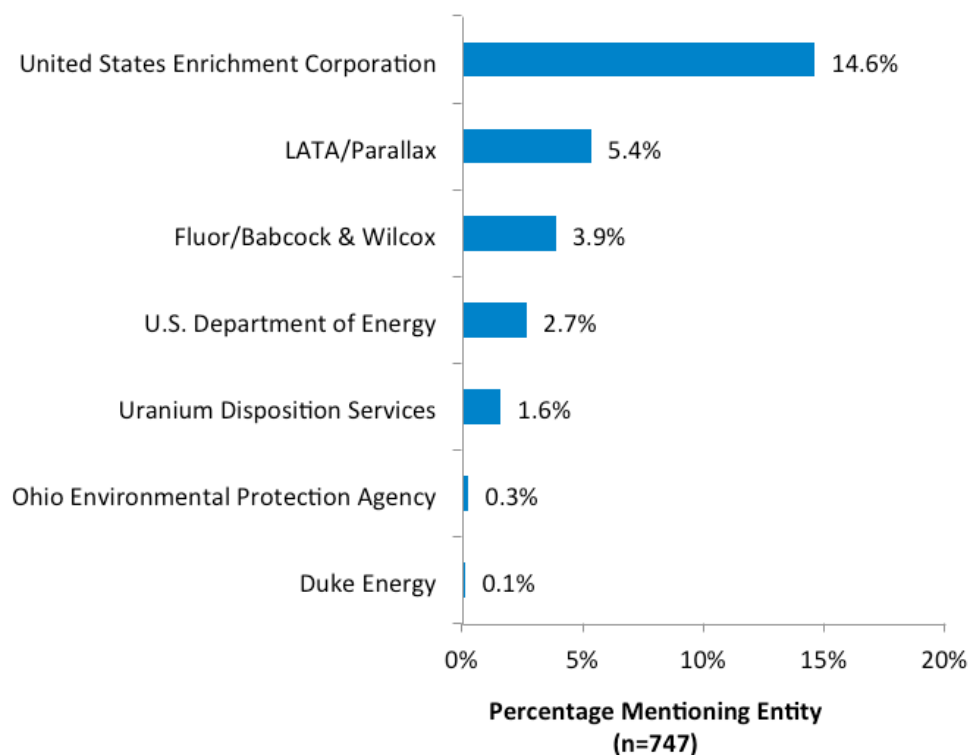


**Figure 3.7. Are you concerned about the future of the PORTS site?**



Familiarity with Organizations Involved with PORTS. The survey also asked respondents to provide the names of any public or private organizations currently operating at the PORTS site. Of those familiar with the PORTS site, 22.6 percent were able to name at least one entity. The entities mentioned most frequently were United States Enrichment Corporation (14.6 percent of respondents) and LATA/Parallax (5.4 percent of respondents) (See Figure 3.8).

**Figure 3.8. Could you list the names of any public or private organizations that currently operate at the PORTS site?**



Note: Respondents could name more than one entity.

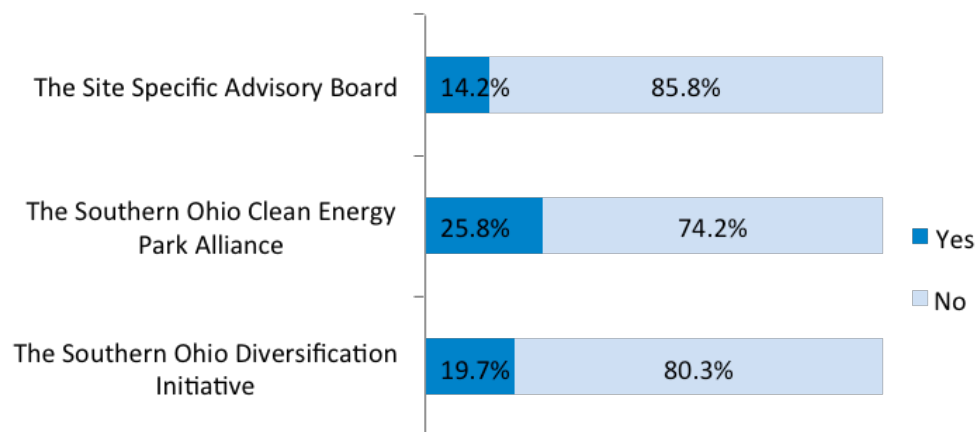
For those organizations that were named by the respondents, we asked about levels of familiarity with information that they provide and levels of confidence in the accuracy of the information. Table 3.2 shows that even though 109 people (14.6%) of the survey respondents named USEC as one of the organizations active at the site, only 61 of these people said they were familiar with information provided by USEC. However, 36 of the 61 people who were familiar with the information provided by USEC indicated a lot of confidence in the accuracy of this information.

**Table 3.2. Survey Responses Related to Familiarity and Confidence in Information from Specific Organizations**

Familiar with information provided by the organization you named?	Confident that the organization is providing accurate information about the site?					
	Yes	No	<i>A lot</i>	<i>A little</i>	<i>Not at all</i>	<i>Don't Know</i>
USEC (109)	61	48	36	21	1	3
LATA/Parallax (40)	14	26	5	6	1	2
Fluor/Babcock (29)	12	17	5	7	0	0
U.S. DOE (20)	13	7	8	5	0	0
Uranium Disposition Services (UDS) (12)	7	5	5	2	0	0
Ohio EPA (2)	1	1	0	1	0	0
Duke Energy (1)	1	0	0	1	0	0

During the interviews and focus groups, several organizations were mentioned numerous times as being important players in the activities at PORTS. With this in mind, we asked respondents who said they were familiar with the PORTS site if they were aware of three specific organizations: The Southern Ohio Clean Energy Park Alliance, The Southern Ohio Diversification Initiative (SODI), and The Site Specific Advisory Board (SSAB), figure 3.9 summarizes familiarity with these organizations.

**Figure 3.9. Percentage of Respondents Aware of Specific Organizations**



Note: Not all respondents answered these questions.

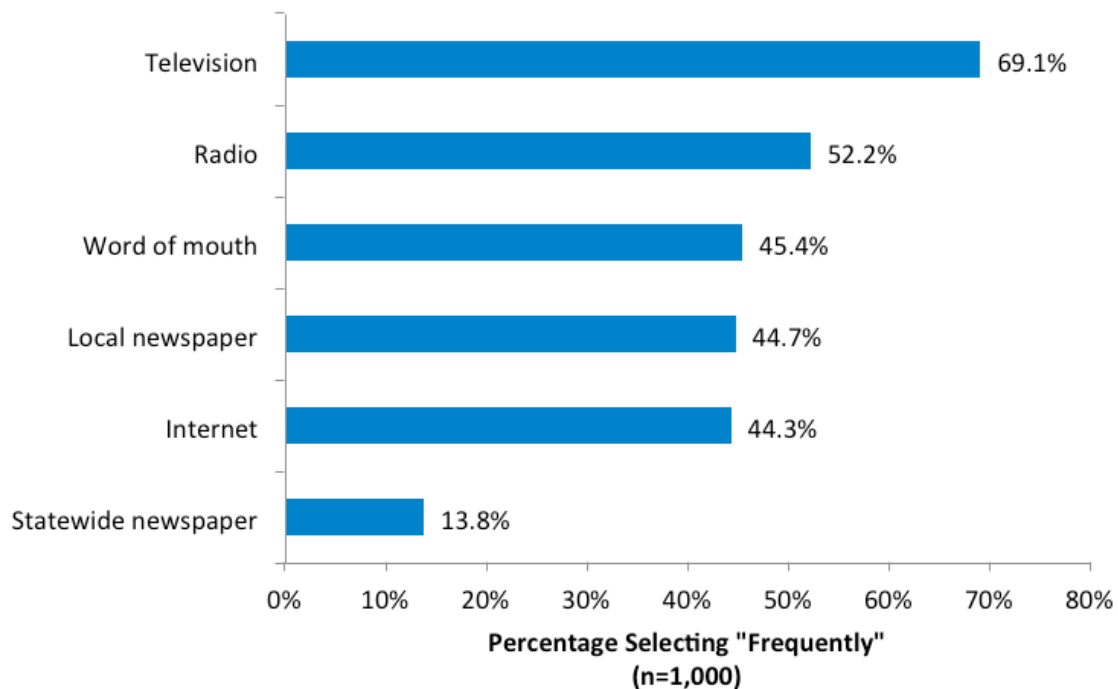
Overall, survey respondents were not familiar with these three organizations that play significant roles in site activities. Respondents who said they were familiar with these three organizations were asked about their familiarity with the information the organizations provide as well as their level of confidence in the accuracy of this information. As Table 3.3 shows, even though 147 respondents were familiar with SODI, 192 were familiar with the Southern Ohio Clean Energy Park Alliance, and 106 were familiar with the SSAB, very small percentages of these people were familiar with information that these organizations provide. This mirrors the responses to the results related to government and contractors noted in Figure 3.8 and Table 3.2 and indicate that there are challenges in disseminating credible information to community members who may not be engaged in site activities.

**Table 3.3. Survey Responses Related to Familiarity and Confidence in Information from Specific Local Organizations**

	Familiar with information provided by the organization?			Confident that the organization is providing accurate information about the site?			
	Yes	No	Did not respond	A lot	A little	Not at all	Did not respond
SODI (147)	54	91	2	29	20	2	3
Southern Ohio Clean Energy Park Alliance (192)	49	141	2	20	26	2	1
Site Specific Advisory Board (106)	28	76	2	16	11	0	1

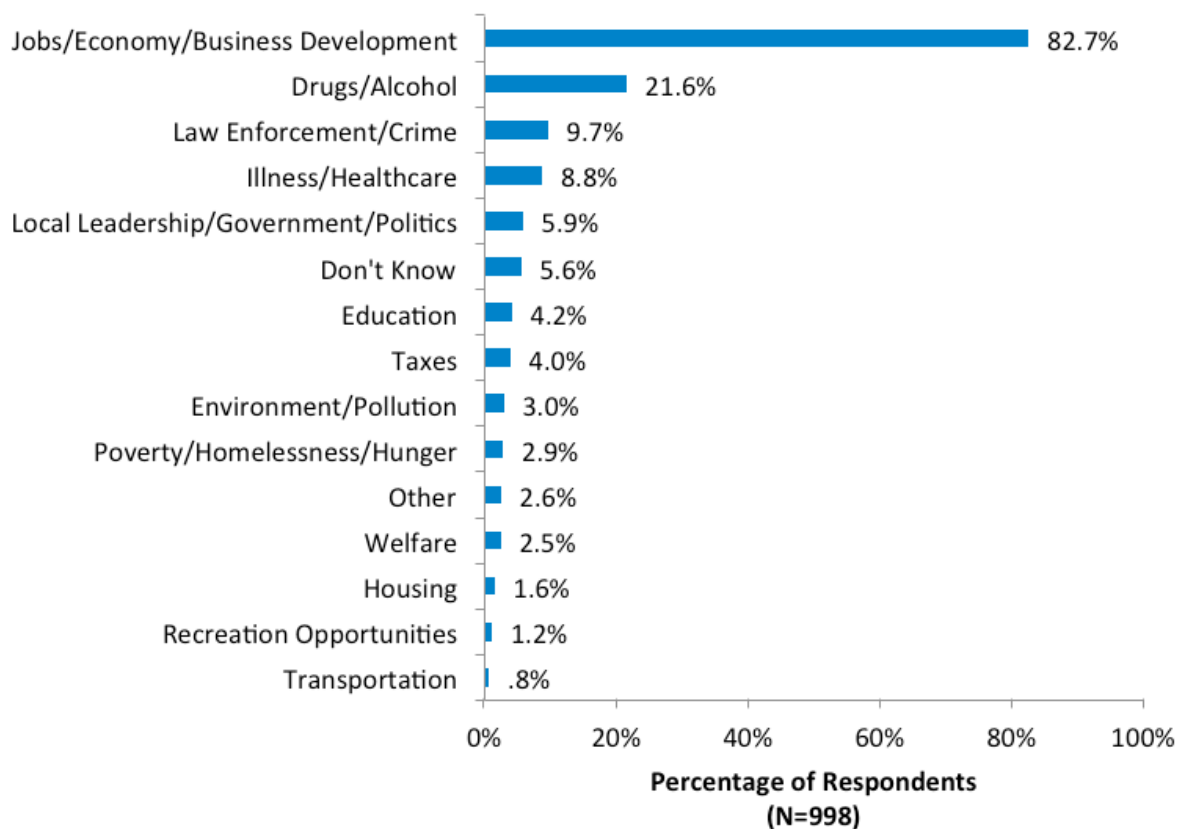
**Sources of Information about Your Community.** Key informants and focus group participants suggested that residents of the region were probably most likely to receive information from local newspapers and their neighbors. Understanding where people turn for information about the plant is critical to ensuring effective outreach and information dissemination. Survey respondents were asked how often they use various sources including different types of media and word of mouth for information about their community. As Figure 3.10 shows, most of the respondents indicated that they rely on television and radio for information. Word of mouth, the local newspaper and the internet are relied on by almost one-half of the respondents. Statewide newspapers are not an important source of information about the community.

**Figure 3.10. Frequency of Use of Specific Sources of Information about the Community**



Community Problems. It became clear from the interviews and focus groups that the major concern in the region was related to jobs and the economy. This was confirmed in the telephone poll as respondents were asked to name the two biggest problems facing their community. Figure 3.11 supports the opinions of focus group and interview participants and shows that problems mentioned most frequently by respondents were related to jobs, the economy, and business development. Second to economic conditions were problems related to drugs and alcohol and drug abuse. All other community problems were identified by 10 percent or less of the respondents.

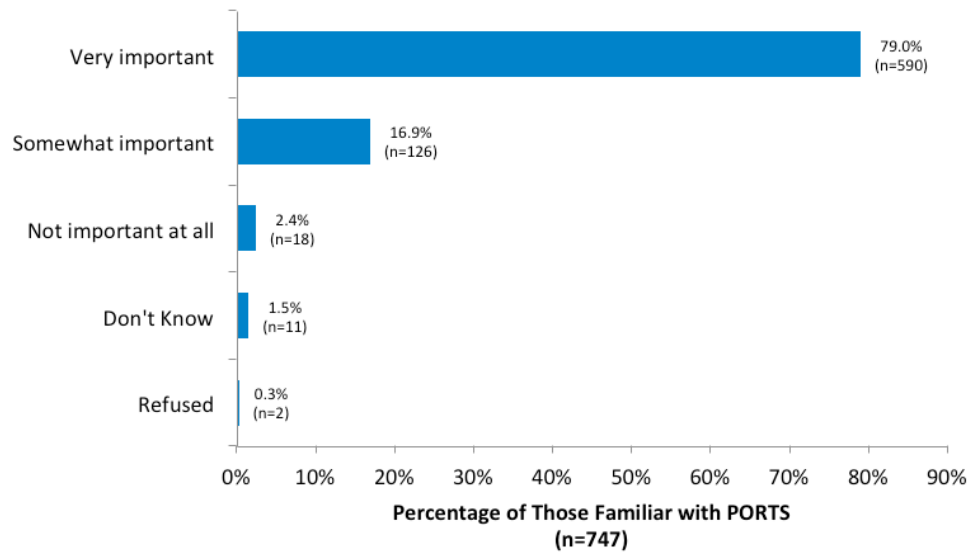
**Figure 3.11. Survey Response to the Two Biggest Problems Facing the Community**



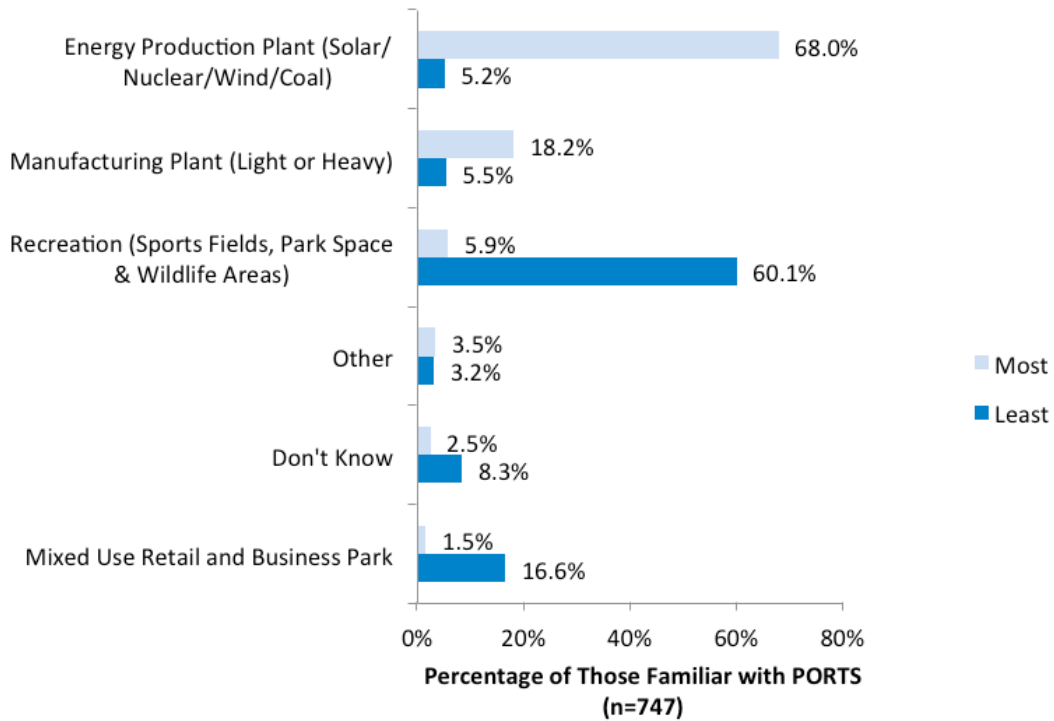
**Potential Uses of the PORTS Site.** Keeping in mind that jobs and the economy were identified as the most important problems in the community, survey participants were asked questions related to the role of PORTS in the future of community. More than 75 percent of the respondents indicated that PORTS is very important to the future of the community (Figure 3.12). This is a significant finding because it suggests that community residents are hopeful that the plant can play a role in addressing the problems of concern to community members.



**Figure 3.12. How important is PORTS to the future of your community?**



**Figure 3.13. Which of the following possible uses do you favor the most?  
Which do you favor the least?**



Note: Not all respondents answered these questions.

A list of four possible future uses for the PORTS site was generated from information collected from the focus groups and interviews. When asked to identify which of these four potential uses of the site they favored most, 68 percent of individuals familiar with the PORTS site favored using the site for an energy production plant and 18.2 percent of respondents favored using the site for a manufacturing plant. Figure 3.13 also identifies potential future uses that survey respondents favored the least. Recreational purposes and a mixed-use retail and business park were the potential uses least favored by respondents.

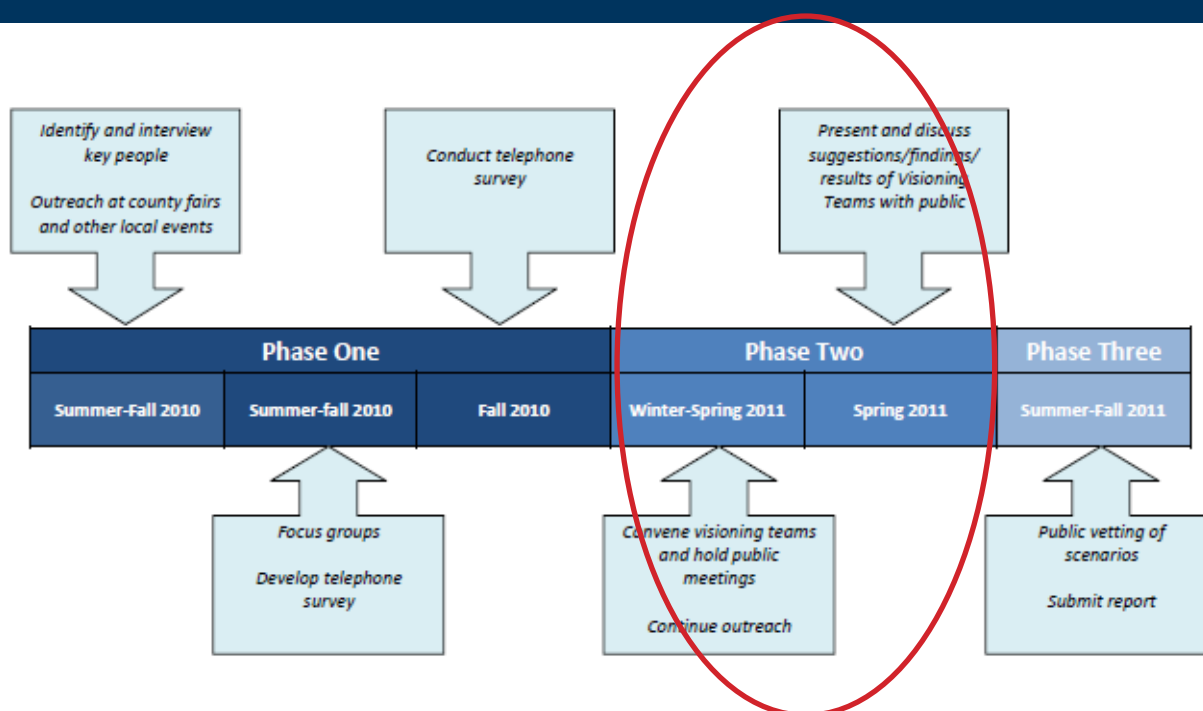
## **SUMMARY OF PHASE ONE**

From January through December of 2010, the PORTSfuture project focused on gathering critical stakeholder and public opinions and creating awareness of the project. The major results and findings from Phase One include:

- Jobs and economic concerns are the most important issues that the region faces.
- Despite numerous opportunities for public involvement and engagement (see Chapter 2), members of the public in the four counties are not very aware of the organizations that are involved with PORTS site activities.
- Key stakeholders and focus group participants suggest that one reason for the lack of awareness could be a history of secrecy related to the site.
- There are serious challenges related to disseminating information to the public and engaging the public in future use planning even though there is general agreement that PORTS is important to the future of the community.

All of the information gathered during Phase One lays the foundation for Phase Two which will ultimately result in future use scenarios to be presented to the public to vote on and indicate their preferences.

## CHAPTER 4 PHASE TWO



The overall goal of Phase Two of the PORTSfuture project was to facilitate community members drafting scenarios for the future use of PORTS. This phase involved recruiting and engaging the public in community visioning and creating scenarios that would address the future vision for the region. Numerous individuals participated in this phase of the project through attendance at large public meetings, small visioning teams, and as members of an advisory group. The first step in Phase Two was to engage and recruit these individuals using a variety of outreach methods.

### PUBLIC OUTREACH

The goal of outreach during this phase was to inform the public about the kick-off meetings, the visioning team meetings in each county, and to invite the residents of the four-county region to participate in these events. The major avenues for sharing information during this phase were: 1) local media; 2) speaking engagements; 3) the PORTSfuture website; 4) electronic media; and 5) other sources.

## Local Media

In an effort to publicize the project, kick-off events, and the visioning team meetings, various media sources were used from January-May 2011, including local newspapers, TV, and radio stations. The Project Director was interviewed by WOUB TV (Athens) and by radio on WKKJ (Chillicothe), WOUB Radio (Athens), and Froggy 99 (Portsmouth). Press releases were sent to 12 newspapers, 21 radio stations, and 1 local TV station. As a result, a total of 13 newspaper articles were published in the *Chillicothe Gazette*, *Jackson Times-Journal*, *Jackson Telegram*, *Portsmouth Daily Times*, *Pike County Watchman*, and the *Cincinnati Enquirer* with an estimated total readership of 793,900. A summary of the media imprints is found in Table 4.1.

**Table 4.1. Summary of Phase Two Media Imprints**

TV/Radio Interviews		
Station	Date Aired	Estimated Viewers
WOUB TV - Scott Miller	2/2/2011	25,000
WKKJ - Scott Miller / Chillicothe	1/18/2011	27,000
WOUB - radio spot from TV interview	2/3/2011	20,000
Froggy 99 / Portsmouth - Scott Miller	3/3/2011	
Newspaper Articles		
Newspaper	# Articles	Estimated Total Readership
Chillicothe Gazette	5	65,000
Jackson Times-Journal	2	11,000
Jackson Telegram	4	24,000
Portsmouth Daily Times	1	12,500
Pike County Watchman	1	4,500
Cincinnati Enquirer	1	676,900

## Speaking Engagements

The project team devoted significant time and effort to meeting with individuals and groups during Phase Two. The purpose of these speaking engagements was to brief local officials,

employers, workforce developers, and current and past PORTS employees, about the purpose of the project and the importance of the kick-off and visioning team meetings. All individuals at these engagements were invited to attend both events as well to spread the word in their communities about participation opportunities. At each of the speaking engagements, promotional materials including postcards and other literature were passed out with the dates of the kick-off events and the website. It is estimated that more than 2,500 individuals were in total attendance at these speaking engagements as detailed in Table 4.2.

**Table 4.2. Phase Two Speaking Engagements and Personal Visits**

<i>Individual/Group</i>	<i>Total Attendance</i>
<b>January, 2011</b>	
Ross County Commissioners	5
Ross County Kiwanis	25
Ohio Valley Minority Business Association	5
Portsmouth Mayor Malone	1
Scioto County Community Dev. Dir.	1
Pike County Chamber of Commerce	175
Jackson Economic Development Board	30
Pike County Board of Commissioners	3
Shawnee State - President Rita Morris	1
Ohio Farm Bureau Scioto/Jackson/Pike	60
OU - Chillicothe, Dean	2
OU-Chillicothe Academic Council	15
Chillicothe Mayor Sulzer	1
Governors Regional Office - Chillicothe	2
Jackson Workforce Development	20
<b>February, 2011</b>	
Fluor B & W Portsmouth Public Affairs	30
Mayors Partnership for Progress	18
Ohio Farm Bureau - Ross County	40
USEC Retirees	33
Scioto County Commissioners	2
Fluor B & W Portsmouth Public Affairs	3

American Centrifuge Public Affairs Mgr	1
USEC Government Services Public Affairs	1
LATA/Parallax Portsmouth, LLC	1
Jackson County Commissioners	3
Jackson County Clerk	1
Jackson Rotary	45
Media Rep - Jackson Times Journal	1
Media Rep - The Telegram (Jackson)	1
Media Rep - WCJO	1
SODI	2
OVRDC Executive Board	25

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### **March, 2011**

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OVRDC Economic Development Directors	25
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### **April, 2011**

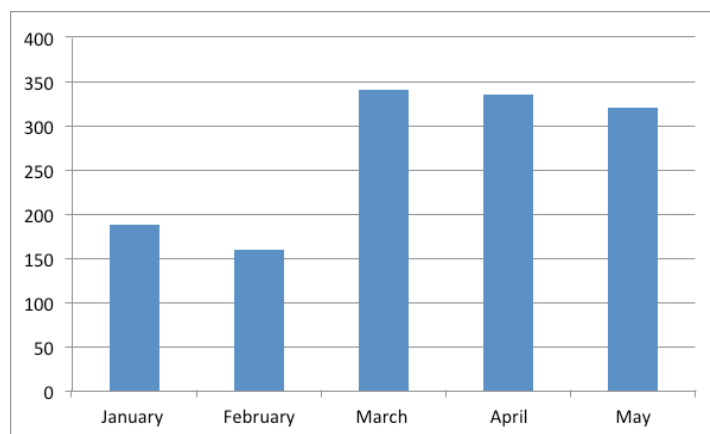
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Southern Ohio Trade Show	2,000
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### **Website**

All TV and radio interviews were posted on the PORTSfuture website ([www.PORTSfuture.com](http://www.PORTSfuture.com)). In addition, updates about the project and the kick-off events were routinely updated on the website. As Figure 4.1 shows, from January to April, there were 4,259 visits to the website from 1,839 unique visitors. The website also includes a feature for people to fill out a form to either ask a question or make a commitment to get involved in the project.

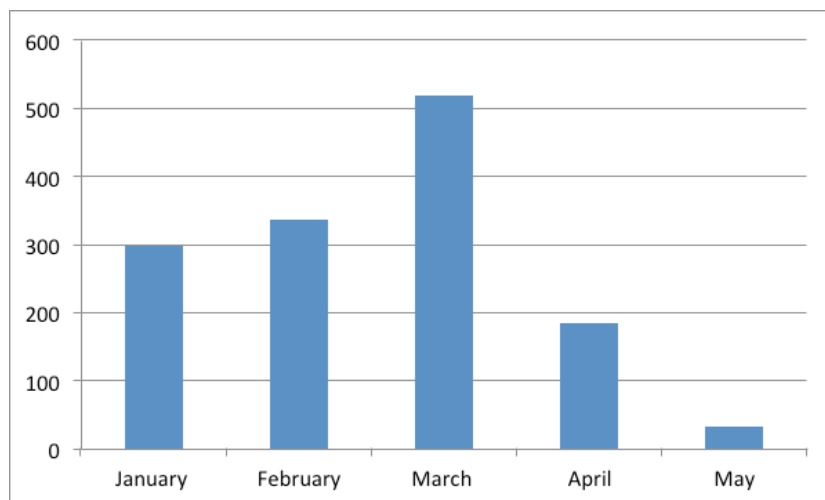
**Figure 4.1. Number of Unique Website Visitors, Phase Two (2011)**



### **Electronic/Online Media**

Emails were sent to 338 individuals who completed contact cards at the community events (i.e. county fairs) to invite them to participate in the kick-off and visioning team events. There was also information posted about the project and on the Voinovich School Website (<http://www.ohio.edu/voinovichschool/>), which was viewed by an estimated 3,000 individuals during this phase. Ohio University's electronic newsletter Compass featured a story about the project which was viewed by an estimated 40,000 individuals and social media, including Facebook and Twitter, were additional outreach tools employed. A PORTSfuture Facebook page was updated at the first of each month with news and video clips, pictures from meetings, and information and reminders about the kick-off and visioning team meetings. There were a total of 1,372 hits to the PORTSfuture Facebook page during Phase Two (Figure 4.2) and information was disseminated via the OU Facebook page, which has a readership of 10,000 and via the OU Twitter account, which also has approximately 10,000 followers.

**Figure 4.2. Number of Facebook Hits, Phase Two (2011)**



### **OTHER SOURCES**

Other types of marketing and advertising employed during this phase included paid advertising in the *Jackson County Telegram*, *Portsmouth Daily Times*, *Pike County Watchman*, *Chillicothe Gazette* (paper and online), *Scioto Voice*, and WOUB radio. Articles were also included in newsletters for the Ohio Sierra Club, LATA Parallax Employee Newsletter, and the Chamber of Commerce for each of the four counties (Table 4.3). It was estimated that the readership for these

newsletters was 78,515. In addition, posters or brochures were displayed in libraries, gas stations, restaurants, laundromats, health departments, government offices, and many other locations; totaling 24 different locations in the four counties. Finally, “leave behind” literature in the forms of postcards, informational brochures, fliers, posters, bookmarks were distributed at many of the various locations listed above. In total, 12,310 promotional materials were distributed during Phase Two.

**Table 4.3. Articles in Newsletters**

<i>Organization</i>	<i>Date (2011)</i>	<i>Estimated Readership</i>
Sierra Club - state wide release	2/4	25,000
Sierra Club - state wide release	2/14	25,000
LATA/Parallax Employee newsletter	2/1	500
USEC Government Services newsletter	2/1	1,200
Sierra Club - state wide release	3/6	25,000
Chamber of Commerce - Portsmouth	4/4	400
Chamber of Commerce - Chillicothe	4/4	850
Chamber of Commerce - Pike	4/4	300
Chamber of Commerce - Jackson	4/4	265
Community Engagement Methods		

During all of the media contacts, speaking engagements, and personal meetings previously mentioned, the project team explained the purpose of the kick-off and the visioning teams and invited individuals to participate. To further target interested individuals, emails, phone calls, and mailings were made or sent to 580 contacts from the county fairs, focus groups, survey, kick-off meetings, or the PORTSfuture website. The main purpose of these contacts was to recruit individuals for the visioning team meetings in each of the four counties.

The visioning process began with two large kickoff meetings, following by smaller visioning teams, and ended with an advisory team. Figure 4.3. depicts the visioning process that occurred during this phase.



**Figure 4.3. Community Visioning Process**



### ***Kickoff***

More than 100 people attended two kickoff meetings, on March 15, 2011 in Chillicothe and March 17, 2011 in Portsmouth. General demographic information was gathered at these meetings through the use of technology that allowed participants to enter their information electronically during a slide presentation. The summary of demographics of people who attended the meetings and entered information electronically is found in Table 4.4. Most of the participants were men, in the 35-64 age range. Residents of Scioto County were the most well represented group of participants and this was evidenced by the larger turnout at the Portsmouth meeting on March 17.

As Table 4.4 indicates, participants at the kickoff meetings were not necessarily representative of the general public in the region. This is an important note because, as Figure 4.3 shows, the kickoff meetings were the foundation for the visioning process. Furthermore, the purpose of the kickoff meetings was to begin developing the community vision for the region and to gather ideas and opinions about the role of the site in this vision. Therefore, it was important for kickoff participants to have access to information gathered during Phase One which included the regional telephone survey, which is a more representative sample of the population of the four counties.

The kickoff meetings were structured and facilitated in order to ensure maximum input in the limited time available. Activities included individual exercises, small group discussions, and full group discussion. The major components to the kickoff meetings were: 1) project overview; 2) opinion polling; 3) introduction to data; 4) visioning; and 5) commitment.

**Table 4.4. Demographic Information of Kickoff Participants**

(Note: totals are different due to non-responses)

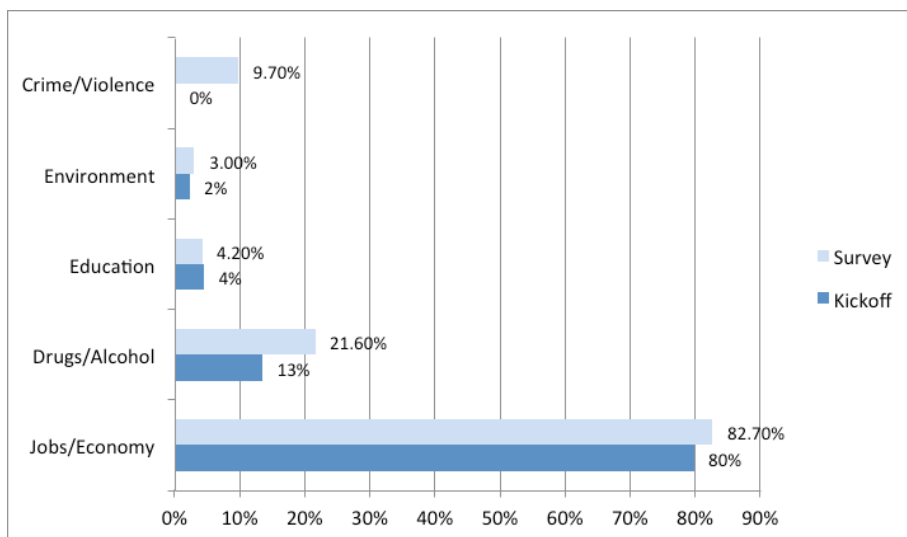
	<i>Chillicothe</i> <i>(3/15/11)</i> # (%)	<i>Portsmouth</i> <i>(3/17/11)</i> # (%)	<i>Totals</i>
<b>Gender</b>			
Male	20 (66.67)	40 (71.43)	60
Female	10 (34.33)	16 (28.57)	26
<b>Age</b>			
18-34	2 (5.88)	10 (18.18)	12
35-49	10 (29.41)	13 (24.64)	23
50-64	16 (47.06)	19 (34.55)	35
65 and older	6 (17.65)	13 (24.64)	16
<b>County of Residence</b>			
Jackson	3 (10.00)	4 (7.69)	7
Pike	10 (34.33)	10 (19.23)	20
Ross	3 (10.00)	2 (4.85)	5
Scioto	4 (14.33)	36 (69.23)	40

**Project overview.** Participants in the kickoff meetings were provided with an overview of the project including all of the public outreach activities that had taken place prior to the meeting. The slides for the kickoff meetings are located in Appendix 9.

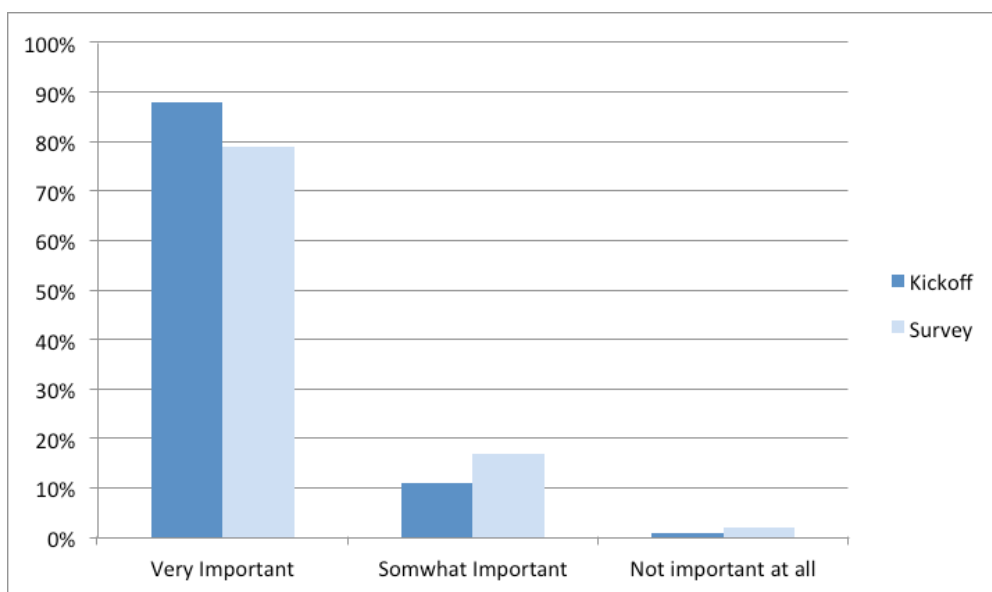
**Opinion Polling.** Even though participants in the kickoff meetings were a small group of individuals who were likely extremely interested in the future of the site, there were similarities between this group and members of the general public. We were able to see these comparisons by taking a look at some of the opinions that were gathered at the kickoff meetings and comparing them to opinions gathered during the telephone survey in Phase One.

Figures 4.4 through 4.7 compare answers to the same questions asked of each sample. As these figures show participants at the kickoff events were in general agreement with the random survey respondents in terms of the biggest problems in the community and the importance of PORTS to the future of the region.

**Figure 4.4. Comparison of Opinions About Most Important Issue Between Kickoff Participants and Survey Respondents**

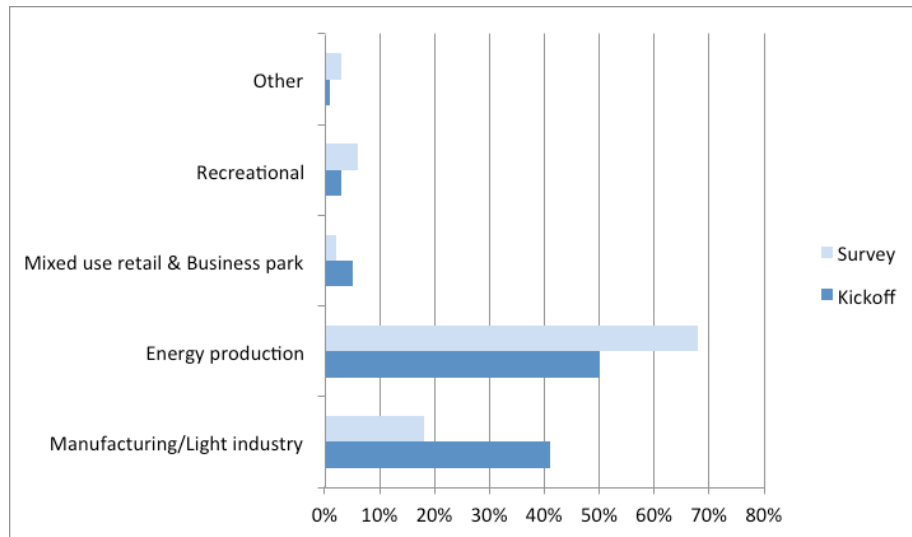


**Figure 4.5. Comparison About the Importance of PORTS to Future of Community**

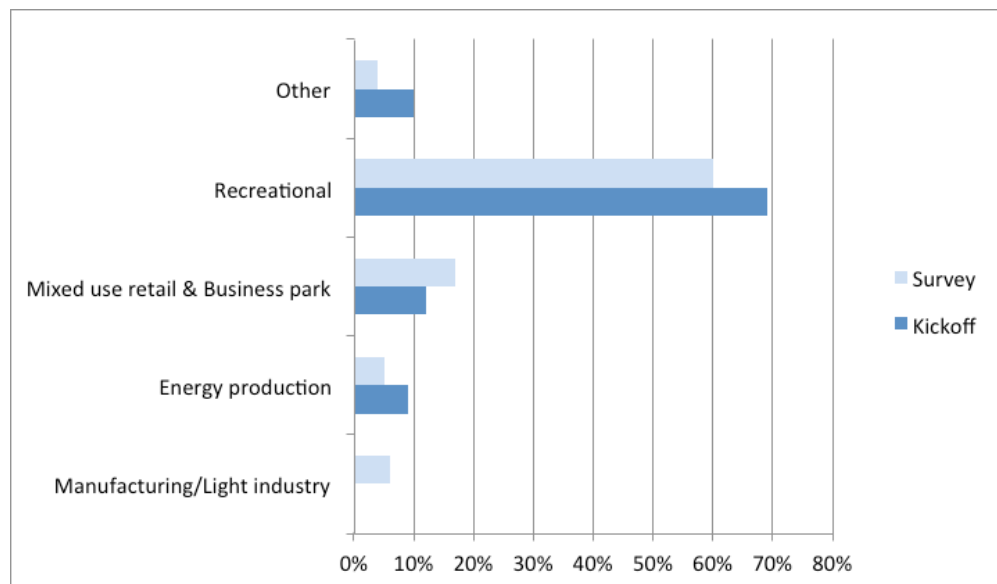


There were notable differences between the two groups in terms of their most and least preferred future uses of the site. As Figure 4.6 shows, survey respondents were more supportive of an energy production facility than kickoff participants; however, kickoff participants were more likely to prefer manufacturing use of the site than survey respondents. When it comes to the least preferred uses, neither group was in favor of a recreational use of the site.

**Figure 4.6. Comparison of Most Preferred Use for PORTS Site**



**Figure 4.7. Comparison of Least Preferred Use for PORTS Site**



**Introduction to Data.** The project team prepared materials for the kickoff events that included an executive summary of the public survey, maps and photos of PORTS, and reports that detail environmental conditions on the site. Throughout the meetings, participants reviewed the data and asked questions about the materials.

**Visioning.** Perhaps the most important outcome of the kickoff meetings was the discussion about a vision for the future of the region and the site's role in this vision. Visioning is a process that creates a positive statement about the future. It brings people together to develop a shared image of “where” they want their community to be in the future.



Kickoff Participants Review Site Data

Attendees at the kickoff meetings participated in an exercise that was based on work by Ames (2006) who identifies 5 steps of community strategic visioning (Table 4.5).

**Table 4.5. The Five Steps of Community Strategic Visioning (Ames, 2006)**

Visioning Step	Action	Description
Step 1: Where are we now?	Community Profiling	Find descriptive data; Identify community values
Step 2: Where are we going?	Trend Analysis	Obtain trend data; Determine probable scenarios
Step 3: Where do we want to be?	Vision Statement	Possible / preferred scenarios; Community vision
Step 4: How do we get there?	Action Plan	Goals / Actions / Strategies
Step 5: Are we getting there?	Implement and Monitor	Plan execution; Community indicators / Benchmarks

Using these steps as a guide, kickoff participants were asked to respond the following questions:

o **Where are we now?**

- What are three things you think are the most important strengths of your community?
- What three things in this community would you change?

o **Where are we going?**

- *If things stay the same, what will the community look like in 20 years?*

o **Where do we want to be?**

- *What would you like the community to look like in 20 years?*

The final visioning activity involved participants reviewing the visioning statements generated by the group and summarizing ideas about what role PORTS plays in accomplishing the future visions for the community.

**Commitment.** Since information generated at the kickoff meetings would serve as the basis for creating scenarios for future uses of PORTS, participants were invited to stay involved as members of visioning teams.

### ***Visioning Teams***

Visioning teams were assembled in each of the four counties comprised of volunteers recruited from the kickoff meetings as well as other events and venues. The objectives of the Visioning Teams meetings were as follows:

- Inform participants of OU process including visioning teams, visioning team advisory group, public vetting, and drafting of a final report.
- Disseminate baseline data to visioning teams for decision-making while developing scenarios.
- Familiarize participants with the data through small group exercises.



PORTS Community Visioning in Action

- Begin drafting possible future use scenarios.

A total of 8 meetings were held in April, 2011. The major purpose of the visioning teams was to draft scenarios for the future use of PORTS. As Table 4.6 shows, team members were provided with data about the site, including an environmental summary, public outreach data, and data generated at the kickoff meetings.

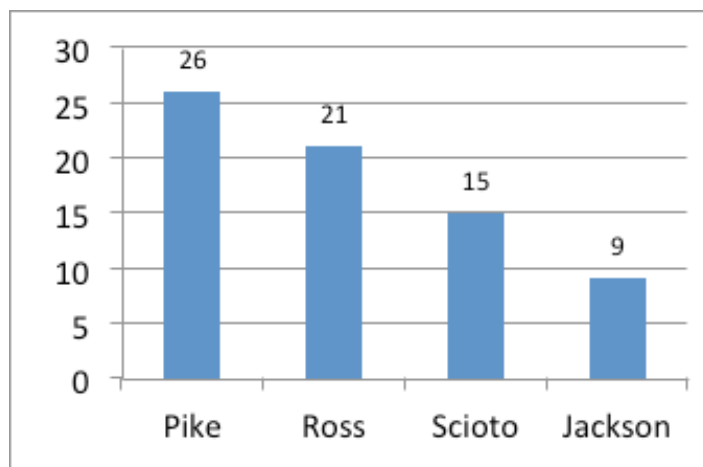
**Table 4.6. Information Provided to Visioning Teams**

Document	Description
Public opinion survey executive summary	Summary of the results of a telephone survey of 1000 residents of Pike, Ross, Jackson, and Scioto Counties conducted in the winter of 2011 related to opinions about and knowledge of the facility
Summary of discussion from kickoff meetings	Summary of the ideas generated at community meetings in March 2011 related to the vision of the facility
Department of Energy (DOE) Annual Site Evaluation Report (ASER)	Annual summary of site activities conducted in compliance with environmental laws and regulations. Includes monitoring data
Southern Ohio Diversification Initiative (SODI) Planning Documents, including the 1997 <i>Community Transition Plan</i>	Proposes future use of the site based upon its potential for economic growth and development
DOE End-State Vision Report 2005	Details current site conditions and lays out the potential end state of the site based on regulatory risk reduction targets
PORTS site map	Map of the PORTS site and adjacent land
Economic development assets	Map of some key economic development assets in the 4-county region

Seventy-one people participated in the visioning team meetings; most of these individuals attended both meetings, but a few only attended one. The breakdown of visioning team

participation by county is found in Figure 4.8. The complete packet of materials used at the visioning teams is in Appendix 10.

**Figure 4.8. Participation in Visioning Teams (71 Total)**



#### ***Advisory group***

The advisory group was comprised of volunteers from each county who were members of the visioning teams. The task of the advisory group was to synthesize all of the draft scenarios from the visioning teams and prepare scenarios for public vetting. The group met one time in June, 2011.

### **OUTCOMES OF THE VISIONING PROCESS**

The kickoff event, visioning team meetings, and advisory group ultimately resulted in nine scenarios for public vetting which began in July, 2011 and comprises Phase Three.

#### ***Kickoff—Creating the Vision***

The visioning exercise completed at the kickoff events laid the foundation for creating scenarios for the future use of PORTS. At the kick-off meetings, residents of the four counties were asked for their ideas about the role the site plays in their vision of the future. From the written comments to this question, some common ideas emerged. Summaries of those ideas appear in Table 4.7 and the complete results from the Kickoff meetings can be found in Appendix 11. Table 4.7 categorizes ideas into three levels:



- **Dominant Ideas:** Includes ideas that were voiced most frequently.
- **Common Ideas:** Includes ideas that were voiced by fewer people than the dominant ideas, but by more than two people.
- **Individual Ideas:** Ideas that were voiced by one or two people.

**Table 4.7. Summary of ideas about the role the site plays in the future visions**

Dominant Ideas	<b>Education (17)</b> <ul style="list-style-type: none"> <li>- <i>Jobs at the site will improve schools and quality of education (7)</i></li> <li>- <i>College collaborations provide internships and green technology programs (3)</i></li> <li>- <i>More science fairs and science programs in the schools (3)</i></li> <li>- <i>Increase educational attainment in the region (2)</i></li> <li>- <i>Job training programs in the schools</i></li> <li>- <i>Education program for green energy/technology at the K-12 and college levels</i></li> </ul>
	<b>Research and Development Facility (13)</b> <ul style="list-style-type: none"> <li>- <i>Advanced energy (9)</i></li> <li>- <i>Recycling- based technologies (2)</i></li> <li>- <i>Other research and development opportunities</i></li> <li>- <i>Create a think tank that is co-operated by local universities</i></li> </ul>
Common Ideas	<b>Education (17)</b> <ul style="list-style-type: none"> <li>- <i>Jobs at the site will improve schools and quality of education (7)</i></li> <li>- <i>College collaborations provide internships and green technology programs (3)</i></li> <li>- <i>More science fairs and science programs in the schools (3)</i></li> <li>- <i>Increase educational attainment in the region (2)</i></li> <li>- <i>Job training programs in the schools</i></li> <li>- <i>Education program for green energy/technology at the K-12 and college levels</i></li> </ul>
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Common Ideas	<ul style="list-style-type: none"> <li>• <b>Environmental Concerns (13)</b> <ul style="list-style-type: none"> <li>- Clean-Up site for repurpose (6)</li> <li>- Inform the public about implications of future uses, if poses potential harm to residents (2)</li> <li>- Concern about environmentally related health issues at site (2)</li> <li>- Restore wetlands to help with water/soil contamination (2)</li> <li>- No nuclear development at the site</li> </ul> </li> </ul>
	<ul style="list-style-type: none"> <li>• <b>Improve Quality of Life (11)</b> <ul style="list-style-type: none"> <li>- Site will impact a decrease in crime, increase in affordable housing, diversity of residents, and increase the number of cultural activities in communities</li> </ul> </li> </ul>
	<ul style="list-style-type: none"> <li>• <b>Workforce Training (7)</b> <ul style="list-style-type: none"> <li>- Training center on site (3)</li> <li>- Nuclear training center for all skillsets, including professional occupations (2)</li> <li>- Job training programs will be available for growing industries</li> <li>- Financial job training programs</li> </ul> </li> </ul>
Individual Ideas	• Facility holds integral position in future of the region (2)
	• Historic preservation (2)
	• Nuclear spent fuel storage (2)
	• Metal recycling plant to reduce cost of shipping waste out of state (2)
	• All D&D corporations give back to community
	• Local community leaders support future use of the site
	• Atomic age museum on part of the site
	• Recreation areas
	• Become tourist attraction along Ancient Ohio Trail
	• Office buildings on site can be made available to Native American tribes, non-profits, and Appalachian cultural groups
	• Community partner with DOE on future projects
	• Local community market the site's assets for industrial repurpose
	• Regional recycling center
	• No park or nature preserve
	• Eastern green be joined with Wayne National Forest

It is clear from the dominant ideas that emerged from the kickoff events that participants believe jobs associated with the site and industrial reuse are important ways in which the site could affect the long term vision for the region.

### ***Visioning Teams-Refining the Vision***

The visioning teams used the ideas generated from the kickoff meetings as well as numerous additional sources to begin drafting site future use scenarios. After the first visioning team meetings, 68 possible future use scenarios emerged. The purpose of the second meetings were to start with the 68 scenarios and filter them to the ones that should be forwarded to the advisory group, the result was 19 scenarios that moved forward from the visioning teams. A complete listing of these scenarios is found in Appendix 12 and they are summarized in Table 4.8.

The visioning teams were provided with a tool to rate each of the scenarios on the basis of the following factors:

- **Environmental Conditions-** Rate the option based on what we know about the current contamination at the site and/or the level of cleanup that is possible. This includes both natural and built or human-influenced environmental conditions
- **Lease Commitments/Compatibility-** Rate the option based on what we know about the current lease commitments on the site, such as DUF-6. Is the option compatible with other uses of the site that are likely based on current lease conditions?
- **Community Support for the Option-** Would the local residents support this type of reuse of the site?
- **Economic/Market Conditions-** Would this reuse option make sense based on what we know about current market conditions and future economic trends? Would there be a market for the product/service/activity?
- **Cost Considerations-** Is it reasonable to think that the reuse option could be funded and completed within an acceptable timeframe? Costs may include the building of required new facilities, including utilities, if they are presently considered inadequate for the proposed option.
- **Job Creation-** The necessity for the site reuse to create many good-paying jobs with benefits has been a dominant issue voiced by the majority of the residents of the 4 counties we have spoken with, surveyed, and invited to meetings so far.
- **Overall Feasibility-** Does the idea make good “horse sense”? Is it doable? Is it doable within an acceptable timeframe? Is it compatible with site infrastructure?
- **Public Health/Environmental Impact-**current and future impacts to nature and humans.

**Table 4.8. Draft Scenarios from Visioning Teams**

<b>Visioning Team</b>	<b>Scenario Name</b>	<b>Future Uses</b>
<b>SCIOTO</b>	<b>Nuclear – Single Use</b>	Nuclear Power
	<b>Comprehensive Industrial Energy Use</b>	Industrial Park Energy Park – Nuclear Recycling Solar Panel Production Teaching/Educational Benefits (topic: batteries)
	<b>Alternative Energy Park</b>	Nuclear Solar/Wind Alternative Energy
<b>JACKSON</b>	<b>Energy Park</b>	Energy Production (non-specific) Research & Development – Energy Manufacturing (non-specific) Supplier City Concept – Warehousing and Distribution Center Transportation Hub (air, rail and truck) Wildlife Buffer Aquaculture Tourism Green Technology Education (K-16)
	<b>Green Energy Production</b>	Green Energy Production (wind, solar, new technologies) Research & Development – Energy Manufacturing – Components Green Technology Education (K-16) Wildlife Buffer Aquaculture Switchgrass Renewable Harvest of Resources Supplier City – Warehousing Transportation Hub Tourism/Education Center
	<b>Cutting-Edge Energy Sources</b>	Research & Development – DOE-determined Energy Production Transportation Hub Green Technology Education Manufacturing Warehousing/Distribution Wildlife Buffer Aquaculture Education/Tourism Center
	<b>Recovery Steel Plant</b>	Plant to Recover Contaminated Steel (metal recycling)

PIKE	<b>Energy Park</b>	<p>Research &amp; Development (alt energy, biomass sustainability, wood-land utilization and development, recycling)</p> <p>Manufacturing (wind turbines, solar panels, batteries, recycling)</p> <p>Generation (wind, solar, nuclear)</p> <p>Consumer Products (home energy: wind, solar, and electrical vehicles)</p>
	<b>U.S. Strategic Metal Revitalization Complex</b>	<p>Manufacturing – Processing</p> <ul style="list-style-type: none"> <li>• Metal revitalization from nuclear sites.</li> <li>• Process to reuse for long-term storage.</li> </ul> <p>Research and Development – lab for processes related to metal handling (melting/smelter)</p>
	<b>Multi-Use</b>	<p>Research and Development – Federal Renewable Energy</p> <p>Manufacturing – Privately-Leased Energy &amp; Technology</p> <p>Earthwork Restoration</p> <p>Forested Areas</p> <p>Educational &amp; Non-Profit Office Space</p> <p>Mixed-Use – Small-Scale Industry and Research Park (energy, biomass, sustainable industry)</p> <p>Green Space – Recreation</p> <p>Industrial/Nature/Center/Recreational Park (IRN Park) including Visitors Center</p> <p>Southern Ohio Educational Enrichment Center (SOEEC) (Museum &amp; cultural center and training)</p>
	<b>Multi-Use-Industry Greenbelt</b>	<p>Heavy Industry</p> <ul style="list-style-type: none"> <li>• Post-consumer recycle</li> <li>• Solar cell &amp; panel manufacture</li> <li>• Insulation manufacture</li> <li>• Wind turbine manufacturing</li> </ul> <p>Multiple Museum/Nature Park</p> <p>Small Industry</p>
	<b>“Multi-Use” and “Southern Ohio Educational Center” combined</b>	<p>Research &amp; Development – Federal Renewable Energy</p> <p>Manufacturing – Privately-Leased Energy &amp; Technology</p> <p>Earthwork Restoration</p> <p>Forested Areas</p> <p>Educational &amp; Non-Profit Office Space</p> <p>Mixed-Use – Small-Scale Industry and Research Park (energy, biomass, sustainable industry)</p> <p>Green Space – Recreation</p> <p>Industrial/Nature/Center/Recreational Park (IRN Park) including Visitors Center</p> <p>Southern Ohio Educational Enrichment Center (SOEEC) Center (Museum &amp; cultural center and training)</p>

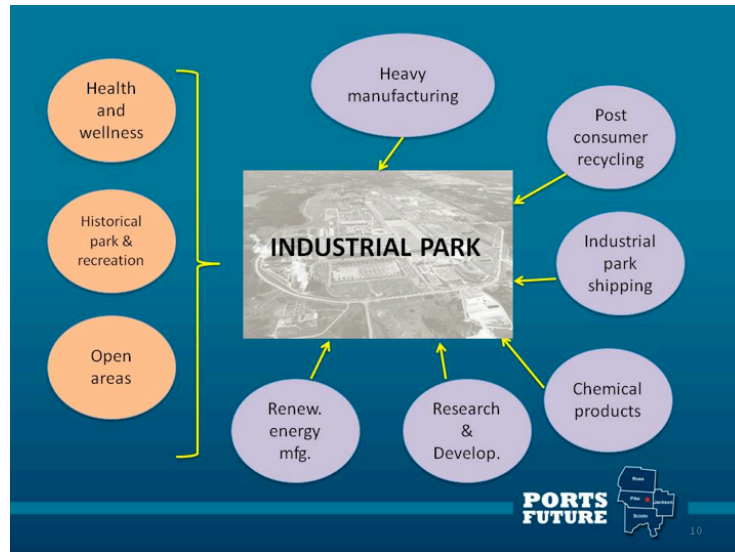
	<b>“Energy Park” and Unnamed Scenario Combined</b>	<p>Research &amp; Development (alt energy, biomass sustainability, wood-land improvement and utilization &amp; development, recycling, battery)</p> <p>Manufacturing (wind turbines, solar panels, batteries, recycling)</p> <p>Generation (wind, solar, nuclear)</p> <p>Consumer Products (home energy: wind, solar, and electrical vehicles)</p> <p>Steel Recycling (including contaminated steel from site)</p> <p>Clean Up Site</p>
	<b>Sargents Station Revitalization Site</b>	<p>Research &amp; Development – Federal Renewable Energy</p> <p>Manufacturing – Privately-Leased Energy &amp; Technology</p> <p>Earthwork Restoration &amp; Eco-Tourism</p> <p>Forested Areas Appended to Wayne National Forest</p> <p>Educational and Non-profit Office Space</p>
<b>ROSS</b>	<b>Research &amp; Development</b>	<p>Research &amp; Development to Support National Labs</p> <p>Research &amp; Development – Mixed-Use</p> <p>Energy Research</p> <p>R&amp;D for Homeland Security</p> <p>Industrial R&amp;D Park</p> <p>Research for Alternative Energy</p> <p>Research &amp; Development – Solar</p> <p>Research &amp; Development – Alternative Energy</p> <p>American Centrifuge Plant Support</p> <p>Supporting National Lab</p> <p>Health and Wellness Focus with a Multi-Use Complex</p> <p>Historical Park/Preservation/Recreation</p> <p>‘Green’ Areas for Future Development</p> <p>Recycle &amp; Reuse Materials and Buildings to the Greatest Extent</p> <p>Keep Money in Community</p>
	<b>Manufacturing (Strive for “Whole Supply Chain” possible local raw resources and value add component, vertical integration, OEM local supply chain)(Utilize existing infrastructure River, Rail, Road)</b>	<p>Smelter (short-term)</p> <p>Steel Forging for Turbines</p> <p>General Manufacturing</p> <p>Multi-Use (Industrial Manufacturing)</p> <p>Chemical Production</p> <p>Heavy and Light Manufacturing</p> <p>Pharmaceutical Manufacturing Plant</p> <p>Renewable Energy Manufacturer</p> <p>Solar Shingles</p> <p>Health and Wellness Focus with a Multi-Use Complex</p> <p>Historical Park/Preservation/Recreation</p> <p>‘Green’ Areas for Future Development</p> <p>Recycle &amp; Reuse Materials and Buildings to the Greatest Extent</p> <p>Keep Money in Community</p>

<b>Training/Education</b>	Substance Abuse/Treatment and Education Facility Military Training Displaced Worker Training Science, Technology, Engineering, Mathematics (STEM) School Homeland Security / Emergency Response Training Center Health and Wellness Focus with a Multi-Use Complex Historical Park/Preservation/Recreation 'Green' Areas for Future Development Recycle & Reuse Materials and Buildings to the Greatest Extent Keep Money in Community
<b>Energy Production</b>	Energy Production (Fossil and Base load) New Nuclear Power Plant Energy Production Nuclear Power Plant Energy Production Park Health and Wellness Focus with a Multi-Use Complex Historical Park/Preservation/Recreation 'Green' Areas for Future Development Recycle & Reuse Materials and Buildings to the Greatest Extent Keep Money in Community
<b>Warehousing &amp; Distribution</b>	Multi-Port Distribution Site Warehousing and Cargo Park Commercial Distribution and Storage Health and Wellness Focus with a Multi-Use Complex Historical Park/Preservation/Recreation 'Green' Areas for Future Development Recycle & Reuse Materials and Buildings Keep Money in Community

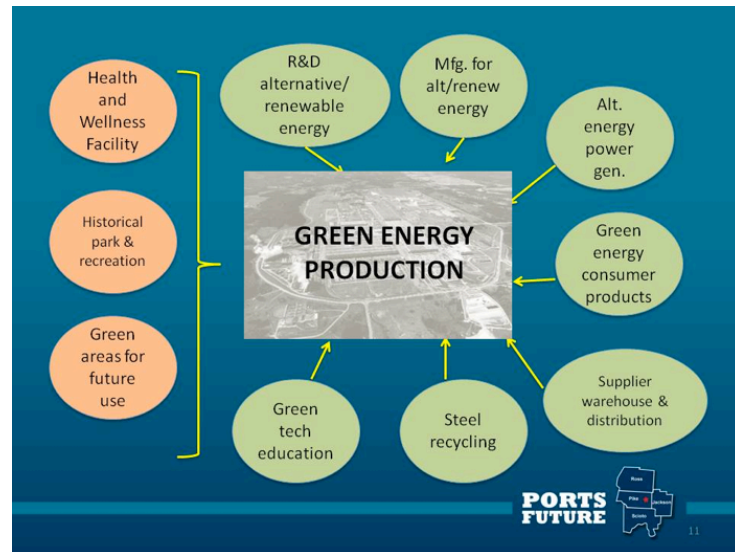
### ***Advisory Group—Drafting Scenarios***

The advisory group began their discussion with the 19 scenarios summarized in Table 4.8. They reviewed the scenarios and looked for opportunities to combine similar scenarios. It was notable that many of the scenarios were similar, even though they came from different visioning teams in four different counties. Ultimately, the advisory group settled on 9 scenarios that they believed represented the work of the visioning teams and addressed the public outreach data gathered prior to their meeting. The 9 scenarios are depicted in Figures 4.9 through 4.17. Note that the scenarios depicted in this report are not mutually exclusive; all or some components of one or more scenarios may coexist.

**Figure 4.9. Industrial Park Multi-Use Scenario**

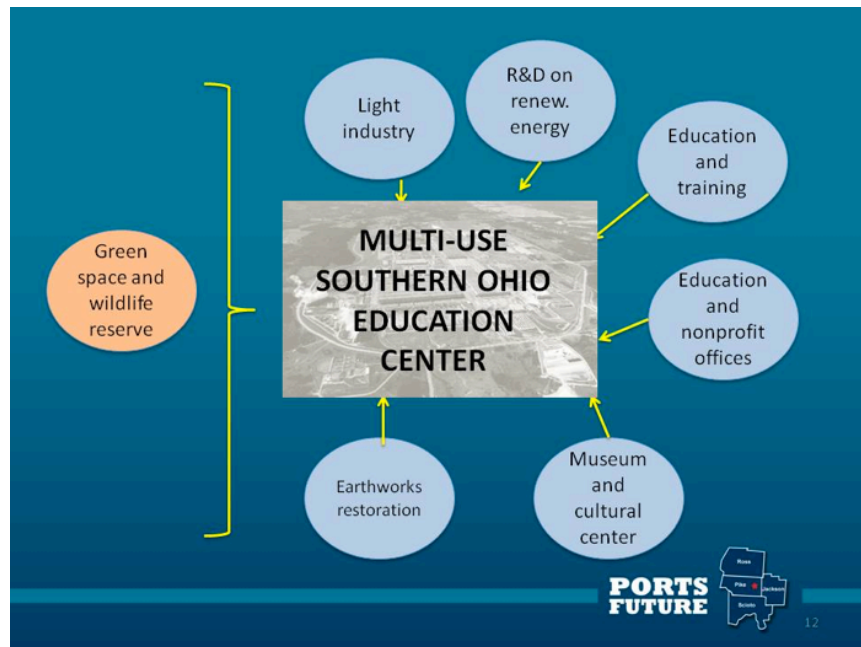


**Figure 4.10. Industrial Park Multi-Use Scenario**

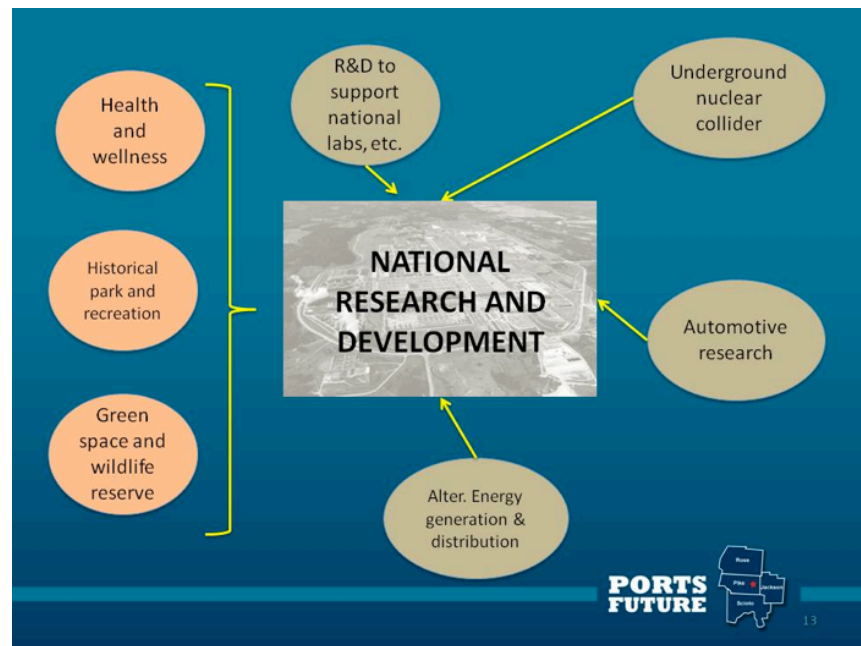




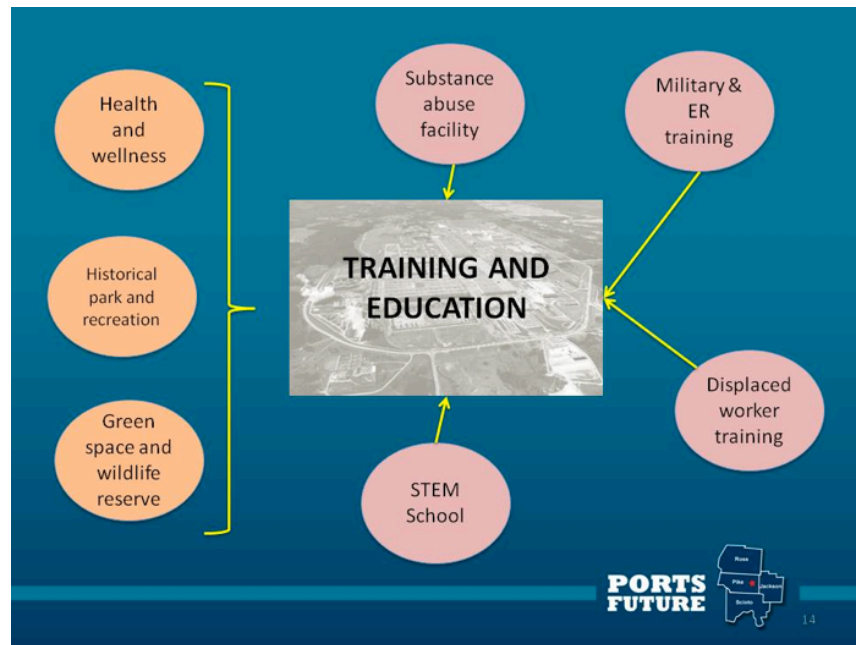
**Figure 4.11. Multi-Use Southern Ohio Education Center Scenario**



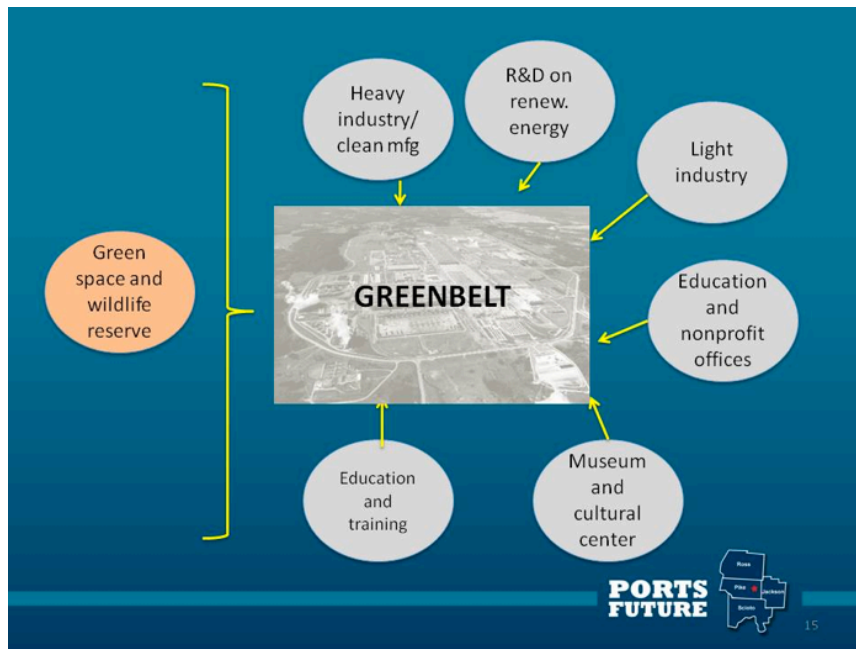
**Figure 4.12. National Research and Development Scenario**



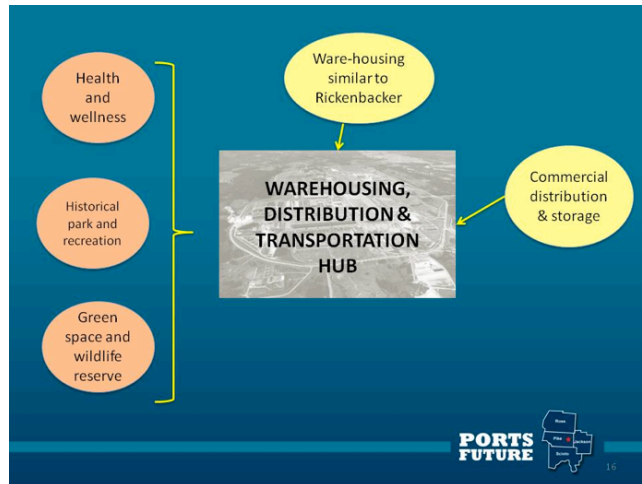
**Figure 4.13. Training and Education Scenario**



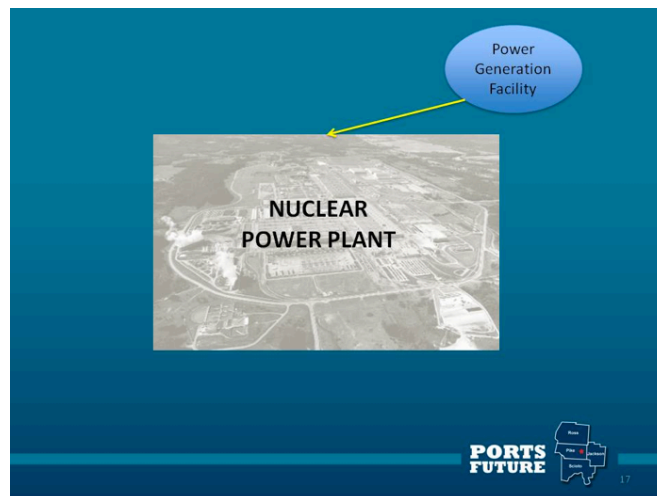
**Figure 4.14. Greenbelt Scenario**



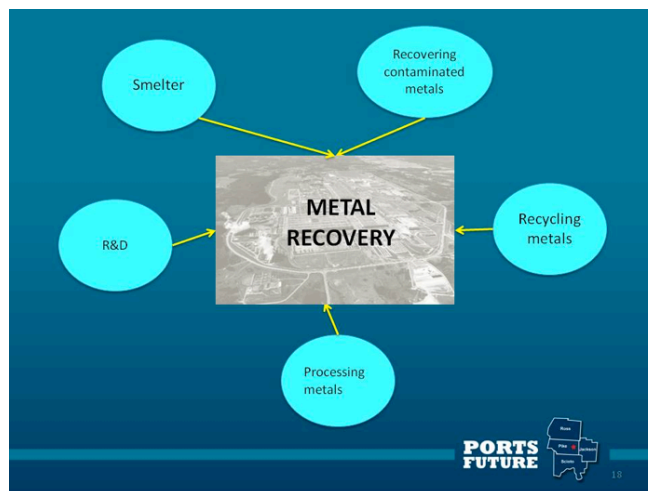
**Figure 4.14. Warehousing, Distribution and Transportation Hub**



**Figure 4.15. Nuclear Power Plant**



**Figure 4.16. Metal Recovery Plant**



For each scenario, the advisory group developed specific descriptions and rationale for why the scenario would work at the site and this detailed information can be found in Appendix 13. In addition, the advisory group rated these 9 scenarios using the factors discussed above (i.e environmental conditions, overall feasibility, etc.) and the result was a ranked list of scenarios from the most preferred to the least preferred as follows:

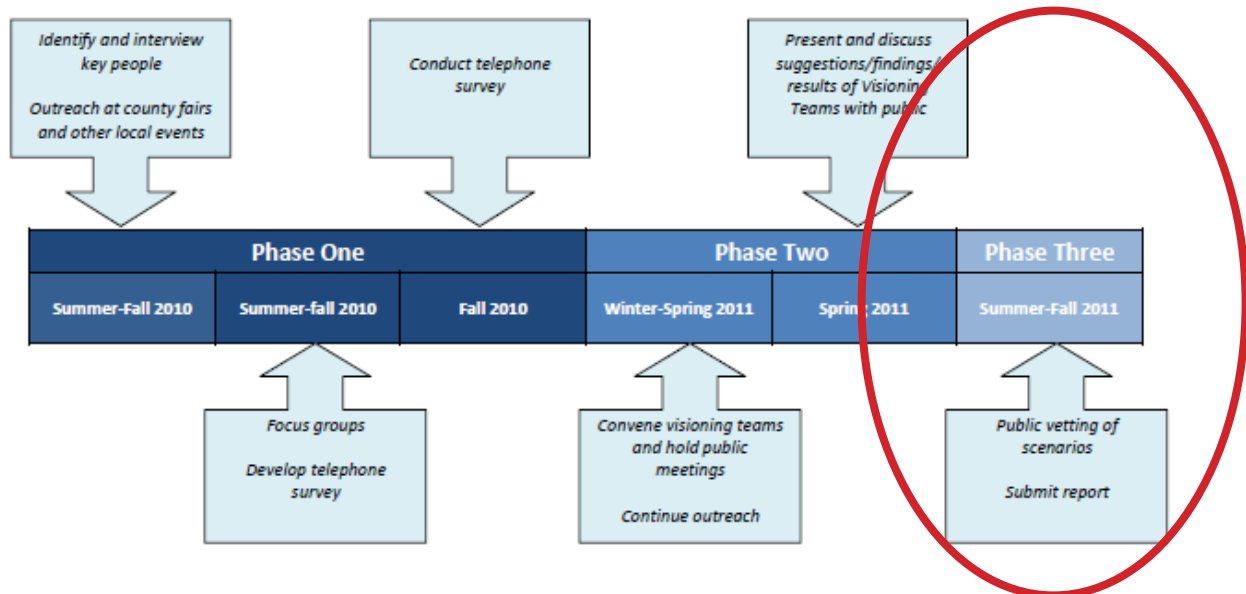
1. Industrial Park
2. Green Energy Production
3. Multi-Use Southern Ohio Education Center
4. National Research and Development
5. Training and Education
6. Greenbelt
7. Warehousing and Transportation Hub
8. Nuclear Power Plant
9. Metals Recovery

These 9 scenarios will be the basis for the third phase of the project which includes public voting on the scenarios so that ultimately, the most publicly-preferred alternative for the site will emerge.

## **SUMMARY OF PHASE TWO**

- The majority of the scenarios:
  - Are multi-use
  - Include preserving the historical significance of the site
  - Include using the environmental assets on the site for recreation or other activities
  - Include ideas for renewable energy activities
- Only one scenario – the nuclear power plant -- was specified as a single use option.
- Other common uses emerge with each theme:
  - Education and training
  - Research and development
  - Light and/or heavy manufacturing
  - Health and wellness

## CHAPTER 5 PHASE 3



The goal of Phase Three was to gather public preference related to the draft scenarios that were developed during the visioning phase of the project. Both in the telephone survey of 2010 and at subsequent public outreach meetings job-growth in Jackson, Pike, Ross, and Scioto counties appeared to lead the list of community members' pressing concerns. It thus became readily apparent that providing scientific estimates of the jobs, labor income, and value-added likely to be generated under each draft scenario would provide the public with some meaningful basis for comparing alternative draft scenarios. These economic impact estimates were calculated under a separate task funded by the U.S. Department of Energy and are described below.<sup>8</sup>

### ECONOMIC ANALYSIS

To conduct the economic impact analysis the research team first quantified the scenarios by translating the broad descriptions of each scenario into sets of concrete numbers. This was accomplished via extensive research examining data from various publically available sources such as the U.S. Department of Energy, the U.S. Census Bureau, and others. In addition, relevant information from various research institutions, trade publications, and private

<sup>8</sup> Details of the economic analysis conducted for all scenarios can be found in Appendices 14.1 and 14.2.

companies was folded into the analysis as deemed necessary. This multi-pronged approach provided a better understanding of industry trends and standards as well as common industry practices, requirements, and regulations.

The economic impact analysis was conducted via an economic assessment model called IMPLAN<sup>9</sup>. IMPLAN is widely used by many of government agencies, colleges and universities, non-profit organizations, private companies, and business development and community planning organizations to model any economic impact. IMPLAN is a highly customizable tool, which can be used to examine impact at local, regional and state level. For our analysis, we constructed a regional economic model, which consisted of four counties: Jackson, Pike, Ross and Scioto.

Generally, economic impact analysis is based on a ripple effect, which refers to the idea that a change in one industry/activity will lead to a change in the overall economy. For example: An automotive design company in Pike County spends \$1 million to open its offices. This money does not disappear; instead it becomes wages to employees, revenue to suppliers etc. As a result the workers will have higher disposable income. They will purchase clothes for their families at the local clothing store, generating income for the clothing store's owner. The owner saves some of this money and spends the rest, thereby providing income for another local resident. This local resident saves part of this income and spends the rest, which becomes income for a fourth person, and so forth. The sum of these effects is the total income generated in the local economy by the automotive design company. Employment functions in much the same manner, and hence employment in one industry results in additional employment in the remainder of the local economy.

To estimate the total impact of each alternative, the previously quantified scenario inputs were entered in the model and analyzed. The model estimated indirect and induced effects, which were added to initial direct inputs to get the cumulative or total impact. The total impact of a scenario thus consists of (a) direct, (b) indirect, and (c) induced effects. Direct effects refer to initial and therefore direct changes. As mentioned before, the direct effects represent initial scenarios inputs, which were based on the research conducted by the research team. Indirect

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<sup>9</sup> IMPLAN is a self-contained modeling package that includes data needed for modeling economic impacts. IMPLAN creates a model of the existing local economy and thereafter computes economic impacts stemming from a specific change in the economy. The modeling software is developed by MIG, Inc. ([www.implan.com](http://www.implan.com)).

effects refer to the impact stemming from local industries buying goods and services from other local industries. Finally, induced effects represent economic benefits when workers use their newfound income to purchase further goods and services.

Scenarios depicted in this report are not meant to be mutually exclusive; all or some components of one or more scenarios may coexist. It also is important to realize that the results of the economic impact analysis should not be used as the sole basis to evaluate the desirability of a given scenario. It should be remembered that the purpose of this report is an attempt to quantify each scenario and demonstrate how they produce larger ripple impacts on the local economy through the indirect and the induced effects. Two important constraints of the modeling include:

- IMPLAN analysis does not consider costs, efficiency, probability, or feasibility of the proposed activities. In order to include these variables, a complete cost-benefit analysis would need to be undertaken, which is beyond the scope of this project.
- Further, the IMPLAN modeling team used their best judgment and available information when quantifying each scenario. However, reasonable individuals could disagree about the allocation of each specific activity that contributes towards building a particular scenario. As the scale of activities varies, so will the total impacts. This limitation is rather typical of IMPLAN modeling and something readers should bear in mind when reviewing the estimates reported below (see Table 5.1).

Table 5.1 summarizes the results of the economic modeling and suggests that there is a range of possible employment and economic impacts with the scenarios.

The preceding economic information was combined with descriptions of the scenarios and prepared for public voting which took place at county fairs and other events. Email blasts and media marketing were completed to invite people to vote online. The summaries that were prepared for public voting are located in Appendix 15.

**Table 5.1. Summary Results of Economic Analysis**

Scenario	Annual Estimates for total employment effect (# jobs)	Annual Estimates for labor income (\$)	Annual Estimates for value-added (\$)
National research and development	2,055	89,669,280	118,608,985
Green energy production	1,438	71,143,413	148,916,427
Industrial park	1,275	65,711,809	142,147,020
Greenbelt	1,195	50,747,899	68,694,663
Metals recovery	1,023	45,201,431	60,015,660
Nuclear power plant (single use)	840	51,580,766	145,560,592
Warehousing, distribution and transportation hub	771	33,298,446	49,609,691
Multi-use southern Ohio education center	362	13,323,153	18,587,448
Training and education	245	5,117,584	6,778,666

It is important to re-emphasize that the economic impacts discussed above were calculated strictly under the assumption that each scenario would operate as envisioned by the community. All construction costs were excluded from these calculations. As this public outreach report was being prepared for submission, stakeholders expressed an interest in seeing the economic impacts likely to flow from the construction of each scenario. These estimates were derived via IMPLAN and are detailed in Appendix 14.2.

## **MEDIA COVERAGE**

The overall goal of Phase Three was to gather public opinion from residents in the four counties about preferred scenarios for the future use of the site. As such, it was essential to promote the availability of public voting in as many ways as possible. To that end, a comprehensive media strategy was employed in an attempt to gather as many opinions as possible. The strategy included a billboard (Figure 5.1) which was located at a heavily traveled place on Route 32 in Pike County.



**Figure 5.1. Billboard to Promote Public Voting**



Multiple media channels were targeted to publicize the voting and the complete summary of the use of media, including speaking engagements is found in Table 5.2

The media impressions reported in Table 5.2 are estimates of the number of individuals who had the opportunity to see a story, poster, presentation, or other type of media used to promote the project. These estimates are based on subscription rates, attendance, and circulation figures. They could be either over- or under-estimates and may represent individuals obtaining information from multiple sources.

**Table 5.2. Summary Media Impressions**

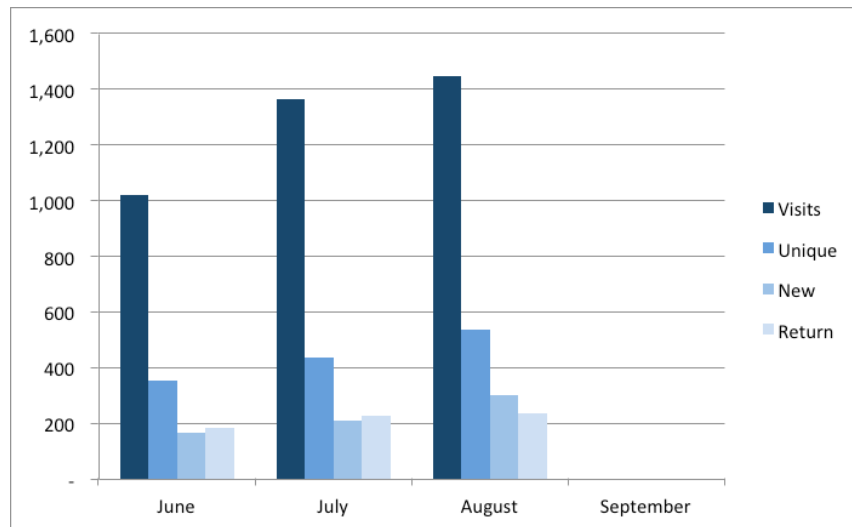
Medium	Phases 1 and 2		Phase 3	
	Number	Impressions	Number	Impressions
Advertising (paid coverage)	8	1,032,600	46	1,605,000
TV Interviews	1	25,000	0	
TV Interviews (on web)	1	20,000	0	
Radio Interviews	3	47,000	0	
Radio Interviews (on web)	5	62,100	0	
Newspaper articles	14	793,900	1	13,000
Press Releases Outlets	37		37	49,500
Stakeholder Newsletters	9	78,515	8	3,655
E-Mail Blasts	4	338	13	41,015
Direct Mail		356		302
Community Calendar Postings	11		0	
Leave Behind Literature	9	12,335		1,000
Direct Phone Calls	136			13,102
Posters/Displays	26		0	
Speaking Engagements (including fairs)	51	219,235	10	48,561
Online Media		44,000	0	
Facebook Posts	31	2,491	TBD	
TOTALS		2,337,870		1,775,135

The media impressions reported in Table 5.2 are estimates of the number of individuals who had the opportunity to see a story, poster, presentation, or other type of media used to promote the project. These estimates are based on subscription rates, attendance, and circulation figures. They could be either over- or under-estimates and may represent individuals obtaining information from multiple sources.

### **THE PORTSFUTURE.COM WEBSITE**

The website became a very important public outreach tool during Phase Three because of the availability of online voting. Figure 5.2 depicts the total number of website visits during the months of June through September (still need this data). As this figure shows, the monthly visits have been increasing as have new visitors to the website.

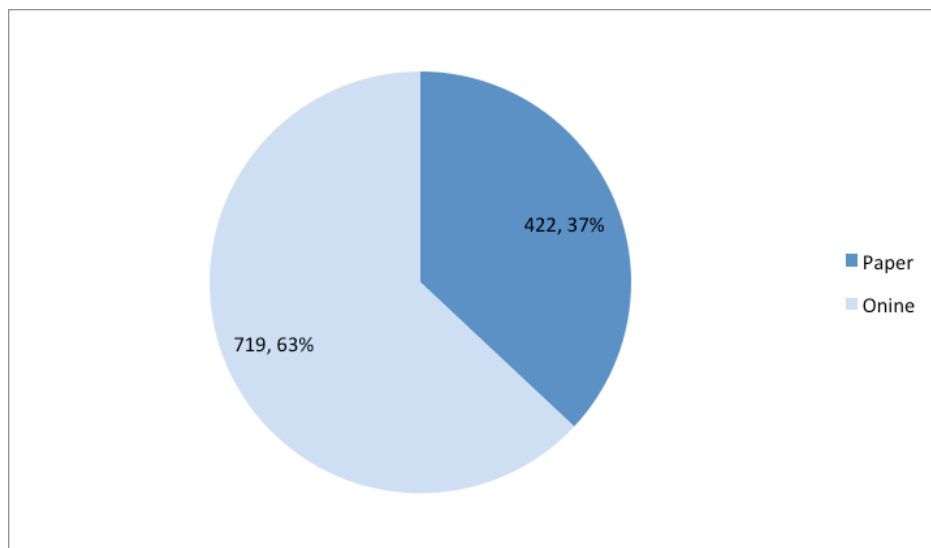
**Figure 5.2. Website Hits during Phase Three, 2011**



## **PUBLIC VOTING**

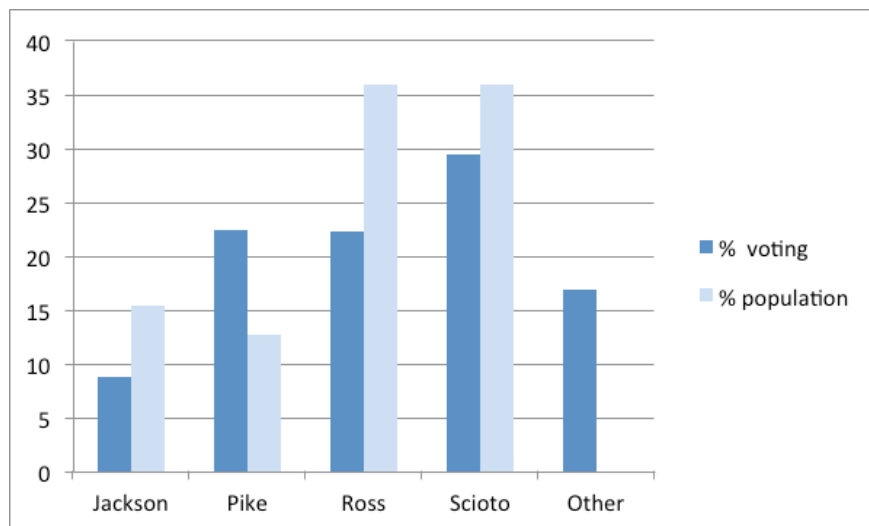
The economic analysis and media strategy laid the foundation for gathering public preference about the nine future use scenarios that were developed during Phase Two. The goal of public voting was to gather preferences from as many residents in the four counties as possible. As such, a two-pronged approach was taken: 1) in-person voting with ballots (see Appendix 16) and 2) online voting via the website. A total of 1,141 people voted on the scenarios and Figure 5.3 depicts the breakdown between paper ballots and online voting. Voting opened on July 15, 2011 and closed on September 30, 2011.

**Figure 5.3. Format for Public Voting on Scenarios**



While attempts were made to be as inclusive as possible in the public voting, there are limitations with the data that is presented below. Figure 5.4 shows the percent of votes in each of the counties, compared to the percent of the total population that the counties make up in the region. As this figure shows, residents of Pike County are over-represented in this sample, while residents of the other counties are under-represented.

**Figure 5.4. Voting by County Compared to Population**



### ***Ballot Voting***

Project representatives attended all four county fairs during the summer of 2011 to obtain preferences from members of the general public. The display at the fairs included a viewbook that depicted each scenario with an explanation of all activities each scenario encompassed, and the accompanying scenario-specific economic analysis. A simple paper ballot (Appendix 16) was created and people were asked to review the viewbook and select up to 3 scenarios they preferred for future use of the site. Respondents were not asked to rank-order their preferences.

Paper ballots were also distributed at 5 stakeholder venues:

1. Jackson County Economic Development Council meeting
2. USEC Retirees
3. Pike County Chamber of Commerce Lunch
4. Southern Ohio Diversification Initiative Meeting
5. OVRDC Quarterly Meeting

## **Online Voting**

The second approach to gathering public preferences about the future use scenarios was online voting. A survey was designed that enabled individuals to access the scenario descriptions and detailed economic data, and the survey was linked prominently to the home page of the project website (PORTSfuture.com). The online survey, which is found in Appendix 17, included a couple of additional questions that were not asked on the paper ballots; these questions asked respondents to indicate the importance of PORTS to the future of their community, and how they had learned about the PORTSfuture project.<sup>10</sup>

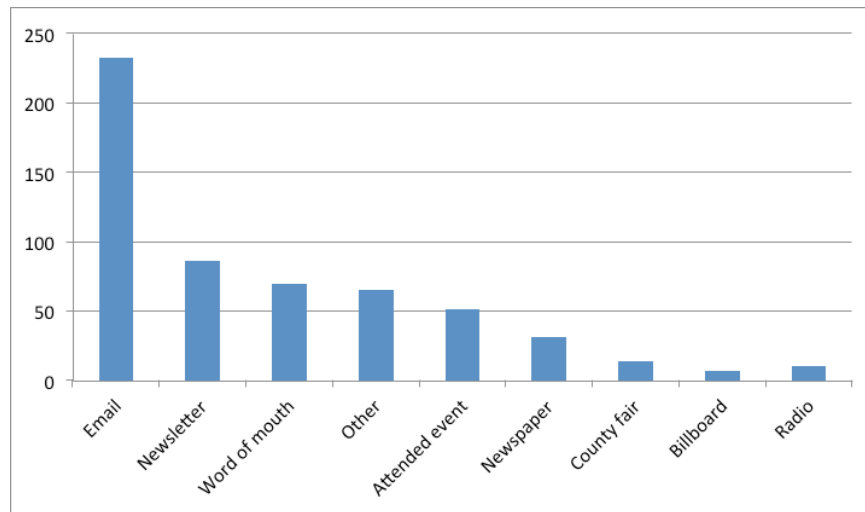
A total of 719 people voted online and 422 submitted paper ballots. However, it is important to note some of the limitations with the online voting. In order to ensure widespread participation but maintain anonymity we kept track of internet protocol (IP) addresses. In doing so we noted multiple responses originating from a single IP address. These multiple responses may not represent a single individual voting multiple times since it is quite possible that network security protocols employed by organizations lead to all outgoing internet traffic reflecting a single IP address. We cannot determine whether this is the case or not but regardless it does indicate that multiple votes are tied to one computer. In one instance, 207 votes came from one IP address and all of these votes are included in the final tally. Eliminating multiple responses originating from a single IP address does not alter the order in which the scenarios were preferred; there is no systematic bias in the responses.

As mentioned earlier, one of the questions asked in the online survey was how the person heard about PORTSfuture. Figure 5.5 breaks down the responses to this question and shows that the majority of people who voted online heard about the voting through an email.

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<sup>10</sup> Ballot size limitations led us to exclude both questions from the paper ballots.

**Figure 5.5. How Online Voters Heard about Project**



## SCENARIO PREFERENCES

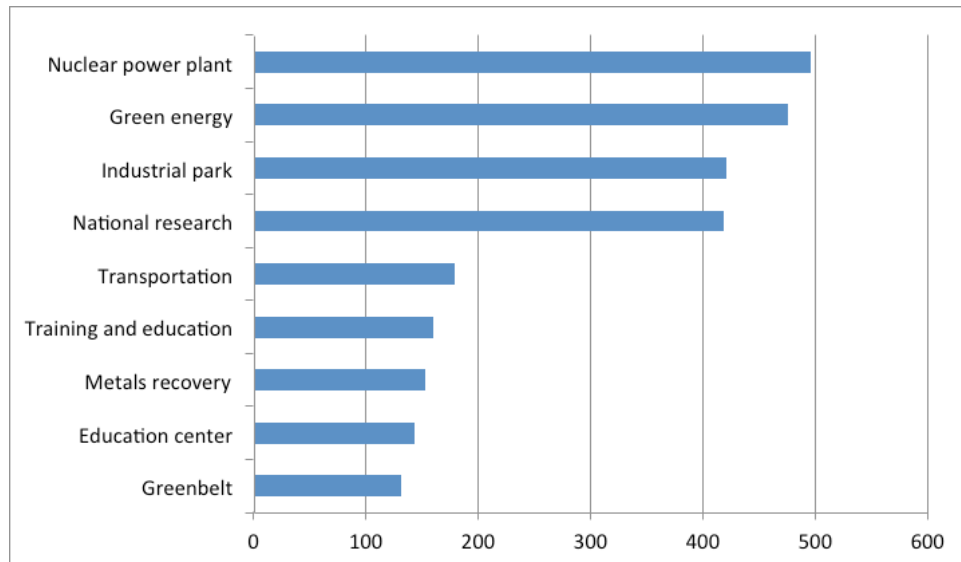
Prior to public voting, the advisory group that created the scenarios ranked the scenarios using several criteria (i.e. economic, environmental, feasibility, etc.), and Table 5.3 compares this ranking with the votes cast by the public (summarized in Figure 5.6). Again, it is important to bear in mind that while the advisory group ranked the nine future-use scenarios, the public was merely asked to indicate up to three preferred scenarios rather than rank-order the scenarios. This distinction notwithstanding, there are differences between the advisory group's ranking and the preferences expressed by the public in the voting process. In particular, the single use nuclear power plant scenario was ranked 8th by the group, but appeared to be the most preferred scenario amongst the voting public.

**Table 5.3 Comparison of Public Voting to Advisory Group Ranking**

Scenario	Public Preferences	Advisory Group Rank
Nuclear Power Plant	1	8
Green Energy Production	2	2
Industrial Park	3	1
National Research & Development	4	4
Warehousing, Distribution, and Transportation	5	7
Metals Recovery	6	9
Training and Education	7	5
Multi-Use Southern Ohio Education Center	8	3
Greenbelt	9	6

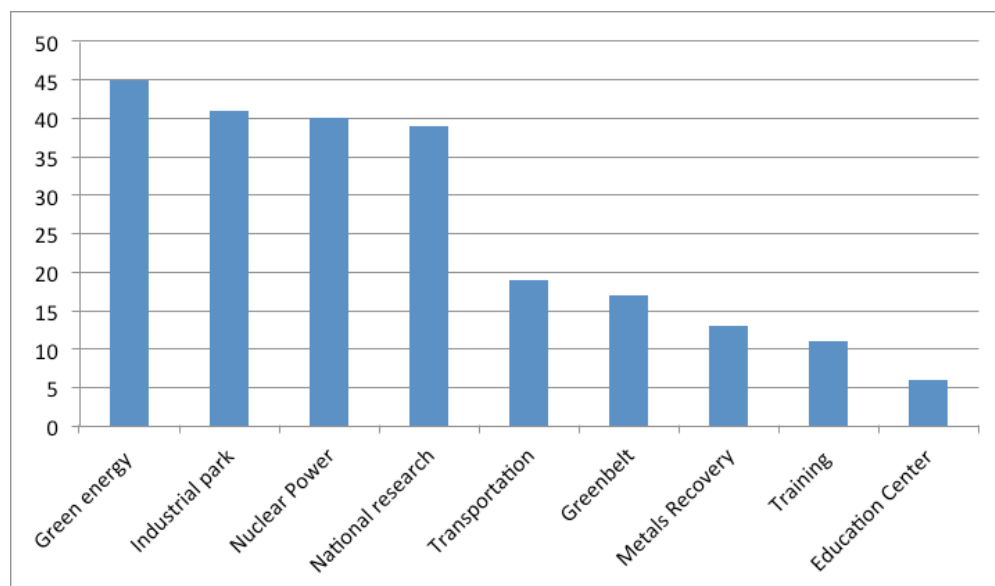
Figure 5.6 depicts the number of votes cast for each of the scenarios from both the paper and online ballots. Votes were recorded from 1,141 individuals and voters were asked to choose up to three of their most preferred scenarios. As Figure 5.6 shows, the single use nuclear power plant scenario received the most overall votes.

**Figure 5.6. Outcome of Public Voting (n= 1,141)**

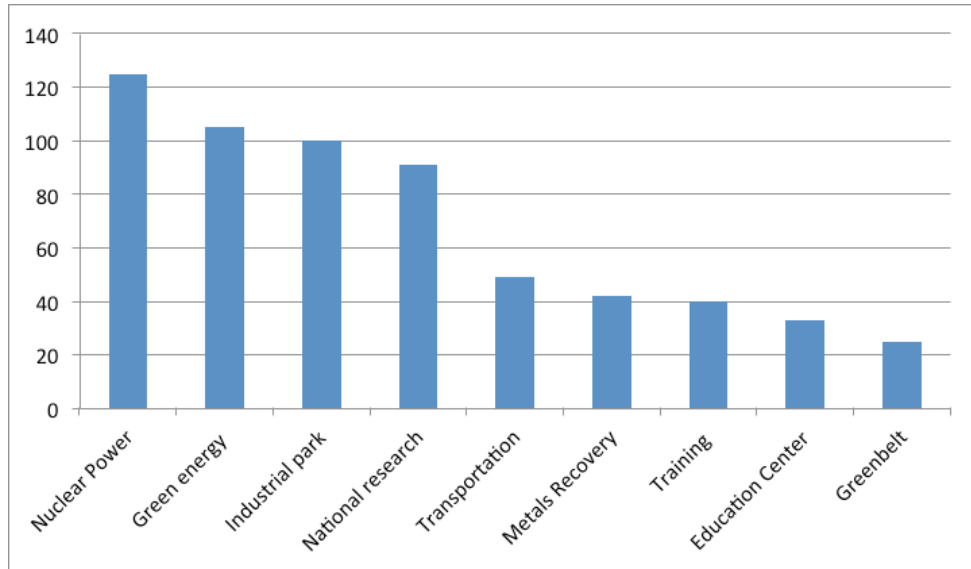


Preferences varied by county as well as those who live outside of the region. In terms of how voters in specific counties voted on the scenarios, Figures 5.7 through 5.10 break down the votes from residents in the 4 counties and residents outside of the region.

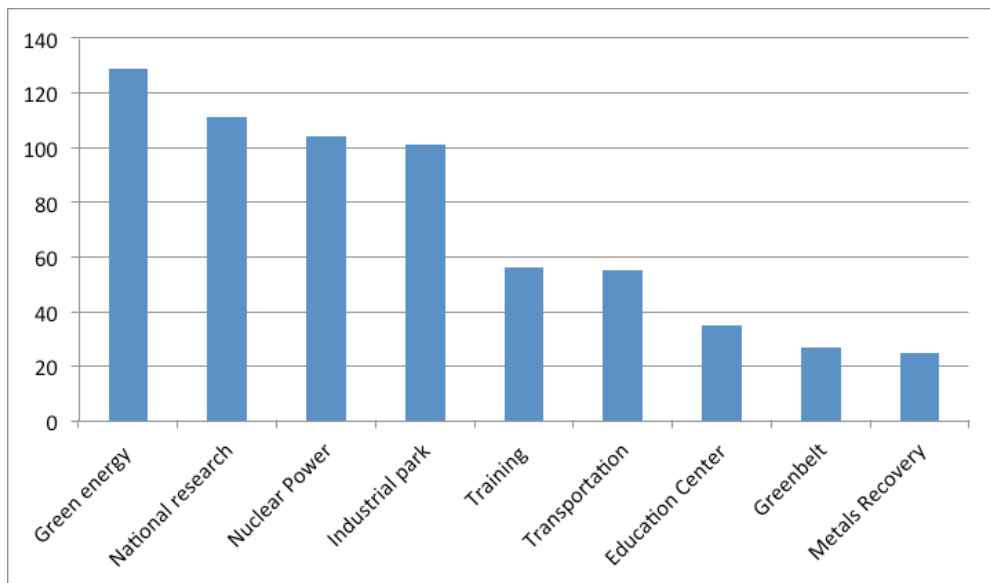
**Figure 5.7. Preferences in Jackson County Voters**



**Figure 5.8. Preferences in Pike County Voters**

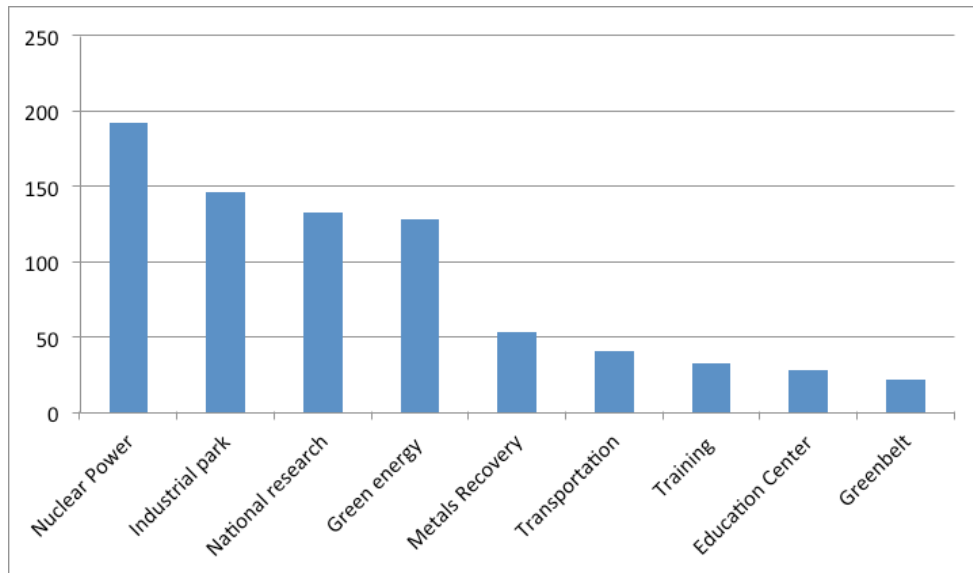


**Figure 5.9. Preferences in Ross County Voters**

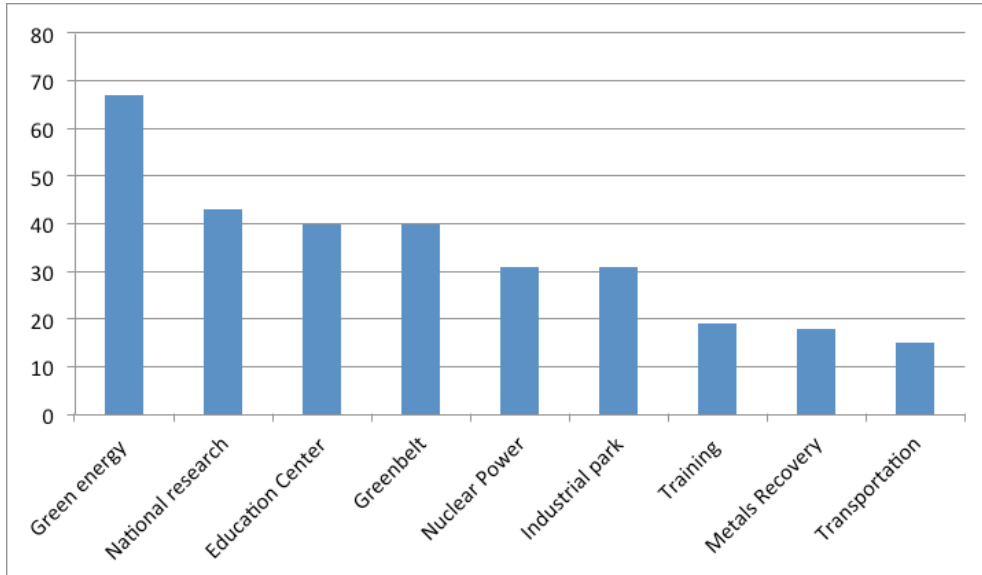




**Figure 5.10. Preferences in Scioto County Voters**



**Figure 5.11. Preferences in Voters Outside of the Region**



Even though there is some variation in the overall votes by county, the nuclear power and industrial park scenarios are represented in the top three in 3 out of 4 counties and in the votes

from those outside of the region. The green energy scenario and the national research and develop scenario are also supported by the votes from the public.

Developing the site for future uses as an educational or training center is not well supported by the votes, nor is using the site for metals recovery. The greenbelt scenario was also not as well supported as some of the other scenarios.

Referring back to Table 5.3 that compares the advisory group ranking with public preferences, the future use scenarios of the site that are most supported by those who live in the region are: 1) Industrial Park; 2) Nuclear Power; and 3) Green Energy.

One part of the online survey allowed respondents to provide comments related to the future of the site. The open-ended comments offered by the ballot/survey participants echo the theme heard throughout the course of the PORTSfuture project: Creating jobs for the region. The majority of the participants emphasized PORTS' historical contribution of providing well-paying jobs for the region and expressed a desire to see the site used in ways that promote lucrative employment opportunities for residents.

*"Because the area has been basically in a economic depression since the 70's it is paramount to bring good jobs to the area. By bringing viable jobs to the area it allows for the locals an economic independence so they can determine [their] futures without [waiting] for some one else to do so. That is what the area needs jobs as a means for economic independence for self-determination."*

Many comments addressed PORTS' nuclear history and the resulting presence of a workforce skilled and trained to work in the nuclear industry as shovel-ready assets that should be leveraged.

*The Nuclear Safety culture is well established in this region. Generations of employees at the PORTS site have worked safely and successfully to provide themselves, their families and local businesses with incomes that would not have otherwise been possib[l]e were it not for this site. Nuclear Safety is in our DNA, and the vast majority of our neighbors are aware of this and comfortable with our presence. Any scenario that takes advantage of the established culture in this area will be successful.*

Several respondents were, however, opposed to the site being repurposed for nuclear activity. These individuals expressed concerns about PORTS becoming a toxic waste site, accidents such as the recent Fukushima crisis, and about the need to move beyond nuclear energy. Nuclear power can't be a major segment of our energy in the future until we solve the WASTE problem. Creating more nuclear WASTE, without having a SAFE way to dispose of it or a way to recycle it into something without environmental damage, is not WISE. Using this area for some other type of project to create jobs is the best solution.

A few also expressed concerns about the viability of several scenarios. For example, some were skeptical about the industrial park scenario, wondering why employers would move to PORTS when there are competing industrial parks around the country. For another, several respondents liked the "green energy" option but a few wondered if and how this would be a commercially viable option.

*In addition to selecting preferences on the basis of how much value a scenario [could] potentially add to the community, it is important to consider the probability of success associated with each. While the "green" alternatives are attractive, many of [the] associated efforts have not yet reached economic viability. This necessitates government subsidy of efforts which introduces uncertainty, especially given the current financial-related problems of the U.S. Government. The selected re-use option should [have] economic viability and sustainability without significant government involvement.*