

## CITY COUNCIL WORK SESSION AGENDA

JUNE 27, 2011

### 7:00 P. M. - Call to order in the Multipurpose Room of the Central Services Complex

- I. Briefing and discussion with Mr. Paul Golan, Acting Manager, U.S. Department of Energy, to review City questions and concerns on proposed DOE-Oak Ridge reorganization plans. City Council may discuss and review any future directions to the City Manager for follow-up.
- II. Overview and briefing to the City Council by Cockrill Design Inc. of Knoxville on the space needs and design concepts for an expansion of the City of Oak Ridge Library. This report is provided per June 30, 2011 contract deadline and shall provide various options for expansion.
- III. Review and discussion on conveyance of priorities and goals for City boards and commissions (see attached March 28, 2011 memo).
  - A. Review of suggested goals
  - B. Review of overriding strategies for City boards
- IV. Review of Upcoming Agenda
  - A. Approval of Oak Ridge Convention and Visitors Bureau contract
- V. EPA Administrative Order Update
  - A. Progress on smoke testing
  - B. Reports submitted to EPA
  - C. Financial summaries
- VI. Preparation, discussion, and scheduling of strategic planning retreat by City Council (see attached summary of Council topics)
  - A. Date and location
  - B. Facilitator
  - C. Topics to cover
  - D. Preparatory information needed prior to retreat
- VII. Actions, updates, and discussion on "Not in Our Town" campaign
  - A. Development of volunteer programs/Neighborhood Watch expansion
  - B. Startup of "Not in Our Town" cleanup container program
  - C. Review of the Code Enforcement structure
  - D. Top 10 list of blighted housing in Oak Ridge
  - E. Inspection program
- VIII. Future agendas and City Council requests
  - A. Development of discussion for clarifying roles of Mayor and City Council (Anne Garcia Garland)
  - B. Discussion and use of email and social media in compliance with Tennessee Open Meetings Law (Tom Beehan)
  - C. Development of common message in media themes (Mark S. Watson)
- XI. Updates
  - A. Arrival of new Police Chief
  - B. Summary of the WIPP visit
  - C. PlanET Program meeting
  - D. TDOT Notification on In-kind Match
- X. Adjournment



June 16, 2011

Mr. Paul Golan  
Acting Manager  
U.S. Department of Energy  
Oak Ridge Office  
P.O. Box 2001  
Oak Ridge, TN 37831

Dear Mr. Golan:

**Possible Reorganization of the Department of Energy's Oak Ridge Office**

I was sorry to hear of your emergency situation and hope that your son is doing better. I know the City Council was very understanding, but would still like to conduct the briefing at your earliest convenience. Given the uncertainty regarding our schedules, I thought it would be appropriate to communicate some immediate concerns in writing regarding the Oak Ridge Office's authorities and responsibilities.

As a public sector manager for 32 years, I certainly appreciate the need to continually look at operational efficiencies, particularly in today's budgetary cutback environment. With that said, the City of Oak Ridge has developed a very successful intergovernmental partnership with DOE, and any major decision structure changes in DOE operations are almost certain to impact our City operations, and, in turn, our community. Several issues of particular concern to me as City Manager are:

1. Decentralization of Authority. The City of Oak Ridge has several contractual agreements with DOE to provide municipal services in a number of areas. These include public safety and emergency response services—such as police and fire—as well as provision of utilities (electrical, water and sewer) to all three sites. For example, the City's water treatment and potable water distribution system supports all DOE facilities in Oak Ridge, including fire pressure standards at Y-12, and, in some cases, supports DOE's compliance with NPDES environmental permits.

Responsiveness on a daily basis from a large scale organization like DOE can greatly influence both DOE's and the City's financial and staffing abilities to provide these needed services, and, in some cases, DOE's ability to comply with federal and state laws and regulations. I cannot overemphasize how important localized decision making is to ensure continuous reliability in the delivery of municipal services. The contractual financing for these services must, in turn, be reliable and financially responsible as reviewed by those "on the ground."

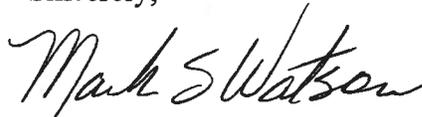
In addition, the City, Anderson and Roane Counties, the State, and DOE have worked for many years to reach agreements which decentralize authority for decisions regarding payments-in-lieu-taxes (PILT). The City and counties rely on PILT to help fund local government operations, including the school systems. Recentralizing that authority can cause unnecessary delays in the normal functioning of local government and assurance that financing decisions conform to state mandated tax appraisals and local tax cycles.

2. Property Transfer. The transfer of real property is vital to the growth and economic diversification of Oak Ridge. For more than a decade, the City has supported the transfer of property to CROET for the redevelopment of the East Tennessee Technology Park, and ultimate conveyance to private sector usage. Significant investments by the City, DOE, and CROET in utility infrastructure and buildings have led to a successful model that other DOE communities seek to emulate. Much of Oak Ridge's success is attributed to a "bottoms up" approach where key local stakeholders have worked through many of the complex challenges at the site level. A move to consolidate this authority in Washington could splinter this effective partnership and dramatically slow this conversion process. Will we be able to continue handling such matters locally?
3. Communication and Coordination. Three distinct missions of the DOE/NNSA sites in Oak Ridge require a strong leader who can communicate, integrate, and direct programmatic direction and policy across the programs. From a local government standpoint, having a single point of contact in the Oak Ridge Office has worked extremely well, especially in emergency situations.
4. Identification and Reinvestment of Cost Savings. As you have noted previously, it is important to reinvest cost savings into the missions supported by the Oak Ridge Office. The community has been very concerned, for example, about the long-term decline in funding for Oak Ridge's Environmental Management program. The Oak Ridge Reservation is one of the few DOE sites that is included as part of a City and its populous. Oak Ridge has waited decades for final resolution to environmental matters, and investing potential savings into actual cleanup is a step that I believe would have broad support. I am pleased to explore additional service delivery opportunities with the DOE that could result in such cost savings.
5. Employment and Organizational Impacts Associated with Reorganization. There are a number of additional questions that members of City Council have raised. In preparation for a next briefing, the following questions might be reviewed:
  - What is the function of the DOE Oak Ridge Office in the overall DOE organization? Where within the DOE organization are various authorities and management responsibilities related to management of DOE's Oak Ridge activities?
  - How has the overall division of responsibilities (e.g., between programs, between field vs. headquarters organizations, and among field organizations) evolved within the Oak Ridge DOE over the last 10 years?

- How is the Oak Ridge Office currently organized and what are its main reporting relationships? What is the relationship between the Oak Ridge Office, Oak Ridge Associated Universities (ORAU), and the DOE Office of Scientific and Technical Information (OSTI)?
- When was the last major reorganization within the Oak Ridge Office? What is instigating the need for major changes at this time?
- How many direct federal employees are assigned to the DOE Oak Ridge Office, the ORNL Site Office, NNSA's office in Oak Ridge, OSTI, ORAU, and other local offices, and how many support service contractor personnel are currently working for each of these organizations? If no reductions in federal staff will occur, does that mean a reduction in positions for the DOE contractors?
- How is funding allocated/provided for the administrative and management work done by the Oak Ridge Office, the ORNL Site Office, and any other organizations contained within or reporting to ORO? (For example, what fraction is directly allocated under the federal budget and what fraction is derived from "taxes" on the programmatic budgets for the work performed by the various organizations for which the office is responsible?)
- Will any of the current Oak Ridge Office services be moved to other DOE sites or will DOE examine consolidation of services to Oak Ridge?
- How will the proposed reorganization impact small, minority and disadvantaged businesses?
- What is the proposed timeline for the initiation of any proposed changes?

In summary, I want you to know that the City of Oak Ridge strives to be an exceptional DOE "host" community. Direct and frequent communication with managers who live and work in Oak Ridge has been a huge factor in our mutual success. I want to continue that relationship with you as City Manager of Oak Ridge. I look forward to discussing these matters further and scheduling a Council briefing at your earliest convenience. Contact me at any time on my cell phone, (865) 806-0236, or my office, (865) 425-3550, should you have any need to discuss.

Sincerely,



Mark S. Watson  
City Manager



## Department of Energy

Oak Ridge Office  
P.O. Box 2001  
Oak Ridge, Tennessee 37831

RECEIVED  
2011 JUN 20 PM 8:06  
OFFICE OF THE CITY CLERK

June 17, 2011

The Honorable Tom Beehan  
Mayor, City of Oak Ridge  
P.O. Box 1  
Oak Ridge, Tennessee 37831

Dear Mayor Beehan:

Thank you for your support of the U.S. Department of Energy (DOE) and the complex missions on the Oak Ridge Reservation.

I would like to take this opportunity to share information with you that will be presented to the federal workforce of the DOE's Oak Ridge Office in the coming days. As you may know, the Oak Ridge Office's former manager, Gerald Boyd, retired in April. I was asked to serve as Acting Manager until a permanent replacement is selected. I anticipate my temporary assignment will last until September 30 of this year.

One of my responsibilities has been to evaluate ways in which the Oak Ridge Office can become more efficient in support of the President's drive to improve efficiency within the federal government. The Department has decided that a reorganization of the Oak Ridge Office will allow us to better focus on accomplishing the DOE's missions in Oak Ridge. The Oak Ridge Office will retain the responsibility for management of the Oak Ridge Reservation, Oak Ridge Reservation Emergency Management, and will remain DOE's representative to the Oak Ridge community at large. In addition, the Tennessee Department of Environment and Conservation will have direct contact with our office.

Within the next few days the federal workforce at the Oak Ridge Office will receive a communication from Dr. William Brinkman, the Director of DOE's Office of Science that explains the changes we are implementing. I have enclosed an advance copy of that communication for your information.

Please feel free to contact me at (865) 576-4444 if you have any questions.

Sincerely,

A handwritten signature in black ink, appearing to read "Paul M. Golan".

Paul M. Golan  
Acting Manager

Enclosure

June 20<sup>th</sup>, 2011

Colleagues,

On April 3<sup>rd</sup>, 2011, Paul Golan assumed the role of Acting Manager of the Oak Ridge Office overseeing all operations (with the exception of the National Nuclear Security Administration operations) on the Oak Ridge Reservation. With this detail, Paul was given the responsibility to review and evaluate how the Oak Ridge Office does business and how it can become a more efficient organization in order to maximize the effectiveness of the Department's mission in Oak Ridge. Four key themes have been identified that are essential in accomplishing the goal of improving efficiency within the Oak Ridge Office: (1) realign the organization to focus on and drive the mission, (2) stop doing things that are of low value to our customers, (3) reduce unnecessary administrative costs and (4) revitalize and incentivize the federal workforce.

Consistent with these themes, the Department has decided to reorganize the Oak Ridge Office to realign the organization and eliminate a layer of management; the Environmental Management, Science and Nuclear Energy program Assistant Managers will report directly to their Headquarters program offices and decision making will be pushed down in the organization to the lowest level consistent with good management practices. The Contracts and Finance Divisions will be recombined under the Oak Ridge Chief Financial Officer. The Oak Ridge Office will retain responsibility for the Integrated Support Center (Oak Ridge Office), the Oak Ridge Reservation and will continue to be the Department's representative to the community. I want to clearly state that both the Secretary and I strongly support this initiative.

Bill Brinkman, Director  
Office of Science

June 22, 2011

To: John Houtari, Bob Fowler, Stan Mitchell

The following comments are made relative to the email from the DOE Office of Science Director, Mr. Bill Brinkman, in Washington, DC, to the Oak Ridge Office of DOE. The following statements are contained in the letter:

“...the Environmental Management, Science and Nuclear Energy program Assistant Managers will report directly to their Headquarters program offices and decision making will be pushed down in the organization to the lowest level consistent with good management practices.”

“The Oak Ridge Office will retain responsibility for the Integrated Support Center (Oak Ridge Office), the Oak Ridge Reservation, and will continue to be the Department's representative to the community.”

Questions immediately occur after reading the above excerpts. One question is what “the Department's representative to the community” actually means in terms of authority to make decisions that affect the ongoing issues confronting the City? And, what does “decision making will be pushed down in the organization to the lowest level consistent with good management practices” actually mean?

The reorganization outlined in the note appears to possibly address some concerns from Oak Ridge citizens expressed to me in the last few weeks. Contacts within DOE continue to be very concerned for the long term impact on the City of this reorganization.

Many questions remain, as previously listed in the Observer, for what will be the impact of the proposed reorganization on the City of Oak Ridge. I have been contacted by business interests who are working to minimize impacts on local support contractors, associated jobs in the region, and future legacy waste cleanup.

**But, who is concerned for the City of Oak Ridge and the long term issues that continue to uniquely impact the City?** City Council was promised a special presentation on June 9 by the interim manager, and at this meeting we would be allowed to have input and to ask pertinent questions. This meeting was delayed for justifiable personal reasons, but it now appears that the major decisions are continuing to be finalized in Washington without concern or without direct input from the Communities and Counties affected.

Sincerely,  
Charlie Hensley

CITY COUNCIL MEMORANDUM  
11-17

DATE: March 28, 2011  
TO: Honorable Mayor and Members of City Council  
FROM: Mark S. Watson, City Manager  
SUBJECT: GOALS FOR CITY BOARDS AND COMMISSIONS

The City of Oak Ridge has 12 Boards and Commissions, each reporting and advising the City Council on their respective topical area. The Boards have usually awaited directions or actions for their respective activities. Some have identified related areas of interest to their board and initiated actions that are usually within their purview. Boards have been used to review DOE and statewide initiatives. Boards have also established economic policies and directions for preserving land and future environmental considerations.

As we look at the 2011 year, we find the need for the City Council to refocus the Boards on activities that are needed to increase economies within the community. Board activities should also work to assist the City Manager in the "Not in Our Town" campaign, an effort to address matters of legacy housing and redevelopment.

Priorities for all Boards should be confirmed and assigned by the City Council for the coming year. There are many opportunities for the Boards to address different matters, but for the coming year, the City Manager finds that concentration by the Boards on any associated matters involving housing is imperative at this time. Most of our community problems are now being tied back to certain legacy housing that exists within the city. With each Board examining how they can affect future matters involving housing, a new initiative can develop that is holistic in approach.

Policy initiatives for the coming year should include the following with each Board's awareness or suggested policy changes:

**Traffic Safety Advisory Board**

- Develop recommendations on required parking for rental housing and limitations on cars per household based on lot size and neighborhood densities.

**Environmental Quality Advisory Board**

- Analyze and determine alternative methods for removal of asbestos from houses to be demolished or rehabilitated through "Not in Our Town" campaign.

**Beer Permit Board**

- Utilizing criminal data and calls for service information, conduct periodic reviews of existing permits to review and determine conditions for continued activity or revocation.

**Board of Building and Housing Code Appeals**

- Increase activity level and review of code compliance on targeted streets based on available criminal data and calls for service information.

**Convention and Visitors' Bureau**

- Take actions to increase reported sales and occupancy tax in conjunction with city festivals and sporting events.
- Develop voting representation of major hotels on the CVB Board.

**Elder Citizens' Advisory Board**

- Develop a space needs analysis for the Senior Center as basis for future design or lease.
- Reassess location of senior center for purpose of optimal transportation coordination based on existing users.

**Highland View Redevelopment Advisory Board**

- Utilizing recently developed data and information, use the HVRAB to identify needed policy improvements that can be applied initially in a high profile pilot project role for the targeted Highland View neighborhood as part of the "Not in Our Town" campaign.

**Oak Ridge Housing Authority****Oak Ridge Municipal Planning Commission**

- Report on Density of Housing and effect on quality of life issues, making appropriate policy recommendations to enhance impacts on city services
- Report and advise on "Not in Our Town" campaign regarding replacement of blighted homes.
- Continue to pursue development of Form based code options for use in existing commercial areas near low to moderate income areas.
- Improve Commercial Article of Zoning Ordinance to encourage investment and speed of reviews.

**Youth Advisory Board**

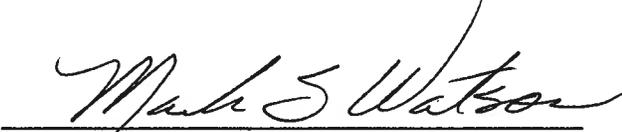
- Develop bicycle and pedestrian awareness programs for community through active events in various areas of the city.

**Board of Zoning Appeals**

- Examine business process associated with appeals to ensure swift processing of staff filings and reviews.

**Industrial Development Board**

- Conduct annual confirmations of corporations receiving abatements to ensure compliance with contract terms.
- Recommend assessment and development of separate tax abatement policies or other programs with respect to major retail centers.



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Mark S. Watson

**CITY COUNCIL WORK SESSION**  
**December 6, 2010**

Discussion topics developed by Council at the December 6, 2010 Work Session. The City Manager will be consolidating and prioritizing these issues with the Council at the January 24, 2011 Work Session.

**VISION**

**Quality of Life**

- Tourism/marketing
- Education/Schools
- Live Where You Work
- Assets of Oak Ridge Area
- Encompassing Identity
- Opportunities to Improve
- Housing
- Safety
- Green City
- Recreation/Sports Authority/Events Planner
- Quality of Life
- Family Friendly
- Transportation
- City of Future – as we see it
- Sustainability for Future Residents
- Vitalize the Waterfront
- Better Stewardship of Greenbelts
- Pedestrian and Bike Circulation
- Library
- Senior Programs
- Higher Education Plan
- Attracting New Residents
- Community Leadership

**Economics**

- Business Friendly
- Revenue Streams
- Growth (how, why, where)
- Future Demographic
- Redevelop Mall Property as a Vital City Center
- Sustainable Neighborhoods
- Diverse Retail
- Quality and Attractive Housing in all Neighborhoods
- Center City Plan
- New Initiatives
- Waterfront Redevelopment Plan
- 100-day Report

**Safety**

- Crime/Drugs
- Teaming/Relationships with near Communities
- Improve Traffic Circulation and Flow (South Illinois, especially)
- Minimize Crime
- Succession Planning

## PLANNING

### Quality of Life

- Be a Healthy City
- How to be a Playful City
- Education – Life-long Learning for all Citizens
- How to be a Family Friendly City
- Recreation and Community Service Needs – Balance Supply with Demand
- Senior Citizen and Healthcare Needs versus Availability
- Transit/Para-transit Options for the City and Needs
- Providing/Coordinating Activities for the Youth
- Beautification Efforts – Reinvesting in Oak Ridge View-scape
- Citizen Involvement – Neighborhoods, Interest Groups
- Energy – Conservation and Production – Rewards
- Recreation – Parks, Green Space
- Education – Early, K-12, Post, Continues
- Parks and Preservation of Open Space
- Customer Service: How are we doing as a city?
- Positive Message: What is good about our city?
- Business Development: What do people want to buy, eat?

### Economics

- How to be a Player in Regional Issues
- Retail Market Demographics and Opportunities
- Financing Options for Redevelopment and Rehab
- Parking at Waterfront
- Bringing Retail to Oak Ridge
- Small Business Development; Commercial, Retail, Manufacturing
- Land Use Map – Top Down, not Reactionary
- Sustainable Tax Base/Plan
- Regional Initiatives

### Safety

- Crime in Neighborhoods
- How to get Around – Transportation
- Real Time Information on Rates/Types of Property Crime
- Real Time Information on Rates/Types of Drug Crime
- Demographics of our Housing
- Pedestrian and Motorist Safety Hotspots
- Traffic Congestion Areas and Options
- Bike/Pedestrian Planning Needs
- Loitering in Scarboro
- Traffic Control along Edgemoor Road
- Integrated Transportation Plan – Bus, Light Rail, Bicycles, etc.
- Lab/Y-12 Integration into City Plan
- Crime: Citizen Input on Crime, Drugs – Better Response to Calls
- Small Bus: What do codes do to hamper progress?

## Hanging their heads

READING, PA., property owners who neglect their homes may feel no shame under ordinary circumstances. So, city officials are submitting them to some online humbling, according to the Associated Press (AP). On Aug. 2, Reading



Mayor Tom McMahon announced a new online "Wall of Shame" that features blighted properties. The property owners' names are posted along with pictures and addresses. McMahon told the media that he is serving notice to property owners who fail to take action on eyesore properties. Ten properties already are facing designation as blighted, which could lead to their demolition. Fifty other properties are listed on the site and are targeted for blighted status.

6/2/11 Copies to City Mgr,  
K. Krucherski Legal, G. Cender, PW  
& S. Byrd. PW

RECEIVED

2011 JUN -2 AM 8:04



### IMPORTANT NOTICE

FROM:  Paul D. Degges, P.E.  
Chief Engineer

DATE: May 23, 2011

RE: Use of In-Kind (Soft) Match

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The Department has recently been provided with guidance from the Federal Highway Administration (FHWA) regarding Non-Federal Matching Requirements for locally managed projects. This guidance references the use of donations or contributions toward the local project share, typically known as Soft Match. This guidance became effective on December 29, 2009, although the Department only recently became aware of its existence.

Based on this guidance, TDOT has determined that the 20% non-federal share of each proposed project must now be provided by the Local Agency as a hard cash match. The option of providing these funds as in-kind (soft) match through the use of the value of preliminary engineering services, donated land, or materials and equipment no longer reduces the cash outlay by the Local Agency and may, in fact, require additional local matching dollars.

Consequently, TDOT does not believe Soft Match to be beneficial for Local Agencies under the revised FHWA guidelines.

The requirements of this guidance are effective immediately and all projects that have yet to receive federal funding authorization will not be grandfathered in under the previous formula. We apologize for any inconvenience that this program change may cause.

If you have any questions regarding this matter, please contact Neil Hansen, Enhancement Coordinator at 615-741-4850 or via e-mail at [neil.hansen@tn.gov](mailto:neil.hansen@tn.gov).