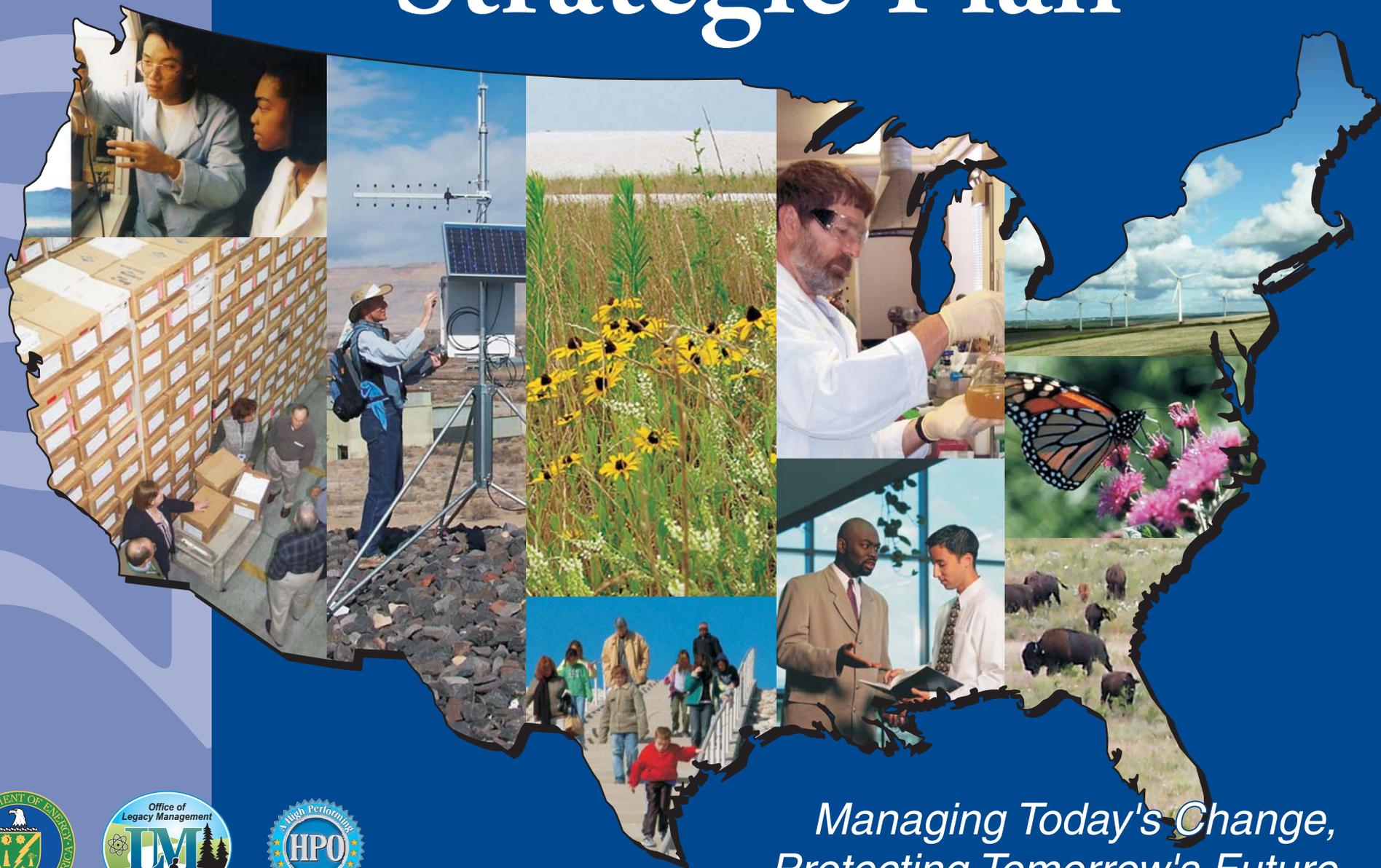


U.S. Department of Energy
Office of Legacy Management

Strategic Plan



*Managing Today's Change,
Protecting Tomorrow's Future*

Cover, left to right, top to bottom: The Environmental Justice program affords learning opportunities for interns at an U.S. Department of Energy national laboratory. A records storage facility at the Mound, Ohio, site. A contractor checks the control box for a ground water monitoring telemetry base station at the Green River, Utah, disposal site. The Weldon Spring, Missouri, Site disposal cell shown with its prairie in bloom. Tours of the disposal cell and Interpretive Center are available for school children and other groups. Environmental Sciences Laboratory personnel conduct projects in applied science that help ensure that Legacy Management remediation projects incorporate up-to-date technology. A team approach and strategic partnerships are employed to successfully accomplish mission goals. Land use and incentives are offered to wind and solar power industries. An increase in the number of acres set aside for preservation allows open space for wildlife to thrive.



2007

U.S. Department of Energy
Office of Legacy Management

Strategic Plan

May 2007

www.LM.doe.gov

Organizational Core Values

Office of Legacy Management

People

People are our most important resource. The integrity of our people and our products are paramount. We respect, use, and rejoice in our experience, skills, and diversity.

Business Excellence

We understand that we are spending the taxpayers' hard-earned dollars. We are fiscally responsible, quality conscious, performance oriented, and will actively pursue best business practices in all areas of operation.

Safety

We will work safely to protect our human and material resources or cease work until safe work practices can be re-implemented. We will promote safe work practices within the office and at our sites at all times.

Communication

Open communication—written, verbal, and electronic—is vital to our success. We will take the fullest advantage of our virtual organization's strengths. Information flows openly from bottom to top, top to bottom, within, and across all levels of the organization.

Leadership and Teamwork

We value leadership at all levels of the organization. We work best in teams: our teams are adaptable, creative, communicate well, demonstrate respect, and enjoy their work and each other.

Customer Service

We serve a broad clientele. We openly communicate with all our customers in a timely manner and actively seek opportunities to improve our services.

Environmental Consciousness

We respect the environment, support environmental justice, and comply with environmental laws, regulations, and agreements. We make informed decisions based on a thorough understanding of science, the law, and consultation with our communities.



Message to the Reader

I am pleased to present the Office of Legacy Management's *2007 Strategic Plan*. This plan presents the U.S. Department of Energy's vision and commitment to manage legacy responsibilities effectively and efficiently and supports the Department's *Strategic Plan* issued in 2006. Specifically, this plan supports Goal 4.2: Managing the Legacy, which states, "Manage the Department's post-closure environmental responsibilities and ensure the future protection of human health and the environment."

The U.S. Department of Energy (the Department, or DOE) has undertaken efforts to reduce the environmental consequences of the Cold War and to clean up radioactive and hazardous chemical wastes at Department sites. Remediation requires a comprehensive Department-wide approach to monitor and maintain the Department's investments at over 100 sites across the country and to ensure that environmental remedies are functioning properly and will continue to do so to protect future generations. To this end, the Department created a new, stand-alone Office of Legacy Management (Legacy Management) in December 2003. Legacy Management is charged with several important missions that include managing the Department's post-closure responsibilities and ensuring the future protection of human health and the environment; managing the records of Legacy Management's sites and making them accessible for future data needs; ensuring that the pension and post-retirement benefit commitments for contractor personnel at closed sites are satisfied; and, where possible, facilitating beneficial reuse of closed sites.

This strategic plan explains Legacy Management's responsibilities and outlines a comprehensive management plan extending out to the year 2020 for all legacy issues. The goals, strategies, and performance measures presented here define the indicators of progress toward Legacy Management's vision of a Department that meets our legal, regulatory, and contractual commitments to other federal, state, and local government agencies, public interest or community groups, and individuals. To assist the reader we have included an appendix of definitions and references.

We look forward to working with you to realize the goals and objectives of this strategic plan.



Michael W. Owen
Director, Office of Legacy Management



Contents

Message to the Reader	iii
Executive Summary	v
Part I. Background	1
Part II. Legacy Management's Mission, Vision, and Goals	3
Part III. Legacy Management	5
Part IV. Objectives and Strategies for Legacy Management Goals	
Goal 1. Protect Human Health and the Environment Through Effective and Efficient Long-Term Surveillance and Maintenance	7
Goal 2. Preserve, Protect, and Make Accessible Legacy Records and Information.	10
Goal 3. Support an Effective and Efficient Work Force Structured to Accomplish Departmental Missions, and Assure Contractor Worker Pension and Medical Benefits	12
Goal 4. Manage Legacy Land and Assets, Emphasizing Protective Real and Personal Property Reuse and Disposition	14
Goal 5. Improve Program Effectiveness Through Sound Management	16
Legacy Management Goals and Performance Measures.	18
Legacy Management Sites Through FY 2007	19
Legacy Management Future Sites Through FY 2015	20
Appendix	
Strategic Plan Definitions	21
Key Legacy Management References	23

Executive Summary

Activities of the U.S. Department of Energy (the Department, or DOE) and predecessor agencies, particularly during the Cold War, have left a legacy of environmental impact at over 100 sites. Workers associated with these historical and current activities number in the hundreds of thousands. Addressing this environmental and human legacy has been, and will continue to be, a major Departmental undertaking.

On December 15, 2003, the Department took a significant step toward managing activities at sites where the Department's missions have been completed and the sites closed so as to ensure the future protection of human health and the environment by creating the Office of Legacy Management (Legacy Management) to carry out this mission. Legacy Management has control and custody for legacy land, structures, and facilities and is responsible for maintaining them at levels suitable for their long-term use.

Legacy Management's primary goals are to:

- Protect human health and the environment through effective and efficient long-term surveillance and maintenance.
- Preserve, protect, and make accessible legacy records and information.
- Support an effective and efficient work force structured to accomplish Departmental missions and assure contractor worker pension and medical benefits.

- Manage legacy land and assets, emphasizing protective real and personal property reuse and disposition.
- Improve program effectiveness through sound management.

The strategic plan identifies what Legacy Management will do to carry out its responsibilities while responding to increasing issues and demands.

This strategy includes processes for implementing effective and efficient business practices, incorporating future advances in science and technology, and ensuring close coordination with stakeholders, Congress, and state, tribal, and local governments.

This plan does not address long-term surveillance and maintenance, pension and benefit continuity, records and information management, site reuse at sites where cleanup has only been partially completed, or sites with continuing missions. Such sites would not transfer to Legacy Management.

Legacy Management has control and custody for legacy land, structures, and facilities and is responsible for maintaining them at levels suitable for their long-term use.



Part I. Background

The end of the Cold War and its associated nuclear arms race brought about a new mission for the Department, one dedicated to managing the environmental and human legacies that remain as a direct result of nuclear weapons production and stockpiling.

For over 50 years, the Department and its predecessor agencies acquired, consumed, and produced a wide variety of nuclear and nonnuclear materials to manufacture weapons and conduct other Departmental missions. To accommodate this mission, more than 20,000 facilities throughout the country were built, a large contractor work force was established, and communities were transformed.

The breakup of the Soviet Union in 1991, together with President George H.W. Bush's announcement of the first unilateral nuclear weapons reduction agreement on September 27, 1991, signaled the end of the Cold War and dramatically reduced the need for further nuclear weapons production. This brought fundamental change as the Department shifted from weapons production to other missions such as environmental cleanup, weapons dismantlement, and science and technology research.

Over the last 13 years, the Department has made significant progress in environmental remediation, work force restructuring, and community assistance. Millions of cubic meters of waste have been stabilized or disposed of, and former weapons facilities are being transformed for other uses. The dedicated former contractor work force members, instrumental in accomplishing the Department's nuclear weapons production and environmental remediation missions, are receiving earned benefits that are expected to continue. Resources have been allocated to



Demolition of laboratory at Grand Junction, Colorado, site

aid communities affected by the Department's changing mission, and thousands of acres have been designated for conservation/preservation uses.

As more weapons facilities close across the country, and remediation is substantially completed, there is an even greater need to manage the Department's legacy liabilities. Thus, the Department realigned its resources and created a sustainable, stand-alone Office of Legacy Management (Legacy Management) in December 2003. This organization allows for the optimum management of legacy responsibilities.

Legacy Management is responsible for ensuring that Departmental post-closure, long-term responsibilities resulting from the nuclear weapons production and the Cold War legacies are met. Successful completion of the Office of Environmental Management's (Environmental Management) cleanup responsibilities at "closed" sites (sites with no further mission) requires a refocusing of that program's efforts and a new Departmental approach for securing and maintaining the continued protection of human health and the environment. Although the

Environmental Management remediation activities will continue at sites still undergoing remediation, Legacy Management has the mission to carry out these functions and activities that are necessary to meet the Department's post-closure responsibilities.

The transition of long-term surveillance and maintenance responsibility from Environmental Management to Legacy Management allows both offices to focus on their primary missions; that is, Environmental Management performs cleanup and Legacy Management conducts the legacy functions for closed sites. Concentrating all legacy functions in one office dedicated to legacy management heightens the visibility and the accountability for successful performance of these important Departmental functions to the citizens, communities, regulators, agencies, and organizations involved with the respective sites.

This plan does not address sites where cleanup has only been partially completed or sites with continuing missions. Such sites are managed by the programs responsible for the continuing missions, and those sites would not transfer to Legacy Management.

In addition to programmatic functions at closed sites, Legacy Management has the regulatory and legal responsibilities associated with the sites that transfer from Departmental programs and external entities engaged in the mining and other industrial activities for research, production, and testing of nuclear energy and weapons (e.g., Formerly Utilized Sites Remedial Action Program II [FUSRAP II] sites that transfer to Legacy Management from the U.S. Army Corps of Engineers after cleanup). This strategic plan addresses the responsibilities that Legacy Management has and outlines a comprehensive management plan to ensure that all environmental and human legacy issues are safely and appropriately addressed.

Legacy Management is responsible for ensuring that Departmental post-closure, long-term responsibilities resulting from the nuclear weapons production and the Cold War legacies are met.

The planning horizon for this strategic plan is the year 2020. Although Legacy Management activities will continue for many decades beyond that date, the long-range plan becomes somewhat speculative. Legacy Management's approach is consistent with a "rolling stewardship" model; that is, looking 15–20 years into the future to determine what actions need to be implemented at the present time.

The strategic plan will be revised every 3–4 years. The impetus for revision could include major technological discoveries that change the way the Department can conduct long-term surveillance and maintenance, the issuance of a new DOE Strategic Plan, or significant changes in the Department's management.

Over the last 13 years, the Department has made significant progress in environmental remediation, work force restructuring, and community assistance.



Canonsburg, Pennsylvania,
Disposal Site

Part II. Legacy Management's Mission, Vision, and Goals

Mission

To manage the Department's post-closure responsibilities and ensure the future protection of human health and the environment. Legacy Management has control and custody for legacy land, structures, and facilities and is responsible for maintaining them at levels consistent with Departmental long-term plans.

Vision

Departmental legacy responsibilities are managed in a manner that best serves the Department's contractor work force, communities, and the environment.

- Human health and the environment are protected, and the effects of residual contamination are maintained at protective levels through consistent and effective long-term surveillance and maintenance.
- Relevant records and information are preserved and made publicly accessible.
- Public trust is achieved through cooperative partnerships with stakeholders and state, tribal, and local governments.
- The Department's former contractor work force is compensated as required through effective management.
- Land is returned to the most practical and beneficial use consistent with the Department's mission requirements.
- Impacts of Departmental and contractor work force restructuring are mitigated, and the Department continues to work in partnership with the contractor work force, labor unions, and communities to adapt to changes in the Department's missions.
- Legacy Management operates as a high performing organization, and personnel and business functions are effectively managed to accomplish programmatic goals in the most efficient manner possible.



*Land use and incentives are offered to
wind and solar power industries.*

Goals



Protect human health and the environment through effective and efficient long-term surveillance and maintenance. This goal highlights the Department's responsibility to ensure long-term protection of people, the environment, and the integrity of engineered remedies and monitoring systems.

Preserve, protect, and make accessible legacy records and information.

This goal recognizes Legacy Management's commitment to successfully manage records, information, and archives of legacy sites under its authority.



Support an effective and efficient work force structured to accomplish Departmental missions and assure contractor worker pension and medical benefits. This goal recognizes the Department's commitment to its contracted work force and the consistent management of pension and health benefits. As sites continue to close, the Department faces the challenges of managing pension plan and health benefits liability.

Manage legacy land and assets, emphasizing protective real and personal property reuse and disposition. This goal recognizes a Departmental need for local collaborative management of legacy assets, including coordinating land use planning, personal property disposition to community reuse organizations, and protecting heritage resources (natural, cultural, and historical).



Improve program effectiveness through sound management. This goal recognizes that Legacy Management's goals cannot be attained efficiently unless the federal and contractor work force is motivated to meet requirements and work toward continuous performance improvement.

Legacy Management operates as a high performing organization, and personnel and business functions are effectively managed to accomplish programmatic goals in the most efficient manner possible.

Part III. Legacy Management

Principles

These principles have been developed to guide the implementation of this strategic plan. The principles are as follows:

- **Legacy management is a Department-wide responsibility.** The Department is committed to the protection of human health and the environment in all of its actions. Legacy management requirements should be considered by all Departmental elements.
- **Legacy management is a component of all aspects of Departmental decision-making.** It is the responsibility of sites and Headquarters offices to ensure that legacy management is considered in each decision that affects DOE cleanup and long-term surveillance and maintenance. This responsibility extends from the identification of remediation alternatives, remedial design, construction, operation, and waste management activities through all relevant decisions made over the lifetime of site hazards.
- **The Department is a trustee of natural and cultural resources.** Residual hazards should be managed within the larger context of federal land management, which includes trusteeship for ecologically and culturally important areas. The Department will manage these hazards in accordance with applicable regulatory requirements.

*Ongoing
interaction
and exchange
increases
public
awareness.*

- **Legacy management responsibilities, especially long-term surveillance and maintenance, should be incorporated into relevant Departmental policies, practices, and systems.** Legacy Management's long-term surveillance and maintenance program is most effective when integrated into existing Departmental processes and management systems. As these policies, practices, and systems (such as Real Property Asset Management, Integrated Safety Management, and Environmental Management Systems) are reviewed and implemented, a broad range of long-term surveillance and maintenance activities and needs will be incorporated, as appropriate. This approach will facilitate the establishment of long-term surveillance and maintenance considerations as an essential element of all facets of Departmental missions.
- **An intergenerational approach is needed for legacy management.** Legacy management is a long-term commitment of the federal government. Because of the longevity of some site hazards, the ramifications and costs of current and future decisions and missions will affect generations to come. As future generations' land use practices and local community structures change over time, current assumptions that guide Departmental policy may require reevaluation and modification.

- *Legacy management policy must provide a consistent framework and recognize and acknowledge individual legacy sites' need for flexible management and response.* Although a consistent framework for legacy management responsibilities is required for complex-wide management, Headquarters and sites must be responsive to site-specific requirements (local, tribal, state, regional, and federal). Therefore, Departmental legacy management policy must be sufficiently flexible to enable sites to perform necessary long-term surveillance and maintenance functions based on site-specific regulatory frameworks and communities.
- *The involvement of stakeholders and state, local, and tribal governments in the planning and implementation of site management is critical to legacy management.* The Department has the responsibility to seek the input and involvement of affected parties on legacy management issues. Ongoing interaction and exchange increases public awareness. In turn, heightened public and tribal government awareness facilitates informed decision-making and increases the likelihood of successful management of legacy responsibilities. The Department also recognizes its responsibility to ensure that environmental justice principles are incorporated in decisions affecting the environment.



Restored area at Rocky Flats, Colorado, site



Part IV. Objectives and Strategies for Legacy Management Goals

Goal 1. Protect Human Health and the Environment Through Effective and Efficient Long-Term Surveillance and Maintenance

Situation

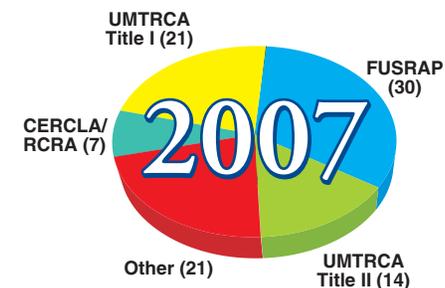
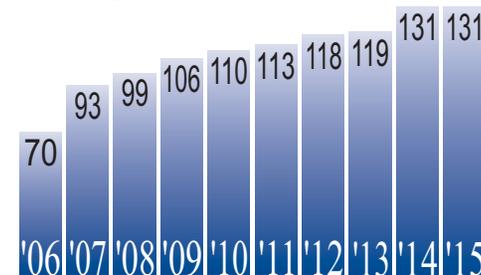
Because of technical or economic limitations, or worker health and safety considerations, many facilities and Cold War sites cannot be remediated to levels that allow for unrestricted use. These sites are required to meet regulatory standards and agreements that ensure engineered and institutional controls are employed for in-place remedy integrity and for the protection of human health, the environment, and heritage resources (natural, cultural, and historical). Legacy Management will ensure that the controls on sites that require custodial care remain effective. Given the long-lived nature of radionuclides, it is reasonable to assume that long-term surveillance, monitoring, and maintenance will be required for hundreds or even thousands of years at some Legacy Management sites. Corrective actions and modifications to engineered cells, long-term treatment of ground water contamination, and institutional controls will be addressed as necessary. Further remediation due to concerns about site protectiveness and integrity, as well as future technological development or future land use changes, will be considered when appropriate. By 2020, some in-place remedy components and controls will need replacement or other corrective action.

In fiscal year (FY) 2007, Legacy Management will conduct long-term surveillance and maintenance at more than 90 sites. These sites include private sector or DOE FUSRAP sites, Uranium Mill Tailings Radiation Control Act sites, former nuclear weapons test sites

and nuclear reactors, and Departmental sites where all closure and short-term cleanups have been completed. Also, Legacy Management maintains the records for custodial and noncustodial legacy sites (Goal 2).

The Department recognizes that, as its environmental remediation efforts are accelerated and facilities are treated and closed, its long-term surveillance and maintenance responsibilities will increase, thereby requiring a comprehensive and effective management approach. Legacy Management will continue to improve the Department's long-term surveillance and maintenance program, ensuring the use of best management practices in the protection of human health and the environment.

The following charts list the number of sites in Legacy Management's long term surveillance and maintenance program, all of which are and will be non-continuing mission sites. Maps of current and future Legacy Management sites are on pages 19 and 20.



Objective 1.A. Effectively manage long-term surveillance and maintenance of custodial sites.

Strategies

- Use sound project management, engineering, and scientific principles to conduct long-term surveillance and maintenance at Legacy Management sites and ensure protection of human health and the environment.
- Perform and manage final activities required upon completion of Environmental Management's responsibilities.
- Safely conduct site inspections and monitoring and maintenance activities (e.g., disposal cell and environmental systems, including ground water treatment, leachate collection systems, and permeable reactive barriers), and continue to evaluate and improve the effectiveness of long-term surveillance and maintenance strategies.
- Ensure that contingency plans are in place and that adequate funds are available for corrective actions and control modifications, as needed.
- Comply with all applicable environmental, health, and safety requirements and regulations.
- Communicate with stakeholders involved in long-term surveillance and maintenance activities and work with federal, state, tribal, and local governments and other stakeholders to share relevant topics that include, but are not limited to, lessons learned and technologies.
- Manage the Department's environmental liability for surveillance and maintenance consistent with laws and regulations.

- Continue to implement and improve site transition plans and approaches to ensure smooth transition of sites into Legacy Management from Environmental Management and other governmental and private entities.

Success Indicators

- Periodic reviews and monitoring are completed on time with regulator concurrence and acceptance of remedy performance.
- Post-closure requirements are met and final remedies are maintained in accordance with applicable laws.
- Community, state, and tribal government agencies acceptance of remedy maintenance.

Objective 1.B. Ensure that resources and tools are in place to provide continuous improvement in the effectiveness of long-term surveillance and maintenance for current and future generations.

Strategies

- Continue to plan for, identify, assess, and obtain the capabilities and resources needed to conduct long-term surveillance and maintenance through annual budget requests.
- Track and use advances in science, technology, and institutional controls to improve in-place remedy sustainability, reduce costs, and ensure continued protection.



- Employ improved practices gained from ongoing use of Legacy Management's certified International Organization for Standardization (ISO) 14001 Environmental Management Systems (EMS), designed to continuously improve work processes and site controls to ensure worker safety, protections, compliance with environmental requirements, and cost savings.

Success Indicators

- Reduction in the cost of effectively operating, monitoring, and maintaining environmental remedies.
- Risk prevention to human health and the environment is maintained or improved.
- EMS assessments lead to site and program performance improvements.

Objective 1.C. Ensure that the Department's activities provide for the fair treatment and meaningful involvement of all people regardless of race, color, national origin, or income with respect to the development, implementation, and enforcement of environmental laws, regulations, and policies.

Strategies

- Educate and train the Department's federal and contractor employees on Executive Order 12898 and the tenets of environmental justice.
- Identify and address programs, policies, and activities of the Department that may have disproportionately high and adverse human health or environmental effects on minority and low-income populations.

- Make public participation a fundamental concept of all program operations, planning activities, and decision-making.
- Equip and train communities to address environmental justice issues by supporting efforts of established programs that have strong records of accomplishments. Assess the capacity in the community to analyze technical and complex data. Where that capacity is not resident in the community, the Department may conduct capacity-building activities, provide the community with technical assistance of their choosing, or facilitate some other community assistance activities.

Success Indicators

- DOE project managers are sensitive to and aware of environmental issues.
- Increased networking among federal, state, and local officials, non-governmental organizations (NGOs), and grass-roots organizations.
- Improvement in the capabilities of affected communities to understand and address environmental issues.

***DOE project managers
are sensitive to and aware of
environmental issues.***

Goal 2. Preserve, Protect, and Make Accessible Legacy Records and Information

Situation

The Department manages records in a way that is consistent with legal and regulatory requirements, using National Archives and Records Administration and DOE guidance. As sites are identified for mission closure, remediated, and transferred into Legacy Management's authority, the associated site records and information are transferred as well. Legacy Management will be the custodian for these records from closed sites. Ultimately, this will be an enormous and costly undertaking, which will include managing the records for more than 100 sites across the country. For example, following closure and transfer of Fernald, Mound, and Rocky Flats sites, Legacy Management became the custodian of more than 105,000 cubic feet of records and nearly 6 terabytes of information.

The records that Legacy Management receives from closure sites will support the office's mission in a number of ways:

- The records contain information on the cleanup processes employed at the sites, which will be instructive to Legacy Management's long-term surveillance and maintenance program.
- The records contain data on compliance with regulatory requirements and the technical remedies for cleanup of the sites, assuring regulators that these sites do not pose an unacceptable risk to human health or the environment.

- The records include information on work activities and health data of site personnel, information crucial to assuring workers of the continuity of their medical and pension benefits.
- The records will also ensure that the public has access to information on government operations.

Legacy Management's records and information program will protect, preserve, improve, and provide appropriate access to records and information systems. In addition, the program will provide the structure and solutions for effectively and efficiently identifying, collecting, and disseminating information from record sources to internal and external users. Legacy Management will work closely with the public, ensuring that information needs are met and that stakeholder issues are incorporated into Legacy Management's processes and future decisions.

Objective 2.A. Effectively and efficiently manage records integral to conducting Legacy Management's mission, including those used to perform long-term surveillance and maintenance and ensure benefits continuity.

Strategies

- Develop, implement, and monitor a records management program that provides appropriate access to records, including, where possible, online access and retention of critical information necessary to perform Legacy Management's mission.
- Identify, evaluate, and coordinate the development of Legacy Management records and information management practices with internal and external organizations.



- Consistently investigate and implement new technologies that reduce the costs or improve the processes for storage and retrieval actions intrinsic to managing Legacy Management's records.

Success Indicators

- Compliance with records management laws and regulations.
- Effective and efficient transfer of records from closure sites to Legacy Management's authority.
- Cost-effective maintenance and storage of records.
- New or improved records management technologies and procedures implemented.
- Timely access to information for internal and external users.

Objective 2.B. Identify and establish accessibility and security requirements for records and information management systems, providing effective access to information for affected contractor workers and stakeholders.

Strategies

- Develop and maintain sustained capability for public access and retrieval of long-term surveillance and maintenance information and other information needed by federal, state, tribal, and local governments; stakeholders; and the public.

- Expand the use of e-government initiatives to use improved Internet-based technology that facilitates citizen and stakeholder interaction with Legacy Management, and expand efforts to provide a cost-effective means to streamline and improve Legacy Management's communications with its stakeholder community.
- Determine the information resource requirements needed by Legacy Management sites to support the development, operation, and maintenance of, and access to information systems.

Success Indicators

- An access mechanism is provided for internal and external requests of legally releasable records for which Legacy Management is custodian.
- Access is provided to stakeholders to legally releasable custodial information.
- Significant use of public access systems, including electronic access where possible.
- No release of custodial records to an unauthorized source.
- Compliance with the National Archives and Records Administration and DOE guidance.

Goal 3. Support an Effective and Efficient Work Force Structured to Accomplish Departmental Missions, and Assure Contractor Worker Pension and Medical Benefits

Situation

The Department is committed to mitigating the impacts of Departmental restructuring on its contractor work force and ensuring the continuity of their pension and medical benefits. Legacy Management will oversee work force planning for the Department, oversee labor relations efforts and labor standards, and minimize the impact of work force restructuring on affected workers.

Since 1993, more than 50,000 contractor personnel have been separated without work disruptions at the sites or legal actions. Through this work force reduction the Department has realized annual savings of almost \$4 billion. Legacy Management will continue to support restructuring efforts within the Department while maintaining the effectiveness of the contractor work force.

In addition, Legacy Management will ensure the continuity of this work force's pension and medical benefits. In FY 2007, three major Departmental sites (Fernald, Mound, and Rocky Flats) will close as active site remediation is completed. The contracts with the site contractors will terminate, and contracted employees will subsequently lose their jobs. However, these closure site employees are contractually entitled to an array of employee benefits funded by the Department. Some of the benefits (e.g., defined benefit pension or health insurance) are not fully funded and require annual appropriations to meet the Department's contractual responsibilities.

It is anticipated that, at least with respect to retiree medical benefits, there will be a continuing

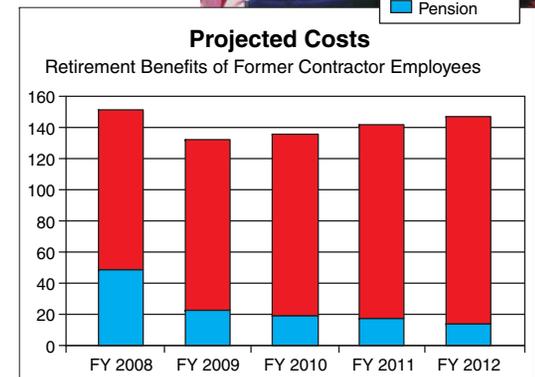
need to administer and manage a benefits program to deliver the promised benefits. It is against Departmental policy to assume the role of plan sponsor and fiduciary duties, as those responsibilities must remain with the plan sponsor. Thus, Legacy Management will work with plan sponsors to ensure that medical and pension benefits are paid consistently and comprehensively at all closure facilities.

The liability for unfunded post-closure benefits (for Fernald, Grand Junction, Mound, Pinellas, Rocky Flats, and the gaseous diffusion plants in Ohio and Kentucky) includes payments for unfunded pension benefits and retiree health and life insurance. The liability will probably not be fully settled for decades. Legacy Management will develop a plan to facilitate the consistent and comprehensive payout of medical and pension benefits at all closure facilities. Legacy Management will create sound policy and guidance to adequately and efficiently fulfill the Department's obligations to its contractor work force.

Objective 3.A. Develop and implement a Departmental approach and guidance, ensuring continuity of contracted employees' pension and medical benefits.

Strategies

- Accurately predict and request sufficient funding to meet the Department's contractual responsibilities to retired contractor workers.
- Establish policy, coordinate implementation of, and evaluate the outcomes of work force restructuring consistent with Section 3161 of the National Defense Authorization Act for Fiscal Year 1993.



This chart depicts the cost to the Department for accrued pension liability.

- Prescribe a consistent methodology for cost analysis for current employee and retiree benefits programs.
- Clarify and streamline the processes, roles, and responsibilities from review to approval of benefit plan changes.
- Evaluate the feasibility of implementing a model program designed to make the medical benefits program more consistent across closure sites, and facilitate efficient and effective benefits delivery.

Success Indicator

- Consistent legacy benefit and pension delivery to all Departmental contractors at closure facilities.

Objective 3.B. *Ensure the fair treatment of workers by effectively planning and managing work force restructuring and by providing incentives for orderly reductions in contractor personnel, as funding is made available.*

Strategies

- Coordinate with Departmental field management in managing the work force restructuring process (e.g., approving necessary voluntary and involuntary separations, providing enhanced benefits, and submitting final work force restructuring plans to Congress).
- As National Defense Authorization Act Section 3161 funding is available, provide enhanced separation benefits.
- Ensure that necessary work force reductions are conducted in a manner that encourages voluntary separations, assists displaced workers in securing new employment, provides basic benefits for a

reasonable transition period, and conforms to cost guidance and best business practices.

- Ensure that work force restructuring is conducted in a manner that retains critical skills for ongoing mission requirements, enhances efficiency, and accurately forecasts mission performance implications of potential future budget reductions.

Success Indicators

- Fewer members of the work force separate before the mission is completed and before Department facilities close.
- Fewer displaced workers are forced to collect unemployment benefits.

Objective 3.C. *Promote an improved working relationship between labor and management in the Department's contractor work force by ensuring the uniform application of relevant labor standards to increase productivity, enhance safety and security, and reduce disruptive labor disputes.*

Strategies

- Establish policy for and oversee the contractor collective bargaining process.
- Assist field organizations in labor/management relations.
- Assist field organizations in making labor standards coverage determinations.

Success Indicators

- Labor disputes are either minor or nonexistent.
- Labor standards and wage rates are determined and applied in a consistent manner.

Goal 4. Manage Legacy Land and Assets, Emphasizing Protective Real and Personal Property Reuse and Disposition

Situation

The Department is the fourth largest federal land manager, conducting its mission at 50 major sites on three million acres across the United States. In addition to land, the Department's assets include distinctive world-class facilities, and irreplaceable natural, historical, and cultural heritage resources. Numerous sites and tens of thousands of acres of land will continue to be transferred to Legacy Management after cleanup actions have occurred and in-place remedies with long-term surveillance and maintenance plans are finalized. The office will steward custodial lands and engineered remedies (Goal 1) while ensuring protective land reuse for current and future generations.

Legacy Management will plan and provide environmentally sound future land reuses and direct a significant effort to maintaining healthy land and protective land reuse options. To accomplish this, Legacy Management will implement Departmental land use planning processes and take into account economic, ecological, social, and cultural factors surrounding each site or parcel of land. Legacy Management will make excess lands and facilities (i.e., real property) available for government, public, and private use consistent with the tenets of sustainability and for best practices for heritage resource management. Real property reuse or disposition must meet protectiveness requirements for people, environmental media and resources, and long-term surveillance and maintenance requirements.

Legacy Management will also assist communities through its personal property reuse program. This program promotes the transfer of Departmental personal property that has been declared excess by local Departmental property managers to community reuse organizations at little or no cost to the organization. This property is used to bring in new business, expand existing business, or fund economic development programs within communities. Legacy Management will encourage the reuse of existing Departmental personal property to encourage community economic viability and diversification.

Objective 4.A. Manage Legacy Management property assets, maintain remedy integrity, and maintain the health of the land and cultural, natural, and historical resources.

Strategies

- Seek to expand opportunities for collaborative land use planning with site management teams to be transferred to Legacy Management.
- Create opportunities for collaborative land reuse of Legacy Management custodial sites.
- Seek to expand opportunities for collaborative land use and heritage resource management planning and reuse with other governmental entities, private entities, and nonprofit conservation organizations.
- Periodic reviews of the program's land management strategies and assessment of strategy effectiveness.
- Manage and seek cost-recovery for uranium mining lease tracts and other leases that generate royalty payments to the U.S. Department of the Treasury.



Weldon Spring, Missouri, Site Interpretive Center

Success Indicators

- Development and implementation of a credible and affordable land assessment strategy.
- Success of land management strategies as specified in site plans.
- Priority cultural, natural, and historical sites are identified, and partnerships with local entities are formed.

Objective 4.B. *Provide opportunities for transfer of Departmental lands to other federal agencies and nonfederal entities.*

Strategies

- Work with other federal agencies and external organizations to transfer real property from the Department.
- Work with land users, local communities, and others in updating existing land use plans to address emerging opportunities.
- Investigate viable and environmentally sound land reuse options for lands under Legacy Management's authority.

Success Indicator

- Increase in the number of acres transferred, leased, converted to beneficial use, or set aside for preservation.

Objective 4.C. *Effectively work with and assist community reuse organizations, facilitating Departmental personal property transfers.*

Strategy

- Oversee grants to community reuse organizations or otherwise promote economic development, including real property reuse at sites considered surplus to the needs of the long-term surveillance and maintenance program.
- Facilitate, consistent with DOE guidance, the transfer of personal property to community reuse organizations where appropriate.

Success Indicators

- Increase the amount of personal property and surplus real property transferred to community reuse organizations.
- Increased level of economic activity on the site, including reuse.



Rocky Flats, Colorado,
Solar Pond Treatment System

Goal 5. Improve Program Effectiveness Through Sound Management

Situation

The Department is committed to integrate operational decision-making with strategic and performance planning. Likewise, budget requests for existing discretionary and mandatory programs are clearly linked to their short- and long-term performance and their ability to consistently achieve mission results. Within the Department, integration of budget and performance processes is paramount for making informed funding decisions and streamlining the flow of mission-related information.

Given the importance of effective and efficient operations, the work force becomes one of our greatest resources for steady-state flow and continuous improvement. Sustainable results are contingent upon maintaining an institutional knowledge base and developing qualified and diverse customer-oriented employees. The Department recognizes that a sound human capital management strategy that incorporates the appropriate planning, budget, and performance processes with the appropriate labor and skill mix is vital to program success.

Legacy Management will operate as a high performing organization and implement the commitments necessary to institutionalize and maintain continuous organizational improvements. Also, Legacy Management will be held accountable for program results and will retain the appropriate highly skilled and experienced employees to achieve mission results.

Support contracts will employ the use of performance-based contracts. These contracts establish performance thresholds, and payment is influenced by the contractor's successful performance within established deadlines.

Objective 5.A. Institutionalize the High Performing Organizational (HPO) model.

Strategies

- Maintain staffing levels, grade structures, and cost-savings targets in accordance with the HPO Quality Assurance Plan.
- Integrate human capital programs and policies with mission strategies and goals.
- Institutionalize competency-based performance management for federal staff.
- Employ team approaches and strategic partnerships to successfully accomplish mission goals.

Maintain a flexible and productive workplace environment capable of responding to present and future challenges.

Success Indicators

- Full “green” scorecard on all Presidential Management Agenda Initiatives and Joule measures.
- Compliance with time-phased commitments in the Legacy Management HPO Quality Assurance Plan.
- Develop and implement competency-based performance plans.

Objective 5.B. Ensure integration of all planning, budgeting, and evaluation processes.

Strategies

- Manage a systematic framework for budget and performance integration to prioritize technical and funding needs and demonstrate mission results.

Given the importance of effective and efficient operations, the work force becomes one of our greatest resources for steady-state flow and continuous improvement.



- Manage programmatic life-cycle baselines to achieve performance goals.
- Employ proper performance monitoring tools to integrate all project elements (scope, schedule, and cost).
- Ensure compliance with Departmental performance requirements (e.g., Office of Management and Budget and Government Performance and Results Act of 1993) and incorporate program improvements.
- Prepare integrated budget and performance plans that consider past performance.
- Administer funds efficiently and effectively and obligate in accordance with planned schedules and ensure that funds are spent for the intended purpose.
- Establish and maintain adequate internal controls.

Success Indicators

- Achieve at least “Moderately Effective” score on annual Program Assessment Rating Tool examination.
- Benchmark best practices for project management systems, procedures, and activities.
- Prepare and submit in a timely manner all budgets and supplementary materials that reflect strategic elements.
- Achieve annual target thresholds of unobligated funds at year end. Financial information is accurate and timely and the program is free of internal control weaknesses.

Objective 5.C. Implement performance-based acquisition strategies to achieve mission goals.

Strategies

- Manage performance-based contracts according to clear and defined outcomes and objectives.
- Ensure that performance-based contract incentives are focused to assist in achievement of mission goals.
- Ensure funding alignment and support with annual DOE small business achievement goals.
- Promote fixed-price contracting on steady-state work to minimize government risk.

Success Indicators

- Incorporation of fair and reasonable award fee determination processes for support services.
- Identification and tracking of performance indicators for effective administration of support services for benchmarking and continuous improvement.
- Attainment of full “green” scorecard on small business achievements.
- Demonstration of site support contractor compliance with Earned Value Management System standards and guidelines (e.g., ANSI/EIA 748-1998).

Legacy Management Goals and Performance Measures

Goal 1

Protect human health and the environment through effective and efficient long-term surveillance and maintenance

Annual Measure:

Reduce the cost of performing long-term surveillance and monitoring activities while meeting all regulatory requirements to protect human health and the environment. Reduction is measured in percent from the life-cycle baseline.

Goal is a 2% reduction below the baseline for that year. [Efficiency Measure]

Long-Term Measures:

Reduce the cost of performing long-term surveillance and monitoring activities while meeting all regulatory requirements to protect human health and the environment. Reduction is measured in percent from the life-cycle baseline.

Goal is a 10% reduction by FY 2015 below the projected baseline. [Efficiency Measure]

By FY 2015, demonstrate a reduction in risk at Legacy Management (LM) sites by employing sound project management, engineering, and science-based solutions for long-term surveillance and maintenance. [Output Measure]

Goal 2

Preserve, protect, and make accessible legacy records and information

Annual Measure:

Reduce the cost to manage and store information while ensuring all regulatory and stakeholder requirements are met. Reduction is measured in percent from the life-cycle baseline. Goal is a 3% reduction below the baseline for that year. [Efficiency Measure]

Long-Term Measure:

Reduce the cost to manage and store information while ensuring all regulatory and stakeholder requirements are met. Reduction is measured in percent from the life-cycle baseline. Goal is a 10% reduction by FY 2015 below the projected baseline. [Efficiency Measure]

Goal 3

Support an effective and efficient work force structured to accomplish Departmental missions, and assure contractor worker pension and medical benefits

Annual Measures:

Eliminate DOE's liability for the Pinellas Pension Plan through the purchase of annuities. Assumes DOE approval is first obtained. Goal is that purchase of annuities would be completed in FY 2007. [Output Measure]

Eliminate DOE's liability for the Fluor Fernald Pension Plan through the purchase of annuities. Assumes DOE approval is first obtained. Goal is that purchase of annuities would be completed in FY 2008. [Output Measure]

Long-Term Measure:

Reduce the cost to administer benefits to retired contractor workers while ensuring benefits are delivered according to schedule with no interruptions. Reduction is measured in cost per person per year. Based upon current program assumptions, goal is 1% reduction over the long-term (FY 2015). [Efficiency Measure]

Goal 4

Manage legacy land and assets, emphasizing protective real and personal property reuse and disposition

Annual Measure:

Increase the number of LM custody and control sites in beneficial reuse. Goal is to assess 100% of LM custody and control sites and to meet or exceed acres planned for reuse above the baseline for that year. [Outcome Measure]

Long-Term Measures:

Increase the number of LM custody and control sites in beneficial reuse. Increase is measured against the baseline. Goal is 15,116 additional acres placed in beneficial reuse by FY 2015. [Outcome Measure]

Disposition LM managed federal property. Measured by the number of properties disposed of per year. Goal is five federal properties by end of FY 2015. [Outcome Measure]

Goal 5

Improve program effectiveness through sound management

Institutionalize the High Performing Organizational (HPO) model.

Ensure integration of all planning, budgeting, and evaluation processes.

Implement performance-based acquisition strategies to achieve mission goals.

Legacy Management Sites Through FY 2007



Legacy Management Future Sites Through FY 2015



Appendix

Strategic Plan Definitions

Accelerated Cleanup. A Departmental initiative to reduce risk and close sites quickly by performing an intense cleanup operation. The Fernald, Mound, and Rocky Flats sites were part of the accelerated cleanup.

Cleanup. The process of addressing contaminated facilities and materials in accordance with applicable requirements. Cleanup does not imply that all hazards will be removed from a site. This function encompasses a wide range of activities, such as stabilizing contaminated soil; treating ground water; decommissioning process buildings, nuclear reactors, chemical separations plants, and many other facilities; and excavating sludge and buried waste drums. The term "remediation" is often used synonymously with cleanup.

Contingency Plan. Preparations for unexpected or unwanted circumstances (e.g., engineered control failures, environmental change). Long-term surveillance and maintenance plans for all Legacy Management custodian sites include contingency plans.

Disposition. Reuse, recycling, sale, transfer, storage, treatment, or disposal.

Engineered Controls. Includes radioactive, hazardous, and sanitary landfills; vaults; repositories; in situ stabilization; caps on residual contamination; or other man-made controls designed to isolate or contain waste or materials.

Environmental Contamination. The release of radioactive, hazardous, or toxic materials into the environment.

Environmental Management. An office of DOE that was created in 1989 to oversee the Department's waste management and environmental cleanup efforts.

Half-life (radioactive). The time in which half the atoms of a particular radioactive substance disintegrate to another nuclear form. Half-lives range from millionths of a second to billions of years.

Hazards. Site materials or conditions that have the potential to cause adverse effects to health, safety, or the environment. Residual hazards may include radionuclides and other hazardous constituents in entombed facilities and landfills, ground water, and other media that are restricted from exposure to people and the environment by long-term surveillance and maintenance within the long-term site boundary. These hazards may persist for generations.

Legacy Management. An office of DOE that was created in 2003 to manage the long-term responsibilities of closed sites, especially the sites selected for Accelerated Cleanup. The long-term responsibilities include long-term surveillance and maintenance as well as physical management of the site. Conditions sometimes permit compatible reuse of the site. Long-term responsibilities also include managing site records and electronic information, overseeing the pension and benefit programs for retired contractor personnel, and responding to stakeholder inquiries.

Long-Term Surveillance and Maintenance (LTS&M). The site-specific physical or engineering controls, institutions, information, and other mechanisms needed to ensure protection of people and the environment at Legacy Management custodian sites where cleanup (e.g., landfill closures, remedial actions, removal actions, and facility stabilization) has occurred. The scope of LTS&M includes land-use controls, monitoring, maintenance of in-place remedies, monitoring systems and information management, and requesting adequate funding to implement the specific plans. The term

“long-term stewardship” is often used synonymously with LTS&M. The duration of activities is defined in the Long-Term Surveillance and Maintenance Plan.

Long-Term Surveillance and Maintenance Plan.

Includes those actions, agreements, and legal documentation that define the plan for long-term surveillance and maintenance; including contingency plans.

Radionuclide or Radioisotope. An unstable isotope that undergoes spontaneous nuclear transformation, emitting radiation.

Radiation. Energy emitted by unstable (radioactive) atoms. Unstable atoms contain extra energy that is released as invisible particles or waves as the atoms change, or decay, into more stable forms. Particles and waves are referred to as radiation, and their emission is called radioactivity.

Real Property. Includes land and structures on the land such as buildings, mission-related infrastructure, waste disposal facilities, and other waste management units. For the purpose of long-term surveillance and maintenance, real property also includes ground water, surface water, natural resources, and cultural resources; however, rights to water and mineral resources may be managed differently than surface property rights.

Residual Hazards. Hazards that remain on a site after cleanup is completed to the extent practicable. Typical hazards include deep radioactive contamination that is below any usable water table, or a low-level plume of ground water contamination. Residual hazards are allowed to remain if the cost of removing these hazards is very high and disproportionate compared to the low risk they pose to human health and the environment.

Restricted Use. Land use status upon which there are restrictions on the types of activities that may occur. Restricted access areas are subject to long-term surveillance and monitoring and associated enforceable controls to ensure protective uses.

Rolling Stewardship. A process whereby the program is continually evaluating conditions 15–20 years into the future to determine programmatic actions for the present and intervening years.

Unrestricted Use. Land use status upon which there are no restrictions on the types of activities that may occur, including permanent residential use.

Uranium Mill Tailings. Tailings or waste produced by the extraction or concentration of uranium or thorium from ore. Mill tailings are one type of by-product material and typically contain about 85 percent of the radioactivity present in unprocessed ore. Uranium mill tailings sites undergo cleanup by the company with oversight from the State and the U.S. Nuclear Regulatory Commission under the Atomic Energy Act laws and regulations. Legacy Management provides long-term surveillance and maintenance for sites that are transferred to the federal government for custodial care.



Key Legacy Management References

Supporting documents regarding Legacy Management activities are maintained in an electronic library. Please visit our website at www.LM.doe.gov or contact us at:

U.S. Department of Energy
Office of Legacy Management
1000 Independence Avenue, SW
Washington, DC 20585

These references provide additional information about Legacy Management's activities:

Long-Term Stewardship Study, October 2001. The study provides information about DOE's definitions, legal obligations, key references, and challenges for managing long-term surveillance and maintenance activities, including information and real property management.

Site Transition Process Upon Cleanup Completion, May 2007. This fact sheet provides details on transferring site management from DOE's Office of Environmental Management to the Office of Legacy Management.

Potential Health Hazards of Radiation, May 2007. This fact sheet explains the potential health hazards associated with the radioactive decay of uranium and other elements found in ore and mill tailings.

Office of Legacy Management Public Outreach, May 2007. This fact sheet provides information about Legacy Management's public outreach principles and approaches.

Sign up for Legacy Management's mailing list by sending an e-mail to LM@hq.doe.gov to receive information about upcoming public meetings and opportunities to provide comments on draft planning documents.



Lowman, Idaho,
Disposal Site

U.S. Department of Energy
Office of Legacy Management

*Restoring America's nuclear
weapons sites to their
natural states is our duty...
to you, to the surrounding
communities, and to
future generations.*

Samuel W. Bodman, Secretary
U.S. Department of Energy,
Ohio Projects Closure Ceremony
January 2007

