



U.S. DEPARTMENT OF
ENERGY



Lessons Learned from Site Transition

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EM Closure Sites created impetus for LM (circa 2003 to 2005)

Rocky Flats Cleanup



- Complete demolition and remediation of five sites
- No clear structure or expertise in EM for LTS&M planning and execution

Fernald Cleanup



- EM intention to “go out of business” after Legacy cleanup
- Stakeholder desire to “close the book” on former sites and re-use property for other purposes



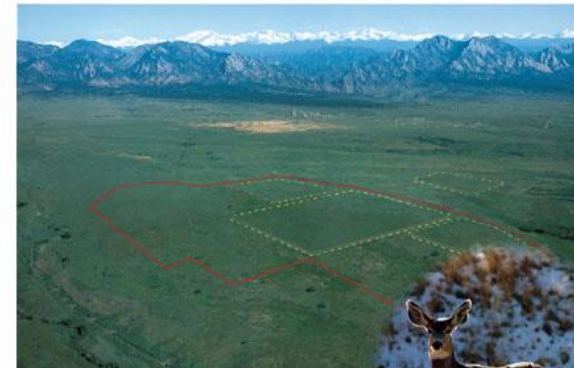
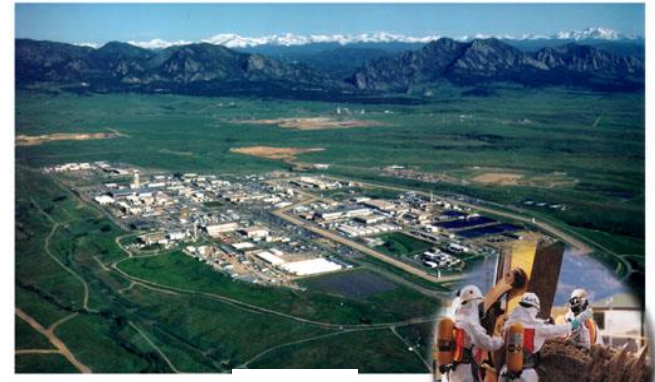
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A clear End-State assists Transition

- **Mission (Rocky Flats):** Convert former nuclear weapons production facility to a wildlife refuge
- **End State Goal:**
 - All plutonium and waste dispositioned off-site
 - All buildings demolished
 - All areas of environmental contamination cleaned up
 - Surface water leaving the Site safe for any uses
 - Long-term monitoring, institutional controls
 - **Post Closure:**
 - Site Operations less than \$5 million/year
 - Minimal employee presence



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Earlier is Better

- Start planning for LTS&M well before transition
- Identify key players in all organizations
- Start regulatory discussions early
 - Agreements, Permits, O&M Plans, institutional controls
- Development of Site Transition Plan
- Budget formulation, transfer of Target Funding
- Initiate site transition activities early
 - “Staged transition” to DOE Recipient Office worked well
 - Easy things first
 - Visible things first
 - Subsequent Programmatic (final) transfer smoother



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Stakeholder Relationships are Critical

- Congress can help (or hurt)
- Need to build trust with local stakeholders, particularly at non-continuing mission sites (e.g. Rocky Flats, Mound)
 - LM visibility at Public meetings
 - LM visibility in Core Team meetings
 - LM visibility in issue resolution
- Large versus Small sites
 - Acreage is not a good indicator of complexity/difficulty
 - Original Closure Sites (e.g., Fernald vs Ashtabula)
 - Large (e.g., Richland) vs Small (e.g., ITL) sites
 - Number and diversity of stakeholders drives complexity/difficulty



The Less Obvious Part of Transition

- Site Transition guidance is generally good
 - Must be tailored to each site
 - No substitute for thought and discussion!
- Guidance of particular importance:
 - Definition of EM Completion (EM-1 memo: Feb. 12, 2003)
 - EM Completion (long term response measures in place)
 - Administrative Transfer (e.g., to DOE-LM, USFWS, private party)
 - DOE Site Closure (real property transferred to non-DOE entity)
 - “Terms and Conditions” for Site Transition
 - Between EM and LM (Feb. 15, 2005) 
 - Between EM and SC (Feb. 9, 2006) 
 - Between EM and NNSA (Sept. 5, 2006) 



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Surprising Challenges

- Identification and Disposition of RECORDS
 - Classified records (e.g., LM will not accept)
 - Electronic records (including GIS data)
 - Special records media (medical x-rays, 8 mm film, VCR tapes, audio cassettes, over-size drawings, vintage viewing equipment)
 - Court restrictions on release or storage of records
 - Database “systems” (e.g., home-grown applications)
 - “Orphan” records (identifying owners, uses)
 - Records Ownership clause (inconsistent interpretations and/or actual inclusion in contracts)
 - Seamless transfer of records necessary for EEOICPA



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Surprising Challenges – cont'd.

- Development of Site Transition Plan (STP) invaluable to LTS&M scope definition and 5-year budget formulation
- Timely execution of Transfer Memo to CFO critical to Deputy Secretary's issuance of Program Decision Memorandum (PDM)
- Real Property Management
 - Identification of historic real property instruments
 - Updates to real property instruments necessary for LTS&M
 - Turnover of records to Recipient Office Realty Officer
- Inconsistent jargon (LTS, LTRA, O&M, LTS&M)
- *Physical Completion versus Regulatory Completion*
 - Impact on timing for submission of Project Completion (*Critical Decision 4*) documentation



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EM Perspective on LM Performance

- ✓ **Transition process went well at original five Closure Sites**
- ✓ **EM goals were met**
 - **Professional LM management**
 - **Minimal old issues resurfacing**
 - **Reduced cost post-closure**
- ✓ **LTS&M model works well**



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Along Came the Recovery Act



- Signed into law on Feb 17, 2009
- Unprecedented Congressional action
- Priority at highest Federal levels
 - President
 - Congress
 - Secretary of Energy
 - Assistant Secretary for Environmental Management
- Unprecedented transparency and accountability
- \$6 billion in *additional* funding for EM to be used by 2011
 - FY10 budget was \$6B
 - Recovery Act doubled EM's FY10 budget execution



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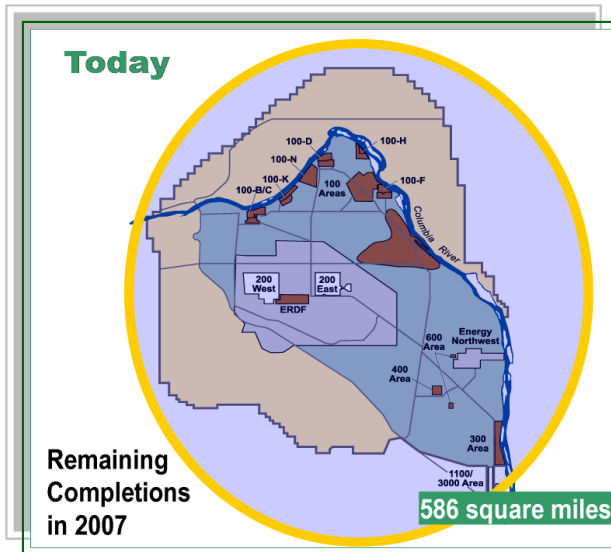
Recovery Act Project Priorities



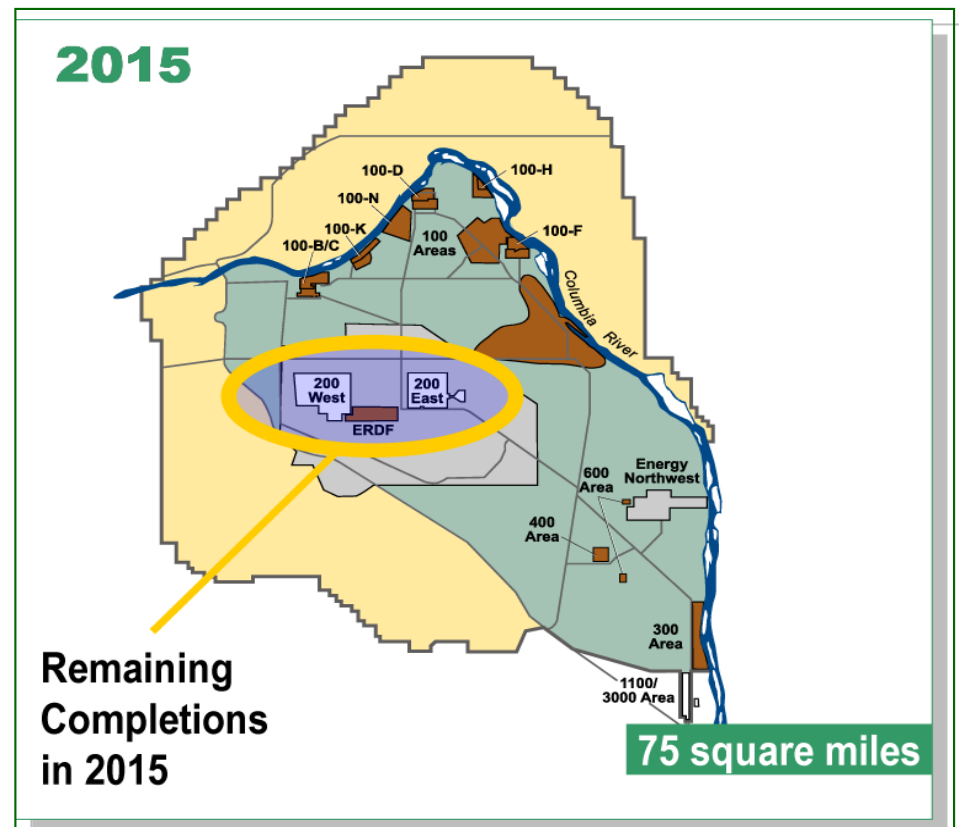
- **Scope that can most readily be accelerated to take advantage of Recovery Act funds**
 - Soil and groundwater remediation
 - Radioactive waste disposition (e.g., TRU waste and Low Level Waste)
 - Facility decommissioning
- **Site closure and EM completion**
 - SPRU, BNL and SLAC
 - FY11 EM completions
 - FY12 transfers to DOE Recipient Offices
- **Reduce the EM footprint**
 - Across the country
 - Within a site



Footprint Reduction (e.g., Hanford Site)



- Reduces environmental risk
- Results in 90% reduction of the site footprint



- Recovery Act funded work that will contribute to Footprint Reduction goal:
 - Accelerate river corridor cleanup
 - Accelerate cleanup of areas for National Monument use



Definition of Footprint Reduction

- Applies to completion of environmental remediation and transfer of property (and LTS&M requirements, if any) to another organization (e.g., within the existing EM cleanup contractor, or to a separately funded mission-support type contractor)
- Above definition clearly appropriate for EM work funded by Recovery Act (i.e., near-term completion dates)
- Possible future (“Phase II”) definition of EM Footprint Reduction could include:
 - Administrative Transfer, as defined in EM-1 memo “Definition of EM Completion,” via:
 - Programmatic responsibility transferred to LM, or returned to SC or NNSA
 - Ownership transferred to another Federal agency
 - Ownership transferred to State Government or Private entity



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Opportunity for Win-Win in EM and LM?

- There are substantial contiguous tracts of land that may require LTS&M
- At non-continuing mission sites (at a minimum), there is a potential to transfer property “early” to LM for LTS&M
 - Proceeding with planned EM-internal transfers (in FY12)
 - “Final” transfers to LM soon after (no earlier than FY13)
- LM’s assumption of LTS&M management of “reduced footprint” gains share of DOE success for Recovery Act
- Same DOE benefits as original Closure sites
 - Better LTS&M management and mission alignment
 - Lower cost post-closure
 - “Closes the book” on EM Legacy scope
- Experienced personnel in both EM and LM



Summary

- ✓ EM transition experience has been positive
...with many lessons learned.
- ✓ Early planning and discussion is critical
...with broad stakeholder communication.
- ✓ Recovery Act may offer the next step in EM / LM
cooperation for Footprint Reduction.



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