

# Memorandum

DATE: MAR 2 2010

REPLY TO:

ATTN OF: EMCBC: SMILEY

EMCBC-00324-10

SUBJECT: **SITE TRANSITION PLAN FOR THE INHALATION TOXICOLOGY  
LABORATORY (ITL)**

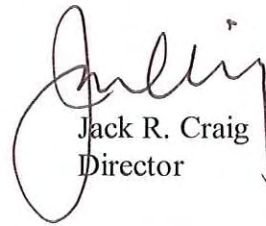
TO: David Geiser, Acting Director, LM-1  
Mark Gilbertson, Deputy Assistant Secretary for Program and Site Support, EM-50

Attached please find, for your signature, the Site Transition Plan (STP) for the Inhalation Toxicology Laboratory (ITL). The attached STP was prepared in accordance with the EM-1/LM-1 *Terms and Conditions for Site Transition*, dated February 2005, and was jointly-authored by site transition team members from the Office of Environmental Management (EM) and the Office of Legacy Management (LM). The general planning assumptions and activities defined in the STP were also coordinated with Federal personnel at the NNSA Service Center in Albuquerque, New Mexico. Facilities at the ITL site are owned by the National Nuclear Security Administration (NNSA) and are operated by the Lovelace Respiratory Research Institute (LRRI). All EM physical work (laboratory surface decontamination and decommissioning) at the ITL was completed in Fiscal Year (FY) 2008, and the NNSA is actively pursuing disposition of one container of transuranic (TRU) material by December 2010.

Programmatic responsibility for all long term response actions (LTRA) at the ITL is scheduled for transfer, from EM to LM, in FY 2011 (i.e., October 1, 2010). The EM and LM have agreed on the LTRA funding requirements for the five-year post-closure period beginning in FY 2011. The LM's post-closure scope will be limited to LTRA associated with environmental remedies and the custodianship of the majority of Government-owned records (custodianship of some ITL records was transferred to the DOE Office of Science in January 2010). The NNSA Service Center is solely responsible for implementation of the recently-enacted legislation that requires transfer of ITL property title to LRRI, and for disposition of the aforementioned TRU material (disposition of the TRU material is an EM-funded activity). Disposition of the TRU material before the end of FY 2010 is not a prerequisite for LM's acceptance of responsibility for LTRA at the ITL site.

Please signify your approval of the attached STP by signing the document. Once the STP has been signed by both parties, EM-50 should forward the document to the EM Consolidated Business Center for reproduction and distribution purposes.

If you have any questions on the attached STP, please contact me at 513-246-0460.



Jack R. Craig  
Director

Attachment: As Stated

cc electronically w/attachment:

I. Triay, EM-1  
M. Gilbertson, EM-50  
J. Moon, EM-52  
M. Gardipe, NNSA  
S. Smiley, EMCBC  
T. Pauling, LM  
V. Kothari, LM  
J. Montgomery, LM

cc electronically w/o attachment:

H. Huie, EM-52  
M. Marks, EMCBC  
K. Reid, EMCBC  
J. Gueretta, LM

**Office of Environmental Management and  
Office of Legacy Management**

**Site Transition Plan  
for the  
Inhalation Toxicology Laboratory**



**March 2010**

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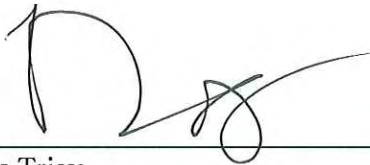
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# Approval Signatures

for

**Office of Environmental Management and  
Office of Legacy Management**

**Site Transition Plan  
for the  
Inhalation Toxicology Laboratory**



3/22/10

6-01

\_\_\_\_\_  
Ines Triay  
Assistant Secretary for Environmental Management  
Office of Environmental Management

\_\_\_\_\_  
Date



3/5/10

\_\_\_\_\_  
David Geiser  
Acting Director  
Office of Legacy Management

\_\_\_\_\_  
Date

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## Abbreviations

AEA	Atomic Energy Act
CBC	Consolidated Business Center
CD-4	Critical Decision-4
D&D	decontamination and decommissioning
DOE	U.S. Department of Energy
DOL	U.S. Department of Labor
EEOICPA	Energy Employee Occupational Illness Compensation Program Act
EM	Office of Environmental Management
ES&H	Environment, Safety, and Health
FIMS	Facilities Information Management System
FOIA	Freedom of Information Act
FRC	Federal Record Center
FY	fiscal year
IRMTP	Information and Records Management Transition Plan
ITL	Inhalation Toxicology Laboratory
KAFB	Kirtland Air Force Base
LLW	low-level waste
LM	Office of Legacy Management
LTRA	Long-Term Response Action
LTS&M	Long-Term Surveillance and Maintenance
LRRI	Lovelace Respiratory Research Institute
MLLW	mixed low-level waste
MNA	monitored natural attenuation
M&O	management and operation
NARA	National Archives and Records Administration
NEPA	National Environmental Policy Act
NMED	New Mexico Environment Department
NNSA	National Nuclear Security Administration
NRC	U.S. Nuclear Regulatory Commission
NRD	natural resource damage
O&M	operation and maintenance
PDM	Program Decision Memorandum

RCRA	Resource Conservation and Recovery Act
SC	Office of Science
STF	Site Transition Framework for Long-Term Surveillance and Maintenance
STP	Site Transition Plan
SWMU	solid waste management unit
TDS	total dissolved solids
TRU	transuranic
U.S.	United States
UST	underground storage tank
VOC	volatile organic compound
WQCC	[State of New Mexico] Water Quality Control Commission

## Executive Summary

The Inhalation Toxicology Laboratory (ITL), located in Albuquerque, New Mexico, on Kirtland Air Force Base property, achieved physical completion of all U.S. Department of Energy (DOE) Office of Environmental Management (EM)–funded remediation work in fiscal year (FY) 2008. The closeout of the EM project at ITL will have three phases:

- Physical Completion
- Regulatory Completion
- Administrative (e.g., contractual and financial) Closeout

This *Site Transition Plan* (STP) is the transition planning document that integrates activities from each of the phases listed above. This is an internal DOE document that identifies organizational and financial responsibilities for EM’s execution of site transition and subsequent receipt of approval for Critical Decision-4 (*Project Completion*) under DOE Order 413.3A, *Program and Project Management for the Acquisition of Capital Assets*. This STP also meets the requirement for a disposition plan under DOE Order 430.1B, *Real Property Asset Management*.

The DOE Office of Legacy Management (LM) will assume programmatic responsibility in FY 2011 for continuing long-term response actions (LTRA) associated with environmental remedies at the ITL site. At that time, LM will also assume custodianship of all government-owned records, excluding active records that the DOE National Nuclear Security Administration (NNSA) Service Center must retain until NNSA obligations at the ITL site are complete (e.g., records required for contract closeout with the site operator, Lovelace Respiratory Research Institute [LRRI], and records associated with continuing NNSA site landlord and lease oversight activities). When NNSA no longer has a business need for such records, NNSA will transfer the records to an LM-approved storage facility.

The primary goal of the ITL transition is the efficient closeout of EM site administrative and financial activities, including the transfer of LTRA (groundwater monitoring and reporting) and records custodianship functions to LM, with no disruption of services. To ensure that the transition stays on schedule, specific actions will be tracked by the ITL site transition team. Major milestones for site transition and associated risks and mitigation strategies are defined in the STP.

The FY 2011 transfer of LTRA and inactive government-owned records to LM was contingent on proposed legislation (S 3179—*LRRI Land Conveyance Act*) becoming law before the end of FY 2009. The proposed legislation passed on March 30, 2009 (Section 13005 of Public Law 111-11 [2009 Omnibus Public Land Management Act]) and releases DOE from all environmental liability at the ITL site, including contamination resultant from past, present, or future activities. This release of liability will occur upon NNSA’s transfer of ITL property title to LRRI. LM’s post-closure scope, beginning in FY 2011, will be limited to LTRA (groundwater monitoring and reporting), custodianship of inactive government-owned records, and execution of Energy Employees Occupational Illness Compensation Program Act responsibilities. The NNSA is currently, and will remain, responsible for implementation of the property-transfer legislation; as such, the NNSA will continue to serve as the ITL site landlord and property-lessor. Once the property-transfer legislation is implemented by NNSA (i.e., property title

transfers to LRRI), DOE will no longer be responsible for groundwater monitoring and reporting.

# 1.0 Introduction

## 1.1 Overview of the Site Transition Planning Process

The Inhalation Toxicology Laboratory (ITL), located in Albuquerque, New Mexico, achieved physical completion of all U.S. Department of Energy (DOE) Office of Environmental Management (EM)–funded remediation work in fiscal year (FY) 2008. The closeout of the EM Project at ITL will have three phases:

- Physical Completion.
- Regulatory Completion.
- Administrative (e.g., contractual and financial) Closeout.

This *Site Transition Plan* (STP) is a transition planning document that integrates activities from the phases listed above. The document identifies EM organizational and financial responsibilities for executing site transition and subsequently obtaining approval of Critical Decision-4 (CD-4) (*Project Completion*) under DOE Order 413.3A, *Program and Project Management for the Acquisition of Capital Assets*. This STP also meets the requirement for a disposition plan under DOE Order 430.1B, *Real Property Asset Management*.

This STP is an internal DOE management tool that was jointly authored by EM, the Office of Legacy Management (LM), and the National Nuclear Security Administration (NNSA); it is not an enforceable regulatory document. It was developed in accordance with the joint EM-1/LM-1 memorandum dated February 15, 2005, titled *Development of Site Transition Plan, Use of the Site Transition Framework, and Terms and Conditions for Site Transition*. The *Site Transition Framework for Long-Term Surveillance and Maintenance* (STF) identifies transition requirements in 10 functional areas and the actions required of EM and LM to confirm compliance with those 10 areas. The STF forms the basis of this STP, which focuses on meeting the requirements of the 10 functional areas.

LM will assume programmatic responsibility in FY 2011 (i.e., on October 1, 2010) for continuing long-term response actions (LTRA) associated with environmental remedies at the ITL site until such time of formal real-property transfer of ITL to the site operator, Lovelace Respiratory Research Institute (LRRI), per Section 13005 of Public Law 111-11 (2009 Omnibus Public Land Management Act) signed on March 30, 2009. At that time, LM will also assume custodianship of all government-owned records, excluding active records that the NNSA Service Center must retain until NNSA obligations at the ITL site are complete (e.g., records required for contract closeout with the site operator, LRRI, and records associated with continuing NNSA site landlord and lease oversight activities). When NNSA no longer has a business need for such records, NNSA will transfer the records to the appropriate LM-approved storage facility.

The primary goal of the ITL transition is the efficient closeout of EM site administrative and financial activities, including transfer of the LTRA (groundwater monitoring and reporting) and records custodianship functions to LM, with no disruption of services. To ensure that the transition stays on schedule, specific actions are being tracked by the ITL site transition team. Major milestones for site transition and associated risks and mitigation strategies are defined in this STP.

The FY 2011 transfer of LTRA and inactive government-owned records to LM was contingent on recently proposed legislation (S 3179—*LRRI Land Conveyance Act*) becoming law before the end of FY 2009. The proposed legislation passed on March 30, 2009 and releases DOE from all environmental liability at the ITL site, including contamination resulting from past, present, or future activities. This release of liability will occur upon NNSA’s transfer of ITL property title to LRRI. LM’s post-closure scope, beginning in FY 2011, will be limited to LTRA (groundwater monitoring and reporting), custodianship of inactive government-owned records, and execution of Energy Employees Occupational Illness Compensation Program Act (EEOICPA) responsibilities. The NNSA is currently, and will remain, responsible for implementation of the property-transfer legislation; as such, the NNSA will continue to serve as the ITL site landlord and property-lessor. Once the property-transfer legislation is implemented by NNSA (i.e., property title transfers to LRRI), DOE will no longer be responsible for environmental liability for the site, including groundwater monitoring and reporting.

Table 1–1 and Table 1–2 identify, respectively, the major transition milestones and the associated programmatic risks and mitigation strategies for the ITL transition process.

Terminology used throughout this STP is consistent with various site transition planning requirements and guidance documents listed in Section 5.0, References. The term “regulatory completion” is a component of EM completion, as defined in a memorandum from the Assistant Secretary of EM, dated February 12, 2003, and titled *Definition of EM Completion*. EM completion occurs when (1) required short-term response activities at a specific site are complete (e.g., soil excavation, cap construction, building decommissioning), (2) required long-term response measures (e.g., groundwater treatment systems) are constructed and determined to be operational and functional, (3) necessary documentation is in place (e.g., engineering certifications and verifications, post-closure or operating permits, final site condition and configuration records), and (4) the site is administratively transferred from EM’s responsibility to that of another DOE, federal, state, or private entity. Regulatory completion for a site is achieved when regulators approve all documents, permits, and applicable reporting requirements (e.g., closure reports, discharge permits, records of decision, operation and maintenance [O&M] plans) associated with the physical remediation work and the subsequent long-term surveillance and maintenance (LTS&M) requirements of the imposed remedy. The terms “LTS&M” and “LTRA” are used interchangeably in this STP.

DOE site closure (as defined in memorandum titled *Definition of EM Completion*) will be achieved when the ITL property title is transferred to LRRI. DOE site closure is not a requirement for EM Completion; however, DOE site closure at the ITL represents the final milestone associated with implementing the DOE privatization effort that was initiated in 1996.

Table 1–1. ITL Major Transition Milestones

Milestone	Transition Area (Noted by STP Section Number)	Target Completion Date	Actual Completion Date (as of Jan. 2010)
1. LRRRI achieves physical completion of all EM remediation work scope.	2.2	9/30/08	9/30/08*
2. The <i>Program Decision Memorandum</i> is signed by DOE Chief Financial Officer, directing transfer of EM target funding to LM for the first 5 years post-closure (i.e., FY 2011–2015).	2.6	4/30/09	8/10/09
3. The <i>Information and Records Management Transition Plan</i> is approved by appropriate senior officials from EM and LM (and NNSA, if warranted).	2.7	4/15/09	1/7/10
4. Inactive government-owned records held by LRRRI are transferred to an LM-approved storage facility.	2.7	9/15/09	1/13/10
5. Inactive government-owned records held by federal personnel at the NNSA Service Center are transferred to an LM-approved storage facility.	2.7	9/15/10	N/A
6. Responsibility for processing Energy Employee Occupational Illness Compensation Program Act claims (and associated program procedures, systems, or in-process claims) is transferred from the NNSA Program Manager to the LM Program Manager.	2.7	10/1/10	N/A
7. EM ensures that the DOE Records Officer is notified that, effective FY 2011, LM will assume custodianship and funding responsibility for all inactive ITL records.	2.7	9/15/10	N/A
8. EM achieves regulatory completion, as demonstrated by (1) all physical investigation and/or active remediation of hazardous and radiological contaminants have been completed; (2) all necessary regulatory approvals and permits are in place for LTS&M of final remedies; and (3) LRRRI accepts full responsibility for residual contamination in the ITL laboratory facilities (floor drains, overhead ductwork, miscellaneous laboratory equipment) and in environmental media (soil, water).	2.5	8/15/12	(1) 9/30/08  (2) 12/26/08 (Discharge Permit Renewal for Sewage Lagoons)  (3) Upon full enactment of Section 13005 of Public Law 111-11
9. LM issues the <i>Long-Term Surveillance and Maintenance Plan</i> .	2.3	10/1/10	N/A
10. LM assumes custody of all inactive government-owned records, and programmatic responsibility for LTRA (until such time ITL property title is transferred to LRRRI as specified in Section 13005 of Public Law 111-11).	2.3	10/1/10	N/A

\*All EM-funded remediation work at the ITL site was completed by LRRRI in Fiscal Year (FY) 2008; however, one transuranic (TRU) box containing Americium material remains at the ITL site, awaiting transfer to an appropriate DOE site for final disposition. Final disposition of this TRU material is NNSA's responsibility; funding for the disposition is EM's responsibility. Final disposition of the TRU material is scheduled for completion prior to the end of FY 2010; however, disposition on or before that date does not impact EM's planned transfer of LTRA (groundwater monitoring and reporting, and custodianship of inactive ITL records) to LM in FY 2011.

Table 1–2. ITL Transition Risks and Risk-Handling Strategies

Risk Condition	Likelihood	Consequence	Risk-Handling Strategy
LRRRI cannot achieve physical completion by 9/30/08.	Low	Medium	This risk has already been mitigated. LRRRI achieved physical completion of EM baseline activities well before the end of FY 2008. The only remaining EM work scope is the transfer of one box of recently identified transuranic (TRU) legacy material to the appropriate DOE site. Negotiations commenced in early FY 2009 between the NNSA Service Center and various DOE sites for removing the TRU box from the ITL site. The NNSA (and EM) expects that the TRU box will be removed from ITL by the end of FY 2010.
EM does not accept the completion of physical work performed by LRRRI.	Medium	Medium	This risk has already been mitigated. In late FY 2008, EM received confirmation from an independent party, the Oak Ridge Institute for Science and Education, that LRRRI had achieved cleanup objectives for the EM-funded work in the ITL facilities. In mid FY 2008, LRRRI (with assistance, as needed, from the NNSA Service Center) began negotiations with the U.S. Nuclear Regulatory Commission (NRC) to modify the existing radioactive materials license to include residual (i.e., post-remediation) radiological contamination at the ITL facility. The modified license was granted as License 30-29237-01, dated February 24, 2009, and expiring August 31, 2016.
EM Completion cannot be achieved by 9/30/10.	High	Low	<p>This risk is being actively mitigated by the ITL site transition team. "EM Completion," as defined by EM-1 memorandum dated 2/12/03, is comprised of four (4) components: (1) all short-term response actions have been completed, (2) all LTRA have been approved by the regulators and are functioning as designed, (3) all regulatory documentation is in place, and (4) the site is administratively transferred from EM responsibility to another DOE, Federal, State or private entity. The first three components have been completed at ITL. The short-term response actions for soil and groundwater remediation at the ITL were completed in 1997, and the facility decontamination and decommissioning (D&amp;D) activities were completed in FY 2008. The LTRA for soils and groundwater have been in place since 1997. Laboratory facilities that have undergone D&amp;D do not require LTRA. Regulatory documents (e.g., closure plans for the Sewage Lagoons and Hot Ponds sites, a New Mexico Environment Department discharge permit for the former sewage lagoons, and reports of DOE investigations of radioactive contamination in environmental media) have been in place since 1997. Final NRC regulatory documents for the laboratory facilities that have undergone D&amp;D are in place with the modification of the existing radioactive materials license to LRRRI so that all residual contamination is included. The modified license was granted as License 30-29237-01, dated February 24, 2009, and expiring August 31, 2016. The fourth component of EM Completion is still in-progress. LRRRI will not accept full liability for residual contamination in environmental media (soil, groundwater) until receipt of property title to the ITL facility, as required under Section 13005 of Public Law 111-11 (signed March 30, 2009). NNSA expects ITL property title to transfer to LRRRI no later than August 2012.</p> <p>If EM Completion is not achieved by 9/30/10, the consequence would be low. It would not affect LM's ability to assume programmatic responsibility for LTRA and custodianship of all inactive government-owned records on 10/1/10. The NNSA Service Center has a cooperative agreement in place with LRRRI to ensure continued funding and oversight of LTRA activities (including groundwater monitoring and reporting) until legislation to transfer ITL site ownership to LRRRI is implemented via property (deed) transfer. Upon enactment of this legislation, DOE will be released from environmental liability (including contamination resultant from past, present, or future activities) at the ITL site.</p>



Table 1–2 (continued). ITL Transition Risks and Risk-Handling Strategies

Risk Condition	Likelihood	Consequence	Risk-Handling Strategy
<p>U.S. Department of Labor (DOL) does not provide timely determination on a “cutoff” date for Energy Employee Occupational Illness Compensation Program Act (EEOICPA) claims.</p>	<p>Low</p>	<p>Low</p>	<p>This risk is being actively mitigated by the ITL site transition team. The DOE Office of Health, Safety, and Security submitted a letter to DOL requesting confirmation on determination of the coverage period for EEOICPA claims’ applicability. Currently, DOL considers “to present day” the cutoff date. Claims submitted by ITL employees who performed work during the maintenance and operation (M&amp;O) contract era or during the DOE cooperative agreement era clearly fall under the EEOICPA. However, it is unclear if the “end” date for determining the validity of EEOICPA claims should coincide with the date (to be determined) that all DOE-funded activities (e.g., groundwater monitoring) cease upon implementation of the legislation requiring that the ITL property title be transferred to LRRRI.</p> <p>In January 2010, all M&amp;O-era records through September 1996 were transferred from LRRRI to LM. LRRRI retained custody of records from October 1, 1996, to the present. Depending on the clarification of the EEOICPA coverage period, processes may need to be established to allow for retrieval of records from both LM and LRRRI to respond to ITL EEOICPA claims.</p> <p>The likelihood of this risk is low because, to date, the NNSA Service Center Program Manager has received few EEOICPA claims. The consequence would be low because LRRRI has been willing to provide NNSA with all ITL employee records that are necessary for processing received claims.</p>
<p>LM does not receive custody of all inactive government-owned records by 9/30/10.</p>	<p>Low</p>	<p>High</p>	<p>This risk is being actively mitigated by the ITL site transition team. Records management subject matter experts on the team prepared an Information and Records Management Transition Plan (IRMTP) that identified the location, volume, media, and condition of all government-owned records (both inactive and active) associated with DOE-funded activities at the ITL site. The IRMTP establishes roles and responsibilities, and associated timelines, for the transfer of inactive records to an LM-approved storage facility before the end of FY 2010. If the inactive records are not transferred by the end of FY 2010, the consequence would be high because LM may delay accepting programmatic responsibility for LTRA at the ITL site until FY 2012.</p> <p>Consistent with historical practices at the DOE Closure Sites, any active ITL records (held by either NNSA or LRRRI) will be transferred to an LM-approved storage facility once the current custodian determines there is no longer a business need for those records.</p>
<p>Legislation does not pass (in FY 2009) for the transfer of the ITL property title to LRRRI.</p>	<p>Low</p>	<p>High</p>	<p>This risk has been fully mitigated. On 3/30/09, Section 13005 of Public Law 111-11 was signed. This legislation states that upon property transfer, DOE will be released from all environmental liability, including contamination resultant from past, present, or future activities. The ITL site is located within Kirtland Air Force Base (KAFB) boundaries, is permitted by KAFB to the NNSA, and is leased by NNSA to LRRRI. Under the land use permit and the lease, NNSA (i.e., DOE) remains liable for environmental contamination at the ITL facility and the eventual D&amp;D (full demolition) of the facility and return of the site to its natural vegetative state once the lease is terminated. LRRRI has a strong interest in owning the ITL facility; LRRRI and DOE share the goal of transferring site ownership to LRRRI and terminating the present lease arrangement. The date of legislation implementation (i.e., NNSA’s transfer of ITL property title to LRRRI) has been estimated to occur in August 2012 or sooner; NNSA’s transfer of property title to LRRRI is not a prerequisite for LM’s acceptance of responsibility for LTRA (groundwater monitoring and reporting, and custodianship of inactive ITL records) in FY 2011.</p>

Listed below is a general summary of the activities associated with each of the three phases of EM project closeout at the ITL site. Section 2.0 of this STP provides additional information on the achievement of each of the project closeout phases discussed below, consistent with the aforementioned 10 functional areas prescribed by the STF.

**1. Physical Completion will be achieved when:**

- LRRI declares that the EM-funded decontamination and decommissioning (D&D) of the ITL's Beta Gamma Wing is complete.
- LRRI declares that the EM-funded D&D of the Crematorium is complete.
- Independent verification activities, as warranted, demonstrate that LRRI has achieved the required cleanup objectives in the laboratory facilities that have undergone D&D.
- EM accepts LRRI's declaration that all baseline activities are physically complete.
- All DOE legacy waste streams are disposed of at an appropriate off-site waste facility.

**2. Regulatory Completion will be achieved when:**

- Physical investigation and/or active remediation of hazardous contaminants under the Resource Conservation and Recovery Act (RCRA) have been completed, and all regulatory documents are in place for the LTS&M of the RCRA remedy.
- Physical investigation and/or remediation under the Atomic Energy Act (AEA) for radiological contaminants have been completed, associated documentation is in place, and institutional controls for continued industrial use of the property are defined in the appropriate DOE internal or regulatory document.
- Remaining residual contamination in ITL laboratory facilities (e.g., floor drains, overhead ductwork, miscellaneous laboratory equipment) and in environmental media (e.g., soil, groundwater) is accepted by LRRI and regulated under the appropriate U.S. Nuclear Regulatory Commission (NRC) license held by LRRI.
- Necessary regulatory approvals and permits are in place, as required for the LTS&M of the environmental remedies (e.g., discharge permit for the former sewage lagoons).

Regulatory completion can occur before or after EM submits the CD-4 package to the Acquisition Executive for approval. Regulatory completion can also occur before or after LM assumes programmatic responsibility for LTRA (groundwater monitoring and reporting, and custodianship of inactive ITL records) in FY 2011.

**3. Administrative closeout involves the completion of remaining administrative matters, including, but not limited to, the following:**

- The EM Federal Project Director will prepare the CD-4 package for the EM project at ITL, after confirming that CD-4 requirements have been met (an approved STP is one of several CD-4 requirements).
- The EM Consolidated Business Center (CBC) will review obligated funds and payments associated with EM-administered activities at the ITL site, as well as open contracts or purchase orders administered by EM for the ITL site.
- The Contracting Officer at the NNSA Service Center currently holds, and will continue to hold, the contract file associated with Cooperative Agreement DE-FC52-01AL67301 until

such time the agreement is no longer necessary (e.g., when the legislation for property transfer is enacted via transfer of the ITL property title to LRRRI). The NNSA Contracting Officer will also hold the contract file associated with the previous management and operation (M&O) contract until all contract closeout actions have been completed. When NNSA no longer has a business need for the contract files mentioned above, NNSA will transfer the records to an LM-approved storage facility, and LM will assume custodianship of those records.

- The NNSA Service Center will continue to be responsible for continuing site landlord and lease oversight activities at the ITL site until such time those activities are no longer necessary (e.g., when the legislation for property transfer is enacted via transfer of the ITL property title to LRRRI).
- All outstanding litigation (if any) associated with the ITL site has been closed out. NOTE: This requirement is not applicable, since there is no outstanding litigation.

## 1.2 Site Background

ITL is located on U.S. Department of Defense, Kirtland Air Force Base (KAFB), property that was permitted to DOE (then called the Atomic Energy Commission (AEC) in 1962. The ITL site was subsequently constructed and operated by the DOE M&O contractor, LRRRI. Real property improvements (e.g., buildings and other infrastructure) constructed by DOE were “owned” by the DOE Office of Science (SC). In early FY 2009, ownership of the ITL facilities was transferred (in the DOE Facilities Information Management System [FIMS] database) to NNSA. The NNSA Service Center currently performs, and will continue to perform, all landlord oversight functions of areas such as environment, safety, and health (ES&H); real and personal property management; public affairs; legal services; and records management. EM’s presence at ITL is limited to those personnel executing the EM-funded work scope (the disposal of legacy waste, the D&D of ITL facilities associated with previous DOE mission work, and groundwater monitoring and reporting).

The LM mission at ITL, beginning in FY 2011, will be limited to the LTS&M of the environmental remedy (i.e., groundwater monitoring and reporting) and custodianship of government-owned records. LM plans to assume custodianship of inactive ITL records by no later than October 1, 2010. However, certain ITL records will remain active for some time after that. The majority of such records will be held by the NNSA Service Center until NNSA no longer has a business need for those records. Examples include contract files, real property records, and ES&H and quality assurance records. Record Custodians from all organizational elements of DOE (EM, LM, NNSA, etc.) are responsible for determining if records in their physical custody might be responsive to records requests. To that end, DOE Headquarters has established a network of Records Custodians. DOE Headquarters has also established a network of Freedom of Information Act (FOIA) Officers.

On September 30, 1996, the ITL mission was privatized, and DOE leased the existing facilities to LRRRI. The lease was renegotiated on October 1, 2001, and the new lease term is 25 years (i.e., the lease expires on September 30, 2026). DOE provided LRRRI with limited startup funding at the beginning of the privatization effort; however, LRRRI has been operating at profit for the past several years, and all DOE privatization funding ceased in FY 2007. The only DOE-funded tasks at the ITL facility in FY 2008 were the EM-funded D&D of laboratory space; the final

disposal of legacy DOE waste; and the continued maintenance of the groundwater monitoring program that constitutes the legacy of the previous DOE environmental remediation work (completed in 1997) in the former Sewage Lagoons, Hot Ponds, and Diesel Spill sites under the auspices of RCRA and AEA. EM will continue to fund LTS&M of the groundwater remedy through the end of FY 2010. On day one of FY 2011, LM will assume responsibility for funding and performing that work. EM will remain responsible for funding the disposition of the aforementioned TRU material, and the NNSA will remain responsible for coordinating and accomplishing the disposition of that TRU material. Disposition of the TRU material has never been, and never will be, a responsibility of LM.

Four solid waste management units (SWMU) will remain following completion of the EM mission. These consist of the Hot Ponds and Sewage Lagoon sites (both of which contain residual radioactive soil contamination) and two sites with groundwater contamination, the Sewage Lagoon and Diesel Spill sites.

In response to contamination resulting from past ITL research activities, the Environmental Restoration Division at the NNSA Service Center oversaw remedial actions performed by LRRI at several locations on the ITL site. These remedial actions were completed in 1997. The remaining EM-funded work scope was comprised of continuing groundwater monitoring and reporting at two ITL sites; completing legacy waste collection and disposal from approximately 30 laboratories and other miscellaneous areas; and performing surface decontamination of those laboratory areas.

Three areas at ITL required soil remediation: the Hot Ponds site, the Sewage Lagoon site, and the Diesel Spill site. The Hot Ponds and Sewage Lagoon sites contain residual radioactive contamination and are considered SWMUs. In addition to these soil sites, two sites (the Sewage Lagoon and the Diesel Spill site) have residual groundwater contamination and require groundwater monitoring and reporting. The remedy approved by the New Mexico Environment Department (NMED) for both sites is monitored natural attenuation (MNA). These two groundwater sites are also considered SWMUs, bringing the total number of SWMUs at ITL to four.

## **1.2.1 Soils**

### **1.2.1.1 Hot Ponds Site**

This site comprises one-half acre and is located about one-tenth of a mile east of the ITL site. The site consisted of two small concrete-lined evaporative sumps (commonly referred to as the “Hot Ponds”), two metal buildings, and assorted support equipment. Remediation was completed in 1997 and consisted of removing and disposing of the two sumps, both of the buildings, and concrete and surrounding soil as low-level radioactive waste material at the Envirocare facility in Utah. The soils were remediated in accordance with DOE Order 5400.5, *Radiation Protection of the Public and Environment*, and DOE Order 5820.2A, *Radioactive Waste Management*, currently known as DOE Order 435.1.

Based on risk assessments, remediation has reduced the potential dose due to residual radioactive contamination in the soil to below acceptable limits for Cesium-137, Strontium-90, and other radionuclides. DOE has determined that the acceptable exposure limit is 15 millirem per year under the most reasonable exposure scenario. Total dose and isotope contributions were modeled both for the industrial scenario and for the residential farming scenario after remediation. Because of the location and nature of the current and projected role of ITL, the most reasonable exposure scenario was determined to be continued industrial land use. Current residual radioactivity is about 9 millirem per year under the industrial land use scenario. Through natural decaying of the radionuclides, the Hot Ponds area is expected to decay to 12 millirem per year under a residential farmer land use scenario by about 2030, rendering the site suitable for unrestricted use (subject, of course, to approval by the appropriate regulatory body). The future land use specified in section 13005 of the H.R. 146-459 is industrial.

The Hot Ponds area has been restored to a natural terrain and re-vegetated with native grasses. The reference document for completion of remediation is the *Final Hot Ponds Site Closure Report* dated September 16, 1997.

#### 1.2.1.2 Sewage Lagoon Site

This site is located immediately west of the ITL site and once consisted of six sewage lagoons. Elevated levels of Cesium-137 and Strontium-90, among other radionuclides, were found in the former lagoon residual soils.

Between 1963 and 1992, sanitary sewage was discharged to the lagoons. The lagoons consisted of six cells within a 10-acre area. Lagoons 1, 2, and 3 had asphalt berms and were lined with polyethylene over a compacted bottom. Lagoon 4 had no synthetic liner but was constructed with a compacted bottom and asphalt berm. Lagoons 5 and 6 were constructed with impermeable clay bottoms and concrete berms. DOE removed the lagoons from service in May 1992, when ITL began using the City of Albuquerque's sanitary sewer system.

The total area of residually contaminated soil in the Sewage Lagoon site is 7 acres. The site was remediated in 1997. The soils were remediated in accordance with DOE Order 5400.5, *Radiation Protection of the Public and Environment*, and DOE Order 5820.2A, *Radioactive Waste Management*, currently known as DOE Order 435.1. The sludge portion was remediated pursuant to State of New Mexico regulations.

Remediation consisted of excavating the contaminated soil and dried sludge and disposing of those materials at the Envirocare facility in Utah. In a way similar to what was done at the Hot Ponds site, total dose and isotope contributions were modeled both for the industrial scenario and for the residential farming scenario after remediation. Because of the location of ITL, and the nature of its current and projected role, the most reasonable exposure scenario was continued industrial land use. Residual radioactivity is currently less than 15 millirem per year under the industrial land use scenario. By about 2030, the radioactivity in the former Sewage Lagoon Site is expected to decay to under 15 millirem per year, rendering the site suitable for unrestricted use under a residential farmer land use scenario (subject, of course, to approval by the appropriate regulatory body). The future land use specified in section 13005 of the H.R. 146-459 is industrial.

The reference document for completion of remediation is the *Sewage Lagoons Closure Report* dated October 1996.

### 1.2.1.3 Diesel Spill Site

This site comprises approximately 0.3 acre and is located within the main ITL site. It consisted of contaminated soils due to leaks of diesel fuel from underground storage tanks (UST) and associated fuel supply lines. Five USTs were removed in 1993. Contaminated soil was also removed, by over-excavation, and the excavated materials were treated and disposed of at a local permitted landfill off site. This process reduced soil contamination below NMED UST standards at four of the five sites. The remaining site is associated with Diesel Release Area 2. In 1990, LRR I installed a soil venting and bioremediation system to further reduce the level of contaminants in the soil surrounding the original tank footprint. This bioremediation system has not been operational since the mid-1990s, as no further remediation or monitoring was required for the Diesel Spill Site soils.

The reference document for completion of remediation is the *Areas of Concern Investigation Report for Diesel Oil Release Assessment Program* dated July 21, 1995.

## 1.2.2 Groundwater

### 1.2.2.1 Sewage Lagoon Site

Although the soil has been remediated at the Sewage Lagoon Site by the removal and disposal of concrete berms, connecting pipes, liners, and sludge after the sewage lagoons were taken out of service in 1992, residual groundwater contamination remains. The contaminated groundwater covers about 15 acres. Depth to groundwater in the Sewage Lagoons area is approximately 80 feet. The remediation strategy accepted by the NMED Groundwater Quality Bureau is MNA. Current monitoring and reporting requirements, as directed by the NMED-issued permit titled *Discharge Permit, Inhalation Toxicology Laboratory (ITL), DP-519*, dated December 26, 2008, consist of monitoring wells MW-4, MW-17, and MW-19 for a single parameter (total dissolved solids [TDS]) semiannually.

The original discharge permit was issued on June 6, 1988, and subsequently renewed and/or modified on October 15, 1997, and October 28, 2002. The December 26, 2008, renewal of the discharge permit reflects a reduction in both the number of wells requiring monitoring and the number of parameters monitored in each well. For example, the previous discharge permit required that three off-site wells located on the neighboring Isleta Pueblo property (wells IP-1, IP-3, and IP-5) be monitored annually.

The discharge permit's terms are consistent with the accepted remedy of MNA. NMED can modify the permit requirements if it determines that requirements of state law—or the relevant state standards—are being, or may be, violated. Under the discharge permit's terms, monitoring is to continue until all contaminants remain below State of New Mexico Water Quality Control Commission (WQCC) standards for four consecutive semiannual periods. These standards represent State of New Mexico groundwater standards.

The EM Federal Project Director reviews the draft monitoring report before LRR I submits the final report to NMED. This practice is expected to continue, beginning in FY 2011, when LM

assumes responsibility for LTS&M of the groundwater remedy and should continue until such time the NNSA transfers ITL property title to LRRRI (at which time the DOE [i.e., LM] will no longer be liable for groundwater monitoring and reporting). The monitoring and reporting under Discharge Permit DP-519 is done in accordance with the NMED Water Quality Act regulations, and sample results are compared against the applicable WQCC standards. The semiannual reports describe the procedures LRRRI follows to collect the groundwater samples and submit the samples to an independent laboratory for analysis.

Since the TDS in all three of the aforementioned wells currently exceeds the WQCC standards, the groundwater cannot be used for drinking water. However, the need to access this water for drinking purposes is not anticipated. The Sewage Lagoon Site is located within the ITL facility footprint itself, which is totally encompassed by fencing. Thus, institutional and access controls are in place to prohibit accessing the groundwater for drinking water purposes.

#### 1.2.2.2 Diesel Spill Site

While not covered by an NMED-issued discharge permit, a series of historical NMED communications with LRRRI define the regulator's expectation for continued groundwater monitoring at a single well (MW-16) at the Diesel Spill site. This well is monitored on a semiannual basis for volatile organic compounds (VOC) and the following polynuclear aromatic hydrocarbons: 1,2 DCB; 1,3 DCB; 1,4 DCB; and BTEX. The contaminated groundwater covers about 0.3 acre. Depth to groundwater in the Diesel Spill site area is approximately 110 feet.

Monitoring well MW-16 is in the proximity of the former UST that contained diesel fuel and was removed in 1989. As stated previously in this STP, LRRRI removed five USTs and remediated any residual soil contamination by over-excavation of the affected soils and off site treatment and disposal of the contaminated soils. This process reduced soil contamination below NMED UST standards at four of the five sites. The remaining site associated with the Diesel Release Area 2 consistently exceeds regulatory standards for methylnaphthalene. In 1990, LRRRI installed a soil venting and bioremediation system to further reduce the level of contaminants in the soil surrounding the original UST footprint. This bioremediation system has not been operational since the mid 1990s.

As with the Sewage Lagoon site, the conditions imposed by the NMED UST Bureau are consistent with the accepted remedy of MNA. Monitoring well MW-16 will continue to be monitored until all contaminants remain below WQCC standards for eight consecutive quarters or four consecutive semiannual periods.

The EM Federal Project Director reviews the draft monitoring reports for well MW-16 before LRRRI submits the final reports to NMED. This practice is expected to continue, beginning in FY 2011, when LM assumes responsibility for LTS&M of the groundwater remedy and should continue until such time the NNSA transfers ITL property title to LRRRI (at which time the DOE [i.e., LM] will no longer be liable for groundwater monitoring and reporting). The monitoring and reporting fulfill the groundwater monitoring and reporting requirements for the NMED UST Bureau and the New Mexico Environmental Improvement Board Regulations. The semiannual reports describe the procedures LRRRI follows to collect the groundwater samples and submit the samples to an independent laboratory for analysis.

Similar to the Sewage Lagoon Site, the groundwater at the Diesel Spill Site exceeds the WQCC standards and is not available for drinking water, nor is the need to access this water for drinking purposes anticipated. The Diesel Spill Site is located within the ITL facility itself, which is fully enclosed by fencing. Thus, institutional and access controls are in place to prohibit accessing this water for drinking water purposes.

### **1.2.3 Waste Management and Surface Decontamination**

The below-listed physical remediation work scope was completed by EM in FY 2008 and did not result in the identification of further hazard areas. The information is provided in this STP at a summary level to demonstrate that the EM mission at ITL is complete and the physical end states described in the STP have been achieved.

In FY 2008, EM completed the final remaining work scope at four areas at ITL:

(1) miscellaneous laboratories and areas, (2) the Analytical Chemistry Building, (3) the Beta Gamma Wing, and (4) the Castle Area. For each of these areas, hazardous and low-level radioactive waste was identified and removed, and the surfaces were decontaminated. The Beta Gamma Wing will continue to be used for radiological research and, as such, will remain a restricted-use area. The other three areas were decontaminated to levels that will allow ITL to continue its research (DOE did not allow ITL to “down-post” radiological areas; however, the areas were decontaminated and made available for future research).

With the exception of one TRU box containing americium material, all hazardous and low-level radioactive legacy waste from DOE operations was removed from ITL and disposed of at appropriate off-site facilities by the end of FY 2008. No disposal was done on site. The ITL is a small-quantity generator under RCRA. Once the DOE waste was collected and removed from an ITL laboratory or facility, the floors, walls, and counters were surveyed for radiological contamination through a modified *Multi-Agency Radiological Site Survey Investigation Manual* approach. The affected facilities were cleaned and surface-decontaminated, as necessary, to be made available for ITL’s reuse as industrial facilities. Residual contamination within the drains, vents, and ducts was not surveyed as part of this process. However, surveys were conducted at the entrance to the drains, vents, and ducts to ensure that there was no residual radiological risk to ITL laboratory personnel. Complete D&D of the ITL site, which could include removing the buildings and restoring the lands, is beyond the EM program’s scope and will become the responsibility of LRRRI upon implementation of Section 13005 of Public Law 111-11. The LRRRI license with NRC further specifies the financial responsibility related to D&D of LRRRI facilities.

### **1.2.4 Decontamination and Decommissioning**

Section 13005 of Public Law 111-11 specifies that LRRRI will be responsible for all environmental liability, regardless of time of release. The current NRC license specifies that a decommissioning funding plan (Self-Guarantee) is required. However, until such time the recently enacted property-transfer legislation is fully implemented (i.e., the NNSA transfers ITL property title to LRRRI), DOE will retain its long-term responsibility under the KAFB land use permit for the eventual D&D of the ITL facilities, as they become excess. The current ITL lease between the NNSA and LRRRI expires in 2025, but LRRRI had already expressed a desire to extend the lease period (in the event that property-transfer legislative language did not pass, or enacted legislation could not be implemented). Because of DOE’s extensive use of the ITL facilities during the M&O contract era, virtually all ITL research buildings are expected to



require D&D for radiological contaminants in the drains and ductwork, in addition to the surface-decontamination that EM completed in FY 2008.

### 1.2.5 Photographs and Maps of the ITL Facility

Figure 1-1 illustrates a west to east view of ITL with Sewage Lagoon, Laboratory, and Hot Ponds sites. Soil remediation was completed in 1997. Sewage Lagoons are located in the foreground, and the Hot Ponds are located to the east of the facility, in the upper right area of the photo. The Diesel Spill Site is located within the facility proper.



*Figure 1-1. Aerial Site Photo Showing Former RCRA Remediation Areas*

Figure 1-2 depicts the ITL site, including the groundwater plume associated with Sewage Lagoon and Diesel Spill sites. The remaining active wells are MW-17, MW-4, MW-16, and MW-19.

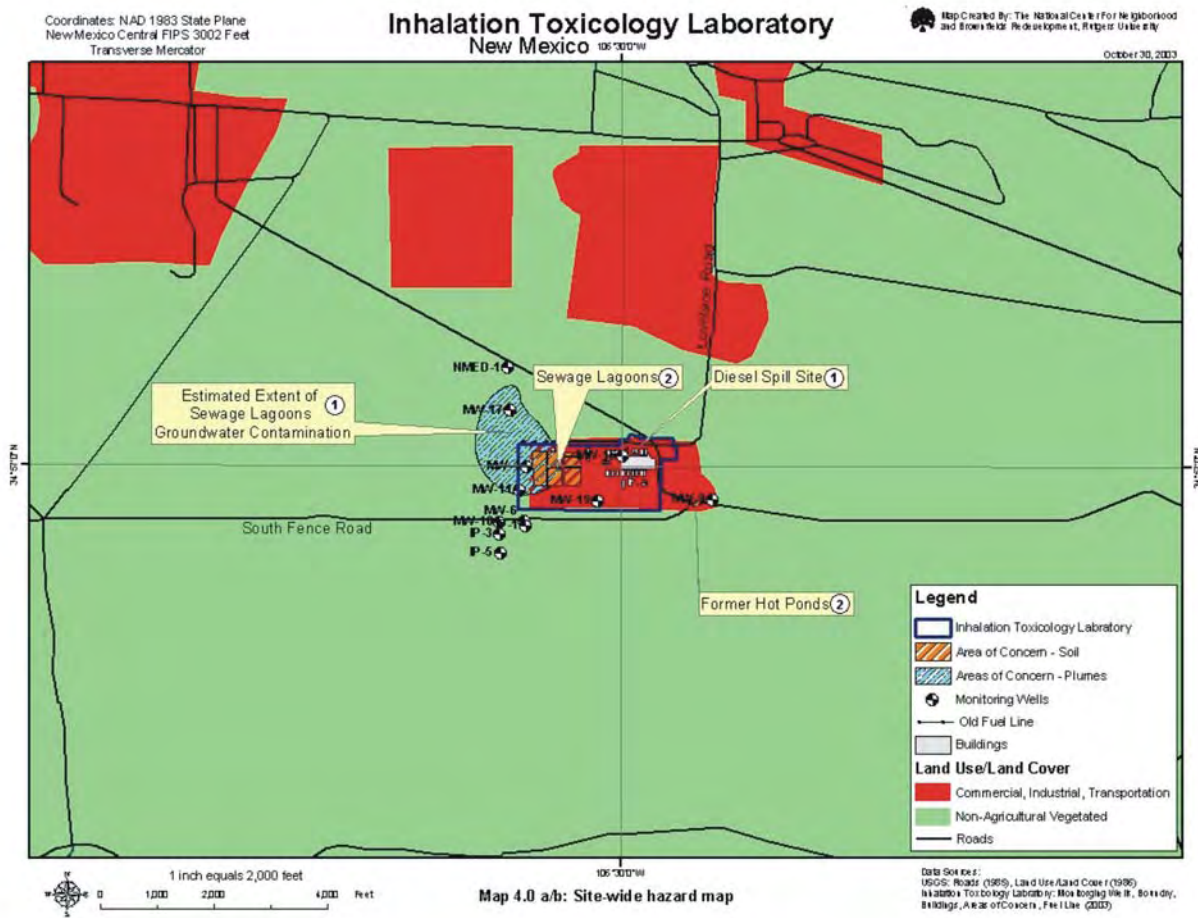


Figure 1–2. Site Map Showing Former RCRA Remediation Areas and Associated Groundwater Plumes, and the Network of Groundwater Monitoring Wells

### 1.3 Goals and Objectives

The primary goals of site transition at the ITL site are the efficient closeout or transfer of EM site activities (groundwater monitoring and reporting), LM’s assumption of responsibility for conducting those activities (and for assuming custodianship of government-owned records), and the return of remediated facilities and land areas to LRR for continued industrial use. The following objectives were established to accomplish these goals:

- Identify functions, programs, initiatives, activities, assets, etc. requiring transition from EM to LM, or to another DOE entity, upon successful completion of the EM mission at ITL.
- Support EM’s preparation of future CD-4 documentation for final project closeout.

- Establish a common understanding of EM's, LM's, and NNSA's contractual, financial, landlord, and legal responsibilities during FY 2008 through FY 2010, and beginning in FY 2011 (when EM target funding will be transferred to LM for groundwater monitoring and records custodianship) through such time that the NNSA transfers title of the ITL property to LRRI. The anticipated date of property conveyance is August 2012.
- Ensure that the applicable elements of the STF are met.

## 1.4 Transition Implementation Approach

To accomplish the transition goals and objectives, the project completion and site transition implementation approach follows a four-tiered, flow-down concept as illustrated in Figure 1–3. Level 1 of the flow-down involves the drivers, which provide a framework for the requirements associated with site transition and CD-4 activities. The primary requirements are DOE Order 413.3A, *Program and Project Management for the Acquisition of Capital Assets*, and DOE Order 430.1B, *Real Property and Asset Management*. These requirements have been further clarified in a variety of guidance documents, manuals, memoranda, and fact sheets.

For sites where EM conducted environmental remediation, DOE Order 430.1B is implemented with the development of a disposition plan. ITL had a validated baseline (scope, schedule, and budget) for activities required to achieve physical completion. The STP, or level 2 of the flow-down concept, meets the DOE Order 430.1B requirement for a disposition plan. The STP integrates the high-level requirements for scope, schedule, and budget associated with physical completion and site transition.

This STP includes four key elements:

1. A “cross-walk” to the 10 functional areas of the STF, including task descriptions, roles and responsibilities, assumptions, and key actions (Section 2.0).
2. A risk management plan that addresses risks associated with accomplishing site transition by FY 2011 (Table 1–2).
3. A post-closure life-cycle budget (Section 4.0). The budget for the first 5 years post-closure (i.e., FY 2011–2015) was jointly formulated by EM and LM in FY 2009. The EM target funding for that budget will be transferred to LM in FY 2011.
4. Major transition milestones (Table 1–1).

Level 3 of the flow-down approach involves the site-specific implementation tools for the primary DOE organizations (LM and EM) and other DOE elements (e.g., NNSA) peripherally involved in EM's project closeout and the transition of LTS&M activities to LM. The approved EM baseline, contract closeout plan (or equivalent), and various supporting documents for the ITL project's future CD-4 package will address portions of the site transition requirements. The LM acceptance criteria are defined in the STF. Completion of CD-4 requirements will be jointly verified and documented by EM and LM as level 4 of the flow-down approach.

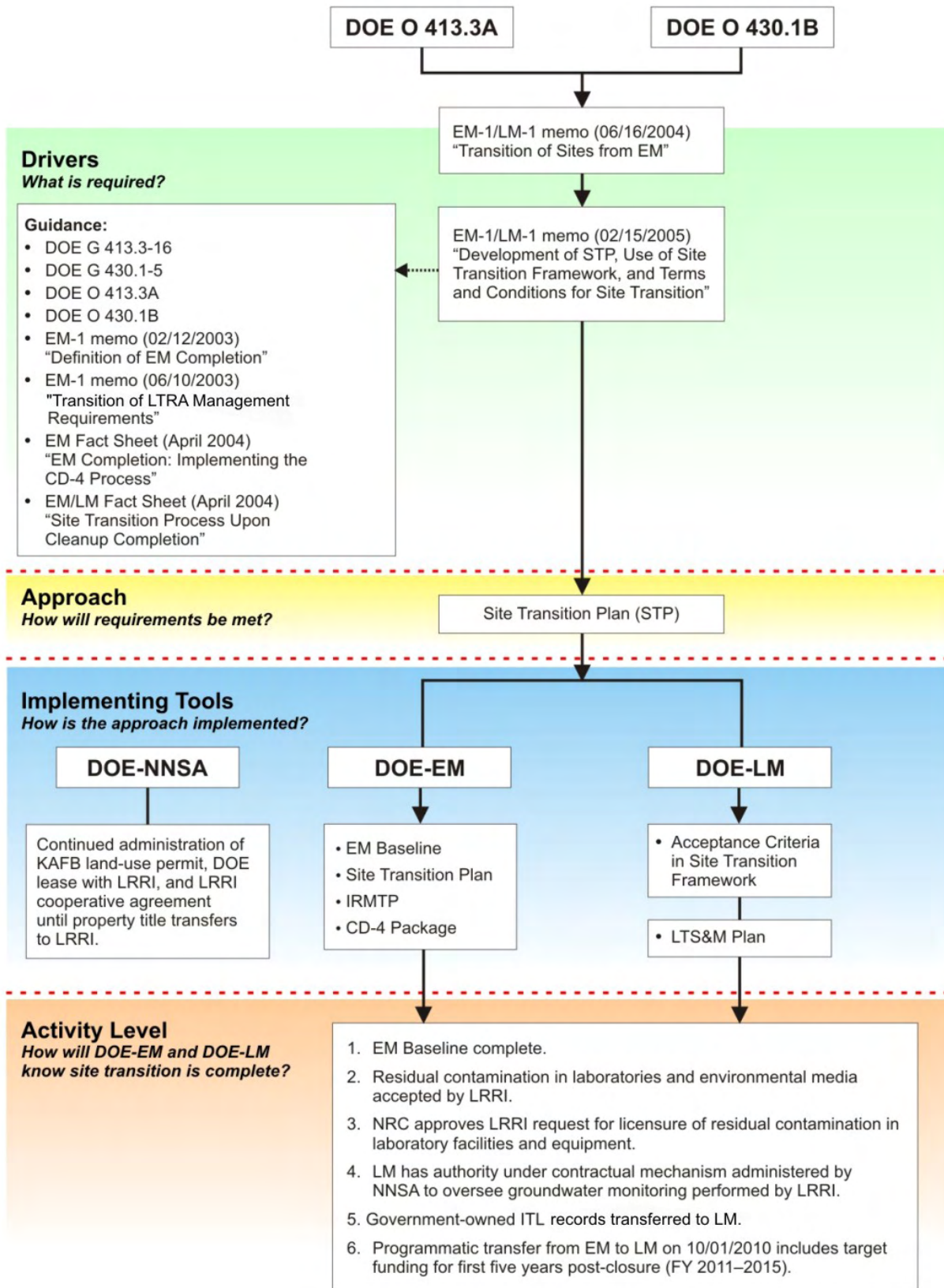


Figure 1–3. ITL Project Completion and Site Transition Implementation Approach

## 1.5 Major Transition Assumptions

Major transition assumptions for the ITL are as follows:

- LRRI will complete the EM remediation baseline work scope by September 30, 2008, (action completed).
- LRRI will dispose of all low-level waste (LLW) and mixed low-level waste (MLLW) remaining on site, including any contaminated lead (action completed for LLW and MLLW; however, one TRU box remains in temporary storage at the ITL facility, pending transfer to another DOE facility for further disposition).
- DOE will review LRRI's completed remediation documentation and concur that the documentation is in accordance with cleanup standards (action completed).
- LRRI will unconditionally accept remediated DOE facilities (action completed).
- LRRI will continue to comply with permits, agreements, and reporting requirements for which LRRI is responsible.
- The LM mission at the ITL site will be limited to LTS&M of the environmental remedies and the custodianship of government-owned records.
- EM's transfer of LTS&M to LM in FY 2011 is no longer contingent on the enactment of legislation for transfer of ITL property title to LRRI, since Section 13005 of Public Law 111-11 (2009 Omnibus Public Land Management Act) was signed on March 30, 2009. However, NNSA will proceed with the requirement to transfer the property title to LRRI.
- The NNSA Service Center will continue to perform site landlord and lease oversight functions at the ITL facility until implementation of the property-transfer legislation (i.e., transfer of ITL property title to LRRI). The NNSA Service Center will be solely responsible for implementing the property-transfer legislation, including all required National Environmental Policy Act (NEPA) reviews of the proposed property transfer and the execution of real-property documentation associated with that transfer.
- All DOE elements, as well as LRRI, recognize that upon enactment of the anticipated legislation, it may take several months to transfer the property title from NNSA to LRRI. In the interim, NNSA (as the property lessor) remains responsible for landlord oversight of ITL-leased space.
- The NNSA Service Center will continue to administer Cooperative Agreement DE-FC52-01AL67301 with LRRI, including the following: (1) modification or extension of the agreement as needed for continued performance of DOE-funded work until the property title is transferred to LRRI, and (2) contractual and financial closeout of the cooperative agreement when DOE no longer needs such a contractual arrangement. LM will continue to use LRRI for groundwater monitoring and reporting after October 1, 2010 (FY 2011), under the terms of the cooperative agreement.

## 1.6 Risk Planning

Management of the uncertainties associated with the major transition assumptions discussed above will be addressed by the site transition team on a case-by-case basis as the need arises. Risk planning to ensure that risks are avoided, mitigated, or accepted will be addressed during the transition-planning efforts.

Risks include a statement of the risk condition, the likelihood that risks will arise, the consequences of risks, and the strategy for handling risks. Likelihood is determined by a qualitative analysis of risk as high, medium, or low; consequence is determined by a qualitative analysis of risk as large, medium, or small. The risk-handling strategy will be to either accept and monitor the risk or to develop a mitigation plan. Typical mitigation plans at sites where EM work was performed include DOE plans to determine the reasonableness of the cleanup contractor's declaration of physical completion, contract closeout plans (or equivalent documents), and information and records management transition plans (IRMTP). Mitigation plans for site transition risk activities at ITL will be developed as needed, as determined by the site transition team.

Table 1–2 in Section 1.1 of this STP provides details of the key uncertainties associated with the transition process and the associated risk-handling strategy.

## 2.0 Status of Site Transition

As mentioned previously, the Site Transition Framework (STF) is used to verify that appropriate steps have been, or will be, taken to plan for and execute the transition of certain functions from EM to LM. The STF establishes requirements in the following 10 functional areas:

1. Authorities and accountabilities.
2. Site conditions.
3. Engineered controls, operation and maintenance (O&M), and emergency and contingency planning.
4. Institutional controls, real and personal property, and enforcement authorities.
5. Regulatory requirements and authorities, including waste management and NEPA.
6. LTS&M budget, funding, and personnel.
7. Information and records management.
8. Public education, outreach, information, and notice.
9. Natural, cultural, and historical resource management.
10. Business closure functions, pensions and benefits, and contract closeout or transfer.

This section of the STP describes the 10 functional areas listed above and the status of each at the ITL site. Ideally, all applicable requirements in the 10 functional areas will be met by the first day of FY 2011, when programmatic responsibility will transfer from EM to LM for the LTRA and records custodianship functions at the ITL site. However, some STF requirements may not be met until after programmatic transfer. In such cases, the CD-4 package (*Approve Project Completion*) for ITL, which EM will prepare, will include a post-closure punch list of action items that EM is responsible for completing (disposition of the TRU material is an example of a potential post-closure punch-list item). EM will coordinate with LM during development of the CD-4 package to ensure that any concerns LM has, post-closure, will be addressed.

### 2.1 Authorities and Accountabilities

Sites must ensure that all documents allocating interested parties' roles and responsibilities have been approved and signed, identify responsibilities and funding for legacy management activities, and determine whether the appropriate government policies and procedures for managing resources are incorporated into required LTS&M plans and agreements.

#### Status:

- In FY 2008, LRRRI completed physical remediation activities in the EM baseline, and the EM personnel at the NNSA Service Center verified that the work was completed satisfactorily.
- DOE obligations to LRRRI are defined in Cooperative Agreement DE-FC52-01AL67301 and in Lease Agreement DE-RP04-02AL78171. The NNSA Service Center is currently, and will remain, responsible for DOE's administration of the lease during FY 2010 and until such time the ITL property title transfers to LRRRI via real estate deed.

- Upon LM's acceptance of programmatic responsibility for LTRA at the ITL site in FY 2011, LM plans to continue using LRRI to perform groundwater monitoring and reporting. DOE funding for this function is currently provided to LRRI via the aforementioned Cooperative Agreement. In the event that LM needs to establish a contractual relationship with LRRI, permission to enter into negotiations with LRRI must first be granted by the NNSA Service Center.
- The NNSA Service Center will maintain responsibility for the contractual and financial closeout of the Cooperative Agreement and the ITL facility lease with LRRI, as well as closeout of the original M&O contract with LRRI.
- EM is responsible for the disposal of the final remaining legacy item at the ITL site—the TRU box. This material will be transferred to another DOE facility for disposition.
- EM will maintain responsibility for attaining regulatory completion (as defined in Section 1.1 of this STP). Regulatory completion may occur before or after EM submits the CD-4 package to the Acquisition Executive for approval.
- EM will maintain budget authority through the end of FY 2010 and will transfer the budget target to LM in FY 2011 for LTRA and records custodianship.
- Funding for the EEOICPA is currently, and will continue to be, provided by the DOE Office of Health, Safety, and Security.
- The NNSA Service Center currently implements the EEOICPA Program for the ITL site and will transfer responsibility for this function directly to LM in FY 2011.

## 2.2 Site Conditions

Sites must ensure that remedies and remaining hazards have been identified and documented at physical completion, complete a conceptual model for LM, ensure that remedial actions and associated documentation have been completed and approved by regulators, and identify and document any natural resource damage (NRD) claims.

### Status:

- DOE, under the AEA, has documented completion of the investigation, remediation, and implementation of LTS&M requirements (including land use restrictions, if applicable) for areas of the ITL site that had been radiologically contaminated as a result of previous DOE operations.
- DOE, under RCRA, has documented completion of the investigation, remediation, and LTS&M requirements (including land use restrictions, if applicable) for areas of the ITL site that had been contaminated with hazardous substances as a result of previous DOE operations.
- Based on the current cleanup criteria, the ITL site has been remediated to an industrial use standard.
- Residual soil and groundwater contamination (both hazardous and radiological) has met all applicable NMED and DOE requirements and is protective of human health and the environment for the intended future land use (industrial).
- LRRI has completed the restoration of contaminated soil areas at the ITL site.



- LRRI has remediated site groundwater and implemented a groundwater monitoring program to ensure that groundwater contaminants have been remediated or are naturally attenuating.
- LRRI has remediated all contaminated buildings and other structures at the site.
- Consistent with LRRI's desire to continue using ITL laboratory facilities, contaminated drains, drain lines, sumps, vaults, and other infrastructure remain in place. Residual contamination present in those structures has been accepted by LRRI and is allowable under the industrial land use scenario.
- LRRI has provided the NNSA Service Center with written notification of completion of all physical work scope in the EM baseline.
- EM personnel at the NNSA Service Center have confirmed and accepted the effectiveness of remediation activities performed by LRRI.
- No NRD claims exist as a result of previous DOE operations at the ITL site.

### **2.3 Engineered Controls, O&M Requirements, and Emergency and Contingency Planning**

Sites must identify and document all engineering controls and O&M activities; identify contractor activities and provide funding to perform the work; and identify any engineering or contingency planning, authority, and responsibilities.

#### **Status:**

- Groundwater monitoring requirements associated with RCRA remediation in the former sewage lagoons, hot ponds, and Diesel Spill site are the responsibility of LRRI.
- Groundwater monitoring for the Diesel Spill site monitoring well MW-16 is associated with one of five underground diesel USTs that were removed in 1989. LRRI must conduct semiannual monitoring of and reporting on groundwater well MW-16 for volatile organic compounds and polynuclear aromatic hydrocarbons. Monitoring results are compared against WQCC standards.
- Discharge Permit DP-519 is associated with the former sewage lagoons removed from service in 1992. Consistent with permit reissuance on December 26, 2008, LRRI must conduct semiannual monitoring for and reporting on TDS levels in three monitoring wells. Monitoring results are compared against WQCC standards.
- Contamination has never been detected in the three monitoring wells on the neighboring Isleta Pueblo property. Since the reissuance of Discharge Permit DP-519 in December 2008, LRRI is no longer required to monitor the three Isleta Pueblo wells. However, for the indefinite future, the three Isleta Pueblo wells will remain in place.
- As envisioned in DOE's long-term lease to ITL, NMED issues discharge permits to LRRI for groundwater monitoring, and LRRI submits groundwater monitoring reports directly to NMED. LRRI provides DOE with the opportunity to review draft groundwater reports and draft permit renewals before they are formally submitted to NMED. Although the current lease states that DOE will be the signatory on permits, LRRI has been the signatory on the previous four permit renewals executed after privatization was initiated in 1996. The permit was most recently renewed in December 2008 (for Discharge Permit DP-519).

- Four monitoring wells are currently active. Three are associated with the Sewage Lagoon site (Discharge Permit DP-519), and one is associated with the Diesel Spill site.
- Upon NMED's reissuance of Discharge Permit DP-519 in December 2008, the regulator asked LRRI to provide a plug and abandonment plan for inactive monitoring wells. LRRI completed the plug and abandonment (P&A) of inactive wells at the ITL site in June 2009, and the remaining four wells on the ITL site are active wells.
- Emergency and contingency planning is a DOE landlord oversight function and, as such, is the responsibility of the NNSA Service Center. NNSA will maintain this responsibility until the ITL property title is transferred to LRRI via real estate deed, at which time the KAFB land use permit with DOE and the NNSA lease to LRRI will be terminated.
- LM will issue the *LTS&M Plan* by the end of FY 2010. As stated in the EM/LM fact sheet titled *Site Transition Plan Guidance* and dated December 2004, the *LTS&M Plan* will function as DOE's 10-year site plan (required under DOE Order 430.1B, *Real Property Asset Management*).
- Beginning in FY 2011, and continuing until such time the ITL property title is transferred from NNSA to LRRI, LRRI will continue to perform groundwater monitoring and reporting, assuring that monitoring in the Sewage Lagoon area complies with the Sewage Lagoon Discharge Permit (DP-519), and LM will continue to reimburse LRRI for its costs to perform that function.

## 2.4 Institutional Controls, Real and Personal Property, and Enforcement Authorities

Sites must identify and document all land use and institutional controls, ensure that they are approved by the regulators and implemented, and ensure that property records are complete.

### Status:

- Institutional controls associated with residual radiological or hazardous contaminants in soil and groundwater are defined in the closure plans for the Hot Ponds and Sewage Lagoons sites and in DOE's *Risk-Based End State* document, published in January 2004. These documents identify the Sewage Lagoons, Hot Ponds, and Diesel Spill sites. In addition, signage exists at the former sewage lagoons. Additional information on residual contamination present in soils and groundwater can be found in LRRI's closure reports for the hot ponds (dated September 16, 1997) and former sewage lagoons (dated October 1996).
- DOE's long-term lease with LRRI gives LRRI the authority to negotiate with regulators and to obtain the necessary environmental permits. LRRI has been the sole signatory on the four renewals of Discharge Permit DP-519 that have been executed after ITL privatization was initiated in 1996.
- Real property (i.e., land) is owned by KAFB and permitted to DOE. Real property improvements (i.e., buildings and other structures) were previously "owned" by the DOE Office of Science (SC), according to the DOE FIMS database. However, in early FY 2009, building ownership status in FIMS was transferred from SC to NNSA. This will facilitate NNSA's future transfer of the real property title to LRRI, pursuant to Section 13005 of

Public Law 111-11 (2009 Omnibus Public Land Management Act) signed on March 30, 2009.

- Personal property (including radiological sources) was transferred to LRRI via DOE's original lease, executed on September 30, 1996.
- Property owned by the U.S. General Services Administration or DOE, if any (e.g., sampling vehicles or equipment) and used to conduct LTS&M activities will be transferred from NNSA to LM by FY 2011.
- A real estate agreement (providing access to monitoring wells) between DOE and the Isleta Pueblo does not currently exist. The existing working relationship between NMED (the regulatory body that owns the monitoring wells on pueblo property and had previously imposed the requirement on LRRI to monitor those wells), LRRI, and the Isleta Pueblo demonstrates the pueblo's acceptance, years ago, that it was prudent to allow groundwater to be monitored on Isleta Pueblo property. Continuation of this relationship between NMED, LRRI, and the Isleta Pueblo is not the responsibility of DOE (NNSA, EM or LM).
- The Realty Officer at the NNSA Service Center will modify the land use permit with KAFB to delineate which groundwater wells are associated with the ITL site and which are associated with other DOE activities (e.g., Sandia National Laboratory) conducted on KAFB property.
- The ITL groundwater monitoring wells had not been previously listed in the FIMS database as real estate assets. This is inconsistent with LM's practices at other post-closure sites. Therefore, no later than FY2010, the NNSA Service Center will enter all active groundwater monitoring well-related data into FIMS so that those assets can be transferred to LM in FY 2011.
- As part of the NNSA Service Center's planning for eventual real property transfer to LRRI, DOE will need to determine if it is in DOE's best interest to retain ownership of the groundwater monitoring wells or transfer ownership to LRRI. This effort will require coordination between the NNSA Service Center and LM.

## 2.5 Regulatory Requirements and Authorities

Sites must identify all regulatory decision documents and associated site characterizations that have been completed or closed out, ensure that the implemented remedy and associated LTS&M activities (if any) are in compliance with regulatory requirements, and make available any future reviews that are planned and consistent with guidance. Sites must also communicate the status of, and path forward for, applicable regulatory requirements—such as RCRA permits and NRC (or NRC agreement state) licenses—and must identify the location of pertinent regulatory documents to ensure that a maintenance schedule or process is in place to continue to meet environmental compliance reporting requirements.

### Status:

- NMED issues discharge permits to and regulates groundwater monitoring activities conducted by LRRI.
- RCRA investigation, remediation, and closure reports are available at the NNSA Service Center.

- Reports on the DOE-regulated investigation or remediation of radiologically contaminated areas of the ITL site, under the authority of AEA, are available at the NNSA Service Center.
- Historical groundwater monitoring data, as required under discharge permits issued by NMED, are available at the LRRRI facility.
- Groundwater well installation information, for all ITL wells located on KAFB or Isleta Pueblo property, is available in the hydrogeological investigation reports available at the NNSA Service Center.
- Remaining (i.e., active) groundwater monitoring wells at the ITL facility are classified as real property. As of FY 2011, LM will keep the groundwater wells in place until such time those wells are transferred to LRRRI per requirements of Section 13005 of Public Law 111.11. These transactions must be documented in accordance with federal and DOE real property regulations and associated guidance. Well permitting and abandonment are compliance functions, and access agreements are real property functions.
- KAFB Land Use Permit PERM/O-KI-96-0007, executed on June 30, 1997, allows DOE to use various properties (including land where DOE constructed the ITL facility) located at KAFB. The land use permit requires DOE to prepare required NEPA documentation associated with DOE activities conducted on KAFB property and in accordance with U.S. Air Force requirements. The permit also states that no additions to, or alterations of, the premises shall be made without the prior written approval of the U.S. Air Force.
- The *Sandia National Laboratory Final Site-Wide Environmental Impact Statement* (DOE/EIS-0281), dated October 1999, includes seven other DOE-controlled areas (one of which is ITL) located on KAFB.
- The DOE long-term lease with LRRRI (Contract DE-RP04-02AL78171) executed in October 1, 2001—which supersedes the original lease, DE-RP04-96AL76921, dated September 30, 1996—requires LRRRI to comply with the KAFB land use permit to DOE at all times and to operate facilities in accordance with the impacts analyzed in NEPA documents and determinations made by DOE or KAFB. The lease further requires LRRRI to comply with various other statutory and regulatory requirements (including NEPA and the Endangered Species Act) that affect the protection of natural resources.
- The DOE long-term lease with LRRRI includes an “Environmental Permits and Licenses” provision that describes, among other things, permits that LRRRI is solely responsible for (such as the facility wastewater discharge permit from the City of Albuquerque and permits required by Albuquerque or Bernalillo County Air Quality Control regulations) and environmental reporting responsibilities (such as under the National Emission Standards for Hazardous Air Pollutants and the Emergency Planning and Community Right-to-Know Act).
- LRRRI has provided EM personnel at the NNSA Service Center with a radiological release transition plan that documents the completion of physical work.
- EM personnel at the NNSA Service Center have confirmed that physical work performed by LRRRI was completed in accordance with stated cleanup goals suitable for unconditional acceptance by LRRRI and regulation by NRC.
- LRRRI is adhering to all environmental reporting requirements, including, but not limited to, the following: RCRA 3016 reports and reports associated with 3010, as indicated on the

Comprehensive Environmental Response, Compensation, and Liability Information System Docket for the ITL site; annual or biennial hazardous waste reports; Emergency Planning and Community Right-to-Know Act reports; Federal Facility Compliance Act reports or notifications; National Emission Standards for Hazardous Air Pollutants annual reports; and NMED wastewater discharge permit reports.

- The NNSA Service Center is responsible for preparing the required NEPA documentation for the proposed action to transfer the property title to LRRI (as mandated by the 2009-enacted property-transfer legislation).

## 2.6 LTS&M Budget, Funding, and Personnel

Sites must develop technical baseline documents for LM activities and identify personnel requirements necessary for such activities.

### Status:

- The EM CBC and LM jointly developed the LTS&M budget for the first 5 years post-closure (FY 2011–2015).
- EM has acquired the necessary funding for FY 2010 activities at the ITL site, as well as EM target funding (to be transferred to LM) for the first 5 years post-closure.
- In August 2009, the DOE Chief Financial Officer issued the *Program Direction Memorandum* (PDM) for FY 2011 transfers to LM. The PDM documents DOE's intent to transfer EM target funding to LM for FY 2011 through 2015 for activities at the ITL site. Sufficient ITL funding is included in the 5-year funding profile that the PDM identified for the Miamisburg Closure Project.
- No full-time equivalents will be transferred from EM to LM for ITL post-closure activities; only target funding will be transferred.

## 2.7 Information and Records Management

Sites must identify and transfer site information, records, and plan information management as required.

The February 2005 EM-1/LM-1 *Terms and Conditions for Site Transition* requires EM to develop an IRMTP; organize records' transfer tasks; establish a timetable and milestones for task completion; and identify personnel, funding, and other resources needed to complete the ownership transfer in accordance with the *Legacy Management Information and Records Management Transition Guidance*, dated March 2004.

### Status:

- Active government-owned records associated with the ITL site are currently held by a variety of organizations within the NNSA Service Center. These records include the following: (1) the contract file associated with the original M&O contract with LRRI; (2) contractual records associated with the post-privatization cooperative agreement with LRRI; (3) records associated with various landlord oversight functions such as ES&H, legal, and real property; and (4) records associated with the EM-funded environmental

investigation and remediation of soils, groundwater, and ITL laboratory facilities. NNSA will continue to maintain custody of the “active” portion of such record collections until there is no longer a business need to maintain those records. At that time, NNSA will deem the records inactive and will transfer the records to an LM-approved storage facility.

- The Records Officer at the NNSA Service Center currently holds a collection of inactive ITL records. NNSA will transfer those records to an LM-approved storage facility by the end of FY 2010. NNSA will accomplish this task after consulting with the LM records professional on the ITL site transition team to ensure that NNSA-held (and LRRI-held) records are assigned to the appropriate DOE records retention schedule.
- LRRI had held a large collection of inactive ITL records that could be archived without disruption to current LRRI operations. In March 2009, LRRI consolidated the inactive records collection and made that collection available to the ITL site transition team. This records collection will be assigned according to the appropriate DOE records retention schedule and transferred to a Federal Record Center (FRC) or other LM-approved storage facility. In October 2008, EM agreed to fund, and LM agreed to perform, the scheduling and transfer of inactive records currently held by LRRI. This task was completed in January 2010.
- The NNSA Service Center is currently responsible for processing EEOICPA claims associated with ITL and will transfer that responsibility to LM in FY 2011. At present, ITL employee records that are necessary for processing the claims are held by LRRI and sent to the EEOICPA Program Manager at NNSA upon request.
- Beginning in FY 2011, the NNSA and LM FOIA Officers will each be responsible for reviewing the ITL records in their custody to determine if such records are responsive to FOIA requests DOE has received. The same process shall apply to Privacy Act requests or other records requests associated with the ITL facility. EM does not currently hold, and is not expected to hold, any ITL records in the EM Albuquerque offices.
- No classified records are associated with the ITL site.
- ITL records associated with the disposal of TRU waste have been transferred to the DOE Sandia National Laboratory Site Office. LM will not accept custodianship of any TRU records.
- Records management professionals on the ITL site transition team will prepare an IRMTP that establishes a process for dispositioning inactive ITL records by the end of FY 2010. The IRMTP will be signed by the EM CBC Director, the LM Team Leader for Archives and Information Management, and the NNSA Service Center Director. This action was completed in January 2010.
- LM will accept legal custody of all inactive ITL records that are in LM’s possession on and after October 1, 2010, and will assume responsibility for bearing all costs associated with the storage, retrieval, and eventual destruction of those records.
- EM, LM, and NNSA understand that certain categories of ITL records will remain active for some time after LM assumes programmatic responsibility for LTRA in FY 2011. Such records will be deemed inactive by the record holder (e.g., the NNSA Service Center) when there is no longer a business need to maintain the records. At that time, the record holder will be responsible for dispositioning those records to an LM-approved storage facility.

- By September 15, 2010, EM and NNSA will provide LM with a final inventory of ITL records (including any special record collections), finding aids, Standard Form 135s, Standard Form 258s, and documentation for the future retrieval of those records.
- The EM CBC will ensure that the DOE Records Officer is notified that LM is the custodian of ITL environmental records, effective October 1, 2010. This notification to the DOE Records Officer is necessary so that the National Archives and Records Administration (NARA) can, in turn, be notified, as appropriate. This will ensure that NARA knows which DOE organization is responsible for paying for the storage of, and other transaction fees associated with, ITL records held at an FRC.

## 2.8 Public Education, Outreach, Information, and Notice

Sites must have community involvement and community relations plans.

### Status:

- As the current site landlord, the NNSA Service Center provides all public education and outreach support for the ITL site.
- Key ITL stakeholders include LRRI, the Isleta Pueblo, KAFB, the City of Albuquerque, the County of Bernalillo, and the State of New Mexico.
- The most recent formal EM communication with stakeholders was during development of the EM *Risk-Based End State for ITL*; the final document was sent to ITL stakeholders in January 2004.
- The ITL facility does not have a DOE public reading room. However, the public can view ITL documents by contacting the NNSA Service Center.
- As part of ongoing efforts to ensure that stakeholders remain informed of the future activities conducted at the ITL site, LM will include a public involvement section in the *LTS&M Plan* and will provide stakeholders with copies of the *LTS&M Plan*. Effective FY 2011, information regarding the environmental remediation and LTS&M activities at the ITL site will be available on the LM website (at <http://www.LM.doe.gov>) and from:

U.S. Department of Energy, Office of Legacy Management  
2597 B-3/4 Road  
Grand Junction, Colorado 81503  
(970) 248-6000

## 2.9 Natural, Cultural, and Historical Resource Management

DOE Order 450.1, *Environmental Protection Program*, states that sites must implement appropriate systems or processes to protect sensitive cultural and natural resources, including threatened and endangered species and archeological sites. Sites must also protect sensitive information about the location and content of historical and pre-historical archaeological sites. The sites must identify the locations and characteristics of natural and cultural resources that need LTS&M and implement a corresponding management system as part of LTS&M activities.

**Status:**

- Natural, cultural, and historical resource issues are the responsibility of KAFB (i.e., the current ITL property owner). The KAFB land use permit to DOE does, however, impose requirements on DOE to protect such resources and to notify KAFB when potential “new” resources are discovered. The DOE lease to LRRI prohibits LRRI from disturbing natural, cultural, or historical resources. The NNSA Service Center administers both the KAFB land use permit and the DOE lease to LRRI and will continue to administer those two real property agreements until the property title is transferred to LRRI via real estate deed.
- No NRD claims exist as a result of DOE operations at the ITL site.
- The *Sandia National Laboratory Final Site-Wide Environmental Impact Statement* (DOE/EIS-0281), dated October 1999, contains additional information on the natural, cultural, and historical resources on Sandia National Laboratory property and seven other DOE-controlled areas (including ITL) on KAFB.

## **2.10 Business Closure Functions, Pension and Benefits, and Contract Closeout or Transfer**

Sites must identify current contractor pensions and benefits needs, identify the status of pending litigation and liabilities, identify restoration contract closeout actions, identify contracts and financial agreements required for LTS&M activities, and ensure that the requirements of DOE orders are satisfied.

**Status:**

- There are no DOE worker benefits or pension liabilities at the ITL site.
- LRRI, as a privatized entity, will remain responsible for worker benefits and pension liabilities at the ITL site.
- No outstanding litigation is associated with the ITL site as of the date of this document.
- LRRI has indicated that it will hold DOE harmless for all previous environmental contamination, including facilities, lands, and groundwater, and Section 13005 of Public Law 111-11 (2009 Omnibus Public Land Management Act), signed on March 30, 2009, mandates the transfer of ITL property title to LRRI will relieve DOE of all environmental liability, including contamination resultant from past, present, or future activities. This STP assumes that the property-transfer legislation will be fully implemented by the NNSA Service Center via transfer of property title to LRRI via real estate deed. EM and LM understand that it will take the NNSA Service Center several months to transfer property title to LRRI.
- The NNSA Service Center is responsible for closing out the M&O contract and the cooperative agreement, as well as (at the appropriate time) the land use permit with KAFB and the ITL lease to LRRI.
- The NNSA Service Center, Office of Contracting will consult with LM before terminating the current cooperative agreement. NNSA and LM must ensure that termination (rather than extension) of the cooperative agreement is in DOE’s best interest, given that as of FY 2011, LM will be responsible for funding the groundwater monitoring work that LRRI will perform. If a decision is made to terminate the cooperative agreement, the NNSA



Service Center will need to provide LM with permission to negotiate a suitable replacement contractual vehicle with LRRI to ensure that groundwater monitoring and reporting are not interrupted.

- The EM CBC, in consultation with LM and NNSA, will prepare the CD-4 package for the Acquisition Executive's approval.

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### 3.0 Lessons Learned

The lessons learned process helps existing and future DOE sites undergo the site transition and project closeout process. The ITL site transition team will identify and document pertinent information throughout all phases of site transition and project closeout. The EM Federal Project Director, in consultation with LM and the EM CBC, will submit a *Site Transitions Lessons Learned* document to EM and LM within 1 year of CD-4 approval.

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## 4.0 Estimated Costs for Transition

In August 2009, the DOE Chief Financial Officer issued the *Program Direction Memorandum* (PDM) for FY 2011 transfers to LM. The PDM documents DOE's intent to transfer EM target funding to LM for FY 2011 through 2015 activities at the ITL site. Sufficient ITL funding is included in the 5-year funding profile that the PDM identified for the Miamisburg Closure Project. The ITL portion of the Miamisburg Closure Project funding profile was estimated by the LM Project Manager in June 2009 and includes the following cost elements:

	<b>FY 2011</b>	<b>FY 2012</b>	<b>FY 2013</b>	<b>FY 2014</b>	<b>FY 2015</b>
LTS&M activities	\$50K	\$50K	\$50K	\$50K	\$50K
Records custodianship	\$30K	\$15K	\$10K	\$10K	\$10K
<b>TOTAL</b>	<b>\$80K</b>	<b>\$65K</b>	<b>\$60K</b>	<b>\$60K</b>	<b>\$60K</b>

Costs borne by LM during the actual site transition planning process (i.e., present-day costs through the end of FY 2010) are "sunk" costs associated with the DOE or DOE contractor employees who are planning the ITL site transition with EM. Examples of such sunk costs include the federal full-time equivalents in the LM organization who are subject matter experts in records management, groundwater monitoring, real property management, and the like, and the DOE contractor personnel who provide LM with technical and administrative support.

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