

THE ADVISOR

A Publication of the Rocky Flats Citizens Advisory Board

Spring 1996

Rocky Flats Submits Fiscal Year 98 Cleanup Budget

This spring, the Rocky Flats Environmental Technology Site submitted its budget proposal to Department of Energy Headquarters for Fiscal Year 98. Although 1998 seems far off, one must remember that the federal budget process involves a two-year planning cycle. The federal budget year, or fiscal year (FY), begins on October 1 each year and ends on September 30 the following year. Fiscal Year 98 will begin on October 1, 1997. Planning for the fiscal year begins in October, two years before the money is actually available to spend. This means that the Rocky Flats site began its planning for FY 98 in October 1995.

Budget Submitted to D.C.

On April 15, Rocky Flats submitted its FY 98 budget proposal to the DOE office of Environmental Management in Washington, D.C. This office is responsible for the many cleanup sites of nuclear weapons complex facilities across the country. In June, the Environmental Management office will make a final decision on how money will be divided among the various facilities. It may end up that Rocky Flats will receive more money than it requested, or conversely, it could receive less. After this decision is made, the Environmental Management budget will become part of the total Department of Energy budget, which in

turn becomes part of the President's budget that will be sent to Congress next January. At any of these steps, money could be added or subtracted from the budget.

So, how much money is Rocky Flats requesting? When Rocky Flats began putting its budget request together, the



site received what is known as a "target level" from DOE Headquarters. This target is based on projections of how much money will be available for the fiscal year. Targets are set by the President's Office of Management and Budget nationwide for the various accounts of the federal government. Each agency must take this target and divide it among the

programs under its control. The FY 98 target for Rocky Flats is \$494 million. For FY 97 the target was \$537; for FY 96, \$584 million. The obvious trend is that the money available to spend on cleanup at Rocky Flats and the other weapons complex sites is decreasing.

Putting the Dollars to Work

What will \$494 million buy? According to site officials at Rocky Flats, \$402 million will be spent on what are called risk reduction and essential services. This is the amount of money it takes to keep the site running and maintain vital safety systems. These base costs are often described as the "mortgage costs." Subtracting the base costs from the target leaves \$92 million that will be spent on plutonium stabilization, deactivation of several buildings, development work for the new plutonium storage vault, and planning for new waste storage facilities.

Contingency Planning

Besides submitting a budget that matches the target amount, the site also submits a budget scenario, known as a "decrement case," that is 15% less than the target. The purpose for this alternative proposal is to say "if the site should receive less than what was targeted, what would be the spending priorities?" Under

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CAB Sets 1996 Work Plan Priorities

The Rocky Flats Citizens Advisory Board's work plan is the focus of its activities for each year. It is also a clear demonstration of its intended accomplishments. The Board has set up a rigorous process for producing both its work plan and its products.

The process for completion of the work plan begins with a Board retreat at which the issues members think are important are discussed and assigned to committees. The issues that formed the basis for this year's work plan are shown below. The issues are presented in the order they were prioritized by a vote of the members. The prioritization of the issues represents the importance of these issues for this year's work plan. All of the prioritized issues will be addressed in the 1996 work plan. A series of meetings are then held with each committee to determine how the issues will be addressed and what the schedule will be for the work activities. Next, the committees'

draft work plans are presented to the committee chairs for overall approval, along with requests for staff support and contract research support, and to determine how assignments will be shared by the various committees. After the draft work plan is completed, the Board reviews and modifies it, and approves it after any requested changes are made.

The committees bring individual recommendations to the Board for discussion, modification and approval on an ongoing basis. To date, the Board has made over 25 recommendations to DOE and the regulators. The Board's recommendations for 1996 and the prior years will be written up in an annual report that will be produced at the end of the year and distributed to DOE, the regulatory agencies, and the public. The 1997 work plan will be initiated this summer, and will be formalized at a retreat during the summer or early fall, in time to prepare CAB's budget request for 1997.

Issues identified for work plan (in order of priority):

- *Accelerated Site Action Project*
- *Cleanup standards and principles*
- *Rocky Flats Cleanup Agreement*
- *Rocky Flats Vision*
- *Continuing waste issues: waste storage / disposal, both offsite and onsite*
- *Environmental monitoring*
- *Plutonium disposition Programmatic Environmental Impact Statement*
- *Funding issues - budget for site*
- *Plutonium vulnerabilities*
- *Community health effects of cleanup*
- *Building decontamination and decommissioning*
- *Impact of external regulation / streamlining DOE orders*
- *National dialogue on plutonium disposition*
- *Worker health and safety issues*
- *Performance measures / past accomplishments / funding by task*
- *National cleanup plans*
- *Non-radioactive contaminants - RCRA chemicals*
- *Water quality / source control*
- *Residues*
- *National DOE cleanup budget*
- *Technology assessment*
- *Site Integrated Stabilization Management Plan*
- *Privatizing cleanup / subcontracting, outsourcing*
- *Future use / general*
- *Site Wide Environmental Impact Statement*
- *Non-proliferation safeguards*
- *Transportation*
- *Mining / mineral rights / open space issues*
- *Site Treatment Plan - status*

Rocky Flats Budget

(continued from Page 1)

this scenario, the site would only have roughly \$17 million to spend above and beyond the base costs. Plutonium stabilization, deactivation of only one building, and partial funding of the new plutonium storage vault would occur. The major concern with this decrement level of spending is that the site would not be able to make progress on building deactivation and decommissioning, and would have to delay construction of waste storage facilities. The obvious problem is that taking care of buildings is a major component of the base costs. By not deactivating the buildings, money will continue to be spent on maintaining them. The bottom line is that the site needs to invest money today in building deactivation and decommissioning in order to reduce the mortgage costs in the future.

A third budget scenario, known as the "planning case," is based on the premise that the site would receive more than the target amount, roughly 10% more. With \$55 million additional dollars, the site would be able to do more building deactivation and begin some additional environmental remediation and waste management projects.

CAB Recommendations

The Rocky Flats Citizens Advisory Board formed a working group this spring to meet with site officials to review the FY 98 budget proposal and develop a set of recommendations. These recommendations were approved by CAB at its April monthly meeting. CAB's recommendations centered around five basic areas.

- **Base Costs:** CAB is concerned about the amount of money being spent on base costs. Is there any way to reduce the amount of money spent in this area, in order to free up funds to do more work?

- **Legal Expenses:** CAB was surprised to learn about the amount of money being spent by the local DOE office for legal expenses surrounding the class action suit filed by local property owners against former Rocky Flats contractors, Dow and Rockwell. DOE, through its predecessor agencies, signed contracts with Dow and Rockwell that indemnified them from any legal suits brought against them. Thus, DOE has to pick up the legal costs for these two former contractors. This year alone (FY 96) DOE has already spent \$20 million. Next year they expect to spend \$32 million. For FY 98, the budgeted amount is \$16 million. Because these costs come directly out of Rocky Flats' budget, the legal activities are competing for dollars within the target amount that could be spent on cleanup activities. CAB feels that these legal costs must not compete with cleanup projects and should be picked up directly by DOE Headquarters.

- **Waste Storage:** CAB has recommended that the site develop onsite waste storage that is both monitorable and retrievable, so that work can proceed to deactivate and decommission the former production buildings. CAB is not convinced that the WIPP facility in New Mexico will open on schedule and, as such, there must be new facilities constructed at Rocky Flats to handle

wastes that will be generated by plutonium stabilization and other activities.

- **Building Decommissioning:** A fourth recommendation addresses accelerating building deactivation and decommissioning. Because the maintenance of the former production buildings is such a major portion of the "mortgage costs" at the site, CAB would like to see investment now, so that money can be saved in the future. CAB would like to see a special "mortgage reduction czar" appointed by DOE with the responsibility of promoting planning for and implementation of deactivation and decommissioning activities.

- **CAB Participation:** The final two recommendations center around CAB participation earlier in the budget planning process. DOE this past year developed a new prioritization methodology to help discriminate what projects should receive funding based on their potential to maximize safety, reduce future costs, comply with the law, and other factors. CAB is pleased with the brevity and simplicity of this new model, but it would prefer more time in the future to study its application. Besides reviewing the prioritization, CAB requests that DOE allow for earlier participation in the FY 99 planning process that will begin this fall.

If you would like an update on the Rocky Flats budget or would like to become involved in activities to help prepare budget recommendations, please contact Ken Korkia at the CAB office, (303) 420-7855.

FY 98 Funding Expectations:

(\$ In Millions)	FY 1996	FY 1997	FY 1998
Environmental Management Funding:			
• Decrement *	--	--	420
• Target	584	537	494
• Planning **	--	--	548
Defense Programs Funding (pays for plutonium security costs)	46	48	48

* 15% less than target

** about 10% over target

Agencies Present Draft Rocky Flats Cleanup Agreement to the Public

Since November 1993, the Department of Energy (DOE), the Colorado Department of Public Health and Environment (CDPHE) and the Environmental Protection Agency (EPA) have been working together to revise the agreement that governs cleanup at Rocky Flats. The result of these discussions was the public release of the draft Rocky Flats Cleanup Agreement (RFCA) in March 1996.

The Rocky Flats Cleanup Agreement is an updated version of a 1991 agreement between DOE, CDPHE and EPA. A new cleanup agreement was proposed primarily because the mission at Rocky Flats changed from weapons production to environmental restoration, and deadlines established in the 1991 agreement were not being met. While the prior agreement addressed only environmental cleanup, the new agreement broadens the scope of cleanup to include decontamination and decommissioning of buildings.

The purpose of RFCA is to establish the regulatory framework for the ultimate cleanup of Rocky Flats. It integrates the requirements for all of the major cleanup laws into one regulatory process. It lays out a process for consultation and project coordination between the agencies, budget and work planning, penalties if DOE fails to complete certain milestones, public participation, and many other procedures for accomplishing cleanup at Rocky Flats.

Also, each year a few select cleanup projects will be designated as legally-enforceable milestones (see box below). These milestones can be set for environmental cleanup, waste management and building decommissioning. At present, activities involving the plutonium stored at the site are exempt from regulation outside of the Department of Energy according to the Atomic Energy Act.

As part of RFCA, the agencies have developed a set of general parameters to guide cleanup decisions. These include assumptions about foreseeable land and water uses, streamlined procedures for cleanup, approaches to setting cleanup standards, options for interim storage of contaminated waste, expectations for removal of plutonium, decisions about existing buildings, and waste disposal.

At the beginning of RFCA is a 12-page Preamble. This part of the document is not legally binding, but serves to guide how DOE and the regulators will approach cleanup. (See box to the right). There is also a separate document called the Vision, which lays out the broad, long-term goals for cleanup. This document, also, is not legally binding. However, the agencies have committed to working toward these goals as they make each cleanup decision. The public is also being asked to comment on this Vision.

The public comment period for RFCA and the Vision ends on May 24, 1996. Copies of the document are available from Mike Konczal of DOE at (303) 966-7095. RFCA is also available for review at the several Rocky Flats Reading Rooms in the area. Call the CAB at (303) 420-7855 to find the Reading Room nearest you. If you have questions about the document, you can call the RFCA Answer Line at (303) 966-2011. Then, if you have any comments you can submit them to Bob True with CDPHE at (303) 692-3015. The address for written comments is CDPHE, 4300 Cherry Creek Drive South, Denver, CO, 80222.

[Portions excerpted from Rocky Flats: A Neighbor You Should Get to Know, an informational newsletter produced by the Rocky Flats Local Impacts Initiative with help from CAB and other entities. Please call (303) 420-7855 if you would like a copy of this publication.]

RFCA Legally-Enforceable Milestones

Waste Management

- 1) A large shipment (8,400 cubic feet) of "saltcrete," liquid waste that has been dried and mixed with concrete, will be transported to a Utah disposal site. Deadline: September 30.
- 2) Building 779 has been targeted for deactivation in preparation for building demolition. The milestone requires removal of stored waste and solid residue drums by September 30.
- 3) Onsite Treatment or Offsite treatment / disposal of certain excess reactive chemicals by September 30.

Environmental Restoration

- 1) Two trenches at the southeast edge of the Industrial Area, believed to be contaminating groundwater with hazardous and radioactive materials, will be excavated. The contaminated soil will be removed, cleaned, and then replaced in the trenches with clean soil. Deadlines: July 30 for the first and September 30 for the second trench.
- 2) Four contaminated tanks in the Industrial Area will be drained, rinsed and then filled with foam. The contaminated material in the tanks will be treated onsite at Rocky Flats. Deadline: September 30.

Plutonium and Other Nuclear Materials

There are milestones in the agreement for plutonium and other nuclear materials; however, these milestones are not legally enforceable.

Cleanup Objectives of RFCA

(as stated in the Preamble to the document)

Disposition of plutonium, special nuclear material (SNM) and transuranic (TRU) wastes

The preamble calls for DOE to stabilize, consolidate, and temporarily store plutonium, other SNM and TRU wastes onsite for removal. The removal of plutonium is targeted for as soon as possible, beginning no later than 2010 and to be completed by 2015. Milestones for the safe stabilization and storage of plutonium are not enforceable.

Onsite and offsite waste management

Waste management activities for low-level, low-level mixed, hazardous, and solid wastes will include a combination of onsite treatment; monitored, retrievable storage; onsite disposal; and offsite removal.

Water quality

At the completion of cleanup activities, all surface water onsite and all surface and groundwater leaving the site will be of legally acceptable quality for all uses. There are also restrictions during the cleanup phase to ensure protection of human health and the environment.

The cleanup guidelines

Cleanup goal is to reduce risk; be cost-effective; protect public health; protect reasonably foreseeable land and water uses; prevent adverse impacts to ecological resources, surface water and groundwater; and be consistent with a streamlined regulatory approach.

Land use

Cleanup decisions and activities are based on open space and limited industrial uses. The particular land use recommendations of the Future Site Use Working Group are not precluded. Specific future land uses and post-cleanup designations will be developed in consultation with local governments.

Environmental monitoring

Environmental monitoring will be maintained for as long as necessary.

Building disposition

All contaminated buildings will be decontaminated as required for future use or demolition. Unneeded buildings will be demolished.

Mortgage reduction

Plutonium, other SNM and TRU wastes will be safely consolidated into the smallest number of buildings possible to reduce operating costs and shrink the security perimeter. Contaminated and non-contaminated buildings will be decommissioned and either demolished or turned over for non-DOE uses.

Budget cuts

As federal funds for Rocky Flats cleanup decline, the regulators and the public will have a role in determining cleanup priorities each year.

CAB Comments on Draft Cleanup Agreement

Highlighted below are the main themes of the Citizens Advisory Board's recommendations on the Vision and RFCA, which were approved on May 2, 1996. For a complete copy of the recommendations, please call the CAB office at (303) 420-7855.

Vision:

- The Board stated that it would like to see the Vision written in clear terms and incorporate community preferences.

Regulatory Approach:

- The Board expressed support for the Lead / Support Regulator (LRA/SRA) concepts, but encouraged the SRA to be closely involved in reviewing LRA plans.

Waste Disposal:

- CAB reiterated previous recommendations against onsite disposal and supporting monitored, retrievable storage of radioactive wastes at Rocky Flats.

Cleanup Standards:

- CAB reiterated another previous recommendation supporting eventual cleanup to background levels when technology allows for this in a cost-effective and environmentally-sensitive manner.
- CAB also recommended periodic reassessment of cleanup standards (including near-term) and technology development.

Transuranic Waste (TRU):

- CAB recommended that DOE make plans for TRU storage in case the Waste Isolation Pilot Plant does not open.

Plutonium Milestones:

- The Board called for plutonium milestones to be made enforceable by an external regulator.
- CAB recommended that RFCA address alternatives to the removal of plutonium by 2015. Since there is uncertainty about where plutonium would go, plans should be in place for long-term, safe storage of plutonium on-site.

Site-Specific Advisory Boards

A R O U N D

THE DOE WEAPONS COMPLEX

This Issue: The Oak Ridge Site Specific Advisory Board

The Rocky Flats Citizens Advisory Board is one of several Site-Specific Advisory Boards (SSABs) that have been formed at former nuclear weapons production sites. In each issue of The Advisor, we spotlight the activities of one of these boards.

The Oak Ridge Reservation Environmental Management Site Specific Advisory Board (ORREMSSAB) first convened in August 1995. In nine months, the Board has made progress and formed a cohesive group of 17 individuals. Board members come from eight surrounding counties impacted by the Oak Ridge Reservation and represent diverse interest groups such as environmental, local government, labor, public health, civil rights, economic, academic, technical and agricultural.

The Oak Ridge Reservation (ORR) is unique among DOE sites because the reservation itself is entirely located inside the city limits of Oak Ridge, Tennessee. ORR covers 35,000 acres and is divided into four subsites:

- *Y-12 Plant*, built in the 1940s to produce enriched uranium, and later used for enriching lithium-6. Major environmental issues: mercury cleanup, onsite disposal, offsite plume, remediation, and land use.
- *K-25 site*, built to enrich uranium hexafluoride, has become the principal waste storage facility on ORR. Major cleanup issues: low enriched uranium, pockets of highly enriched uranium, privatization, and waste storage.
- *Oak Ridge National Laboratory (ORNL)* conducts applied research and development in energy technologies. Past research and waste management has pro-



Oak Ridge Reservation EM-SSAB members at a recent meeting.

duced major cleanup issues: gunite tanks containing cesium and strontium sludges, contaminated sediments in impoundments, treatment and disposal of transuranic waste, and contamination released through rainwater runoff around burial grounds, spill sites, etc.

- *Offsite areas* with contaminant issues include Clinch River, Watts Bar Reservoir, and Lower East Fork Poplar Creek.

In addition, Oak Ridge Operations also covers gaseous diffusion plants in Portsmouth, Ohio; Paducah, Kentucky; and the Weldon Spring, Missouri site. ORREMSSAB is primarily concerned with the impact of Y-12, K-25, and ORNL operations on Oak Ridge communities and surrounding areas.

The Board formulated a mission statement and instituted bylaws by February 1996. There are six functional commit-

tees: Executive; Prioritization; Environmental Health and Safety and Environmental Justice; Environmental Restoration; Land Use/Economic Development; and Waste Management. Its first advice to DOE came through the "Recommendations on the Draft Prioritization of FY '98 Environmental Management Projects," which addressed the prioritization process and documentation, and the rank of 1998 EM projects.

ORREMSSAB has been involved in a continuing education effort to familiarize members with the Oak Ridge Reservation itself, environmental management and waste management methods and plans, and regulatory framework. The Board is working on formulating its 1996/97 goals. The Board is already heavily involved with worker health issues at K-25, and plans to: become involved in the 1999 Environmental Management prioritization; address offsite processing of DOE waste; comment on the land use plan and related cleanup levels; be involved with at least one remediation project; develop comments on acceptable conditions and methods for onsite permanent storage of waste; and review the overall Environmental Management approach at ORR and comment on its compatibility with funding levels.

The Board anticipates an exciting and challenging year!

Advisory Board Elects 1996 Officers

At its April monthly meeting, CAB members elected officers to lead the Board for the next year. Please take a minute now to meet them.

Tom Marshall, Chair

Tom is the Coordinator/Disarmament/Rocky Flats Program with the Rocky Mountain Peace Center, where he also works with a food co-op. Tom previously served the Board in an ex-officio capacity during 1995, and also holds the position of co-chair of CAB's Site Wide Issues Committee. He has had a focus on Rocky Flats issues since he moved to the area in 1991. Tom lives in Boulder.

Linda Murakami, Vice Chair

Linda is a policy specialist for the National Conference of State Legislatures, where she is a member of the Energy, Science and Natural Resources Department. She works on issues such as high-level radioactive waste, spent fuel, environmental restoration, and waste management. Through NCSL, Linda has been involved in various stakeholder groups including the State and Tribal Government Working Group, the Legislative Working Group on Monitored Retrievable Storage, and the Stakeholders Forum. Linda served previously as CAB's chair from 1994 to 1996; she lives in Denver.

David Navarro, Secretary

David is a maintenance technologist at Rocky Flats, a 25-year employee who has worked in several different job classifications and in every building on the site. He is a grievance/negotiating committeeman for the United Steelworkers of America Local 8031. David is very active in Rocky Flats issues including Labor Management Council, Strategic Planning Focus Group, Risk Assessment Focus Group, Rocky Flats Local Impacts Initiative, Public Participation Focus Group, Future Site Use Working Group, and others. He is also involved in numerous Latino and community service organizations, and is a member of the Adams County Board of Appeals. A Westminster resident who is extremely concerned about quality of life and the environment, David is a member of the City of Westminster's Environmental Advisory Board.

Jan Burda, Treasurer

Jan is Manager of Purchasing at University Hospital in Denver. She holds a bachelors degree in respiratory therapy, and a masters degree in health administration. She is also active on University Hospital's Environmental Committee. This is her second year serving as CAB's treasurer. Jan lives in Arvada.

ANNOUNCING... CAB'S WORLD WIDE WEB PAGE

<http://www.indra.com/rfcab/>

(also e-mail address: rfcab@indra.com)



Visit us on the Internet to access CAB recommendations, Board meeting minutes, newsletter articles, Rocky Flats frequently-asked-questions and more!!!



And don't forget....

CAB'S Public Comment Message Line (303) 637-4808

Call 24 hours a day to record your opinions, comments, or suggestions. All comments will be reviewed by the Board.

The Advisor is published quarterly by the Rocky Flats Citizens Advisory Board (CAB). The Executive Editor is Tom Marshall. Please send your questions, suggestions and ideas to:

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Except as noted, all articles are written by CAB staff: Erin Rogers, Ken Korkia, Deb Thompson and Don Scrimgeour. To request a change of address or to add or remove your name from the mailing list, contact Deb Thompson at the above address and phone number. Material may be reprinted if credit is given. The CAB is funded under a 1995 grant of approximately \$300,000 sponsored by the U.S. Department of Energy.

CAB MISSION STATEMENT

The Rocky Flats Citizens Advisory Board, a nonpartisan, broadly representative, independent advisory board with concerns related to Rocky Flats activities, is dedicated to providing informed recommendations and advice to the agencies (Department of Energy, Colorado Department of Public Health and Environment and the Environmental Protection Agency), government entities and other interested parties on policy and technical issues and decisions related to cleanup, waste management and associated activities. The Board is dedicated to public involvement, awareness and education on Rocky Flats issues.

Rocky Flats Public Meeting Calendar

June

6	<i>Rocky Flats Citizens Advisory Board Meeting</i>	6 - 9:30 p.m.	Westminster City Hall
10	<i>CAB Site Wide Issues Committee</i>	7 - 9 p.m.	Westminster City Hall
18	<i>CAB Plutonium and SNM Committee</i>	7 - 9 p.m.	Westminster City Hall
20	<i>CAB Environmental/Waste Management Committee</i>	7 - 9 p.m.	Westminster City Hall

July

11	<i>Rocky Flats Citizens Advisory Board Meeting</i>	6 - 9:30 p.m.	Westminster City Hall
15	<i>CAB Site Wide Issues Committee</i>	7 - 9 p.m.	Westminster City Hall
16	<i>CAB Plutonium and SNM Committee</i>	7 - 9 p.m.	Westminster City Hall
18	<i>CAB Environmental/Waste Management Committee</i>	7 - 9 p.m.	Westminster City Hall

August

1	<i>Rocky Flats Citizens Advisory Board Meeting</i>	6 - 9:30 p.m.	Westminster City Hall
5	<i>CAB Site Wide Issues Committee</i>	7 - 9 p.m.	Westminster City Hall
15	<i>CAB Environmental/Waste Management Committee</i>	7 - 9 p.m.	Westminster City Hall
20	<i>CAB Plutonium and SNM Committee</i>	7 - 9 p.m.	Westminster City Hall

ALL MEETINGS ARE SUBJECT TO CHANGE, PLEASE CALL BEFORE YOU GO: (303) 420-7855

- CAB Community Outreach Committee meets on an ad-hoc basis, please call for schedule
- Rocky Flats' public meeting schedule has not yet been determined, please call for updated information

Westminster City Hall: 4800 W. 92nd Avenue, Westminster

Rocky Flats Citizens Advisory Board

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