



Advocate

A publication of the Oak Ridge Site Specific Advisory Board—an independent, nonpartisan, volunteer citizens panel dedicated to providing informed advice and recommendations to the DOE Environmental Management Program

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Contract Signing Marks Milestone for Accelerated Cleanup at Oak Ridge Reservation

Bechtel Jacobs Inks Deal with DOE for \$1.8 Billion Over 5 Years

The U.S. Department of Energy's (DOE's) new contract with Bechtel Jacobs Company became effective October 1, 2003, and signals a turning point in DOE's quest to clean up and close the books on a significant portion of contaminated sites at the DOE Oak Ridge Reservation.

The new pact, worth \$1.8 billion over five years, converts Bechtel Jacobs' contracting mechanism from a management and integration arrangement to a cost plus incentive fee basis. It provides incentives for Bechtel Jacobs to perform cleanup work under cost and ahead of schedule by allowing the company to earn fees for meeting deadlines early and staying under budget. Significant penalties are also a possibility if the contractor fails in these two areas.

The contract was altered to allow Bechtel Jacobs to perform cleanup tasks according to DOE's Accelerated Cleanup Program, which was launched in Oak Ridge with the signing of the Accelerated Cleanup Plan Agreement by

DOE, EPA and the state on June 18, 2002. Through Accelerated Cleanup, DOE hopes to realize approximately \$1.3 billion in cost savings over the life of the Oak Ridge Environmental Management Program. Bechtel Jacobs will be able to earn a target fee of \$149 million for successful contract performance, with a range

of a minimum fee of \$41 million to a maximum of \$249 million. DOE will receive 70 percent of any money saved by completing a project under cost; Bechtel Jacobs will get the other 30 percent.

A key aspect of the contract is a \$540 million "challenge" that exists between the baseline and target costs. Bechtel Jacobs will have to come up with innovative thinking to achieve the cost efficiencies identified in the

target costs. Already, some in the community are questioning whether the company can do this without sacrificing quality and safety. Both DOE and Bechtel Jacobs have said publicly, though, that safety and quality will not suffer.

A Steady March Forward for Accelerated Cleanup

- February 4, 2002 DOE-Headquarters releases Top to Bottom Review of the EM Program
- March 11, 2002 DOE-Oak Ridge releases Comprehensive Closure Plan
- May 15, 2002 DOE, TDEC and EPA sign Letter of Intent
- June 18, 2002 DOE, TDEC and EPA sign Accelerated Cleanup Plan Agreement
- August 28, 2002 DOE-Oak Ridge releases Performance Management Plan
- October 1, 2003 DOE awards new contract to Bechtel Jacobs

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Contract Signing Marks Milestone *continued from page 1*

The job to be accomplished by Bechtel Jacobs is formidable:

- Dispose of legacy low-level and mixed low-level waste by FY 2005
- Complete work in Melton Valley by the end of FY 2006
- Complete work at the East Tennessee Technology Park (ETTP) by the end of FY 2008
- Complete high-risk projects by the end of FY 2008
- Ship all depleted uranium hexafluoride cylinders stored at ETTP
- Complete a final site-wide record of decision for ETTP
- Demolish all buildings at ETTP except those transferred to the Community Reuse Organization of East Tennessee

The change in the contracting mechanism will not mean a drastic alteration of the way Bechtel Jacobs has already been performing cleanup. The company began structuring its organization and focusing its remediation efforts once the ink was dry on the Accelerated Cleanup Plan Agreement. What the contract will allow is greater flexibility in scheduling work and more streamlined oversight by DOE. A Government Oversight Plan is to be delivered to Bechtel Jacobs that will provide more focus on results rather than process.

Bechtel Jacobs will also have the option of performing more work itself, as it intends to do with the decontamination and demolition of

the K-25 and K-27 buildings (see story on page 3).

The next piece of the puzzle to be put into place will be a modified lifecycle baseline, which will detail the timeline for the numerous subprojects involved in the complex cleanup plan. DOE has announced that it intends to approve Bechtel Jacobs' baseline any day and will hold a public meeting to explain it in late November or early December. Notification of the meeting will be made in local newspapers.



How the Accelerated Cleanup Program could change the face of ETTP. The top photo shows the site as it exists today. The bottom rendering shows how it would look upon completion of cleanup activities in 2008, assuming that no buildings are saved through the reindustrialization program.

Contract Highlights

Estimated \$1.3 billion savings

- ETTP \$870 million
- Melton Valley \$85 million
- Other projects and waste management \$350 million

Melton Valley Scope

- Hydrologically isolate burial grounds
- Plug and abandon wells
- Demolish facilities
- In situ vitrification of trenches
- Remove, ship spent nuclear fuel
- Defuel the Molten Salt Reactor Experiment

ETTP Scope

- Dispose of legacy waste
- Dispose of uranium hexafluoride cylinders
- Demolish facilities
- Remediate soils
- Eliminate infrastructure

Other high-risk-reduction projects

- Offsite projects - remove contamination at Witherspoon and Atomic City Auto Parts sites
- Y-12 groundwater - address source at East End Volatile Organic Compound Plume and Boneyard/Burnyard; construct Building 9201-2 Water Treatment System
- Bethel Valley - address Corehole 8, Molten Salt Reactor Experiment

Reservation News

Bechtel Jacobs to Not Award Just Single Contract for K-25/K-27 Work

Less than a week after signing a new 5-year contract for cleanup of the DOE Oak Ridge Reservation, Bechtel Jacobs announced that it will not award a single, all-inclusive contract for decontamination and decommissioning of the mammoth K-25 and K-27 gaseous diffusion buildings. The company intends to self-manage the project and subcontract out pieces of the remediation work.

The move was a surprise to the lone bidder on the contract, a partnership between Washington Group and Shaw E&I. The partners' bid for the job was reportedly more than 1.5 times higher than the target price.

"It is regrettable that we are unable to accept the Washington-Shaw proposal," said Bechtel Jacobs President and General Manager Steve Liedle. "We are prepared to pursue other options to accomplish the work and move the project forward under the accelerated cleanup schedule."

The subcontracted work will be performed through a combination of new and existing subcontract vehicles. An approach under review by the company would involve phasing the work into two components—work involving higher risk/higher uncertainty and work involving lower risk/lower uncertainty—and structuring subcontracts accordingly.

Some work is currently underway at K-25/K-27. Removal of hazardous materials, primarily asbestos, began in 2002 and is now about 50 percent complete. Once this is done, process equipment will be removed, and the buildings will be demolished.

The original completion date for all K-25/K-27 work was 2016. Under the

Accelerated Cleanup Program schedule, Bechtel Jacobs has committed to DOE to get everything finished in 2008.

Bechtel Jacobs has also announced a restructuring of its organization to create a team to oversee the K-25/K-27 project. The team will face a \$160 million "challenge" between baseline and target costs.

Inspector General Audit Criticizes Reindustrialization Effort

A DOE Inspector General audit released October 14 says that DOE's Oak Ridge reindustrialization program hasn't lived up to its goals and that DOE should stop using cleanup money on the program except in certain cases.

The audit said that "Since 1996, the Department had spent \$242 million to decontaminate and decommission several East Tennessee Technology Park (ETTP) facilities and prepare them for reuse or demolition. However, only about 5 percent of ETTP's square footage was leased to CROET tenants, and less than 3 percent of the square footage was actually demolished."

CROET, the Community Reuse Organization of East Tennessee, operates DOE's reindustrialization program, which was instituted in 1997 as a way to provide a second life for unused buildings at ETTP. Private companies were encouraged to occupy buildings through innovative lease terms where they assumed some or all of the responsibility for cleanup activities in the buildings they leased.

The report stated that as of October 2002, DOE had paid BNFL about \$219 million for cleanup of Buildings K-29, K-31 and K-33 and to prepare them for reuse, but that "the reuse of K-29 and K-33 remain highly questionable," mainly because CROET

is reluctant to accept ownership of any buildings with potentially contaminated soil beneath them—a high possibility at these buildings.

The report also says that since 1997 DOE has spent \$51 million for reindustrialization support activities, but has only gained only \$4 million in verifiable cost reductions.

The report's recommendations:

1. Stop use of EM funds to prepare ETTP facilities for reuse except where CROET has formally agreed to accept ownership of the facilities
2. Evaluate the cost benefit impacts of modifying BNFL's scope of work and contract price to eliminate preparation of the buildings (K-29, K-31 and K-33) for reuse unless CROET formally agrees to accept ownership of the facilities before the work is performed
3. Require CROET to pay a proportionate share of surveillance and maintenance costs for facility space leased by CROET or CROET tenants
4. Determine the allowability of costs paid for CROET tenants' bad debts, and seek recovery of costs determined to be unallowable.

CROET's 2004 budget, which began October 1, estimates that the organization will receive about \$2.5 million from leasing space and equipment. CROET also expects to receive buildings totaling 300,000 square feet in the next six months. Bechtel Jacobs, which currently uses the buildings, will pay rent to CROET, which will be used to pay off \$1.1 million a year in loans that CROET plans to take out over the next five years to improve the buildings.

The Inspector General report is on the Internet at www.ig.doe.gov.

Annual ORSSAB Retreat Provides Forum for Planning

“Compromise does not make for great victories, but it does make for great democracies.”

To Steve McCracken, Assistant Manager for Environmental Management (EM) of Oak Ridge Operations, truer words were never spoken.

McCracken cited a *Time* magazine article as the source of the Ben Franklin philosophy at the outset of the Oak Ridge Site Specific Advisory Board’s day-long retreat held in early August. “I sat there and read that, and thought, ‘That’s really good. I’ll remember that one.’ I think that is what makes this process work.”

everyone talked about how open DOE had become... I think a lot of that has changed over the last couple of years since the administration has changed,” said Heather Cothron of Oliver Springs. “I’m a little concerned that we’re being cut out of the process and cut out of any decision-making. Jessie Roberson keeps making a lot of changes, and we don’t seem to have a lot of say in those changes that directly impact us. I’m concerned that eventually we’re going to be just totally cut out of the picture.”

A survey of Board members taken by independent facilitator Lori Greening prior to the retreat indicated that Board members have trust in local DOE

process. If there is a feeling in this group that they are not important to what we are doing, it would be a huge thing on my plate to try and turn that around. I do not believe we can continue to be successful without the input of the community.”

Greening opened the meeting by defining the potential for conflict and resolution, urging all members to realize the value of each person’s contributions.

“Conflict is OK. It’s how it’s managed that determines whether it’s productive or not,” she said. “In fact, the Chinese have a symbol for conflict that is two symbols superimposed—danger and opportunity. The danger is you can get into a heated battle and have a competition of who’s right and whose position is the strongest. The other side of danger is that if you don’t bring up conflict and don’t resolve in a productive way, then they’re going to still be there and you’re not going to get the best thinking on the issues that you all have facing you over the next year.”

“The opportunity is if you do it in a way that you’re listening to each other and you’re willing to hash out potential disagreements, then you’re going to be that much further ahead.”

“We are really serious about doing the work of this Board,” said Board Chair Dave Mosby. “This gives us an opportunity to solidify our plans for the upcoming year and set a course forward.”

Mosby said it is clear to him that DOE and regulatory agencies can do their work without the ORSSAB, but the Board has an opportunity to make a solid impact. He said it’s the responsibility of members to participate fully in the process.



Dave Mosby, ORSSAB Chair, makes a point at the Board’s day-long annual planning retreat. Also shown are retreat facilitator Lori Greening and Board member John Kennerly.

The annual retreat gave members an opportunity to examine their own accomplishments and to determine if improvements can be made in Board operations as they set about structuring a work plan for FY 2004.

“I’ve been a member of the Board for two years, and when I came in,

officials based in Oak Ridge, but they are more leery of DOE Headquarters.

“If you agree there have been successes,” McCracken said, “they have only happened because of the ability to recognize that the community that we’re working in is our customer and allow them to participate in the

“In order to have compromise there has to be understanding. To have understanding, there has to be discussion that everybody feels part of,” he said. “My job is to make you feel what you’re doing is important to what we have to accomplish.”

Committees Restructured

At the retreat, the Board combined two standing committees, Environmental Restoration and Waste Management, into one EM Committee. The new committee addresses the issues that the previous committees did, with the expectation that subcommittees will be formed to address specific topics, such as groundwater (see story on page 8).

With Luther Gibson elected as EM committee Chair and Dick Berry as Vice Chair, the committee members set about structuring a work plan and mission. Thus far, in addition to forming a groundwater subcommittee, members have studied the Remediation Effectiveness Report and the potential for monitored natural attenuation on the Oak Ridge Reservation.

In November the committee will hear an update on the installation of an under-drain and future expansion at the EM Waste Management Facility.

Other opportunities for member participation have arisen with the formation of one new committee and the increased activity of another.

In October, ORSSAB formed a Public Outreach Committee and elevated the status of the recently formed Board Finance Committee from ad hoc to standing.

“Public outreach is really one of our more important missions,” said ORSSAB Vice Chair Norman Mulvenon, “and we’ve been relying too heavily on staff to do that work. We need to get more involved.”

At the Public Outreach Committee’s first meeting, George Rimel was elected as committee Chair. Among the committee’s first actions was to review the draft FY 2004 Public Outreach Plan. In addition, Rimel made an announcement at the October 8 Board meeting that the committee is making plans to rejuvenate the speaker’s bureau, and he asked that all Board members participate.

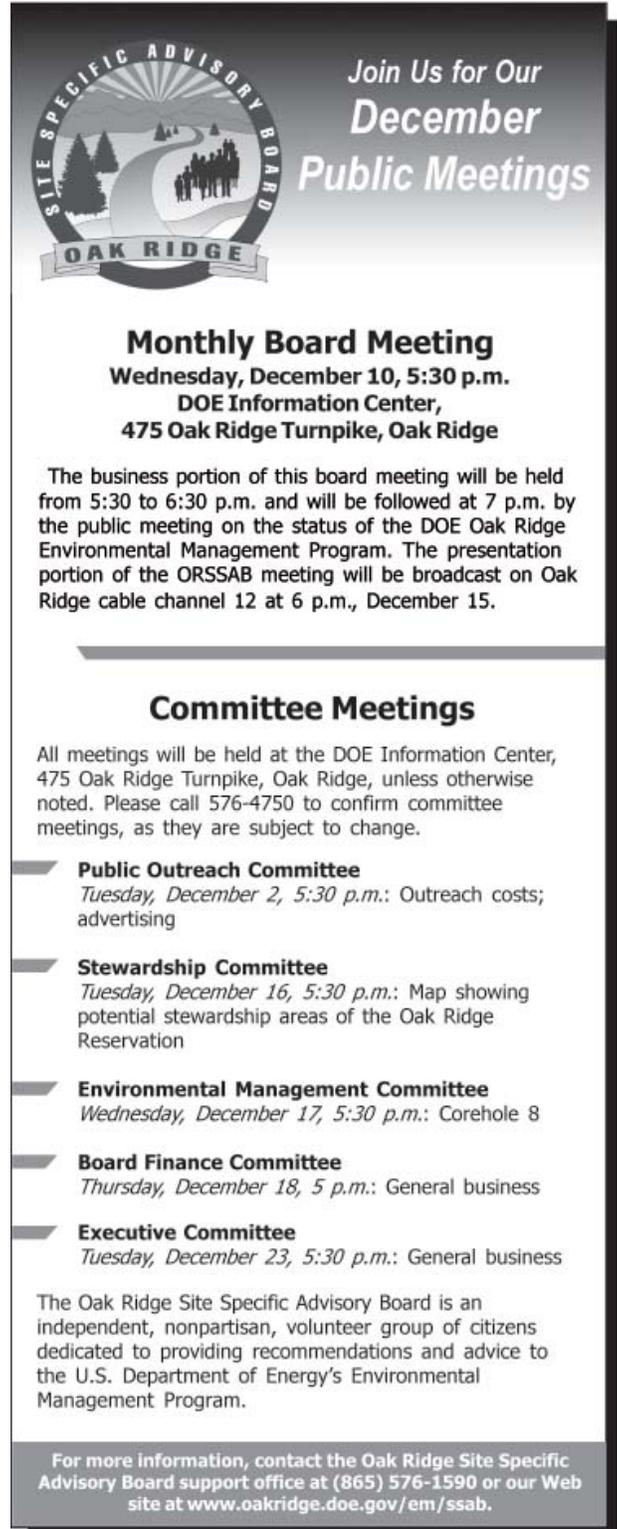
The activities stemming from outreach efforts, said Mulvenon, involve no small amount of cost, and more involvement from members will help them gain a better understanding of how that money is spent.

The Public Outreach Committee follows closely on the heels of the new Board Finance Committee, which was formed in August to examine Board expenditures and identify ways to trim costs.

Chaired by ORSSAB member Kerry Trammell, the Board Finance Committee is responsible for drafting and presenting an annual budget. In addition, the committee will provide to the Executive Committee monthly reports that track spending in all categories, and the committee will establish

spending guidelines for staff.

The Board Finance Committee will meet monthly on Thursday the week following the monthly Board meeting.



Join Us for Our December Public Meetings

Monthly Board Meeting
Wednesday, December 10, 5:30 p.m.
DOE Information Center,
475 Oak Ridge Turnpike, Oak Ridge

The business portion of this board meeting will be held from 5:30 to 6:30 p.m. and will be followed at 7 p.m. by the public meeting on the status of the DOE Oak Ridge Environmental Management Program. The presentation portion of the ORSSAB meeting will be broadcast on Oak Ridge cable channel 12 at 6 p.m., December 15.

Committee Meetings

All meetings will be held at the DOE Information Center, 475 Oak Ridge Turnpike, Oak Ridge, unless otherwise noted. Please call 576-4750 to confirm committee meetings, as they are subject to change.

- Public Outreach Committee**
Tuesday, December 2, 5:30 p.m.: Outreach costs; advertising
- Stewardship Committee**
Tuesday, December 16, 5:30 p.m.: Map showing potential stewardship areas of the Oak Ridge Reservation
- Environmental Management Committee**
Wednesday, December 17, 5:30 p.m.: Corehole 8
- Board Finance Committee**
Thursday, December 18, 5 p.m.: General business
- Executive Committee**
Tuesday, December 23, 5:30 p.m.: General business

The Oak Ridge Site Specific Advisory Board is an independent, nonpartisan, volunteer group of citizens dedicated to providing recommendations and advice to the U.S. Department of Energy’s Environmental Management Program.

For more information, contact the Oak Ridge Site Specific Advisory Board support office at (865) 576-1590 or our Web site at www.oakridge.doe.gov/em/ssab.

Soul Searching Dominates Agenda at SSAB Chairs Meeting

Twice yearly, the Chairs of the SSABs (also called Citizens Advisory Boards or CABs) from across the DOE complex meet to discuss Environmental Management (EM) Program projects and policy, share ideas and concerns among sites, and identify and work on common issues. The Fall 2003 meeting was hosted by the Paducah CAB in Paducah, Kentucky, on September 25–27.

While the agendas of the Chairs Meetings are typically focused on EM matters, this meeting was marked by discussion of the value the boards present to DOE. The agenda was set in part to satisfy requests by DOE for an assessment of the SSABs' role in EM decision-making. Several of the boards agreed that the time was ripe for self-evaluation, given that some of them had reached or were soon to reach their tenth anniversary.

During the meeting, each board presented examples of how they had contributed to their site's cleanup program. Attendees agreed that the body of work performed by the SSABs was substantial. Wade Waters, Chair of the Savannah River Site CAB, said that the SSABs were formed in the first place because DOE had a very bad reputation. The boards helped change that impression. Jim Brannon, Chair of the Northern New Mexico CAB, expressed a sentiment common among the Chairs: What kind of progress would DOE have made if the SSABs weren't here?

Brannon also suggested that the value can be assessed in terms of members' time spent on evaluating DOE cleanup activities. He estimated that his CAB members' time was valued at \$350,000. The total value of the free public involvement that DOE gets through the SSABs is incalculable, he said.

During development of the Chairs Meeting agenda, some discussion had taken place on justifying the SSABs' existence in relation to how they had helped DOE save money on cleanup. Almost everyone agreed at the meeting that this was not the boards' primary goal. Todd Martin, Chair of the



Oak Ridge relax between sessions at the Fall 2003 SSAB Chairs Meeting in Paducah, Kentucky. Left to right are Dave Mosby, ORSSAB Chair; Dave Adler, DOE ex officio; and Norman Mulvenon, ORSSAB Vice Chair.

Hanford Advisory Board, said that his board had been discouraged by DOE from making recommendations related to cost savings and had been asked instead to focus on high-level policy. David Kipping, a member of the Idaho CAB, said that saving money is not what the CABs were set up for. DOE spends billions on contractors to make decisions, so it's naive to think that CABs can outguess DOE on a technical basis. The CABs' goal is to foster public participation, and the boards should focus on that, he said.

The Chairs also evaluated the value of the semiannual Chairs Meetings. To Todd Martin, the value is in bringing the boards together to discuss decisions being made at the national level that affect local cleanup activities. Wade Waters said that he liked the meetings because everyone is passionate about cleanup. That passion

has been translated into a desire to learn and take information back home.

The SSAB Budget Crunch

Funding for SSAB operations across the DOE complex was a major topic at the meeting, following cuts in some SSAB budgets and holdbacks in others.

Sandra Waisley, DOE's Designated Federal Officer for the SSABs, stated that all EM programs have been asked to cut budgets where possible. She also said that DOE wants board relationships with prime contractors to end so that the boards have a more direct relationship with DOE, not the cleanup contractor. The preferred method will be to have the federal coordinator administer the board, with facilitator and administrative staff hired through a DOE direct contract. Guidance on this topic is in development and will be issued soon.

Pam Dunn, Co-Chair of the Fernald CAB, was concerned about the 35 percent cut this year and 50 percent cut next year in her CAB's funding. Victor Holm said that the Rocky Flats Site Manager had told his CAB that cuts in the site budget should be mirrored in the CAB's funding. Jim Brannon said that discussions about funding the SSABs undermine the public trust that DOE is meeting its obligations under the Federal Advisory Committee Act and their own SSAB guidelines.

What's Next

The Chairs agreed that the next meeting would be held in April in Washington, D.C., and that a decision on the next joint SSAB workshop would be made then. The group also agreed to write a letter to DOE asking that public involvement continue at sites transitioning to the Office of Legacy Management or the National Nuclear Security Agency.

SSAB Welcomes New Members



Rhonda Bogard joined ORSSAB in July. She is Manager of RADCON Dosimetry and Records for BWXT Y-12 at the Y-12 National Security

Complex. She holds a B.S. in plant and soil science and an Masters in Public Health in occupational health and safety. A resident of Oak Ridge for 45 years, Rhonda is active in the Smoky Mountain Hiking Club and Jewish community activities.



Linda Murawski joined the board in June. She lives in Knoxville, where she owns and operates a small business providing consulting services

in emergency preparedness, emergency management, crisis communication, and hazards mitigation. She is Vice President of the Technical Society of Knoxville, Vice President of the Tennessee Literacy Coalition, and a member of the Roane County Damage Assessment Team. Linda holds an M.S. in education.



Christopher Smith joined ORSSAB in June. He is a self-employed computer consultant specializing in

database and global information system consulting. He is a former foreign service officer and holds an A.B. degree in political science and an M.S. degree in biosystems engineering technology. Christopher lives in Decatur and serves on the Meigs County E-911 board.

FY 2004 Officers Named at Retreat

ORSSAB officers for FY 2004 were elected at the board annual planning retreat in August. Repeating as Chair and Vice Chair will be Dave Mosby and Norman Mulvenon. Luis Revilla has assumed the duties of Secretary.



David Mosby is a project manager in the Project Management Organization at BWXT Y-12, where he manages engineering and

construction projects at the Y-12 National Security Complex. Dave is a member of the Oak Ridge City Council and serves as a community representative for the NAACP.



Norman Mulvenon is retired from EG&G ORTEC, where he held a series of positions in marketing and sales. He is the

current Chairman of the Citizens Advisory Panel of the Local Oversight

Committee and a member of the NAACP-Oak Ridge Branch, the League of Women Voters of Oak Ridge and the Oak Ridge Environmental Justice Committee.



Luis Revilla is a Fire Systems Engineer with the Fire Department at the Y-12 National Security Complex. He is a certified paramedic, fire

fighter, fire inspector and hazardous materials technician. Luis lives in Knoxville, where he is involved in coaching and church activities.

Loring Retires



Colin Loring retired from the board on August 19 following almost 2 years of service. Colin served on the board's Environmental Management Committee.

ORSSAB Members Tour SNS, ORNL

On August 27, several ORSSAB members and guests participated in a tour of the Spallation Neutron Source (SNS) and new facilities being constructed at Oak Ridge National Laboratory (ORNL). The tour, which was sponsored by ORNL, gave the members the opportunity to see firsthand the progress being made at the lab.



On site at SNS are (from left) Donna Campbell, Atur Sheth, Leslie Trammell, Norman Mulvenon, Nita Ganguly, Heather Cotbron, Lynn Sichelstiel, tour guide Frank Kornegay, and Jeannie Brandstetter.

SSAB Subcommittee Dives Into Groundwater Issues

A subcommittee of the ORSSAB Environmental Management (EM) Committee has begun meeting to tackle groundwater issues on the Oak Ridge Reservation.

At the committee's first meeting in early September, members met with Jason Darby of DOE to begin identifying which groundwater activities should be studied in FY 2004. Armed with topic lists supplied in July by DOE, the State of Tennessee and the Environmental Protection Agency, the Board and its committees had discussed which projects should be studied over the next year.

Bob McLeod, who helms the Groundwater Subcommittee, said that a manager will be assigned for each of

the topics to keep the EM Committee up to date on issues and suggest additions to the committee's work plan or meeting agendas.

EM Committee Chair Luther Gibson suggested that the ORSSAB might want to initiate a process to develop a community primer on groundwater issues. He said groundwater issues are significant at the Oak Ridge Reservation, and the entire community should be educated and involved in how the groundwater issue will be managed. He asked the Groundwater Subcommittee to consider this for future discussions.

The entire committee revisited the issue of authoring a "primer" at the October meeting, and the

Groundwater Subcommittee set a meeting for November 10 to begin discussing the document and its potential uses. The meeting is set for 5:30 p.m. at the DOE Information Center, 475 Oak Ridge Turnpike, Oak Ridge.

Gibson noted that the work of the Groundwater Subcommittee can play an important role in public education, saying that groundwater is a complex issue and will grow in importance as accelerated cleanup is played out.

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