CHAPTER IV

RESIDUAL RADIOACTIVE MATERIAL

1. PURPOSE. This chapter presents radiological protection requirements and guidelines for cleanup of residual radioactive material and management of the resulting wastes and residues and release of property. These requirements and guidelines are applicable at the time the property is released. Property subject to these criteria includes, but is not limited to sites identified by the Formerly Utilized Sites Remedial Action Program (FUSRAP) and the Surplus Facilities Management Program (SFMP). The topics covered are basic dose limits, guidelines and authorized limits for allowable levels of residual radioactive material, and control of the radioactive wastes and residues. This chapter does not apply to uranium mill tailings or to properties covered by mandatory legal requirements.

2. IMPLEMENTATION. DOE elements shall develop plans and protocols for the implementation of this guidance. FUSRAP sites shall be identified, characterized, and designated, as such, for remedial action and certified for release. Information on applications of the guidelines and requirements presented herein, including procedures for deriving specific property guidelines for allowable levels of residual radioactive material from basic dose limits, is contained in DOE/CH 8901, "A Manual for Implementing Residual Radioactive Material Guidelines, A Supplement to the U.S. Department of Energy Guidelines for Residual Radioactive Material at FUSRAP and SFMP Sites," June 1989.

   a. Residual Radioactive Material This chapter provides guidance on radiation protection of the public and the environment from:

      (1) Residual concentrations of radionuclides in soil (for these purposes, soil is defined as unconsolidated earth material, including rubble and debris that might be present in earth material);

      (2) Concentrations of airborne radon decay products;

      (3) External gamma radiation,

      (4) Surface contamination; and

      (5) Radionuclide concentrations in air or water resultlng from or associated with any of the above.

b. Basic Dose Limit. The basic dose limit for doses resulting from exposures to residual radioactive material is a prescribed standard from which limits for quantities that can be monitored and controlled are derived; it is specified in terms of the effective dose equivalent as defined in this Order. The basic dose limits are used for deriving guidelines for residual concentrations of radionuclides in soil. Guidelines for residual concentrations of thorium and radium in soil, concentrations of airborne radon decay products, allowable indoor external gamma radiation levels, and residual surface contamination concentrations are based on existing radiological protection standards (40 CFR Part 192; NRC Regulatory Guide 1.86 and subsequent NRC guidance on residual radioactive material). Derived guidelines or limits based on the basic dose limits for those quantities are used only when the guidelines provided in the existing standards are shown to be inappropriate.

c. Guideline. A guideline for residual radioactive material is a level of radioactive material that is acceptable for use of property without restrictions due to residual radioactive material. Guidelines for residual radioactive material presented herein are of two kinds, generic and specific. The basis for the guidelines is generally a presumed worst-case plausible-use scenario for the property.

(1) Generic guidelines, independent of the property, are taken from existing radiation protection standards. Generic guideline values are presented in this chapter.

(2) Specific property guidelines are derived from basic dose limits using specific property models and data. Procedures and data for deriving specific property guideline values are given by DOE/CH 8901.

d. Authorized Limit. An authorized limit is a level of residual radio active material that shall not be exceeded if the remedial action is to be considered completed and the property is to be released without restrictions on use due to residual radioactive material.

(1) The authorized limits for a property will include:

(a) Limits for each radionuclide or group of radionuclides, as appropriate, associated with residual radioactive material in soil or in surface contaminatlon of structures and equipment .

(b) Limits for each radionuclide or group of radionuclides, as appropriate, in air or water; and

(c) Where appropriate, a limit on external gamma radiation resulting from the residual material.

(2) Under normal circumstances expected at most properties, authorized limits for residual radioactive material are set equal to, or below guideline values. Exceptional conditions for which authorized limits~ might differ from guideline values are specified in paragraphs IV-5 and IV-7.

(3) A property may be released without restrictions if residual radioactive material does not exceed the authorized limits or approved supplemental limits, as defined in paragraph IV.7a, at the time remedial action is completed. DOE actions in regard to restrictions and controls on use of the property shall be governed by provisions in paragraph IV. 7b. The applicable controls and restrictions are specified in paragraph IV.6 and IV.7.c.

e. ALARA Applications. The monitoring, cleanup, and control of residual radioactive material are subject to the ALARA policy of this Order Applications of ALARA policy shall be documented and filed as a permanent record.

3. BASIC DOSE LIMITS.

a. Defining and Determining Dose Limits. The basic public dose limits for exposure to residual radioactive material, in addition to natural occurring "background" exposures, are 100 mrem (1 mSv) effective dose equivalent in a year, as specified in paragraph II.1a.

b. Unusual Circumstances. If, under unusual circumstances, it is impracticable to meet the basic limit based on realistic exposure scenarios, the respective project and/or program office may, pursuant to paragraph II.1a(4), request from EH-1 for a specific authorization for a temporary dose limit higher than 100 mrem (1 mSv), but not greater than 500 mrem (5mSv), in a year. Such unusual circumstances may include temporary conditions at a properly scheduled for remedial action or following the remedial action. The ALARA process shall apply to the selection of temporary dose limits.

4. GUIDELINES FOR RESIDUAL RADIOACTIVE MATERIAL.

a. Residual Radionuclides in Soil. Generic guidelines for thorium and radium are specified below. Guidelines for residual concentrations of other radionuclides shall be derived from the basic dose limits by means of an environmental pathway analysis using specific property data where available. Procedures for these derivations are given in DOE/CH-8901. Residual concentrations of radioactive material in soil are defined as those in excess of background concentrations averaged over an area of 100 m^2.

(1) Hot Spots. If the average concentration in any surface or below-surface area less than or equal to 25 , exceeds the limit or guideline by a factor of (lOO/A) , [where A is the area (in square meters) of the region in which concentrations are elevated], limits for "hot-spots" shall also be developed and applied. Procedures for calculating these hot-spot limits, which depend on the extent of the elevated local concentrations, are given in DOE/CH-8901. In addition, reasonable efforts shall be made to remove any source of radionuclide that exceeds 30 times the appropriate limit for soil, irrespective of the average concentration in the soil.

(2) Generic Guidelines. The generic guidelines for residual concentrations of Ra-226, Ra228, Th-230, and Th-232 are:

(a) 5 pCi/g, averaged over the first 15 cm of soil below the surface; and

(b) 15 pCi/g, averaged over 15-cm-thick layers of soil more than 15 cm below the surface.

(3) Ingrowth and Mixtures. These guidelines take into account ingrowth of Ra-226 from Th-230 and of Ra-228 from Th-232, and assume secular equilibrium. If both Th-230 and Ra-226 or both Th-232 and Ra-228 are present and not in secular equilibrium, the appropriate guideline is applied as a limit for the radionuclide with the higher concentration. If other mixtures of radionuclide occur, the concentrations of individual radionuclides shall be reduced so that either the dose for the mixtures will not exceed the basic dose limit or the sum of the ratios of the soil concentration of each radionuclide to the allowable limit for that radionuclide will not exceed 1. Explicit formulas for calculating residual concentration guidelines for mixtures are given in DOE/CH-8901.

b. Airborne Radon Decay Products. Generic guidelines for concentrations of airborne radon decay products shall apply to existing occupied or habitable structures on private property that are intended for release without restriction; structures that will be demolished or buried are excluded. The applicable generic guideline (40 CFR Part 192) is: In any occupied or habitable building, the objective of remedial action shall be, and a reasonable effort shall be made to achieve, an annual average (or equivalent) radon decay product concentration (including background) not to exceed 0.02 WL. [A working level (WL) is any combination of short lived radon decay products in 1 L of air that will

result in the ultimate emission of 1.3 x 10^5 MeV of potential alpha energy.] In any case, the radon decay product concentration (including background) shall not exceed 0.03 WL. Remedial actions by DOE are not required in order to comply with this guideline when there is reason able assurance that residual radioactive material is not the source of the radon concentration.

c. External Gamma Radiation. The average level of gamma radiation inside a building or habitable structure on a site to be released without restrictions shall not exceed the background level by more than 20 μR\h and shall comply with the basic dose limit when an "appropriate-use" scenario is considered. This requirement shall not necessarily apply to structures scheduled for demolition or to buried foundations. External gamma radiation levels or open lands shall also comply with the basic limit and the ALARA process, considering appropriate-use scenarios for the area.

d. Surface Contamination. The generic surface contamination guidelines provided in Figure IV-1 are applicable to existing structures and equipment. These guidelines are generally consistent with standards of the NRC (NRC 1982) and functionally equivalent to Section 4, "Decontamination for Release for Unrestricted Use," of Regulatory Guide 1.86, but apply to nonreactor facilities. These limits apply to both interior equipment and building components that are potentially salvageable or recoverable scrap. If a building is demolished, the guidelines in paragraph IV.6a are applicable to the resulting contamination in the ground,

e. Residual Radionuclides in Air and Water. Residual concentrations of radionuclides in air and water shall be controlled to the required levels shown in paragraph II.1a and as required by other applicable Federal and/or State laws.

AUTHORIZED LIMITS FOR RESIDUAL RADIOACTIVE MATERIAL.

a. Establishment of Authorized Limits. The authorized limits for each property shall be set equal to the generic or derived guidelines unless it can be established, on the basis of specific property data (including health, safety, practical, programmatic and socioeconomic considerations), that the guidelines are not appropriate for use at the specific property. The authorized limits shall be established to (1) provide that, at a minimum, the basic dose limits of in paragraph IV.3, will not be exceeded under the "worst case" or "plausible-use" scenarios, consistent with the procedures and guidance provided in DOE/CH-8901, or (2) be consistent with applicable generic guidelines. The authorized limits shall be consistent with limits and guidelines established by other applicable Federal and State laws. The authorized limits are developed through the project offices in the field and are approved by the Headquarters Program Office.

Figure IV-1
Surface Contamination Guidelines

Radionuclides[2/]	Allowable Total Residual Surface Contamination (dpm/100 cm²)[1/] Average[3/,4/]	Maximum[4/,5/]	Removable[4/,6/]
Transuranics, I-125, I-129, Ra-226, Ac-227, Ra-228, Th-228, Th-230, Pa-231.	RESERVED	RESERVED	RESERVED
Th-Natural, Sr-90, I-126, I-131, I-133, Ra-223, Ra-224, U-232, Th-232.	1,000	3,000	200
U-Natural, U-235, U-238, and associated decay product, alpha emitters.	5,000	15,000	1,000
Beta-gamma emitters (radionuclides with decay modes other than alpha emission or spontaneous fission) except Sr-90 and others noted above.[7/]	5,000	15,000	1,000

1/ As used in this table, dpm (disintegrations per minute) means the rate of emission by radioactive material as determined by correcting the counts per minute measured by an appropriate detector for background, efficiency, and geometric factors associated with the instrumentation.

2/ Where surface contamination by both alpha- and beta-gamma-emitting radionuclides exists, the limits established for alpha- and beta-gamma-emitting radionuclides should apply independently.

3/ Measurements of average contamination should not be averaged over an area of more than 1 m². For objects of less surface area, the average should be derived for each such object.

4/ The average and maximum dose rates associated with surface contamination resulting from beta-gamma emitters should not exceed 0.2 mrad/h and 1.0 mrad/h, respectively, at 1 cm.

5/ The maximum contamination level applies to an area of not more than 100 cm2.

6/ The amount of removable material per 100 cm^2 of surface area should be determined by wiping an area of that size with dry filter or soft absorbent paper, applying moderate pressure, and measuring the amount of radioactive material on the wiping with an appropriate instrument of known efficiency. When removable contamination on objects of surface area less than 100 cm^2 is determined, the activity per unit area should be based on the actual area and the entire surface should be wiped. It is not necessary to use wiping techniques to measure removable contamination levels if direct scan surveys indicate that the total residual surface contamination levels are within the limits for removable contamination.

7/ This category of radionuclides includes mixed fission products, including the Sr-90 which is present in them. It does not apply to Sr-90 which has been separated from the other fission products or mixtures where the Sr-90 has been enriched.

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b. Application of Authorized Limits. Remedial action shall not be considered complete until the residual radioactive material levels comply with the authorized limits, except as authorized pursuant to paragraph IV.7 for special situations where the supplemental limits and exceptions should be considered and it is demonstrated that it is not appropriate to decontaminate the area to the authorized limit or guideline value.

6. CONTROL OF RESIDUAL RADIOACTIVE MATERIAL. Residual radioactive material above the guidelines shall be managed in accordance with Chapter II and the following requirements.

a. Operational and Control Requirements. The operational and control requirements specified in the following Orders shall apply to interim storage, interim management, and long-term management.

(1) DOE 5000.3B, Occurrence Reporting and Processing of Operations Information

(2) DOE 5440.1E, National Environmental Policy Act Compliance Program

(3) DOE 5480.4, Environmental Protection, Safety, and Health Protection Standards

(4) DOE 5482.1B, Environmental, Safety, and Health Appraisal Program

(5) DOE 5483.1A, Occupational Safety and Health Program for DOE Employees at Government-Owned, Contractor-Operated Facilities

(6) DOE 5484.1, Environmental Protection, Safety, and Health Protection Information Reporting Requirements

(7) DOE 5820.2A, Radioactive Waste Management.

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b. Interim Storage.

(1) Control and stabilization features shall be designed to provide, to the extent reasonably achievable, an effective life of 50 years with a minimum life of at least 25 years.

(2) Controls shall be designed such that Rn-222 concentrations in the atmosphere above facility surfaces or openings in addition to background levels, will not exceed:

(a) 100 pCi/L at any given point;

(b) An annual average concentration of 30 pCi/L over the facility site; and

(c) An annual average concentration of 3 pCi/L at or above any location outside the facility site.

(d) Flux rates from the storage of radon producing wastes shall not exceed 20 pCi/sq.m-sec , as required by 40 CFR Part 61.

(3) Controls shall be designed such that concentrations of radionuclides in the groundwater and quantities of residual radioactive material will not exceed applicable Federal or State standards.

(4) Access to a property and use of onsite material contaminated by residual radioactive material should be controlled through appropriate administrative and physical controls such as those described in 40 CFR Part 192. These control features should be designed to provide, to the extent reasonable, an effective life of at least 25 years.

c. Interim Management.

(1) A property may be maintained under an interim management arrangement when the residual radioactive material exceeds guideline values if the residual radioactive material is in inaccessible locations and would be unreasonably costly to remove, provided that administrative controls are established by the responsible authority (Federal, State, or local) to protect members of the public and that such controls are approved by the appropriate Program Secretarial Officer.

(2) The administrative controls include but are not limited to periodic monitoring as appropriate; appropriate shielding; physical barriers to prevent access; and appropriate radiological safety measures during maintenance, renovation, demolition, or other activities that might disturb the residual radioactive material or cause it to migrate.

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(3) The owner of the property should be responsible for implementing the administrative controls and the cognizant Federal, State, or local authorities should be responsible for enforcing them.

d. Long-Term Management.

(1) Uranium, Thorium, and Their Decay Products.

(a) Control and stabilization features shall be designed to provide, to the extent reasonably achievable, an effective life of 1,000 years with a minimum life of at least 2OO years.

(b) Control and stabilization features shall be designed to limit Rn-222 emanation to the atmosphere from the wastes to less than an annual average release rate of 20 pCi/m^2/s and prevent increases in the annual average Rn-222 concentration at or above any location outside the boundary of the contaminated area by more than 0.5 pCi/L. Field verification of emanation rates shall be in accordance with the requirements of 40 CFR Part 61.

(c) Before any potentially biodegradable contaminated wastes are placed in a long-term management facility, such wastes shall be properly conditioned so that the generation and escape of biogenic gases will not cause the requirement in paragraph IV.6d(1)(b) to be exceeded and that biodegradation within the facility will not result in premature structural failure in violation of the requirements in paragraph IV.6d(1)(a).

(d) Ground water shall be protected in accordance with legally applicable Federal and State standards.

(e) Access to a property and use of onsite material contaminated by residual radioactive material should be controlled through appropriate administrative and physical controls such as those described in 40 CFR Part 192. These controls should be designed to be effective to the extent reasonable for at least 200 years.

(2) Other Radionuclides. Long-term management of other radionuclides shall be in accordance with Chapters II, III, and IV of DOE 5820.2A, as applicable.

7. SUPPLEMENTAL LIMITS AND EXCEPTIONS. If special specific property circumstances indicate that the guidelines or authorized limits established for a given property are not appropriate for any portion of that property, then the DOE Field Office Manager may request, through the Program Office, that supplemental limits or an exception be applied. The responsible DOE Field Office Manager shall document the decision that the subject guidelines or authorized limits are not appropriate and that the alternative action selected will provide adequate protection, giving due consideration

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to health and safety, the environment, costs, and public policy considerations. The DOE Field Office Manager shall obtain approval for specific supplemental limits or exceptions from Headquarters as specified in paragraph IV.5, and shall provide to the Headquarters Program Office those materials required by Headquarters for the justification as specified in this paragraph and in the FUSRAP and SFMP protocols and subsequent guidance documents. The DOE Field Office Manager shall also be responsible for coordination with the State and local government regarding the limits or exceptions and associated restrictions as appropriate. In the case of exceptions, the DOE Field Office Manager shall be responsible for coordinating with the State and/or local governments to ensure the adequacy of restrictions or conditions of release and that mechanisms are in place for their enforcement.

a. Supplemental Limits. Any supplemental limits shall achieve the basic dose limits set forth in Chapter II of this Order for both current and potential unrestricted uses of a property. Supplemental limits may be applied to any portion of a property if, on the basis of a specific property analysis, it is demonstrated that

(1) Certain aspects of the property were not considered in the development of the established authorized limits for that property; and

(2) As a result of these certain aspects, the established limits either do not provide adequate protection or are unnecessarily restrictive and costly.

b. Exceptions to the authorized limits defined for a property may be applied to any portion of the property when it is established that the authorized limits cannot reasonably be achieved and that restrictions on use of the property are necessary. It shall be demonstrated that the exception is justified and that the restrictions will protect members of the public within the basic dose limits of this Order and will comply with the requirements for control of residual radioactive material as set forth in paragraph IV.6.

c. Justification for Supplemental Limits and Exceptions. The need for supplemental limits and exceptions shall be documented by the DOE Field Office on a case-by-case basis using specific property data. Every reasonable effort should be made to minimize the use of supplemental limits and exceptions. Examples of specific situations that warrant DOE use of supplemental standards and exceptions are:

(1) Where remedial action would pose a clear and present risk of injury to workers or members of the public, notwithstanding reasonable measures to avoid or reduce risk.

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(2) Where remedial action, even after all reasonable mitigative measures have been taken, would produce environmental harm that is clearly excessive compared to the health benefits to persons living on or near affected properties, now or in the future. A clear excess of environmental harm is harm that is long-term, manifest, and grossly disproportionate to health benefits that may reasonably be anticipated.

(3) Where it is determined that the scenarios or assumptions used to establish the authorized limits do not apply to the property or portion of the property identified, or where more appropriate scenarios or assumptions indicate that other limits are applicable or appropriate for protection of the public and the environment.

(4) Where the cost of remedial action for contaminated soil is unreasonably high relative to long-term benefits and where the residual material does not pose a clear present or future risk after taking necessary control measure. The likelihood that buildings will be erected or that people will spend long periods of time at such a property should be considered in evaluating this risk. Remedial action will generally not be necessary where only minor quantities of residual radioactive material are involved or where residual radioactive material occurs in an inaccessible location at which specific property factors limit its hazard and from which it is difficult or costly to remove. Examples include residual radioactive material under hard-surfaced public roads and sidewalks, around public sewer lines, or in fence-post foundations. A specific property analysis shall be provided to establish that the residual radioactive material would not cause an individual to receive a radiation dose in excess of the basic dose limits stated in paragraph IV.3, and a statement specifying the level of residual radioactive material shall be provided to the appropriate State and/or local agencies for appropriate action, e.g., for inclusion in local land records.

(5) Where there is no feasible remedial action.

8. SOURCES.

a. Basic Dose Limits. Dosimetry model and dose limits are defined in Chapter II of this Order.

b. Generic Guidelines for Residual Radioactive Material. Residual concentrations of radium and thorium in soil are defined in 40 CFR Part 192. Airborne radon decay products are also defined in 40 CFR Part 192, as are guidelines for external gamma radiation. The surface contamination definition is adapted from NRC (1982).

c. Control of Radioactive Wastes and Residues. Interim storage is guided by this Order and DOE 5820.2A. Long-term management is guided by this Order, 40 CFR Part 192, and DOE 5820.2A.