

DEPARTMENT OF ENERGY**Intent To Prepare a Remedial Investigation/Feasibility Study-Environmental Impact Statement-Response Actions at Sites in St. Louis, MO**

AGENCY: Department of Energy.

ACTION: Notice of intent to prepare a remedial investigation/feasibility study-environmental impact statement.

SUMMARY: Notice is hereby given that the Department of Energy (DOE), under its Formerly Utilized Sites Remedial Action Program (FUSRAP), intends to conduct a comprehensive environmental review and analysis of the "St. Louis Site" (composed of several sites located in and near St. Louis, Missouri) to determine the nature and extent of existing contamination and to evaluate alternative response actions. The St. Louis Site is composed of the St. Louis Downtown Site (SLDS) and vicinity properties; the St. Louis Airport Site (SLAPS) and vicinity properties; and the Latty Avenue properties consisting of the Hazelwood Interim Storage Site (HISS), the Futura Coatings property, and six commercial or industrial vicinity properties along Latty Avenue. (These vicinity properties are areas not owned or controlled by DOE which are radioactively contaminated above DOE guidelines for residual radioactive material as a result of the previous processing of radioactive materials at the St. Louis Site where DOE is undertaking remedial action.) The environmental review and analysis will integrate the values of the National Environmental Policy Act (NEPA) and requirements of the Comprehensive Environmental Response, Compensation, and Liability Act (CERCLA), as amended by the Superfund Amendments and

Reauthorization Act (SARA)—hereafter referred to as CERCLA. NEPA values under NEPA will be incorporated into the remedial investigation/feasibility study (RI/FS) requirements of CERCLA. The resulting report will be the RI/FS-EIS. Nothing in this Notice of Intent (NOI), or in other documents to be prepared, is intended to represent a statement on the legal applicability of NEPA to remedial actions under CERCLA.

DATES: Written comments or suggestions postmarked on or before February 7, 1992, will be considered in the course of implementing the integrated CERCLA/NEPA process and its documentation. Comments or suggestions postmarked after that date will be considered to the maximum extent practicable. A scoping meeting will be held at the Berkeley Senior High School, 8710 Waller Avenue, Berkeley, Missouri 63134, on January 28, 1992, at 7 p.m. local time. Requests to speak at this meeting should be forwarded to Mr. Lester K. Price by January 22, 1992, at the address indicated below. Persons who have not submitted a request to speak in advance may register at the scoping meeting. Those who register to speak at the meeting will be called on to present their comments as time permits.

ADDRESSES: Comments or suggestions on the scope of the RI/FS-EIS and requests to speak at the scoping meeting discussed below in the Scoping section should be addressed to Mr. Lester K. Price, Director, Former Sites Restoration Division, U.S. Department of Energy, DOE Field Office, Oak Ridge, Post Office Box E, Oak Ridge, Tennessee 37831, (615) 576-0948 or 1-800-253-9759. Fax comments to: (615) 576-0956.

Documents are available for inspection at locations set forth later in this notice.

FOR FURTHER INFORMATION CONTACT: For further information on DOE's EIS process, please contact Ms. Carol Borgstrom, Director, Office of NEPA Oversight, EH-25, U.S. Department of Energy, 1000 Independence Avenue, SW., Washington, DC 20585, (202) 586-4700 or 1-800-472-2756.

For further information on DOE's RI/FS process, please contact Ms. Kathleen Taimi, Director, Office of Environmental Compliance, EH-22, U.S. Department of Energy, 1000 Independence Avenue, SW., Washington, DC 20585, (202) 586-9024.

SUPPLEMENTARY INFORMATION: The St. Louis Site contains residual radioactivity above DOE guidelines, and cleanup of the Site has been designated as part of FUSRAP. FUSRAP was established in 1974 by the Atomic

Energy Commission (AEC), a predecessor agency of DOE. The primary objective of FUSRAP is to identify and remediate sites where radioactive contamination remains from the early years of the nation's atomic energy program or from other activities that resulted in conditions that Congress has authorized DOE to remediate. The goals of FUSRAP are to: (1) Control radioactive contamination at the sites, in compliance with applicable or relevant and appropriate requirements for the protection of human health and the environment, and (2) to the extent possible, certify the sites for use without radiological restrictions following decontamination.

Background

The St. Louis Site consists of several noncontiguous areas located in and near St. Louis, Missouri. The St. Louis Site consists of SLDS and vicinity properties; SLAPS and vicinity properties; and the Latty Avenue properties consisting of HISS, the Futura Coatings property, and six commercial or industrial vicinity properties along Latty Avenue. Contamination at these sites is the result of uranium processing and waste management activities that took place from the 1940s, 1950s, and 1960s. All the properties, with the exception of SLDS and its vicinity properties, are on the National Priorities List of the Environmental Protection Agency (EPA).

The SLDS located in an industrialized area on the eastern border of St. Louis, about 90 m (300 ft) west of the Mississippi River and approximately 17.7 km (11 mi) southeast of SLAPS. The SLDS is owned by Mallinckrodt, Inc., and is utilized as an operating plant for the production of various chemical products. The property occupies approximately 18.2 ha (45 acres) and includes numerous buildings and facilities. The SLDS is traversed by the tracks of three railroad lines, and several spurs service the property from the main lines. The property is fenced, and Mallinckrodt, Inc., maintains 24-hour security.

The SLAPS, an 8.8-ha (21.7-acre) property approximately 24 km (15 mi) from downtown St. Louis, lies immediately north of the Lambert-St. Louis International Airport. It is bounded on the south by the Norfolk and Western Railroad and Banshee Road, on the west by Coldwater Creek, on the north by a ball field area, and on the north and east by McDonnell Boulevard. The area is zoned for industrial use, with the nearest residential areas located approximately 0.8 km (0.5 mi) west, 1.6 km (1 mi)

northwest and 2.4 km (1.5 mi) north of SLAPS. The property is currently owned by the city of St. Louis and is managed by the St. Louis Airport Authority. Transfer of SLAPS property back to DOE prior to remediation is being considered. However, this transfer is not a condition for the proposed alternatives to be evaluated as part of the RI/FS-EIS. Currently, the entire site is fenced to restrict public access, and maintenance and routine environmental monitoring are the only activities taking place at the property. The SLAPS vicinity properties include ditches to the north and south of the property, an adjacent athletic field, transportation routes termed as "haul roads" (i.e., McDonnell Boulevard, Latty Avenue, Hazelwood Avenue, Pershall Road, Eva Avenue, and Frost Avenue), and the areas along transportation routes and Coldwater Creek that have been identified as containing residual radioactivity that exceeds DOE guidelines. Seventy-eight such properties along the haul roads and Coldwater Creek have been identified; five of these properties are zoned for residential use, with the rest zoned for commercial use. Banshee Road on the southern border of SLAPS, a 30-m (100-ft) strip of St. Louis Airport property south of and parallel to Banshee Road, and seven railroad properties in the area of SLAPS are also considered SLAPS vicinity properties.

The Latty Avenue properties consist of HISS and Futura Coatings properties at 9200 Latty Avenue and six additional commercial or industrial vicinity properties along Latty Avenue. These properties are located in northern St. Louis County within the city limits of Hazelwood and Berkeley, Missouri, approximately 1.2 km (0.75 mi) northeast of SLAPS. The HISS and Futura Coatings properties, which are separated by a chain-link fence, occupy the eastern and western halves of 9200 Latty Avenue, respectively. The HISS and Futura Coatings properties are completely fenced to restrict public access.

The Latty Avenue properties are located in an area that is primarily commercial/industrial, with the nearest residential area located approximately 0.5 km (0.3 mi) to the east. Storm-water runoff from the Latty Avenue properties drains into ditches and a storm sewer that empties into Coldwater Creek, which is located to the west of the properties. The HISS property, which is currently leased by DOE, contains a vehicle decontamination facility, two office trailers, and two covered surface storage piles that contain approximately 27,700 m³ (32,000 yd³) of radioactive

material. The Futura Coatings property is owned by Jarboe Realty and Investment Company and is leased to Futura Coatings, Inc., which currently manufactures plastic coatings on the property.

From 1942 to 1957, the former Mallinckrodt Chemical Works performed work at SLDS under contracts with the Manhattan Engineer District (MED) and AEC. Several operations were performed, including process development and production of various forms of uranium compounds and metal, and recovery of uranium metal from residues and scrap. From 1942 to 1945, MED/AEC activities were carried out in areas designated as Plants 1 and 2 and in the original Plant 4 (now Plant 10). In 1946, manufacturing of uranium dioxide from pitchblende ore began at the newly constructed Plant 6. From 1948 through 1950, decontamination activities were conducted and supervised by Mallinckrodt personnel at Plants 1 and 2. These decontamination efforts were conducted to meet AEC criteria in effect at that time, and the plants were released in 1951 for use without radiological restrictions. During 1950 and 1951, uranium processing operations began at Plant 6E; Plant 4 was modified and used as a metallurgical pilot plant for processing uranium metal until it was closed in 1956. AEC operations in Plant 6E ended in 1957, and AEC managed the decontamination efforts in Plants 4 and 6E, returning them to Mallinckrodt for use without radiological restrictions in 1962. Contaminated buildings, equipment, and soil from Plants 4 and 6E were removed. Some buildings that existed in 1962 have been razed, and some new buildings have been constructed at the former locations of Plants 4 and 6. Plant 7 was used for storing reactor cores, removing metallic uranium from salt by a wet grinding/mill flotation process, and continuous processing of green salt (i.e., production of uranium tetrafluoride). These operations at Plant 7 began in 1950 and 1951, continuing until the plant closed in 1957. Plant 7 was released for use without radiological restrictions in 1962 following decontamination, based on criteria in effect at that time. Plant 7 is now used primarily for storage of materials and equipment related to current chemical plant operations.

The SLAPS was acquired by MED/AEC in 1946. From 1946 until 1966, the property was used to store residues (i.e., uranium-bearing material generated as a by-product of uranium processing) from SLDS. In 1966, the wastes were purchased by the Continental Mining

and Milling Company, removed from the SLAPS, and placed in storage at 9200 Latty Avenue. After most of the residues had been removed from SLAPS, the buildings were demolished and buried on-site, and the whole area was covered with 0.3 to 1 m (1 to 3 ft) of clean fill material. At 9200 Latty Avenue, all the wastes transferred from SLAPS were deposited directly on the ground surface. During 1967 and 1970, the residues were dried and shipped to Canon City, Colorado, by the Commercial Discount Corporation and Cotten Corporation. The material in the storage piles currently on HISS originated from a 1979 demolition and excavation activity on the Futura Coatings property and remedial action and construction activities on and around the Latty Avenue properties that took place in 1984 and 1986.

Radiological surveys at SLDS indicate that current contamination in structures and radionuclide concentrations in soil exceed DOE limits for release for use without radiological restrictions (as given in DOE Order 5400.5). Radon concentrations in three buildings also exceed DOE nonoccupational radiation exposure guidelines in DOE Order 5400.5. Results of surveys performed by Bechtel National, Inc., indicate that at SLDS, uranium-238, radium-226, thorium-232, and thorium-230 concentrations in the soil range from background levels up to 95,000 pCi/g, 2,800 pCi/g, 440 pCi/g, and 98,000 pCi/g, respectively. The surveys indicated surface contamination on virtually all portions of SLDS that were examined. The volume of contaminated soil at SLDS is estimated to be 220,000 m³ (288,000 yd³).

Radiological surveys performed at SLAPS indicate radionuclide concentrations in the soil exceeding DOE guidelines for release for use without radiological restrictions. Contamination was identified as deep as 5.5 m (18 ft) beneath the ground surface. Uranium-238, thorium-230, and radium-226 have been determined to be the primary contaminants, with concentrations ranging up to 1,600 pCi/g, 2,600 pCi/g, and 5,620 pCi/g, respectively. The volume of contaminated soil at SLAPS is estimated to be 191,000 m³ (250,000 yd³).

A large portion of the ground surface and subsurface soil at HISS/Futura Coatings property still remains radioactively contaminated in excess of DOE guidelines for release for use without radiological restrictions. Subsurface contamination is as deep as 2 m (6 ft) at HISS, with concentrations of uranium-238, thorium-230, and radium-226 ranging up to 800 pCi/g, 7,900 pCi/g,

and 700 pCi/g, respectively. The estimated volume of contaminated soil at HISS is 53,520 m³ (70,000 yd³). At the Futura Coatings property, contamination is as deep as 4.8 m (15 ft) beneath the surface, and the maximum measured concentrations of thorium-230, radium-226, uranium-238, and thorium-232 in the soil were 2,000 pCi/g, 2,300 pCi/g, 2,500 pCi/g, and 26 pCi/g, respectively. The estimated volume of contaminated soil at the Futura Coatings property is 26,000 m³ (34,000 yd³).

Radiological surveys have also been conducted at all vicinity properties. The major radioactive contaminant on these properties is thorium-230. The average concentration of thorium-230 measured in soil at these vicinity properties ranges from background levels up to 145 pCi/g.

Surveys for possible chemical contaminants were also performed at various properties considered to be representative of those comprising the St. Louis Site. The purpose of these surveys was to: (1) Identify and quantify any "hazardous waste" as defined under the Resource Conservation and Recovery Act (RCRA); (2) to provide a basis for assessing the potential health hazardous from the handling of materials at the Site while performing remedial actions; (3) to ensure proper design and implementation of a health and safety plan; (4) to define chemical characteristics; (5) to investigate potential migration pathways; and (6) to determine any resulting impact on the design criteria for final disposition of the waste. Chemical analyses for metals, anions, organics, and characteristics of RCRA hazardous waste were performed on soil samples collected from SLDS, SLAPS, HISS, Futura Coatings property, and the athletic field. Limited chemical analyses were also performed on groundwater samples from SLDS, SLAPS, HISS, Futura Coatings property, with surface-water samples from Coldwater Creek also analyzed. In conjunction with historical records of activities at the various St. Louis Site properties, chemical surveys at these selected sites can provide indications of maximum chemical contamination. These values are used as conservative, upper level indications of chemical contamination on other vicinity properties where chemical surveys were not taken.

The results of the chemical surveys indicate potential contamination with metals similar to, and thus possibly attributable to, those occurring in the materials processed at SLDS. A few organic compounds commonly found in many industrial areas have also been detected at SLDS. These organic

compounds are not related to DOE processing activities conducted at SLDS.

In June 1990, DOE executed a Federal Facility Agreement (FFA) with EPA Region VII. The FFA was made available on July 12, 1990, for public review and comment. The public comment period ended on August 17, 1990, and the final agreement became effective on September 13, 1990. Under the FFA, DOE has assumed responsibility for:

—All contamination, both radioactive and chemical, whether commingled or not, at HISS and SLAPS.

—All radioactive contamination present at SLDS and on any vicinity property that is above DOE guidelines for residual radioactive material and is related to uranium processing at SLDS.

—Any chemical or nonradioactive contamination at SLDS and on vicinity properties that has been mixed or commingled with radioactively contaminated wastes resulting from, or associated with, uranium manufacturing or processing activities conducted at SLDS.

The FFA does not assign responsibility to DOE for managing areas, other than SLAPS and HISS, that are only chemically contaminated with no connection to processing of radioactive materials at SLDS.

Environmental Review Process

DOE intends to conduct a comprehensive environmental review and analysis to meet the requirements of CERCLA and incorporate the values of NEPA for implementing response actions at the St. Louis Site. The St. Louis Site consists of approximately 765,000 m³ (1,000,000 yd³) of contaminated materials.

The CERCLA environmental review and analysis process has two major phases: a remedial investigation and a feasibility study, which are also the titles or partial titles of the reports resulting from these phases. It is DOE policy, under DOE Order 5400.4, to integrate the values of NEPA and the requirements of CERCLA for remedial actions at sites for which it is responsible. Under the integration policy, the CERCLA process is supplemented, as appropriate, to incorporate the values of NEPA.

The integrated CERCLA/NEPA process begins with scoping and planning phases that culminate in a series of planning documents, including the RI/FS-EIS work plan. In the work plan, the problems at a site are scoped by analyzing existing data, identifying the contaminants of concern, projecting potential exposure routes, identifying any additional specific information that

is available, and specifying tasks required throughout the entire remediation process to fully remediate the site problem(s).

From the work plan, a field sampling plan is written to obtain the remaining required data. Companion documents include the health and safety plan, the quality assurance project plan, and the community relations plan. The health and safety plan specifies the procedures needed to protect workers and the general public. The quality assurance project plan specifies the procedures, detection levels, and data quality checks to be used in the laboratory analyses. The community relations plan outlines procedures to ensure that the public is kept informed and given the opportunity to provide information, suggestions, and comments.

The RI phase of the remediation decisionmaking process includes activities associated with site investigations, sample analyses, and data evaluation, which are performed to characterize the site and to determine the nature and extent of contamination. In addition, applicable or relevant and appropriate requirements must be identified to determine what standards, criteria, regulations, or other constraints should be applied to the proposed action. Bench-scale or pilot studies may be performed to test potentially applicable technologies. The RI phase also includes a baseline risk assessment, which is a quantitative assessment of the primary health and environmental threats under the no action alternative.

The FS phase includes screening of remedial technologies, identification and screening of response alternatives, development of general performance criteria for such alternatives, and detailed evaluation and comparison of alternatives consistent with both CERCLA and NEPA. Alternatives to be considered for the St. Louis Site include: (1) No action; (2) treatment and disposal of wastes either on-site or off-site (off-site disposal would be considered generically, not specifically); and (3) (on-site or off-site) containment or institutional control alternatives that control the threats posed by hazardous substances to prevent exposure. The no action alternative provides an environmental baseline against which the impacts of the other alternatives can be compared.

The data collected during the RI phase will influence the development of the remedial alternatives in the FS phase, which in turn affects the data needs and scope of treatability studies and can result in additional field investigations.

Consistent with DOE policy, the RI/FS process will be supplemented, as necessary, to be consistent with NEPA and the Council on Environmental Quality's regulations (40 CFR parts 1500-1508). DOE has determined that an EIS is the appropriate level of NEPA documentation for the St. Louis Site. DOE will prepare an EIS implementation plan to record the results of the scoping process and to present the approach for preparation of the EIS (i.e., RI/FS-EIS). The EIS implementation plan will be prepared following the scoping meeting and will be appended to the work plan for the St. Louis Site.

Nothing in this NOI, or in other documents to be prepared, is intended to represent a statement on the legal applicability of NEPA to remedial actions under CERCLA.

Preliminary List of Potential Issues

Potential issues related to response actions at the St. Louis Site include environmental impacts, as well as factors that may result from or be influenced by implementation of one or more of the remedial alternatives. The preliminary list that follows is based on issues that have been raised relative to other DOE proposals of this nature. Interested parties are invited to participate in the scoping process discussed below and to help refine this list to arrive at the significant issues to be analyzed in depth in the integrated CERCLA/NEPA process and to eliminate from detailed study the issues that are not significant.

The potential major issues that may arise and therefore require analysis in the integrated CERCLA/NEPA process are as follows:

1. Potential radiological/chemical impacts in terms of both radiation/chemical doses and resulting health risks:

- On people, including workers and the general public (i.e., individuals and the total population, children and adults, present and future generations);
- Along transportation routes relevant to the proposed alternatives;
- Associated with routine remedial operations and accidents;
- Associated with various pathways to humans, including air, soil, surface water, groundwater and biota;
- Due to natural forces, such as erosion and flooding; and
- Associated with human intrusion into the contaminated materials.

2. Potential engineering and technical issues:

- The most reasonable engineering options for each type of waste/residue;

- Probable duration of contamination isolation;

- Rates and magnitude of loss of containment;

- Related to site-specific geohydrology and ecology;

- Related to site-specific wind patterns; and

- Site characterization and research and development work necessary before the decision or before actual implementation of an alternative.

3. Potential issues relative to mitigative measures and monitoring:

- Health-physics and industrial-hygiene procedures for workers; and

- Control measures for erosion, gases, and dusts.

4. Potential institutional issues:

- Project-specific criteria for decontamination, effluents, environmental concentrations, and release of site for use without radiological restrictions;

- Future institutional controls (i.e., monitoring and maintenance); and

- Institutional issues that need to be resolved before an alternative can be implemented.

5. Potential socioeconomic issues:

- Effects on land uses, values, and marketability; and

- Effects on local transportation systems.

6. Cumulative impacts associated with the remedial actions proposed to be taken or reasonably foreseeable at the St. Louis Site.

7. Issues related to CERCLA criteria for selection of a remedial action:

- Overall protection of human health and the environment;

- Compliance with applicable or relevant and appropriate requirements;

- Long-term effectiveness and permanence;

- Reduction of waste toxicity, mobility, and volume through treatment;

- Short-term effectiveness;

- Implementability;

- Cost;

- State acceptance; and

- Community acceptance.

Scoping

The results of the integrated CERCLA/NEPA assessment process for the St. Louis Site will be presented in the draft RI/FS-EIS. The draft work plan and companion documents, fact sheets, technical reports, and other information related to DOE activities at the St. Louis Site have been placed in the repositories at the addresses noted below.

The scoping process will involve all interested government agencies (i.e., Federal, State, and local), groups, and

members of the public. Comments are invited on the alternatives and the issues to be considered in the integrated CERCLA/NEPA process, as discussed in this NOI and in the draft RI/FS-EIS work plan. A public scoping meeting is scheduled to start at 7 p.m., to be held on January 28, 1992, in the Berkeley Senior High School, 8710 Walter Avenue, Berkeley, Missouri 63134. This will be an informal meeting, but a complete record will be taken and copies of the transcript will be made available as detailed below.

The meeting will be presided over by an independent facilitator, who will explain DOE procedures for conducting the meeting. The meeting will not be conducted as an evidentiary hearing, and those who choose to make statements will not be subject to cross examination by other speakers. However, to facilitate the exchange of information and to clarify issues, DOE and its representatives may respond by answering questions and making short clarifying statements, as necessary or appropriate. To ensure that everyone who wishes to speak has a chance to do so, 5 minutes will be allotted for each speaker, and speakers are encouraged to submit a written summary of comments.

Depending on the number of persons requesting to be heard, DOE may allow longer times for representatives of organizations; persons wishing to speak on behalf of an organization should identify the organization in their request. Persons who have not submitted a request to speak in advance may register to speak at the scoping meeting; they will be called on to present their comments if time permits. Written comments or suggestions will also be accepted at the meeting or should be sent to Mr. Lester K. Price at the address given above in the Addresses section and should be postmarked no later than February 7, 1992. Comments or suggestions postmarked after that date will be considered to the maximum extent practicable. Oral and written comments will be given equal weight. Copies of the scoping meeting transcript, the draft work plan and companion documents, and major references used in preparing these documents will be available for inspection during normal business hours at the following locations:

St. Louis Public Library, Government Information Section, 1301 Olive Street, St. Louis, MO, 63103, (314) 241-2288.
St. Louis County Library, Prairie Commons Branch, 915 Utz Lane.

Hazelwood, MO, 63042, (314) 895-1023.

DOE Public Information Office, 9200 Latty Avenue, Hazelwood, MO, 63042, (314) 524-4083.

Certain materials have already been placed at the above repositories, including preliminary assessment and site investigation reports, the draft work plan, the community relations plan, and reports on work that has previously been conducted at the Site. Other documents will be added to the repositories as work at the Site progresses. These additional documents may include, but are not limited to, the scoping meeting transcript, implementation plan, major references used in preparing the RI/FS-EIS, other technical reports, comments and new data submitted by interested persons, and DOE responses to comments.

DOE will retain the transcript of the scoping meeting, and, in addition to the locations noted above, will make a copy available for inspection at the Freedom of Information Reading Room, Forrestal Building, 1000 Independence Avenue, SW., Washington, DC, 20585, Monday through Friday during business hours (i.e., 9 a.m. to 4 p.m.). In addition, anyone may make arrangements with the recorder to purchase a copy. When the draft RI/FS-EIS is available, a notice will be published in the Federal Register and local newspapers to announce the locations where the documents can be reviewed.

Persons who do not wish to submit comments or suggestions during the comment period but who would like to receive a copy of the draft RI/FS-EIS for review and comment should notify Mr. Lester K. Price at the address given above in the Addresses section.

DOE expects by the end of 1994 to issue the final RI/FS-EIS, which will include a description of the proposed plan and responses to public comments received on the draft RI/FS-EIS (responsiveness summary). DOE will announce a remedial action selection for the Site in the Record of Decision to be issued no earlier than 30 days after the final RI/FS-EIS is issued.

Issued in Washington, DC, this 3d day of January 1992.

Paier N. Brush,
Acting Assistant Secretary, Environment,
Safety and Health.

(FR Doc. 92-531 Filed 1-9-92; 8:45 am)

BILLING CODE 4150-01-M

00-1150

Formerly Utilized Sites Remedial Action Program (FUSRAP)

ADMINISTRATIVE RECORD

for the St. Louis Site, Missouri



U.S. Department of Energy