

## **CIRIA Research Project Specification**

### **Revision of the SAFEGROUNDS Guidance on the Management of Contaminated Land and its Supporting Documents**

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#### **VERSION CONTROL**

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## 1 OBJECTIVE

The objective of the project is to produce a second version of the SAFEGROUNDS guidance on the management of contaminated land and corresponding versions of the SAFEGROUNDS documents that support the guidance.

## 2 BACKGROUND

### 2.1 Reasons for Revising the Guidance

The first version of the SAFEGROUNDS guidance on the management of contaminated land (LMGv1) was issued in 2002. It was intended to be a 'living document' that would be revised in the light of technical, regulatory and organisational developments, and of experience in its use.

Given the pace of events, it is appropriate to plan to issue the second version of the guidance (LMGv2) towards the end of 2007. This will take into account developments to date, for example the establishment of the Nuclear Decommissioning Authority (NDA) and the Health and Safety Executive's (HSE's) 2005 policy statement on the criterion for delicensing nuclear sites. It can also take into account events that will occur during 2006 and the first half of 2007, for example the extension of the Part IIA regime to radioactively contaminated land.

Five years is also about the right length of time for a revision to benefit from experience in using LMGv1. It has been found that LMGv1 is somewhat difficult to use and, while sound on principles, offers too little practical assistance. It has been suggested that there should be more emphasis in the guidance on effective use of resources and on value for money in the management of contaminated land on nuclear-licensed sites and defence sites. There is also the question of whether the guidance should be extended to deal explicitly with other types of site where radioactive contamination may be present.

It has been apparent for some time that LMGv1 and the four page summary of it are only really suitable for fairly technical audiences. There is a need for a separate but complementary 'citizens' guide' that can be used more easily by a wider range of audiences, including members of Site Stakeholder Groups and senior managers [from ...] whose background is from outside the civil and defence nuclear industries. This citizens' guide should relate to LMGv2 and should be prepared at the same time.

### 2.2 Revision of Supporting Documents

The existing SAFEGROUNDS documents that support LMGv1 are those on site characterisation, stakeholder involvement, assessment of health and environmental risks, the regulatory framework and technical options for managing contaminated land<sup>1</sup>. Most of these have been updated within the last year or two. These mainly need to be examined during the production of LMGv2 to make sure that they are consistent with it and are still required, and to be revised if necessary. An exception is the guidance on site characterisation. This was produced in 2000, before LMGv1. It needs to be recast as a technical supporting document to LMGv2, as well as being updated to reflect developments over the past five years. Further details of what is to happen to each of the existing supporting documents are given in Section 4.

It has been SAFEGROUNDS intention for some time to produce guidance on the comparison of options for the management of contaminated land. LMGv1 contains some material on this

<sup>1</sup> All the supporting documents are available on the SAFEGROUNDS website, [www.safegrounds.com](http://www.safegrounds.com).

topic but various stakeholders have expressed a desire for more guidance. A number of regulatory and other documents have appeared since 2002 that are relevant to comparing options for contaminated land, even though they are primarily about other subjects. It is sensible to prepare guidance on comparing options in parallel with the production of LMGv2 because this will make it easier to avoid overlaps and inconsistencies between the two documents. [\[the same goes for new doc on record keeping – or keep separate?\]](#)

[\[Something on modular approach and web based publishing and that reports should be written according to CIRIA/ SAFEGROUNDS guidelines which will be provided?\]](#)

### 2.3 Method of Working

Stakeholder consultation is an important part of the production of all SAFEGROUNDS guidance documents. The extent of the consultation depends on the nature and status of the document. For LMGv2 and the citizens' guide, the consultation has to be both 'wide', in the sense that many different types of stakeholder are consulted, and 'deep', in the sense that people are asked about the contents of the document in detail as well as in outline. This is also the case for some of the supporting documents, for example that on comparisons of land management options. For other supporting documents, for example the revised one on site characterisation, consultation should be deep but can be confined to a narrow range of stakeholders, provided that the contents of the document have been approved in outline by a group that is sufficiently representative of the views of all stakeholders.

Throughout this project, the SAFEGROUNDS website will be used for consultation and the steering group for the whole SAFEGROUNDS project (the PSG) will have an oversight role and be the body that approves the issue of final documents. Sub-groups of the PSG will be formed to deal in detail with some documents. There will be at least one workshop for a wide range of stakeholders to discuss LMGv2. There may also be smaller meetings and working groups of stakeholders to resolve difficult issues. [\[David's input should discuss the consultation process, eg CIRIA will be responsible for circulating draft documents to steering group members and, for wider consultation, to more extensive stakeholder contacts. It will also chase up comments, log them and convey them to consultants. Consultants will ....\]](#)

This project specification has been approved by the SAFEGROUNDS PSG. While the first part of the project is specified in some detail, the content and possibly the timing of the second part will depend on the outcome of stakeholder consultations during the first part.

## 3 SCOPE

The project is to produce, by the end of 2007, a set of SAFEGROUNDS guidance documents that can be used for several years. The set is to consist of:

- the second version of the SAFEGROUNDS guidance on the management of contaminated land (*LMGv2*);
- a *citizens' guide* to the management of contaminated land;
- *executive summaries* of LMGv2 for different types of site; and
- supporting documents on:
  - *comparisons of options* for the management of contaminated land;
  - [\[where does technical options fit in?\]](#)
  - *site characterisation*;
  - the UK *regulatory framework* for contaminated land;
  - *assessments of the health and environmental risks* of contaminated land; and, if a separate document is found to be necessary,
  - *stakeholder involvement* in the management of contaminated land.
  - [\[record keeping?\]](#)

Each document is to be produced through stakeholder consultation on its function, form and outline contents, and there is to be consultation on full drafts of each document. [consultation would be at various stages - could we leave detailed discussion of consultation process to David's section – a diagram would be useful?].

The current SAFEGROUNDS guidance is for contaminated land on nuclear-licensed sites and on defence sites that are scheduled for a change of use and/or ownership, although it is recognised that the guidance may be useful for other types of site where radioactive contamination is present. Subject to the agreement of stakeholders, the revised guidance will deal explicitly with these other types of site. This will make the guidance more useful to a wider range of people and enable it to complement all of the regulatory guidance for contaminated land in the UK.

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The project is to be carried out in two parts. The first part can be specified and costed in detail now and consists largely of establishing, via stakeholder consultation, the function, form and outline contents of LMGv2, the citizens' guide and supporting documents. The second part, in which all the documents are produced, can only be specified and costed in detail when the first part is well-advanced and stakeholders' views have been gathered. A workplan and firm cost estimate for the second part of the project are to be prepared towards the end of the first part.

[A dedicated area of the SAFEGROUNDS website will be created for the various consultations during the project. The area will be open to the public and will contain questionnaires, responses to these and proposed means of dealing with points made, draft guidance and supporting documents, comments on these and proposed means of addressing them in redrafts, and notes on workshop, working group and PSG discussions. The area will be managed by CIRIA but the contractor will be responsible for producing most of its content.]

Comment [JRK1]: Again, could this go in David's section

## 4 TASKS

### 4.1 Task 1: Production of LMGv2

#### 4.1.1 Stage 1: Establishing Function, Form, Key Principles and Outline Contents

The function, form and outline contents of LMGv2 are to be established through stakeholder consultation. It is envisaged that there will be two rounds of consultation via the SAFEGROUNDS website, followed by a workshop to which a wide range of stakeholders will be invited. [Role of steering group in framing the issues?] These consultations should also address any changes required to the key principles for the management of contaminated land that are given in LMGv1 (see also below). [Refer to section 5 below on stakeholder consultation process]

The contractor will prepare the material for each round of website consultation and submit it to the PSG for approval prior to use. CIRIA will notify selected stakeholders that the consultation has started and encourage them to respond. CIRIA will collate responses from each round of website consultation. These will be passed to the contractor who will propose means of dealing with each major point made when preparing LMGv2. These proposals will be approved by the PSG prior to posting on the website with the consultation responses. In at least one round of consultation stakeholders should be asked whether they are willing and able to participate in subsequent stage 1 and stage 2 consultations. Their answers will assist project planning and, if necessary, enable steps to be taken to encourage other stakeholders to take part.

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CIRIA will organise the workshop and arrange for independent facilitation. The purpose of the workshop will be to discuss the output from the website consultations and agree the way forward for the drafting of LMGv2, including means of resolving any outstanding issues, for example through single meetings between small numbers of stakeholders or by forming working groups of stakeholders who will meet a few times. The contractor will prepare a summary of the outcome of the workshop, for posting on the website. After the workshop, the contractor will prepare a detailed workplan for stage 2 of this task, with a firm cost estimate.

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It is important that the website consultations on LMGv2 use open questions and do not attempt to predetermine outcomes. On the other hand, it is essential not to overburden consultees by requiring them to read all existing documents in detail or to start from scratch on all issues. Experience gained in preparing and using LMGv1 and the various versions of the supporting documents should also be taken into account. With these points in mind, the PSG expects the consultations on LMGv2 to cover the following topics.

#### Function of LMGv2

LMGv2 should provide helpful, independent, consensus-based guidance on the management of contaminated land on all types of site where radioactive contamination may be present. The guidance should be more practical than that in LMGv1 but LMGv2 should not aim to be a detailed 'how to' manual. It should assist the development and implementation of strategic and case-by-case approaches to the management of contaminated land that are acceptable to most stakeholders, that are risk-informed and that make the most effective use of resources. Ideally, LMGv2 would have a higher status than LMGv1, in the sense that more organisations would endorse and encourage its use. Now that there is to be a citizens' guide (see Section 4.3), LMGv2 itself can be more focused on a technical audience.

#### Form of LMGv2

LMGv2 should be based on flow diagrams that take the user through the process of managing contaminated land on each type of site. It should have separate parts that deal with the whole management process for each type of site, so that users do not have to move between several parts of the document in order to get the full picture for their site type. LMGv2 should be modular, in the sense that there are separate modules for each stage of the management process at each type of site. Some modules will be identical or very similar for several types of site. LMGv2 should be easy to navigate through on the website or CD but capable of being downloaded, printed and read in a straightforward way. Figure 1 shows a possible structure for LMGv2.

#### Key Principles for the Management of Contaminated Land

It is necessary to ask stakeholders whether they would like any amendments or additions to the SAFEGROUNDS key principles for the management of contaminated land. Nevertheless, it should be remembered that formulating and agreeing these principles was a difficult process, and that, as far as the PSG is aware, they are widely viewed as sound. Thus any major changes to the key principles would need clear and convincing justification, and the agreement of a large majority of stakeholders.

#### Outline Contents of LMGv2

The following points should be considered in establishing the contents of LMGv2 in outline:

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- the types of site to be covered (perhaps 5-6 types in all, eg (i) operational nuclear sites, (ii) nuclear sites being decommissioned, (iii) large non-nuclear defence sites, (iv) small non-nuclear defence sites, (v) industrial sites contaminated with naturally-occurring radionuclides, (vi) industrial, medical and research sites contaminated with artificial radionuclides);

- the level of detail in which non-radioactive contamination is to be covered (in full or only in enough detail to deal with sites with both radioactive and non-radioactive contamination);
- the number of stages in the contaminated land management process and when stakeholder involvement should begin (eg before, during or after some site characterisation);
- what guidance should be in LMGv2 and what in supporting documents (in particular, whether it would be better to bring all the material on stakeholder involvement into LMGv2, rather than to have a separate supporting document containing some of it);
- what should be done about referencing and signposting documents that were produced outside of SAFEGROUNDS and that are not entirely consistent with the key principles, and/or contain material to which some stakeholders object strongly;
- any particular points to bring out for each type of site (eg for nuclear sites, the role of the NDA, the use of site stakeholder groups for consultation, the influence of integrated waste strategies on contaminated land management and vice versa; for smaller defence sites, the possible need for a strategic rather than a site by site approach);
- how to handle issues common to all types of site (eg potential changes in low level radioactive waste management policy).

#### 4.1.2 Stage 2: Drafting LMGv2

It is envisaged that there will be two full drafts of LMGv2 prior to the final version. Each draft will be submitted to the PSG for approval to issue, then placed on the website with a request for comments. CIRIA will collate the comments and the contractor will draft responses. After approval of the responses by the PSG, the collated comments and responses will be posted on the website, with a note of PSG discussions if appropriate. The final draft of LMGv2 will be submitted to the PSG and their comments incorporated before publication on the SAFEGROUNDS website. A note of any last minute changes required by the PSG will be prepared and placed in the LMGv2 consultation area of the website.

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Depending on the outcome of stage 1 of this task, there may be meetings of working groups or ad hoc groups of stakeholders in stage 2 to resolve outstanding issues about the content of LMGv2. CIRIA will provide facilitation for such meetings and the contractor will prepare short notes of their results, which will be placed on the website.

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#### 4.2 Task 2: Preparation of Executive Summaries of LMGv2

It is anticipated that one executive summary of LMGv2 will be needed for each type of site covered. Each executive summary could be similar in length and format to the four page summary of LMGv1, except that it would include the flowchart for the type of site. Drafts of the executive summaries are to be prepared during stage 2 of task 1 and placed on the website for comment. The procedure for collating and responding to comments, and for approval of drafts and final versions, will be as for LMGv2 (see Section 4.1.2).

#### 4.3 Task 3: Production of Citizens' Guide

The citizens' guide is to be a separate, complementary document, not a summary of LMGv2 in layman's language. It should contain more background material than LMGv2 and have its own set of references to non-technical sources of further information. It will be aimed at a wide audience, including people who have little technical knowledge and technical people who work on topics other than contaminated land. Subject to the agreement of stakeholders, its focus will be radioactively contaminated land and land with both radioactive and non-radioactive contamination, rather than all contaminated land.

The citizens' guide is to be prepared in two stages, in a similar way to LMGv2 (see Section 4.1). The first stage will establish, through stakeholder consultation, the function, form and

outline contents of the guide. It may be necessary to supplement the website-based consultation with approaches to groups and individuals who have had little contact with SAFEGROUNDS to date. The second stage will consist of drafting the guide, sending it out for comment and redrafting it in the light of comments received. As with LMGv2, drafts, comments and responses to comments will be posted on the website. It seems likely that two full drafts of the guide will need to be sent out for comment before the final version is produced.

It is expected that a sub-group of the SAFEGROUNDS PSG will be formed to oversee the production of the citizens' guide. This sub-group will receive consultation documents and drafts of the guide for approval prior to issue. The final version of the guide will have to be approved by the whole PSG.

#### **4.4 Task 4: Supporting Document on Comparisons of Land Management Options**

This supporting document will provide more guidance on the comparison of options for managing contaminated land than is given in LMGv1. It will deal with option comparisons at all types of site, so that LMGv2 can simply reference the relevant sections for each site type. It will draw together the sections of LMGv1 on comparisons of options and recent related regulatory guidance and reports, including those on subjects other than contaminated land. In particular, it will make use of documents about comparisons of options for managing radioactive wastes because some of the methods used for such comparisons are directly applicable to the management of radioactively contaminated land. Ideally, it would also resolve differences in approaches to option comparisons for radioactively and non-radioactively contaminated land and would contain references to a number of case studies (in the UK or other countries). The existing SAFEGROUNDS supporting document on technical options for managing contaminated land is to be updated, expanded and included as an appendix [\[...to the supporting document on comparisons of land management options?\]](#).

The options comparison document is to be prepared in two stages, in a similar way and in parallel to LMGv2 (see Section 4.1). The first stage will establish, through stakeholder consultation, the function, form and outline contents of the document. The second stage will consist of drafting, sending out for comment and redrafting in the light of comments received. As with LMGv2, drafts, comments and responses to comments will be posted on the website.

It is expected that a sub-group of the SAFEGROUNDS PSG will be formed to oversee the production of the options comparison document. This sub-group will receive consultation papers and drafts of the document for approval prior to issue. The final version of the document will have to be approved by the whole PSG.

#### **4.5 Task 5: Supporting Document on Site Characterisation**

This task is to recast the existing SAFEGROUNDS guidance on site characterisation as a, largely technical, supporting document to LMGv2. Material that is now, or will be, in other SAFEGROUNDS documents is to be omitted (eg Sections 1, 2 and 4 of the existing document). There is a need to update the sections on characterisation techniques, legislation, regulation and non-SAFEGROUNDS guidance, and to cross reference to LMGv2 on topics such as stakeholder involvement and record keeping. The case studies could be moved out of the document to the appropriate area of the website and added to.

The task is to be carried out in the second part of the project, ie when LMGv2, the citizens' guide and the supporting document on comparisons of management options are being drafted. Stakeholder consultation on the site characterisation document will be via the website but only technical specialists are to be encouraged to respond. There will be consultation on the proposed outline contents of the document and then on a full draft. A

sub-group of the SAFEGROUNDS PSG will be formed to oversee the production of the site characterisation document. The final version of the document will have to be approved by the whole PSG.

#### **4.6 Task 6: Supporting Document on the Regulatory Framework**

The current version of the SAFEGROUNDS information paper on the UK regulatory framework for contaminated land is the fourth and was produced in September 2005. The fifth version is due in about mid-2006, when the extensions to the Part IIA regimes to radioactive contaminated land are in place in England, Scotland and Wales, and corresponding legislation has been introduced in Northern Ireland. This task is to prepare this fifth version, to check whether it needs updating again in mid-2007 and to prepare a sixth version if necessary. It is desirable to expand the sections of the paper that deal with the regulatory frameworks in Scotland, Wales and Northern Ireland. This could be done in either the fifth or the sixth version. Drafts of revised versions of the paper should be sent to government departments, the devolved administrations and regulators for comment and their comments logged and incorporated.

#### **4.7 Task 7: Supporting Document on Health and Environmental Risk Assessments**

The current version of the SAFEGROUNDS document on the assessment of the health and environmental risks of management options for contaminated land was issued in July 2005. This task is to check, during 2007, whether this version needs updating (eg to mention new recommendations of the International Commission on Radiological Protection) or changing in other ways to make it consistent with LMGv2. There is to be stakeholder consultation, via the website, on proposed changes and on a new full draft. If the changes are extensive it may be necessary to form a sub-group of the PSG to deal with the revisions to this document. If not, the process can be overseen by the whole PSG.

#### **4.8 Task 8: Supporting Document on Stakeholder Involvement**

The current version of the SAFEGROUNDS document on stakeholder involvement was issued in January 2005. It should have become apparent during the first stage of the production of LMGv2 (see Section 4.1.1) whether a separate document on stakeholder involvement is still required or whether it is better to include all the relevant guidance in LMGv2 itself. If a separate document is required, it will be prepared under this task. This is to be done by updating the current version, using a consultation and approval procedure similar to that for the risk assessment document (see Section 4.7).

#### **4.9 Task 9: Organisation of a Launch Event**

At the end of the project there is to be a one day meeting to launch LMGv2 and the other documents in the suite. There will be presentations on the documents, including lessons learned in producing them, and discussion of the SAFEGROUNDS forward programme. This task is to assist CIRIA to organise this event and to provide some of the speakers. It is anticipated that most participants and all exhibitors will pay to attend, so that the event can be self-financing. [CIRIA would largely organise this but consultants should attend to discuss the work]

## **5 [SECTION HERE ON STAKEHOLDER CONSULTATION]**

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## **6 TIMETABLE AND DELIVERABLES**

The project will begin in April 2006 and end, in December 2007, with the publication of the suite of documents on the SAFEGROUNDS website and the launch event. The project is to be planned and costed in two parts. Part 1 will run from April 2006 to January 2007 and is to be planned in detail and costed firmly before it starts. Part 2 will run from February to

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December 2007 and will be planned in detail and costed firmly towards the end of Part 1, when decisions about the function, form and outline contents of the major documents have been made. Table 1 shows the deliverables from each task in each part of the project.

**Table 1 Project Deliverables**

<b>Task</b>	<b>Deliverables in Part 1</b>	<b>Deliverables in Part 2</b>
1. Production of LMGv2	Stage 1 consultation results on function, form, key principles, outline contents Workplan and costs for Stage 2	Drafts of LMGv2 Stage 2 consultation results Final version of LMGv2
2. Production of LMGv2 Executive Summaries	None	Drafts of executive summaries Consultation results Final executive summaries
3. Production of Citizens' Guide	Stage 1 consultation results on function, form, outline contents Workplan and costs for Stage 2	Drafts of guide Stage 2 consultation results Final version of guide
4. Options Comparison Document	Stage 1 consultation results on function, form, outline contents Workplan and costs for Stage 2	Drafts of document Stage 2 consultation results Final version of document
5. Site Characterisation Document	None	Outline contents Draft of document Consultation results Final version of document
6. Regulatory Framework Paper	Version 5 of paper	Version 6 of paper
7. Risk Assessment Document	None	Consultation results Draft of document Final version of document
8. Stakeholder Involvement Document	None	If separate document is still required: Consultation results Draft of document Final version of document
9. Organisation of Launch Event	None	Assistance to CIRIA

## 7 PROJECT MANAGEMENT AND PROGRESS MEETINGS

The project will be managed by an appointed CIRIA project manager, who will be the main point of contact between the contractor and the SAFEGROUNDS PSG. The contractor should appoint their own overall manager for the project and may also wish to appoint managers for specific tasks.

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There will be progress meetings with the SAFEGROUNDS PSG approximately every four to six months (four to six meetings in all). For tasks 3, 4, 5, 7 and 8 there will be progress meetings with sub-groups of the PSG. The contractor should allow for four meetings each for tasks 3 and 4, three meetings for task 5 and two meetings each for tasks 7 and 8. There will be progress meetings with the CIRIA project manager at least quarterly. These will usually be combined with PSG and sub-group meetings.

## 8 EFFORT AND COSTS

Tenderers are required to submit a firm fixed price for the first part of the project, and a breakdown in terms of staff time and expenses. The latter should include about £25,000 for the workshop to be held during the first stage of task 1, to cover hire of a venue, catering, the expenses of NGO participants and independent facilitation [CIRIA would organise these aspects]. Tenderers should also submit estimates of staff time, costs and expenses for the second part of the project. These will be used when selecting the contractor for the project but will not form part of the initial contract with CIRIA. Contractual negotiations for the second part of the project will take place towards the end of the first part. The standard terms and conditions for CIRIA research contracts will apply.

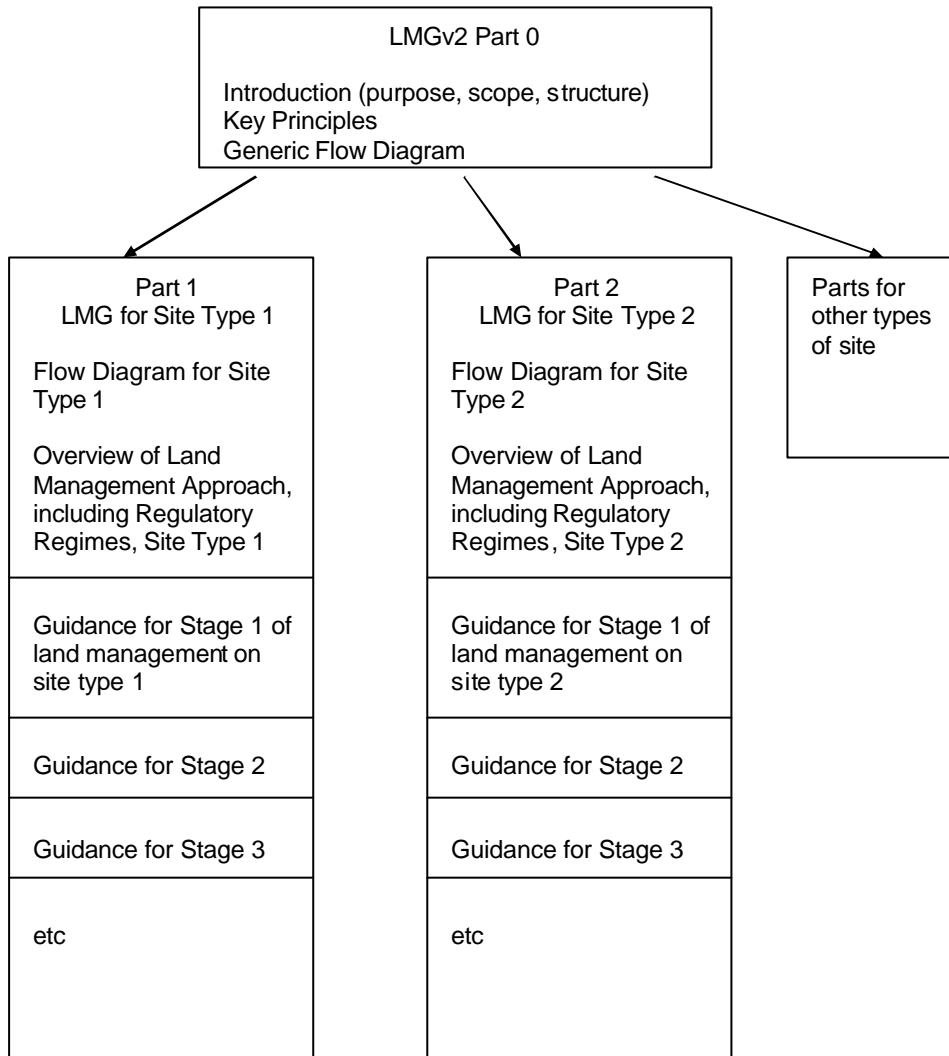
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As an aid to tenderers, Table 2 shows the amounts of effort that CIRIA believes may be needed for each task in each part of the project.

**Table 2 CIRIA's Estimates of Effort**

Task	Estimated Effort (person days)		
	Part 1	Part 2	Total
1. LMGv2	75 – 150	75 – 150	150 – 300
2. Executive Summaries	-	10 – 20	10 – 20
3. Citizens' Guide	30 – 60	20 – 40	50 – 100
4. Options Comparison Document	30 – 60	30 – 60	60 – 120
5. Site Characterisation Document	-	20 – 40	20 – 40
6. Regulatory Framework Paper	5	5	10
7. Risk Assessment Document	-	5 – 10	5 – 10
8. Stakeholder Involvement Document	-	0 – 10	0 – 10
9. Organising Launch Event	-	5 – 10	5 – 10
<b>Total</b>	140 – 275	170 – 345	310 – 620

**Figure 1      Possible Structure for Version 2 of the SAFEGROUNDS Land Management Guidance (LMGv2)**



Notes

1. Some modules will be the same, or very similar for more than one type of site.
2. Number of types of site will need to be decided. Perhaps 5 or 6 in all (see Section 4.1.1).
3. In the web and CD versions, users would click on links to access each part of the LMG, then to access each module, then to access the guidance on specific topics within each module.
4. There should be means to download and to print all the guidance for one type of site, as well as all the guidance for all types of site.