

Business Element: Facility and Property Management
OD Number: 04.OD.01
OD Title: DOE-ID Cave Resource Management Policy and Protocol
Cancellation: N/A

Owner

Process Owner: Deputy Manager, Operations Support
Implementation: Betsy Holmes
Point of Contact: holmesbs@id.doe.gov; (208)526-9855
Review Period: Tri-annual in the 4th quarter of the fiscal year (2015)

Requirement and Supporting Information

Requirement	<p>DOE P 141.1, <i>Department of Energy Management of Cultural Resources</i> DOE P 454.1, <i>Use of Institutional Controls</i> ID11422, <i>Memorandum of Agreement between United States Department of Energy Idaho Operations Office and the Shoshone-Bannock Tribes</i> 43 CFR part 37, <i>Cave Management</i> Idaho Code § 18-7035, <i>Damaging Caves or Caverns Unlawful</i></p>
Related Process Descriptions & Work Instructions	None.
Forms	None.
Records	<p>AS-CMD-INL-12-030, Contract No. DE-AC07-05ID14517 – <i>Closure of Caves on the Idaho National Laboratory</i>, November 21, 2011 AS-CMD-AMWTP/ITG-12-011, Contract No. DE-EM0001467 – <i>Closure of Caves on the Idaho National Laboratory</i>, November 16, 2011 AS-CMD-ICP/CWI-12-011, Contract No. DE-AC07-05ID14516 – <i>Closure of Caves on the Idaho National Laboratory</i>, November 16, 2011</p>
Other	None.
Training:	None.
Distribution	DOE-ID should formally issue this OD to INL Site Contractors for implementation.

Author and Revisions

Author(s)	Contact Information
Betsy Holmes	holmesbs@id.doe.gov (208)526-9855

Revision No.	Date	Reason
0	08-15-12	New IDMS Document

DOE-ID CAVE RESOURCE MANAGEMENT POLICY AND PROTOCOL

DOE-ID Cave Resource Management Policy

INL Site caves are cultural, ecological, and geological resources that need to be preserved and protected. To minimize harm to these resources, DOE-ID has determined human entry into INL Site caves should occur on a limited and controlled basis. All individuals and organizations who want to enter an INL Site cave must have approval from DOE-ID, except for Security personnel responding to emergency situations as defined in the Exceptions section of the Protocol. There will be no cave entry for recreational or educational purposes, including tours. Individuals and groups who want to enter the caves must formally request access following the process identified in this document. The process for requesting cave access is largely managed through Battelle Energy Alliance (BEA) and Gonzales-Stoller Surveillance (GSS) and as such DOE-ID expects these contractors to develop procedures in their respective management systems at the appropriate level of documentation to fulfill this responsibility. DOE-ID expects BEA and GSS personnel to manage and participate in the INL Site Cave Protection and Access Committee (ICPAC), through which recommendations will be made to DOE-ID for accessing INL Site caves. DOE-ID makes the final determination on granting cave access. State and federal agencies responsible for management of land outside the INL Site boundaries have specific policies and protocols governing cave resources on those lands. DOE-ID expects INL Site personnel who want to enter caves off the INL Site to coordinate that access with DOE-ID.

Protocol for INL Site Cave Access

The Cave Resource Coordinator within the DOE-ID Environmental Resource Team is responsible for managing requests for access to INL Site caves. The process for requesting cave access is initiated through INL Site contractors, excepting Shoshone-Bannock (American Indian) Tribal requests, based upon the purpose of the entry. Access requests for cultural or regulatory compliance purposes must be initiated through BEA. Access requests for environmental/ecological resource monitoring and research purposes must be initiated through GSS. The Shoshone-Bannock Tribes' access to the Middle Butte area is addressed in Memorandum of Agreement ID11422 and is initiated through the DOE-ID American Indian Program Manager, with responsibility for the Government-to-Government relationship with affected Indian Tribes. The American Indian Program Manager (liaison) will sponsor cave access requests from American Indian Tribes and coordinate consideration through the process identified in this protocol. DOE-ID requires that requests for cave entry address the information presented in Attachment 1. The general protocol for requesting cave access consists of the following steps:

1. BEA and GSS will make requestors aware of the process for requesting cave access and ensure that requestors follow contractor-specific procedures for requesting cave access.
2. Requestors must develop and submit a cave entry plan as per the sponsoring contractor's procedure. The sponsoring contractor will review the cave entry plan according to its respective procedure to ensure it is complete and present the plan to the ICPAC for further review and consideration. For cave access events that involve recurring visits for the same scope--such as routine regulatory monitoring, Tribal religious ceremonies, or bat monitoring--a single, comprehensive cave entry plan is allowable instead of submitting a new plan for each unique entry so long as the plan fully

encompasses the spectrum of potential activities that may occur during such entries. Entry plans for recurring activities must be reviewed at least annually by the ICPAC and DOE-ID or at any time that activities described in the entry plan change.

3. The ICPAC will transmit the cave entry plan to DOE-ID with a recommendation to either grant or deny the request for cave access and the basis for the recommendation.
4. The DOE-ID Cave Resource Coordinator will, in consultation as needed with other interested DOE-ID organizations (Security, Cultural Resources, Tribal Liaison, Legal, etc.), review the request and accept or reject the ICPAC recommendation.
 - a. DOE-ID will evaluate the recommendation and assess the merits of the request both to the requestor and the INL Site, impacts to resources affected by the proposed access, and impacts to the contractor(s) that will be affected if the access is granted, or denied. If necessary, DOE-ID will request more information from the ICPAC in order to make a determination.
 - b. DOE-ID may, for compelling reasons, direct a contractor to facilitate cave access even if the ICPAC does not recommend granting access.
5. The DOE-ID Cave Resource Coordinator will notify the ICPAC of the decision to accept or reject the recommendation formally with concurrence from the cognizant DOE-ID Contracting Officer or Contracting Officer's Representative and the Deputy Manager for Operations Support. If the recommendation is rejected, an explanation of the basis for the decision will be provided. The decision will be issued within ten (10) working days of receiving the ICPAC recommendation.

If DOE-ID's decision results in granting cave access, the sponsoring contractor will issue a permit and facilitate cave access according to their procedure.

6. The sponsoring contractor will have primary responsibility for overseeing the permittee's cave entry activities and DOE-ID will perform oversight according to annual oversight plans. The DOE-ID American Indian Program Manager will have primary oversight responsibility for American Indian Tribal permittees according to the respective terms of the Agreement in Principle between DOE-ID and the Shoshone-Bannock Tribes and the Middle Butte Cave Memorandum of Agreement (ID 11422).
7. The permittee must comply with the permit for cave entry. If the terms of the permit need to be modified, such as changes to project scope, schedule, or personnel, the sponsoring contractor must notify the ICPAC and DOE-ID.

Protocol for Off-INL Site Cave Access

The Cave Resource Coordinator within the DOE-ID Environmental Resource Team is responsible for managing requests for access to caves outside INL Site boundaries on state- and federally-managed lands. INL Site personnel, including DOE-ID personnel, must notify the DOE-ID Cave Resource Coordinator five (5) working days prior to access and must follow applicable requirements for access. This does not apply to caves on Tribal lands.

INL Site Cave Protection and Access Committee (ICPAC). The ICPAC membership is comprised of BEA, GSS, and the Shoshone-Bannock Tribes (Tribal/DOE Office). ICPAC reviews requests for cave access and forwards the requests to DOE-ID with a recommendation to grant or deny the request. The ICPAC will operate on an ad hoc basis as requests are received by sponsoring contractors. The sponsoring contractor who sponsors a cave access request to the ICPAC for consideration will notify the ICPAC of the request and provide required documentation for distribution to Committee members for review. A meeting will be convened of the full ICPAC, in person and/or by phone, in order to discuss the request and develop a recommendation to DOE-ID.

Revocation of Cave Entry Approval. DOE-ID reserves the right to revoke approval for cave entry for any reason at any time.

Unauthorized Entry or Actions. If at any time during the permit period a permittee notices indications of unauthorized cave entry such as tire tracks or footprints in previously undisturbed areas, trash, graffiti, etc., the permittee must immediately exit the area and report this information to the INL Warning Communications Center at 526-1515 and to the sponsoring contractor. Permittees found to have engaged in unauthorized cave entry or other unauthorized activities on the INL Site may be referred for investigation and may have civil and criminal penalties assessed under state of Idaho and Federal laws.

Exceptions. In the event of *emergency* or *urgent* needs to enter INL Site caves, this protocol may be bypassed. An *emergency* need is defined as a situation that requires immediate action in response to a threat to human health, life, property, or the environment. The INL Warning Communications Center (526-1515) should be contacted in the event of an emergency situation at an INL Site cave. An *urgent* need to enter a cave is limited to situations when the delay required to process a request for cave entry is unacceptable to meet the requirements of the need to enter, such as to collect evidence associated with unauthorized entry. The DOE-ID Cave Resource Coordinator (526-9855) should be contacted directly to discuss cave entry for an urgent need.

Attachment 1: Information to be Addressed in Cave Entry Requests

- Scope, schedule, location, specific purpose of, and compelling need for the proposed entry
- A list of the people who will enter the cave
- A list of items (e.g., biological or geological specimens, cultural artifacts, etc.) that might be collected and removed from the cave, the purpose of collecting the items, a description of the final disposition of those items, and associated restrictions or guidelines on collection of samples of any type
- Compliance with INL Site security, access, and field worker notification rules and other applicable contractor requirements
- Designation of a single point of contact for the contractor and the requestor
- Explanation of how and when photographic equipment use is allowed during cave access
- A statement acknowledging that cave locations are not to be disclosed
- A list and description of data sets to be created during the activity and acknowledgment that raw data sets and associated metadata and reports/publications will be provided to the sponsoring contractor
- The methods that will be used to prevent transport of spores of *G. destructans* into and among caves (NOTE: the method described in the U.S. Fish and Wildlife Service's White Nose Syndrome Decontamination Protocol is acceptable)
- A list or description of all clothing, gear, and equipment that will be used in each cave
- Whether the sponsoring contractor has adequate resources to facilitate and oversee the requested access and that fulfilling this responsibility will not jeopardize completion of other contractually required scope