

UNITED STATES NUCLEAR REGULATORY COMMISSION WASHINGTON, D.C. 20555-0001

October 6, 2016

Nanette Wauchop, (5P2R) Real Estate Director 230 S. Dearborn Street 3310 Chicago IL 60604-1505

SUBJECT: BATTLE CREEK SANITARIUM-1, 2, AND 3 – REQUEST FOR INITIAL SITE VISIT AND TO PERFORM RADIOLOGICAL SURVEYS

Dear Current Owner:

I am writing to inform you that our records indicate that your property at 50, N. Washington Avenue, 100 N. Washington Avenue, and 135 N. Washington Avenue, Battle Creek, Michigan, are sites where radium-226 was previously used in a Sanitarium, wherein radium was used to treat patients. If you are not the current owner of the property, please let us know whom we should contact. Radium-226 is a radioactive isotope that, in certain quantities, may pose a risk to public health and safety. Radium-226 is regulated by the U.S. Nuclear Regulatory Commission (NRC). We do not know whether there is a current radiological issue at your property, and it is important that you contact us at your earliest convenience. We are requesting access to your property to perform radiological surveys and to collect samples to determine whether there is any residual contamination resulting from this historical radium use on your property. This testing will not damage your property has already been remediated, please provide us with records describing cleanup activities and the status of the remediation.

To successfully complete our tests, we need to schedule an initial visit. The initial site visit will serve two purposes: 1) to determine whether there is any readily detectable radium contamination; and 2) to allow us to start planning a scoping survey, if needed. During our initial site visit we will determine if a follow-up scoping survey is necessary. The scoping survey will involve a more detailed radiological survey to determine if there is any residual contamination. After each visit, we will share results with you as soon as they are available.

These tests will determine whether your site requires remediation to remove residual contamination. Should remediation be required, we will provide additional information on any actions that may be necessary to ensure protection of public health and safety. Please be aware that under the NRC's regulations, site owners are responsible for the costs associated with these remediation activities; as a regulatory agency, the NRC cannot provide funding. This does not, however, preclude site owners from using alternative legal options that may be available under State or Federal law to fund remediation activities. We recognize that you may not be aware of historical radium use at your site and we will continue to work with you to address and resolve this matter.

The enclosed Site Summary Report provides all of the information that the NRC has concerning historical radium storage at your property, which we found through a search of publicly available information. The enclosed Backgrounder provides more detail on the history of radium use and its potential health effects. The enclosed brochure provides an overview of the NRC.

In accordance with 10 CFR 2.390 of the NRC's "Agency Rules of Practice and Procedure," a copy of this letter will be available electronically for public inspection in the NRC Public Document Room or from the Publicly Available Records component of NRC's Agencywide Documents Access and Management System (ADAMS). ADAMS is accessible from the NRC Web site at http://www.nrc.gov/reading-rm/adams.html.

We would like to work with you to schedule our initial site visit and answer any questions you might have. At your earliest convenience, please contact Mr. Matthew Meyer, Acting Chief, Materials Decommissioning Branch, Division of Decommissioning, Uranium Recovery and Waste Programs, Office of Nuclear Materials Safety and Safeguards, at (301) 415-6198, or Mr. Jeffrey Whited, Project Manager, at (301) 415-4090.

Sincerely.

John R. Tappert, Director Division of Decommissioning, Uranium Recovery and Waste Programs Office of Nuclear Material Safety and Safeguards

Docket No.: 3038940, 3038941, and 3038942

Enclosures:

- 1. Site Summary Report
- 2. Radium Backgrounder
- 3. U.S. Nuclear Regulatory Commission Overview

REGISTERED LETTER - RETURN RECEIPT REQUESTED

Battle Creek Sanitarium: Site Summary

The following information was extracted from public records.

Address

74 N. Washington Avenue, Battle Creek, MI (and other buildings as part of the historic Battle Creek Sanitarium with the historical use of radium)

Site Description/History

Fresh out of medical school, Dr. John Harvey Kellogg became chief physician at the Western Health Reform Institute of Battle Creek, a home for healthy diet and lifestyle that had been founded by Seventh Day Adventist leader Ellen G. White in 1866. Kellogg changed the name to the Battle Creek Sanitarium; he came up with the word "sanitarium" to reflect his idea of a sanitary retreat for health restoration and training ("a place where people learn to stay well") rather than "sanitorium," which meant a hospital for disabled individuals or for treatment of tuberculosis (asylumprojects.org, 2011).

Kellogg emphasized the importance of fresh air, exercise, rest, and a restricted diet in maintaining physical health. He experimented in other pioneering medical and scientific techniques. While he may be memorable for his work with his brother developing cereals, Kellogg reportedly was one of the first physicians to treat cancer with radium (U.S. GSA, 2015).

After a fire in 1902 destroyed the latest addition to the property, a new structure on the site was built in 1903 and named the Battle Creek Sanitarium (sees Figure 1 and 2) (NNDB, 2015).



Figure 1. Battle Creek Sanitarium, 1903 (asylumprojects.org, 2011)



Figure 2. Battle Creek Sanitarium, 1915 (looking south on N. Washington Ave.) (Wikipedia, 2015)

In 1911, the Radium Institute of the Battle Creek Sanitarium was established (see Figure 3). This department provided: a large and complete equipment of radium and all accessory appliances for radium-therapy, including both superficial and deep-seated lesions; an adequate supply of radium needles for direct contact treatment of deep-seated malignancies by actual introduction of radium into the tumor area; and Radium loans to responsible physicians at moderate rental fees (JMSMS, 1921).



Figure 3. Advertisement for the Radium Institute at Battle Creek Sanitarium (JMSMS, 1921)

In 1928, Battle Creek Sanitarium expanded with a fourteen story tower, built adjacent to the main sanitarium and facing Champion Street (see Figures 4 and 5).



Figures 4 and 5. Battle Creek Tower Addition, 1929 (left) and 1940s (right) (Willard Library, 2015)

In 1942, the U. S. Army purchased the entire facility and established the Percy Jones General Hospital. The hospital closed permanently in 1953 and one year later became the Battle Creek Federal Center (Wikipedia, 2015).

Kellogg died in 1943, and the Battle Creek Sanitarium, now known as the "San" and once again owned by the Seventh Day Adventist church, moved to the Fieldstone Building nearby at 165 North Washington Avenue. It continued to operate as a psychiatric facility through the 1970s but closed its doors by the end of the decade. It is unknown if this facility performed radium treatments. Medical records have since been microfiched and are still kept at the facility (now the Bronson Hospital Fieldstone Center, 165 N. Washington Ave) (see Figure 6).



Figure 6. 165 N. Washington Avenue (last address of the "San", now Bronson Hospital Fieldstone Center) (asylumprojects.org, 2011)

In April 1997, a three-year \$25 million renovation of the Federal Center was completed. Major improvements to the 480,000 square-foot building included fire safety upgrades, a new heating-ventilation air conditioning system, new electrical work, removal of asbestos, enhanced telecommunications and power supplies, installation of sprinkler systems, new roofing and improvements to the building's mechanical infrastructure (asylumprojects.org, 2011). While the extensive renovation removed material and infrastructure that might have been contaminated by radium, there is no evidence to confirm this assumption. No further information could be obtained in the public records to further describe the renovation and if radium was remediated.

In 2003, the original Battle Creek facility, owned by the U.S. General Services Administration, became the Hart-Dole-Inouye Federal Center. The main 1903 sanitarium building has a rectangular footprint with three wings radiating out from the main block. It is now referred to as Building 2, with the wings designated as Buildings 2A, 2B, and 2C (see Figure 7). Despite the changes in use, the building's exterior has not been altered substantially. Some of the interior has retained the original features while others have changed dramatically. The solarium, gymnasium, and swimming pool have been removed (U.S. GSA, 2015).

The most prominent feature of the complex is the 15-story tower that was added to the south side of Building 2 in 1928. The tower, currently designated as Building 1 (see Figure 7), was designed to complement the existing main sanitarium building. The exterior remains unchanged. The tower originally contained more than 265 hotel-like guest rooms and suites, most of which had private bathrooms. Today, these spaces have been altered to accommodate government offices. Building 1A was originally the sanitarium's dining room. It retains many original features including large chandeliers and murals of Oriental scenes. Draperies, doors, and decorative moldings have been restored. The room retains much of its original character and serves as a cafeteria today (U. S. GSA, 2015).



Figure 7. Former Battle Creek Sanitarium Facilities (2 – original Battle Creek Sanitarium with 3 wings, 2A, 2B, and 2C; 1 – original Towers addition with 1A wing) (Google Earth, 2014)

The amount/extent of radium contamination at these sites (including historical information and/or informed assumptions about the radium facilities' structures/areas, processes, and activities)

The 1997 renovation effort did not mention if any radium cleanup was performed or if there were any surveys conducted to determine existing radium contamination. The renovation documentation is not available for review. While it is clear from available documentation that radium treatments were conducted at the original facility (Figure 1), it is unknown if radium treatments occurred in the tower addition added in 1928 (Figure 4) or the N. Washington Avenue location (Figure 6).

Summary of Current Radium Levels:

As of November 2015, current levels of radium are unknown based on information reviewed for this report.

Location and population near the sites

Battle Creek is a city in northwest Calhoun County, at the confluence of the Kalamazoo and Battle Creek Rivers. According to the 2010 U.S. Census, the population of Battle Creek was 52,347; the 2014 population estimate for the city was 51,833 (United States Census Bureau, 2015). The city is surrounded by rural townships, making the county population approximately 136,900 people (militaryinstallations.dod.mil, 2015).

Although the Battle Creek Sanitarium site appears to be in an industrial area of Battle Creek, MI (see Figure 8), there is a preschool/kindergarten/daycare facility next door to the original structure on Washington Avenue (Stars and Stripes Learning Station) and a high school just east of the Towers addition on Champion Street.



Figure 8. Battle Creek, IN. 1 – original Battle Creek Sanitarium (now Hart-Doyle-Inouye Federal Building) at 74 N. Washington Ave.; 2 – Stars and Stripes Learning Station; 3 – Battle Creek Central High School; 4 – the "San" (now Bronson Hospital Fieldstone Center) at 165 N. Washington Ave. (Google Earth, 2014)

Current State/other Federal involvement

There are no ongoing state or federal cleanup activities at this site. The last cleanup conducted was in April 1997.

Current access, activities, and uses at the site

The Battle Creek Sanitarium site is currently owned by the U.S. General Services Administration as the Hart-Doyle-Inouye Federal Building. Early tenants of the then called Battle Creek Federal Center included the U.S. Department of Agriculture's Processed Products Branch of the Fruit and Vegetable Division and offices of the Social Security Administration, the Federal Bureau of Investigation, the U.S. Post Office, the Internal Revenue Service, and a local congressman. By 1962, 28 different organizations were housed here, ranging in size from one to hundreds of employees (asylumproject.org, 2011).

Today, the Hart-Dole-Inouye Federal Center serves about 1,800 Department of Defense (DoD) civilian and military personnel, families, civilians, and contractors (militaryinstallations.dod.mil, 2015). The Defense Logistics Information Service (DLIS) is the largest operational unit within the Hart-Dole-Inouye Federal Center, with about 1,000 employees. DLIS employees manage logistics information for supply items used by the U.S. government, the North Atlantic Treaty Organization (NATO), and other foreign governments. Defense Reutilization and Marketing Service (DRMS) employs about 350 people at its headquarters in the Federal Center. DRMS is responsible for the disposal of excess property generated by the military services. The rest of the Hart-Dole-Inouye Federal Center is home to over 20 other government and non-government organizations (asylumproject.org, 2011).



Figure 9. Hart-Dole-Inouye Federal Center (N. Washington Ave. view) (Google Earth, 2014)



Figure 10. Hart-Dole-Inouye Federal Center (Champion St. entrance) (Google Earth, 2014)



Figure 11. Hart-Dole-Inouye Federal Center (rear of facility and parking lot) (Google Earth, 2014)

Existing Engineering Controls

The only engineering controls are 1) barricades to the N Washington and Champion street entrances (see Figures 9 and 10) and 2) the Federal Protective Service (FPS), a part of the Department of Homeland Security, Bureau of Immigration Customs Enforcement provides law enforcement and overall security for the Federal Center, including screening of employees and visitors as well as patrolling the Center 24

hours a day. This historic, national landmark is available to the public via scheduled tours (asylumprojects.org, 2011).

Prioritization Ranking

Radium is confirmed to have been present based on historical documentation that radium needles were used at the site. The site consists of buildings that are potentially contaminated by radium. The buildings are occupied by around 1,800 federal, civilian, and contractor employees. Therefore, the site is classified as Tier 1.

References

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Wikipedia. 2015. Battle Creek Sanitarium. Last updated May 1, 2015. http://en.wikipedia.org/wiki/Battle Creek Sanitarium.

Willard Library. 2015. Willard Digital Collections: Photographs from Battle Creek's History. <u>http://dspace.willard.lib.mi.us/xmlui/handle/123456789/13633/browse?order=ASC&rpp=20&sort_by=-</u> <u>1&value=Battle+Creek+Sanitarium&etal=-1&offset=0&type=subject</u>.



BACKGROUNDER Office of Public Affairs

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Radium

Radium was one of the first radioactive elements ever discovered. Marie and Pierre Curie unlocked the atom's secrets in 1898, opening the door for important innovations using radioactivity in medicine and industry. Radiation quickly became a consumer and medical sensation and radium was the posterchild. Experts concluded radiation was a lifesaver after finding it reduced tumor growth and was present in the waters at some health spas. Soon there were many radium products on the market that purported to improve health and vitality. But tragic stories began to emerge of the health impacts. Perhaps the most well-known is the "radium girls," who painted watch faces with glow-in-the-dark radium paint and developed infections and jaw cancer from licking their brushes into fine points.

Early regulation

When evidence of harm began to emerge in the early 1900s, the states each made their own decisions about how to regulate. Courts also took varying approaches on victim compensation. The federal government took action to guard against false advertising and regulate mail shipments, conducted studies, and organized some voluntary protections.

As radioactive materials became more widely available following World War II, they remained largely under state control. Radium use declined in medical and consumer products in favor of other safer materials.

Regulation today

Work on securing radioactive materials took on new urgency following the terrorist attacks on the United States in September 2001. Those attacks prompted the International Atomic Energy Agency to develop a code of conduct in 2004 to limit the potential for malicious acts. That code places one form of radium, known as radium-226, and other radioactive materials into categories based on their quantity and potential hazard.

The NRC has specific security requirements tied to these categories. As support for the IAEA code grew, Congress passed the Energy Policy Act in 2005, giving the NRC authority over radium-226. This law marked the first time the federal government had a comprehensive role in ensuring the safe use of radium-226.

Many states had developed strong programs for regulating radium and other naturally-occurring radioactive materials and it took time to transition authority. The NRC had regulations in place and fully assumed oversight in 2009. Initially, NRC staff worked exclusively with the military to identify sites

where radium might be present. These discussions made clear that the NRC's role would include ensuring that sites where radium was used are maintained in a way that protects public health and safety.

In 2016, the NRC and Department of Defense signed a <u>Memorandum of Understanding (MOU)</u> describing roles in the cleanup of radium and other unlicensed radioactive materials at military sites. The MOU and a <u>Regulatory Issue Summary</u> clarify NRC's jurisdiction over military radium. In late 2016, the NRC began monitoring two sites under the MOU: Treasure Island Naval Station in San Francisco and Dugway Proving Ground in Utah.

In 2013, the agency learned of two commercial sites where radium-226 had been found and other federal agencies had gotten involved. The Environmental Protection Agency was overseeing portions of the Waterbury Clock Company in Connecticut. The National Park Service was overseeing Great Kills Park in New York.

NRC staff is working with the current owner of the Waterbury Clock Company site. Contaminated areas of the site are under EPA oversight through its Brownfields Program, which provides assistance to clean up contaminated properties. NRC staff is working with EPA to clarify oversight roles and responsibilities under that program.

In 2016, NRC staff began developing an MOU with the National Park Service that will also clarify the NRC's jurisdiction over radium at Great Kills Park. The NRC is monitoring cleanup activities that the Park Service is implementing under Superfund, more formally known as the Comprehensive Environmental Response, Compensation and Liability Act.

Those projects prompted a search to identify sites in NRC's jurisdiction where radium was used, and to find out how much, if any, cleanup was done. This search was not a result of any known health and safety issues. Rather, because of its mandate to protect public health and safety, the NRC wanted to be sure there were no additional sites that might pose a risk.

With the help of the Oak Ridge National Laboratory, the NRC began to develop a fuller picture of commercial radium use. The lab produced a <u>catalog</u> of the various products developed and sold to the public in the early 20th century. By reviewing publicly available records, Oak Ridge identified sites where radium may have been used to make consumer goods. Then the lab looked for any cleanup records. Oak Ridge transmitted the results to the NRC in November 2015. Since that time, the agency has been working on plans to gather more information about those sites.

The NRC is working with state and local governments to identify any additional records that may help clarify whether any site cleanup has taken place. The goal is to ensure that public health and safety is adequately protected at these sites.

October 2016

OTHER KEY OFFICES

- The Office of Enforcement develops policies and programs to enforce NRC requirements. Enforcement action is used as a deterrent to emphasize the importance of compliance with regulatory requirements and to encourage prompt identification and prompt, comprehensive correction of violations. The office manages major enforcement actions against licensees, and assesses the effectiveness and uniformity of enforcement actions taken by NRC regional offices. Enforcement powers include notices of violations, fines, and orders to modify, suspend or revoke a license. Two separate offices are responsible for investigations.
- The **Office of Investigations** conducts investigations of licensees, applicants, contractors and vendors. The office investigates all allegations of wrongdoing by individuals or organizations other than NRC employees and NRC contractors. In addition, the office keeps abreast of inquiries and inspections and advises on the need for formal investigations. It also keeps other components of the agency informed of matters under investigation as they affect safety.
- The Office of the Inspector General is a statutory post mandated by the Inspector General Amendments Act of 1988. The office conducts independent reviews and appraisals of internal NRC programs and conducts investigations of alleged wrongdoing by NRC employees and contractors.

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NUREG/BR-0099, Rev. 14 June 2016

STAY CONNECTED





U.S. Nuclear Regulatory Commission

Overview



NRC MISSION

The NRC licenses and regulates the Nation's civilian use of radioactive materials to protect public health and safety, promote the common defense and security, and protect the environment. Specifically, the NRC regulates commercial nuclear power plants; research, test and training reactors; nuclear fuel cycle facilities; and the use of radioactive materials in medical, academic and industrial settings.

The agency also regulates the transport, storage, and disposal of radioactive materials and waste, and licenses the import and export of radioactive materials. While the NRC only regulates industries within the United States, the agency works with agencies around the world to enhance global nuclear safety and security.

STATUTORY AUTHORITY

The Energy Reorganization Act of 1974 created the NRC from the Atomic Energy Commission. The new agency was to oversee — but not promote — the commercial nuclear industry. The agency began operations on January 18, 1975. The NRC's regulations can be found in Title 10, "Energy," of the *Code of Federal Regulations* (10 CFR).

The NRC, its licensees (those licensed by the NRC to use radioactive materials), and the Agreement States (States that assume regulatory authority over use of certain nuclear materials) share a responsibility to protect public health and safety and the environment. Federal regulations and the NRC's regulatory program are key, but the primary responsibility for safely handling and using these materials lies with the licensees.

ORGANIZATIONS AND FUNCTIONS

The NRC's Commission is made up of five members nominated by the President and confirmed by the U.S. Senate for 5-year terms. The President designates one member to serve as Chairman. The Chairman acts as the principal executive officer and spokesperson of the agency. The members' terms are staggered so that one Commissioner's term expires on June 30 every year. No more than three Commissioners can belong to the same political party.

The Commission formulates policies and regulations governing nuclear reactor and materials safety, issues orders to licensees, and adjudicates legal matters. The Executive Director for Operations carries out the policies and decisions of the Commission, and directs the activities of the program and regional offices. The NRC has about 3,600 employees and an annual budget of about \$1 billion.

The NRC is headquartered in Rockville, Md., and has four regional offices. The **Regional Offices** conduct inspection, enforcement (in conjunction with the Office of Enforcement), investigation, licensing, and emergency response programs. At least two NRC employees, called Resident Inspectors, are assigned to, and work out of, each nuclear power plant. The NRC also has a Technical Training Center in Tennessee.

The major program offices within the NRC include:

- The Office of Nuclear Reactor Regulation. Handles all licensing and inspection activities for existing nuclear power reactors and research and test reactors.
- The Office of New Reactors. Oversees the design, siting, licensing, and construction of new commercial nuclear power reactors.
- The Office of Nuclear Security and Incident Response. Oversees agency security policy for nuclear facilities and users of radioactive materials. It provides a safeguards and security interface with other Federal agencies and maintains the agency's emergency preparedness and incident response program.

 The Office of Nuclear Material Safety and Safeguards. Regulates activities

and oversees the regulatory framework for the safe and secure production of commercial nuclear fuel and the use of nuclear material in medical, industrial, academic and commercial applications; uranium recovery activities; and the decommissioning of previously operating nuclear facilities. It regulates safe storage, transportation, and disposal of high- and low-level radioactive waste and spent nuclear fuel. The office also works with Federal agencies, States, and Tribal and local governments on regulatory matters.

The Office of Nuclear Regulatory Research. Provides independent expertise and information for making timely regulatory judgments, anticipating problems of potential safety significance, and resolving safety issues. It helps develop technical regulations and standards and collects, analyzes, and disseminates information about the safety of commercial nuclear power plants and certain nuclear materials.

Three independent groups serve the Commission:

- Advisory Committee on Reactor Safeguards, mandated by statute, is a committee of scientists and engineers independent of NRC staff. They review and make recommendations to the Commission on all applications to build and operate nuclear power reactors, the safety aspects of nuclear facilities and the adequacy of safety standards. This includes uprate license amendments and license renewals.
- Advisory Committee on the Medical Uses of Isotopes is made up of physicians and scientists who consider medical questions and, when asked, give expert opinions to the NRC on the medical uses of radioactive materials.
- Atomic Safety and Licensing Board Panel provides a way for the public to get a full and fair hearing on civilian nuclear matters. Individuals who are directly affected by licensing action involving certain facilites producing or using nuclear materials may submit a request to participate in a hearing before these independent judges.

In accordance with 10 CFR 2.390 of the NRC's "Agency Rules of Practice and Procedure," a copy of this letter will be available electronically for public inspection in the NRC Public Document Room or from the Publicly Available Records component of NRC's Agencywide Documents Access and Management System (ADAMS). ADAMS is accessible from the NRC Web site at http://www.nrc.gov/reading-rm/adams.html.

We would like to work with you to schedule our initial site visit and answer any questions you might have. At your earliest convenience, please contact Mr. Matthew Meyer, Acting Chief, Materials Decommissioning Branch, Division of Decommissioning, Uranium Recovery and Waste Programs, Office of Nuclear Materials Safety and Safeguards, at (301) 415-6198, or Mr. Jeffrey Whited, Project Manager, at (301) 415-4090.

Sincerely,

/RA/

John R. Tappert, Director Division of Decommissioning, Uranium Recovery and Waste Programs Office of Nuclear Material Safety and Safeguards

Docket No.: 3038940, 3038941, and 3038942

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