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Statement of

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Introduction

Chairman Shimkus, Ranking Member Tonko and distinguished members of the Subcommittee: Thank you for the opportunity to discuss Department of Defense's (DoD) cleanup activities and the progress we've made to date.

The Department has long made it a priority to protect the environment for several reasons: to ensure that we have the land, water and airspace we need for military readiness, to protect the health of the military and civilian personnel and their families who live and work on our bases, to ensure our operations do not affect the health or environment of surrounding communities, and to preserve resources for future generations.

The Department of Defense is responsible for approximately 39,000 cleanup sites. In order to make the most impact, we continually reassess DoD's cleanup program to ensure that we address the highest risk sites first. At the same time, we are committed to completing cleanup, or achieving "Response Complete[1]," at all of our sites. A stable and consistent budget has given us the financial certainty to make significant progress in cleanup over the last 8 years, so that 80 percent of our 39,000 sites have now reached Response Complete. I am proud to say we remain on track to meet our goals of 90 percent Response Complete by the end of FY 2018, and 95 percent by the end of FY 2021 for almost all of our cleanup sites

None of our successes would have been possible without investment in groundbreaking environmental technology that is used throughout DoD and shared with the Environmental Protection Agency (EPA) and Department of Energy other agencies and the private sector, saving taxpayer funding. Nor would we be where we are without the expertise of our state, local and federal partners. Our focus remains on continuous improvement in the restoration program.

In my testimony I will outline DoD's cleanup program, report on our progress, our investments, technology developments, and the federal and state partnerships we have established to ensure we are able to operate our cleanup program as efficiently and effectively as possible.

Department of Defense Environmental Programs: History and Overview

As far back as the 1970s the Department of Defense began identifying sites requiring environmental cleanup. Congress passed the Comprehensive Environmental Response, Compensation and Liability Act (CERCLA) in 1980, which provided a national framework for cleanup of contaminated sites. In 1986, the Superfund Amendments and Reauthorization Act (SARA) established the Defense Environmental Restoration Program (DERP).[2] DERP identifies how DoD will fund and implement cleanup using the CERCLA cleanup framework.

DoD Components execute DERP at Active Installations, Formerly Used Defense Sites (FUDS) Properties and bases closed through the BRAC process. Of note, the FUDS program only includes sites that left DoD control before October 1986, and do not overlap with BRAC sites.

[1] Response Complete is when active cleanup actions are complete and only monitoring remains.
[2] Title 10 of the United States Code (10 USC §§2700et. seq.).

Our cleanup sites are broken into three categories: the Installations Restoration Program (IRP) which addresses the cleanup of hazardous substances; the Military Munitions Response Program (MMRP) which addresses unexploded ordnance (UXO), i.e., things that might explode; and the Building Demolition and Debris Removal (BD/DR) program that removes unsafe buildings and structures.

Defense Environmental Restoration Program (DERP): Cleanup Progress to Date

As stated earlier, the Department is responsible for cleaning over 39,000 sites. This is an important responsibility, and we have made significant progress. The Department determines the priority of all of the cleanup sites, nation-wide, on the basis of risk to human health and the environment. Then, working together with our federal and state environmental regulatory partners, DoD refines the sequence in which the cleanups will be conducted. By cleaning up the "worst first," we reduce the risks to human health and expedite the return of properties to productive reuse. By the end of FY 2014 the Department, in cooperation with state agencies and the Environmental Protection Agency (EPA), has completed cleanup activities at 82 percent of Active and BRAC IRP and MMRP sites and FUDS IRP sites, and is now monitoring the results. During FY 2014 alone, the Department completed cleanup at over 1,000 sites. Of the roughly 39,000 restoration sites, almost 31,500 are now either closed out or in monitoring status.

Our cleanup program is mature enough that we can envision completion. We have established goals to complete cleanup activities at 90 percent of our Active and BRAC IRP and MMRP sites and FUDS IRP sites by the end of FY 2018 and at 95 percent by the end of FY 2021. We are currently on track to meet and exceed these program goals, as we anticipate complete cleanup at 96 percent of these sites by the end of FY 2021. These program goals do not include FUDS MMRP sites. Due to the large number (approximately 2,000 sites) of FUDS MMRP sites and, therefore, lengthy schedule for completion, as of the end of FY 2014, we have only achieved response complete at 41 percent of these sites. However, the Department is investing in technology to shorten the estimated timeframe for completing cleanup activities on these sites. In the meantime, the Department, in partnership with state environmental regulators, established an interim risk management goal which requires well-planned, coordinated actions to increase awareness of the potential risk posed by these FUDS MMRP sites until cleanup activities begin.

While the Department is proud of our successes, cleanup at many of the remaining sites is more complex and requires additional time or a remedy based on more advanced technology. To that end, DoD is investing in technology and partnering with fellow federal agencies, state regulators and industry stakeholders to cut costs and increase efficiency in our cleanup efforts.

Table 1: Progress Toward Cleanup Goals

Goal: Achieve Response Complete at 90% and 95% of Active and BRAC IRP and MMRP sites, and FUDS IRP sites, by FY2018 and FY2021, respectively				
	Status as of the end of FY 2008	Status as of the end of FY 2014	Projected Status at the end of FY 2018	Projected Status at the end of FY 2021
Army	89%	89%	96%	97%
Navy	53%	78%	88%	94%
Air Force	71%	76%	90%	95%
DLA	95%	88%	96%	96%
FUDS	70%	79%	90%	96%
Total	**76%**	**82%**	**92%**	**96%**

Note in particular that we are cleaning up sites on our active installations in parallel with those on bases closed in previous BRAC rounds, some of which are from as far back as 1988. Cleanup is not something that DoD pursues only when a base is closed. In fact, the significant progress we have made over the last 20 years cleaning up contaminated sites on active DoD installations is expected to reduce environmental cleanup costs if our property is transferred in the future through another BRAC round or by other means.

Our total estimated cleanup financial liability for the life of the DoD cleanup program, in constant FY 2014 dollars, decreased by $7.3 billion between FY 2008 and FY 2014, which represents a 21% reduction across the program. In FY 2014 alone, our cost-to-complete (CTC) projection decreased by over $400 million despite the addition of approximately $300 million of new requirements as the result of newly discovered contamination. Our program costs may fluctuate annually as we: discover new contamination; identify additional cleanup requirements such as a new cleanup standard; update our cost models to reflect new technology, inflation, and labor rates; and, when we look to optimize our cleanup strategy.

Table 2: Progress Toward Cleanup Liability Goals^

($Billions)	**FY08 CTC**	**FY09 CTC**	**FY10 CTC**	**FY11 CTC**	**FY12 CTC**	**FY13 CTC**	**FY14 CTC**	**Change from FY08-14 ($B)**	**Change from FY08-14 (%)**
Active Installations	$12.5	$11.4	$12.5	$12.5	$12.7	$12.1	$11.6	($0.9)	(7%)
BRAC Installations	$4.1	$4.1	$3.7	$3.7	$3.3	$3.2	$3.0	($1.1)	(27%)
FUDS Properties	$17.9	$16.8	$13.8	$12.8	$13.0	$12.3	$12.6	($5.3)	(30%)
DoD Total	**$34.5**	**$32.3**	**$30.0**	**$29.0**	**$29.0**	**$27.6**	**$27.2**	**($7.3)**	**(21%)**

*CTC—Cost to Complete; includes installation funding allocated to individual sites and does not include program management and other support costs.
^ The CTC estimates from FY 2008 through FY 2013 are in constant FY 2014 dollars based on the deflators published in the FY 2014 Green Book.

Fiscal Year 2016 Budget – Environmental Restoration

In 1993, DoD and state regulators participated on the Federal Facilities Environmental Restoration Dialogue Committee (FFERDC) established by the EPA. The Committee developed consensus principles for cleanups on federal lands. One of the principles addressed the fact that future budget constraints could hinder timely cleanup progress and suggested DoD advocate for stable funding. Therefore, we appreciate Congress continued support in providing stable funding which allows the Department, in partnership with the states, to effectively plan and sequence cleanup projects. Such funding has attributed to 80 percent of our 39,000 sites have reached Response Complete.

Table 3: Environmental Program Budget Request, FY 2016 versus FY 2015

			Change from FY 2015	
Program	**FY 2015 Request ($Millions)**	**FY 2016 Request ($Millions)**	**Funding ($Millions)**	**Percent**
Environmental Restoration	1,105	1,108	3	0.3%
BRAC Environmental	264	217	(47)	(17.8%)
TOTAL	**1,369**	**1,325**	**(44)**	**(1.3%)**

In FY 2016, we requested $1.3 billion to continue cleanup efforts at remaining Installation Restoration Program and Military Munitions Response Program sites. This includes $1.1 billion for "Environmental Restoration," which encompasses active installations and FUDS properties and $217 million for "BRAC Environmental." While the amount of BRAC Environmental funds requested is nearly 18 percent less than the 2015 request, this amount will be augmented by $135 million of land sale revenue and prior year, unobligated funds. These funds, coupled with the $217 million request, bring the total amount of BRAC Environmental funding in FY 2016 to $352 million. A stable and consistent budget gives DoD the financial certainty to continue significant cleanup progress.

Environmental Technology

In the early 1990s, the scientific community realized that the government had been conducting a 15 year experiment to clean up our nation’s groundwater, mainly using pump and treat technology that was inefficient and largely ineffective. In response to the complexity of

groundwater cleanups, DoD developed two key programs to conduct and coordinate research and development: the Strategic Environmental Research and Development Program (SERDP), which focuses on basic cleanup research, and the Environmental Security Technology Certification Program (ESTCP), which validates more mature technologies to transition them to widespread use. SERDP and ESTCP were tasked with initiating new research, development, and demonstrations to obtain the technologies needed for cost-effective cleanup of groundwater sites across the DoD and are leading the national effort to find effective technologies.

Over the last 20 years SERDP and ESTCP have been able to target research to address significant and wide-spread groundwater contamination. For example, the national use of chlorinated solvents, such as TCE and PCE, have caused wide-spread groundwater contamination and addressing those contaminants represented a sizable fraction of DoD's cleanup costs . In response, the Department developed the application of bioremediation techniques that has now become the most cost effective and commonly applied technology at contaminated groundwater sites. These techniques are now the industry standard and they have been applied at thousands of sites across both military and non-military lands alike. These research efforts have saved the U.S. billions of dollars by promoting more efficient and effective clean up technologies.

We then moved onto tackling our next challenge, munition cleanup. More than 90 percent of munitions cleanup excavation turns up harmless debris. This year we expect to use our advanced munitions classification program to complete demonstrations of the new technology that will allow us to better discriminate between hazardous unexploded ordnance and harmless scrap metal without the need to dig up every object. We are moving out aggressively to transition the technology to commercial use in the private sector by partnering with the EPA, state regulators and industry stakeholders.

A majority of the sites that still remain are complex groundwater sites. DoD is continuing to pursue solutions to these high-cost, long-term cleanups by investing in environmental technology. We appreciate the Administration has consistently supported SERDP and ESTCP with annual funding at $22 million or more for environmental cleanup technologies, including $22.5 million in the President's FY 2016 budget proposal.

Partnerships in Achieving Cleanup Goals

DoD is committed to working with state regulators, the EPA and other Federal Agencies on cleanup issues.

DoD recognizes the benefit of these partnerships and established three working groups to communicate and collaborate with Federal and State regulators on important issues at a national level. One of the working groups works with our State regulatory partners and focuses on overarching issues at sites where they are providing oversight of our cleanups. A second working group, called the FUDS Forum, also focuses on our partnership with State regulators, but concentrates on topics specifically related to the FUDS program. Since FUDS properties are no longer under DoD control, many unique challenges can arise during the cleanup process. This FUDS Forum workgroup provides an opportunity to discuss and develop solutions in concert

with our regulatory partners. The third workgroup, referred to as the Munitions Response Dialogue, centers its discussions on the difficulties related to munitions cleanup. DoD recognizes that the cleanup of munitions does not easily fit into the standard cleanup framework, so we established a munitions response dialogue to give Federal and State regulators and Federal Land Mangers a forum to discuss these issues.

My staff and the senior level staff from the three military Departments meet with EPA Headquarters staff quarterly to discuss issues and progress of our cleanup programs. These partnerships are a priority for the Department and my office and are critical to reaching our goals.

DoD also values local community input. Based on recommendations from the FFERDC, DoD first established restoration advisory boards (RABs) in 1994. DoD recognizes the importance of public involvement at military installations that require environmental restoration. RABs provide the local communities surrounding these installations forums to discuss cleanup issues or concerns with DoD and State and Federal regulators. RABs should be composed of members from the local community and representatives from DoD, the state, and EPA, as appropriate. Community members selected for RAB membership reflect the diverse interests within the local community, and its members live or work in the affected community or are impacted by the restoration program. DoD currently has approximately 200 RABs that meet regularly, although the frequency of individual RAB meetings depends on the type and pace of cleanup, with the intent of timely and effective communication.

Conclusion

Thank you for the opportunity to present the Department of Defense's environmental cleanup program. We are committed to addressing the contamination resulting from our past activities even as we rigorously comply with current laws to minimize new contamination. Our funding requests, our strong relationships with federal, state and local stakeholders, and our continued progress reflect that commitment.

We appreciate Congress support of our efforts and I look forward to working with you to continue DoD's cleanup efforts.