#### CHAPTER 5

#### COST DOCUMENTATION

Successful cost projection, cost control, and cost recovery depend on accurate documentation of important daily site information. The cost management system in this manual focuses on required information necessary to fulfill cost management goals. It does not establish required forms that must be used to document this information. This chapter outlines the six types of cost information that must be documented at every Superfund removal site. It also provides alternative documentation techniques.

The OSC must ensure that the cost management and related information, detailed in Section 5.1, is documented every day when appropriate. The method used to document the information must be consistent from day to day at any one site. The method of documentation, however, may vary from site to site or Region to Region. Each OSC is responsible for ensuring that the required information is documented, and that a Documentation Index is prepared, thus indicating where to retrieve each type of information (see Section 5.3).

## 5.1 INFORMATION TO BE DOCUMENTED

As mentioned above, the on-scene removal cost management system requires specific removal site information for effective cost management. The on-scene removal cost management system also records and preserves the information for easy retrieval. The following required information is necessary for proper cost documentation:

- o chronology of events and decisions:
- entry and exit of personnel and equipment;

- o contractor work planned/authorized and contractor work accomplished;
- o contractor costs;
- o site conditions, such as weather; and
- o cumulative intramural and extramural project costs.

On-site information can be documented by the OSC and/or by other personnel who perform the specific job functions of cost manager, and safety and security officer(s). The on-scene cost manager documents the chronology of events and decisions, contractor work planned/authorized and accomplished, contractor costs, cumulative project costs, and prepares the Documentation Index (see Section 5.3 for the Index). The on-scene safety and security officer(s) document site conditions, and entry and exit of personnel and equipment. Each type of on-site information is discussed in the following sections. A matrix outlining the cost documentation system is presented in Exhibit 5-1.

## 5.1.1 Chronology of Events and Decisions

A chronology must be kept of dates and times of all key activities and decisions made on site. This record includes the types of actions taken and why they were taken; problems encountered on-site and how they were resolved; activities carried out by on-site personnel; all meetings with EPA managers, the contractor, elected officials, and the public; and any accidents or exposure incidents. A chronology serves as a basis for the pollution report (POLREP) and an account of site activities for EPA management, Congress, and the public. The chronology becomes a historical record that may be useful for future removals. It also serves to verify contractor charges, and for recovery actions, that work completed was not inconsistent with CERCLA and the NCP (40 CFR 300.65).

#### 5.1.2 Entry and Exit of Personnel and Equipment

The names of all personnel and equipment entering and exiting the removal site as well as the dates and time of entry and exit must be recorded. This information is

instrumental in verifying TAT and ERCS personnel and ERCS equipment usage. In addition, entry and exit information of personnel in the hot zone is recommended for personnel safety and verifying protective equipment usage. In the event of exposure, the recorded entry and exit information can help to identify personnel who might have been exposed, and for what length of time.

# 5.1.3 Contractor Work Planned and Contractor Work Accomplished

The contractor work authorized by the OSC must be recorded along with the subsequent detail of what work the contractor accomplished. When recorded, this information can assist in reconciling discrepancies and help to verify the Contractor Cost Report (EPA Form 1900-55). In addition, this information serves as a historical record of daily cleanup progress.

### 5.1.4 Contractor Costs

A recorded daily account of all costs incurred by the cleanup contractor, including labor, equipment costs, and subcontractor charges, is required in the ERCS contract. Daily cost information is a tool for cost tracking; it helps the OSC recognize an impending need to increase contractor obligation monies or increase the project ceiling. This information can also uncover inefficient or excessive use of labor and equipment. Daily cost information is instrumental in cost recovery actions.

## 5.1.5 Site Conditions

It is important to keep a record of weather, ground conditions, and other physical conditions at a removal site in order to account for delays and other on-site problems resulting from such conditions. Information regarding site conditions can also assist in protecting the health and safety of on-site personnel. Examples of relevant site conditions that should be documented include a lightning storm, which requires that the

use of heavy equipment cease until the storm has passed causing project delays, or topographical conditions that create physical hazards that should be noted by all personnel.

# 5.1.6 Cumulative Project Costs

All on-site project costs, including those incurred by the ERCS contractor, EPA, other Federal agencies, and TAT must be recorded and documented on a daily basis. Maintaining a daily accounting of project costs provides data that can be used in future cost projections. Because the OSC will have a current record of project costs, daily tracking may allow early identification of the need to increase the project ceiling; this in turn may reduce the chance of incurring delays and costs associated with work stoppage while awaiting approval of a request for a project ceiling increase or exemption from the \$2 million ceiling.

# 5.2 OPTIONS FOR DOCUMENTING COSTS

The information described in Section 5.1 can be recorded and preserved through a variety of cost documentation tools. The preferred documentation tool is the computerized Removal Cost Management System (RCMS). Training on Version 3.0 is available on a regular schedule and as requests are made by the Regions. Use of the RCMS fulfills the requirements to document contractor costs, EPA costs, and cumulative project costs. Using the RCMS to document this information can help standardize documentation among sites nationwide, and make it easier to retrieve accurate, consistent information for future projects, cost recovery, ERCS contract definitization, and audits.

The RCMS, however, does not document all of the required information noted in Section 5.1. The forms listed and described below are currently used at many removal actions:

- OSC Log/Site Log
- o Detailed Daily POLREP
- Entry and Exit Logs

- o Work Report
- o Cleanup Contractor's Daily Cost Report -- EPA Form 1900-55
- o Incident Obligation Log

Of these forms, only the Contractor Daily Cost Report, the EPA Form 1900-55, is currently required to be completed. The other forms are optional mechanisms to record required site information. EPA Regions and OSCs have the flexibility to either use the forms presented herein or design their own forms to best meet the needs of cost management and documentation at a particular site. To reiterate, documentation of the information presented in Section 5.1 is required, while the particular documentation techniques presented below (except the EPA Form 1900-55) are optional.

## 5.2.1 OSC Log/Site Log

The OSC Log/Site Log is a legally defensible record with detailed daily entries which discusses, for example, work accomplished at a CERCLA removal site, meetings held or attended, and decisions made. In some cases, the OSC maintains a personal log book, and a separate site log is maintained by the OSC or designee. The site log will only contain information concerning this particular site; the OSC log may also contain personal records and information regarding other sites. A detailed log can fulfill the following documentation requirements: chronology of events and decisions, entry and exit of personnel and equipment, contractor work planned/authorized and accomplished, and site conditions. An example of an entry in a detailed log is presented in Exhibit 5-2.

It is important to note that for enforcement purposes, pages must not be torn out of the bound log book. This is particularly important for cost recovery and for litigation if the State or EPA pursue criminal prosecution.

# 5.2.2 Detailed Daily POLREP

Pollution Reports (POLREPs) must be prepared at the initiation and closing of an action and be prepared daily, weekly, or as the need arises due to changes at the site. A POLREP can include extensive information about activities on a removal site. A POLREP can also be used to fulfill the following documentation requirements: chronology of events and decisions, contractor work planned/authorized and accomplished, site conditions, and cumulative project costs. An example of a detailed POLREP is presented in Exhibit 5-3. For further guidance on POLREPs, refer to section III-G-1 of the Removal Procedures Manual (Revision #3).

# 5.2.3 Entry and Exit Log

The Site Entry and Exit Log is a record of the entry and exit times of all personnel and equipment on site. Any person or equipment leaving the site for any reason, regardless of the duration of time, must be logged out. A Hot Zone Entry and Exit Log may be used to record all personnel entering and exiting the hot zone and the level of protection worn. These logs satisfy the requirement for documenting the entry and exit of personnel and equipment. An example of a personnel and equipment Site Entry and Exit Log is presented in Exhibit 5-4, and a Hot Zone Entry and Exit Log is shown in Exhibit 5-5.

## 5.2.4 Work Report

The Work Report can be used to document contractor work planned/authorized as well as the contractor work accomplished. The Work Report can be used prospectively to detail work to be performed by the contractor, with a summary of work completed added at the end of the day. It can also be used to summarize oral work orders given to the contractor by the OSC and to identify what work was performed. When used prospectively, the written plans for the day can help avoid misunderstandings concerning OSC expectations and instructions. If the Work Report is used prospectively, it is suggested that the

contractor sign the order. An explanation can also be provided to identify problems and changes in work planned/authorized and work accomplished. A Work Report does not have to be prepared daily if a particular phase or type of work is to be performed over a period of days (e.g., drum staging). An example of a Work Report is presented in Exhibit 5-6.

# 5.2.5 Contractor Cost Report -- EPA Form 1900-55

The EPA Form 1900-55, which fulfills the requirement to document cleanup contractor costs, is the only mandatory form in the cost documentation system. The EPA Form 1900-55 includes contractor personnel costs, equipment charges, expendable materials, and subcontractor charges. RCMS can be used to complete the required EPA Form 1900-55 in several ways, depending on the length of the removal. For removal actions lasting three days or less, it may be preferable to utilize RCMS in the office after the field activity has been completed. In longer removal actions, daily use of RCMS in the field is recommended. Data entry will usually by performed by the ERCS contractor, either directly on through a contractor-specific software interface. A copy of an EPA Form 1900-55 is presented in Exhibit 5-7. Note that the 1900-55 module of the RCMS can generate this form, as shown in Exhibit 5-7; OSCs are strongly urged to use the software to document cleanup contractor costs each day.

## 5.2.6 Incident Obligation Log

The Incident Obligation Log (IOL) is used to record cumulative costs. It provides daily tracking of all costs that are counted toward the total project ceiling. It also tracks the limits for individual cost categories (e.g., ERCS, TAT, EPA, and other Federal agencies). An example of an Incident Obligation Log is presented in Exhibit 5-8. The columns on the left list the cumulative expenditures for each category (ERCS, support contractors, other Federal agency personnel, and EPA direct and indirect costs). Daily costs are listed in the smaller boxes under the appropriate categories. Cumulative costs

are listed in the larger boxes. Another column also provides space for other costs incurred (e.g., State and local agency assistance, utilities, materials). The columns to the right list daily expenditures, cumulative expenditures, and funds remaining on a daily basis. As stated previously, the RCMS will generate a computerized IOL, which can be much easier and less time consuming than generating the IOL manually.

# 5.3 FULFILLING COST DOCUMENTATION REQUIREMENTS

The OSC is required to document each of the six types of site information at a removal action. The documentation method can incorporate any of the six forms presented here or other forms that the OSC considers effective (but always including the EPA Form 1900-55). The OSC or the designated on-site cost manager must prepare a Cost Documentation Index similar to the one in Exhibit 5-9. This Index serves to ensure that each piece of required information has been documented. It also identifies the documentation method used, and the location of the information. Without a Cost Documentation Index, important site information that has been carefully documented may be difficult to find, and therefore may be rendered useless.

#### 5.4 THE SITE FILE KIT

The file structure used at each removal site must be consistent, well-organized, and routinely maintained. Ideally, the site file structure should be consistent with the Regional file system. The OERR Office of Program Management issued a suggested organizational system for Regional CERCLA files. This file structure, however, appears to be more detailed than would be necessary for a command post file at a removal action. However, the amount of detail is dependent on the actual removal. For example, if the removal is simple and does not require months of on-site work, then the file structure will be simple. If the removal action is expected to extend for months (a large drum removal), then a more detailed filing system will assist the OSC and the cost manager to

remain organized during the project and once it is completed.

The Office of Program Management is developing a Site File Kit, outlining a consistent documentation structure for all removal sites. Until the kit is finalized, however, the on-scene cost manager should consider utilizing the abbreviated file structure presented below. The file subjects are:

- o Cost Documentation Index
- o Initial Action Memorandum
- Request for Project Ceiling Increase Action Memorandum
- o Entry and Exit Logs

Site
Personnel
Equipment
Hot Zone
Personnel
Equipment

- o EPA Form 1900-55
- o Incident Obligation Log (IOL)
- o OSC/Site Log
- o POLREP
- o Site Safety Plan (and modifications)
- o Work Report

Optional information for the site files include, but are not limited to the following:

- o Air Monitoring Data (daily, if applicable)
- o Sampling Plan
- o Sampling Data Reports
- o Quality Assurance Plan
- o Community Relations Plan
- o Justification memos for subcontractors
- o TDDs and Special Project TDDs (if applicable)

The cost manager will be responsible for maintaining files on a daily basis and maintaining the files in the Regional office. Maintaining all relevant documents in the above orderly file system will facilitate the incorporation of the command post files into the Regional office files. Complete, well-organized Regional files will aid in cost recovery and facilitate review by the Inspector General's Office. The file system will also provide readily accessible documents if an OSC is later called to testify on a particular removal action.

Exhibit 5-1 COST DOCUMENTATION MATRIX

Required informet for	Frequency	Detail of Necessary information	Heatone Joseph	the tons for
Chronology of events and decisions	Oatly	Times and dates of all actions taken, all decisons made:		Document ing Coats
		What actions were decided upon and why  • Problems encountered on site and how they were resolved  • Activities carried out by all personne; on site  • All meethous: management, with confined out the elected officials, with public public.	Accountability to EPA management,     Compress, the public     Decimentation in support of Cost Recovery (verification that actions taken were consistent with CERCLA and the REP)     Historical records - useful for future temovals     future temovals     future temovals     future temovals     furumentation to cartify contractor invoices	• OSC LOG • Detailed Daily Fulke
Entry and exit of personnel and equip-ment	À	e The date, time and name of all per- sonnel and equipment that enter and exit the site	e Verification of EPA form 1910-55 e Documentation to certify involces bucineut ation to verify non-ERCS costs e Documentation to assist in site asfety and security	• Calry/Exit Lay
Contractor work planned/authorized and contractor work accomplished	Per work Blage	What contractor work was ordered on site     What contractor work was carried out     and low it was accomplished	Neconciliation of discrepancies     Verification of EPA Porm 1908-55     Documentation to certify involces     Historical record of daily cleanup progress	• POLINEP • USC Log • Moth Report
Contractor couts	Dal 1y	<ul> <li>Helly account of all costs incurred by contractor (salaries, equipment costs, subcontractor costs, etc.)</li> </ul>	Nequired by contract     Nocumentation for on-quing cost pro- jection     Hocumentation for cost recovery     Highlights any inefficient or ascessive one	• EPA Form 1900-55
Site cunditions	y Clean	• Weather, ground comittions	<ul> <li>Ducumentation to justify delays, problems</li> <li>Information to assist in health and safety of on ails personnel</li> </ul>	• POLKEP • OSC Lag
Cost s	y :	e All piojere coms léfa, taf, ERES, eEE.] actrued fo date	e information to assist to cost pro- jection - to prevent delays and in- creased couls associated with work simplified while celling is derivated or \$1 million examption is approved	• Inclident Obligation Loup • Daily FOLNEP fulth detailed cost eccounting)

ne cost manager will be responsible for maintaining files on a daily basis and aintaining the files in the Regional office. Maintaining all relevant documents in the ove orderly file system will facilitate the incorporation of the command post files into e Regional office files. Complete, well-organized Regional files will aid in cost covery and facilitate review by the Inspector General's Office. The file system will so provide readily accessible documents if an OSC is later called to testify on a rticular removal action.

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05.71	Sit work tagins again.		burked and transported off sike 3,000 gal. Organic solvents. Excavated 156 tu yds. soil fraze t excava.
0061	0% calls forn Bradley, Headquarters Contracting Officer, regarding a discrepancy on the 1900-55 form. Discrepantly involves ERCS contractor overcharging for Level 18 protection. Form says he will look into the matter and get back to 0%.	1800	then complete all Wastebuskr's personned leave site
1415	fank, truck leaves site with 5,000 gatlons bulked liquid. Liquids are organic solvents. All drum waste has now been removed from warehouse except for 10 drums of PCB liquid. Awaithng results from sampling to select disposal ophon for PCB material.	08-91	0sc and both TAIs leave site.
1500	osc receives tall from Sim Squires, EPA Listoria- ment Attorney. Sim says that RP threatening to deny continued EPA access to site if his demands are not met. Osc to meet with Enfore- ment staff 11/13 to discuss matter.		
0 9	Phase 1 of soil ereavation complete 15% cir yits of soil excavated today 1180 fit yds talint errainited oscionstructs wasklaunters to put one of the fruit find toaders on standing with soil sangue testing esuits in electriced		. 35

# EXAMPLE OF A DETAILED POLREP

#### POLREP

DATE: NOVEMBER 12, 1986

POLREP NUMBER: 10

NAME OF REMOVAL ACTION: ABC DRUM SITE, ANYTOWN, NEW JERSEY

OSC: BRUCE SPRINGSTEEN, REGION II

## SITUATION

A. Rain showers last night created muddy conditions onsite. Weather today was partly cloudy, temperatures in the 50's. Removal Action continues.

B. Personnel on-scene on 11/11/86:

ERCS contractor - 13

TAT - 2

EPA - 1 (OSC)

C. RP has threatened to deny EPA access to site if his demands concerning site conditions are not met.

### ACTIONS TAKEN:

- A. Excavated 156 cu. yds soil near lagoon this date. 1780 cu yds total have been excavated to date. Phase 1 of soil excavation now complete. OSC awaiting soil sample results to determine if further excavation is needed.
- B. 3,000 gallons of organic solvents from warehouse were bulked and shipped off site to Firesign Incinerators. All drum waste from the warehouse has now been removed except for 10 drums of PCB liquids.
- C. 200 additional drums were excavated and staged. Drum sampling continues. Estimate that 700 drums remain buried.
- D. OSC met with State geologist to discuss the state's groundwater sampling efforts. Preliminary results should be available within 2 - 3 weeks.

### EXHIBIT 5-3, (continued)

#### **FUTURE PLANS:**

- A. Continue drum excavation, staging and sampling.
- B. OSC and Regional enforcement attorney to meet 11/13 to discuss access. RP's actions have not impeded any cleanup work to date. Enforcement will seek court order granting EPA access to site if necessary.
- C. Await soil sample results to determine if further excavation of soil near lagoon is needed.
- D. Evaluate disposal options for hazardous waste on site, including 10 drums of PCB still in the warehouse.

### COST TO DATE

	TOTAL PROJECT <u>CEILING</u>	COMMITTED/ OBLIGATED	REMAINING CEILING
Cleanup contractor TAT NCLP AMalytical	\$ 500,000 50,000	\$ 250,000 35,000	\$ 250,000 15,000
Service EERU Intramural	100,000 35,000	100,000 35,000	-0- -0-
Direct Indirect	45,000 90,000	22,000 40,000	23,000 50,000

## OTHER INFORMATION

Removal action expected to be completed within two weeks, as scheduled.

# EXAMPLE OF A PERSONNEL AND EQUIPMENT SITE ENTRY AND EXIT LOG

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# Exhibit 5-5 EXAMPLE OF A HOT ZONE ENTRY AND EXIT LOG

	HOT ZONE ENTRY AND EXIT LOG									
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# Exhibit 5-6 EXAMPLE OF A WORK REPORT

WORK REPORT								
Work Site	Work Period							
	From / / To / /							
Contractor	osc							
Contractor Rep.								
Work Planned/Authorized	Work Accomplished							
Equipment Planned/Authorized								
Equipment Planned/Authorized	Equipment Used							
Comments								
Contractor Signature								
Contractor Signature	OSC Signature							
Date	Date							

SITE NAME: LAKE	PROTECTION AGE WINNEMUCCA			NTRACTOR: ME ENTERPRISE	ES		RACT # L-1959
CONTRACTOR UNI EPA STANDARD FO		LS '		DELIVERY ORD 6801-03-195	ER #	DATE 09/12	2/87
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CS CONTRACTOR 0001: AC	ME ENTE	RPRIS	ES	-			
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:TRAIL OFF APPR 8X40	5002		9.0		DL	87.00	
BACKHOE CAT 225	2003	11	9.0	REG	DL	577.00	
FRT END LD CAT 966	5003	10	9.0	REG	DL	673.50	
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# INCIDENT OBLIGATION LOG

Page 1

From: 09/01/87 To: 09/11/87

Site Name: LAKE WINNEMUCCA

Project Ceiling: 09/01/87 750000 09/11/87 1000000

Date/ TTD	1900-55 Costs	Await Bill Change	EPA Costs	0. Fed Costs	TAT Costs	Add'nl Costs	Total Costs	Balance
09/01/87	4037 4037	176 176	2004 2004	900 900	724 724	500 500	8341	
00/02/07		ŀ				300	8341	741659
09/02/87	2183 6220	165 341	1494 3498	2050 2950	958 1141	500	6849 15190	734810
09/03/87	3766 9986	0 341	2952 6450	1966 4916	936 2077	873 1373	10493 25683	724217
09/04/87	4501	o	2782	1928	1126			724317
	14487	341	9232	6844	3203	1373	10337 36020	713980
09/05/87	3045 17532	258 599	1464 10696	1437 8281	874 4076	342 1715	7419	***
09/06/87	1555	0	594	997	454	127	43440	706560
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9/11/87	3085 34226	-423	1516	1995	544	0	6717	
	39440	176	18148	18137	8463	1987	82063	917937

## Exhibit 5-9

# EXAMPLE OF A COST DOCUMENTATION INDEX

COST DOCUMENTATION INDEX	
Work Site	Period of Removal Action
INFORMATION REQUIRED	DOCUMENTATION TECHNIQUE
Chronology of Events and Decisions	OSC Log POLREP Other, Specify:
Entry and Exit of Personnel and Equipment	OSC Log Site Entry/Exit Log Hot Zone Entry/Exit Log Other, Specify:
Contractor Work Planned/ Authorized and Contractor Work Accomplished	☐ POLREP ☐ OSC Log ☐ Work Report ☐ Other, Specify:
Contractor Costs	☐ EPA Form 1900-55 (mandatory)
Site Conditions	☐ POLREP ☐ OSC Log ☐ Other, Specify:
Gumulative Project Costs	☐ Incident Obligation Log ☐ POLREP ☐ Other, Specify: