



Department of Energy

National Training Center
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June 19, 2015

MEMORANDUM FOR DISTRIBUTION

FROM:


KAREN L. BOARDMAN

CHAIR

FEDERAL TECHNICAL CAPABILITY PANEL

SUBJECT:

Biennial Report – Calendar Years 2013-2014

The U.S. Department of Energy (DOE) is committed to ensuring federal employees are trained and technically capable of performing their duties impacting Defense Nuclear Facilities. DOE Order 426.1, Change 1, *Federal Technical Capability*, institutionalizes the Federal Technical Capability (FTC) Program; and the FTC Panel oversees the implementation of the Program. The Panel consists of senior managers designated as Federal Technical Capability Program (FTCP) Agents from DOE and the National Nuclear Security Administration to represent DOE sites with defense nuclear facility responsibilities.

The attached Biennial Report summarizes the actions taken in 2013-2014 to ensure organizations maintain the critical technical capabilities needed for the safe operation of defense nuclear facilities. The number of technical capabilities not staffed in 2013 was 104, which increased to 177 in 2014. Unfortunately, this negative trend is continuing in 2015, with 200 vacant capabilities. It is vital that senior leadership ensure that actions are being taken to resolve these staffing shortfalls and continue to emphasize the importance of achieving and maintaining individual Technical Qualification Program (TQP) currency.

Currently, the DOE FTCP Strategic Plan has been updated to cover the years FY 2015-2018, with FTCP Agent input on priority goals. New TQP paradigms are being considered in 2015 to enhance TQP focus in DOE and resource availability for the DOE FTCP.

If you have any questions or comments, please contact me at (505) 845-6444, or your staff may contact Jeanette Yarrington at (301) 903-7030.

Attachment

cc w/attachment:

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UNITED STATES DEPARTMENT OF ENERGY

FEDERAL TECHNICAL CAPABILITY PROGRAM

CALENDAR YEARS

2013-2014 BIENNIAL REPORT

June 2015

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Executive Summary

The U.S. Department of Energy (DOE) is committed to ensuring federal employees are trained and technically capable of performing their duties impacting Defense Nuclear Facilities. In pursuit of this objective, the Secretary of Energy issued DOE Order 426.1, *Federal Technical Capability*, to institutionalize the Federal Technical Capability (FTC) Program. In September 2011, DOE O. 426.1, *Federal Technical Capability, Change 1*, was approved and incorporated former DOE Policy (P) 426.1 (December 10, 1998) *FTC Policy for Defense Nuclear Facilities*.

The Deputy Secretary established the FTC Panel (Panel) to oversee the implementation of the FTC Program, recognizing that corporate leadership and line management ownership are essential to successful program implementation. The Panel consists of senior managers designated as DOE/National Nuclear Security Administration (NNSA) Federal Technical Capability Program (FTCP) Agents, to represent DOE Headquarters (HQ) and Field Elements with defense nuclear facility responsibilities. This Biennial Report summarizes the actions taken in 2013-2014 to ensure organizations maintain the critical technical capabilities needed for the safe operation of defense nuclear facilities.

The state of DOE/NNSA's technical capability and capacity are experiencing technical capability gaps at the various DOE/NNSA sites and HQs. It is important that DOE/NNSA senior management continue to emphasize the importance of achieving and maintaining individual Technical Qualification Program (TQP) currency in this time of reduced resources. DOE/NNSA Technical Qualification Program implementation at the end of 2014 accounted for some 1500 TQP HQ and site participants across NNSA, the Office of Environmental Management, the Office of Science, Office of Enterprise Assurance and the Office of Health and Safety. However, the number of technical staffing shortfalls continues to increase. Senior Management should ensure that actions are being taken to resolve these shortfalls.

At the end of Calendar Year 2013, the Panel began moving to a more strategic planning process, transitioning from Panel Annual Operational Plans, to a 5-year Panel Strategic Plan to run from 2013-2018, broadening the Panel planning process to better utilize scarce training and qualification resources, while benchmarking commercial nuclear industry more extensively. Currently, the DOE FTCP Strategic Plan has been updated to cover the years FY 2015-2018, with FTCP Agent input on priority goals. New TQP paradigms are being considered in 2015 to enhance TQP focus in DOE and resource availability for the DOE FTCP.


Karen L. Boardman, Chairperson
Federal Technical Capability Panel

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1.0 Purpose and Scope

The Federal Technical Capability Panel (Panel) is responsible for managing the U.S. DOE Federal Technical Capability Program (FTCP), which includes overseeing the DOE/NNSA Technical Qualification Program (TQP). The TQP includes the Safety System Oversight (SSO) Program, the Facility Representative (FR) Program, the Senior Technical Safety Manager (STSM) Program and other critical technical skills, such as nuclear safety, nuclear explosive safety study, electrical systems and safety oversight, QA, occupational safety, safety software quality assurance, civil/structural engineering, fire protection engineering and criticality safety. As part of its ongoing mission, the Panel ensures that DOE Headquarters and sites conduct annual TQP workforce analyses and develop staffing plans that identify those critical technical capabilities and positions needed to ensure safe operations at defense nuclear facilities.

2.0 2013-2014 Accomplishments

The DOE is committed to ensuring that employees are well qualified and technically capable of performing their duties. In pursuit of this objective, the Federal Technical Capability Program was established with the recognition that corporate leadership and line management ownership are essential to successfully implementing a program to recruit, develop, deploy, and retain technical capability at defense nuclear facilities. The Panel consists of senior federal personnel with FTC Program responsibilities, designated as FTC Panel Agents, to represent DOE Headquarters and Field Elements overseeing defense nuclear facility safety. The Panel Chairperson reports to the Deputy Secretary and is responsible for overseeing the TQP. The DOE/NNSA sites and HQs conduct periodic self-assessments of the effectiveness of the TQP using internal and independent experts, and provide recommendations to senior Department officials regarding DOE technical capabilities.

The Department's vision is for its federal technical personnel to be recognized among all federal agencies for the excellence of its technical capabilities.

Enhancements to technical capabilities as a result of FTCP efforts included:

- **Workforce Analysis.** The Workforce Analysis for Environmental Management (EM), Science (SC), Office of Environment, Health, Safety and Security (EHSS) and other Headquarters offices was updated. A summary of the results is presented in Section 3.0.
- **Functional Area Qualification Standards (FAQS).** The Instrument and Control, Quality Assurance, Radiation Protection, Senior Technical Safety Manager, Confinement Ventilation and Process Gas Treatment, Civil/Structural Engineering, Facility Maintenance Management, and Fire Protection FAQS were either written, updated or reissued. A review of all the FAQS that are five or more years old was completed, and updates prepared where needed. Most Job Task Analyses (JTAs)

were also completed as baselines for FAQs. Additional details are provided in Section 4.0.

- **Safety System Oversight (SSO).** After considering development of an SSO program technical standard, the requirements in DOE O 426.1 and the guidance in DOE G 226.1-1 *Safeguards and Security Oversight and Assessments Implementation Guide* were considered sufficient, and the Standard development ended. A set of Supplemental Competencies for SSO personnel was developed per FTCP guidelines. The Supplemental Competencies may be used in Site Specific Qualification Standards to cover SSO-specific items not included in other FAQs. Additional details are provided in Section 5.0.
- **Accreditation Process.** The Sandia Field Office (SFO) received re-accreditation in 2013. NNSA Office of Safety and Health (NA-SH) went through accreditation review in December 2014. Additional information is included in Section 6.0.
- **Enhanced National Training Center (NTC) Utilization.** The NTC has continued to provide critical safety and safeguards/security training through 2014, including Nuclear Executive Leadership Training (NELT), Senior Technical Safety Manager Case Study Applications (SAF-222, replacing STSM Overview: SAF-220) and STSM Applications (SAF-221) training, and Safety System Oversight training. Additional details are provided in Section 7.0.
- **Federal Technical Capability Program Order Update.** In September of 2011, DOE O. 426.1, *Federal Technical Capability*, Change 1, was approved, cancelling DOE Policy (P) 426.1, *Federal Technical Capability Policy for Defense Nuclear Facilities*, dated December 10, 1998. Details are provided in Section 8.0.
- **Continued Enhancement of the Facility Representative Program.** The Department continued its efforts to improve Facility Representative staffing and training with periodic FR Steering Committee conference calls. Due to government-wide budget issues, the 2013 Annual FR/SSO Workshop was not held. In 2014, the FR/SSO Annual Workshop became the DOE Nuclear Facility Safety Programs Workshop, in recognition of the broader participation from more safety oversight communities. DOE Nuclear Facility Workshop included tracks for FRs, SSOs, the DOE Fire Protection community and Readiness Review practitioners. The workshop included expanded training opportunities, including activity-level work planning and control based on 226 Guide on Federal oversight, and a new handbook for contractor work planning and control implementation at the activity-level. Details of these efforts are provided in Section 9.0. In 2014, the Department eliminated many public websites due to vulnerabilities that resulted in several compromises of private data through cyber attacks of public sites. The Facility Representative Website moved to the Department's internal Powerpedia platform which provides enhanced security and easier maintenance of the information. In late 2014, the Office of Human Capital initiated a task team effort to develop standardized FR position descriptions, with the participation of the FR community and Headquarters FR program leadership. The

aim is to develop a revision of the 1993 FR Personnel Guide to meet current needs and new Office of Personnel Management guidelines.

- **FTCP Face-to-Face Meetings.** In 2013, a Face-to-Face/Video Teleconference (VTC) meeting for FTCP Agents was conducted on May 22, 2013, that included participants from Washington, DC. In 2014, a Face-to-Face meeting was conducted on May 6, 2014, in Las Vegas, NV, in conjunction with the 2014 Nuclear Facility Safety Programs Annual Workshop. FTCP Conference Calls are held monthly around these annual FTCP Face-to-Face Meetings. The meeting agendas are attached as Appendices A and B. Additional information and Conference Call Minutes are available on the FTCP webpage at: <http://www.energy.gov/ehss/listings/ftcp-meetings>.

3.0 Staffing and Qualifications

At the end of September 2013, a total of 1,475 TQP capabilities (581 for NNSA, 625 for EM, and 269 for SC, HQ and NE) were required across the DOE/NNSA Complex, for which 1,155 were staffed with fully qualified personnel, 216 were staffed by personnel on schedule to complete qualification/requalification, and 16 were staffed with personnel overdue to complete qualification/requalification. 104 capabilities did not have staffing available at the end of the year. The actions needed and being taken to resolve these staffing shortfalls are identified in the quarterly report.

At the end of September 2014, a total of 1,529 TQP capabilities (578 for NNSA, 671 for EM, and 280 for SC, HQ and NE) were required across the DOE/NNSA Complex, for which 1,134 were staffed with fully qualified personnel, 218 were staffed by persons on schedule to complete qualification/requalification, and 33 were staffed with personnel overdue to complete qualification/requalification. 177 capabilities did not have staffing available at the end of the year.

The follow information is included in the Quarterly Reports:

Number of capabilities needed:

This column defines the number of required technical capabilities (rather than the number of personnel required, since more than one part-time capability can be accomplished by one person). It complements the annual workforce analysis.

Number of capabilities staffed by onboard, fully qualified personnel:

This column identifies the number of required technical capabilities being met by fully qualified personnel.

Number of capabilities for which onboard staff is either engaged in initial qualification, or are overdue for initial qualification or requalification:

This column identifies the number of capabilities for which the required personnel are onboard, but are not presently fully qualified.

Number of capabilities for which onboard staff is either overdue to complete initial qualification or requalification:

This column identifies the number of onboard personnel who are overdue to complete initial qualification or requalification.

3.1 Staffing Shortfall

This column identifies the number of capabilities for which the required personnel are **not** onboard. If this column is other than zero, an explanation of what action is being taken (e.g. recruitment, posting, etc.) or needs to be taken (e.g. funding required) to correct the staffing shortfall is provided.

A sample quarterly report is shown on the next page. In addition to the overall TQP data shown, the actual report includes similar data for STSMs, FRs, SSOs, and Nuclear Safety Specialist (NSS).

During 2013-2014, several challenges to maintaining adequate technical staffing across the complex continued to exist. These include both acute conditions, such as unit reorganizations, and chronic conditions, including remote site locations (e.g. Carlsbad), retirements, and lack of long-term employment security (e.g. American Recovery and Reinvestment Act), for clean-up projects and new construction projects at several sites. The anticipated increase in commercial nuclear plant design and construction did require specialized expertise, such as STSMs, Nuclear Safety Specialist, Fire Protection Engineers, and Criticality Safety personnel, but did not significantly burden DOE/NNSA recruitment or staffing.

Selected data from the FY 2014 4th Quarter and FY 2013 4th Quarter Reports are shown on the following pages.

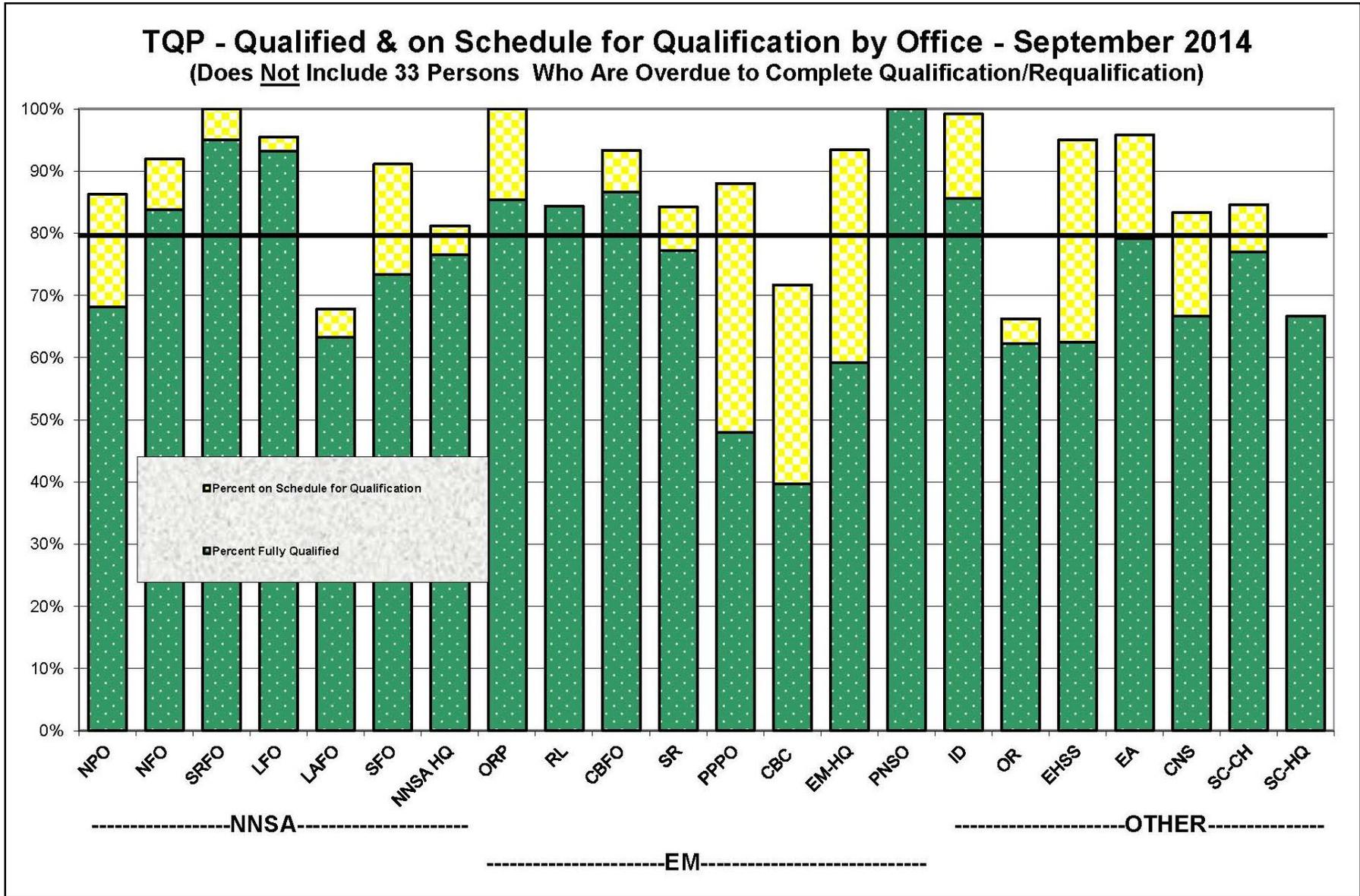
FY 2014 4th Quarter Master Report Data Table

Status of Qualifications in the Technical Qualification Program (TQP)											
September 30, 2014											
Update Frequency: Quarterly											
OVERALL TOP QUALIFICATIONS											
Office	Number of Capabilities Needed (C)	Number of Capabilities Staffed by Onboard, Fully Qualified Personnel (D)	Number of Capabilities for Which Onboard Staff are Engaged in Initial Qualification, or are Overdue Either for Initial Qualification or Requalification (Includes Column F) (E)	Number of Capabilities for Which Onboard Staff are Overdue to Complete Initial Qualification or Requalification (F)	Staffing Shortfall, i.e. Number of Capabilities for Which Personnel are Not Onboard =C-(D+E)	Percentage of Capabilities for Which Staff are Onboard =(D+E)/C	Percentage of Capabilities Staffed by Onboard, Fully Qualified Personnel =D/C	Percentage of Required Capabilities That Are Either Fully Qualified or on Schedule for Qualification =((D+E)-F)/C	Comments		
National Nuclear Security Administration (NNSA)											
Los Alamos Field Office	NA-00-LA	87	55	4	0	28	68%	63%	68%	Staffing numbers reported are based on the Annual Workforce Analysis identified needs. Actual staffing allocations are based on the NNSA Capabilities Based Field Office staffing model.	
Livermore Field Office	NA-00-LL	44	41	2	1	1	98%	93%	95%		
Nevada Field Office	NA-00-NV	74	62	7	1	5	93%	84%	92%	Deputy Field Office Manager (STSM) position vacant - Plan to hire by 2nd qtr. Aviation Safety position vacant - Plans TBD. Facility Representative position vacant - Plans TBD. Safeguards and Security Position vacant - Plans TBD. Quality Assurance Position vacant - Plans TBD.	
NNSA Production Office	NA-00-NPO	138	94	25	0	19	86%	68%	86%	Deputy Manager and STSA announced but not yet approved by HQ. DAMNSE-PX advertized, DAMSS new vacancy. FR, SS, and NSS vacancies advertized. Six vacancies in SS include the DAMSS-PX.	
Savannah River Field Office	NA-00-SV	20	19	1	0	0	100%	95%	100%		
Sandia Field Office	NA-00-SN	45	33	8	0	4	91%	73%	91%	DFOM position vacant, 3 other capabilities matrixed from NNSAHQ.	
NNSA HQ	NA-HQ	170	130	19	11	21	88%	76%	81%	Some individuals are pursuing multiple qualifications.	
NNSA Totals		578	434	66	13	78	87%	75%	84%		
Environmental Management (EM)											
Carlsbad Field Office	CBFO	15	13	2	1	0	100%	87%	93%	The CBFO reorganization has been finalized and CBFO is currently in the process of implementing and filling all vacancies. We anticipate an increase in the number of capabilities needed for several functional areas in the TQP.	
CBC	CBC including small sites (ETEC, SLAC, MOAB, SPRU and WVDP)	53	21	20	3	12	77%	40%	72%	There are eleven STSM FAQs identified at the EMCBC and small sites. Additionally, the EMCBC and small sites have personnel who are enrolled and qualified in the Emergency Management, Quality Assurance, Environmental Compliance, Radiation Protection, Waste Management and Technical Program Management FAQs. There is one qualified STSM and one qualified FR at MOAB. There is a qualified STSM and one fully qualified FR at SPRU. There is a qualified STSM and two qualified FR's at the WVDP.	
Idaho Operations Office (EM)	ID-EM	59	49	10	0	0	100%	83%	100%	2 FRs, 3 Environ. Rest., 1 Maint, 1 QA, and 2 Waste Mgmt. SMEs in qualifications, 1 STSM in Requals	
Oak Ridge (EM)	OREM	66	49	1	0	16	76%	74%	76%		
Office of River Protection	ORP	116	99	17	0	0	100%	85%	100%	There has been an increase in staff and more staff have become fully qualified.	
Portsmouth/Paducah Project Office	PPPO	25	12	10	0	3	88%	48%	88%		
Richland Operations Office	RL	64	54	1	1	9	86%	84%	84%		
Savannah River Ops. Office	SR	197	152	15	1	30	85%	77%	84%	DOE-SR plans to recruit and fill vacancies considering internal as well as external sources (as budgetary constraints permit) to fill any voids created by attrition. Peak workload will be addressed through details and reassignments of existing staff, and use of support service contracts. A plan is in place and being worked to address the one overdue participant.	

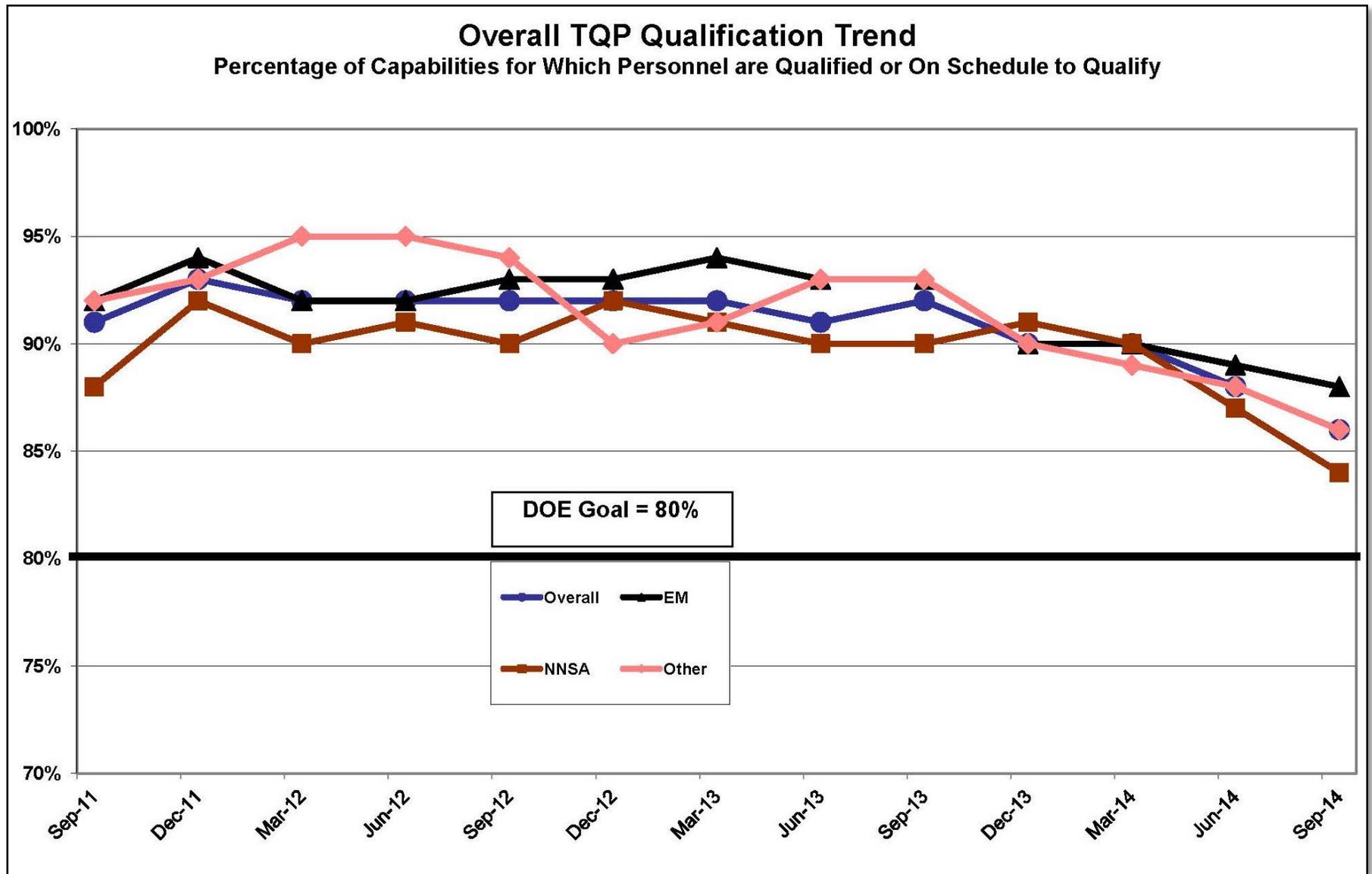
FY 2014 4th Quarter Master Report Data Table ~ continued

EM Headquarters	EM-HQ	76	45	31	5	0	100%	59%	93%	
EM Totals		671	494	107	11	70	90%	74%	88%	
Others										
Chief of Nuclear Safety	CNS	6	4	1	0	1	83%	67%	83%	Of the total on board CNS staff of seven, four are required to qualify STSM and one is required to qualify Nuclear Safety Specialist and the two remaining staff members identified as SMEs for QA. Additionally, one STSM position is open and has been posted.
Office of Environment, Health, Safety and Security	EHSS	40	25	15	2	0	100%	63%	95%	
Office of Enterprise Assessments	EA	48	38	10	2	0	100%	79%	96%	
Idaho Operations Office	NE-ID	66	58	7	0	1	98%	88%	98%	Recruitment in progress to fill Radiation Protection/Technical Training capability
NE Oak Ridge Site Office	NE-OR	11	10	0	0	1	91%	91%	91%	
Oak Ridge Office (SC)	SC-OR	74	43	9	4	22	70%	58%	65%	The number of capabilities needed (74) reflects the number ISC-ORO ES&H/QA/Security staff on-board capable of supporting SC and EM customers with oversight of defense nuclear facilities.
Office of Science - HQ	SC-HQ	3	2	1	1	0	100%	67%	67%	
Chicago - (SC)	SC-CH	26	20	2	0	4	85%	77%	85%	The number of capabilities needed (26) reflects the number ISC-CH ES&H/QA/Security staff on-board capable of supporting PNSO with oversight of the Radiochemical Processing Laboratory. 20 have completed their assigned qualification; 2 are currently in process of completing their assigned qualification; 4 are still awaiting to be assigned a qualification as they are employees who are new or recently promoted to a higher performance level.
Pacific Northwest Site Office (SC)	PNSO	6	6	0	0	0	100%	100%	100%	
Others Totals		280	206	45	9	29	90%	74%	86%	
DOE Total										
		1529	1134	218	33	177	88%	74%	86%	
DOE Goals		-	-	-	0			-	80%	

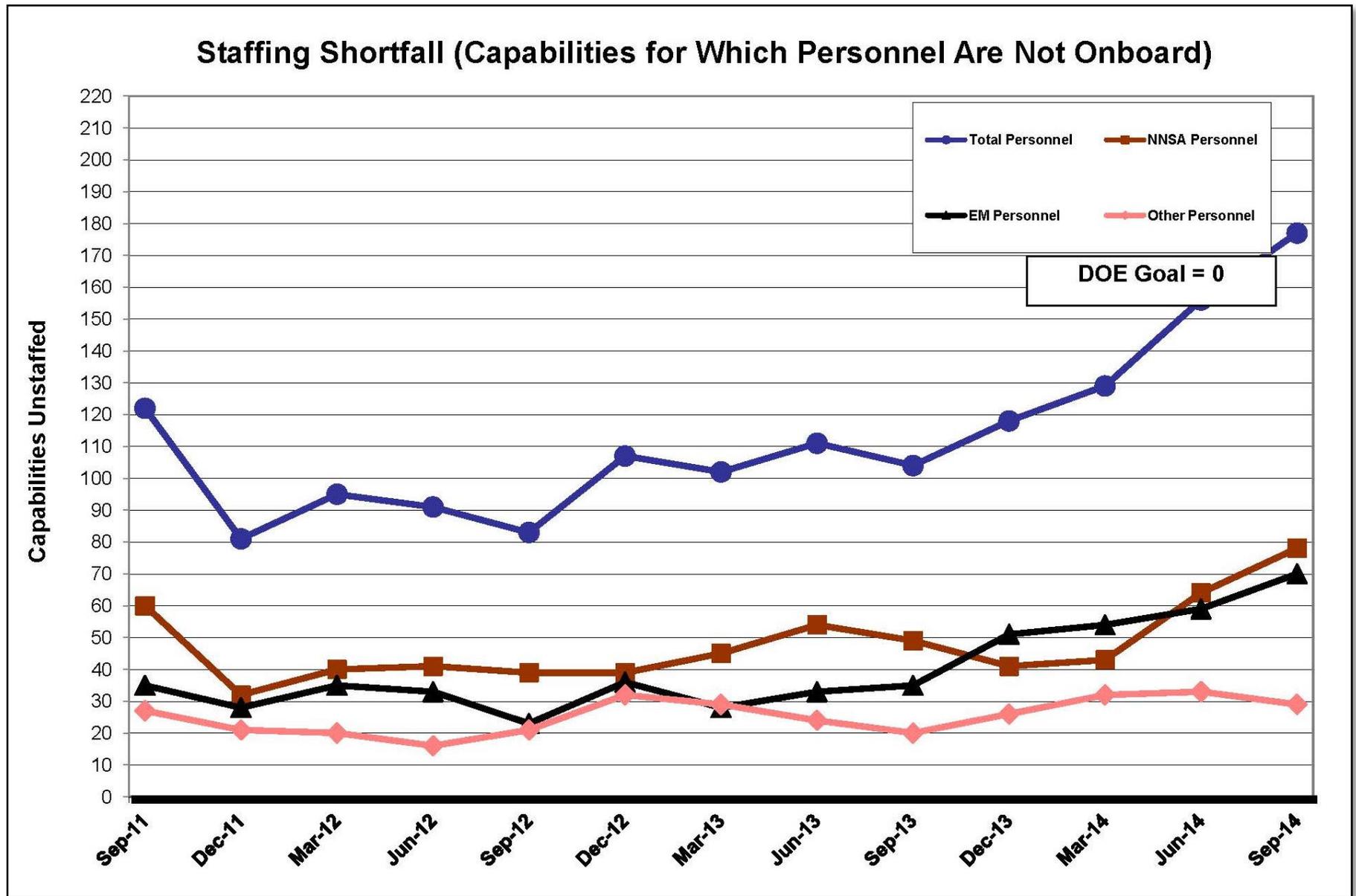
FY2014 4th Quarter Report Staffing Bar Chart



FY 2014 4th Quarter Report Trending Chart



FY 2014 4th Quarter Staffing Trend Chart



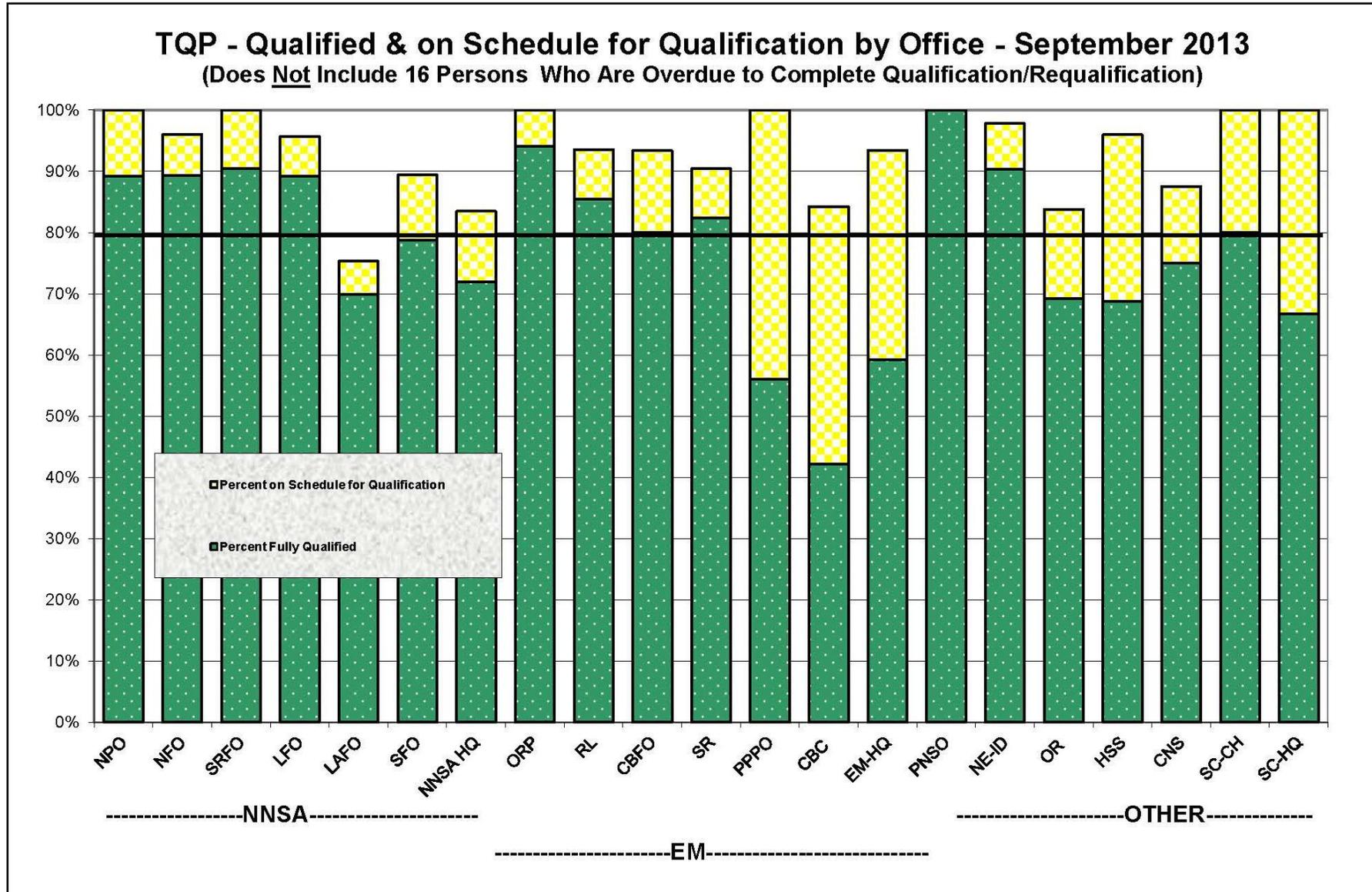
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National Nuclear Security Administration (NNSA)										
Los Alamos Field Office	NA-00-LA	93	65	6	1	22	76%	70%	75%	92% of on-board staff in TQP are fully qualified. Metrics are largely driven by unstaffed positions identified necessary in the Annual Workforce Analysis. Only the Site Manager position is currently being recruited.
Livermore Field Office	NA-00-LL	46	41	5	2	0	100%	89%	96%	Includes 2 NSS; one initial qual and one requal.
Nevada Field Office	NA-00-NV	75	67	6	1	2	97%	89%	96%	Deputy Field Office Manager (STSM) position vacant. Plan to be filled by 2nd QTR FY 14. Aviation
NNSA Production Office	NA-00-NPO	157	140	17	0	0	100%	89%	100%	
Savannah River Field Office	NA-00-SV	21	19	2	0	0	100%	90%	100%	
Sandia Field Office	NA-00-SN	47	37	5	0	5	89%	79%	89%	The shortfalls are address via NNSA/HQ support.
NNSA HQ	NA-HQ	142	102	20	3	20	86%	72%	84%	
NNSA Totals		581	471	61	7	49	92%	81%	90%	
Environmental Management (EM)										
Carlsbad Field Office	CBFO	15	12	2	0	1	93%	80%	93%	CBFO Deputy Manager position is currently vacant - plan to have filled by 1st Qtr FY14. One FR candidate in mid-phase of qualification. One SSO candidate in mid-phase of qualification.
CBC including small sites	CBC	57	24	24	0	9	84%	42%	84%	The EMCBC has five STSM's (Four at the EMCBC - Cincinnati and one fully qualified cadre STSM assigned to BNL), two fully qualified Facility Representatives assigned to SPRU, three Quality Assurance, one Emergency Management, and Radiation Protection mandatory Functional Area Qualification Standard participation in the TQP. The EMCBC will continue to internally track voluntary participation in the TQP but will only report mandatory FAQS capabilities to the FTCP. Two fully qualified STSM's at MOAB, one fully qualified FR at MOAB, one fully qualified STSM at SPRU, one STSM waiting to complete SAF 220 before oral board for requalification, four STSM's (ETEC, SLAC/LBNL, SPRU, WVDP) pursuing initial qualification, and one FR at SPRU pursuing initial qualification. The WVDP has two fully qualified FR's, two fully qualified Technical Program Managers/Federal Project Directors, one fully qualified Decontamination and Decommissioning, One fully qualified Emergency Management, two fully qualified Environmental Compliance, one fully qualified Environmental Restoration, one fully qualified Safeguards and Security, one fully qualified Industrial Hygiene, and one fully qualified Radiation Protection Functional Area Qualification Standards FAQS). The following FAQS are in progress: one Technical Training, one Technical Program Manager, one Environmental Compliance, two Environmental Restoration, one Waste Management and one Fire Protection. Current shortfalls covered by Subject Matter Experts from a Support Services Contractor are Radiation Protection, Criticality Safety, Civil Engineering, Nuclear Safety Specialist, Mechanical Systems, Quality Assurance, Environmental Restoration and Decontamination and Decommissioning.

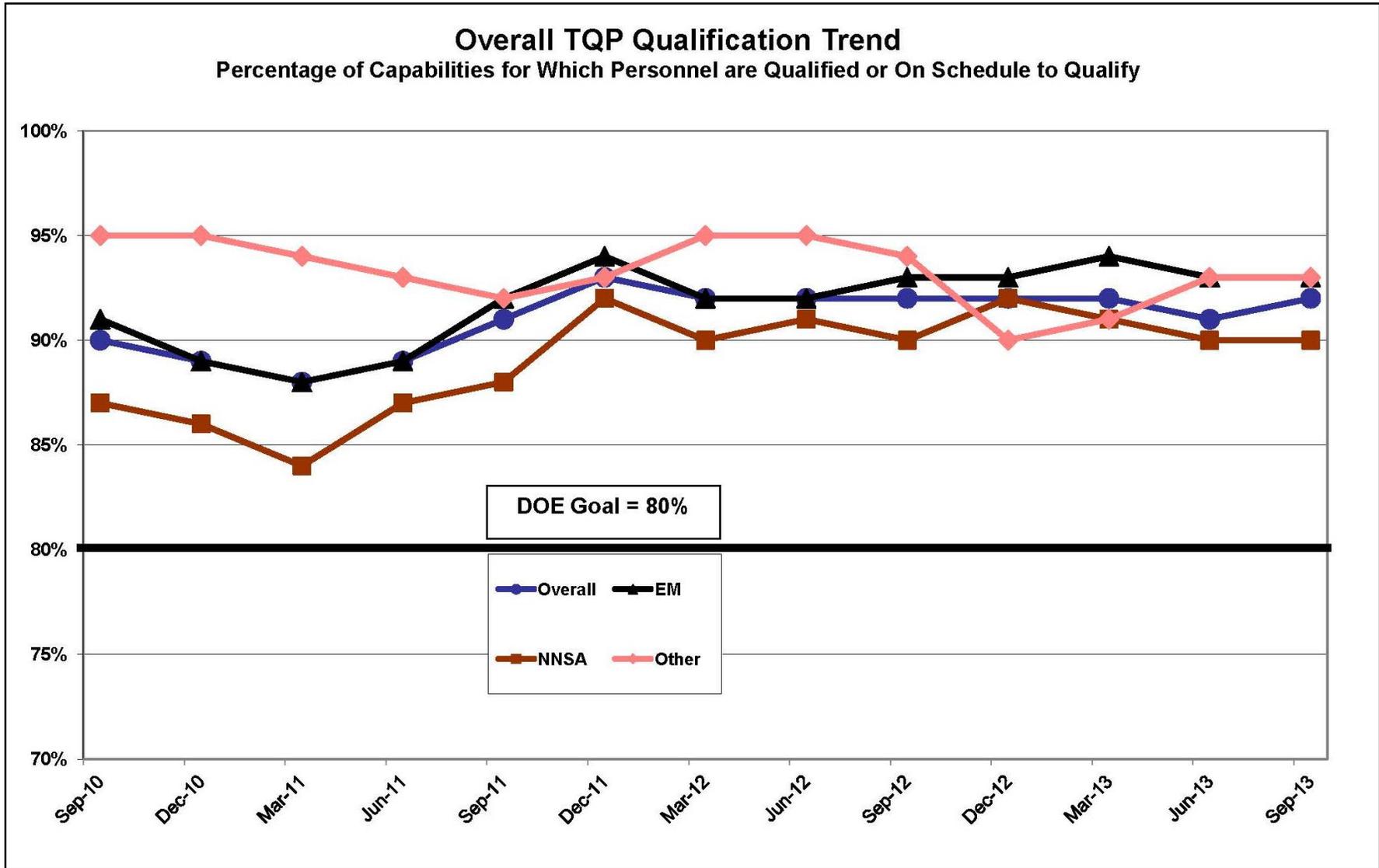
FY 2013 4th Quarter Master Report Data Table ~ *continued*

Idaho Operations Office (EM)	ID-EM	58	54	3	0	1	98%	93%	98%	No action being taken to fill EM FR vacancy based on EM Headcount/ceiling and budget uncertainties.
Oak Ridge (EM)	OREM	32	26	1	0	5	84%	81%	84%	Support provided by technical support service contractor. Shortfall includes 1-FR, 5-NSS, 0.5-SSO, FR on detail assignment 12-18 months.
Office of River Protection	ORP	102	96	6	0	0	100%	94%	100%	Loss of one fully qualified NGS and awaiting hiring of Engineering Ddirector.
Portsmouth/Paducah Project Office	PPPO	25	14	11	0	0	100%	56%	100%	
Richland Operations Office	RL	62	53	9	4	0	100%	85%	94%	
Savannah River Ops. Office	SR	198	163	16	0	19	90%	82%	90%	DOE-SR plans to recruit and fill vacancies considering internal as well as external sources (as budgetary constraints permit) to fill any voids created by attrition. Peak workload will be addressed through details and reassignments of existing staff, and use of support service contracts.
EM Headquarters	EM-HQ	76	45	31	5	0	100%	59%	93%	
EM Totals		625	487	103	9	35	94%	78%	93%	
Others										
Chief of Nuclear Safety	CNS	8	6	1	0	1	88%	75%	88%	
Health, Safety and Security	HSS	99	68	27	0	4	96%	69%	96%	Reduction due to a few retirees and HSS still reported several shortfalls to include - 1 IH, 1 EM, 1 ER, 1 PS/HSO.
NE Idaho Operations Office	NE-ID	63	56	6	0	1	98%	89%	98%	Recruiting to fill FR vacancy, all other capabilities are 100% staffed
NE Oak Ridge Site Office	NE-OR	13	11	1	0	1	92%	85%	92%	
Oak Ridge Office (SC)	SC-OR	72	44	15	0	13	82%	61%	82%	
Office of Science - HQ	SC-HQ	3	2	1	0	0	100%	67%	100%	
Chicago - (SC)	SC-CH	5	4	1	0	0	100%	80%	100%	
Pacific Northwest Site Office (SC)	PNSO	6	6	0	0	0	100%	100%	100%	
Others Totals		269	197	52	0	20	93%	73%	93%	
DOE Total		1475	1155	216	16	104	93%	78%	92%	
DOE Goals		-	-	-	0			-	80%	

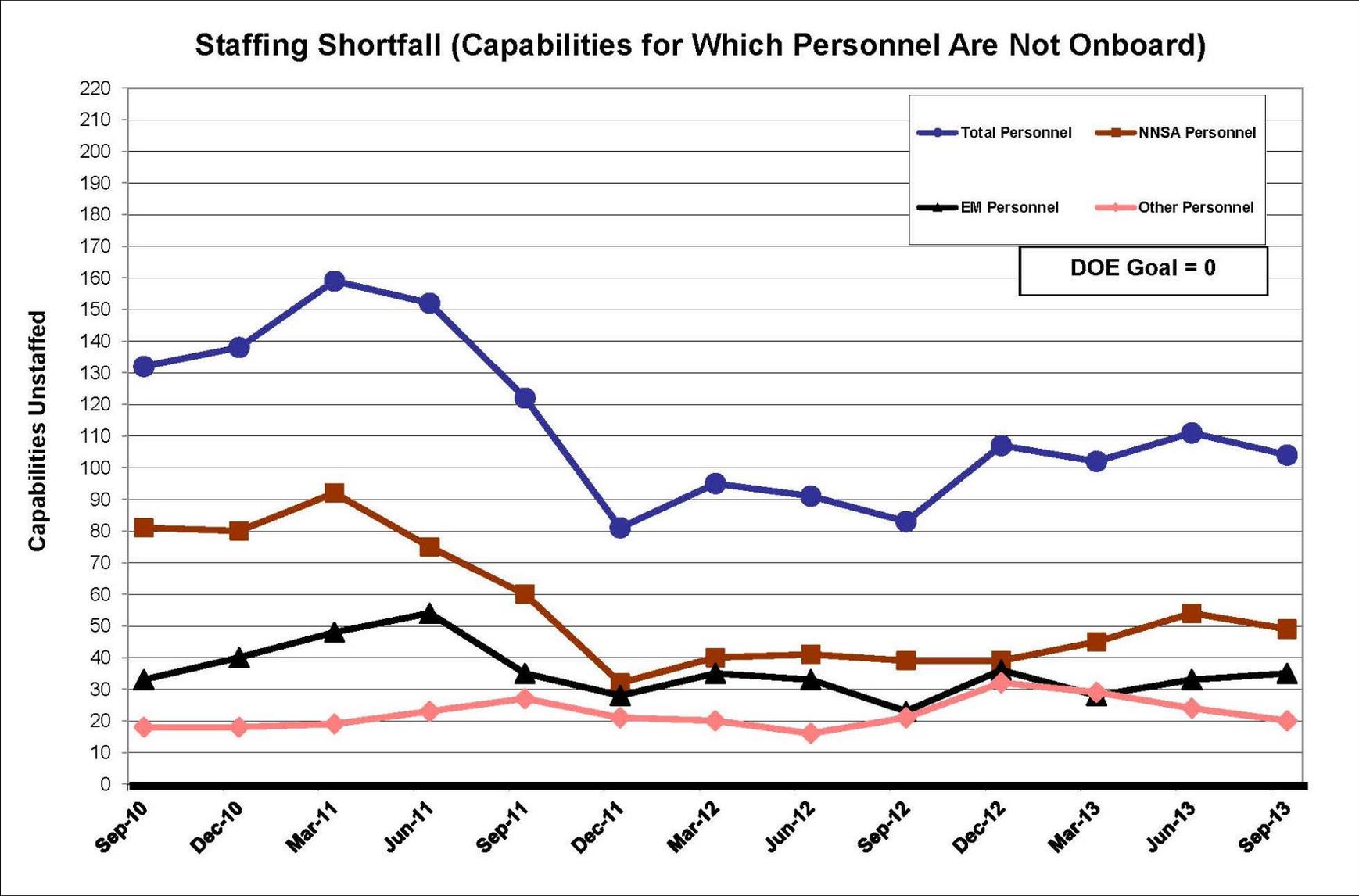
FY 2013 4th Quarter Report Staffing Bar Chart



FY 2013 4th Quarter Report Trending Chart



FY 2013 4th Quarter Staffing Trend Chart



4.0 Functional Area Qualification Standards

A number of DOE highly-qualified and experienced personnel serve as DOE sponsors and alternate sponsors for the 34 Functional Area Qualification Standards. The FTCP website contains a current list of all FAQS sponsors and recognized experts.

The Instrument and Control, Quality Assurance, Radiation Protection, Senior Technical Safety Manager, and Confinement Ventilation and Process Gas Treatment FAQS were issued, updated or reissued in 2013. Civil/Structural Engineering, Facility Maintenance Management, and Fire Protection Engineering FAQS were updated and reissued in 2014. Work has begun to update the following FAQS: Aviation Manager, Aviation Safety Officer, Environmental Restoration, Nuclear Safety Specialist, Safeguards and Security, Transportation and Traffic Management. The General Technical Base FAQS is in the process of being reaffirmed in 2015.

5.0 Safety System Oversight

In 2013 and 2014 the Safety System Oversight program continued to support effective engineering oversight of safety systems. The Safety System Oversight Annual Award recognized exceptional SSO practitioners across the Department. Nominations were held in 2013, with nine people nominated, and in 2014, with seven nominated. Each nominee received a congratulatory letter from the Secretary of Energy, and winners were invited to meet with the Secretary in person. An annual workshop was not held in 2013 due to government-wide budget issues, however, SSO staff participated in an annual workshop in 2014, sharing lessons learned and best practices, participating in discussions with other safety oversight professionals, and hearing from senior DOE management. The visibility and stature of the SSO function remain elevated and field element managers recognize its importance to safety.

6.0 Technical Qualification Program Accreditation

TQP Accreditation enables both Headquarters and field organizations within DOE to demonstrate that they have an effective program in place to ensure the technical competency of DOE employees whose duties and responsibilities require them to provide assistance, guidance, direction, oversight, or evaluation of contractor activities that could impact the safe operation of a defense nuclear facility. TQP Accreditation is valid for four years.

The Sandia Field Office received re-accreditation in April 2013. The NNSA Office of Safety and Health (NA-SH) in Washington, DC, and in Albuquerque, NM, went through an accreditation review in December 2014. The accreditation report is being finalized and accreditation is pending Accreditation Board review. The accreditation schedule is posted on the FTCP website. The Nevada Field Office has sent forward declaration of readiness memo and re-accreditation review to be held in June 2015.

7.0 National Training Center

The National Training Center (NTC) provides and facilitates quality training for Federal and contractor personnel in support of the Department of Energy's (DOE) mission. NTC training supports the professional development of DOE safety and security personnel. Training is based on the competencies outlined in the DOE Federal Technical Capability Program's Qualification Standards and/or job task analyses for DOE Federal and contractor personnel.

In addition, the integration of safety and security to balance safety needs with security requirements has been emphasized and has been a major focus of the NTC training programs to assist in the development and qualification of our technical professionals. The NTC has physical assets to include training classrooms, Live Fire Range, and the Integrated Safety and Security Training and Evaluation Complex (ISSTEC).

The following outlines NTC major initiatives and accomplishments that support the FTCP and TQP.

Enhancements to technical capabilities as a result of the **NTC Safety Training Program** efforts included:

Completion of Job Task Analysis to Support Nuclear Safety Specialist FAQ Update and Development of Performance Based Nuclear Safety Specialist Training Curriculum:

The NTC facilitated the completion of a Job Task Analysis (JTA) of DOE Nuclear Safety Specialist (NSS) duties that serves as the foundation for developing a comprehensive and integrated performance-based training and qualification program for NSS candidates. The JTA was performed using a small group of highly experienced and qualified NSS and a NTC staff member experienced in completing JTAs using the approach in DOE HDBK-1076-94, *Table-Top Job Analysis*.

The JTA team identified three duty areas and task statements for each duty area that outline what a successful NSS individual must be able to perform. The group identified 14 tasks in the safety basis review duty area. Each of these tasks were evaluated in more detail and a process flow chart was developed depicting the step-by-step process involved in performing the task. This step-by-step process was derived from the associated knowledge and skills required to perform the task. The completed JTA provides the foundation for jointly developing performance-based training and qualification requirements via an updated FAQs for NSS.

Updated Senior Technical Safety Manager (STSM) Training Curriculum:

During this reporting period the NTC revised the training curriculum to support STSM qualification. The previous curriculum consisted of two instructor-led courses, STSM Overview (SAF-220), which provided students with familiarity-level knowledge of the

twenty-two competencies listed in the 2006 STSM Functional Area Qualification Standard (FAQS); and STSM Applications (SAF-221), which provided students the opportunity to perform selected performance activities.

Based on feedback received from students over several years, the NTC developed an online eLearning course, STSM Knowledge Base (SAF-220DE), in 2013. The four seasons of SAF-220DE cover all of the supporting knowledge statements contained in the 2006 version of the STSM Functional Area Qualification Standard.

In 2013, an updated STSM FAQS was approved which required the development of a new STSM Case Study Applications course (SAF-222), and therefore, the previous STSM Overview course (SAF-220) was retired. The current STSM training curriculum consists of the online STSM Knowledge Base course (SAF-220DE), and two instructor-led courses, STSM Applications (SAF-221), and STSM Case Study Applications (SAF-222). Between these three courses, a new STSM candidate will have the opportunity to cover all of the supporting knowledge and skill statements under the sixteen competencies and also the MPAs required in the 2013 STSM FAQS. Additionally, any STSMs going through requalification should consider attending SAF-221 and SAF-222, as they support opportunities to perform the skill statements and MPAs contained in the 2013 FAQS.

Oversight Training Curriculum:

In 2012, DOE developed and issued DOE G 226.1-2, *DOE Line Management Oversight of Nuclear Facilities*. The Guide was developed in support of DOE O 226.1B, to provide guidance to DOE line management organizations in meeting the provisions of the order when applied to nuclear facilities. As a result of publishing DOE G 226.1-2, the NTC revised the instructor-led course (SAF-384) to incorporate the concepts in the Guide, as well as provide a standardized approach on how to select the level and mix of oversight activities, based on program performance, risk, and the level of confidence in the implementation of the local contractor assurance system. Providing this standardized approach to properly setting and adjusting the level and mix of oversight in a particular functional/topical area was a fundamental weakness and lessons-learned from the Y-12 security event in 2012.

After presenting the revised DOE oversight and implementation course (SAF-384) several times in CY 2013 the NTC recognized the need to expand the oversight training to address developing performance measures, oversight data analysis, and all of the elements of a comprehensive issues management system. This need for a comprehensive suite of oversight courses was validated by the oversight weaknesses that were evident from the WIPP events in the spring of 2014.

A job/task analysis (JTA) was conducted and captured in an oversight flowchart, allowing the NTC to design an oversight curriculum consisting of 10 separate yet interrelated courses covering the elements of a successful oversight program. The courses are designed to support four training tracks for federal personnel depending on

their role in the implementation of line management oversight. All new course development for the oversight curriculum is scheduled for completion in 2015.

Expansion of eLearning and Integration of New Technology into Training:

During this reporting period, the NTC has been evolving to better respond to the training needs of the DOE Complex and become a more flexible and agile organization. Providing training “at the right place” has become even more crucial, due to continued budget constraints limiting the ability for DOE programs to fund training and/or associated travel costs. To support this principle, the NTC completed the STSM Knowledge Base online course and began development of online courses to support a new oversight curriculum and an updated safety basis curriculum. In 2014, the NTC also took the next leap into training technology by developing and introducing a graphical model of a nuclear facility referred to as the Virtual Facility. The Virtual Facility is part of the NTC’s effort to enhance training; merging adult learning techniques with cutting edge technology, such as 3D modeling and user interfaces. Students can conduct a virtual “walk-through” of the facility where training objectives, such as identifying operating issues, can be introduced and reinforced. In the second half of 2014, the virtual facility was introduced into several instructor-led courses and will be fully incorporated into development of future eLearning and instructor-led courses.

e-TOP Project:

The Federal Technical Capability Panel and the Office of Enterprise Assessments National Training Center have worked together in the development and implementation of an Electronic Technical Qualification Program (e-TQP) system. The system will provide the DOE Technical Qualification Program (TQP) users with a single electronic record system for managing the TQP.

The software application for the system was developed in-house based on a common process workflow and tested with six sites that included; AU-HQ, Sandia Field Office, Nevada Field Office, Richland Operations Office, Idaho Operations Office, and Pacific Northwest Site Office during September/October 2014. Development activities have been completed and the implementation phase started in November 2014. Through the implementation of the system, opportunities for program improvements and efficiencies are expected, such as program standardization and consistencies, records management, tracking and reporting. Implementation will continue through 2015.

TOP Functional Area Qualification Standards (FAQS) Administrative Change Process:

An NTC review of TQP FAQS revealed the need to update cited references to the latest revision or in some cases, to new governing directives. In cases where the technical content remains valid, the FAQS can be updated through an Administrative Change/Reaffirmation submission to the DOE Technical Standards REVCOM process. This path was taken in 2014, to update the General Technical Base (GTB) Qualification

Standard, DOE-STD-1146-2007. The NTC will continue to conduct this type of review and update additional FAQs, as needed.

Enhancements to technical capabilities as a result of the **NTC Safeguards and Security Training Program** efforts included:

- **Just in Time/Emergent Training.** Assisted in the furtherance of meeting Federal personnel qualifications by providing training or tailoring training to the Federal audience.
- **Executive Level Course Development.** In the aftermath of Y-12, the S&S training program identified the need for, and developed an executive level Conduct of Inquiries course to ensure that oversight, risk acceptance strategies, and a thorough understanding of proper incident categorization were available to senior managers.
- **Training Flexibility.** Upon request, the NTC has provided Conduct of Inquiries and Survey training to the DOE federal organizations responsible for the survey, evaluation, and oversight of activities.
- **S&S FAQs Update Initiative.** In late CY 2014, the NTC Safeguards and Security Training Program started working with the S&S FAQs Champions to update the S&S FAQs. This effort is ongoing and will continue into CY 2015.

8.0 Federal Technical Capability Program Directive

The Office of Health and Safety (AU) is the Office of Primary Interest (OPI) for the FTCP Order and led the efforts to revise the Order, with significant involvement from DOE Human Capital Management (HC) and the Panel.

In September 2011, AU led the effort to revise the FTCP Order. DOE O. 426.1, Change 1, *Federal Technical Capability*, was approved and issued. The new Order incorporated DOE Policy (P) 426.1, *Federal Technical Capability Policy for Defense Nuclear Facilities*, which was then cancelled.

9.0 Facility Representative Program

Facility Representatives are highly trained Department employees who provide effective day-to-day oversight of contractor operations at the Department's most hazardous facilities. Approximately 170 Facility Representatives around the complex provide oversight of operational activities important to mission accomplishment and worker and public safety. The Department's standard, DOE-STD-1063, *Facility Representatives*, defines the duties, responsibilities, and qualifications for Department Facility Representatives. The Facility Representative program supports Department managers in ensuring that Facility Representatives are competent and technically qualified to perform their jobs.

Key components of the program include:

- Complex-wide performance indicator reports provided to the Department's senior managers every quarter since 1999 for evaluation and feedback to improve the program;
- Designated Facility Representative Steering Committee members and sponsors at each field and major Headquarters program office to serve as management advocates for Facility Representatives;
- Monthly conference calls of the Facility Representative Steering Committee to discuss program development and operational oversight issues;
- Annual Facility Representatives Workshop to promote the sharing of lessons learned from Facility Representative programs across the complex; and
- Facility Representative Website to provide resources for the Facility Representative program.

Oversight performed by Facility Representatives provides Department line managers with real-time, accurate, and objective information on the effectiveness of contractor work performance and practices, including implementation of ISM. The Department's experience has shown that when personnel are dedicated to this function, the information that they provide can be used proactively to ensure that work is completed in a safe and environmentally responsible manner. Further, Facility Representatives have obtained a strong understanding of the technical, nuclear and hazardous operations needed to successfully perform in positions of increased responsibility throughout the Department.

9.1 Facility Representative of the Year

The Facility Representative of the Year award is provided annually to a Facility Representative who consistently demonstrates exceptional performance and who makes significant contributions to the safe and efficient operation of Department facilities. Field elements nominated candidates, and a cross-cutting panel of senior DOE managers selected winners for 2013 and 2014. Fifteen nominees in 2013 and twelve in 2014 received letters from the Secretary of Energy, and winners met the Secretary in person.

9.2 Annual Workshop

The Annual Nuclear Facility Safety Programs Workshop now includes the FR, Safety System Oversight, FPE and readiness review communities, and an FTCP Face-to-Face Meeting. The workshops featured plenary sessions for all communities and separate tracks for more specialized sessions, plus a number of training courses before and after the workshop sessions. There was no workshop in 2013 due to the government-wide budget crisis and shutdown. In 2014, the Workshop was held in May in Las Vegas, Nevada, with about 235 attendees, representing a significant portion of the Department's Facility Representative, Safety System Oversight and FPE communities.

10.0 FTCP Strategic Plan (FY 2013-2018)

In FY 2012, the FTCP developed an FTCP Strategic Plan (FY 2013-2018) which encompassed five years. The FTCP established three major goals with supporting objectives to promote the effectiveness of the FTCP in support of the DOE enterprise.

The following are the three goals and actions accomplished during FY 2013-2014:

Strategic Goal 1 – Ensure Mission, Program Operations and Project Integrity through Technical Knowledge Management of Technical Development Programs.

Objectives:

- Enhance mission, program and project integrity through technical knowledge management
- Enhance, Develop and maintain recognized technical expertise
- Encourage TQP implementation standardization through TQP accreditation
- Enhance working relationships with the National Technical Standards-setting entities
- Strengthen training community partnerships
- Consolidate training needs analyses

Accomplishments:

1. Initiated and conducted an Institute for Nuclear Power Operations (INPO) Assist/DOE FTCP Assessment (Quadrennial Requirement per DOE 426.1 Chg.1), focusing on TQP Accreditation and training processes benchmarking the DOE FTC Program against the INPO commercial nuclear industry accreditation and training practices.
 - a. FTCP INPO Assist Pre-Visit and Assist were conducted in 2013;
 - b. FTCP INPO Assist Recommendation Implementation Plan was developed in 2014;
 - c. FTCP INPO Assist Recommendation Plan Implementation Action formulation was completed in 2014.
 - d. Translated INPO Assist Final Report into new DOE FTCP 2015-2018 Strategic Plan with modified goals and objectives.
2. DOE/NNSA Consensus Standard committee representation awareness was enhanced through posting of consensus standard Points of Contact on the DOE FTCP website by DOE AU-10.

- a. Analyzed the potential development of university partnerships to enhance Environment, Safety, Health & Quality (ESH&Q) training, with focus on EM Consolidated Business Center (CBC) and NTC partnered with local/regional colleges and universities to review and comment on ESH&Q training.
- b. DOE Engineering Fundamentals handbooks were posted on a new training resources site on the NTC Training Reciprocity and Collaboration website.

Strategic Goal 2 – Influence DOE Policy regarding Recruitment, Retention and Deployment of Technical Personnel

Objectives:

- Strengthen human capital partnerships.
- Influence overall workforce staffing analyses by identifying and integrating technical expertise needed into DOE staffing plans.
- Evaluate recruitment and retention efforts across DOE Complex to resolve inconsistencies and promote best practices.
- Benchmark how highly regarded organizations are evolving new ways to maintain the competence of people at different levels in the organization.
- Evaluate how high performing organizations use innovative structures and approaches to ensure relevant training content and maintain capabilities in a dynamic environment.

Accomplishments:

1. The FTCP Chair enhanced and strengthened relationships with the Human Capital (HC) organization and other HC partners. HC is now an active participant in the monthly FTCP Conference Calls and participates in the annual FTCP Face-to-Face Meetings.
2. FTCP members participated in an HR team to assist in the review of Facility Rep (FR) classification and position descriptions. This continues to be an ongoing effort.
3. The Institute for Nuclear Power Operations (INPO) was requested by the FTCP Chair and Deputy Chair to benchmark the DOE FTC Program against INPO commercial nuclear industry accreditation and training practices. The visit was focused on assessing how highly efficient organizations are evolving new ways to maintain the technical competence of employees at different levels of the organization. It also included reviewing how high-performing organizations use innovative structures and approaches to ensure relevant training content and maintain capabilities in a dynamic environment.
4. Training library and resource site was developed and populated with archived DOE training handbooks, such as the Engineering Fundamentals Handbooks.

5. The NTC reviewed nuclear safety training courses and identified courses which could be converted to eLearning to assist in the training and qualification of DOE technical staff. This is an ongoing effort.

Strategic Goal 3 – Address Challenges Associated with Declining Resources

Objectives:

- Adapt the TQP to ensure it has the ability to provide technical capabilities when and where they are needed.
- Take advantage of electronic capabilities to manage the program.
- Utilize technology to facilitate TQP status tracking and metric reporting and ensure information is readily accessible.
- Identify efficiencies in the application of training program equivalencies and leverage existing TQP candidate professional affiliations and licenses.

Accomplishments:

1. The Federal Technical Capability Panel and the Office of Enterprise Assessments National Training Center have worked together in the development and implementation of an Electronic Technical Qualification Program (e-TQP) system. The system will provide the DOE Technical Qualification Program (TQP) users with a single electronic record system for managing the TQP.

The software application for the system was developed in-house based on a common process workflow and tested with six sites that included; AU-HQ, Sandia Field Office, Nevada Field Office, Richland Operations Office, Idaho Operations Office, and Pacific Northwest Site Office during September/October 2014. Development activities have been completed and the implementation phase started in November 2014. Through the implementation of the system opportunities for program improvements and efficiencies are expected, such as program standardization and consistencies, records management, tracking and reporting. Implementation will continue through 2015.

Results of this effort included:

- a. Streamlined TQP competencies to eliminate redundancies, unnecessary requirements, and to streamline qualification requirements.
 - b. Optimized the TQP required depth of knowledge for specific competencies.
2. In an effort to facilitate resource sharing across the DOE Complex, the FTCP reviewed and validated the list of available experts in the technical qualification program functional areas. This list of experts is maintained on the FTCP website and is available for reference to all DOE program and field offices as a resource.

In FY 2014, the FTCP reviewed and updated the FTCP Strategic Plan (FY 2013-2018) and narrowed it down to a three-year Strategic Plan (FY 2015-2015) with a more focused approach. The following are the three Strategic Goals:

Strategic Goal 1 – Facilitate improved job performance through technical and professional development of TQP participants.

Objectives:

- Provide tools to enhance DOE consistency of the Qualifying Official process.
- Encourage TQP implementation rigor through increased TQP Accreditation.
- Enhance technical competence through relevant training content while maintaining capabilities in a dynamic environment.

Strategic Goal 2 – Influence DOE Policy regarding recruitment, retention and deployment of technical personnel.

Objectives:

- Strengthen human capital and training community partnerships.
- Influence use of TQP workforce staffing analyses results by identifying and integrating technical expertise needed into DOE staffing plans.
- Influence training needs analysis process and effort to standardize and integrate approach across DOE.
- Influence recruitment and retention efforts across DOE Complex to resolve inconsistencies and promote best practices.

Strategic Goal 3 – Address challenges associated with declining resources (to include implementation of an electronic TQP system, e-TQP).

Objectives:

- Implement, maintain, and continue to mature e-TQP (electronic TQP system).
- Utilize e-TQP to facilitate TQP status racking and metric reporting and ensure information is readily accessible.
- Through the implementation of e-TQP, identify opportunities for program improvements and efficiencies.
- Standardize, integrate, and streamline Functional Area Qualification Standards (FAQS).
- Develop, maintain, and distribute training to competency matrices for FAQS competencies.



APPENDIX A

Federal Technical Capabilities Panel
Face-to-Face/VTC Agenda
Washington, DC
May 22, 2013
11:00am-3:00pm (ET)

Video Teleconferencing
View On-Line (Video Streaming)
Call-In Number: 505-845-2144
Conference Call ID No: 132952

AGENDA

11:00-11:15 am	Welcome	Karen Boardman, FTCP Chair Dave Chaney, Deputy Chair
11:15-11:30 am	FAQS Updates	Jeanette Yarrington
11:30-11:45 am	NNSA FTCP Agent Meeting (May 16, 2013) Debrief	NNSA FTCP Agent Representative

11:45-1:45 pm (2 Hours)

FY 2013-2018 Strategic Plan Champions and Team Presentations (Action Plans):
(Allocated time for each Team presentation is approximately 30-45 minutes)

	<u>Goal 3</u> Address Challenges Associated with Declining Resources	Mark Brown and Jim Todd/Team
	<u>Goal 2</u> Influence DOE Policy Regarding Recruitment, Retention and Deployment of Technical Personnel	Karen Boardman/Team
	BREAK	
	<u>Goal 1</u> Ensure Mission, Program Operations and Project Integrity through Technical knowledge Management of Technical Development Programs	Dave Chaney/Team
1:45-2:15 pm	NTC Activities	Evan Dunne/Mark Miller
2:15-2:45 pm	Open Discussion	All
2:45-3:00 pm	Closing Remarks	Karen Boardman



APPENDIX B

**Federal Technical Capabilities Panel
Face-to-Face Meeting
Las Vegas, NV
May 6, 2014**

AGENDA

- **WELCOME** 8:00-8:20am
*Karen Boardman, FTCP Chair
Barry Mellor, Nevada Field Office*
- **2014 Nuclear Facility Safety Programs Workshop Update** 8:20-8:30am
Earl Hughes, HSS-HQ
- **DOE/HSS Reorganization - Karen Boardman and Pat Worthington** 8:30-9:00am
 - Office of Health and Safety, AU-10 - OPI Role
 - Safety and Security Policy and Directives
 - National Training Center, EA-50
- **Workforce Staffing Analysis – Ike White, NNSA-HQ** 9:00-9:30am
- **FAQS Status/Update – Jeanette Yarrington, AU-10-HQ** 9:30-10:00am
 - **Safeguards & Security FAQs - Karen Boardman**
 - **General Technical Base FAQs – Dave Chaney, FTCP Deputy Chair**
- **BREAK** 10:00-10:15am
- **INPO Assistance Visit** 10:15-10:45am
George Mortensen, INPO/Karen Boardman/Dave Chaney/Pat Worthington
- **Strategic Plan/Action Plan Updates – Champions** 10:45-11:15am
- **Strategic Plan Path Forward – Karen Boardman** 11:15-11:30am

LUNCH

11:30am-12:30pm

- **National Training Center** - *Al MacDougall, NTC*

12:30-1:30pm

- SAF-269-Work Planning and Control Course Update
- NSS – JTA Update
- STSM Training
- Oversight Training Track
- Training Needs Assessment – NTC

- **DOE Reciprocity Policy** – *Karen Boardman*

1:30-1:45pm

BREAK

1:45-2:00

- **e-TQP Demo** – *Al MacDougall, NTC and Alex Cosby, CGS, NTC*

2:00-4:30pm

- **CLOSING** – *Karen Boardman*

4:30-4:45pm

UNITED STATES DEPARTMENT OF ENERGY

FEDERAL TECHNICAL CAPABILITY PROGRAM

CALENDAR YEARS
2013-2014 BIENNIAL REPORT

June 2015