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United States Government **Department of Energy**

Oak Ridge Office

memorandum

DATE: January 30, 2009

REPLY TO
ATTN OF: SE-30:Kelly

SUBJECT: **ANNUAL WORKFORCE ANALYSIS AND STAFFING PLAN REPORT – CY 2008**

TO: Karen L. Boardman, Chair, Federal Technical Capability Panel

In accordance with DOE M 426.1-1A, *Federal Technical Capability Manual*, I am pleased to provide you with the Oak Ridge Office Annual Workforce Analysis and Staffing Plan Report for CY 2008. The analysis follows the Federal Technical Capability Panel guidance.

Should you have questions regarding this Report, please feel free to contact me at (865) 576-4444 or Larry Kelly at (865) 576-0891.

Gerald G. Boyd
Manager

Attachment

cc w/attachment:
Robert Brown, M-2
Steve McCracken, EM-90
Pauline Douglas, OS-20
Larry Clark, NS-50
Larry Kelly, SE-30
Johnny Moore, SC-10
Dan Wilken, AD-40
Patricia Howse-Smith, AD-44
Jim Vosburg, AD-443
Patty Dockery, AD-443

U.S. Department of Energy
Oak Ridge Office

2008 Annual Workforce Analysis and Staffing Plan Report for Federal Technical Personnel

January 2009

CONCURRENCE AND APPROVAL

CONCURRENCE:

Patricia Howse-Smith, Director, Human Resources Division — 1-21-09 Date

Stephen H. McCracken, Assistant Manager for Environmental Management — 1/22/09 Date

Larry C. Kelly, Assistant Manager for Environment, Safety, and Health — 1-16-09 Date

Johnny O. Moore, Assistant Manager for Science — 1/27/08 Date

Larry W. Clark, Assistant Manager for Nuclear Fuel Supply — 1/23/09 Date

Pauline L. Douglas, Assistant Manager for Security and Emergency Management — 1/23/09 Date

Daniel H. Wilken, Assistant Manager for Administration — 1/30/09 Date

Robert J. Brown, Deputy Manager — 1/30/09 Date

APPROVAL:

Gerald G. Boyd, Manager — 1/32/09 Date

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Annual Workforce Analysis and Staffing Plan Report
As of December 31, 2008
Reporting Office: Oak Ridge Office

Section One: Current Mission(s) of the Organization and Potential Changes

General

Based in Oak Ridge, Tennessee, the Department of Energy's (DOE) Oak Ridge Office (ORO) dates back to World War II when the organization played a major role in the production of enriched uranium for the Manhattan Project. Since then, ORO has expanded far beyond that first mission, and today is responsible for major DOE programs in Science, Environmental Management, Nuclear Fuel Supply, and National Security. In addition, as part of the Office of Science (SC) Integrated Support Center (ISC), ORO provides support to science laboratories and facilities operated by DOE throughout the United States.

The majority of ORO programs are performed at facilities located on the 33,725-acre Oak Ridge Reservation located in Anderson and Roane Counties in East Tennessee. The Oak Ridge facilities include the Oak Ridge National Laboratory (ORNL), environmental clean-up sites located at the National Nuclear Security Administration (NNSA) Y-12 National Security Complex, and the East Tennessee Technology Park (ETTP). Also, Oak Ridge is the home for the American Museum of Science and Energy and the Oak Ridge Institute for Science and Education (ORISE). Approximately 12,000 contractor and 400 Federal employees work at the Oak Ridge facilities. In addition, ORO as part of the ISC provides routine technical support to Berkeley Site Office, Pacific Northwest Site Office, SLAC Site Office, Thomas Jefferson Site Office, and, as requested, to other SC sites and organizations.

Specific

The **Office of the Assistant Manager for Environmental Management (AMEM)** is responsible for operation and remediation of the following types of facilities with compliant Documented Safety Analysis (DSA) management and proper maintenance of related safety systems. Projects include:

- TRU Waste Processing Center (TWPC) Project
- Oak Ridge National Laboratory (ORNL)
- East Tennessee Technology Park Closure Project
- Y-12 National Security Complex (Y-12)
- David Witherspoon Sites
- U^{233} Downblending & Disposition Project
- Integrated Facilities Disposition Project

Potential changes include:

- Downblend of U^{233} Project design and construction activities increase in CY 2009, processing planned to begin in CY 2012.
- Acceleration of cleanup projects at ORNL and Y-12 if the 2009 economic stimulus package is approved.

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The **Office of the Assistant Manager for Science (AMS)** implements the Department's Science and Energy missions through management of contracts for the operation of the Oak Ridge National

Laboratory (ORNL), the Oak Ridge Institute for Science and Education (ORISE), the U.S. Department of Commerce Atmospheric Turbulence and Diffusion Division (ATDD) (as it pertains to DOE work), and other research and development (R&D) contracts assigned by DOE Headquarters (HQ) to Oak Ridge Office (ORO). Activities center around four major functions: contract management, program implementation, Federal stewardship, and AMS management. Program implementation responsibilities include all programs and projects conducted under the ORNL and ORISE contracts, regardless of funding source. In the management of ORNL and ORISE contracts, AMS ensures that contractor-executed functions are carried out in a manner that protects Government and contractor personnel and the general public against all environmental, safety, and health (ES&H) hazards arising from the performance of the contract work. AMS performs the full range of project management activities that directly relate to AMS, in accordance with applicable laws, DOE Directives, SCMS, and local procedures. AMS manages ORO's scientific and technical information programs. AMS ensures that the principles of Integrated Safety Management (ISM) are fully integrated into all work activities. Also, AMS implements the requirements for safe operations of nuclear facilities, including safety basis process requirements and flow down of approved safety basis documents.

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The Office of the Assistant Manager for Nuclear Fuel Supply's (AMNFS) current mission is to implement the DOE Office of Nuclear Energy Science and Technology (NE) programmatic missions. These NE-60 missions include:

- The monitoring of the operation of the Centrifuge Technology Center (CTC), Centrifuge Testing in K-1600, Lead Cascade Demonstration, Commercial Plant Development, and Paducah Gaseous Diffusion Plant (PGDP) operability and viability.
- AMNFS serves as the primary interface for the Cooperative Research and Development Agreement (CRADA) with the USEC Inc. for centrifuge development work.
- AMNFS is responsible for administering the Lease Agreement/Regulatory Oversight Program with USEC, providing leadership and technical support for the development and deployment of advanced uranium enrichment technology, and supporting the DOE HQ NE in the lease/transfer of facilities for the gas centrifuge commercial plant.
- AMNFS serves as the Governmental Designated Approval Authority for accreditation of Cyber Security Systems for uranium enrichment and manufacturing support facilities in the United States which are regulated by the Nuclear Regulatory Commission.
- AMNFS provides program/project management and technical assistance in the areas of lease administration, transition of unneeded assets to the private sector, and metals reuse/recycling. These responsibilities include the initiation and administration of leases to support DOE mission related activities; development of land and facility transfers to accelerate cleanup; and facilitation of metal recycle activities including the administration of the Homeland Defense Equipment Reuse Program as well as electronics and other metals recycling activities.
- AMNFS assures that the principles of ISM are fully integrated into all activities.

AMNFS executes these objectives through the Regulatory Management Team, the Nuclear Fuels Management Team, and the Reindustrialization and Technical Assistance Team.

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The **Office of the Assistant Manager for Security and Emergency Management's (AMSEM)** mission is to provide advice and counsel to the ORO Manager, Deputy Manager, and line managers regarding all aspects of safeguards and security program planning and management, and emergency management program and operations. The mission involves the protection of people, information,

special nuclear material (SNM), and other critical assets, as well as violence in the workplace, intelligence, and related matters of special sensitivity. The organization administers the safeguards and security programs for ORO including industrial security, physical security, information security, materials control and accountability, personnel security, classification, export controls, and administration of the Protective Force contract. AMSEM administers all aspects of the personal identity verification and credentialing program under Homeland Security Presidential Directive-12 (HSPD-12) except for those aspects that relate to cyber. AMSEM also has the ORO emergency management program for which AMSEM orchestrates and implements ORO's plans for responding to emergencies, including development of appropriate communications systems, periodically performing exercises and drills, implementing the Lead Federal Manager concept, and delineating roles and responsibilities of the ORO Emergency Operations Center. The principles of ISM and Integrated Safeguards and Security Management (ISSM) are incorporated in the AMSEM mission and activities.

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The **Office of the Assistant Manager for Environment, Safety, and Health (AMESH)** is responsible for developing effective and efficient environmental protection, safety, health, and quality assurance programs and guidance applicable to all ORO programs and contractors. In addition, AMESH, as part of ORO's role with the SC Integrated Support Center (ISC), provides ES&H support to other SC sites. AMESH is a technical support provider to, and partners with ORO and other SC organizations for the development, implementation, and continuous improvement of safety processes, along with conducting oversight, assessments, and reviews. In addition, AMESH serves as the independent assessor on behalf of the ORO and other SC Managers to provide feedback on the effectiveness of Federal and contractor ES&H activities. In its roles as technical support provider, partner, and independent assessor, AMESH works to ensure that ISM principles are being effectively implemented by ORO and SC organizations and contractors.

AMESH support to ORO and other SC sites has steadily increased in the areas of reviews, assessments, walk-throughs, readiness reviews and assessments, modernization initiatives, the SC Management System, etc. For example, in FY-2008 AMESH ISC support increased approximately 25% above the FY-2007 levels; furthermore, it is anticipated that this level will increase in FY-2009. In addition, within the next two years (FY-2009 thru FY-2010), there are approximately 16 employees that are eligible for full retirement. Therefore, AMESH needs to backfill existing vacancies and add new positions to keep pace with current and future work demands.

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The **Office of the Assistant Manager for Administration (AMA)** supports the ORO technical and nontechnical organizations in areas such as cyber security, human resources, training and development, contractor oversight, directives management, information services, and procurement and contracting. AMA has two technical staff: one for cyber security and the other for technical training.

Section Two: Technical Staffing

Site Characteristics:

Number of Hazard Category 1, 2, or 3 Nuclear Facilities:
HC 1: AMEM – 0, AMNFS – 0, AMS – 1
HC 2: AMEM – 32, AMNFS – 0, AMS – 3
HC 3 AMEM – 6, AMNFS – 0, AMS – 3

Number of Radiological Facilities[1]: AMEM – 197, AMNFS – 4, AMS[4] – 150

Number of High or Moderate Hazard Non-Nuclear Facilities: AMEM – 3, AMNFS – 0, AMS[4] – 0

Number of Low Hazard Non-Nuclear Facilities: AMEM – 22, AMNFS – 0, AMS[4] – 0

Number of Documented Safety Analyses: AMEM – 13, AMNFS – 1, AMS[4] – 7

Number of Safety Systems[2]: AMEM – 28, AMNFS – 1, AMS[4] – 50

Number of Site Contractor Full Time Equivalents (FTEs): ~12,000

Number of Federal Office FTEs: ORO – 391

Security Facilities[3]: 35
- 3 Facilities with Security Importance Rating A
- 24 Facilities with Security Importance Rating B
- 8 Facilities with Security Importance Rating C
- 200 Non-possessing Facilities

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Notes:
1. Radiological Facilities are defined in 10 CFR 830 as below Hazard Category 3 Facilities. Hazard Category 1, 2 or 3 Nuclear Facilities should not be double counted as Radiological Facilities.
2. Safety Systems must be credited in a Documented Safety Analysis.
3. An "A" Facility is engaged in administrative activities essential to the overall DOE nuclear weapons program; is authorized to possess Top Secret matter; or possesses Category I quantities of Special Nuclear Material (SNM). A "B" Facility is engaged in activities other than those categorized as "A;" authorized to possess Secret Restricted Data or weapons data; designated a Field Intelligence Element; and, or authorized to possess Category II quantities of SNM. A "C" facility may possess Categories III or IV quantities of SNM or other nuclear material; and is authorized to possess matter other than the type categorized for "A" or "B." A Non-Possessing Facility is one that possesses no SNM or classified interest but has personnel who hold security clearances to perform work at other locations.
4. AMS does not have any defense nuclear facilities.

AMESH does not have direct responsibility for any facilities.

Technical Staffing Summary Table [1]			
Technical Capability	For All Facilities[1]		Comments
	Number of FTEs Needed[1]	Number of FTEs Onboard[1]	
Senior Technical Safety Managers	24.25	24.25	
Safety System Oversight Personnel[2]	3.17	2.95	
Facility Representatives[3]	23.47	23	
Other Technical Capabilities:	0	0	
Aviation Safety Manager	0.25	0.25	
Aviation Safety Officer	0.25	0.25	
Chemical Processing	1	0.1	
Civil/Structural Engineering	2.25	1.25	
Construction Mgmt	5.25	4.25	
Criticality Safety	3	1	
Deactivation and Decommissioning	6.25	4.5	
Electrical Systems	2.25	0.25	
Emergency Management	7.5	6	
Environmental Compliance	11	11	
Environmental Restoration	6	3.5	
Facility Maintenance Mgmt	2.75	1.75	
Fire Protection Engineering	3.75	2	
Industrial Hygiene	6	3	
Instrumentation and Control	0	0	
Mechanical Systems	3	2	
Nuclear Explosive Safety	0	0	
Nuclear Safety Specialist	11	4	
Occupational Safety & Industrial Safety	8.25	6.25	
Quality Assurance	13	10	
Radiation Protection	6	3	
Safeguards and Security	29.7	25.7	
Safety Software Quality Assurance	0.8	0.5	
Technical Program Manager	5	3	
Technical Training	3.35	1	
Transportation & Traffic Mgmt	3	2.5	
Waste Management	8	7.75	
TOTAL[5]	199.5	155	
Federal Project Directors[4]	16	15	

Notes:

1. These columns identify the number of FTEs needed to perform the Federal Safety Assurance function for ORO based on potential facility and operational hazards.
2. SSO staffing analysis worksheets may be used in this process. They are posted at http://www.hss.doe.gov/deprep/ftcp.
3. Facility Representative staffing analysis worksheets are posted at http://www.hss.doe.gov/deprep/ftcp.
4. Federal Project Managers/Directors at ORO are qualified via the Technical Qualification Program in their technical discipline and the Project Management Career Development Program in accordance with DOE O 361.1A.
5. There are 4 AMEM and 3 AMS technical FTEs not included in this total.

Section Three: Current Shortages and Plans for Filling Them

AMEM:

Facility Representatives (FRs): The current on-board FR staffing levels of 17 are adequate to properly oversee both the nuclear and non nuclear facilities and projects in AMEM. The hiring of any additional FR's will not occur until the confidence in future remediation projects increases and the need for additional FR's is evaluated. This status is reevaluated at least annually and more often if necessary due to any major work scope changes.

Safety System Oversight (SSO) Personnel: AMEM currently has 28 safety systems identified in 13 DSAs. The SSO disciplines are Criticality Accident Alarm Systems (CAAS), Instrumentation and Control (I&C), Ventilation Systems and Fire Protection. These systems are covered by 4 positions. While there are a couple of shortfalls in the SSO coverage calculation, specifically CAAS and Fire Protection, only the fire protection shortfall is of concern to ORO since CAAS coverage will take precedence over the CAAS SSO's other collateral (i.e., Nuclear Facility Maintenance management) duties. In the case of the fire protection engineer, the other duties (i.e., fire protection engineering) are equally important. This situation was created by the attrition this year of the other ORO Fire Protection Engineer (FPE). Accordingly, in both the Technical Staffing Summary Table and the SME discussion below, the need for additional FPE resources is identified.

Senior Technical Safety Managers (STSM): A vacancy is expected in early calendar year 2009.

Subject Matter Experts (other technical capabilities): Subject matter experts (SMEs) support with day to day operations and oversight activities is provided in different disciplines by FTEs. Subject matter expertise is furnished by either full-time AMEM employees or individuals that are dedicated to AMEM under an organizational matrix arrangement. ORO continues to have a need for seismic/structural engineering, nuclear safety and criticality safety SMEs. ORO has also identified the need for additional SME resources in the areas of fire protection, radiation protection, quality assurance (data management/trending, a senior auditor, and a QA SME deployed full time to the U^{233} Project), and maintenance management (specifically a work control and non-nuclear facility maintenance SME) . These needs will be addressed through personnel reassignment and/or new hires. Until these positions are filled, ORO will continue to utilize a combination of support service contractors along with qualified federal personnel who are in other fulltime positions on an as needed basis and personnel from other DOE sites or HQ. Finally, in isolated and unusual circumstances where additional expertise (such as in the area of occupational safety or environmental compliance) may be needed for an emerging or unplanned activity, appropriate compensatory arrangements are available through other local ORO organizations, personnel from other DOE sites and/or contract consultants.

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AMS:

With the AMS office, two technical shortages currently exist. Due to a retirement in CY 2008, the Director for the Operations and Oversight Division (an STSM position) is vacant. Additionally, the Federal Project Director for the ITER is vacant. Recruitment for both these positions is in progress with placement expected early in CY 2009.

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AMNFS:

None.

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AMSEM:

The Office of the Assistant Manager for Security and Emergency Management has 34 FTE positions; 29 of which are in the Technical Qualification Program. The evolving, expanding mission of Security and Emergency Management, new legal requirements that impose time and adjudication metrics in Personnel Security, combined with positions that have not been backfilled are stressing the organization and restricting AMSEM's ability to meet mission obligations with the quality expected for nuclear security.

The Access Authorization Branch has a priority need to fill two federal positions for personnel security specialists to satisfy requirements for additional federal adjudicators. These positions were in the process of being filled when the Science hiring freeze was imposed. These essential requirements for additional personnel security specialists are driven by three activities:

1. The Intelligence Reform Act of 2004 which became effective in 2005 creates progressive requirements to be met by federal agencies. Currently, the Adjudication Timelines Performance Target has increased to require 90% of adjudications to be completed within 20 days. At the present time, ORO is not meeting this requirement due to lack of sufficient staff. When new staff is acquired, it will take approximately 6 months for them to complete training requirements and be effective if they are not already trained and skilled.
2. HSPD-12 creates a new requirement to process access authorizations for all federal and contractor employees (including those without clearances) who access DOE facilities for six months or longer; and the issuance of personnel identification verification credentials.
3. Additionally, the number of clearances that will be required by the United States Enrichment Corporation (USEC) are projected to increase in 2009 and 2010 for projects at the Paducah and Portsmouth sites. USEC has projected that for 2009 they will submit 841 new requests for Q's and 590 Personal Identity Verification (PIV) cases.

The Security Oversight and Support Branch critically needs to backfill one physical scientist/industrial security position to replace a senior security specialist with physics background who retired in October 2008 with over 40 years service. This human resource deficiency increases the workload of remaining personnel and degrades the technical expertise for depth and quality of program support and oversight of security for nuclear activities under the operational purview of the Oak Ridge Office. The need to fill this position is reinforced by an increase in program support to the Portsmouth Paducah Project Office. The position was in the process of being filled when the Science hiring freeze was imposed.

The Materials Control and Accountability and Information Security Branch needs one additional position or the transfer of the Nuclear Materials Management (NMM) function to the Office of the Assistant Manager for Nuclear Fuel Supply. The NMM work was transferred to the Office of Security and Emergency Management along with an FTE position due to the need to have this programmatic function reside in a Limited Security Area (LSA). When the incumbent doing the NMM work retired, the position was not backfilled. The inventories at ISOTEK, Building 3019, and at East Tennessee Technology Park, Building K-25, have now been declassified, and an LSA is no longer required to perform this work function. All other associated NMM work resides in the Nuclear Fuel Supply Office. The work continues to increase due to creation of a new HQ program office with the mission of

consolidation of nuclear materials. To meet mission requirements, another position will be required in AMSEM, or the work should be transferred back to Nuclear Fuel Supply.

The Emergency Management Team needs one additional federal position because of growth in the scope of emergency management activities required in the area of Continuity of Operations, increased activities in Hazard Screening and Hazard Assessment documents, and assessments of contractor emergency management programs.

In summary, five additional, federal FTE's are needed for a total of 39 positions. Of these positions, two are needed in the Access Authorization Branch, one in the Security Oversight and Support Branch, and one in the Emergency Management Team. Additionally, the Materials Control and Accountability and Information Security Branch will require an additional FTE unless Nuclear Material Management Functions are transferred to the Assistant Manager for Nuclear Fuel Supply.

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AMESH:

AMESH has 6 STSMs and 34 Technical Staff. Thirty-two have completed their qualifications, and 8 are on schedule for completion of their qualifications. These staff members are routinely called upon by ORO, SC, and other organizations to support emerging issues, oversight and assessment activities, technical consultations, and various reviews. In addition, AMESH partners with organizations to develop, implement, and continuously improve safety processes, approaches, and procedures/directives. In the near term, needs have been identified for the following disciplines: Criticality Safety, Fire Protection, Industrial Hygiene, Electrical Safety, Nuclear Safety, Occupational Safety, Quality Assurance, Radiation Protection, Safety Software Quality Assurance, Quality Assurance, and Technical Program Management. These needs take into consideration retirement, internal and external job changes, existing vacancies, etc.

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AMA:

None.

Section Four: Projected Shortage/Surplus Over Next Five Years

AMEM:

In the next few years, there will be significant increase in overall activity in the Environmental Management program, due to the addition of new cleanup scope from the Integrated Facility Disposition Project (IFDP). This project, having recently received Critical Decision 1 approval, will necessitate adjustment in assignment of project managers, contract managers, project controls specialists, safety and health subject matter experts, and budget analysts to complete. Also, with the addition of the U^{233} Downblend Project to EM, major dismantlement and construction activities are anticipated to begin the very near term. Due to the increased workload and newly identified skills needed for oversight and support of the IFDP and 3019 activities, the technical and management staff may need to further allocate their time due to a fluctuating and increasing workload. Additionally, ORO has determined that it is necessary to increase federal staffing to address some of the critical needs identified during this review. Currently, ORO is attempting to address these needs through a combination of new hires and reassignment of current staffing. As required, contract support staff will be used during this period to

ensure the critical needs are met while additional staff is acquired and/or realignments of existing staffing are accomplished. The technical capabilities of the staff are being reevaluated during this time to insure an appropriate mix of skills is available to adequately manage and oversee the new projects.

No surplus positions are foreseen at this time.

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AMS:

AMS resource loads and vulnerabilities are evaluated on a real time basis. Within ORO as a whole, organizational units stay closely interfaced as mission changes both demand as well as free-up resources. The only projected shortages would be due to retirements, not mission-related changes. The AMS missions are expected to be stable over the next five years

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AMNFS:

None.

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AMSEM:

Existing shortages are currently impacting the quality of security and accomplishment of the security mission. Mission requirements in the area of personnel security clearances; HSPD-12 identity verification and credentialing; and numbers of sites requiring oversight and surveys are projected to increase over the next five years. After five years, clearance projections indicate a gradual decline. However, the stringent timelines for processing and adjudicating clearances that are required by the Intelligence Reform Act of 2004 will be in full effect and the potential for decreasing staff requirements is uncertain. It is important to note the number of employees who have both age and years of service to qualify for immediate retirement. Twenty of 34 employees will be eligible to retire within 5 years (59%), twelve of which are immediately eligible (36%). Among those eligible, it is expected that at least 3 will retire in 2009; one in Emergency Management (discussed above); the Deputy Assistant Manager; and one from the Security Oversight and Support Branch.

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AMESH:

When consideration is given to the internal and external job changes, the increased demand for support, and within the next two years (FY-09 thru FY-10) approximately 16 employees that are eligible for full retirement, AMESH must ensure that the appropriate number of personnel, with the appropriate skill mix, is available to support both ORO and ISC activities

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AMA:

None.

Section Five: General Comments or Recommendations Related to the Technical Staffing

AMEM:

It is anticipated that at least three senior technical managers, four facility representatives, and four others from the technical staffing table will be retirement eligible. Though there is no specific data on the potential attrition, it must be considered due to the increasing age of the workforce and the lack of hiring junior replacements. Estimating, scheduling, and project controls continues to be an understaffed area as previously identified in the National Academy of Public Administration Best in Class Review. Currently seven positions are being filled through Project, Time, Cost, Inc. and High Bridge Associates, Inc. & Work Management, Inc.

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AMS:

None.

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AMNFS:

None.

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AMSEM:

Twenty nine of the 34 AMSEM positions that are currently occupied are appropriately designated in the Technical Qualification Program (TQP). In addition, the TQP requirements for the Deputy Assistant Manager position will be modified to include the STSM qualifications.

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AMESH:

The requirements that the Department is implementing, commitments to DNSFB Recommendations (e.g., 2004-1), the implementation of 10 CFR 851 and the increasing technical requests from other SC sites that are supported through our Technical Service Center agreement may have an impact on staffing levels and the skill mix needed to perform the AMESH mission. AMESH has already begun to address the concern that some critical positions are only "one deep."

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AMA:

None.