

117TH CONGRESS  
1ST SESSION

# S. 1856

To enhance the security operations of the Transportation Security Administration and stability of the transportation security workforce by applying the personnel system under title 5, United States Code, to employees of the Transportation Security Administration, and for other purposes.

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## IN THE SENATE OF THE UNITED STATES

MAY 26, 2021

Mr. SCHATZ (for himself, Mr. PETERS, Mr. BLUMENTHAL, Mr. BOOKER, Mrs. GILLIBRAND, Mr. SANDERS, Mr. WARNER, Ms. HASSAN, Mr. VAN HOLLEN, Mr. PADILLA, Mr. CARDIN, Mr. MARKEY, Ms. WARREN, Mr. KAINE, Mr. MENENDEZ, Mr. CASEY, Ms. CORTEZ MASTO, Ms. KLOBUCHAR, Mr. BENNET, Ms. DUCKWORTH, Ms. HIRONO, Mr. BROWN, Ms. ROSEN, Mr. DURBIN, Ms. BALDWIN, Mr. LUJÁN, Mr. WYDEN, and Mr. MURPHY) introduced the following bill; which was read twice and referred to the Committee on Commerce, Science, and Transportation

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## A BILL

To enhance the security operations of the Transportation Security Administration and stability of the transportation security workforce by applying the personnel system under title 5, United States Code, to employees of the Transportation Security Administration, and for other purposes.

1 *Be it enacted by the Senate and House of Representa-*  
2 *tives of the United States of America in Congress assembled,*

1 **SECTION 1. SHORT TITLE.**

2 This Act may be cited as the “Rights for the Trans-  
3 portation Security Administration Workforce Act of  
4 2021” or the “Rights for the TSA Workforce Act of  
5 2021”.

6 **SEC. 2. DEFINITIONS.**

7 In this Act—

8 (1) the term “2019 Determination” means the  
9 publication entitled “Determination on Transpor-  
10 tation Security Officers and Collective Bargaining”,  
11 issued on July 13, 2019, by Administrator David P.  
12 Pekoske;

13 (2) the term “adjusted basic pay” means—

14 (A) the rate of pay fixed by law or admin-  
15 istrative action for a position occupied by a cov-  
16 ered employee, before any deductions; and

17 (B) any regular, fixed supplemental pay-  
18 ment for non-overtime hours of work creditable  
19 as basic pay for retirement purposes, including  
20 any applicable locality payment and any special  
21 rate supplement;

22 (3) the term “Administrator” means the Ad-  
23 ministrator of the Transportation Security Adminis-  
24 tration;

1           (4) the term “conversion date” means the date  
2           on which paragraphs (1) through (4) of section 3(c)  
3           take effect;

4           (5) the term “covered employee” means an em-  
5           ployee who occupies a covered position;

6           (6) the term “covered position” means a posi-  
7           tion within the Transportation Security Administra-  
8           tion;

9           (7) the term “employee” has the meaning given  
10          the term in section 2105 of title 5, United States  
11          Code, which shall be determined without regard to  
12          any provision of law cited in paragraph (9);

13          (8) the term “Secretary” means the Secretary  
14          of Homeland Security; and

15          (9) the term “TSA personnel management sys-  
16          tem” means any personnel management system es-  
17          tablished or modified under—

18                 (A) section 111(d) of the Aviation and  
19                 Transportation Security Act (49 U.S.C. 44935  
20                 note); or

21                 (B) section 114(n) of title 49, United  
22                 States Code.

1 **SEC. 3. CONVERSION OF TSA PERSONNEL.**

2 (a) RESTRICTIONS ON CERTAIN PERSONNEL AU-  
3 THORITIES.—Notwithstanding any other provision of law,  
4 effective as of the date of enactment of this Act—

5 (1) any TSA personnel management system in  
6 use for covered employees and covered positions on  
7 the day before that date of enactment, and any  
8 Transportation Security Administration personnel  
9 management policy, letters, guideline, or directive in  
10 effect on that day, may not be modified;

11 (2) no Transportation Security Administration  
12 personnel management policy, letter, guideline, or di-  
13 rective that was not established before that date  
14 issued under section 111(d) of the Aviation and  
15 Transportation Security Act (49 U.S.C. 44935 note)  
16 or section 114(n) of title 49, United States Code,  
17 may be established; and

18 (3) any authority to establish or adjust a  
19 human resources management system under chapter  
20 97 of title 5, United States Code, shall terminate  
21 with respect to covered employees and covered posi-  
22 tions.

23 (b) PERSONNEL AUTHORITIES DURING TRANSITION  
24 PERIOD.—Any TSA personnel management system in use  
25 for covered employees and covered positions on the day  
26 before the date of enactment of this Act and any Trans-

1 portation Security Administration personnel management  
2 policy, letter, guideline, or directive in effect on the day  
3 before the date of enactment of this Act shall remain in  
4 effect until the effective date under subsection (c).

5 (c) TRANSITION TO GENERAL PERSONNEL MANAGE-  
6 MENT SYSTEM APPLICABLE TO CIVIL SERVICE EMPLOY-  
7 EES.—Effective as of a date determined by the Secretary,  
8 but in no event later than 180 days after the date of enact-  
9 ment of this Act—

10 (1) each provision of law cited in section 2(9)  
11 is repealed;

12 (2) any Transportation Security Administration  
13 personnel management policy, letter, guideline, or di-  
14 rective, including the 2019 Determination, shall  
15 cease to be effective;

16 (3) any human resources management system  
17 established or adjusted under chapter 97 of title 5,  
18 United States Code, with respect to covered employ-  
19 ees or covered positions shall cease to be effective;  
20 and

21 (4) covered employees and covered positions  
22 shall be subject to the provisions of title 5, United  
23 States Code.

24 (d) SAFEGUARDS ON GRIEVANCES.—In carrying out  
25 this Act, the Secretary shall take such actions as are nec-

1   essary to provide an opportunity to each covered employee  
2   with a grievance or disciplinary action (including an ad-  
3   verse action) pending within the Transportation Security  
4   Administration on the date of enactment of this Act, or  
5   at any time during the transition period described in sub-  
6   section (c), to have that grievance removed to proceedings  
7   pursuant to title 5, United States Code, or continued with-  
8   in the Administration.

9   **SEC. 4. TRANSITION RULES.**

10       (a) **NONREDUCTION IN PAY AND COMPENSATION.**—

11           (1) **IN GENERAL.**—Subject to paragraph (2),  
12       under pay conversion rules as the Secretary may  
13       prescribe to carry out this Act, a covered employee  
14       converted from a TSA personnel management sys-  
15       tem to the provisions of title 5, United States Code,  
16       under section 3(c)(4) shall not be subject to any re-  
17       duction in the rate of adjusted basic pay payable, or  
18       total compensation provided, to that covered em-  
19       ployee.

20           (2) **FEDERAL AIR MARSHAL SERVICE.**—An em-  
21       ployee of the Federal Air Marshal Service converted  
22       from a TSA personnel management system to the  
23       provisions of title 5, United States Code, under sec-  
24       tion 3(c)(4) shall be converted such that the rate of  
25       adjusted basic pay payable to the employee is not

1 less than that rate for a position at GS-13 of the  
2 General Schedule.

3 (b) PRESERVATION OF OTHER RIGHTS.—With re-  
4 spect to each covered employee, as of the conversion date,  
5 the Secretary shall take any actions necessary to ensure  
6 that—

7 (1) any annual leave, sick leave, or other paid  
8 leave accrued, accumulated, or otherwise available to  
9 the covered employee, as of the day before the con-  
10 version date, shall remain available to the covered  
11 employee until used; and

12 (2) the Government share of any premiums or  
13 other periodic charges under chapter 89 of title 5,  
14 United States Code, governing group health insur-  
15 ance shall be paid in an amount that is not less than  
16 the amount paid for those premiums and other peri-  
17 odic charges, as of the day before the conversion  
18 date.

19 (c) GAO STUDY ON TSA PAY RATES.—Not later  
20 than 270 days after the date of enactment of this Act,  
21 the Comptroller General of the United States shall submit  
22 to Congress a report on the differences in rates of pay,  
23 classified by pay system, between Transportation Security  
24 Administration employees—

1           (1) with duty stations in the contiguous 48  
2 States; and

3           (2) with duty stations outside of the States de-  
4 scribed in paragraph (1), including those employees  
5 located in any territory or possession of the United  
6 States.

7           (d) **RULE OF CONSTRUCTION.**—During the transition  
8 period described in section 3(c), and after the conversion  
9 date, the Secretary shall ensure that the Transportation  
10 Security Administration continues to prevent the appoint-  
11 ment of individuals who have been convicted of a sex  
12 crime, an offense involving a minor, a crime of violence,  
13 or terrorism.

14 **SEC. 5. CONSULTATION REQUIREMENT.**

15           (a) **EXCLUSIVE REPRESENTATIVE.**—

16           (1) **IN GENERAL.**—The labor organization cer-  
17 tified by the Federal Labor Relations Authority on  
18 June 29, 2011, or a successor labor organization,  
19 shall be—

20                   (A) treated as the exclusive representative  
21 of full- and part-time non-supervisory personnel  
22 of the Transportation Security Administration  
23 carrying out screening functions under section  
24 44901 of title 49, United States Code; and



1           (B) the exclusive representative for the  
2           personnel described in subparagraph (A) under  
3           chapter 71 of title 5, United States Code, with  
4           full rights under that chapter.

5           (2) APPLICATION.—Any collective bargaining  
6           agreement covering the personnel described in para-  
7           graph (1)(A) that is in effect on the date of enact-  
8           ment of this Act shall remain in effect, consistent  
9           with subsection (d).

10          (b) CONSULTATION RIGHTS.—

11           (1) IN GENERAL.—Not later than 7 days after  
12           the date of enactment of this Act, the Secretary  
13           shall consult with the exclusive representative for the  
14           personnel described in subsection (a)(1)(A) under  
15           chapter 71 of title 5, United States Code, as well as  
16           appropriate labor associations that represent a sub-  
17           stantial percentage of employees, on the formulation  
18           of plans and deadlines to carry out the conversion of  
19           covered employees and covered positions under this  
20           Act.

21           (2) PLANS.—Before the conversion date, the  
22           Secretary shall provide (in writing) to the exclusive  
23           representative and labor associations described in  
24           paragraph (1) the plans for how the Secretary in-  
25           tends to carry out the conversion of covered employ-

1       ees and covered positions under this Act, including  
2       with respect to such matters as—

3               (A) the anticipated conversion date; and

4               (B) measures to ensure compliance with  
5       sections 3 and 4.

6       (c) **REQUIRED AGENCY RESPONSE.**—If any views or  
7       recommendations are presented under subsection (b) by  
8       the exclusive representative, or the labor associations de-  
9       scribed in that subsection, the Secretary shall—

10           (1) consider the views or recommendations be-  
11          fore taking final action on any matter with respect  
12          to which the views or recommendations are pre-  
13          sented; and

14           (2) provide the exclusive representative and  
15          those labor associations a written statement of the  
16          reasons for the final actions to be taken.

17       (d) **SUNSET PROVISION.**—The provisions of this sec-  
18       tion shall cease to be effective as of the conversion date.

19       **SEC. 6. NO RIGHT TO STRIKE.**

20       Nothing in this Act may be considered—

21           (1) to repeal or otherwise affect—

22               (A) section 1918 of title 18, United States  
23               Code (relating to disloyalty and asserting the  
24               right to strike against the Government); or

1 (B) section 7311 of title 5, United States  
2 Code (relating to loyalty and striking); or  
3 (2) to otherwise authorize any activity that is  
4 not permitted under either provision of law cited in  
5 paragraph (1).

6 **SEC. 7. RULE OF CONSTRUCTION WITH RESPECT TO CER-**  
7 **TAIN CRIMES RELATING TO TERRORISM.**

8 Nothing in this Act may be construed to contradict  
9 chapter 113B of title 18, United States Code, including  
10 with respect to—

11 (1) section 2332b (relating to acts of terrorism  
12 transcending national boundaries);

13 (2) section 2339 (relating to harboring or con-  
14 cealing terrorists); and

15 (3) section 2339A (relating to providing mate-  
16 rial support to terrorists).

17 **SEC. 8. REPORT BY GAO REGARDING TSA RECRUITMENT.**

18 (a) IN GENERAL.—Not later than 1 year after the  
19 date of enactment of this Act, the Comptroller General  
20 of the United States shall submit to Congress a report  
21 on the efforts of the Administrator regarding recruitment,  
22 including recruitment efforts relating to—

23 (1) veterans and the dependents of veterans;  
24 and

1           (2) members of the Armed Forces and the de-  
2           pendents of those members.

3           (b) CONTENTS.—The report required under sub-  
4           section (a) shall include recommendations regarding how  
5           the Administrator may improve the recruitment efforts de-  
6           scribed in that subsection.

7           **SEC. 9. SENSE OF CONGRESS.**

8           It is the sense of Congress that—

9           (1) the personnel system of the Transportation  
10          Security Administration provides insufficient bene-  
11          fits and workplace protections to the workforce that  
12          secures the transportation systems of the United  
13          States; and

14          (2) the workforce of the Transportation Secu-  
15          rity Administration should be provided protections  
16          and benefits under title 5, United States Code.

17          **SEC. 10. FEDERAL AIR MARSHAL SERVICE.**

18          The Administrator shall—

19          (1) implement in-person or remote (by means of  
20          telecommunications) mental health programs at each  
21          field office of the Federal Air Marshal Service that  
22          offer, at a minimum, confidential and direct psy-  
23          chiatric counseling; and

24          (2) consult with appropriate labor associations  
25          that represent a substantial percentage of Federal

1 Air Marshal Service employees regarding, with re-  
2 spect to those employees—

3 (A) mental health;

4 (B) suicide rates;

5 (C) morale and recruitment;

6 (D) equipment and training; and

7 (E) any other personnel issues the Admin-  
8 istrator determines appropriate.

9 **SEC. 11. VETERANS HIRING.**

10 (a) DEFINITIONS.—In this section, the terms “dis-  
11 abled veteran”, “preference eligible”, and “veteran” have  
12 the meanings given the terms in section 2108 of title 5,  
13 United States Code.

14 (b) PRIORITIZATION.—The Secretary shall prioritize  
15 the appointment of veterans, including disabled veterans,  
16 and other preference eligibles, including widows and wid-  
17 ows of veterans, to covered positions.

18 **SEC. 12. PREVENTION AND PROTECTION AGAINST CERTAIN**  
19 **ILLNESS.**

20 The Administrator, in coordination with the Director  
21 of the Centers for Disease Control and Prevention and the  
22 Director of the National Institute of Allergy and Infec-  
23 tious Diseases, shall ensure that covered employees are

- 1 provided proper guidance regarding prevention and protec-
- 2 tions against coronavirus, including appropriate resources.

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