

**DEPARTMENT OF HOMELAND SECURITY**  
**Office of Inspector General**

**Review of TSA Non-Screener  
Administrative Positions**



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### Preface

The Department of Homeland Security (DHS) Office of Inspector General (OIG) was established by the *Homeland Security Act of 2002* (Public Law 107-296) by amendment to the *Inspector General Act of 1978*. This is one of a series of audit, inspection, and special reports prepared as part of our oversight responsibility to promote economy, effectiveness, and efficiency within the department.

This report evaluates the TSA non-screening administrative staffing issue. It is based on interviews with employees and officials of relevant agencies and institutions, direct observations, quantitative analysis, and a review of applicable documents.

The recommendations herein have been developed to the best knowledge available to our office, and have been discussed in draft with those responsible for implementation. It is our hope that this report will result in more effective, efficient, and economical operations. We express our appreciation to all of those who contributed to the preparation of this report.

A handwritten signature in cursive script that reads "Richard L. Skinner".

Richard L. Skinner  
Inspector General

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## Abbreviations

AAAE	American Association of Airport Executives
AFSD	Assistant Federal Security Director
DFSD	Deputy Federal Security Director
DHS	Department of Homeland Security
FSD	Federal Security Director
FTE	Full Time Equivalent
NFC	National Finance Center
OIG	Office of Inspector General
PP5	Pilot Program
SSP	Screening Partnership Program
TSA	Transportation Security Administration

# OIG

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*Department of Homeland Security  
Office of Inspector General*

## **Executive Summary**

On July 6, 2005, Congressman John Mica, Chairman, House Aviation Subcommittee wrote the Secretary of the Department of Homeland Security and the Chairmen of the House and Senate Appropriations Subcommittees on Homeland Security, to request immediate and appropriate legislative or administrative action to reduce or place a cap on Transportation Security Administration (TSA) non-screener administrative staffing positions at airports around the country (see Appendix C). Federal Security Directors (FSD) have significant responsibilities as the highest-ranking federal officials in charge of day-to-day direction of airport security staff and operations. Their administrative staff of 1,850 employees supports a passenger and baggage-screening workforce of 47,037 screeners. The Chairman raised concerns that the administrative staff are top-heavy and underutilized at several airports, and include overpaid supervisory screeners. The Chairman also requested that the Office of Inspector General (OIG) review these issues.

We could not answer completely the Chairman's questions. The initial staffing plan adopted by TSA resulted in significant variations in staffing among airports. Some airports were understaffed while others were overstaffed. However, there are classification issues that preclude a firm conclusion. TSA excludes from its count of administrative staff those workers in non-screener positions with responsibilities for other FSD functions, such as law enforcement, cargo inspection, legal counsel, and regulatory compliance. In addition, TSA often enlists screeners to perform administrative duties; some are tied to screener administration, but some are used to fulfill TSA or FSD administrative needs. Available timekeeping records do not permit a separation of the costs or associated FTEs into the two usages, so it is not possible to determine the full extent of FSD administrative activity. We were told that, to a lesser degree, FSD administrative staff also was employed upon occasion to fill screener administrative needs. Thus, it is not possible to determine how much administrative workforce TSA now uses, and thereby to assess whether TSA uses too much or needs more. What was clearer was that TSA's initial staffing actions lacked coherency and resulted in some cases in significant disparities in staffing at airports.

In July 2005, TSA completed a Hub-Spoke Realignment and Reallocation Plan. The plan will alter the operational relationships of FSD offices at various airports, creating principal (Hub) and dependent (Spoke) airports, and provide better symmetry among FSD staffing patterns when analyzed according to category of airport, number of screeners, and number of administrative positions. TSA expects to complete implementing the plan by September 30, 2006 but has not received the funding for the additional 139 positions they say they require.

Staffing under the old allocations should be realigned and the new plan appears to provide better solutions. However, we do not have a confident basis upon which to recommend that TSA should reduce, cap, or increase its FSD administrative staff without better data. Even TSA's proposed plan does not answer the question of whether it needs more or could get by with fewer administrative positions. It is only a more uniform allocation of the number of positions stated. TSA has never determined the precise number of FSD administrative positions it needs. Consequently, our recommendations first propose that TSA conduct and complete such an analysis. In the meantime, we would not recommend a cap or limit on TSA's administrative positions. This opinion is based on interviews we conducted in which TSA employees in the field affirmed the existence of administrative shortages and in which we learned of the recurring diversion of screeners for administrative work. TSA may also reap economies as administrative functions are consolidated in its new Hub-Spoke arrangement and as a result of its proposed transition to a reportedly more efficient payroll system. So, we are not confident that the data or available information can support a specific FTE limitation.

We are recommending that, before TSA takes any further action regarding FSD non-screener staffing levels, the Assistant Secretary, TSA: (1) conduct a workforce analysis of FSD non-screener staff and develop a staffing model to identify the number of employees actually needed at airports; (2) review proposed adjustments to FSD staffing levels and ratios of administrative to screener personnel; (3) continue to study technologies or systems that will automate data entry functions at airports; and (4) reclassify administrative positions using more inclusive position titles to incorporate more of the functions employees perform and facilitate the hiring of administrative personnel.

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## Background

Following the September 11, 2001, terrorist attacks in the United States, TSA was established after Congress enacted the *Aviation and Transportation Security Act* (P. L. 107-71, § 101, 115 Stat. 597 (2001)). Part of TSA's mission is to protect the nation's air transportation system through passenger and baggage screening. With a workforce of 47,037 screeners, TSA screens more than 250 million pieces of checked baggage and carry-on passenger baggage annually at the nation's 429 commercial airports. FSDs oversee TSA activities at the airports. There are 1,850 FSD employees nationwide.<sup>1</sup> They perform a myriad of functions, most in direct support of screening operations, including payroll, budget, personnel, customer service, screening training, scheduling, and clerical. FSD staff also support TSA's 1,000 regulatory inspectors and 300 law enforcement personnel who work in airports around the country. FSD administrative staffs vary in their composition. In addition to the FSD, they include positions such as Deputy FSD (DFSD), Administrative Officer, Human Resources Specialist, Financial Specialist, Stakeholder Liaison, Customer Service Manager, and Secretary (see Appendix E).

In November 2002, TSA allocated the number and type of FSD administrative positions according to airport categorization. TSA categorizes airports based on size, geographical location, geo-political circumstances, and enplanements (the boarding of a commercial aircraft by a passenger).<sup>2</sup> Generally, the larger airports were authorized to hire more staff. For example, Category X and Large Category I airports were authorized to have 16 FSD administrative staff positions, while Medium Category II and Large Category III hubs were authorized to fill 10 positions.

In July 2005, TSA began moving to a new realigned hub and spoke statewide system and the process was completed in November 2005. The purpose of the hub and spoke system is to make more efficient and economic use of administrative and screening resources. Under the system, hub airports will

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<sup>1</sup> References to "FSD staff" relate to the number of authorized support positions assigned to the FSD. It does not include the number of screeners, regulatory inspectors, or law enforcement personnel assigned to the airport, or to screeners who are assigned to the FSD.

<sup>2</sup> Examples of different categories of airports are as follows: Los Angeles and John F. Kennedy are Category X airports; New Orleans and Pittsburgh are Category I airports; Lubbock and Savannah are Category II airports; Duluth and Erie are Category III airports; and Tupelo and Morgantown are Category IV airports.

provide the administrative support for multiple smaller airport spokes. TSA is planning to realign several hundred FSD administrative positions such that large category airports will gain positions while smaller airports will forfeit some positions. However, due to a lack of funding for fiscal year 2006 and a hiring freeze TSA instituted on September 12, 2005, the transfer or hiring of personnel under the realignment plan was put on hold.<sup>3</sup>

Congress has funded fewer positions each of the last four years than TSA requested (see Table 1).

**Table 1: Budget Request and Funding for FSD Administrative Positions**

	2003	2004	2005	2006
Requested	2,632	Not available*	2,500	2,500
Funded**	2,133	1,943	1,850	1,801

\* TSA was unable to provide us with the data at the time of writing this report.

\*\* Chief Financial Office reported funded positions were 1,898 for 2004 and 1,892 for 2005.

## Results of Review

### TSA Needs to Conduct a Workforce Analysis

After its creation in 2002, TSA responded quickly to establish its security operations at airports. It hired and deployed FSDs and administrative support to oversee these operations. Lacking any useful historical or analogous data, TSA never precisely determined how many administrative positions were needed to support the screener staff. Using a subjective, consensus-driven approach, TSA estimated how many resources it needed and allocated a certain number of administrative positions to each FSD, based on their respective airport category. In November 2002, TSA developed its first staffing chart for airports, which called for 2,632 positions (see Table 2).

<sup>3</sup> The Office of Security Operations developed a formal waiver process to allow movement of people within an airport system or in emergency cases (for example, after Hurricane Katrina struck the south coast, some personnel were allowed to move out of New Orleans).

**Table 2: Original FSD Staff Positions By Airport Category**

	Cat X & Large Cat I	TSES Large Cat I*	Large Cat I & II	Medium Cat I & Large Cat II, & III Hubs	Medium Cat II & Large Cat III Hubs	Medium Cat III & Large Cat IV Hubs	Cat II & III (250K+)	Cat III & IV (50K+)	Cat III & IV (<50K)	Total
Number of Airports	28	24	34	19	46	7	26	80	183	447
Planned Positions per Airport	23	21	18	15	10	3	1	1	0	
Total Positions	644	504	612	285	460	21	26	80	0	2,632
Authorized per Category	16	15	15	12	10	3	1	1	0	
Total Authorized	448	360	510	228	460	21	26	80	0	2,133

\* Transportation Security Executive Service (TSES) Large Category I airports are headed by FSDs who hold Senior Executive Service positions.

Each FSD was entitled to hire according to his or her concept of the airport’s needs by choosing positions from a list provided by TSA. These materials did not set requirements for essential functions or recommended ratios of administrative support to screeners. TSA did not develop or use any formula-based model for its staffing decisions, and this resulted in many over or understaffed airports.

In order for the administrative employees to effectively support the screener staff, TSA needs to know the number of administrative employees as well as the type of positions needed. It needs to conduct a workload analysis that accurately determines the number of support staff needed. This analysis should lead to a staffing model similar to the Screener Allocation Model, and reflect screener staffing allocations, the hub and spoke structure, and other relevant factors.<sup>4</sup> It should provide new information to help determine whether to reduce, cap, or increase administrative staff levels.

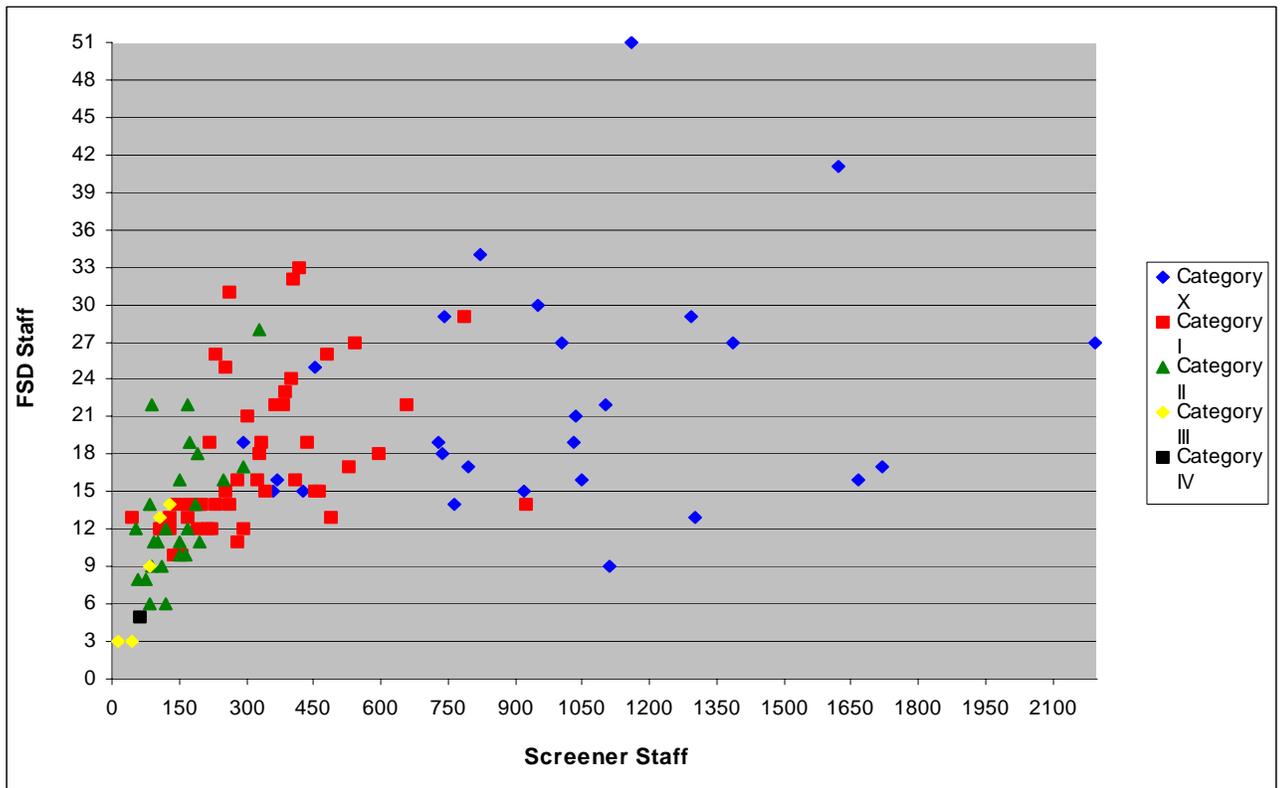
## Relative Comparison Revealed Under and Overstaffed Airports

We reviewed how the original staffing chart translated into actual staffing levels at airports. To establish a reasonable basis for comparison, we identified current FSD staffing totals and combined the data according to TSA’s new hub and spoke structure. Specifically, we tallied FSD staff in each hub airport, and its assigned spokes, and compared those totals to other hub

<sup>4</sup> The Screener Allocation Model incorporates various complex assumptions about baggage staffing, checkpoint staffing, passenger arrival distributions, and baggage distributions to determine optimal levels of passenger and baggage screeners at airports.

and spoke areas, relative to the number of screeners and screening managers being supported. The data suggests that TSA’s original staffing chart led to inconsistent deployment of personnel. Staffing was not uniform, especially for airports within the same category. Several hub and spoke areas appeared to be over or understaffed (see Graph 1).

**Graph 1: Hub and Spoke Areas Plotted by FSD and Screener Staff**



It is important to point out that TSA does not count all airport positions as part of the FSD administrative staff. Although the Assistant Federal Security Director (AFSD)-Law Enforcement and the AFSD-Regulatory and Inspections are stationed at airports, TSA does not consider them to be part of the FSD administrative staff because their salaries are funded from separate budgets and not necessarily determined by the number of screener personnel.<sup>5</sup> Attorneys are stationed at large airports, but they report to their supervisors at TSA headquarters. Additionally, TSA considers screening managers that supervise screeners to be part of the screener workforce. We agree that

<sup>5</sup> The six different budget groups are: 1) FSD and Staff, 2) Screener, 3) Screening Manager, 4) Law Enforcement, 5) Regulatory Inspectors, and 6) Air Cargo.

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screening managers are not administrative positions. We counted screener managers as part of the screening staff because they directly supervise screeners (and lead screeners), and their duties are more similar to screeners. Their offices are collocated at the airports, and they are supported by the FSD administrative staff as screeners are.

Using the number of screeners FSD staff support for comparison, several small and large hub and spoke areas illustrated the problem with the original staffing model. For example:

- Hawaii's airport structure is made up of its hub, Honolulu, and six spoke airports. Honolulu has a large FSD administrative staff compared to other airports that have a similar sized screener staff and spoke structure. Hawaii has a total of 51 FSD administrative staff members for 1,160 screeners, a ratio of one staff person to every 23 screeners. Comparatively, Newark International Airport, a Category X airport with no hubs, appears understaffed. Including the FSD, there are 13 administrative staff to support 1,302 screeners, a ratio of one FSD staff person to every 100 screeners.
- El Paso International Airport is a Category I airport with no spokes. There are a total of 13 FSD staff members for 129 screeners. With a ratio of 1:10, El Paso appears overstaffed compared to John F. Kennedy International Airport (JFK), which appears equally understaffed. JFK is a Category X airport with no spokes. It has 16 FSD staff members to 1,665 screeners, a ratio of 1:104.
- Jacksonville International Airport is a Category I airport with three smaller spoke airports. There are 31 FSD staff members and 261 screeners, a very low ratio of 1:8. On the other hand, Memphis International Airport, also a Category I airport, has one spoke but a total of 11 FSD staff members for 279 screeners, a ratio of 1:25.
- O'Hare International Airport, a category X airport with one spoke, has 41 FSD staff members and 1,621 screeners, or one staff person for every 39 screeners. On the contrary, Miami International Airport, a Category X airport with no spokes, has 1,722 screeners--101 more than O'Hare--but 24 fewer administrative staff. With 17 administrative staff, it has one staff person for every 101 screeners.

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We analyzed staffing data for hundreds of airports and there is no clear benchmark regarding staff size. For example, not taking into account any of their spokes, Category X airports currently average one administrative staff person for every 49 screeners. Category I airports average one staff person for every 19 screeners. Therefore, depending on the point of view, the airports above could be under or overstaffed (ratios are discussed further on page 10). More important, these examples illustrate the need for TSA to study in greater detail minimum staffing requirements of various hub and spoke areas and determine their optimum staff size. Category II airports may represent ideal case studies because their administrative staffs tend to be a larger percentage of generally smaller screener staffs and could represent a truer picture of the minimum number of staff required to sustain operations.

### **Comparison of Chairman and TSA's data for select airports**

In the preceding section, we identified some examples of the nation's airports that were over and understaffed, based on our analysis of the FSD staff to screeners ratio number. In this section, we evaluated the overstaffing issue in all eight airports sampled in Chairman Mica's July 6, 2005, letter as well as TSA's response to his concerns. In each airport, actual FSD staff levels were lower than those levels identified by the Chairman (see Table 3). The Chairman included certain positions that TSA does not count, such as Assistant FSDs (AFSD) for Law Enforcement and Regulations & Inspections and Screener Managers, in the composition of the FSD administrative staff.<sup>6</sup>

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<sup>6</sup> We discussed the Chairman's concerns with the American Association of Airport Executives and several airport directors. Opinions about over-staffed administrative positions were in the minority, and may have been due to misconceptions about the 1) composition, duties and responsibilities of the FSD administrative staff and 2) the chain of command of airport's federal personnel outside the FSD administrative staff.

**Table 3: Comparison of Chairman and TSA’s Data For Select Airports**

	Airport Category	Number of FSD Administrative Position		Number of Screeners	Screeners per Administrative Position	Hub or No Spoke Airport
		Mica	TSA			
Rapid City, SD	III	9	6	37	6	Hub
Manchester, NH	I	25	14	168	12	Hub
Rochester, NY*	II	21	8	143	17	Hub
Columbus, OH	I	29	19	218	11	Hub
Orlando, FL	X	24	15	958	63	No spoke
San Francisco, CA*	X	44	9	1,099	122	No spoke
Denver, CO	X	36	19	724	38	Hub
Los Angeles, CA	X	105	27	2,179	80	No spoke

\* Rochester and San Francisco are PP5 airports.<sup>7</sup>

In its January 25, 2006, response to the Chairman, TSA addressed the differences in two airports, San Francisco (SFO) and Rochester (ROC).<sup>8</sup> It described SFO’s administrative staff as follows:

*Of those 43 administrative positions, 12 are screening managers on the floor overseeing screening operations as required by the Aviation and Transportation Security Act (ATSA); 13 are aviation inspectors performing regulatory duties such as cargo, airline, and airport security inspections; 1 is a law enforcement officer; 5 are rail inspectors accomplishing inspections and interfacing with rail systems within the San Francisco area; and the remaining 12 are management staff positions.*

TSA’s response did not address whether the agency plans to reduce, cap, or increase FSD staff levels. However, to fully implement TSA’s reallocation plan would require an additional 139 positions nationwide. This is contrary to the Chairman’s request that TSA reduce or place a cap on non-screener administrative positions, but the additional positions, along with the reallocation of current positions, will streamline FSD administrative staffing levels according to airport category and screener staffing levels.

<sup>7</sup> TSA has responsibility for security at five airports that use private or contract screeners. They are: Jackson Hole-WY, Kansas City-MO, Rochester-NY, San Francisco-CA and Tupelo-MS.

<sup>8</sup> Although Chairman Mica reported that San Francisco had 44 positions, TSA’s response identified 43 current positions.

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## **Hub-Spoke Realignment and Reallocation Plan Streamlines Staffing Levels**

Driven by the realization that many airports were over or understaffed, in the summer of 2004, TSA began to examine how to better allocate non-screener positions. A small working group of nine FSD administrators from the field considered factors affecting administrative staffing levels, which are not based solely on the number of screeners. (TSA also considers the category of the airport, the number of spoke airports, and the number of enplanements among other criteria.) TSA identified those duties that one individual can perform and provided feedback about variables affecting staffing such as, “span of control, hub support to spokes, and core positions.”<sup>9</sup> This work culminated in the Hub-Spoke Realignment and Reallocation Plan and in July 2005, TSA began to implement the plan. TSA decided which airports to label hub airports, which ones to label spoke airports, and the connection between hubs and spokes (see example in Appendix F). Hub airports would provide administrative support and services to their smaller spokes. TSA expects to complete the plan to reallocate both non-screener and screener positions by September 30, 2006. TSA officials explained that they are in the process of identifying where individuals are stationed, and their current titles. As we mentioned, the plan calls for an additional 139 positions, but TSA has not received funding for them.

The plan should render staffing ratios nationwide more uniform. For example, the average ratio of FSD administrative staff to screeners at a Category II airport is 1:10, suggesting that they have too many administrative personnel. Comparatively, Category X airports, which average 1:49, appear understaffed. Under the plan, screeners will be reallocated from Category III and IV to Category X and I airports, and the average ratios will change accordingly (see Table 4).

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<sup>9</sup> As stated in TSA’s Field Leadership Representatives Workgroup Initiatives, November 5, 2004.

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**Table 4: Effects of the Reallocation Plan\***

Airport Category	Current Ratio of FSD Admin Staff to Screeners	Proposed Ratio of FSD Admin Staff to Screeners	Current FSD Admin Positions	Current Screeners	Proposed FSD Admin Positions	Proposed Screeners
X	1:49	1:31	514	25,572	815	25,581
I	1:19	1:17	722	13,766	780	13,755
II	1:10	1:14	435	4,697	319	4,689
III	1:12	1:26	148	1,870	70	1,858
IV	1:45	1:239	26	1,193	5	1,196

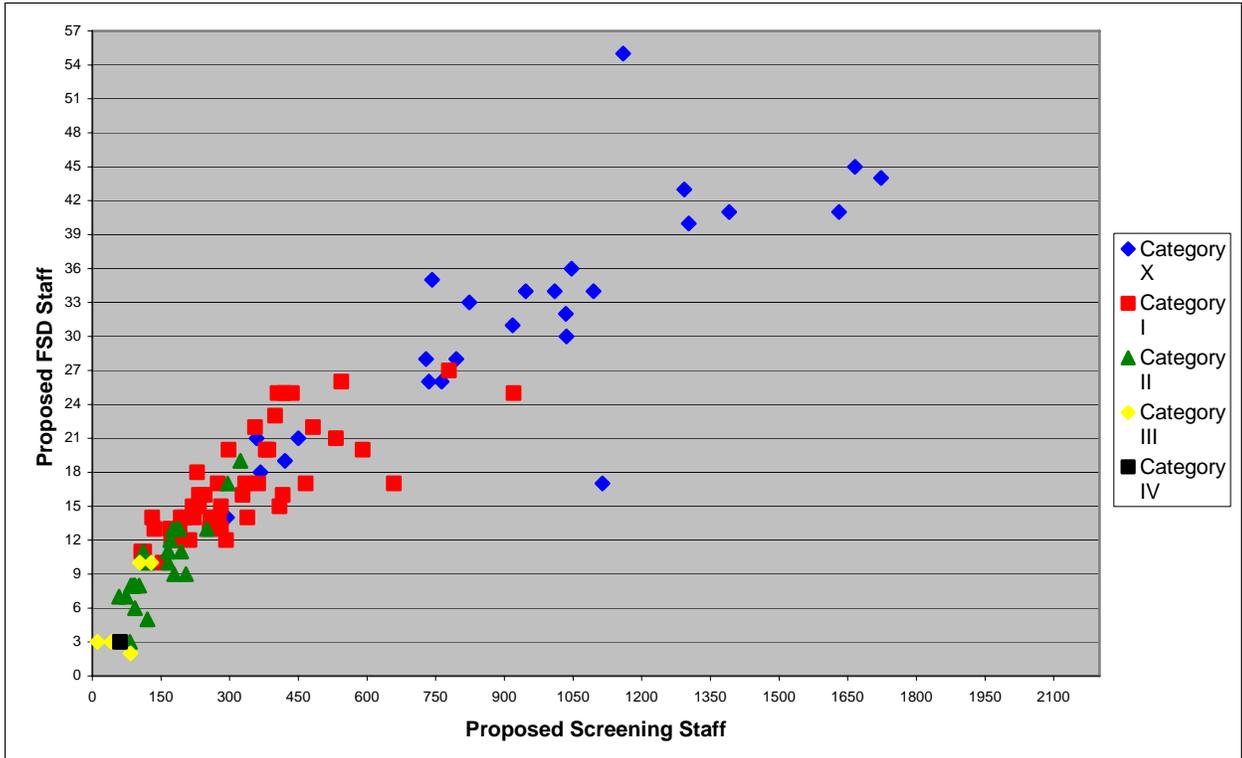
\*Table 4 depicts actual personnel count, not full time equivalents.

If implemented, TSA's reorganization plan would affect where TSA deploys its resources.<sup>10</sup> The plan would adjust staffing levels at most of the airports we identified as over or understaffed, and align staff more consistently within airport categories, by reducing the number of administrative positions in most small category airports and increasing the number of positions in large category airports. The differences between the original staffing chart (Graph 1) and the new plan (Graph 2) are evident.

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<sup>10</sup> Although the hub and spoke realignment was completed in November 2005, no movement of personnel is allowed due to budget cuts.

**Graph 2: Hub and Spoke Areas Plotted by Proposed FSD and Screener Staff**



The hub and spoke plan would affect those airports discussed on pages 7-8 as follows:

- Hawaii’s FSD administrative staff will increase from 51 to 55 members for 1,159 proposed screener positions, thus reducing its ratio from 1:22 to 1:21. Hawaii remains an exception to the positive changes noted herein. It has the largest FSD staff in the country and despite geographic considerations, still appears overstaffed. Comparatively, Newark International Airport’s staff will increase from 13 to 40, thus reducing its ratio from 1:100 to 1:32, and this change appears necessary.
- El Paso International Airport will gain one administrative position, bringing total FSD staff to 14 for 131 screeners, a ratio of 1:9. Like Newark, John F. Kennedy International (JFK) Airport’s FSD staff will grow under the new plan. JFK will add 29 positions, bringing its total to 45 to support 1,666 screeners. This is a ratio of 1:37.

- Although it is a Category I airport, Jacksonville International Airport will lose 14 positions, leaving it with 17 administrative positions for 273 screeners (up from 261), a ratio of 1:16. Memphis International Airport, will increase from 11 to 15 FSD staff members for 280 screeners, causing the ratio to decrease to 1:18, much closer to Jacksonville’s staffing level.
- Miami International Airport will gain 27 positions, bringing total FSD staff to 44 for 1,723 screeners, reducing its ratio from 1:101 to 1:39, the same as O’Hare International Airport. O’Hare’s staffing levels will remain unchanged (41 FSD staff and 1,631 screeners), a ratio of 1:39.

As noted, some of the new hub and spoke areas still appear over or understaffed. TSA hired and deployed too many administrative staff at some airports and too few at others, and staffing ratios were inconsistent. This might be due to the presence of privatized screeners, the size of screener staff, airport category, their geographical location, whether they are hub or spoke airport, or other unique aspects of each airport. But more important, implementing the plan does not answer the fundamental question of whether TSA has the optimal number of administrative staff.

The plan would affect all of the airports the Chairman identified (see Table 5). It would reduce the number of administrative positions at the Rapid City, Manchester and Rochester airports, and increase the number of positions at Columbus, Orlando, San Francisco, and Los Angeles airports.

**Table 5: Proposed FSD Staffing Adjustments in Select Airports**

	Current FSD Admin Staff	Proposed FSD Admin Staff	Change
Rapid City, SD	6	2	-4
Manchester, NH	14	12	-2
Rochester, NY	8	4	-4
Columbus, OH	14	15	+1
Orlando, FL	15	35	+20
San Francisco, CA	9	17	+8
Denver, CO	19	28	+9
Los Angeles, CA	27	48	+21

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**Plan would change FSD staffing levels at most of the SPP airports**

When TSA assumed responsibility for aviation security in February 2002 and to establish a federal workforce to screen all passengers and baggage by the end of that year, it allowed five airports to contract private sector screeners subject to federal oversight under the private screeners pilot program (PP5s). Under the program, TSA has responsibility for security, but contractor or private screeners perform the screening. TSA permitted one airport from each category to participate in the pilot program. Airports in San Francisco (Category X), Kansas City (Category I), Rochester (Category II), Jackson Hole (Category III) and Tupelo (Category IV) participated in the program. In November 2004, TSA replaced the pilot program with the Screening Partnership Program (SPP), or “Opt-Out,” whereby airport operators were allowed to opt-out of the federal screening program. Sioux Falls joined the SPP, thereby increasing the number of airports using private screening companies to six (see Table 6).

**Table 6: Staffing Ratios at SPP Airports**

	Airport Category	Current FSD Admin Staff	Number of Screeners	Ratio of Admin Staff to Screeners
San Francisco, CA	X	9	1099	1:122
Kansas City, MO	I	12	575	1:47
Rochester, NY	II	8	143	1:17
Sioux Falls, SD	II	5	37	1:7
Jackson Hole, WY	III	1	46	1:46
Tupelo, MS	IV	--	8	--

The Chairman raised concerns about the program by noting, “TSA staffing is redundant and duplicative of the qualified screening company personnel at the airports participating in the private screener pilot program (PP5).” At two of the six airports, Rochester and Sioux Falls, the number of FSD staff onsite to oversee contract screeners did appear excessive.<sup>11</sup> Their staffing ratios of 1:18 and 1:7, respectively, were among the lowest nationwide. TSA plans to reduce the number of positions at Rochester from 8 to 4, which will make its staff level commensurate with other airports its size. At Sioux Falls, TSA plans to add administrative positions because this airport will service six

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<sup>11</sup> Under ATSA, all PP5/SPP airports must have FSD oversight. The FSD also requires an administrative staff, including a secretary. SPP hub airports also serve spoke airports that are federally staffed. Although SFO has no spoke airports, the FSD has a staff of Training Personnel, Screening Managers and regulatory personnel who depend on administrative support.

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spokes and a total of 97 screeners. This change would result in one administrative staff for every 16 screeners, a ratio we might otherwise construe as high.<sup>12</sup> However, the ratio is consistent with Little Rock, another hub with at least six spokes.

We did not take exception to TSA's planned realignment of FSD staffing in the remaining SPP airports. San Francisco will gain eight positions, reducing its ratio to 1:65. Staffing levels at Kansas City and Tupelo will not change, and Tupelo has no FSD administrative staff.

## **Screeners Perform a Substantial Amount of Administrative Work**

Complicating an evaluation of FSD staffing levels is the fact that FSDs regularly assign screeners to perform administrative functions. According to TSA headquarters' officials and FSDs, the primary reason why screeners perform administrative work is that airports lack sufficient administrative personnel to overcome inefficiencies in recording time and attendance data. The larger screener workforce makes it an attractive labor pool from which to draw when administrative work is required.

From pay period 20 of 2005 through pay period 1 of 2006, screeners performed administrative work equal to 1,441 full time equivalent (FTE) positions.<sup>13</sup> This equates to 78% of the 1,850-member FSD administrative staff. Screening staff worked overtime to complete administrative tasks. For example, screeners worked 150,019 hours and 158,262 hours of overtime on administrative functions during pay periods 20 and 21 respectively.

Screeners' administrative work involved time and attendance assistance but also included communications, clerical, and budgetary duties. FSDs told us they also rotate their screeners for these assignments in a way that does not affect screening operations. Often, but not always, the detailed screeners are injured and on "light duty" status, i.e., duties that screeners are able to

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<sup>12</sup> Geographical dispersion is an important consideration when allocating administrative positions to hubs that service spokes.

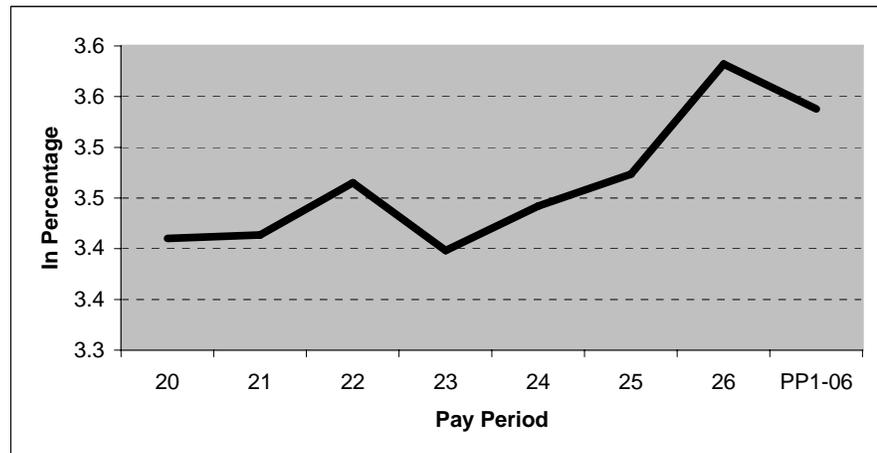
<sup>13</sup> In August 2005, TSA migrated from the Consolidated Uniform Payroll System to the National Finance Center (NFC) payroll system, thereby enabling it to determine how much of the screener workforce is doing administrative work every pay period. The NFC payroll system categorizes and tracks the amount of hours screeners are involved in tasks such as: passenger screening, baggage screening, administrative, training, and maintenance in FTE. TSA officials informed us that Hurricane Katrina affected the initial transition to the NFC.

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perform while injured. Some of the 1,441 FTEs will always be doing administrative work that directly supports screening operations, i.e., not the office work that is done by the FSD administrative staff.<sup>14</sup> Although FSDs we interviewed consistently attested to screeners performing administrative work, based on the data provided to us by TSA, we were unable to differentiate between the amount of time screeners spent on FSD's office-based work and screening-related administrative duties.

According to the National Finance Center (NFC) payroll system, the percent of screeners doing administrative work has gradually increased since pay period 20 (see Graph 3).

**Graph 3: Percent of Screeners Doing Administrative Work**



The extent to which the migration to the NFC payroll system and the new staffing plan will affect the number of screeners and amount of time they spend on administrative tasks is unclear. Many FSDs stated that, if implemented, the staffing plan would eliminate the need for most, if not all, screeners to enter time and attendance data. Headquarters officials asserted that the new payroll system would slightly improve data entry, and permit a reduction in the use of screeners or FSD administrative staff, but did not quantify that reduction. TSA expects that the new hub and spoke system will shift the burden of administrative work more to the hub airports that have the larger administrative staffs and more screeners to support themselves and their spoke airports. However, not all of the new hub airports are gaining

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<sup>14</sup> Screeners also participate in training to maintain their recertification and maintenance. They are required to pass screening recertification tests on an annual basis. Combined, their time worked on training and maintenance averaged 1,122 FTEs and 74 FTEs respectively over the same time period.

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administrative staff. We concur that automation of the new payroll system warrants further study.

## Screening Managers Earn Less Than \$100,000 Annually

In his letter, the Chairman stated, “Many TSA supervisory screening positions have questionable job descriptions that pay over \$100,000 annually.” In total, 240 employees (13%) out of the 1,850 total FSD administrative staff earn over \$100,000.<sup>15</sup> With respect to supervisory screening positions, there are 18 AFSDs for Screening who can earn more than \$100,000.<sup>16</sup> The remaining 222 positions who earn more than \$100,000 consist of 106 FSDs, 38 DFSDs, 31 AFSDs, 17 AFSDs for Operations, 9 Administrative Officers, 5 Customer Service Managers, 4 Stakeholder Managers, 4 Training Instructors, 4 Special Advisors, 2 Program Analysts, 2 Executive Assistants, 1 Training Coordinator and 1 Training Specialist. AFSDs for Screening, who are part of the FSD administrative staff, supervise Screening Managers, Screening Supervisors, and Lead Screeners.

**Table 7: Salary and Hierarchical Structure of Screening Operations Personnel**

Position	Pay Band	Min. & Max. Salary*
AFSD-Screening	I /J/K	\$54,100 – \$122,300
Screening Manager (Technical)	H/I	44,400 – 83,900
Screeener Supervisor	G	35,400 – 56,400
Lead Screeener	F	31,100 – 40,700
Screeener	D	23,600 – 35,400

\* Excludes locality pay.

Screening Managers, Screening Supervisors, and Lead Screeners perform varying degrees of screener staff oversight. All of these positions earn less than \$100,000 annually (see Table 7). The average salary of 1,081 Screening Managers is \$52,005. Of these positions, 422 Screening Managers (40%) have annual pay that exceeds the average salary. The highest paid Screening Manager, who works at a Category X airport, makes \$90,791 annually; the lowest paid Screening Manager earns a gross salary of \$44,000 a year. The

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<sup>15</sup> Forty-nine law enforcement and regulatory officials also make over \$100,000, but are not counted as part of the FSD staff because they are subject to different position descriptions and budget line items.

<sup>16</sup> The salaries of the FSD administrative staff are based on pay bands. Each administrative position may have a number of pay bands. For example, an AFSD could be in an “I” band earning a minimum salary of \$54,100, while another AFSD could be in a “K” pay band making a maximum of \$122,300.

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pay band, number of personnel, and the average salary of all FSD staff positions are contained in Appendix E.

AFSDs for Screening and Screening Managers both have job descriptions that are commensurate with their duties (see position descriptions in Appendix G). For example, an AFSD for Screening is responsible for a staff that consists of screeners and managers at large airports that have multiple checkpoints. Staff at the checkpoints screen passengers, clean screening equipment, and ensure passengers follow the laws, regulations, and policies relating to TSA's aviation security program. An AFSD for Screening also interfaces with headquarters officials and the heads of other airport operations to ensure effective program management. A Screening Manager is responsible for the screening procedures at multiple checkpoints, which includes processing passengers, baggage, and cargo and screener performance. The Screener Manager also manages spoke airports, which are sometimes remotely located.

## **FSD Administrative Staff Regularly Perform Other Duties As Assigned**

The Chairman alluded to “instances where FSDs hire non-screening administrative staff who have limited and in many cases poorly defined responsibilities.” In general, position descriptions for administrative and screener personnel are commensurate with the employees' duties and responsibilities. However, TSA should consider revising some position descriptions to better reflect the actual duties and responsibilities of its administrative staff.

The type of staff needed at airports continues to evolve. TSA is giving higher priority to hiring administrative positions such as Human Resources Specialists, Payroll Specialists, Financial Specialists, Administrative Officers, and Customer Service Specialists. On the other hand, positions that are too specialized or where there is not enough work, are now contingent upon need and funding. These include Support Managers, Metrics Specialists, Industrial Engineers, and Customer Service Specialists.

The consensus we heard among FSDs was that the duties need to be completed regardless of who does it and how long it takes. As a result, on a more frequent basis FSDs are cross-training their staff by combining positions with duties that may overlap and requiring them to perform functions outside of their position descriptions. For example, FSDs are combining the

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Stakeholder Liaison and Customer Support & Quality Improvement positions because they do not believe separate positions are needed. An FSD stationed at one of the nation's largest airports stated that he does not have a Stakeholder Liaison; rather the rest of his staff shares those duties. Another FSD stated that he has an employee who is technically an Industrial Engineer, but that employee's duties more resemble those of a Program Analyst. An FSD at a Category II mentioned that she also functions as the airport's Stakeholder Liaison and assists with legal issues.

These examples reflect TSA's growing pursuit of analysts with broader skills who can perform a multitude of tasks and give FSDs more flexibility with their resources.

## Recommendations

We recommend that the Assistant Secretary, TSA:

**Recommendation 1:** Conduct a workforce analysis of FSD administrative staff and develop a staffing model to identify the number of employees actually needed at airports. This analysis should identify key mission areas and responsibilities; and take into consideration the time and nature of administrative work performed by screeners when assessing its workforce requirements.

**Recommendation 2:** Review proposed adjustments to FSD staffing levels and ratios of administrative to screener personnel. In particular, proposed changes to Hawaii's administrative staff caught our attention as warranting more review.

**Recommendation 3:** Continue to study technologies or systems that will automate data entry functions at airports.

**Recommendation 4:** Reclassify administrative positions using more inclusive position titles to incorporate more of the functions employees perform and facilitate the hiring of administrative personnel.

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## Management Comments and OIG Evaluation

We evaluated TSA's written comments and have made changes to the report where we deemed appropriate. Below is a summary of TSA's written responses to the report's recommendations and our analysis of the responses.

**Recommendation 1:** Conduct a workforce analysis of FSD administrative staff and develop a staffing model to identify the number of employees actually needed at airports. This analysis should identify key mission areas and responsibilities; take into consideration the time and nature of administrative work performed by screeners when assessing its workforce requirements.

**TSA Response:** TSA's Office of Human Capital (OHC), in partnership with the Office of Security Operations (OSO), will conduct a comprehensive workforce review. The overarching goal for TSA's workforce analysis will be to establish an overall position structure that will best serve the mission of TSA in accordance with official organizational and functional statements; optimize efficiency, productivity, and organizational effectiveness; and support the goals of DHS. OHC and OSO will review functions performed at a sampling of airports and determine the necessary structure to support mission accomplishment. OHC and OSO will seek to optimize the distribution of staff resources, and identify, prevent, and eliminate unnecessary organizational fragmentation. Furthermore, the review will assist in determining the number of positions needed, the skill and knowledge requirements of those positions, and the grouping of duties and responsibilities among positions. TSA will initiate the workforce analysis during the fourth quarter of fiscal year 2006 and expects to conclude it by the end of the second quarter 2007.

**OIG Evaluation:** TSA's plan to conduct a comprehensive workforce review of administrative staff is responsive to this recommendation. TSA should update the OIG on the status of this review in its 90-day Action Plan and upon its completion, provide the results to the OIG. Recommendation 1 is resolved – open.

**Recommendation 2:** Review proposed adjustments to FSD staffing levels and ratios of administrative to screener personnel. In particular, proposed

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changes to Hawaii's administrative staff caught our attention as warranting more review.

**TSA Response:** TSA completed a review of Federal Security Director (FSD) staffing levels at all airports in May 2006. With respect to the current budget, new business rules were developed based primarily on the ratio of FSD staff to Transportation Security Officer (TSO) Full-Time Equivalents (FTE), allocated Screening Managers, and Aviation Security Inspectors. Other factors include the number of spokes assigned to a hub and the distance between a hub and its supported spoke airports. FSD staff is now, in large part, distributed according to TSO FTE workforce size, not airport category. This improved approach allows for economies of scale: as authorized TSO FTE changes, the ratio of FTE to staff is also adjusted. TSA is currently implementing the plan and assessing its impact with a target completion of September 30, 2006.

TSA asserted that Hawaii presents a unique situation with respect to staffing requirements. Travel between Hawaii's seven airports spread across four islands, requires FSD staff to fly. Therefore, this prevents Hawaii's locations from being easily compared to other individual category X or hub and spoke airports including locations such as Newark Liberty. TSA is taking these challenges into consideration. The new hub and spoke model will bring the Hawaii staffing allocations more in line with airports with similar challenges.

**OIG Evaluation:** TSA's May 2006 review of FSD staffing, in which TSA reviewed the proposed adjustments of the ratio of FSD administrative positions to screeners, is responsive to our recommendation. The new FSD staffing plan should provide specific information to help determine whether to reduce, cap, or increase FSD administrative staff levels. In its 90-day Action Plan, TSA should provide a copy of the new plan and impact assessment showing changes in FSD staff levels at all airports.

FSD staff fly between the Hawaiian islands out of necessity, but that does not render our comparisons invalid. The travel time needed to visit spoke airports in Hawaii is comparable to the travel time between mainland hub and spoke airports. For example, the travel time from Honolulu to Hilo is 50 minutes and from Honolulu to Lihue requires just 20 minutes. We encourage TSA to demonstrate in its Action Plan how Hawaii staffing allocations are consistent with other airports. Recommendation 2 is resolved – open.

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**Recommendation 3:** Continue to study technologies or systems that will automate data entry functions at airports.

**TSA Response:** TSA's Office of Human Capital received authorization to proceed with the electronic Time and Attendance program (eTA) on June 19, 2006. The eTA program will enable TSOs to "badge" in and out, fully automating the entry of timekeeping data, calculating time differentials, and overtime activities. This program will enable those employees who are currently performing data entry for timekeeping to return to their normal work position. The program is now in the acquisition cycle. TSA expects to implement the eTA program by September 2007. TSA continues to seek other opportunities to improve efficiencies with automated data entry at airports.

**OIG Evaluation:** TSA's plan to automate time and attendance data entry through the eTA program is responsive to this recommendation. In its Action Plan, TSA should update the OIG on the status of the program and explain in greater detail how the eTA program has affected the screener workforce. Recommendation 3 is resolved – open.

**Recommendation 4:** Reclassify administrative positions using more inclusive position titles to incorporate more of the functions employees perform and facilitate the hiring of administrative personnel.

**TSA Response:** TSA stated that a natural outcome of is comprehensive workforce analysis will be the development of positions to support actual functions performed. The workforce analysis will result in the development of a position scheme which clearly delineates assigned duties and responsibilities within the framework established by official organizational and functional statements, avoids conflict or overlap with other positions, and serves as an effective tool for recruiting, training, advancement, and evaluation of a quality work force.

**OIG Evaluation:** TSA needs to ensure that the reclassification of administrative positions using more inclusive position titles occurs. The recommendation can be completed simultaneously with the workforce analysis, as TSA has suggested, but the two are independent of each other. Compliance with this recommendation will clarify the duties of each administrative position and provide TSA with insight regarding staffing shortfalls. In its Action Plan, TSA should identify those positions it intends to reclassify. Recommendation 4 is resolved – open.

## **Purpose, Scope, and Methodology**

In July 2005, Congressman John Mica, Chairman, House Aviation Subcommittee, requested that the OIG review TSA's non-screener administrative staff levels and consider the need for a reduction or a cap on these positions. He stated that: a) all-Federal airport screening operations are top heavy in administrative positions, b) TSA staffing is redundant and duplicative at private screener pilot program (PP5) airports, c) Federal Security Directors hired non-screening administrative staff who have limited and in many instances poorly defined responsibilities, and d) many TSA supervisory screening positions have questionable job descriptions that pay over \$100,000 annually.

We examined TSA's methodology behind its original staffing chart, and evaluated proposed staffing changes as part of the realignment plan. Our analysis of the airport staffing levels was primarily based on the FSD staff relative to the number of screeners they served. We were unable to determine how much of administrative support either in terms of hours or FTEs, was used by regulatory inspectors and law enforcement personnel present at airports from TSA's data. We collected and analyzed data on TSA non-administrative staffing positions, position descriptions and salaries. We also examined the nature of work and amount of time screeners spent on administrative tasks. We also reviewed TSA's letter of January 25, 2006, in response to Chairman Mica's concerns.

We interviewed officials from the Office of Aviation Security and the Chief Financial Office, including the Acting Chief Operating Officer; all three Area Directors; the Director, Infrastructure; and the Assistant Director, Materiel. We met with officials from the American Association of Airport Executives (AAAE). In response to our review, the AAAE surveyed Airport Directors on these issues and we reviewed those responses forwarded by the AAAE. In addition, we conducted teleconferences with six airport directors.

We selected a judgmental sample of 25 airports across the country and conducted teleconferences with their FSDs. These airports included:

- Hartsfield Atlanta International Airport (ATL)
- Bangor International (BGR)
- Boise Air Terminal (BOI)

- Yeager Airport (CRW)
- Charleston International Airport (CHS)
- Port Columbus International Airport (CMH)
- Denver International Airport (DEN)
- Detroit Metro Wayne County (DTW)
- Dallas Love Field (DAL)
- General Mitchell International Airport (MKE)
- Honolulu International Airport (HNL)
- Indianapolis International Airport (IND)
- Jacksonville International Airport (JAX)
- John F. Kennedy International Airport (JFK)
- Los Angeles International Airport (LAX)
- Manchester Airport (MHT)
- Miami International Airport (MIA)
- Newark International Airport (EWR)
- O'Hare International Airport (ORD)
- Orlando International Airport (MCO)
- Palm Beach International Airport (PBI)
- Portland International Airport (PDX)
- Rapid City Regional (RAP)
- Rochester-Monroe County (ROC)
- San Francisco International Airport (SFO).

In addition, we held face-to-face meetings with FSDs at:

- Ronald Reagan Washington National Airport (DCA)
- Baltimore-Washington International Airport (BWI)
- Dulles International Airport (IAD).

We completed our fieldwork in January 2006. Our review was conducted under the authority of the *Inspector General Act of 1978*, as amended, and according to the *Quality Standards for Inspections* issued by the President's Council on Integrity and Efficiency.

Appendix B  
Management Response to Draft Report

Office of the Assistant Secretary

U.S. Department of Homeland Security  
601 South 12th Street  
Arlington, VA 22202-4220



Transportation  
Security  
Administration

AUG 01 2006

INFORMATION

MEMORANDUM FOR: Richard L. Skinner  
Inspector General  
Department of Homeland Security

FROM: Robert D. Jamison *Robert D. Jamison*  
Deputy Assistant Secretary

SUBJECT: Transportation Security Administration's (TSA) Response  
Department of Homeland Security (DHS) Office of Inspector  
General Draft Report, OIG-06-XX  
"Review of TSA Non-Screener Staffing Administrative Positions,"  
June 2006

Purpose

This memorandum constitutes TSA's response to the DHS OIG draft report, "Review of TSA Non-Screener Staffing Administrative Positions," June 2006. TSA appreciates the efforts undertaken by DHS OIG in planning, conducting and issuing this report. The findings and recommendations will help TSA implement an effective and efficient staffing program with the proper allocation of human resources as well as clearly defined roles and responsibilities for all personnel.

Background

In response to Congressman John Mica's letter, OIG was asked to review concerns that: a) all Federal airport screening operations are top heavy in administrative positions; b) TSA staffing is redundant and duplicative at private screener pilot program (PP5) airports; c) Federal Security Directors hired non-screening administrative staff who have limited and in many instances poorly defined responsibilities; and d) many TSA supervisory screening positions have questionable job descriptions that pay over \$100,000 annually.

OIG was not able to specifically address all of Chairman Mica's concerns, but concluded that TSA's initial staffing actions lacked coherency and, in some cases, resulted in significant disparities in airport staffing and screeners performing a substantial amount of administrative work. OIG found no evidence that screening managers earned in excess of \$100,000 annually. OIG further concluded that the Hub and Spoke Reallocation Plan should streamline FSD staffing levels nationwide and provide better symmetry among FSD staffing patterns when analyzed according to category of airport, number of screeners, and the number of administrative positions.

Appendix B  
Management Response to Draft Report

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Discussion

TSA has already begun making changes consistent with the findings and recommendations of this report. TSA's Office of Security Operations is currently re-allocating FSD staff nationwide in accordance with the Hub and Spoke realignment initiated in 2005. This process is expected to be completed by September 30, 2006, and will result in a more effective and efficient distribution of FSD staff.

In a letter dated January 26, 2006, Assistant Secretary Hawley replied to Congressman Mica's letter and agreed on the need to keep administrative overhead to a minimum, as well as focus Transportation Security Officers (TSO) on security duties and not administrative activities. These letters are found in the OIG's draft report. Assistant Secretary Hawley also stated that TSA is evaluating options for freeing up TSOs assigned to non-screener functions, but has found that there are specific administrative areas, such as training of personnel and maintenance of baggage screening equipment, where TSOs have been a valuable asset in functions that cannot be duplicated by contractors. Additionally, the initiative to automate time and attendance data entry at airports is on a fast track and will allow TSA to return a significant number of supporting TSOs to front-line screening operations. TSA continues to explore other opportunities for automating other data-entry functions.

Finally, TSA has started planning a comprehensive workforce analysis. The results of this analysis will be used to better understand current staffing issues, available resources, and future needs. The analysis will inform future staffing plans and decisions.

Specific responses to the recommendations contained in the report are attached. Once again, TSA would like to thank OIG for their work in this area and looks forward to continued communication leading to improved processes.

Attachment

**Transportation Security Administration (TSA) Response  
Department of Homeland Security (DHS) Office of Inspector General (OIG) Draft Report  
“Review of TSA Non-Screener Staffing Administrative Positions,” June 2006**

**Recommendation 1: Conduct a workforce analysis of FSD administrative staff and develop a staffing model to identify the number of employees actually needed at airports. This analysis should identify key mission areas and responsibilities; take into consideration the time and nature of administrative work performed by screeners when assessing its workforce requirements.**

**TSA concurs.** TSA’s Office of Human Capital (OHC), in partnership with the Office of Security Operations (OSO), will conduct a comprehensive workforce review. The overarching goal for TSA’s workforce analysis will be to establish an overall position structure that will best serve the mission of TSA in accordance with official organizational and functional statements; optimize efficiency, productivity, and organizational effectiveness; and support the goals of DHS. OHC and OSO will review functions performed at a sampling of airports and determine the necessary structure to support mission accomplishment. OHC and OSO will seek to optimize the distribution of staff resources, and identify, prevent, and eliminate unnecessary organizational fragmentation. Furthermore, the review will assist in determining the number of positions needed, the skill and knowledge requirements of those positions, and the grouping of duties and responsibilities among positions. The workforce analysis will be initiated during the fourth quarter of fiscal year 2006 and is expected to conclude by the end of the second quarter 2007.

**Recommendation 2: Review proposed adjustments to FSD staffing levels and ratios of administrative to screener personnel. In particular, proposed changes to Hawaii’s administrative staff caught our attention as warranting more review.**

**TSA concurs.** TSA completed a review of Federal Security Director (FSD) staffing levels at all airports in May 2006. With respect to the current budget, new business rules were developed based primarily on the ratio of FSD staff to Transportation Security Officer (TSO) Full-Time Equivalents (FTE), allocated Screening Managers, and Aviation Security Inspectors. Other factors include the number of spokes assigned to a hub and the distance to a hub and its supported spoke airports. FSD staff is now, in large part, distributed according to TSO FTE workforce size, not airport category. This improved approach allows for economies of scale: as authorized TSO FTE changes, the ratio of FTE to staff is also adjusted. TSA is currently implementing the plan and assessing its impact with a target completion of September 30, 2006.

The State of Hawaii presents a unique situation with respect to staffing requirements. Hawaii’s seven airports (1 Category X and 3 Category 1 airports) spread across 4 islands, pose significant geographical challenges. For example, travel between Hawaii’s island airports requires FSD staff to fly. This prevents Hawaii’s locations from being easily compared to other individual Category X or hub and spoke airports including locations such as Newark Liberty. Taking these challenges into consideration, the new hub and spoke model will bring the Hawaii staffing allocations more in line with airports with similar challenges.

Appendix B  
Management Response to Draft Report

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**Recommendation 3:** Continue to study technologies or systems that will automate data entry functions at airports. Investments could be weighed against savings in personnel costs, which could be reassigned other duties.

**TSA concurs.** TSA's Office of Human Capital received authorization to proceed with the electronic Time and Attendance program (eTA) on June 19, 2006. The eTA program will enable TSOs to "badge" in and out, fully automating the entry of timekeeping data, calculating time differential, and overtime activities. This program will enable those employees who are currently performing data entry for timekeeping to return to their normal work position. The program is now in the acquisition cycle, and is expected to be implemented at high-speed connectivity-enabled airports on or before August 31, 2007. TSA continues to seek other opportunities to improve efficiencies with automated data entry at airports.

**Recommendation 4:** Reclassify administrative positions using more inclusive position titles to incorporate more of the functions employees perform and facilitate the hiring of administrative personnel.

**TSA concurs.** A natural outcome of our comprehensive workforce analysis will be the development of positions to support actual functions performed. Our workforce analysis will result in the development of a position scheme which clearly delineates assigned duties and responsibilities within the framework established by official organizational and functional statements; avoids conflict or overlap with other positions; and serves as an effective tool for recruitment, training, advancement, and evaluation of a quality work force.



**U.S. House of Representatives**  
**Committee on Transportation and Infrastructure**

**Don Young**  
Chairman

Washington, DC 20515

July 6, 2005

**James I. Oberstar**  
Ranking Democratic Member

Lloyd A. Jones, Chief of Staff  
Elizabeth Meggison, Chief Counsel

David Heymefeld, Democratic Chief of Staff

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The Honorable Michael Chertoff  
Secretary  
Department of Homeland Security  
Washington, D.C. 20528

The Honorable Harold Rogers  
Chairman, House Appropriations  
Subcommittee on Homeland Security  
B-307 Rayburn House Office Building  
Washington, DC 20515

The Honorable Judd Gregg  
Chairman, Senate Appropriations  
Subcommittee on Homeland Security  
188 Dirksen Senate Office Building  
Washington, DC 20510

Dear Sirs:

I am writing to request immediate and appropriate legislative or administration action to reduce or place a cap on TSA non-screener administrative staffing positions at airports around the country.

Having worked on the legislation creating TSA, it was never the intent of Congress to create substantial administrative bureaucracies that tax our Federal payroll with large numbers of administrative, non-screening staff at our Nation's airports.

The all-Federal airport screening operations are top heavy in administrative positions. Additionally, TSA staffing is redundant and duplicative of the qualified screening company personnel at the airports participating in the private screener pilot program (PP5). I have attached a table that contains examples of the TSA administrative staffing levels at airports across the country of varying sizes for your review.

Chertoff, Rogers, and Gregg  
July 6, 2005  
Page 2

At a time of very tight Federal budgets, TSA should be ensuring that every position created and filled is absolutely essential to fulfilling its security mission. I have been informed of instances where Federal Security Directors hire non-screening administrative staff who have limited and in many cases poorly defined responsibilities. Many TSA supervisory screening positions have questionable job descriptions that pay over \$100,000.00 annually. This is a tremendous waste of hard-earned taxpayers' money.

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Therefore, I request that you conduct a review of the TSA non-screening administrative staff levels and consider placing a cap on these positions based on common sense. I believe very strongly that such an action is necessary to eliminate unnecessary bureaucracy that is duplicative, redundant, costly, unnecessary and wasteful.

By this letter, I am asking the DHS-IG Office to investigate and review the TSA non-screening administrative staffing issue.

Thank you in advance for your attention to this matter. If you have any questions, please contact me personally, or contact Jim Coon or Holly Woodruff Lyons of the Aviation Subcommittee at (202) 226-3220.

Sincerely,



John L. Mica  
Chairman  
Aviation Subcommittee

cc: The Honorable Richard L. Skioner  
Department of Homeland Security Inspector General

**TABLE: Examples of TSA FSD administrative staff levels shared with Chairman Mica:**

<b>Airport:</b>	<b>Number of TSA Administrative Staff:</b>	<b>Number of aircraft operations daily:</b>
Rapid City, SD	Approximately 9	avg 197/day
Manchester, NH	Approximately 25	avg 277/day
Rochester, NY (PP5)	Approximately 21	avg 412/day
Columbus, OH	Approximately 29	avg 652/day
Orlando, FL	Approximately 24	avg 850/day
San Francisco (PP5)	Approximately 44	avg 965/day
Denver, CO	Approximately 36	avg 976/day
Los Angeles, CA	Approximately 105	avg 1704/day

\*\* This table demonstrates that there is no rhyme or reason to the placement of TSA administrative staff. It certainly does not relate to the number of aircraft operations or the presence of a qualified private screening company.

*Office of the Assistant Secretary*

U.S. Department of Homeland Security  
601 South 12th Street  
Arlington, VA 22202-4220

JAN 25 2006



**Transportation  
Security  
Administration**

The Honorable John L. Mica  
Chairman  
Subcommittee on Aviation  
Committee on Transportation and Infrastructure  
U.S. House of Representatives  
Washington, DC 20515

Dear Mr. Chairman:

Thank you for your letter of September 28, 2005, regarding the Transportation Security Administration's (TSA) non-screener administrative staff positions at airports around the country. We agree on the need to keep administrative overhead to a minimum as well as focusing our TSOs on security duties and not administrative chores.

On the issue of overhead staff, I understand that the IG study is underway, and I expect it will provide valuable insights. As you suggest, we are taking several actions in the meantime.

We are in the process of evaluating options to contract baggage handling services that are not related to the security screening functions. We are using many screeners to move baggage and, during off duty hours, maintain security over this equipment. We are in the final stages of conducting a market research study to determine what kind of contractors are available and the different types of skill sets necessary so we can contract these positions. We plan on doing some immediate pilots at large airports such as Los Angeles, Miami, and Chicago O'Hare where we can reap the largest and more immediate savings.

As you know, to supplement areas providing direct support to our Transportation Security Officers (TSOs) performing screening duties, some TSOs are required to complement FSD staffs in providing operational support services. One of the key areas requiring supplemental staffing was our time and attendance system. This augmentation was required to provide adequate management controls and to ensure our TSOs were properly compensated. After we complete the transition and implementation details associated with our conversion to the National Finance Center as our service provider, we hope to eliminate the augmentation requirement through automation connectivity at our checkpoints and baggage nodes. Our goal is to complete the system migration and upgrades in 2006.

There are areas, however, where TSOs are performing duties not directly related to screening but which add value to the security screening process. These include training of personnel and maintenance of baggage screening equipment. Using our TSOs to

provide training gives us experienced trainers who are familiar with the local airport. We have found this to be a valuable asset in the classroom which cannot be duplicated by contractors, and we intend to continue this practice. The use of TSOs to provide daily shift maintenance is a planned approach to achieve efficiencies and benefit from the resident basic equipment knowledge of our TSOs, and we are considering approaches to further evolve this practice to include an alternative job series or description. The use of screeners for logistics support is being evaluated for alternative approaches.

In your related letter to Secretary Chertoff dated July 6, 2005, you reiterated concerns about administrative staffing levels at all Federal airports, and at airports participating in private screener programs (PP5s) in particular, and attached a table that you felt illustrated unjustified administrative staffing levels at airports of varying sizes across the country. Two examples that you cited were the San Francisco Airport (SFO) with approximately 44 administrative staff, and Rochester, NY, with approximately 21 staff, both PP5 airports. Within the administrative staffing levels that you reference are TSA staff who provide direct support and/or supervision to our TSOs performing screening duties. At SFO, for example, there are 43 individuals performing functions other than baggage and passenger screening. Of those 43 administrative positions, 12 are screening managers on the floor overseeing screening operations as required by the Aviation and Transportation Security Act (ATSA); 13 are aviation inspectors performing regulatory duties such as cargo, airline, and airport security inspections; 1 is a law enforcement officer; 5 are rail inspectors accomplishing inspections and interfacing with rail systems within the San Francisco area; and the remaining 12 are management staff positions. Another PP5 airport, Rochester, NY, has 15 individuals who are not performing screening functions: 4 are screening managers, 3 are regulatory inspectors, and 8 are management staff positions.

I hope this information is helpful. As we gain momentum in the areas addressed above, I will be happy to brief you on our efforts. If we may be of further assistance, please have your staff contact Mr. Jeffrey Sural, Assistant Administrator for Legislative Affairs, at (571) 227-2717.

Sincerely yours,



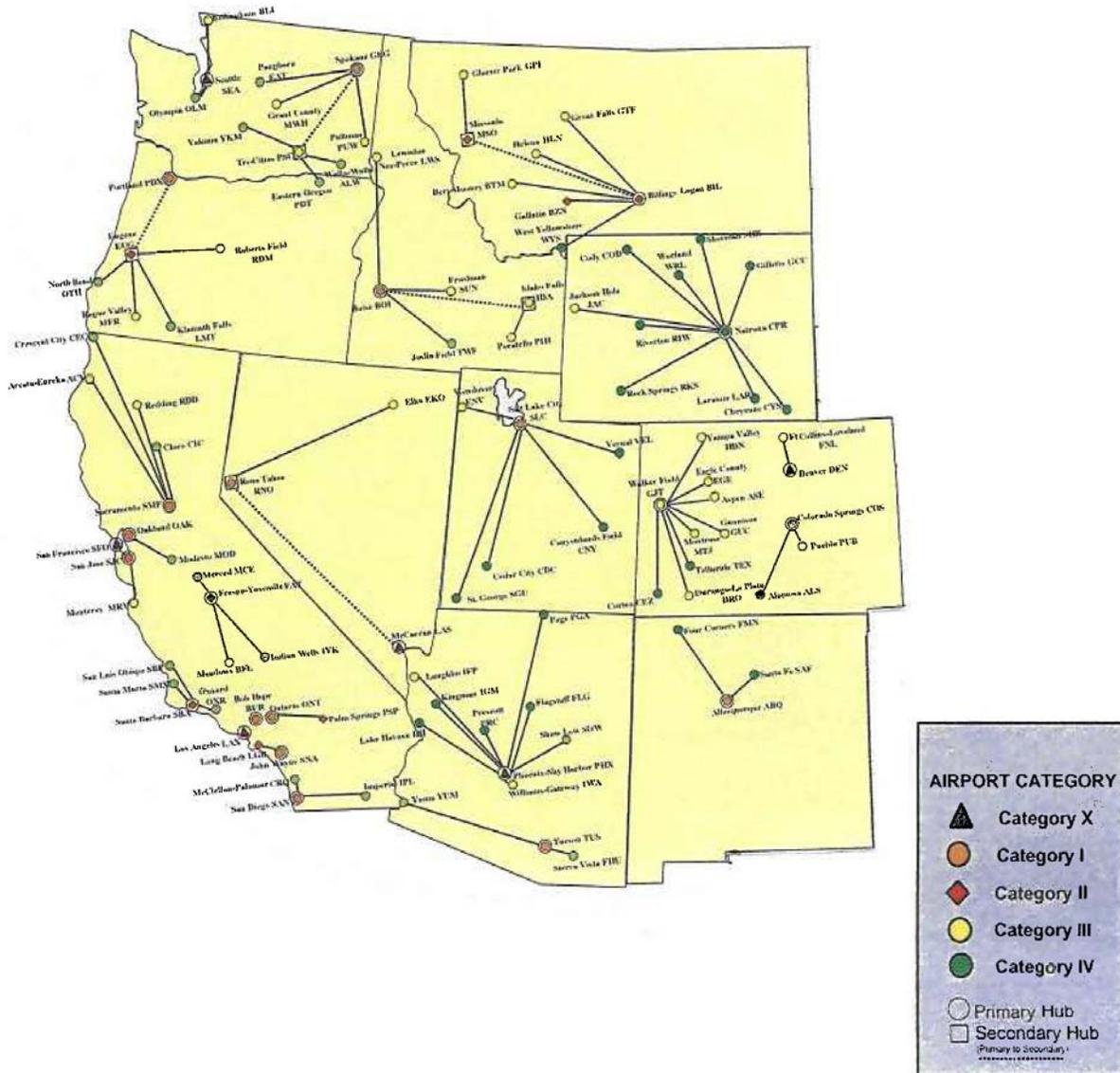
Kip Hawley  
Assistant Secretary

*+ agree on not using  
TSO as admin overhead.  
On the training + maintenance, it  
is cheaper + more effective in many  
cases to use TSO's.  
We totally agree on the need to focus on IED's!  
Appreciate your public statements on that. Best. Kp*

## Pay Band, Number, and Average Salary of FSD Administrative Staff

Position	Pay Band	Total Staff	Average Salary
Federal Security Director	I/J/K/SES	142	\$119,334
Deputy Federal Security Director	I/J/K/SES	116	92,265
AFSD-Operations and Screening	I/J/K	233	89,166
Administrative Officer and Specialist	I/J	131	77,149
Customer Service Quality Improvement/Support Manager	I/J	65	75,622
Scheduling Operations Officer	H/I	111	75,360
Stakeholder (Liaison and Manager)	H/I/J	99	72,483
Training (Coordinator, Instructor and Specialist)	G/H/I	194	64,873
Specialist (Finance, Human Resources and Procurement)	G/H/I/J	305	62,570
Others		19	62,063
Customer Specialist and Management Analyst	D/E/F	44	60,436
Executive Assistant	F/G	49	49,924
Program (Analyst and Assistant)	D thru J	144	46,966
Secretary	D/E/F	82	37,965
Administrative Assistant, Clerk and Secretary	D/E	94	33,147

## Western Area Re-Hub Proposal



## **Position Descriptions**

### Federal Security Director

Provides day-to-day direction for federal airport security staff and operations. The FSD will be the ranking TSA authority responsible for the leadership and coordination of TSA security activities. These responsibilities and accompanying authority include tactical planning, execution, and operating management for coordinated security services and other duties as prescribed by the Under Secretary of Border and Transportation Security. The FSD is responsible for activities such as: organizing and implementing the Federal Security Crisis Management Response Plan; implementation, performance and enhancement of security and screening standards for airport employees and passengers; oversight of passenger, baggage, and air cargo security screening; airport security risk assessments; security technology implementation and maintenance within established guidelines; crisis management; data and communications network protection and recovery as it impacts on federal security responsibilities; employee security awareness training; supervision of Federal law enforcement activities within the purview of the FSD and TSA; and coordination of applicable federal, state, and local emergency services and law enforcement.

### Deputy Federal Security Director

Serves at a medium-sized airport with multiple checkpoints and is responsible for supporting the FSD by providing day-to day direction for airport security staff and operations. Supports the FSD in areas such as tactical planning, execution, and operating management for coordinated security services. Serves as principal advisor to the FSD on all matters concerning operational support. Prepares, plans, coordinates, and manages support operations that include customer service/stakeholder programs, training, and engineering services. Confers with the FSD and or project staff personnel to outline work plans, provide technical advice to resolve problems, review status reports and modify schedules to meet workload fluctuations. Responsibilities also include: organizing and implementing the Federal Security Crisis Management Response Plan; implementation, performance and enhancement of security and screening standards for airport employees and passengers; oversight of passenger, baggage and air cargo security screening; airport security risk assessments; security technology implementation and maintenance within established guidelines; crisis management; data and communications network protection and recovery as it impacts on federal

security responsibilities; employee security awareness training; supervision of Federal law enforcement activities within the purview of the FSD and TSA, and coordination of applicable federal, state, and local emergency services and law enforcement.

Assistant Federal Security Director - Operations

Serves as the principal advisor to the FSD on all matters concerning the administration and operational support of a large airport. Directs the work of supervisors, program managers and other subordinate employees for multiple administrative and operational functions. Prepares, plans, coordinates, and manages support operations that include administration, financial/budget, human resources, customer service/stakeholder, training, procurement and engineering services. Confers with the FSD and/or project staff personnel to outline work plans, provide technical advice, resolve problems, review status reports and modify schedules to accomplish duties. Identifies and determines type of actions required to meet time frames and budget/ funding limitations. Sets up procedures to meet the FSD's staffing requirements and provides necessary resources to accomplish the projects. Manages or conducts targeted recruitment and/or other external marketing sources to assist in providing diverse applicant pools to the FSD. Advises/informs FSD on unusual or complex managerial or personnel disciplinary issues. Provides data/information and reports from a statistical and narrative database in all support areas. Exercises discretion and sound judgment in dealing with sensitive human resource matters or issues. Impact of work typically affects TSA policies and objectives and regularly affects personnel inside and outside the organization.

Assistant Federal Security Director- Screening

Is responsible for a staff of security screeners and managers at a large Category X or I sized airport with multiple checkpoints that conduct screening, manages operations, and administers laws, regulations and policy pertaining to the agency's aviation security program. The work accomplished impacts all civil aviation security personnel at the specific airport. Exercises final authority for the full range of managerial responsibilities over the staff. Makes major recommendations concerning significant internal and external program policy issues affecting the overall organization, such as scheduling, full-time/part-time and gender hiring needs, screener FTE allocation, selections, process control, writing performance criteria, and managing personnel in a 24/7 environment. Interfaces with individuals from

headquarters and other airport operations to assure effective program management.

#### Scheduling Operations Officer

Assists with coordinating the day-to-day operational activities related to screening functions at an assigned airport. Schedules all screener operations activities. Responsible for the efficient implementation, performance, and enhancement of security and screening standards for airports/airline employees and passengers, their baggage, and all other personnel and goods subject to screening that enter the sterile area. Creates daily personnel schedules for all shifts and ensures sufficient coverage during operating hours. Maintains personnel check-in/out sheets to ensure appropriate log ins. Prepares, distributes, collects, and maintains all records, reports, files, paperwork and logs for supervisors. Receives daily briefings from Screening Managers regarding personnel staffing needs, sign-in/sign-out sheets, safety hazards, maintenance needs, incident reports, etc. Performs quality assurance audits as directed. Communicates information concerning personnel policy and procedures, safety hazards and equipment to FSD. Performs semi-annual screening security risk assessments and stays abreast of local airport emergency plans (e.g. alarms, evacuations, etc.)

#### Stakeholder Liaison

Serves as a Stakeholder Liaison for the Transportation Security Administration at a medium/small sized US airport. As such he/she serves as liaison for the FSD with various stakeholders concern with aviation security policy. Works closely with the leadership to develop, coordinate, implement and maintain a program to communicate to stakeholders the TSA's policies, programs and directives.

Identifies and responds to stakeholder's questions, programs and concerns regarding security. Recommends changes as needed to improve communications with stakeholders. As the principal TSA interface with security stakeholders, incumbent works to identify and implement best practices to enhance the efficiency and effectiveness of aviation security policies.

#### Training Coordinator/Specialist

Serves as a liaison concerning training matters between FSD and the Transportation Security Administration headquarters, including the Office of

Workforce Performance and Training (WPT) and the headquarters Aviation Program Office.

Plans, directs, schedules, evaluates and integrates training and professional development products and services within the airport environment; promotes the availability of these products and services to the workforce. Serves as the primary resource to the FSD with regard to coordinating plans, programs, standards and procedures governing airport-wide training, career development, screener recertification, and screener performance improvement programs/activities. Provides advice and guidance to the FSD pertinent to the training needs and workforce performance improvement programs generated in support of the airport functions. Conducts briefings for senior-level management and staff on training and development issues/opportunities. Ensures that training products respond to TSA goals and objectives.

Documents training activities/accomplishments in web-based learning management system; ensures the currency of training database and materials. Manages instructors, which may include identifying and overseeing TSA Approved Instructors (TAI), coordinating with screening management to identify individuals appropriate to provide screener on-the-job training, and coordinating with contractors who conduct training. May act as TAI or Test Administrator. Schedules new hire training. Provides feedback to WPT on training solutions and may recommend modifications to existing training or alternative training approaches.

#### Customer Service Manager

Serves as the primary airport representative for ongoing customer improvement initiatives supporting the sustained delivery of quality customer service. Works in conjunction with FSD staff to identify needs and implement efficient screening process improvements. Serves as primary contact for the management of all customer resolution activities, acting as the 'voice of the customer'. Facilitates interest-based solutions with customers through cooperative problem solving and conflict resolution skills. Develops and maintains customer feedback loops to improve techniques for gathering data and information. Oversees implementation of TSA signage program at station.

Creates and implements customer focused initiatives. Initiates customer focused surveys to identify and report on programs addressing both strengths and weaknesses in processes. Uses the Performance Management Information

System and the Business Intelligence Tool to review critical data and develop action plan recommendations. Partners with FSD staff in providing detailed analysis and recommendations for improvement initiatives. Communicates relevant information to local TSA community on service and improvement initiatives.

#### Industrial Engineer/Metric Specialist

Serves as Program Analyst (Metrics) within the office of the Area Director. Using broad discretion, the incumbent performs a variety of vital staff-level management, direction, advisory and guidance functions on activities associated with program and policy operations for the area. Serves as a troubleshooter for sensitive problems and issues resulting from management inquiries. Participates in the formulation and review of aviation management policies and procedures.

Applies experience and advanced knowledge to plan and perform administrative assignments for projects and programs. Has a broad understanding of how administrative assignments contribute to organizational activities. Typical specialized assignments may include: compiling, tracking, and analyzing data; preparing correspondence; providing written or oral explanation of organizational policies; and coordinating the implementation of new office policies and systems. Efforts will include evaluating complex and varied information in order to develop and evaluate proposed solutions and recommendations for an elected course of actions.

Has thorough knowledge of requirements, techniques, technologies, methods, and systems sufficient to formulate plans, and to interpret regulations, policies, and directives pertaining to the National Emergency Preparedness Plan in crisis management.

#### Administrative Officer

Serves as the administrative manager and advisor to airport management at larger sized airports. The Administrative Officer plans, manages, leads and evaluates a comprehensive administrative support program that includes financial management, human resources, and procurement. Participates and/or directs fiscal analysis and research in support of the preparation and administration of capital and operating budgets. Keeps senior staff informed of any potential problems in administrative and personnel management areas regarding their activities. Reviews incoming new data, written material,

policy recommendations, and other information and analyzes content to revise or refine the recommendations or text. Drafts and reviews all policy correspondence to assure accurate budgetary, personnel, and administrative impact. Participates in the development and implementation of new or modified guidelines, work processes, and operations in order to maintain and/or improve the effectiveness, efficiency, or timeliness of processes and information dissemination. Participates in the development of both short and long-term strategic planning for the organization. Supervises a staff of administrative, clerical, and technical personnel. Establishes, leads, and coordinates teams to accomplish project objectives, which includes goal setting, monitoring performance and taking corrective actions. Supervises or independently performs special projects. Non-routine work is reviewed by higher-level manager.

#### Human Resources Specialist

Serves as a human resources (HR) specialist for a medium sized airport and is responsible for coordinating and overseeing the daily HR activities and programs within the airport and associated spoke airports.

Provides the FSD management and Administrative Officer with operational support and management advisory services from knowledge and practical experience gained in a variety of HR disciplines, such as: classification, compensation and pay, employee benefits, employee relations, position management, personnel processing, recruitment and staffing. Serves as the FSD's resident HR consultant, provides technical interpretations and guidance on HR matters based on directions from Headquarters' Office of Human Resources or designated field representatives. Provides management advisory services to the FSD staff as appropriate and provides first line response to airport employees' inquiries, as well as those assigned to spoke airports, as appropriate. Responds to address a range of HR inquiries involving routine to complex actions, and contacts senior agency HR contacts for assistance in addressing difficult and unusual issues. Ensures the accuracy and timely submission of personnel requests and other HR actions, and implements and provides technical guidance for HR-related programs and activities in efficient manner. Maintains familiarity with and applies a good working knowledge of HR policies and programs.

Supports the use of an Integrated Conflict Management System (ICMS) as part of TSA's vision to create a Model Workplace and supports Model

Workplace Initiative as directed by FSD. Responsible for the creation, delivery and monitoring of FSD assigned projects.

Works directly with local personnel and TSA Headquarters to ensure the success of national customer service partnerships and educational programs. Works locally to ensure security procedures and programs are consistently and effectively communicated to passengers. Builds partnerships and educates individuals, groups and associations impacted by TSA policies, procedures and programs emphasizing summer and holiday periods. Available to assist with local media requests as required in coordination with TSA Public Affairs.

#### Financial Specialist

Performs a wide range of budget analysis assignments. He/She will be responsible for the following: performing a wide variety of analytical duties associated with the formulation, review, justification, presentation and execution of the budget to include: reviewing, analyzing, and interpreting financial and program performance data, existing and proposed legislation, appropriations language and other statutory requirements, and Executive Orders; providing expert advice and recommendations for budgetary and program actions and advising management and junior specialist on most advantageous course of action; and monitoring the execution of the airport's budget through the review of financial documents, examination of accounting records and information provided by managers and TSA HQ Finance Office. Other duties may include: 1) reviewing legislation, rules, regulations and Departmental guidelines for impact on the airport's financial management activities; and 2) providing accounting support to plan and organize work associated with financial management and fiscal program matters.

#### Executive Secretary

Serves as the Executive Assistant to the Director at large sized airports. Works independently with a high degree of tact and diplomacy to carry out special assignments requiring comprehensive knowledge of TSA's mission. Assignments are typically project based and of a sensitive and confidential nature. Assignments may require coordination with other airport administrative offices, TSA offices, and/or other federal agencies. Performs research and conducts analysis on a wide range of subjects. Prepares reports, summaries, and/or presentations incorporating the findings and conclusions. Analyzes internal office workflow and establishes procedures to improve effectiveness and efficiency of operations. Reviews all correspondence for

FSD's signature to ensure compliance with TSA policies. Work is frequently reviewed by higher level manager.

#### Secretary (Office Automation)

Serves as secretary in a large-size airport environment for TSA. The incumbent performs a variety of secretarial and administrative functions to implement the office's administrative programs, policies and procedures. Provides administrative support in the areas of human resources, finance and procurement. Duties and responsibilities may also include: ensures the manager is provided with the background and the most current information on particular subjects by researching files and other documents for pertinent data before referring visitors; maintains the manager's appointment calendar; handles incoming correspondence, information, and documents which flow through the office, ensures timely handling of sensitive material; reads and reviews all outgoing correspondence, reports, and other material; makes travel arrangements; develops and maintains an effective filing system; coordinates and schedules meetings and conferences; receives, screens and directs incoming phone calls, visitors, and mail; maintains time and attendance reports; and responds to general inquiries.

#### Screening Manager

Is responsible for screening procedures, processes (passenger, baggage, cargo, et al), and performance. Uses good judgment while making decisions in the field. Manages multiple locations simultaneously, including off-site locations (i.e., spoke airports). Manages screening checkpoints that are central to TSA objectives that serve to protect the traveling public by preventing any deadly or dangerous objects from being transported onto an aircraft. Recognizes and recommends correction of improper use or application of the equipment, provides guidance to subordinates, and answers routine questions presented by subordinates. Manages and supports the collection of various performance metrics in an effort to identify areas in need of process improvement and systemic or individual weaknesses, vulnerabilities, or inefficiencies in the screening process. Coordinates national and local crisis management and incident response protocols. Recognizes and understands the customer service needs of the traveling public and balances these needs with safety and security in mind. Works cooperatively with airport stakeholders in furtherance of the TSA mission. Monitors individual performance and provides frequent communication in order to promote screener development.

**Office of Inspections and Special Reviews**

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Congressional Oversight and Appropriations Committees, as appropriate

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