



TSA Office of
**Human
Capital**
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Handbook

TSA MD 1100.30-4 Handbook

Permanent Internal Assignment Procedures

Effective: August 18, 2008



Transportation
Security
Administration



TSA Office of
**Human
Capital**

**TSA HANDBOOK ON PERMANENT INTERNAL ASSIGNMENT PROCEDURES
FOR TSA MD 1100.30-4, PERMANENT INTERNAL ASSIGNMENTS**

- A. Exceptions to Competitive Procedures.** Using competitive procedures means considering candidates who have applied to a vacancy announcement, and evaluating qualified candidates against job-related selection criteria. Competitive procedures must be applied for permanent internal assignments with the following exceptions. Actions NOT Requiring Competitive Procedures:
- (1) A permanent employee is promoted up to and including the highest pay band of his/her job category [see Attachment 1 for specific guidance].¹
 - (2) A current or former permanent employee is appointed, reassigned, demoted, or promoted to a position with a pay band opportunity no higher than the pay band (or equivalent grade in the General Schedule or other pay schedule) opportunity of a position previously held on a permanent basis.
 - (3) A current or former temporary TSA employee who obtained his/her temporary appointment through a competitive process is permanently appointed to a position in the same job category as the position to which temporarily appointed through competition, or in a job category with no higher pay band opportunity.
 - (4) A temporary TSA employee who was appointed under a special appointing authority conferring eligibility for noncompetitive conversion to permanent appointment is converted to a permanent appointment in accordance with the guidelines associated with that authority.
 - (5) A position is reclassified at a higher band as a result of reorganization, redescription of duties, or application of a new job category or level definition.
 - (6) An employee's temporary promotion is made permanent provided the temporary promotion was made using competitive procedures if required, and the fact that it might become permanent was included on the vacancy announcement.
 - (7) An employee is promoted to a pay band (or equivalent grade in the General Schedule or other pay schedule) previously held on a permanent basis in the competitive or excepted service, provided separation/demotion from that pay band/grade was NOT based on a performance or conduct action, and provided the promotion is to a position with a pay band opportunity no higher than the pay band/grade opportunity previously held on a permanent basis.

¹ However, with certain exceptions noted below, employees must compete for assignment (appointment, promotion, reassignment, etc.) to a TSA supervisory or managerial position unless they have already completed a Federal supervisory or managerial probationary period.

- (8) An employee is selected under priority consideration resulting from corrective action associated with a previous assignment action (e.g., failure to receive proper consideration for a promotion).

B. Supervisory and Managerial Positions.

- (1) Individuals generally must compete for assignment to a TSA supervisory or managerial position unless: they have already completed a Federal supervisory or managerial probationary or trial period; or they are moving into a Supervisory Attorney position; or they meet the following conditions for an exception to the general rule:
- (a) The individual previously served in comparable supervisory or managerial position(s), in or outside the Federal civilian service, for a total of at least 12 months, and has demonstrated possession of the knowledge, skills and abilities required to successfully perform the duties of the position for which he/she is being considered; **and**,
 - (b) There is an urgent need to fill the position to meet the mission of the organization; **and**
 - (c) The candidate for exception meets one of the criteria for noncompetitive action, as outlined in Section A above; **and**
 - (d) The candidate for exception otherwise meets all eligibility requirements for the subject position (e.g., qualification requirements).
- (2) The Assistant Administrator for Human Capital must review and approve any exception request made pursuant to Section B (1) of this Handbook. The Office Head (i.e., Associate Administrator, Assistant Administrator, or Headquarters Office Director) must submit a request for non-competitive entry into a supervisory or managerial position for review and approval. A determination should be made that the candidate otherwise meets eligibility requirements before an exception request is submitted.
- (3) Those receiving permanent assignments (appointments, promotions, reassignments, etc.) to a supervisory or managerial position under this exception process will be required to serve a one-year supervisory or managerial trial period.

C. Qualification Requirements. All candidates must meet the established qualification requirements or alternatives in accordance with the guidelines stated below.

- (1) **Basic Requirements:** Candidates must meet all length, type, and quality of experience requirements; education/training requirements; licensure, medical and/or physical requirements; and any other requirements contained in the relevant qualification standard for a relevant position.

Note: TSA does not impose a time-in-pay-band requirement for promotion and/or selection into TSA positions.

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- (2) **Qualification Requirements:** TSA has adopted the provisions of the Office of Personnel Management (OPM) *Operating Manual: Qualification Standards for General Schedule Positions* for all selections or assignments to TSA positions, unless TSA has established a new qualification standard for a specific occupation as discussed below, or a specific program provides for waivers of qualification requirements.
- (a) Offices may take advantage of flexibilities in the Operating Manual, such as in-service placement provisions and approved modifications to the qualification standard for reassignment and voluntary changes to lower band unless otherwise prohibited. In most cases, individuals must have one year of relevant experience comparable to the next lower pay band level, acquired in their current position or in previous paid or unpaid employment, to be considered for promotion or selection.
 - (b) If the need to establish a TSA qualification standard is identified for a specific occupation, the Office of Human Capital will develop the qualification standard in consultation with other TSA organizations as appropriate. There is a TSA qualification standard for the Transportation Security Officer (SV-1802) occupation. (*See Attachment 2, "Internal Promotion Instructions for TSO Positions"*).
 - (c) Selective placement factors may be used if appropriate. Selective placement factors are knowledge, skills and abilities essential for satisfactory performance in the position to be filled. Selective placement factors are an addition to the qualification standard for the position (e.g., requirement to speak or write in a language other than English). A candidate must possess the selective placement factors to be considered minimally qualified.
 - (d) Credit for experience in a position is given based on a 40-hour workweek. Part-time experience is credited on a part-time ratio – i.e., working 20 hours per week for two months equals one month of experience. No additional credit is given for overtime.
 - (e) Managers are responsible for determining when an employee meets the performance requirements for promotion up to and including the highest pay band attainable for the position/job category to which the employee is assigned, and for deciding whether there is sufficient continuing work at the higher pay band level to support the promotion. The servicing HR Specialist ensures that employees recommended for promotion meet qualification requirements and are otherwise eligible. (*See Attachment 1, "Promoting an Employee up to and including the Highest Pay Band of the Job Category"*). Promotions are not automatic upon completing an established waiting period or obtaining required qualifications.

D. Competitive Selection Process. A competitive selection process is required for permanent internal assignments unless specifically exempted under Section A. above. The following elements are required for a competitive selection process:

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- (1) Assessing job duties and responsibilities to identify the knowledge, skills, abilities, and/or competencies, required to perform the job successfully;
- (2) Developing job-related criteria against which eligible applicants will be evaluated;
- (3) Searching for candidates through a large enough area to provide competition among an adequate number of qualified candidates to meet agency staffing needs; and
- (4) Assessing qualified applicants against the job-related criteria.

E. Recruiting for Permanent Internal Assignments. The vacancy announcement is the competitive process used to identify employees for internal assignment.

- (1) In filling a vacancy, a selecting official, in consultation with the servicing HR Specialist, may use an internal vacancy announcement (open only to those meeting internal assignment eligibility criteria outlined in TSA MD 1100.30-4) or an external vacancy announcement (open to individuals not meeting internal assignment eligibility criteria), or both, to recruit for candidates. (An external announcement may be used to recruit from both inside and outside the Federal civil service.)
- (2) The minimum areas of consideration for a vacancy announcement are: (a) TSA Headquarters for a vacancy in headquarters, (b) an airport for a vacancy in an airport, and (c) a field installation for a vacancy in a field installation. The selecting official, in consultation with the HR Specialist, may select an area of consideration beyond the minimum--one that he/she feels will produce a sufficient number of well-qualified candidates. If practical, field managers are encouraged to expand the area of consideration to airports within the same hub/spoke and/or to TSA organizations within the local commuting area. Applicants outside the announced area of consideration will not be considered.
- (3) A vacancy announcement should be open for a minimum of five (5) workdays. The selecting official may request that a vacancy announcement be open for less than five (5) workdays. In such cases, the selecting official should provide the servicing HR Specialist with a written rationale for doing so. However, announcements must be open for at least three (3) workdays to allow a reasonable amount of time for candidates to prepare and deliver an application package.
- (4) Applications must be received by the announcement's closing date to be considered. Candidates must meet the qualification requirements and any selective placement factors as of the closing date of the announcement.
- (5) Vacancy Announcements must include the following information, as applicable:
 - Issuing agency and specific organizational location
 - Announcement number
 - Opening and closing dates

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- Title, series, pay band, job category, and salary
 - Duty station
 - Area of consideration
 - Description of duties
 - Qualification requirements
 - Medical requirements, if any
 - Clearance requirements, if any
 - A statement of whether or not permanent-change-of-station benefits will be paid
 - Trial period requirements, if any
 - Supervisory/managerial trial period requirements, if any
 - Desired knowledge, skills, abilities, and/or competencies
 - How applications will be evaluated (i.e., basis for rating)
 - How and where to apply
 - Point-of-contact information
 - What to file and consequences of not filing material by the date requested
 - Selective Service Registration information, if applicable
 - A statement indicating any limitations on types of financial investments that TSA employees may hold in certain types of companies and the requirement, if appropriate, for a financial disclosure statement
 - Equal Employment Opportunity statement
 - Reasonable Accommodation statement
 - Information for veterans, if applicable (see section below on vacancy announcements and veterans)
- (6) Supervisors should advise subordinate employees to monitor vacancy announcements when they are absent temporarily on detail, leave, training, etc., so that they may timely apply and be considered for opportunities in which they are interested.
- (7) Vacancy Announcements and Veterans: When issuing an internal vacancy announcement to the Federal civilian workforce *beyond* TSA, it is the policy of TSA to accept applications from veterans' preference eligibles and veterans who are honorably discharged from the armed forces after substantially completing at least three (3) years of continuous active duty service. This policy simply provides additional opportunities for veterans to apply for TSA vacancies. Such candidates compete in the same way as other applicants, i.e., veterans' preference is not a factor in the selection process under TSA's Permanent Internal Assignment Policy.

F. Candidate Ranking/Grouping. Ranking Factors are criteria (i.e., knowledge, skills, abilities, and/or competencies), beyond minimum qualification requirements, that the selecting official expects will significantly enhance the effectiveness of the individual selected for the vacancy. Applicants who possess the ranking factors may be ranked above those who do not, but no one may be rated ineligible solely for failure to possess a ranking factor. The HR Specialist, a subject matter expert, or a rating panel (but not the selecting official) will evaluate the degree to which each eligible candidate possesses the ranking factors to determine which candidates are referred to the selecting official as being the best qualified. When issuing a vacancy

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announcement, selecting officials may have all minimally qualified candidates referred for consideration or may have minimally qualified candidates: (1) ranked by numerical score or (2) grouped by "qualified" and "best qualified" categories.

- (1) ***Ranking By Numerical Score:*** This method is effective when there are many qualified applicants and the selecting official wishes to consider a smaller number of best-qualified candidates.
 - (a) When using this method, all applicants who meet the minimum qualification requirements will be assigned a numerical rating. This rating will result from evaluating each application against ranking factors specified in the vacancy announcement, and/or from administering a competency-based questionnaire during the recruitment process. The servicing HR Specialist or a subject matter expert (other than the selecting official) will do the ranking, either individually or as part of a panel.
 - (b) The HR Specialist prepares a referral list containing the names of the best-qualified candidates, based on the numerical ratings. The candidates will be listed in alphabetical order. The HR Specialist will look for a "natural break" in scores to determine how many candidates to refer. For a single vacancy, generally no more than ten candidates should be referred. For each additional vacancy, generally no more than three additional candidates should be referred. All candidates with the same numerical rating will be referred if one such candidate is referred, even if it results in a higher than normal number of candidates being referred.
 - (c) After reviewing the referral list, managers may request a second referral list of candidates, based on numerical ratings. However, they must justify any selection made from this second referral list if there are candidates from the first referral list available for selection. Justifications must be based on the selectee's qualifications relative to the vacancy's requirements. The Promotion Decision Tool at Attachment 3 may be used to document the justification.
- (2) ***Category Grouping:*** This method is effective when the selecting official wants to see all candidates with significant experience beyond the minimum qualifications.
 - (a) Using this method, the servicing HR Specialist or a subject matter expert (other than the selecting official) groups all qualified applicants into "best-qualified" and "qualified" categories. Placement in a category results from evaluating each application against ranking factors specified in the vacancy announcement, and/or from administering a competency-based questionnaire during the recruitment process. The selecting official, in consultation with the servicing HR Specialist, must establish the criteria or threshold for "best qualified" prior to the opening date of the vacancy announcement. These criteria must be job-related.
 - (b) The servicing HR Specialist prepares the referral list containing the "best-qualified" candidates in alphabetical order. Upon request, selecting officials may receive a referral list containing both the "best-qualified" group of candidates and the

“qualified” group of candidates. Within each group, candidates are listed in alphabetical order. Selecting officials must justify in writing those selections made from the “qualified” group if there are “best qualified” candidates available for selection. Justifications must be based on the selectee’s qualifications relative to the vacancy’s requirements. The Promotion Decision Tool at Attachment 3 may be used to document the justification.

G. Referral Lists.

- (1) The servicing HR Specialist will develop the list of candidates for referral to the selecting official. The content and format of a referral list will vary depending upon the assessment method chosen by the selecting official (see Section F of this Handbook).
- (2) Selecting officials have the discretion to decide which, if any, candidates to interview. Selections may be made from referral lists for up to ninety (90) days after the list is issued. The list may be extended for up to an additional ninety (90) days upon request by the selecting official.
- (3) If, during this 180-day window, a “like” position (i.e., same job series, pay band, general duties, qualification requirements, and duty station) becomes vacant, the referral list may also be used to fill the new vacancy.

H. Selection.

- (1) The servicing HR Specialist has the authority to make formal job offers. Once a selected candidate accepts a job offer, the servicing HR Specialist will set the effective date of the permanent internal assignment action through coordination with the gaining and losing organizations.
- (2) Selected employees shall be released to begin their new positions as soon as practicable. This should occur no later than two (2) pay periods from the date the losing organization is notified of the selection unless otherwise negotiated.

I. Voluntary (Employee Requested) Transfer or Job Swap (Employee Initiated Exchange)

- (1) Increasing options for employees to voluntarily move to other TSA positions and/or locations for which they are eligible through non-competitive permanent internal assignment can benefit both the employee and the agency by:
 - (a) Allowing employees to broaden their experiences and skills to better prepare themselves to take advantage of career progression opportunities; and
 - (b) Increasing retention of valuable employees in whom TSA has already made an investment.

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- (2) The provisions of Section I (4) through Section I (12) do not apply to non-supervisory Federal Air Marshals (FAMs). Accordingly, the Office of Law Enforcement/Federal Air Marshal Service (OLE/FAMS) may issue separate guidance for non-supervisory FAMs seeking a voluntary transfer or job swap.
- (3) An employee who meets the conditions of Section I (9) of this Handbook may, outside of an announced vacancy process, request:
 - (a) A voluntary transfer (reassignment to a position at the same pay band and with the same pay band opportunity, or assignment to a position at a lower pay band with no greater career opportunity than held previously) to a vacant position; or
 - (b) A job swap (two employees requesting, being approved for, and accepting placement into one another's permanent positions when competitive procedures are not required to effect such placement).
- (4) The TSA Job Swap web board at <http://tsaweb/jobswap> is available to help employees identify others with whom they may be able to arrange a successful job swap.
- (5) Job swaps are generally intended to apply when the employees can be reassigned into one another's permanent positions at the same pay band and with the same pay band opportunity and both positions are identical in terms of key elements such as pay band, pay band opportunity, series, functional specialty (ies) and/or qualification requirements, and type of work schedule. In some cases, TSA managers may have sufficient flexibility within their staffing allocations to approve a swap between employees whose positions are similar but not identical. The TSA management officials involved must ultimately determine if a proposed job swap can be approved.
- (6) A voluntary transfer or job swap may involve a position(s) either in the same or different organizations and/or geographic locations. If a transfer or swap involves relocation, the employee(s) will be responsible for any and all costs related to the transfer(s). Any employee request for leave related to relocation will be subject to existing leave policy (currently [TSA MD 1100.63-1, *Absence and Leave*](#), and the [Absence and Leave Handbook](#)).
- (7) If the employee is requesting a voluntary transfer for a reason that meets the definition of hardship under [TSA MD 1100.30-12, *Hardship Reassignments*](#), the employee may elect to submit a request in accordance with that directive.
- (8) This directive does not apply to a request for temporary assignment to another position and/or location; refer to [TSA MD 1100.30-1, *Temporary Internal Assignments*](#) for information on how to process these temporary assignments (details).
- (9) To submit a request for a voluntary transfer or job swap, the employee(s) must:

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- (a) Have been employed with his/her current TSA organization and location for at least one year (TSA may make an exception to this requirement for subsequent requests by an employee if the employee's current organization believes that it is in TSA's interest to allow the employee to request a second transfer or swap before one year has elapsed, or where other unusual circumstances exist);
 - (b) Be eligible for non-competitive permanent internal assignment to the requested position under the provisions of Section A of this Handbook and all other applicable TSA policies (such as TSA MD 1100.30-14, *Post Appointment Movement Restrictions*);
 - (c) Have received a rating of at least "Satisfactory," "Achieves Standards," "Meets or Exceeds Standards," or equivalent on the most recent annual performance appraisal; and
 - (d) Have no disciplinary or performance-based (i.e., a Performance Improvement Plan) actions pending.
- (10) Process for Requests.
- (a) Every office/airport will designate a point of contact (POC) to certify (potentially losing office/airport) and receive (potentially gaining office/airport) voluntary transfer and swap requests. In most cases the POC will be the HR Specialist for the office/airport.
 - (b) Employees seeking a voluntary transfer must properly complete and submit [TSA Form 1181B, Voluntary Transfer Request Form](#). The employee must submit a separate form for each position/location to which he/she is seeking a potential transfer. The employee must attach a copy of his/her most recent annual performance appraisal to each request form (if no appraisal is available, the current organization will need to certify that the employee's performance is currently satisfactory).
 - (c) Employees seeking a job swap must properly complete and submit [TSA Form 1181A, Voluntary Job Swap Request Form](#). Both employees must attach a copy of their most recent annual performance appraisal to the request form (if no appraisal is available, the current organization will need to certify that the employee's performance is currently satisfactory).
 - (d) Previous disciplinary action(s) will not prevent an employee from applying for a transfer request. However, the employee's performance record and any disciplinary actions on record (letters of reprimand, suspensions, removals, and/or involuntary pay band reductions) will be taken into consideration by the gaining office/airport when determining to approve or not approve the request. Employees may attach an explanatory statement of no more than one page regarding their disciplinary and performance record to be taken into consideration when their record is reviewed.

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- (e) All transfer and swap requests must be certified by the employee's current organization before consideration by the potentially gaining office(s)/airport(s). Certification involves verifying that the required information has been submitted and that the employee(s) meets all eligibility criteria, and providing the employee's performance record and disciplinary actions of record to the potentially gaining office/airport. Only actions of record which are normally documented in the Official Personnel Folder(s) and Employee Performance Folder(s) will be provided. If a request for voluntary transfer or swap will also involve a job series change, the POC for the employee's current office/airport must consult with OHC to determine if the employee meets the qualification requirements for the new position before certifying the request.
 - (f) The potentially gaining office/airport must, upon request, provide employees interested in potential transfers or swaps to their location with current information, through their local human resources fact sheet or similar document, on specific local conditions and information such as parking costs, tours of duty, and other local procedures such as those for shift bidding and shift preference. It is the employee's responsibility to become fully informed of the conditions in the new office/airport.
 - (g) The POC for the employee's current office/airport should, within 10 business days of the employee's submission of a voluntary transfer or swap request:
 - (i) Notify the employee that his/her request has been certified and forward the certified request directly to the organization to which the employee is seeking assignment; or
 - (ii) Explain to the employee why his/her request cannot be certified; or
 - (iii) Let the employee know when his/her request will be certified and provide a justification for the delay.
- (11) Process for Review and Approval of Requests.
- (a) TSA mission needs will be the primary criteria for approving requests.
 - (b) TSA managers are required to determine how work will be structured and vacant jobs filled and to consider the needs and interests of their current employees (including those in the hub/spoke configuration for airports) before approving requests for voluntary transfers and/or job swaps. If a full-time position becomes vacant, managers will give current qualified part-time employees within the hub/spoke airports the first opportunity to express interest in the full-time position before a full-time voluntary transfer request may be approved.
 - (c) Managers must review any pending requests submitted in accordance with [TSA MD 1100.30-12, *Hardship Reassignments*](#), and any voluntary transfer and/or swap requests, before considering other methods of recruiting for and selecting candidates.

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Hardship reassignment requests will be considered before voluntary transfer or job swap requests. Relevant mission and job-related factors will be considered in making a final determination on a voluntary transfer or job swap request. Examples of job-related factors include, but are not limited to, available vacancies at the requested location, available full-time equivalents (FTEs), workforce allocations, funding, TSA's mission requirements and attrition rates. Managers who decline to approve a voluntary transfer or swap request are required to document the reason for disapproval on the request form.

- (d) The potentially gaining organization may review any certified voluntary transfer request forms and select any qualified and available employee for the position to be filled. If the potentially gaining organization receives two or more certified transfer requests, they may elect to rank the requesting candidates based on their perception of the best potential fit for the available position. If this process still leaves the organization with two or more otherwise equivalent candidates, the gaining office/airport should select and consistently apply an objective basis (such as the date the requests were received) to determine who will be offered an available position.
- (e) The potentially gaining organization may approve or disapprove a voluntary transfer request and determine the specifics of the position to be offered (factors such as job type, schedule, and pay) consistent with the provisions of this and other applicable TSA policies and directives.
- (f) In the case of a proposed job swap, both organizations have the discretion to approve/disapprove a proposed swap; if either organization disapproves, the proposed swap cannot occur.
- (g) Both the gaining and losing organizations have discretion in determining when an approved request will be effected. In the case of a job swap, the personnel actions required to transfer both employees must be effective on the same date, unless otherwise arranged and approved by the officials with delegated hiring authority for both organizations.
- (h) TSA managers are required to offer an approved voluntary transfer at the highest available pay band for which the employee is qualified if the employee could be reassigned or demoted to a position with more than one pay band level (e.g., if the employee is Lead TSO F band who is willing to accept a TSO position, management is expected to offer the employee the opportunity to transfer at the E rather than the D band level if the employee has met the minimum requirements for the E band position).
- (i) If the potentially gaining organization for a voluntary transfer request does not have a vacancy immediately available, the POC will retain any certified transfer requests for one year and use them as outlined in this section if a vacancy becomes available. Before an offer is extended, the potentially gaining organization should verify that the employee continues to meet the eligibility requirements by requesting an updated

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certification from the POC of the employee's current organization. Requests more than one year old (based on the date received) will no longer be retained. After one year, an employee must submit an updated request if he/she wishes to receive future consideration for potential transfer.

- (j) For certified job swap requests, the following timelines will apply:
 - (i) The designated hiring officials for the two offices/airports involved should decide whether or not to approve the request within 10 business days of the date that both certifications are completed.
 - (ii) The POCs for the two offices/airports involved should notify the requesting employees as to whether their request was approved or disapproved within 5 business days of the date that both hiring officials have made and documented their decisions.
- (k) Job swap requests which cannot be approved will not be retained; the employees must submit a new request if they wish to receive consideration for another proposed job swap.

(12) Approved Requests.

- (a) An employee whose request for voluntary transfer or job swap is approved will be given 10 business days to decide whether to accept or reject the offer. In the case of an approved job swap, both employees must accept the offer in order for the proposed swap to take place.
- (b) Voluntary Transfer: If the employee accepts the position offered, he/she must execute the voluntary transfer. If an employee fails to report as directed, he/she may be subject to appropriate corrective or disciplinary action.
- (c) Job Swap: The acceptance of an approved job swap will be considered binding on both employees. Both employees are expected to execute the swap through simultaneous personnel actions. If one of the employees fails to report as directed after agreeing to a swap, the manager may, at his/her discretion, offer that employee the opportunity to remain employed by TSA at their current location in a position at the same or lower pay band and/or work schedule if staffing allocations permit him/her to do so while still accepting the swap candidate. Depending on the circumstances, corrective action may also be appropriate. Alternatively, the manager may terminate the employee to prevent overstaffing, workforce imbalance or other workplace complications.
- (d) Employees are expected to request fact sheets or equivalent documents, exercise due diligence, ask questions and obtain sufficient information from the potential new office/airport so they are fully informed of the conditions in the new office/airport before accepting an offer to transfer or swap positions. Transferring or swapping employees will become subject to all local employment provisions of the new

office/airport after the transfer or swap is completed. For example, there might be differences in office/airport hours of operation, transportation/parking, shift bidding processes, or other conditions.

- (e) If a voluntary transfer or job swap involves relocation, the employee(s) will not be entitled to Permanent Change of Station (PCS)/relocation expense reimbursement based on his/her voluntary request and personal decision to relocate. The employee(s) will be responsible for any and all costs related to the transfer(s).
 - (f) Any employee request for leave in connection with a voluntary transfer or job swap will be subject to existing leave policy (currently [TSA MD 1100. 63-1, *Absence and Leave*](#), and the [Absence and Leave Handbook](#)).
 - (g) The work schedule, pay rate and/or locality rate of the new position may be less than the current position, which could reduce the net pay the employee(s) will receive. If the transfer involves a change from full-time to part-time employment, the employee's pay and benefits (including leave accrual, life insurance benefit, and annuity computation) will be reflective of the part-time employment status. In addition, the employee is not guaranteed the opportunity to convert back to full-time employment.
 - (h) If an employee accepts an offer of a voluntary transfer to a position at a lower pay band, pay in the new position may be set by the gaining organization using appropriate pay setting policies (see [TSA MD 1100.53-1, *Setting Pay Upon Demotion*](#)) on the basis of the action being voluntary. The employee must be provided with information on the specific salary being offered before being required to make a final decision on whether he/she will accept the offer. In addition, the employee will not have any guarantee of, or priority for, re-promotion to his/her former pay band level.
 - (i) If the voluntary transfer or swap results in the employee moving into a position with different functional requirements (e.g., from single function to dual function), the employee will be subject to the requirements of the new position and appropriate action will be taken in accordance with policy if he/she is unable or unwilling to perform satisfactorily in that position.
- (13) Denial of an employee's request for a voluntary transfer or job swap is not a covered action under the TSA grievance procedures.

J. Directed (Involuntary) Reassignment.

- (1) Managers may reassign employees involuntarily without loss in pay band or basic pay from one position to another, within or outside the local commuting area, when such action is in the best interest of TSA. When a directed reassignment is contemplated, the employee shall be fully informed of the reasons for the action. The personal interests and desires of the employee shall be carefully considered, but the final decision shall be made according to the needs of TSA.

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- (2) When a directed reassignment requires an employee to relocate outside the commuting area, the employee shall, under normal circumstances, be given at least sixty (60) days advance notice of the reassignment date. In unusual circumstances the notice period may be reduced to thirty (30) days. Because a directed reassignment is, by nature, in the interest of the Government, TSA may be obligated under travel policies to pay certain relocation expenses when effecting a directed reassignment involving a relocation outside the commuting area.
- (3) Management officials shall initiate a separation action if an employee refuses to accept a directed reassignment. An employee who declines to accept an offered position might be eligible for a discontinued service retirement if certain conditions are met. *Officials exercising the authority to effect a directed reassignment should consult with the Office of Human Capital in advance of taking any action.*

K. Inquiries. Evaluation plans, crediting plans, and scores or cut-off scores developed under this Management Directive are considered test materials and must be safeguarded. These items are exempt from release under the Freedom of Information Act (FOIA). Upon request, the servicing HR Specialist will provide the following information to candidates for vacant positions:

- (1) Information about the qualification requirements, evaluation criteria, and evaluation methods used in selecting candidates for positions in which they are interested.
- (2) Information on the various methods of selecting candidates and filling vacancies.
- (3) Whether the candidate was considered for promotion/assignment and, if so, whether the candidate met the minimum qualifications requirements for the position.
- (4) Whether the candidate was one of those in the group from which selection was made (for example, was one of the “best-qualified” candidates who appeared on the referral list).
- (5) Records used in considering the candidate. However, records and documents used in considering other candidates shall be released only in accordance with and to the extent permitted by the Privacy Act and the Freedom of Information Act.
- (6) Who was selected for the position.

L. Documentation. Documentation of competitive placement actions is essential to the reconstruction of the evaluation and selection process. Documentation must be retained by the servicing HR Office (i.e., the Office that issues the referral list) for two (2) years from the closing date of the vacancy announcement. If an individual files an EEO complaint or any other claim or grievance related to the placement, the records must be retained until either the Office of Chief Counsel or Office of Civil Rights and Liberties advises that the matter is closed.

Attachment 1

**PROMOTING AN EMPLOYEE
UP TO & INCLUDING THE HIGHEST PAY BAND OF THE JOB CATEGORY**

An employee may progress without competition through the career levels² of his or her job category if:

- the business need exists to have higher-level duties performed; **and**
- the higher level duties will be a regular and continuing part of the employee's job, and will occupy at least 25% of the employee's time; **and**
- the employee meets the qualification requirements and the career level definition for the next pay band; **and**
- funds are available.

However, with certain exceptions noted in Section A of this Handbook, employees must compete for promotion to a TSA supervisory or managerial position unless they have already completed a Federal supervisory or managerial probationary period.

Guide to determining the business need for higher-level work

Career level definitions have been defined for each job category³. The definitions describe the requirements and expectations at each career level.

Review the career level definitions to determine if the work needed meets the next level definition. The factors which define differences at the next career level are:

- complexity of assignments;
- nature of supervisory oversight, including the frequency with which work is reviewed;
- nature of the position's contribution;
- level of knowledge and experience applied to assignments;
- level of independence in planning use of time and resources;
- nature of contacts;
- nature of guidance applicable to assignments; and
- effect of the position's work on the organization.

Guide to determining the employee's ability to perform at the next career level

Managers should work with their servicing HR Specialist to determine an employee's qualifications for the next career level in accordance with applicable qualification standards.

Managers should compare the employee's experience and breadth of skills to the requirements of the next career level of the position.

² Each career level corresponds to a pay band in a job category.

³ Specific career level definitions have not been developed for positions in some of the Specialized job categories. If no specific definitions exist, refer to the set of definitions for the most nearly applicable category. For example, the Technical Support level definitions are used for the Specialized Security Screener job category.

Documentation

The Promotion Decision Tool (*Attachment 3*) helps managers assess eligible employees for promotion. It outlines key considerations to review when assessing employees. Managers may add other job-related considerations to this Promotion Decision Tool to reflect criteria of importance to a particular position. Selecting officials are encouraged to use the Promotion Decision Tool to document their rationale when promoting an employee.

INTERNAL PROMOTION INSTRUCTIONS FOR TRANSPORTATION SECURITY OFFICER (TSO) POSITIONS

[These instructions should be used in conjunction with relevant OHC policy and guidance.]

What are the minimum qualification requirements for assignment to Lead and Supervisory Transportation Security Officer Positions?

For assignment to a Lead Transportation Security Officer Position, SV-1802-F: The candidate must have six months of experience performing the duties of a Transportation Security Officer, SV-1802-D, or six months of equivalent specialized experience. Such specialized experience would include:

- ◆ Providing frontline security protection of air travelers, airports and airplanes.
- ◆ Wanding, performing pat down searches, operating an x-ray machine, screening baggage, and reviewing tickets.
- ◆ Identifying dangerous objects on passengers and/or in baggage or cargo, and preventing these objects from being transported onto aircraft.
- ◆ Using diverse electronic detection and imaging equipment.

For assignment to a Supervisory Transportation Security Officer Position, SV-1802-G: The candidate must have six months of experience performing the duties of a Lead Transportation Security Officer, SV-1802-F, or six months of equivalent specialized experience. Such specialized experience would include:

- ◆ Identifying, distributing, and balancing workload and tasks among TSOs.
- ◆ Making necessary adjustments to accomplish the Screening workload.
- ◆ Training or arranging for the technical training of TSOs.
- ◆ Monitoring and reporting on the status and progress of Screening work.
- ◆ Maintaining records of work accomplishments and administrative information.
- ◆ Representing a team of TSOs for the purpose of obtaining resources, and securing needed information or decisions from the supervisor on major work problems and issues that arise.
- ◆ Serving as a coach and facilitator to a team of TSOs.
- ◆ Resolving simple, informal complaints of TSOs and referring formal grievances to the appropriate management official.
- ◆ Approving leave as delegated by management.

Credit for experience is given based on a 40-hour workweek. Part-time experience is credited on a part-time ratio – i.e., working 20 hours per week for two months equals one month of experience. No additional credit is given for overtime.

The above minimum qualification requirements apply to those employees currently employed in TSO positions. Other candidates, including those who formerly held TSO positions, would also have to meet the employment standards outlined in the Aviation and Transportation Security Act (ATSA), as well as any other requirements established by TSA policy for appointment to TSO positions.

When is competition required?

Competition is not required to promote an employee up to and including the highest pay band of his/her job category. (See *Attachment 1* for more specific guidance.) Therefore, a Transportation Security Officer may be promoted to a Lead Transportation Security Officer position without competition, provided he/she meets minimum qualification requirements for the Lead TSO position.

However, with certain exceptions noted in Section A. above, unless an employee has already completed a Federal supervisory or managerial probationary period, he/she must compete for promotion to a TSA supervisory position. Therefore, a Lead Transportation Security Officer generally must compete for promotion to a Supervisory Transportation Security Officer position.

How is competition conducted?

When using competition to consider current employees for Lead and Supervisory Transportation Security Officer vacancies, a vacancy announcement is issued. The minimum area of consideration for such vacancy announcements is the airport where the vacancy resides. See Section E. above for additional information on issuing vacancy announcements.

When an internal vacancy announcement is issued, the selecting official may have all the minimally qualified applicants referred for consideration or may have the qualified applicants (a) ranked by numerical score or (b) grouped by “qualified” and “best-qualified” categories.

Ranking According to Numerical Score:

This method is effective when there are many qualified applicants and the selecting official wishes to consider a smaller number of the best-qualified candidates.

When using this method, all applicants who meet the minimum qualification requirements will be assigned a numerical rating. This rating will result from evaluating each application against ranking factors specified in the vacancy announcement, and/or from administering a competency-based questionnaire during the recruitment process. The servicing HR Specialist or a subject matter expert (other than the selecting official) will do the ranking, either individually or as part of a panel.

The HR Specialist prepares a referral list containing the “best-qualified” candidates, based on the numerical ratings. The candidates will be listed in alphabetical order. The HR Specialist will look for a “natural break” in scores to determine how many candidates to refer. For a single vacancy, generally no more than ten candidates should be referred. For each additional vacancy, generally no more than three additional candidates should be referred. All candidates with the same numerical rating will be referred if one such candidate is referred, even if it results in a higher than normal number of candidates being referred.

After reviewing the referral list, managers may request a second referral list of candidates, based on numerical ratings. However, they must justify any selection made from this second referral list if there are candidates from the first referral list available for selection. Justifications must be based on the selectee’s qualifications relative to the vacancy’s requirements. The Promotion Decision Tool at Attachment 3 may be used to document the justification.

Category Grouping:

This method is effective when the selecting official wants to see all candidates with significant experience beyond the minimum qualifications.

Using this method, the servicing HR Specialist or a subject matter expert (other than the selecting official) groups all qualified applicants into “best-qualified” and “qualified” categories. Placement in a category results from evaluating each application against ranking factors specified in the vacancy announcement, and/or from administering a competency-based questionnaire during the recruitment process. The selecting official, in consultation with the servicing HR Specialist, must establish the criteria or threshold for “best qualified” prior to the opening date of the vacancy announcement. These criteria must be job-related.

The servicing HR Specialist prepares the referral list containing the “best-qualified” candidates in alphabetical order. Upon request, selecting officials may receive a referral list containing both the “best-qualified” group of candidates and the “qualified” group of candidates. Within each group, candidates are listed in alphabetical order. Selecting officials must justify in writing those selections made from the “qualified” group if there are “best-qualified” candidates available for selection. Justifications must be based on the selectee’s qualifications relative to the vacancy’s requirements. The Promotion Decision Tool at Attachment 3 may be used to document the justification.

What are Ranking Factors?

Ranking Factors are criteria (i.e., knowledge, skills, abilities, and/or competencies), beyond minimum qualification requirements, that the selecting official expects to significantly enhance the effectiveness of the individual selected for the vacancy. Applicants who possess the ranking factors may be ranked above those who do not, but no one may be rated ineligible solely for failure to possess a ranking factor. The HR Specialist, a Subject Matter Expert, or a rating panel (but not the selecting official) will evaluate the degree to which each eligible candidate possesses the ranking factors to determine which candidates are referred to the selecting official as being the best qualified.

What should a selecting official consider in making a selection decision?

Selecting officials should evaluate each referred candidate based on a standard set of job-related criteria. Examples of such criteria may be:

- ◆ Length and quality of specialized experience
- ◆ Past performance and awards
- ◆ Adherence to workplace policies and procedures¹
- ◆ Job-related training completed
- ◆ Responses to a set of job-related interview questions
- ◆ Input from current Lead and Supervisory TSOs, and other airport managers and supervisors as appropriate

Selecting officials are encouraged to document their decision-making when making selections by completing the Promotion Decision Tool (*Attachment 3*).

¹ For instance, a selecting official may consider an employee’s adherence to procedures for requesting leave (as opposed to considering the amount of leave an employee has used, which would be inappropriate).

Promotion Decision Tool

Instructions: Completion of this Tool is recommended for selections made through internal promotion procedures. Selecting officials should use information gained from a review of the candidate’s resume, responses to job-related interview questions, input from current supervisors, and other appropriate sources to document the job-related reasons for selecting a candidate for promotion to a position in a higher pay band.

Position: _____ Selectee: _____

Considerations	Definitions of Considerations	Documentation
Specialized experience and performance as they relate to higher level job expectations	The employee’s specialized experience and performance as they relate to higher job level expectations (annual performance appraisal; accomplishments; major projects or programs completed).	
Impact on organization success	Degree to which the employee successfully completed the work activities or projects that contributed to or impacted the achievement of his/her organization’s or the TSA’s objectives.	
Criticality of skills	Importance of the employee’s skills and responsibilities to the organization’s and the TSA’s success.	
Growth and development	Degree to which employee obtains new skills, updates current skills, or pursues professional development (e.g., professional association) important to his/her organization or the TSA.	
Adherence to workplace policies and procedures, and demonstration of good work habits	Degree to which employee has demonstrated commitment to professional work ethic.	
Other job-related criteria (Examples: adaptability; job-specific skills; team skills)	<i>Examples:</i> <u>Adaptability</u> : employee works well under pressure, works well with changing priorities. <u>Job-Specific Skills</u> : experience in a specific program; expertise with state-of-the art electronic detection and imaging equipment; etc.) <u>Team Skills</u> : extent to which the employee demonstrates the skills necessary to be a successful team member.	

Selecting Official: _____ Date: _____ / _____ / _____