

PERSONNEL OVERSIGHT AND SHIFT TRACKING ACT OF
2025

SEPTEMBER 8, 2025.—Committed to the Committee of the Whole House on the State
of the Union and ordered to be printed

Mr. GRAVES, from the Committee on Transportation and
Infrastructure, submitted the following

R E P O R T

[To accompany H.R. 3425]

[Including cost estimate of the Congressional Budget Office]

The Committee on Transportation and Infrastructure, to whom
was referred the bill (H.R. 3425) to direct the Director of the Fed-
eral Protective Service to establish processes to strengthen over-
sight, performance, and accountability of contract security per-
sonnel engaged in the protection of certain buildings and grounds,
and for other purposes, having considered the same, reports favor-
ably thereon with an amendment and recommends that the bill as
amended do pass.

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The amendment is as follows:

Strike all after the enacting clause and insert the following:

SECTION 1. SHORT TITLE.

This Act may be cited as the “Personnel Oversight and Shift Tracking Act of 2025” or the “POST Act of 2025”.

SEC. 2. IMPROVED DATA COLLECTION AND PERFORMANCE ACCOUNTABILITY.

(a) **IN GENERAL.**—Not later than 1 year after the date of enactment of this Act, the Director of the Federal Protective Service shall establish processes to strengthen oversight, performance, and accountability of contract security personnel engaged in the protection of buildings and grounds that are owned, occupied, or secured by the General Services Administration Public Buildings Service.

(b) **OVERSIGHT OF CONTRACT SECURITY PERSONNEL.**—In carrying out the activities described in subsection (a), the Director shall—

(1) establish standards for the collection, maintenance, and analysis of covert testing data, including the creation of a comprehensive and uniform method for documenting test outcomes, identifying root causes of failures, and categorizing types of vulnerabilities detected;

(2) begin conducting quarterly analytical reviews of covert testing data to identify trends, recurring deficiencies, and opportunities for operational improvement across all covered facilities;

(3) direct the security contractor who is providing security services to the Federal Protective Service to establish a mandatory, cause-specific corrective training and performance improvement plan for any contract security personnel who fail a covert test and review the security contractor’s performance improvement plan to ensure that the security contractor has and will provide appropriate training and procedures to avoid any future covert testing failures; and

(4) develop updated security training guidance for contract security personnel to reflect findings from covert testing data, emerging threats, and best practices.

(c) **REPORT TO CONGRESS.**—Upon completion of the activities described in subsection (b), and annually thereafter, the Director shall submit to the Committee on Transportation and Infrastructure of the House of Representatives and the Committee on Homeland Security and Governmental Affairs of the Senate an report on the implementation of the requirements of this section, including any identified challenges and recommendations for additional legislative action.

SEC. 3. PERSONNEL SHIFT MANAGEMENT AND SYSTEM MODERNIZATION.

(a) **EVALUATION OF THE PERSONNEL TRACKING SYSTEM.**—Not later than 180 days after the date of enactment of this Act, the Director of the Federal Protective Service shall—

(1) conduct a comprehensive evaluation of the personnel tracking system used to manage and monitor the deployment availability of contract security personnel;

(2) determine whether to replace the system described in paragraph (1) with a more reliable personnel tracking platform, including private sector solutions, or whether to implement corrective actions to improve the system described in paragraph (1), including technical, operational, or administrative fixes; and

(3) develop and publish an implementation plan that includes—

(A) a timeline for completion of system replacement or corrective actions; and

(B) procedures to ensure timely and accurate communication to building tenants regarding contract security personnel shortages or absences or security coverage gaps.

(b) **REPORT TO CONGRESS.**—Not later than 1 year after the date of enactment of this Act, and annually thereafter for 3 years, the Director shall submit to the Committee on Transportation and Infrastructure of the House of Representatives and the Committee on Homeland Security and Governmental Affairs of the Senate a report that includes—

(1) the determination made under subsection (a)(2);

(2) a detailed summary of any implementation actions undertaken pursuant to subsection (a);

(3) an evaluation of the effectiveness of tenant communication protocols; and

(4) any recommendations for additional legislative or administrative actions.

SEC. 4. SAVINGS CLAUSE.

Nothing in this Act shall be construed as designating an employee of a contractor of the Department of Homeland Security who is engaged in the protection of Federal property pursuant to section 1315 of title 40, United States Code, as a Federal employee.

PURPOSE OF LEGISLATION

The purpose of H.R. 3425, as amended, is to direct the Director of the Federal Protective Service (FPS) to establish processes to strengthen oversight, performance, and accountability of contract security personnel engaged in the protection of certain buildings and grounds, and for other purposes.

BACKGROUND AND NEED FOR LEGISLATION

In 1971, the General Services Administration (GSA) formally established FPS as a Federal law enforcement agency to conduct investigations, enforce Federal law, and protect Federal property.¹ Now organized under the Department of Homeland Security (DHS), FPS is responsible for providing security at approximately 9,000 GSA leased and owned facilities, divided into 11 regions Nationwide.² In order to fulfill this mission, FPS oversees more than 15,000 contract guards, known as Protective Security Officers (PSOs).³

The Government Accountability Office (GAO) has placed the management of Federal Real Property, including building security, on its High Risk List.⁴ In covert tests conducted by GAO and FPS, contract security personnel failed to detect prohibited items approximately 50 percent of the time.⁵ GAO has recommended that FPS collect more consistent data on the root causes of these failures and use that information to enhance the detection capabilities of contract security personnel.⁶ Federal buildings face a range of violent threats, making the safety and security of Federal employees and the public a critical responsibility of FPS officers and PSOs.⁷

To preserve public safety, H.R. 3425, as amended, requires FPS to standardize covert test data collection, regularly analyze performance trends, and develop targeted, cause-specific training based on the results. It also mandates corrective action for underperforming contract guards and regular reporting to Congress on progress and outcomes. This legislation will close critical security gaps and ensure a more accountable, data-driven approach to training contract guards.

H.R. 3425, as amended, also directs FPS to implement overdue changes to its shift tracking system. FPS has had a modern personnel tracking system known as the Post Tracking System (PTS) in development since 2013, but PTS has never been fully deployed.⁸

¹ SHAWN REESE, CONG. RSCH. SERV., (RS22706), THE FEDERAL PROTECTIVE SERVICE AND CONTRACT SECURITY GUARDS: A STATUTORY HISTORY AND CURRENT STATUS, (Aug. 20, 2009), available at <https://crsreports.congress.gov/product/pdf/RS/RS22706/15>.

² U.S. DEPT OF HOMELAND SECURITY, *Fiscal Year (FY) 2025 Budget-in-Brief* (Mar. 11, 2024), available at <https://www.dhs.gov/publication/fiscal-year-fy-2025-budget-brief>.

³ E-mail from FPS Congressional Affairs to Staff, H. Comm. on Transp. and Infrastructure (Apr. 24, 2024, 10:22 AM EST) (on file with Comm.).

⁴ U.S. GOV'T ACCOUNTABILITY OFF., GAO-25-107743, *High-Risk Series: Heightened Government Attention Could Save Billions More and Improve Government Efficiency and Effectiveness* (Feb., 2025) [hereinafter GAO Report], available at https://files.gao.gov/reports/GAO-25-107743/index.html?gl=1*siylze*ga*MTY5MTM0MDI5MS4xNzQ0Mjk5MjQ4*ga_V393SNS3SR*czE3NTA5Njk0ODEkbzE1JGcwJHQxNzUwOTY5NDgxJG02MCRsMCRoMA.#_Toc190970315.

⁵ *Id.*

⁶ *Id.*

⁷ FEDERAL PROTECTIVE SERVICE, *Incident Report, Case Number F20030120497/20025714D* (July 21, 2020), available at https://www.dhs.gov/sites/default/files/2024-02/24_0202_fps-incident-reports.pdf.

⁸ GAO Report *supra* note 4.

Although intended to allow FPS to verify guard qualifications, confirm duty station assignments, and provide real-time updates to tenant agencies, PTS has largely been bypassed in favor of paper-based records due to interoperability and implementation challenges.⁹ A 2025 GAO report highlighted that problems with the current shift tracking system contributed to temporary office closures and disrupted services for the public.¹⁰ This legislation requires FPS to develop a plan to determine whether to replace the system or take corrective measures to make it functional.

HEARINGS

For the purposes of rule XIII, clause 3(c)(6)(A) of the 119th Congress, the Subcommittee on Economic Development, Public Buildings, and Emergency Management of the Transportation and Infrastructure Committee held a hearing entitled, “*Examining the Effectiveness of the Federal Protective Service: Are Federal Buildings Secure?*” on July 23, 2024. The Subcommittee received testimony from Mr. David Marroni, Acting Director, Physical Infrastructure, Government Accountability Office; Mr. Richard “Kris” Cline, Director, Federal Protective Service, Department of Homeland Security; and Mr. Elliot Doomes, Public Buildings Service Commissioner, General Services Administration.

LEGISLATIVE HISTORY AND CONSIDERATION

H.R. 3425, the “*Personnel Oversight and Shift Tracking Act*”, was introduced in the United States House of Representatives of May 15, 2025, by Representative Mike Kennedy of Utah and referred to the Committee on Transportation and Infrastructure. Within the Committee on Transportation and Infrastructure, H.R. 3425 was referred to the Subcommittee on Economic Development, Public Buildings, and Emergency Management. The Subcommittee on Economic Development, Public Buildings, and Emergency Management was discharged from further consideration of H.R. 3425 on June 11, 2025.

The Committee considered H.R. 3425 on June 11, 2025, and ordered the measure to be reported to the House with a favorable recommendation, with amendment, by voice vote.

COMMITTEE VOTES

Clause 3(b) of rule XIII of the Rules of the House of Representatives requires each committee report to include the total number of votes cast for and against on each record vote on a motion to report and on any amendment offered to the measure or matter, and the names of those members voting for and against.

No recorded votes were requested during consideration.

COMMITTEE OVERSIGHT FINDINGS AND RECOMMENDATIONS

With respect to the requirements of clause 3(c)(1) of rule XIII of the Rules of the House of Representatives, the Committee’s oversight findings and recommendations are reflected in this report.

⁹ U.S. GOV’T ACCOUNTABILITY OFF., GAO-25-108085, *Federal Protective Service: Actions Needed to Address Critical Guard Oversight and Information System Problems* (Mar. 11, 2025) [hereinafter GAO Report II], available at <https://www.gao.gov/products/gao-25-108085>.

¹⁰ *Id.*

NEW BUDGET AUTHORITY AND TAX EXPENDITURES

Clause 3(c)(2) of rule XIII of the Rules of the House of Representatives does not apply where a cost estimate and comparison prepared by the Director of the Congressional Budget Office under section 402 of the *Congressional Budget Act of 1974* has been timely submitted prior to the filing of the report and is included in the report. Such a cost estimate is included in this report.

CONGRESSIONAL BUDGET OFFICE COST ESTIMATE

With respect to the requirement of clause 3(c)(3) of rule XIII of the Rules of the House of Representatives and section 402 of the *Congressional Budget Act of 1974*, the Committee has received the enclosed cost estimate for H.R. 3425 from the Director of the Congressional Budget Office:

Legislation Considered Under Suspension of the Rules

The Majority Leader of the House of Representatives announces bills that will be considered under suspension of the rules in that chamber. Under suspension, floor debate is limited, all floor amendments are prohibited, points of order against the bill are waived, and final passage requires a two-thirds majority vote.

At the request of the Majority Leader and the House Committee on the Budget, CBO estimates the effects of those bills on direct spending and revenues. CBO has limited time to review the legislation before consideration. Although it is possible in most cases to determine whether the legislation would affect direct spending or revenues, time may be insufficient to estimate the magnitude of those effects. If CBO has prepared estimates for similar or identical legislation, a more detailed assessment of budgetary effects, including effects on spending subject to appropriation, may be included.

EFFECTS ON DIRECT SPENDING AND REVENUES OF LEGISLATION CONSIDERED UNDER SUSPENSION OF THE RULES IN THE HOUSE OF REPRESENTATIVES

Week of September 8, 2025

Bill number	Title	Effect on direct spending	Effect on revenues	Additional information on direct spending and revenue effects	Link to published estimates	Suspension bill text at docs.house.gov
H.R. 2591	Mental Health in Aviation Act of 2025, as amended.	None	None .....	.....	https://www.cbo.gov/publication/61623 ...	https://docs.house.gov/billssthisweek/20250908/HR%202591.pdf
H.R. 3055	TRANSPORT Jobs Act, as amended	None	None .....	.....	.....	https://docs.house.gov/billssthisweek/20250908/HR%203055.pdf
H.R. 3423	FROST Act, as amended	Increase by Less Than \$500K.	None .....	.....	https://www.cbo.gov/publication/61630 ..	https://docs.house.gov/billssthisweek/20250908/HR%203423.pdf
H.R. 3424	SPACE Act of 2025	None	None .....	.....	.....	https://docs.house.gov/billssthisweek/20250908/HR%203424.pdf
H.R. 3425	POST Act of 2025, as amended	None	None .....	.....	.....	https://docs.house.gov/billssthisweek/20250908/HR%203425.pdf
H.R. 3426	CASE Act, as amended	None	None .....	.....	.....	https://docs.house.gov/billssthisweek/20250908/HR%203426%20Amended.pdf
H.R. 3428	Mid-Atlantic River Basin Commissions Review Act.	None	None .....	.....	.....	https://docs.house.gov/billssthisweek/20250908/HR%203428.pdf
H.R. 4550	United States Grain Standards Reauthorization Act of 2025.	Reduce by Less Than \$500K.	None .....	.....	https://www.cbo.gov/publication/61725 ..	https://docs.house.gov/billssthisweek/20250908/HR%204550.pdf
H. Res.	Honoring the victims and survivors of the mass shooting at Annunciation Catholic Church and School in Minneapolis, Minnesota.	None	None .....	.....	.....	https://docs.house.gov/billssthisweek/20250908/MN%20Res.pdf

Source: Congressional Budget Office.

PERFORMANCE GOALS AND OBJECTIVES

With respect to the requirement of clause 3(c)(4) of rule XIII of the Rules of the House of Representatives, the performance goal and objective of this legislation is to direct the FPS to improve its oversight of contract personnel by establishing improved methods of tracking covert testing data, requiring contractors to utilize covert testing data to provide cause-specific corrective training for guards who fail a cover test, and modernizing its system of record for tracking personnel shifts.

DUPLICATION OF FEDERAL PROGRAMS

Pursuant to clause 3(c)(5) of rule XIII of the Rules of the House of Representatives, the Committee finds that no provision of H.R. 3425, as amended, establishes or reauthorizes a program of the Federal government known to be duplicative of another Federal program, a program that was included in any report from the Government Accountability Office to Congress pursuant to section 21 of Public Law 111–139, or a program related to a program identified in the most recent Catalog of Federal Domestic Assistance.

CONGRESSIONAL EARMARKS, LIMITED TAX BENEFITS, AND LIMITED
TARIFF BENEFITS

In compliance with clause 9 of rule XXI of the Rules of the House of Representatives, this bill, as reported, contains no congressional earmarks, limited tax benefits, or limited tariff benefits as defined in clause 9(e), 9(f), or 9(g) of the rule XXI.

FEDERAL MANDATES STATEMENT

The Committee adopts as its own the estimate of Federal mandates prepared by the Director of the Congressional Budget Office pursuant to section 423 of the *Unfunded Mandates Reform Act* (Public Law 104–4).

PREEMPTION CLARIFICATION

Section 423 of the *Congressional Budget Act of 1974* requires the report of any Committee on a bill or joint resolution to include a statement on the extent to which the bill or joint resolution is intended to preempt state, local, or tribal law. The Committee finds that H.R. 3425 does not preempt any state, local, or tribal law.

ADVISORY COMMITTEE STATEMENT

No advisory committees within the definition of Section 5(b) of the appendix to Title 5, United States Code, are created by this legislation.

APPLICABILITY TO LEGISLATIVE BRANCH

The Committee finds that the legislation does not relate to the terms and conditions of employment or access to public services or accommodations within the meaning of section 102(b)(3) of the *Congressional Accountability Act* (Public Law 104–1).

SECTION-BY-SECTION ANALYSIS OF THE LEGISLATION

Section 1. Short title

This section provides that this bill may be cited as the “Personnel Oversight and Shift Tracking Act of 2025” or the “POST Act of 2025.”

Section 2. Improved data collection and performance accountability

This section directs the Director of the FPS to establish processes to improve the oversight, performance, and accountability of contract security personnel.

This section requires the Director of the FPS to standardize the collection and analysis of covert testing data. It mandates a quarterly review of the data to identify performance trends and requires the development of updated security training guidance based on those findings. The FPS must also coordinate with the relevant security contractor to implement mandatory, cause-specific corrective training and performance improvement plans for any contract guard who fails a covert test. Additionally, the FPS is required to submit regular reports to Congress detailing the implementation and outcomes of the revised training protocols.

Section 3. Personnel shift management and system modernization

This section requires the Director of the FPS to evaluate the current system used to manage and monitor contract security personnel assigned to Federal properties within 180 days. Based on the findings, the Director must determine whether to retain, upgrade, or replace the system, and develop a corresponding implementation plan. The plan must be made public and include any corrective actions to be taken. Additionally, the FPS is required to report its determination and implementation strategy to Congress.

Section 4. Savings clause

This section affirms that nothing in this bill shall be interpreted as to alter the employment status or classification of any Department of Homeland Security contractor engaged in the protection of Federal property.

CHANGES IN EXISTING LAW MADE BY THE BILL, AS REPORTED

As reported by the Committee, H.R. 3425, as amended, makes no changes in existing law.