

TRUSTED WORKFORCE **2.0**

Mission • Mobility • Insight

PERSONNEL VETTING QUARTERLY PROGRESS UPDATE, FY22 Q4

Oct 2022

REFORM LEADERS

The Security, Suitability, and Credentialing Performance Accountability Council (PAC) is spearheading transformational personnel vetting reforms under the Trusted Workforce (TW) 2.0 initiative, which aims to better support agencies' missions by reducing the time required to bring new hires onboard, enabling mobility of the Federal workforce, and improving insight into workforce behaviors. The PAC Principal agencies include the Office of Management and Budget, the Office of the Director of National Intelligence, Office of Personnel Management, and Department of Defense. A list of the full PAC agencies and other supporting agencies can be found on the last page of this document.



Jason Miller
DDM, OMB

Chairs the PAC and sets overall personnel vetting reform direction. Leads accountability for reform.



Avril Haines
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Principal Member of the PAC. Security Executive Agent. Sets and oversees personnel vetting policy for national security sensitive determinations.



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KEY HIGHLIGHTS



National Security Sensitive Population Fully Enrolled

into TW 1.5

The Executive Branch achieved a major milestone in September with the full national security sensitive population being enrolled into a TW 1.5 continuous vetting capability, meeting the September 30 enrollment deadline. Achieving this milestone will contribute to a safer Federal workplace, improved workforce mobility, and replaces periodic reinvestigations.



ODNI and OPM Launch New TW 2.0 Performance Management Framework

ODNI and OPM issued new Federal Personnel Vetting Performance Management Standards that establish performance measures to assess the success of personnel vetting programs. These Standards enable policymakers, department and agency heads, and program managers to make effective and data-driven decisions, improve processes, and promote accountability.



eApplication Rolls Out

DCSA has launched the new eApplication system and begun its phased rollout to replace e-QIP. e-Application includes the Standard Forms individuals use to provide information needed for their background investigation. Improvements include enhanced customer experience, streamlined navigation, real-time feedback, and auto-saving.



Personnel Vetting Shared Services Catalog Published

The PAC issued the Personnel Vetting Shared Services Catalog in September 2022. This update significantly expands the range of business and information technology shared services available for agency adoption helping streamline operations across the enterprise and expediate the goals of TW 2.0.



DCSA Onboards Agencies to NBIS

DCSA continues significant progress developing and rolling out NBIS. Recently DCSA has successfully onboarded 80 parent organizations to NBIS, which enables them to initiate cases within the system, including ordering investigations and using eApplication. Onboarding entails identifying the system configuration most suitable to each organization, training key stakeholders, and establishing user roles and permissions. Additional organizations are completing prerequisites and other activities to prepare for onboarding through the end of the year.

KEY HIGHLIGHTS



DCSA Updates Position Designation Tool

Following the issuance of guidance issued by ODNI and OPM, DCSA has updated the tool used by agencies to assess the risk of positions and the associated level of background investigation needed. This is a significant step in transitioning from five to three investigative tiers, as it covers the transitional period where both the 2012 Federal Investigative Standards and the 2022 Federal Personnel Vetting Investigative Standards are in effect.



DCSA Sets Initial Pricing for TW 2.0 Products

DCSA has established product pricing for background investigations under the new TW 2.0 investigative tier structure and continuous vetting products for both the TW 2.0 service for national security sensitive positions and the TW 1.25 for the non-sensitive public trust and low risk populations. FY23 product pricing remained the same as FY22—the third consecutive year prices were either reduced or remained stable. Initial FY24 product pricing also remained steady with FY22 prices. Final FY24 prices will be announced in December 2022. DCSA will implement the new products and services in a phased approach.



Industry Highlights Trusted Workforce 2.0 at Conferences

Trusted Workforce 2.0 was highlighted at three key industry events this quarter. Federal Government officials participated in the Intelligence and National Security Alliance's Security Policy Reform Council event in July, the Contractor Special Access Program Security Working Group in September, and the Industrial Security Working Group conference in September. Officials provided updates on Trusted Workforce 2.0 progress and answered questions from attendees.

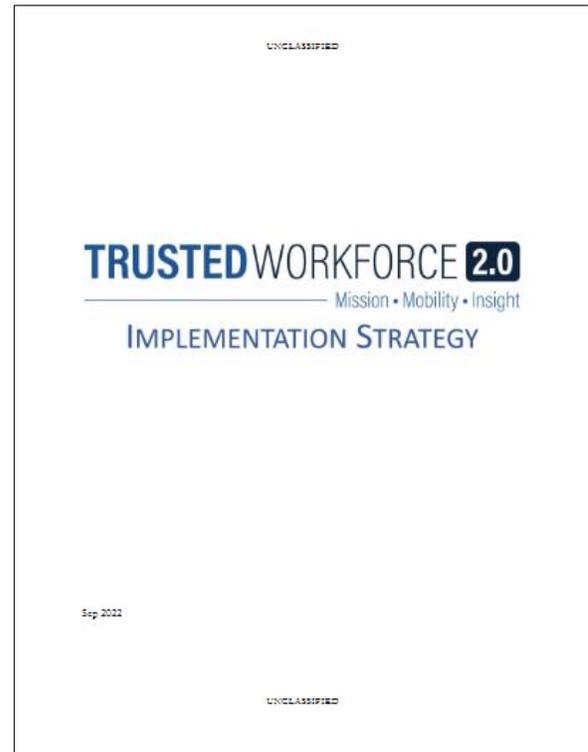


TW 2.0 Implementation Strategy Updated to Reflect Iterative Progress

The TW 2.0 Implementation Strategy was updated in September to reflect the most recent progress and expected milestone dates. The new dates have been incorporated into this Quarterly Progress Report and will continue to be updated in subsequent reports. Additionally, a new performance indicator has been included in this edition to track growth in additional areas of reform. The new metric tracks case initiation and is intended to show increase in adoption of the new eApplication and the commensurate decrease in the use of the legacy e-QIP system.

KEY MILESTONES

To facilitate the realization of TW 2.0, the PAC developed the Trusted Workforce 2.0 Implementation Strategy (Strategy), which establishes a roadmap for modernizing the Government’s personnel vetting mission. To be successful, TW 2.0 implementation must be a whole-of-government effort. The Strategy identifies the actions to be taken by the Executive Agents, Departments and Agencies, and authorized personnel vetting investigative service providers to implement personnel vetting reforms iteratively over the next several years. A Senior Implementation Official in each Department and Agency is responsible for ensuring agency implementation of TW 2.0 is consistent with the principles of the Federal Personnel Vetting Core Doctrine, implementation guidance issued by the Executive Agents, and the Strategy.



Past reform efforts primarily leveraged a sequential approach—policy development, then planning, then implementation—leading to long timelines between the policy formulation phases and the delivery of products and services to customers. Seeking opportunities to deliver results sooner and taking full advantage of the rebuild of the IT systems, TW 2.0 will leverage an iterative implementation approach, focusing on what is known currently with a high degree of confidence and publishing adjustments as needed. TW 2.0 implementation requires the modernization and deployment of a new U.S. Government-wide IT architecture for personnel vetting. Departments and Agencies will monitor policy issuances to ensure alignment with deployment of technical capabilities. Based on lessons learned from early implementation efforts, planning and actions will be adjusted to ensure efforts are correctly prioritized. These activities will drive timelines for the transition from legacy personnel vetting systems to the National Background Investigation Services (NBIS) and support the incremental decommissioning of legacy systems. Building the TW 2.0 future state iteratively will accelerate the overall timeline and position the enterprise to meet mission needs.

As TW 2.0 progresses, the Strategy will be updated to align with policy development, capability deployment, and implementation progress. The Key Milestones section of this Quarterly Progress Update has been aligned with the 12 Strategic Actions from the Strategy (see below) and will be updated each quarter with any adjustments to the Strategy and with key progress on milestones. The Key Performance Indicators section of this Quarterly Progress Update has been updated with an initial set of measures aligned with the Strategy and with the TW 2.0 Performance Management Standards. As implementation progresses, this section will evolve over time.

Strategic Action	Success
Issue TW 2.0 Policies	Establishes new TW 2.0 approach to personnel vetting.
Establish Agency TW 2.0 Implementation Plans	Better positions agencies to successfully implement TW 2.0.
Transition from Five to Three Tiers	Maximizes uniformity across Federal personnel vetting domains to enable faster onboarding and improve workforce mobility.
Implement Initial Vetting	Increases speed of personnel vetting and standardizes preliminary determinations, reducing the number of days to onboard people.
Implement Continuous Vetting	Enables detection of concerning behavior in near real-time and improves mobility of the workforce by ensuring employees' vetting status is always up to date.
Implement Upgrades, Transfer of Trust, and Re-establishment of Trust	Provides agencies better and more timely access to the talent needed to accomplish varied missions. Individuals will experience a more agile personnel vetting approach.
Redesign Performance Management	Establishes an enterprise performance framework to enable data-driven decisions by policymakers, agency heads, and program managers.
Adopt Enterprise Shared Services	Promotes modern, secure, and innovative technology and business services to improve operational efficiency, ensure consistency and quality, and better protect personnel vetting information.
Improve Information Sharing	Gets the right information to the right people at the right time to help make timely and informed personnel vetting decisions.
Enhance Individual Engagement	Promotes transparency of vetting processes and improves two-way communications between agencies and vetted individuals throughout their affiliation with the Federal Government.
Modernize Information Collection from Individuals	Aligns information collection through modernized forms and automated systems, ensuring agencies have the information needed to better manage risk and improving individuals' customer experience.
Continually Optimize Processes through Technology	Seeks to evaluate new capabilities and technologies to lower costs, achieve faster throughput, and make better decisions.

KEY MILESTONES

Key Milestone	Target	Action	Owner	Status	Key Progress
Publish Federal Personnel Vetting Core Doctrine	Jan-21	Issue TW 2.0 Policies	ODNI, OPM	Complete	
Offer TW 1.25 as a government-wide service	Jun-21	Implement Continuous Vetting	DCSA	Complete	
Develop initial TW 2.0 implementation plan	Sep-21	Agency TW 2.0 Implementation Plans	Agencies	Complete	
Enroll national security sensitive population into TW 1.25	Sep-21	Implement Continuous Vetting	Agencies/ DCSA	Complete	
Update Scattered Castles to display continuous vetting enrollment status	Sep-21	Improve Information Sharing	ODNI	Complete	
Begin phased NBIS deployment and onboarding	Oct-21	Implement Initial Vetting	DCSA	Complete	
Publish pricing for TW 1.5 service	Dec-21	Implement Continuous Vetting	DCSA	Complete	
Submit signed NBIS memorandum of understanding	Dec-21	Transition from Five to Three Tiers	Agencies	Complete	
Select FY 2022 R&I projects to assess applicability of emerging technologies to personnel vetting processes	Dec-21	Continually Optimize Processes through Technology	PAC PMO	Complete	

Key Milestone	Target	Action	Owner	Status	Key Progress
Issue Federal Personnel Vetting Guidelines, Performance Management Guidelines, and Personnel Vetting Engagement Guidelines	Jan-22	Issue TW 2.0 Policies	ODNI, OPM	Complete	
Issue TW 2.0 Implementation Strategy	Feb-22	Issue TW 2.0 Policies	ODNI, OPM, DoD, OMB	Complete	Based on the iterative approach to implementation, the TW 2.0 Implementation Strategy was refreshed on September 30 with updated milestones and target dates. This Quarterly Progress Report has been aligned with changes to the Strategy.
Designate a Senior Implementation Official to be accountable for TW 2.0 implementation	Feb-22	Agency TW 2.0 Implementation Plans	Agencies	Complete	
Issue Investigative Standards ¹	Mar-22	Issue TW 2.0 Policies	ODNI, OPM	Complete	
Begin DCSA Adjudications onboarding into NBIS to support the phased transition from DISS to NBIS	Apr-22	Implement Initial Vetting	DCSA	Complete	
Provide initial report on agency TW 2.0 implementation progress to PAC Chair	Jun-22	Agency TW 2.0 Implementation Plans	Agencies	Complete	
Offer TW 1.5 as a government-wide service	Jun-22	Implement Continuous Vetting	DCSA	Complete	
Issue adjudicative guidance	Jun-22	Issue TW 2.0 Policies	ODNI, OPM	Complete	

¹ There have been no additional requests this reporting period from agencies regarding the Federal Investigative Standards, Adjudicative Guidelines, continuous vetting, or other personnel vetting national policy.

Key Milestone	Target	Action	Owner	Status	Key Progress
Update Position Designation System	Jul-22	Transition from Five to Three Tiers	ODNI, OPM	Complete	
Issue Performance Management Standards	Jul-22	Issue TW 2.0 Policies	ODNI, OPM	Complete (previously On Track)	The Federal Personnel Vetting Performance Management Standards were issued, establishing the key performance measures to assess the success of the personnel vetting programs, and enable stakeholders to make data-driven decisions, improve processes, and promote accountability.
Update Position Designation Tool	Sept-22	Transition from Five to Three Tiers	DCSA	Complete (previously On Track)	The Position Designation Tool was updated and made available to agencies by DCSA to reflect new implementation guidance issued by ODNI and OPM to identify the appropriate investigation level according to position risk, consistent with the TW 2.0 policies.
Enroll national security population in TW 1.5	Sep-22	Implement Continuous Vetting	Agencies	Complete (previously On Track)	Departments and agencies enrolled their national security sensitive populations into a TW 1.5 compliant capability, achieving the September 30 th deadline. Attaining this milestone contributes to a safer Federal workplace, improves workforce mobility, and replaces periodic reinvestigations.
Publish personnel vetting shared services catalog	Sep-22	Adopt Enterprise Shared Services	PAC PMO	Complete (previously On Track)	The Shared Services Catalog was published in September, providing agencies a broader range of business and IT shared services to improve operational efficiency, promote information sharing, and protect information collected during the personnel vetting process.
Issue 5 CFR Part 731 regulatory update	Dec-22	Issue TW 2.0 Policies	OPM	On Track	The notice of proposed rulemaking for updates to 5 CFR, Part 731 is being finalized for publication in the Federal Register. The changes update the criteria used to evaluate whether an individual is suitable or fit for a Federal position and to establish within regulation continuous vetting for non-sensitive populations.
Complete NBIS deployment/onboarding to allow for initiation capability within the system	Dec-22	Transition from Five to Three Tiers	DCSA/Agencies	On Track	80 of 112 agency-level organizations have been onboarded into NBIS, and 25 additional organizations are in the onboarding process. Over 6,900 cases have been submitted through eApp, and over 300 cases have been adjudicated within the system. Agency onboarding will continue through the end of the calendar year.

Key Milestone	Target	Action	Owner	Status	Key Progress
Publish final product pricing for TW 2.0 investigative products and services (Updated)	Dec-22	Transition from Five to Three Tiers	DCSA	On Track	DCSA published a Federal Investigations Notice pertaining to FY 2023 pricing. Pricing information for FY23 is remaining at FY22 levels.
Select FY 2023 R&I projects to assess applicability of emerging technologies to personnel vetting processes	Dec-22	Continually Optimize Processes through Technology	PAC PMO	On Track	With interagency advisement, 20 research topics were identified and a request for abstracts was solicited from research partners. Abstracts are a high-level overview of the proposed project. A total of 42 abstracts were received and are being evaluated for a more detailed work plan.
Update standard forms	Feb-23	Modernize Information Collection from Individuals	ODNI, OPM	On Track	A notice inviting public comment on updated investigative questionnaires for a period of 60 days is being prepared for posting to the Federal Register.
Issue Personnel Vetting Management Standards	FY23 Q3 (Previously Mar-23)	Issue TW 2.0 Policies	ODNI, OPM	On Track	
Transition of DCSA TW 1.25 customers to TW 1.5 continuous vetting operational implementation (Updated)	Mar-23	Implement Continuous Vetting	DCSA	On Track	In a phased approach, five DCSA customer agencies are in coordination to be upgraded to TW 1.5. An additional 40-50 customer agencies will follow.
Build new personnel vetting forms in eApplication within NBIS (Updated)	FY24 Q2 (Previously Aug-23)	Modernize Information Collection from Individuals	DCSA	Not Started	
Select FY 2024 R&I projects to assess applicability of emerging technologies to personnel vetting processes	Dec-23	Continually Optimize Processes through Technology	PAC PMO	Not Started	

Key Milestone	Target	Action	Owner	Status	Key Progress
Enroll all individuals in Rap Back during the initial vetting process	FY23	Implement Initial Vetting	Agencies	On Track	
Begin to implement new performance metrics iteratively (Updated)	FY24 Q1 (Previously FY23)	Redesign Performance Management	Agencies	Not Started	
Implement TIP programs	FY24 (Previously FY23)	Improve Information Sharing	ISPs	Not Started	
Launch an individual engagement awareness effort	FY23 Q4	Enhance Individual Engagement	ODNI, OPM	Not Started	
Integrate Personnel Vetting Engagement Guidelines into workforce annual training	FY23	Enhance Individual Engagement	Agencies	Not Started	
Begin offering TW 2.0 continuous vetting for public trust populations	FY23 Q4	Implement Continuous Vetting	DCSA	Not Started	
Begin offering TW 2.0 continuous vetting for low-risk population (New)	FY24	Implement Continuous Vetting	DCSA	Not Started	
Implement three-tiered model (Updated)	FY24	Transition from Five to Three Tiers	ISPs	On Track	
Transition to full adoption of eApplication (off e-QIP) (Updated)	FY23 Q4 (Previously FY24)	Modernize Information Collection from Individuals	Agencies	On Track	

Key Milestone	Target	Action	Owner	Status	Key Progress
Implement Upgrades, Transfer of Trust, and Re-establishment of Trust scenarios	FY24	Implement Upgrades, Transfer of Trust, and Re-establishment of Trust	Agencies	Not Started	
Issue a policy on sharing covered insider threat information pertaining to contractor employees engaged by the Federal Government	FY24 Q1	Improve Information Sharing	ODNI	Not Started	
Enroll all populations in TW 2.0 continuous vetting service	FY25	Implement Continuous Vetting	Agencies	Not Started	

KEY PERFORMANCE INDICATORS

The Key Performance Indicators section of this Quarterly Progress Update has been updated with an initial set of measures aligned with the Strategy and with the TW 2.0 Performance Management Standards (see table below). This section will evolve as implementation moves forward.

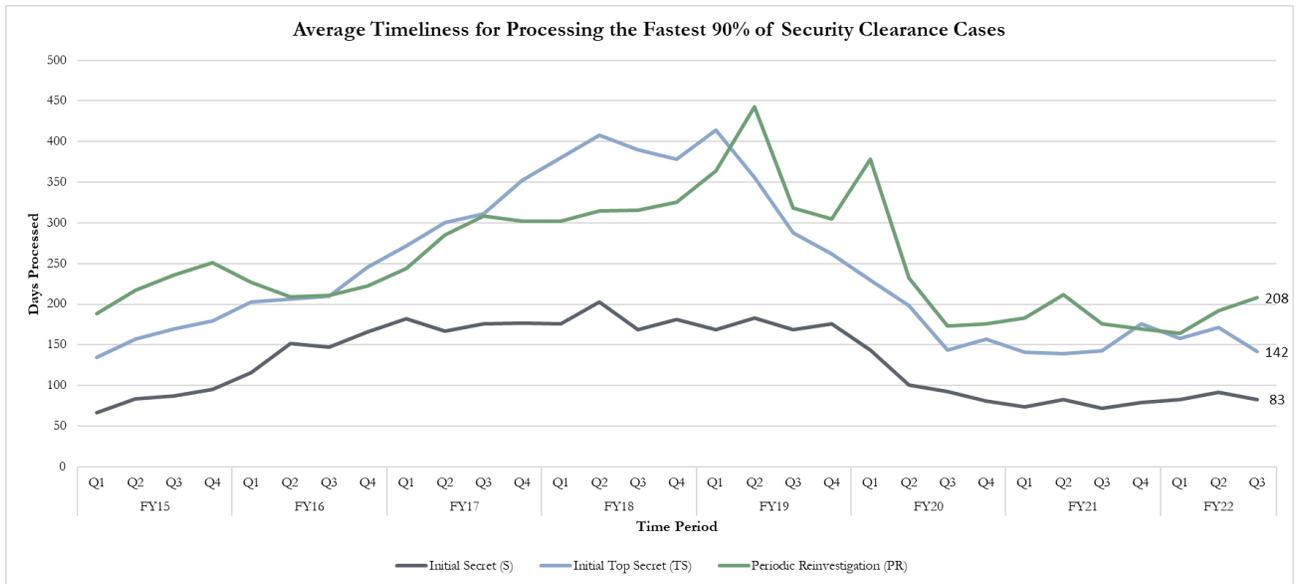
The Performance Management Standards are divided into three categories, which represent collections of performance metrics that provide meaningful performance information to stakeholders to enable recognition of risks, issues, and trends, and to help identify causes to implement tailored mitigation strategies. The categories include:

- **Health:** Aggregated agency performance metrics used to determine effectiveness, efficiency, legal/policy compliance, and systemic risk.
- **Reform:** Performance metrics used to drive implementation, policy decision, and development of enterprise-wide reforms. Reform metrics also measure the successful implementation and full operating capabilities of emerging reform initiatives or new policy/legislative mandates
- **Special Interest:** Performance metrics used to inform policy decisions and program development related to evolving threats, societal trends, research and innovation, or to accommodate process or technology improvements.

Focus Area	Key Indicator Title	Description
Health	End-to-End Process Timeliness	Average number of days to complete end-to-end processing for the national security population
	Background Investigation Timeliness	Average number of days to complete Secret and Top-Secret background investigations
	Percentage of Cases Meeting Timeliness Targets	Percentage of cases that are meeting investigative timeliness targets
	DCSA Investigations Inventory	Total inventory of pending DCSA investigations by progress to goal
Reform	Transfer of Trust	Average number of days to accept a previously vetted national security individual
	eApp vs. e-QIP Utilization <i>(new)</i>	Total number of cases submitted using eApp and e-QIP
	National Security Enrollment in Continuous Vetting Capabilities	Total number of Executive Branch national security individuals enrolled in continuous vetting
	Volume of Periodic Reinvestigations	Volume of government-wide periodic reinvestigations
	Continuous Vetting Alerts	Number of automated record check alerts triaged, and number/percentage not previously known from self or third-party reporting
Special Interest	DoD National Security Population Eligibility and Access	Total number of Federal, military, and contractor personnel eligible for a national security position and personnel currently in access for the Defense Department

KEY PERFORMANCE INDICATORS

HEALTH: End-to-End Process Timeliness



End-to-end cases from the time of agency initiation of information collection from an applicant to the date adjudication is reported in a repository.

HEALTH: End-to-End Process Timeliness

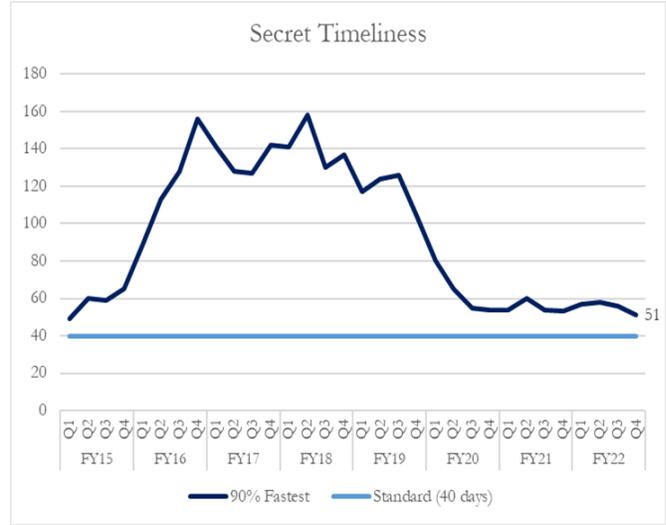
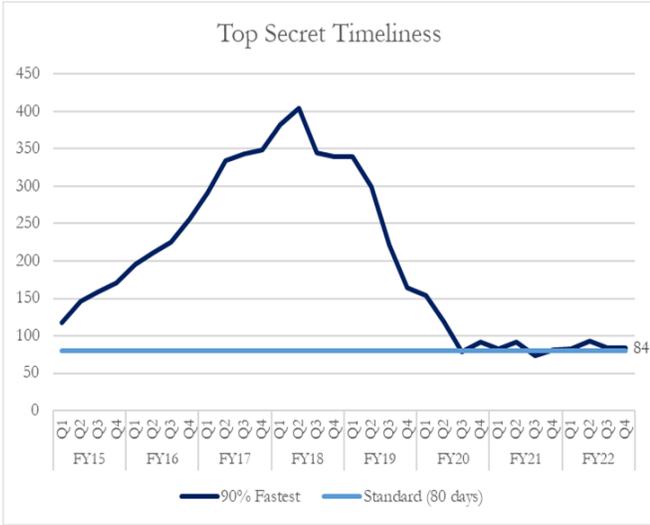
Government-Wide Security Clearance Performance (PAC Methodology)

Fastest 90% →

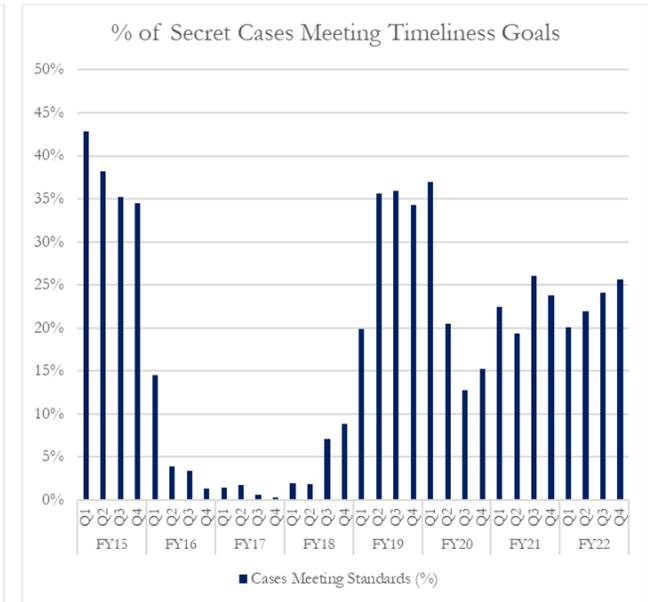
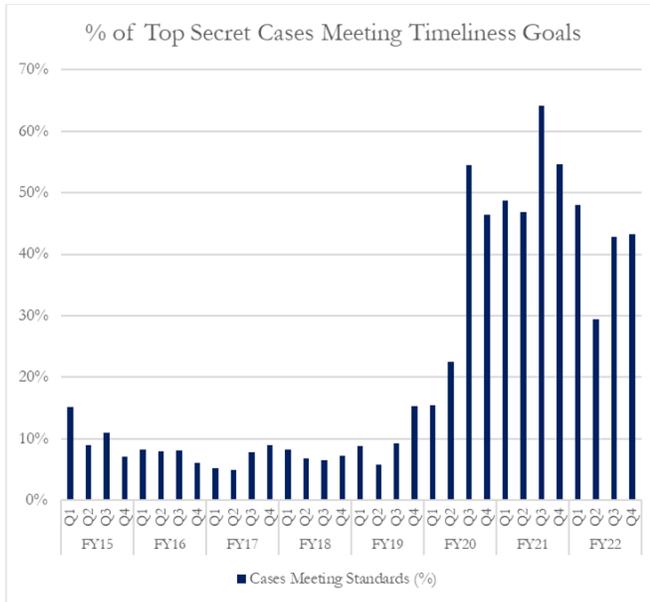
FY22 Q1 Through FY22 Q4		Fastest 90%												End-to-End (Initiate + Inv. + Adj.)			
		Initiate				Investigate				Adjudicate				Average Days			
		Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4
Initial Secret Cases	Volume	Goal: 14 Days				40 Days				20 Days				74 Days			
	312,206	6	8	6	6	59	61	57	53	18	23	20	17	83	92	83	76
Initial Top Secret Cases	Volume	Goal: 14 Days				80 Days				20 Days				114 Days			
	144,164	17	14	12	11	95	114	98	91	46	43	32	25	158	171	142	127
Periodic Reinvestigations	Volume	Goal: 15 Days				150 Days				30 Days				195 Days			
	99,033	15	16	11	7	103	111	116	114	46	65	81	82	164	192	208	203
Total	555,403	Red Text: Goal Not Met								Blue Text: Goal Met							

KEY PERFORMANCE INDICATORS

HEALTH: Background Investigation Timeliness



HEALTH: Percentage of Cases Meeting Timeliness Targets



Charts on this page reflect only DCSA data and are current as of 9/30/2022.

KEY PERFORMANCE INDICATORS

HEALTH: DCSA Investigations Inventory

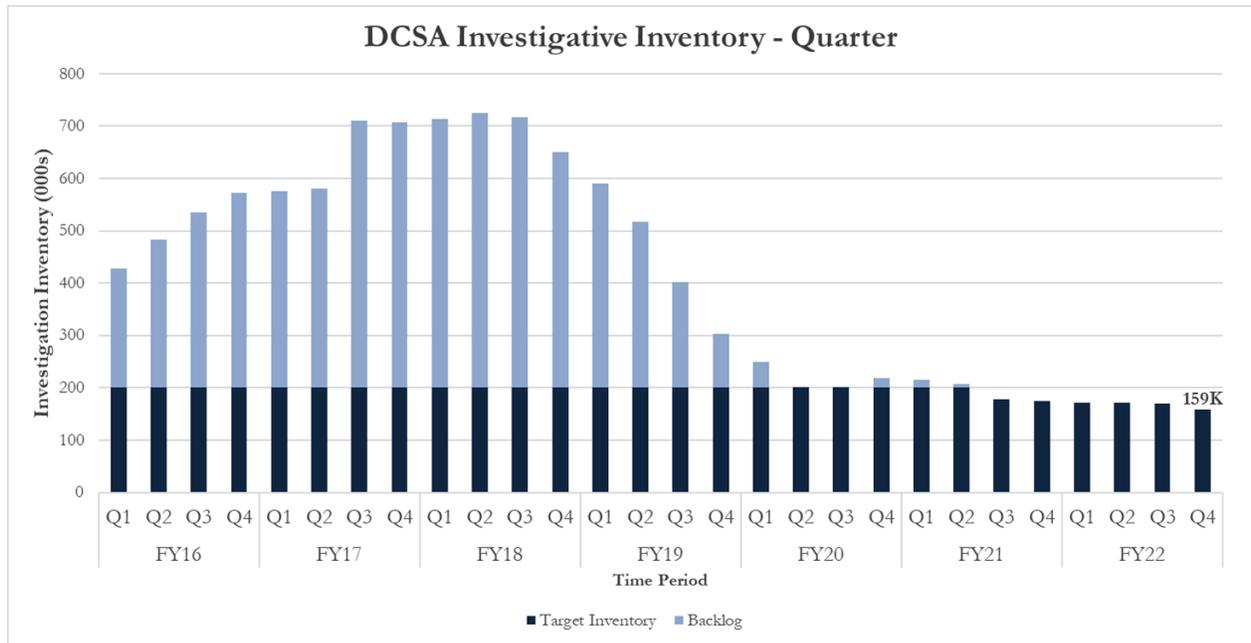


Chart above reflects only DCSA data and is current as of 10/3/2022.

REFORM: Transfer of Trust

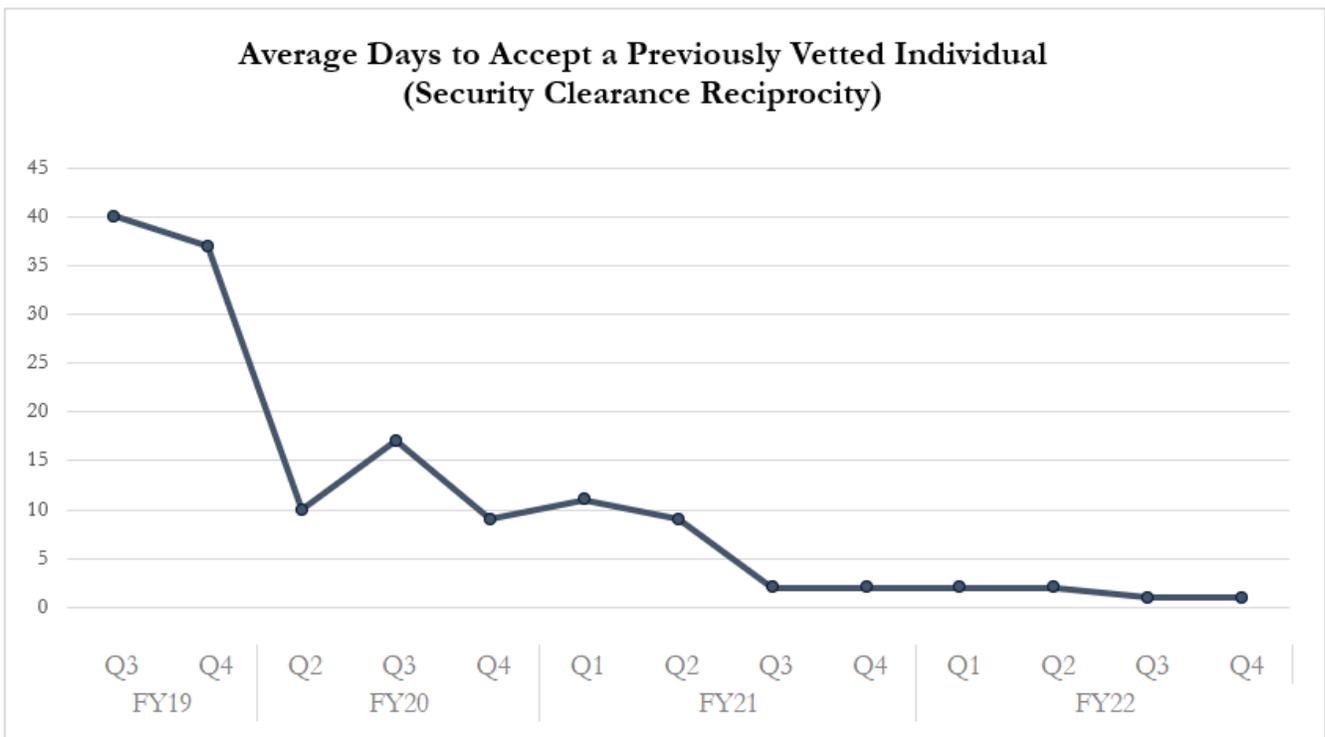
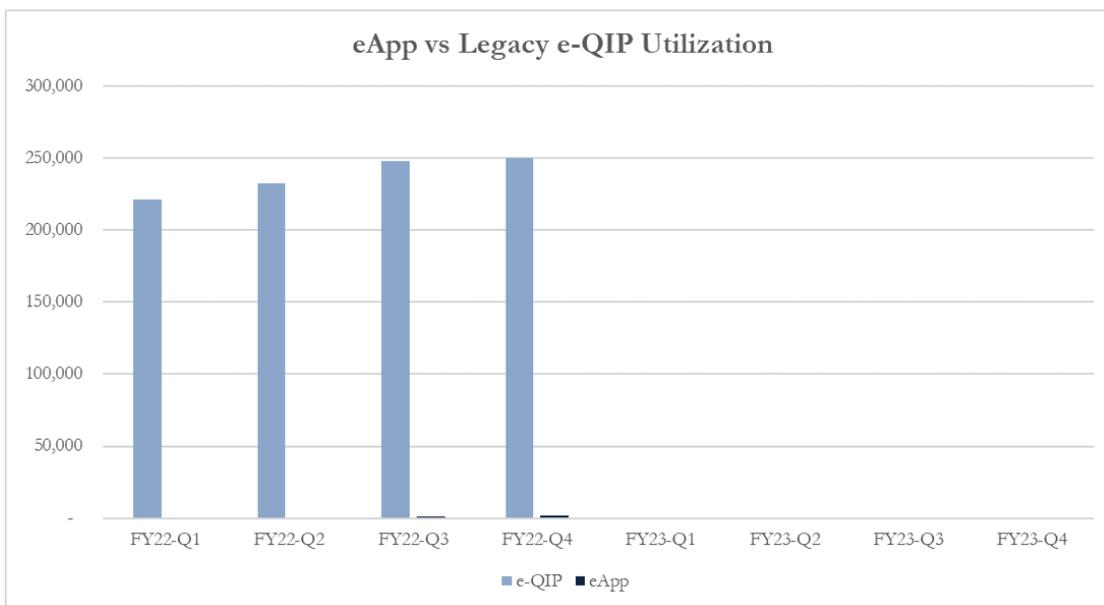


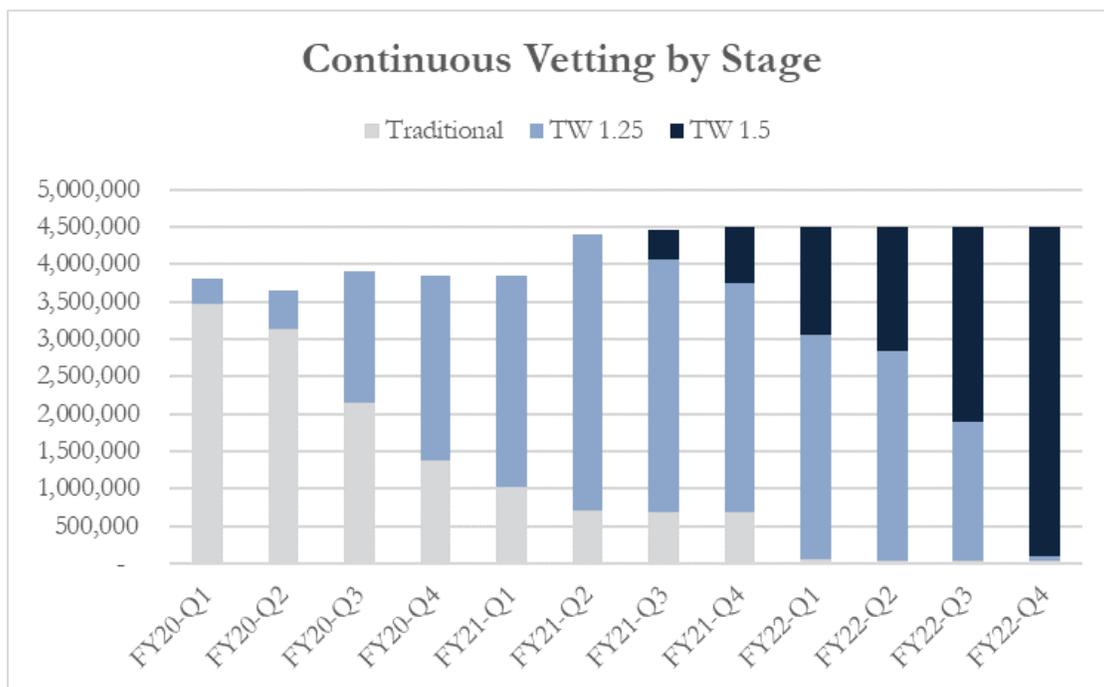
Chart above reflects DCSA data and will be expanded as additional capabilities are deployed to automate data collection.

KEY PERFORMANCE INDICATORS

REFORM: eApp vs. e-QIP Utilization

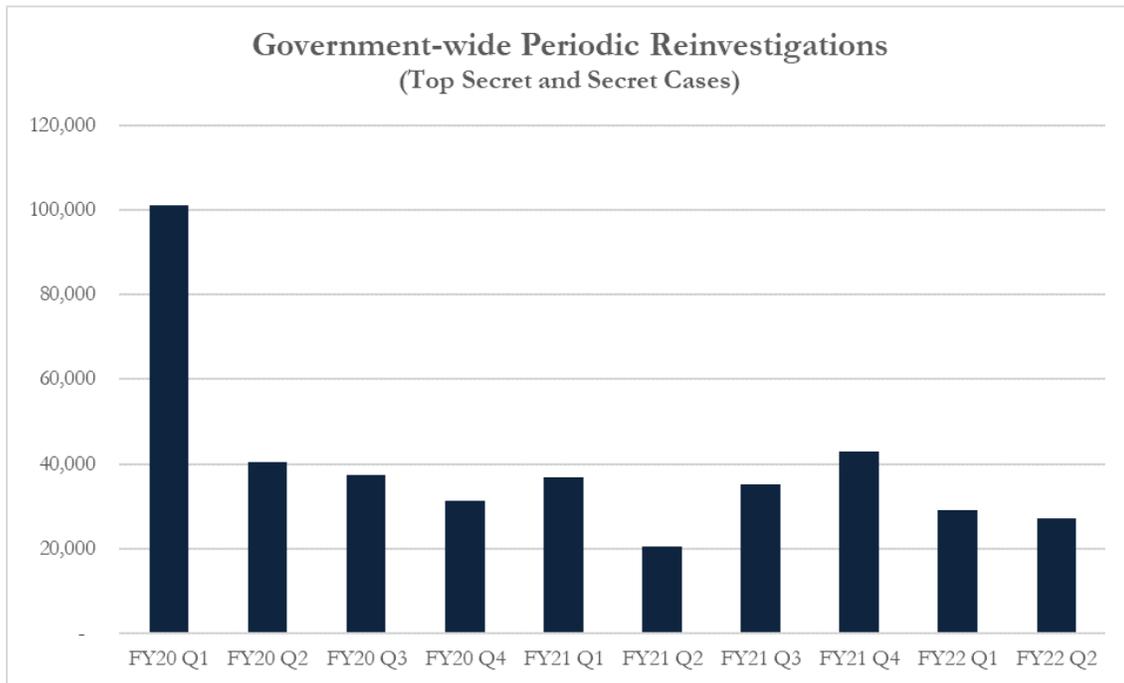


REFORM: National Security Enrollment in Continuous Vetting Capabilities



KEY PERFORMANCE INDICATORS

REFORM: Volume of Periodic Reinvestigations



REFORM: Continuous Vetting Alerts

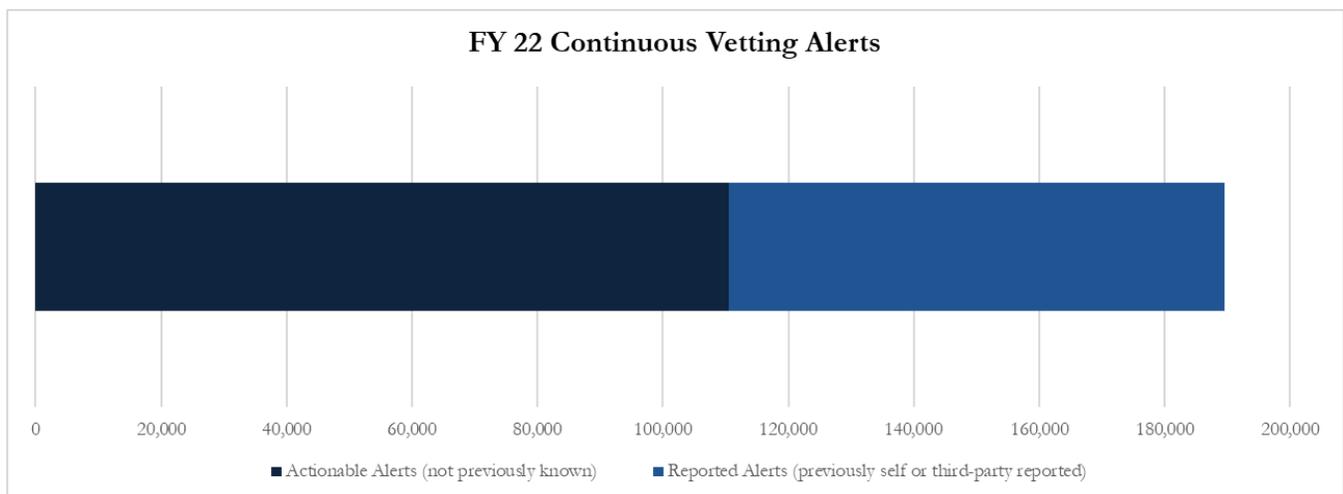
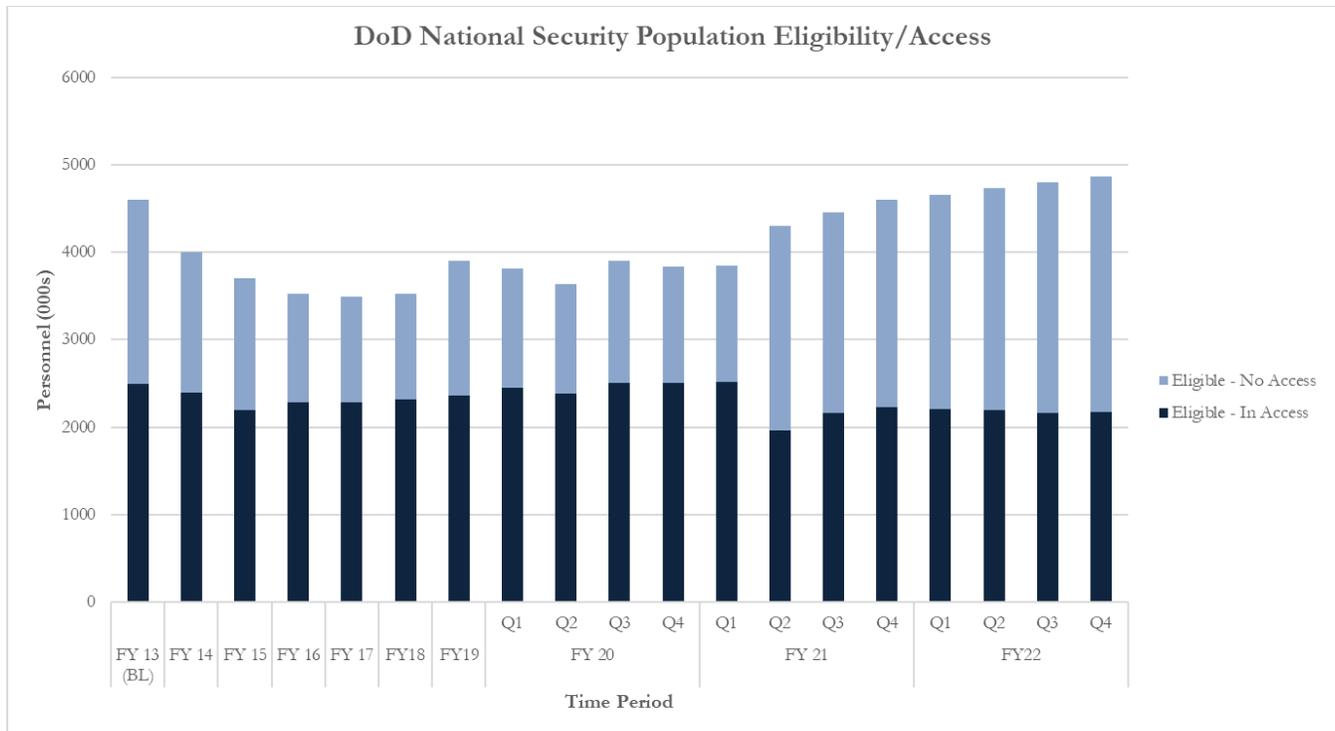


Chart above reflects only DCSA data and is current through 9/30/2022.

KEY PERFORMANCE INDICATORS

SPECIAL INTEREST: DoD National Security Population Eligibility & Access



Change in DoD Clearance (in thousands)																		
	FY 13 (Baseline)	FY14	FY15	FY16	FY17	FY18	FY19	FY20	FY21 Q1	FY21 Q2	FY21 Q3	FY21 Q4	FY22 Q1	FY22 Q2	FY22 Q3	FY22 Q4	Number Decreased (from baseline)	FY13-FY22Q4 % change
Eligible – In Access	2500	2400	2200	2280	2280	2318	2362	2508	2518	1962	2160	2229	2206	2196	2161	2173	-327	-13%
Eligible – No Access	2100	1600	1500	1250	1210	1211	1539	1332	1335	2342	2300	2372	2457	2538	2641	2695	595	28%
Total	4600	4000	3700	3530	3490	3529	3901	3840	3853	4404	4460	4601	4663	4734	4802	4868	134	3%

CONTRIBUTING PROGRAMS

PAC Member Agencies

- Office of Management and Budget
- Office of Personnel Management
- Defense Counterintelligence and Security Agency
- Department of Homeland Security
- Department of State
- Federal Bureau of Investigation
- National Archives and Records Administration
- Office of the Director of National Intelligence
- Department of Defense
- Department of Energy
- Department of Justice
- Department of the Treasury
- General Services Administration

PAC Ex Officio and Other Contributing Agencies

- Agency for International Development
- Department of Agriculture
- Department of Health & Human Services
- Department of Labor
- Drug Enforcement Administration
- National Geospatial-Intelligence Agency
- National Security Agency
- Small Business Administration
- Central Intelligence Agency
- Department of Commerce
- Department of Housing & Urban Development
- Department of Transportation
- Environmental Protection Agency
- National Reconnaissance Office
- National Security Council
- Social Security Administration
- Defense Intelligence Agency
- Department of Education
- Department of Interior
- Department of Veterans Affairs
- National Aeronautics & Space Administration
- National Science Foundation
- Nuclear Regulatory Commission