

TRUSTED WORKFORCE **2.0**

Mission • Mobility • Insight

PERSONNEL VETTING QUARTERLY PROGRESS UPDATE, FY23 Q4

October 2023

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.



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KEY HIGHLIGHTS



Agencies Begin Transition to Improved Metrics

ODNI and OPM issued guidance to agencies for how they should collect and report metrics in alignment with the previously issued *Federal Personnel Vetting Performance Management Standards*. The guidance will help improve data consistency and reliability across the Executive Branch. Two key changes include (1) setting substantially more aggressive and aspirational timeliness targets for end-to-end personnel vetting process and (2) establishing a metric measuring the average time needed for agencies to reach an onboarding decision. The new metrics will be iteratively rolled out based on agency readiness moving toward full implementation in FY25.



eApp Use Increases as e-QIP Approaches Sunset

In August 2023, for the first time since its release, the majority of agency background investigation questionnaire submissions were processed using the new eApp system instead of the legacy e-QIP. As of September 29, 101 of 115 organizations are no longer using e-QIP to initiate background investigations. This marks a key step toward full adoption of the platform, which offers a superior user experience and an improved cybersecurity posture at a lower cost. eApp serves as a core element of the DCSA-developed National Background Investigations Services (NBIS) software, which is fundamental to implementing the broader TW 2.0 vision.



DCSA Director Lietzau Retires

William Lietzau, who served as the first Director of the Defense Counterintelligence and Security Agency (DCSA), retired from Federal service in September. Mr. Lietzau led DCSA for over three years, starting with 900 people and integrating multiple organizations into a single agency of over 12,000, charged with personnel vetting, industrial engagement, counterintelligence support, and security training. Mr. Lietzau was committed to DCSA's role in transforming the personnel vetting process and to making its products more cost-efficient to agencies and taxpayers. "Serving as the Director of DCSA has been the highlight of my career," Lietzau wrote in a July statement. "As I depart, I do so knowing that the nation's premier provider of integrated security services is in the hands of the most dedicated and patriotic Americans serving anywhere in the Federal Government. Not everyone can be a Gatekeeper. Some chase money; some power; some glamour. But DCSA employees are driven by a love for country, a dedication to mission, and a commitment to people. That is why I end where I started; I will always be proud to have served among you—America's Gatekeepers."

KEY HIGHLIGHTS



Agencies Report Readiness for Next Phase of Reform

In response to an annual Executive Branch-wide survey, the majority of agencies reported they were prepared for or had already completed key reform milestones. These preparations were particularly high among organizations serving as PAC members and investigative service provider agencies. Specifically, among these key agencies, 95% indicated up-to-date plans to include incorporating shared services and 82% indicated they were prepared to enroll their non-sensitive public trust population into continuous vetting. Their planning provides encouragement that most agencies will be ready for the next phase of implementation in FY 2024.



New Training Standards Will Improve Adjudications

OPM and ODNI issued revised training standards for training adjudicative personnel responsible for making suitability, fitness, and national security determinations. These revised standards will help ensure agencies are making these determinations in alignment with recent TW 2.0 policy improvements. All agencies are required to have their adjudicators trained in accordance with the standards in 2025.



NBIS Leverages Agile to Deliver New Enhancements

DCSA continues to improve NBIS, and additional capabilities were deployed on 29 September. The release provides users increased functionality, which will permit agencies and defense industry partners to more fully adopt and scale into its eApp service. The release also provides the capability for batch uploading and improved reporting. The next release is planned for December, which will provide agencies and industry with additional functionality.



Report to Congress Highlights Needed

Statutory Alignments with TW 2.0

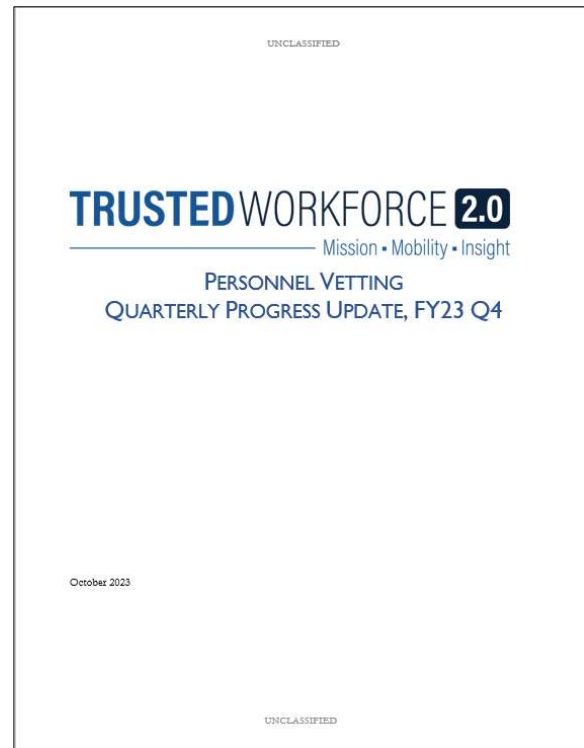
In September, the PAC Chair submitted a report to Congress identifying Federal laws that are not fully aligned with the modern Trusted Workforce 2.0 framework. Bringing the laws into alignment will reduce bureaucratic delays and remove significant hurdles impacting reform implementation. The report summarizes the known inconsistencies and recommends 25 legislative actions to address them, most of which can be accomplished through minor statutory amendments.

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 contains 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	
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 Standards¹	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	
Update Position Designation Tool	Sep-22	Transition from Five to Three Tiers	DCSA	Complete	
Enroll national security population in TW 1.5	Sep-22	Implement Continuous Vetting	Agencies	Complete	
Publish personnel vetting shared services catalog	Sep-22	Adopt Enterprise Shared Services	PAC PMO	Complete	
Complete NBIS deployment/onboarding to allow for initiation capability within the system	Dec-22	Transition from Five to Three Tiers	DCSA/Agencies	Complete	
Publish final product pricing for TW 2.0 investigative products and services	Dec-22	Transition from Five to Three Tiers	DCSA	Complete	
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	Complete	
Update standard forms and publish for public comment	Feb-23	Modernize Information Collection from Individuals	ODNI, OPM	Complete	ODNI and OPM have completed comment review from the 30-day public notice. Once finalized, approval will be posted to reginfo.gov.

Key Milestone	Target	Action	Owner	Status	Key Progress
Issue 5 CFR Part 731 notice of proposed rulemaking	Mar-23	Issue TW 2.0 Policies	OPM	Complete	
Issue Personnel Vetting Management Standards	Sep-23	Issue TW 2.0 Policies	ODNI, OPM	Missed (previously On Track)	ODNI and OPM have plans for beginning the interagency coordination on the draft Personnel Vetting Management Standards and intend to issue by year end.
Launch an individual engagement awareness effort	Jan-24 (previously Sep-23)	Enhance Individual Engagement	ODNI, OPM	On Track	PAC members are working to develop a candidate experience framework to document customer and business goals for each phase of the vetting process.
Transition to full adoption of eApplication (off e-QIP)	Sep-23	Transition from Five to Three Tiers	Agencies/ Industry	On Track	Federal agencies and industry continue to steadily increase eApp use. As of 2 October, e-QIP access has been turned off for 101 of 115 organizations that have fully transitioned to eApp. The remaining 14 agencies have a DCSA-approved extension. To date, over 70 percent of applications being received are being processed through eApp.
Enroll individuals in Rap Back during the initial vetting process	Sep-23	Implement Initial Vetting	Agencies	Missed (previously On Track)	Agencies have enrolled more than 500k individuals into Rap Back, with 79% of agencies indicating they are enrolling individuals in Rap Back as part of the initial vetting process by the September deadline.
Offer continuous vetting for non-sensitive public trust population	Oct-23	Implement Continuous Vetting	DCSA	At Risk (previously On Track)	DCSA and OPM continue to pilot continuous vetting for individuals in non-sensitive public trust positions. This pilot ensures that continuous vetting capabilities can be successfully rolled out to the full non-sensitive public trust workforce and marks significant progress toward a key TW 2.0 milestone.
Transition of DCSA TW 1.25 customers to TW 1.5 continuous vetting operational implementation	Dec-23	Implement Continuous Vetting	DCSA	On Track	DCSA is making the IT enhancements necessary to transition TW 1.25 customers to TW 1.5. This is supported by operational planning activities necessary for a smooth transition for this population.
Deliver eApp capability enhancements requested by Industry	Dec-23		DCSA	On Track	DCSA delivered needed enhancements in June and September releases to improve the industry experience in transitioning to eApp. Remaining enhancements will be included in the December release. Industry adoption of eApp has been steadily increasing throughout the quarter.

Key Milestone	Target	Action	Owner	Status	Key Progress
Select FY 2024 R&I projects to assess applicability of emerging technologies	Dec-23	Continually Optimize Processes through Technology	PAC PMO	On Track	The FY2024 project cycle is underway with a robust set of project proposals having been received. New research projects will be selected by December.
Integrate Personnel Vetting Engagement Guidelines into workforce annual training	Mar-24 (previously FY24 Q1)	Enhance Individual Engagement	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	On Track	ODNI is working to finalize the threshold for information sharing with industry and is preparing to issue the policy by the end of the year.
Submit first set of quarterly metrics consistent with performance management implementation guidance	Jan-24	Redesign Performance Management	ISPs/ Agencies	On Track	OPM and ODNI issued Performance Management Standards implementation guidance to agencies, a key step for agencies preparing to implement the new metrics. This implementation guidance, which builds upon the Performance Management Standards issued in September 2022, will include specific targets and timeframes that agencies must meet for a broad set of performance areas. The implementation guidance provides the additional information that agencies need to begin implementation.
Complete build of new personnel vetting questionnaire in eApplication within NBIS	Jun-24 (previously FY24 Q3)	Modernize Information Collection from Individuals	DCSA	Not Started	
Implement TIP programs	FY24	Improve Information Sharing	ISPs	Not Started	
Enroll 100% of non-sensitive public trust population into continuous vetting	Sep-24	Implement Continuous Vetting	Agencies	On Track	A continuous vetting pilot for the non-sensitive public trust was run throughout Q4 and the preparations are underway for full deployment to the non-sensitive public trust population.

Key Milestone	Target	Action	Owner	Status	Key Progress
Begin enrolling individuals in low-risk positions into continuous vetting	Oct-24	Implement Continuous Vetting	Agencies/ DCSA	Not Started	
Implement three-tiered model	Mar-25	Transition from Five to Three Tiers	ISPs	On Track	ISPs are preparing their plans for implementing the three-tiered model so they can be provided to the Executive Agents for review in the second quarter of FY24.
Implement Upgrades, Transfer of Trust, and Re-establishment of Trust scenarios	Mar-25	Implement Upgrades, Transfer of Trust, and Re-establishment of Trust	Agencies	Not Started	
Complete enrollment of all populations into continuous vetting	Mar-26	Implement Continuous Vetting	Agencies	On Track	

KEY PERFORMANCE INDICATORS

The Key Performance Indicators section of this Quarterly Progress Update has a 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:

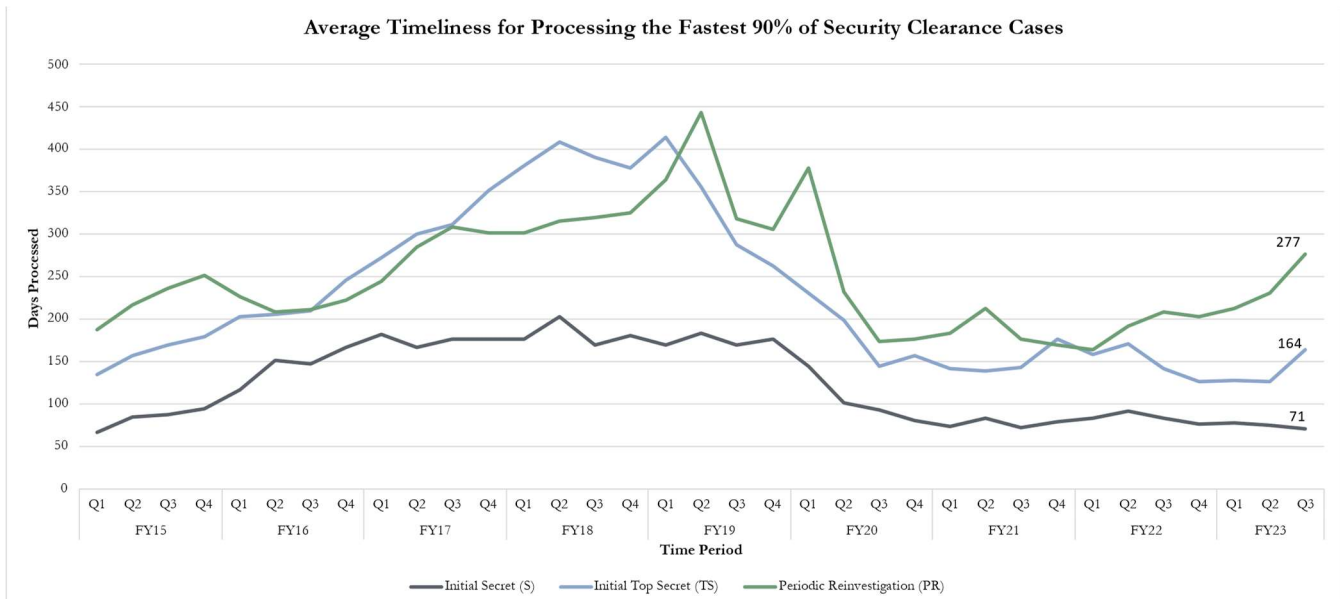
- **Health:** Aggregated agency performance metrics used to determine effectiveness, efficiency, legal/policy compliance, and systemic risk.
- **Reform:** Performance metrics used to drive implementation, policy decision, and development of enterprise-wide reforms. Reform metrics also measure the successful 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	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

Timeliness for Initial Top Secret and Periodic Reinvestigations has increased temporarily due to closing of some older, complex cases and temporary IT outages.



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 Q4 through FY23 Q3		Fastest 90%												End-to-End (Initiate + Inv. + Adj.)			
		Initiate				Investigate				Adjudicate				Average Days			
		Average Days				Average Days				Average Days				Average Days			
	Volume	Q4 22	Q1 23	Q2 23	Q3 23	Q4 22	Q1 23	Q2 23	Q3 23	Q4 22	Q1 23	Q2 23	Q3 23	Q4 22	Q1 23	Q2 23	Q3 23
Initial Secret Cases	320,121	Goal: 14 Days				40 Days				20 Days				74 Days			
		6	5	6	5	53	53	55	50	17	20	14	16	83	76	78	71
Initial Top Secret Cases	131,856	Goal: 14 Days				80 Days				20 Days				114 Days			
		11	11	11	10	91	90	92	99	25	27	23	55	142	127	128	164
Periodic Reinvestigations	54,115	Goal: 15 Days				150 Days				30 Days				195 Days			
		7	9	9	6	114	121	119	104	82	82	102	167	208	203	212	277
Total	506,092	Red Text: Goal Not Met								Blue Text: Goal Met							

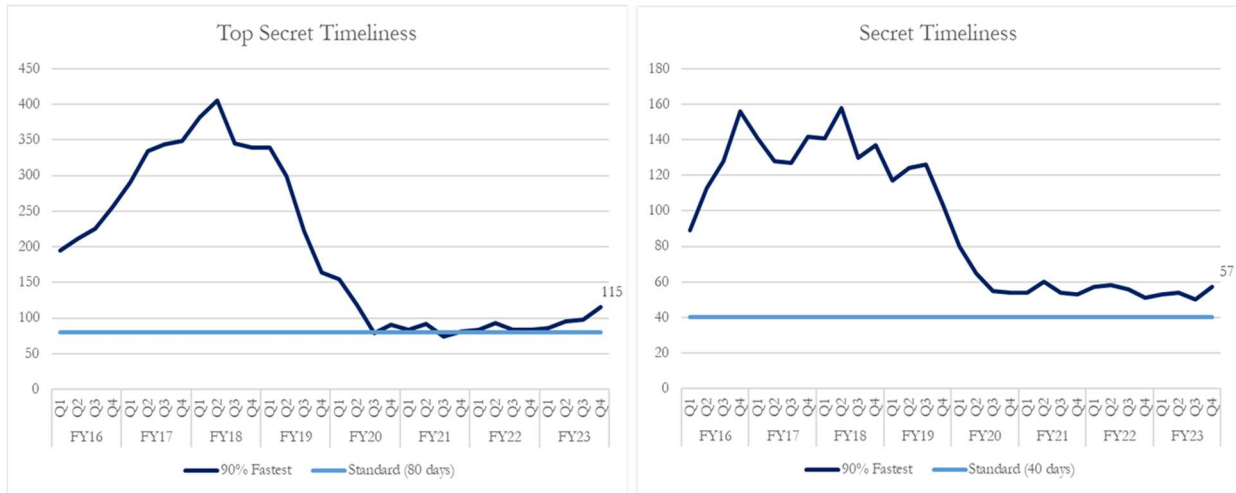
Source: ODNI

The charts on this page are one quarter behind due to collection and analysis methods.

KEY PERFORMANCE INDICATORS

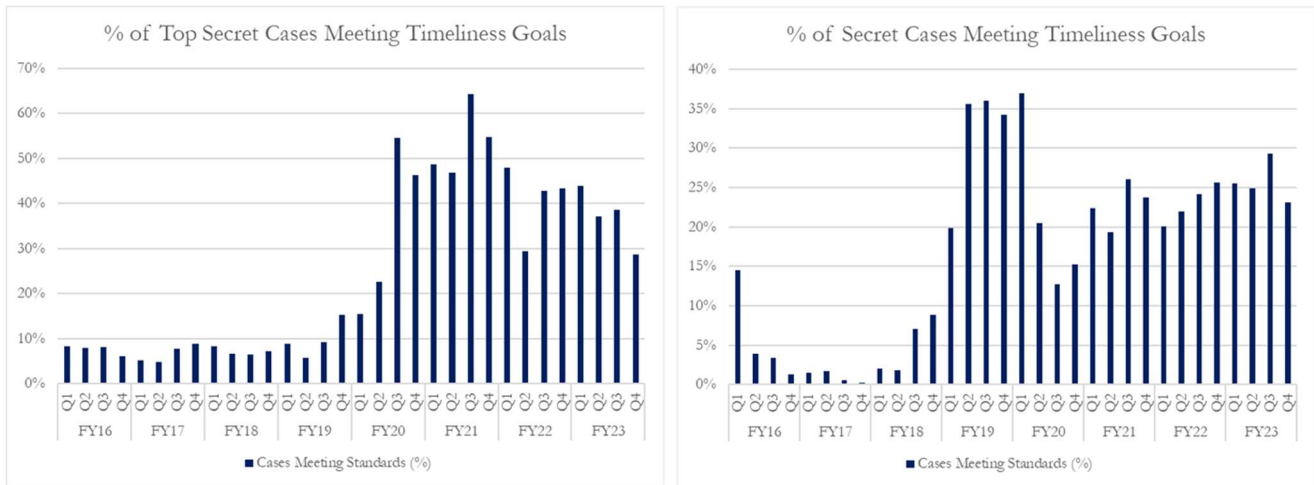
HEALTH: Background Investigation Timeliness

Timeliness has increased temporarily due to closing of some older, complex cases and temporary IT outages.



HEALTH: Percentage of Cases Meeting Timeliness Targets

The percentage of cases meeting timeliness goals has decreased temporarily due to closing of some older, complex cases and temporary IT outages.



Charts on this page reflect only DCSA data and are current as of 9/30/2023.

KEY PERFORMANCE INDICATORS

HEALTH: DCSA Investigations Inventory

The increase in investigative inventory was caused by higher-than-expected submissions throughout FY23, a transition to new contracts, and a system outage in September.

DCSA is managing the case surge.

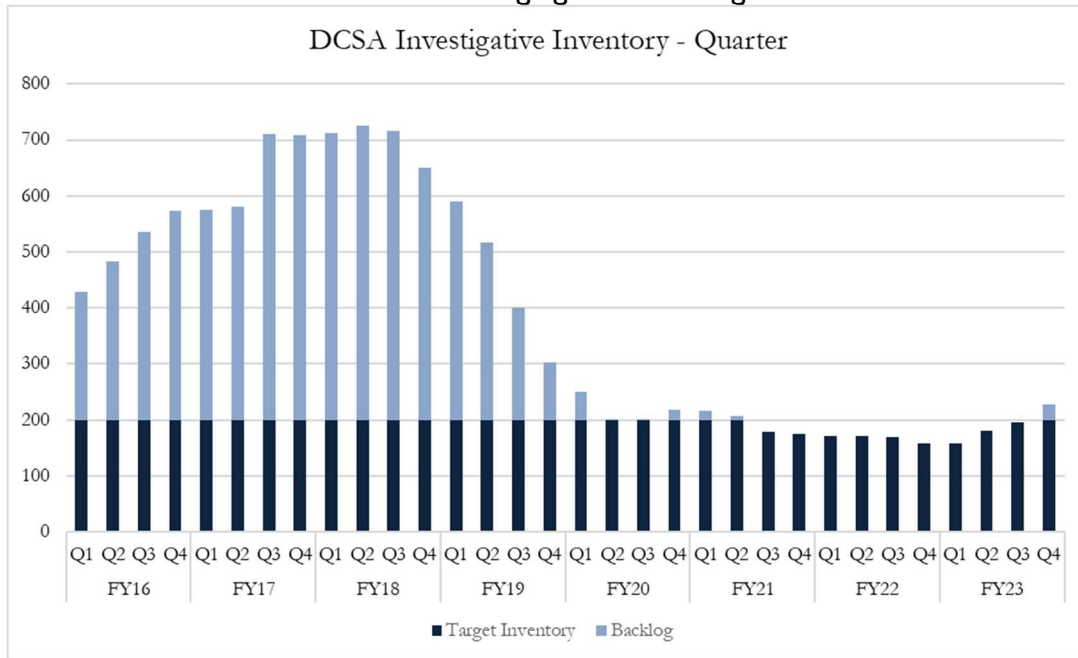


Chart above reflects only DCSA data and is current as of 10/2/2023.

REFORM: Transfer of Trust

DCSA continues to average a single day for transfer of trust, ensuring efficient mobility among organizations.

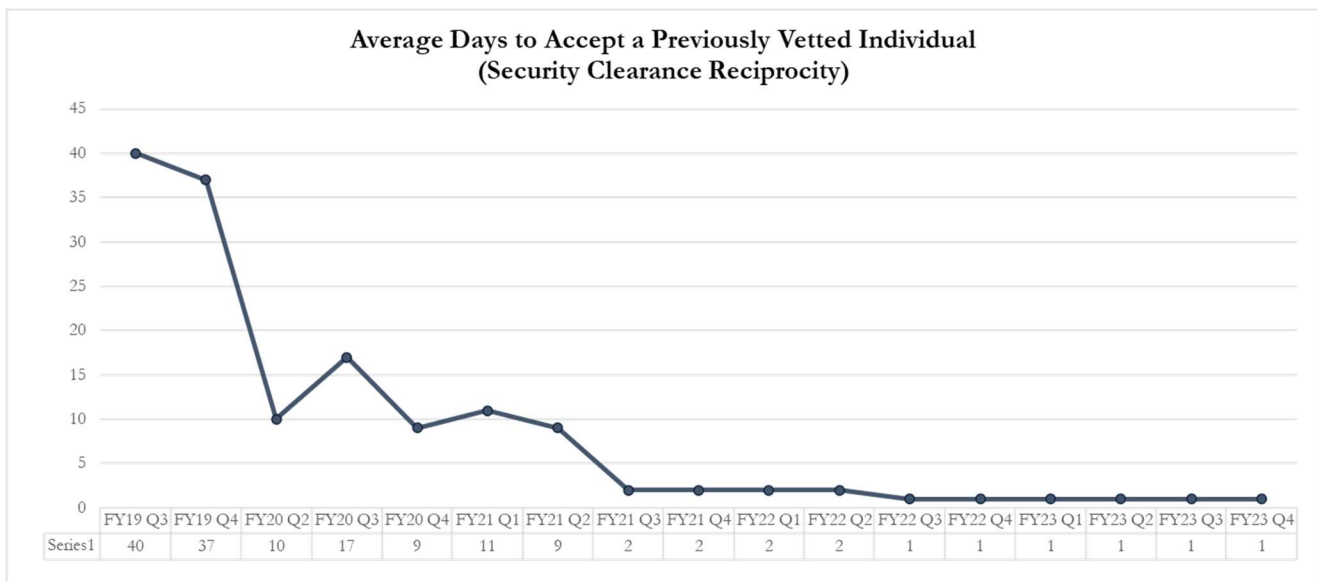


Chart above reflects DCSA data and will be expanded as additional capabilities are deployed to automate data collection.

KEY PERFORMANCE INDICATORS

REFORM: eApp vs. Legacy e-QIP Utilization

The transition to eApp from the legacy e-QIP system is making steady progress among both Federal and industry users.

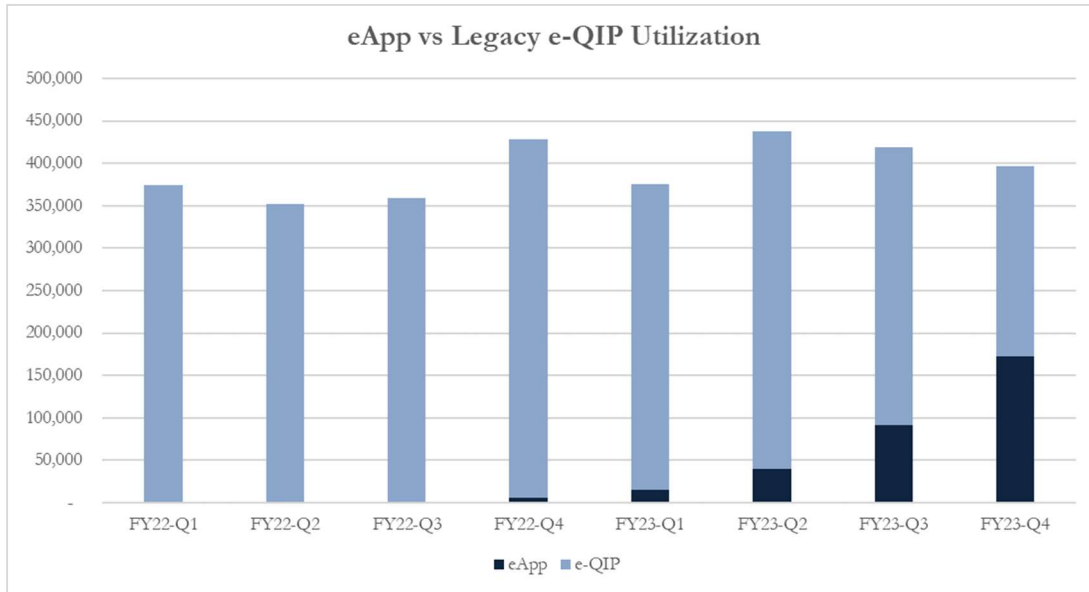
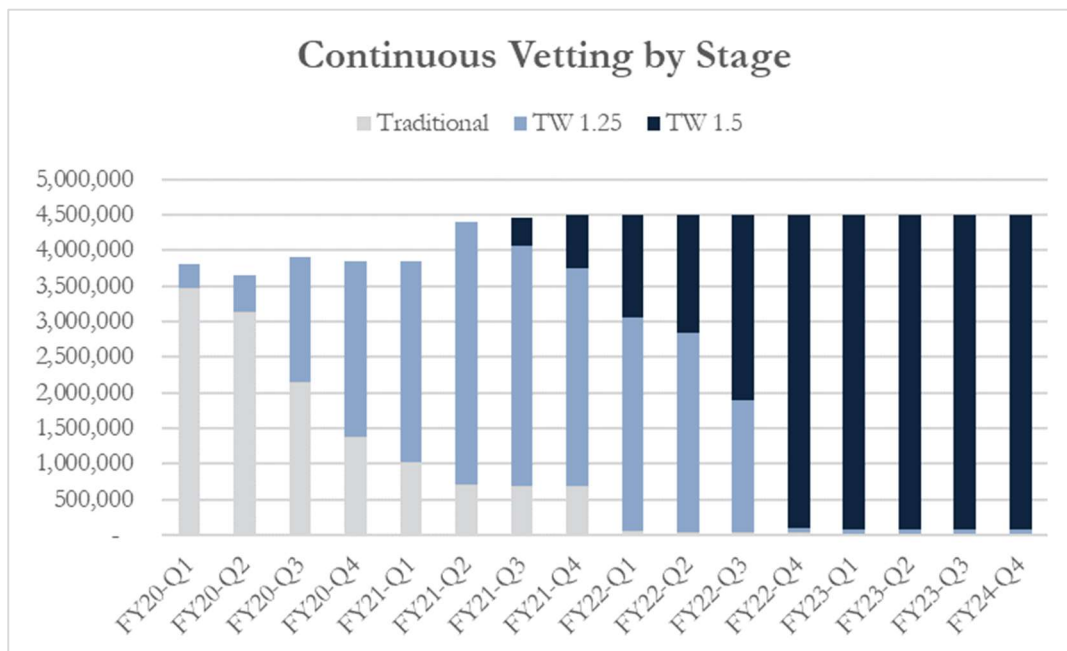


Chart above reflects only DCSA data and is current as of 9/30/2023.

REFORM: National Security Enrollment in Continuous Vetting Capabilities

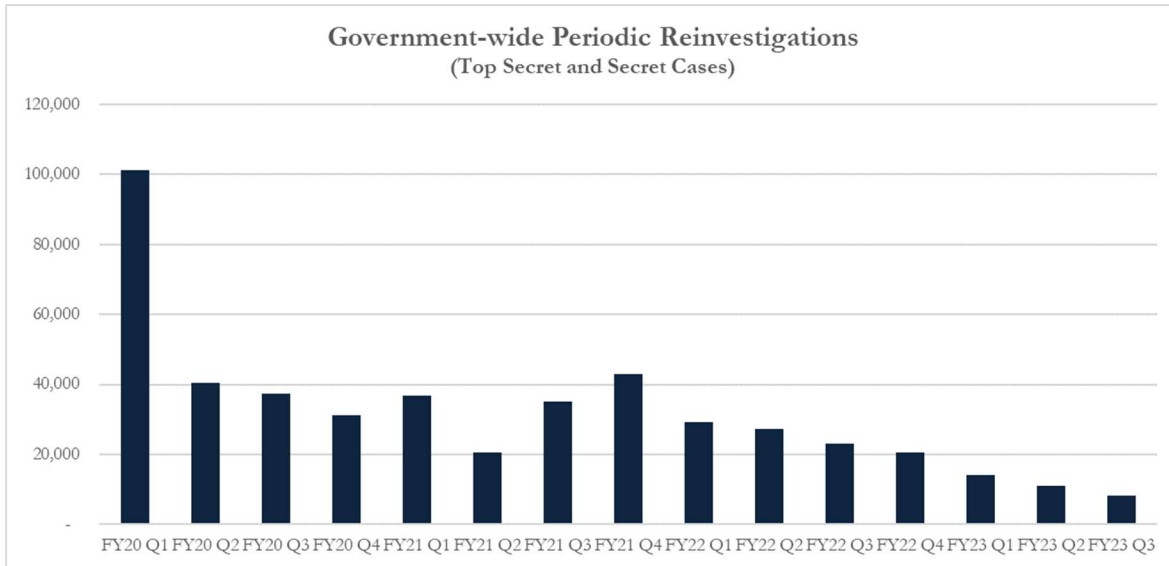
The full national security sensitive population is enrolled in continuous vetting.



KEY PERFORMANCE INDICATORS

REFORM: Volume of Periodic Reinvestigations

Periodic reinvestigations continue to decline and are used primarily for significant issue resolution under continuous vetting until the new TW 2.0 products are available.



The chart above is one quarter behind due to collection and analysis methods.

REFORM: Continuous Vetting Alerts

Continuous vetting alerts continue to reduce risk to people, property, information, and mission. The volume of alerts will continue to increase as more individuals are enrolled in continuous vetting.

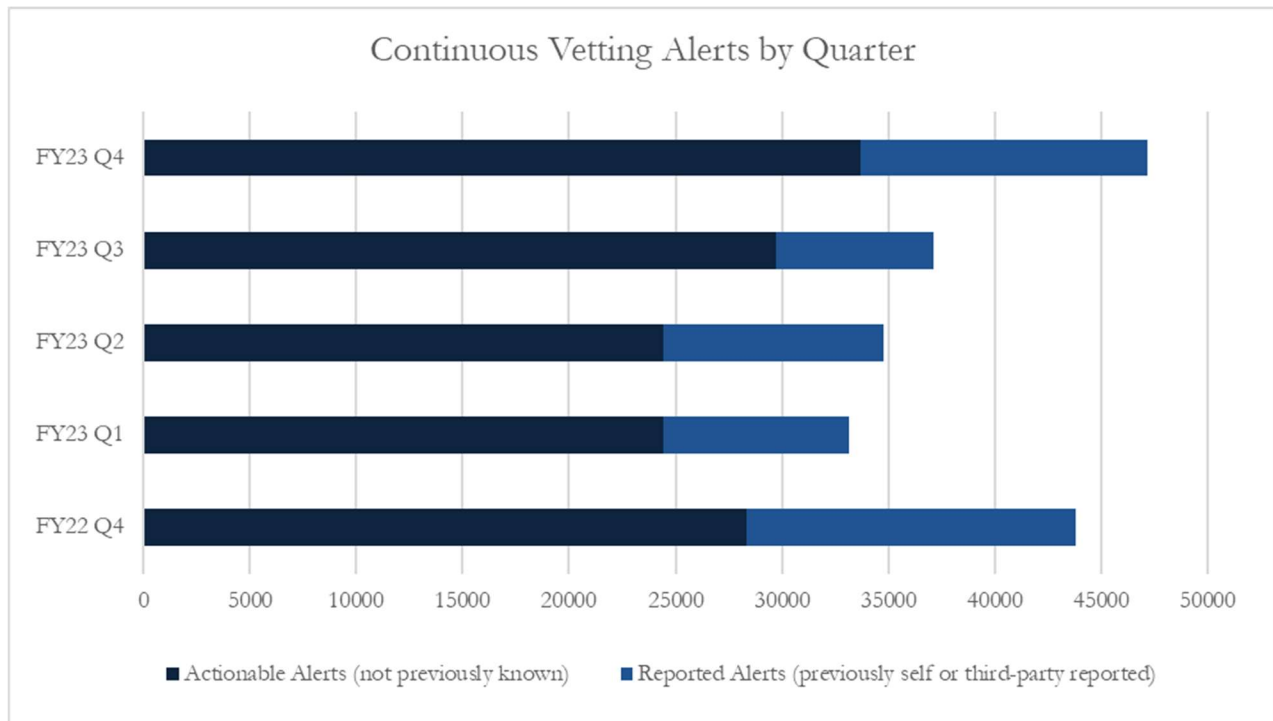
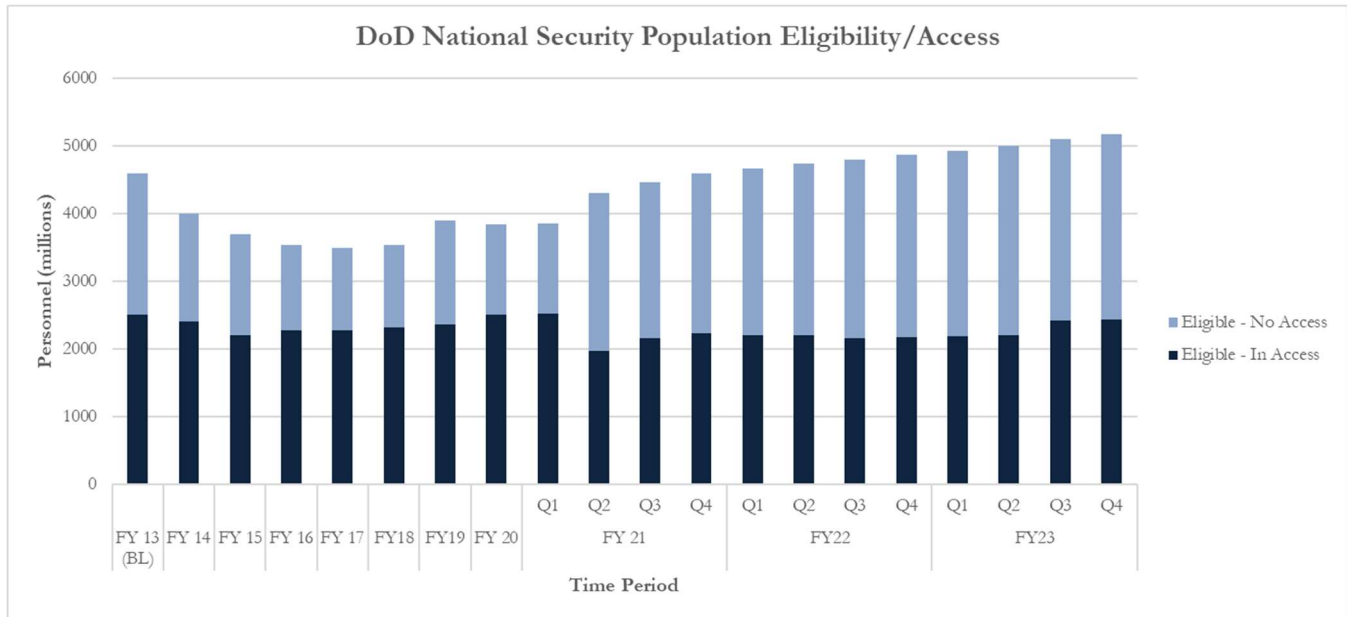


Chart above reflects only DCSA data and is current through 9/30/2023.

KEY PERFORMANCE INDICATORS

SPECIAL INTEREST: DoD National Security Population Eligibility & Access

The national security population continues to remain steady.



Change in DoD Clearance (in thousands)																			
	FY 13 (Baseline)	FY 14	FY 15	FY 16	FY 17	FY 18	FY 19	FY 20	FY 21	FY 22 Q1	FY 22 Q2	FY 22 Q3	FY 22 Q4	FY 23 Q1	FY 23 Q2	FY 23 Q3	FY 23 Q4	Number Decreased (from baseline)	FY 13-FY 23 Q4 % change
Eligible – In Access	2500	2400	2200	2280	2280	2318	2362	2508	2229	2206	2196	2161	2173	2182	2205	2412	2436	-64	-3%
Eligible – No Access	2100	1600	1500	1250	1210	1211	1539	1332	2372	2457	2538	2641	2695	2748	2802	2695	2738	638	30%
Total	4600	4000	3700	3530	3490	3529	3901	3840	4601	4663	4734	4802	4868	4930	5007	5107	5174	574	12%

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