Personnel Vetting Reform

Quarterly Progress Update

FY 2022, Quarter 1

Overview

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.

Personnel Vetting Reform Leaders

Jason Miller, DDM, OMB
Chairs the PAC and sets overall direction for personnel vetting reform

Avril Haines, DNI
As Security Executive Agent, sets personnel vetting policy for determining access to national security (classified) information

Kiran Ahuja, Director, OPM
As Suitability and Credentialing Executive Agent, sets personnel vetting policy for suitability, fitness, and credentialing determinations
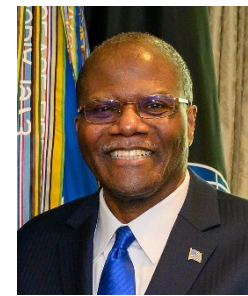
Ronald Moultrie, USD(I&S)
Represents DoD as the largest consumer of personnel vetting services and oversees DCSA

The Security, Suitability, and Credentialing Performance Accountability Council (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. The PAC* is responsible for driving government-wide implementation of security, suitability, and credentialing reform.

*A list of PAC member agencies can be found on slide 18.

Summary of Progress

- **APNSA Issues Cabinet Memorandum to Prioritize the Second Wave of Security Clearance and Personnel Vetting Reform.** On December 14, 2021, the Assistant to the President for National Security Affairs issued a Cabinet Memorandum at the recommendation of PAC Principals and the NSM-3 Working Group (chaired by the Principal Deputy National Security Advisor), directing departments and agencies to prioritize implementation of the next wave of proposed personnel vetting reforms under what is known as the "Trusted Workforce 2.0" initiative. The initiative aims to fundamentally transform how personnel vetting is conducted and ensure the right people have access to the right information by shifting to continuous vetting as well as issuing relevant policies that modernize the process and increase speed and security, while better protecting personal information. The memorandum demonstrates this Administration's strong support for Trusted Workforce 2.0 reforms and emphasizes to departments and agencies the importance of this effort.

- **Executive Branch Enrolls Over Four Million in Continuous Vetting to Meet Major Trusted Workforce 2.0 Milestone.** Departments and agencies enrolled their national security sensitive populations into continuous vetting capabilities, meeting the Trusted Workforce 1.25 deadline of September 30, 2021. Achieving this milestone will contribute to a safer Federal workplace, enhanced workforce opportunities through improved mobility, and earlier identification and resolution of potential security issues. The next related milestone—moving the national security sensitive population into an enhanced continuous vetting capability called Trusted Workforce 1.5—is September 30, 2022.

Summary of Progress

- **Executive Agents Issue Trusted Workforce Policies.** The Executive Agents issued three high-level Trusted Workforce guideline documents on February 10, 2022: Federal Personnel Vetting Guidelines, Federal Personnel Vetting Performance Management Guidelines, and Federal Personnel Vetting Engagement Guidelines. Consistent with the principles of the Federal Personnel Vetting Core Doctrine, these Guidelines describe the vision for creating a personnel vetting program that ensures Americans can trust the Federal workforce to protect people, property, information, and mission; and moreover, is aligned with and supportive of the Federal government's broader efforts to recruit and retain a diverse and talented workforce. The issuance of these Guidelines represents a critical milestone on the path toward full realization of the TW 2.0 personnel vetting model. These Guidelines will deliver a risk management approach to personnel vetting that improves the effectiveness of vetting criteria, makes it easier to identify performance issues, increases transparency, and ensures that the vetting system is consistent and fair to all applicants. These policies, along with additional policy issuances expected this year, establish the framework upon which the Executive Branch will build new processes, procedures, and practices to implement reform.

- **ODNI Issues Marijuana Guidance for the National Security Community.** The Director of National Intelligence, as the Security Executive Agent, signed a memorandum on December 21st clarifying guidance for agencies concerning individuals involved with marijuana, in response to the growing demand of changing societal norms among state and local governments related to involvement with marijuana. Highlights in the memo include instruction to agencies that prior recreational marijuana use by an individual applying for a security clearance or national security position may be relevant but not determinative to adjudications and that agencies are to make employment decisions for sensitive positions using a "whole-person" concept by evaluating multiple variables in an individual's life; a reminder that marijuana remains prohibited to individuals who hold a security clearance or occupy a sensitive position within the Federal Government; clarification that CBD products may exceed legal limits of THC content and are therefore relevant to adjudications; and a reminder that investments or business ventures pertaining to marijuana growth or retailing may negatively impact adjudicative decisions.

Summary of Progress

- **NBIS Deploys to JWICS, Enabling High-side Continuous Vetting Case Management.** The Defense Counterintelligence and Security Agency (DCSA) successfully deployed Release 3.1 of the National Background Investigative Services (NBIS) in August, the sixth on-time release in a row. The release establishes continuous vetting case management capabilities on classified networks. The NBIS system is replacing legacy systems and better enables a risk-managed approach using selected automated record checks. This is a key milestone on the path to enrolling the full national security sensitive population into TW 1.5 continuous vetting capabilities. In November, DCSA deployed Release 3.2, integrating continuous vetting between classified and unclassified networks.

- **DCSA Implements Major Reciprocity Improvements and Keeps Inventory Stable.** DCSA implemented a series of improvements leading to a reduction of end-to-end reciprocity adjudications from a high of 65 days to averaging a single day. DCSA's background investigative inventory and timeliness remained stable for the quarter. As of February 11th, timeliness for Secret initial investigations is 58 days, down from a peak of 173 days in 2018, and Top Secret initial investigations is 95 days, down from a peak of 411 days in 2018. The background investigation inventory level remains stable at 168K.

Key Milestones

Key Milestones	Milestone Due Date	Milestone Status	Owner	Recent Actions
Publish Federal Personnel Vetting Core Doctrine	Jan-21	Complete	ODNI, OPM	Published to the Federal Register. This foundational document establishes the philosophy for transforming the Government's personnel vetting program and defines the guiding principles, governance structure, key supporting processes, and policy priorities.
Enroll full national security population into TW 1.25	Sep-21	Complete	Agencies	Achieved full enrollment of the national security sensitive population in a TW 1.25 capability. Agencies have already begun upgrading individuals from TW 1.25 to TW 1.5 capabilities to meet the 30 September 2022 milestone.
Begin phased NBIS deployment and onboarding	Oct-21	Complete	DCSA	Deployed foundational NBIS capabilities and initiated onboarding activities. The first four agencies include Air Force, Treasury, DCSA, and the Smithsonian.
Issue Federal Personnel Vetting Guidelines, Performance Management Guidelines, and Personnel Vetting Engagement Guidelines	Jan-22	Complete	ODNI, OPM	Issued February 10th. The Federal Personnel Vetting Guidelines describe the outcomes for the Federal personnel vetting risk management framework and the five personnel vetting scenarios, as well as the central elements of Federal personnel vetting. The Performance Management Guidelines establish the fundamental principles that will drive policy and process enhancements to better manage both enterprise and human risk. The Personnel Vetting Engagement Guidelines foster trust in the process, allow agencies to assist individuals in a timely manner, and provide opportunities for personnel vetting professionals to clarify information.
Issue TW 2.0 Implementation Strategy	Feb-22	On Track	ODNI, OPM, DoD, OMB	Undergoing final coordination prior to signature and issuance. Once signed, the Strategy will identify the actions to be taken to iteratively implement reforms over the next several years. It will be used as a guide the development of agency-specific TW 2.0 implementation plans.

Key Milestones

Key Milestones	Milestone Due Date	Milestone Status	Owner	Recent Actions
Issue Investigative Standards*	Q2-22	On Track	ODNI, OPM	In final clearance. The Investigative Standards will establish the underlying policy to simplify the existing five investigative tiers to three and establish the five vetting scenarios outlined by TW 2.0.
Issue Adjudicative Standards for Public Trust positions	Q3-22	On Track	OPM	Being refined via regulatory changes underway to 5 CFR, Part 731.
Issue Performance Management Standards	Q3-22	On Track	ODNI, OPM	Held two rounds of pre-coordination review sessions with departments and agencies to obtain feedback prior to finalization.
Begin DCSA Adjudications onboarding into NBIS to support the phased transition from DISS to NBIS	Apr-22	On Track	DCSA	Deployed the NBIS adjudication case management service and began onboarding DCSA to support the ongoing transition from current DISS case management system to the new NBIS capability.
Offer TW 1.5 as a government-wide service	Jun-22	On Track	DCSA	Continued NBIS development to support TW 1.5 services. Developed notional pricing for TW 1.5 services.
Enroll full national security population in TW 1.5	Sep-22	On Track	Agencies	Began agency enrollment into TW 1.5 capabilities. As of January, over one million individuals (~25%) have already been enrolled in a TW 1.5 solution.

* 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.
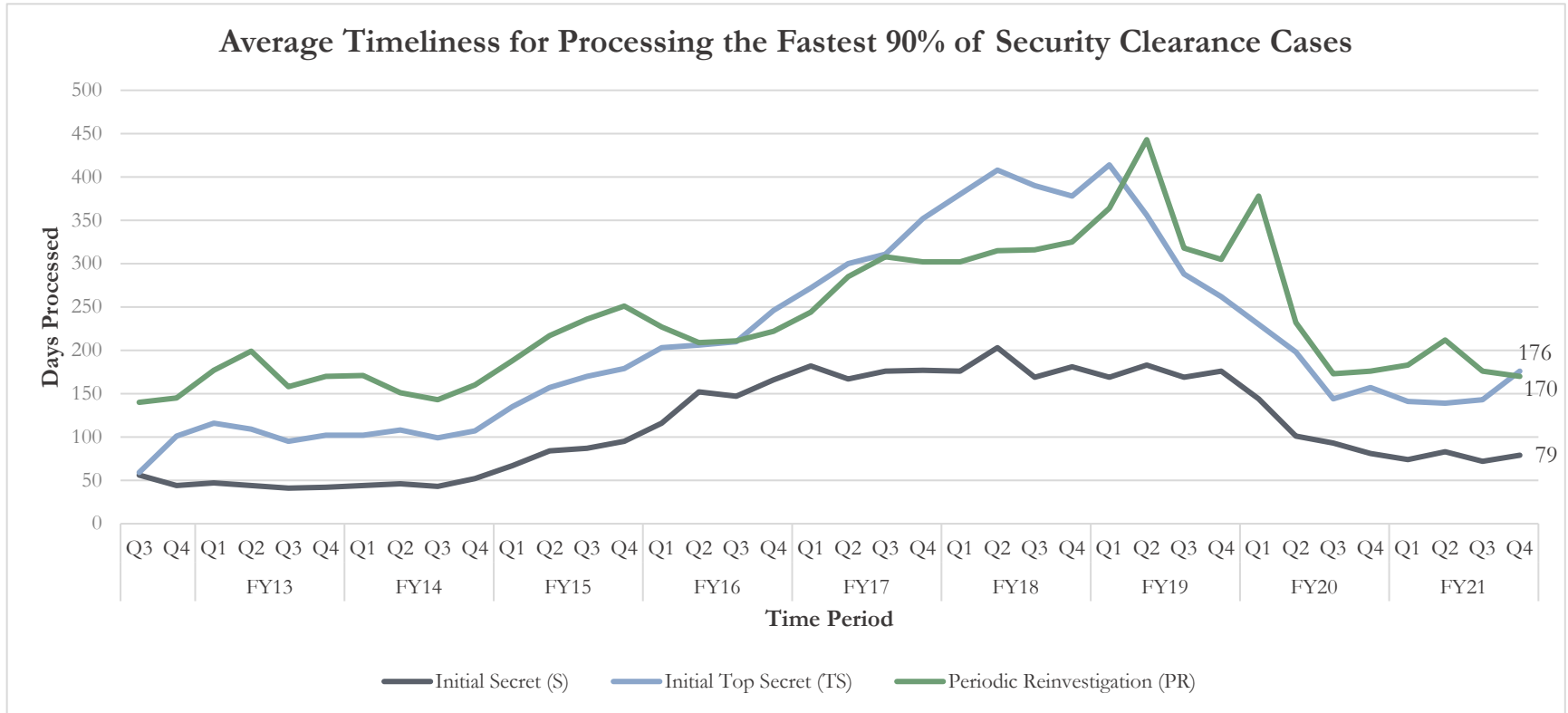
Key Milestones

Key Milestones	Milestone Due Date	Milestone Status	Owner	Recent Actions
Deliver NBIS technical release of background investigation services	Sep-22	On Track	DCSA	Engaged background investigations users in a series of workshops to review and update requirements for the next development cycle.
Complete NBIS deployment/onboarding to allow for initiation capability within the system	Sep-22	On Track	DCSA	Continued development on a newer version of the standard form used for non-sensitive position investigations, which will allow agencies onboarded into NBIS the opportunity to migrate completely to the NBIS initiation service when deployed.
Issue Personnel Vetting Management Standards	Mar-23	On Track	ODNI, OPM	Held first round of pre-coordination review sessions with departments and agencies to obtain feedback prior to finalization.
Begin phased transition from legacy background investigation systems to NBIS to offer TW 2.0 initial vetting products	Jun-23	On Track	DCSA	
Implement performance management framework	FY23	Not Started	Agencies	
Enroll all populations in TW 2.0 continuous vetting service	FY24	Not Started	Agencies	
Offer TW 2.0 continuous vetting as a government-wide service	FY24	Not Started	DCSA	

Key Indicators

Focus Area	Key Indicator Title	Description
Timeliness	End-to-End Process Timeliness (2 slides)	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
	Number of Cases Meeting Timeliness Standards	Average percentage of end-to-end cases that are meeting timeliness standards
Volume	DCSA Investigations Inventory	Total inventory of pending DCSA investigations by progress to goal
	Continuous Vetting Enrollment	Total number of Executive Branch individuals enrolled in continuous vetting
Risk	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

Average Timeliness for Processing the Fastest 90% of Security Clearance Cases

Legend: Initial Secret (S) — Initial Top Secret (TS) — Periodic Reinvestigation (PR)

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.
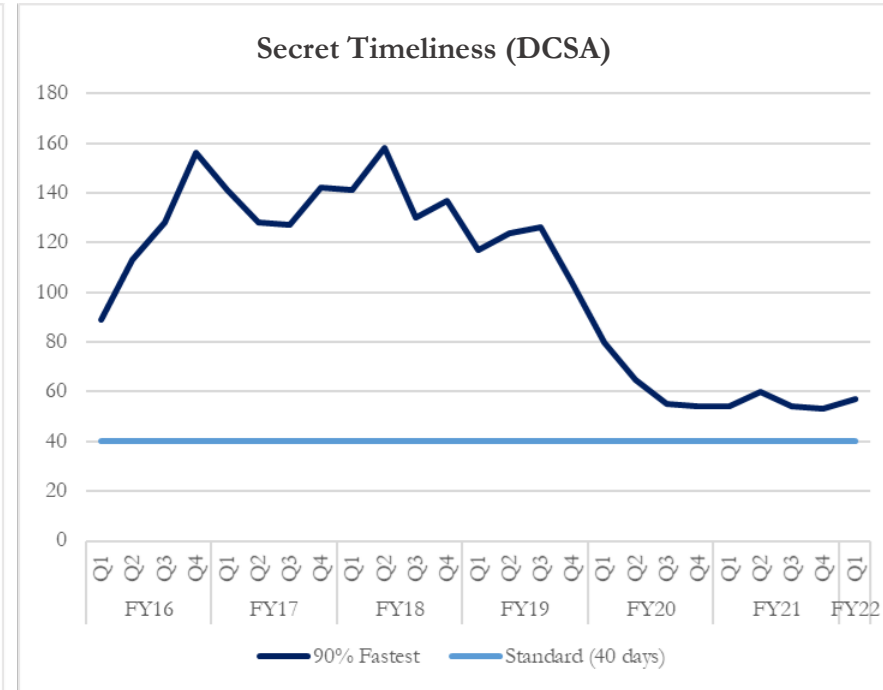
Government-Wide Security Clearance Performance

(PAC Methodology)

Fastest 90%

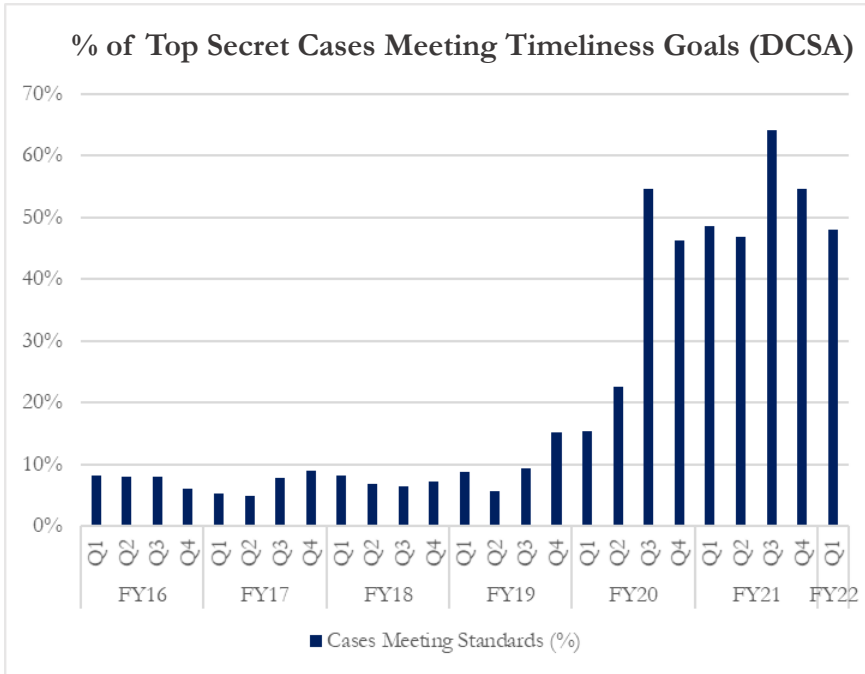|	Volume	Initiate (Average Days)				Investigate (Average Days)				Adjudicate (Average Days)				End-to-End (Initiate + Inv. + Adj.) (Average Days)			
		Q1 21	Q2 21	Q3 21	Q4 21	Q1 21	Q2 21	Q3 21	Q4 21	Q1 21	Q2 21	Q3 21	Q4 21	Q1 21	Q2 21	Q3 21	Q4 21
Initial Secret Cases	364,134	Goal: 14 Days				40 Days				20 Days				74 Days			
		5	7	6	7	56	63	57	57	13	14	9	14	74	83	72	79
Initial Top Secret Cases	124,411	Goal: 14 Days				80 Days				20 Days				114 Days			
		13	16	15	14	99	104	101	112	28	19	27	40	141	139	143	176
Periodic Reinvestigations	135,451	Goal: 15 Days				150 Days				30 Days				195 Days			
		12	10	11	11	114	119	106	111	57	82	59	49	183	212	176	170
Total	623,996	Red Text: Goal Not Met								Blue Text: Goal Met							

As of 12/20/2021

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Key Indicator:
Timeliness Metrics

Top Secret Timeliness (DCSA)

Secret Timeliness (DCSA)
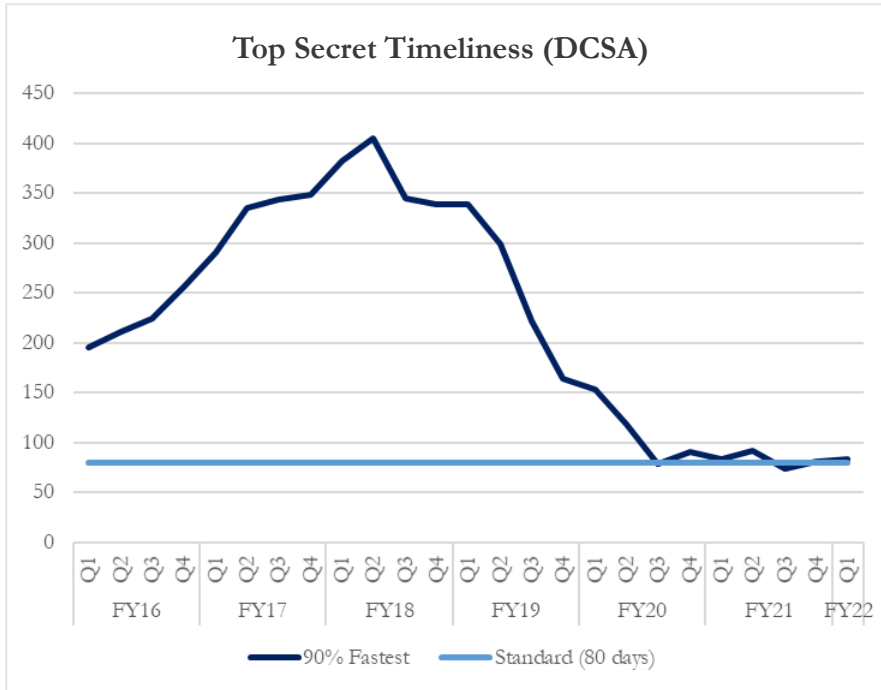
Key Indicator:
Number of Cases Meeting Timeliness Standards

Charts reflect only DCSA data and are current as of 1/3/2022.

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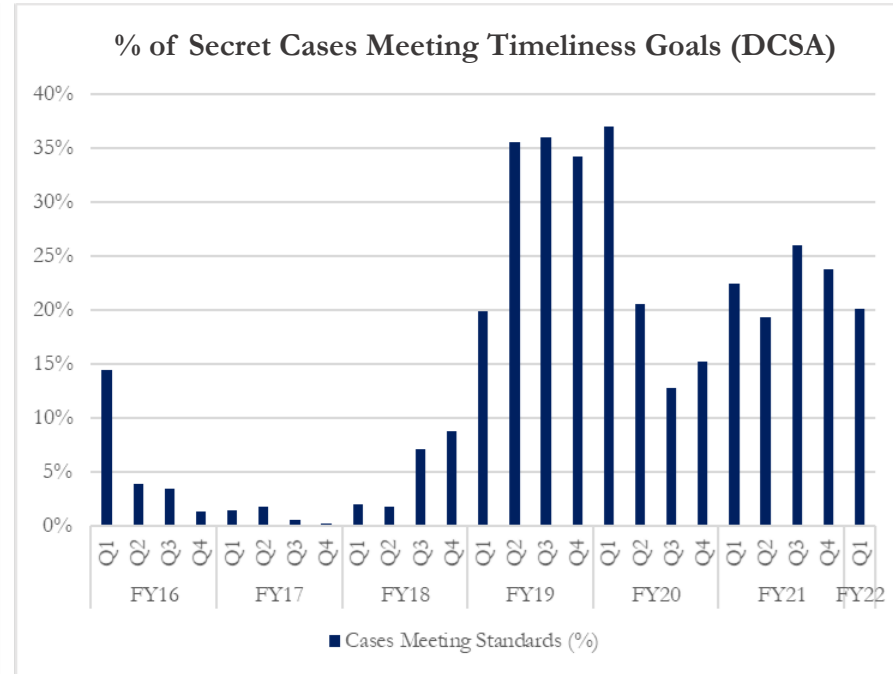
Key Indicator:
Enrollment in Continuous Vetting Capabilities

Continuous Vetting Enrollment
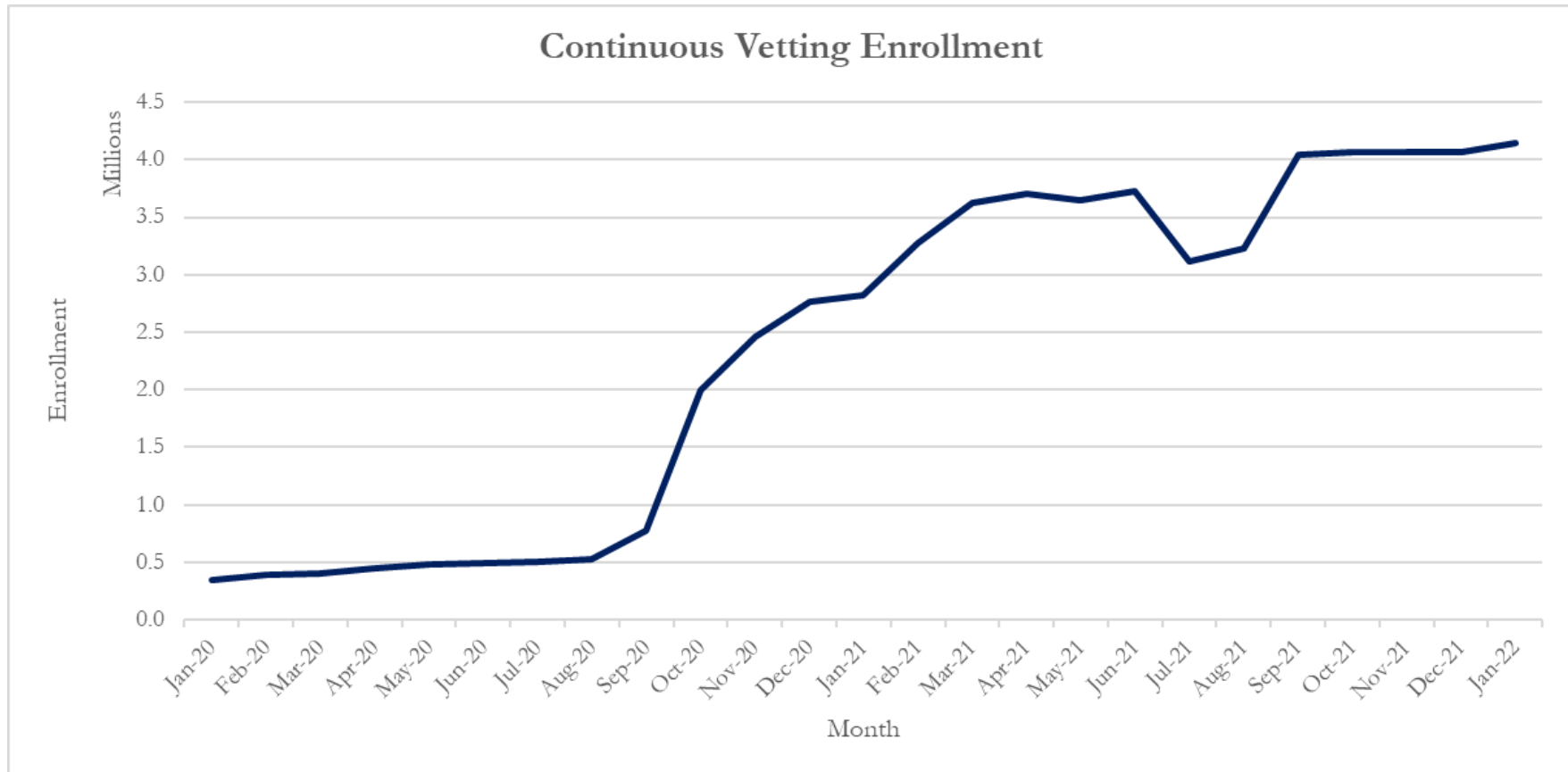
Key Indicator:
DoD National Security Population Eligibility & Access

DoD National Security Population Eligibility/Access
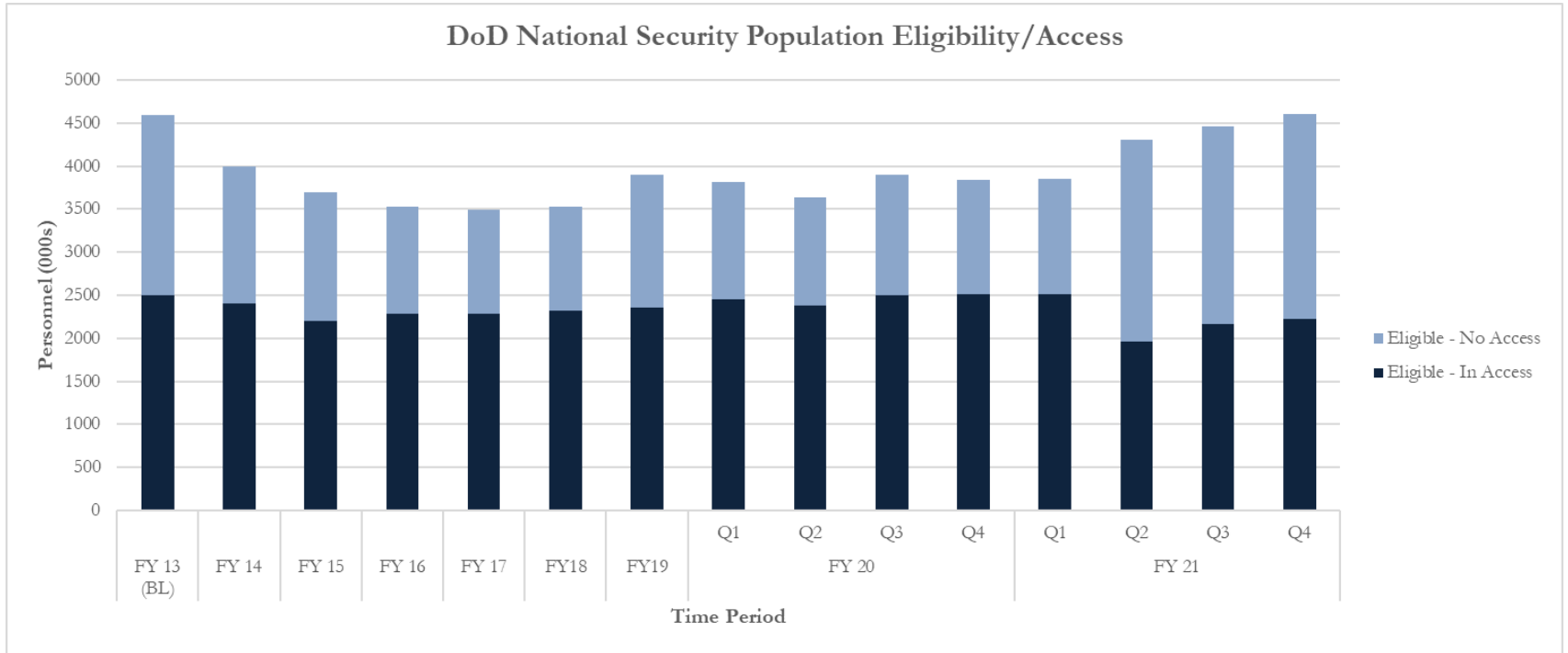
		Change in DoD Clearance (in thousands)															
	FY 13 (Baseline)	FY14	FY15	FY16	FY17	FY18	FY19	FY20Q1	FY20Q2	FY20Q3	FY20Q4	FY21Q1	FY21Q2	FY21Q3	FY21Q4	Number Decreased (from baseline)	FY13-FY21Q1 % change
Eligible - In Access	2500	2400	2200	2280	2280	2318	2362	2456	2380	2504	2508	2518	1962	2160	2229	-271	-11%
Eligible - No Access	2100	1600	1500	1250	1210	1211	1539	1357	1262	1395	1332	1335	2342	2300	2372	272	13%
Total	4600	4000	3700	3530	3490	3529	3901	3813	3642	3899	3840	3853	4404	4460	4601	1	0%

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

Acronyms

- **CV** – Continuous Vetting
- **DCSA** – Defense Counterintelligence and Security Agency
- **DDM** – Deputy Director of Management
- **DNI** – Director of National Intelligence
- **DoD** – Department of Defense
- **EA** – Executive Agent
- **EIB** – Enterprise Investment Board
- **IRTPA** – Intelligence Reform and Terrorism Prevention Act of 2004
- **IT** – Information Technology
- **ODNI** – Office of the Director of National Intelligence
- **OMB** – Office of Management and Budget
- **OPM** – Office of Personnel Management
- **PAC** – Performance Accountability Council
- **PMO** – Program Management Office
- **SSC** – Security, Suitability/Fitness, and Credentialing
- **SecEA** – Security Executive Agent
- **Suit & CredEA** – Suitability & Credentialing Executive Agent
- **USD(I&S)** – Under Secretary of Defense for Intelligence and Security