

National Archives and Records Administration

FY 2025 Annual Performance Report (Based on previous Strategic Plan)

TABLE OF CONTENTS

NARA Mission, Vision, and Goals (FY 2022 - FY 2025)	2
Performance by Strategic Goal	3
Make Access Happen	3
Connect with Customers	5
Maximize NARA's Value to the Nation	6
Build our Future through our People	9

OVERVIEW

The attached report is only relevant for the purpose of 2025 performance evaluation. During FY 2025, the employees of the National Archives and Records Administration (NARA) contributed to a strategic plan that was approved under the Biden Administration.

After February 16, 2025, new Trump Administration leadership engaged in a reconsideration of all goals and priorities, and the strategies by which to achieve them, with the ultimate objective of making the best use of the resources afforded NARA by the American people.

NARA Mission, Vision, and Goals (FY 2022–2025)

The National Archives and Records Administration's (NARA) FY 2022–2025 Strategic Plan details the actions and outcomes necessary to meet agency Strategic Goals. NARA's Annual Performance Plan lists the performance objectives and measures that NARA uses to evaluate performance progress against those goals.

Mission: We drive openness, cultivate public participation, and strengthen our nation's democracy through equitable public access to high-value government records.

Vision: We will be known for cutting-edge access to extraordinary volumes of government information and unprecedented engagement to bring greater meaning to the many different American experiences.

Strategic Goals:

- Make Access Happen - NARA will make all records available to the public in digital formats, to ensure that anyone can explore, discover, and learn from NARA holdings.
- Connect with Customers - NARA will improve internal and external customer engagement to cultivate and sustain public participation.
- Maximize NARA's Value to the Nation - NARA will modernize federal records management, advance digital preservation of archival electronic records, and support the transition to digital government.
- Build Our Future Through Our People - NARA will create and sustain a culture that ensures that the workforce has the skills necessary to fulfill the agency's mission.

The *President's Budget* identifies lower-priority program activities, as required by 31 U.S.C. § 1115(b) (10). NARA received no aid from non-federal parties in preparing this plan.

Performance by Strategic Goal

Make Access Happen

Make Access Happen affirms that “public access” is NARA’s core mission and is a higher calling that gives purpose and meaning to all our work. We are making access happen by delivering increasing volumes of records to the public online and using flexible tools and accessible resources that promote public participation. To achieve success in this goal, NARA must digitize millions of records we hold in analog formats, keep pace with the continuous stream of new records we receive each year, and develop new ways to help citizens find our records through the online National Archives Catalog.

Make Access Happen - Objective 1.1: By FY 2026, NARA will process 85 percent of archival holdings and increase enhanced descriptions to promote discovery and public access to archival records.

Description of measure: Archival processing involves actions by NARA to provide efficient access for research, including holdings maintenance, entering records into NARA’s inventory system, and cataloging them. NARA must continually work to maintain an 85 percent processing rate, as it receives approximately 100,000 cubic feet of new unprocessed archival records annually, along with significant volumes of electronic records.

Performance Measure	Year	2021	2022	2023	2024	2025
Percent of unclassified archival holdings processed	<i>Target</i>	82%	85%	85%	85%	85%
	<i>Actual</i>	91%	91%	90%	90%	89%
Total number of unclassified archival, holdings processed	<i>Target</i>	—	—	—	—	—
	<i>Actual</i>	4.6M	4.7M	4.7M	4.8M	4.8M

Performance summary: NARA has processed a cumulative total of 4.8 million cubic feet of unclassified archival records, resulting in 89 percent of total unclassified archival records being processed. NARA continued to exceed the target of 85 percent processed archival holdings while increasing the volume of records accessible to researchers and the public in FY25.

Make Access Happen - Objective 1.2: By FY 2026, NARA will digitize 500 million pages of records and make them available online to the public through the National Archives Catalog.

Description of measure: NARA has committed to digitize all its traditional (analog) holdings and make them available to the public online. NARA holds the equivalent of more than 13 billion pages of documents, photographs, films, and other records in analog formats, the majority of which are only accessible in person, in public research rooms, or through reproductions provided in response to specific customer requests.

Performance Measure	Year	2021	2022	2023	2024	2025
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Number of pages digitized and made available online through the Catalog (cumulative)	<i>Target</i>	140M	190M	225M	320M	420M
	<i>Actual</i>	150M	205M	239M	326M	455M
Presidential Library websites with all digital copies in Catalog (cumulative)	<i>Target</i>	—	—	1 (pilot)	3	5
	<i>Actual</i>	—	—	TBD	2	3

Performance summary: NARA continued to improve the Catalog to enhance the customer experience and completed the migration of all digital copies and metadata from the George Bush Presidential Library into the Catalog. In FY 2025, NARA increased the number of digitized pages in PDF files with optical character recognition to 88 percent and introduced artificial intelligence (AI)-extracted, contributed text for more than 2.3 million pages of Revolutionary War pension files, in partnership with FamilySearch.

Make Access Happen - Objective 1.4: By FY 2026, 95 percent of customer requests will be ready within the promised time.

Description of the measure: NARA strives to promote public access by providing consistent, reliable, and reputable service in response to customer requests. NARA provides service to a variety of public and federal agency customers. This objective is an average of NARA's average response time when: furnishing items in public research rooms, responding to reference requests by email and mail, providing veterans and their families with copies of military separation documents (DD-214), and responding to Freedom of Information Act (FOIA) requests from the public.

Performance Measure	Year	2021	2022	2023	2024	2025
Percent of customer requests ready within the promised time	<i>Target</i>	93%	93%	95%	95%	95%
	<i>Actual</i>	40%	37%	89%	96%	96%

Performance summary: Following M-23-07, Update to Transition to Electronic Records, several federal customers submitted large volumes of records to the Federal Records Centers Program (FRCP) before the deadline. NARA provided agencies with guidance on submitting exception requests if they could not meet the deadline. Since the initial publication of M-19-21, a total of 80 exception requests have been received, with 21 processed in FY 2025. In FY 2025, fifteen agencies were granted limited exceptions, and six requests were denied or either deemed unnecessary or returned with a request for additional justification.

To enhance service, NARA continues to focus on digitally delivering reference requests and the expanded use of eVetRecs allowing customers to track their requests online without needing assistance. Digitization on demand was also integrated into reference and reproduction processes.

NARA is also focused on reducing the FOIA backlog with Presidential Libraries closing over 450 FOIA requests while receiving over 670 new ones in FY25. NARA's Special Access and FOIA Program closed 618 FOIA requests and received 853 new requests. The Presidential Libraries'

Special Access office received and responded to 108 requests, the most they have ever received.

Connect with Customers

Connect with Customers challenges us to continuously improve the customer experience, cultivate public participation, and generate new understanding of the importance of records in a democracy. We strive to represent the stories of all Americans in our work. We continuously engage with and learn from our customers: individuals, communities, organizations, and other federal agencies. We build long-term and strategic customer relationships to ensure our services are valued by our customers and we work together to improve overall efficiency, and engagement.

Connect with Customers - Objective 2.1: By FY 2026, NARA will demonstrate enhanced organizational understanding of internal and external customer wants, needs, and expectations to support the design and delivery of world-class services.

Description of measure: NARA will develop a systematic process to collect and analyze customer feedback to continuously improve agency service offerings and better meet customer needs. NARA will routinely connect with customers, conduct consumer research, and undertake an array of engagements to understand how customers interact with multiple NARA business lines. NARA will prioritize enhancements to customer service procedures and systems based on customer insights. NARA will share the results of its customer research internally and with the public.

Performance summary: NARA is enhancing services by better understanding customer needs and expectations. NARA continues to offer online and in person mechanisms for capturing feedback directly from researchers.

Connect with Customers - Objective 2.2: By FY 2026, NARA will modernize enterprise communication and service channels to capture customer feedback and continuously improve the customer experience.

Description of measure: NARA will continue to develop a system to evaluate the customer experience across business lines and use the results to modernize its service channels. NARA must develop a methodology to measure the customer experience, especially when the customer journey crosses multiple services and service providers. Once developed, NARA will analyze the metrics to identify opportunities to better meet customer needs and expectations. NARA will continue to publish the results of its customer service approach so that customers can review the changes and assess the results.

Performance summary: NARA aims to evaluate service delivery from the customer's perspective by consistently assessing interactions across various touchpoints, including in-person experiences, website visits, and email correspondence. NARA has continued to engage with customers across these channels. NARA has also prioritized improving the customer experience through a variety of targeted access points for records related to specific topics, identified by customer interest, statutory requirement or Executive Order.

Connect with Customers - Objective 2.3: By FY 2026, NARA will deliver a national

program of museums, education, and public programming.

Description of measure: NARA engages the public in civic education and discourse through a national program of museum exhibits, education, and public programs. NARA will increase its online programming and exhibits and will modify its physical infrastructure to make its civic education programs more accessible for the public.

NARA must strengthen internal capabilities to develop relevant, relatable, and respectful content for museum displays and educational materials. NARA must invest in audience evaluation tools to ensure that new materials are meaningful and appropriate. NARA must also invest in its physical infrastructure to ensure that NARA museum exhibits and on-site programs are accessible for all.

Performance summary: As the 250th anniversary of the Declaration of Independence approaches, NARA is enhancing community engagement and historical narratives through its exhibit programming. The redesigned National Archives Museum (NAM) prioritizes accessibility needs and acknowledges the contributions of all Americans to the founding of the nation and highlights the work of the National Archives in serving citizens.

NARA is currently working to advance plans for 250th anniversary programming and related exhibitions. NARA will ensure that newly-constructed exhibits address accessibility best practices for the physical space and exhibit content.

Maximize NARA's Value to the Nation

Maximize NARA's Value to the Nation recognizes that public access to government information creates measurable economic value, which adds to the enduring cultural and historical value of our records. We are modernizing records management practices across the federal government, advancing digital preservation of archival electronic records, and supporting the transition to digital government. NARA will explore new technology to find low-cost, practical solutions to improve processing, access review and redaction, and digitization to accelerate the delivery of electronic and digitized records to the public.

Maximize NARA's Value to the Nation - Objective 3.1: By FY 2026, NARA will provide policy, requirements, and oversight to support a transparent and fully digital government.

Description of measure: NARA must provide its customer agencies with the policy, appraisal, and training necessary to appropriately manage records in their custody. NARA will revise the Code of Federal Regulations, Chapter 12, Subchapter B—Records Management (parts 1220-1249) to support the transition to fully electronic recordkeeping with modern records formats. NARA will continue to provide guidance as agencies digitize federal records according to NARA standards. NARA will continue to work with the General Services Administration to create solutions and services supporting federal electronic records management (ERM) requirements.

Performance summary: In FY 2025, NARA's regulation work continued with the development of a draft revision to [36 CFR Part 1236 Subpart E-Digitizing Permanent Federal Records](#). The draft updates and simplifies the existing standards for paper and photographic prints, and adds digitization standards for film and audiovisual records. In FY 2025, NARA completely revised [Guide to Inventorying, Scheduling, and Disposition of Federal Records](#) and created a new [Records Scheduling and Appraisal website](#). The new guide provides updated guidance focused on inventorying, scheduling, appraising, and disposition of records in a digital recordkeeping

environment. It also includes a new guide to assist agencies in writing machine-implementable record schedules to aid in the automation of records management. In FY 2025, NARA provided [records management resources for agencies undergoing reorganization or other major changes](#).

Maximize NARA’s Value to the Nation - Objective 3.2: By 2026, NARA will reduce the time it takes to start complex Freedom of Information Act (FOIA) requests for unclassified records.

Description of measure: NARA is committed to reducing wait times for responses to Freedom of Information Act (FOIA) requests. These requests involve internal records and the five million cubic feet of archival records held by NARA, which often include personally identifiable information (PII) not available to the public.

While NARA typically responds to most FOIA requests within the statutory 20 days, complex requests can take up to eight years due to the need for extensive review and redaction of sensitive information. To address this, NARA aims to modernize its processes, deploy new tools, and add resources to increase the volume of records reviewed. NARA will also enhance business processes in declassification and the release of classified records.

Performance Measure	Year	2021	2022	2023	2024	2025
Number of pages of paper records digitized at Clinton Library. (Final target 70M) (cumulative)	<i>Target</i>	—	—	10M	30M	6M
	<i>Actual</i>	—	4.7M	4.9M	5.2M	5.4M
Number of pages of paper records digitized at Bush 43 Library. (Final target 50M) (cumulative)	<i>Target</i>	—	—	10M	30M	550K
	<i>Actual</i>	—	—	281K	298K	348K
Number of pages of paper records digitized at Obama Library. (Final target 21M) (cumulative)	<i>Target</i>	—	—	—	—	10M
	<i>Actual</i>	—	—	—	—	10.8M

Performance summary: NARA’s primary approach to modernizing the FOIA process is to digitize analog records to permit electronic search and processing and to explore, acquire, and apply modern technologies, such as artificial intelligence and machine learning (AI/ML), to expedite processing and response. In FY 2024, NARA began the digitization of analog records of former President Barack H. Obama. In FY 2025, NARA began to create the means of ingesting and processing digitized records in the Electronic Records Archives for the George W. Bush, Barack Obama, Donald J. Trump, and Joseph R. Biden Presidential Libraries, and subsequent administrations. Once digitized, NARA can more effectively apply technology to support review and redaction to expedite NARA’s responses to FOIA requests for these records.

Maximize NARA’s Value to the Nation - Objective 3.3: By 2026, NARA will advance existing physical and intellectual controls for the agency’s holdings to enable digital preservation risk planning and risk mitigation in a trustworthy repository and ongoing access to electronic records.

Description of measure: NARA must have a comprehensive system in place to assess the preservation risk of record holdings and take action to mitigate that risk so that NARA records—in traditional (analog), digitized, and born-electronic formats—are protected and remain available to the public in perpetuity. NARA has already established expertise in preserving records in traditional (analog) formats and is committed to the continued preservation of these records as well. NARA has created a digital preservation framework that established a comprehensive plan for preserving NARA’s electronic and digitized records; however, NARA requires additional investment to implement risk assessments and risk mitigation strategies for these records.

Performance Measure	Year	2021	2022	2023	2024	2025
File Format & MIME Types successfully identified for ERA 2.0 (cumulative)	<i>Target</i>	—	—	—	10%	25%
	<i>Actual</i>	—	—	—	0	
Digital content managed in ERA 2.0 (in TBs)	<i>Target</i>	—	100	150	225	340
	<i>Actual</i>	100	103	108	130	193
Numbers of files managed in ERA 2.0 (in millions)	<i>Target</i>	—	—	30	45	68
	<i>Actual</i>	18.4	18.5	19.3	21	23.7

Performance summary: ERA 2.0 engages federal records managers in modern electronic recordkeeping, allowing them to manage records schedules and transfer requests while serving as the primary digital repository for NARA’s born-electronic and digitized records. While the scheduling and transfer request forms and workflow component are widely used across the federal government, progress in ingesting records has been hindered by limitations in the system’s abilities to upload and process records in a scalable manner.

NARA continues to face challenges in implementing reliably scalable upload capabilities in ERA 2.0, so while staff uploaded more records in FY 2025 than in any previous year, the agency continues to face limitations in uploading all records into the system. Despite these challenges, NARA continued its success using interim, cloud-based storage, staging more than 100 million files comprising over 5,000 TB, in replicated, safe storage for future ingestion into ERA 2.0. In FY 2026, NARA will focus on enhancing upload capabilities to bring much-needed improvements to the agency’s ability to bring in records at scale to the ERA 2.0 digital repository. In FY 2025, NARA digital preservation efforts focused on refining its preservation framework, including updating file format information for hundreds of the electronic record formats in NARA custody. Plans for implementing automated file format characterization in ERA 2.0 remain paused as the focus for system development remains on upload and ingest capabilities.

Build our Future through our People

Build our Future through our People is our commitment to provide all our employees with

learning and leadership opportunities necessary to successfully transition to a digital environment, support career development, and become the next generation of leaders.

Build our Future through our People - Objective 4.1: By FY 2026, NARA will foster a culture that encourages civil interaction and allows employees to feel connected to the agency’s mission and contribute to their full potential.

Description of measure: NARA must have a cadre of skilled leaders in both supervisory and non-supervisory positions to fulfill the agency’s mission and effectively transition to a fully electronic environment. Effective coaching is a critical success factor in building a workplace culture of strong organizational and individual performance, employee development, and working relationships. NARA invests in leadership development activities to ensure the agency has a pool of competent leaders with appropriate technical skills and experience.

Performance Measure	Year	2021	2022	2023	2024	2025
Provide training opportunities in effective coaching for new supervisors. (cumulative)	<i>Target</i>	—	70%	85%	90%	95%
	<i>Actual</i>	—	88%	87%	89%	100%
Provide training opportunities in effective coaching for all supervisors and team leads. (cumulative)	<i>Target</i>	—	Baseline	10%	30%	35%
	<i>Actual</i>	—	6.6%	6%	18%	48%
Provide internal and external individual and group coaching services to employees at all grade levels. (cumulative)	<i>Target</i>	—	1%	5%	10%	15%
	<i>Actual</i>	—	1.2%	1.7%	17.5%	21.4%

Performance summary: During FY 2024, NARA offered group and individual coaching opportunities for all employees, including executives. Coaching was integrated into the Supervisors’ Development Program to train new supervisors in coaching skills. NARA transitioned group coaching to an evidence-based model of wellbeing and partnered with the Internal Revenue Service to offer individual coaching, developing a method to a methodology to evaluate its effectiveness.

In FY 2025, NARA offered group and individual coaching during quarter one, in addition to Supervisors’ Development Program coaching for new supervisors. NARA will look for opportunities to integrate coaching across developmental programs to further support professional development.

Build our Future through our People - Objective 4.4: By FY 2026, NARA will foster a culture that encourages civil interaction and allows employees to feel connected to the agency’s mission and contribute to their full potential.

Description of measure: NARA must provide all employees with a safe and supportive work environment. NARA is committed to the fair treatment of employees. NARA promotes collaborative, civil interactions and has established expectations for civility in the workplace.

NARA will create a workplace culture that fosters excellence and provides service to the American people. NARA will continue to provide visible leadership support for workplace culture programs. NARA will promote cross training opportunities to further align our personnel resources to functions that optimize NARA's mission.

Performance summary: NARA completed a data study targeted towards improving performance culture. Data was assessed on employee discipline from FY 2021 to FY 2023, identifying opportunities for policy and process improvements. To better understand the data, NARA surveyed and conducted focus groups with supervisors across the agency. Based on this analysis, 13 recommendations were identified for potential improvements and enhancements to the disciplinary process. This includes opportunities for additional training and guidance as well as improving transparency and communication.