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Federal Agency Records Management 2024 Annual Report

Senior Agency Official for Records Management Annual Report
Records Management Self-Assessment
Federal Electronic Records and Email Management Report

National Archives and Records Administration
TBD

FOREWORD

Effective records management programs in federal agencies ensure the preservation of, and access to, permanently valuable records of the federal government. The National Archives and Records Administration (NARA) is dedicated to preserving and making these federal records accessible to the American people.

Federal agencies and NARA work together toward government transparency, public engagement, and accountability by promoting our obligations under the Federal Records Act (FRA). As our federal government continues to evolve to meet the needs of the American people, it is important that federal agencies take their records management responsibilities seriously and embrace the opportunities afforded to improve government and reduce costs in the long run by transitioning fully to an electronic environment. Federal agencies doing business in an electronic — or “paperless” — environment increases the ability of the public to engage with the government in more effective ways. And some of the records, information, and data created and maintained today will become part of our Nation's history.

NARA is committed to providing guidance and assistance to federal agencies to ensure they meet their responsibility to create and preserve adequate and proper documentation of agency activities and implement proper records disposition as required under the FRA. We urge agency heads and Senior Agency Officials for Records Management (SAORM) to communicate the importance of records management to all staff and continue to lead and drive change to modernize government by embracing an electronic recordkeeping environment.

This report covers CY 2024 activities reported to us in three annual reports: the Senior Agency Official for Records Management Annual Report, the Records Management Self-Assessment (RMSA), and the Federal Electronic Records and Email Management Report (FEREM). The report describes the progress made by agencies in 2024, their challenges, and overall records management trends at the time of submission of the reports.

JIM BYRON

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EXECUTIVE SUMMARY

This consolidated report provides a summary analysis on the state of federal records management programs based on annual reports submitted to NARA as required for all Federal Records Act Agencies.¹ NARA required three related but separate submissions covering agency CY 2024 activities:

- Senior Agency Official for Records Management (SAORM) Annual Report
- Records Management Self-Assessment (RMSA)
- Federal Electronic Records and Email Management (FEREM) Report

Taken together, all three submissions demonstrate the progress made and the challenges still faced by federal agencies as they continued their transition to fully electronic recordkeeping, as established in June 2019 by the Office of Management and Budget (OMB)/NARA government-wide policy memorandum, *Transition to Electronic Records* (M-19-21) and OMB/NARA M-23-07, *Update to Transition to Electronic Records*. The deadline for managing all permanent and temporary records in electronic format was June 30, 2024.

The Federal Agency Records Management Annual Reporting has, since 2009, been one of the key methods NARA uses to gather and analyze information from agencies on the state of their federal records management programs. By requiring annual reporting, NARA can capture information for a defined period and identify trends and common challenges.

For the 2024 reporting period (January 13 through March 14, 2025), we received a 98–99% response rate for all three reports. The agencies counted as non-responsive to NARA's reporting requirements are listed in the Introduction following this Executive Summary.

While dependent on self-reported data, the RMSA and FEREM provide NARA and agencies with a consistent evaluation tool. Using a low-, moderate-, and high-risk scale, the reports indicate agencies' level of risk for not managing records effectively. The objective is to determine whether agencies are compliant with regulatory records management requirements and are operating within the defined success criteria for electronic records and email management. The SAORM reports, though not assigned a risk level, provide a more strategic view of federal records management.

Results

This year, the RMSA low-risk levels jumped 6% to 44%. This was the biggest percentage increase of agencies scoring low risk since the 2015–2016 reporting cycle, when it jumped 8%. Moderate-risk levels decreased by 2% to 46%. And high-risk dropped 4% to 10%, the lowest percentage of agencies scoring high risk since we first started requiring the completion of the RMSA. The following graph shows the risk-level comparisons from 2020 to 2024.

¹ The Federal Records Act (44 U.S.C. 31) and corresponding Code of Federal Regulations (CFRs) require all federal agencies to maintain records that document their activities, file records for safe storage and efficient retrieval, and dispose of records according to agency schedules. (Most are Executive Branch Agencies, but there are some Legislative and Judicial Branch Agencies included.)



Figure 1: RMSA Risk-Level Comparison 2020–2024

The FEREM risk levels remained mostly static for *electronic records management*. Low-risk percentages remained the same as last year at 61%, while moderate-risk increased by 1% to 28% and high-risk decreased by 1% to 11%. The percentage of agencies scoring high risk in 2024 is the lowest since we first included electronic records management in this questionnaire (2019).

Change was evident in the risk levels for *email management*. Low-risk levels decreased by 2% to 77%, while moderate-risk increased by 5% to 17% and high-risk decreased by 4% to 6%. The percentage of agencies at high risk in 2024 ties only 2022 as the year with the lowest percentage of agencies scoring high risk for email management since we first required the completion of this report in 2016. The percentage of agencies scoring in the high-risk level went from a high 10% last year to tied for the lowest at 6% this year.

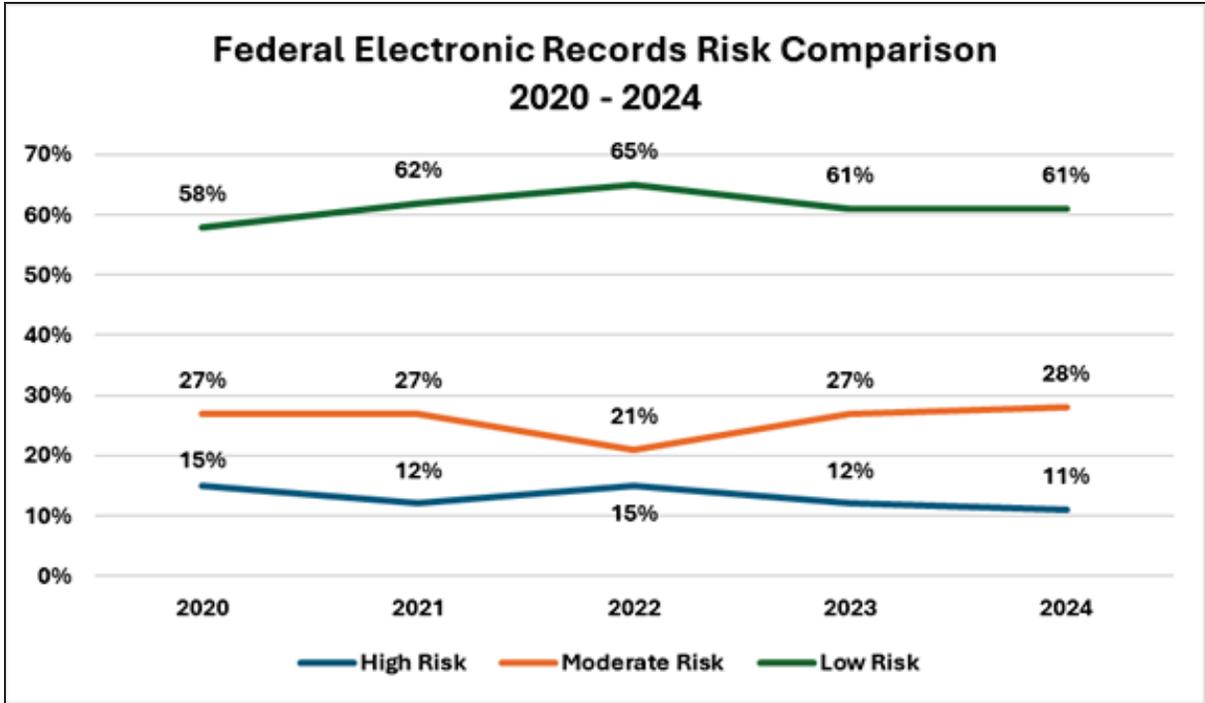


Figure 2: FEREM Part I-Federal Electronic Records Management Risk-Level Comparison 2020-2024

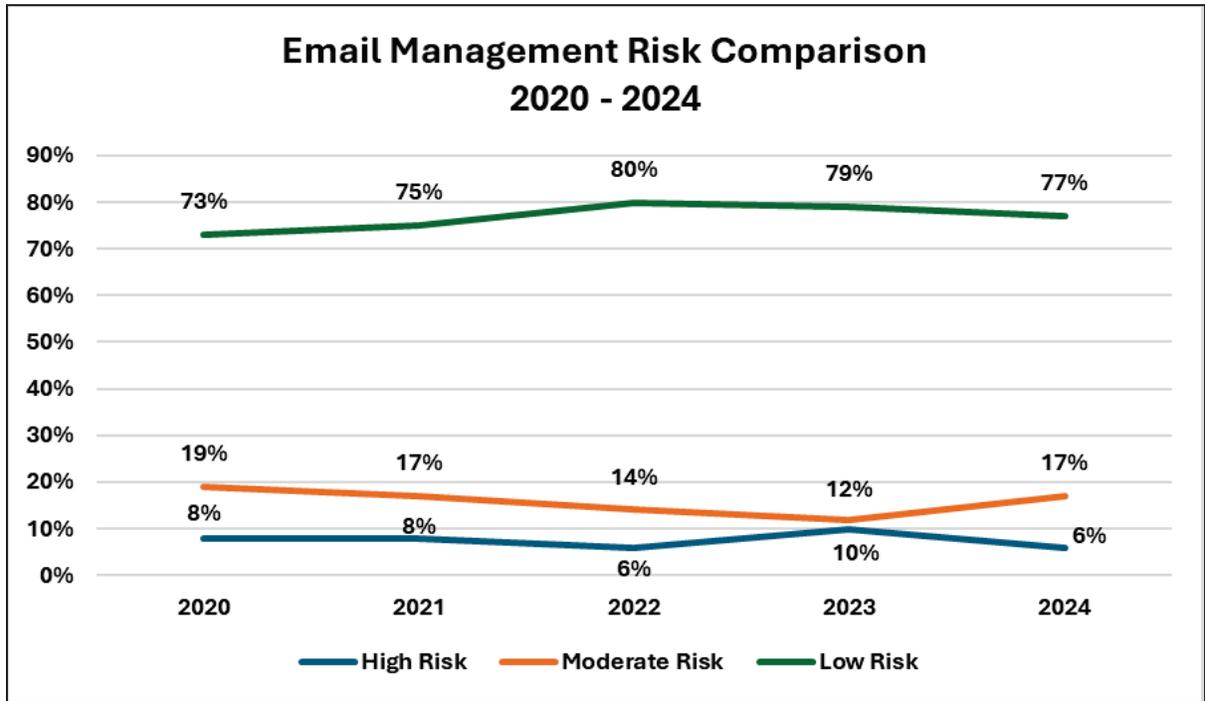


Figure 3: FEREM Part II-Email Management Risk-Level Comparison 2020-2024

M-19-21/M-23-07

M-19-21 and M-23-07 continued to be major drivers for change. When agencies submitted their 2024 reports in early 2025, they knew whether they had been successful at meeting the following two deadlines.

Agencies were required, by June 30, 2024, to

- manage all permanent records in an electronic format
- manage all temporary records in an electronic format or store them in commercial records storage facilities

Agencies reported conducting numerous activities related to these goals including

- identifying permanent analog records for digitization
- conducting digitization projects
- implementing electronic records management systems
- updating workflows, policies, and procedures

Overall, agencies are continuing to make progress, and this work must continue. Last year, 68% of agencies indicated that they *would meet* the 2024 deadline to manage, preserve and transfer all permanent records in electronic format with appropriate metadata. This year, the percentage of agencies who said they *did meet* the permanent records deadline rose to 71%.

Looking deeper, of the 44 agencies (29%) who did NOT meet the deadline, 22 of them (50%) had submitted an exception request and 4 more (9%) indicated that they still plan to do so. That leaves just 18 agencies who indicated they did not meet the goal and did not plan to submit an exception request or did not yet know. And nearly 40% of those are micro-agencies with less than 100 full-time equivalent (FTE) employees.

So, the percentages are moving in the right direction, and we are optimistic this will continue. Additional memo-related statistics can be found in the report.

Key points highlighted in this report include:

- High-risk levels dropped across the board, with the lowest percentage of agencies scoring high risk since the reports were first required.
- Agencies continue to make progress towards the goals set forth in M-19-21/M-23-07, with 71% of agencies indicating that they met the June 30, 2024, deadline to manage all permanent records in an electronic format. Only 18 agencies (12%) said they missed the deadline with no exception request/approval in place.
- The same percentage of agencies (71%) indicated they met the deadline to manage all temporary records in an electronic format or store them in commercial records storage facilities.

- At the same time, the risk levels for the management of electronic records remained largely unchanged from 2023, with the percentage of agencies reporting low risk to records the same at 61%, and agencies reporting moderate and high risk up or down 1% at 28% and 11%, respectively.
- Also, low-risk levels for email management continued the decline—first seen in 2023—however small (2%). Nevertheless, the percentage of agencies scoring low risk remains the highest (77%) of the RMSA and both sections of the FEREM (electronic records and email management).
- Upon validating the 55% of agencies who indicated they were using an approved ‘General Records Schedule (GRS) 6.1: Email and other Electronic Messages Managed under a Capstone Approach’ for the management of other electronic messages, we found that 47% answered incorrectly. This may suggest agencies are unaware of the requirements found in NARA Bulletin 2023-02 for expanding approved schedules to include electronic messages (in addition to email).
- Only 29% of agencies indicated that their records management staff were active participants in ensuring that systems development, maintenance, and operations include processes for electronic records management.
- Lastly, there is still a gap between those agencies using NARA’s digitization standards in 36 CFR 1236, Subpart D and/or Subpart E (86%), and those implementing a validation process to ensure the digitized versions comply with the requirements (71%).

This report includes the following items:

- a detailed analysis of the agency-submitted annual reporting data for CY 2024
- recommendations for SAORMs and Agency Records Officers (AROs) to improve records management programs
- suggestions for NARA to aid federal agencies in their improvement efforts
- RMSA and FEREM scoring and risk categories
- individual agency scores
- validation strategy and results

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INTRODUCTION

44 United States Code (U.S.C.) 2904(c)(7–8) charges the National Archives and Records Administration (NARA) with overseeing and reporting to Congress the state of records management across the federal government. NARA accomplishes this responsibility in part by requiring all federal agencies to submit three annual reports to the Office of the Chief Records Officer for the U.S. Government:

- Senior Agency Official for Records Management (SAORM) Annual Report – This report is only required for Executive Branch Agencies.² NARA provided a template to those agencies with a SAORM to capture progress on strategic records management initiatives, including actions taken to promote fully electronic recordkeeping. Individual reports, including the template, are available online: <https://www.archives.gov/records-mgmt/resources/saorm-reports>.
- Records Management Self-Assessment (RMSA) – Agency records officers evaluate their agency’s compliance with federal records management statutes and regulations using a NARA-provided questionnaire. The data is gathered using an online survey tool. Individual agency responses are not made public; therefore, for specific agency responses we suggest contacting the individual agency. RMSA data from previous years is summarized in annual reports available online: <https://www.archives.gov/records-mgmt/resources/reporting>.
- Federal Electronic Records and Email Management Report (FEREM) – This supplemental report to the RMSA focuses on electronic records and email management. NARA provided a two-part questionnaire based on the *Universal Electronic Records Management (ERM) Requirements*³ and the *Criteria for Managing Email Records in Compliance with the Managing Government Records Directive (M-12-18)* (also known as the *Success Criteria for Managing Email*).⁴ Agencies chose the maturity levels that best describe their current state of electronic records and email management. The data is gathered using an online survey tool. Individual agency results are available online: <https://www.archives.gov/records-mgmt/resources/reporting>.

Agency Participation

For the 2024 reporting period, January 13 through March 14, 2025, we received a 98–99% response rate for all three reports.⁵ The following five agencies failed to submit one or more of the required reports. The missing reports are noted by ‘X’ below.

² The requirement to have an SAORM is found in M-19-21, Item 1.4; therefore, Judicial and Legislative Branch agencies not subject to the Federal Records Act are not required to have an SAORM.

³ The *Universal ERM Requirements* were first released by NARA in August 2017. See the latest version here: <https://www.archives.gov/records-mgmt/policy/universalermsrequirements>.

⁴ The *Success Criteria for Managing Email* can be found here: <https://www.archives.gov/files/records-mgmt/email-management/2016-email-mgmt-success-criteria.pdf>. While the M-12-18 memorandum was superseded by M-19-21/M-23-07, the Criteria are still valid.

⁵ These percentages do not reflect agencies that were undergoing drawdown activities during the 2024 reporting period.

	SAORM	RMSA	FEREM
Administrative Office of the United States Courts		X	X
Consumer Product Safety Commission	X	X	X
Department of Homeland Security/Cybersecurity and Infrastructure Security Agency		X	X
Office of Congressional Workplace Rights		X	X
United States Tax Court			X

Objectives/Purpose

NARA uses annual reporting data to identify federal records management trends and risks, to improve our ability to assist agencies by improving our policies and guidance, and to report to Congress the state of federal records management.

Additionally, agencies indicate that they use the data to target resources and make improvements, to better understand what is needed for compliance, and as a basis for developing their own internal records management evaluations and assessments.

Scoring and Validation

Only the RMSA and FEREM reports receive numerical scores and risk-factor ratings. The questions that are scored and the three risk-level ranges remain the same from year-to-year to provide NARA and the reporting agencies with a consistent way to measure progress towards compliance. See Appendix I: Scoring and Risk Categories.

NARA validates selected answers to the RMSA to determine the accuracy of agency responses and to understand how agencies are interpreting the questions. Occasionally, responses to other reports will be validated based on current strategic initiatives. See Appendix III: RMSA Validation Strategy and Results.

Results

RMSA and FEREM

Agencies should be working towards achieving a low level of risk to records, and this year, more agencies were successful at achieving this goal based on the RMSA data; however, the number of agencies reporting low-risk levels in the FEREM remained fairly static, despite ongoing efforts by agencies to become fully electronic. On the other hand, the agencies reporting high-risk levels decreased across the board.

This year

- The RMSA low-risk levels jumped 6% from 2023 to 44%, the largest increase since the 2015–2016 reporting cycles when it jumped 8%. Moderate-risk levels decreased by 2% to 46%, and high-risk levels fell by 4% to 10%, the lowest percentage of high risk since 2009 when we first required completion of this report.
- For the FEREM, the picture is a bit different. For electronic records management, low-risk levels stayed the same as 2023 levels at 61%; moderate-risk increased by 1% to 28%; and high-risk decreased by 1% to 11%.

Email management scores took a dip again this year. Steady progress had been made with low-risk levels inching higher almost every year and moderate- and high-risk levels dropping. However, that trend started reversing in the last reporting cycle (2023) and continued this year.

- The percentage of agencies scoring in the low-risk category decreased another 2% this year to 77%. The percentage of high risk also decreased, falling 4% to 6%, a level last achieved in 2022. Proportionately, moderate-risk levels rose over 5% to 17%.
- Overall, the percentage of agencies in the low-risk category for the management of electronic records and email remains high at 61% and 77%, respectively. For comparison, the RMSA low-risk category is 44% in 2024.

The reason for the continued decline in email management scores is still unclear. While a decline of 3% since 2022 should not signal alarm, it is certainly an area that we continue to watch and analyze for possible solutions. In the meantime, NARA encourages agencies to reinforce the importance of email management within their overall electronic records management strategies.

SAORM Reports

The memo-related data from the SAORM reports largely mirror the results from last year.

- Agencies' management of electronic records continues to mature. More agencies (71%) met the M-19-21 and M-23-07 goal to manage all permanent records in an electronic format by the June 30, 2024, deadline than was predicted last year (68%).

- The same percentage of agencies (71%) indicated they met the deadline to manage all temporary records in an electronic format or store them in commercial records storage facilities.
- They continue to take steps such as identifying and digitizing permanent records for transfer to the National Archives and implementing electronic records and information management systems with records management capabilities.

Other questions related directly to [NARA Bulletin 2017-02](#), which clarifies the roles and responsibilities of the SAORM.

- Most agency SAORMs (92%) indicated that they advocate for the agency's records management program and participate in meetings and working groups dedicated to improving records management in their agency.
- Nearly all agency SAORMs (97%) indicated that they ensure the agency protects records against unauthorized dispositions (e.g., destruction, deletion, alteration, removal, or loss).

For more detailed results and additional information, see Sections 1 and 2 of the report.

CONCLUSION

Agencies continue to strive towards achieving a low level of risk to records. The report data indicates abundant levels of engagement and support from agency SAORMs and on-going efforts by agencies to become fully electronic—and these must continue. Changes within federal agencies, such as large-scale reorganizations and resource cuts, and changing technologies, only increase the importance and urgency of documenting agency activities and decision-making. These records tell the story of our Nation's history and provide government transparency to its citizens. Agencies must ensure they are following federal records management statutes and regulations, keep abreast of new and existing policies and guidance, and strive to make improvements to their overall records management programs.

The following report is divided into two analysis sections that summarize the data and trends from all three reports:

- Section 1: The Senior Agency Official for Records Management (SAORM) Annual Reports
- Section 2: The Records Management Self-Assessment (RMSA) and the Federal Electronic Records and Email Management (FEREM) Reports

The remainder of the report consists of three appendices:

- RMSA and FEREM scoring and risk categories
- Individual agency scores
- Validation strategies and results

SECTION 1

SENIOR AGENCY OFFICIAL FOR RECORDS MANAGEMENT ANNUAL REPORTS

OVERVIEW

The federal government has been working towards modernization of its processes for many years, using and adapting to new technologies as necessary. Digital transformation of data and information, and thereby records, is leading to changes in processes and decision-making. Digital platforms and formats are transforming interactions within agencies and with the public, and the strategies used to achieve their missions. This also transforms the creation, management, access, and disposition of records and how records management fits into the overall management of data and information. Records management is an essential part of these changes.

As we continue to stress, the transition to fully electronic recordkeeping and building successful records management programs require two key factors:

- senior-level support
- visibility at the executive level

The 2024 SAORM reports reflect this specifically in the support that records management programs are receiving.

The SAORM report template included nine questions, four of which directly related to M-19-21 and M-23-07 targets. Additional topics⁶ included

- supporting the implementation and closure of any corrective actions that resulted from a finding and recommendation documented in a NARA inspection or assessment
- advocating for the agency's records management program and ensuring that it documents the organization's activities and decisions by participating in meetings and working groups dedicated to improving records management at the agency
- ensuring the agency protects records against unauthorized dispositions (e.g., destruction, deletion, alteration, removal, or loss) as defined in NARA regulations and guidance

The following analysis provides a summary of the SAORM report responses, common themes, and trends. Both the SAORM template and individual agency responses are available on NARA's Federal Agency Records Management Reporting [website](#).

⁶ These topics cover SAORM responsibilities as noted in [NARA Bulletin 2017-02](#).

DATA ANALYSIS

M-19-21/M-23-07 Target Deadlines

M-23-07 reinforced the M-19-21 goals to manage, preserve and transfer all permanent records to NARA in an electronic format and with appropriate metadata, and to manage temporary records in an electronic format or store them in commercial records storage facilities—while extending the deadline for both from December 31, 2022, to June 30, 2024. The deadline to close agency-operated records storage facilities and transfer inactive, temporary records to Federal Records Centers (FRC) or commercial records storage facilities was also extended. When agencies completed this report, the deadlines had already passed, and agencies knew whether they had accomplished the goals.

Results

The key takeaway from the 2024 SAORM reports is that most agencies either met the memoranda deadlines or had submitted or still planned to submit exception requests to NARA.

Permanent Records in Electronic Format

For the question that asked whether agencies would meet the goal to manage, preserve, and transfer all permanent records in an electronic format and with appropriate metadata by June 30, 2024

- The percentage of agencies that indicated they met this goal rose to 71%, which is 3% more than said they would meet this goal in 2023.
- Twenty-nine percent (29%) said they did not; however, half of these had already submitted an exception request.
- Only 18 agencies (12%) indicated they did not meet this goal and had no plans to submit to NARA an exception request or did not yet know if they would.⁷ Nearly 40% of these are considered micro-agencies with fewer than 100 FTE employees.

Other Memoranda Statistics

Statistics related to other M-19-21/M-23-07 questions include

- Seventy-one percent (71%) of agencies indicated that they met the June 30, 2024, goal of managing all temporary records in an electronic format, the same percentage as that for permanent records.
- Of the agencies who indicated they store records in an agency-operated records storage facility, only 66% said that they met the requirements to close them by June 30, 2024;

⁷ Agencies could submit to NARA exception requests for meeting the M-19-21/M-23-07 deadlines. See the criteria for exceptions in [NARA Bulletin 2020-01](#). See also the Exception Requests section below.

however, half of the agencies that missed the deadline had already submitted or were still planning to submit an exception request to NARA.

- Of the agencies who have analog records, just 66% indicated that they met the requirements to transfer inactive records to either a NARA FRC or commercial records storage facilities by June 30, 2024, a decrease of 13% from 2023 predictions. Most of those agencies (71%) transferred their records to an FRC only; an additional 18% transferred them to both an FRC and commercial storage facilities.

Exception Requests

At least 75 agencies and offices had submitted an exception request to the deadlines at the time this report was published. While the SAORM report asked the 44 agencies (29%) who answered ‘No’ that they would NOT meet the deadlines to explain whether they still planned on submitting an exception request, 26 of them (59%) did not. However, a corresponding question in the RMSA asked agencies who had NOT submitted an exception request to NARA if they still planned to. At odds with the SAORM reports, 34 agencies (16%) indicated they still planned to submit one, while an equal number of agencies did not yet know (16%). On closer inspection, several of these agencies had already submitted a request, others were component agencies that may fall under a department-wide request, and still others said they planned to submit a request despite their SAORM reports indicating they had already met the deadline.

So, while most agencies have met the goals of the memoranda and have become fully electronic, there is still more work to be done.

Additional Statistics

Additional statistics from the report include

- Sixty-seven (67) agencies reported being under a plan of corrective action that resulted from a NARA inspection or assessment of their records management program. Eighty-five percent (85%) of the SAORMs from those agencies are supporting the implementation and closure of those corrective actions.
- Ninety-two percent (92%) of SAORMs are advocating for their agency’s records management program and ensuring that it documents the organization’s activities and decisions by participating in meetings and working groups dedicated to improving records management.
- Agency SAORMs overwhelmingly indicated (97%) that they ensure their agency protects records against unauthorized dispositions (e.g. destruction, deletion, alteration, removal, or loss).

SUMMARY

The SAORM reports provide information on agencies' strategic records management initiatives, including actions taken to promote fully electronic recordkeeping. Based on this year's submitted reports, most agencies have met the goals and deadlines of M-19-21 and M-23-07. Efforts at becoming fully electronic and/or improving electronic processes and tools continue. While SAORMs largely report being engaged and supportive of their agency records management programs, it is important that they continue advocating for resources to support and improve the programs; champion compliance and improvements to agency electronic records management practices; and stay abreast of new and existing electronic recordkeeping regulations, standards, policies, and guidance. For additional recommendations, see the Conclusion and Recommendations section of this report.

SECTION 2

RECORDS MANAGEMENT SELF-ASSESSMENT AND FEDERAL ELECTRONIC RECORDS AND EMAIL MANAGEMENT REPORTS

OVERVIEW

NARA requires agencies to complete two reports that assess the implementation of their records management programs:

- The Records Management Self-Assessment (RMSA) has, since 2009, measured compliance with federal records management statutes and regulations (regardless of formats) using objective questions and then relating the point scores to a level of risk. RMSA data from previous years is summarized in annual reports available online: <https://www.archives.gov/records-mgmt/resources/reporting>.
- The Federal Electronic Records and Email Management Report (FEREM) is a risk-based maturity model based on the *Universal ERM Requirements* and the *Success Criteria for Managing Email* that has been required since 2016 as a supplement to the RMSA.⁸ It focuses on the successful management of electronic records and email records through agency policies, systems, access, and disposition. The report covers electronic records and email separately, and scores each independently. Individual agency results are available online: <https://www.archives.gov/records-mgmt/resources/reporting>.

While dependent on self-reported data, these reports provide NARA and agencies with a consistent evaluation tool. Using a low-, moderate-, and high-risk scale, the objective is to determine whether agencies are compliant with regulatory records management requirements and are operating within the defined success criteria for electronic records and email management.

The results, if used appropriately, offer agencies a tool to target their resources and prioritize risk mitigation where it is most needed. It also provides a data-informed method to establish performance goals and measures. In turn, NARA uses the data to identify areas of success and common challenges to inform its policy, guidance, and oversight work.

Results

This year, high-risk levels fell across the board, an encouraging trend. In the RMSA, high-risk fell by 4%. In the FEREM Part I (Electronic Records Management), high-risk fell by 1%, and in Part II (Email Management), it fell by 4%.

Also encouraging is that RMSA low-risk levels increased by 6% to 44%; this was the biggest percentage increase of agencies scoring low risk since the 2015–2016 reporting cycles. Moderate

⁸ *Universal ERM Requirements*, <https://www.archives.gov/records-mgmt/policy/universalerrequirements>; *Success Criteria for Managing Email*, <https://www.archives.gov/files/records-mgmt/email-management/2016-email-mgmt-success-criteria.pdf>.

risk decreased by 2% to 46% and high risk decreased by 4% to 10%, the lowest percentage of agencies scoring high risk since we first started requiring the completion of the RMSA.

The data on FEREM risk levels showed mixed results. Even though agencies indicated making progress in 2024 on becoming fully electronic, risk levels for electronic records management remained largely static from 2023 levels. Low-risk levels remained the same at 61%; moderate-risk levels increased just 1%; and high-risk levels decreased by 1%.

Change was more evident in the risk levels for email management. Low-risk levels continued to decline (77%) from its height in 2022 (80%). Inversely, moderate-risk levels increased by 5% to 17% and high-risk levels decreased by 4% to 6%.

Although the low-risk level percentage for email management continued to decline slightly, it is important to note that the low-risk level is still a high 77% after having dropped just 2%. In addition, the low-risk level percentage is still the highest of the required reports, meaning more agencies score in the low-risk category for email management than for the RMSA as a whole and the FEREM Part I. Furthermore, the percentage of agencies scoring in the high-risk level for email management is still the lowest of the required reports.

See the Data Analysis section below for more details.

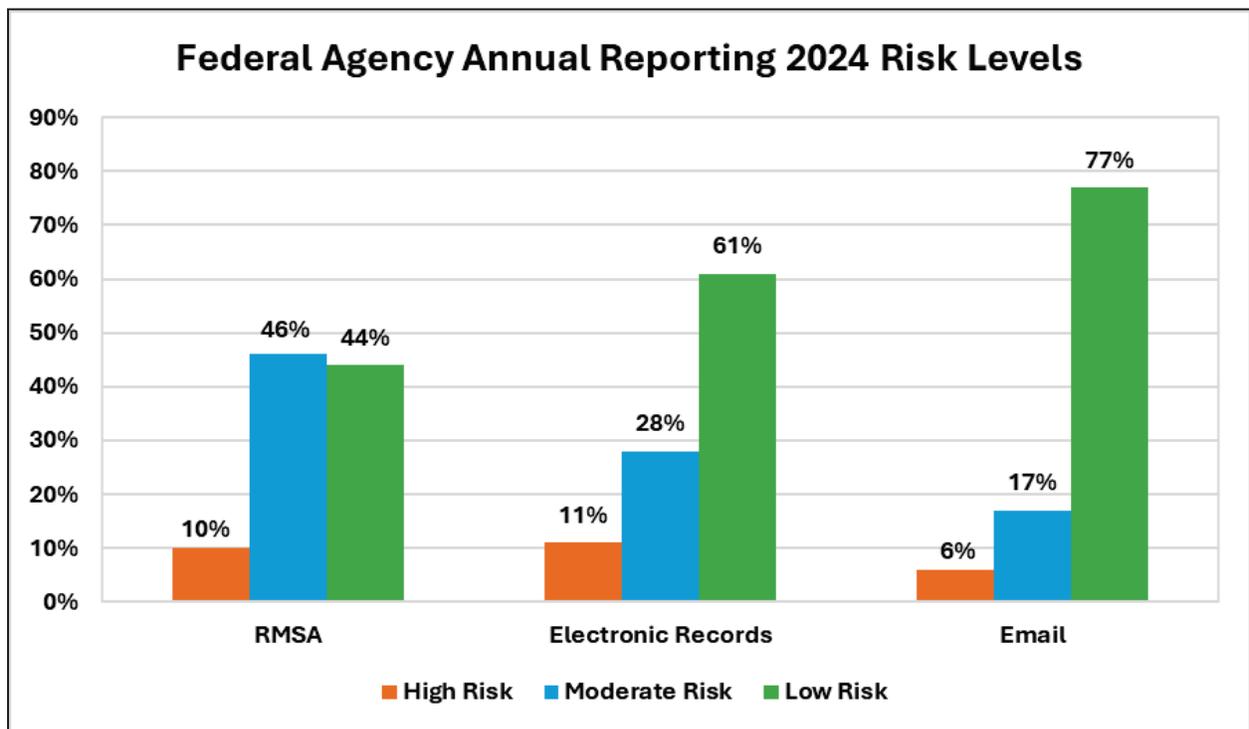


Figure 4: Side-by-side comparison of RMSA and FEREM risk levels for 2024

It is important to note that a score in the low-risk category does not mean that an agency has a perfect records management program, nor does it mean that the agency will not, from time to time, have challenges or failures to create, maintain, and provide access to records. The low-risk

scores indicate only that an agency has made the best possible effort at this given time to mature their records management program in accordance with records management statutes and regulations, NARA policies and guidance, and published success criteria. Conversely, a high-risk score does not always indicate a poor records management program. It can be indicative of a newly established program that has not yet had time to meet every requirement, or one of a small or micro-agency that is able to access and protect its records but does not fully meet all regulations.

DATA ANALYSIS

The RMSA and FEREM have different approaches to gathering data. The 'Yes' or 'No' answer options in the RMSA are less nuanced than the levels of success offered in the maturity model-based FEREM. The maturity model provides a different perspective based on growth instead of the RMSA's strict compliance with regulations. While the RMSA allows for 'Under Development' and 'To Some Extent' responses, it is less flexible in its scoring and risk-level assignment. The use of the maturity model over time also illustrates the impact of more intensive focus on the transition to electronic recordkeeping, first by the OMB/NARA M-12-18 memorandum, now rescinded, and then by M-19-21 and M-23-07.

The following combined data analysis of the RMSA and the FEREM has been broken down into five separate areas or domains:

- Management Support and Resourcing
- Policies
- Systems
- Access
- Disposition

Management Support and Resourcing

Management support and advocacy for an agency's records management program in the organizational structure is key to program success. Specific regulations for records management program administration cover what is required to manage and resource a records management program (36 CFR 1220.18, 1220.30, 1220.34, 1222.24, 1222.26(e) and 1230.10).

Some key statistics for the management support and resourcing domain are listed below.

RM Program Staffing and Support

Agencies must assign records management responsibility to a person with appropriate authority within the agency to coordinate and oversee implementation of the records management program. They must also assign records management responsibilities in each program and administrative area to ensure incorporation of recordkeeping requirements into agency programs, processes, systems, and procedures.

- Most agency records management programs are staffed by an Agency Records Officer (97%) and records management staff (80%). Of the agencies who do not have records management staff supporting the ARO, the majority (70%) have less than 100 full-time equivalents (FTEs) in the entire agency where it may not be as needed.
- Most agencies (97%) have a designated SAORM that is engaged at some level with the agency records management program.

RM Training

Agency Records Officers must hold NARA's [Agency Records Officer Credential \(AROC\)](#). In addition, agencies must establish and develop suitable guidance and records management training to all agency personnel on their records management responsibilities. (See also [NARA Bulletin 2017-01](#).)

- The majority of AROs (91%) reported that they have or are in the process of obtaining NARA's AROC. When we validated this question using data from NARA's Records Management Training Team, we found that 89% answered this question accurately.
- Staff responsible for assisting the ARO receive records management training (89–91%), and all staff—regardless of position—receive training on their records management responsibilities (87%).
- Ninety-one percent (91%) of agencies require that all senior and appointed officials receive training on the importance of appropriately managing records under their immediate control. Nearly all those agencies (89%) conduct records management briefings as part of both the on-boarding and exiting processes.
- Agencies use a variety of methods for training, and many use multiple methods. The three most common forms of training remain
 - In-person records management training by records management staff (73%)
 - Virtual records management training available through internal learning management systems (57%)
 - Records management self-training via job aids, frequently asked questions (FAQs), or similar (44%)

Internal Controls

To be effective as well as compliant, consistent monitoring of any program is essential. Monitoring the implementation of policies, directives, records schedules, and other aspects of a records management program is no exception and is one of the weaker areas of most records management programs.

- Seventy-three percent (73%) of agencies have internal controls to ensure that all eligible *permanent records* in all media are transferred to the National Archives according to approved records schedules. More agencies (79%) have internal controls to ensure that *temporary records* are not destroyed before the end of their retention period.

Not having internal controls for permanent and/or temporary records increases the risk of unauthorized dispositions. (See also [Unauthorized Disposition of Federal Records](#) and [Unauthorized Disposition Safeguards Records Management Assessment Report](#).)

- Eighty-four percent (84%) of agencies reported conducting records management program evaluations or monitoring activities to ensure their programs are in compliance. Of those agencies, only 36% conduct them at least annually. Most agencies (39%) conduct evaluations on an ad hoc basis only. This aligns with what NARA’s Records Management Oversight and Reporting Program finds when conducting inspections of agency records management programs.⁹

RM Obligations in Contracts

When federal agencies acquire products or services, they need to determine what federal records management requirements should be included in the contract. Federal contractors often create, send, or receive federal records. Federal contracts should provide clear legal obligations describing how the contract employees must handle federal records.

NARA has developed language to be included as an agency-specific term and condition in federal contracts for a variety of services and products. Most contracts should include language on records management obligations, but each contract should be evaluated individually. (See <https://www.archives.gov/records-mgmt/policy/records-mgmt-language>.)

- Most agencies (80%) routinely integrate language covering records management obligations into contracts for services and products (up from 74% in 2023).

Policies

A successful records management program has a governance framework, articulated policy, and clear standards. For electronic records management, this is particularly important due to security vulnerabilities, technology obsolescence, and other unique characteristics of electronic records. The statutes and regulations (36 CFR 1220.18, 1220.34, 1222.26, and 1236.22) describe what records management policies agencies must have. Other relevant guidance issued by NARA and the OMB, such as [OMB Circular A-130](#), provides information about what policies are required.

Some key statistics for the policies domain are listed below.

- Most agencies (87%) have a records management directive—the same as last year, with over half (58%) updating it in 2024 and another 19% updating it in 2022–2023.

⁹For more information on inspections conducted by NARA’s Records Management Oversight and Reporting Program visit NARA’s [Records Management Inspections website](#).

- Seventy-four percent (74%) of agencies have documented and approved policies and procedures that instruct staff on how permanent records in all formats must be managed and stored.
- A much smaller subset of agencies (49%) have policies covering the management of permanent electronic records that include all the following topics:
 - Roles and responsibilities
 - Scheduling, managing, and transferring permanent electronic records to the National Archives
 - Use of tools for digital signatures
 - Reporting procedures for unauthorized access, use, alteration, alienation, or deletion of electronic records
 - Inclusion of records management in agency Information Resources Management (IRM) Strategic Plans, Capital Planning and Investment Control (CPIC) processes, and Systems Development Life Cycle (SDLC) processes
 - Insertion of records management language into contracts to safeguard government-owned permanent electronic records created, maintained, and stored on agency systems or cloud and social media platforms owned by third-party vendors
- Most agencies have documented and approved policies to manage email records that have a retention period longer than 180 days (87%), to address the use of personal email accounts (87%), and to address when employees have more than one agency-administered email account (84%). This is a 3% increase from 2023 for all three categories.
- Only 57% of agencies have policies and procedures to implement the guidelines described in NARA Bulletin 2014-04 and related [Appendix A](#) for the transfer of permanent email records to the National Archives, a 1% decrease from 2023.
- Similar to last year, most agencies (84%) report having documented and approved policies against unauthorized use, alteration, alienation or deletion of electronic records. Another 11% of agencies have policies in draft form. Yet, as stated earlier, NARA handled 86 unauthorized disposition cases in 2024 involving 47 different agencies. And SAORMs overwhelmingly reported (97%) ensuring their agencies protect records against unauthorized dispositions.

Systems

Agencies must have control over permanent electronic records to ensure adequate capture, management, preservation, and transfer to the National Archives in acceptable electronic formats along with the appropriate metadata. Such control may be automated in dedicated records management systems or implemented manually in shared drives, data repositories, or other types of storage. Additionally, IT systems must support the implementation of records management regulations and local policies and provide access to permanent electronic records throughout their lifecycle, which can span decades.

Some key statistics for the systems domain are listed below.

Capture, Preservation, and Identification

- Between 66% and 73% of agencies have inventories of electronic information systems that identify which contain records, the system(s) location, and retention instructions.
- Most agencies (92%) have incorporated or integrated, at least to some extent, internal controls to ensure the reliability, authenticity, integrity, and usability of electronic records maintained in electronic information systems.
- However, only 28% of agencies say the systems meet NARA's requirements and have successfully transferred permanent records in electronic formats to the National Archives. Another 20% say they are testing their system's capability to transfer permanent electronic records.
- Only 34% of agencies have fully implemented electronic recordkeeping systems to ensure that all permanent records are created/captured, classified, filed, managed and retained with appropriate metadata according to their records schedules. More agencies (43%) have electronic recordkeeping systems that have not yet been fully implemented.
- Also concerning is that 11% of system owners are NOT aware of their responsibilities for managing permanent electronic records which could result in unauthorized dispositions. This is an increase of 1% from 2023.

Email Systems

- Agencies use a variety of methods (sometimes in tandem) to capture and manage email and other electronic records with most using an archiving system (58%), cloud services with records management included (49%), and shared drives or personal drives (48%).
- Nearly all agencies (96%) retain the full names on email system directories or distribution lists to ensure identification of the sender and addressee(s) for those email messages that are federal records.

- Seventy-five percent (75%) of agencies have systems that manage and preserve email in electronic format with limited end user input on applying retention and disposition policies.
- A majority of agencies (77%) also audit or track use of email records by generating system reports, some of which are routine and customized, to demonstrate effective controls and compliance with email requirements. Those NOT auditing or tracking use of email records mentioned various challenges including, but not limited to,
 - the number of agency systems
 - the lack of system-level auditing and tracking of records access
 - technological issues
 - resource constraints

Digitization Strategies

The transition to electronic recordkeeping requires updating business processes and reformatting or digitizing temporary and permanent records. To complement the M-19-21/M-23-07 memos, NARA revised 36 CFR 1236 adding Subpart D: Digitizing Temporary Records, effective May 10, 2019, and Subpart E: Digitizing Permanent Records, effective June 5, 2023. In both cases, the regulations focus on quality standards, handling original source material, and implementation of records schedules related to original and digitized versions. For more information, see our [Digitization of Federal Records website](#) and NARA's [Success Criteria for Digitizing Permanent Records](#) published in November 2023.

In this year's reports, most agencies indicated that

- They have or are identifying permanent records series for digitization (66%).
- They are using NARA's digitization standards in 36 CFR 1236 Subpart D and/or Subpart E (86%) and have a validation process in place to ensure that the digitized versions comply with the standards (71%).
- Of those, 90% include in their digitization process procedures to retain documentation indicating that the digitized versions meet the standards.

While more agencies are using NARA's digitization standards this year compared to last year, there is still a disconnect between those using the standards and those validating whether the digitized versions comply with the standards. Without validating that all data has been captured through the digitization process, valuable records and information may be lost. This could have a negative impact on business and mission needs and cause an agency to be non-compliant. It could also affect government transparency and accountability to its citizens if not all information has been captured.

At the same time, there is a significant percentage of agencies (43%) that still maintain paper-based business processes such as requiring wet-ink signatures and printed and mailed forms.

- Forty-two percent (42%) of these are planning to migrate these processes to all-digital workflows.
- Even more (46%) are NOT planning to change these processes. Some of the main reasons mentioned include:
 - Statutes and regulations require that certain processes be conducted in paper format.
 - Business needs require the use of paper.
 - Non-federal entities that agencies coordinate with require wet signatures.
 - Customers/stakeholders lacking adequate technological access and/or capabilities require paper-based processes.

Artificial Intelligence

Some agencies (28%) have been exploring and developing innovative approaches for the use of artificial intelligence (AI) in records management. Some of the areas where this is being used or explored include

- Identifying appropriate records schedules
- Automating temporary electronic records management
- Deleting non-records maintained within permanent records series
- Applying metadata tags and records descriptions when digitizing records
- Extracting metadata elements from electronic records
- Identifying Capstone email records
- Identifying duplicate records
- Creating records inventories
- Auto-classifying/categorizing records
- Security reviews and declassification
- Reviewing permanent records prior to transfer to the National Archives

We will further analyze the use of AI in records management within federal agencies in future reporting cycles.

Access

Electronic records support an agency's ability to carry out its business functions. Access to permanent electronic records means they remain usable, retrievable, and protected throughout their lifecycle. This domain measures the access and usability of records to conduct agency

business in accordance with the appropriate transfer and disposition schedule. It measures system protection of permanent electronic records against unauthorized access, use, alteration, alienation, deletion, or concealment. It ensures records are searchable, retrievable, and usable for as long as they are maintained in agency custody.

Some key statistics for the access domain are listed below.

Records Retrieval and Access

- Overwhelmingly, agencies can easily retrieve and access all or most records when needed for agency business (96%); however, that percentage decreases when the question specifically includes
 - email records (87%)
 - records of current and separated employees throughout their lifecycle (85%)
- At the same time, only 67% of agencies identify and categorize all or most electronic records to enable accessibility and maintenance throughout the lifecycle.
- Seventy-nine percent (79%) ensure that records management functionality, including the capture, retrieval, and retention of records, is incorporated into electronic information systems.
- Fewer agencies (71%) indicate that, in addition to normal security measures, their IT staff have or are developing measures to protect permanent electronic records against unauthorized access, use, alteration, alienation, deletion, or concealment.

Migration Plans and Procedures

- Only 51% of agencies have documented, approved procedures to enable the migration of records and associated metadata to new storage media or formats to ensure they are retrievable and usable as long as needed for business and to meet NARA-approved dispositions. This is a 5% decrease from 2023; however, an additional 35% say procedures are under development or pending approval which is an increase from 2023.
- Less than half of agencies (48%) have migration plans that specifically include the movement of permanent electronic records into new systems and other measures related to long-term preservation.

Vital or Essential Records

Vital records (also known as essential records) are records needed to meet operational responsibilities under national security emergencies or other emergency conditions (emergency operating records) or to protect the legal and financial rights of the Government and those affected by Government activities (legal and financial rights records). (36 CFR 1223.2)

- Eighty-seven percent (87%) of agencies have identified the vital records of all its program and administrative areas.
- Sixty-five percent (65%) review and update their vital records inventory annually or biennially.
- Eighty-six percent (86%) have their vital records plan as part of their Continuity of Operations (COOP) plan.

Records Management and FOIA

There is an inherent relationship between records management and the Freedom of Information Act (FOIA). Just as records must be available for decision-making and accountability, it is also imperative that records that are subject to disclosure under FOIA are accessible.¹⁰ For this reason, AROs are encouraged to work collaboratively with the Chief FOIA Officer. Most agencies selected the following options to describe their working relationship:

- Coordinate search terms to identify responsive records (36%)
- Identify programs or offices most likely to have responsive records (40%)
- Work together on high-profile or complex FOIA requests (41%)
- Provide training on the importance of and relationship between FOIA and records management (36%)

Understanding the basics of FOIA and being able to use the same vocabulary as those designated to respond to FOIA requests is also extremely important. Forty-four percent (44%) of AROs said they have received *formal* FOIA training via an instructor-led session, while 36% have received *informal* training by either being briefed by a colleague or as part of employee orientation.

To search for records responsive to FOIA and/or Legal Discovery, most agencies subject to FOIA are using e-discovery tools (73%). Of those agencies, 56% are using existing licenses or tools from other offices in their agency. An additional 26% of agencies selected “Other” and listed more options such as

¹⁰ FOIA generally applies to agencies within the Executive Branch of the Federal Government. It does not apply to the Legislative and Judicial Branches as well as parts of the Executive Office of the President. For more information on FOIA, please visit <https://www.justice.gov/oip/freedom-information-act-5-usc-552>.

- a combination of office-specific tools/existing licenses and manual search and retrieval
- manual searches and retrieval by program/records management staff
- online tools and applications

As mentioned previously, several agencies are exploring the use of artificial intelligence for records management. Additionally, 19% of agencies subject to FOIA indicated they are already using AI and/or machine learning to index/catalog/organize records to aid in searching for and retrieving responsive records.

However, in their search for responsive records, nearly half of all agencies (46%) came across records that legally should have already been disposed of under their agency's NARA-approved records schedules. This means that those agencies must still produce those records when requested through FOIA and/or Legal Discovery.

Disposition of Records

Records disposition refers to actions taken regarding federal records that are no longer needed for current government business as determined by their appraisal pursuant to legislation, regulation, or administrative procedure. Disposition is a comprehensive term that includes both destruction and transfer of federal records to the National Archives of the United States.

The fundamentals of a records disposition program are outlined in federal regulations. These include lifecycle management activities such as creation/capture, classification, maintenance, retention, and disposition so that records are properly identified, classified using a taxonomy, inventoried, and scheduled (36 CFR 1222.34, 36 CFR 1224.10, and 36 CFR 1225.12). Without these activities, agencies are at risk of not having current and accurate information when needed, maintaining records too long, unauthorized destruction of records, and incurring increased costs of hard copy and electronic storage.

Some key statistics for the disposition domain are listed below.

Records Scheduling

All federal records, including those created or maintained for the Government by a contractor, must be covered by a NARA-approved agency records schedule, or the NARA GRS (36 CFR 1225.10). Agencies are required to review, every five years, records schedules that are ten years old and older, although it is highly recommended that agencies review schedules on a more frequent basis to ensure they remain current. Numerous situations may also require a new schedule to be drafted and approved by NARA (36 CFR 1225.22).

- Sixty percent (60%) of agencies indicated they had submitted a records schedule to NARA for approval in 2023–2024. When we validated this question, we found that 92% of the agencies were correct in their response.

- Agencies are using different disposition authorities for email and other types of electronic messages records. The most common method for both is by far ‘GRS 6.1: Email and other Electronic Messages Managed under a Capstone Approach.’
 - Seventy-one percent (71%) of all agencies indicated they are using an approved Capstone schedule for email.
 - Fifty-five percent (55%) of agencies say they have been approved to use it for other electronic messages, too.

After validating the agencies that said they had an approved GRS 6.1 for *other electronic messages*, however, we determined that 47% of them answered incorrectly. This leads us to believe there may be some confusion regarding the requirement to submit a new form NA-1005 for approval to expand the GRS 6.1 application to other types of electronic messages.¹¹ To remedy this, NARA will continue working with these agencies to determine their most appropriate scheduling options and revisit the communication of its guidance.

In addition, agencies using an approved Capstone schedule for the management of email and/or electronic messages must update and resubmit the form NA-1005 at least every four years.¹² Capstone schedules are a snapshot into an agency’s organization at the time the schedule is approved, and it is common for agencies to reorganize—as they are now. Tracking these organizational changes and information related to specific Capstone officials can sometimes be difficult.

- Most agencies using the Capstone Approach use manual processes, such as a tracking spreadsheet, to track organizational changes (36%) and information related to Capstone officials (e.g., names, titles, start and end dates), including when individuals in Capstone positions designated permanent change (45%).

See this and other methods cited by agencies below.

¹¹ The GRS 6.1 was expanded to include other types of electronic messages (in addition to email) in January 2023 with the publication of [NARA Bulletin 2023-02](#). The bulletin explains the required process for requesting approval to use GRS 6.1 for other electronic messages beyond email.

¹² See [NARA Bulletin 2022-02](#) for more information on the resubmission of Capstone forms.

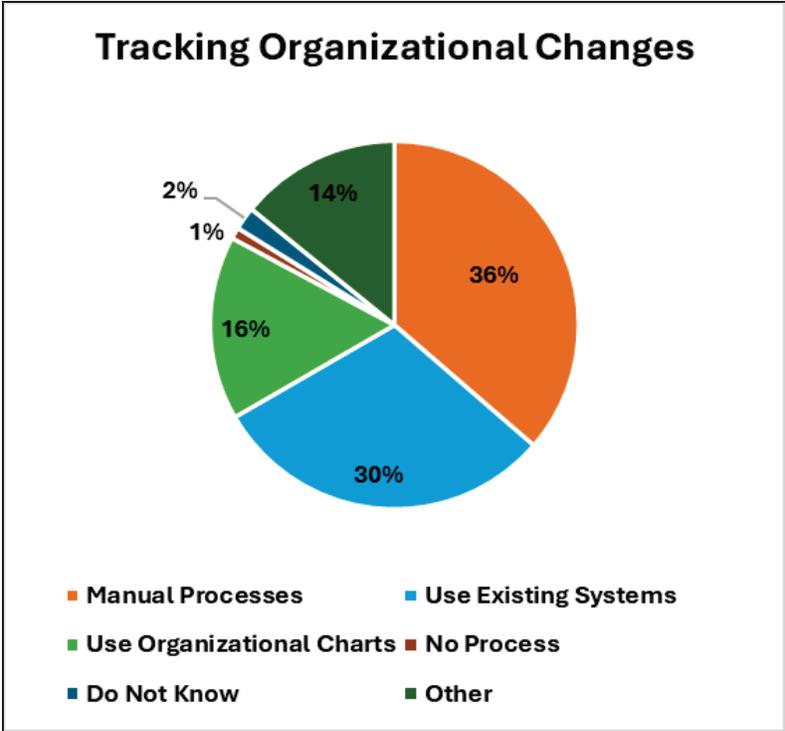


Figure 5: Methods used to track organizational changes for Capstone

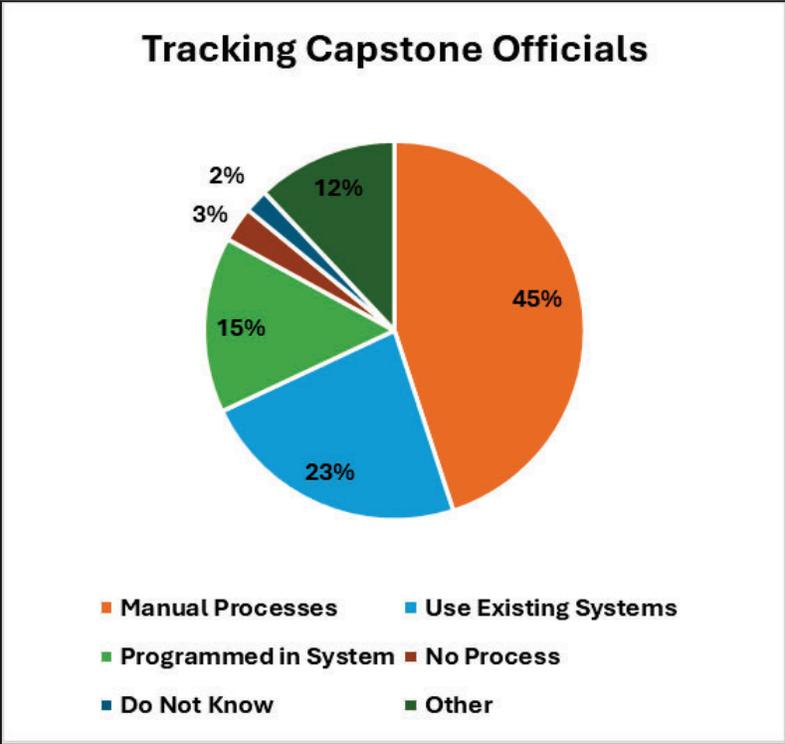


Figure 6: Methods used to track specific Capstone officials

- Excluding those agencies specifically NOT using the Capstone Approach for email and/or other types of electronic messages, more agencies manage the recordkeeping version using a records management vault or archive (specific to email and/or electronic messages) than any other method (41%).
- When it comes to the current volume accumulation of permanent email and electronic messages records, most agencies have less than five terabytes (44%). The largest volume accumulation noted was greater than 100 petabytes but less than 1,000 petabytes, which was selected by five agencies (2%).

Transfer of Permanent Records

Agencies are required under 36 CFR 1235.12 to transfer eligible permanent records to the National Archives.

This remains a weakness for both non-electronic records and electronic records.

- Only 46% of agencies indicated they had transferred non-electronic records in 2024, while another 3% had submitted the transfer request but the actual transfer had yet to take place when they completed the reports. Upon validating this question, we found that only 80% of these agencies answered accurately.
- Even fewer (24%) agencies indicated they had transferred electronic records in 2024, while another 4% had submitted the transfer request but the transfer had not yet taken place. Upon validating this question, we found that 86% of these agencies answered correctly.
- Of agencies who are managing email and/or electronic messages using GRS 6.1 or agency-specific schedules
 - Only 12% of agencies have transferred these records to the National Archives (up from 5% in 2023).
 - Nine percent (9%) plan to transfer them within the year.
 - Most agencies (43%) plan to transfer these records in one-to-five years.
- For those agencies that indicated they had transferred non-electronic and/or electronic records during 2024, 88% said they included detailed finding aids for each specific media format.¹³
- Eighty percent (80%) of agencies have formal or informal processes to classify records and apply NARA-approved retention schedules to properly dispose of electronic records, including the transfer of records to the National Archives.

¹³ Detailed finding aids are required records management and archival lifecycle resources which ensure NARA can implement reference and retrieval procedures and controls on accessioned holdings.

- Yet, only 27% of agencies indicated that their permanent electronic records meet the transfer guidance criteria and contain the appropriate metadata for transfer according to NARA Bulletin 2014-04 (Revised August 2018 per NARA Bulletin 2018-01) and NARA Bulletin 2015-04. Fifty-eight percent (58%) said the records meet the guidance *in some cases*.

RM Staff Involvement in Systems

Agency records management staff should consult with Chief Information Officers, Information Technology staff, and other similar roles to ensure that systems development, maintenance, and operations include processes for electronic records management. Without collaboration, there can be no assurance that electronic records management processes have been embedded across the agency and that electronic records are being managed and dispositioned appropriately. The 27% of agencies mentioned in the previous bullet may be indicative of this lack of collaboration.

- Most agencies (38%) said their records management staff are kept informed of new, existing, or retiring electronic information systems, *but* have a limited role in the agency’s SDLC process; therefore, electronic records management across the agency is somewhat inconsistent.
- Twenty-nine percent (29%) indicated they actively participate in these processes to ensure that electronic records management across the agency has been formalized and is consistently applied. This is what agencies should be striving for.
- But in eight agencies (3%), these processes are siloed, and consequently, records management staff are completely left out, no collaboration is taking place, and there is no assurance that electronic records management processes even exist.

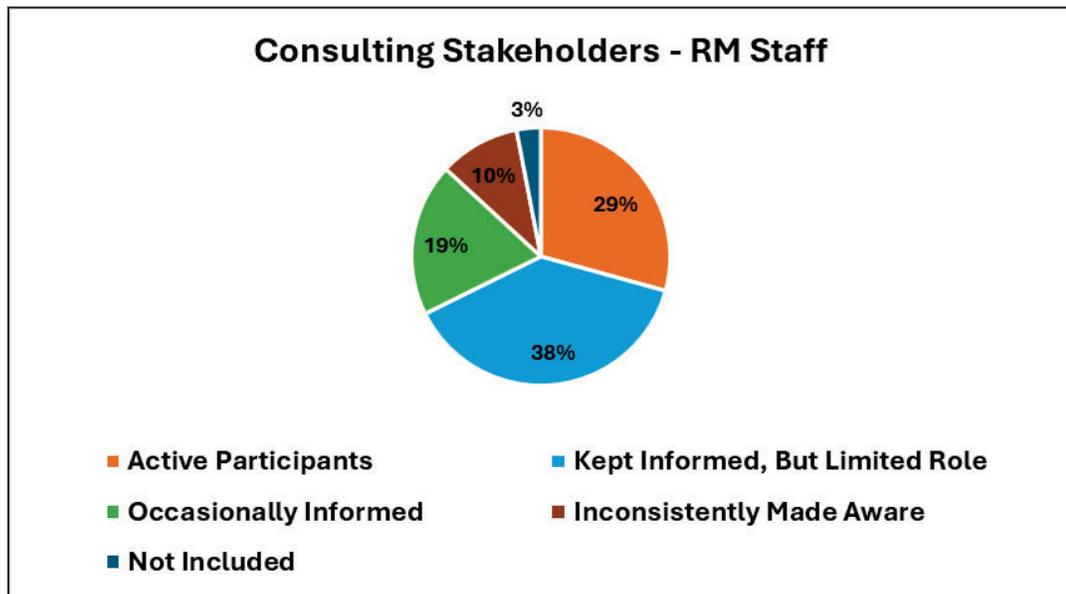


Figure 7: Level of involvement by records management staff in agency systems

This is a major concern, and we will continue to monitor the issue through future annual reporting cycles and agency inspections and assessments.

Inactive Records Storage

- Twenty-three percent (23%) of agencies indicated that they are storing inactive temporary and/or permanent analog records in a commercial records storage facility, 87% of which have been approved by NARA.
- Just 9% of agencies said they still store inactive temporary and/or permanent analog records in an agency-operated records center (down from 12% in 2023). Only 60% of these records centers have been approved by NARA.

SUMMARY

The Records Management Self-Assessment and the Federal Electronic Records and Email Management Report are evaluation tools that provide a consistent methodology for NARA and agencies to determine compliance with federal records management requirements and the level of success within the defined success criteria for electronic records and email management.

Based on the 2024 report data, agencies are making improvements but still have work to do. While agencies must determine their own level of comfort when it comes to risk, they must work towards compliance with federal records management statutes and regulations. Improving overall records management programs not only improves agencies' ability to meet their mission but also increases transparency and accountability to the American public for whom we serve.

CONCLUSION AND RECOMMENDATIONS

CONCLUSION

NARA requires agencies to complete the annual reports to determine threats and risks to records, particularly electronic records, and to develop various ways to mitigate such risks, where possible. NARA does this by creating or updating [records management policy and guidance](#), conducting [inspections and assessments](#), and providing [records management training](#). NARA also routinely communicates through briefings, webinars, and other outreach activities with SAORMs, AROs, and the Inspectors General community.

Records management is a continuous process. Agencies should continue to use these annual reports as a consistent method for gauging compliance and program maturity. SAORMs and AROs should work together to continuously make program improvements.

RECOMMENDATIONS

NARA continues to conduct oversight of federal records management and is committed to working with federal agencies to improve their programs.

Senior Agency Officials for Records Management

NARA makes the following five recommendations for SAORMs. SAORMS must

- continue to advocate for and support their records management programs to ensure they have adequate resources and are in compliance with statutes, regulations, and policies
- continue to support the agency's efforts to become fully electronic, mature digital recordkeeping, and transform business processes
- coordinate the collaboration between the records management program and other related disciplines such as information and data management, information technology, and risk management
- support the implementation and closure of any corrective actions that resulted from a finding and recommendation documented in a NARA inspection or assessment of your agency's records management program
- ensure the agency protects records against unauthorized dispositions (e.g., destruction, deletion, alteration, removal, or loss)

Agency Records Officers

NARA makes the following seven recommendations for AROs. AROs must

- complete the training to obtain the Agency Records Officer Credential (AROC)
- review and update records schedules to ensure they cover current business practices
- ensure that email management remains a focus in overall electronic records management strategies
- establish a validation process to ensure that digitized records comply with the requirements in 36 CFR 1236 Subparts D and E
- ensure permanent records with associated metadata are transferred to the National Archives according to NARA-approved records schedules
- conduct evaluations to measure the effectiveness of records management programs and practices, and to ensure they comply with NARA regulations
- ensure that records are protected against unauthorized access, use, alteration, corruption, or deletion

NARA Support

NARA makes the following six commitments to facilitate needed improvements identified in the submitted reports. NARA will

- continue working with agencies to ensure all records, including email and electronic messages, are scheduled appropriately
- continue to provide digitization guidance and practical tools to support implementation, including small-scale digitization projects
- continue to update file formats guidance
- provide targeted guidance for records management programs of small and micro-agencies
- provide guidance on records management implications for emerging technologies, including third-party messaging apps and AI

APPENDIX I: SCORING AND RISK CATEGORIES

Senior Agency Official for Records Management Annual Report: The SAORM report is not scored.

Records Management Self-Assessment: Contains both scored and unscored questions. The RMSA has five sections. The sixth section collects demographic data related to agency size and other factors.

There are 100 possible points distributed across the sections as follows:

Maximum Point Values (per section):

- Section One: Management Support and Resourcing (39 points)
- Section Two: Policies (23 points)
- Section Three: Systems (9 points)
- Section Four: Access (18 points)
- Section Five: Disposition (11 points)
- Section Six: Demographics (not scored)

An agency's overall score determines its risk category. The risk categories are:

- Low Risk = scores 90 – 100
- Moderate Risk = scores 60 – 89
- High Risk = scores 0 – 59

Federal Electronic Records and Email Management Report: The maturity model score is an average based on the total number of points divided by the number of questions.

Part I: Federal Electronic Records Management

This part of the maturity model has 19 questions, each with a total possible score of four. The maximum total score is 76. The maturity levels are worth between zero and four points. To get the total score, divide the total points by 19.

- Domain 1: Management Support and Resourcing (5 questions - maximum points 20)
- Domain 2: Policies (3 questions - maximum points 12)
- Domain 3: Systems (4 questions - maximum points 16)
- Domain 4: Access to Electronic Records (4 questions - maximum points 16)
- Domain 5: Disposition of Electronic Records (3 questions - maximum points 12)

Part II: Federal Email Management

This part of the maturity model has five questions, each with a total possible score of four. The maximum total score is 20. The maturity levels are worth between zero and four points. To get the total score, divide the total points by five.

- Domain 1: Email Policies (1 question - maximum points 4)
- Domain 2: Email Systems (2 questions - maximum points 8)
- Domain 3: Access to Email (1 question - maximum points 4)
- Domain 4: Email Disposition (1 question - maximum points 4)

Based on the maturity model score, NARA determined a level of risk for not managing electronic records and email effectively.

- High Risk = score of 0 to 1.9
- Moderate Risk = score of 2 to 2.9
- Low Risk = score of 3 to 4

APPENDIX II: INDIVIDUAL AGENCY SCORES

	RMSA Score	FEREM Part I Electronic Records Score	FEREM Part II Email Score
Administrative Conference of the United States	79	3.68	3.2
Administrative Office of the United States Courts	Non-Responding	Non-Responding	Non-Responding
Advisory Council on Historic Preservation	76	3.05	2.6
Afghanistan War Commission Act of 2021	59	2.89	3.6
American Battle Monuments Commission	71	2.58	2.4
AmeriCorps (Corporation for National and Community Service)	71	2.74	3.4
Armed Forces Retirement Home	50	2.74	2.6
Barry Goldwater Scholarship and Excellence in Education Foundation	84	3.42	3.2
Board of Governors of the Federal Reserve System	97	3.95	3.8
Central Intelligence Agency	89	3.37	3.8
Chemical Safety and Hazard Investigation Board	42	1.74	2
Civil Rights Cold Case Records Review Board	46	2.11	1.8
Commodity Futures Trading Commission	89	3.05	3.2
Congressional Budget Office	80	3.16	4
Congressional Office for International Leadership	56	1.63	1
Consumer Financial Protection Bureau	96	3.63	4
Consumer Product Safety Commission	Non-Responding	Non-Responding	Non-Responding
Council of the Inspectors General on Integrity and Efficiency	58	2.84	3.2

	RMSA Score	FEREM Part I Electronic Records Score	FEREM Part II Email Score
Court Services and Offender Supervision Agency / Pretrial Services Agency for the District of Columbia	72	2.84	3.6
Court Services and Offender Supervision Agency for the District of Columbia	97	2.74	2.6
Defense Nuclear Facilities Safety Board	73	2.26	1.4
Denali Commission	30	1.68	0.8
Department of Agriculture			
Agricultural Marketing Service	66	1.63	3.2
Agricultural Research Service	70	1.63	3.2
Animal and Plant Health Inspection Service	64	1.63	3.2
Department Level/Headquarters	71	1.74	3.4
Departmental Staff Offices	71	1.74	3.4
Economic Research Service	67	1.63	3.2
Farm Service Agency	67	1.95	3.4
Food and Nutrition Service	75	1.79	3.2
Food Safety and Inspection Service	71	1.63	3.2
Foreign Agricultural Service	63	1.42	3.2
Forest Service	77	2.16	3.2
National Agricultural Statistics Service	68	1.63	3.2
National Institute of Food and Agriculture	67	1.63	3.2
Natural Resources Conservation Service	64	1.68	3.2
Risk Management Agency	68	1.74	3.2
Rural Development	71	1.74	3.2

	RMSA Score	FEREM Part I Electronic Records Score	FEREM Part II Email Score
Department of Commerce			
Bureau of Economic Analysis	93	3.74	3.6
Bureau of Industry and Security	56	2.21	1.4
Bureau of the Census	94	3.63	3.2
Department Level/Headquarters	90	3.68	4
Economic Development Administration	86	2.11	2.2
FirstNet Authority	75	3.11	3.6
International Trade Administration	97	3.32	4
Minority Business Development Agency	35	2	1
National Institute of Standards and Technology	98	3.68	3.8
National Oceanic and Atmospheric Administration	91	3.32	3.4
National Technical Information Service	69	2.05	2.6
National Telecommunications and Information Administration	64	2.47	4
Office of Inspector General	94	3.79	3
Office of the Secretary	81	2	0.8
Office of the Under Secretary for Economic Affairs	36	1.89	3.2
United States Patent and Trademark Office	99	3.53	3.4
Department of Defense			
Army and Air Force Exchange Service	83	2.95	2.6
Defense Commissary Agency	70	3.16	3.4
Defense Contract Audit Agency	96	3.74	3.8
Defense Contract Management Agency	54	2.63	2.8

	RMSA Score	FEREM Part I Electronic Records Score	FEREM Part II Email Score
Defense Counterintelligence and Security Agency	76	2.95	2.8
Defense Finance and Accounting Service	97	3.74	4
Defense Information Systems Agency	94	3.68	3.6
Defense Intelligence Agency	74	3.05	3
Defense Logistics Agency	63	3.05	3.2
Defense Technical Information Center	81	2.63	2.8
Defense Threat Reduction Agency	88	3.53	3
Department of the Air Force	93	3.53	2.6
Department of the Army	84	3	3.2
Department of the Navy	99	3.89	4
Joint Chiefs of Staff	85	3.32	3.8
Missile Defense Agency	100	4	4
National Defense University	40	1.21	0.4
National Geospatial-Intelligence Agency	85	3.32	3.4
National Guard Bureau	61	2.63	2.2
National Reconnaissance Office	96	3.68	4
National Security Agency/Central Security Service	99	3.79	3.6
Office of the Inspector General	88	3.37	3.8
Office of the Secretary of Defense	96	3.42	3.2
United States Africa Command	57	1.84	2.2
United States Central Command	93	3.84	3.8
United States Cyber Command	88	2.95	2.2
United States European Command	64	2.63	3
United States Indo-Pacific Command	33	1.42	1.4

	RMSA Score	FEREM Part I Electronic Records Score	FEREM Part II Email Score
United States Marine Corps	83	3.37	4
United States Northern Command	100	3.68	3
United States Southern Command	92	3.74	4
United States Space Command	90	3.68	3.6
United States Special Operations Command	93	2.63	2.6
United States Strategic Command	98	3.47	2.4
United States Transportation Command	78	2	2.6
Department of Education			
Department Level/Headquarters	97	3.89	4
Department of Energy			
Bonneville Power Administration	83	2.58	3.8
Department Level/Headquarters	94	3.74	4
Energy Information Administration	92	3.63	4
National Nuclear Security Administration	78	3.05	3.6
Southeastern Power Administration	81	3.32	3
Southwestern Power Administration	92	3.68	3
Western Area Power Administration	88	3.53	3.2
Department of Health and Human Services			
Administration for Children and Families	100	3.26	4
Administration for Community Living	50	3.11	3.2

	RMSA Score	FEREM Part I Electronic Records Score	FEREM Part II Email Score
Administration for Strategic Preparedness and Response	99	3.42	3.4
Agency for Healthcare Research and Quality	88	3.42	4
Centers for Disease Control and Prevention	94	3.84	4
Centers for Medicare & Medicaid Services	94	3.53	3.8
Department Level/Headquarters	91	3.42	3.4
Food and Drug Administration	80	2.89	3.8
Health Resources and Services Administration	92	3.58	4
Indian Health Service	77	3.11	4
National Institutes of Health	94	3.58	4
Office of the Secretary	94	3.37	3.6
Substance Abuse and Mental Health Services Administration	84	3.11	4
Department of Homeland Security			
Cybersecurity and Infrastructure Security Agency	Non-Responding	Non-Responding	Non-Responding
Department Level/Headquarters	97	3.42	3.8
Federal Emergency Management Agency	97	2.95	3.8
Federal Law Enforcement Training Centers	92	3.53	3.8
Transportation Security Administration	91	3.05	3
U.S. Customs and Border Protection	98	3.05	3.8
U.S. Immigration and Customs Enforcement	86	2.95	3.8

	RMSA Score	FEREM Part I Electronic Records Score	FEREM Part II Email Score
United States Citizenship and Immigration	88	2.89	3.8
United States Coast Guard	95	3.21	3.8
United States Secret Service	100	3.32	4
Department of Housing and Urban Development			
Department Level/Headquarters	93	3.63	4
Office of the Inspector General	80	3.11	3.4
Department of Justice			
Bureau of Alcohol, Tobacco, Firearms and Explosives	90	3.74	3.6
Bureau of Prisons	94	3.32	3.4
Department Level/Headquarters	97	3.74	3.6
Drug Enforcement Administration	95	3	2.4
Executive Office for Immigration Review	79	3.21	4
Executive Office for U.S. Attorneys	99	3.58	3.8
Federal Bureau of Investigation	97	3.68	3.8
Office of Justice Programs	95	3.68	4
United States Marshals Service	94	3	3.4
Department of Labor			
Adjudicatory Boards	80	3.42	3.8
Bureau of International Labor Affairs	87	3.42	3.8
Bureau of Labor Statistics	96	3.21	3.6
Department Level/Headquarters	92	3.42	3.8
Employee Benefits Security Administration	93	3.42	3.8

	RMSA Score	FEREM Part I Electronic Records Score	FEREM Part II Email Score
Employment and Training Administration	91	3.42	3.8
Mine Safety and Health Administration	90	3.42	3.8
Occupational Safety and Health Administration	92	3.42	3.8
Office of Administrative Law Judges	92	3.42	3.8
Office of Congressional and Intergovernmental Affairs	90	3.42	3.8
Office of Disability Employment Policy	83	3.42	3.8
Office of Federal Contract Compliance Programs	89	3.42	3.8
Office of Inspector General	91	3.42	3.6
Office of Labor-Management Standards	86	3.42	3.8
Office of Public Affairs	90	3.42	3.8
Office of the Assistant Secretary for Policy	91	3.42	3.8
Office of the Chief Financial Officer	85	3.42	3.6
Office of the Executive Secretariat	95	3.42	3.8
Office of the Secretary	80	3.37	3.8
Office of the Solicitor	77	3.42	3.8
Office of Workers' Compensation Programs	95	3.42	3.8
Veterans' Employment and Training Service	95	3.37	4
Wage and Hour Division	85	3.42	3.8
Women's Bureau	91	3.42	3.8

	RMSA Score	FEREM Part I Electronic Records Score	FEREM Part II Email Score
Department of State			
Department Level/Headquarters	97	3.74	4
Department of the Interior			
Bureau of Indian Affairs	61	2.05	4
Bureau of Land Management	96	3.47	4
Bureau of Ocean Energy Management	83	2.74	4
Bureau of Reclamation	98	3.68	4
Bureau of Safety and Environmental Enforcement	86	3.37	4
Bureau of Trust Funds Administration	87	3.42	4
National Park Service	90	2.58	4
Office of Surface Mining Reclamation and Enforcement	84	3.21	4
Office of the Secretary	91	3.05	4
United States Fish and Wildlife Service	86	3.16	4
United States Geological Survey	96	3.42	4
Department of the Treasury			
Alcohol and Tobacco Tax and Trade Bureau	90	3.63	3.4
Bureau of Engraving and Printing	77	2.68	3
Bureau of the Fiscal Service	80	3.21	3.8
Department Level/Headquarters	86	2.74	2.8
Financial Crimes Enforcement Network	71	2.21	2.4
Internal Revenue Service	96	3.79	4
Office of the Comptroller of the Currency	99	3.84	3.2

	RMSA Score	FEREM Part I Electronic Records Score	FEREM Part II Email Score
United States Mint	97	3.79	3.8
Department of Transportation			
Department Level/Headquarters	90	2.16	2.8
Federal Aviation Administration	95	2.95	4
Federal Highway Administration	96	3.95	3.8
Federal Motor Carrier Safety Administration	89	2.74	2.8
Federal Railroad Administration	94	2.89	2.8
Federal Transit Administration	82	2.47	3
Great Lakes St. Lawrence Seaway Development Corporation	69	2.21	2.8
Maritime Administration	86	2.84	2.8
National Highway Traffic Safety Administration	82	2.47	2.8
Office of the Inspector General	97	3.32	4
Office of the Secretary	78	2.11	2.8
Pipeline and Hazardous Materials Safety Administration	83	3.11	3
Department of Veterans Affairs			
Board of Veterans' Appeals	98	3.11	3.6
Department Level/Headquarters	98	3.11	3.6
National Cemetery Administration	98	3.11	3.6
Veterans Benefits Administration	94	3.11	3.4
Veterans Health Administration	98	3.16	3.6
Environmental Protection Agency	97	3.68	3.8
Equal Employment Opportunity Commission	68	2.63	3.4

	RMSA Score	FEREM Part I Electronic Records Score	FEREM Part II Email Score
Executive Office of the President			
Council on Environmental Quality	82	3.26	3.8
Office of Management and Budget	89	3.63	3.8
Office of National Drug Control Policy	89	3.16	3.8
Office of Pandemic Preparedness and Response Policy	73	2.42	2.4
Office of Science and Technology Policy	96	3.74	3.8
Office of the National Cyber Director	62	3.11	3.4
Office of the United States Trade Representative	96	3.37	3.8
United States Intellectual Property Enforcement Coordinator	78	3	3.8
Export-Import Bank of the United States	92	3.63	3.4
Farm Credit Administration	79	2.53	3.4
Federal Communications Commission	70	2.26	2.6
Federal Election Commission	65	2.53	3.2
Federal Energy Regulatory Commission	95	3.68	3.4
Federal Housing Finance Agency	90	3.58	3
Federal Judicial Center	91	2.53	2.2
Federal Labor Relations Authority	93	3.37	3
Federal Maritime Commission	59	3.16	3
Federal Mediation and Conciliation Service	80	3.32	3

	RMSA Score	FEREM Part I Electronic Records Score	FEREM Part II Email Score
Federal Mine Safety and Health Review Commission	70	2.11	1.6
Federal Permitting Improvement Steering Council	75	3.42	3.4
Federal Retirement Thrift Investment Board	92	3.63	3.4
Federal Trade Commission	71	2.63	4
General Services Administration	90	3.05	4
Government Accountability Office	97	3.84	4
Government Publishing Office	83	3.37	3.2
Gulf Coast Ecosystem Restoration Council	88	3.21	2.8
Harry S. Truman Scholarship Foundation	91	2.79	2.6
Independent Mexico Labor Expert Board	11	0.21	0
Institute of Museum and Library Services	77	3.53	2.8
International Boundary and Water Commission, United States and Mexico	69	3	3.4
James Madison Memorial Fellowship Foundation	17	1.42	1
Japan-U.S. Friendship Commission	68	2.21	2
Library of Congress	97	3.74	4
Marine Mammal Commission	87	2.74	2.4
Merit Systems Protection Board	54	2.89	3.4
Millennium Challenge Corporation	89	3.11	3.4
Morris K. Udall and Stewart L. Udall Foundation	68	2.89	2
National Aeronautics and Space Administration	70	3.11	3.4

	RMSA Score	FEREM Part I Electronic Records Score	FEREM Part II Email Score
National Archives and Records Administration	99	3.63	4
National Capital Planning Commission	77	2.53	3.2
National Council on Disability	84	2.79	4
National Credit Union Administration	96	3.11	3.4
National Endowment for the Arts	91	3.21	3.6
National Endowment for the Humanities	72	3.32	3
National Indian Gaming Commission	79	2.42	3.6
National Labor Relations Board	97	3.79	4
National Mediation Board	91	2.95	4
National Science Foundation	91	3.89	3.8
National Transportation Safety Board	79	3.26	3.2
Nuclear Regulatory Commission	97	3.79	4
Occupational Safety and Health Review Commission	98	3.84	3.8
Office of Congressional Workplace Rights	Non-Responding	Non-Responding	Non-Responding
Office of Government Ethics	96	3.89	4
Office of Navajo and Hopi Indian Relocation	74	3.63	1.8
Office of Personnel Management	70	2.68	3.2
Office of the Director of National Intelligence	74	2.84	3.2
Office of the Special Inspector General for Afghanistan Reconstruction	100	3.47	3.6
Peace Corps	95	2.84	3.2
Pension Benefit Guaranty Corporation	84	2.89	3.6

	RMSA Score	FEREM Part I Electronic Records Score	FEREM Part II Email Score
Postal Regulatory Commission	91	3.47	2.2
Presidio Trust	46	1.79	1.6
Privacy and Civil Liberties Oversight Board	79	2.42	3
Public Buildings Reform Board	35	1.68	1.2
Railroad Retirement Board	73	2.68	3.4
Securities and Exchange Commission	100	4	4
Selective Service System	81	3.42	3.2
Small Business Administration	67	2.74	3
Social Security Administration	96	3.21	4
Stennis Center for Public Service	26	0.79	0.2
Surface Transportation Board	93	2.79	3.6
Tennessee Valley Authority	94	3.63	3.8
Trade and Development Agency	89	3.37	3
U.S. AbilityOne Commission (Committee for Purchase from People Who are Blind or Severely Disabled)	10	1.68	2.6
U.S. Access Board (Architectural and Transportation Barriers Compliance Board)	70	3.26	2
U.S. Agency for Global Media	71	2.84	3.6
U.S. Commission for the Preservation of America's Heritage Abroad	52	2.21	2.4
U.S. Commission of Fine Arts	30	0.42	1.2
U.S. Election Assistance Commission	72	2.79	3.4
U.S. Semiquincentennial Commission	61	2.53	2.2
United States Arctic Research Commission	71	2.37	2.8
United States Capitol Police	71	2.84	2.6

	RMSA Score	FEREM Part I Electronic Records Score	FEREM Part II Email Score
United States Commission on Civil Rights	75	2.53	3.6
United States Commission on International Religious Freedom	68	2.47	2.6
United States Interagency Council on Homelessness	19	1.16	2.4
United States International Development Finance Corporation	96	3.47	4
United States International Trade Commission	100	4	4
United States Nuclear Waste Technical Review Board	51	1.16	0.4
United States Office of Special Counsel	95	3.05	3.6
United States Sentencing Commission	96	3.84	3.4
United States Tax Court	50	Non-Responding	Non-Responding

APPENDIX III: VALIDATION STRATEGY AND RESULTS

Each year, we validate a random sample of agencies' responses to selected RMSA questions. For 2024, we selected 14 questions. Validation was conducted using a variety of internal NARA resources.

The following chart details which questions were validated this year, the topics covered, the validation method used, and the results.

2024 RMSA Validation Strategy and Results			
Q#	Topic	Validation Method	Results
Intro-1	Assign ARO	Verified all responses using internal resources that track Agency Records Officer designations.	100% correct.
10	AROC Records Management Training Credential	Verified all responses by using NARA's Records Management Training Team resources.	89% correct. 11% incorrect.
61	Last Records Schedule Submission	Verified with internal tracking for those who responded '2023-2024.'	92% correct. 8% incorrect.
65	Disposition authority for electronic messages records	Verified all who responded 'GRS 6.1: Has an approved form NA-1005' using submitted NA-1005s along with input from NARA's appraisal staff where needed.	53% correct. 47% incorrect.
72	Transfer of Permanent Non-Electronic Records	Verified all responses using NARA's Research Services resources.	80% correct. 20% incorrect.
73	Transfer of Permanent Electronic (Digital) Records	Verified all responses using NARA's Research Services resources.	86% correct. 14% incorrect.
77-81	Electronic records over 5TB	Compared all 'Yes' responses to submitted inventory spreadsheets	61% correct. 39% incorrect.



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