

STATEMENT

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FY 2010 Appropriations for the National Archives and Records Administration

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Chairman Serrano, Ranking Member Emerson, and members of the subcommittee, I am Adrienne Thomas, Acting Archivist of the United States, and I am pleased for this opportunity to testify before you on the Fiscal Year 2010 budget request for the National Archives and Records Administration (NARA). I would like to introduce my colleague, Martha Morphy, who joins me today. Ms. Morphy is the Chief Information Officer at the National Archives, and in that capacity oversees the development of the Electronic Records Archives.

I would like to begin today by thanking you and the subcommittee for supporting NARA's Budget request for the current fiscal year. As you know, NARA is a small independent agency with a workload that grows on a daily basis as the records of our three branches of government are continually created and passed on to us. The steady support of this subcommittee has been critical to our efforts to keep up with that growth and to address the many challenges that come with it, most notably the exponential growth in electronic records.

Seventy-five years ago, President Franklin Roosevelt signed the Act of Congress creating the National Archives. The National Archives provides the transparency needed for a healthy and vital democracy by preserving and providing access to information that documents the rights of citizens, chronicles the actions of government, and records our national experience. Today, NARA employs 3,000 people working in 44 facilities in 18 states. While most people think of the "Archives" as the neoclassical granite and limestone building at 700 Pennsylvania Avenue, we are also the Federal Register, the Presidential Library system, the National Personnel Records Center in St. Louis, and a national network of Federal Records Centers and Regional Archives.

At our locations, we make our holdings accessible and provide reference services – both in person and on-line – to a wide variety of stakeholders including veterans seeking information about their benefits, historians, filmmakers, lawyers, scholars, and people of all ages with a passion for learning more about the story of our nation, the workings of our government, and their own family's heritage. In Washington, DC, and at our

Presidential Libraries and Regional Archives, we maintain a busy schedule of free programs for the public to attend. These include genealogy and archival research workshops and lectures by authors, historians and political figures. At our Boeing Learning Center in Washington, DC, Presidential Libraries, and Regional Archives – and through our web site – we offer history and civics educational experiences for students and professional development programs for teachers. Finally, we open our doors at 700 Pennsylvania Avenue seven days a week so that more than one million annual visitors can view the Charters of Freedom -- the Declaration of Independence, the Constitution, the Bill of Rights – and dozens of other original documents and exhibits in our award winning Public Vaults.

Mr. Chairman, as we look ahead to FY 2010, I thought it would be helpful to give you an update on developments at NARA since we appeared before the subcommittee last year.

- We made significant progress with the Electronic Records Archives that will ensure we can preserve and provide access to electronic records far into the future. ERA achieved Initial Operating Capability for basic records management functions and we took in and provided search capability for the electronic records of the George W. Bush Administration. This year, we have begun development of ERA functions which will provide public access, records preservation, and extension of the system to additional federal agencies and Congress.
- We completed the successful move of the Presidential records and gifts from the George W. Bush Administration to a temporary facility in Lewisville, Texas. The move, undertaken with the support of numerous NARA offices as well as the Department of Defense, ensured that the textual Presidential records, audiovisual materials, and the foreign and domestic gifts received by President Bush are in NARA's legal and physical custody. The materials will remain at the Lewisville site until the privately-funded George W. Bush Presidential Library is completed. As part of the move, we also completed the successful transfer of the Richard B. Cheney Vice Presidential records and artifacts to NARA's facility in Washington, DC.
- In support of the Remote Archives Capture (RAC) Project, we scanned more than 500,000 pages of Presidential records for declassification review in FY 2008. From its origin in 1997, the RAC project has resulted in the referral of more than four million pages of classified Presidential Library holdings for declassification review, and as such has been the most successful declassification project for the National Archives.
- Last October, we opened a new records storage facility in Valmeyer, Illinois. This underground facility provides economical storage for temporary Federal records and has a storage capacity of two million cubic feet.
- Working with the General Services Administration (GSA), we signed a lease for a new Federal Records Center and Archives building in St. Louis. The building

design is nearly complete and construction will begin this spring, with initial occupancy in late 2010. The move of more than 2 million cubic feet of military and civilian official personnel files will be completed in 2012. This will enable NARA to store the records in space which meets archival standards.

- We continued to work with GSA to bring several of the Regional Archives buildings (San Bruno, California; Seattle, Washington; and Waltham, Massachusetts) into compliance with NARA's improved standards for storing archival material. In Kansas City, we recently moved the Regional Archives from a Federal depot to a renovated facility in the city's historical and cultural center to increase public awareness and provide better service and educational opportunities.
- At the beginning of the Barack Obama Administration, the Federal Register replaced its printed Weekly Compilation of Presidential Documents – the official records of the words and writings of the President – with an easy-to-access on-line version. The new Daily Compilation is not only freely available to anyone with internet access, but it also provides earlier access to Presidential documents and saves the time and money involved in publishing these documents.
- Earlier this year, NARA's Center for Legislative Archives opened the initial set of records of the 9/11 Commission. These records include a unique collection of high-interest materials created by the Commission, such as summaries of interviews conducted with high-ranking federal, state, and local officials, as well as with private citizens who recounted the events preceding the fateful day of September 11, 2001. The Center will continue to work on processing the remaining closed records of the Commission, which require intensive screening by Center staff and extensive declassification review by equity agencies.
- Beginning in the 110th Congress, Center information technology staff worked closely with the House and Senate Archivists on a major outreach initiative targeted at committee staff and other official records creators to identify and survey their holdings of electronic records. As a result of these meetings, this year 20 terabytes of data will be transferred to the Center from the House and Senate. This is a significant transfer of electronic records but only a small proportion of the total volume we will soon begin to receive on a regular basis.
- Since 2001, the Center for Legislative Archives has been actively involved with the planning and development of exhibits at the Capitol Visitor Center (CVC). Last year, NARA staff worked with CVC staff and other groups to create the exhibit content and film presentations. The partnership will continue in order to produce interesting exhibits and programs for the visiting public.
- In the past year, we have made many millions of pages of documents available on-line. However, many of our users are surprised that the National Archives' holdings are not completely available on-line. When we tell them we have about

10 billion pages of records, they understand, but still expect the documents they need to be available online. In NARA's strategic plan, we recognize that our current and future users expect us to deliver our records to them anywhere, anytime. We are taking multiple approaches to digitization to optimize benefits, in a cost effective way, from access to and preservation of our unique and vast holdings. This includes establishing partnerships to digitize and make available some of our most popular and heavily-used historical materials. We now have several digitization partners, including Footnote.com, The Generations Network, and FamilySearch.org. Through these and other partnerships, in a little over two years we have made more than 120 million pages of our holdings available to the public on-line. This massive number of documents is available to the public through our partners via subscriptions, and for free in all of our research rooms nationwide.

- This year, the National Historical Publications and Records Commission (NHPRC) has focused on a pilot project to develop strategies and new methods for putting transcribed versions of the papers of the Founding Fathers online to expedite their availability to the American people. In December, the Commission awarded a \$250,000 grant to develop new approaches to document transcription that will expedite this core process without loss of quality. The Commission is also developing a comprehensive report that will detail the work remaining among these five editorial projects. To complement this work, we are in the process of establishing the Founding Fathers Advisory Committee. As called for in the Presidential Historical Records Preservation Act of 2008, Public Law 110-404, this Committee will be comprised of three nationally-recognized historians. The Committee will advise the Archivist of the United States on matters pertaining to those editorial projects associated with the papers of John Adams, Benjamin Franklin, Thomas Jefferson, James Madison, and George Washington. We expect that this newly-formed Committee will meet for the first time this summer and issue its first report in October.

Fiscal Year 2010 Budget Request

For fiscal year 2010, the President is requesting a total budget of \$466.9 million for NARA. This is an increase of \$7.6 million over the current fiscal year. This budget request will allow NARA to continue to meet customer service expectations, maintain safety and security requirements, undertake needed facility repairs and improvements, and move forward with new responsibilities to establish the Office of Government Information Services and the Controlled Unclassified Information Office.

The request encompasses the following four broad categories: (1) Operating Expenses, (2) Electronic Records Archives, (3) Repairs and Restoration, and (4) The National Historical Publications and Records Commission. It also establishes the Office of Inspector General as a separate appropriation under NARA in line with the requirements of the Inspector General Reform Act of 2008.

Operating Expenses

The President's request for NARA's Operating Expenses is \$339.8 million, an increase of \$12.5 million over FY 2009.

The Operating Expenses appropriation provides for the costs of the general operation of the agency, which includes rising energy and security costs, increasing rents for the National Archives facilities around the country, increasing information technology costs, and annual cost of living increases for the nationwide National Archives staff. These inflation-sensitive costs account for \$10.2 million of the increase.

This budget request would also provide \$1 million to hire 12 additional archivists to build on additional hiring in FY 2008 and 2009. This will help NARA to keep pace with increases in the number of archival records accessioned into the National Archives. Also, through this initiative and our new Archival Development Program, NARA will build a workforce to handle 21st century records management challenges and help NARA maintain an experienced workforce as current employees reach retirement (25% of archivists are eligible to retire today).

The Operating Expenses budget request includes an increase of \$600,000 to store newly accessioned civilian official personnel files. NARA has accepted transfer from the Office of Personnel Management of separated Federal civilian employee personnel records from the late 1880s until about 1952. These files contain historically important individual agency records as well as personnel records and are to be permanently preserved.

One program within our Operating Expenses budget of particular interest to Congress is the Center for Legislative Archives, which serves as the archives for Congress. The Center, with a budget of \$2.3 million and a staff of 20 employees, houses the official records of the House and Senate from the First Congress to the present, creating an extraordinary collection that documents the history of representative government in America. Center holdings total one-half billion pages of textual records combined with a rapidly growing volume of electronic records received from the House and Senate. In addition, the Center delivers more than a million pages of records annually back to committees to support current business needs.

Included in NARA's Operating Expenses budget request are two new responsibilities assigned to NARA: the Controlled Unclassified Information Office and the Office of Government Information Services.

Controlled Unclassified Information Office

On May 9, 2008, President Bush released a Memorandum for the Heads of Departments and Agencies on the Designation and Sharing of Controlled Unclassified Information. The Presidential Memorandum "(a) adopts, defines, and institutes 'Controlled Unclassified Information' (CUI) as the single, categorical designation henceforth throughout the Executive Branch for all information within the scope of that definition"

and “establishes a corresponding new CUI Framework for designation, marking, safeguarding, and disseminating information designated as CUI.” The Memorandum designated NARA as the Executive Agent for implementation of the CUI Framework, which includes developing standards and guidance, chairing the CUI Council, publishing a CUI registry, establishing baseline training, and monitoring department and agency compliance. In addition, the Memorandum requires full implementation of the CUI Framework within five years.

On May 21, 2008, the Archivist of the United States established a CUI Office within the Information Security Oversight Office (ISOO). Since that time, we have established aggressive milestones to implement the CUI Framework. We have led and supported regular meetings of the CUI Council since August 2008. With the advice of the CUI Council, we have drafted CUI guidance for each of the key policy areas. Additionally, an outreach strategy was created and implemented to provide policy and progress updates to stakeholders. A significant targeted effort is being made to obtain the participation of non-Federal CUI users and partners through the CUI Council as well as special meetings and outreach events to ensure their involvement. Planning has been undertaken to support the development of training requirements and materials as well as the CUI registry.

The FY 2010 budget request of \$1.9 million would allow NARA to fund CUI activities necessary to enable the implementation of the CUI Framework. The CUI Framework will require constant attention, maintenance, and oversight to ensure its effectiveness. The budget request would enable us to develop and implement changes necessary to transform the present Sensitive But Unclassified policies and practices into a standardized CUI Framework.

Office of Government Information Services

The OPEN Government Act of 2007, Public Law 110-175, provided NARA with the authority to establish the Office of Government Information Services (OGIS) to work in cooperation with Federal agencies to promote accessibility, accountability, and openness in government by strengthening the Freedom of Information Act (FOIA). The Administration requests \$1.4 million for this program.

The primary functions of OGIS are: (1) to review FOIA policies and procedures of administrative agencies; (2) to review FOIA compliance by administrative agencies; (3) to recommend policy changes to the President to improve the administration of FOIA; and (4) to offer mediation services to help resolve disputes between persons making FOIA requests and Federal agencies as a non-exclusive alternative to litigation, and to issue advisory opinions if the dispute cannot be resolved through mediation.

Office of Inspector General

Public Law 110-409, The Inspector General Reform Act of 2008, required the head of each designated Federal entity to submit an aggregate request for the Inspector General.

Previously, resources for the Office of Inspector General (OIG) were reported under the Operating Expenses appropriation. In FY 2010, the budget request for NARA's Office of Inspector General is \$4.1 million which is a \$1 million increase over the funds provided in FY 2009. This increase will be used to fund base OIG functions and three new employees as well as training requirements.

Electronic Records Archives

The Electronic Records Archives (ERA) program is NARA's signature program to provide a means to preserve and make accessible the electronic records of the three branches of our Federal government. The FY 2010 request is \$85.5 million which is \$18.5 million over the FY 2009 appropriated level. This budget will enable NARA to deploy the public access and initial preservation capabilities of ERA developed during FY 2009. This brings the program closer to the goal of providing access to many types of electronic records via the Internet by anyone, anywhere, at any time. The increase for FY 2010 will establish robust online backup and restoration capabilities, so that ERA can provide effective service to federal and non-federal users without interruption, and ensure that adequate capabilities are in place for managing restricted information. In concert with expansion of ERA services to the public, ERA will also be extended beyond the current four pilot federal agencies and the 2010 Budget provides for expansion of storage and collaboration services to host more agencies.

ERA and the technology it will harness are enormously important—not just to the National Archives, but to Congress, other Federal agencies, state and local governments, and the American public. It will preserve and provide continuing access over time to any type of electronic record, regardless of its original format. Without ERA and its technologies, many of the records of the Federal Government will be at risk and could be lost forever.

Repairs and Restoration

The President's request for Repairs and Restoration is \$27.5 million, a decrease of \$23.2 million in one-time projects from the FY 2009 appropriation. Funding in this account is prioritized based on a yearly needs assessment conducted by NARA engineers. NARA owns 16 buildings: the National Archives Building, the National Archives at College Park, 13 Presidential Libraries and Museums, and the Southeast Regional Archives outside of Atlanta. All of these buildings house historically valuable and irreplaceable documents and artifacts. Maintaining these buildings to meet archival storage requirements, to keep their interiors and exteriors in a proper state of repair, as well as to make them safe and efficient buildings for use by approximately three million visitors and researchers, requires on-going Repairs and Restoration funding.

Included in this \$27.5 million request is \$17.5 million to help implement NARA's Capital Improvement Plan (CIP). The first CIP was released last spring and prioritized large construction for NARA owned buildings based on needed maintenance, potential impact for NARA programs, and other factors. The top priority on the CIP released last

spring was the renovation of the Franklin D. Roosevelt (FDR) Library. The Budget provides funding to complete the renovation of the FDR Library in Hyde Park, New York. The first half of funding needed for the renovation of this 68-year-old building was included in the Fiscal Year 2009 appropriation. Some of the challenges of the renovation include: replacing the 1941 electrical wiring throughout the facility; replacing heating and air conditioning systems, security and other electrical systems which are obsolete and unacceptable by modern standards; ensuring that the archival storage areas meet today's standards for storing and preserving archival records; and repairing the roof and replacing the storm water drainage system.

The Roosevelt Library, constructed under FDR's supervision in 1939-41, is our nation's first and oldest presidential library. It holds the 17 million page archives of Franklin and Eleanor Roosevelt and 385 of their associates. It is the world's leading archives of the New Deal and World War II, and together with the adjoining historical museum, it hosts more than 115,000 visitors and an additional 18,000 students annually. The renovations that will be completed with FY 2010 funds will ensure that this historical facility, and the priceless collection of documents and artifacts it contains, will continue to be preserved and accessible long into the future.

National Historical Publications and Records Commission

The National Historical Publications and Records Commission (NHPRC) at the National Archives was established in 1934 to promote the preservation of and access to historical records which are located throughout the United States. The Commission makes project funding recommendations to the Archivist and is the only grant-making entity in NARA and the only public or private program with the exclusive purpose of supporting preservation, access, and publication of historical records. Since 1964, NARA has awarded funding to more than 4,500 projects in excess of \$185 million through the NHPRC program.

The Commission is a 15-member body made up of the three branches of federal government, various federal agencies, and representatives from historical, archival and editing communities. The Archivist of the United States chairs the Commission.

The Administration's request for FY 2010 funding for the NHPRC is \$10 million. This funding will enable us to undertake a major new initiative to provide online access to the pre-publication transcriptions as well as the final published volumes of the papers of the Founding Fathers. The initiative will help speed the availability of the papers and accelerate the completion of the Founding Fathers papers editorial processes. The funding requested will also allow us to make progress in the following key activities: continue the core work of the Founding Fathers editorial projects; publish the papers of key figures and movements in the nation's history (as far ranging as the papers of Abraham Lincoln, Frederick Douglass, Thomas Edison, and Eleanor Roosevelt); and fund archives preservation, access, and digitization projects.

Also, NARA is not requesting a \$2 million transfer of funding for NHPRC to support operations, as was enacted in past years. Instead, administrative support for the program will be funded through the Operating Expenses appropriation. This will make more funding available for the NHPRC appropriation compared to resources available in the current fiscal year.

With this federal investment, NARA will help to ensure that the nation's documentary heritage is preserved and available to all.

Conclusion

In this 75th anniversary year of the National Archives, it is only fitting that an institution dedicated to preserving the history of our government look back with pride at its own history of accomplishments; however the work we do everyday with your support is as much about the future as it is about the past. I am proud to say that the dedicated civil servants at the National Archives never lose sight of the fact that protecting and preserving the American record is in service to the enlightenment of future generations. I believe the President's FY 2010 budget request allows us to stay true to that mission.

This concludes my testimony. I would be happy to answer any questions.