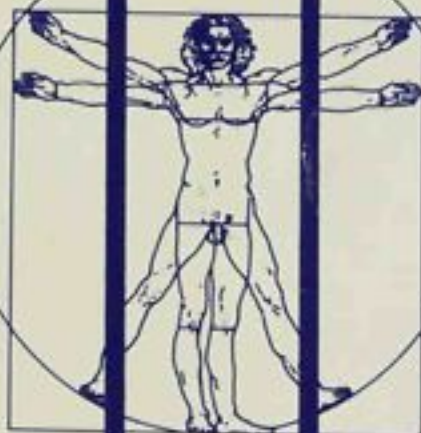




Canadian Archives

Report to
the Social Sciences and
Humanities Research Council
of Canada
by the
Consultative Group on
Canadian Archives

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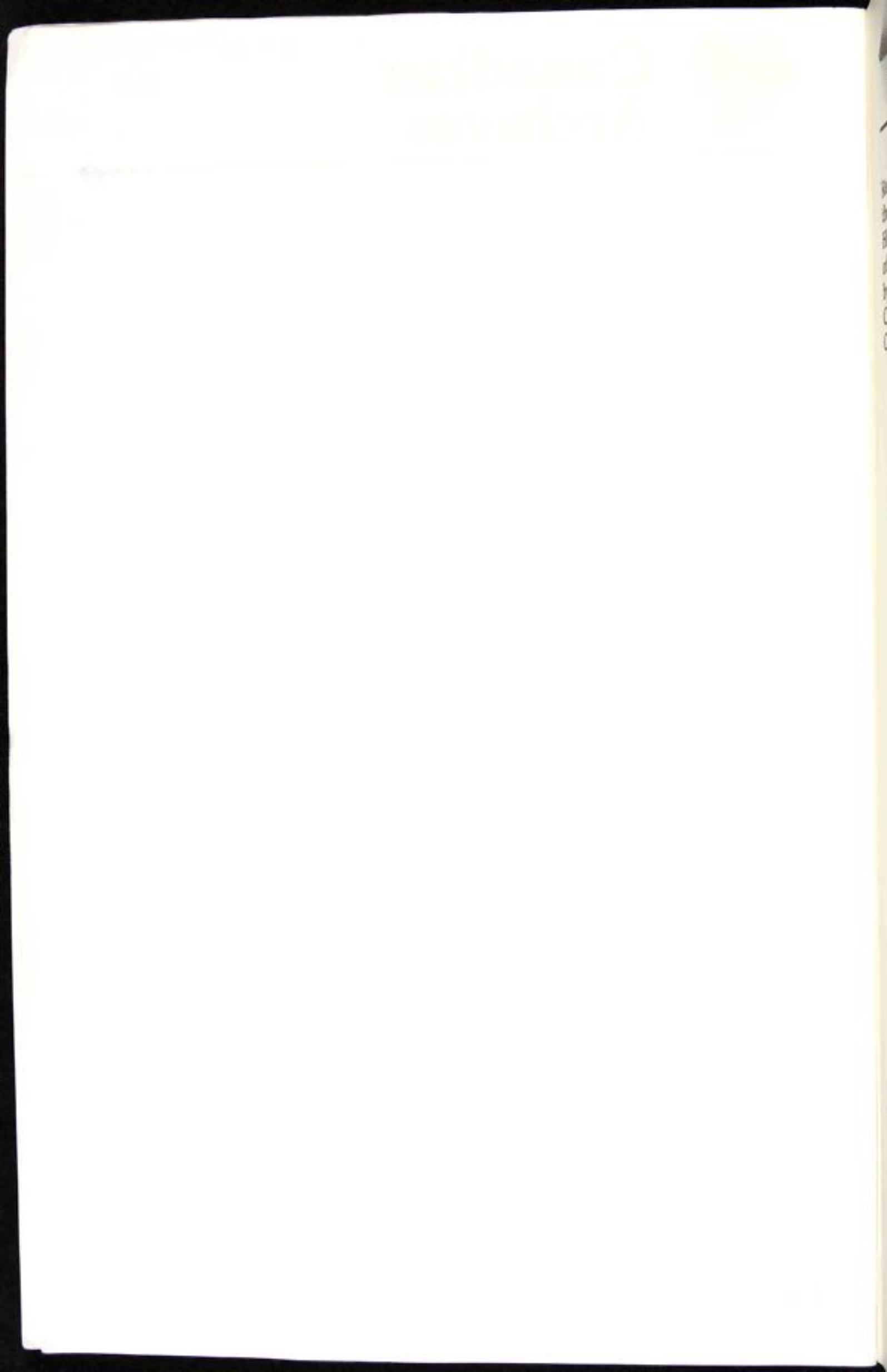
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Canadian Archives

Report of the
Historical Research
of Canada
by the
Executive Council
of the
Canadian Archives

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Foreword

The report of the Consultative Group on Canadian Archives presents a timely overview, including the first extensive statistical analysis, of one of the most diverse and overlooked institutional fields in the country. Canadians who are concerned about the preservation of their heritage will find the report compells their interest. Even more so, governments at all levels, and institutions such as the Social Sciences and Humanities Research Council of Canada which share in the responsibility for Canadian culture, will find that they are challenged to come to grips with the serious present situation of our archives.

The motivation for creating the Consultative Group on Canadian Archives came primarily from two sources. To begin with, requests had been made over the years to the Canada Council for various forms of archival assistance. The Council consistently felt that it had neither the budget, nor the expertise, nor even the mandate to respond to most of these requests, a situation which caused frustration to both archivists and the Council alike. Second, and more immediately, the Commission on Canadian Studies had included in its report, *To Know Ourselves*,¹ a chapter on Canadian archives which revealed something of their present situation, underlined their importance, and called for much greater attention to be paid to them. The Social Sciences and Humanities Research Council of Canada was pleased, therefore, to be able to assume responsibility for this Consultative Group in April 1978, just after it had held its first meeting.

The Consultative Group has drawn together knowledgeable people in leadership positions within various types of Canadian archives, as well as prominent scholars in related disciplines with extensive archival experience. Their task has been to examine the field and summarize its present condition and to offer whatever leadership they feel is best advised. In their work they are neither preparing a policy statement for this Council nor arguing on behalf of a particular interest group. They speak for themselves out of their own wisdom and accumulated knowledge. Their recommendations are addressed not only, nor even primarily, to this Council, but also to governments, institutions, associations and groups of individuals as well.

The Consultative Group was chaired by Ian Wilson, Provincial Archivist, Saskatchewan Archives Board, and its members were: Jay Atherton, Director, Records Management Branch, Public Archives of Canada; Sue

Baptie, City Archivist, City of Vancouver Archives; Marcel Caya, University Archivist, McGill University; T.D. Regehr, Professor of History, University of Saskatchewan; David Gagan, Professor of History, McMaster University; R.J. Morgan, Director, Beaton Institute of Cape Breton Studies, College of Cape Breton; Jacques Mathieu, Professor of History, Laval University, and Leonard E. Boyle, Professor of Diplomats, Pontifical Institute of Medieval Studies, University of Toronto. Council staff who worked with this group were Audrey Forster and John McKennirey, supported by Marcelle Perry.

As this is the first report of a *consultative group* to be published by the Social Sciences and Humanities Research Council of Canada, it seems appropriate to say a word about the nature and purpose of such a report from the Council's viewpoint.

A series of reports of consultative groups has previously been published by the Canada Council. These were intended to enable the Council to perform a catalytic role in the academic community which would complement the mainly passive role of receiving and adjudicating applications for grants and fellowships. The Council did not wish to impose its leadership but to facilitate and promote a process of self-awareness and self-direction within the university milieu. This remains the context in which the report of the Consultative Group on Canadian Archives should be read.

The Social Sciences and Humanities Research Council has found that the reports of consultative groups have been able to fill a variety of needs which are otherwise difficult to address. They have provided a means to bridge the gap between academic concerns and those of society at large (for example, research ethics), to devise innovative solutions to problems of national significance (the Canadian Institute for Historical Microreproduction), to champion causes that are not loudly or commonly voiced (the needs of scholars at *small universities*), and to give the Council a reliable guide for future programs (strategic grants for research on population aging). Now, with this report on Canadian Archives, a consultative group has made the first comprehensive assessment of a major institutional system related to our national culture. Furthermore, it is proposing significant additions to the development of national cultural policy.

I am convinced that Canadian archives will be greatly benefited by this study, and I hope that the Dominion and Provincial Archivists and their governments, and the Canadian archival community as a whole, will give the report the same serious consideration that it will receive in this Council.

André Fortier
President
Social Sciences and
Humanities Research
Council of Canada

March 1980

Baptie, City Archivist, City of Vancouver Archives; Marcel Caya, University Archivist, McGill University; T.D. Regehr, Professor of History, University of Saskatchewan; David Gagan, Professor of History, McMaster University; R.J. Morgan, Director, Beaton Institute of Cape Breton Studies, College of Cape Breton; Jacques Mathieu, Professor of History, Laval University, and Leonard E. Boyle, Professor of Diplomats, Pontifical Institute of Medieval Studies, University of Toronto. Council staff who worked with this group were Audrey Forster and John McKennirey, supported by Marcelle Perry.

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Chairman's Preface

The Consultative Group on Canadian Archives would like to express its appreciation to the Canada Council and its successor, the Social Sciences and Humanities Research Council, for providing the opportunity to prepare this report. The challenge has been exciting and the councils and their staff provided welcome support throughout. In particular, we would like to mention Audrey Forster and John McKennirey for their patience and assistance.

Many people participated in the preparation of this report. The two professional associations, the Association of Canadian Archivists and the Association des Archivistes du Québec, and their committees provided comments and information which proved invaluable. Many of those working in archives or concerned about archives wrote useful briefs. The 73 such briefs and the 216 responses to our survey of Canadian archives provide the first comprehensive portrait of the system. To all those who wrote to us or who wrestled with our questionnaire go our sincere thanks. We are particularly grateful to Professor Thomas H.B. Symons, Chairman of the Commission on Canadian Studies, who made available information gathered by the commission for its report *To Know Ourselves*. Kevin Selby of the Machine Readable Archives Division of the Public Archives of Canada assisted in the preparation of the questionnaire and processed the replies. His unfailing help has contributed greatly to this report.

The information gathered by the Consultative Group has been placed in the Public Archives of Canada and is available for research. We trust it will provide the basis for future studies of aspects of the archival system.

Ian E. Wilson
Chairman
Consultative Group on Canadian Archives

August 1979

Introduction

"Canadian archives are the foundation of Canadian studies, and the development of Canadian studies will depend in large measure upon the satisfactory development of Canadian archival resources."²

In July 1926, in the midst of one of his annual research trips to Ottawa, Dr. A. L. Burt was struck by the changes he had seen at the Public Archives of Canada. "Today the Archives presents a contrast with what it was five years ago," he wrote his wife. "For some while then I was the only visitor digging in the mine of the manuscript room. Now there are about a dozen." These researchers, coming from universities across Canada, spent their summers exploring the wide range of records being made available through the recent activities of the Public Archives of Canada. A few days later, Dr. Burt listed those in the archives reading room: F.H. Underhill, L.B. Pearson, Duncan McArthur, A.S. Morton, W.A. Mackintosh, D.C. Harvey, General E. A. Cruikshank and J.B. Brebner. With greater prescience than he knew, Burt concluded: "It is very interesting to see the actual renaissance of Canadian history in the course of preparation."³

Today there is a new renaissance in Canadian studies evident in the archives of the country. Scholars, now drawn from many academic disciplines, follow Burt and his contemporaries studying not just national viewpoints but also seeking the records of all aspects of the Canadian past. New studies in such special fields as urban history, social history, ethnocultural history, historical geography, historical demography and historical climatology have multiplied the demands on archives. All place considerable emphasis on regional or local archival resources. Together these new perspectives on our past have drawn attention to the importance of preserving a broader spectrum of archival material. The scholars have been joined, though, and are in fact outnumbered by enthusiasts from outside the universities. The renaissance is one of diffusion as more and more teachers, popular writers, radio, television and film producers, and publishers tax the full resources of the archival system to meet the widespread interest in our heritage. With local history, family history, genealogy, and heritage conservation gaining in popularity, many people are turning to serious historical research as a rewarding leisure-time activity. They are discovering for themselves the enjoyment of studying original documents and the intellectual excitement of research. If archives were ever regarded as quiet scholarly enclaves, such an image would be shat-

tered by a visit to the reference room of any Canadian archives today. These are bustling places, with researchers of all interests, of all backgrounds and at every level of research experience gaining insight from the records of our past.

The Cultural Importance of Archives

The increasing interest in archives and the variety of ways in which they are used highlight their manifold importance. In the first place, our archives preserve some of the basic cultural resources of our country. Simply stated, the wide variety of documentary material preserved in our archives constitutes the recorded memory of the nation. This material has been and is continually created by governments, institutions, corporations, clubs, churches, unions and by individuals during the course of their day-to-day activity. Every group or person produces a documentary record, whether in the form of letters, diaries, financial accounts, minute books, reports, photographs, sound recordings, films or computer tapes. When systematically identified and preserved, these records provide an immediate and unique source of information on the thoughts, plans and work of earlier generations. An archives mirrors the organization or community which created it. *Its holdings should reflect all aspects of community life, providing a vibrant, growing resource available to all who are interested. Like any memory, it can be drawn upon in many ways, from studying a casual reference, to analyzing some past event, to providing a base for future planning.*

While the cultural importance of archives expands with our interest in heritage, archives continue to perform a more ancient role. Since the first clay tablets were formed, over 5,000 years ago, archives have preserved the records necessary to document the rights of governments, corporate bodies and individuals within society. Every archivist is familiar with the plea to find a means of confirming a person's age to be eligible for benefits under the Canada Pension Plan. Corporate rights, privileges and obligations stem from charters as old as that of the Hudson's Bay Company (1670) and old agreements still in force may require other contemporary evidence for their proper interpretation. International and interprovincial boundary disputes have rested on the completeness of the archival record; and most recently, the land rights of Canada's native peoples have been demonstrated by appeal to the original documents. Government, in all its forms, has played a substantial role in the life of every citizen. From the broad development of public policy, to taxation and spending, to government decisions on immigration, conscription, social assistance, development grants, municipal zoning and a host of other matters affecting individuals, official records show how the government has fulfilled the public trust. In a democratic society, *there exists a basic right to have such records appropriately preserved and to have public access to the government's archives. The extent of public access is a clear measure of the extent of the government's sense of responsibility to the people.*

Administrative Efficiency

Similar considerations apply to most Canadian corporations, unions, churches, universities and other institutions. All have both private and

public roles to play in our society and most affect the general public in a variety of ways. Records concerning the development of our natural resources, the administration of the transportation or banking systems, the treatment of employees, attitudes to public issues, changes in educational policy and similar matters are of legitimate public concern. Corporate or institutional interests as well as the public good require that such records be properly maintained. The extent of public access permitted to such records is a clear reflection of the corporate sense of public responsibility.

An archives must be part of every modern administrative body in yet another sense. Every organization must retain certain records, whether it is to meet legal or audit requirements, to satisfy the continuing need to refer to past decisions or previous experience, to record agreements or titles, or for more general historical reasons. Such records, though, are but a small portion of the mass of files, microfilm, computer records and the like generated daily by any modern government, business, or other organization. Much of this documentation can safely be destroyed soon after it has fulfilled its immediate administrative purpose. If allowed to accumulate unchecked, important records become submerged in the trivia, making information retrieval inefficient; storage costs, both for space and equipment, escalate rapidly. Through the techniques of records management, archives can introduce order into any records system. In regulating the life cycle of administrative records in all formats, from their creation through to their eventual disposal, a records management program simplifies information retrieval, ensures that the most efficient documentary medium is employed and provides for a routine flow of records from office, to bulk storage, to destruction or to the archives. Most importantly, essential records of long-term legal, administrative or historical significance are identified and are regularly transferred to the archives, while the more routine material fulfills its administrative purpose and is then destroyed.

Over the years, the federal government, several provincial and municipal governments, and a number of corporations and universities have discovered the economies and efficiencies of full records management programs. By applying a systematic approach to handling their administrative records, these organizations have reduced the need for office space and records storage equipment, and have found referring to previous decisions or policies much simplified. Indeed, quite apart from the cultural or public benefits of an archival program, archives which are thoroughly involved in records management are economical. The direct savings in space and equipment and the less tangible savings in staff efficiency exceed the costs of operating the archives. Such savings can be realized in administrative structures of almost any size. Archives perform a valuable administrative function.

An Investment and a Cultural Resource

As a last resort in explaining archives to Philistine budget analysts, archival collections may be viewed as a financial asset. Given their nature as the growing accumulation of records created by an administrative body, archives properly do not belong on the open market. But individual documents, valuable for their signatures or philatelic interest, documents

bearing on certain historical events, old photographs, historic maps and similar special items are frequently an integral part of the administrative record. These have considerable financial value to private collectors and to United States libraries. As well, the total accumulation of records bearing on an organization or a community can have a marketable value.

The major public or community archives have in many senses been model cultural programs. Culture is a delicate field for governments, and government programs cannot create culture but can, at best, facilitate the cultural self-expression of groups and individuals. For modest expenditures, the federal, provincial and several municipal governments have created archives to which many individuals confidently entrust the unique record of their life's work. In cultural terms, the results are as real and impressive as they are unquantifiable. How can one measure the impact of the many books, theses, planning studies, textbooks, newspaper articles, films, museums, historic sites and other historical presentations that have relied on the archives? One index of the success of our archives and the public acceptance of them lies in the monetary value of the records donated. In Saskatchewan, for example, the operating budgets of the Saskatchewan Archives Board in the 35 years of its existence have totaled \$2.8 million. Today, the fair market value of the government records and other materials preserved by the board is between \$35 million and \$40 million. By any standard, this is an impressive return on an investment, quite apart from cultural considerations. It is a good measure of the public response to a minor government initiative.

Archives have many roles to play in society. They constitute one of our basic national cultural resources. They preserve the records essential not just for self-knowledge but also for the protection of our rights, individually and collectively. And for reasons of efficiency and economy archives form an integral part of any modern government, business or organization. Their value in terms of culture, human rights, administrative efficiency and sound financial investment has been proven many times over. Yet, little attention has been paid to the needs and concerns of Canadian archives. Governments, funding agencies, corporations and even most researchers have not attempted to assess the adequacy of the system, nor have they tried to understand the problems facing Canadian archives.

The Royal Commission on National Development in the Arts, Letters and Sciences viewed the Public Archives of Canada in isolation from the rest of the archival system.⁴ While the commission's report assisted the Public Archives of Canada at a critical point in its development, the report did not consider the needs of a national archival system. The Symons Report approached archives from one perspective: that of the universities. In so doing, it overlooked the other communities and interests archives must serve. But in its emphasis on the role of the archival system, the Symons Report made clear the dependence of teaching and research in Canadian studies on archives: "...the future quality of Canadian studies is directly linked to the condition and resources of Canadian archives."⁵ University research, and much of the research funded by the Canada

Council and its successor, the Social Sciences and Humanities Research Council of Canada, assumes the existence of a viable, comprehensive archival system. That is a major assumption.

Consultative Group on Canadian Archives

In January 1978, the Canada Council appointed the Consultative Group on Canadian Archives with a broad mandate to report on the state of the archival system. A group of nine archivists and historians from across Canada was assembled and this report is the result of the first attempt to present a full portrait of the system, warts and all. The Consultative Group quickly reached agreement on a number of matters. First, the term "system" is misleading in that it implies a degree of coordination, of shared objectives and of structure that is only beginning to emerge among Canadian archives. Second, meaningful generalizations about individual archives are difficult, with variations in circumstances almost defying systematic description. Third, the available statistical information on the state of archives is meagre. Our mandate was large and our time limited. Accordingly, we sought advice and comments from archivists, researchers, administrators and others concerned about archives. A modest press release announcing the formation of the Consultative Group drew comments from across Canada. A total of 73 briefs was received, amounting to 530 pages. The Consultative Group was also given access to the briefs received by the Commission on Canadian Studies dealing with archival matters. To remedy the lack of valid statistical information, we compiled and conducted our own survey of Canadian archives. We received 185 questionnaires in return, completed wholly or in part, with explanatory letters from a further 31 archives. Members of the Consultative Group also attended the annual meetings of the Association of Canadian Archivists and the Association des Archivistes du Québec. Overall, the briefs, statistics and comments we received in person and by letter give a comprehensive view of both the archival system and the concerns of archivists and researchers. We found a broad consensus on the nature of the system's problems and on possible solutions. This report attempts to represent this consensus as much as the viewpoint of the Consultative Group.

We found a sense of crisis in Canadian archives today. Our survey indicated that despite the enthusiasm of their staff and the interest of a growing public, most archives are financially insignificant. Half of Canadian archives have annual budgets of less than \$20,000. Only 30 exceed \$75,000 annually. Even among our largest archives there are those lacking the basic facilities or equipment which would today define a modern archives. Our statistics could not measure the adequacy of the archival system in ensuring that all material of historical significance is being preserved; but from the few archives with full records management programs and from the number of briefs calling attention to the neglect of different aspects of our documentary heritage, the system clearly is inadequate. The future of the records in archives is as uncertain as that of records which have not found their way there. Only a handful of archives have developed conservation programs or have the laboratories, technical staff and environmental controls to arrest the deterioration of records in all archival media. The archives collections are disintegrating and increased use only accel-

erates this process. The educational opportunities open to archivists are non-existent and apprenticeship and brief courses suffice for entry into the profession. The portrait which emerges from the analysis of our survey in Chapter III shows the cumulative effects of the chronic lack of funding, facilities and equipment which has blighted the development of most archives. If the future of Canadian studies rests on the archival system, it rests on an insecure foundation.

Fortunately, the solution is not particularly expensive in terms of government cultural programs. But it must be skillful. The consensus is that Canadian archives stand at a crossroads of choosing between continued institutional self-reliance or the deliberate evolution of a coordinated archival system with increased institutional interdependence. All agree the latter is the only course. The first signs of this are already beginning to appear at the federal-provincial level and within certain provinces. The arguments for substantially improved interaction among archives are to be found in all phases of archival activity. Interinstitutional coordination of finding aids, reference services and acquisitions; surveys of existing holdings and of records outside archives; joint copying projects; cooperative approaches to use of specialized technical facilities; introduction of consulting services; joint action on common problems; improved archival education at all levels and similar programs to benefit all archives in the system deserve immediate support. The highest priority now is development of a comprehensive system of archives in Canada.

The Consultative Group's Report

This comprehensive system must build upon and reinforce existing archives and encourage the creation of archives to fill defined gaps. It must evolve from the basic nature of archives as part of an institution or community and respect the principles of archival science. For this reason, we begin our report with a discussion of the definition of archives, proposing a functional definition of archives as institutions in place of the more customary definitions of archives as documents. The implications of this definition and of the principles of archival science combine with the strength of the Canadian archival tradition which we outline in Chapter II to determine the pattern of future archival development.

Chapter IV presents our recommendations for action by all levels of government and by all archives. We suggest a number of principles which must guide the evolution of the archival system, noting in particular that each archives must be assured of continuity and that responsibility for its core funding and basic facilities rests with the government, institution or administrative body which founded the archives. Those who create the records have the basic responsibility for their preservation. Society, though, has given the major public archives a *broad responsibility to ensure* the preservation of all historically significant records in their regions. This responsibility must remain, but we recommend that in fulfilling it the federal and provincial archives should work through coordinated systems involving all archives in their regions. In developing the provincial networks of archives and the overall national archival system which we recommend, the public archives have a major leadership role to play. This will entail development of shared facilities, grant programs, consulting

services, and joint projects in close consultation with all archives in the network. The public archives cannot provide this leadership without additional resources. The new funding we urge for each of the provincial networks and for a new Extension Branch for the Public Archives of Canada will not go to benefit one institution but must be administered so as to have a substantial impact on all archives in the system. Many of the larger archives are already overextended and lead a marginal existence. Any attempt simply to expand their role without the necessary new resources will only damage them and, with them, the rest of the system.

The amounts involved to implement our recommendations are modest. When the total annual archival expenditure in Canada outside the federal archives is only \$11 million, additional expenditures when properly applied can have national results far out of proportion to the amount. We urge each province to provide additional amounts of from \$100,000 to \$500,000 annually to assist its archival network. At the federal level, approximately \$2.5 million a year added to the budget of the Public Archives of Canada for extension programs would show definite results. Through leadership and by providing access to consultants and technical facilities, such government spending can lead all corporations and institutions which sponsor archives to recognize their responsibilities for providing basic facilities and core funding to preserve their part of Canada's documentary heritage.

The archival system needs the assistance of other federal and provincial agencies. Conservation is a pressing priority of all archives and the assistance of the Canadian Conservation Institute in technical training, in providing highly specialized facilities and in advanced research is urgently required. The policies of the Heritage Canada Foundation and of the Social Sciences and Humanities Research Council of Canada should be altered to keep archival concerns in mind. And the archives themselves need to organize into a national association to plan joint projects and to express the viewpoint of archives on matters of public policy.

The successful implementation of our recommendations for evolving a Canadian archival system depends on improved opportunities for training, education and research in archival science. Training workshops and basic manuals are required to assist smaller archives in all phases of archival activity. Continuing and specialized education for existing archivists and a postgraduate diploma course or master's program in both official languages are a definite and immediate necessity to provide the system with a steady infusion of new archivists. We suggest that federal funding might be provided through the Public Archives of Canada to begin these two programs in conjunction with universities and the professional associations.

In Chapter V we move from the structures required to establish a coordinated archival system to consider how such a system might cope with some of the more specific problems of archives. The problems range from the ownership of official records, to copyright, to security and confidentiality. These concerns have been grouped under the four main functions of archives noted in our definition: 1) appraisal, selection and acquisition; 2) conservation; 3) arrangement and description; and 4) providing access. In most instances, through cooperative action, consultants' studies, or by funding one of the professional associations or networks to undertake a project, advances can be made in dealing with some of the perennial

problems of the archival system. Equally important, by a more coordinated effort, institutions and professional associations can ensure that archival considerations are taken into account in framing public policy.

As this report makes clear, the future development of the Canadian archival system will be a complex matter. No one government nor any one institution nor any temporary program can effectively alter the system. The Canadian documentary patrimony is, as it should be, preserved in many places and by many authorities. At present, virtually all parts of the system lead a marginal existence and require urgent attention. Any plan for the future must recognize the basic principles of archival science and the legitimate needs of all archives. Only in this way can we ensure the preservation of a comprehensive archival heritage, meaningful and accessible to all Canadians.

The Consultative Group has attempted to present the current priorities of the archival system and to plan in general terms for the next decade. This plan attempts to join the strength of archives solidly rooted in their own local or institutional communities with the flexibility offered by provincial and national information networks. The theme of this report is the development of an archival system, with highest priority given to structures on which the system will depend and to projects and programs which will encourage a cooperative approach to providing archival service. We stress joint action and planning, shared decision-making and resources, education and improved communication among all archives. The plan is sketched in broad strokes with details and variations left to be elaborated by each province or region to suit its particular archival tradition. Indeed, some provinces are already well advanced in implementing aspects of this plan, adapting them as necessary to suit their own circumstances. We recognize that in time, once the components and habits of an archival system are secure, new priorities will emerge. We trust that another Consultative Group will then be given the opportunity, as the Social Sciences and Humanities Research Council has given us, to look up from daily problems and seek a path toward a goal on the distant horizon.

CHAPTER I

What Are Archives?

A Functional Definition of Archives

The word "archives" has three common usages: first, it refers to records and documents (of individuals or institutions) that have been preserved; second, it refers to the place where documents or records of no immediate use are stored; third, it refers to an institution whose mandate is to preserve records and documents. Thus one might say that the archives of the Hudson's Bay Company were transferred from the company's archives to the Provincial Archives of Manitoba. *We shall restrict our use of the term archives to the third meaning, the archives as a functioning organizational structure*, and make use of the expression "archival material" to convey the first meaning. We shall try to avoid any confusion with the second meaning described above — that is, archives simply as a records vault.

We are concerned to offer a definition of archives as functioning organizational structures because the overall objective of our report is to discuss the state of the archival system in Canada. Although we make reference, as we must, to the profession of Canadian archivists and the state of archival science and archival materials, we focus on the institutional structures devoted to the archival process in our country.

An organizational structure within the domain of a science of information is an archives in the fullest sense if its functions are: 1) appraising, acquiring and selecting; 2) conserving; 3) arranging and describing; 4) making accessible. These operations are applied to archival materials, defined as unpublished or unique materials of a documentary nature (including film, tape and photograph), which may shed light on the past.

The first archival function ensures that all those and only those materials which fall within the mandate of a particular archives and are of *permanent value* are preserved. By the term "mandate" we mean the express purpose for which the archives was created by its sponsor. The second function ensures that those materials that need to be conserved intact in their original form are so conserved; that the information contained in materials not needing to be preserved in their original state is conserved and that materials needing to be restored from a state of decay are so treated. The third function ensures that materials are described, listed, and arranged in a way that respects their original order, while enabling the easiest and most complete access to them. The fourth function ensures

that materials are made accessible, either to a restricted group or publicly, either in the original or in copy form, and preferably with the aid of users' guides.

Other Definitions

The significance of our functional definition of archives can be demonstrated by contrasting a traditional and well-known definition with a modern one, both of which pertain to archives as archival materials and define archival organizational structures only by implication.

A traditional formulation of an original meaning of the term "archives," in the sense of archival material, is one provided by Sir Hilary Jenkinson in 1937:

"A document which may be said to belong to the class of Archives is one which was drawn up or used in the course of an administrative or executive transaction (whether public or private) of which itself formed a part; and subsequently preserved in their own custody for their own information by the person or persons responsible for that transaction and their legitimate successors.

"To this Definition we may add a corollary. Archives were not drawn up in the interest of or for the information of Posterity."

There are three elements in this definition: first, the type of document; second, the relationship of the document to the person or institution conserving it; third, the purpose of conservation. The documents are records of formal transactions. These documents are conserved only by the persons or institutions responsible for producing them. The purpose for which they are conserved is for possible future reference by those who produced and now retain them (implying much of what we now call records management). In short, an archives is created whenever a person or institution, having taken part in a formal transaction, decides to keep the record of that transaction for private future use. It is not hard to see why, in its parsimonious logic, this would be a first meaning of archives and a first definition of archival materials.

Notwithstanding its indisputable rationale, this definition of archives has, in fact, become too narrow and rigid to embrace all that archives and archival materials are today. The rationale, however, remains fundamental: archival materials belong first and foremost in the hands of those who originated them, best understand them, and are most likely to use them.

The Jenkinson definition has proved too narrow because, although archival materials may not in their beginnings have been "drawn up in the interest of or for the information of posterity," posterity does nevertheless have a strong claim to make and exerts a strong influence. If those who originate records do not make provision to conserve them, someone else may, and this opens up the possibility of various kinds of relationships between any such documents and the institution conserving them, as well as various means of acquiring such records. If, for some reason, posterity may be interested in materials other than records of formal administrative and executive transactions, then there may be a sufficient rationale to conserve these, be they diaries, correspondence, photographs, films, or whatever. This opens up the possibility of a wide variety of archival materials. And if the actual originators of such materials have no further

use for them, others such as historians, genealogists, novelists, students, or filmmakers may. Thus there are many possible reasons for preserving archival materials beyond that of good records management.

We are intentionally being very general when we say of archival materials that they consist of unpublished or unique material of a documentary nature which may shed light on the past. As for the purposes to which this material may be put, the field is open-ended. It may serve the reference purposes of those who created it. The material may also serve the legal, historical, genealogical, political, or medical researcher; the teacher; the author of various types of popular books; or the citizen interested in the workings of his local government and the history of his area. The means by which an archives may acquire its holdings are equally varied. An archives may be created by an organization simply to maintain its own records. But very often modern archives, private as well as public, hold records deeded or given to them, transferred from some overcrowded or defunct records centre, found and acquired by chance, or deposited by agreement on a continuing basis.

It has seemed to us that neither the nature of archival material, nor the purpose for which it is conserved, nor the means of acquiring it, nor the type of institution holding it, for that matter, is suitable to provide a comprehensive definition of archives as functioning organizations. To define archives precisely and fully, and yet in a way that is based on actual practice, we have proposed a functional definition based on the archival process.

Dr. John H. Archer, President Emeritus of the University of Regina, has provided a more modern definition of archival materials as being:

"That collection of documents or records of whatever nature, which has been to some degree assembled systematically in pursuance of legal obligations or in the transaction of some proper business, whether public or private, and which has been kept for purposes of record or reference."⁶

Our purpose is not to contrast Dr. Archer's definition of archival materials with our own. However, we do note how very little hint is given of a definition of the organization that actually keeps the "archives" for "purposes of record or reference." The archival institution is defined implicitly by the materials it holds. Wherever such materials are being kept is, ipso facto, an archives. This is just the grey area that we hope to clarify by bringing out the fact that archives as organizational structures function in a specific way. Indeed, it may be that the best determination of what is or is not archival material may be whether or not it is or might be processed by a fully functioning archives.

Complementary Principles Guiding Archival Practice

Since our concern is with "archives" rather than "archival materials," we must add to our functional definition a set of complementary principles that guide actual archival practice. Already we have followed the basic principle that records should be retained and preserved by those responsible for creating them. In actual fact, of course, it is impractical to adhere rigidly to this principle, applying it to the great breadth of archival material which ideally should be preserved. Thus it is necessary to emphasize the long-standing archival principle of *provenance*, namely, that records

originating from the same source should be kept together and not interfiled with records from other sources. We would like to add to this old principle a new corollary to the effect that any particular set of records should remain, as far as possible, in the locale or milieu in which it was generated. This may be called the extension of the principle of *provenance* (which aims at keeping the context of records intact) to a principle of territoriality (which envisages the locale or milieu of records as part of their context). Allied to the principle of provenance is the principle of unbroken custody, described in the brief from the Association of Canadian Archivists in these words:

"It is important that the body creating the records maintain a continuous custody of them, preferably by sponsoring a functioning archives; a break in custody often results in sporadic series of records, poor physical and intellectual controls, and alienation of public control over the records of public business."

Archival materials, then, should be kept together, pass through as few hands as possible (at every stage with proper authority and continuity), and remain as close to their source as possible.

Archives, Not Libraries

To highlight the implications of the various archival principles outlined above, the archival approach to acquisitions should be compared with more familiar library practices. There is a good deal of confusion about the two approaches.

The brief of the Association of Canadian Archivists pointed out the difference between the librarian's approach — "pulling together discrete items and organizing that information according to a standard classification of human knowledge" — and that of the archivist. The archivist's approach was described in this way:

"Archives are chiefly the non-current substantive records of the institutions or individuals they document. Administrative records are created in the first instance to serve a specific purpose. Once that purpose has been accomplished, they may have a secondary value as reference material, and later historical source material. Their usefulness is enhanced if the relationship to the original transaction remains apparent."

The difference in approach, then, of archivists and librarians is great indeed. Unlike books and periodicals gathered from many sources by a library, archives are the natural outgrowth of any administrative structure. The unpublished or unique documents of an archives are fully intelligible only when maintained in their original context. Individual or split apart records make less sense and are less valuable for any form of research. For this reason archivists speak of the importance of *respect des fonds* or *respect for the original order and context* of materials. Also for this reason the archivist, unlike the librarian, does not arrange his holdings in a subject classification scheme, since he must maintain their organic arrangement and order. Describing and arranging archival materials is therefore a difficult, and as yet unstandardized, business.

Another difference between libraries and archives is the fact that archives in most instances preserve the original document and are concerned about it as a cultural artifact, not merely as a source of information.

Although copies are useful, they cannot replace the original and are not entirely equivalent to it. In addition, archivists are required not only to preserve but also to select the useful and eliminate the useless. There is infinitely more unpublished documentation produced than published works. If librarians face an information explosion that they must control through ever more systematic and cooperative acquisition, archivists face a problem of even greater magnitude, which they must handle by exercising skills of appraisal and selection to permit the systematic destruction of vast quantities of material unworthy of permanent preservation. This activity has an enormous effect on future research possibilities.

Unlike libraries, archives are sometimes required to restrict the use of parts of their holdings for periods of time to protect privacy, and to respect the desire of a depositor to establish the conditions under which his materials will be rendered accessible. Generally, in negotiating with depositors, archivists try to ensure maximum general access to their holdings.

Finally, libraries, like museums, are used directly by the general public. Who has not been in a library or museum? They are visited by hundreds and even thousands daily. Archives on the other hand relate to and serve the general public, for the most part, through intermediaries: historians, novelists, filmmakers, biographers, political scientists, or journalists. Most citizens do not have the time or inclination to sift through the voluminous records that individually and collectively store the history of their country, province, or locality. But many will gladly watch a film documentary or read a history, biography or historical novel. They do not see the archives that made the film or the book authentic. They may not know the archives are there. It is thus not difficult to appreciate the public relations problem archivists face.

Having mentioned museums it is worthwhile to conclude this section by contrasting museum and archival materials. One basic difference, though it is not a perfect differentiation, is that museum holdings are in the main three dimensional, whereas archival materials are two dimensional. This two dimensional notion can help to convey the idea that it is *information* which archives preserve primarily. In describing archival materials as being "of documentary nature" we intend to imply that the archival orientation is toward the conservation of explicit forms of *information*.

Summary

We have adopted a definition of archives based on a process with four basic functions. We have adopted, as well, a general definition of archival materials as unpublished or unique materials of a documentary nature which may shed light on the past. We have stressed four basic archival principles: 1) that records should be retained and preserved by those originating them, 2) that series of records should be kept intact, 3) that custody of records should change as little as possible and then only with formal authority, 4) that archival materials should remain in the locale or milieu in which they originated. We have contrasted the

archival process with the library process, the relationship of archives to the public with that of museums and libraries, and archival materials with museum materials.

In offering a functional definition of archives and stressing the importance of basic archival principles, we have tried to avoid designating a particular group of repositories as the only true archives, ruling out others on criteria invented after the fact. Rather we hope to encourage every archival institution to work toward becoming a fully developed autonomous archives and advancing along the lines defined by the complete archival process — namely, systematically appraising, selecting and acquiring all and only the materials that properly belong in it, taking steps to ensure conservation, arranging and describing holdings, and making holdings accessible.

Moreover, the common commitment of archivists to these tasks and to the basic archival principles is, we believe, as important as their work individually in carrying them forward. A common commitment to development of systematic acquisition mandates should result in the formulation of more clear and specific policies and in a higher degree of rationalization of acquisition policies among institutions. A common commitment to conservation should result in more cooperative conservation projects and increased attention to this ever more crucial problem. A common commitment to the development of description and arrangement techniques should lead to new levels of standardization. A common commitment to providing better access should lead to a clarification of the distinction between public and private papers, clarification of copyright laws, improved legislation covering use of historical materials and improved remote users access and microfilm diffusion programs. A common commitment to the principle of continuous custody and to the principle that records belong first in the hands of those who originate them should encourage growth of institutional archives and discourage unnecessary proliferation of artificial, and often short-lived, records collecting centres. A common commitment to the principle of provenance should ensure that where records cannot be maintained by their originating body they will at least be kept together and conserved in their proper context. A common commitment to the principle of territoriality should encourage archival decentralization and respect for the value of the local depository and decrease unnecessary jurisdictional overlaps. Whatever happens, it seems to us that if there is to be a new level of cooperation among Canadian archives it will rest on a common understanding of what the archival process involves and a common commitment to the principles according to which this process should be developed by archives collectively and individually.

CHAPTER II

The Canadian Archival Tradition

Although the country is relatively young, the Canadian archival tradition is as old and as internationally respected as that of any European nation. While founded on the same principles as archives in Europe, the United Kingdom and the United States, Canadian repositories have developed a significantly different pattern of institutional roles and approaches to public service. Moulded by the special archival problems of a new society, it is a pattern many industrially developing countries see as pertinent to their needs today.

The Canadian archival tradition puts considerable emphasis on the responsibility of governments for preserving cultural resources. In archives, this is a responsibility that governments both federally and provincially recognized rather early, however inarticulate their cultural policies may have been. The Massey Commission (1951) provided a comprehensive statement of government responsibilities in cultural policy. But while the commissioners had to recommend the establishment of a national library and a Canadian historical museum, and to urge that the staff of the National Gallery be substantially increased from 21, they found in the Public Archives of Canada an active institution with an established reputation. Founded in 1872, the Public Archives of Canada had, by 1951, a permanent staff of 60 and an annual budget of \$206,000. Supported by successive governments, the Public Archives of Canada had emerged as the first active cultural agency of the federal government, providing a model followed by many provincial administrations.

The full history of the Canadian archival system has yet to be written.⁷ A brief outline of the development of the Public Archives of Canada and its influence on the rest of the system will suffice to show the role of archives in government and in society.

In 19th century Europe, the emerging scientific approach to historical writing was closely allied with the potent forces of nationalism and liberalism, and the establishment of accessible state-run public archives followed these forces as they spread through the continent. Lord Acton, impressed by the dramatic opening of Italian archives following the war of 1859, felt that it was the overthrow of governments which led to the opening of archives. He characterized historical study "not only as a voyage of discovery" but also as a "struggle" with "men in authority" who had a "strong desire to hide the truth."⁸ Equally, history's strong tie with na-

tionalism was commonly perceived by 19th century liberals. Providing access to archival material for the study of the collective past of the nation was one indication of a government's interest in fostering the evolution of a national consciousness. Within the Canadian confederation, the writing and teaching of history, optimistically accurate and unbiased, has consistently been seen as important to national goals. D'Arcy McGee noted in 1865 that "Patriotism will increase in Canada as its history is read."⁹ History, national in scope and patriotic in character, was expected to provide the spirit and justification for the new nation formed in 1867 and nourished by John A. Macdonald's "National Policy." A common history came to be the cultural extension of that grand design and historical writing could best be encouraged through an active archival program. Only four years after confederation, a petition from the Quebec Literary and Historical Society linked these arguments for the federal government:

"Authors and literary inquirers in this country are placed in a very disadvantageous position in comparison with persons of the same class in Great Britain, France and the United States, in consequence of being practically debarred from facilities of access to the public records, documents and official papers illustrative of the past history and progress of Society in Canada.

"That, considering the divers origins, nationalities, religious creeds, and classes of persons represented in Canadian Society, the conflicting nature of the evidence proffered by authors in presenting the most important points and phases of our past local history, as well as the greater need which a rapidly progressive people have to base the lessons derivable from their history upon facts duly authenticated in place of mere hearsay or statements only partially correct, and, in the absence of documentary proof, coloured conformably to the political or religious bias or the special motives which may happen to animate the narrator of alleged facts — the Petitioners desire to express their conviction that the best interests of Society in this country would be consulted by establishing a system, with respect to Canadian Archives, correspondent with those above adverted to in relation to Great Britain, France and the United States."¹⁰

First Dominion Archivist

Acting on this petition, the House of Commons in the spring of 1872 voted \$4,000 for the archives and Douglas Brymner, a Montreal journalist, was appointed Dominion Archivist on June 20.¹¹ His instructions to "gather, classify and make available for researchers, the Canadian records" were general and vague. Yet during the ensuing 30 years, until his death in 1902 at the age of 78, Brymner was to prepare a solid foundation for a national Canadian archives.

Under Brymner, the Public Archives of Canada laboured to locate and acquire the basic records for the historical study of Canada. After an initial acquisition of 400,000 documents (1,100 volumes) related to the activities of British military forces in Canada, Brymner and his few assistants hand copied and calendared official records and private papers in London and Paris concerning the administration of the Canadian colonies. Slowly, copies of the Haldimand and Bouquet papers arrived in Ottawa, followed by Colonial Office records, the Moreau St. Méry Collection and official records pertaining to New France. Although the annual budget never exceeded \$12,000 and averaged much less, Brymner was

able to accumulate some 3,155 volumes of material and published detailed calendars for most of these in the archives' annual reports.

The gathering of an archival collection is a slow process and while Brymner's work was recognized by the American Historical Association, the archives only gradually made its presence felt in Canadian historical writing. "In the early nineties the interest in archives was only beginning," Dr. George M. Wrong recalled, and enthusiasm for exploring the Canadian archives "had hardly yet reached the universities."¹² Brymner did yeoman's work in recovering the records of the colonial administration of Canada from London and Paris, but he was frustrated by his lack of authority over the official records of the dominion government itself. This was a responsibility claimed by the Department of the Secretary of State, one of whose officials used the title "Keeper of the Records." Thus in its early years, the Public Archives of Canada could not function as a Canadian Public Record Office, but turned its attention to other types of documents on the Canadian past. A fire in the West Block on Parliament Hill in 1897 focused attention on the dangers to modern public records. The report of an interdepartmental commission later that year surveyed the state of public records in Ottawa and urged that the rivalry between the Dominion Archivist and the Keeper of the Records be ended by merging the two posts and functions.

Following the death of Douglas Brymner in 1902, the Governor General, Lord Minto, intervened with the Laurier administration urging action on the 1897 report. Recounting his own difficulties in conducting research on the history of Quebec and noting that Privy Council Office files had been disposed of for the benefit of the paper factories, Minto described "What I can only call the most lamentable disregard for the historical archives of the Dominion."¹³ With this vice-regal prod, action followed quickly, first with increased estimates and then an order-in-council, combining the two former positions. In 1904, Arthur G. Doughty, a former journalist and librarian, was appointed Dominion Archivist and Keeper of the Records.

The Doughty Period

Doughty's first years at the archives taxed his energy and enthusiasm to the full. He oversaw the construction of the first permanent home for the archives, on Sussex Street, which opened in 1906. His extensive annual reports for 1904 and 1905 presented a long-range program for the archives, envisioning not just the archives as a full "treasure house of Canadian history" but also as an active participant in writing, teaching and presenting history. He developed in detail the arguments presented decades earlier by the Quebec Literary and Historical Society. In advising the Prime Minister that he wished to make the archives "as it may be made, an important factor in the development of our national life"¹⁴ he moved the archives from the periphery of government policy well toward the centre. Doughty's proposals received wide support in political, scholarly and journalistic circles. There followed three decades of intense archival activity.

Doughty had a decided flair for acquiring historical material. His personal interest in the Seven Years' War coloured his acquisition program, but he cast a wide net. He construed his mandate in the widest possible

sense, gathering into his collection portraits and paintings, statuary and artifacts, war trophies and medals, maps and charts, along with the official records and private manuscripts. Many items acquired for the archives by Doughty are now in the National Gallery, the National Museums and the National Library, but his best-known acquisitions, the papers of English and French colonial officials relating to Canada, form an essential part of our pre-confederation source material. Beginning with his first trip to England in 1904, Doughty, carrying letters of introduction from Lord Minto and Lord Strathcona, met with his first successes. His personal charm, his sense of humour and his infectious belief in the importance of his work won him entry to many of the parlours and drawing rooms of British and French aristocracy. Few could withstand his blandishments, and in 1923 and 1924, he helped organize these descendants into Canadian history societies in England and France. The Durham papers, the Murray papers, the Grey-Elgin correspondence, the Northcliffe Collection, the Monckton Papers and the Townshend papers, to list but a few, all came to Canada through his unflagging persuasive abilities and his willingness to pursue every clue.

Within Canada, Doughty's acquisition policies were pursued with no less vigour. Assisted by an Historical Manuscripts Commission appointed in 1907, the archives developed a network of regional offices from which the work of locating papers and copying local archival material was conducted. In the years following World War I, Doughty had on staff in the provinces a district archivist for the Maritimes with offices in Halifax and Saint John, an associate archivist in Quebec and another in Montreal, an agent in Ontario, and various representatives in Western Canada.

To make archival documents more widely available, the archives undertook an active publications program, beginning in 1905 with *Documents Relating to the Constitutional History of Canada, 1759-1791*, a basic text in later history courses. There followed a series of documentary volumes and the formal creation of the Historical Documents Publication Board (1917) associated with the archives, and with Dr. Adam Shortt as chairman. Doughty and his colleagues encouraged the formation of the *Champlain Society* (1907). And with Adam Shortt, Doughty took the initiative in organizing Canadian historians to prepare the monumental *Canada and Its Provinces* (23 volumes, 1912 to 1917). While this series summarizes the achievements of Canada's historians up to World War I, W. A. Mackintosh accurately caught the intentions of its editors when he referred to it as "one of those important works which are not likely to be models for the future but which really create much of the future."¹⁵ It was not an official project of the archives, but the preface written by Doughty and Shortt outlined the goals of the archives as much as those of the series:

"To the end that a broad national spirit should prevail in all parts of the Dominion, it is desirable that a sound knowledge of *Canada as a whole*, of its history, traditions and standards of life, should be diffused among its citizens, and especially among the immigrants who are peopling the new lands."

Close relations with the universities were established through a summer course offered at the Public Archives. This began in 1911 when the archives established scholarships of \$50 a month to enable senior

undergraduates nominated by their universities to spend three months in the summer pursuing their research in Ottawa. In 1922, this was replaced by the first graduate program given in Canada on Canadian history. Queen's University organized the School of Research in Canadian History at the Public Archives, attracting students from many universities each summer until it ended in 1940.

Extending full cooperation for this course was but one way the Public Archives assisted the growing historical profession in the 1920s. For more advanced researchers, the Public Archives presented a warm, friendly atmosphere conducive to research and discussion. Each summer, historians from universities across Canada came to Ottawa to delve into the new materials Doughty was placing at their disposal. "The Public Archives became, for a whole generation of young scholars," Chester Martin reminisced, "the clearing house of Canadian history."¹⁶ This was their meeting place, to research, to argue, to discuss, to plan new publications and to renew their enthusiasm before returning to their winter vigils teaching Canadian history, often alone, at scattered universities. Shortt and Doughty were usually readily available for advice and guidance and did their best to assist. An attempt by Doughty in 1920 to establish a system of grants to assist researchers failed, but for those unable to come to Ottawa he answered their questions at length and established liberal policies on the use of the photostat. The archives also undertook to publish the annual reports of the Canadian Historical Association from 1926 to 1933.

In the preservation of the official records of the federal government, Doughty's program was less of a success. In his first years as Dominion Archivist, under the provisions of a 1903 order-in-council, many pre-confederation records were transferred to the archives. By 1912, the Historical Manuscripts Commission was concerned enough about the lack of continuing cooperation from federal departments to recommend the appointment of a royal commission to examine the state of federal records. The report of this royal commission in 1914 recommended establishment of a Public Records Office as part of the Public Archives, but the construction of a building planned to house non-current departmental records was cancelled with the outbreak of war. In the early 1920s Doughty returned to this idea, hoping to have a simple, secure records storage building erected. The 1926 addition to the Public Archives building on Sussex Street made little provision for federal records but was needed for the other collections and to accommodate the growing number of researchers. In 1929, a memorial signed by numerous academics was presented to the government supporting Doughty and requesting access to federal records later than 1867. Little, though, was done by the time the Depression curtailed the activities of the Public Archives.

Doughty's policies and programs were crippled by the financial stringency of the Depression and by the deaths of those who had worked to implement these policies. Between January 1, 1931, and December 31, 1935, the archives lost through death or retirement twelve of its members, six of whom were senior personnel. Only one of these archivists was replaced and no new positions were created. Financial difficulties even forced Doughty to stop using the photostat and to revert to manuscript copying for researchers. Regional offices were closed and the archives gradually lost its national presence.

Development in the Provinces

The early example of the Public Archives of Canada was not lost upon the provinces. The establishment of a Public Record Office in Nova Scotia (1857) in fact predated the founding of the Public Archives of Canada. And the work and dedication of the province's first archivist, Thomas B. Akins, closely parallels that of his contemporary, Douglas Brymner. In the 20th century, the efforts of the Public Archives of Canada to gather materials for preservation in Ottawa aroused considerable protest from Akins' successors and the Nova Scotia Historical Society. As a result, in 1931, a three-storey archives building was opened to house the Nova Scotia Archives and to place it on a firm footing. Ontario, equally conscious of Ottawa's activity, established a provincial archives in 1903 and reinforced its program with an archives act in 1923. Like the Public Archives of Canada, the Ontario archives was crippled in the 1930s by severe budget reductions. One result of this weakening was the development of regional archival collections outside Toronto, at the University of Western Ontario and at Queen's University. The Bureau des Archives du Québec (now the Archives nationales du Québec) was established in 1920 and embarked on an impressive program of acquisitions and publications. In other provinces — British Columbia, Alberta, Saskatchewan, Manitoba, Prince Edward Island and New Brunswick — archival activity began in their legislative libraries through the more or less formal interest of their librarians. The British Columbia archives emerged as an identifiable unit in 1908, but for the others, archival activity was rudimentary, through the 1920s and 1930s.

Out of the War — A New Era

The years of economic depression and war, 1930 to 1945, severely limited archival activity. No provincial archives were founded in this time and existing archives struggled. Doughty's successor as Dominion Archivist, Dr. Gustave Lanctôt (1937-1948), attempted to cope with the backlog of unprocessed acquisitions left by Doughty, but with a considerably reduced staff. He led the archives into new documentary media, acquiring both motion picture film and sound recordings, but as war further depleted his staff and added new duties, most archival activities lay dormant.

The scale of government activity in World War II lent new urgency to the archives' perennial concern for the proper selection and preservation of government records. The archives entered the postwar era facing a new challenge and with renewed vigour. The choice of a distinguished archivist, librarian and historian, Dr. W. Kaye Lamb, as Dominion Archivist in 1948 was a happy one. Through his determination, the archives played a major part in the development of a modern records management system for the federal government, adding a significant new role for the archives as a full-fledged public record office. Supported by both the obvious magnitude of the records problem and the strong recommendations of the Massey Commission, Dr. Lamb succeeded where his predecessors had failed. The opening of the Records Centre in Tunney's Pasture, Ottawa, in 1956, ushered in a new era for the Public Archives of Canada. Much of the archives' recent history can be written in terms of refining and extending

the records system, improving the methods for handling paper files and ensuring that records in all documentary media are analyzed for their informational value before any destruction occurs.

In other areas, Dr. Lamb and his growing and increasingly professional staff were not idle. The offices in Paris and London were reopened. The introduction of microphotography enabled Canada to obtain complete and accurate copies of records series in place of the selected and fallible handwritten copies so painstakingly produced since 1880. Microfilm also provided an economical means of duplicating records for security, or for research by those unable to come to Ottawa.

The Public Archives of Canada also began to make its collections more widely available in other ways. The manuscripts and records within the archives were reorganized into groups of related material and a series of published group inventories began to appear early in the 1950s, providing researchers with considerable information on the archives' holdings. The close working relationship between the archives and researchers, an essential part of the archives tradition, proved as effective and mutually beneficial under Dr. Lamb as it had under Dr. Doughty.¹⁷

Focus on Canadian Materials

Both Dr. Lanctôt and Dr. Lamb found it necessary to redress the balance of Doughty's acquisitions policy, seeking now the papers of Canada's own political leaders rather than those of colonial officials. The last three decades have witnessed considerable progress in this work.

The bare statistics of the archives' growth under Dr. Lamb are impressive. The staff increased from 60 (1951) to 260 (1968) and the budget from \$205,960 to over \$2 million by 1967-68. The collections, in all media, had doubled and doubled again. The archives building, constructed in 1906 and enlarged in 1926, proved obviously inadequate. Canada's centennial year provided the occasion for the long-awaited move to the new building, shared with the National Library, on Wellington Street.

Dr. Lamb retired in 1968, to be succeeded by the former Assistant Dominion Archivist, Dr. Wilfred I. Smith. The new building and increased resources enabled Dr. Smith and his staff to elaborate on themes only tentatively explored by their predecessors. The records management program has broadened further with the establishment of six regional records centres across Canada, with expanded staff training courses, and with involvement in machine readable archives. The acquisition of private manuscripts and records has been placed on a more systematic basis; subject specialists are working in all aspects of the Canadian past and present. The National Film Archives, National Map Collection, sound archives, architectural archives and photographic archives all assumed new importance in the 1970s. In Europe, the archives' agents have extended their copying to Spain, Portugal and Italy, discovering fresh sources on our early history. Programs to open the archives to a wider public have flourished; there have been major exhibitions, catalogues, slide/tape shows and showings of historical films. The compilation of the *Union List of Manuscripts in Canadian Repositories* (Ottawa: 1968, 1975, 1976) and other guides have alerted researchers with varied interests to the potential of archives. Film, television and radio producers have placed increasing

demands on archival resources. Microform publication has permitted the free distribution of complete copies of the Macdonald, Thompson and Laurier papers, as well as copies of federal records of particular regional importance, to each of the provincial archives. In all areas the tempo has increased; elaborations are being developed, but the essential theme remains.

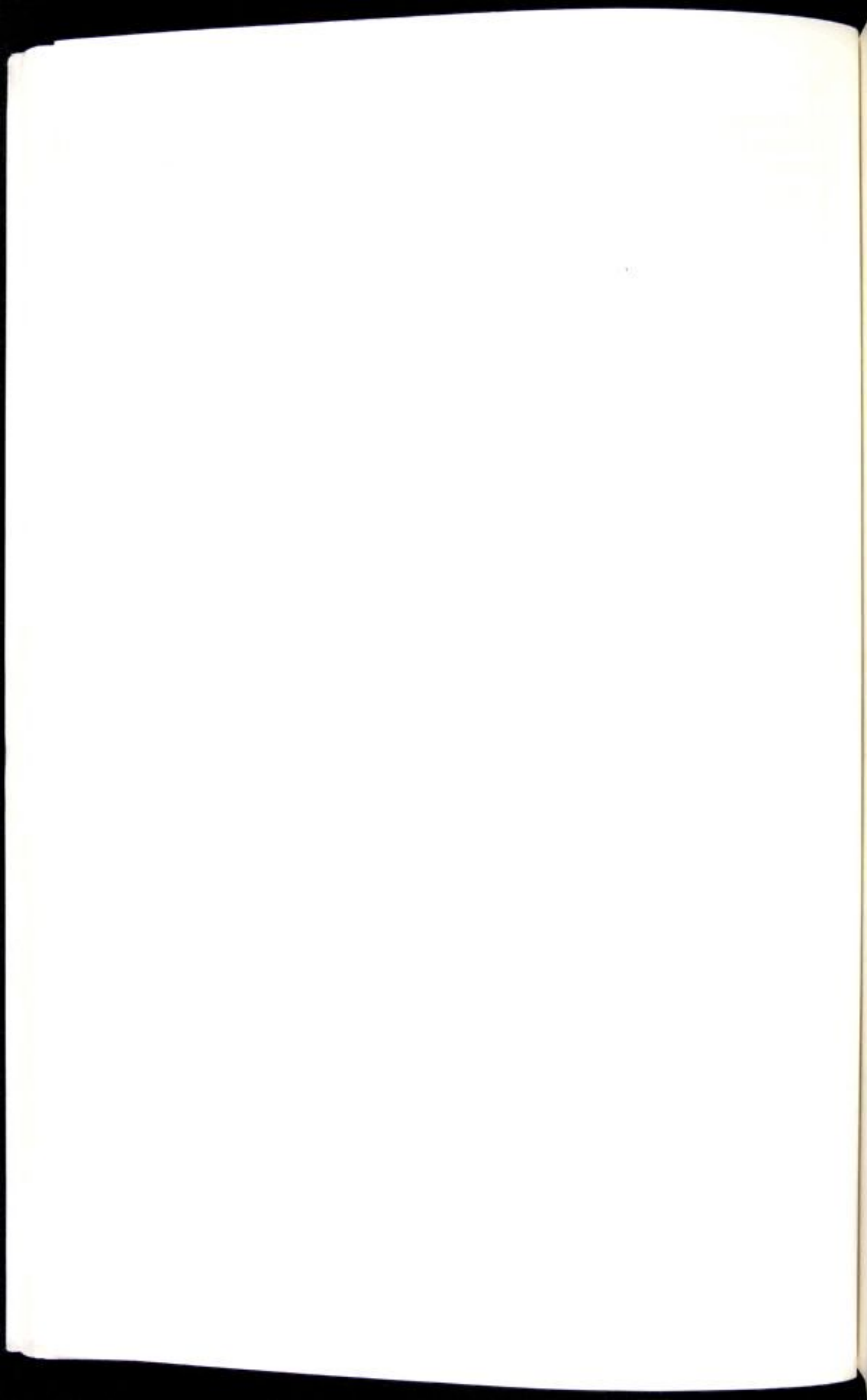
Proliferation and Growth

The explosion of administrative records both in volume and in physical form, which provided the impetus for the federal archives' growth after World War II, has been equally noticeable in provinces, municipalities, businesses, universities and, indeed, in all administrative agencies. To cope with this growth, many have established archives and records management programs. Where earlier archives may have grown from cultural inspiration, administrative necessity has loomed large in the proliferation of archives in recent years. By 1967, each of the provinces had established archives, and these have been joined now by the Yukon (1972) and the Northwest Territories (1979). Within its limited resources, each of these archives mirrors the programs of the Public Archives of Canada, altering the emphasis to suit local conditions, but endeavouring to provide the full range of archival services for its community. Similarly, many municipal, regional and corporate archives follow in this tradition of service and comprehensive documentation.

The proliferation of archives in recent years has had a significant side effect: the emergence of an archival profession. Until at least 1970, most archivists received their university training as historians, and movement between the two professions was frequent and normal. The Canadian Historical Association formed an Archives Committee in 1953 which evolved into the Archives Section three years later. The problem of archival training was an early concern and after a false start in 1957, the first course in archives administration was given at Carleton University in the summer of 1959, in conjunction with the Archives Section and the Public Archives of Canada. This course, without the involvement of Carleton University since 1971, has continued intermittently to the present. In 1960, the Archives Section compiled and published a guide to political papers in Canadian repositories. Three years later, the first tentative issue of the Section's journal *The Canadian Archivist* was published. Successive annual issues grew in scope, matching the development of the Section's annual meetings.

Impelled by the growing complexity of archival technology and methodology, a sense of profession emerged. In 1967, the Association des Archivistes du Québec was formed bringing professional and amateur archivists together in a vigorous association with its own publication, *Archives*. Archivists in English-speaking Canada recognized that they were becoming information specialists, drawn from and serving all disciplines. In 1975, they formed the Association of Canadian Archivists, which has a current membership of 355 and a journal, *Archivaria*, which has already achieved international recognition. Both associations, loosely joined in the Bureau of Canadian Archivists, have devoted considerable attention to the basic problems: education, training, conservation, copyright and government policies as they affect archives.

Canadian archives and archivists have accomplished much since Douglas Brymner in his "three empty rooms" first dreamt of "the establishment of a great storehouse of the history of the colony and colonists in their political, ecclesiastical, industrial, domestic, in a word, in every aspect of their lives as communities." The storehouse exists, but it is complex. It is not one institution but many: the entire Canadian archival system. The technology has changed to encompass all documentary forms. The methodology has grown more sophisticated. But as the Symons Report has demonstrated, the underlying cultural importance of archives, for all Canadian studies, remains. There remains, too, the Canadian archival tradition of comprehensive preservation of the historical record and of informed public service. This is a tradition on which much may be built.



CHAPTER III

Canadian Archives Today

In its terms of reference, the Consultative Group was asked to report on the current state of the Canadian archival system. We quickly reached agreement on two matters. First, the term "system" is misleading in that it implies a degree of coordination, of shared objectives and of structure that is only beginning to emerge among Canadian archives. Second, meaningful generalizations about individual archives are difficult; variations in circumstances almost defy systematic description. Few archives have been established in response to a clear plan. Most have emerged from exceedingly modest beginnings, growing through the enthusiasm of a few supporters, setting objectives to meet local or institutional needs, and finding that funding seldom keeps pace with the demands for archival services. Even the largest archives bear this imprint; their early history shows a dependence, much as the work of smaller archives is today, upon the personal interests of a dedicated enthusiast. In their structure, their activities and services, their ambitions, and particularly in the collections preserved on their shelves, most archives demonstrate a special adaptation of archival concerns to individual circumstance. Recently, the spread of archival training and the growth of the professional associations have lessened the sense of institutional isolation among Canadian archives. And with the establishment of more archives with precise regional or corporate roles, each archives has become more aware of its relationship to others. A sense of community and of system is emerging among Canadian archives but the components of the system vary tremendously.

In attempting to document the current state of Canadian archives, the Consultative Group found that the available statistical information was meagre. The annual Statistics Canada *Survey of Museums, Art Galleries, Archives, Aquariums, Zoos, Planetariums, Historical Restorations and Other Related Institutions* reaches only the largest archives. By its general nature, this survey provides few insights into the scope of archival activity. Occasional surveys of certain types of archives or on limited subjects have provided useful glimpses of Canadian archives.¹⁸ But there is no accumulation of consistent statistical information to document trends within the evolving Canadian archival system or to sketch a profile of the system today. Indeed, little effort has been made to define the statistical measurements most meaningful to archival activity or to encourage each archives to maintain these in a uniform format. The absence of such basic aids to

planning is suggestive of that almost complete lack of interinstitutional coordination characterizing the Canadian archival system.

To fulfill its task, the Consultative Group devised and conducted its own survey of Canadian archives. During August 1978, 321 questionnaires were distributed in an attempt to contact all institutions involved in archival activity. We received 185 questionnaires, completed wholly or in part, with explanatory letters from a further 31 archives. Among the detailed responses are all of the major Canadian archives, including the Public Archives of Canada, the established provincial, territorial and municipal archives and a wide range of university, church, business, historical society and other archives. The cooperation from our archival colleagues was excellent, and the results presented in this chapter provide the first comprehensive profile of Canadian archives.

We have included the text of the questionnaire used in our survey as Appendix 1. In attempting to make one questionnaire applicable to all archives, from the Public Archives of Canada to the smallest local archives, compromise was necessary. For archives which are not keeping statistics in the format we used, we asked that the data be extrapolated or estimated from the information available. Budgetary information is particularly difficult to compare as each archive is funded differently by its sponsoring institution or government and certain archival overhead costs are hidden in general budgets. As well, the substantial input of volunteers was not measured. While a future questionnaire might include more detailed guidelines or definitions, virtually all of our respondents *were able to adapt their information to our format. By and large, the questionnaire was a success and each table indicates the number of archives answering each question.*

In interpreting the results of our survey, the reader must bear in mind what is obvious to anyone who has visited several Canadian archives — that is, their startling diversity. What unity there is is the conceptual unity provided by basic principles. But in their facilities, staffing, budgets and programs, archives are disparate things. The wide difference between the mean and an invariably low median suggests the lack of institutional hierarchy or homogeneity. In most tables, one institution is excluded, the Public Archives of Canada, as it alone accounts for 60% of total annual archival expenditures and 41% of the paid staff. Even with this exclusion, 23% of the remaining archives account for 82% of the remaining annual expenditures on archives. Fully half of the archives completing our questionnaire noted annual budgets of less than \$20,000, an amount barely sufficient for a functioning organizational structure. If a functioning archive requires at minimum the part-time services of a paid archivist, a certain *basic public reference area and a staff work area*, virtually half of the institutions responding are excluded. In these tangible ways, the variations among Canadian archives are enormous.

In less tangible ways, the variations appear less significant. How do we measure the importance of each archive's collection to the Canadian heritage? Archives with meagre budgets reported holdings of manuscripts, records and photographs of respectable extent. And each of us housed in modest facilities. Historical researchers know of these and with increasing interest in local, regional or specialized studies, the value of

such collections becomes apparent. Those archives in the bottom half in the scale of expenditures assisted fully five times as many users per budget dollar as those in the top 20%. "Small" in budgets or facilities should not be mistaken for small in significance or in frequency of use.

Some of the smaller archives wrote us to supplement their responses to the questionnaire or to explain why they were unable to complete it: the archives was incidental to other activities; the only person familiar with the archives was sick or on vacation; there were no statistics of any sort available, or there was no budget; or everything was in transition. Obviously these responses do not appear in our statistics, but the impression lingers. To choose one reply at random as illustrative, the corresponding secretary of the Miramichi Historical Society in Newcastle, New Brunswick, wrote:

"The records of The Miramichi Historical Society consist of filing cabinets and boxes of material which, through the kindness of The Old Manse Library, the public library of the Town of Newcastle, are housed in the library building. In no way could our holdings be classed as an institution and there is no paid personnel. Funds are almost non-existent and come to us from the members' dues and a few donations.

"The archival part of the society's acquisitions are kept in filing cabinets at the library (about 15 ordinary-size file drawers). These papers, particularly the genealogical records, are consulted frequently and many inquiries by mail and telephone are answered by myself. As I am also the librarian this, while time-consuming, is no inconvenience to me.

"Most of the questions in your paper are not applicable to our archives. Although [ours is] a small operation, I must admit that our records are consulted on an almost daily basis by local persons and others from as far away as England and all parts of Canada and the USA. This, however, is difficult to classify for a statistical record."

The accumulation of these letters and the questionnaires and briefs we received from smaller archives give the impression of a great number of archives, or of archival collections, across the country working under different guises but demonstrating similar commitments. Manned by volunteers, part-time staff, or members of religious orders, motivated by a common sense of urgency to preserve disappearing documents, the smaller archives are preserving and providing access to irreplaceable historical material. Their support is rooted in a strong sense of community or institutional pride and affiliation; but with virtually no sources of external funding and with professional leadership just emerging, the majority of Canadian archives perform their tasks under difficult and often desperately inadequate circumstances.

National Profiles

We have approached the analysis of the results of our survey in two ways. In this section we present the information in aggregate form for the country as a whole, and for certain types of archives. In the next section we examine archives on a provincial basis, and in the third we separate repositories into three groups based on annual budgets indicative of levels of organizational development and of common institutional needs and concerns.

1. *Current Facilities and Holdings and Their Use*

To begin at the most general level, table 1 presents comparative figures for archives according to the type of parent body they indicated as their primary policy-making authority. Information on the Public Archives of Canada is shown separately in all our tables as its relative size would otherwise distort many figures. It might also be noted that a significant portion of the Public Archives' budget is allocated to its extensive records management function within the federal government. This makes comparison of its total budget and staffing with those of other archives imprecise, for most other archives do not have proportionately large records management responsibilities.

Table 1 — Categories of Canadian Archives, 1978

Primary policy-making authority	Absolute frequency	Percentage frequency	Last annual budget	Paid archivists ^a	Shelf feet ^b
Federal	9	5.2	\$ 363,000	14.1	11,954
Provincial	15	8.7	5,731,754	124.25	392,672
County	4	2.3	80,500	3.75	5,568
Municipal	14	8.1	1,458,834	38.25	53,738
Church	25	14.5	253,439	14.9	26,642
Historical society	14	8.1	122,123	10.11	5,193
Business	14	8.1	327,732	10.84	6,987
Research institute	5	2.9	197,132	9.0	25,350
Educational institute	43	25.0	1,817,127	59.19	117,599
Private trust	3	1.7	298,274	8.80	8,388
Interest group	16	9.3	127,365	5.70	3,299
Other	10	5.8	84,618	17.25	15,509
Total	172	100.0	\$10,861,898	316.14	672,899
Public Archives of Canada	1		\$16,562,910	219.00	236,000
Total	173		\$27,424,808	535.14	908,899

^a Includes paid administrators, archivists and records managers.

^b The "shelf foot" is a crude measurement of the bulk of textual archives, indicating their linear extent as boxed on the shelf.

It is perhaps understandable that with their concern for research resources or tradition the educational institutions, usually the universities, and the churches sponsor the two largest groups of archives. The 130 nongovernmental archives (71% of archives) house 31% of the textual material and account for 30% of the annual archival expenditure apart from the Public Archives of Canada. In the governmental group, the Public Archives spent nearly three times as much as all the provincial archives combined, with twice the staff, but housed 40% less material. Clearly, the federal government has taken its archival responsibilities more seriously than have the provinces.

Our survey also revealed that Canadian archives are relatively young. At the turn of the century only 17 of the 174 archives responding to this question had been founded; by 1925 this number had risen to 30. Growth was not much more rapid in the next quarter-century, as by 1950 only 49 Canadian archives had been created. Then came the boom time. By 1960 the number of archives increased by 50% to 75; and in the next decade the increase was at the amazing rate of nearly five institutions per year, as the total number increased by another 66%, and in the five years up to and including 1978, 30 more archives had been set up. Represented graphically it is apparent that the increase in numbers of archival institutions has been truly exponential (see figure 1). The lack of interinstitutional organization to which we referred is hardly to be wondered at given the very recent emergence of most archives.

Figure 1 — Growth in Numbers of Canadian Archives, 1880-1978

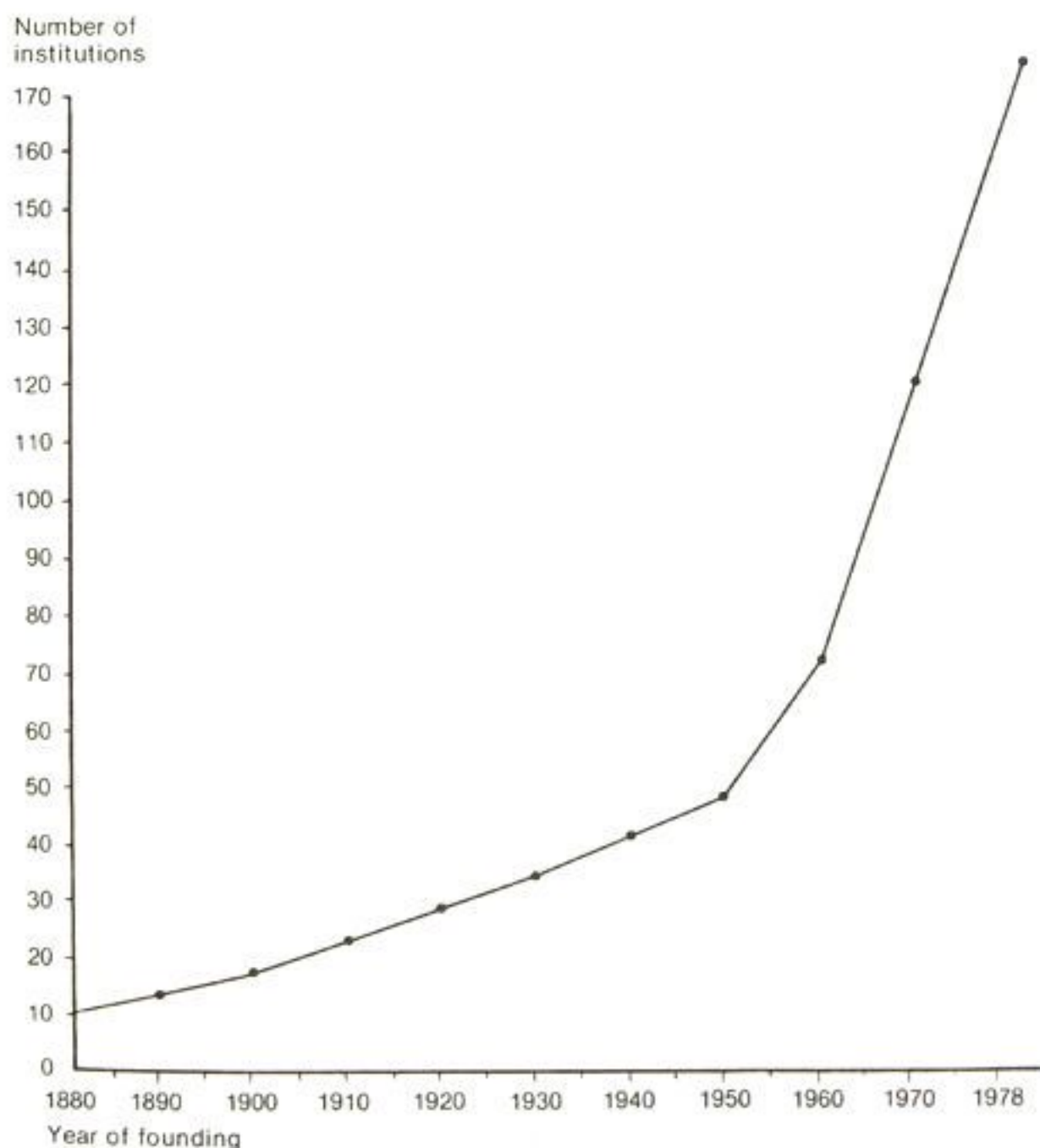


Table 2 gives an idea of size and variety of holdings of Canadian archives. On an average, Canadian archives hold 1,342 feet of textual records of the sponsoring institution (mean). But 50% of the archives hold only 100 feet or less (median), and the lowest 20% hold no such records (20th percentile). The top 20% (80th percentile) hold more than 807 feet of this type of material. The fact that this figure is lower than the average indicates that a very few large archives have influenced the mean enormously. Through tables 2 to 8 we note the actual reported figure closest to the 20th and 80th percentile simply to give readers an indication of the upper and lower ranges of responses, which vary widely in most tables. Readers must not assume that it is the same individual archives which always appear in the 80th and 20th percentiles.

One can see in table 2 the very small accumulation of microfilm materials, films, videotapes and machine readable materials. It is interesting, however, to see the considerable numbers of photographs being preserved, and some substantial holdings of sound recordings.

Table 2 — Holdings at Canadian Archives, 1978

Holdings	Total ^a	Mean	Median	20th percentile	80th percentile	No. of archives reporting
Textual records of sponsoring institution (feet)	228,300 (73,335)	1,342.9	99.8	0	807	170
Other textual manuscripts (feet)	131,872 (27,000)	755.7	50.0	0	600	170
Printed material (items or volumes)	738,960 (150,000)	4,451.6	300.3	0	4,153	166
Microfilm (reels)	62,929 (24,000)	365.9	6.5	0	192	172
Microfiche (fiches)	38,475 (18,000)	222.4	0.08	0	0	173
Machine readable material (files)	2,711 (300)	16.0	0.05	0	0	169
Maps, plans, atlases (items)	940,219 (750,000)	5,498.4	50.0	0	900	171
Photographs (items)	4,303,008 (5,600,000)	26,561.8	1,188.5	100	12,000	162
Pictures, drawings, prints (items)	346,503 (102,000)	2,074.9	10.4	0	250	167
Films, videotapes (hours)	3,968 (56,000)	23.5	0.38	0	15	169
Sound recordings (hours)	54,721 (35,000)	323.8	10.2	0	120	165

^a Figures in parentheses are for the Public Archives of Canada.

It is interesting to compare table 2 and table 5. We know that Canadian archives are new. We can see that they are fast growing, not only in numbers but also in size of holdings. It would appear that the average

growth rate in size of holdings would be around 10% annually. If holdings of many archives are now small, it should not be assumed that they will remain so, or that the need for them is proportionally small.

The various measurements of usable space of Canadian archives are very revealing. We can see in table 3 that half of Canadian archives have a public service area smaller than a room 10 × 15 feet in dimension. The reader must bear in mind that unique archival materials cannot be risked on loan, and users must consult the records on the premises. Consider, then, that 24.1% of our respondents reported no public service space. Such archives can be no more than a records vault. Even at the 80th percentile, the size of public service area is low, only 800 square feet, and yet at this level the number of research visits per year totals over 1,300 (see table 6).

Table 3 — Physical Dimensions of Canadian Archives, 1978

	Total ^a	Mean	Median	20th per- centile	80th per- centile	No. of archives reporting
Storage capacity (shelf feet)	678,589 (236,000)	4,241.2	555.5	125	3,000	160
Public service area (square feet)	90,907 (10,000)	561.2	150.8	0	800	162
Exhibition area (square feet)	59,230 (3,600)	363.4	0.3	0	145	163
Staff work area (square feet)	116,461 (74,000)	718.9	250.5	20	936	162

^a Figures in parentheses are for the Public Archives of Canada.

Staff work area is equally small, but must be read in relation to the astonishing figures in table 4 on paid staff at Canadian archives. In 33% of Canadian archives there is not even a part-time paid archivist, while another 17% of archives make do with the half-time services of an archivist. Only the top 28% of archives have more than a half-time paid administrator, and only the top 10% have more than a half-time paid records manager. As the table shows, for half of Canadian archives there is no full-time paid staff in any category, while even among the top 20% the total number of full-time paid personnel would appear to range about three or four. It is no small wonder, then, that in half of Canadian archives the staff work area is less than 250 square feet. This pitifully low number of staff should be compared with the growth in size of holdings (table 5), for staff time is required for accessioning, describing, arranging and conserving these holdings. Staff time is also required for dealing with users. On an average, archivists reported spending 20% of their time dealing with research visits, and 17% of their time dealing with remote inquiries.

Table 5 also suggests something of the pioneering role played by the Public Archives of Canada. Today, its largest growth rates are in machine readable files and microfiche, documentary forms barely touched as yet by the rest of the archival system. In other archives the highest growth

Table 4 -- Number of Paid Staff at Canadian Archives, 1978

	Total ^a	Mean	Median	20th per- centile	80th per- centile	No. of archives reporting
Administrative staff	71.5 (52)	0.4	0.01	0	0.8	174
Archivists	223.1 (99)	1.3	1.0	0	1.6	174
Records managers	31.3 (68)	0.2	0.0	0	0.0	174
Technical support	99.4 (92)	0.6	0.01	0	1.0	173
Administrative clerical support	188.5 (303)	1.1	0.01	0	0.8	174
Research assistants	69.6 (55)	0.4	0.01	0	0.3	174

^a Figures in parentheses are for the Public Archives of Canada.

Table 5 -- Annual Growth Rate of Holdings at Canadian Archives, 1978

	Total ^a	Percent ^b	Mean	Median	20th per- centile	80th per- centile	No. of archives reporting
Textual records of sponsoring institution (feet)	22,659 (7,000)	9.0 (9.5)	192.8	10.2	1	161	116
Other textual manuscripts (feet)	11,888 (3,000)	8.1 (11.1)	107.1	9.6	1	150	111
Printed material (feet)	28,221 (25,000)	4.0 (16.6)	242.5	30.1	5	300	115
Microfilm (reels)	6,361 (3,000)	9.3 (12.5)	69.4	10.0	0	100	91
Microfiche (fiches)	10,193 (6,000)	25.4 (33.3)	434.3	25.0	0	200	23
Machine readable material (files)	17 (120)	0.6 (40.0)	1.7	0.0	0	0	10
Maps, plans, atlases (items)	76,953 (50,000)	6.1 (6.6)	718.7	8.0	0	100	107
Photographs (items)	257,408 (600,000)	3.0 (10.7)	2,057.5	99.3	6	500	125
Pictures, drawings, prints, (items)	53,249 (3,200)	15.5 (3.1)	618.6	9.7	0	31	86
Films, videotapes (hours)	618 (2,000)	15.8 (3.6)	9.2	1.1	0	10	67
Sound recordings (hours)	9,949 (4,200)	18.5 (12.0)	110.5	8.5	0	40	90

^a Figures in parentheses are for the Public Archives of Canada.

^b This column indicates total growth as a percentage of total holdings.

rates are in films, videotapes and sound recordings, yet in absolute terms, their additions are small compared with the additions being made by the Public Archives to already substantial collections. The experience gained by the Public Archives and freely shared with others in handling new documentary media is having its effect on the archival system. All of the larger archives are becoming increasingly multimedia archives, requiring professional expertise and specialized facilities to preserve electronic documentary forms and to make them available for research. The importance of these non-paper records is increasing.

It is a common fallacy that archives reading rooms are the preserve of academic scholars. Whether this was ever the case is problematical; today archives and their resources are drawn upon by a wide range of researchers seriously interested in historical topics. As table 7 indicates, university-based researchers do account for nearly 30% of the daily visits to archives. They are joined by an equal number of staff from the archives' sponsoring institutions, a significant number of genealogists and a grouping called "others" in our survey, including teachers, school students, local historians, private researchers, and the simply curious.

It must also be remembered that the use of an archives as measured by our survey is but a crude index of the importance of its collection. Archives, unlike museums, art galleries or libraries, do not attempt to attract large numbers of the general public to their reading rooms. Their unique fragile holdings could not withstand such repeated handling. Rather, archives reach a broad public through interpreters — researchers who spend days, weeks and often years exploring the archival resources and present their interpretation of this information through books, theses, articles, local histories, genealogies and, increasingly, through radio, television and film productions. Archives-use statistics reflect but a minute portion of their true public.

Table 6 — Incidence of Use of Canadian Archives, 1978

Number	Total ^a	Mean	Median	20th percentile	80th percentile	No. of archives reporting
Research visits ^b	169,137 (37,448)	1,070.5	130.5	16	1,318	158
Remote inquiries	81,905 (39,201)	549.7	110.0	20	500	149
Photocopies to users	629,503 (311,500)	4,433.1	200.3	0	4,277	142
Microfilm feet to users	330,116 (1,340,000)	2,215.5	0.1	0	0	149
Microfiches to users	137	0.9	0.03	0	0	150

^a The figures in parentheses are for the Public Archives of Canada only and are presented for comparison purposes.

^b 1 person × 1 day = 1 visit.

Once again, the variance between the large and small archives is striking. Twenty percent of Canadian archives have 16 research visits

(defined as 1 researcher \times 1 day = 1 visit) or less per year. At the other end of the scale, 20% have 1,318 visits or more per year. Some have a great deal more. Excluding the Public Archives of Canada, nine archives have over 5,000 research visits per year. Equally impressive is the substantial quantity of photocopying and microfilm copying carried out to assist researchers each year. We consider the fact that half of Canadian archives have at least 130 visits per year, respond to 110 remote, usually written, inquiries annually, and supply at least 200 pages of photocopying demonstrates a high level of demand. These figures must be read in conjunction with those in tables 3 and 4 indicating the near absence of paid staff or public reference areas, and with those in tables 8 and 9 showing the extremely low budgets for anything which might attract users, such as published guides to holdings (77% have none), public relations, exhibitions, etc. Indeed, some archives deliberately avoid giving their services wide publicity for fear the public demand would overwhelm their limited resources. Most archives are stretched to the limit now.

Table 7 — Types and Proportions of Users of Canadian Archives, 1978

Users	Mean ^a	Median	20th percentile	80th percentile	No. of archives reporting
	%	%	%	%	
Sponsoring institution	28.3 (—)	10.3	0.0	65	159
Government	5.0 (14.0)	0.5	0.0	10	160
University researchers	28.3 (27.0)	20.1	5.0	50	160
Genealogists	11.5 (12.0)	1.1	0.0	20	160
Media researchers	5.8 (18.0)	2.9	0.0	10	160
Others	15.6 (29.0)	6.0	0.0	28	160

^a Figures in parentheses are for the Public Archives of Canada only and are presented for comparison purposes.

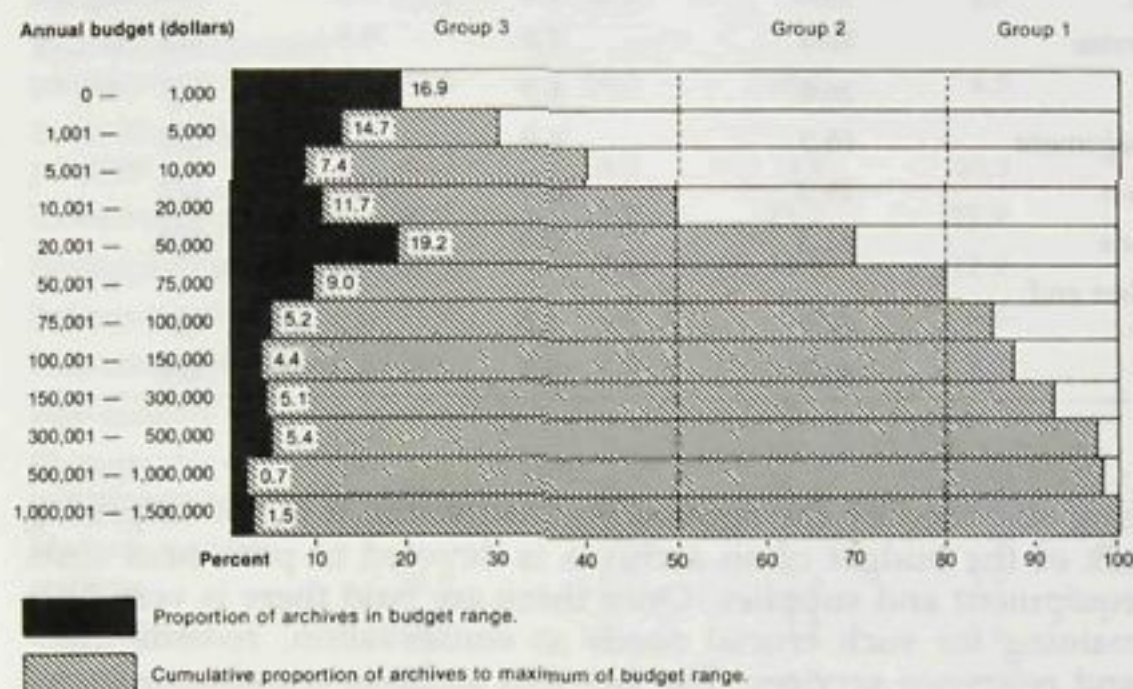
2. Budgets and Planning

The budgets of Canadian archives are low. This is a tired phrase to most administrators; but anyone who has spent any time in Canadian archives can only wonder how so much has been done for so little.

Figure 2 presents institutional budgets as reported for the fiscal year ending in 1978. Fully half reported annual expenditures of less than \$20,000. Eighty percent had budgets of less than \$75,000. This information suggests a division of Canadian archives into three groupings to assist in understanding their concerns and needs. First, there are the small archives with budgets under \$20,000 annually. These are the repositories below the median in most of our tables, reporting less than 150 square feet of public

reference area, with less than a full-time archivist, and with 500 shelf feet or less of storage space. They constitute about half of the archives responding to our survey.

Figure 2 — Total Budgets of Canadian Archives, 1978



It is worth recalling from table 1 that the total of the budgets of all Canadian archives, excluding the Public Archives of Canada, is only \$10,861,898. This figure is less than the individual budgets of several university libraries. The expenditure on 184 archives is less than 61% of the cost of one new fighter aircraft!

Table 8 indicates how the available dollars are allocated within archives. Rather than showing the 20th and 80th percentiles in this table, we have noted the proportion of responses reporting no budget whatever under the various categories of expenditure. Since many archives make no expenditure for the various categories, the median figures are amazingly low: for each of conservation, records management, reference service and public relations, half of Canada's archives devote less than 1% of their budgets. The fact that 62.1% of archives indicated no budget for capital facilities and maintenance must indicate that these costs are being absorbed by a sponsoring institution.

Those who are not archivists may be interested to see how little archives spend on acquisition. While academic libraries generally spend from 25% to 30% of their budgets on acquisition, 80% of all archives spend under 10% of their budgets on acquisition; and, of course, 42% do not have any budget for acquisition. Although recently the sale of archival materials has increased alarmingly, the norm is still for archives to receive materials as donations or simply direct from their sponsoring institution.

Since acquisition is such a small part of archival budgets, and since capital facilities are so often provided at no direct cost to the archives,

Table 8 — Budget Allocations of Canadian Archives, Percentages, 1978

Budget allocated to	Percentage of archives reporting no expenditure	Mean (percent)	Median (percent)	No. of archives reporting
Acquisition	41.6	8.3	1.9	125
Processing and description	35.0	20.5	9.9	123
Conservation	50.0	4.6	0.5	124
Reference service	50.4	7.6	0.5	123
Equipment	26.6	8.9	4.7	124
Records management	65.3	6.0	0.3	124
Administration	29.3	21.3	10.5	123
Public relations	61.3	2.5	0.3	124
Capital facilities and maintenance	62.1	4.5	0.3	124
Other	65.3	13.5	0.3	124

the cost being absorbed by the sponsoring institution, it is not surprising that the bulk of the budget of an archives is devoted to personnel costs and basic equipment and supplies. Once these are paid there is very little money remaining for such crucial needs as conservation, records management, and reference services. The fact that archives are able to spend so little on public relations (average: 2.5%) is also very serious, for this link closes a vicious circle: archives are not able either to develop their resources to be of better use to the public or to advertise their availability to attract the public interest which might bring in more resources.

Having seen how archives allocate their budgets, let us examine the archival programs these budgets support (table 9). Respondents were asked first to indicate whether their archives possessed any number of a series of various archival facilities or programs. In some instances the results are disquieting, for often there are no facilities for elementary archival functions: 46% without adequate space and equipment, 62% without a records management program, 53% without a conservation program, 27% without a program for preparing finding aids and 18% with no reference services. On the other hand, taking into consideration the figures on budgets, the fact that there are good proportions of archives operating or at least attempting many of these basic programs is encouraging. The level, though, at which most are functioning must be a bare minimum. The use of volunteer labour and a dependence on the donation of material is obvious in some cases, given the information on budgets in figure 2. The fact remains that the majority of archives are not able to maintain archival functions in more than the most rudimentary sense. With existing levels of support, priority is clearly being given to providing reference service, handling photographic archives and preparing finding aids.

We were interested in learning of the priorities of Canadian archives: both in terms of desired expansion (table 9) and of realistic expectations (table 10). We also attempted to discover what programs or services would suffer most from budget reductions (table 11).

Table 9 — Existing Facilities and Services and Desired Expansion, Canadian Archives, 1978

	Percentage of archives having facility and service	Desired expansion of facilities in order of priority			
		1st priority (percent)	2nd priority (percent)	3rd priority (percent)	Total (percent)
Adequate space and equipment	53.6	38.8	7.9	4.5	46.7
Records management program	37.6	21.1	11.8	4.5	32.9
External acquisition program	46.7	9.2	9.9	10.3	29.4
Conservation program	46.7	3.9	25.0	11.0	39.9
Finding aids preparation	73.3	7.2	14.5	12.9	34.6
Reference service	82.4	2.6	3.9	6.5	13.0
Oral history program	34.5	2.0	4.6	9.7	16.3
Map archives	41.8	—	2.0	—	2.0
Photographic — picture archives	83.6	4.6	3.9	5.8	14.3
Machine readable archives	10.9	0.7	2.0	3.9	6.6
Film archives	27.9	—	1.3	2.6	3.9
Extension services	32.7	1.3	3.3	9.7	14.3
Microfilm program	37.0	6.6	7.2	10.3	24.1
Decentralization program	9.7	0.7	0.7	1.9	3.3
Other programs and services	7.9	1.3	—	2.6	3.9

It is not surprising to see that expanded space and additional equipment are the clear first priorities, both in desired and expected expansion. The second priority, the development of records management programs, stems logically from a desire to regulate the acquisition of material. While archivists gave solid priority to the conservation needs of their collections, the differences in tables 10 and 11 in priorities for conservation and reference service would suggest that while the archivists would stress conservation by a substantial margin, they realize they are more likely to obtain funding for expanded reference services. Such a distortion of professional archival priorities presumably by the archives' sponsoring institutions is disturbing.

It is noteworthy that microfilm, extension and oral history programs were high on the lists of many archivists for their second and third priorities. Interestingly, these would also be among the first programs to be reduced in the event of budget restrictions. It would appear in fact from a comparison of tables 11 and 9 that virtually all the archives now operating these three types of programs would be forced to reduce them as economy measures. Logically, many archives are also prepared to sacrifice external acquisitions if need be to devote their limited resources to serving their own institutions or the collections already in hand.

Table 10 — Expected Expansion of Canadian Archives in Order of Priority, 1978

	1st priority (percent)	2nd priority (percent)	3rd priority (percent)	Total (percent)
Space and equipment	32.2	5.6	4.1	41.9
Records management	18.2	9.7	7.6	35.5
External acquisition	7.7	5.6	6.9	20.2
Conservation	4.9	16.0	11.0	31.9
Finding aids	7.7	20.1	4.8	32.6
Reference service	9.1	5.6	6.9	21.6
Oral history program	2.8	6.9	9.7	19.4
Map archives	—	2.1	—	2.1
Photographic — picture archives	4.9	4.9	6.9	16.7
Machine readable archives	0.7	2.8	2.8	6.3
Film archives	—	0.7	2.1	2.8
Extension services	2.8	4.9	8.3	16.0
Microfilm program	6.3	10.4	14.5	31.2
Decentralization program	0.7	0.7	2.8	4.2
Other programs and services	2.1	—	3.4	5.5

Table 11 — Order of Priority of Cutbacks in Facilities and Services^a at Canadian Archives, 1978-1983

	1st priority cutback (percent)	2nd priority cutback (percent)	3rd priority cutback (percent)	Total (percent)
Space and equipment	5.1	2.6	5.1	12.8
Records management	2.6	2.6	5.1	10.3
External acquisition	13.7	5.2	8.5	27.4
Conservation	4.3	6.1	8.5	18.9
Finding aids	6.8	10.4	10.2	27.4
Reference service	6.8	13.0	13.6	33.4
Oral history program	16.2	13.0	5.1	34.3
Map archives	0.9	5.2	3.4	9.5
Photographic — picture archives	2.6	8.7	5.9	17.2
Machine readable archives	1.7	2.6	3.4	7.7
Film archives	7.7	2.6	3.4	13.7
Extension services	10.3	7.0	9.3	26.6
Microfilm program	13.7	9.6	5.9	29.2
Decentralization	3.4	3.5	0.8	7.7
Other	0.9	1.7	0.8	3.4

^a To be read in context of table 9. Respondents were asked to consider cutback priorities in the event of a required retrenchment.

With table 11 we complete the budget circle circumscribing the activities of most archives. Budgets are low. In attempting to provide full archival services on a shoestring most archives are hard pressed to maintain the essentials, with little time or money left for the public relations efforts that might secure additional resources. Any budget reductions will strike immediately at the essentials, with reference services, preparation of finding aids, further external acquisitions being among the first to suffer. Archives have no room to manoeuvre. All but a few are trapped in this budget circle.

3. Staffing

In the final section of our questionnaire we asked the archives a series of questions on their institutional attitudes to professional development, qualifications for employment and their expectations for the future. Given the uncertain state of advanced courses in archival studies, multiple answers were permitted to several of these questions.

At present, 68% of archives require a BA or informed interest of prospective archivists, and only 19% require a master's degree. Educational requirements are, however, expected to rise in the next five years, with 32% expecting to require a master's degree, and 61% indicating that they would require a master's or a diploma in archival science if these become available.

Table 12 — Qualifications for Employment at Canadian Archives, 1978

	Required now	Expected requirement in five years ^a
Informed interest (no degree)	31.4	
Diploma in archival science		39.3 ^a
BA	36.5	38.5
MA	11.5	21.5
MLS	7.1	10.4
BA and internship		23.7
Master's degree in archival science		21.5
Other	13.5	
No. of archives reporting	156.0	135.0

^a Multiple answers to this question were possible; informed interest was not asked.

For the most part, archives foresee very limited expansion of their staff of archivists in the next five years (see table 13): 15% do not anticipate creating any new positions for archivists, and a further 32% anticipate adding only one or a part-time position. These 140 archives would, therefore, open about 51 new positions. The other 19 archives responding to this question expect to create 70 new professional positions, with four archives accounting for half of these positions. These projections do not reflect the possible establishment of new archives in the next few years, with their staff requirements.

Table 13 — Expected New Positions for Archivists over Next Five Years, 1978-1983

Number of new positions	Number of archives	Total number of positions to be created	Percent of archives
0.0	88	0.0	55.3
0.5	1	0.5	0.6
1.0	51	51.0	32.1
2.0	10	20.0	6.3
3.0	5	15.0	3.1
5.0	2	10.0	1.3
10.0	1	10.0	0.6
15.0	1	15.0	0.6
	159 ^a	121.5	

^a Total number of archives reporting.

In light of current discussion within the profession about archival education, we asked the repositories for their institutional attitudes to *the various options being considered*. The most frequent first choice was for a full master's program in archival science. Those who supported this felt strongly about it, giving it as a clear first choice. Diploma courses in archival studies came second, but with a number of institutions which would prefer a master's program giving the diploma as their second choice. Sabbatical leaves and research grants programs were far behind the formal educational options, suggesting that the repositories are primarily concerned about basic education of new staff rather than professional development of existing staff.

Table 14 — Perception of Most Useful Programs for Professional Development

	Percentage of responses		Total
	Most useful	2nd most useful	
Master, archival science	40.4	21.3	61.7
Diploma course	36.5	35.0	71.5
Sabbatical leave	8.8	15.4	24.3
Research Grant	6.7	15.7	22.4
Other	5.9	7.4	13.3
Total number of respondents: 134			

Suspecting that the smaller archives have special needs, we asked those with annual budgets under \$50,000 (roughly 70% of our respondents) to indicate the kind of training assistance they would find most useful for their staff or volunteers (see table 15). A strong demand exists for the production and distribution of basic manuals and texts. Next in level of

desirability were regional workshops and internships at larger archives. The availability of consultants and courses at the community colleges ranked lowest.

Table 15 — Perception of Most Useful Training Activities and Tools by Archives with an Annual Budget of Less Than \$50,000

	Most useful (percent)	2nd most useful (percent)	Total (percent)	Number
Regional workshops	24.1	20.7	44.8	116
Internships	19.0	24.1	43.1	116
Consultants	12.8	18.8	31.7	117
Community college course	9.5	12.9	22.4	116
Basic manuals and texts	33.3	18.4	51.8	114

Provincial Profiles

In our search for descriptive generalizations about the Canadian archival system, we found it useful to analyze the responses to our questionnaire on a provincial basis. As might be expected there is a wide variation in the numbers of archives in each province. We received 71 completed questionnaires from Ontario and only one, the provincial archives, from Prince Edward Island. Yet, per capita, both of these provinces have the same number of archives (.009 per 1,000 population). Table 16 shows the per capita ratios (per 1,000 population) of the numbers of archives and their total budgets in each province. While the number of archives per capita is inexact in determining the extent of archival activity in each province, the per capita expenditure on archives is significant. In this, Manitoba and Ontario are noticeably below the other provinces in supporting archives.

Table 16 — Archival Resources Per 1,000 Population^a, by Province, 1978

	BC	Alta	Sask	Man	Ont	Que	NB	NS	PEI	Nfld	PAC ^b
No. of archives per 1,000 population	.011	.006	.008	.006	.009	.005	.011	.010	.009	.009	
Dollars per 1,000 population	721	636	557	252	363	585	717	621	532	655	733

^a Population based on 1976 census figures.

^b Public Archives of Canada.

Table 17, comparing average archives budgets by province, reflects the different patterns of archival development in Ontario and Quebec. In Ontario, smaller archives have proliferated, with 71 answering our

survey. Only 33 replied from Quebec, and the budgets of one or two of these lifted the provincial average considerably, placing it third after Alberta and New Brunswick.

Table 17 — Average Archives Budget,^a by Province, 1978

BC	Alta	Sask	Man	Ont	Que	NB	NS	Nfld
\$91,330	127,208	72,112	50,728	59,503	110,535	119,250	84,022	89,675

^a PEI and Yukon each have only one repository. Total budget and average budget is thus the same.

The role of the provincial governments in funding archives is indicated in table 18, and in supplementary tables, Appendix 2. Fifteen archives responded that their main policy-making authority was their provincial government. Yet, in table A (Appendix 2), fully 29 archives have the provincial government as their primary source of funding, and a further 25 (tables B and C) receive some funding from the provincial government. In Ontario, the province is the main funding source for seven archives and a further 14 receive financial assistance. Grant programs for cultural activities and provincial lottery funds would appear to be reaching significantly more archives in Ontario than in other provinces.

Table 18 — Categories of Archives, by Province

	BC	Alta	Sask	Man	Ont	Que	NB	NS	PEI	Nfld	Yukon	Total
Federal government	—	—	1	—	6	—	—	2	—	—	—	9
Provincial government	2	1	1	1	1	3	1	1	1	2	1 ^a	15
County	—	—	—	—	3	1	—	—	—	—	—	4
Municipal	6	2	—	—	4	2	—	—	—	—	—	14
Church	1	2	2	3	9	6	1	1	—	—	—	25
Historical society	3	—	—	1	6	1	2	—	—	1	—	14
Business	2	—	1	—	6	4	—	1	—	—	—	14
Research institute	—	—	—	—	1	1	—	1	—	1	—	4
Educational institution	5	2	1	1	21	8	2	2	—	1	—	43
Private trust	—	2	—	—	1	—	—	—	—	—	—	3
Interest group	3	—	—	—	8	5	—	—	—	—	—	16
Other	1	1	—	—	5	2	1	—	—	—	—	10
Total	23	10	6	6	71	33	7	8	1	5	1	171

^a Yukon Territorial Archives.

Going beyond policy-making authority and funding, we also asked archives how they perceive their role in the archival system. Few archives

see themselves as having a national role: only four, in addition to the nine federal government archives. However, many described their self mandate as provincial, regional or municipal in scope, though they are not administered by these governmental authorities. In terms of primary policy-making authority there were only 33 provincial, municipal or county archives, but 46 gave these as their primary role and 92 see themselves in provincial, regional or municipal terms; fully one-third of these are in Ontario. Of the 43 archives administered by educational institutions in Canada, only 31 see their primary role as preserving the records of their institution. Many university archives clearly place their municipal or regional role first. Archives with multiple roles are located mainly in Ontario, Alberta and British Columbia. Quebec is noticeable for its lack of secondary sources of funding for its archives and for the relatively small number of archives with more than a single role.

In gathering statistics on the state of the archival system, our Consultative Group was curious about how archivists in charge of repositories view the adequacy of their resources. The results, with information on the growth of archival budgets, are shown in table 19. Of the 167 archives responding to the first question, 70 describe their resources as inadequate for what they are attempting. Table 20 presents the same information as tables 12 and 13 on a provincial basis.

Canadian Archives: Large, Medium and Small

In analyzing the results of the survey, our Consultative Group found the most instructive approach to be the examination of the characteristics of archives in three general budget groupings. When viewed by province or by sponsoring body, the archives showed little consistency in anything other than mandate. Budgets, though, are the key factor in studying the viability of archives as the "functioning organizational structures" mentioned in our definition. As explained earlier, budgets are not fully comparable from institution to institution, but when grouped, they do outline the widely varying circumstances of Canadian archives. Such divisions are employed here as a heuristic device and should not be seen as definitive standards.

Our question on annual budgets for the fiscal year ending in 1978 was completed by 136 archives. The likelihood is that the 48 which did not respond to this part of the questionnaire would fall in Budget Group 3, or with those archives with annual expenditures of less than \$20,000. They would join 67 other archives in this group, or 50% of respondents. Budget Group 2 in our division includes 39 archives (29%) with budgets between \$20,000 and \$75,000. Group 1 comprises 30 archives (21%) with budgets exceeding \$75,000. In figure 3, these proportions are represented graphically with the total budgets of the archives in each group. Group 3, with half and possibly more of Canadian archives, accounts for only 3.1% of archival expenditures. Group 2, with 29% of the repositories, accounts for 14.5% of the expenditures. And Group 1, or 21% of archives, accounts for 82.5% of the expenditures. This trend continues to the one archives we have excluded from these data, the Public Archives of Canada, as its budget alone is 54% greater than the combined budgets of all other Canadian archives.

Table 19 — Perception of Resources Relative to Mandate, and Budget Growth over the Past Two Years, Canadian Archives by Province, 1978^a

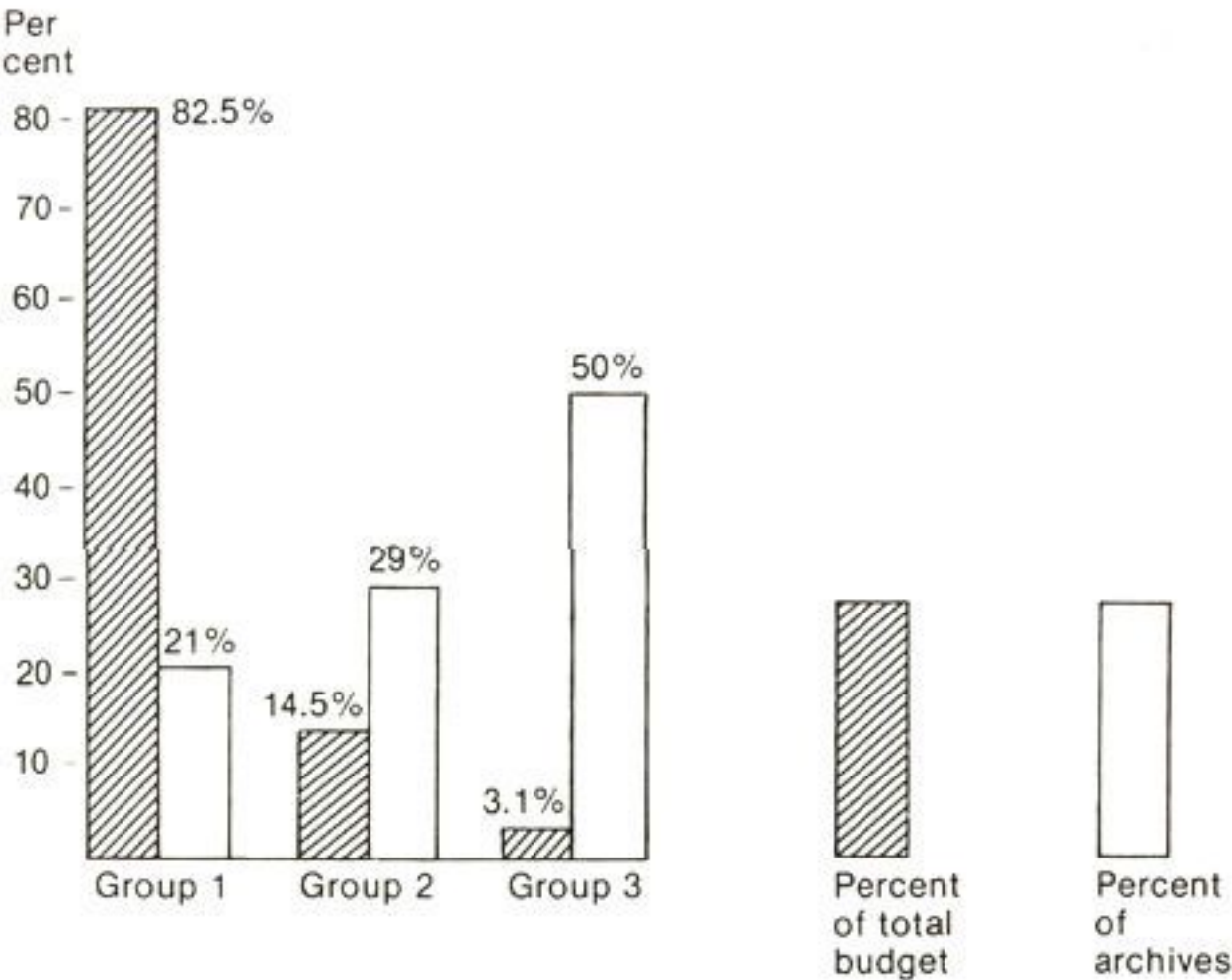
	Number of Archives											Total
	BC	Alta	Sask	Man	Ont	Que	NB	NS	PEI	Nfld	Yukon	
Excellent	2	1	—	—	16	1	—	1	—	1	—	22
Adequate	16	3	3	3	29	14	2	3	1	1	—	75
Inadequate	7	6	3	3	24	17	3	3	—	3	1	70
Percent of budget growth over past 2 years	38.4	16.9	44.8	33.7	10.1	45.1	6.1	8.9	2.5	8.4	8.9	
Total number of archives reporting	15	8	6	4	49	17	3	5	1	3	1	112

^a Budget growth represents growth between the last two complete fiscal years.

Table 20 — New Projected Positions for Archivists over the Next Five Years (1978-1983) and Present Requirements for Employment, Canadian Archives, by Province, 1978

	Number of new positions	Present Requirements for Employment				
		Informed interest	BA	MA	MLS	Other
BC	16.0	10	5	4	1	4
Alta	9.0	2	5	1	0	2
Sask	4.0	2	2	2	0	0
Man	4.0	1	3	1	0	0
Ont	41.5	17	23	5	6	11
Que	31.0	12	11	3	4	2
NB	2.0	1	3	0	0	1
NS	9.0	3	2	1	0	0
PEI	1.0	0	1	0	0	0
Nfld	1.0	1	1	2	0	1
Yukon	2.0	0	1	0	0	1
Total	120.5	49	57	19	11	22

Figure 3 — Proportions in Dollars and Numbers of Archives, by Budget Group, 1978



Group 1	—	\$9,060,826	—	82.5%
Group 2	—	1,589,896	—	14.5
Group 3	—	339,140	—	3.1
<hr/>				
Total		10,989,862		

Tables 21 to 26 present the basic statistical measurements gathered in our survey for each budget group.

Table 21 — Categories of Archives by Budget Group, 1978

	Group 1	Group 2	Group 3	Total
Federal government	2	1	1	4
Provincial government	11	1	1	13
County	—	2	—	2
Municipal	5	1	4	10
Regional	—	—	—	—
Churches	1	1	17	19
Historical society	—	3	6	9
Business	—	8	2	10
Research institute	1	2	1	4
Educational institution	8	13	13	34
Private trust	2	—	1	3
Interest group	—	3	9	12
Other	—	1	7	8
Total	30	36	62	128

Table 22 — Sources of Funds in Order of Priority by Budget Group, 1978

	Group 1			Group 2			Group 3		
	1st	2nd	3rd	1st	2nd	3rd	1st	2nd	3rd
Federal government	2	1	2	2	—	—	2	3	—
Provincial government	13	2	—	4	7	1	9	7	2
County	—	—	—	2	—	—	—	1	—
Region	—	—	—	—	—	1	—	2	—
Municipality	5	—	1	4	2	—	4	1	1
Church	1	—	—	1	—	—	16	3	—
Historical society	—	—	—	—	1	2	2	2	3
Business	1	—	—	7	1	1	2	1	1
Educational institution	5	4	—	13	2	—	13	1	2
Research institute	—	—	—	—	—	1	1	2	—
Interest group	—	—	—	1	2	—	7	1	—
Private donation	2	1	1	—	—	1	1	2	—
Other	—	—	—	—	—	2	2	—	1
Total	29	8	4	34	15	9	59	26	10

Archives Responding to Budget Question

Budget Group 1 — \$75,000 +	20.9%	(30)
Budget Group 2 — \$20,000 — \$74,999	29.1%	(39)
Budget Group 3 — \$ 0 — \$19,999	50.0%	(67)
Number of respondents	(136) ^a	

^a 48 archives did not respond to budget question.

Table 23 — Physical Dimensions of Canadian Archives^a by Budget Group, 1978

	Group 1			Group 2			Group 3		
	Mean	Median	Total	Mean	Median	Total	Mean	Median	Total
Storage capacity (shelf feet)	18,348	7,652	49,5405	1,669	999	58,406	650	250	38,366
Public service area (square feet)	1,816	1,364	49,041	523	251	18,851	231	100	13,856
Staff work area (square feet)	2,572	1,400	69,450	569	353	20,488	206	107	12,387
Exhibition area (square feet)	971	—	27,195	677	—	24,376	86	—	5,176

^a Public Archives of Canada excluded.

Table 24 — Paid Staff of Canadian Archives^a by Budget Group, 1978

Administrative staff	1.3	1.0	38.8	0.3	0.2	13.3	0.1	0.0	7.3
Archivists	4.4	2.1	133.3	0.8	1.0	31.9	0.5	0.2	30.4
Records managers	0.5	0.1	15.5	0.1	0.0	4.9	0.1	0.0	6.0
Technical support	2.2	1.8	65.5	0.5	0.0	21.1	0.0	0.0	1.6
Administrative support	4.2	2.1	127.3	0.5	0.2	19.0	0.3	0.0	15.8
Research assistants	1.4	0.1	42.8	0.4	0.2	14.3	0.1	0.0	6.9
Total	423.2			104.5			68.0		

^a Public Archives of Canada excluded.

Table 25 — Existing Facilities and Services of Canadian Archives by Budget Group, 1978, Percentage with Facilities

	Group 1	Group 2	Group 3
Adequate space and equipment	53.3	54.1	56.7
Records management program	46.7	40.5	39.0
External acquisition program	83.3	54.1	32.2
Conservation program	66.7	48.6	42.4
Finding aids preparation	96.7	83.8	69.5
Reference service	96.7	91.9	78.0
Oral history program	40.0	56.8	27.1
Map archives	56.7	59.5	32.2
Photographic — picture archives	86.7	91.9	79.7
Machine readable archives	3.3	18.9	13.6
Film archives	30.0	48.6	15.3
Extension services	60.0	43.2	18.6
Microfilm program	70.0	32.4	32.2
Decentralization program	10.0	10.8	11.9
Other programs and services	16.7	18.9	—

Table 26 — Degree of Satisfaction with Resources Relative to Mandate, by Budget Group (in percentages)

	Group 1	Group 2	Group 3
Excellent	10.0	23.7	9.4
Adequate	40.0	50.0	45.3
Inadequate	50.0	26.3	45.3

Group 1 is composed mainly of the government archives, including most of the provincial and the larger municipal archives. It also includes one-quarter of the university archives. The collections and facilities of archives in this group are appreciably larger than those in Group 2. They share a common staffing pattern, employing largely professional archivists, clerical support staff and a few technical support staff. Only the very largest have full-time administrators, records managers or research assistants. These institutions also share a commitment to reference service, preparation of finding aids, photographic archives, microfilming, and external acquisitions.

Group 2 would appear to include largely the university and institutional archives with a defined institutional mandate. Only 54% of archives in Group 2 have an external acquisition program, compared with 83% in Group 1. They share much the same commitment to reference service and photographic archives as Group 1. However, only 50% of these archives have a paid full-time archivist. Significantly, a much greater proportion of these archives are satisfied with their resources relative to their mandate than the government archives in Group 1 whose all-encompassing mandates outrun their resources.

Group 3 comprises the smaller university and church archives, historical society collections and a variety of other local or institutional archives dependent on volunteer labour. While virtually all do their best to provide reference service and finding aids and to house photographic collections, their facilities are meagre. And while many report having programs in effect, it is problematical whether these are comparable to the same programs reported by archives in Groups 1 and 2. Still, most in Group 3 felt their resources adequate to their task.

The most disturbing point about the data in these tables is the lack of certain basic archival programs or facilities in even our largest archives. As table 25 indicates, ten of the archives in Group 1 (33% of 30) do not have a conservation program. Sixteen of this group of largely governmental and institutional archives are not involved in records management. Few have film archives and only one reports involvement in machine readable archives. This group clearly recognizes its deficiencies in these areas and when asked about expected expansion over the next five years places these programs first along with improved facilities (table 27).

Table 27 — Expected Expansion of Canadian Archives over Next Five Years, Percentages in Order of Priority^a by Budget Group, 1978

	Group 1				Group 2				Group 3			
	1	2	3	T	1	2	3	T	1	2	3	T
<i>Space and equipment</i>	36.7	3.4	3.4	43.5	30.3	14.7	5.9	50.9	22.7	3.8	1.9	38.4
Records management program	30.0	3.4	6.9	40.3	30.3	17.6	2.9	50.8	9.6	7.7	13.2	30.5
External acquisition program	6.7			6.7	3.0	5.9	11.8	20.7	3.8	7.7	5.7	17.2
Conservation program	3.3	31.0	6.9	41.2	3.0	8.8	8.8	20.6	5.8	9.6	15.1	30.5
Finding aids preparation	6.7	17.2	6.9	30.8	6.1	20.6	5.9	32.5	7.7	19.2	3.8	30.7
Reference service			6.9	6.9	6.1	8.8	8.8	23.7	13.5	7.7	3.8	25.0
Oral history program		10.3	6.9	17.2	6.1		14.7	20.8	3.8	11.5	11.3	26.6
Map archives		6.9		6.9								
Photographic — picture archives	10.0	3.4		13.4		5.9	2.9	8.8	5.8	3.8	13.2	22.8
Machine readable archives		3.4	6.9	10.3		2.9	2.9	5.8	1.9			1.9
Film archives			3.4	3.4			2.9	2.9		1.9		1.9
Extension services		3.4	20.7	24.1	9.1	8.8	8.8	26.7	1.9	1.9		3.8
Microfilm program	3.3	10.3	10.3	23.9		2.9	11.8	14.7	11.5	17.3	18.9	47.7
Decentralization program			6.9	6.9			5.9	5.9		1.9		1.9
Other programs and services			6.9	6.9	3.0		2.9	5.9			1.9	1.9

^a 1 = first priority; 2 = second priority; 3 = third priority; T = total.

It is worth noting that while archives in Group 2 are deficient in conservation programs, most only expect to expand or add to their facilities and records management programs. The smallest archives put high priority on facilities and microfilm programs, though the latter may mean only the purchase of a microfilm reader to enable them to borrow microfilm from larger repositories. Space and equipment, the most basic resources of any archives, are the primary concern of virtually all groups.

Some of the clearest distinctions between the three budget groups emerge from an examination of the qualifications of their staff. This information is given by budget group in tables 28, 29 and 30. These tables reflect the increasing professionalization of archives, with 89% of archives in Group 1 now requiring a university degree and 71% in Group 2. These archives express strong interest in postgraduate education at the master's level for future staff. In Group 3 and a fairly large part of Group 2, there is a clear preference for a diploma course in archival science. As Groups 1 and 2 will be the main employers in the next five years, higher levels of archival education are needed to fill the requirements.

We were surprised to see (table 31), that contrary to what would be expected from table 30, a higher proportion of Group 1 archives indicate the diploma course as their first priority for professional development than do Group 3 archives. Group 3, in fact, is strongly aware of the need for professionalization and shows a definite interest in a master's program in archival science and a stronger desire for research grants than do the other groups. It may be that archivists in smaller institutions feel the need for official recognition and professional status more strongly than do their colleagues at the larger, usually better paying institutions. It may also be that the larger archives are now accustomed to recruiting professional

Table 28 — Present Qualifications for Employment at Canadian Archives by Budget Group, 1978 (in percentages)

	Group 1	Group 2	Group 3
Informed interest	3.7	20.6	42.4
BA	63.0	44.1	27.1
MA	22.2	14.7	6.8
MLS	3.7	11.8	3.4
Other	7.4	8.8	20.3

Table 29 — Expected Requirements for Employment at Canadian Archives over Next Five Years by Budget Group, 1978 (in percentages)

	Group 1	Group 2	Group 3
BA	39.3	43.8	39.5
MA	46.4	9.4	11.6
MLS	3.6	9.4	11.6
MA Archival Science	32.1	25.0	16.3
BA and internship	28.6	18.8	23.3
Diploma	17.9	34.4	55.8

Note: Multiple answers to this question were permitted.

Table 30 — New Positions for Archivists to Be Created over Next Five Years, by Budget Group, 1978

	Group 1			Group 2		Group 3	
New positions per archives	No. of archives	No. of new positions	No. of archives	No. of new positions	No. of archives	No. of new positions	
0.5	—	—	—	—	1	0.5	
1.0	8	8	13	13	16	16.0	
2.0	5	10	5	10	—	—	
3.0	4	12	1	3	—	—	
5.0	1	5	—	—	—	—	
10.0	1	10	—	—	—	—	
15.0 ^a	1	15	—	—	—	—	
Total new positions		60		26		16.5	

^a Public Archives of Canada.

Table 31 — Perception of Most Useful Means of Professional Development, by Budget Group, 1978 (in percentages)

	Group 1			Group 2			Group 3		
	1st	2nd	Total	1st	2nd	Total	1st	2nd	Total
MA Archival Science	33.3	33.3	66.6	41.2	14.7	55.9	42.6	12.8	55.4
Diploma course	48.1	25.9	74.0	23.5	32.4	55.9	35.4	41.7	77.1
Sabbatical leave	14.8	14.8	29.6	11.8	26.5	38.3	2.1	12.8	14.9
Research grants	—	11.1	11.1	9.1	15.6	25.0	12.8	19.1	31.9
Other	3.7	11.1	14.8	9.1	9.1	18.2	6.4	6.4	12.8

staff from a master's program in Canadian studies and then training them internally or through brief courses in the rudiments of archival science. All groups show a clear preference for educational development rather than research-related programs.

The final question in our survey was addressed to archives with budgets of less than \$50,000. This excluded all of Group 1, and 12 of the 39 in Group 2. The results are shown in table 32. Of those replying, the smallest archives show a definite preference for basic manuals and texts,

Table 32 — Perception of Most Useful Training Activities and Tools by Archives with a Budget Less Than \$50,000, by Budget Group, 1978 (in percentages)

	Group 2			Group 3		
	1st	2nd	Total	1st	2nd	Total
Regional workshops	15.4	23.1	38.5	21.8	25.5	47.3
Internships	17.9	25.9	43.8	16.7	22.2	38.9
Consultants	18.5	14.8	33.3	9.1	18.2	27.3
Community college course	14.8	25.9	40.7	9.3	14.8	24.1
Basic manuals and texts	23.1	23.1	46.2	40.7	14.8	55.5
	27 responses			47 responses		

followed closely by regional workshops. Opinions in Group 2 are evenly divided among all five options for staff development.

In view of the great disparity in budgets and other resources among Canadian archives, we decided to reexamine the other statistics we gathered, correlating them by budget groups. The results give an impression of the relative levels of archival activity. Table 33, accordingly, shows the growth in size of holdings for each budget group giving group totals and averages per institution. This table suggests an interesting correlation. The total growth in numbers of all units of archival materials in Group 1 is 409,665. This includes all textual and manuscript records, photographs, microfilm reels and sound recordings. Considering the budget total for Group 1 archives (figure 3) there is a budget of \$22 per unit of archival material added to such archives. In Group 2, the same figure is \$97 and in Group 3, \$21. Obviously, this is a very crude measurement, but it confirms the more general satisfaction with current resources found in Group 2 (table 26). It suggests, too, that there are economies of scale for larger archives, though such economies may be being made at the expense of proper archival care.

Table 33 — Annual Growth in Holdings by Budget Group, 1978

	Group 1		Group 2		Group 3	
	Total	Mean	Total	Mean	Total	Mean
Textual records of sponsoring institution	16,530	570	2,344	71	2,039	38
Other manuscript textual material	6,238	215	1,054	32	1,825	34
Printed material	15,797	544	3,029	92	4,027	77
Microfilm reels	4,153	143	470	15	250	5
Microfiche	5,418	187	225	7	100	2
Machine readable material	0	0	2		15	—
Maps, plans, atlases	73,092	2,520	880	28	1,326	26
Photographs	234,287	8,367	6,600	206	4,301	81
Pictures, drawings, prints	50,642	1,875	510	16	1,757	33
Films, videotapes	303	11	143	4	12	—
Sound recordings	3,205	111	1,053	32	137	3

Other statistics support our contention that "small" in budget does not imply small in terms of significance. On a proportional basis, archives in Group 3 assist more researchers per dollar or per staff member than their better funded colleagues. Granted, the difference in absolute terms is large, but the smaller archives are used to a much greater extent than their meagre resources would suggest (table 34). The pattern of such use is markedly similar for all archives, with university, media and other researchers drawing upon small and large archives alike in similar proportions (table 35).

Table 34 — Ratio of Staff and Budget: Incidence of Use by Budget Group, 1978

	Group 1	Group 2	Group 3
Total paid staff	423.0	104.5	68.0
Total incidence of use (research visits and remote inquiries)	154,214	40,469	28,347
Incidence of use ^a per staff member	364.6	387.3	416.8
Incidence of use ^a per dollar	0.017	0.026	0.084

^a Based on budget for the *last fiscal year*.

Table 35 — Categories and Proportions of Users by Budget Group, 1978

	Mean (percent)		
	Group 1	Group 2	Group 3
Sponsoring institution	24.0	33.2	29.8
Government	9.9	5.2	3.5
University researchers	28.7	27.6	24.1
Genealogists	14.3	13.3	11.3
Media researchers	7.9	4.6	5.4
Others	15.6	14.5	15.0

In an attempt to profile the "average" repository in each budget group, we present a final summary (table 36) comparing basic statistics for institutions in each group. No three archives correspond to these, but the comparison serves to show the great disparities of archival resources among the groups.

We have presented the results of our survey in rather great detail as befits the first comprehensive survey of the Canadian archival system. We have attempted to interpret the statistics in light of our own knowledge of the variety of archives. Our tables and accompanying commentary, however, do not exhaust the information or correlations which may be found in the statistics. Much more can be gleaned from the survey results. Accordingly, the survey has been deposited with the Machine Readable Archives Division of the Public Archives of Canada and is available for further analysis.

Table 36 — Summary of Statistical Averages by Budget Group^a

	Group 1 (30 archives)		Group 2 (39 archives)		Group 3 (67 archives)	
	Current	Growth rate (% per year)	Current	Growth rate (% per year)	Current	Growth rate (% per year)
Budget	\$302,027	21.2	\$40,768	99.6	\$5,062	48.7
Paid staff	14	2.1	2.6	5.1	1.1	4.5
Storage capacity (shelf feet)	18,348	—	1,669	—	650	—
Public service area (square feet)	1,816	—	523	—	231	—
Holdings						
Manuscripts and textual records (items)	8,016	12.6	816	33	484	19.2
Photographs (items)	119,669	10.6	8,696	1.3	4,529	6.9
Use						
Number	5,140	—	1,038	—	423	—
Per staff member	364.6	—	387.3	—	416.8	—
Per dollar of budget	.017	—	.026	—	.084	—
Budget dollars per use	\$58.75	—	\$39.29	—	\$11.96	—

^a Growth rates were calculated by the following procedure:

- (i) For each archives
$$\frac{(\text{present year's holdings} - \text{last year's holdings}) \times 100}{\text{last year's holdings}}$$

This gives growth for each archives as a percentage of last year's holdings.

- (ii) The percentage for each archives was summed for all archives in the budget group and then divided by the total number in the group.

Conclusion

In the introductory comments to this chapter we remarked on the diversity of Canadian archives in most of their aspects and upon the lack of interinstitutional coordination among them. An analysis of the results of our survey helped us to understand these obvious characteristics of the Canadian archival system by presenting in bold relief the most dominant characteristic of the system: it is severely underfunded.

Archives do not appear to rank highly in the priorities of their sponsoring bodies. Apart from the federal government, few governments have realized the significant cultural and administrative advantages of a fully functioning archival program. In universities, businesses, churches and other institutions, archives are seldom seen as central to their operating objectives or to their efficient management. As we noted in the introduction, the economies and efficiencies of records management and archival programs have been amply demonstrated by the federal government, a few provinces and municipalities and businesses over several decades. But as many archivists have discovered, governments and institutions are reluctant to spend some money now to save much more later. When

arguments rooted in economy, efficiency and self-interest cannot sway budget planners, the more basic cultural and research justifications for archives yield few results. No funding agency has interested itself in developing the archival system in any planned way by supplementing or encouraging institutional funds. Even those who use the archives seem to regard their use as a privilege rather than as a right, and seldom are pressures brought to bear to improve archival services. With a minimal number of full-time administrators, archives rarely can indulge in long-term planning. In such conditions, most archives lie becalmed in the budgetary doldrums.

The result, as we have seen, is that even the largest archives lack some of the basic facilities or services expected of a professional archives. The average archives in our top budgetary group is staffed by just over a dozen persons, working with inadequate space and equipment, and hamstrung in responding to new archival needs by a cramped budget. The average budget of our larger archives is one-tenth that of the average for the 44 main university libraries in Canada. The total amount spent on archival acquisitions in Canada (excluding the Public Archives of Canada) last year (\$901,537) is roughly the average amount spent by each of these university libraries for the acquisition of material. The vast majority of Canadian archives are financially insignificant by any standard. Staffed by part-time employees or volunteers, working in borrowed space, totally dependent on donations, the objectives of such archives are frequently limited to salvage preservation and an attempt to provide rudimentary reference service to what has survived. Our survey makes clear that virtually all archives are sensitive to budget cuts and if such cuts should be implemented, we suspect that some repositories would have no alternative but to close.

Most Canadian archives are newly established institutions, created in response to the enormous need for repositories for valuable records and rarely in response to the availability of funds. These archives have been set up in the absence of a school of archival science anywhere in the country, of basic manuals or texts on archival procedures, of any association of archival institutions, and of any program of federal or provincial assistance, or even of tax concessions. Their existence is a testimony to a sincere and growing desire of Canadians to preserve the fast fading image of their heritage. As the result of their newness and the near vacuum in which they were created, Canadian archives are greatly in need of organization, standardization and professionalization. If progress in these areas is not soon forthcoming, along with the necessary funding, the inevitable result of neglect will become painfully manifest in the area of conservation, as the records of Canada's past, the few that are preserved, steadily disintegrate.

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CHAPTER IV

Toward an Archival System in Canada

In the preceding chapter we reviewed at length the results of our survey of Canadian archives. The portrait which emerged showed the cumulative effects of the chronic lack of funding, facilities and equipment which has blighted the development of most archives. Useful as such a survey is in depicting the more tangible aspects of the archival system, it does have weaknesses in measuring less tangible factors. Most importantly, it fails to show the innate resilience of the archival system. This is hinted at in the simple survival of many archives and in the evident importance of donations and volunteers in the operation of most archives. While archives may be a budgetary afterthought, the preservation of records is a matter of pressing concern not just to archivists but to many in their communities and institutions as well. We received a clear indication of this in the briefs received in response to our modest press release announcing the formation of this Consultative Group. A total of 73 briefs was received, amounting to 530 pages. Some discussed broad policy; others described their existing programs in tones which mingled pride and frustration; and still others pointed out areas of need or problems to be resolved. Throughout, a sense of commitment prevailed.

Principles of Development

As our survey of Canadian archives and our respondents' briefs have made abundantly clear, the archival system is in need of various forms of assistance — such as basic supplies and facilities, staff education and training, and access to technical facilities. Before considering these needs in detail, we would like to discuss the principles which should guide any programs to assist archives.

The archival system is fragile. Many of its components, while characterized by enthusiasm, are financially modest. With a total annual archival expenditure outside of the Public Archives of Canada of under \$11 million, an additional \$2 million or \$3 million could have a substantial impact on the entire archival system. Applied correctly, such additional funding could introduce a new era for Canadian archives; applied hastily, it might destroy much that has been built. Many archivists are wary of additional funding for precisely this reason. Any development of archival funding or services must have a firm foundation in archival principles.

In Chapter I, we explored the definition of archives, the related principle of *provenance*, and the ramifications of each. It is useful to return to these. Most archives hold the day-to-day administrative records of an institution, government, or other corporate body which, once they have served their immediate purposes, are kept for reference and eventually for historical purposes. Such records are best understood in their context and the full body of current and future archival material can only be preserved when there is constant interaction between the archives and the offices creating the records. Such is the basic nature of archives. From this, several principles follow.

First, wherever possible, governments, institutions and other corporate bodies should be encouraged to develop their own archives. Where now there are incentives to place older records in the major public archives, these incentives should be reversed or parallel incentives should be established to assist the institution in preserving its own records.

Second, as the operation of an archives with smoothly functioning records management and reference systems is as much a matter of internal administrative efficiency as of responsibility to the community, all archives must depend for their continuing core funding on their parent body. All archives require some assurance of continuity, and external funding seems inevitably to be of limited duration. Some archives created in response to the Local Initiatives Program, Opportunities for Youth or other employment programs now sit as lifeless fossils. Such grant programs can be extremely useful in assisting established archives with special projects or in extending basic facilities, but the core of the archives program must be funded on a permanent basis by the government or the institution which created it.

Third, when local governments, institutions or other corporate bodies are unwilling or unable to preserve their own archives, custody should be transferred to one of the public or other "total archives" in a formal manner. The receiving archives has a responsibility to ensure that the right of full public access to public records is respected. It must also maintain contact with the donor to ensure that future records are transferred to the archives in a systematic way. The Consultative Group discussed the idea that the public archives act in some instances as a trustee, accepting and preserving the records of an institution or perhaps a local community until a more appropriate local archives is established, and then returning these records. The problem is complex with widely varying circumstances. The Consultative Group leaves it to all public archives to consider their own policies in this regard.

Finally, the Consultative Group considered funding priorities in Canadian archives. With many of even our largest archives lacking certain basic facilities, with briefs proposing the establishment of new specialized theme archives, and with pressing needs in every repository, the options open to the federal and provincial governments for increased archival spending are many. In light of the principles outlined above and for simple economy, we do not believe there is any need for direct federal or provincial initiatives in founding new archives. Any additional funds should be directed to the existing archives or to other archives which may be established on the initiative of others. Neither should funding be directed to improving a few archives. Rather, the highest priority now is for the development of a comprehensive system of archives in Canada. Interinsti-

tutional projects or programs, the introduction of services to benefit all archives, and the encouragement of joint action deserve immediate support. In time, once the structures and habits of a system are in place, once the repositories themselves acting together can assess their adequacy and the need for other archives, once essential archival technical services are available throughout the system, then other priorities may emerge. But, as many briefs to us made clear, first the overall system must be formed. This is the theme of all our recommendations.

Cooperation or Competition?

Taken together, the briefs develop aspects of a theme: that Canadian archives stand at the crossroads of choosing between continued institutional isolation and self-reliance or the deliberate evolution of a coordinated archival system with increased institutional interdependence. While, as we shall see, the arguments for substantially improved interaction among archives are to be found in all phases of archival activity, most briefs approached this subject through a discussion of the respective acquisition roles of the major public archives and of the smaller regional, corporate or institutional archives. The question of which records should be acquired by which archives is a significant tension in the archival system. The tendency to occasional rivalry and suspicion which has resulted has been a strong factor reinforcing the sense of institutional isolation.

In theory, there should be no competition among archives. Almost by definition, archives are separate entities, created by a government or some other organization to preserve the records of that administrative body, with the archives' principal responsibility being to its sponsoring body. Ideally, each organization and each family should preserve its own records. Obviously this is impossible and from their inception the federal and provincial archives have played a dual role: preserving the official records of their governments and seeking to preserve all records relevant to the history of their region. Archival legislation reflects these broad mandates. For example, in Saskatchewan, the provincial archives is empowered to "acquire by gift, devise, or in any other manner, and place in the archives printed documents, manuscripts, records, private papers and any other material, to whomsoever belonging, having a bearing on the history of Saskatchewan" (R.S.S. 1978, Chapter A 26, Section 12). Such all-inclusive mandates were essential when they were enacted and they have enabled the Public Archives of Canada and most of the provincial archives to gather comprehensive, multimedia collections documenting all aspects of the history of their regions.

The "Total Archives" Approach

From this tradition, Canada has given the archival world the concept inelegantly termed "total archives." These are archives which, unlike many European or United States archives, actively acquire both the official records and an extensive range of private materials in all documentary media bearing on the life of their institution or region. "Total archives" have an active, comprehensive acquisition mandate, however the archives may define its mandate: geographically, institutionally, or on a theme

basis. By casting a broad net, "total archives" attempt to document all aspects of historical development, seeking the records not just of officialdom or of a governing elite but of all segments of a community. Combining official administrative records and related private files, manuscripts, photographs, sound recordings, computer files, architectural drawings, maps, microfilm and other documentary forms all touching on the development of the organization or region, "total archives" make efficient use of *limited* archival resources, taking full advantage of the economies of scale in providing proper archival facilities. Equally, the task of the researcher in consulting all documentary materials touching on his subject is considerably simplified. The concept of "total archives" is excellent; its faults lie in its application.

As more than one brief to the Consultative Group noted, with an increasing number of archives applying the "total archives" approach, there arises the possibility of "total war among total archives". Acquisition interests and fields overlap throughout the system. As more municipal archives, local government or university-based regional archives, church, corporate, or theme archives follow the lead of the federal and provincial archives, the tensions in the archival system increase. Are the papers of a church leader prominent in both his own community and nationally appropriately preserved in a church, community or federal archives? In any case, just how does one define what historical materials are of local, provincial, national or institutional interest to determine their appropriate repository? Inevitably the acquisition policies of some "total archives" have been distorted by the need to impress their budgetary authorities with some well-publicized or prestigious acquisition. Similar distortions occur when acquisition policies are based on fashionable trends. It is not unknown for a prominent individual to be approached by two or three archives simultaneously after years of neglect. Not too long ago ethno-cultural archives were fashionable; this year's fashion is broadcast archives. Over the past decade all archivists have come to recognize these tensions, but the types of comprehensive, coordinated archival acquisition programs possible in a true system of "total archives" are only just evolving at the institutional level.

The "total archives" approach has also tended to be highly centralist in practice. This is understandable as the major "total archives" — the federal, provincial and territorial archives — account for 81% of the annual archival expenditures and 64% of the paid staff. In virtually every instance, these were the first professional archives in their regions and the impulse to gather all available archival material before neglect took its toll was as commendable as it was necessary. The arguments favouring a system of a few large centralized repositories are traditional and cogent. There are the economies of scale inherent in providing multimedia archival services in one facility, the ability to justify and to develop highly specialized staff, and the fact that usually the central archives have much better environment controls, security and technical facilities than are available in smaller or newer archives. The notion of having all materials bearing on the history of the country or a province in one place, conveniently accessible to a major university, is appealing. One reference service can provide access to the government's records, and materials gathered from many localities, associations, corporations or institutions can be studied together.

The Decentralized Approach

The arguments for a more decentralized approach to archival service are equally well known and forceful. Such arguments are rooted in the nature of archives and in the formal links which must be maintained between the older archival records, the continuing creation of records and the organizations or communities generating these records. In removing the accumulation of older records from a local government office, corporation or other institution, there are several dangers. First, if the records are judged only by what is of importance to the central archives, many secondary records, essential from a local perspective but peripheral or redundant from a central perspective, are left to a very uncertain fate. For example, provincial legislation usually gives the provincial archives some responsibility for municipal records. Frequently, though, the archives does not have the facilities to preserve more than the key records (minutes and bylaws) of each municipality, implicitly suggesting that the other supporting records are not historical. Or, the archives attempts to preserve the full range of documentation on a provincially significant sampling of municipalities, a practice that carries the same important implication for records in other communities. The result is that the continuity of archival and contemporary records is artificially broken. The older records are removed from their context and, with no continuing archival involvement, modern records are discarded. With the cream of local material skimmed off to the central archives, any movement to establish an institutional or local archives withers and dies. And other local letters, diaries and photographs potentially valuable to Canadian studies remain largely hidden in family hands. The place local records have in local identities, pride, or heritage concerns is suggested by the emotion with which some communities defend their records, poorly housed though they may be:

"In certain quarters, especially historic, the old provincial, or anti-Confederate, or anti-Ottawa feeling still burns brightly. With perhaps two exceptions, all the amateur writers on historic topics are more or less bitterly opposed to the removal of our historic records to Ottawa."¹⁹

"Sending documents to Ottawa is to many people like shipping them to a foreign country and most of my effort results not only in criticism but open resistance."²⁰

As a result, the central archives are often viewed as remote places. In too many Canadian communities, archivists are strangers. Public knowledge of archival concerns is limited, which is detrimental to public assistance in acquisitions, the full use of archival services, and overall funding levels.

The arguments for a more coordinated acquisition strategy in the archival system and for a more decentralized approach do not reduce the need for major "total archives" nor do they attack the concept. These arguments were in fact first developed by the provincial archives in countering the acquisitive tendencies of the Public Archives of Canada. In the past decade, through the annual Dominion, Provincial and Territorial Archivists' Conference, these "total archives" have developed a forum for rationalizing acquisition policies, and for planning common projects in copying and cataloguing archives. In the view of many briefs and of our Consultative Group, the archival system has developed to the point that the coordination and cooperation now accepted at the federal-provincial level must be extended to the entire archival system. Properly

conceived and suitably encouraged, such interarchives communication and action can combine the advantages of a central information system with those of decentralized repositories. The result will be better archival preservation and better reference services.

We have presented at length a discussion of the comments we received on the nature of "total archives." The role of these archives, particularly the large public archives, is basic to the functioning of the archives system. It is the opinion of the Consultative Group that the emergence of a true system of Canadian archives depends on a reinterpretation of the broad legislated mandates given each of the publicly funded archives. These archives have been given a responsibility by society to ensure the preservation of all records bearing on the history of that society. This responsibility must remain. But in fulfilling it, the public archives must recognize that today far more is implied than simply gathering all available archival material into one repository. This responsibility can also be fulfilled by fostering the development of appropriate institutional, corporate or local archives. In so doing, a much broader spectrum of historically important materials can be preserved, the full financial burden does not fall directly on the public purse, and the archives remain a living part of their institutional or local community. The existence of such archives is fully justified by basic archival principles. Our survey indicates they have obvious needs. The public responsibility given to the major archives requires in our view that they see assisting the smaller archives as a legitimate and integral part of their activity. The public archives need to bring into balance their traditional programs with the leadership role they should now play in fulfilling their broad responsibilities through a system of archives.

We recommend that all public archives reevaluate their overall programs to achieve an appropriate balance between their traditional institutional programs and new programs designed to provide leadership to a cooperative system of archives in their region.

Similarly all other archives with wide acquisition mandates need to conduct a reevaluation of their roles, defining these roles no longer in isolation but in relation to the evolution of comprehensive provincial and national systems. They need to assess the strengths and weaknesses of their current holdings, and to define what role they are best suited to perform in the system with their current resources. They should also begin discussions with other archives on how to fill evident gaps in archival services in their regions.

Provincial Networks

Thus far in demonstrating the need for improved archival cooperation we have dwelt on the problems of overlapping acquisition interests. We have found that given the basic principles of archival methodology, the diversity of archives already established, and the exponential trend in the establishment of new archives, archival service across Canada is and will be broadly based, involving a complex system of repositories. In such a system there are and will be many needs, far beyond the coordination of acquisition interests. Organizations considering establishing their own archives will need guidance and standards. Small or emerging archives

must have access to consultants, staff training, and technical facilities. Larger established archives require specialized services, assistance in meeting standards in all archival functions and advanced staff training. Researchers approaching this increasingly diversified system will expect efficient interarchives information systems, standardized descriptions, central reference services, and cooperative microfilming programs. In brief, with a pattern of archival service that is broad and diverse, structures and communications must be developed to link the separate archives into a coordinated system.

We believe that the archival system should be based on provincial networks of archives. Most briefs support this contention and without entering the debate on federal-provincial jurisdiction in cultural matters, there are a number of reasons for having networks organized along provincial lines. First, each province and territory now has a major provincial archives with an overall mandate to preserve the records of the province. Second, the provinces have basic responsibility for most public records in their domain: courts, schools, municipalities and other local governments. Third, the provinces are already the major secondary source of funding for existing archives (see Appendix 2, table B). As provinces develop their funding programs for cultural resources, means must be found to channel a portion of these funds into archival service. Finally, it appears that archives are more likely to define their roles in provincial or local rather than in national terms. The provinces or territories are the natural and most manageable bases for archival networks, and we believe it appropriate for the provincial archives to take the initiative in establishing these networks.

The networks may take many administrative forms. With the current differences in archival organizations across Canada, different provinces will adopt different administrative structures for their networks. In Quebec, for example, the Archives nationales du Québec is in the process of becoming a network through the establishment of regional centres linked to a central office. Other provinces are beginning liaison services and planning the accreditation of archives. In some provinces there are significant numbers of well established archives, while others are dominated by the provincial archives. Looking to the United States, various states have developed networks, some organized on a cooperative basis among autonomous institutions and others, like Quebec, having direct branches of the state archives.

The administrative form taken by each provincial network must be left to be decided jointly by representatives of all the archives in each province. In our view, the networks must be comprehensive, representing all archives large and small in the province, and they must respect the administrative independence of each archives. The networks will change and grow over time as experience is gained and services are developed. We see this happening by a process of cooperation. We have referred to the leadership role of the provincial archives. With their larger professional staffs, resources and involvement in provincial policy, they have a significant role to play. This will best be done by consultation and joint decision-making with the provincial network, rather than by fiat.

In the initial stages of organization, representatives of all archives in the province should be called together for meetings to discuss common problems. Each might prepare a statement on the current role of his or her archives and the place it has in a provincial system. A joint survey of resources, facilities and mandates might be undertaken and priorities for development discussed. The network should attempt to define basic standards for archives and to obtain provincial funding for archives development grants for facilities or special programs. Through the network, consultants might be available for municipalities or organizations considering establishing their own archives or for archives requiring special advice. Gradually, a comprehensive survey of the potential archival resources of the province or its region might be undertaken, with an assessment of the adequacy of the existing archives system to accommodate these resources. Finding aids should be exchanged, or at least copies centralized in one archives, and gradually the repositories might move toward standardized formats and terminology for all their finding aids. Through network communication, acquisition problems can be resolved, perhaps specific problems discussed. Where collections have been split, or one archives wishes to centralize some type of record, cooperative microfilm projects can be undertaken. Similarly, materials now in an archives distant from their place of origin might be copied for a local archives. The networks might sponsor staff training courses and workshops or public information programs. They might also coordinate the purchase of archival supplies at a bulk discount and sell these in turn to the archives. The networks must work to ensure that all archives have equal access to specialized technical facilities. Microfilming and the full range of conservation facilities cannot or need not be located in every repository. Under appropriate policies set by the network, a regional technical centre, perhaps administered by an established archives, can assist many smaller archives. Each network needs to define these requirements, develop the policies, and press for the establishment of such cooperative facilities.

We believe an appropriately constituted network of archives is the proper channel for additional provincial funding for archival service. With the current minimal level of archival funding, relatively small additional expenditures can both establish the network on a firm footing and have a significant impact on archives throughout the network. Depending on the province, annual expenditures of the order of \$100,000 to \$500,000 will effect major changes. Such funds should go initially to establishing the provincial network, with an emphasis on projects, services, or facilities that will assist several archives. In time, emphasis might be split between interinstitutional programming and facilities or projects to assist one archives. These funds might be administered by a formally constituted Provincial Archival Network Board, or through the provincial archives on the advice of a representative archival advisory board.

Only through such provincial networks can archives begin to establish their joint priorities and to act in concert in expressing these needs to governments and other funding agencies. Only in this way will the wide disparities now apparent in the archival system be overcome and the gaps in the system filled.

We recommend that the archives in each province form a coordinated network to establish common priorities and to develop services, facilities and programs of benefit to all.

The Public Archives of Canada

Over the years, the Public Archives of Canada has recognized its responsibilities to assist the development of the archives system. Without special funding the Public Archives of Canada and its staff have endeavoured to do their best. It has given regular courses in archives administration and records management. Its specialized staff have participated fully in professional associations, conferences and in the preparation of publications, and they have been freely available as consultants for provincial or other studies. It undertook the preparation of the *Union List of Manuscripts in Canadian Repositories* (1968) and followed it with a two-volume revision (1975) and continuing work on supplements. Most recently, it has coordinated and published another basic research tool: the *Guide to Canadian Photographic Archives* (1979), and has supervised the National Archival Survey (summer, 1979). The Diffusion Program, depositing in each provincial archives complete microfilm copies of the papers of Sir John A. Macdonald and Sir Wilfrid Laurier, with copies of relevant series of federal records, has made important records accessible across the country. Similarly, the publication of the Public Archives' finding aids, both in inventories and on microfiche, and its slides of historical works of art are making its collections more accessible on a national scale.

Our Consultative Group sees such programs as harbingers of the future. And if in any quarter they have been seen as peripheral to the activities of the Public Archives of Canada, they must now be seen as central. The Public Archives of Canada's mandate is not clearly defined in The Public Archives Act (R.S.C. 1970, Chapter P-27), an act which has remained largely unchanged since it was passed in 1912. But throughout this century, successive governments and Dominion Archivists have accepted a major responsibility for preserving the historical records of the nation. This responsibility, as that of the provincial archives, must remain; but it must be exercised in conjunction with and by providing leadership for a comprehensive national system of autonomous archives. The Public Archives of Canada has a place in this system as a thriving, growing repository for materials of national significance not more appropriately housed elsewhere. But it also has a place of equal or, perhaps now, of greater importance in developing and providing leadership for the system. The Public Archives of Canada's programs need to balance this dual approach to providing national archival service.

Many of the archivists who wrote to us expressed the need for services, funding programs, and information systems at the national level akin to those we have already described for provincial networks. Considering the importance to the national cultural heritage of many of the archival treasures preserved locally, and their equal importance to Canadian scholarship, we believe the federal government, through the Public Archives of Canada, must assist in preserving these documents and in making them accessible for public use. In so doing, we believe the Public Archives of Canada should work largely with and through provincial networks and,

as within the provincial networks, must give initial priority to programs and projects which will assist the evolution of a national system rather than the development of individual archives. These activities will include:

- 1) coordination of a national archival information system;
- 2) shared responsibility with the provincial networks for providing consultants and access to specialized facilities for smaller archives;
- 3) continued involvement in the development of the archival profession;
- 4) establishment of a grants program for projects of national significance.

In the first place, the Public Archives of Canada would have a basic responsibility for linking the separate provincial networks. There will also be other archives with national responsibilities — such as major church, business or union archives — which will not conveniently fit into one provincial network and which need to be linked at the national level. With these archives and the networks, the Public Archives should encourage the adoption of uniform standards of bibliographic control for all archival media and should prepare guides or union lists to the archival resources of the country. Studies are required on whether the continued use of print publication is appropriate, or whether national data bases in machine readable or microfiche formats are now viable. The Public Archives of Canada should fund such studies and take a substantial role in developing such an information system.

The Public Archives of Canada should also have a number of full-time consultants with convenient access to specialist staff to conduct studies for both the networks and for individual archives. There is a federal role in minimizing disparities between provincial networks of widely differing sizes. Not all networks will have their own full range of archival expertise and they should therefore be able to request federal assistance. Other general planning studies involving one full network or linking two or three networks in a region might be undertaken or funded by the Public Archives. There has been a distinct lack of planning within the archival system and such studies will include the feasibility of implementing new information systems, assessing the adequacy of archives in a region to house the full range of potential archives, and provision of technical advice in beginning programs for audio-visual, machine readable or other archives programs. National corporations or institutions should also be able to approach the Public Archives for advice in establishing or developing their own archives.

Other disparities may arise between the provincial networks in the provision of specialized technical facilities. Where these cannot be developed within one network, a larger facility might be justified serving two or three networks in a region. There is a federal role in coordinating such a service and in ensuring that all the networks have access to these important facilities. Even those networks that do have such facilities will occasionally require assistance on highly specialized matters. The Public Archives of Canada should constantly be conducting advanced research in the archival implications of microrecording and the electronic documentary media, keeping the networks abreast of the latest developments in these fields.

The Public Archives of Canada has played an essential role in developing the archival profession, and now with and through the Association

of Canadian Archivists and the Association des archivistes du Québec it must continue to do so. Conferences, workshops, advanced training courses, technical manuals and handbooks, and professional journals all require initiative, development and funding. In some instances the professional associations might receive direct grants for these; in others the projects would be joint undertakings of the Public Archives of Canada and the associations. As we shall note in a later section, there is an urgent national need for a master's degree program in archival science in each official language. We shall suggest that there is an argument for federal funding for three to five years to establish such a program on a firm basis, to be developed jointly among the Public Archives of Canada, the universities and the associations of archivists.

In discussing the expanded role of the Public Archives of Canada, we have referred to special studies, conferences, consultants and similar matters. We see these being carried out in two ways: directly by the staff of the Public Archives of Canada, some working full time on such programs, others seconded for special projects; and indirectly through grants to networks, individual archives or to the professional associations. The proper balance is difficult to predict, but grants should be available for a wide range of local, provincial and national planning studies, for special cataloguing projects, for microfilm, machine readable archives or other special facilities or equipment serving a network, for conferences and educational needs throughout the system, and for institutional research projects which will advance archival technology or methodology.

In discussing federal funding to assist the entire archival system, the Consultative Group considered whether this is best provided through an existing federal agency or whether it calls for creation of a new one analogous to the National Museums Corporation. Looking to the United States, we noted that the National Historical Publication and Records Commission within the National Archives and Records Service was renamed and expanded in 1974. With a current annual budget of \$4 million and a mandate to provide grants to promote the collection, arrangement, description and preservation of manuscripts, the commission is making grants for all aspects of archival work, from basic cataloguing projects to editing important papers for publication. The commission itself consists of 17 members, and in each state, a state committee works with the commission in administering the grant program. The cumulating effects of this modest but coordinated program are beginning to be felt in improved services nationally and locally.

In Canada, the Social Sciences and Humanities Research Council has a mandate to provide grants to assist research in the social sciences and humanities. As the successor to the Canada Council in this field, the Social Sciences and Humanities Research Council of Canada has inherited a reputation and considerable experience in assessing grant proposals and in administering such programs. Indeed, both the Canada Council and the Social Sciences and Humanities Research Council have worked successfully in developing library resources.

The Consultative Group, however, has decided against recommending the involvement of the SSHRC in a grant program for the development of archives. Grants are only one aspect of the assistance required by the archival system. The grant program must be administered in conjunction

with the evolving networks, a national archival information system, the work of consultants, and improved access to specialized facilities. Grants alone will not work; there is simply no pool of qualified personnel to hire on a temporary project basis. The full involvement of the Public Archives of Canada and of the networks is required. The types of programs we suggest are not new departures for the Public Archives of Canada but bring a new emphasis and a *definite expansion to activities which have been going on, sometimes on an ad hoc basis*. In addition, we believe that the Canadian archival system requires leadership and a strong spokesman within the federal government. The natural leader for the system is the Public Archives of Canada, and the Dominion Archivist must now speak within the government administration and publicly, as much on behalf of the entire system as of the Public Archives of Canada.

Leadership at the federal level, as within the provincial networks, must be a gentle thing, exercised in full consultation with other archives. Accordingly, in establishing new programs for the system, the Public Archives of Canada should act on the advice of a National Archival Advisory Committee, broadly representative of the Canadian archival community. This committee will assess priorities, recommend policies, and assess grant applications.

We recommend that the Public Archives of Canada establish an Extension Branch to administer consulting services, information services, technical facilities and a grant program for the benefit of the entire archival system, with policies and priorities to be established on the recommendation of a National Archival Advisory Committee.

This recommendation has other implications for the Public Archives of Canada. Coupled with our earlier recommendations on the changing role of the major public archives, it will require changes in attitude and approach on the part of various divisions in the existing Archives Branch. These will in future fulfill their functions as much through programs in the proposed Extension Branch, helping other parts of the system acquire and preserve documents, as through acquisitions.

As we have noted, the Public Archives Act has remained substantially unchanged since it was passed in 1912. This act does not provide full authority for the administration of a grant program or the appointment of an advisory committee. The act, while flexible, did not envision the expansion of archival activity or documentary media which has taken place in this century. Accordingly the act should be amended and brought up to date as soon as possible.

We recommend that the federal government amend the Public Archives Act (R.S.C. 1970, Chapter P-27) as soon as possible to permit the programs we are recommending and to provide a solid legislative base for the future development of the Public Archives of Canada.

The new programs we are recommending obviously require funding. All the existing services of the Public Archives of Canada must be maintained and some augmented. We estimate that \$1 million is the minimum required to begin effective work on a nationwide guide to all forms of

archival resources. In addition, a further \$1.5 million will be required to be apportioned between staff salaries and administrative costs and a grant program for Canadian archives.

We recommend that the annual budget of the Public Archives of Canada be increased by \$2.5 million for programs to be administered by the new Extension Branch.

A Proposed Canadian Association of Archives

In the past several decades, the Dominion Archivist has met with his provincial colleagues to plan joint institutional programs, to coordinate acquisition policies and, occasionally, to express publicly a joint opinion on a matter of concern. In 1970 this contact was formalized as the Dominion, Provincial and Territorial Archivists' Conference with annual two-day meetings. The usefulness of this forum has varied, as seldom are the matters discussed of a federal-provincial nature; rather, they have implications for all major archives. Today, there is no forum for planning joint programs, such as national guides to archives or an archival survey, which require the cooperation of all archives and substantial budget or staff participation by the major institutions. Neither have archives as institutions been able to express collective opinions on matters of public policy or professional activity affecting their institutions. Such matters include formulating standards and codes of ethics for archives, defining the educational needs of institutions, and advising governments on policies affecting archives.

Accordingly, we feel there is a need for regular meetings of the heads of major Canadian archives. This should include all archives of a certain size, perhaps the 30 constituting Group 1 in our survey (budgets above \$75,000), or perhaps simply those able to send a representative to an annual meeting. The association should be self-sustaining through its membership dues, and it might be affiliated with the two national professional associations in the joint Bureau of Canadian Archivists. (Certainly the two professional associations should be kept fully informed of its activities.) We would ask the Dominion, Provincial and Territorial Archivists' Conference to undertake the organization of the first meeting of the new association.

We recommend the formation of a Canadian Association of Archives to plan projects and programs affecting archives and to express the institutional viewpoint on matters of public policy or professional activity.

The Professional Associations

While this report deals largely with the problems and responsibilities of the archival institutions in Canada, it is clear that the system also involves the work of individuals. Therefore the various associations of individual archivists have a role to play. At the federal level there are two such associations: the Association des archivistes du Québec, founded in 1967, and the Association of Canadian Archivists, established in 1975. These associations coordinate their activities through a joint Bureau of Canadian Archivists. In addition, regional associations serve archivists in Atlantic

Canada, Eastern Ontario, the Toronto area, and British Columbia. Archivists in the Prairie provinces meet informally on occasion to discuss topics of mutual interest.

The objectives of the two federal associations are generally similar in nature: to promote professional standards, development, communication and cooperation among archivists in Canada. These associations can assist greatly in the development of an archival system. Specific contributions should include:

- 1) formulation and promulgation of a code of ethics and professional standards applicable across Canada;
- 2) increasing knowledge and competence of the archivists of Canada through programs of research, publication and education.

These activities should involve cooperation with other elements in the archival system, especially the proposed Canadian Association of Archives. Relevant studies could be funded by the various archival networks or the Public Archives of Canada.

Canadian Conservation Institute

There is an additional need throughout the archival system. Archival collections are disintegrating. Years of neglect, poor storage conditions, the lack of conservation facilities in all but a small number of archives and the difficulty of providing constant storage environments in the Canadian climate are taking their toll. As the use of archives increases, the predicted life of the documents decreases. Already some of the more frequently used collections are no longer available for normal research and if archivists took their long-term responsibilities seriously, many more collections would be virtually closed to users.

We must leave to individual archives the responsibility for providing basic, secure, environmentally controlled storage areas for their collections. Exceptions may be made by the provincial networks or the Public Archives where special grants may be made for improving the storage of collections of particular provincial or national significance. But in this, as in other areas, there is a definite need for action by the networks and by the federal government.

First, there is a need for training archivists in basic conservation practices and in training conservators in everything from the most elementary to the most advanced techniques in all archival media. Second, particularly rare treasures or especially difficult problems may be found in any archives, and there must be free access to specialists to deal with these. Third, continuing advanced research in the technology of conservation, the development of improved techniques and the dissemination of this information are essential.

In part these needs may be met by the provincial networks, and certainly each network should explore the possibilities of developing professional conservation facilities to serve all or parts of the network. At the national level, these matters are best dealt with by the Canadian Conservation Institute (CCI), a branch of the National Museums of Canada, in Ottawa.

The CCI has already been able to give some limited help to archivists, but its major work has been with the restoration and conservation needs of art galleries and museums. Until recently the CCI operated two regional conservation centres, one in Vancouver and one in Moncton, and a small regional laboratory in Quebec. These regional centres greatly improved the CCI's capacity to improve conservation standards nationwide. The government's decision to remove most of the regional offices of the CCI to Ottawa can only harm an already threatened field. Placing mobile conservation vans in each region will assist archives in dealing with their own routine conservation requirements. But regional offices with full staff and facilities should be reestablished and the budget of the institute increased. In so doing, the CCI must come to recognize the conservation priorities of archives, where substantial collections of documents require the attention that is given in other institutions to individual treasures. Archivists must be added to the advisory committees of the CCI and these committees should work with the provincial networks.

We recommend that the Canadian Conservation Institute develop an increased emphasis on providing conservation training, consultation and services to the archives system, and that appropriate funding, staff and advisers be added for this purpose.

If the CCI is unable to provide this assistance to the archival system, the proposed Extension Branch of the Public Archives of Canada should adopt this as one of its priorities.

Heritage Canada Foundation

One further national need remains. Archives have an image problem. For most of the public, simply the mention of the word conjures up medieval imagery of dry, dusty, decaying catacombs. While this is far removed from the bustle of a modern multimedia archives, the image seems hard to erase. The general public has little direct knowledge either of the reference services available from archives or of the types of documents that should find their way to archives for preservation. The concerns of archivists are little understood. The preservation of the full range of historical materials suffers accordingly.

Correcting this image problem is a matter of concern for all archives, and certainly the networks, the Public Archives of Canada and all elements of the system must devote time and attention to public education. But there is also a need to give archives their rightful place in the overall heritage conservation movement.

There are common problems involved in preserving all forms of evidence from the past. Whether that evidence takes the form of a magnificent building, an archaeological artifact, a household item whose once commonplace use is now forgotten, a diary or a fragile photographic negative, the needs are much the same. The systematic discovery and protection of this evidence, the need to inventory or describe it, the problems of physical conservation, the importance of interpreting and presenting it for the benefit of the general public, all require public concern and related public policies. The motivation, the urgency felt by everyone involved in heritage conservation is rooted in the same social consciousness and dedicated purpose.

A national foundation, known as Heritage Canada when it was established in 1973, was endowed by the federal government to provide public leadership in heritage conservation. In its first years, the Heritage Canada Foundation (as it became known in October 1979), through its staff, its grants and its publications, has done excellent work in making Canadians aware of the importance of preserving their architectural environment. While highly visible, this is only one aspect of the Canadian heritage. Our Consultative Group believes it appropriate that the Heritage Canada Foundation now fulfill its full mandate, spanning all heritage fields, particularly in archives. To accomplish this, *people involved in archives should be elected to the foundation's board of governors, and archivists should be added to its staff.* If in broadening its approach to its mandate the Heritage Canada Foundation requires additional funding, we would urge *the federal government to add an appropriate sum to the existing endowment.* A national foundation representative of and involved in all heritage matters is urgently required in Canada. We hope the Heritage Canada Foundation will fill this role.

We recommend that the Heritage Canada Foundation reassess its responsibility for all heritage matters and specifically that it begin programs to involve the public in archival concerns.

Many provinces now have heritage foundations or associations. We would urge each of these, with historical and genealogical societies, to consult with their provincial archival network on activities that would help promote the preservation of our documentary heritage.

Education and Research

The future development of the Canadian archival system depends on improved opportunities for training, education and research in archival science. The various recommendations we have made for the extension of *archival services, the development of networks provincially and nationally,* and the establishment of specialized facilities and grant programs all require qualified personnel. Such new programs for institutions imply similar programs for the continuing education of existing archivists, research in elaborating the methodology of archival science, and a steady infusion of well-qualified new archivists. The development of archives and the professional development of their staff must go forward hand in hand. Professional development must be as much a concern and priority for archives as it already is for the profession itself.

Current provisions for the education of archivists in this country are inadequate: in comparison with any other profession, they are non-existent. Most archivists are hired with a degree, increasingly at the master's level, in one of the disciplines of Canadian studies. Archival education is chiefly an *informal apprenticeship, with new archivists learning by experience in a larger archives.* A four-week course is occasionally given at the Public Archives of Canada, open to those already employed in archives across the country. Several library schools are also offering optional or summer courses for their own students *and practising archivists.* In addition, regional archival groups or public archives have offered a variety of workshops and seminars of limited duration for those working in smaller

institutions. While such apprenticeship and informality have the advantage of attracting people with a wide variety of backgrounds and interests to the profession, they are obviously inadequate to sustain a professional archival system.

Archival education and research must keep pace with the increasing complexities of modern archives. The archives themselves recognize this, with a high proportion of those responding to our survey expecting qualifications for new staff to rise in the next five years. Each of the four functions of an archives (defined in Chapter I) needs well-trained staff: 1) appraisal, selection and acquisition, 2) preservation, 3) description and arrangement, and 4) access.

A crucial question facing individual archives and the system as a whole is what is to be kept? From the mass of documentation in all media created by a modern administrative body or society only a small portion can realistically be preserved for future research. The archivist's role in appraising the informational values of modern records and selecting those destined for preservation is basic to all future research. How this decision is made determines the limitations placed on research projects a century hence. In the past, the preservation of historical materials has been a chance thing and attics and basements have yielded much of interest. But attics are disappearing and office space is costly. Now and in the future, the preservation of records must depend on a systematic plan. Clear principles of appraisal and defined techniques of selection, random sampling and research relevance must evolve. Archivists must cope with a torrential information flow from governments, institutions and society at large. As means of communicating, duplicating and storing information have advanced, the sheer volume of paper files, microfilm, photographs and machine readable data has multiplied enormously. The opportunity to preserve comprehensive documentation on contemporary society is real. So is the danger of inadvertently destroying information of potential value.

Archivists need to be able to conduct research with their colleagues in history and the social sciences to refine the criteria of appraisal and selection. Archivists must be educated in the research methodologies and the most advanced techniques not just of history but of all the social sciences. Such research and such courses are nowhere to be found.

A primary responsibility of any archivist is the physical preservation of documents, again in all media, for future generations. This topic will be dealt with at greater length in the next chapter, but suffice it to say that the present situation in archival conservation is desperate. With no courses available, archivists have not yet been thoroughly trained in conservation techniques. Most of the few specialists in paper conservation working in Canada received their training in Europe. There is an urgent need for basic training, advanced education and continuing research in the technology of archival conservation. In many instances, it will no longer be economically possible to preserve all documents in their original form, and again, the principles of copying to preserve all relevant information have to be developed.

The third major archival function, that of arrangement and description, is as yet unstandardized and, in a systematic sense, undeveloped. Considering the unique character of every archival collection and the peculiar description problems each poses in terms of its provenance, original

arrangement, conservation and the various documentary media now found in most collections, archival arrangement and description is more complex than library bibliographic control. We have already referred to the need to develop common descriptive formats and union catalogues at both the provincial and national levels. Work is beginning in this field, but once again, basic training, advanced education and continuing research in the techniques and changing technology of institutional, provincial and national information systems are required.

The fourth archival function is providing access to the materials preserved. Access involves far more than simply opening the records vault. It is intimately bound up with the preparation of descriptive finding aids; and with a decentralized archival system each archives must be increasingly aware of the holdings of others. Access also implies making both researchers and the general public aware of the variety of materials housed in an archives and the means by which they can consult them. With the current public debate on freedom of information in government and the protection of individual privacy, archivists are already thoroughly involved in advising their governments on policies in these areas. Legislation is gradually beginning to take account of these problems, but the application of broad legislated principles to both historical and current records will be a fine science. Operational definitions of private and open records will be required and files on individuals may have to be made anonymous if they are ever to be accessible. Research and education are needed to help archivists deal with these matters.

The briefs we received as well as the continuing discussions within the professional associations made clear the need for more systematic educational opportunities for archivists. It appears these fall into two categories of equal importance: a) continuing education and professional development for practising archivists, and b) academic education for new archivists.

1. *Continuing Education*

The need for continuing education is felt above all by archivists in local and often isolated repositories. They are often hampered by a lack of advanced technical knowledge, particularly in the areas of conservation and reference services. To our mind certain steps should be taken to meet these needs as well as those of "amateur" archivists. Many of the latter work for voluntary organizations and overnight, as it were, find themselves faced with archival responsibilities for which they have no training whatever.

Since such volunteer archivists are by no means few in number, we may give them precedence here over local archivists. First of all, seasoned archivists should be encouraged to compile handbooks of an elementary nature for the guidance and encouragement of volunteers. Regular and straightforward workshops should be set up for training in the rudiments of the selection, preservation and cataloguing of various types of records. To aid them further, and in general to stimulate a professional approach to the preservation of family and other such records, archivists or societies of archivists would do well to prepare tapes or slides on archival techniques for distribution to libraries and other public institutions across Canada. Perhaps, indeed, some brief advice, under some heading such as "Every

person his own archivist" could be put together in a leaflet form to assist private individuals or collectors in sorting out and preserving their own letters or other records.

Manuals, and even leaflets with up-to-date technical information, would be of great assistance as well for local archivists with some basic training. The demand for these is evident in the tables in the preceding chapter. Here we see that one-third of respondents from archives with budgets under \$50,000 considered the production of basic manuals the most useful service that could be provided to them. The proportion is even higher within the lowest budget group. Equally important, in our opinion, would be the organization on a provincial, and possibly local, basis of advanced workshops in which conservation and other specialized topics such as microreproduction would be stressed. To give some practical effect to these workshops, consultant services should be set up in convenient centres. These workshops and consultant services need not be on a grandiose scale. But at least they should be competently planned and sensible, not haphazard or esoteric. National, provincial, regional and local associations of archivists should regard it as an important part of their activities to organize and oversee these workshops and to make illustrative materials readily available. Since, for the most part, it appears that workshops of this kind would be more effective if organized within our suggested provincial network of archives, travel funds for attendance should be made available at the provincial rather than the national level. For major conferences on a provincial or national basis, however, and for the production of a series of basic manuals, leaflets and teaching materials, the proposed Extension Branch of the Public Archives of Canada might be the best source of initiative and support.

2. *Postgraduate Diploma Course and Master's Program in Archival Science*

While workshops, seminars and manuals will be of assistance, they provide little for those seeking training for a career in archives. This will require either a postgraduate diploma course in archival studies or, preferably, a full master's program. In recent years, the master's degree has become commonly accepted for librarians and master's programs have been established in related fields such as museology and art conservation. Today, with the increasing complexity of archives, the close involvement of archives in scholarly research, and the demand for new archivists, at least one and possibly several master's programs are justified. This, certainly, is the view of the Association of Canadian Archivists and we are pleased to note that it has endorsed a set of "Guidelines towards a curriculum for graduate archival training leading to a master's degree in archival science." It is also the view of the Association des archivistes du Québec, and a study group has been formed to consider the feasibility of establishing such a program at Laval University. Several English-language universities in Canada have been giving the matter serious consideration. It is now time for action.

Our survey of Canadian archives indicated that 45 new professional positions will be established within existing archives over the next five years. Virtually all of the major employers will be requiring university graduation, usually at the master's level for new staff, and there is a strong

preference for a master's program in archival science (see tables 29, 30 and 31). New archives will, of course, be created and the programs suggested in this report will require additional, well-trained staff. These figures support the need for at least one nationally recognized master's program in each official language. In time, other programs might develop, serving specific regional needs. *Establishing the first program will not be simple.* Considerable work must be done with the professional associations in developing the curriculum, finding suitable faculty fully conversant with Canadian archival practices, attracting good students and then having them accepted into the archives. While education is a matter of provincial responsibility, it is doubtful that the staff requirements of the archives in any one province provide sufficient initial incentive for establishing a master's program. *Perhaps Ontario or Quebec can make the case, but their requirements are inflated by those of the Public Archives of Canada for at least 15 new positions in the next five years.* Initially, one master's program in each of the official languages may have to serve the entire country, and the two must therefore be able to draw students and to provide courses of national repute. For these reasons, the Consultative Group believes there is justification for special program funding and scholarships to be provided by the new Extension Branch of the Public Archives of Canada for universities to begin a master's program in archival science. Such funding might be patterned on that given to establish the Master of Art Conservation program at Queen's University under the National Museums Policy. The funding would be for a defined term of from three to five years and would assist with developing the curriculum and facilities and helping the first students, with the details to be settled by the universities, the Public Archives of Canada and the professional associations.

We recommend that the new Extension Branch of the Public Archives of Canada consider providing funds to assist in the establishment of a suitable master's program in archival science in each official language at Canadian universities to serve the immediate educational needs of the entire archival system.

If necessary, the university courses might emerge first as a one-year diploma course following a bachelor or master's degree in another discipline. In any event, archival studies should be open to students from many disciplines, and, indeed, courses in archival studies might be of advantage to students majoring in other research fields, whether or not they intend to pursue a career in archives. Programs in archival studies should be established in their own right, as has been done in other countries, and not simply as adjuncts to other disciplines. The programs should be developed in close consultation with the professional associations, the faculty appointed should have extensive archival experience in Canada, and an internship program should be developed with major archives as part of the degree requirements. We add these cautionary notes, as we believe that the programs will have a basic and lasting effect on the archival profession. Much has to be done in defining the principles and techniques of archival sciences; research must be carried out *on both the past and the future of the archives system*, and archivists must keep abreast of new interests and techniques in all of the social sciences. This work will be done largely by the faculty and students in this program. For this reason, the

first master's programs must be established on a solid footing, with the respect of archivists and archives across Canada.

3. *Research*

We have already described some of the areas needing research in archival science. But when the researchers appear, will there be any funds to support them? Unlike universities, archives are not endowed with funds to support research by their staff nor are they usually provided with sabbaticals. Only the Social Sciences and Humanities Research Council of Canada of the three federal research granting councils seems logically suited to include archival research in its mandate. Unfortunately, this Council has inherited the policies of the Canada Council, and present policy generally acts against the support of research in archival science.

The problem is subtle and complex. First, professional development in this country is the responsibility of the provinces and the professions. It is not a federal domain. For this reason, and because most research in the professions is strongly oriented toward solving immediate problems, the Canada Council developed a policy excluding support to what it considered the development of professional expertise. This meant only advanced theoretical research in fields such as architecture, business administration, law, library science or social work would be considered eligible for support. Archivists have been considered a profession, and their research, generally, as professional development.

Second, the Canada Council traditionally refused to provide funds for the research of an individual intended to directly assist the work of his institution or business. A member of an architectural firm, for example, would probably not be supported to carry out a study of architectural practices. Similarly, a member of the Department of National Health and Welfare would not be supported to study the provision of home-care services. It was held that a business, department, or institution should itself cover the costs of research which serves its own interests. Archives have been placed in the same category. On these grounds as well, then, research in archival studies tends to be ruled ineligible. Finally, the Canada Council declined, with a few exceptions, to support the production of indexes and catalogues of archival materials, or special works of conservation. Such support, the Council argued, would bring too great a strain on its budget.

While we appreciate how difficult it must be to develop policies that are fair to all groups, financially feasible, and sensitive to different jurisdictions, we want to argue for some modification in this policy. It seems to us that the Canada Council did not give archival science due credit as an empirical science with a full theoretical dimension. Archival science belongs in the ranks of the information sciences and social sciences. The difficulty in classifying it lies in the fact that theoretical issues are often tied to practical technical and methodological problems. Nevertheless, it is a science and one in serious need of rapid development. In fact, insofar as archival science aims to establish the full meaning of historical records and to preserve a comprehensive record of society, it is a basic discipline on which the research of many other disciplines rests.

We therefore urge the Social Sciences and Humanities Research Council to make available support for research in archival science. We think matters would be helped if the SSHRC could simply add to its list of eligible disciplines for research grants the discipline of archival science and advertise its willingness to entertain applications for research in this field. Similarly, archivists who are able to obtain a sabbatical leave from their institution and who have prepared a competent research plan for their year's leave, should also be eligible for SSHRC Leave Fellowships. We do not advocate *special consideration* for such applications. We ask only that proposals from archivists be judged on the same basis as those submitted by colleagues teaching in universities, and that criteria suitable to archival science be used in the assessment process. Archivists presumably should be involved in this process.

On occasion, archives may be the appropriate institutional base for a major scholarly research and publication project. We urge that archives be considered as eligible institutions for the Council's large-scale Negotiated Grants on the same basis as universities or other institutions.

We recommend that the Social Sciences and Humanities Research Council add archival science to its list of eligible disciplines for research grants; that archivists, able to obtain sabbatical leave from their institutions, be eligible for Leave Fellowships; and that archives be considered as eligible institutions for Negotiated Grants.

Social Sciences and Humanities Research Council of Canada

In the preceding section, we discussed the role the SSHRC can best play in assisting individual archivists in carrying out research in their discipline. This will have important long-term effects in the evolution of the archival system. However, in our terms of reference, the Consultative Group was asked to consider and report on the effects of current SSHRC granting policies on the archival system. Obviously many of the research programs funded by the SSHRC depend on convenient access to archival resources or involve the systematic collection of data which may itself prove archival. The general funding policies of the SSHRC impinge on the archival system in a variety of ways.

First, if a research project focuses on the resources of one archives, a well-funded researcher can overwhelm or seriously distort the modest resources of an archives. While all archives welcome scholarly use, the demands and expectations of such users can outstrip the ability of the archives to keep pace. Our Consultative Group heard some comments that the Council was considering increasing researchers' allowances for photocopies and correspondingly reducing the travel time for research. Already, even the largest archives are hard pressed to handle researchers' requests for copies, and such copying inevitably accelerates the physical deterioration of the documents. Simply increasing the amount charged for copying will help some archives, but many are under budget systems by which such income goes to general revenue and is not available for archival purposes. Similarly, a long-term research project in one repository can disrupt the archives' other activities.

Other reports to the SSHRC have urged that all indirect costs for services provided by universities or libraries be included in research grants.

To these indirect costs must be added archival costs. Research proposals directly affecting one or two archives should be developed in close consultation with those archives, and appropriate costs added to the proposal to enable the archives to respond without disrupting their own priorities. Archivists should routinely be involved in assessing research proposals as many may have unrecognized implications for the archives system. And all archives should have accounting systems which enable them to recover the costs of services rendered.

We recommend that research grants awarded by the Social Sciences and Humanities Research Council which impinge substantially on specific archives include an appropriate amount to assist the archives in providing the required services.

We recommend that the SSHRC routinely involve archivists in assessing applications in the humanities and social sciences.

We recommend that all archives develop accounting systems that permit them to receive and use payments for services provided.

Finally, most of the Negotiated or other major grants awarded by the SSHRC in Canadian studies have substantial implications for archives. In certain instances, a complete new archives may be created as the base for such a project. As such grants are not meant to sustain an archives, the Council should satisfy itself that the materials collected have an appropriate permanent repository. Such projects should be developed in conjunction with the archives, with appropriate funding to assist the archives, and archival representation on the project team. In fact, the Council should be assured that all original documentation gathered under its grant programs is earmarked for an appropriate repository and eventual public access. Archivists have a role to play in planning and assessing such projects and advising the Council on these matters.

Conclusion

In this chapter we have considered the present structure of Canadian archives and have outlined a program for evolving a system from some rather disparate elements. Our proposed program is complex, rooted in basic archival principles and sharing the burden among all institutions and governments involved in producing records. We began with suggesting a reorientation of the way in which the major public archives fulfill their legislated public responsibilities. At the provincial level, this implies that archival networks must be developed linking all archives into a coordinated system. At the federal level, similar links must be forged among the networks, and all archives must be provided with access to specialized consultants, technical facilities and other services. In such a national system, responsibility for the establishment of archives and their continuing core funding lies with the local governments or institutions. Services, educational opportunities, specialized facilities, and information systems are provided provincially and federally, but the financial burden is shared.

In fact, the additional funding we suggest is modest. Cognizant of current financial limitations, the Consultative Group was wary of recommending substantial new funding or major new structures. The archival system could not support these in any case. Instead, we believe that modest

amounts, properly introduced into the archival system, can have a major and obvious impact. We have attempted to outline the ways in which this can be done using existing institutions and reinforcing the strengths of the archival system. For the provinces, we have suggested annual amounts less than the cost of a snow removal for one city snowfall (\$100,000 to \$500,000). For the nation we have suggested increased annual expenditures through the Public Archives of Canada of \$2.5 million. These increased amounts will bring the annual Canadian expenditure on archives to approximately \$32 million in 1980-81.

Archival needs are great, enthusiasm is strong and the amounts required to develop a truly national archival system are modest. We call upon all institutions and governments to cooperate in achieving this system.

CHAPTER V

Concerns of Canadian Archives

In Chapter IV we considered the improved communications, services and other broad policies which will assist Canadian archives in moving toward a more coordinated approach to archival service. There remain a number of specific problems with which to deal. Some are the perennial concerns of archives and archivists; others were raised in briefs; and others were referred to in *To Know Ourselves: The Report of the Commission on Canadian Studies* (Symons Report).²¹ These concerns are best grouped under the basic functions of archives: *appraisal, selection and acquisition; conservation; arrangement, description and access*. We shall discuss these in light of our previous recommendations, attempting whenever possible to indicate how a more coordinated system of archives might approach these concerns.

Appraisal, Selection and Acquisition

1. Adequacy of the System

The statistics gathered in our survey of Canadian archives failed to measure the overall adequacy of the archival system in preserving all the material that ought to find its way into archives. Comparable studies of libraries, for example, can measure rather precisely the number of books published in or about Canada and the rate of inflation in book prices to develop an accurate index of the adequacy of the library system in obtaining copies of all books that ought to be there. The limitations of library budgets can be made abundantly clear. But throughout this study, the Consultative Group was haunted by the question: to what extent are records of permanent value finding their way into archives?

There is no clear answer. Certainly a number of those submitting briefs to us and to the Commission on Canadian Studies urged the establishment of new archives to handle specific types of records. The Symons Report noted the need for business archives, arts archives, theatre archives, a network of local archives, and native archives. Similar needs were expressed to us for special archival efforts in the fields of architecture, law, arts, social services, camping, landscape architecture, forestry, science and technology.

Despite the activities and broad collecting mandates of the "total archives," each of these communities felt underrepresented or excluded

from the traditional archives. Certainly all of these fields should be documented for the future, but it is impossible for us to assess how best this may be done in each area. Instead, we would urge that at an early stage in its development each provincial network should fund a survey of all record-generating bodies in the province or in a region to assess the full potential for archival preservation. A further study or discussions within the network might establish how best to provide an appropriate repository for each group of records. Other surveys in certain subject fields might best be undertaken *at the national level*. Such surveys should be funded by the new Extension Branch of the Public Archives of Canada and should involve the provincial networks and representatives of the subject field. The report should consider what material is already preserved in the system and how best to provide archival service in that field, whether through a national archives (based in the Public Archives of Canada, a university, or other institution), or through a decentralized approach involving existing provincial or local archives. The recent report on broadcast archives by John Twomey²² is an excellent example of this, highlighting the dangers to broadcast archives, noting their research value, and outlining the technical difficulties involved in preserving that medium. *The result has been increased interest by all archives and substantial progress.* Many more such studies followed by appropriate action are required before there can be any confidence that the archival system is preserving all that it should be preserving.

2. *Records Management*

The key to the systematic preservation of a large part of our documentary heritage lies in good records management. Records management is an administrative tool, applying a systematic approach to the creation, use, storage, retrieval, disposal and preservation of the records of any administrative body. There is now a full profession of records managers skilled in rationalizing the way in which records are created and information is recorded, using the most efficient media for the purpose. These specialists make full use of available technology, aware that they are in reality managing information which can be produced and recorded in a wide variety of forms, whether it be traditional paper, or film, magnetic tape, or the most up-to-date *storage devices of the computer age*.

Properly applied, records management can be justified in virtually any administration as cost effective. Staff costs are reduced by controlling the creation of records; storage costs are reduced by using the most efficient media or methods for storing information; time and frustration are saved by simplifying information retrieval, and high-cost office space is used most effectively when there is a smooth flow of records from creation to disposal.

Archivists have a major role to play in such systems. By the early identification of those records which will be archival and those which may safely be destroyed after a set life span, there is a smooth and continuous flow of the most important *records to the archives*. By looking at the *entire* records of an organization, a complete documentary record can be selected, recording policy development in detail, keeping the main summary records and applying appropriate sampling techniques to more routine records.

In this, archivists serve the administration in monitoring the records system and ensuring that records required for future policy, legal, financial or research purposes are kept, while the large bulk of records are destroyed as soon as possible. Once destroyed, records cannot be replaced, and the archivists' role and education as information specialists is crucial.

Under the basic principles of archival science, the first duty of any archives is to ensure the routine preservation of the official records of its sponsoring organization. Before any archives adopts a role for itself in acquiring records or papers outside its institution, it must ensure that it is making adequate provision for records management within its own institution. Similarly, when a "total archives" accepts records from a local government, corporation, or other organization, the archives should urge the establishment of a basic records management routine involving its archivists in the systematic selection of future records for preservation. The link between historical and current records must be maintained, and any organization placing its records in its own archives or a general archives should provide for the periodic deposit of more recent materials.

The process of disposing of records is usually regulated by records retention and disposal schedules based on defined classification systems. Such a schedule lists the general categories of records created, notes their active period of use in administrative offices, and indicates whether they might then be stored more economically in an inactive records centre, and when they should be destroyed or transferred to the archives. Obviously, similar administrative structures create similar types of records, and model filing systems and model records retention and disposal schedules based on Canadian law and administrative practice would be very helpful. For example, most businesses create the same types of records. A professionally designed file system and records schedule based on the needs of a typical business could be of considerable assistance to all business archives. Rather than each business archives struggling independently with this problem, one could be used as a pilot project, and either a provincial network or the new Extension Branch of the Public Archives of Canada could organize and fund such a project. The full cooperation of the business, and the collaboration of several business archivists would be necessary, with the understanding that the results would be widely published. Other similar projects in municipalities of various sizes, universities, and other types of organizations might be undertaken.

3. *Ownership of Papers*

No matter how systematic or rationalized archives may become, the right of individuals and families to dispose of their personal documents as they see fit must be respected. Although the archives system may see one repository as the "appropriate" one for the material, the owner may have other loyalties. Alumni spirit, identification with a certain organization, distrust of government and similar factors all play a role in an individual's decision about to whom he will entrust the unique record of his life's work. The archival system must respect this right and through the exchange of finding aids or of microfilm can work to serve the needs of acquisition rationalization.

In any organization, though, there is a problem in defining which records belong to the organization and *which belong to the senior official* who created them. Files are viewed as personal things, and while an executive on retiring will leave the desk and office furniture behind, there is an alarming tendency to take "his" files home. This is most obvious in government where it has been common practice for ministers of the Crown and occasionally deputy ministers to view their files as personal property, to be destroyed or deposited at will. Within the federal government, through the constant urgings of the Public Archives of Canada, cabinet ministers now divide their files into two categories: personal political material and official files as a minister of the Crown. Material in the first category can be treated as personal property, while files created in the course of official duties fall within the provisions of the records management system. Obviously files created in an official capacity, typed by public servants, and stored in a public building are public property. Files of ministers and deputy ministers are public property and are, in fact, valuable public property. The public's rights in such property should be safeguarded. This has not been fully recognized in all provinces or municipalities and we suspect there are analogous problems with the files of senior university or corporate officials.

We recommend that all governments, universities, corporations and other organizations establish guidelines for their officials and employees clearly defining which records belong to the government or institution and which to the individual.

4. *The Cultural Property Export and Import Act*

The Symons Report, in its chapter on archives, referred to the need to prevent the export of business and labour archives. The Cultural Property Export and Import Act, while mainly designed for works of art, was thought, at the time of its proclamation, sufficient to deal with significant archival collections. According to the act, every time any Canadian cultural property worth over \$500 or any series of items worth over \$700 has to cross the border either temporarily, for the purpose of a loan, or permanently as a result of a sale or a gift, an expert-examiner is requested to give advice on the propriety of *authorizing the transfer*. When negative, this advice can be appealed to a review board whose decision is final.

The recent sale by auction of the Robert Bell Collection has proved on many counts an adequate test of the effectiveness of the legislation for the protection of archival materials and has brought to light its many loopholes. First, by offering the Bell Collection in more than 200 small lots, doing what amounts to selling a precious book page by page, the auctioneer was able to dispose of most of the lots at a value of less than \$500 for single items or less than \$700 for series of items, thereby preventing individual parts from being subject to the provisions of the act. Despite the act, valuable documents have not only been dispersed throughout Canada but also throughout the United States, and a significant collection of high research value for Canadian scholars has been fractioned into so many components that its research value has been practically destroyed. As a result, the study of the development of science in 19th century Canada will be considerably hampered.

Another difficulty with the act, brought to light by the Bell Collection and several other cases, stems from its definition of national importance. It appears clearly from the decisions of the review board that research value for the Canadian scholarly community does not rank highly among the criteria used for the evaluation of national importance. Finally, the Cultural Property Export and Import Act discriminates heavily against donations to private institutions. A donor may deduct an amount up to 20% of his taxable income as a donation to a private institution; but in donating the same material to any institution or public authority designated by the Secretary of State to receive such gifts under the act, Sec. 26(2), the donor may deduct an amount up to 100% of his taxable income. These provisions, when applied to the acquisition of private papers, put the archives of non-public institutions such as churches and businesses at a disadvantage when they seek to acquire the papers of any of their former officers, and run counter to the assumption of public service which underlies their creation and maintenance. Such discrimination could be avoided by a recognition of the public objectives of any institution's archives department which would satisfy adequate criteria of public accessibility to its records. Business and church archives are "private" only in that they are maintained by a parent organization which is nongovernmental. Business and church archivists service the same research community and experience the same practical problems as all other archives. A removal of discriminatory clauses in the act would help institutional repositories, already in the difficult situation outlined in Chapter IV, maintain and enrich their holdings with archival materials which properly belong there.

We recommend that in consultation with the proposed Canadian Association of Archives, and with the Association des archivistes du Québec and the Association of Canadian Archivists, the Secretary of State initiate the revision of the Cultural Property Export and Import Act with a view to making it an effective tool for the preservation of archival materials within Canada by private as well as public institutions.

5. Acquisition Jurisdictions

We introduced our discussion of the concept and practices of "total archives" through the overlap of acquisition interests. While some "total archives" confine their interests to documenting all aspects of their own institutions, the major public archives, a number of regional archives and some university archives endeavour to gather all materials bearing on their region or, in the case of some universities, on a specialized subject. The collecting mandates, self-imposed or legislated, of these archives overlap entirely, with federal interests absorbing provincial interests, and the latter absorbing local interests. Their mandates also overlap with the archives which simply attempt to document their own institutions.

We have suggested that the development of provincial networks and of coordination at the federal level will help ease the tensions these overlaps inevitably produce. The Consultative Group is not sanguine enough to believe tensions will thereby be eliminated. We believe, though, that through adherence to the principles we have outlined, and through greatly improved interarchives communication, tensions will be significantly

lessened. Each archives should now define its mandate in light of these principles and within the context of a national and provincial system. These definitions should be compiled by each network, clarified and *negotiated jointly and published*. The legitimate archival ambitions and autonomy of all institutional archives and regional archives should be recognized and assisted by the networks. Where special subject archives are being properly developed by a university, it is hoped that if a study shows the university is best situated to develop that particular subject on a national or regional basis, the federal and provincial archives will *cooperate fully in the project*. Similarly, new institutional and local archives should be encouraged where local support exists. However, the public archives must retain their broad responsibilities and where necessary exercise that responsibility through acquiring neglected material.

The danger we see in the situation of Canadian archives as it has evolved up to now is one which we might call collectionism or the open-market concept for archives. *Archives are not artificial collections*, and archival materials should not be sold on an open market. Doing so runs counter to the entire nature of the archival process and its basic principles. The resulting competition and conflicts over acquisition jurisdictions play havoc with any attempt at systematic action or cooperation among archives. Within the boundaries of its territory or area of responsibility an archives is free to engage in what one of our Consultative Group members called active receivership, wherein the objective is to ensure that all materials which should be acquired are in fact acquired. And we recognize the right of the originator, or researcher, when he is not supported by public funds, to dispose of his materials as he sees fit. But there is no benefit to archives as a group in undisciplined archival collectionism or free-market style entrepreneurship. If, in the past, support for an archives has depended on its acquisitive success, we hope that through the provincial networks they will recognize they share a common fate. Project funding, access to services and similar programs can help develop this. Fortunately, many of the briefs we have received indicate there is widespread acceptance of this fact, and a general willingness on the part of archivists to seek to establish boundaries and work within them.

Disagreements will occasionally arise in dealing with privately owned materials, as donors naturally have their own preferences. No rationalization within the archival system will overcome such personal preferences. Instead, cooperative microfilming projects, the exchange of finding aids and *similar projects can bring together records which have been split or disseminate information to several interested repositories*.

A more difficult area concerns the most appropriate repository for the records of local offices of major governments or national institutions. Often, a local penitentiary, harbours board, hospital or parish has played an integral role in the life of the community. By outright ownership and by *the principle of provenance* most such records belong to the central authority and might best be seen in context with records of other penitentiaries, hospitals or parishes. Equally, there is a strong argument for their local preservation, in conjunction with other related records of the community. Circumstances differ widely, but with an increasing decentralization of government activity, archives need to develop means of handling the conflicting viewpoints. Any solution must recognize the overriding rights

of the central authority and its archives. We leave it to these authorities to decide whether they wish to delegate their responsibilities formally to a local archives, to establish their own branch archives, or to centralize such records.

There is a great deal yet to be done by the archival system, more than enough to tax the full resources of everyone. Providing full archival service on a national level will require the full involvement of current archives and the probable establishment of others. We hope the system will work toward "Total Cooperation among Total Archives."

6. Local or Regional Archives

The formation of local or regional archives is as necessary as it is inevitable. It is necessary because provincial and federal archives can neither hold nor acquire all materials of permanent value in an area. It is inevitable because community demand for the preservation of local documentary heritage is strong and widespread. As we have explained in this report, local archives should participate in a provincial system. This will serve to coordinate their acquisition interests, to develop a comprehensive network within the province and to permit a sharing of services, projects or funding provided by the network. The basic funding for such archives must be provided locally, and before provincial funding is made available, basic standards must be defined and met by each participating archives. Depending on the decision of the network, funding might also be available to help certain archives meet the standards. Local archivists need training in recognizing conservation needs, and while there should be certain conservation facilities in each repository, specialized conservation staff and equipment should be accessible in the region or province. Within each network, common descriptive formats should be developed to assist in the development of general guides, union catalogues and in the exchange of finding aids. Special microfilming projects might be undertaken, either to centralize copies of certain types of records or to make copies of records in the provincial archives available in each area.

The Symons Report recommended the establishment of a national network of local archives with the close involvement of the universities. In small centres, universities are usually the hub of cultural activity, and in many instances we would expect the local initiative and leadership for establishment of a local archives to emanate from the university. Although the university has a cultural duty to urge establishment of a local archives on a professional basis, such archives can in turn provide a valuable research resource for the university. However, whether the university itself should sponsor the archives is a moot point. A local archives is seldom seen as central to a university's functions. If records of local government authorities are accepted, the transfer of such records should be governed by formal agreements both with the local authority and the provincial archives. In accepting such records, or indeed in soliciting private papers outside the university community, the university accepts continuing public responsibilities, with the obligation to make the archives conveniently available to the general public. We would hope there would be close cooperation

between local archives and the universities, but individual circumstances will dictate whether or not the universities undertake full responsibility for local archives.

In many communities across Canada, there are a number of local bodies with significant series of records. No one of these separate authorities might be able to justify a full-time archivist or a suitable archival facility. But rather than each of them depositing records with a remote archives, they might explore the possibility of a cooperative archives. The archives of a number of organizations — for example, university, municipality, business, union local, parish, association — might be housed together, sharing a good archival facility and the services of professional staff. An archives board consisting of representatives of the various organizations involved would oversee the operation of the facility and apportion costs. The records themselves might remain the property of each participating organization, and access policies might differ, but the records would be preserved for the specific community. The provincial networks should provide encouragement for these local initiatives.

7. *Business Archives*

The Symons Report drew particular attention to the difficulties facing any researcher wishing to investigate the field of business history. While a few companies such as Eaton's, the Canadian Pacific Railway, Bell Canada, the Hudson's Bay Company and several banks and crown corporations have established company archives for orderly record keeping, many others have ignored their older materials. Proper records management procedures are as important to corporations as to any other administrative body. Frequently, businesses are unsure how best to deal with their archival byproducts in making them accessible for research. We trust that through the provincial networks, the services of the new Extension Branch of the Public Archives of Canada and the activities of the professional associations, all businesses will regularly be kept informed of the importance of their records. Consultants should be easily available to advise businesses on the establishment of their own archives.

Current taxation laws encourage businesses to turn their archival responsibilities over to the public or university archives. By donating their records, the businesses are relieved of the continuing space and staff costs involved in maintaining their own archives and they receive an often sizable receipt for the donation. This does provide incentive to preserve business records, but realistically the public and university archives are not capable of carrying the full potential burden. Following the principle that the agency creating records has the primary responsibility for their preservation, we would like to suggest the implementation of parallel incentives for businesses to establish their own corporate archives. This could be done, first, by providing consulting services to assist the businesses. Second, to the extent that a business archives is serving the public, that portion of the annual cost of operating the archives should be seen, for tax purposes, as a gift to the public. Any archives has both an administrative role within its organization and a public, cultural or research role. The latter might be appraised periodically by an outside committee of archivists, and the

corporation would be allowed to deduct that portion of the archives' operating costs as it would a gift to the Crown.

We recommend that the Income Tax Act be amended to encourage corporations to establish and to maintain their own corporate archives as a service to the public.

We would also like to second the concern expressed in the Symons Report about the archives of international business corporations, labour unions, and charitable or cultural associations. If the records relating to the Canadian operations of these organizations leave the country, a substantial part of Canada's history will be lost. We believe that the preservation of and access to the Canadian records of these organizations is an integral part of the idea of good corporate citizenship.

We support the recommendation of the Symons Report that a federal parliamentary committee or other appropriate committee of inquiry be asked to study problems relating to the disposition of the business records and papers of international corporations operating in Canada, and to consider the application of such controls to other international organizations operating in Canada, including labour unions, charitable and cultural associations, and the like.

We further recommend that the Dominion Archivist raise these issues in the International Council on Archives with a view to establishing archival guidelines for multinational corporations.

8. *Church Archives*

All of the national church archives face problems akin to those of the Public Archives of Canada. The records under their jurisdiction are scattered across the country and often local dioceses, parishes or congregations show the same local identification that prevents local records from going to Ottawa. The place such records have in documenting Canadian cultural development and in genealogy needs little explanation here. They are essential. Yet the maintenance of the archives is not seen as central to the role of the church and the resources to operate a national archival system are not available to them. The problems are not easily overcome. Tax incentives will not help, nor do all churches willingly accept public grants.

We believe that the new Extension Branch of the Public Archives of Canada will have a special role to play in devising programs of archival services or project grants specifically to assist national church archives. The provincial or local archives might assist in the local preservation of church records, provided this is done through formal agreement involving both local church authorities and the church archivist. Common descriptive systems and microfilming projects will help the central archives maintain control of locally housed records. Where research projects funded by grants from the SSHRC directly affect church archives, an adequate compensation for archival services should be included to be paid to the church archives.

Conservation

In various parts of this report we have touched on the importance of the second basic function of archives: conservation. It is useful to bring the arguments and comments together to highlight the full seriousness of the situation.

The documentary records of Canada's past are rapidly disintegrating and face imminent ruin. It is estimated that in the average collection proportionally more damage has taken place in the five years from 1970 to 1975 than occurred in the entire 18th century²³. As the experimental results in figures 4 and 5 indicate, paper produced in the past 200 years has a low pH — that is, a high level of acidity. Acid used in the manufacturing process of modern paper remains to attack the paper fibres. The paper discolours and self-destructs relatively quickly. This fact, plus the knowledge that only a handful of Canadian archives have more than a token conservation program, have brought Canadian archivists to the realization that a crisis exists. It is estimated that by the turn of the century 90% of paper records now in archives will no longer be able to be handled. That translates into over 800,000 shelf feet (1.5 billion pages) of files, diaries, letters and similar materials, largely bearing on the history of Canada in the 20th century.²⁴

There is a deacidification process which can be applied to paper records (figure 6), but it is time-consuming and costly; it should only be carried out on documents with intrinsic value as artifacts. The problem of temperature can only be solved by storage in the proper facilities with climate control systems. In fact, we feel it is time for all archivists to acknowledge that the notion of conserving entire collections in their original format must be abandoned. Archivists must move to consider their task in terms of information retention. This demands increased attention to the first archival function of appraisal and selection. The archivist now needs to determine not only what records and other materials are of permanent value, but also what materials are of permanent value in their original state, and for what materials only the information they contain must be stored. In this, archivists must be sensitive to the fact that copying techniques, no matter how refined, reproduce only surface information. Less obvious characteristics, such as paper manufacture itself, are lost with the original. Similar conservation problems are presented by each of the archival media.

A change in approach is not in itself going to solve the vast problem of archival conservation. In the first place archives are not equipped to act as information retention centres as well as centres of conservation and restoration. To effect this change will require a great deal of investment. At the same time, archivists must be enabled to implement the basic conservation measures necessary to counteract high acidity levels, and to achieve some climate control over storage areas.

Finally, as we stated in the section on education and research, there is an acute shortage of trained conservators which must be overcome.

It is useful to repeat here the various steps we propose throughout this report to solve the conservation problem.

First, we oppose the government's recent decision to remove the regional offices of the Canadian Conservation Institute to Ottawa. We believe the federal government should increase the budget of the CCI to

Figure 4 — pH of Book Papers (1507-1949)

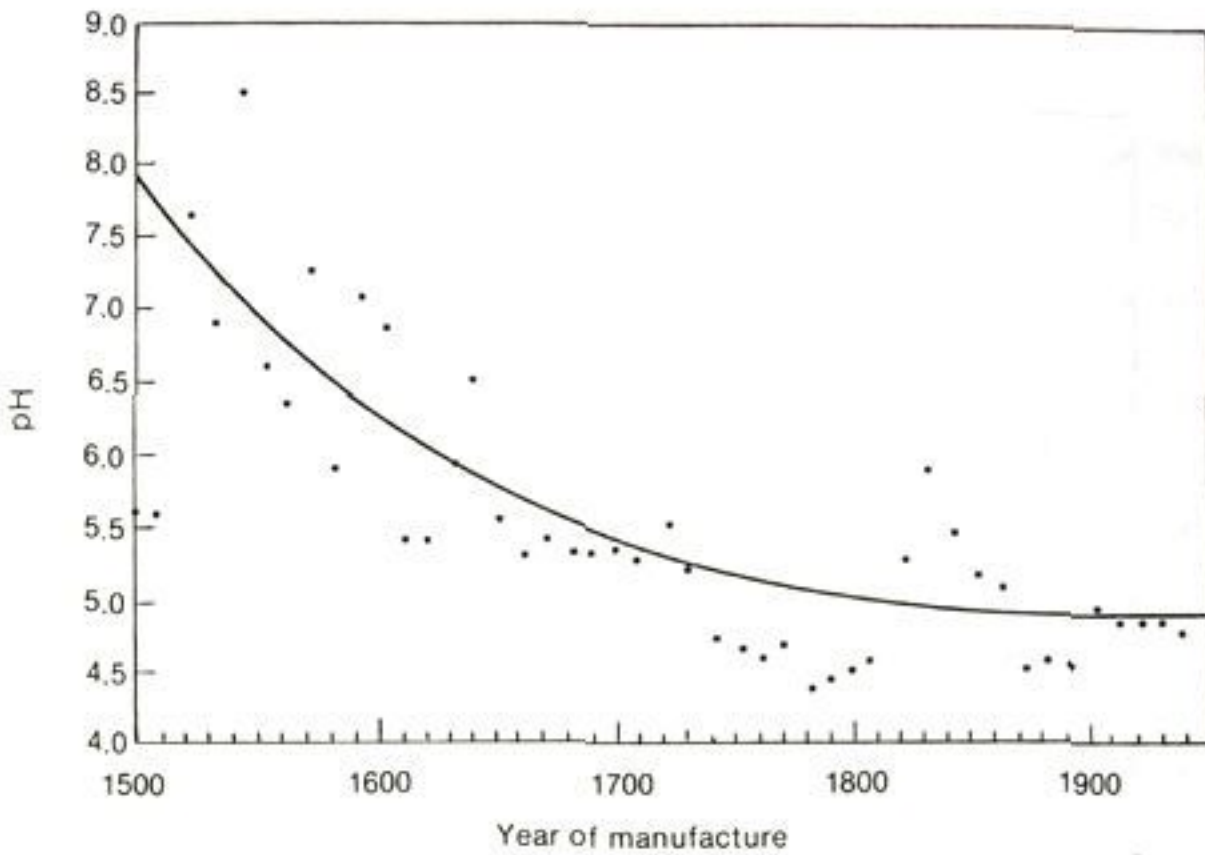
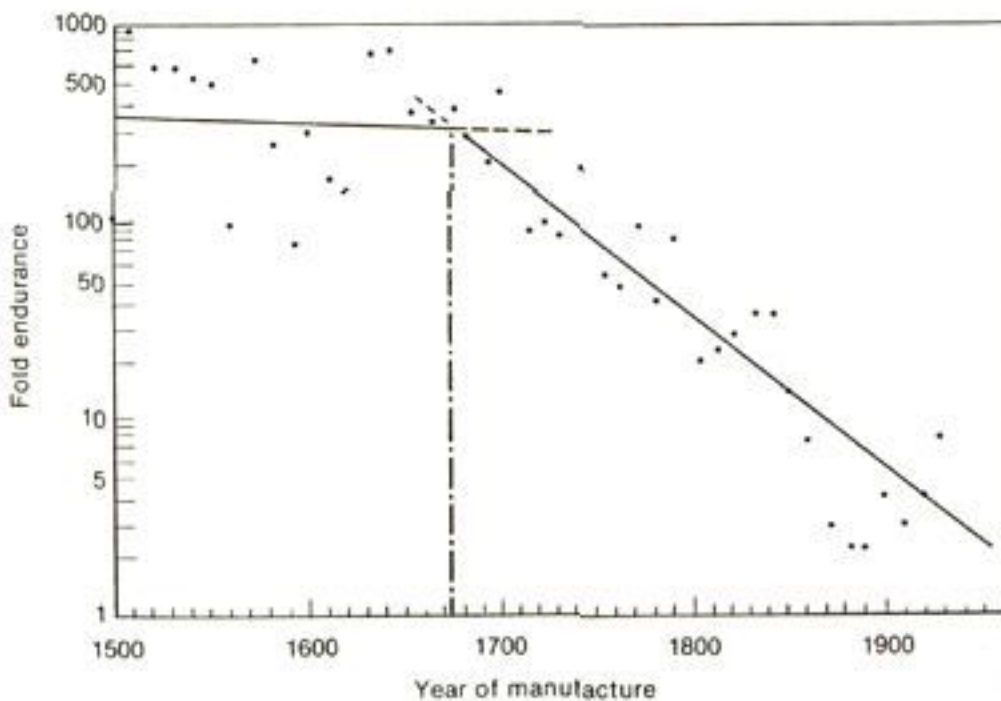
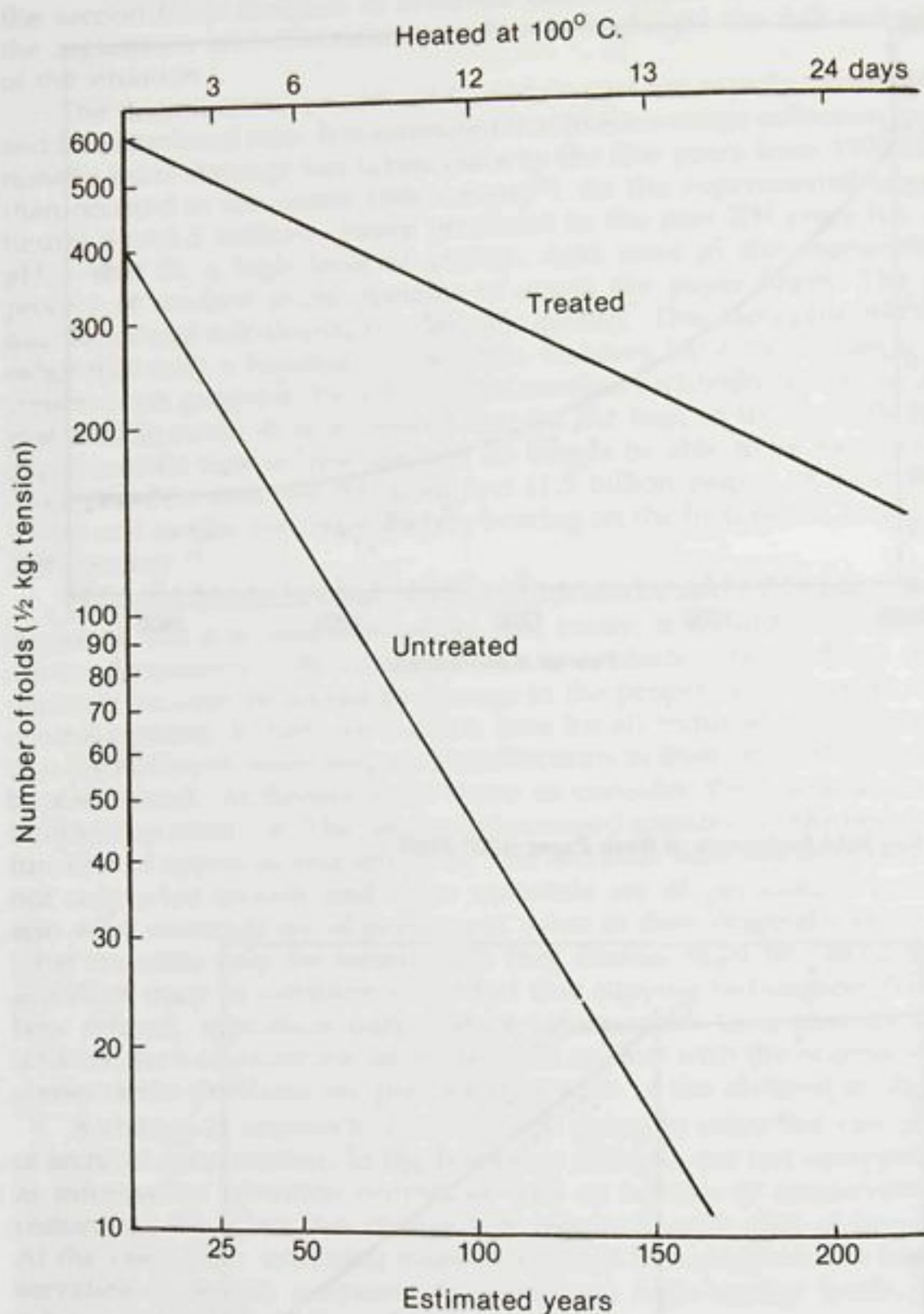


Figure 5 — Fold Endurance of Book Paper (1507-1949)



Note: Figures 4 and 5 summarize tests carried out by the W.J. Barrow Research Laboratory that were made on over 1,400 books published between 1507 and 1949. They show the gradual decrease in the quality of paper from the 16th century to the present. W.J. Barrow, *Permanence/Durability of the Book — VII* (Richmond, Virginia: Barrow Research Laboratory, 1974), pp. 46, 47.

Figure 6 — Effect of Deacidification Process on Paper Aging



Note: The chart shows the results of accelerated aging tests on 7 papers before and after deacidification. There is a considerable increase in fold strength and estimated life after deacidification. W.J. Barrow, *Manuscripts and Documents, Their Deterioration and Restoration* (Charlottesville: University Press of Virginia, 1972), p. XXIII.

enable it to expand its work in archival conservation and to concentrate on extension and advisory services to archives, large and small, in all parts of Canada.

Second, we recognize a desperate need for training, education and research in archival conservation. Therefore, we have urged the universities which will offer master's degree programs in archival science to stress education in conservation. Furthermore, we have suggested that training programs such as workshops in conservation be made available through provincial networks where possible or through the extension services established within the Public Archives of Canada.

Third, we are advocating an approach to conservation which is dictated by necessity. Only documents that have specimen value or intrinsic value as artifacts and historical treasures should *necessarily* be conserved in their original format. For the rest, information retention should become the objective wherever it can involve a cost saving. It will be up to archivists to discriminate between cases where documents themselves are of permanent value, and where only the information they contain need be preserved in some form. This approach does not, however, remove the necessity for greatly improving the conservation capability of Canadian archives, and it necessitates making provisions in the long term for large-scale microcopying. All archives, as part of their basic facilities, should have storage areas for all media which are secure, dust-free and with a constant temperature and humidity. They should also have basic facilities for cleaning, fumigating and carrying out elementary repairs to documents. Through the provincial networks and national services, all archives should have access to consultants and specialized technical facilities to assist with their conservation problems. In addition to the regional centres of the Canadian Conservation Institute, each province should have at least one professionally staffed and equipped archival conservation laboratory to serve the provincial archives and the network.

Throughout the system, archivists and researchers must be instructed on how to prolong the life of records. All archives should review their accessioning, storage, and reference systems to ensure that conservation is given high priority. With the great need for archival conservation in Canada, the only suppliers of acid-free archival storage boxes, file folders, microfilm boxes and similar specialized supplies are in the United States. A tariff of 17.5% is currently charged by Revenue Canada on the import of supplies necessary to preserve the Canadian documentary heritage. These supplies are not available in Canada. The situation is intolerable.

We recommend that until acid-free archival storage containers and other conservation supplies are manufactured in Canada, the federal government remove all import tariffs on such supplies.

Arrangement, Description and Access

Both the Commission on Canadian Studies and the Association of Canadian Archivists have expressed the view that the development of a Canadian archival system is largely dependent on improved access to holdings. Researchers do not complain of the fact that they have to search for their information. But they need at least to know where they are liable to find it. Libraries would not be very useful without their card catalogues

listing books by author and subject area, and guiding the user right to the spot on the shelf where the book he wants can be found. Archives too need to provide such a service, which we shall call content access to holdings. This, then, is the first aspect of access — guiding the user to the information he is seeking.

There is also the aspect of physical access. Rare is the modern scholarly book of which fewer than 1,000 copies are printed; most are printed in far larger numbers. These books can be found in libraries across the country, or they can be ordered from the publisher. None of this holds true for archival materials, which are normally *unique documents*. Yet researchers from across the country may want to use them. Because of their uniqueness, the archives cannot take the risk of lending out their holdings. It is not difficult, then, to see why archives have special problems in providing physical access.

1. Content Access

In our view, information on archival holdings is inadequate at two levels: the level of individual institutions, and the level of the archival system.

Individual institutions normally hold a great deal of material that is not described or listed at all except in bulk form. Only 23% of the Canadian archives responding to our survey had a published guide to holdings. Moreover, even if an archives has described, arranged and listed some of its material the manner in which this is done varies according to the institution. Users must, therefore, learn the particular system of description and arrangement of each archives they visit. The need for research in the development of standard forms of description, indexing and arrangement for archival materials is urgent. This does not mean that each collection need follow a single model, but that descriptive terms, numbering of holdings, finding aids, and the format of finding aids bear a resemblance from one institution to another.

The lack of uniformity of descriptive and cataloguing methods seriously hinders the creation of an information system at the national level. There is a wide range of possible projects, however, to improve the diffusion of information on archival holdings beyond the confines of individual institutions. A few would be: 1) a publication containing a summary of the overall holdings of each Canadian archives and its publications, giving the address and providing a list of other guides; 2) a microfilm collection of the finding aids of every archives; 3) more complete listings in the Union List of Manuscripts (ULM), perhaps attaching to the ULM the publication mentioned above in 1); 4) subject or thematic guides, e.g., papers of federal politicians; 5) guides to archives in specific regions, identifying even the smallest archives and indicating holdings; 6) provincial information networks, wherein each local archives would inform the network of all accessions (the latter would keep an up-to-date central file of holdings and periodically publish a provincial guide); 7) a biennial issue on microfilm of updates of the ULM, the guide to photographic archives and guides to other forms of archives; and 8) a feasibility study on a national machine readable data bank on archival holdings. We believe projects 1), 2), 3), 7) and 8) should become the responsibility of the new Extension Branch of

the Public Archives of Canada, and we suggest that a budget of \$1 million should be allocated to this task. Other projects ought to be undertaken by provincial archives, provincial networks or associations of archivists.

It is clear from the statistics in Chapter III that the budgets of most archives, particularly nongovernmental ones, do not permit much more than minimal efforts at description, indexing and arrangement of holdings, which is labour-intensive work. Yet such work is crucial if an archives' holdings are to be transformed from a storage vault to a widely useful *research resource*. Once described and arranged, archival holdings can become nationally accessible through the development of a relatively inexpensive microfiche data base. This is why we are recommending that the indexing, description and arrangement of archival materials of potential national significance might be guided and financially supported by the federal government as one of the services of the Public Archives, and that provincial networks also work at the development of detailed inventories and finding aids. An excellent example of the production of local inventories is the work of the Toronto Area Archivists Group which has begun a series of published regional inventories within Ontario. The outstanding example at present of a province-wide multi-institutional archival inventory is the work being undertaken by the Archives nationales du Québec.

We should also mention in passing that there are circumstances under which steps must be taken to *prevent* the easy accessibility of archival materials. The three major reasons for this are:

- 1) high intrinsic value (leading to fear of theft), perhaps accompanied by
- 2) fragile condition (leading to fear of damage), and
- 3) sensitivity or confidentiality of the information contained in the documents.

The first two concerns can be handled easily, through withdrawal of the originals and their replacement by copies, which can be made accessible. However, the third concern is more complicated. Archivists must take care to protect confidentiality, especially where personal privacy is involved. Such an obligation may arise as a result of negotiations at the time of acquisition. On the other hand, it might also arise out of examination of the material at a later date. Archivists must learn to serve two — at times conflicting — objectives: to encourage and promote the use of information contained in their holdings, and to ensure that legitimate needs for confidentiality are respected. Their credibility will depend on their ability to balance and serve both objectives. This problem must be addressed in codes of ethics to be developed by the professional associations and the proposed Canadian Association of Archives.

2. *Physical Access*

Let us return to the contrast with libraries in order to bring out the peculiar problems of archives in providing physical access to the materials they hold. A large part of a library's holdings may be borrowed, but archives

cannot take the risk of lending their *unique materials*. Thus archives must provide reading and studying areas as well as photocopying and micro-reproduction facilities. If a library does not have a particular book it can turn to the interlibrary loan system to satisfy the demand from some other library across the country. Again this is not true of archives. In the first place, archival materials are not self-contained and clearly defined, as are books. Often researchers must consult entire records series to discover the particular information they desire. In the second place there is no interarchival loan system of original material. Thus access to remote users, again, if at all possible, is dependent on providing microformat copies of complete records series.

Before the development of *xerographics*, the only way of consulting archival materials was to work in the archives. Now, once a researcher has identified the materials he needs, he is normally able to photocopy them. And researchers can save some time by consulting archivists, especially at smaller institutions, on the content of their holdings. It is still necessary, however, to travel to the archives where the material is stored and spend considerable time going through long series of records, many of which will not be of use. This costly, incommodious and time-consuming activity is probably prohibitive to much research.

It is therefore not to be wondered that there is so much interest among archivists in the possibilities of microformat diffusion of often-used archival materials. *Once a microfiche or microfilm master copy is made, further copies can be produced, shipped, and stored cheaply.* Microfilm readers are widely available at libraries and universities, and there are portable low-cost machines for home use. Unlike originals, microfilm copies can be lent to other archives, and possibly even to individuals. Microfilm diffusion can solve difficult jurisdictional problems. Since archival materials are unique and physical access to them is usually restricted to those who are able to visit the archives, archivists wish to keep possession of all materials that are likely to interest the community they serve. Materials, however, may belong to a government or organization whose main offices are located elsewhere than where the records are produced. Where should the materials remain, in the locality where they are produced or in the central repository, forming a complete central collection? Microform diffusion is the ideal solution to this problem.

In the early 1970s, in response to the objectives of federal cultural policy to democratize and decentralize cultural opportunities, the Public Archives of Canada began making available to provincial archives microfilm copies of important records related to or acquired from the province. Archivists across the country have wholeheartedly endorsed this program, which has been of great assistance to researchers, making important national records available nationally. We note with alarm that the Public Archives' budget for the Diffusion Program has been considerably reduced in the past years. We join the *Symons Report* and the Association of Canadian Archivists in encouraging the Public Archives to expand the Diffusion Program. Similarly, the provincial archives and indeed most other archives should begin their own diffusion programs to make records of provincial significance or of considerable importance to one locality freely available through the provincial networks.

3. Security

Several recent incidents in the Maritimes and across the United States have highlighted the vulnerability of archives to the depredations of thieves. With a growing market in historical manuscripts and with many documents more valuable for their philatelic interest than their historical content, the monetary value of archives is considerable.

Traditionally, Canadian archives have stressed the research value of such materials, with internal procedures designed more to facilitate use and to ease the problems of the researcher than to guard a treasure. Reading rooms open long hours with minimal supervision, and quantities of documents entrusted to each researcher without foolproof controls have been the rule rather than the exception. Such commendable traditions have been inherited from a less hectic age when archivists and researchers knew each other personally and worked closely as colleagues.

The relation of trust and concern must continue, but researchers and archivists alike must realize that lax security procedures damage the interests of both. Archival thieves seldom come quietly in the night, but being well-informed about the market and knowledgeable about their objective, they join the increasing numbers of legitimate researchers using the archives. One document from this file, another from that, and another slipped in among research notes can systematically loot an archives of letters bearing the signatures of Louis Riel or the prime ministers, or of stampless covers. Documents can be easily hidden on leaving the archives and once gone recovery is virtually impossible. Few documents bear a mark identifying them as belonging to an archives and, in any case, most such marks can be removed. Few archives have sufficiently detailed descriptive lists or routine verification procedures to detect a theft once it has occurred or to prove that a particular document was once in its collection. As the theft of stampless covers from Maritimes archives shows, even if the documents are eventually located, and even if the archives can prove they were once in their collections, the documents have passed through so many hands that their recovery or the identification of the thief verges on the impossible. At most, the archives can attempt to obtain a duplicate copy to preserve the information. This is a situation which must alarm archivists and researchers alike.

The solutions will be neither easy nor unobtrusive. Every archives needs to review its holdings to identify the most likely targets for thieves. Procedures must be established to detect thefts and suitable copies should be prepared to ensure that the archives can prove ownership of the documents if they are stolen and recovered. The overall security arrangements of archives need similar review, to balance ease of access and security. A full study in this field is urgently required and we suggest that the new Extension Branch of the Public Archives of Canada fund such a study and develop consultants to assist archives with these problems. Such a study might be undertaken in conjunction with the proposed Canadian Association of Archives and the professional associations. There is a similar urgent need for the establishment of a national register of stolen documents through which archives could report the details of stolen material and which would distribute this information to the police and dealers.

We recommend that the new Extension Branch of the Public Archives of Canada fund a study and develop consultants in the area of archival security, and that the branch coordinate a national register of stolen documents.

4. Copyright

The problem of copyright in archival material is a complex one. Each archival medium — manuscripts, public records, maps, photographs, sound recordings, film, machine readable records and broadcast materials — presents its own special twists in copyright legislation. The current federal Copyright Act, approved in 1924, pays no heed to the problems of conducting research in unpublished sources. Every day, virtually every archives, archivist and researcher in this country contravenes the provisions of that act. In this sense, it is fortunate that the act seems to be almost unenforceable.

In the United States, the federal Copyright Act was recently revised and in Canada, the federal government has been working toward a similar revision through consultation with interested groups. The results of this process were published in 1977 by The Department of Consumer and Corporate Affairs.²⁵ No bill has yet been introduced in Parliament embodying these proposals. The Association of Canadian Archivists and other Learned Societies have responded in detail as the proposals, if adopted, would substantially affect all forms of historical research in Canada.

The proposals for copyright revision proceed from the premise that "copyright is the recognition of a private property right" and that "the rights of users of copyright material are considered as a derogation from the norm, the latter being the protection of creators" (p. iii). This has different implications for each archival medium, but to take manuscript letters as an example, the approach used in the proposals means that all photocopying without the permission of the copyright owner is an infringement of copyright. The "fair dealing" provisions of the act are not extended to unpublished materials, and copyright in any letter deposited in an archives would remain for a maximum of 100 years following the death of its author (pp. 65, 147-149). The papers of any individual, government agency or corporation contain letters from countless individuals, each of whom retains copyright on these letters for a century after his or her death. Thus, many of the letters written to Sir John A. Macdonald are still protected by copyright and any archivist or researcher wishing to photocopy a letter should be required to discover when the author died and to contact his or her heirs for permission to copy the letter. This would be an improvement over the present act, by which copyright on unpublished materials subsists in perpetuity. But by adopting an overly simplistic view of archival activity, the proposals continue to place archivists and historical researchers beyond the pale. Creators of copyright material are often researchers as well, and the legitimate needs of both ought to be brought into balance. Explicitly extending the "fair dealing" provision of the copyright act to unpublished materials in archives and granting archivists the same protection recommended for librarians (p. 166) would greatly assist in this.

In this report we cannot deal with all of the archival implications of the proposals for revising the copyright act. Reaching an appropriate and

realistic balance between protection and use is a joint concern of archives, archivists, researchers and the Social Sciences and Humanities Research Council of Canada. We urge representatives of these groups and organizations to continue their interest in this matter and to review carefully any new legislative proposal.

We recommend that the federal government amend the Copyright Act to reflect the legitimate needs of archives, archivists and historical researchers.

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CHAPTER VI

The Preservation and Freedom of Information

At the beginning of this report, we noted a sense of crisis among Canadian archives. We believe that this alarm is real and well founded. Our archives are strained to the limit, attempting, often vainly, to balance escalating research use, the need to preserve an expanding variety of documentary forms and the accelerated deterioration of archival collections. Canadian archives have inherited a proud tradition of service to scholarship and of public accessibility. As the forewords to many books and local histories, or the credits on many films and television productions attest, Canadian archives are following in this tradition. But changing demands threaten to overwhelm them.

In recent years, the pattern of archives use has gradually shifted, with researchers from many academic disciplines discovering archival resources, analyzing them in new ways and placing new demands on archives, and with the general public exploring the records of their own heritage. Less experienced researchers rely more heavily on archives for guidance and many archives now are assuming a teaching role in assisting new researchers in locating and interpreting historical sources. New specialties in historical studies, and the new electronic media storing ever-increasing amounts of information combine to broaden the scope of archival documentation beyond what might even have been dreamt of a few decades ago. The deterioration of paper records and all of the new documentary media present their own conservation problems. As our survey makes clear, archival facilities, equipment and budgets have not kept pace with these new demands.

While changing patterns of use and new documentary media present problems for archives, they also present a welcome challenge. They make possible the realization of the full potential of the archival process: of preserving the recorded social memory. By using the most appropriate medium for storing information — paper, microfilm, audio tape, visual tape, photographs, computer tape, film — and by extending the techniques of records management, the preservation of documentary information need no longer depend on accident, chance, floods or special research interests. Archives now are beginning to attempt to mirror all aspects of society in their collections. They take a comprehensive view of their role, applying rational criteria of appraisal and selection to broad accumulations of information, preserving what has value. At the rate at which information

is created and destroyed in modern society, archival involvement in all administrative bodies is crucial if future researchers are to understand today's society. New methods of transmitting information can assist the archives in providing full national archival service, linking reference systems, highlighting areas of poor documentation, and helping to coordinate activities. Archives also have the chance to serve a broader public. The technology of preservation, conservation and copying is developing to help collections withstand increased use. New means of reproduction, micropublishing, and broadcasting enable archival resources to reach all who are seriously interested in our past. Archives collections can indeed *become the recorded social memory*, comprehensive in scope, growing systematically, and accessible to all who want to draw upon it.

Archives can be heartened by the fact that the two central and traditional concerns of archival service are now being debated as matters of public policy: freedom of information and personal privacy. All public archives and most institutional archives have as their lodestar a sense of public accountability. The idea of public archives originated during the French Revolution, when, for the first time, the official records were gathered, organized and made accessible for public scrutiny. Previously such records had been closely guarded to protect the rights of the nobility. The same open spirit underlay the 1871 petition of the Quebec Literary and Historical Society leading to the establishment of the Public Archives of Canada. And some of the strongest arguments for access to official records were advanced by our first Dominion Archivist, Douglas Brymner, in pressing the British government for permission to copy records less than 70 years old.²⁶ In the decades since, archivists at all levels of government, in universities, and in corporations, have urged the benefits of liberalizing access policies and have devised means of allowing legitimate research while protecting the privacy of individuals.

The archival process is essential to the implementation of any policy regarding freedom of information or the protection of personal privacy. This process involves the systematic analysis and selection of records for preservation — a first step for a government or institution in determining whether the records contain private or confidential information. Obviously not all records need to be, or can be, kept. If they were, the great volume of such records would effectively hide the useful information. A selection process undertaken by a *professional archivist rather than by the originating office* offers vital objectivity in deciding which records will be maintained for immediate or eventual public scrutiny. Similarly the proper arrangement, description and conservation of such records is the *sine qua non* of any freedom of information policy if it is to be effective both now and in the future. And finally, the fourth archival function in our definition of archives coincides with the objective of such policies: providing appropriate *public access*.

The archival process is implicit in most freedom of information or protection of privacy proposals. This does not seem to have been recognized in all Canadian jurisdictions considering such proposals nor has the experience that archives have gained in dealing with such problems over the past century been fully analyzed. There are some specific archival concerns in developing such policies.

First, many of the legislative proposals advanced so far attempt to deal with certain immediate pressures overlooking the effect such legislation will have on existing historical records. In the future, records can be kept in such a way as to identify and separate private or confidential information from what may be made available. Meanwhile, many official records in archives and in administrative offices mix such information indiscriminately. Legislation on freedom of information or personal privacy must be explicit about what is open and what is restricted. Applying this legislation to some archives will require major expenditures in analyzing the contents of their official holdings.

Second, the quality of the public record already suffers from the tendency to conduct official business by telephone, leaving no evidence for the future. It is imperative, from the point of view of the long-term accountability of public officials, and of the completeness of the public record, that new, more open policies be introduced into the public service in such a way as to win their full support.

Third, some public discussion is required on the duration of personal privacy. Applied literally, some current human rights and personal privacy legislation closes official records now centuries old which have traditionally been open for research. What is the appropriate term for the protection of privacy — a lifetime? a century? perpetuity? If it is the latter, should such records be closed even to descendants tracing the family genealogy? Many personal records, particularly those in machine readable form, can be useful in quantitative research when rendered anonymous. Few archives have ever budgeted for this.

The different legislative proposals, federal, provincial and municipal, have other implications for archives and for historical researchers. We cannot deal with these in detail, but we urge all who are involved in preserving or using the historical record to monitor such proposals closely and to ensure that the full archival process is an integral part of their implementation and that long-term historical concerns are recognized.

We recommend that Canadian archives, the archival associations and networks, the Social Sciences and Humanities Research Council and the associations of researchers monitor and respond to all proposals for freedom of information or personal privacy legislation to ensure that the archival process is an integral part of such proposals and that long-term research requirements are fully recognized.

Archives, traditionally, have been at the very heart of the process whereby governments, corporations and institutions preserve the detailed records of how decisions have been made, how policies have been set and how they have fulfilled the public trust. Increasing volumes of administrative information, microrecording and the new electronic media, plus demands spreading beyond the research community to the general public for access to this information have complicated the task and at times have obscured the underlying importance of the archival process. Without a flourishing archives system, without the basic safeguard of archival legislation to ensure that essential records are not arbitrarily or prematurely destroyed, and without careful analysis and selection of records by trained archivists, freedom of information or personal privacy legislation can be virtually meaningless.

The Canadian archival system today faces many challenges. More people, with a greater variety of interests, are just beginning to discover and enjoy the full research and educational value of archives. New documentary forms permit the preservation of a more comprehensive historical record and offer opportunities to make copies of these records available outside the archives. The benefits that archives have to offer in both records management and in making information appropriately available are becoming obvious to an increasing number of administrative bodies. And greater public awareness of the issues involved in the archival process and in information management offers both opportunities and a challenge to archives.

As a first step we believe that archives need to evolve into a coordinated system with appropriate leadership and cooperative attitudes. We ask that other institutions modify their policies to respect the needs of archives. We encourage corporations and institutions of all kinds to pay heed to the preservation of their own records. We recommend that the archival implications of current legislative proposals be fully explored and understood. And we ask all levels of government and all institutions with their own archives for modest, but effective increases in the resources provided to archives. The results will be impressive.

List of Recommendations

Chapter IV

- 1 We recommend that all public archives reevaluate their overall programs to achieve an appropriate balance between their traditional institutional programs and new programs designed to provide leadership to a cooperative system of archives in their region. (page 66)
- 2 We recommend that the archives in each province form a coordinated network to establish common priorities and to develop services, facilities and programs of benefit to all. (page 69)
- 3 We recommend that the Public Archives of Canada establish an Extension Branch to administer consulting services, information services, technical facilities and a grant program for the benefit of the entire archival system, with policies and priorities to be established on the recommendation of a National Archival Advisory Committee. (page 72)
- 4 We recommend that the federal government amend the Public Archives Act (R.S.C. 1970, Chapter P-27) as soon as possible to permit the programs we are recommending and to provide a solid legislative base for the future development of the Public Archives of Canada. (page 72)
- 5 We recommend that the annual budget of the Public Archives of Canada be increased by \$2.5 million for programs to be administered by the new Extension Branch. (page 73)
- 6 We recommend the formation of a Canadian Association of Archives to plan projects and programs affecting archives and to express the institutional viewpoint on matters of public policy or professional activity. (page 73)
- 7 We recommend that the Canadian Conservation Institute develop an increased emphasis on providing conservation training, consultation and services to the archives system, and that appropriate funding, staff and advisers be added for this purpose. (page 75)

- 8 We recommend that the Heritage Canada Foundation reassess its responsibility for all heritage matters and specifically that it begin programs to involve the public in archival concerns. (page 76)
- 9 We recommend that the new Extension Branch of the Public Archives of Canada consider providing funds to assist in the establishment of a suitable master's program in archival science in each official language at Canadian universities to serve the immediate educational needs of the entire archival system. (page 80)
- 10 We recommend that the Social Sciences and Humanities Research Council add archival science to its list of eligible disciplines for research grants; that archivists, able to obtain sabbatical leave from their institutions, be eligible for Leave Fellowships; and that archives be considered as eligible institutions for Negotiated Grants. (page 82)
- 11 We recommend that research grants awarded by the Social Sciences and Humanities Research Council which impinge substantially on specific archives include an appropriate amount to assist the archives in providing the required services.

We recommend that the SSHRC routinely involve archivists in assessing applications in the humanities and social sciences.

We recommend that all archives develop accounting systems that permit them to receive and use payments for services provided. (page 83)

Chapter V

- 12 We recommend that all governments, universities, corporations and other organizations establish guidelines for their officials and employees clearly defining which records belong to the government or institution and which to the individual. (page 88)
- 13 We recommend that in consultation with the proposed Canadian Association of Archives, and with the Association des archivistes du Québec and the Association of Canadian Archivists, the Secretary of State initiate the revision of the Cultural Property Export and Import Act with a view to making it an effective tool for the preservation of archival materials within Canada by private as well as public institutions. (page 89)
- 14 We recommend that the Income Tax Act be amended to encourage corporations to establish and to maintain their own corporate archives as a service to the public. (page 93)
- 15 We support the recommendation of the Symons Report that a federal parliamentary committee or other appropriate committee of inquiry be asked to study problems relating to the disposition of the business records and papers of international corporations operating in Canada, and to consider the application of such controls to other international

organizations operating in Canada, including labour unions, charitable and cultural associations, and the like.

We further recommend that the Dominion Archivist raise these issues in the International Council on Archives with a view to establishing archival guidelines for multinational corporations. (page 93)

- 16 We recommend that until acid-free archival storage containers and other conservation supplies are manufactured in Canada, the federal government *remove all import tariffs on such supplies.* (page 97)
- 17 We recommend that the new Extension Branch of the Public Archives of Canada fund a study and develop consultants in the area of archival security, and that the branch coordinate a national register of stolen documents. (page 102)
- 18 We recommend that the federal government amend the Copyright Act to reflect the legitimate needs of archives, archivists and historical researchers. (page 103)

Chapter VI

- 19 We recommend that Canadian archives, the archival associations and networks, the Social Sciences and Humanities Research Council and the associations of researchers monitor and respond to all proposals for freedom of information or personal privacy legislation to ensure that the archival process is an integral part of such proposals and that long-term research requirements are fully recognized. (page 107)

APPENDIX 1

Text of Questionnaire to Canadian Archives

Consultative Group on Canadian Archives
sponsored by the
Social Sciences and Humanities Research Council of Canada

Questionnaire* to Canadian Archives

1. Name of institution _____
Address _____

2. Province or territory in which institution is located. Check (✓) one.

British Columbia	_____
Alberta	_____
Saskatchewan	_____
Manitoba	_____
Ontario	_____
Quebec	_____
New Brunswick	_____
Nova Scotia	_____
Prince Edward Island	_____
Newfoundland	_____
Yukon Territory	_____
Northwest Territories	_____
3. Year in which archival institution was founded _____
4. Name of respondent _____
Position of respondent _____

* Information will be used in aggregate form only.

Part A — General Information

5. Indicate A. the policy-making authority
B. source of funds, and
C. archival role

For your institution choose up to three descriptors from the list below and rank them in order of priority by placing the numbers — 1 (highest priority), 2 and 3 opposite the appropriate descriptor, in each of columns A, B and C.

Descriptors	A Policy-making Authority	B Source of Funds	C Archival Role
Federal			
Provincial			
Regional			
County			
Municipal			
Church			
Historical society			
Business			
Research institute			
Educational institution			
Other (specify)			

6. Estimate the size of your existing collection. Please give statistics for original material only, and *note* the units of measurement in each case.

- A. Textual records of sponsoring institution _____ feet
- B. Other manuscript textual material _____ feet
- C. Printed material _____ items, volumes
- D. Microfilm _____ negative reels
- E. Microfiche _____ fiches
- F. Machine readable material _____ files
- G. Maps, plans, atlases _____ items
- H. Photographs _____ items
- I. Pictures, drawings, prints _____ items
- J. Films, videotapes _____ hours
- K. Sound recordings _____ hours

7. Estimate the annual growth rate of your collection. Again, *please note* the units of measurement.

- A. Textual records of sponsoring institution _____ feet
- B. Other manuscript textual material _____ feet
- C. Printed material _____ items, volumes
- D. Microfilm _____ negative reels
- E. Microfiche _____ fiches
- F. Machine readable material _____ files
- G. Maps, plans, atlases _____ items
- H. Photographs _____ items
- I. Pictures, drawings, prints _____ items
- J. Films, videotapes _____ hours
- K. Sound recordings _____ hours

8. Estimate the size of accommodation.

- A. Storage areas (shelf space) _____ ft.
- B. Public service (research) _____ sq. ft.
- C. Exhibitions _____ sq. ft.
- D. Staff work areas _____ sq. ft.

9. Indicate the number of full-time paid staff positions (or fractions thereof) for each category.

- | | |
|-------------------------------------|-------|
| A. Administrative | _____ |
| B. Archivists | _____ |
| C. Records managers | _____ |
| D. Technical support | _____ |
| E. Administrative, clerical support | _____ |
| F. Research assistants | _____ |

10. Estimate your budget for the *last complete fiscal year*.

- A. Total \$ _____

Breakdown (to the nearest percent)

- | | |
|-----------------------------------|-------|
| B. Acquisition | _____ |
| C. Processing/description | _____ |
| D. Conservation | _____ |
| E. Reference service | _____ |
| F. Equipment/furniture | _____ |
| G. Records management | _____ |
| H. Administration | _____ |
| I. Public relations | _____ |
| J. Capital facilities/maintenance | _____ |
| K. Other (specify) _____ | _____ |

Total 100%

11. Estimate your budget for the year *previous* to the last complete fiscal year.

- A. Total \$ _____

Breakdown (to the nearest percent)

- | | |
|-----------------------------------|-------|
| B. Acquisition | _____ |
| C. Processing/description | _____ |
| D. Conservation | _____ |
| E. Reference service | _____ |
| F. Equipment/furniture | _____ |
| G. Records management | _____ |
| H. Administration | _____ |
| I. Public relations | _____ |
| J. Capital facilities/maintenance | _____ |
| K. Other (specify) _____ | _____ |

Total 100%

12. Summarize your reference service during the *last complete fiscal year*. Please note the units of measurement.

- | | |
|--|-------|
| A. Number of research visits (1 visit = 1 person \times 1 day) | _____ |
| B. Number of inquiries by letter and telephone | _____ |
| C. Percentage of staff time related to research visits | _____ |
| D. Percentage of staff time related to remote inquiries | _____ |
| E. Number of pages of photocopies supplied to users | _____ |
| F. Number of feet of microfilm supplied to users | _____ |
| G. Number of microfiches supplied to users | _____ |

13. Summarize your reference service during the year *previous* to the last complete fiscal year. *Please note* the units of measurement.

- A. Number of research visits (1 visit = 1 person \times 1 day) _____
- B. Number of inquiries by letter and telephone _____
- C. Percentage of staff time related to research visits _____
- D. Percentage of staff time related to remote inquiries _____
- E. Number of pages of photocopies supplied to users _____
- F. Number of feet of microfilm supplied to users _____
- G. Number of microfiches supplied to users _____

14. Estimate types of users during the *last complete fiscal year* (to nearest percent).

- A. Sponsoring institution _____
- B. Government _____
- C. University researchers _____
- D. Genealogists _____
- E. Media (researchers) _____
- F. Other (specify) _____

Total 100%

15. Estimate types of users during the year *previous* to the last complete fiscal year (to nearest percent).

- A. Sponsoring institution _____
- B. Government _____
- C. University researchers _____
- D. Genealogists _____
- E. Media researchers _____
- F. Other (specify) _____

Total 100%

16. Do you have a published guide to holdings?

Yes _____

No _____

17. What percentage of your total holdings are restricted?

_____ (to nearest percent)

Part B — Planning

18. There are four parts to this question. All are to be answered on the chart below. Please read the instructions carefully. Note that parts B, C and D request your personal opinion.
- In the first column, indicate (✓) which of the programs and services you now have.
 - Choose the three programs or services which you would add or extend if funding were available. Rate them in order of priority by indicating the numbers 1 (first priority), 2 and 3 in the second column opposite the appropriate services or programs.
 - Based on the current situation, which three services or programs do you expect to add or extend within the next five years? Rank them in order by indicating the numbers 1 (first priority), 2 and 3 in the third column opposite the appropriate service or program.
 - In the case of retrenchment, which three services or programs would you cut back? Rank them in order by indicating the numbers 1 (first to be cut back), 2 and 3 in the last column opposite the appropriate service or program.

Services and programs	A (✓)	B 1,2,3	C 1,2,3	D 1,2,3
1. Adequate space, equipment				
2. Records management program				
3. Acquisition program outside your institution				
4. Conservation program				
5. Preparation of finding aids				
6. Reference service				
7. Oral history program				
8. Map archives				
9. Photographic picture archives				
10. Machine readable archives				
11. Film archives				
12. Extension services, archives Advisory or liaison program Educational publications				
13. Microfilm programs				
14. Decentralization of archival service through network				
15. Other (specify) _____				

19. In your judgment, are the resources of your archives, relative to the mandate contained in your governing legislation or terms of reference, check (✓) one.
- excellent _____ 1
- adequate _____ 2
- inadequate _____ 3

20. In advancing your budget within your sponsoring institution, what factors appear to weigh most heavily with those responsible for making budget allocation decisions? Rank the following in order of priority by indicating the number from 1 (highest priority) to 6 (lowest priority).

Economics, efficiency of records management program	_____
Public relations and good will	_____
Importance of preserving cultural heritage	_____
Number of users	_____
Prestige of major research manuscript collections	_____
Other (specify) _____	_____

Part C — Education and Staffing

21. Indicate the basic qualifications for employment as a beginning archivist at your institution. Check (✓) *one only*.

Informed interest (no degree)	_____ 1
BA	_____ 2
MA	_____ 3
MLS	_____ 4
Other (specify) _____	_____ 5

22. What minimal training will likely be required of archivists entering your institution in the next five years? Check (✓) *one or more*.

A. BA	_____
B. MA	_____
C. MLS	_____
D. Master's degree in archival science (if available)	_____
E. BA plus internship in a major archives	_____
F. Diploma course or certificate (community college) in archival science (if available)	_____

23. Based on current prospects, how many new positions for professional archivists do you expect to have within the next five years?

24. Which of the following opportunities for professional development would you consider most useful for professional archivists? Rank in order of priority by indicating the numbers from 1 (most useful) to 5.

Master's degree in archival science	_____
Advanced specialized diploma courses of limited duration	_____
Sabbatical leave with external leave grant	_____
Personal research grant program	_____
Other (specify) _____	_____

25. *To be answered by archives with an annual budget of less than \$50,000 ONLY.*

Which of the following would be most useful? Rank them in order from 1 (most useful) to 5 (least useful).

- | | |
|--|-------|
| Regional workshops in archival science | _____ |
| Brief internship at a larger (e.g., provincial) archives | _____ |
| Frequent consultation with professional archivists | _____ |
| Community college course in archival science | _____ |
| Practical manuals and/or textbooks related to the needs of small Canadian archives | _____ |

APPENDIX 2

Supplementary Tables on the Role of Provincial Governments
in Funding Archives, Chapter III

Table A — Primary Source of Funds, Canadian Archives, by Province, 1978

Archives category	BC	Al- ta	Sask	Man	Ont	Que	NB	NS	PEI	Nf- ld	Yu- kon	Total
Federal government	2	—	1	—	6	—	—	2	—	—	—	11
Provincial government	4	1	2	2	7	4	2	1	1	4	1	29
County	—	—	—	—	3	1	—	—	—	—	—	4
Municipal	7	1	—	—	7	2	—	—	—	—	—	17
Church	1	2	1	3	9	5	1	1	—	—	—	23
Historical society	1	—	—	—	2	1	1	—	—	—	—	5
Business	2	1	—	—	7	4	—	—	—	—	—	14
Research institute	—	—	—	—	—	1	—	—	—	—	—	1
Educational institution	3	1	1	1	19	8	2	3	—	1	—	39
Private donation	1	2	—	—	—	—	—	—	—	—	—	3
Interest group	—	—	—	—	7	4	1	—	—	—	—	12
Other	—	—	—	—	2	2	—	—	—	—	—	4
Total	21	8	5	6	69	32	7	7	1	5	1	162

Table B — Secondary Source of Funds, Canadian Archives, by Province, 1978

Archives category	BC	Al- ta	Sask	Man	Ont	Que	NB	NS	PEI	Nf- ld	Yu- kon	Total
Federal government	2	—	—	—	3	—	—	—	—	2	—	7
Provincial government	4	2	—	1	12	1	1	—	—	—	—	21
Regional	1	—	—	—	—	—	—	—	—	1	—	2
County	—	—	—	—	1	—	—	—	—	—	—	1
Municipality	—	—	—	—	3	—	—	—	—	—	—	3
Church	—	—	1	—	2	—	—	—	—	—	—	3
Historical society	1	—	—	2	—	—	—	—	—	—	—	3
Business	—	—	—	—	1	—	—	1	—	—	—	2
Research institute	—	—	—	—	2	—	—	—	—	—	—	2
Educational institution	1	1	1	—	3	1	—	—	—	—	—	7
Private donation	1	—	—	—	1	1	1	—	—	—	—	4
Interest group	2	—	—	—	2	—	—	—	—	—	—	4
None	10	5	3	3	39	29	5	7	1	2	1	105
Total	22	8	5	6	69	32	7	8	1	5	1	164

Table C — Tertiary Source of Funds, Canadian Archives, by Province, 1978

Archives category	BC	Al- ta	Sask	Man	Ont	Que	NB	NS	PEI	Nf- ld	Yu- kon	Total
Federal government	2	2	—	—	1	—	—	—	—	—	—	5
Provincial government	2	—	—	—	2	—	—	—	—	—	—	4
Regional	—	—	—	—	—	—	1	—	—	—	—	1
County	—	—	—	—	—	—	—	—	—	—	—	0
Municipal	—	1	—	—	1	—	—	—	—	—	—	2
Church	—	—	—	—	—	—	—	—	—	—	—	0
Historical society	—	—	1	—	3	—	—	—	—	1	—	5
Business	—	—	—	—	2	—	—	—	—	—	—	2
Research institute	—	—	—	—	1	—	—	—	—	1	—	2
Educational institution	—	—	—	—	2	—	—	—	—	—	—	2
Private donation	1	—	—	1	1	—	—	—	—	—	—	3
Interest group	—	—	—	—	—	—	—	—	—	—	—	0
Other	1	—	—	—	3	—	—	—	—	—	—	4
Total	6	3	1	1	16	—	1	—	—	2	—	30

Table D — Priority of Archival Role, Canadian Archives, by Province, 1978

Archives category ^a		BC	Al- ta	Sask	Man	Ont	Que	NB	NS	PEI	Nf- ld	Yu- kon	Total
Federal government (9)	1AR ^b	—	—	1	—	7	—	—	1	—	—	—	9
	2AR	2	—	—	—	2	—	—	—	—	—	—	4
	3AR	—	1	—	—	4	—	—	—	—	1	—	6
	Total	2	1	1	0	13	0	0	1	0	1	0	19
Provincial government (14)	1AR	2	1	1	1	1	3	2	1	1	3	1	17
	2AR	3	1	—	—	6	1	—	—	—	1	—	12
	3AR	1	—	—	—	2	—	—	—	—	—	—	3
	Total	6	2	1	1	9	1	2	1	1	4	1	32
Regional (—)	1AR	3	1	—	—	3	—	1	1	—	—	—	9
	2AR	2	1	—	—	2	1	—	—	—	1	—	7
	3AR	2	3	—	—	2	—	1	—	—	1	—	9
	Total	7	5	0	0	7	1	2	1	0	2	0	25
County (4)	1AR	—	—	—	—	3	1	—	—	—	—	—	4
	2AR	—	—	—	—	1	—	—	—	—	—	—	1
	3AR	—	—	—	—	—	—	—	—	—	—	—	0
	Total	0	0	0	0	4	1	0	0	0	0	0	5
Municipal (12)	1AR	6	2	—	—	6	2	—	—	—	—	—	16
	2AR	4	1	—	1	3	—	—	—	—	—	—	9
	3AR	1	—	—	—	2	1	1	—	—	—	—	5
	Total	11	3	0	1	11	3	1	0	0	0	0	30
Church (25)	1AR	1	2	2	2	10	5	—	1	—	—	—	23
	2AR	—	—	—	—	2	—	—	—	—	—	—	2
	3AR	—	1	—	—	1	1	—	—	—	—	—	3
	Total	1	3	2	2	13	6	0	1	0	0	0	28
Historical society (14)	1AR	2	—	—	1	1	1	1	—	—	1	—	7
	2AR	1	—	1	1	3	—	—	1	—	—	—	7
	3AR	—	—	—	—	2	—	—	—	—	—	—	2
	Total	3	0	1	2	6	1	1	1	0	1	0	16
Business (14)	1AR	1	—	—	—	5	4	—	—	—	—	—	10
	2AR	—	1	—	—	2	—	1	—	—	—	—	4

Table D — continued

Research institute (5)	1AR	1	—	—	1	4	1	1	—	—	1	—	9
	2AR	—	1	—	—	10	2	1	1	—	—	—	15
	3AR	—	—	—	—	3	—	—	—	—	—	—	3
Total		1	1	0	1	17	3	2	1	0	1	0	27
Educational institution (42)	1AR	3	1	1	1	14	7	2	2	—	—	—	31
	2AR	—	—	—	—	5	—	—	—	—	1	—	6
	3AR	3	—	1	1	6	1	—	—	—	1	—	13
Total		6	1	2	2	25	8	2	2	0	2	0	50
Private trust (3)	1AR	—	1	—	—	1	—	—	—	—	—	—	2
	2AR	—	—	—	—	—	1	—	—	—	—	—	1
	3AR	—	—	—	—	—	—	—	—	—	—	—	0
Total		0	1	0	0	1	1	0	0	0	0	0	3
Interest group (16)	1AR	2	—	—	—	5	4	—	—	—	—	—	11
	2AR	—	—	—	—	1	—	—	—	—	—	—	1
	3AR	—	—	—	—	1	—	—	—	—	—	—	1
Total		2	0	0	0	7	4	0	0	0	0	0	13
Other (10)	1AR	—	2	—	—	5	2	—	1	—	—	—	10
	2AR	1	—	—	—	1	—	—	—	—	—	—	2
	3AR	—	—	—	—	—	—	—	—	—	—	—	0
Total		1	2	0	0	6	2	0	1	0	0	0	12
Total (158)	1AR	21	10	5	6	65	30	7	7	1	5	1	158
	2AR	13	5	1	2	38	5	2	2	0	3	0	71
	3AR	8	5	1	1	25	3	2	1	0	3	0	48

a Figures in parentheses indicate number of archives.

b Archival role: 1AR — first priority; 2AR — second priority; 3AR — third priority.

APPENDIX 3

List of Briefs Received by the Consultative Group on Canadian Archives*

- James R. Aikens, Archives Coordinator, The Coordinated Arts Services, Toronto, Ontario
- Paul L. Aird, Faculty of Forestry and Landscape Architecture, University of Toronto.
- James Anderson, Perth County Archives, Ontario
- Christine Arden, Chairman, Toronto Area Archivists Group
- Association of Canadian Archivists, Business Archives Committee, Toronto
- Association of Canadian Archivists, Conservation Committee, Toronto
- Joan Baillie, Archivist, Canadian Opera Company, Toronto
- Walter Balderston, Chairman, Canadian Friends Historical Association, Toronto
- Richard E. Bennett, University Archivist and Rare Book Librarian, The Elizabeth Dafoe Library, The University of Manitoba, Winnipeg
- Marion Beyea, formerly General Synod Archivist, Anglican Church of Canada; now Provincial Archivist of New Brunswick and President, Association of Canadian Archivists, 1979-80
- George Brandak, Select Committee, Association of Canadian Archivists, Vancouver
- Donald Caswell, *Multicultural Council of Windsor and Essex County, Windsor*
- M. Chang, Archivist, Government of Newfoundland and Labrador, Department of Tourism Provincial Archives, St. John's
- Délie Chiasson, Les Archives de la Société Historique Nicolas Denys, Shippegan, N.B.
- Hubert Charbonneau, Département de démographie, Université de Montréal
- John Clarke, Department of Geography, Carleton University, Ottawa
- Luca Codignola, Università degli Studi di Pisa, Rome
- Douglas L. Cole, Simon Fraser University, Burnaby
- Pierre Collins, Responsable du Service des archives régionales à l'Université du Québec à Rimouski
- Jean Daigle, Centre d'études acadiennes, Université de Moncton
- Laurenda Daniells, University Archivist, The University of British Columbia, Vancouver
- D.J. Davis, Archivist, Government of Newfoundland and Labrador, Department of Tourism Provincial Archives, St. John's
- N.J. DeJong, Public Archives of Prince Edward Island, Charlottetown
- Louis Dugal, Le Séminaire de Québec, Sainte-Foy
- Eastern Townships Heritage Foundation, Bishop's University, Lennoxville
- Terry Eastwood, President, Association of Canadian Archivists, 1978-1979, Victoria
- Adèle P. Ebbs, Canadian Camping Association, Toronto

* As several individuals in this list presented joint briefs, the number totals more than the 73 reported in the text.

Howard Fink, President, Association for the Study of Canadian Radio and Television, Montreal

D.R. Forsdyke, Department of Biochemistry, Queen's University, Kingston

James A. Fraser, Canadian Gay Archives, Toronto

R.D. Gibson, Faculty of Law, The University of Manitoba, Winnipeg

D'Arcy Hande, Association of Lutheran Archivists and Historians in Canada, Saskatoon

J.F. Hanlan, Queen's University, Kingston

S.D. Hanson, University of Saskatchewan, Saskatoon

Robert F. Harney, The Multicultural History Society of Ontario, Toronto

Kent M. Haworth, Archivist, Anglican Diocese of British Columbia, Victoria

H.W.M. Hodges, Queen's University, Kingston Art Conservation Program

H.T. Holman, Public Archives of Prince Edward Island, Charlottetown

R. Scott James, City Archivist, Toronto

Jewish Historical Society of Western Canada, Winnipeg

Linda Johnson, Yukon Territorial Archivist, Whitehorse

D.D. Johnstone, British Columbia Conference Archives, United Church of Canada, Vancouver

Margaret Kirkpatrick, Faculty of Social Work, University of Toronto

Jake V. Knoppers, Program Officer, Social Science Federation of Canada, Ottawa

Eric Krause, Historical Records Supervisor, Fortress of Louisbourg National Historic Park, Louisbourg

Alfred J. Lucier, Assistant Archivist, Assumption University, Windsor

Ann MacDermaid, University Archivist, Queen's University, Kingston

Hugh P. MacMillan, Archives of Ontario, Ministry of Culture and Recreation, Toronto

David Mattison, Vancouver

Michael McMordie, President, Society for the Study of Architecture in Canada, Ottawa

Miriam McTiernan, President, Association of British Columbia Archivists, Vancouver

The Miramichi Historical Society, Newcastle, New Brunswick

A.W. Murdoch, Acting Provincial Archivist, Archives of Ontario, Ministry of Culture and Recreation, Toronto

Paul. T. Murphy, Law Librarian, Paul Martin Law Library, University of Windsor

Frederick J. Netherton, Curator of History, Ministry of Recreation and Conservation, Fort Steele Historic Park, British Columbia

R.C. Purse, Canadian National Institute for the Blind, Toronto

Chris Petter, Archivist Librarian, University of Victoria

Mary Helen Richards, Archivist, The Canadian Federation of University Women, University of Regina

Victoria Ripley, Archives of the Diocese of Huron, Huron College, London

Margaret I. Roberts, President, Rideau District Historical Society, Westport, Ontario

Neil V. Rosenberg, Memorial University of Newfoundland, Folklore and Language Archives, St. John's

Camilla Ross, Director, Communications Department, The Playhouse Theatre Centre of British Columbia, Vancouver

W.G. Ross, Chairman, Ad Hoc Committee on Archives, Department of Geography, Bishop's University, Lennoxville

Mervyn Ruggles, Queen's University, Kingston

Pierre Savard, Centre de recherche en civilisation canadienne-française de l'Université d'Ottawa

Robert J. Scollard, St. Michael's College, University of Toronto

Owen R. Scott, The Canadian Society of Landscape Architects, Ottawa

Sandra Sherman, Calgary

W.I. Smith, Dominion Archivist, Public Archives of Canada, Ottawa
D.A. Smithies, Director, Peterborough Centennial Museum, Peterborough,
Ontario
Jean Steer, President, The Canadian Federation of University Women, University
of Regina
Michael Swift, Director, Archives Branch, Public Archives of Canada, Ottawa
Hugh A. Taylor, Provincial Archivist, Public Archives of Nova Scotia, Halifax
John E. Twomey, Canadian Broadcasting History Research Project, Don Mills
Philip R. Ward, Director, Conservation Services, National Museums of Canada,
Ottawa
Sid Waterton, St. Lawrence College of Applied Arts and Technology, Kingston
Vicky Williams, Archivist, Glenbow-Alberta Institute, Calgary

