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CANADIAN ISSUES
THÈMES CANADIENS

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THE CANADIAN ARCHIVES SUMMIT

TOWARDS A NEW BLUEPRINT FOR CANADA'S RECORDED MEMORY

Special edition 2014

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Association of Canadian Archivists

ACA 2014 Archivatopia

26--28 June 2014
Victoria, British Columbia

Archives and the archives community in Canada and around the world are experiencing fundamental stresses. Recent years have been difficult for prospective and practicing archivists. How can we alter our perception of the stresses we all face to change them from obstacles to opportunities? How can we position ourselves to overcome difficulties and capitalize on new possibilities? Now is the time to assess the current state of archives in Canada and, more importantly, to chart our way forwards to archival utopia. Archivists have responded to the call to define their "archivatopias." Join us in Victoria, BC, Canada's Shangri-la, to hear how archivists from across Canada and around the world envision the ideal future for archives and archivists, and to discuss together how we can strive to make these dreams a reality. High points of this exciting, thought provoking conference include:

- presentations on the role of education and training to prepare archivists of the future;
- expert panelists addressing the design, construction, and maintenance of archival facilities that help ensure preservation and promote access;
- case studies of strategies that position archives to reach out to and include the records of marginalized and unrepresented social groups and movements;
- experiences of archivists supporting the work of small institutions by developing capacity and building partnerships and networks; and much more!

This year's conference not only promises an engaging program, but also offers opportunities to join colleagues in experiencing Victoria's utopian setting. Social events will highlight the unique natural charms of Victoria and Vancouver Island, including Coast Salish traditional carving, whale watching, touring Canada's oldest Chinatown, and Cougar Annie's garden brought to the stage. ACA 2014 will connect you and your colleagues through Facebook, Twitter, and the ACA website. The 2014 Conference App will ensure you have up to the minute *Archivatopia* details, no matter where you may be (floating in the Salish Sea, biking Dallas Road, swimming on Gonzales Beach, paddle boarding in the Inner Harbour, relaxing in Butchart Gardens, or replenishing your fluids at Spinnakers).

The ACA 2014 conference hotel is the Fairmont Empress. Among its many features are a central location in downtown Victoria within walking distance of many of the city's attractions, excellent dining, traditional high tea, and cocktails in the colonial style Bengal Lounge. Get the royal treatment at Willow Stream Spa, admire the Edwardian era architecture, the hotel's own archives, the restored Palm Court ceiling, and kick up your heels in the Crystal Ballroom.

Plan for extra time to make Victopia your summer vacation destination! Vancouver Island is green and beautiful year-round, and is rated the Top Island in the Continental US and Canada and one of the Top Ten islands in the World by the 2012 Travel+Leisure World's Best Awards.

For information on, or to register, visit the ACA 2014 section of the website at http://archivists.ca/content/annual-conference

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CANADIAN ISSUES
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SPECIAL EDITION 2014

Canadian Issues is published by
Thèmes canadiens est publié par

ACS • AEC
Association for Canadian Studies • Association d'études canadiennes

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CANADIAN ISSUES
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Patrimoine canadien Canadian Heritage

Canada History Fund
Fonds pour l'histoire du Canada

Canadian Issues / Thèmes canadiens is a quarterly publication of the Association for Canadian Studies (ACS). It is distributed free of charge to individual and institutional members of the ACS. Canadian Issues is a bilingual publication. All material prepared by the ACS is published in both French and English. All other articles are published in the language in which they are written. Opinions expressed in articles are those of the authors and do not necessarily reflect the opinion of the ACS. The Association for Canadian Studies is a voluntary non-profit organization. It seeks to expand and disseminate knowledge about Canada through teaching, research and publications.

Canadian Issues / Thèmes canadiens est une publication trimestrielle de l'Association d'études canadiennes (AEC). Elle est distribuée gratuitement aux membres de l'AEC. CITC est une publication bilingue. Tous les textes émanant de l'AEC sont publiés en français et en anglais. Tous les autres textes sont publiés dans la langue d'origine. Les collaborateurs et collaboratrices de Thèmes canadiens sont entièrement responsables des idées et opinions exprimées dans leurs articles. L'Association d'études canadiennes est un organisme pancanadien à but non lucratif dont l'objet est de promouvoir l'enseignement, la recherche est les publications sur le Canada.

Canadian Issues / Thèmes canadiens acknowledges the financial support of the Government of Canada through the Canada History Fund of the Department of Canadian Heritage for this project.

Canadian Issues / Thèmes canadiens bénéficie de l'appui financier du Gouvernement du Canada par le biais du Fonds pour l'histoire du Canada du ministère du Patrimoine canadien pour ce projet.

LETTERS/COURRIER

Comments on this edition of Canadian Issues ?

We want to hear from you.
Write to Canadian Issues – Letters, ACS, 1822A, rue Sherbrooke Ouest, Montréal (Québec) H3H 1E4. Or e-mail us at <julie.perrone@acs-aec.ca> Your letters may be edited for length and clarity.

Des commentaires sur ce numéro ?

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Courrier, AEC, 1822A, rue Sherbrooke Ouest, Montréal (Québec) H3H 1E4. Ou par courriel au <julie.perrone@acs-aec.ca> Vos lettres peuvent être modifiées pour des raisons éditoriales.

: @CanadianStudies

THE CANADIAN ARCHIVES SUMMIT, 17 JANUARY 2014

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.
To Know Ourselves: The Report of the Commission on Canadian Studies
Dr T.H.B. Symons, 1975 – Vol. II, page 82

The services that Canadian archives provide for our citizens are under severe pressure. They are fragile and, in some cases, disappearing. The records selected and preserved by generations of archivists are in demand more than ever. History lives – the Truth and Reconciliation Commission of Canada addressing residential schools; the formal apologies for past wrongs to Canadians of Japanese, Chinese and Ukrainian origin; Arctic sovereignty; land claims; military commemorations; environmental change; and boundary disputes *all* rely on the integrity of the historical record. The fundamental legal and cultural values of the record, both official and personal, are demonstrated daily.

The digital revolution, transforming record keeping systems across society, adds a new complexity to the archival task. Identifying, securing and maintaining e-records in all their rapidly changing formats, while retaining their essential value as legal evidence is an immense technological challenge. Archivists have been learning new skills, supporting graduate programs in archival studies, and advancing research on standards and solutions. Solutions, however, are expensive and seldom factored into the cost of new systems. The Delete key is ubiquitous. In this digital age, governments, institutions, corporations and families are in danger of losing memory.

To address the varied challenges facing archival services, the Association of Canadian Archivists, the Association des archivistes du Québec and the Canadian Council of Archives organized the Canadian Archives Summit. This was centered at the Munk School of Global Affairs, University of Toronto but held simultaneously at 30 plus locations across the country. Key leaders were asked to prepare background papers to inform the discussion. And 16 colleagues and allies were our 'agents provocateurs' advancing new ideas and perspectives in an informative series of seven minute presentations. In the afternoon, those participating locally and nationally gathered at discussion tables to assess the practicality of innovative solutions.

The intent was clear: To ensure that Canada's documentary heritage continues:

- to grow systematically using all media to document the Canadian experience in all its complexity and diversity;
- to maintain the integrity of the record of Canada as evidence valid in law, as the basis for studies in many disciplines, and as a way "to know ourselves";
- to be available to all who are interested in it now and to those of generations to come.

The Summit's intent was also to advance public recognition of our documentary heritage as a source of enduring knowledge accessible to all, contributing to the cultural, social and economic advancement of Canada as a free and democratic society.

This publication makes available the series of Background Papers together with a few of the quick presentations made at the Summit. We invite all comments on the Summit's continuing web site: archivists.ca/content/canadian-archives-summit.

Canada's foremost archival philosopher, Dr Terry Cook, FRSC, provided a realistic and challenging ambition:

"This is about starting a process, interesting enough people deeply enough to round out these issues; address what has been overlooked and build a community vision that is achievable over a generation… The process will be long and painful, but necessary if a strong enough consensus is to be built to sustain it."

We invite all Canadians to help with this process. Canada's recorded memory deserves nothing less.

Ian E. Wilson

ACS • AEC

Association for Canadian Studies • Association d'études canadiennes

UNIVERSITY of Prince Edward ISLAND

The Association for Canadian Studies (ACS) in collaboration with the University of Prince Edward Island and PEI Social Studies Teachers' Association will be holding a national conference on the teaching and communicating the history of Canada entitled **(Re)making Confederation: (Re)Imagining Canada**. The event will be held November 21-22 2014 at the Delta Prince Edward & PEI Convention Center, Charlottetown, Prince Edward Island.

The conference will look at the most effective methods to engage students and teach Canadian history and social studies as well as to address current issues in communicating history and look at the relevance of history in our daily lives. We expect over 350 delegates to attend. The conference will feature over 40 plenary, panel, workshop and other special sessions and will include a number of sessions conducted in French (with simultaneous translation). Many of Canada's leading academics, teachers and authors as well as researchers and representatives from museums, archives, government, non-governmental organizations, history organizations, publishers, and media will attend as presenters, delegates and exhibitors.

The conference will be pertinent to all those interested in issues revolving around the teaching and communicating Canadian history and social studies. Professors, students, teachers, researchers, civil servants, decision makers and members of non-profit and history related organizations will benefit from the conference sessions, as well as the opportunity to meet and hear experts from across Canada.

A block of hotel guestrooms is being held for conference delegates at the Delta Prince Edward Hotel (18 Queen Street, Charlottetown, PEI, C1A 8B9, **www.deltahotels.com/Hotels-Prince-edward**) Rates range from $145.00 to 185.00 per night. To book a room call reservations at 1 866 894-1203 or **pri.reservations@deltahotels.com** and mention block code AC1155 or Association for Canadian Studies when booking.

To register on line visit www.acs-aec.ca. Additional conference information to be updated and posted at www.acs-aec.ca on a regular basis. A limited number of travel grants are available for out of province teachers.

For information regarding conference sponsorship, advertising or being an exhibitor at the conference, as well as for any additional questions, please contact James Ondrick at the Association for Canadian Studies: E-mail: james.ondrick@acs-aec.ca, Tel: 514 925-3097.

THE EVOLUTION OF THE ARCHIVAL PROFESSION AND SYSTEM IN CANADA

MARION BEYEA was Director of the Provincial Archives of New Brunswick from 1978 until 2013. Prior to that appointment she was Archivist of the General Synod of the Anglican Church of Canada, worked as an archivist at the Archives of Ontario and as a student assistant at the University of New Brunswick Archives and the Archives of the New Brunswick Museum. Her contributions to the archival profession began in 1973 as a member of the Archivists Section of the Canadian Historical Association where she co-edited a newsletter for archivists. She was on the three person committee that collaborated with archivists across Canada on the formation of their own association and developed the constitution for ACA. She has served the Association of Canadian Archivists in a number of capacities including as President 1979-1980 and was the first President of the Council of Canadian Archives. She has been active in the International Council of Archives as a member of the Steering Committee of the Section of Professional Associations and as Chair of the Committee on Best Practices and Standards. She was New Brunswick's representative on the Historic Sites and Monuments Board for two terms and is currently the New Brunswick Governor on the Board of Heritage Canada The National Trust. She is also on the Board of the Canadiana Fund and a Director of the Association Museums New Brunswick.

MARCEL CAYA taught archives at Université du Québec à Montréal until 2011 after working as University Archivist for McGill University in Montréal from 1977 to 1994 and as DG of the McCord Museum of Canadian History from 1984 to 1988. One of the founding members of the Bureau of Canadian Archivists, he has also served on the two Consultative Group/Committee on archives of the Social Sciences and Humanities Research Council in 1978-1980 and 1983-1985; he co-chaired the Canadian Working Group on Descriptive Standards from 1983 to 1986 and was a member of the CCA Standards Committee and of the Working Group on Arrangement of the CCA. National Chairman or vice-chairman of the National Archival Appraisal Board, he has been its Quebec regional director since 1981. He was member without portfolio on the first Executive of ACA of which he is a Fellow. He served the International Council on Archives in many capacities, including as Deputy Secretary General of ICA until 2007; he was named the first Fellow of the ICA.

The establishment of archives in Canada was gradual and haphazard. Governments and private corporate bodies generated and received records but they did not give them much care beyond the period they were used. While there were early examples of interesting and important archival collections being built in Nova Scotia and Quebec, and the federal government established its archives in 1872, it was well into the twentieth century before the provinces followed suit. Private bodies, particularly churches and businesses, also set up archives for their own records and a number of historical societies and museums began to acquire records both to give them a home and to meet local research needs. To set the archival stage in the 1970s when Canadian archivists were experiencing the stirrings of professionalism, in preparation for the first directory of Canadian archives, 321 questionnaires were sent out and 216 institutions responded in some fashion.[1] The institutions, self-identifying as archives, did not follow a model or fit a mold and were often adjuncts of libraries, museums, and historical societies, and the methods they used were far from standardized. Nonetheless they shared the objectives of acquiring, preserving and making available archival records, albeit often without a mandate.

Few people taking jobs in Archives were making a deliberate career choice. Archives provided employment for many ex-journalists, military veterans, the occasional political appointment and university history graduates (often intending to return to their studies with the objective of finding employment in academe). Ties with historians were strong also because historians were considered the main users. The professional body for archivists up to 1975 was the Archives Section of the Canadian Historical Association (CHA) that began in 1953. Even after the establishment of the ACA, meeting with the Learned Societies was preferred over a separate professional conference by many archivists who looked to the annual opportunity to interact with academic historians.

The majority of people being employed in Archives learned on the job and greatly influenced by a month-long course many attended given at the Public Archives of Canada (the PAC). The intention of the Archives Section was to place this course at Carleton University and it did operate there for several years, but when that plan did not work out, the PAC gave it a home. The course was of importance in familiarizing working archivists with archival theory and practice, and the holdings and operations of the PAC. Importantly, they developed collegial relationships which advanced archives as a profession. The arrival of several British archivists brought to Canadian practice a tradition of professional archival work, along with their ideas about archival education and theory.

There was considerable borrowing of archival practice from the PAC, which, with a budget 54% greater than the combined budgets of all other Canadian archives, was a leader in the field and helped other Canadian archives in many ways.[2] Such assistance ranged from expert advice and assistance in all areas and specialties of archival work to, the Dominion archivist to the New Brunswick government on the establishment of its archival program in 1967. As well, other archives shared experiences and methods among themselves and by the early 1970s were beginning to form local and regional organizations.[3] The *Union List of Manuscripts* implemented by the PAC and with the support of the CHA, introduced, in effect, an early standard for summary description of archival holdings and provided relevant training in this. Archivists were exercised that library methodology was being imposed on the arrangement and description of records, and about competition for acquisitions, the latter, in part, a reaction to the PAC's introduction of the Systematic National Acquisition Program, or SNAP, not the most subtle of acronyms. This was, in fact, an attempt at a systematic approach to identifying what records should be preserved and brought into the national archives. Records Management became an integral part of the PAC's operations, as well as the Ontario Archives and the more recently established archives in New Brunswick and the Yukon. At the same time there was a growing concern about conservation. However, only a few institutions had conservators and those were European trained and generally fine art oriented, treating individual items rather than coming up with strategies for the growing mass of records that archives held.

By the early 1970s, meetings of the Archives Section were becoming regularized with calls for agenda items in advance, structured sessions on topics of archival interest, and membership extending beyond heads of institutions. The Section's newsletter had been transformed into a journal, reporting news and addressing technical matters as well as broader issues in archival practice.

Senior Canadian archivists participated in the Society of American Archivists (SAA), even as presidents, and the Committee of the Future, put in place in 1983 to develop options for a more vigorous and relevant association for archivists in Canada, took its name from a similar exercise of self-examination carried out by the SAA. Archivists began to meet locally and regionally to discuss issues and organize training courses and workshops. At the Section's annual meeting in 1984 a three person task force was established to investigate ways in which Canadian archivists could become a stronger force and effectively represent the needs of archivists and archives. A professional organization, independent of the CHA, was agreed on and the task force met with archival regional organizations, archival institutions and archivists across Canada to promote the idea and solicit input on the shape that the organization should take and to prepare a constitution and by-laws. These were passed in Edmonton at the annual conference of the Archives Section in the spring of 1975 and the Association of Canadian archivists formed.

The Association des archivistes du Québec (AAQ) had been founded in December 1967 by a group of archivists desirous of promoting the interests of their profession by raising standards, ensuring greater communication among its members and improving the condition of archives, mainly through interventions with governments on major issues including access to information and the protection of personal information. It was a well-established and thriving organization, and the task force investigating the structure of the new organization for archivists in Canada accepted the proposal of the AAQ executive that this existing association, the AAQ, continue to serve the needs and interests of archivists in Quebec and that it and the new organization for English-speaking archivists be linked by three members of each association in the Bureau of Canadian Archivists (BCA) to promote and coordinate common pursuits of the two organizations and make common representation on archival issues at the national and international levels.[4]

In its first five years, the Association of Canadian Archivists had introduced significant changes to the archival landscape. It held an annual conference that, in 1980, registered 100 members and offered concurrent sessions. Archivists were communicating regularly and nationally in their newsletter and they had a new journal, *Archivaria*, impressive enough to garner funding from the Social Science and Humanities Research Council of Canada's (SSRCC) program of support for scholarly journals. Committees had formed to address publications, finding aid systems and business archives, while an education committee had developed Guidelines for Graduate Archival Studies programs. The professionalization of the archivist was underway.

COMMISSION ON CANADIAN STUDIES

Beyond these achievements, fundamental in the establishment of a professional organization, archivists were motivated to organize in order to improve their capacity to carry out the work of discovering and preserving records and making them available for research. The initial impetus to identify and address the problems archives faced in carrying out this fundamental mission, and to do so in terms of an overall system of archives, was sparked by a 1975 report on the state of research and teaching on Canadian studies. The idea of a commission to study, report on, and make recommendations relating to the state of Canadian Studies was conceived in 1970 and its members were appointed by the Association of Universities and Colleges of Canada in June 1972. Thomas B. Symons, a historian and the founding President of Trent University, was appointed Chair of the Commission.

The Commission's report devoted a chapter to Canadian Archives and referred to them as "the foundation of Canadian studies."[5] It touched on, among other matters, university education for archivists, new accommodation and revision of legislation for the PAC, mandatory deposit at the PAC of CBC and NFB productions, revision of the Copyright Act, establishment of archives by all universities and the proper care of university records, the preservation of previously neglected business archives and records of ethnic groups, better reference tools, and the completion of the Union List of Manuscripts.

However, as well as offering recommendations relating to these specific matters, the commission called for and outlined a more systematic approach to archival endeavour in Canada. This arose from a primary concern expressed in the Report that the widest range of documentary materials be preserved for future research. It recommended that the PAC undertake a program to promote public awareness of the potential value of private papers and other archival material and it noted

that locating these records must precede systematic collections development. It proposed the preparation of a national guide to records not already in archives to be funded by the federal and provincial governments. In the interest of preserving these records, a next logical and desirable step, the Commission proposed an increase in the number of archives and the co-ordination of their efforts so that they could look after the additional records that would be forth-coming. For this they assigned a major role to universities that were called on to take in more records and lead the start-up of other archives. The Report placed emphasis on the acquisition and preservation of records to meet the needs of scholars and assigned a pivotal role for universities in a network that would support this objective.

Although ACA was not in existence when the Commission undertook its work, and was therefore unable to submit a brief, the organization agreed with the Report's concerns. However, ACA disagreed with the emphasis on universities as major players in the proposed systematic approach. They drew on archival theory and took a Jenkinsonian stand advocating instead the "development of archives based whenever possible in an institutional setting where valuable records are created, as only archives run by knowledgeable custodians capable of instituting standard procedures will ultimately bring us to our goal of linking repositories and their holdings in co-operative networks and systems." [6]

A very important impact of the Commission's Report, issued in the year of ACA's establishment, was its galvanizing effect on the archivists' new organization. Archivists greeted the Report with great interest and were stimulated to think about their practice and theory and how that theory would play out under the implementation of the Report's recommendations. Sixty-two out of 225 archivists surveyed completed questionnaires drawn up by a select committee of ACA. Based on an assessment of the Report's 31 recommendations, and intense debate and many drafts resulted before the ACA response was ready.

CONSULTATIVE GROUP ON CANADIAN ARCHIVES

Another very important result of the Commission's work for Canadian archives was the impetus it gave to a study specifically focused on them. Symons realized that action in response to the recommendations of the Report of the Commission on Canadian Studies would not come automatically or easily. He approached the Canada Council for the Arts (later the Social Sciences and Humanities Research Council of Canada) for funding for a more comprehensive look at Canadian Archives. Consultative Groups were being used by SSHRCC at the time for several purposes including the strengthening of the infrastructure for research. Andre Fortier, President of SSHRCC, in his foreword to the Report of the Consultative Group on Canadian Archives, stated that the motivation for creating the Consultative Group came primarily from two sources: requests made to the Council over the years for various forms of assistance for archives for which they had neither the budget, nor the mandate; and the Commission on Canadian Studies.

The Consultative Group, comprising nine historians and archivists and chaired by Ian Wilson, Provincial Archivist of Saskatchewan, took as a first step the compilation of a statistical picture of Archives in Canada. As a base they worked with responses received from 185 Archives to a survey questionnaire and explanatory letters from a further 31archival institutions as well as briefs from ACA and its committees and other bodies. The data revealed "a sense of crisis in Canadian archives" with even the largest lacking basic facilities or equipment, only a few having full record management programs, no more than a handful conservation programs, and no educational opportunities for archivists.

The Consultative Group Report launched at ACA's annual conference in 1980 made 19 recommendations, well-conceived and substantiated, and directly pertinent to the current and longer term needs of archives. Additional suggestions and conclusions throughout the text proposed an even greater number of actions to be pursued. Several covered the same ground as the Commission on Canadian Studies: university level education of archivists; preservation of business records; revision of copyright legislation. New recommendations concerned security and establishment of a national register of stolen documents, extension of the Cultural Property Export and Import Act to private institutions, the addition of archival science to SSHRC's list of disciplines eligible for research grants and the involvement of archivists in assessing applications in the humanities and social sciences, and designation of an appropriate amount of funding in SSHRC grants to academic researchers who would be using archives to assist the archives providing services.

Unlike the Commission on Canadian Studies, the Consultative Group based its recommendations on archival theory, providing an updated definition of archives that moved beyond the strict Jenkinsonian definition of records "*drawn up or used in the course of an administrative or executive transaction... of which itself formed a part; and subsequently preserved in their own custody*" to encompass the reality that records of archival value would not always, or even often, be kept by their creator.[7] Therefore a complementary principle to guide archival practice was added which extended the principle of provenance, aimed at keeping the context of records intact, to a principle of territoriality which envisaged the local milieu of records as part of their context.

This provided the basis for the major theme of the Report, the development and coordination of archives in Canada. The Consultative Group recommended that "all public archives re-evaluate 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." [8]

A new Extension Branch for the Public Archives of Canada that would coordinate a national archival information system was recommended. It would share responsibility with provincial networks that would provide consultants, continue involvement in the development of the archival profession, and establish a grants program for projects of national significance. The plan also called for a Canadian Association of Archives, comprising heads of archives over a certain size who would meet to plan joint programs and express collective opinions on public policy from the institutional perspective.

The ACA's response endorsed the Consultative Group's advocacy of a coordinated network in each province to establish priorities, which might not be the same in all areas of the country, develop services, facilities and programs of benefit to all. However it disagreed with the structure recommended for its realization. ACA opposed a PAC Extension Branch as redundant and a waste of public funds, favouring instead an independent National Archival Records Commission (NARC) made up of the PAC, ACA and AAQ, representatives from archives across the country on a rotating basis, and from allied institutions, the National Library and the Canadian Conservation Institute. ACA saw the Canadian Association of Archives proposed in the Consultative Group Report, as elitist and an expense that could be avoided with NARC which could also provide the most efficient linking of provincial bodies, something the PAC extension branch could not.

FEDERAL CULTURAL POLICY REVIEW COMMITTEE, CONGRESS ON ARCHIVES AND THE ADVISORY COMMITTEE ON ARCHIVES

Meanwhile, a Federal Cultural Policy Review Committee was established in 1980 to undertake a comprehensive review of Canadian cultural institutions and cultural policy. Chaired by Louis Applebaum and Jacques Hébert its purview included the visual and performing arts, heritage, the cultural industries, broadcasting, the National Library and Public Archives. The Cultural Policy Review Committee presented ACA and other associations of archivists with another opportunity to get across their ideas on the structure best suited to the Canadian archival system and their need for additional resources. Applebaum- Hébert supported the need for an interdependent and cooperative system of archival institutions and organizations and, taking their cue from the ACA, proposed a National Archival Records Commission as an alternative to the Consultative Group's, Canadian Association of Archives.

The Congress on Archives organized by archivists and held in Kingston in 1982, provided another avenue for promoting action in regard to the recommendations of the Canadian Studies and Consultative Group studies. It was titled "Planning for Archives" and was organized by archivists. Archivists, users of archives, and funders of Archives were invited. A number of resolutions were passed at the Congress, several supporting a program of grants for archives, and another, the development of standards for archival description. The realization of this resolution was the most enduring result of the Congress.

Ian Wilson, who had chaired the Consultative Group on Canadian Archives, saw the need to press for action on the recommendations of the various reports and discussions around them and, in September 1983, persuaded SSHRCC to fund an ad hoc Advisory Committee on Archives. The Committee was asked

to consider the responses and discussions stimulated by the Consultative Group report and the Congress on Archives, and the recommendations of the Federal Cultural Policy Review Committee. Also, it was given a mandate to discuss the general federal funding role for the development of the archival system. The Report of the Advisory Committee addressed specific recommendations to the bodies that were in a position to implement them moving forward the case for archival support in a variety of areas.

IMPLEMENTING THE CANADIAN ARCHIVAL SYSTEM

The examination of the status of Canadian archives had been ongoing for nearly eight years. The various reports and the extensive discussion by individual archivists and archival associations had begun to coalesce the thinking of the Canadian archival community, and agreement on certain basic points was evident. Responsibility for the support of archives should be shared by sponsors of archives and provincial/territorial and federal governments; increased funding was essential to provide this support and to develop a systematic approach for its delivery; a Canadian Archival System should be capable of determining needs within diverse circumstances and sufficiently flexible to meet these needs effectively. All could be achieved only through the sustained participation of archivists, their institutions and their associations.

Archivists were not experienced or skilled in methods to augment funding outside their institutional budgets to improve their situation. In 1972 when Gerard Pelletier, Minister of Communications, was seeking to implement decentralization in the cultural field, several programs were introduced for the support of museums. These included a National Inventory proposed to compile a computer-based inventory of all objects held in Canada's museums, the Registration Assistance program, a Museums Assistance Program, and others over ensuing years. In eight years of operation the National Inventory consumed more than $7.5 million and the Registration Assistance program, $4.3 million. These, and other museums support programs, continue to this day.[9] In contrast, the Diffusion Program devised for archives in 1972 provided only $10,000 a year to place microfilm copies of significant records, such as records of Prime Ministers, at Provincial Archives.

Symons lobbied for and had some success in obtaining funding to implement the recommendations pertaining to archives in the report of the Commission on Canadian Studies, specifically his call for a national inventory of significant records that were not preserved in Archives. Through his lobbying and with support from Wilfred Smith, Dominion Archivist, $330,267 was allotted by the Department of Employment and Immigration and $10,000 by the PAC to cover the first phase of a national survey that involved 138 students working in 20 locations. The program continued for several years and, while there is no tally of how many records listed in the survey ended up in archives, the profile of archives was raised and the need for attention to records not having an archival home was highlighted. SHRCC also operated the Research Tools Program that funded the preparation of finding aids with the aim of making documentary materials in libraries and archives available to the scholarly research community. While the public records held by provincial/territorial archives were not eligible under the program, it did benefit archives by funding the creation of numerous guides, inventories and catalogues in the years it operated.

Despite recommendations from the various studies and the Congress, and lobbying from archivists with SHRCC for its support for archives, funding of grants for direct archival work was deemed not within SHRCC's mandate or role. However, SSHRCC did open its granting program for academic research to archivists and archival topics, and the Council provided significant funds for research related to archival descriptive standards.

These programs, however, were piecemeal and not what Canadian archivists needed or were seeking. Archives at every level struggled for resources. Except for funding of the Public Archives of Canada, little federal funding had been directed to the support of archives.

Coinciding with the consensus developing among archivists as to what they wanted was a serendipitous situation. A deputy head and an assistant deputy minister, friends who had a thorough understanding of the importance of archives and an awareness of the resource gap faced by archives in Canada, had responsibility for provincial archives in New Brunswick and Saskatchewan. They each employed senior archivists who had been actively involved in the ACA from its beginning and saw implementation of an archival system

and new funding to support it as critical.[10] These deputies maneuvered to have the matter of the archival system and funding placed on the agenda of the meeting of federal and provincial Ministers of Cultural Affairs and Historical Resources in Regina in May 1982. They did this by having a request from Quebec that the pending revision of PAC's legislation broadened to include other federal legislative initiatives and the recommendations of the report of the Consultative Group on Archives concerning structure, responsibilities and needs of archives in Canada.[11] These matters were discussed further at the Federal-Provincial Conference of Ministers Responsible for Cultural Affairs and Historical Resources on May 4. The federal participants had not anticipated this agenda issue and had not developed a position, but after telephone consultation with Ottawa, the recommendation of the national archivist to direct the Dominion-Provincial-Territorial Archivists' Conference (DPT) to investigate and report on these issues was accepted.[12] After provincial and federal ministers were briefed by their head archivists on the consensus of the archival community on a Canadian Archival System supported in part by new federal funding, they accepted the concept of a Canadian archival system and they resolved "that they encourage and facilitate the evolution of an 'archival system' in Canada."[13] This approach was confirmed by the federal Minister of Communications as reflecting the principle of "partnership of effort" in the cultural field in 1984.

The newly appointed national archivist, Jean-Pierre Wallot, immediately warmed to the concept the resolution endorsed. Supported by a personal acquaintance with his minister, the Minister of Communications, Marcel Masse, he pushed for its implementation through a commitment of funding by the Canadian government in the amount of $1.8 million. Several years later, after an intensive lobbying campaign, an additional million dollars was added specifically for programs devoted to conservation of archival records.

THE CANADIAN COUNCIL OF ARCHIVES

The result was the establishment of the Canadian Council of Archives, the CCA, to provide leadership and coordination for the Canadian archival system. Its structure, objectives and programs reflect the ideas, principles and recommendations of the reports of the groups studying Canadian archives and the archival community's responses. It is representative of the various elements of the Canadian archival system including the National Archives, all provincial/territorial councils (themselves representative of archives), and the professional associations ACA and AAQ. Direct input from the provincial/territorial councils ensures that priority needs of their member archives are identified and several granting streams provide sufficient flexibility to address these needs. Bureaucracy and operational costs have been at a modest level as CCA has operated with a small but skilled and dedicated secretariat and a reliance on the sustained participation of archivists, their institutions and their associations. Support of the system is shared by archives, as well as government at the provincial/territorial and federal levels through direct financial and in-kind contributions.

CCA has brought coordination to the Canadian archival system through annual meetings of its members, through planning that began immediately with its formation in a two year comprehensive process that drew on needs assessment studies carried out by each provincial/territorial council with results informing the setting of national goals and objectives and programs, and through committees and support of provincial/territorial councils.

The projects that CCA has funded have had a national impact: the development of standards for description of all archival media, the preparation of guides to thousands of kilometers of archival resources in individual archives, a national conservation strategy, conservation assessments in numerous archives, technical manuals, training materials, workshops and conferences, and public events that raise the profile of archives. CCA's work in coordinating and supporting the Canadian Archival System has been directed to improving the capacity of archives and archivists to preserve and make available the records of Canada's past – the ultimate objective of the Commission on Canadian Studies, the Consultative Group on Archives, the Federal Cultural Review Committee, the Archives Congress, the Advisory Committee on Archives and the archivists who were part of and respondents to these initiatives. The needs of archives were, of course, not completely met, and new challenges had arisen, but the Canadian archival system that was invented, advocated for and participated in by archivists, archives and archival associations, was successful in addressing serious gaps and issues.

Moreover, with CCA at its centre, the Canadian archival system was able to adapt as it matured and as times changed, and it remained a viable vehicle for bringing together the players on the Canadian archival scene and supporting their progress.

CONCLUSION

What do we, as archivists who preserve the record of the past, have to do with our own past? Do we examine it with the same analysis, contextual review and appraisal that, as a profession, we bring to evaluating the record and evidence of others? We have found that we must have a solid sense of where we have come from and who we are to be able to confidently and purposefully articulate and pursue our role in society and to convince others to support it. In looking back, we surely agree that we have accomplished a great deal in our associations and organizations, publications, education, advocacy, sorting out what the Canadian archival system is and putting it in place and managing it, and preparing to meet the many challenges that remain and are new. Knowing our past will help with this.

However, the past could not prepare us for the body blow struck by the elimination of all funding for the CCA and the emasculation of Library and Archives Canada. It has been a shock to witness structures and programs brought down that have supported archives in doing what we know is essential to life in a democratic society and a basic right of society – preserving the records of the past and making them accessible to all to inform the future. No one else has this responsibility; no one else can carry it out.

Archivists are, of course, carrying on, valiantly and with success. ACA and AAQ maintain their programs and have been energetic and sophisticated in their lobbying efforts. Provincial and territorial councils still function. CCA is finding new and creative ways to provide services of benefit to archives. This is laudable and important, but archivists must not give up on having funding reinstated so archives can continue and improve in their core role that ensures citizens are able to investigate and understand their past for a myriad of reasons. Archives are a public good and as such are deserving of public support.

Meanwhile, we must rely on the strengths of archivists often acknowledged by those outside our profession. These characteristics are dedication, commitment and passion. We have always had individuals among our numbers who have helped navigate difficult issues and who have helped shape the profession we have today. In many respects, our profession's relatively small numbers may help account for the sheer effort and hard work many pour into it. These are characteristics archivists must continue to bring to their work and their efforts to reinvigorate and regain support for the Canadian archival system.

A quote from William Deacon – appropriately, found in the festschrift honouring Kent Haworth and used by Gordon Dodds in introducing a session at ACA in Saskatoon in 2005 on the 30th anniversary of ACA and the 20th of CCA, provides what he saw as "a perfect reflection" of the approach many of our colleagues have taken:

"I have a word of advice for you," he said, "…and that is to think highly of faith. Not only to keep faith, but to realize the sterility of cynicism, and the fertility of belief, which is positive. […] You have work to do that you mustn't jumble… Don't be negative; don't be afraid; and don't be restricted." [14] For a profession whose role in part is to inform the future, keeping the faith – fearlessly – is surely a job requirement. We *have* work to do that we mustn't jumble, and we have many, thankfully, who have not been constrained either in their vision or their dedication to ensuring that work gets done. [15]

FOOTNOTES

1 The "Directory of Archives in Canada" was compiled in 1973 by the Archives Section of the Canadian Historical Association.

2 The Toronto Area Archivists Group and the Archival Association of Atlantic Canada both formed in 1973; and a fledgling Prairie archivists association, also, began to organize.

3 The Bureau of Canadian Archives was dissolved in 2010. Its main achievement was the coordination of the drafting of the Rules for Archival Description which influenced forever the way archives are described not only in Canada, but also internationally.

4 Consultative Group on *Canadian Archives*, Canadian Archives (Ottawa: Social Sciences and Humanities Research Council of Canada 1980): 47.

5 T.H.B. Symons, *To know Ourselves: The Commission on Canadian Studies* (Ottawa, Association of Canadian Studies, 1975): 69.

6 Sir Hilary Jenkinson, *Manual of Archive Administration* (1922, rev. 1937)

7 Ibid.

8 Consultative Group, Ibid.: 66.

[9] 1981 Report of the Auditor General of Canada's, Chapter 11: 19.

[10] George MacBeath as Deputy Head of Historical Resources Administration had established the Provincial Archives of New Brunswick in 1967-68 and the Provincial Archives remained in this agency through this period. Allen Turner, who had served as Provincial Archivist of Saskatchewan, 1961 -74 was appointed Assistant Deputy Minister of Culture, Recreation and Sports in the British Columbia Department of the Provincial Secretary in 1979. In that position was responsible for the Provincial Archives of British Columbia. Marion Beyea, Provincial Archivist of New Brunswick, was President of ACA, 1979-80, and Kent Haworth, Head of Government Records at the Provincial Archives of British Columbia, was President of ACA 1980-1, each having served as vice-president in the year preceding their presidency.

[11] Quebec was concerned that the pending new National Archives of Canada would encroach on the acquisition interests of the Archives Nationale du Quebec.

[12] The Dominion-Provincial-Territorial Archivists Conference (now the National-Provincial Territorial Archivists Conference) was a collegial body comprising heads of the federal, provincial and territorial archives who met annually from the early 1970s to learn of developments at the (then) Public Archives of Canada and to share experiences. Prior to 1978 it had only occasionally undertaken any joint activity.

[13] The resolution in full reads: "that they encourage and facilitate the evolution of an 'archival system' in Canada." a) by enabling provincial and territorial archives to take the initiative in forming cooperative archival networks in their jurisdictions, structured as best suits their archival circumstances, b) by supporting the work of the networks, c) by requesting that the federal government encourage the development of a national archival system by supporting and linking the provincial/territorial archival networks through a national archival information system, making specialized and technical staff and facilities available, providing advanced training for staff, coordinating projects and providing funding to the provincial/territorial networks. "The Canadian Archival System. A Report with Recommendations Prepared by the Dominion-Provincial-Territorial Archivists' Conference."

[14] Henry Weekes to Arthur Deacon on Christmas Day 1934, quoted in John Lennox, "Using the Archives," in Marion Beyea, Reuben Ware, Cheryl Avery eds., *The power and passion of archives: A festschrift in honour of Kent Haworth* (Ottawa: Association of Canadian Archivists 2005): 145.

[15] Gordon Dodds' Introduction to the conference session, "A Year of Anniversaries: The Canadian Archival System After Twenty Five Years," ACA annual conference, Saskatoon, 2005.

THE CANADIAN ARCHIVAL SYSTEM TODAY: AN ANALYSIS

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The purpose of this background paper is to provide an overview of the Canadian Archival System in 2013, and to inspire the work and outputs of the 2014 Canadian Archives Summit event. Given the uses of archives within a democratic society, our interconnectedness as a community and the challenges we face, a consideration of our present state must include a consideration of the work we have done to this point – work, led mainly by volunteers, to identify needs and opportunities in our mission to preserve and make accessible Canada's documentary heritage, for Canadians.

An analysis of the Canadian archival system today is only as complete as the data we hold; the data we hold is only as robust as the system itself. The data reveals a community that has done much with relatively few resources, that relies upon the dedication of those working in, and for, archives – institutions whose collections are now seen as assets by those outside the community, at a time when financial support for the system is at an all-time low.

In preparing this backgrounder, I draw upon reports and planning documents produced by the Canadian Council of Archives, as well as the writings and reflections of Marion Beyea, former Provincial Archivist of New Brunswick; Shelley Sweeney, Head of Archives and Special Collections at the University of Manitoba; and Terry Eastwood, professor emeritus and founding instructor of UBC's Master of Archival Studies Program.

THE SYSTEM

In Canada, we speak of the "Canadian Archival System" – it has become a commonplace expression within our community such that we may take for granted its full meaning, or that those outside the archival community understand its use in this context. The Oxford EnglishDictionary's entry for "system" includes the following meanings:

An organized or connected group of objects

- A group of bodies moving about one another in space under some particular dynamical law;
- A set of organs or parts in an animal body of the same or similar structure, or subserving the same function;
- A group, set, or aggregate of things, natural or artificial, forming a connected or complex whole.

A set of principles, etc.; a scheme, method

- The set of correlated principles, ideas, or statements belonging to some department of knowledge or belief.

I hope this is definition will cause us to pause and reflect. Regarding our Canadian archival system, we are a complex whole, with shared functions; we share a set of principles. What affects one part, affects the whole. The Canadian archival system is the whole of the archival institutions, human resources, programs, and repositories in the country concerned with the preservation of the archival record – and to work as a complex whole, the system requires coordination.

CREATING THE SYSTEM

In 1985, the Canadian Council of Archives was formed to be that coordinating body for the system, to help identify collective concerns and initiatives, and a shared approach to advancing our ability to preserve and provide access to the documentary heritage of Canada. The CCA was established following the intensive period of research that began with T.H.B. Symons' report *To Know Ourselves: The Report on the Commission on Canadian Studies* (1975), the Consultative Group on Canadian Archives' report *Canadian Archives* also known as the "Wilson report" after Chair Ian Wilson (1980), and the report of the Social Sciences and Humanities Research Council of Canada's Advisory Committee on Archives (1984).

Many recommendations from these influential reports are as valuable today as ever. The Symons Report, sponsored by the Association of Universities and Colleges of Canada, identified archival sources and archival institutions as the foundation of Canadian Studies, suggested a national network of archives, the importance of university education for archivists, and a cooperative approach to the acquisition and preservation of documentary heritage, including corporate records and the records of ethnic groups.

The Consultative Group's report surveyed archival associations, historical associations, the then-Dominion Archivist, provincial archivists, individual archivists, educators, creators of records, and the newly formed Association of Canadian Archivists. It encouraged: the establishment of in-house archives; permanent funding for archives by government or sponsoring body; coordination on acquisition (central acquisition v. regional acquisition); and government funds for a comprehensive archival system; inter-institutional projects/programs, services to benefit all. As Marion Beyea explains, the recommendation of infusion of federal and provincial funding was to: coordinate a national archival information system, share responsibility with provincial associations for providing smaller archives with access to consultants and specialized facilities, assist in the development of the archival profession, and establish a grants program for projects of national significance. The Wilson report also recommended the creation of a national association of archives.

The 1985 report from the SSHRC advisory committee made similar recommendations and statement – it noted the on-going importance of archival materials to research endeavours, it recommended the creation of an archival grants and services program to provide project grants, advisory services, technical assistance to help develop a modern national archival system. Uses of the proposed grant funding included: studies on archives development, research on new communications technologies, appraisal standards, continuing education, establishment and maintenance of a national database on archives, preparation of finding aids, development of specialized programs or experimental projects to improve aspects of the archival system, copying of at-risk records.

Beyea notes the provincial and territorial archivists played a key role in applying pressure to provincial and territorial ministers of heritage, who in turn encouraged the federal government to financially support the development of the Canadian archival system. In 1985, the Canadian Council of Archives was established… and in 1986 $1.8m was provided for the development of the archives across Canada and to fund a secretariat staff to administer the funds and activities. Following additional intense advocacy efforts, another $1m was provided to focus on aspects of preservation.

THE CANADIAN COUNCIL OF ARCHIVES

CCA's mandate was and remains the following:

- to identify national priorities;
- to make recommendations as to the Canadian Archival system's operation and financing;
- to develop and facilitate the implementation and management of programs to assist the archival community;
- to advise the National Archivist [Librarian and Archivist of Canada) on development of the system;
- to promote better communications between the various components of the Canadian system; and
- to communicate archival needs and concerns to decision-makers, researchers and the general public.

The system was created to be institutional-neutral, with a Federal institution that participated and financially enabled a grassroots national network across Canada. CCA's official membership consists of the following as stated in our current bylaws:

- Canada's over 800 archival institutions and programs, represented through the ten provincial and three territorial archives councils;
- Canada's two professional associations: Association des Archivists du Quebec (AAQ) and the Association of Canadian Archivists (ACA);
- the Bureau of Canadian Archivists, representing the two national professional associations;
- the Council of Provincial and Territorial Archivists (CPTA), representing the heads of the provincial and territorial institutions; and
- the National Archives (now Library and Archives Canada).

The CCA Board is elected from members in good standing of the provincial and territorial archives councils. This structure recognizes that archival needs at local levels are best represented and conveyed by the provincial and territorial councils: Councils coordinate archival affairs, administer regional funding programs, represent archival interests in the community, and provide education opportunities to those working in archives. Critical to the advancement of the systems, committees were formed to further the development of standards, including archival description, preservation, and understanding and advocacy of archival concerns with regards to Canadian copyright law.

EARLY PROGRAMS AND INITIATIVES FOR THE SYSTEM

Following its establishment, CCA initiated the National Needs Assessment, the most extensive survey and analysis of the state of Canadian archives to date. The 1989 National Needs Assessment Report revealed: Canadian archives were found to be: under-funded; under-resourced; deficient in training; burdened by significant backlogs; and in need of descriptive standards; with significant holdings of at-risk media. Funding programs were recommended for: backlog reduction; preservation activities; publications and related resources; continuing education. The need for a descriptive standard led to the development of the Rules for Archival Description by the Bureau of Canadian Archivists Planning Committee on Descriptive Standards and their media working groups. RAD was created in 1990, revised in 2008 and is maintained by the CCA's Canadian Committee on archival description.

The work undertaken to develop the Canadian archival system – by archival institutions, archives councils, individual professional archivists, archives staff members and volunteers, and stakeholders – has been impressive and successful. Beyea notes that in the first 10 years of national programs, there were 1,265 arrangement and description projects completed,

representing 34,468 linear metres of textual records, 3,941,289 photos, 159,794 maps and drawings, 68,028 sound recordings, and 36,353 moving images. RAD and associated training was implemented, preservation assessment, training and education offerings were provided regionally, and the first on-line database of archival descriptions was launched. The database was the BC Archival Union List or BCAUL. The national database of archival descriptions, ARCHIVESCANADA.ca eventually followed, as did other regional networks.

ASSESSING THE SYSTEM

Much important work was done in the early years, with a funding envelop of 2.8M (later reduced to 1.7M) – matched locally with cash and in-kind contributions. As Shelley Sweeney notes in "Lady Sings the Blues: the public funding of Archives, Libraries and Museums in Canada:" "money is certainly not all there is to policy… but most policy implementation would languish without it." Further, Sweeney reports, despite the success of securing funding for the development of the Canadian archival system, in 2008 archives received much lower levels of public funding in comparison to libraries and museums.

In 2003, CCA undertook a survey of Canadian archives. The report stated that since the development of the Canadian archival system and the 1989 report:

- the number of participating archival institutions had increased by 251%;
- provincial networks were available in 83% of the country;
- advisory services were available in 75% of the country;
- regular educational workshops were available in 75% of the country; and
- conservation services for archival materials or archival facility assessments were available in half of the country.

All of these services were between 78% to 100% dependent upon federal funding matched locally.

Further information:

- annual rates of acquisition had increased between 200% and 700%;
- for one-third of archives, 41% or more of these holdings remained unprocessed;
- the accession record was the typical level of processing for 36% of archives; and
- at the above accrual rates, available storage space would be exhausted in 1.08 years.

Regarding staffing in 2003 respondents stated that:

- 31% of institutions would see 100% of their staff reach 55-65 years of age by 2013 [emphasis mine]; and
- 43% of institutions woulds see 50% of their staff reach 55-65 years of age by 2013 [emphasis mine].

The majority of Canadian archives were operating under extraordinary budgetary constraints:

- 51% of institutions have an operating budget of $50,000 or less;
- 41% of institutions have a salary budget of $50,000 or less; and
- 64% of institutions have a discretionary budget of $10,000 or less.

The community unequivocally stated its support for the Canadian archival system it developed – decentralized, with a strong commitment to regional expertise, yet highly co-operative.

In 2009, CCA and LAC undertook a survey of at-risk media amongst institutions that had undertaken preservation assessments with community funding from 1999-2008. Respondents (30% of those contacted) indicated there was much headway yet to be made on conservation/re-housing/reformatting of: photographic materials, motion picture film, audiotape, and videotape. The primary reasons provided by respondents for not progressing with conservation measures were: lack of funds and other needs given higher priority.

At the time of the elimination of the National Archival Development Program (NADP) on April 30, 2012, planning for a new national needs assessment by CCA was well underway, with an anticipated data collection rollout for the early autumn of 2012. The work was to be guided by a steering committee that included volunteers from the community, including LAC. Assessment was to incorporate as much existing assessment information from provincial and territorial archives council as possible.

NATIONAL ARCHIVAL DEVELOPMENT PROGRAM

The National Archival Development Program (NADP) was launched in 2006 (NADP replaced the original federal funding programs administered by the CCA), in the shadow of increased scrutiny over the administration of federal funding programs; NADP was renewed with Ministerial approval in 2011. Proposed projects needed to fall under one of the following objectives:

1. Increase access to Canada's archival heritage through the national catalogue;
2. Increase awareness and broaden use of Canada's archival heritage;
3. Increase the representation of Aboriginal peoples and under-represented ethno-cultural groups in Canada's archival heritage;
4. Increase the capacity of archival networks to undertake strategic and development activities; and
5. Increase the capacity of archival institutions to preserve Canada's archival heritage.

The program had increased reporting and evaluation responsibilities for the archival institutions and councils that received funding, including CCA. These reporting requirements and evaluations were developed at the direction of the Federal Treasury board through a collaborative process with LAC representatives and the CCA board. Although at times exhausting, this work resulted in precise application forms, renewed goals for the archival system, and extremely useful data from summative and formative evaluations regarding activities of archives in Canada. Hundreds of hours of volunteer time were spent in their development and subsequent data analysis. Some NADP stats from 2010/11:

- 89 projects completed;
- 590.66m of records described and made accessible to Canadians;
- 378,878 items digitized;
- 142 individuals employed;
- 70 institutions directly supported;
- 60 workshops given to 1,264 participants; and
- CCA advisors and conservators answered 5,636 expertise requests and made 186 site visits.

It is important to recognize that during this time of increased challenges and responsibilities came one of the more significant developments on the archival scene, the availability of the "free" open source multi-level archival description software AtoM and the Archivematica digital preservation system, developed by Artefactual Systems, of New Westminster, BC. Selected by the AABC to replace BCAUL, the provincial catalogue was re-launched in 2009 as MEMORYBC.ca. This software now supports the Saskatchewan, Manitoba and Ontario, and Alberta databases; the Atlantic Provinces archives councils are in various stages of considering it for their networks; and it offers the Territories a sustainable solution for participation in the national network.

In spite of the challenges faced by the community, CCA anticipates a re-launch (much delayed due to competing priorities in light of available resources) of ArchivesCanada 2.0 on the AtoM platform in early 2014. The implementation of AtoM for the catalogues also inspired the work of CCA's Canadian Committee on Archival description for the revision of RAD (at present, funding elimination has necessitated that CCA committee work go on hiatus). True to the nature of our archival system, the cash and in-kind support for implementation and development of AtoM in Canada has come from many sources: council funds (including individual membership fees revenue) provincial governments, lottery funds, private foundations, CCA, NADP, LAC, and academic archives.

NOW

For many of us, the system's dependency (in most years) on a single federal program to leverage local resources was always in our minds. The cancellation of federal funding without a transition period occurred when some archives councils had not realized alternative service delivery models and revenue streams – or indeed, had ever gained sufficient resources to undertake research and development for new services.

Yet *Now* is a time of great opportunity – there is an ever-growing demand for access to unique local materials, for "open access" and "open data," – and the technology is available to support these initiatives. There are chances for archives to partner with other cultural institutions to make content available, to enrich new and emerging information resources, to educate users of archives, to collaborate on strategies for the preservation of digital and digitized information.

For the Canadian archival system, the pivot moment is here. Many parts of the system are struggling. To use an oft-repeated phrase, "it takes money to make money:" unless new sources of support for restructuring services can be accessed, a self-sustaining system open to archival institutions, small as well as large, may not be realized in the coming years. This comes at a time when the knowledge and information residing in the archival community is needed more than ever – by sponsoring bodies, by our sister professions, and by society generally.

Now unlike any time since the establishment of the Canadian archival system, we must recognize what we do well, identify what needs to change, secure the needed financial resources, and work together in the best interests of Canadians.

THE CHALLENGES OF THE NEXT DECADE

D[R] WILSON served as National Archivist of Canada, 1999 to 2004, and then as head of the newly amalgamated Library and Archives Canada. He retired in 2009 and received the unusual honour of being named Librarian and Archivist of Canada Emeritus. He has recently worked with the University of Waterloo and Open Text Corporation in establishing the Stratford Institute for Digital Media and served for two years as President of the International Council on Archives (2008-2010). He has been appointed as a Senior Distinguished Research Fellow at the Munk School for Global Affairs, University of Toronto. On the international scene, D[r] Wilson was elected President of the CITRA in 2000 as a vice-president of the International Council on Archives and chairing the CITRA meetings in Iceland (2001), Marseilles (2002) and Cape Town (2003). In 2008 he was elected President of the ICA, representing the international archival community in conferences from Seoul to Tamarasset to Riga, Trondheim, Oslo, Paris, Austin, Canberra, Beijing and Tokyo. He has been an adjunct professor at both the University of Toronto and the University of Waterloo. He holds three honorary doctorates (York, Queen's and Saskatchewan), is a Member of the Order of Canada, and was appointed Commandeur de l'Ordre des Arts et des Lettres by the Government of France. He is also a Fellow of the International Council on Archives, the Association of Canadian Archivists and the Society of American Archivists.

Canadian archives have inherited a proud tradition of scholarship and service. The establishment of the federal archives was the first cultural initiative of the new Government of Canada (1872) and its evolving role in encouraging teaching and research about our history provides a tangible expression of an emerging cultural policy. Provincial, territorial, municipal, university, church, business and community-based archives followed, with the founding of each motivated by a combination of administrative concerns for legal records and a sense of accomplishment with a record worthy of preservation. From their earliest days, government archives recognized that in a dynamic society, the official record was not sufficient. These archives have been given legislated mandates to acquire and preserve records from all sectors of Canadian society, seeking to document governance in its broadest sense and to preserve a portrait of our society in all its creativity and diversity. In recent decades, the government archives have realized that they cannot fulfill such mandates alone but that they should enlist others by encouraging regional, community and theme-based archives in an attempt to maintain an inclusive portrait of our society. Throughout, the Canadian tradition of preserving all media from the public, private and voluntary sectors; of service to scholars, students and the public alike; and of using new technology to make the record accessible has animated the efforts of generations of our archivists.

The Canadian Archives System now comprises some 800 separate archives serving institutions and communities in all parts of the country. Canada's archives form a loose-knit network of independent organizations, each with its own mandate, which chose to cooperate some three decades ago to provide mutual support and common

action in developing archival services. With the active encouragement of the major government archives, nationally and provincially, and the efforts of many within the community, the system has made great strides in developing standards, providing advisory services at the community level, helping with the arrangement and description of new acquisitions, creating an online national database of archival holdings, and encouraging the necessary infrastructure for the archival profession. Two of the visionary leaders in this process, Marion Beyea and Marcel Caya, describe these developments in their background paper for the Summit. Funding has never been generous, usually employing a matching requirement, but the efforts of a generation of Canadian archivists have set a solid foundation on which to address the challenges of the coming decade.

The records selected and preserved over the decades are now more in demand than ever. History lives: – the Truth and Reconciliation Commission of Canada addressing residential schools; the formal apologies for past wrongs to Canadians of Japanese, Chinese and Ukrainian origin; Arctic sovereignty; land claims; military commemorations; environmental change; and boundary disputes *all* rely on the integrity of the historical record. Many historians are using archive reading rooms not for writing or teaching purposes but for preparing court testimony. And as class action lawsuits proliferate against governments, the governments themselves need a full record for legal discovery. Access to information laws and the essential protection of privacy necessitate both rigorous control over the content of collections, and time-consuming procedures. But all underline the power and social importance of the integrity of the record. The fundamental legal value of the record, both official and personal, is demonstrated daily.

Meanwhile, planning continues for the renamed Canadian Museum of History, which will likely feature archival records, like Pier 21, in Halifax. Similarly the new Canadian Museum of Human Rights in Winnipeg will require archival records, as the detailed files kept on the treatment of Black Loyalists, the head tax paid by Chinese Canadian families, the confiscation of the property of Japanese-Canadians in the panic of war, and policies regarding First Nations and of immigration are only found in the extensive archival record. The continuing work of the Truth and Reconciliation Commission of Canada and the creation of a research/educational centre places additional unfunded demands on archival services. The forthcoming commemoration of the years of conflict during the Korean War and the two world wars and countless local anniversaries must be founded on careful research and access to records. Undoubtedly historical themes, especially constitutional, will be an integral part of the 150th anniversary of Confederation in 2017. And to the delight of archivists, more teachers are finding that using archival records gives life and immediacy for students learning about past lives. The archival record is the recorded memory of the country, documenting our achievements and our failures. It needs to inform our commemorations and historical exhibits and to inspire films, plays and stories about the Canadian experience.

Digitization of existing records proceeds as quickly as our institutions can afford, but without a sustained strategic investment, progress has been limited. At most, 1% of Canada's archival record has been digitized. For a new generation raised to believe that anything of importance is already online, search results are misleading. Even so, many Canadians are discovering for the first time the extent and personal significance of our archival record. History is shifting from the general to the personal. As source material becomes available online, it is clear that local historians and genealogists have joined the archives' traditional academic clientele.

Once online, the often fragile and irreplaceable archival record shifts from being among the least accessible heritage resources to the most accessible, permitting exploration and study at any hour from any place. Historical research has blossomed, as evidenced by the sustained use of both the *Dictionary of Canadian Biography* (DCB) (the site receives over 80,000 visits each month) and the census records. When Library and Archives Canada (LAC) posted the 1911 census returns online, an average of 17 downloads per second was recorded in the first year. The popularity of the archives-based Canadian TV series *Who Do You Think You Are?* is a testament to the genuine interest people have in researching their own histories (LAC's website hosted over 90,000 visitors each evening during its run). Genealogy is an engaging path into the serious study of our history. Canadians are seeking direct access to the detailed record of our society and are forming and publishing their own insights. About 12 years ago, an average of 50,000 researchers used the LAC reading rooms annually. Today, in-person use has declined but online exploration

of archival holdings accounts for several million serious visitors each year. Similar trends are seen at provincial, territorial and municipal archives; church, university and business archives; and other local institutions. Indeed, history lives.

Canadian archives are rapidly becoming victims of their success. Investing in technology and skills both to preserve the essential born-digital records and websites and then to enhance the unique Canadian content available online has strained the resources of our institutions. Archives have formed new partnerships to accelerate the digitization of important records and to develop name indexes needed for effective research. While Google and Ancestry.ca have profited immensely from offering such unique and authoritative source material, the stewards of these valuable records, the archives, have not. The agreements signed reflect the archival commitment to improve access and these services offer a means to both digitize and index manuscript materials that otherwise would remain dormant on shelves. While provision has been made to respect free public access to publicly-owned records, the value-added services from the commercial sector attract many to pay for access. Little or no monetary benefit flows through to the archives preserving the records.

Online, the link between the archivist and the researcher has been broken, as researchers often thank commercial providers giving little or no thought to the archives that preserve the original record. Similarly the use of archival databases dealing with human rights or immigration and the exhibition of archival documents in museums contributes to the invisibility of the essential archival role. Visiting the Reading Room, a conversation with a reference archivist, having coffee with other researchers and the sense of chance discovery in going through large boxes of records become rare. Public awareness lags despite the extraordinary use of archives on line. And decision makers shift funding to more visible museums in the mistaken belief that all archival problems have been solved by the digital environment. For those concerned about control of the historical narrative, archives can be threatening. Museums choose what to show and present one story to those who visit their exhibits. In the archives reading room or online, the public conducts their own research, pursuing any topic, drawing and publishing their own conclusions, revealing at times the more difficult aspects of our past.

CHALLENGES

1) Every partnership with the commercial sector and with other cultural institutions must include clear provision for public acknowledgement of the role of archives and engage them as partners in making the needs of archival preservation widely known.

2) Rather than having each archives negotiate its own agreement with the commercial sector, could the Canadian Archives System negotiate a common licensing agreement for the online use of its collective content? Unique original content is valuable in the digital age and a system-wide approach should have leverage to develop fixed-term licensing, renewable, perhaps with profit-sharing provisions after the commercial entity has recovered its initial investment.

3) While current agreements are focused on the genealogical market, our archives also hold incredible visual content in the form of maps, architectural drawings, photographs, portraits, landscape and other documentary art. If known, high quality digital reproductions would be in demand for decorating and illustration purposes. The Canadian Archives System should create a partnership with a suitable private sector or NGO entity to establish a purely Canadian image bank, with revenues flowing to investors, the system and participating institutions.

4) To increase the value-added offerings of the archives system, current pilot projects using crowdsourcing to create user-friendly indexes, or to build new interactive archival finding aids should be evaluated and expanded.

5) Recognize that government archives provide cultural/research services and enable them to receive and invest payments for copies or services to further develop services like digital copying on demand.

6) The work of the Truth and Reconciliation Commission emphasizes once again the essential relationship between First Nations and archives. The establishment of the research/resource centre on residential schools provides an opportunity for a dialogue on how best the Archives System should serve Canada's First Nations.

Government and institutional archives have a special responsibility for the integrity of the official record. This is defined in legislation or other formal mandates and often makes clear that the Archivist is the sole decision-making authority in appraising records for permanent retention or for disposal according to a defined classification system and disposition schedule. Archives must be focused on ensuring that the 1% or 2% of the records created in modern administration of enduring value for legal, accountability or research purposes flow routinely to the archives while the remainder are disposed of as soon as their administrative purpose has been fulfilled. In large, complex bureaucracies, whether government, university, business or NGO, the records function has been decentralized with the transition to digital recordkeeping systems. CIOs have tended to focus on managing large IT procurements and rollouts, and have forgotten the concept of record. Auditors and information commissioners have called attention to the issues of effective recordkeeping in governments. Recent revelations around the deletion and revival of emails in the offices of the Ontario Premier and the Prime Minister as well as the use of a private email account by a senior official in the latter office are, one suspects, but the tip of a far larger iceberg. Within governments, corporate responsibility for the integrity of the official record is vague at best. Emails and now social media messages form the basis of information exchange but are simply treated as transitory. Without records, there is simply no accountability. Archivists are few and have no powers of investigation or verifying compliance with legislation. Public accountability, open government and our social memory fall victim to the 'delete' key.

The digital revolution, transforming record keeping systems across society, adds further new complexity to the archival task. Identifying, securing and maintaining e-records in all their rapidly changing formats, while retaining their essential value as legal evidence is an immense technological challenge. Archivists have been learning new skills, supporting graduate programs in archival studies, and advancing research on standards and solutions. In many governments, human resource classification systems for archivists are woefully outdated. In addition, the high cost of obsolescent hardware and the wide variety of software is seldom factored into the price of implementing new administrative systems. New enterprise content management systems now rolling out in various jurisdictions have built-in records classification and disposal rules and the likely next step will be for governments and institutions to contract out to the private sector the archival functions for all e-records.

Apart from the official record of governments, businesses, NGOs, university and church administrators, writers and artists as well as prominent individuals in all walks of life have made the switch to digital. All archives, small and large, are facing the issues of the long term preservation of digital records.

CHALLENGES

7) Government and institutional archivists must ally with auditors and information commissioners to address issues of compliance with archival and recordkeeping legislation. They and their various professional organizations must collaborate to develop and advance 'duty to document' legislation, regulations and standards to ensure that records are in fact created to document decisions, actions and transactions in all government-funded bodies.

8) As part of the current Open Government initiatives, the archives' records appraisal reports and disposition authorities should be placed online to help the public understand records issues and as part of the archives' public accountability.

9) Archivists must work with enterprise information management system providers to ensure that appropriate archive rules are embedded in the software. They might also collaborate to create permanent retention/retrieval capacity.

10) The Canadian Archives System might consider developing a common, shared trusted digital repository to serve smaller archives with e-records recovery and permanent retention, in collaboration with governments and the private sector.

11) Governments and other major employers of archivists should be pressed to update their job classification standards for archivists to reflect the occupational realities of the digital records.

Government and university archives have been actively engaged in seeking out and acquiring the papers of older businesses, unions, NGOs and of individuals prominent in all walks of life. Such private sector acquisitions aspire to document all aspects of our national, regional and community life, adding substance and other perspectives to the official record. As printed collections have become commonly available online, university libraries have increased their efforts to add unique research collections through active archival programs in the private sector. As donations of such cultural property can be appraised and receipted for its 'fair market value,' and at least one provincial government matches the value of the donation, the university can build a unique research collection at relatively little cost. While at times this dispersal complicates research, it has eased the pressure on the government archives, allowing them to focus on their responsibilities for the official records and e-records. The provincially-based archives advisors have done yeoman's work in helping school boards, hospitals, and local governments manage their archival responsibilities. And, increasingly, major archives are either redirecting offers to donate archival materials to more appropriate repositories or asking continuing businesses to contribute to the actual costs of archiving their records.

The key, perhaps imponderable, question is whether the Canadian Archives System currently has the capacity to document our society in its complexity and diversity. With the proliferation of organizations and of their records, how much documentation from our generation should be preserved and passed along to the future? Is the current system adequate? The archives advisor program has assisted many communities, including ethno-cultural, religious and other communities who feel underrepresented in the major archives, to establish and develop small but professional repositories. But there has been no study of what archival material is being lost through neglect or its importance. As our economy undergoes painful restructuring with the loss of the textile industry, the closure of manufacturing, the loss of small farms, the reductions in religious orders and the displacement of one-resource towns, are the records being saved? Or do they quietly disappear into bankruptcy proceedings, transfer to foreign owners or simple neglect in abandoned factories? There are no headlines over the loss of such records and while heritage activists will chain themselves to stop the destruction of heritage buildings, there is no evident concern about the records in the attic of the building. The inadequacy or perhaps inflexibility of the Archives System is suggested by the creation of archival institutions outside the system to preserve massive research databases, geo-spacial data and other specialized e-records and by the reluctance of various record-creators, like broadcasters, news media and photographers who wish to market the content themselves.

A preoccupation with the digital environment obscures a basic reality: our archives already hold massive unique collections of manuscripts, photos, maps, art works, newspapers, film, sound recordings, video in many formats, microfilm, books, pamphlets, and early computer files. These must also be preserved. Given the fragile nature of many items, this is not assured. Each requires specialist knowledge: of content, of formats and especially of preservation. Many hold intrinsic value, as evidence, as artifacts, and as national or local treasures; others are valuable just for their informational content. They have legal importance, research significance for many disciplines and, frankly, given today's market, substantial monetary value. With libraries, these represent our intellectual capital. Collectively they document the Canadian experience and creativity. They are our inheritance.

CHALLENGES

12) The Canadian Archives System must maintain and develop further the archives advisor program, assisting volunteers and helping institutions with their archival responsibilities.

13) Every archives, in consultation with its community partners, should create a priority inventory of the key record-creating bodies within its community of interest (whether provincial or regional; whether university thematic or NGO-based) and then seek to discover the fate of records of defunct organizations or establish record deposit agreements with continuing bodies. These should be shared online to help build a national acquisition strategy. From this, gaps in documentation might be identified and focused initiatives developed.

14) The Canadian Archives System, through the National Archival Appraisal Board, should develop a continuing engagement with the Cultural Property Export Review Board to maintain a donation appraisal approach with integrity for material documenting Canada.

15) Colleges and technical institutes need to be encouraged to train future conservators for all documentary formats, from book binding to parchment and papers, various video and film formats as well as outdated computer and vacuum tube-based technologies.

16) The Canadian Archives System should identify every year the priority records, in whatever medium, in greatest danger of loss, publicize on an endangered list and seek sponsors to assist.

Government records, private sector acquisition and the preservation of the variety of documentary media formats build and maintain collections but access is eventually the point of the endeavor. Access will not happen if people do not know of the archives and its services. Much is being done, especially with dynamic programs at the community level; much more needs to be done provincially and nationally. Work at the local level with schools and the educational system, with historical and genealogical societies and with libraries has proven productive. Nationally, www.archivescanada.ca is an essential bilingual database showing where archives collections are available across the country. And the exhibition efforts of many archives together with developing searchable databases for or lending original documents to galleries, historic sites and museums have enabled many to see the archival record.

CHALLENGES

17) Continue to build ArchivesCanada by uploading all archival finding aids and using an advanced search engine.

18) The Canadian Archives System should reach out to reference librarians in the public libraries. They are often the first point of contact for those seeking reliable information and should be briefed on how best to refer clients to archives.

19) Develop archival exhibitions which focus on how records are created, their uses and the role of the archives. Demonstrate the power of the archival record in our lives.

20) Engage the public and small businesses with programs to help them preserve their own digital files.

The Canadian Archives System has accomplished much in the last three decades; but public awareness and support for the archival endeavor is limited. Let me venture into controversial territory. We lack a strong, unified national voice for archives, the profession and more broadly our documentary heritage. Two national associations developed, both with their strengths and reflecting the communities they represent. The Canadian Council on Archives has provided a voice for institutional concerns nationally and various provincial/territorial councils of archives and associations of archivists, have been active. The voices of some of the leading members of the profession employed by the large government archives are stifled in public debate by confidentiality requirements. The committees of our councils and association have made significant contributions and have advanced the agenda but, in my opinion, a disproportionate amount of time, energy and talent has been directed inward: in developing the profession. Well done and definitely needed! But over the

next decade the key challenge is to refocus, to find a new balance and turn the largest part of this effort outward: to developing the alliances, partnerships and public awareness essential to the future of archival services. This effort has to be more strategic, adding the archival perspective to public policy. Others share the values of the archival profession, our library colleagues foremost amongst them. Key issues on record keeping, privacy and access are part of the public dialogue. Canadians need to hear from us and we need to ensure that the archival record is indeed a key element of a knowledge society: growing systematically, inclusive of our diversity, known and available to all who want to draw on it.

CHALLENGE

21) I leave this to the Summit and the leadership of our councils and associations.

ISSUES AND TRENDS TO 2020: LIBRARY AND ARCHIVES CANADA'S CONTRIBUTION TO THE CANADIAN ARCHIVES SUMMIT

HERVÉ DÉRY was appointed Acting Librarian and Archivist of Canada in May 2013. Since March 2012, he occupied the position of Assistant Deputy Minister, Policy and Collaboration Sector in addition of assuming the role of Corporate Secretary, at Library and Archives Canada. His previous position was with the Public Service Commission of Canada (PSC). Before joining the PSC in January 2009 as Director General, Delegation and Accountability, Mr. Déry was Director General, Evaluation and Quality Assessment at the Canada School of Public Service (CSPS). Mr. Déry holds a bachelor's degree and a master's degree in economics from the University of Montreal, and has been with the federal government since 1983. He began his career in economic research with Fisheries and Oceans Canada, before moving to program evaluation and internal audit, first at the Office of the Comptroller General of Canada, and later at Communications Canada, Industry Canada, Human Resources Development Canada, Health Canada and the CSPS. Mr. Déry has also served as Director of Strategic Planning and Strategic Management with Public Works and Government Services Canada. Mr. Déry was also president of the Canadian Evaluation Society, National Capital Chapter, and President of the Association des économistes du Québec, Outaouais section..

INTRODUCTION: LAC AND CANADA'S KNOWLEDGE INFRASTRUCTURE

Since the establishment of the Dominion Archives branch within the Department of Agriculture in 1872, the federal government in Canada has demonstrated a commitment to building and supporting Canada's knowledge infrastructure. In establishing various institutions – the Public Archives of Canada (1912), the National Library of Canada (1952–1953), the National Archives of Canada (1987) and now, Library and Archives Canada (LAC) (2004) – government has shown that it is committed to playing a key role in the acquisition, preservation and diffusion of Canadian documentary heritage. While this history is long, it is far from monolithic. Throughout their history, Canada's national documentary heritage institutions have had to adapt and respond to changes in the social, cultural and economic landscape in Canada to be relevant, to support the archival community and serve Canadian society.

Today is no different, faced as we are with numerous exciting yet confounding opportunities and challenges, including an increasingly digital environment, the current fiscal context, shifting expectations of Canadians regarding both accountability

and service delivery models, and the convergence of the professional disciplines of archivist, librarian, and information manager. Added to these is the unprecedented participation of the public in the creation, valuation, and preservation of information. This paper will briefly explore how, in 2014, LAC is addressing the challenges and trends facing the archival community, how we envision and demonstrate the crucial role of documentary heritage as a valued part of Canada's knowledge infrastructure, and how this institution is contributing to a blueprint for Canada's recorded memory in the future.

LAC derives its role in the Canadian archival community and in Canadian society from the preamble of the *Library and Archives of Canada Act* (2004). This mandate comprises four pillars:

- to preserve the documentary heritage of Canada for the benefit of present and future generations;
- to serve as a source of enduring knowledge accessible to all, contributing to the cultural, social, and economic advancement of Canada as a free and democratic society;
- to facilitate in Canada co-operation among the communities involved in the acquisition, preservation, and diffusion of knowledge; and
- to serve as the continuing memory of the Government of Canada and its institutions.

In other words, LAC identifies, acquires and preserves documentary heritage of significance to Canadian society and strives to ensure public access to its holdings. Further, LAC has a leadership role within the Canadian heritage community, and a responsibility to keep an account for Canadians of the work done by their democratically elected federal government. In terms of the challenges and opportunities faced by archival institutions in the digital era, a key facet of LAC's approach is implicit in this mandate; that is, the intellectual and organizational integration of published and unpublished documentary heritage.

This integration dates back to 2004, when the National Library and the National Archives came together to form Library and Archives Canada. In addition to combining the collections, services and staff of the predecessor institutions to take advantage of efficiencies and to better serve Canadians, this change also had a deeper impact: The new organization's mandate articulated principles about our role in supporting a knowledge infrastructure in the 21st century. Concretely, this infrastructure consists of a combined collection developed and managed over a period of 140 years, comprising some 20 million books, periodicals, newspapers, microforms, literary texts and government publications. LAC holds about 241 linear kilometers of government and private textual records, and 28 million photographs dating from the 1850s to the present day. We also hold more than 425,000 pieces of documentary art, 400,000 audio and 150,000 video recordings, and 90,000 motion picture films. Taken together, this collection documents all of Canadian society and its diverse history in a singularly rich way; indeed, this is LAC's unique contribution to the documentary heritage landscape in Canada.

Intellectually, the 2004 merger represented innovation in how we think and talk about information, knowledge, and heritage in Canada. By bridging the organizational divide between published and unpublished, LAC created space internally to tackle the myriad challenges posed by the digital age and the dynamic web. Not least of these are the blurred boundary between "record" and "publication," the increasingly problematic idea of lifecycle, and the subjective concepts of authenticity, reliability, and trustworthiness.

In addition to seeking new technology to transform the services, metadata, digital collections and systems of the former institutions, amalgamation implied other changes as well. The merger followed a commitment in the 2002 Speech from the Throne to a "new partnership between Government and citizens," and this statement reflected the institution's increasing awareness of the broader public service context in which it operates.

As both a documentary heritage institution and a departmental agency in the federal bureaucracy, LAC has a particular set of responsibilities. Our decisions around the evaluation, acquisition, preservation and provision of access to documentary heritage must be understandable and defensible to both parliamentarians and the public. Our staff have dual roles of professional responsibility: they are both public servants and documentary heritage experts. Fortunately, these roles are complementary. The Clerk of the Privy Council recently articulated his vision for a robust and effective public service, Blueprint 2020, wherein he envisions a capable and high-performing public service that embraces innovation, transformation

and continuous renewal, based on the following guiding principles that would also strengthen and support the business of any documentary heritage organization:

- An open and networked environment that engages citizens and partners for the public good;
- A whole-of-government approach that enhances service delivery and value for money;
- A modern workplace that makes smart use of new technologies to improve networking, access to data and customer service; and
- A capable, confident and high-performing workforce that embraces new ways of working and mobilizes the diversity of talent to serve the country's evolving needs.

LAC is embracing the challenges facing documentary heritage institutions today and this paper provides specific examples of how the institution is responding to each of them. In touching on the three pillars of our business – Evaluation & Acquisition, Stewardship, and Access – and then examining how we are leveraging collaborative relationships and opportunities, this paper will elucidate how the organization is using both a strong policy framework and innovative operational initiatives to adapt business practices to better serve Canadians.

EVALUATION AND ACQUISITION OF DOCUMENTARY HERITAGE

Many of the challenges with evaluation and acquisition in the digital age stem from the dramatic volume of information produced and transmitted by digital technologies. The quantity of digital information now doubles every two years, and the ongoing adoption of new computing devices will merely amplify this trend. Add to this ephemeral information, new conceptions of documentary value, and an ever-expanding pool of creators, and the evaluation challenges at an institutional level are obvious. In addition, decisions must be widely endorsed by clients and stakeholders, be "good value" for money, and clearly contribute to stable, long-term collection development strategies.

At LAC, we know that Canada's documentary record is a unique part of the country's heritage. This heritage contributes to our collective history and defines who we are as Canadians. As such, evaluation and acquisition strategies map out Canada's knowledge infrastructure for the future. In effect, they provide a documentary heritage blueprint. In this context, LAC has sought to adopt a coherent and sound model for evaluation and acquisition that enables us to meet the new demands presented by the digital age while respecting our legislated mandate, government priorities, and the scope of our resources. Having a clearly articulated approach also allows us to be agile in our acquisition practices, and to take advantage of opportunities like auctions in a time-sensitive yet accountable manner. Most importantly, we can explain to Canadians how our evaluation and acquisition decisions fulfill our mandate to preserve the documentary heritage of Canada.

This policy framework states that LAC is accountable to Canadians to maximize the value of its holdings, and is committed to transparency in its evaluation and acquisition activities. These activities align with the following principles:

- *Holistic*: LAC documents Canadian society employing a whole-of-society perspective, and conducts ongoing comprehensive analysis of Canadian society to guide its evaluation and acquisition activities;
- *Representative*: LAC identifies networks of social actors, sources of influence, and information resources that are illustrative of, and that document, Canadian society, through consistent analysis based on social theory;
- *Collaborative*: LAC seeks collaborative arrangements to share responsibility for evaluation, acquisition and long-term preservation of Canada's documentary heritage of national significance; and
- *Accountable and business-oriented*: LAC's evaluation and acquisition decisions are evidence-based, transparent and documented.

LAC has a broad legislative mandate, enabling both discretionary and non-discretionary acquisition. With this in mind, and given our role in evaluating and acquiring both published and unpublished material, as well as "grey literature", LAC applies these evaluation and acquisition principles dynamically to build a collection that is relevant and coherent. With respect to non-discretionary acquisition – such as legal deposit – we seek

to take full advantage of technologies to better manage workflows and to address specific challenges like the shifting definition of a publication and the rise of digital formats. We then aim to complement this important body of documentary heritage with discretionary acquisitions. This year, for example, in addition to the more than 84,000 published titles acquired via legal deposit, we have also acquired more than 1,800 titles by donation, 130 through purchase, almost 15,000 theses, and nearly 60 digital public opinion research reports.

We take a similar approach to the evaluation and acquisition of unpublished information resources. The *Library and Archives of Canada Act* requires that we acquire both Government of Canada and ministerial records, and to this end we regularly issue disposition authorization instruments to government departments. In 2013, LAC approved seven new disposition authorizations, including those for the Department of Natural Resources, the Office of the Auditor General and the National Parole Board. We also brought in over 6,100 linear meters of textual records and 31,100 items in specialized format under existing disposition authorizations. In terms of digital information resources, LAC has also undertaken a major web capture of the entire .gc web domain in advance of a consolidation and restructuring exercise planned by the federal government. Moreover, with respect to government information, LAC does more than simply appraise and acquire. We also provide support, guidance and training to government departments in recordkeeping and information management best practices. To this end, LAC has developed 14 Generic Valuation Tools (GVT), that help clients carry out good recordkeeping practices and ensure that historical records are properly managed for eventual acquisition by LAC. We also work with other institutions to support the implementation of Treasury Board Secretariat's *Directive on Recordkeeping* (2009).

To the corpus of government information resources we actively seek to add significant documentary heritage from discretionary, non-government sources. Our policy approach allows us to be increasingly holistic and horizontal by making evaluation decisions in light of other acquisition recommendations. We have also been developing and implementing approaches to proactive and time-sensitive identification and acquisition of documents of national interest to Canadians, regardless of their form and source, including finding ways to acquire contemporary digital material. Testing and refining this method is a priority for LAC, for as we know, if we fail to act to capture this content today, we risk it being lost in the future. Just one example of our recent success in this field is our acquisition of documentation related to the Keystone XL pipeline project.

More broadly, we have supported our collection development strategies through organizational structures and business processes that leverage the expertise of information professionals in multidisciplinary teams; this enriches our evaluation decisions and adds to the coherence of the collection. We strengthen this coherence with strategic reappraisals and backlog reduction. Further, LAC takes into consideration whether documentary heritage items are indeed best suited to LAC, or whether they might be more appropriately placed elsewhere in Canada. So far this fiscal year alone, thanks to this combination of policy direction and operational effectiveness, LAC bolstered Canada's knowledge infrastructure by taking in over 100,000 published items and over 190 meters of private textual material. We received 10 new collections from significant Canadians, and provided more than $2.1 million in tax receipts to various donors. Late last year, LAC acquired the first complete and authorized version of the Bible published in Canada. In the summer of 2013, LAC acquired the Sir John Coape Sherbrooke Collection, the largest and most complete collection of War of 1812 documentation ever. In December 2013, LAC acquired a historically significant diary documenting the 1758 siege of Louisbourg.

STEWARDSHIP OF DOCUMENTARY HERITAGE

In terms of preservation and stewardship in the digital age, LAC faces the challenges so familiar to all in the documentary heritage community. How do we determine optimal digital storage, given the incredible speed at which the very idea of storage is continually evolving? How do we establish sustainable, long-term funding models in light of the growing complexity of infrastructure and ever-more rapid obsolescence? As infrastructure becomes increasingly virtual and everyone – civil society, government and industry – turns to cloud services as a logical space for preserving content, documentary heritage stewards must grapple not only with technical hurdles, but also intellectual questions around the concepts of authenticity, reliability, and trustworthiness. These shared, virtual models also precipitate complex questions around ownership and rights of access to digital material.

For LAC, these challenges exist in the context of our vast collection of materials in a wide range of formats, both analogue and digital. While our main tasks are to ensure the integrity and authenticity of our holdings, it is also clear that our stewardship role must extend beyond physical facilities and holdings so that we may explore and take advantage of new approaches required for the digital era; this includes leveraging collaborative approaches to managing and preserving Canadian documentary heritage.

This more expansive role also requires that we monitor information resources of enduring value originating in government institutions, and promote sound stewardship of documentary heritage held by others. As such, LAC's approach to stewardship takes into account whether or not documentary heritage is under its care, custody, or control, as well as whether it is the property of the Crown. As with our evaluation and acquisition activities, LAC has developed a policy framework to underpin our approach to these various stewardship challenges. We seek a responsible balance between ensuring the preservation of documentary heritage and facilitating access to documentary heritage for Canadians by applying the following principles:

- *Trustworthy*: LAC upholds the public trust by continually ensuring that all of its holdings are relevant to Canadians, and that they can be accessed, used, and accepted as authentic over time;
- *Sustainable*: LAC makes responsible acquisition, access, and preservation decisions that account for the anticipated long-term preservation requirements of holdings; and
- *Collaborative*: LAC collaborates with others to manage and preserve Canadian documentary heritage, and contributes to the development of documentary heritage stewardship in Canada.

LAC has been applying these stewardship principles in concrete ways. First, we are demonstrating our commitment to long-term digital preservation by moving forward with a Trusted Digital Repository (TDR) program. In the coming months, we will continue to focus on governance, architecture and planning for the TDR, including advancing a strategy for national collaboration, engaging with an advisory panel and undertaking a gap assessment against the Trustworthy Repositories Audit and Certification (TRAC) criteria. Indeed, given the growing importance of collaboration and innovation in digital preservation, a key success factor for LAC will be community engagement in all aspects of the project, including technology, policies, standards and procedures.

LAC has also invested in new facilities that meet internationally-recognized best practices for high-density storage. To date, all of the documentary heritage holdings targeted for relocation to the new Collection Storage Facility (CSF) have been prepared, and about half of these have been moved. This project includes rehousing 1.1 million Second World War military service files, which will realize two important benefits: the physical preservation conditions of the files will be improved, and accessibility for clients will be facilitated. With our CSF initiative, LAC has consolidated real estate and improved stewardship by vacating four leased facilities.

Further, LAC has invested in several key digitization and migration projects. We have developed a migration strategy and action plan to migrate archival digital holdings from obsolete physical carriers, and have migrated approximately 40,000 files this fiscal year. We are also in the process of migrating at-risk AV material to digital formats. Recordings on seven different audio and video formats have been completely migrated, and work progresses on six other formats. LAC has migrated 14,726 hours of AV recordings to digital formats this fiscal year, and a total of about 65,000 hours since the start of the project. LAC has developed a series of "State of the Holdings" reports to provide Canadians with an overview of the state of LAC's analogue and digital holdings. These have been published on our website in support of accountability to the public, to outline any preservation challenges we face, and to describe the steps LAC is taking to meet such challenges.

ACCESS TO DOCUMENTARY HERITAGE

The digital era presents documentary heritage organizations with incredibly potent opportunities to contribute to a robust knowledge infrastructure. When it comes to access, the future of the archival community is being shaped by the trends of democratization, openness and horizontality. Access to all types and formats of information has been rapidly facilitated thanks to a powerful combination of technological, sociological

and economic factors. High-speed internet connections and Web 2.0 tools have vastly increased user access to information, and has significantly increased digital literacy and enabled the emergence of "digital citizens" more prone to sharing. Further, these trends have been catalysed by the affordability of participation in digital communities and experiences. The corollary of this vast potential is that there has been a rapid and significant shift in the expectations, interests and needs of Canadians. Equipped with mobile information technology, Canadians seek to consult specific content of interest of them; implied in this shift is the expectation that *all* content will be available not only digitally, but also instantly. Users want memory institutions to keep up with new technologies and provide access to holdings through innovative and dynamic mobile applications and social media channels.

Faced with limitless opportunity but finite budgets, documentary heritage institutions must find innovative yet cost-effective solutions to maximizing access to collections. The most obvious answer to this imperative is targeted digitization and indexing projects. Over the next 24 months, LAC and its partners will digitize and put online about 75 million new pages of documentary heritage. In addition to integrating this content into our website, we have also sought to maximize access using a wide range of Web 2.0 diffusion channels, such as blogs, podcasts, Flickr, Facebook and Twitter. LAC's Flickr site is currently viewed over 100,000 times every month, and has had over 1.5 million views since 2008. Other ongoing digitization priorities include the *Canada Gazette*, Orders in Council, and migration of the microform collection.

While systematic digitization is unquestionably a powerful tool, to support a truly robust knowledge infrastructure, it is again imperative to have in place a solid framework of policies, principles and priorities. LAC's business model is based on a policy position that our documentary holdings are a significant national resource which should be open to all Canadians. We strive to provide access to all of our holdings in alignment with the following principles:

- *Discoverable*: LAC makes all of its holdings discoverable;
- *Available*: LAC makes all of its holdings available as soon as possible;
- *Accessible*: LAC proactively works to ensure its holdings are as accessible as possible, including for people with disabilities; and
- *Collaborative*: LAC works within the Government of Canada and with stakeholders and partners to improve access.

In practice, this means that LAC has embarked on numerous initiatives to augment and facilitate access to our collections, using these principles as drivers. In terms of discoverability, for example, Reference Services continue to be a crucial component of how Canadians access LAC collections. Appointments are now available via Skype, and LAC has completed over 60,000 retrievals to circulate material. We are also supporting the Truth and Reconciliation Commission (TRC) with specialized work areas and by providing reference services and consultation to facilitate search and retrieval of relevant documents. We strive to make information about LAC holdings known using social media. LAC's blog, for example, has been viewed over 150,000 times.

Another crucial component of enhancing discovery is accurate and useful description and metadata management. To this end, LAC has been updating and developing new online resources, including research guides on Aboriginal Heritage that offer historical and geographical information on various bands, communities and treaties. We are reviewing and improving the National Union Catalogue so that this database of more than 25 million bibliographic records takes advantage of new technological advances and fully meets the needs of customers. We are also seeking ways to link fonds and collections through technology to provide a seamless integrated search platform within a Trusted Digital Repository.

Wherever possible, LAC strives to leverage its relationships with various stakeholders and partners – in both the public and private sectors – to optimize access to its collections. With respect to digitization initiatives, for example, over two million images have been digitized externally this year, much of which was done in support of a microfilm digitization partnership with Canadiana.org. Further, the Government of Canada Open Government and open data movements in general demonstrate government, civil society and industry working together

to make accessible and discoverable information resources produced by public institutions in a machine readable format. In support of this goal, LAC is making available key datasets on the Data.gc.ca portal, including: GC Core Subject Thesaurus; Maps, Plans and Charts of Canada; Soldiers of the First World War (CEF); Lower Canada Land Petitions (1626-1865); Western Land Grants (1870-1930) and Upper Canada Land Petitions (1763-1865).

Collaborative work in support of access extends beyond the digital. In support of the principle of availability, LAC seeks actively to reduce and eliminate legal and regulatory restrictions on material. To this end, we work closely with both private donors and government clients to receive documentary heritage with as few restrictions as possible, and we also perform block review of older records previously transferred with restrictions in place. To date, this initiative has made 7.22 million pages of government records open to the public, and work continues. LAC has also partnered with galleries and museums across Canada to increase access to original analogue documentary heritage material in a cost-effective manner.

In addition, LAC is increasingly using the walls of others to provide greater access to exhibits. This year, LAC has been involved in more than 20 agreements with around a dozen different institutions, involving loans from one to nearly 200 items. The LAC exhibition, *Double Take*, is on display in locations across Canada, and in the fall of 2013, the former Canadian Museum of Civilization (CMC) hosted an exhibit featuring the 1763 Royal Proclamation on loan from LAC. This initiative was a joint effort between CMC, LAC and Aboriginal Affairs and Northern Development Canada. Earlier this year, LAC worked with the Ontario Lieutenant Governor to display the portraits of remarkable Ontarians as varied as Mary Pickford, Oscar Peterson, and Tom Longboat at Queen's Park. We have also recently loaned material or contributed to exhibitions at the Canadian War Museum and the National Gallery of Canada, as well as supporting regional activities like those at the Winnipeg Art Gallery, the Elgin County Museum and the London Museum. Finally, earlier this year LAC worked with Citizenship and Immigration Canada to produce a research guide to Holocaust-related holdings at LAC.

COLLABORATION WITH PARTNERS AND STAKEHOLDERS

As illustrated by these examples, combining access activities with stakeholder relationships can be very powerful; LAC has been working constantly to maximize these opportunities for the benefit of the public. Because we recognize the centrality of partnering and collaboration in maintaining a robust knowledge infrastructure, LAC collaborates – both formally and informally – across all of its business lines. We harness opportunities to work horizontally not only in terms of providing access, but also in our evaluation, acquisition, and stewardship activities, and in our contributions to enhancing the management of documentary heritage nationally and internationally. The reality is that collaboration is not so much a luxury but a necessity; in the current fiscal context, it is impossible to stand alone, and all members of the documentary heritage community must work together creatively to ensure that Canadian documentary heritage is acquired, preserved and available to all.

In response to this growing imperative, LAC has been engaging strategically with numerous stakeholders and partners. When considering such agreements, we seek relationships to ensure that we enhance our capacity for service to our clients and for providing access to facilities and collections. We have reoriented from multilateral initiatives to bilateral, targeted projects of a strategic nature, while continuing to prioritize support for our partners in the library, archival and academic communities. Recent examples of specific collaborative projects within the academic community include *Editing Modernism in Canada* (EMiC), an online knowledge cluster concerned with modernist literature in Canada, and *Peel's Prairie Provinces*, a digital resource hosted by the University of Alberta that leverages expertise from across the country on the history of Western Canada.

LAC also continues to work with communities of practice and universities to discuss strategic issues and research concerns, as well as to define the documentary heritage management skills of tomorrow. These engagements contribute to concrete benefits for Canadians. For example, LAC is currently working on improving description by consulting with professional and stakeholder communities to modernize the functionality

of our catalogue. We are also exploring other innovative collaborative relationships, such as seeking help from clients through crowdsourcing. Thanks to LAC users, our collections are more discoverable through such description projects as *Project Naming*, where we collaborated with the indigenous peoples of Canada's northern territories to provide biographical information of Inuit portrayed in some of the LAC photographic collection; and *Faces of War*, wherein we solicited comments from Canadians regarding the 200,000 digitized photographs taken by the official photographers of the Department of National Defence between 1939 and 1945. While crowdsourcing raises legitimate questions for documentary heritage organizations, LAC strives to mitigate these by keeping abreast of the various strategies and best practices used by other libraries and archives to address these concerns. These include giving the same transcription task to more than one volunteer, empowering the moderation community to flag questionable additions, and retaining the ability to 'roll back' transcriptions in the unlikely event of vandalism.

Seeking viable and innovative solutions to these challenges is imperative, for traditional publishing models are becoming more collaborative and democratic. This involves a shift from a business model of writers, publishing houses, and readers, to a model that is an interactive mix of writers and citizen-publishers. Driven by a client-centric approach, new collaborative service delivery approaches are emerging. Cultural institutions are partnering with tech-savvy innovators – be they members of the public, subject matter experts or other interested parties – to make their collections accessible via multiple channels of communications. We have enhanced our service delivery through partnerships with Ancestry.ca, Canadiana.org and the Royal Geographical Society. Our agreements with both Ancestry.ca and Canadiana.org involve digitization and indexing of select material from LAC's holdings. With Canadiana.org, we have focused on digitizing and indexing LAC's archival microfilm collection, previously only available on-site or via inter-library loan. LAC now works with Canadiana.org's network of libraries across Canada to provide online access to these holdings. The longstanding agreement between LAC and the Royal Geographical Society supports a range of collaborative activities; in October 2013, for example, *Canadian Geographic* magazine featured the 1763 map of the St Lawrence by General James Murray.

CONCLUSION

In recent years, LAC has benefited from the acceleration of digital technologies in fulfilling its mandate. While not immune to the challenges posed by the digital era, over the past year we have succeeded in implementing a holistic approach to tackling these challenges across all of our business pillars. In terms of evaluation and acquisition, we have implemented new decision-making processes and a collaborative acquisition mechanism, and have sought widely to publicize information about new acquisitions. We have also made progress in acquiring web-based material and reducing backlogs. With respect to preservation, we are refining our model for a trusted digital repository, and completing the management cycle for analogue holdings. In terms of access, we have digitized and put online material of the greatest interest to Canadians, and have described as much as possible. Finally, across all of these business lines, we have actively sought to leverage effective partnering and collaborative arrangements.

LAC continues to adapt to the new digital society in which we live, and looks forward to working with the documentary heritage community to find creative and dynamic solutions to the issues and trends of the coming years. With our collection that is considered to be a national treasure and the premier collection of Canadiana in the world, we aim to be a source of pride for Canada and Canadians. Aligning to the Clerk of Privy Council's Blueprint 2020, we strive to be an institution that is open, relevant, connected and meaningful to people by reaching out and bringing their documentary heritage to their fingertips. We enable a high-performing workforce that is second-to-none in terms of competence, expertise and commitment to excellence in delivering on our mandate and serving Canadians. And finally, we seek to equip our staff to be productive and innovative by providing appropriate tools, technology, management culture and priorities. In this, LAC aims to empower Canadians to discover, access, and capitalize on their documentary heritage whenever and wherever they want.

Our institution is ready to meet the challenges and the opportunities brought by the digital environment. Its mandate will be achieved by expanding and combining its efforts in working in collaboration with other heritage institutions and expanding its partnership activities to continuously improve excellent service to all Canadians.

Furthermore, given LAC's legislated mandate to support the development of the documentary heritage communities in Canada, we will continue to do this by working with associations and other organizations in a way that respects LAC's situation in the federal context. These communities offer important complementary perspectives on documentary heritage. To this end, LAC has been meeting with organizations across the documentary heritage sector and a number of key priorities have emerged, including collaborating on the TDR, sharing digitization strategies, cooperating on the agenda for the 150th anniversary of Confederation, and working together on the development of professional competencies. LAC sees this Archives Summit as an important opportunity to better understand the needs of the documentary heritage community and to exchange ideas about common issues and initiatives to support the future of Canada's knowledge infrastructure.

DOCUMENT AND ARCHIVE MANAGEMENT: AN INTEGRATED SYSTEM AIMING TO SATISFY THE NEEDS OF CUSTOMERS, CITIZENS AND ORGANISATIONS

NORMAND CHARBONNEAU joined the National Archives of Canada in 1990 where he held various positions, including Director of the Centre d'archives de Québec. The creation of Bibliothèque et Archives nationales du Québec in 2006 brought him back to Montreal where he became head of the Directorate of Centre d'archives de Montréal, a position he held until January 2012 when he was appointed curator and director of the BAnQ archives. His professional work has led him to focus on photographic archives for a long time while integrated document management in organizations has caught his attention in recent years. Mr. Charbonneau is secretary-treasurer of the Association internationale des archivistes francophones.

Our profession looks at its objectives and activities with an awareness of the importance of actions taken and their consequences. Indeed, professionals working in the management of records and archives have always been on the razor's edge between tendencies that may seem paradoxical: being the guardians of our communities' memory, on the one hand, and being responsible for the records that ensure the continuity of our actions, protect the rights of citizens and defend the interests of organizations on the other. But this balance cannot be maintained without the additional, but equally important, responsibility to make the best use of the resources at our disposal.

ABOUT BIBLIOTHÈQUES ET ARCHIVES NATIONALES DU QUÉBEC

Before getting to the heart of the matter, I would like to say a few words about Bibliothèques et Archives nationales du Québec (BAnQ) which will help you better understand who we are, how we work and in which direction we are going. Created in 2006, BAnQ is the result of a merger of the resources from three institutions: the National Archives of Quebec (established in 1920), the Bibliothèque nationale du Québec (created in 1967) and a "big public library" (created in 1997), the last two institutions located in Montreal. BAnQ is a one of its kind institution when we consider other similar institutions that were formed from the fusion of archives and national libraries, since it also integrates Quebec's largest public library which also happens to be the most visited library in North America, attracting close to three million visitors each year.

BAnQ is growing and offers services that correspond to its three mandates: archives, national library and large public library. The Archive's General Board, which now includes the National Archives of Quebec, is active on six fronts:

1. *Centralized public sector* archives. The archives of some 150 organisations affiliated with the central government[1] of which we approve conservation schedules and from which we receive records.

2. *Decentralized public sector* archives. The archives of some 2570 organisations from the health, social services, education, municipal and public transportation sectors which, under the provisions of the *Archives Act*, are responsible for preserving their own permanent archives. BAnQ is involved with the management of their records, but it is not directly involved with their ultimate fate.

3. *Private archives* acquired by BAnQ.

4. *Territorial presence*. BAnQ has 10 offices in different key regions in Quebec. Guided by the principle that archives established in certain regions are better suited to serve citizens if they remain in those regions, the Archives nationales de Québec are no longer only based in Quebec, but have also taken root in Montréal, Trois-Rivières, and other cities throughout the province of Quebec.

5. *Partnerships*. BAnQ and the archival community throughout Quebec actively embrace partnerships. We have many collaborators that play an important role in the constitution, preservation and enhancement of our archival heritage. An example of these contributors is the centralized and decentralized public sectors that create and manage documents bearing witness of the relationship between the state and its citizens. Another example are the 36 private archive services approved by BAnQ,[2] located in every region in Quebec, that oversee and maintain archival material. Furthermore, there are also historical societies and museums that actively upkeep their archives. We have partner organisations such as the Association des archivistes du Québec and the Réseau des archives du Québec, to name only a few.

6. The sixth and last front, *public access*, breathes life to archival documents and adds pertinence to their conservation.

So this is who we are. All of our actions are guided by these six fronts.

OUR FOUNDING PRINCIPLES – THE DOCUMENT, CORE OF OUR ACTIVITIES

Our way of approaching document and archive management, as well as its relationship to governance, is to place records and theirs uses at the heart of our practices. I will use the definition of the word "document" found in the *Act to establish a legal framework for information technology* (2001) since it is the definition the *Archives Act* uses.

- Information inscribed on a medium constitutes a document. The information is delimited and structured, according to the medium used, by tangible or logical features and is intelligible in the form of words, sounds or images. The information may be transmitted using any type of writing, including a system of symbols that may be transcribed into words, sounds or images or another system of symbols.[3]

Thus, when I speak of the document, I am dealing with EVERYTHING, analog as digital, because the BAnQ approach inserts it into a process of integrated document management (IDM). Let us remember that IDM is the management of all documents, regardless of the medium, throughout their life cycle. Let us remember as well that the document implicitly takes on the meaning of *records*, that is to say paperwork – active and semi-active – needed to conduct the business of an organization.

Let us recall also that the BAnQ philosophy in terms of the management of records and archives is rooted both in the European archival tradition, French in particular, and in the U.S. Records Management approach because its action are applied to the whole, intervening at all stages of life of the documents, thus accentuating an integrated approach.

One of the benefits of this approach is to consider the document in a wider spectrum than the information it contains by placing it in the context of the series, the fonds, but also of public administration. It is in the latter very broad context that the BAnQ's action is most critical.

From a document management perspective, public bodies are subject to a regulatory framework that includes

a law, regulation and policies adopted since 1983. These documents, under review, state administrative and economic objectives, obligations to which must comply departments and public bodies, methods to achieve this and finally the roles and responsibilities of those involved, including BAnQ. Some 30 years after their adoption, it is necessary to say that the BAnQ philosophy is well honed.

To complement the legislative and regulatory framework in which we operate, it is worth mentioning also that the *Act to establish the legal framework for information technology*,[4] our *Act respecting Access to documents held by public bodies and the Protection of personal information*[5] and its *Regulations on the dissemination of information and the Protection of personal information*,[6] require public bodies to produce and publish on their website the classification plan of their documents, with the aim of making them identifiable by citizens.

INTEGRATED DOCUMENT MANAGEMENT AND GOVERNANCE

Behind these disciplinary foundations, there is a broader reality that must put citizens' rights and the interests of our organizations at the center of our practice. It is in this bias that our profession merits its place as one of the best ways to ensure good governance. It is in this bias that our profession is positioned favorably for decision-makers and citizens.

It is in this bias, therefore, that we believe document management contributes to good governance of the State and organizations, most notably by allowing them to:

- conduct their business effectively by facilitating decision-making;
- ensure the continuity of their activities, including in the case of disaster;
- comply with legal and regulatory requirements, particularly in terms of access to information, privacy and accountability;
- assume their responsibilities towards citizens, their customers and their staff; and
- establish their archival heritage and thus preserve their individual and collective memory for the benefit, if any, to society.

To do so, our processes must:

- ensure early identification and use of documents, thus satisfying the administrative needs, enabling efficiencies and optimizing the delivery of services to citizens;
- maintain documents integrity and ensure their safety by controlling access;
- consequently promote both transparency and accountability so that citizens can assert their rights and organizations can protect their interests; and
- allow the establishment of a representative documentary heritage of Quebec society.

This systemic approach to integrated document management must be based – at all ages and for all information media – on recognized criteria of authenticity, reliability, integrity and usability of ISO 15489 norm, as well as any device that supports our practices. Our profession is now framed by a remarkably diverse set of standards that continues to expand. We must take advantage of this. It is sometimes easy to highlight their binding character while forgetting that each of these standards, applied with discernment and with the resources available to organizations, is a useful lever. Moreover, in the digital environment that has been ours for many years, this normative apparatus has become a necessity. Why? Simply because only a high degree of standardization enables management systems for documents and archives implemented in organizations to be reliable, honest, consistent and usable. In short, no standards, no IDM worthy of the name.

FOR THE FUTURE OF THE PROFESSION IN QUEBEC

BAnQ has undertaken a review of the *Archives Act* and its regulations consistent with the objectives, principles and means elaborated, marked by enhanced action on document management because it is there, upstream, right from the creation of documents that our profession takes its place in good governance.

As a result, we intend to give records managers of departments and agencies tools/levers that will enable them to meet the expectations in terms of good governance and constitution of the archival heritage.

These tools/levers will be:

- The inclusion of document management in a systemic approach based on the implementation of a *records management program* which we define as the "set of rules, procedures and tools to plan, design, organize, coordinate and monitor activities related to the creation, use, classification, preservation of documents necessary for the functioning of an organization";
- *Accountability of the highest authorities* in the departments and agencies to ensure that the document manager there is no longer isolated and often, admittedly, discredited; that this authority endorses the objectives of the records management program and that the necessary means to achieve these be made available;
- The establishment of *accountability* to do a regular assessment of the functioning of the records management program in departments and agencies; and
- *Gains in efficiency* in easing the burden and simplifying the work of departments and agencies, as well as the BAnQ through the extensive use of conservation schedules. Indeed since 1988 and together with clusters from different milieux, we have been producing conservation schedules, that is to say repositories grouping typical conservation rules applicable in a given sector. Decentralized public sector organizations, for example, no longer have to produce specific retention schedule if they observe the conservation rules of their sector. The authority responsible for the organization's document management program will have to ensure that this is done and will only have to submit the rules that differ from the Code. The efficiency gain will be considerable, both for organizations and for BAnQ, therefore releasing essential resources to operationalize the document management program in these organizations and others, at BAnQ, which will enable us to accelerate the development of projects and increase our advisory assistance.

CONCLUSION

The document manager and the archivist are key actors in governance. Legislative review underway in Quebec demonstrates this and seeks to assert it. Tomorrow as yesterday and today, our profession will be split between seemingly contradictory tendencies in its fields of action:

EFFICIENCY – HERITAGE CONSTITUTION

RIGHTS OF CITIZENS – INTERESTS OF ORGANISATIONS

ACCESS TO INFORMATION – PROTECTION OF PRIVACY

The document manager and the archivist are the guardians of the evidence. This is the key. There is hardly transparency and accountability without the documents that we manage.

Moreover, the examples that demonstrate this are legion. Think of the different "truth and reconciliation" programs that have been incepted since the model developed in South Africa by Archbishop Desmond Tutu after the end of apartheid, and now used everywhere. In Canada, there are those who are interested in victims of the religious communities who administered residential schools, schools and orphanages. There are also commissions of inquiry, including one that concerns the Quebec construction industry and which would not get such results without the documents that serve as evidence. There are also citizens who undertake action to enforce rights, or others who, having committed an offense, have been convicted, served their sentence and, having behaved as exemplary citizens, are "forgiven." These are just a few examples of the (discreet) role that managers of documents and archives play in acquiring, processing, preserving and making accessible documents whose administrative relevance decreases over the life cycle, but whose probative value persists even if they are mainly kept for their heritage value.

In our opinion, the process of integrating the management of the lifecycle in a program of integrated management is the solution of the future, combining our goals to the means supporting the governance of our organizations. BAnQ is also looking to set an example in adopting an integrated document management system and in changing its approach to managing its own administrative documents, with the aim to simplify, to empower creators and to prioritize file sharing between employees. BAnQ is also developing a system for managing conservation schedules, which will eventually allow for the direct interaction between records managers of public bodies and BAnQ archivists and then, hopefully, direct transfers into our management and archives dissemination software.

Our *Archives Act* of 1983 innovated by requiring public bodies to develop the essential tool for document management and archival heritage constitution, which is the conservation schedule. A complement to the *Act respecting Access to documents held by public bodies and the protection of personal information* passed in 1982, our law implied that organizations should build document management units. With the current revision of the *Archives Act*, we hope to go where few states, if any, have gone so far: the obligation to implement a records management program, a vital means for good governance of the State and for the exercise of democracy, because it assumes administrative transparency, and for the establishment of a representative heritage of the entire society.

BAnQ will seek specifically to empower records managers of departments and agencies. In doing so, we want to simplify our processes so that we can devote more time and resources to activities that will position them properly in their organizations, and through which they can express their leadership.

NOTES

1 Including departments, but excluding independent legislative bodies of the executive as is our tradition.

2 After the adoption of the *Archives Act* in 1983, BAnQ has implemented an accreditation program that allows archives, under certain conditions, to receive an accreditation and, thereby, to benefit from financial assistance.

3 Article 3, www2.publicationsduquebec.gouv.qc.ca/dynamicSearch/telecharge.php?type=2&file=/C_1_1/C1_1.html.

4 www2.publicationsduquebec.gouv.qc.ca/dynamicSearch/telecharge.php?type=2&file=/C_1_1/C1_1.html.

5 www2.publicationsduquebec.gouv.qc.ca/dynamicSearch/telecharge.php?type=2&file=/A_2_1/A2_1.html.

6 www2.publicationsduquebec.gouv.qc.ca/dynamicSearch/telecharge.php?type=3&file=/A_2_1/A2_1R2.html.

NINE HUNDRED POINTS OF LIGHT: THE CANADIAN COMMUNITY OF ARCHIVES

LOIS K. YORKE is Provincial Archivist and Director of the Nova Scotia Archives in Halifax, NS. A graduate of Dalhousie University, she has spent over thirty-five years as an archivist, editor, researcher, writer and consultant in cultural heritage, with a special interest in feminist biography. Active in developing and promoting Canada's archival profession and network, she is a Past President of the Association of Canadian Archivists, a Past President of the Council of Nova Scotia Archives, and a former Member of the Board, Canadian Council of Archives. More recently, her focus has shifted to building innovative partnerships and stakeholder collaborations designed to ensure that Nova Scotia's archival heritage is visible and relevant to audiences everywhere through the power of the Internet.

Imagine for a moment, a night-sky view of Canada captured in the sweep of a satellite transiting so high above Earth that one sweep of the onboard camera captures the entire country. Then imagine everything below in absolute darkness, except for the points of light given off by each of Canada's archives. What would you see? Like beacons along the headlands, there would be at least 900 points of light, large and small, stretching in chains and clusters and isolated dots across this vast land of ours, from sea to sea to sea, and everywhere in between.

If we counted each point of light, how many would there actually be? We don't know for sure, largely because of the nature of Canadian archives, which is at best fluid and dynamic, bringing together many separate repositories based on geography, mandate, sponsors and themes. There are provincial and territorial archives; municipal archives; community archives (in the narrow meaning of the term 'community'); business, corporate and organizational archives; university, college or school archives; religious archives; and thematic archives focused on special interests such as ethnicity, culture, law, First Nations, medicine, the armed forces, the LGBT experience, and so on.

The situation is further compounded by the co-location and co-sponsorship of many archives – there are archives within museums, archives and 'history rooms' within libraries, documentation centres within universities, etc. As well, there are provincial, territorial and regional councils, and sometimes informal networks of archives, working together as larger communities focused on building visibility and leveraging resources. Lastly, there are archives so small or so isolated that they are scarcely known, except to those for whom they are important.

For the purposes of this exploration, how should we define 'community archives' and how many might there be? One approach is to use the Canadian Council of Archives as a lens. Founded in 1985, the council was structured as a 'community of communities,'

based on networking and collaborative undertakings shared by 13 provincial and territorial councils. A noteworthy outcome has been Archives Canada, the national online descriptive catalogue, with approx. 800 archives represented in its 2001 iteration. Add 15% for growth, continuing outliers and those with no online presence, and we can probably conclude that, broadly defined, this represents the spectrum of Canadian archival institutions, now at least 900 strong.

In order to capture a snapshot of this community in the second decade of the 21st century, 12 provincial and territorial councils contributed to a brief, very informal SWOT analysis. The expectation was that the broad strengths, weaknesses, opportunities and threats identified by each would, in general, be common to all. That assumption was correct.

For the purposes of this review, the perspective of Canada's larger, better-resourced archives has been largely muted, in favour of highlighting the starker realities faced by perhaps 90% of the country's 'other' archives, many or most of which operate on $150,000 or less annually.

STRENGTHS

The good news is that Canada's documentary heritage is alive and well, living in the vaults and on the shelves of archives everywhere in this country. Museums may have the artifacts and deploy them admirably to illustrate our history, but the primary sources – the evidence that fuels traditional and virtual exhibits, books, magazines and newspapers, community histories and community pride, family histories and community identity formation, scholarly and academic research, films and documentaries, theatre and music – is held in Canada's archives. The first and largest strength of the community is the sheer volume, variety and quality of these records. Increasingly, the materials best-suited for popular history, social media diffusion and citizen engagement are held close to the ground, in the country's smaller, community-based archives. As one advisor noted,

> *I have seen so many archival treasures in the small museums and organizations that I visit... [M]any important records do not make their way to the big institutions for all kinds of reasons – community pride or paranoia, the reduced capacities of the larger institutions themselves or often just the nature of the records as inactive but still essential records of municipalities or organizations.*

The political agenda for celebrating Canada 150 in 2017, for example, leads directly to these treasure-troves – and the stories of our country since 1867 will not be told properly without their inclusion.

The second great strength is the cadre of archivists who take pride in our nation's documentary heritage and are fiercely devoted to protecting it. Our colleagues in Quebec express this best: "Notre richesse : valeur patrimoniale, valeur d'information, valeur de témoignage, information et émotion, rappel significatif du passé, lien avec le présent, projection dans l'avenir… permet de mesurer le progrès, évoquer les étapes marquantes, comparer avec les objectifs fixés, etc."

The third great strength of the community is the Canadian Archival System, unique to this country and based on interlocking national, provincial and territorial councils. Those who have sheltered under this umbrella since 1985 have all benefitted. Many of Canada's archives, of course – regardless of size or situation – have always been strong contributors, demonstrating a resiliency built on long duration, sound leadership and reliable resource allocation. Others are more recent, often the children of Canada's Centennial Year, and display varying degrees of viability.

Strength in numbers has enabled several provincial and territorial councils to sponsor online descriptive catalogues, sometimes through regional collaboration, and all linked to the larger Archives Canada portal. Each catalogue promotes the holdings of participating member archives, providing a visibility and strength that most could not afford otherwise. In building these catalogues, councils have also developed and shared technical expertise and infrastructure with their members, particularly around metadata management and digitization.

Possibly the greatest strength of the provincial and territorial councils has been the professional advisory and training services offered by many, and designed to build capacity in core archival functions, standards and best practices. Along the way, individual archives have learned to work together; partnerships with other heritage organizations or related cultural industries, in order to

accomplish larger shared objectives, are also becoming increasingly common.

As well, archives in general are beginning to build visibility and new audiences through websites and the use of social media; outreach initiatives such as heritage fairs, heritage weeks and school programming are also creating, especially at the community level where it matters most, an awareness that archival resources are fundamental to telling Canada's stories, and that providing good stewardship for these resources is an important and complex responsibility.

WEAKNESSES

The bad news is that at all levels, Canadian archives are struggling to survive, remain visible, and prove their relevancy. By comparison, the museum community has been well taken care of in the last quarter-century and is, relatively speaking, thriving; the archival community has not and is not.

The most obvious weakness is evident now through the recent loss of federal funding and support, preceded by a long period of inertia and retrenchment. Support and recognition from provinces, territories, municipalities – and sometimes sponsoring bodies – has, for the most part, always been inconsistent, insufficient and unreliable. Simply put, Canadian archives collectively are neither large enough nor strong enough to attract political interest and will.

Chronic under-resourcing leads to a cascade of secondary weaknesses that further contribute to the fragility of the country's archives, individually and collectively. Geographic isolation plays a huge role in diminishing the collective voice of the community, and in undermining the potential of smaller, more remote archives, especially those serving Canada's First Nations. While no archives in the country is resourced sufficiently to fulfill its mandate, many struggle routinely from one year to the next without stable or reliable funding. Those located within larger entities like museums or corporate bodies, face competing institutional priorities, while the overall lack of adequate resources excludes many archives from larger projects or initiatives underway within their broader community.

Across a quarter-century of federal funding support, strengths were built up at the local level in appraisal, description, and preservation. Now there is a tendency to focus on description alone as the core function "most likely to succeed" – to the detriment of preservation and access; and indeed, to avoid the latter until everything is 'parfaitement décrit.'

While archives take collective pride in being stewards of Canada's documentary heritage, they are poor communicators of both their role and accomplishments. We are too modest, we don't promote ourselves enough, and collectively we exhibit a curious tendency to 'effacer derrière les créateurs.' With little time and fewer resources, many archives lack public and media relations strategies, while advocacy undertaken collectively to raise public awareness is virtually unknown. Consequently there is little public understanding of what archives are, or what archivists do. Lack of media exposure means even less public interest, and as a result, Canadian archives have been and remain seriously undervalued.

Isolation, chronic under-resourcing, the inward-looking nature of many archives, and now the extinction of federal funding have combined to create a vacuum across the community. At all levels, the infrastructure for communications and networking has either been weakened or broken. Provincial and territorial councils are experiencing difficulty in refreshing executive committees. Several councils have reduced advisory services and professional development and training; as a consequence, a decline in membership is now reported by some. Reduced access to training, combined with rapid staff turnover in archives unable to offer sustained employment, results in what one advisor has described as "constantly teaching kindergarten" to a revolving cast of volunteers and term employees, many of whom demonstrate only cursory interest at best in professional methodology.

Increasingly the defence mechanism, especially in smaller archives, has become complacency and acquiescence with the status quo – while at the same time many of them report 'apathy' in succession planning, volunteering, and employee engagement. We are fond of saying that the archival community in Canada is always facing some critical turning point or 'fork in the road' – but until now that intersection has always held the promise of opportunity and forward progression. The future now seems less certain.

OPPORTUNITIES

Despite the obstacles, the resiliency of Canada's archives is nothing short of remarkable. Initial shock over the abrupt termination of federal funding has worn off; the reality of altered circumstances has settled in; the world is different, but it has not ended. Archives have always been stubborn survivors and it is rare indeed for any one institution to admit defeat and close. Being community-based and community-focused, they are durable and adept at identifying and exploiting opportunities that might otherwise be overlooked or ignored.

New prospects build upon the community's long-standing strengths. The potential for constructing a truly national descriptive catalogue is first and foremost. Those jurisdictions currently lacking such a resource are vigorously pursuing ways and means to developing one, viewing this as an opportunity to reinvigorate member archives, establish a collaborative work culture, and provide meaningful professional development.

Partnerships are happening everywhere, not just with other archives, but with museums, museum associations, heritage organizations, the library community, the tourism industry, economic development agencies, and commercial interests. Publishers and film-makers are interested in the images and content which archives can provide. Internet mega-producers such as Ancestry.ca are eager for new data, in order to expand their customer base. Archives once reluctant to commercialize their holdings are now learning to develop innovative and well-managed licensing arrangements that provide new audiences and good stewardship for documentary heritage resources.

Partnerships with First Nations have the potential to raise the profile and visibility of Canadian archives, especially with various levels of government; in some jurisdictions, such collaborations are proving to be a potential source of contract work and a new revenue stream for councils, or employment opportunities for freelance archivists.

Broader collaboration with the cultural heritage sector has identified opportunities for sharing educational programs and delivering them in new, innovative ways. Various components of professional training and development are common across the sector and can be shared. A growing number of community colleges are offering courses in archival methodology; the old geographic isolation is being broken down by online curriculum delivery; and some jurisdictions are exploring the licensed use of curriculum products developed elsewhere by other councils or archival organizations.

Partnerships, collaboration, and increased stakeholder engagement have also alerted community archives to the value of collective action. Several jurisdictions are contemplating fresh approaches to provincial, territorial and municipal bodies – compiling metrics, demonstrating value, and seeking new or increased funding.

Lastly, archives across the country are excited by the potential of today's new technology – new platforms, larger audiences, new ways to share content – and are eager to participate. The Digital Age, with its interactive websites and portals, social media tools, open data and citizen engagement, is perhaps the greatest opportunity of all… and in its limitless potential, also poses a serious threat.

THREATS

The greatest threat, of course, is that chronic under-funding and under-resourcing will continue… and worsen. If archives cannot demonstrate visibility, value and relevance; if governments at all levels cannot be persuaded to assist; if federally-funded celebrations of Canadian history continue to ignore the role of archives in building national identity; if agencies such as SSHRCC will not fund preliminary descriptive work as key to enabling quality historical research; if corporate interests or philanthropic foundations cannot be persuaded… then the long slide into irrelevancy and obscurity will continue.

Without adequate access to advisory services, and professional training and development specific to archives, practice standards will inevitably decline. Nationally-based committee work for both descriptive and preservation standards is already threatened. Without a communications and networking infrastructure to encourage training and consultation, Canada's smaller archives will become increasingly isolated and dis-engaged, of value only to their own constituency – and even that value diminished in the welter of competing heritage interests.

The few surviving funding streams now in place to strengthen Canada's archives, individually or collectively, focus largely on short-term goals and are often driven by

the need to create revenue and demonstrate economic value. Such "of-the-moment" objectives run counter to the purely archival – some archives therefore refuse to participate in what they regard as commercial ventures – but this is the cost of doing business among today's ROI-based heritage industries such as cultural and heritage tourism.

Ignoring the core archival functions comes with risks. Needs assessments and gap analyses conducted recently in several jurisdictions have indicated that Canada's archives are running out of space; existing facilities frequently do not meet environmental storage standards or provide adequate physical security for holdings; and with the loss of federal funding, preservation management – the hallmark of good stewardship – is being abandoned everywhere. At the same time, perversely, archives are a growth industry: business is done, decisions are made, and records are created in unending cycles; archivists will always have work… and perhaps there will always be these challenges.

Convergence among the information professions and the movement toward interdisciplinary collaboration can also be seen as threatening, unless managed and communicated effectively, especially to funding agencies. If the role of archives is chronically misunderstood and undervalued, do we run the risk of being subsumed, our identity and integrity lost among museums, libraries and other information service providers? Does it matter anymore?

The rush to provide digital access is proving to be a 'double-edged sword,' both an immense opportunity and an immense threat to the archival community. The Digital Divide remains a significant impediment – no longer only an issue of broadband access, but now encompassing the inability of most mid-sized and smaller archives to invest in the technical infrastructure, resources and skills needed to become full participants in the Digital Age. For those who can participate, the headlong charge to providing digital access, preservation and management means that the conventional holdings are suffering; for most smaller or community-based archives, the reality remains that their collections are entirely analogue, and will be of minimal interest to anyone unless and until they are migrated to digital platforms.

Canadian archives are investing heavily in online catalogues, trusting that in combination with Archives Canada, these resources will make us "discoverable" and increase our profile; does this matter in an age when Google finds everything, anyway… and faster?

PRIORITIES

This is a daunting landscape. What should archives be, in the age of the Twitterverse and the Blogosphere? How can we work together best, from the smallest archives to the largest, to ensure we are good stewards, demonstrate value for money, and provide meaningful access to Canada's documentary heritage? How can we build awareness among Canadians that it's not "all about us" but that in the words of Sir Arthur Doughty, whom we like to quote, "Archives are the gift of one generation to another…"?

Canadian archives may not have solutions yet, but they do have short and medium-term priorities:

- attracting new and stable funding from all levels of government, especially provincial and territorial;
- identification of fundraising opportunities in the corporate private sector;
- a national archival catalogue incorporating provincial databases – quality descriptive records and transparent online access;
- a revitalized, robust organizational infrastructure that enables communications and networking within and across jurisdictions;
- diversified revenue streams through new partnerships and collaborations;
- professional best practices, national standards, and sound governance;
- better engagement of and support for First Nations;
- robust professional development and training programs;
- new approaches to collections management through cooperative acquisition strategies;

- digitization undertaken regionally, in partnership with larger archives, libraries and museums;
- cross-jurisdictional collaboration on preservation activities, including cooperative use of special equipment;
- outreach and public awareness initiatives that acknowledge changing audience needs, interests, and technological expectations; and
- building the public image of archives and raising their profile.

Are these priorities realistic and 'SMART'? Are they achievable? Do the 900 points of light still matter in a post-modern world? Only time will tell. In the end, what is at risk is best described on the website of the Provincial Archives of Alberta: "Archives are the memory of a society. They are the accumulated record of the lives and activities of individuals, businesses, associations and governments. They are the vital raw material of our histories. Without them we would have no record of our past, no understanding of our present, and no foundation for our future."

PARTNERING WITH THE PRIVATE SECTOR – A PERSPECTIVE FROM ANCESTRY.CA

WHO IS ANCESTRY.CA?

Ancestry.ca provides access to more than 230 million searchable Canadian family history records. Ancestry.com (parent company) is the world's largest online family history resource with approximately 2.7 million paying subscribers and more than 12 billion records across all its websites.

Since starting as a publishing company in 1983, we have been a leader in the family history market for over 20 years and have helped pioneer the market for online family history research. Our efforts to date have empowered our markets to capture the value of their genealogical heritage on a global scale.

We believe that most people have a fundamental desire to understand who they are and from where they came, and that anyone interested in discovering, preserving and sharing their family history is a potential user of Ancestry.ca. We strive to make our service valuable to individuals ranging from the most committed family historians to those taking their first steps towards satisfying their curiosity about their family stories.

The foundation of our service is based on established relationships with national and local government archives, historical societies, religious institutions and private collectors of historical content around the world. Through these valuable relationships, we have brought an extensive and unique collection of billions of historical records online, that we have digitized, indexed and made searchable. We have developed efficient and proprietary systems for digitizing handwritten historical documents. These digital records and documents, combined with our proprietary online search technologies and tools, enable our subscribers to research their family history, build their family trees and make meaningful discoveries about the lives of their ancestors.

We provide on-going value to our subscribers by regularly adding new historical content, enhancing our websites with new tools and features and enabling greater collaboration among our users through the growth of our global community. Our plan to achieve long-term and sustainable growth is to continue to serve the Archives and libraries, meeting their needs and addressing their concerns, as well as increasing our subscriber base around the world by serving our loyal base of existing subscribers and by attracting new subscribers.

INTRODUCTION – ARCHIVE CHALLENGES

The mandate of archival repositories is to simultaneously preserve and make available archival collections to serve a variety of patron needs. Genealogy researchers and family historians are a large part of the demand for record access. Due to financial cutbacks and resource constraints, many archives are losing funding. There are several recent trends creating competing demands for limited archive resources.

Record Access: The popularity of online search sites such as Google have set patron expectations very high for information access. Researchers are calling for faster and broader access to digital archival content, increasingly from the comfort of their home.

Digitization: Early digitization efforts have often focused on the less expensive activity of creating digital images from microfilm. Digitization frequently requires scanning from paper documents – a more costly, labour-intensive, and time-consuming undertaking.

Search: Increasing demand for 'searchable' access to records requires the expensive task of creating electronic indexes from scanned images. The manual creation of a database of key information from each individual record is time consuming, prohibitively expensive, and requires specialized technical expertise.

Reductions in Foot Traffic: Budgets historically have been tied in part to foot traffic into the archive's physical buildings. Today online traffic is now a key performance indicator for budget assessment in many archives.

Staff Resources: Staff members are increasingly asked to take on more responsibility. Manual lookup and retrieval requests for patrons are increasingly difficult to prioritize against a growing list of priorities in a way that satisfies stakeholders.

Promotion: In a very crowded cultural landscape archives large and small are challenged to promote their holdings, contribution to the education space, and other outreach efforts. They are typically underexposed when compared to Libraries, Museums and other better-funded programs.

PRIVATE SECTOR COLLABORATION

Collaboration with the private sector, including organizations such as Ancestry.ca, can help archives accomplish their goals for preservation, digitization, and record access. Often at no cost to the archive, a private sector partner will fund all of the digitization costs for genealogical records. These records can then be made available to both users of the partner website and patrons of the archive. Partners offer value-added tools for family history researchers, such as rich data indexes, efficient search algorithms, and educational tools. Partners further support the archive by directing users to the archive website for further information and access to other collections. Once published online, digital records can serve both the domestic and global communities.

The records of Canada hold a wealth of genealogical information for family history researchers. Archival holdings of some of Canada's most important collections have not been digitized and are often fragmented across multiple repositories. Researchers must travel to a number of national and local archives in order to piece together a full picture of their ancestors. Private sector partners, such as Ancestry, play an important role in digitizing these distributed collections and bringing them together online, allowing people to research many different types of records from across Canada and around the world at the same time.

COMMERCIAL PARTNER INTERESTS

Family history has grown from a hobby practiced by a select few to a passion for millions of people around the world. On an average day, more than 40 million searches are conducted on the Ancestry website alone and hundreds of thousands of of new discoveries are shared with friends, family, and a community of fellow researchers. At the core of excitement around genealogy is the deeply personal connection that researchers make with their own ancestors. Commercial organizations in the family history space focus their investment resources to enable as many of these personal discoveries as possible for their users. Historical records hold the key to these discoveries.

Name-Rich Records: Commercial partners focus heavily on name-rich historical records. Common examples of these records include census records, birth marriage and death records, immigration records, and military records among many other record types. Names are critical search criteria and one of the most important fields of data to be captured in any digitization project.

Large Collections: Researchers look to maximize their time when searching for their ancestors, which makes larger archival records collections of particular interest to commercial partners. Larger collections also allow partners to take advantage of cost efficiencies related to processing scale. The comprehensiveness of a collection is also an important consideration for partners.

Generating Audience Interest: Opportunities to generate public relations interest around a collection is also a factor for commercial organizations. Some collections include unique stories that can be shared with the public and drive traffic back to a commercial website.

TYPICAL COMMERCIAL COLLABORATION

Models for collaboration between archives and commercial partners have developed over the last decade of learning together across thousands of projects. In a typical collaboration with a partner such as Ancestry.ca, the partner will scan, index and fully digitize genealogical records or work with an archive's existing digital content. A copy of digital images and data indexes is provided back to the archive at no cost in return for the license to publish the collection on the partner website. Commercial partners have varying approaches to the digitization and publication process. The following describes the approach Ancestry.ca uses in collaborating with archives:

Creating Digital Images: Ancestry creates a digital image of each record. Collections from microfilm or microfiche are digitized offsite at Ancestry's facilities. Paper collections are digitized onsite at the archive to preserve availability for patrons and minimize transfer risk. In both cases, Ancestry employs a five-step imaging process including 1) inventory, 2) document preparation, 3) digitization, 4) quality assurance, and 5) image delivery.

Ancestry's process for creating digital images developed from years of experience working onsite with partners that include the National Archives and Records Administration of the United States (NARA), The National Archives of England and Wales, and Library and Archives Canada. Rigid industry standards and proprietary techniques are applied to hundreds of digitization projects each year.

Creating Digital Indexes: Ancestry creates a searchable database entry for each record in the collection. Key fields of information to capture are determined from years of experience working with similar records. The name of the individual, date, and place of the event are always included along with several other fields depending on the type of record. A five-step quality process for creating this data includes 1) field completion, 2) dictionary validation, 3) keystroke accuracy, 4) collection-specific checks, and 5) data normalization.

Ancestry has over a decade of experience creating name-rich indexes for historic documents. It is critical when working with historic documents to approach data quality from multiple perspectives. Our five-step data quality process has enabled successful discoveries for millions of people across billions of records each year.

Online Searching: Ancestry has developed additional tools to improve the success of a researcher's online search. Advanced search algorithms and variation dictionaries help users even when the name or location they enter is spelled differently than it is on the actual record. For many of the collections published on Ancestry.ca, researchers can add their own comments and corrections to the data as they view the digital image. Over time this added input from researchers provides additional viewpoints on difficult-to-read documents and enhances the overall usefulness and quality of the data for all.

Ongoing Access: Once a collection has been digitized it is published on the Ancestry.ca website, making the collection available to a broader family history audience. Patrons of the archive can freely view all of the collections digitized in a project when visiting the archive reading room. A copy of the digital image and index are provided to the archive to publish on their own website as well.

Ancestry has developed a secure portal page on the Ancestry website for archives to review reports of user activity for their collections. A public facing page on the Ancestry website is also created to highlight the archive in more detail and all of their collections available on Ancestry. This page can be used as a customized "start page" to share with patrons seeking to search these

collections on Ancestry. Each collection includes proper credit to the archive, the archive's logo, and a link to their website for more information.

Promotion: Ancestry works together with the archive to promote newly available digital collections utilizing our extensive marketing and promotional infrastructure. Ancestry understands the needs of online family historians and how to raise awareness of valuable collections. We do so through a variety of channels including email, print, social media, and the Ancestry.ca website. A significant number of Ancestry users are based outside of Canada. Promoting Canadian collections to these users has the potential to spark interest in Canada and our memory institutions globally.

Digital Collections: Where archives have already fully digitized a collection themselves, the index can be published on the Ancestry.ca website as well. Users who search these indexes are then linked over to the archive website to view the digital image of the record and learn more about the collection and other archive holdings. This creates additional traffic to the archive website and expands awareness of the collection throughout the family history community.

Developing partnerships to publish genealogical records online are welcomed by most Canadian genealogists. John Reid, one of Canada's foremost bloggers on genealogy and family history, made the following observation on partnerships on the Canada's Anglo Celtic Connections blog – June 7, 2013:

> *Some will argue that these are public documents we the taxpayer have already paid for. True, but we have not paid for digitization. No free public access currently available should be removed by this agreement. The agreement should provide for additional access which this government is not prepared to fund, an arrangement increasingly common in other countries.*
>
> *Most of the digitized materials now freely available on the LAC website, after the end of an embargo period, are the result of just such an arrangement, They are mostly indexed censuses created in cooperation with Ancestry.ca. Without that cooperation its unlikely any of that freely available material would be appearing online.*
>
> *Previous LAC experience with Ancestry.ca, and with The (UK) National Archives is that it has enhanced, not reduced any existing access.*
>
> *Arrangements such as this have led to many more free access points to the newly digitized materials across Canada through academic and public library subscriptions, and the option of an individual subscription. If you want enhanced access through digitization why should the general taxpayer be expected to bear the burden?*

EXAMPLES OF ANCESTRY COLLABORATIONS

- Library and Archives Canada
- National Archives and Records Administration of the United States (NARA)
- The National Archives of England and Wales (TNA)
- Canadiana
- Nova Scotia Archives
- Newfoundland – Maritime History Archives
- Archives of British Columbia
- Archives of Ontario
- Ottawa City Archives
- Comox Valley Genealogy Society, Quebec Genealogy Society, Saskatchewan Genealogy Society, Beechwood Cemetery (Ottawa, Ontario)

CONCLUSION – VALUE OF COMMERCIAL PARTNERSHIPS FOR DIGITIZATION

Collaboration with commercial partners provides the resources to assist public sector archives and libraries in digitizing their historical genealogical collections. The investment provided by these partners increases access to records while streamlining patron access to research services. Joint promotional activities leverage a partner's outreach efforts to help raise awareness of archive collections. Collaboration will help archives and the general public realize the full potential and value of our genealogical heritage. Together, public entities and commercial partners can help more people discover, preserve and share their family history.

THE MISSING PIECE: TOWARDS NEW PARTNERSHIPS WITH USERS OF ARCHIVES

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Archives are unfamiliar places for most people. They can seem remote from our day-to-day concerns and important community issues. They may simply seem to be where old documents go to die and gather dust. Nothing could be farther from the truth. Archives arise from our daily work and personal life activities and shape our communities and wider world in an extraordinary range of ways. Each of us each day is making and using archives, both near and far, directly and/or indirectly. Each day many use an archives in person, or at a distance through the web or phone and mail inquiries. Each day we provide information for – or create ourselves – letters, memos, photographs, diaries, and other records in various media that eventually go into an archives somewhere, according to the laws and policies governing our work and lives, or as gifts we or others make to archives. And each day, as we read books, newspapers, magazines, and web sites, watch movies and television, listen to the radio and now podcasts, go to live theatre, use a library, visit a museum, gallery, or historic site, send our children to school, and even use a video game, we enter and use archives, because they all use archives to meet our needs. The authors who did archival research to write books that are found in the bookstores and libraries, that are reviewed in newspapers, magazines, and on radio, that inspire art works, music, plays, and movies, which are later shown on television, sold as DVDs, used in schools, and guide the creation of museum or historic site exhibits, all spawning in turn a multiplicity of other offshoots, show but in one way how archives are (directly or indirectly) all around us.

That book, movie, play, or web site helps us understand how we have treated each other over time, our failures and achievements, our mutual obligations, and how we might move forward together as communities toward better understandings. More specifically, that book, or the archival records themselves, may help illuminate an inspiring family history, hold a government or other institution accountable for its actions, or protect it from unfounded attack. And more. Archives are now also being

used in an array of profoundly important scientific and medical research, from the study of post-traumatic stress disorder, cancer, pandemics, Alzheimer's Disease, and the genetic bases of disease – to climatology, seismology, geomagnetism, and environmental protection.

In addition, in recent years, societies have become increasingly dependent on a widening variety of evidence in order to deal with human rights concerns. Important examples include: archives used in the pursuit of Nazi war criminals, and in search of the possessions and wealth stolen from Holocaust victims; in spearheading the Aboriginal rights movement (including the most recent example – the 2012 Supreme Court of Canada decision upholding Manitoba Métis land claims); in addressing the abuses of certain medical experiments, such as the mid-twentieth-century Tuskegee syphilis trials in the United States; compensation for the tobacco companies' responsibility for smokers' cancers; solving American civil rights era cold case murders; Canada's Indian residential schools inquiry, including recent revelations from Canadian government archives of abusive nutrition experiments inflicted on the children at these schools; compensation to Japanese-Canadians for confiscation of their property and their internment in the Second World War; recognition of Ukrainian-Canadian internment during the First World War; the Chinese-Canadian Head Tax case; the claims of the disabled regarding institutional mistreatment (a major court case is underway now in Ontario); the rights of Canadian women affected by forced adoption of their children in the 1950s and 1960s; the movement for LGBTQ communities' rights; and cases of the wrongfully convicted, Steven Truscott and Erin Walsh in particular.

At the heart of human rights concerns is an evidential and, increasingly, *archival* or long-term perspective – often because human rights problems are not seen as such until many years pass. In Canada and around the world human rights and social justice issues have been addressed by using archives – from South Africa, South and Central America, and Eastern Europe, all dealing many years after with the ends of various dictatorships – to Australia, New Zealand, and the United States, like Canada, working through the aftermath of centuries of mistreatment of Aboriginal peoples. It thus comes as no surprise that a 2009 United Nations' report notes that "The recognition that archives and archivists play a central role in undergirding human rights has grown over the last decade… A strong national archival system is essential in a democracy to ensure that records important to exercising human rights are preserved." [1]

One might even say that the relationship of archives and human rights is so close that a right to archives should be included among human rights, as archives in democracies should be a cornerstone of their protection. Archives provide means of addressing specific claims and grievances as they come up, and of providing knowledge of our past treatment of one another, rights won, and obligations undertaken, which underpin the very ability to exercise rights. Beyond that the various other uses of archives mentioned above contribute to protection of human rights as well. That book, movie, play, music, broadcast, magazine or news report fosters community self-understanding, identity, memory, economic activity, and thus our overall health and well being as a society, which *itself* makes possible the exercise and pursuit of rights. We dread actual personal amnesia. Community amnesia would be *as* debilitating to protection of rights in a democratic society.

Archives now have uses and an impact on our well being far beyond any they have ever had. Online communication now helps them to fulfill this widening potential, as it can bring records right to one's desktop, or join us to people on the other side of the globe, thereby creating new communities. But this potential requires practical support. Like every other valuable community possession, human and other resources are needed to sustain it well. Like our public works infrastructure of roads and bridges, our knowledge infrastructure also needs proper funding and legal and policy authority. (Indeed we need archival records to maintain our public works.) Archives, the least familiar and worst funded part of that knowledge infrastructure, are often nevertheless victims of budget cuts. Each one tears at the archival fabric woven into our communities, at the very moment when archives, if well supported, are able more than ever to strengthen them. Regrettably, however, the severe socio-political-legal weakness of records management and archiving threatens these purposes. Archives are not yet understood well enough and supported strongly enough by society to be able to perform this task as effectively as it should be done.

If we are to protect human rights through evidence and the increasingly significant archival portion of it, we cannot sit back and wait for it to magically appear.

Evidence and archives are made, not found on trees, and control over them is often hotly contested. Despite the vast variety of evidence made each day, and the massive holdings of archives, much more of it is destroyed than kept for very long. That is done of necessity and often legitimately, but not always. Often it is done without much thought, and as a result of neglect and mismanagement. Often evidence is managed poorly because resources are limited and there are other pressing priorities. Even if it is kept, however, the evidence can be poorly identified, maintained in a disorganized way, and mishandled in ways that damage it and erode its integrity and meanings. It can also be tightly restricted, even if an obviously public record. Indeed, the federal Information Commissioner lamented in 2009 that the right of access to the information created by the Canadian government "is at risk of being totally obliterated." In her latest report, she says it remains in a "perilous state."[2]

These problems of the public record are only multiplied on the private side of evidence-making and archiving. Here the volume and variety of it are vaster still (the evidence made by *all* relevant individuals and non-governmental institutions), and there are very few legal requirements for its careful management and archiving. Yet the actions of many businesses, churches, and other institutions can have a profound effect on human rights. The personal witness of activists and the persecuted, and the records of human rights NGOs, are vital, but often vulnerable to loss and destruction. And yet there is little provision for archiving such records in standard publicly funded archives – mainly because these archives are typically so impoverished that they have had to cut back severely on work with private materials. This key type of human rights record is at grave risk.

And what of the impact of the digital form so much of the evidence now takes? The advent of digital communication adds to these challenges as it is readily susceptible to manipulation, misplacement, and destruction due to technological fragility and obsolescence, unless archiving measures are taken early. However, they have seldom been taken, despite the countless urgings, warnings, and proposals for action to do so by archivists to their sponsoring institutions. Canadian public archives hold very little that was created only in digital form, now some 60 years into the digital age. Other countries have not been much more successful. What will be the effect on human rights? If this pattern continues, as we get deeper and deeper into the computer age, and less and less dependent on paper, it is very doubtful that a residential schools type of inquiry, should it come up 30 or 40 years from now, could be carried out in the way it has been in recent years. Although we are inundated with digital information, the warnings of some observers of a coming digital 'dark age' may well hold true for that massive portion of this information – the born-digital record of institutions and individuals – that is very far from readily available. And though responsibility for its long-term accessibility and preservation clearly lies within the legal mandates of most public archives, it has yet to be archived.

These significant challenges to the evidential foundations of human rights work, research, and education are faced by the other uses of archives that I have mentioned. They are all in jeopardy for the same sorts of reasons. The challenge is compounded by the fact that records that support each of these areas of interest are not simply found in a prepackaged state, in one place, and labeled conveniently. The human rights record, for example, is everywhere – across the offices and homes of various records creators and in various parts of various archives. It is not likely conveniently labeled in bold capitals "HUMAN RIGHTS RECORD OF INTEREST TO YOU." Who would have thought, for example, that the humble school attendance sheet would become central to the resolution of the residential schools question for thousands of people? And what would we make of a curious document in the BC provincial archives, dated 1854, and having *no text*, but carrying 159 Aboriginal names with an x beside each one, and signed by Hudson's Bay Company Governor James Douglas, as "Governor of Vancouver Island." A careful contextual analysis of this record in relation to others, done by an archivist in the 1960s, showed it to be the equivalent of a long overlooked treaty, which, when finally understood as such, launched the modern Aboriginal rights movement and legal process in Canada.[3] Any form of record (from oral testimony to e mail) of any origin (a private person or government, business, religious, educational, medical, scientific, or other institution) and of any age could become a human rights record – depending on the circumstances.

And so this perspective shapes my main suggestion for future action on archival concerns. Although there are specific actions that can be taken to assist archival work right now in all areas, including human rights, such as in

the University of Manitoba's designation as the home for the Truth and Reconciliation Commission of Canada's archives, something prior and foundational is required. A brief return to archival history is needed here. Archival development in Canada has rested mainly on three things – archivists, archival institutions, and users of archives. Over the last century, we have seen the emergence of a new archival profession (marked by the creation of l'Association des archivistes du Québec in 1967 and the Association of Canadian Archivists in 1975), the creation and development of many archival institutions (marked by the establishment of the Canadian Council of Archives in 1985), and the emergence of the various new users of archives mentioned above. For the last forty years or so, the agenda for archivists has largely been about profession-building and – for archival institutions – about institution-building. These have been necessary priorities and brought us much in the way of new professional expertise and improved archival facilities and programs. But they have only gained us so much. Otherwise we would not need this Archival Summit. These agendas tended to be inward-looking on the whole and, necessarily so, in order to build the new profession and new and growing archival institutions. And while hardly indifferent to users of archives, users were not as high a priority. This is the missing piece. It is perhaps easy to overlook that before there have been archivists, and before archival institutions appear, there are usually people who want to use archival materials. It was the Literary and Historical Society of Quebec after all that sparked the creation in 1872 of the forerunner of Library and Archives Canada, where the archival profession in Canada was subsequently nurtured. And archivists in Canada fostered impressive archival institutional development across the first half of the twentieth century through cultivation of an alliance with the nascent historical profession. Yet, that foundational alliance has frayed, and other researchers have become more numerous, but without really entering a new broadly based alliance with archivists that includes the historians again.

We have reached a new stage in archival history when this alliance must be built. The new stage has been brought on by two things: i) the extraordinary recent expansion and diversification of the uses of archives; ii) the widespread use of born-digital records. The first offers to bring archival work out of the shadows and to the centre of societal concerns, as human rights issues illustrate. As alluded to already, the second threatens to scuttle those still embryonic hopes. The way forward I believe is to bring together the new potential allies that the increasing use of archives provides archivists in order to assist archivists to address primarily (but not exclusively) the threats digital records present and to ensure instead fulfillment of their great promise. The exciting expansion of the uses of archives has occurred mainly with the analogue record. Archives worldwide have so far been unable to make much headway in archiving the born-digital record because that requires much greater commitment to archiving it by its creators than the analogue record has needed. So far that commitment has not been made. Indeed always tight budget restraints and sometimes steep cuts in archival budgets lay bare its weakness. The *separate* and *scattered* complaints made usually *after the fact* by users of archives about these cuts have been largely ignored. We will not have archives like we have known, and that have brought us to the edge of extraordinary new valuable roles for archives, without mastering the born-digital record. But this is not so much a technical problem in archiving or computing anymore or a financial one. It is now mainly a 'political', public awareness, and social problem that requires the appropriate social and 'political' response.

A renewed, strengthened alliance of archivists and users of archives offers the best hope for meeting these challenges and seizing these opportunities. The expanded variety of users offers archivists a larger group of allies than ever before. The increasingly significant types of uses of archives (as in human and Aboriginal rights issues) offer a more powerful set of allies than ever before. What practical next steps might be taken to rebuild this archival partnership? I suggest that this conference recommend creation of what might be called the Coalition *for* Canadian Archives. It would be composed mainly of key users of archives. Its coordinating committee should include the presidents of the ACA and AAQ, or their designates. Its aim would be to bring to sponsors of archives and the wider public the problems and needs of users of archives, archivists, and archival institutions. It could set agendas for advancing these needs. It should do so proactively by taking needs, concerns, and advice directly and regularly to sponsors of archives and the news media. It could commission expert reports on issues when needed, send representatives to appear before parliamentary and government bodies at all levels and to meet with relevant groups in the business, academic, and archiving worlds. It should prompt discussion of these issues among the coalition's member groups (in their various publications

and conferences), stimulate interest in archival research among such potential new users, participate regularly in archival conferences, and encourage creation and support of local and regional coalitions that might also be established. It could respond quickly with a single powerful voice to possible or actual cuts to archival budgets or threats to their authority. It would give users of archives a greater role as *advocates* for archives as well as their users.

I see the coalition's membership drawn from representatives of the professional and other associations of those who have a key stake in sound records administration and archives in both analogue and digital forms. It could draw from the following communities: the academic; genealogical; literary; Aboriginal; scientific; medical; audit; ombudsperson; information and privacy; records and information management; information technology; legal; public administration; business; philanthropic; journalistic; librarianship; museum curatorship; and human rights and other social justice activist communities. To begin, the coalition could be funded by the participating associations, by financing their representative's expenses. Clearly, long-term funding issues will remain a concern. But preliminary exploration of the viability of such a coalition should not be hampered by funding concerns.

There are many, many important items on the archival agenda. I have scarcely touched on them here. But that is deliberate, as I believe that if we do not give high priority to renewing, expanding, and strengthening our partnership with users of archives, there is little hope for much substantial timely progress on the other agenda items. As an immediate next step, I urge this conference to invite the ACA and AAQ to take steps to explore the creation of such a coalition.

NOTES

1 United Nations, *Report of the Office of the High Commissioner for Human Rights*, 21 August 2009: 3-4. Available at www2.ohchr.org/english/bodies/hrcouncil/docs/12session/A-HRC-12-19.pdf. Accessed 15 November 2013. For a small sample of the extensive literature that supports the opening paragraphs of this paper, see Cheryl Avery and Mona Holmlund, eds., *Better Off Forgetting?: Essays on Archives, Public Policy, and Collective Memory* (Toronto: University of Toronto Press, 2010); Richard Cox and David Wallace, eds., *Archives and the Public Good: Accountability and Records in Modern Society* (Westport, Conn.: Quorum Books, 2002); Randall Jimerson, *Archives Power: Memory, Accountability, and Social Justice* (Chicago : Society of American Archivists, 2009); Gari-Anne Patzwald and Sister Carol Marie Wildt, "The Use of Convent Archival Records in Medical Research: The School Sisters of Notre Dame Archives and the Nun Study," *The American Archivist* 67 nº 1 (Spring/Summer 2004); Public Broadcasting Service, "Nova: Ghost in Your Genes" aired 16 October 2007, transcript at www.pbs.org/wgbh/nova/transcripts/3413_genes.html; Jill Delaney, "An Inconvenient Truth? Scientific Photography and Archival Ambivalence," *Archivaria* 65 (Spring 2008); "Turning the Knob on Writers' Closets: Archives and Canadian Literature in the 21st Century" – a special issue of the *Journal of Canadian Studies* 40, nº 2 (Spring 2006); Judith Roberts-Moore, "Establishing Recognition of Past Injustices: Uses of Archival Records in Documenting the Experience of Japanese Canadians During the Second World War," *Archivaria* 53 (Spring 2002); Ian Mosby, "Administering Colonial Science: Nutrition Research and Human Biomedical Experimentation in Aboriginal Communities and Residential Schools, 1942–1952," *Histoire sociale/Social History* 46, nº 91 (May 2013); and Tom Nesmith, "Toward the Archival Stage in the History of Knowledge," keynote paper presented at the annual conference of the Association of Canadian Archivists, 15 June 2013. Available at archivists.ca "Members Login."

2 Office of the Information Commissioner of Canada, *Out of Time: Special Report to Parliament: Systemic Issues Affecting Access to Information in Canada, 2008-2009 Report Cards*, "Message from the Interim Commissioner." Available at www.oic-ci.gc.ca/eng/rp-pr_spe-rep_rap-spe_rep-car_fic-ren_2008-2009_1.aspx. *Annual Report 2012-2013: Information Commissioner of Canada*, "Message from the Commissioner." Available at: www.oic-ci.gc.ca/eng/annual-reports-rapports-annuel_2012-2013_1.aspx (Both accessed 16 November 2013).

3 Anne Lindsay, "Archives and Justice: Willard Ireland's Contribution to the Changing Legal Framework of Aboriginal Rights in Canada, 1963–1973," *Archivaria* 71 (Spring 2011).

GENEALOGY AND FAMILY HISTORY

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INTRODUCTION

For the Archives Summit in Canada in 2014, the Fédération québécoise des sociétés de généalogie (FQSG) wishes to contribute to the debate by presenting the needs and concerns of genealogists in Quebec, with regard to their expectations for archive centers. The FQSG is a non-profit consortium of more than 70 genealogical and history societies, representing more than 25,000 members. Its mission is to promote genealogy in Quebec, represent the interests of its member organisations and participate in partnership projects with national and international genealogy societies. We will begin with a brief overview of the evolution of family research and the impact of new technologies. We will then present the various categories of researchers, their objectives and main documentary sources. We will conclude on the contribution of genealogical research and an examination of its future.

Genealogy is recognized as a process of identity search, individual or collective. While in its infancy it was mainly used to prove the noble ancestry of individuals to maintain and protect their rights and privileges, the proof of ancestry became useful for all to assert inheritance rights, the degree of inbreeding in the marriage, proof of citizenship… Since the twentieth century, it contributes more and more to the search for identity of families and communities, for historical and commemorative purposes, and to demographic and medical research.

In the Middle Ages, genealogical research could only rely on the testimony of individuals and statements contained in kinship charters. Registers of baptisms, marriages and burials, acts of civil status, marriage contracts are the primary sources for genealogical research today. There are also secondary sources such as genealogical dictionaries and directories.

The development of personal computing and the Internet now allow access to various databases, virtual libraries and documentation and archives centers that have been digitized. Whereas previously genealogists had to travel to consult documents and collate data in notebooks or on cards, they can now, in the comfort of their own

home, consult a wealth of information and documents offered by individuals, public or private organizations, commercial enterprises. Genealogy software allows them to collect, store and classify data and produce various research reports. This greater access to different sources of information facilitates the exchange of information among researchers, regardless of the distances. The growth in popularity of genealogy has also favored the emergence a lucrative business of which the products and services' quality is neither constant nor guaranteed, hence the importance of genealogical societies to train genealogists and recognize their skills.

Greater accessibility of information sources, the new interest in the use of DNA to trace origins (belonging to haplogroups) and possible familial relations with people with the same surname (genetic genealogy), the participation in projects of genetic genealogy (e.g. DNA Tribes from Ancestry, Genographic, project of National Geographic), the trading and uploading of information and data, the marketing of information, all these developments that facilitate the work genealogists require rigor and methodology. Therefore, the consultation of primary and secondary source documents remains mandatory.

Genealogical researchers do not all have the same needs or the same objectives. We can identify three broad categories of genealogists, categories which are also recognized by the Bureau québécois d'attestation des compétences en généalogie under the responsibility of the FQSG. These are the filiation genealogist, the genealogist researcher and the master genealogist. These categories do imply a gradation of skills, but also one of needs and objectives.

Filiation genealogists operate various search tools to find the information allowing them to establish a pedigree chart. They must be able to support this research with authentic documents, such as parish registers, civil status and wedding contracts, when available. In the absence of primary sources, they may complete the research with secondary sources such as directories and dictionaries or genealogical research done by other genealogists.

Genealogist researchers, in addition to working on pedigree charts, are dedicated to the settlement of cases or complex research problems. Their research often results in the writing of a family's history. To this end, they will use various archival fonds including censuses, military records, immigration, judicial and notarial fonds, maps, photographs, directories, electoral rolls… Their field of investigation is broad and the results of this research are often produced by the combination of several sources of information and the validation of assumptions. Censuses allow them to identify other individuals of the same family, to get the date or year of birth, to find people who have changed their place of residence, to know their occupation… The city directories and voter lists are useful for pinpointing individuals. Finally, all these sources allow to collect as much information as possible, which, once combined, will reconstitute a family's history.

In addition to the above skills and activities, master have the ability to perform complex searches requiring extensive knowledge of available resources, archival or otherwise, the ability to read them (paleography) and analyze them. Their work results in publications, conferences, training sessions and major research projects (universities, private companies, government, media). Let us mention, for example, commemoration projects for institutions or communities, or the production of television programs such as *Québec, une histoire de famille* and *Qui êtes-vous?*

Having extensively researched their ancestors, more and more genealogists will then want to enrich their knowledge of Quebec history and conduct increasingly pointed research on one or another aspect of this history. Whether this interest is local, regional or national, at the level of daily life or civil or religious society, these researchers need access to the archives of the various groups that have marked history and participated in its construction. The reduced access to information sources will have restrictive effects on the development of this research. When we know that the course of history was at best sketchy, it is important to give everyone the opportunity to continue learning, even if it is about personal knowledge and does not necessarily lead to a scientific publication.

A majority of genealogists fit into the first and second categories, but this does not exclude the fact that they can sometimes use the same sources of information as those needed by master genealogists.

As mentioned earlier, technology now allows for a better access to research documents. In Quebec, like in many Western countries, it is easy (and sometimes free) to access parish and civil status registers that have been scanned or uploaded on the websites of archives,

non-profit organizations (Family Search) or commercial enterprises (e.g., Ancestry). There currently is a debate about government responsibility over the availability of archived documents when retention periods have expired and the need for it to invest in their scanning and indexing for easy access. In this regard, partnerships between archives and other agencies (commercial or non-profit) have made possible projects that otherwise would never have seen the light of day, at least in the short or medium term. The recent uploading of images from the 1921 Canadian census, although indexing is not complete, is one of these instances. However, one should not conclude that free access, even if it is desirable in itself, is an obligation. More and more genealogists accept to pay a reasonable price for online access to archives and documents that would be difficult or impossible to consult otherwise (disability, geographic distance, conservation and consultation sites…). There are nevertheless several archives fonds, interesting for genealogical research (private funds, administration, public, reports…) but less consulted because information is difficult to find, that will remain in a physical media form, unless the management of their conservation requires their transfer onto digital media. At the very least, these records must remain accessible to the public. The collaboration of genealogical societies and their members is something that deserves to be explored for scanning and indexing projects. For example, members of the Cercle de généalogie de la Manche in France have done data entry work on the seafarers' registration numbers kept at the Cherbourg navy archives center, in order to accelerate indexing on the Cimarconet site.

CONCLUSION

The contribution of genealogical research is no longer limited to the production of pedigree charts. Writing family history has become increasingly common. Once the family skeleton is built (the line), there remains simply to add muscles and flesh, which is the experience of ancestors and their relatives. Thanks to archival documents, researchers can discover the occupation and assets (acquisitions, donations, bequests) of their ancestors, their problems with the law, their contribution to society (militia, army, alderman, churchwarden…), the socio-political context of their time… They can share this history with their own family so that everyone understands how they got to where they are. Linked to other such histories, family history will lead to a broader history of the community and thus help strengthening a sense of belonging. In other cases, the research results serve as supporting evidence to findings made by others in history, demography, sociology, medicine… We can just take a look at conference organized by genealogy societies or national and international conferences on genealogy to measure the extent of the reach enjoyed by genealogical research.

We also wish to draw your attention to the promotion of genealogy for the younger generations. To introduce youths to genealogy, the FQSG created an initiation program for schools, in collaboration with its member societies. This program enables young people, as part of a school activity, to develop their research and writing skills while using archival documents (paper or virtual), reference publications and databases. As they discover a part of their family history, they also develop an interest in other histories. It is therefore important that future generations can rely on the services offered by the archives, and not only on what is offered by commercial organizations.

We believe that even in a context of rationalized government spending, we should not question the necessity and relevance of the preservation and dissemination of our heritage, but we do think it is necessary to innovate in the means to do so.

We hope that this modest contribution to your reflection will be useful, and the Fédération québécoise des sociétés de généalogie hopes that this Archives Summit will lead to new and promising possibilities for archivists and genealogists.

ARCHIVES IN A DIGITAL SOCIETY

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INTRODUCTION

The focus of this paper is on the responsibilities of the Canadian archival system for the born-digital residue of societal activities and the strategies for its preservation. It will first outline the characteristics of the digital by-products of the activities of organizations and individuals and it will then proceed to describe the consequent responsibilities of the Canadian archival system and to envision the way in which it could fulfil the expectations of Canadian society.

THE CHARACTERISTICS OF TODAY'S BORN DIGITAL INFORMATION (DATA, DOCUMENTS, RECORDS)

Understanding the characteristics of today's born digital information is not possible without first analyzing the behaviour and expectations of its creators and users.

In the past few years a clear generational divide has emerged between those born before and after 1981, the latter group being defined as the millennial generation, or Generation Y. The tendency of the former group has been to bring to the digital environment the behaviour it had in the analogue one, based on the same values and understandings, particularly in relation to the fundamental concepts of access, privacy, intellectual rights, ownership, authorship, custody, responsibility, accountability,

recorded memory, and preservation. As a consequence, rigorous analysis and research of its digital output has resulted in widely accepted recordkeeping and records preservation practices, international standards that are scalable and implementable, and – as it regards Canada – in a generation of archivists confident in their knowledge and in their ability to acquire and maintain control of the existing output of our digital society, at least for as long as adequate technological and financial resources will be available. In other words, the digital documentary by-products of the activities of the pre-millennial generation, in both organizational and personal contexts, can be preserved and made accessible without the need for fundamental changes to the Canadian archival system.

This is not the case when we consider the digital behaviour and expectations of Generation Y, which is now reaching adulthood and has begun its working life in an environment characterised by media convergence and constant connectivity, often described as mobile and liquid. This is an environment in which old and new technologies merge in the same device so that cameras, phones, computers and the Internet are seamlessly integrated. Social networking and photo sharing sites encourage users to communicate online and give their contacts the permission to add comments, notes, tags, images, etc. to their materials, so that the boundaries between the producers of content and the users become blurred. The by-products of such interaction are no longer finite entities, but processes that are always changing, mediated by the technological platform that hosts them through metadata, protocols and codes. This phenomenon is well known to social science researchers, who refer to the participants in it, be they organizations or individuals, using the neologism *produsers*, a term that intentionally merges the roles of producer and user.

Thus, one can see that the relatively new practice of BYOD, or Bring Your Own Device, in organizations and businesses constitutes an issue not simply because corporate digital information is no longer captured or moved into a central recordkeeping system as records, but also because it is rarely complete, lacks fixity, is difficult to attribute to one author and/or owner – especially because of the collaborative way in which people act, and is not clearly linked to one business process, action or transaction. It is very difficult in this case to assign responsibility or demand accountability. The situation presents further complexity when employees, together with their devices, use their own cloud, or several different clouds in which their outputs are stored in a widespread way, mostly related to applications rather than to business functions (e.g. DropBox or Google Docs). "A recent survey indicates that more than half of Generation Y workers are [sic] prepared to contravene corporate bring your own device and cloud computing policies if it [sic] cramps their personal and professional computing and social networking activity."[1] The work will be conducted in the most efficient way, regardless of whether it leaves a recorded trace – data or records – usable as reference for further action or as evidence of actions and transactions.

Over time the digital information *produsedby* these employees grows in volume, and, being spread across different devices and multiple online social networking platforms, becomes unmanageable, and its producers simply choose to let it accumulate, given the availability of large amounts of free cloud storage. Thus, the problem of absence of records usable as precedent or as evidence is compounded by uncontrolled abundance, an issue that is beginning to bother also the *produsers* themselves. But technology has already provided a solution and now offers automatic deletion after a certain amount of time – a time span certainly not based on a retention and disposition schedule approved by the employer, but on the intention of the communication generating the information, as identified by the person initiating it. Why would an employee not consider the possibility that the information in question may be needed later on or even in the long-term? Simply because Generation Y considers communication more important than memory and the material it generates is supposed to have an immediate impact and be consumed instantaneously. Thus, there is no expectation of preservation, only a desire to generate output throughout each and every event, continuously, as if nothing could possibly happen if it is not communicated but its occurrence were not deleted by the disappearance of its digital traces.

If for a moment we put on our archival hat, it is pretty clear that this behaviour in organizations undermines not only their long-term productivity and growth, as well as present and future compliance, responsibility, accountability, ability to protect themselves and, last but not least, the building of an organizational culture, but also any chance for archives of identifying records, series, or fonds, carrying out systematic appraisal, and acquiring the sources of societal memory. And the

situation is much worse if, again as archivists, we think of the fonds of voluntary associations, NGOs, and individuals. While in all these cases many of the activities are carried out in multiple devices and online environments, individuals add a level of complexity to their digital output by selecting communication languages that are outside established parameters, for example by increasingly resorting to images and abandoning words (e.g. sending the picture of a building and a Google Map instead of a message with the invitation to a place and address). Furthermore, for archivists, tracking down the components of a personal archives over time would involve having access to the creator's social networking sites, mobile phone accounts, email accounts, *Twitter* and photo-sharing accounts, etc. Even if the material still existed and could be located and accessed, it would still be difficult to identify the "personal fonds." [2]

The characteristics of the digital information *produsedby* Generation Y are thus quite clear: when it is traceable, and it has identifiable boundaries, it is a co-authored entity (by persons and platforms, software codes and protocols of the host applications), in continuous becoming, generated to serve multiple purposes in multiple contexts, composed of more than one medium, performed, rather than issued, and therefore ephemeral in nature, generally accessible by anyone who shares the same platform and/or belongs in the same circles, and unprotected by intellectual rights.

How does this blurring of boundaries between public and private, organizational and personal, ephemeral and permanent, complete and in a state of becoming, platform generated and user generated, owned and open, recorded and performed, etc. meet the expectations of those who regard themselves as records and archives users? Has their behaviour changed as well?

The users of records and archives still for the most part belong to the pre-1981 generation, and this means that they expect the digital environment to facilitate their established behaviours; however, they are also discovering new opportunities offered by complex technologies. Researchers who have always worked collaboratively now expect to do so in a virtual environment; users of material in archival holdings expect that these materials be made available through the Internet, possibly instantaneously and in the required and interoperable formats; citizens interested in the actions of government and corporations expect open access to the records of their actions through time; scientists from the world of data and statistics are interested in open data initiatives and expect traceability of such data; and an increasingly large number of users from the private sector as well as academia is employing diverse sources of big data to create data mashups for a variety of purposes. While the Canadian archival community has been aware for a long time of these users' behaviors and expectations, the most noticeable change has been a growing interest in data – as opposed to records, and in large aggregations of research data, observational data, and government-collected data for supporting decision making. The key consideration to make here though is that this interest in data comes with a strong interest in their accuracy, reliability and traceability to an authentic source. This requirement of trustworthiness, once implied in the preference given to primary sources, is becoming an explicit request of a documented chain of unbroken and responsible preservation: in other words, the trust traditionally given to the preserver now expects transparent grounds.

RESPONSIBILITIES OF THE CANADIAN ARCHIVAL SYSTEM – RECOGNIZING THE CHALLENGES

How can archival institutions, organizations, units and programs – in short, the Canadian archival system – address the opportunities and challenges posed by the changing ways in which Canadians are communicating and working? The focus of the archival community on 'memory' and 'evidence' encourages the popular (mis) perception of archives as being concerned only with records of the past (whatever the medium). This tends to marginalize archives and archivists, perpetuating the myth of the passive preserver (even though we know how wrong that myth is). We have known for a long time that our born-digital material will not survive in useable, trustworthy form if its preservation is not considered from the moment of its creation. While this is difficult enough for born digital records that mirror traditional counterparts, it creates many new challenges in records created collaboratively and online. Identifying issues of authorship, ownership, access, and intellectual rights would merely scratch the surface of the challenge in front of us. What are the responsibilities and strategies

of the Canadian archival system in supporting a controlled creation of data, documents, and records that can demonstrate transparent processes and a clear chain of custody or provenance, and whose accuracy, reliability, and authenticity can be assured over time and across technology platforms? Now more than ever archivists must position themselves at the side of the creators if they wish to be able to fulfill their organizational mandate: they need to identify records and data worthy of capture and long term preservation at creation, determine their capability to be preserved, and monitor their use and transformations through time. This means understanding the changing boundaries between public and private, organizational and personal, author and owner, creator and preserver, producer and user, and the attributes of the *produser*.

A broad regulatory framework needs to be developed and implemented to ensure and protect the creation and management of these new organizational records, addressing the new reality of BYOD policies, and the integration of personal and organizational, private and public information that inevitably results from its adoption. Within it, specific policies should require that retention and disposition schedules be in place for records created in personal devices as well as in organizational recordkeeping systems, and that employees do not apply deletion dates to records designated for long-term preservation. They should also consider that the connectivity of the network database mediates the user experience and could allow tech-savvy individuals access to information that must be protected under privacy legislation, and should ensure that this does not happen.

In the realm of personal archives, the Canadian archival system needs to understand and figure out how to identify a person's archives over the long term (e.g. how to track down the correspondence of one person with a set of friends, over time, through photosharing accounts, social networking sites, mobile phone accounts, email accounts, *Twitter*, etc.), to locate what still exists, to gain access to it (dealing with password protection), to retrieve it, and to make sense of an overabundance of ephemera, and then provide guidance to individuals and small communities on how to appreciate, maintain, and protect a documentary memory.

FULFILLMENT: EMBRACING THE FUTURE

The digital society is in a continual state of becoming. More than ever before, the Canadian archival system must take responsibility for the archival functions that are at its core (appraisal and acquisition, arrangement and description, retention and preservation, management and administration, reference and access), but it must do so across the entire cycle of creation, management, use, and re-use, across public and private sectors, in an integrated way.

The archival core functions can only be accomplished successfully when based on a solid foundation of interdisciplinary collaborative work, research, and education. Archivists are not computer scientists, nor should they aspire to be. We will not influence the direction of technological developments, but we cannot be by-standers. We must put ourselves in the position to predict such direction and those developments, and to be responsive to them if we wish to identify, capture and preserve tomorrow's heritage. This will not happen by sitting back and waiting for academia to study the problem and deliver solutions. All archivists can and must be among those who design solutions, working together in institutions, repositories, academic departments with colleagues in a variety of other fields and disciplines if we are to successfully answer the questions that were posed by the CAST Interim Report.[3]

A model for this type of interdisciplinary activity exists at the University of British Columbia. InterPARES Trust is an international research partnership involving archivists, records managers, librarians, as well as lawyers, computer scientists, digital forensics specialists, information security experts, journalists, ethicists, policy experts, and more, from industry, government, and academia. Experts of each discipline listen to and learn from those of the others, lending the strength of many disciplines to one purpose – how and what is required to trust data, documents, and records in online environments.

All the knowledge acquired by this and similar collaborations certainly allows all participating organizations to hit the ground running as new issues surface and are addressed, but would be wasted if not transmitted to the new generations of professionals.

This needs to be done by involving students in active collaborative research within the projects' test-beds, be they archives or records creators' environments. Interdisciplinary research needs to be embedded in archival functions at every layer of the archival system – we reach out by going out, learning to work together, conducting rigorous investigations into new developments, passing the knowledge on by involving students in research. Continuing education courses are important, but they convey acquired knowledge. We need stronger programs of archival education that embed research capability and interdisciplinarity into the field, and that support the delivery of archival knowledge and the acquisition of new knowledge at the conferences of a variety of industries. We do not learn what is needed to address the challenges outlined earlier by inviting a Google (or Microsoft, or Amazon) representative to speak to us, but by submitting proposals for papers at the conferences which Google-like industries sponsor, like the Global Cloud Security Alliance annual conference, the Digital Forensics annual conference, etc.

Canada's National Strategy for Critical Infrastructure[4] (2009) identifies 10 critical infrastructure sectors: energy & utilities; finance; food; transportation; government; information and communications technologies; health; water; safety; manufacturing. All of these depend on authentic, reliable, and accurate records that are preserved for as long as needed. "To be effective, the National Strategy must be implemented in partnership among all levels of government and critical infrastructure sectors… Governments bring value to the partnership through activities such as: providing owners and operators with timely, accurate, and useful information on risks and threats, …" (authors' bold).

A strong Canadian archival system is a key part of that infrastructure and should be proactive in determining its place in and contribution to the Canadian digital infrastructure ecosystem. The Leadership Council for Digital Infrastructure is certainly a forum in the context of which archivists should advance proposals for an integrated archival infrastructure.[5] Can we develop and support an archival community cloud? Records creating institutions and organizations are moving to the cloud in increasing numbers because this can simplify interactions with users by reducing information processing time, lowering cost of services and enhancing data security: it would be extremely difficult to acquire control of their materials selected for permanent preservation by moving them to an in house Trusted Digital Repository (TDR), especially considering their massive amounts. In addition, it would be financially impossible for every institution to have an in-house TDR, except one – limited in its functionalities and dimensions – for handling the preservation of data and records that must be strictly protected because of privacy laws and legal rights, and cannot be shared even across repositories. Certainly, before choosing the cloud option, the archival system would have to address standards for service levels, security, and interoperability/reversibility.[6]

A Canadian archival cloud would need to provide much more than storage, enabling all the archival functions in a framework of distributed responsibility. In fact, by centralizing the Canadian born digital archival holdings in cloud storage, we can eliminate the need for concentration of the same holdings under the control of a few major institutions. Born digital materials of agencies and organizations that have a designated preserver (e.g. public bodies, universities) would be generated and maintained in the archival cloud and remain in the control of their creators for as long as they need to be used by them, but would be monitored at the same time by the designated preserver. Afterwards, the legal and intellectual control of the materials identified for long term preservation would be transferred to the designated preserver.

Records creators – be they organizations or individuals – who do not have a designated preserver, can be directed to standard clauses to include in the contracts with their providers, which would contemplate the possibility of transfer of selected materials to the archival community cloud under the control of the archives wishing to acquire them, and facilitate it. In fact, collaborative work with the industry to design contract models that support archival acquisition has already begun in the context of a variety of research projects, and the Global Cloud Security Alliance is paying attention.

Of course much thought has to go into how the archival functions would be exercised, especially appraisal, given the gigantic proportion of ephemeral output. However, it is already clear that, as records creators place more emphasis on communication over memory, performing over recording, images over words, and on reuse, co-authoring, and crowdsourcing, the documentation

of context becomes vital to understanding and preserving meaning, providing a collective authentication of the materials within each fonds, and ensuring controlled and accurate access: archival description will return to be the core of the archival endeavor and will become increasing complex.

Indeed, the Canadian archival system is facing challenges that seem insurmountable, but the resilience, creativity, and dedication of Canada's archival community can rise to the challenge. This is a very exciting time for a community as knowledgeable and committed as that of Canadian archivists.

NOTES

1 www.itworldcanada.com/article/gen-y-workers-ok-with-flouting-cloud-byod-policies/86041?sub=67871&utm_source=67871&utm_medium=comminfra&utm_campaign=enews. For reports on additional surveys go to www.ashridge.org.uk/website/content.nsf/wFARCRED/Culture+shock+Gen+Y+and+their+managers+around+the+world and www.pwc.com/gx/en/managing-tomorrows-people/future-of-work/key-findings.jhtml.

2 For several of these insights on individual behavior we are grateful to UBC doctoral candidate Jessica Bushey, whose research has unearthed them in social sciences literature.

3 The CAST Interim Report poses the following questions: With the use of new communication technologies, what types of records are being created and how are decisions being documented? How is information being safeguarded for usefulness in the immediate to mid-term across technologies considering the major changes that are occurring? How are memory institutions addressing issues posed by new technologies regarding their traditional roles in assigning value, respecting rights, and assuring authenticity and reliability? How can memory institutions remain relevant as a trusted source of continuing information by taking advantage of the collaborative opportunities presented by new social media? See ACA Canadian Archival System Taskforce, *Interim Report*, June 2013: 11.

4 Critical infrastructure refers to processes, systems, facilities, technologies, networks, assets and services essential to the health, safety, security or economic well-being of Canadians and the effective functioning of government. (NSCI 2009).

5 See digitalleadership.ca.

6 Like Australia (National Archives), New Zealand (National Library) and the US (Federal Agencies), Europe is clearly heading in the direction of the cloud: www.futuregov.asia/articles/2013/nov/25/eu-cyber-security-agency-issues-cloud-deployment-g/. With the appropriate firewalls ensuring separate control by each organization responsible for each body of records at any given time, the Canadian archival system can have one cloud embracing it all rather than a separate government cloud for each level of government or even for each agency, institution or organization. This would be a full implementation of the total archives idea as originally expressed by Wilfred I. Smith. See. W.I. Smith, "'Total Archives': The Canadian Experience," In Tom Nesmith, ed., *Canadian Archival Studies and the Rediscovery of Provenance* (Metuchen, 1993): 133.

PUBLIC AWARENESS AND THE IMAGE OF ARCHIVES

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INTRODUCTION

What does the public think of Library and Archives Canada (LAC)? Over the past decade three national surveys have been conducted that provide insight into this question. Such surveys tend to be a litmus test for such issues as the importance attributed to the preservation of our records as well as how and by whom it should be done. Documenting a country's historic record is widely considered to be essential in the transmission of its national identity to future generations. Officially mandated with preserving our documented heritage, the LAC has positioned itself as a key government institution that supports that goal and hence not just a collector of the nation's historic records that is located in its national capital.

The important level of public support for digitizing our legacy invites reflection around what the portability of our records implies for the country's central physical repository. Not only have rapid advances in technology transformed the means by which institutions preserve our documented heritage but they have also changed the manner in which individuals seek access. Digitizing key government documents means far fewer trips to the LAC for researchers residing outside the National Capital Region. But this by no means is the major issue in a broad multidimensional discussion about how best to document our national heritage and the place of national archives in the changing archival landscape.

That which follows will review findings from Canadian public opinion surveys around the preservation of our heritage, views around State support for Canada's Library and Archives and the kinds of things that Canadians collect. Three of the surveys were commissioned by the LAC and another by the Association for Canadian Studies.

LAC AWARENESS

Looking at the public opinion polls conducted over the past decade, a 2005 survey for Library and Archives Canada done by the firm Ipsos Reid revealed that a wide majority of Canadians (95%) say it is important to them personally that

Canada's documentary heritage is preserved for now and for future generations. Three in four (76%) say this is very important, while an additional one in five Canadians (19%) say it is somewhat important. However such unqualified support for the preservation of our documentary heritage cannot be construed as a clear endorsement for the LAC. Drawing such a conclusion risks oversimplifying this increasingly complex debate where several institutions can use the same results to call for support.

The 2005 LAC/Ipsos Reid survey further revealed that those Canadians most likely to stress the importance of preserving Canada's documentary heritage include individuals that have used the services of Library and Archives Canada (92%) compared to those who have not (81%) as well as those who have heard of Library and Archives Canada (84%) compared to those who have not (73%).

But the survey points to relatively low awareness of Library and Archives Canada with just under three in ten (28%) saying they have heard of the LAC which is far less than the share (48%) reported in 2003 that had heard of both the National Archives of Canada and the National Library of Canada (which were merged in December 2004). There is however strong agreement with the mandate of the LAC to collect, preserve and make known and accessible the documentary heritage of Canada. But too few Canadians are aware the LAC is tasked with that mandate. Once advised as such, Canadians offer a fairly accurate array of guesses as to some of the information and services that might be offered by the LAC. Respondents most frequently thought they would find information on the history of Canada (i.e. historical documents, family history/genealogy, Canadian cultural and social history, Canadian art and literature, Canadian music and sound recordings, film and video).

Among those who have heard of Library and Archives Canada, one in four (24%) say that they have used their services, while a majority (75%) have not. Some one in ten of those saying they have used the services of the LAC say that they have visited its website "collectionscanada.ca", (a wide majority of Canadians say they have not [89%]).

An important majority of Canadians agree it is important that Library and Archives Canada make as much of its collection and services as possible available over the Web (93%). To be fair, however, this finding does not necessarily provide important leverage for the LAC in securing increased Government support, as it is likely that the population would similarly endorse other institutions making resources more available on the web.

There is somewhat of a paradox in the midst of these less than heartening results. While there is wide support for the digitization of the LAC collection, a majority (52%) of survey respondents agree that "with so many documents, photographs and other media now being produced in digital or electronic format, they worry we will not be able to preserve our documentary heritage."

There is some good news in the poll, in the finding that a substantial share of Canadians are interested in the country's history and culture. By consequence, the Ipsos analyst suggests that there may be a pent-up demand for LAC services, as after being informed about the mandate and availability of its resources many Canadians say they would likely use such services if they were "…looking for information for a school assignment or to help a child with homework, finding information on a Canadian topic via the Web site, researching their family history, or conducting research using the archives, books, newspapers or other collections." (Ipsos, 2005). Again, however, many institutions can use these findings to make the same case in support of their institutional needs.

Five years later in a March 2010 Ekos Research survey commissioned by the Library and Archives, there appeared yet further declines in knowledge about the LAC. Conducted for the National Archive Development Program of Library and Archives Canada (LAC), the survey included questions about awareness of the LAC, answered by 500 persons online and another 500 by telephone.

When asked, without any suggestion, which institution was responsible for collecting, preserving and making accessible publications and records of importance to Canada, some 2% referred to the Library and Archives Canada. Still when unaided another 16% mentioned either the National Library or Archives Canada or National Archives or something similar. In effect, some 82% of Canadians either did not know about the LAC or thought some other organization was responsible for this mandate. When prompted, some 4% of Canadians said they were "very familiar" with LAC. This rises to about 22% when adding the 18% that say they are somewhat familiar. Taking these responses together, the pollster concluded that the "LAC is not widely known among the general population."

In fact the survey doesn't reveal a significant change in the degree of knowledge about the LAC compared with what was yielded by Ipsos five years previously. As revealed below, what the survey does reveal is that lifting the word "National" from Canada's central Library and Archives has not caught on with the population: in general, people continue to evoke the former name when asked about the organization that is responsible for collecting, preserving and making accessible publications and records of importance to Canada. Equally interesting in the 2010 survey is that its split sample (between web and phone respondents) reveals that the web group uses the Library and Archives's previous moniker.

Table 1: What is the name of the organization that is responsible for collecting, preserving and making accessible publications and records of importance to Canada?

		SAMPLE SOURCE	
Q2	TOTAL	ONLINE PROBIT	TRADITIONAL PHONE RDD
Unweighted Total	1033	530	503
Library and Archives Canada	2%	3% ++	1% −−
National Library or Archives Canada or National Archives	16%	23% ++++	9% −−−−
Heritage Canada/ Heritage Minister/ Canadian Heritage	3%	4%	2% −
Statistics Canada	2%	2%	2%
Historical Society of Canada/ Canadian Historical Association	2%	1%	2%
Other variations of Archives (Public Archives, etc.)	5%	4%	5%
Access to Information Act/ Access to Information	1%	1%	0%
Please Specify	0%	0%	0%
Other	3%	2%	4%
Do not know/No answer	66%	59%	73%

Source: Ekos Research Associates, March 2010

FUNDING THE LAC

Although recognition of the Library and Archives is not seen as high, when asked about state funding for the institution a majority of Canadians believe that it should be funded either only or mostly by the government of Canada. As observed below, francophone Canadians are more likely than English Canadians to agree that LAC funds should be provided by Government only.

Table 2: For each of the following institutions, please indicate what should be the ideal level of government involvement in your opinion: Library and Archives Canada

	TOTAL	ENGLISH	FRENCH
Government involvement only	27.3%	24.2%	39.0%
Government involvement in majority	38.4%	39.6%	33.9%
Minimal government involvement	19.4%	20.8%	13.9%
No government involvement	5.9%	6.4%	4.0%
I don't know	9.0%	8.9%	9.2%

Source: Leger Marketing/Association for Canadian Studies, July/August 2013

The percentage that believe that the LAC should get Government only is higher than the share that think that should be the case for the Canadian Museum of Civilization (18.6%) and the Canadian Broadcasting Corporation (10%).

COLLECTING CANADIANS

Surveys point to a consensus about the importance of preserving our heritage. There is little information in surveys about the degree to which individuals are engaged in the preservation of their records or things they value which can have historic significance. Future surveys that look at opinions about the preservation of our historic records need to consider the role of the citizen in the process of heritage collection. What is the relationship between the things that individual Canadians value and their degree of support for the preservation of our collective heritage? Despite the opportunities to retain key elements of our legacy on line, there are indeed several items that are valued by the population that don't lend themselves to digitization. Undoubtedly photographs are not one of them. As observed below, some 43% of Canadians collect photos either often or sometimes, old coins (32%) are the next most common thing that are collected by the population, old books are collected by some 29% of the population and the least collected are stamps at 13%.

Some three in ten Canadian report that they have a collection of books about the history of Canada. But there is a divide between those under 45 years of age and those above 45 with about in five of the former doing so compared with one of five of the boomer plus generation. One in three English Canadians report that having a collection of Canadian history books compared with one in six francophones. British Columbians (40%) are most likely to possess such a collection with Atlantic Canadians (21%) followed by Quebecers (17%) being the least likely.

Table 3: How often do you do the following? Is this often, sometimes, rarely or never?

COLLECT		TOTAL	18-24	25-34	35-44	45-54	55-64	65+
Old coins	Often	9%	17%	6%	11%	8%	9%	5%
	Sometimes	23%	25%	20%	17%	22%	26%	26%
Old stamps	Often	3%	2%	2%	5%	4%	5%	1%
	Sometimes	10%	6%	8%	9%	11%	12%	11%
Old photos	Often	14%	20%	12%	13%	12%	12%	16%
	Sometimes	29%	20%	29%	34%	28%	35%	23%
Old books	Often	7%	9%	7%	6%	8%	7%	7%
	Sometimes	22%	25%	19%	25%	20%	23%	19%

Source: Leger Marketing/Association for Canadian Studies, July/August 2013

SEARCHING FOR CANADIAN HISTORY

Returning to the 2005 IPSOS survey, despite their relatively low awareness of the LAC, it reveals that many Canadians offer a fairly accurate response when asked what information and services are offered by the LAC. Finding information about the history of Canada is the response given most frequently to this question. As noted above, use of the LAC's Collections Canada web site to obtain information is especially low amongst the population with about 2% of the population saying they have used it. A 2013 Leger Marketing survey reveals that when the population seeks information about the history of Canada, they will use Google and then Wikipedia. Approximately one in six Canadians say they will first look to a dedicated Canadian history website (which in effect they might be directed to if they use Google).

Table 4: I consult the following when I search for specific issues in the history of Canada

	TOTAL	18-24	25-34	35-44	45-54	55-64	65+
Google	38%	50%	44%	38%	36%	33%	31%
Wikipedia	17%	25%	26%	14%	15%	18%	10%
Dedicated Canadian history web sites	15%	22%	10%	17%	15%	13%	13%

Source: Leger Marketing/Association for Canadian Studies, July/August 2013

LAC CLIENTELE

A third national survey conducted in 2011 by Angus Reid for the LAC looked specifically at the users of LAC services. Of the 860 persons surveyed nearly 40% come to the LAC via the website. The survey found that nearly 60% of LAC clients were culturally-oriented and a similar share had used libraries other than the LAC, 44% used a museum and 36% an archive other than LAC in the past three months (Angus-Reid, 2012).

Over half of the LAC clients are using the services for research (52%). The clients are experienced with library settings (80%) and tend to be familiar with their research subject (53%), which for two thirds surveyed (66%) revolves around genealogy and family history. Some 80% of clients rate themselves as experienced with libraries.

Client satisfaction is high with three quarters very likely to recommend LAC to others. One-third of clients of the LAC learned about it through an online search engine, followed by one in five through a government of Canada website (Angus-Reid, 2012).

In effect the clientele of the LAC consists principally of specialists and further research is needed to determine the level of LAC outreach to the broader public specifically via its website.

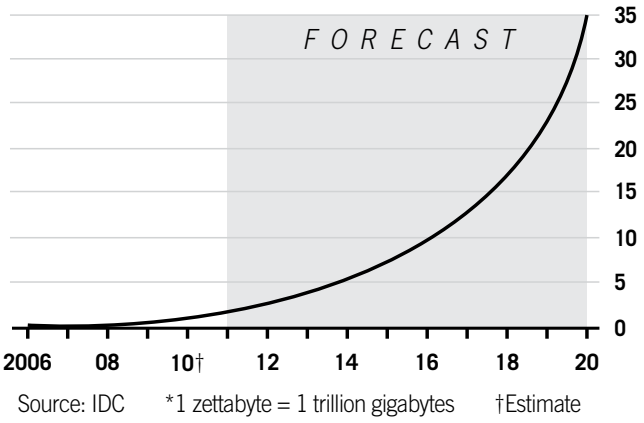
CONCLUSION ARCHIVES AWARENESS IN THE DIGITAL ERA

There is no doubt that efforts to heighten institutional awareness are closely aligned with web presence. Stakeholders increasingly measure outcomes by the numbers of searches on a particular site-dedicated or not. Today when thinking about accessing an organizations output beyond the almost instant reaction of looking at how many people have gone to it is to look at who is doing so. Undoubtedly this reality has a profound on assessing awareness of the LAC and going forward there will be an increasing challenge for the Archives in carving out its

niche. As seen below in Appendix 1, the future will bring yet further increases in the global rate of digitization giving the web in some future incarnations near omnipotence as the repository for documented heritage(s). Clearly under these circumstances more attention will need to be directed at the questions most relevant to determining how best to give Canada's heritage a future and which institutions will be its ideal partners.

Appendix 1: Catch them if you can

Worldwide digital data created and replicated
Zettabytes*



Source: The Economist: "History flushed", April 28, 2012

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