

*THE ROLE OF*

*THE NATIONAL ARCHIVES OF CANADA*

*AND THE NATIONAL LIBRARY OF CANADA*

**REPORT SUBMITTED TO**

**THE HONOURABLE SHEILA COPPS**

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# THE ROLE OF THE NATIONAL ARCHIVES OF CANADA AND THE NATIONAL LIBRARY OF CANADA

## I. THE CONSULTATIONS

1. On 12 March 1998, the Honourable Sheila Copps, Minister of Canadian Heritage, announced the launch of consultations on the future role and structure of the National Archives of Canada (NA) and the National Library of Canada (NL). The Minister asked me, John English, to consult stakeholders and to report on whether the institutions are properly positioned to preserve, promote and provide access to Canada's heritage and confront the challenges of the information age in the next century while continuing to manage collections and records in traditional forms. The review, the Minister noted, was being undertaken "to see if new means can be found to strengthen the capacity of the National Archives and the National Library to respond to citizens' needs and to play a leading role in information management partnerships, both at the national and international levels." She further indicated that, on the one hand, the review was not a "cost-reduction exercise" but that, on the other hand, it was not "intended to generate additional costs for the Government." The Minister asked that consultations take place with personnel from NA/NL, the archival and library communities, the academic sector, other government departments and agencies, international associations or institutions, organizations involved in information management, and Canadians generally.

2. Two consultants provided invaluable assistance to me in the preparation of this report. Jane Beaumont, a professional librarian, has previously worked for the NL and NA as a consultant and has an international reputation in library and information science. Dr. Marcel Caya, an archivist, once worked at the NA and has experience as the Director of the McCord Museum of Canadian History, as the chief archivist at McGill University, and as a professor of archival science. Their exceptional knowledge of technical and historical details provided a strong foundation for the consultation. The University of Waterloo assisted greatly in this consultation by permitting me to reduce my teaching load, providing office space, and other assistance. I am especially grateful to David Wright, my department chair, for his support. In the Department of Canadian Heritage, Peter Homulos, Assistant Deputy Minister of Corporate Services, and his staff, especially Simonne Hutchings, were extremely helpful in diverse ways. Dr. Carol Cooper, who has studied archival science, assisted me at Waterloo, as did Karolyn Smardz, a specialist in public heritage programming, Whitney Lackenbauer, an outstanding undergraduate student, and Irene Majer, whose organizational and technical skills made photocopiers work, e-mail arrive, and printers print. I am greatly in their debt.

3. Following the Minister's instructions, the consultations began with notices to the professional associations, the media, NA/NL employees, and the general public. The Minister had asked that the consultations focus on seven specific areas:

- mandates
- collections and acquisitions

- access
- preservation
- information management issues
- organizational structure
- leadership

A set of questions under each of these topics was created to guide the discussion, and many of the briefs presented during the process responded to these questions.

4. The response to the invitation to express views on the future role of NA/NL far exceeded our expectations. There were formal briefs from national and regional associations, provincial and local archives and libraries, user groups, government organizations, international bodies working with NA/NL, the private sector, employees and former employees of NA/NL, individuals from Canada and elsewhere. Even non-Canadian organizations, such as the Australian Archivists Association, the International Federation of Library Associations and Institutions (IFLA) and the International Federation for Information and Documentation (FID) sent formal briefs. The consultations coincided with the annual meeting of the Association of Canadian Archivists in May 1998 in Halifax and the Canadian Library Association in Victoria in June 1998. This coincidence permitted numerous private and some public meetings at both annual meetings early in the consultation process. A bulletin board and electronic mailing list, sponsored by the Faculty of Information Studies, University of Toronto, was established to allow associations to post briefs and to permit individuals to make comments. In addition, Ms. Beaumont, Dr. Caya, and I had meetings in various locations, either singly or together, with numerous individuals and groups. Consultations with staff, first in a session open to all employees and then with small groups, took place in the first two weeks of August 1998. Ms. Beaumont, Dr. Caya and I toured NA/NL facilities and met with numerous individuals during those tours. The management and employees of NA/NL were generous with their time, helpful in their comments, and gracious in their hospitality. We would like to thank them for their cooperation.

5. Associations and individuals were asked to submit their written briefs on or before 15 September 1998. We recognize that the deadline was short. In light of these restrictions, we were most impressed with the thoughtfulness and thoroughness of the briefs. Those who submitted briefs were offered the opportunity to comment on them at public hearings. The response was much greater than expected. The hearings took place for five days in Ottawa and Montréal, and thirty-eight groups or individuals made presentations. Translation was available, the public was invited, and a record was kept of the discussions. Some of the public presentations are available on the Web sites of the organization and/or the consultation bulletin board. Public presentations, however, formed a relatively small part of the input received. Some telephoned, many e:mailed and some wrote letters commenting on specific items. Informal contact was frequent whether at conventions or on other occasions. We received over one hundred communications from employees of NA/NL, and numerous users contacted us as well. Some of these letters are clearly private communications and must remain confidential, but we hope that most of the documents can become public because of the valuable insights they provide into the state of

archival and library science in Canada in the last decade of this century. The extraordinary response made our task more difficult but, we hope, our understanding much greater. We are most thankful to Canadians and others who took time to think about what the future role of NA/NL should be.

6. The Minister asked that the consultation process engage Canadians in a discussion about the future role of NA/NL. In that spirit, this report draws upon and reflects opinions expressed in the comments and presentations that individuals and groups made. In a few cases, a particularly useful suggestion by an individual has become a recommendation. The major recommendations, however, had strong support from a majority of those who made presentations, including the major stakeholder groups. In short, this report reflects a broadly-based consultation that permitted stakeholders to define what they believed the future role of the National Archives and National Library should be. They focussed far more on what the future role should be than on the problems of past and present. For this focus, we are thankful to them and hope this report reflects adequately their hopes for, and vision of, Canada's National Library and National Archives in the next millennium.

## **II. BACKGROUND**

1. The National Archives and National Library are institutions of fundamental importance to Canadian government and culture. British and French traditions were direct inspirations for a national archives and library, but that distinguished parentage did not bring rapid gestation. Reflecting a concern for preserving the record of the French regime and a desire to inspire patriotism, some residents of Quebec City organized the Quebec Literary and Historical Society in 1824. The Society collected and preserved Canadian records while urging writers and others to study those records to understand better the contemporary society and government of Canada. Archives had a cultural role but also a relevance to governance in British North America. In 1857, Nova Scotia became the first colony to appoint a commissioner of public records, an office that recognized the historical and administrative importance of the preservation and the organization of the records of government. Canadian Confederation, ten years later, brought an immediate need to organize separate records of the four colonies in a central location, as well as the impulse to inspire the new nation with stirring tales from its past.

2. The Quebec Literary and Historical Society petitioned the Governor General and the House of Commons in 1871 to consider the creation of an archives, and the arguments convinced the House of Commons Joint Committee on the Library of Parliament to recommend appropriate action. The Macdonald government thus appointed a journalist Douglas Brymner, to begin the development of a national archives for Canada. The responsibility for "arts" belonged in those rural times to the Department of Agriculture, and the government allotted \$4000 in the 1872 agricultural estimates for archival work. Shortly after the appointment of Brymner, the Secretary of State appointed Henry J. Morgan to another position as *Keeper of the Records*, a title that reflected British tradition, as well as departmental rivalry. The Keeper was to be responsible for the management and preservation of public records and, obviously, his role conflicted with that of Brymner, who quickly began collecting records of previous governments. Brymner responded by adopting an expansive approach to collection that

searched "all sources, private as well as public, such documents as may throw light on social, commercial, municipal, as well as purely political history." In 1903, the position of *Keeper of the Records* was abolished and Brymner's successor, Arthur Doughty, assumed the Keeper's responsibility for public records; nevertheless, the collection of private papers continued, and what a scholar has called "a uniquely Canadian" approach endured whereby the national archives preserves the records not simply of government but of governance.<sup>1</sup>

3. Uniqueness seems to flourish in national organization of archives and libraries throughout the world. The peculiar characteristics of each nation's institutions derive from individual leadership, departmental rivalries, and professional developments. Canadian "Uniqueness" exists because Brymner successfully resisted an attempt by the Library of Parliament to wrest away his historical records. Had he failed, the Library of Parliament would today bear many similarities to the Library of Congress of the United States, which is the principal American repository for private records of national significance. The merging of the function of archivist and keeper of the records meant that Canada would not have a distinct public record office like that of the United Kingdom. Doughty, who served as Dominion Archivist from 1904 until 1935, believed passionately in the importance of records of the past, whether created by the state or private individuals. These records bore the truth that would erase doubt, stir patriotic feeling, and create a sense of national identity. These records would also be important for those who made contemporary decisions, and Doughty tirelessly argued within government for the broader significance of archives for politicians and officials facing the challenges of the day. In 1906, a new archives building opened on Sussex Drive, and in 1912, the archives became a separate department under the Secretary of State with its own *Public Archives Act*.

4. Doughty had, in historian Carl Berger's words, "all the virtues and some of the faults of a born collector; an acquisitiveness that bordered on the predatory, a gift for gaining the confidence of those who possessed the things he wanted, and an uncanny ability to talk them into parting with them."<sup>2</sup> The archives collection under Doughty swelled continuously, as British and French records were copied and sometimes acquired and Canadian records of diverse character took places on the archives shelves. In a young society where too few cared for preservation, Doughty scoured all parts of the past and created a rather unusual repository that held not only private manuscripts and state records but also prints, maps, paintings and even General Brock's uniform with the bullet hole and General Wolfe's chair. Doughty strongly encouraged and even enticed scholars to use the collection, and his efforts were fundamental to the development of Canadian historical scholarship in the first fifty years of this century. The archives published documents, created educational kits for schools, and even provided scholarships for budding scholars of the nation's past. Its cultural role was paramount; its role as a records office was much less significant, not least because other departments exerted claims "to be the only repository of the country's records."<sup>3</sup> Doughty and his successor, Gustave Lanctôt, complained often, as did historians, about the parlous state of Canadian public records, but action awaited the growth of the federal government and the coming of prosperity during the Second World War.

5. The Royal Commission on National Development in the Arts, Letters and Sciences responded to postwar concerns about the preservation of the "collective memory" of Canada and the need to strengthen Canadian cultural resources. This commission, now known as Massey-Lévesque, regarded the Archives as a treasure store for Canadian scholars and writers. From Brymner's basement warren in the West Block, the Archives had become a major Canadian cultural institution with a budget of \$206 000 and sixty employees. W. Kaye Lamb, the Dominion Archivist, quickly established his mark in Ottawa after his appointment in 1948. "With his wealth of experience in archives, library science, history and management," Lacasse and Lechasseur write, "Lamb transformed the Archives into a resolutely modern institution." Massey-Lévesque provided a powerful brief in support of this modernization, although Lamb successfully resisted its recommendation that a separate Canadian public record office be established. The Public Archives Records Centre opened in 1956 in Ottawa, and the Dominion Archivist's role in the management of current records controlled by and located in government departments gained legislative force in the Public Records Order of 1966.<sup>4</sup>

6. The Massey-Lévesque Commission enthusiastically embraced the recommendation of the Canadian Library Association and *L'Association canadienne des bibliothécaires de langue française* that Canada have a national library. At the time that Massey-Lévesque reported in 1951, the Library of Parliament had accumulated deposit copies under Canadian copyright law. When the National Library was created in 1953, the bulk of this collection formed the core of the National Library collection. Kaye Lamb became the National Librarian while remaining Dominion Archivist, and the Archives provided some services to the nascent institution. Space was perpetually a scarce commodity, and the expansion of government and of Canadian publishing convinced the government to authorize the construction of a new building, which was opened on 20 June 1967 at 395 Wellington Street in Ottawa. The following year Kaye Lamb resigned as National Librarian and Dominion Archivist to be replaced in June 1968 by Guy Sylvestre as National Librarian and, after a short period, Wilfred Smith as Dominion Archivist. The two institutions retained some common services and occupied the same building, but the separation reflected the development of distinctive professions, the expansion of library and archival responsibilities, and different responsibilities and mandates.

7. Lamb's accomplishments were extraordinary, and his legacy continued to grow. These accomplishments cannot be measured in monetary terms, but the expansion of the budget was remarkable even for those good times. The 60 employees and \$206 000 budget of 1951 had become 107 and \$542 870 by 1959, and 263 and \$2 267 000 by the time of his departure as Dominion Archivist in 1968. Moreover, the National Library had a budget of \$1 585 000 in 1968-69 and over 220 employees. This astonishing expansion continued in the 1970s, despite economic pressures: by 1977-78 the library had 490 "person years" and a budget of \$11 478 000. (These figures are not adjusted for inflation.) Only four years later, the budget had risen to \$17 179 400, although the "person years" increased to only 500. The Archives had 519 permanent employees by 1980-81 and an almost equal number of term employees. The budgets of the two organizations continued to swell during the 1980s and early 1990s, reaching a peak of \$66 021 000 for the Archives in 1990-91 and \$47 221 000 for the Library in 1993-94. Program Review after 1993-94

cut deeply into those budgets: in 1997-98, the Library budget is \$31 237 000 and the Archives, \$48 882 000. The number of full-time equivalent employees has dropped considerably to 434.2 at the National Library and 633.6 at the Archives - well over 20 percent below earlier numbers. (See Appendix A: Financial Reports).<sup>5</sup> These reductions in budget and personnel are similar to those of other cultural agencies and departments during the mid-nineties, but especially difficult for two institutions accustomed to rapid and mostly continuous growth.

8. Under the leadership of Marianne Scott, who became National Librarian in 1984, and Jean-Pierre Wallot, who became Dominion (later National) Archivist in 1985, the two institutions saw significant achievements. A new *National Archives Act* (1987) made explicit the role of the National Archives in managing government records and in leadership of the archival profession. In that respect, the NA assisted monetarily and significantly in the creation of the Canadian Council of Archives, which has done exceptional work in establishing a sense of purpose and community among Canadian archival institutions. The NL has fulfilled the challenges expressed in the *National Library Act* with the implementation of AMICUS, the national bibliographic management system, and the efficient operation of an interlibrary loan system. Moreover, both institutions have gained international respect for their work in developing standards, and representatives of both institutions have held prestigious positions on international bodies. The 1997 opening of a magnificent storage and preservation centre in Gatineau, one of the most advanced buildings of its type in the world, greatly enhanced the preservation and conservation facilities and capabilities of the NA. The NL, of course, acquired additional space in the Wellington Street building and was able to make use of the facilities in Gatineau through a client services arrangement.

9. "We must therefore rejoice,..." Jean-Pierre Wallot wrote in 1997 on the occasion of the NA's 125th anniversary.<sup>6</sup> The NA and NL and Canadians generally have strong reason to rejoice in their considerable accomplishments. Since the opening of the building at 395 Wellington Street in 1967 and the appointment of a separate National Librarian in 1968, the two institutions have adapted to enormous changes in government and in library and archival science. Computer terminals have replaced card catalogues, and Web sites and CD-ROMs now provide finding aids. Canadian published and unpublished materials have grown exponentially and have become increasingly electronic in form. These changes demanded new skills, fresh approaches, and difficult decisions. For NA and NL employees, the environment changed more rapidly than for most government employees. Some of the presentations expressed a sense of frustration that, perhaps, the challenges were too great and that some opportunities had been irretrievably lost. From an historical perspective, however, the achievement of the institutions during the second part of the twentieth century is remarkable. In 1951, the Massey-Lévesque Commission described an archives with little role in the management and preservation of public records and with 60 employees in a building inadequate for archival purposes and no national library existed. Almost fifty years later, we observe two institutions with over 1000 employees and rich collections. There are many difficulties that the contemporary institutions face, and the following comments will frequently point to these difficulties; nevertheless, we should, as Dr. Wallot remarked, rejoice in the great accomplishments of the past but, at the same time, prepare for the exciting

opportunities in the future of these internationally respected institutions.

### III. FUTURE ROLES

1. There are times in the lives of organizations when the future's arrival seems an unwelcome guest. The late twentieth century has brought an information revolution, one whose impact upon society and the state is probably too close and too recent to understand in all of its implications. The tide of information may lead to the fortune of richer understanding, but many fear it may create instead a flood that sweeps away authentication, preservation, and context. For libraries and archives, the advent of electronic records and publishing and the rapid development and use of information technology presents a challenge and an opportunity that is historic. The Keeper of the Public Records in the United Kingdom, Sarah Tyacke, compares current changes to those taking place from the eleventh to the fourteenth centuries when, in the Occident, written records replaced memory and oral tradition. There was, she reminds us, no direct and easy route from memory to paper; the path was long, difficult, and expensive.<sup>7</sup> For libraries and archives in the age of the World Wide Web, electronic records and publications, and the demand for international standards, the tasks seem as daunting as they must have seemed to thirteenth century scribes, and yet, now as then, there is the excitement of revolutionary change.

2. The National Library itself is the child of that excitement. In introducing the *National Library Act* in 1969, Parliamentary Secretary Richard Stanbury remarked that "The age of electronics is creating new opportunities for libraries to serve as complete information centres." The National Library as "the key-stone of our country's library network,...must be able to serve as the nerve centre of a fully integrated and highly automated information system at the disposal of the Canadian people and their institutions."<sup>8</sup> Marianne Scott has recently spoken eloquently of how the "exciting and rapidly evolving" information highway leads to extraordinary possibilities for NL and pledged that the institution would travel on the highway while being conscious of some dangers ahead.<sup>9</sup> "The age of electronics" similarly created new opportunities and responsibilities for the National Archives. The 1987 *National Archives Act* expanded the definition of a "record" far beyond Douglas Brymner's archival imagination to include film, microform, videotape, CD-ROMS, and "any other documentary material, regardless of physical form or characteristics and any copy thereof." That Act, like the earlier *National Library Act* and its 1985 successor, emphasized the role of the National Librarian and the National Archivist in making accessible and preserving published and unpublished government information. These changes and responsibilities paralleled those in Canadian provinces and other nations, and they compel closer cooperation nationally and internationally.

3. The future, then, was met at the door and welcomed, but provision for its demands has not always been easy for NA/NL in recent times. The Gatineau facility has not ended the problem of storage; the rich resources of NA/NL are not filling the "information highway"; and the federal government's record and information management policies make fulfilment of the NA/NL role difficult. In the 1993 reorganization of government, NA/NL became part of the new Canadian Heritage

portfolio, a large portfolio embracing Canada's national cultural and heritage institutions and some related governmental activities. That Portfolio has recently published an overview of its priorities, entitled "Strengthening and Celebrating Canada for the New Millennium." The Honourable Sheila Copps announced that her portfolio would undertake initiatives "to enhance our pride in our country, contribute to our economic growth and prosperity, protect our heritage, ensure access to Canadian voices, and encourage participation in and contribution to Canadian society."<sup>10</sup> NA/NL possess clear responsibilities in most of these areas. There are, our consultation has made clear, limits on the capacity of the two institutions to contribute to this departmental commitment as fully as they should and could.

4. Stakeholders generally shared the principles enunciated in the departmental overview statement. Again and again, five major themes emerged in presentations to the consultation:

- Although the two institutions should not merge, there should be greater cooperation between NA and NL and among the various agencies and Crown corporations within the Canadian Heritage Portfolio;
- Collaboration and cooperation should also mark the relationship between, on the one hand, the federal institutions and governmental counterparts throughout Canada and, on the other hand, the library and archival communities;
- Both institutions should occupy a more central place in the records and information management policies and practices of the federal government;
- The rich collections of NA/NL must and can become more accessible to Canadians through the World Wide Web and more traditional means of diffusion; and
- Such preservation of and accessibility to records is essential for the vitality of Canadian democracy in that it assures the accountability so fundamental to modern government.

In the following section, this report will reflect upon these themes in the context of discussing stakeholders' comments. It will do so under the seven areas upon which the Minister recommended that the consultation focus: mandates, collections/acquisitions, access, preservation, information management issues, organizational structure, and leadership.

#### **IV. MANDATES**

- How do the mandates of these two institutions compare to those of similar institutions in other countries, including the G-7 and countries such as Australia and New Zealand?
- Are the current mandates appropriate to the challenges facing the two institutions in the coming years?

1. There are great differences among nations in the organization of national libraries and archives. As noted above, each nation seems to show its own "uniqueness" in the mandates of these institutions. We found comparisons difficult because of these different approaches and because of the impact of historical circumstances upon the evolution of the institutions in different G-7 countries. Stakeholders

rarely made direct comparisons, and those comparisons tended to be large generalizations or fairly specific recommendations. Boris Stipernitz and Pierrette Landry, in an exceptionally well-documented brief, noted that the proximity of the NA and NL and the "total archives" approach of the NA (see below) means that "research in national libraries and national archives [in other countries] is more difficult" than in Canada. Stipernitz, a German doctoral student, notes that in Germany the *Bundesarchiv* is in Koblenz while there are two *Deutsche Bibliothek*, one in Frankfurt and another in Leipzig. These two doctoral students, familiar with international counterparts of NA/NL, nevertheless comment that "Regrettably, the general public profile of both the National Library and National Archives is not high enough." The Canadian Historical Association was blunter: "...despite the fundamental importance of both institutions in the cultural history of the country and despite the many excellent, dedicated employees, the NA and NLC are largely invisible. Their importance is underrated in both Canadian cultural life and federal administration."

2. The House of Commons Standing Committee on Canadian Heritage recently asked NA/NL to compare spending on both institutions with that of other nations. The comparison is exceedingly difficult because of the nature of other institutions, but it is clear that the National Library is, relatively, much less "visible" and well funded than the British Library, the Library of Congress, or France's *Bibliothèque Nationale*. These are institutions with long traditions that play extraordinarily large roles, not only within the library community and within government but also in the intellectual life of the country. Tradition assures them such eminence. The Canadian Library Association (CLA) and *L'Association pour l'avancement des sciences et des techniques de la documentation* (ASTED) expressed concern in their presentations and briefs that NL was becoming marginalized. According to the CLA, NL has become for too many the "library of last resort," a role that will make NL ultimately "a remote and largely irrelevant institution." There were many accolades for the work of NL from CLA, ASTED and others, but most noted that NL's budget today is the same as it was in 1984 despite inflation and the challenge of the digital age.

3. Many G-7 countries and others (including the province of Quebec) have reinvigorated their commitment to their libraries through new buildings and programs. One thinks of the British Library, the new *Bibliothèque nationale de France*, the new German library, and the recent expansion of the Library of Congress. The budget of the Library of Congress is over thirty times that of NL, the British Library has seven times as many employees, and the new French *Bibliothèque* cost well over a billion dollars. No one recommended emulating such institutions, but the comparisons do suggest that NL plays less of a part in national life than its counterpart institutions do in nations with which we have close ties. The contrast is less striking with NA. Here, budgetary comparison indicates that Canada's spending per capita on the NA is similar to that of other G-7 countries; nevertheless, many commentators and, frankly, employees of NA expressed the view that NA's presence was too faint in government and among the public. In his report on Canadian Studies in 1996, David Cameron expressed the view that "Archives have a relatively poor-or faint-public image and are viewed by many as being *recherché* in the worst sense; namely, being the exclusive purview of scholars and academics with an interest in the obscure and inconsequential."<sup>11</sup> Statements such as these about national libraries

and archives are probably not often made in most other G-7 and western countries. In considering the comparison of NA/NL mandates with those of other nations, we recognized that differences in mandate resulting from specific historical circumstances made comparative analysis difficult; nevertheless, one must consider whether the mandates expressed in the *National Library Act* and the *National Archives Act* create the limitations many stakeholders find in their activities.

4. No brief from any major stakeholding organization recommended that the NA and NL be merged. Major archival and library organizations recommended that the positions of National Librarian and National Archivist be maintained as separate positions. Some individuals did urge that the positions be combined. Such recommendations tended to come from the academic community; although, in a public hearing, a former senior employee of the archives did urge a single head of both institutions. The arguments in favour of some form of merger, institutional or managerial, tended to arise from two vantage points: the belief that a combined institution would make the institutions more "visible" in the department, in the federal government, and for Canadians; and, secondly, the perception that information technology has so fundamentally altered the tasks of archives and libraries that a convergence is occurring, especially from the point of view of the user. Some stakeholders did express the opinion that one should be able to have access through a common gateway to, for example, Champlain's *Voyages* in the NL, relevant documents in the NA, and a visual image of his astrolabe in the Museum of Civilization. The past National Archivist noted several times in his public addresses and articles that increasingly "the archival and library communities are finding that their interests overlap and intermingle in the world of the automated office."<sup>12</sup> We were strongly persuaded by the importance of the two institutions working together in the future when we examined some very interesting proposals presented to us from employees of NL and NA for "Canadiana" Web sites, common Web gateways, and similar concepts that would make NL and NA more visible and more accessible to Canadians.

5. This emphasis on greater visibility, access, and linkages with other institutions was present in briefs from national organizations as well as individuals. In public hearings and individual discussions, we heard often that the decision taken under Program Review to abolish the National Library Advisory Board and the National Archives of Canada Advisory Board was unfortunate in that it weakened links with the library and archival community, with other institutions within the Canadian Heritage portfolio, with other departments of the Canadian government, and with the Canadian public. User committees and informal consultations that replaced these boards were described as ineffective and poor substitutes. We should note, however, that several individuals who had been members of the Boards did not believe board meetings were as useful as they might have been. Too often members simply learned what occurred rather than considered what future role the institutions might have. The extraordinary challenges facing the two institutions require a board that has a more direct role in shaping the vision of what NA and NL might become. Such a board should assure that that vision is better understood within the Minister's office and the Canadian government, among libraries and archives, and by users and the general public. In defining common purposes, as well as the need for continuing distinctiveness, a common board could be invaluable.

**RECOMMENDATION: WE RECOMMEND THAT THE NATIONAL LIBRARY AND THE NATIONAL ARCHIVES BE SEPARATE INSTITUTIONS WITH DISTINCT LEADERS, BUT WE URGE THAT COMMON PROGRAMS AND SERVICES BE SIGNIFICANTLY EXPANDED IN ORDER THAT THE VISIBILITY OF BOTH INSTITUTIONS BE ENHANCED AND ACCESSIBILITY TO THEIR COLLECTIONS BE GREATER FOR ALL CANADIANS. MOREOVER, BOTH INSTITUTIONS SHOULD DEVELOP CLOSER RELATIONSHIPS WITH OTHER AGENCIES AND CROWN CORPORATIONS WITHIN THE CANADIAN HERITAGE PORTFOLIO TO FURTHER THESE GOALS.**

**RECOMMENDATION: WE RECOMMEND THAT THE MINISTER ESTABLISH A COMMON BOARD CONSISTING OF THE NATIONAL ARCHIVIST, THE NATIONAL LIBRARIAN, AT LEAST ONE READ OF A MAJOR RELATED AGENCY OR CROWN CORPORATION IN THE CANADIAN HERITAGE PORTFOLIO, A SENIOR REPRESENTATIVE OF THE DEPARTMENT, AND SEVEN OTHERS REPRESENTING USERS, THE ARCHIVAL COMMUNITY, THE LIBRARY COMMUNITY, INFORMATION MANAGEMENT SPECIALISTS AND THE CULTURAL COMMUNITY. SUCH A BOARD SHOULD MEET REGULARLY WITH A WELL-DEFINED AGENDA TO ASSESS, *INTER ALIA*, HOW EFFECTIVELY THE NATIONAL ARCHIVES AND THE NATIONAL LIBRARY ARE WORKING WITH OTHER GOVERNMENTAL INSTITUTIONS AND WITH EACH OTHER. ITS CHAIR SHOULD NOT BE ONE OF THE GOVERNMENTAL REPRESENTATIVES.**

6. Each institution has particular aspects of the mandate that require specific comment. Let us first consider NA, whose 1987 Act did recognize the need to take account of new media and the impact of electronic records on governmental records management. Recently, the Acting National Archivist established a working group to evaluate whether the *National Archives Act* requires amendment or major revision because of the changing environment of Freedom of Information and Privacy legislation as well as other current factors. That review, which remains a protected document, suggests that no major revisions to the Act are required, although some specific changes could be considered. Some groups, notably the Canadian Historical Association, the *Institut d'histoire de l'Amérique française*, and the Canadian Families Project and the Canadian Committee on History and Computing, raised serious concerns about the impact of privacy legislation on access and preservation of archival materials. Numerous genealogists expressed these same concerns. Some archivists asserted in their briefs and at the Association of Canadian Archivists meeting that the National Archivist should be at the centre of debates about destruction of records as occurred in regard to the Somalia and blood scandals in recent times. There are some private member's bills currently before Parliament that could affect the archives in its operations, and their impact, NA assures us, is being monitored.

7. Privacy concerns are fundamental in an age of electronic information, but access to information is a critical democratic right. There are, moreover, the interests of researchers, whether genealogical,

historical or sociological. The National Archivist, the Privacy Commissioner, and Statistics Canada have struggled over the question of whether the 1911 census should be available to researchers as earlier censuses are. While acknowledging the need to protect privacy, we believe that the National Archivist was correct to assert his authority to prevent the destruction of that census. A broader debate - perhaps in Parliament - may be necessary to clarify public interest in this question. The role of the National Archivist, we believe, complements that of the Access to Information Commissioner, and both individuals must play a central and coordinated role in decisions about access, accountability, and disposal of records. In the case of privacy, the interests of the Privacy Commissioner, on the one hand, and the Access to Information Commissioner and the National Archivist, on the other, need clarification. The possible extension of privacy legislation to the private sector creates serious research concerns, which were eloquently expressed by the *Institut d'histoire de l'Amérique française*. The National Archives, which collects private records, is affected by such legislation, and the National Archivist's voice and that of the Department of Canadian Heritage should be heard on these issues.

**RECOMMENDATION: THE NATIONAL ARCHIVIST SHOULD TAKE A PUBLIC ROLE IN DEBATES ABOUT RECORDS DESTRUCTION, LEGISLATION CONCERNING PRIVACY AND FREEDOM OF INFORMATION, AND IN ALL MATTERS CONCERNING ACCESS TO PUBLIC RECORDS. THE NATIONAL ARCHIVIST, POSSIBLY IN COOPERATION WITH THE ACCESS TO INFORMATION COMMISSIONER, SHOULD PRESENT A STRONG CASE FOR MAKING MICRODATA SAMPLES OF MID-TWENTIETH CENTURY CENSUSES AVAILABLE WITH NAMES REMOVED, AND URGE STATISTICS CANADA TO FOLLOW THE PRACTICE OF THE UNITED STATES IN MAKING MANUSCRIPT CENSUSES AVAILABLE IN THEIR ENTIRETY AFTER SEVENTY YEARS.**

8. Some argued that NA should have stronger sanctions to assure the transfer of records, particularly since such sanctions might emphasize that NA's unique responsibility is in relation to information management within the national government. Many asserted that NA should be more directly and aggressively involved in setting standards and monitoring the creation of records to ensure the secure availability of suitable records of evidence actions and decisions. Currently, the Act prescribes a facilitative role for the NA in terms of the management of records in federal institutions (article 4). Stakeholders and archivists did not believe that amendment was necessary since the term "facilitate" appears to offer considerable latitude. Nevertheless, many stakeholders and archivists expressed concern about the application of the *National Archives Act* to privatized or special operating agencies of government. Clarification may be needed. There are also some differences between French and English texts dealing with the meaning of records within the Act, and judicial decisions may have an impact in interpreting these meanings. NA should carefully monitor such decisions and should, when opportune, have legislation altered to reflect new concerns. Later recommendations concerning information management issues will have some impact on these questions.

**RECOMMENDATION: THE NATIONAL ARCHIVES SHOULD ASSERT ITS POWERS CONFERRED AS A NATIONAL INSTITUTION IN THE SELECTION, PRESERVATION AND INTEGRITY OF THE OFFICIAL RECORD. WHILE CURRENT LEGISLATION SEEMS GENERALLY SATISFACTORY, THE NATIONAL ARCHIVES, IN COOPERATION WITH THE FREEDOM OF INFORMATION COMMISSIONER, SHOULD CAREFULLY ASSESS WHETHER LEGAL DECISIONS, THE CREATION OF NEW FORMS OF GOVERNMENT AGENCIES, AND DEPARTMENTAL PRACTICES REQUIRE NEW LEGISLATION. IF SO, THE NATIONAL ARCHIVIST SHOULD MAKE SUCH A RECOMMENDATION TO THE MINISTER.**

**RECOMMENDATION: IN PARTNERSHIP WITH DEPARTMENTS AND AGENCIES, THE NATIONAL ARCHIVES SHOULD PLAY A LEADERSHIP ROLE IN THE CREATION AND IMPLEMENTATION OF STANDARDS FOR THE MANAGEMENT OF THE CURRENT DEPARTMENTAL RECORDS OF GOVERNMENT.**

9. The *National Library Act* is relatively brief and makes clear NL's responsibility for Canada's published heritage and for legal deposit. As the Canadian Association of Research Libraries (CARL) noted, the challenges for the future may be met through "extension and reinterpretation of NL's mandate, but more important are the questions of where is NL going and how does it get there." While acknowledging the important contributions such as AMICUS, the Interlibrary Loan Service, the Canadian Theses Service, the vCuc pilot project, and the support of the Canadian Initiative on Digital Libraries (CIDL) and the Canadian Institute for Historical Microreproductions, CARL and other major library stakeholders expressed concern whether NL possessed the resources and capacity to deal with what ASTED termed the "*développement du savoir sous toutes ses formes*." The CLA said that it appeared "that within the federal government NLC has been sidelined in the information policy area and has been increasingly identified as a heritage institution concerned with storage and preservation of cultural artifacts rather than an institution with over thirty years of expertise and success in the development of information technologies and standards for access to information,..." The National Librarian's role in chairing the federal government's recent task force on digitization is significant, but that task force report is not yet public. Neither the National Librarian nor the Acting National Archivist sit on important government committees dealing with information technology and information management. The absence of NL and NA representatives when the Department of Industry established the Information Highway Advisory Council was notable, especially when the theme was "connection, community, content."<sup>13</sup> One presenter reminded us that the first Keeper of the British Museum, Sir Anthony Panizzi, declared that his aim in building the great British Library was to "provide for the poorest student in the greatest library that the richest man could afford." Such equitable access has historically been the fundamental interest of libraries. We are most concerned that the voice of NL is not heard in expressing that interest as governmental funds flow to digital projects that offer possibilities of access beyond the wildest imaginings of Sir Anthony.<sup>14</sup> The great network of public libraries throughout Canada has developed strong ties with the federal government through programs for community access and Schoolnet. These

kinds of programs in other jurisdictions, such as the United States, have a national institution or national library at the centre. That is not so in Canada.

10. The *National Library Act* (Section 7:2) indicates that the National Librarian "may coordinate the library service of departments, boards and agencies of the Government of Canada" in such areas as acquisition, cataloguing, consulting, and "provision of modern information storage and retrieval services, including photocopying and microfilming services, electronic and other automated data processing services and facsimile and other communication of information services." The use of "may coordinate" seems to have limited the fulfilment of this promise. Meetings with federal librarians and with representatives of NL indicate dissatisfaction with the current state of the relations between NL and the federal libraries. NL's role in coordination of federal government libraries has been reduced over the years from a 10-person office to part of one librarian's job description (50 percent of time), and a federal librarian on secondment from one department to manage the purchasing consortium. What became clear during our consultations was that the approach to re-engineering and reducing federal libraries during and since Program Review has not produced a coherent vision of how library and information services should be provided to the government or across the country in regional federal offices. The Council of Federal Libraries purchasing consortium is a worthy initiative but fine-tuning the current way of doing business by making federal libraries work more closely together does not fully leverage the potential of network and desktop technologies. This potential suggests an entirely new framework to deliver more timely, reliable, accurate information directly to the client desktop. One senior public servant remarked that he heard of a study that revealed that almost half the time of federal public servants is spent trying to find information. The realization of the potential of this entirely new framework offers enormous opportunities for efficiency and effectiveness in government.

11. The Library of Parliament (LP) was Canada's *de facto* national library until NL's creation in 1953. Its particular purposes focussing on service to Parliament limited its capacity to serve other parts of government and Canadians more generally. There is some cooperation between LP and NL in such areas as acquisitions, transfer of surplus materials, and cataloguing. The two libraries are close to each other physically, and their collections have both overlap and complementarity. Because of the particular research requirements of LP, foreign serials and publications must be purchased. Obviously, LP also requires Canadian material for Parliamentarians and LP researchers. NL currently collects Canadian material and has reduced purchase of non-Canadian published material to a selection of foreign works with Canadian content. From a research point of view, greater accessibility for LP researchers to the NL collection would permit large savings to LP on Canadian works. Moreover, researchers coming to NL can rarely work on a topic without requiring foreign works. To understand Canadian social policy, for example, an understanding of the approaches of Europeans and Americans is essential. While recognizing that LP has a very specific mandate and is not an agency of government but of Parliament, we believe that enormous possibilities exist to strengthen the research capacities and collections of both institutions through closer cooperation and collaboration. We heard frequent criticism of NL's decision to curtail purchases of non-Canadian material that has reference to Canada. Here is an ideal area for partnership between NL and LP. With the advent of electronic journals and the costs of their purchase

and preservation, such cooperation seems more efficient in terms of cost and use. The barrier between government and legislature has been overcome recently in Ontario, where its Board of Shared Services is supporting an entirely new approach to the provision of library and information services to departments with the legislative library playing a "backup" role. This experiment should be closely monitored.

**RECOMMENDATION: THE MINISTER SHOULD STRONGLY SUGGEST TO THE TREASURY BOARD AND OTHER APPROPRIATE DEPARTMENTS OR AGENCIES THAT AN INVENTORY AND REVIEW OF FEDERAL LIBRARY SERVICES BE UNDERTAKEN. ITS PURPOSE WOULD BE TO REORIENT SERVICES WITHIN A FLEXIBLE, GOVERNMENT-WIDE FRAMEWORK. THE EMPHASIS SHOULD BE ON THE ROLE OF LIBRARIANS AS INFORMATION BROKERS EVALUATING, SELECTING AND MAKING ACCESSIBLE INFORMATION REQUIRED TO SUPPORT THE BUSINESS OF THE DEPARTMENT/AGENCY, AND TRAINING USERS TO ACCESS INFORMATION FOR PERSONAL USE IN A FAST, ACCURATE AND COST-EFFECTIVE MANNER. INFORMATION RESOURCES WITHIN THIS FRAMEWORK SHOULD BE A MIX OF LOCALLY HELD SPECIALIZED MATERIALS, GOVERNMENT-WIDE DELIVERY TO CLIENT DESKTOPS OF JOINTLY LICENSED ELECTRONIC SERVICES, A COMMON GENERAL REFERENCE RESOURCE, AND PARTNERSHIPS WITH SUBJECT-SPECIALIZED LIBRARIES IN THE ACADEMIC, PUBLIC, AND PRIVATE SECTORS. THE PROMISE AND POSSIBILITIES OF COORDINATION IN THE *NATIONAL LIBRARY ACT* SHOULD BE EXPLORED AND ACKNOWLEDGED IN THIS REVIEW.**

12. We believe that realizing the promise expressed in the *National Library Act* section dealing with the relationship between NL and federal government libraries and related institutions would enhance the visibility of NL not only within government but throughout Canada, but more should be done. We have been greatly impressed by the extent to which stakeholders praised NA for its leadership role in the formation and support of the Canadian Council of Archives (CCA), an arm's-length body that coordinates and supports archives throughout Canada. The current CCA priority, the Canadian Archival Information Network (CAIN) is a model of how national, provincial and other archival institutions can work together to improve accessibility to their collections for all Canadians. We are troubled that the Canadian Library Association believes that NL is "viewed more and more as an isolated Ottawa-bound institution without the means to develop, support or deliver programs of national significance." Many stakeholders suggested that the formation of a body similar to the CCA for libraries would go far in answering these concerns. Partnerships could be developed with other governmental departments to acquire funds for existing programs. For example, the Social Sciences and Humanities Research Council once gave grants to support the creation of Canadian Studies research tools by libraries. Preliminary discussion with Council officials indicated that a new program focused on the very different needs of libraries, archives and Canadian Studies today might be considered. Many stakeholders and, for that matter, NL employees expressed the view that NL should play a direct part

in the federal government's literacy program grants. The NL's role, however, must be a leader in creating a collaborative mechanism for establishing priorities and evaluating projects in cooperation with the library and information communities.

**RECOMMENDATION: WE URGE THAT MAJOR NATIONAL LIBRARY STAKEHOLDER GROUPS, IN PARTNERSHIP WITH THE NATIONAL LIBRARY, CREATE AN ORGANIZATION SIMILAR TO THE CANADIAN COUNCIL OF ARCHIVES. SUCH AN ORGANIZATION WOULD BE SEPARATE FROM THE NATIONAL LIBRARY AND SHOULD BE COMMUNITY-DRIVEN. IT COULD IDENTIFY NATIONAL PRIORITIES AND ADMINISTER AND DISBURSE SUCH FUNDS AS ARE AVAILABLE FOR LIBRARY DEVELOPMENT AND ASSISTANCE PROGRAMS.**

## V. COLLECTIONS/ACQUISITIONS

- How do the collection policies of the institutions compare to those of similar institutions in other countries?
- Are the National Archives/National Library collections/acquisitions policies appropriate or should they be strengthened?

1. NA is noted for its "total archives" approach, a term used by National Archivist Wilfred Smith in the 1970s and expanded upon by Hugh Taylor of NA. There is, former NA archivist Terry Cook writes, a focus on "governance" which includes "cognizance of the interaction of citizens with the state, the impact of the state on society, and the functions or activities of society itself, as much as it does the governing structures and their inward-facing bureaucrats."<sup>15</sup> Not surprisingly, several briefs, including one from the Australian Archives Association, made reference to the "total archives" concept when discussing the acquisition mandate of NA. Most considered it a valid justification for the maintenance of private records acquisition by NA, but there were some apparent differences in definition. For some, the concept signified that an archival repository acquires private records in addition to those of its sponsor; for others, it refers to the acquisition of records of all types of media in a single institution rather than in a single-media institution. To be sure, it is generally accepted that the concept refers to both, more particularly when defined within the context of archives as the memory of a community, an institution or an organization. More recently, it has been further circumscribed to become a focus for an acquisition policy rather than a "territory" for a wide-ranging collection program.

2. In its "Introduction," *Canadian Archives in 1992* defines "total archives" as "the concept which provides our public institutions with a mandate to acquire and care for government records and related private sector records while bringing together in one repository records created in all media." The context that best explains "total archives" is the view of the archival institution as the memory of its sponsor. In its apparent first use by Wilfred Smith, "total archives" was defined as responsibility "not only for the reception of government records which have historical value, but also for the collection of

historical material of all kinds and from any source which can help in a significant way to reveal the truth about every aspect of Canadian life."<sup>16</sup> Memory, then should "mirror" comprehensively the "total" development of the sponsor by acquiring private records providing evidence and content not available in the administrative records of the sponsor. Applied to the acquisition mandate of NA, the concept forces the definition of broad criteria, including national significance, as a basis for an acquisition policy that focuses on Canadian society as a whole rather than specifically upon the sponsor, the Government of Canada.

3. Despite the considerable interest in the Canadian concept of "total archives," private records receive only one short mention in the 1987 *National Archives Act*. Moreover, the 1970s and 1980s saw far more attention paid to public records by NA. Program review brought major reductions to private-sector acquisition and NA decided not to collect in numerous areas, including architecture, business, and religion. This trend affected provincial and territorial archives as well, particularly with reductions in budgets and changes in the organization of government that actually increased the public record responsibility.<sup>17</sup> NA's collection policies, then, have been different but, perhaps, are increasingly less so in the 1990s than in earlier periods. Stakeholders expressed much concern about current direction called for strengthening partnerships to face contemporary challenges. *L'Association des archivistes du Québec*, for example, recommended that "les Archives nationales du Canada maintiennent leur engagement face au concept d'"archives totales" tout en poursuivant leur collaboration avec la communauté archivistique dans le domaine de l'acquisition des archives privées." It, and many other stakeholders, urged NA cooperation with the Canadian Council of Archives in developing a program to assure that the private sector accepted responsibilities for their own records. The remarkable expansion of archives in Canada in the past quarter-century, the success of the CCA, and the effectiveness of the national, provincial, and territorial collaboration make possible the clarification of policies related to acquisition of private-sector archives.

**RECOMMENDATION: FUTURE REVISION OF THE *National Archives Act* SHOULD STRENGTHEN THE CONCEPT OF "TOTAL ARCHIVES" IN THE ACQUISITION, MANAGEMENT, AND PRESERVATION OF CANADA'S DOCUMENTARY RECORD. SUCH A REVISION SHOULD ALSO INDICATE THAT THE ROLE OF THE NATIONAL ARCHIVIST IS TO SEEK PARTNERSHIPS AND FRAME POLICIES THAT WOULD ENSURE COMPREHENSIVE PRESERVATION OF NATIONALLY SIGNIFICANT ARCHIVAL MATERIALS.**

4. The National Archives has developed a policy on "Private Sector Acquisition Orientation" that responded to financial exigency and the rapid increase in the quantity of private and public records. The emphasis, now, is on "national significance," and it is those private records that NA will acquire. What this means, *inter alia*, is very limited collection of ministerial papers and the papers of Members of Parliament, even though section 4(1) of the Act makes specific reference to "ministerial records" and does not qualify that term. Indeed, during the debate on the Act in 1986, much controversy surrounded the possibility that ministerial records were not to be properly acquired and preserved. The Honourable

Sheila Finestone, in presenting an amendment that gave blanket inclusion to ministerial records, said that "We heard considerable testimony about the lack of clarity and the breadth of document that could escape the archival control from the Association of Manitoba Archivists, from the Manitoba Council of Archives, from *L'Institut d'histoire de L'Amérique française* who argued that a clearer definition of what constitutes a ministerial record be found. In their view it should be made clear that all ministerial records stemming from Government activity or involving a Minister in the conduct of official business, including documents relating to the formulation of policy or to be deemed public records and transferred to the archives when the use for which they were originally created ceased." Then-Member of Parliament Brian Tobin worried that a Canadian Watergate might occur if ministerial records were not to be transferred to NA. In this light, the decision about ministerial records is puzzling, even perhaps a clear evasion of the intent of Parliament for amendment, was made to reflect opposition criticism.<sup>18</sup>

5. NA approached Jim Fulton, a former Member of Parliament, who left Parliament in 1993, and asked for his papers. Archives officials argued that his papers would have particular interest because of his interest in aboriginal and environmental matters. He was told he was one of very few Members of Parliament or Ministers whose papers were wanted by NA, even though the election in 1993 saw a turnover of over two-thirds of the House of Commons. He agreed and was told that his papers would be quickly appraised and made available for consultation. Five years later, his papers have not been appraised and, when a serious researcher wanted to consult the papers, they have not been organized and important documents could not be found. Many of his colleagues donated papers to local archives, where they have been appraised, tax receipts issued, and researchers consult them with ease. Because of the backlog in processing at NA, other individuals have indicated to us that they are reluctant to give their papers to the institution. While retreating from areas where uncertainty exists that alternative locations might be found, NA in its recent policy statement indicates its intention of continuing to collect in the area of literary manuscripts, an area where NL has expressed an intent to fulfil that role. The two institutions have discussed who should collect such manuscripts but have agreed to disagree.

**RECOMMENDATION: THE PROPOSED COMMON BOARD SHOULD EVALUATE THE ACQUISITIONS AND COLLECTION POLICIES OF THE NATIONAL LIBRARY AND NATIONAL ARCHIVES AND SHOULD MAKE A RECOMMENDATION ABOUT THE TREATMENT OF LITERARY MANUSCRIPTS AND OTHER AREAS OF POTENTIAL AND FUTURE OVERLAP.**

**RECOMMENDATION: THE NATIONAL ARCHIVES SHOULD REVIEW ITS ACQUISITION POLICY IN LIGHT OF THE NEED TO PROVIDE A FOCUS FOR ARCHIVAL RECORDS OF NATIONAL SIGNIFICANCE. A NATIONAL POLICY SHOULD BE THE RESULT OF A PARTNERSHIP BETWEEN THE NATIONAL ARCHIVES AND THE CANADIAN COUNCIL OF ARCHIVES.**

6. The Canadian Association of Public Data Users (CAPDU) made a cogent presentation that warned that valuable Canadian primary research data were currently being irretrievably lost. There is no

Canadian national data archive with the result that, "when the rules for the exchange of research data on the international front are negotiated by national data archives, there is no Canadian voice reflected in these agreements." CAPDU and others, notably research institutions, argued that the absence of such an archive makes scientific fraud more likely and serious Canadian comparative research much more difficult. CAPDU estimates that over 50 percent of research data is generated within the federal government but points out that responsibility for preservation has not been accepted. Here is a case where responsibility is unclear because both NA and NL would appear to have some responsibility, the latter because primary research data products produced by government departments could be regarded as "publications". (They could fall into this category under section 2 of the *National Library Act* because they are sold.). Whatever the jurisdictional difficulties, we believe that NA and NL should consider which institution has particular responsibility, what obligations departments and Statistics Canada have, and what non-governmental partners can be found to create a national data archives We note that, in many nations, universities house these archives. In the case of this data, digitization as a means of preservation is essential for research purposes. In this respect, NA/NL would have a facilitating role in the case of federal government data.

**RECOMMENDATION: WE ENDORSE THE CANADIAN ASSOCIATION OF PUBLIC DATA USERS PROPOSAL FOR A NATIONAL DATA MANAGEMENT STRATEGY IN WHICH THE NATIONAL ARCHIVES AND THE NATIONAL LIBRARY PLAY A FACILITATIVE ROLE. THE TWO INSTITUTIONS SHOULD PLAY A PARTNERSHIP ROLE WITH SUCH A DATA ARCHIVE AND COORDINATE THE FEDERAL GOVERNMENT'S RELATIONSHIP WITH SUCH AN ARCHIVE.**

7. The Association of Canadian Map Libraries and Archives (ACMLA) shares CAPDU's fears that Canadian data are not being preserved or used. In a richly detailed brief, ACMLA asks that NL, which is responsible for published maps, and NA, which has responsibility for cartographic materials, work more closely together. They emphasize how digitization so fundamentally affects cartography and, in their view, the relationship between NL and NA in the collection of maps. They commend the NA/NL cooperation that has led to cartographic materials being included in NL's *Canadiana* CD-ROM and in AMICUS. Nevertheless, they are very critical of the current service standards and the management of collections. There is, they claim, a lack of primary research tools, a failure to take advantage of the potential of digitization, and the loss of electronic cartographic records. The separation of the records from researchers creates further difficulties because of the absence of scanned images to consult. ACMLA argues that NA/NL should confront the challenges and opportunities together. Specifically, they recommend following the example of the Library of Congress's Center for Geographic Information, which was created through "the concerted efforts of cartographic and geographic information specialists within the Library of Congress, the National Archives and Records Administration and the user and library community." They offer to help in the creation of a Canadian "National Map and Geographic Information Collection," for which they suggest the interesting acronym MAGIC. MAGIC by "having one collection, with one mandate, and a staff with the tools to do the job" would

create "a critical mass that can be more innovative and forward looking." We believe this suggestion has exciting possibilities.

**RECOMMENDATION: THE NATIONAL ARCHIVES AND NATIONAL LIBRARY SHOULD ENTER DETAILED DISCUSSIONS WITH THE ASSOCIATION OF CANADIAN MAP LIBRARIES AND ARCHIVES AND RELEVANT FEDERAL GOVERNMENT DEPARTMENTS TO CONSIDER THE CREATION OF A PARTNERSHIP LEADING TO THE FORMATION OF A NATIONAL MAP AND GEOGRAPHIC INFORMATION COLLECTION.**

8. Stakeholders offered general support for the basic collection policy of NL, the collection of Canada's published heritage. Frequent concern was expressed about the reduction in purchases of Canadian materials produced outside of Canada, although NL does continue to collect such material but not so extensively as before. NL, however, does hold some foreign governmental material, which is probably outside their present collection focus, and these items might have greater use if they were redistributed to other Canadian libraries. NL's role in licensing of electronic journals and other digital publications and questions of legal deposit were often raised. NA and NL seem to be working well to sort out problems of jurisdiction, but technology will almost certainly pose new questions in the future. The proposed common board has a role in this respect. Most comments related to collection emphasized access to the collections, and many emphasized the need for partners in collection building in the future. The decentralized newspapers collections project of NL had difficulties but was, nonetheless, seen as an example of valid attempts to coordinate collections across the country. Digital Canadiana in the future will offer a very different range and depth of materials. This range and that depth will constitute the national library and archival information heritage of the future. It is clear that building and maintaining comprehensive library collections and archives in the electronic information and network environment cannot be done alone or in isolation. Both NA and NL need to forge new partnerships and alliances, create interlocking relationships, share responsibilities with other government departments and communities, use contracting and outsourcing in imaginative ways, and generally act as the catalyst for new developments in the Canadian library and archives communities. Many stakeholders suggested that flexibility in making partnership arrangements was crucial. The first recommendation of the Canadian Library Association, for example, called for "cooperative collection development and coordination of decentralized collections." Changes in technology and better regional networks make such approaches much more successful. Indeed, NL's work in disposing of surplus through the Canadian Book Exchange is now being done on regional levels. The implications of this developing pattern for the future of that program should be considered.

**RECOMMENDATION: THE NATIONAL LIBRARY SHOULD DISPOSE OF NON-CANADIAN MATERIAL THAT CONTAINS NO CANADIAN CONTENT. IT SHOULD ALSO CONSIDER THE FUTURE OF THE CANADIAN BOOK EXCHANGE IN LIGHT OF THE DEVELOPMENT OF REGIONAL NETWORKS. IN ALL RESPECTS, STRENGTHENED PARTNERSHIPS, IN THE SPIRIT OF SECTION 8 OF THE**

***NATIONAL LIBRARY ACT, SHOULD BE MORE ACTIVELY PURSUED AS A WAY OF ENSURING COMPREHENSIVE AND VIABLE CANADIANA COLLECTIONS IN THE FUTURE.***

9. Economic exigencies can be a catalyst for creativity. In this respect, the partnership that is developing around NL's Jacob Lowy Collection is a model for other partnerships that NL could enter beyond 395 Wellington Street. The Lowy Collection, an outstanding collection of rare Hebraica and Judaica, was given to the Government of Canada and the NL in 1977. The collection is principally non-Canadian and would today find its home in a university research library, not the National Library. No funds were allocated for its upkeep and, by the 1990s, NL did not allocate such funds itself. The result was the creation of The Council of the Jacob M. Lowy Collection headed by Dr. Norman Barwin. This Council has organized publicity for the collection and has begun fund-raising to support it. Kevin Bums of the Friends of the National Library represents NL on the Council. We hope and have much reason to believe that the Council can be successful in its goals. There is even consideration of support for a scholar-in-residence program. Use of the collection could be promoted through appropriate partnerships with institutions having complementary research collections.

10. A less happy tale surrounds the Canadian Postal Archives at NA. Following the decision by Canada Post to divest itself of the National Postal Museum in 1988, the philatelic and library components were transferred to NA and the artifact collection to the Canadian Museum of Civilization. Funds were transferred to support the philatelic and library components, and eight persons were responsible for this collection after the transfer. That staff has largely disappeared and the funds are now part of the general budget. The Royal Philatelic Society, which originally donated most of the books in the library, and the Honourable André Ouellet, Chair of Canada Post, have made strong representations to this consultation alleging that NA has breached the arrangements agreed to in 1988. Over the last decade, the Royal Philatelic Society claims, the Canadian Postal Archives "has lost its position of pre-eminence in the National Archives. It was once a separate unit that has now dwindled to a disintegrated unit with all of its parts spread out to different organizations with the National Archives. It no longer even has a Chief leading the day-to-day activities of what was once the Canadian Postal Archives. In fact, the CPA no longer exists." The Society and Mr. Ouellet praise the Museum of Civilization for acceptance of responsibility for the artifact collection and, in particular, for the permanent exhibition space the postal museum has at the Museum.

**RECOMMENDATION: THE MINISTER SHOULD REQUEST THAT THE RELEVANT AGENCIES IN HER PORTFOLIO PROVIDE A PLAN TO MAKE CANADA'S POSTAL HERITAGE MORE ACCESSIBLE TO CANADIANS. THE OPENING OF A POSTAL SECTION AT THE MUSEUM OF CIVILIZATION CREATES THE POSSIBILITY OF A RE-CREATION OF THE NATIONAL POSTAL MUSEUM THAT WAS CLOSED BY CANADA POST IN 1988. THE MINISTER SHOULD CONVENE DISCUSSIONS AMONG THE MUSEUM, ARCHIVES, CANADA POST, AND THE ROYAL PHILATELIC SOCIETY TO REMEDY THIS SITUATION AS QUICKLY AS POSSIBLE.**

## VI. ACCESS

- How can the collections be made more accessible to a larger number of Canadians in every region of the country?
- What has been the impact of the legislation on Access to Information and Privacy upon the access of Canadians to public records/collections?
- Can the National Library and National Archives foster greater networking among all archival and library institutions to facilitate access to their collective resources for Canadians across the country?
- What should be the nature and the extent of public programming of these institutions in the National Capital Region, in other parts of the country and internationally?
- Are the National Library and National Archives sufficiently well equipped to ensure the digitization of their existing collections?

1. When the Massey-Lévesque Commission reported in 1951, it urged that a "microfilm service" be established to make available "at a reasonable fee to Canadian Libraries and others all the resources of the National Library, and to Canadian Libraries all collections of Canadiana wherever situated." This recommendation reflected the commissioners' concern that a national library in Ottawa, rather than at decentralized sites throughout the country, would not achieve the democratization of access to Canadian materials. The Canadian Institute of Historical Microreproduction (CIHM), which was established in 1976 and which drew our attention to this quotation, has done much to give Canadians access to their published heritage. Almost half a century ago, there was a dream that Canadians wherever they might be, could have access to that heritage through microfilm. That dream was not fulfilled: stricter copyright regulations and the explosion of publication made it impracticable and impossible. Nevertheless, through CIHM and the development of the interlibrary loan, no student, scholar, or reader close to a public library is denied access to most of Canada's published heritage. It is an accomplishment of which we can be proud.

2. Libraries today are much different than in 1953 when NL was created. Card catalogues are gone, microfilm and print have many partners, and the language of the librarian abounds with acronyms unknown to their counterparts only a few years ago. Perhaps the speed of change and its challenges are too rapid to produce confidence that one is riding the tide that leads to fortune. In an eloquent and amusing brief for the Friends of the National Library, Kevin Burns refers to a "surprisingly mordant book" written in 1978 to commemorate the Library's twenty-fifth anniversary. In its description of the then "underdeveloped and understaffed library," the book was, Burns claims, "a strangely bitter-sweet lamenting celebration." Yet when Ian Wees wrote that "surprisingly mordant book," NL had seen its staff double and its budget multiply sixfold in the previous decade. But there is always so much more that could be done, so many more miles to go. A recent study of libraries has declared: "There will only be successful libraries in the future - because, if libraries are not successful, they will cease to exist."<sup>9</sup> That perception of extraordinary opportunity combined with serious threat was present in many

stakeholder comments and also in comments by employees of NL.

3. NL, we believe, must quickly grasp opportunities that may be fleeting. We believe it can do so as part of a broad portfolio reporting to the Minister of Canadian Heritage, through partnership with other institutions, especially NA, and through closer collaboration with other libraries throughout Canada. As noted above, many stakeholders were troubled by the perception that NL was at the side or falling behind on the information highway. It is profoundly disconcerting to hear the largest stakeholder organization, the Canadian Library Association (CLA), describe NL as "marginalized," "isolated," and, for younger librarians, "remote and largely irrelevant." CLA refers to the most recent Speech from the Throne in which the Government of Canada "recognized that libraries are playing an integral role in connecting Canadians to networks and new media and expressed its ongoing support for developing this role." Such support has come through various Department of Industry programs, the new media programs of the Department of Canadian Heritage, the grants from the Millennium Fund to numerous organizations, and through the creation of over 700 Government of Canada Web sites. NL, the CLA claims, "has been sidelined in the information policy area and has been increasingly identified as a heritage institution concerned with storage and preservation of cultural artifacts rather than an institution with over thirty years of expertise; and success in the development of information technologies and standards for access to information, and for the development of effective national and international networks for the exchange of information." NL, we believe, must be a successful library, and we share the CLA's fears that current trends are disturbing. Some opportunities may be irretrievably lost. Some stakeholders referred us to the revenue-producing document delivery system of the British Library at Boston Spa. The most profitable part of that system is scientific, medical and technical journals (about 65 percent of volume) and, in Canada, the Canada Institute of Scientific and Technical Information of the National Research Council (CISTI) fills that niche admirably. It appears that universities are taking responsibility for the remainder. The same appears to be true for site licensing for electronic journals. Research and public libraries have formed regional consortia for licensing electronic publications, and the research libraries have also appealed for government funding to extend this effort on a nation-wide basis. In some other countries, such as Sweden, national libraries have taken leading roles, but that does not seem possible here.

4. The National Librarian did chair the federal government's Task Force on Digitization, and NL has developed a good Web site with some interesting projects. It also houses the Canadian Initiative on Digital Libraries, an alliance of Canadian libraries "that recognize the growing importance of digital information." Its aims coincide quite closely with those expressed in the yet-to-be released Task Force report. CIHM, which is a successful institutional model for partnership and collaboration between NL and Canadian research libraries, could be the model for a stronger, independent CIDL. The present CIDL has a membership fee for full and associate membership, and most major Canadian research libraries are members, along with major public libraries and a number of smaller libraries of various types. CIDL's statement of purpose indicates that it "will promote, coordinate and facilitate the development of Canadian digital collections and services in order to optimize national interoperability and long-term access to Canadian digital library resources." CIDL should reflect its stakeholder

communities but should reach out to other partner/collaborators, including non-libraries, with significant items of permanent" value such as archives, keepers of government imprints, museums, scholarly presses, and publishers of reference works. Creation of a separate entity for CIDL with a management board derived from the stakeholder communities would ensure that its priorities reflected the library and other communities' concerns and interests. NL should not "own" CIDL; CIDL should reflect the community. Moreover, given the broad interest in the issue of digitization, an even bolder approach may be called for a Canadian Heritage supported "Canadian Institute on Digital Resources," which would represent the library, archives and museum communities of the nation and the Department. Although some stakeholders expressed the view that a "Centre for the Book" should be established in Canada, similar to those in the United States and the United Kingdom, we believe that CIDL is a more important priority at this time.

**RECOMMENDATION: THE NATIONAL LIBRARY SHOULD STRONGLY SUPPORT AN INDEPENDENT CANADIAN INITIATIVE ON DIGITAL LIBRARIES AND A BROADER VISION OF DIGITAL RESOURCES BY WORKING WITH PARTNERS IN THE LIBRARY AND OTHER COMMUNITIES, AS WELL AS GOVERNMENT, TO ENSURE ITS SUCCESS. CIDL'S FUTURE AND ITS SUSTAINABILITY SHOULD BECOME A PRIORITY FOR THE NATIONAL LIBRARY AND THE DEPARTMENT OF CANADIAN HERITAGE.**

5. The major priority of NL in the recent past has probably been the bibliographic management system AMICUS, which is, of course, an access program. At the time of Program Review, NL identified database services, of which AMICUS development was central, as "high priority." Expenditures in that area considerably exceeded those in other areas even though the numbers of employees was considerably less. During Program Review, NL identified AMICUS as potentially revenue-generating and a program that could open "gateways" to "a wide range of networked products and services." The revenue generation, unfortunately, has been disappointing. In 1997-98, the revenue plan was for sales of \$919 000 but actual returns were only \$570 600. The previous year planned sales were \$1 320 000 but returns were \$959 500. Some believe that the decline in use of AMICUS and the location services of NL is an indication of the success of the regional resource sharing strategies and the increasing self-sufficiency of regions for basic resource sharing. AMICUS is a national level node in the vCuc network supporting the regional resource sharing strategy by including records for various national resources, such as major research collections, unique, specialized collections, and the holdings of federal libraries. However, AMICUS is the only service in the Vcuc network that charges for search access, effectively deterring many small and medium-sized libraries and individuals from identifying these resources. Figures on usage, which indicate that the federal government and larger institutions are the primary users, support this interpretation. Tom Delsey of NL has most helpfully clarified some of the difficulties of implementing a free access policy, problems that are principally contractual and relate to government policy on fees for services and competition with the private sector. Nevertheless, plans are being made for AMICUS to be available on the World Wide Web and the moment is opportune to consider overall policy.

**RECOMMENDATION: ACCESSAMICUS SHOULD BE A FREE SEARCH SERVICE, AVAILABLE IN CANADA AND INTERNATIONALLY ON THE INTERNET WITH WEB BROWSER INTERFACES THAT ARE SUITABLE FOR INDIVIDUAL RESEARCHERS AND LIBRARY AND ARCHIVES STAFF, INCLUDING THOSE USING ADAPTIVE TECHNOLOGIES TO OVERCOME VISUAL IMPAIRMENT AND PHYSICAL DISABILITIES.**

6. Numerous stakeholders emphasized NL's commitment to provide equitable access. There were concerns expressed about cutbacks in multicultural programs, and ASTED (*L'Association pour l'avancement des sciences et des techniques de la documentation*) for example, called for both NL and NA to have "*une meilleure collaboration avec les institutions muséales canadiennes et étrangères de mettre en valeur tout le patrimoine documentaire relatif aux communautés autochtones.*" The strongest expression of a need for stronger partnership came from the Canadian National Institute for the Blind (CNIB). The CNIB pointed out that Canadian governments are less involved with services to the visually impaired than are other governments. The CNIB Library for the Blind offers a comprehensive national library service for Canadians unable to read print in English or French. For the visually impaired, the digital revolution is especially bountiful, and access has expanded far beyond what was available to earlier generations. The CNIB, recognizing the limited role of the Canadian government, believes partnerships would fulfil their mandate, as well as that of NL, and the commitment given in section 15 of the *Canadian Charter of rights and Freedoms*. Such a partnership could involve government support for making CNIB materials available to the physically disabled who are beyond the CNIB primary clientele. Relations between NL and CNIB have not been satisfactory in the past, and we hope that this differences can be resolved since CNIB's work is clearly a part of the NL mandate to provide access to Canadians.

**RECOMMENDATION: THE NATIONAL LIBRARY SHOULD ESTABLISH A PARTNERSHIP WITH THE CANADIAN NATIONAL INSTITUTE FOR THE BLIND. SUCH A PARTNERSHIP MIGHT INCLUDE NATIONAL LIBRARY FACILITATION OF ACCESS TO ELECTRONIC GOVERNMENT INFORMATION AND NATIONAL LIBRARY ACQUISITION AND PRESERVATION OF DIGITAL PUBLISHERS' FILES IN ORDER TO MAKE THEM ACCESSIBLE TO ALTERNATIVE FORMAT PRODUCERS.**

7. Most respondents answered "no" to the question of whether NL and NA were "sufficiently well equipped to ensure the digitization of their existing collections." Most added that the entire collections should not be digitized. Although rich content is appearing on the Web, no major institution is contemplating digitization of its entire collection or even the majority. The National Archivist of the United States, Governor John Carlin, testified to Congress that digitization of the National Archives of the United States would equal the national debt of the country. Nevertheless, virtually all respondents believed that NA and NL must respond more fully to the potential that digitization represents. The CLA and others pointed to the tens of millions of dollars that the federal government itself is granting to digitization programs but also noted that little flowed to NA and NL, even though the rich content of

those institutions often forms the core of particular projects. One thinks of the National Film Board's \$6 000 000 program on Canadian history where NA and NL are involved only to the extent that their collections are used. For Canadians who often hit on the remarkable Library of Congress Web site, especially American Memory, the absence of NA and NL in "Canadian Memory" projects is striking. As the Canadian Historical Association remarked, the institutions are not sufficiently visible. Many employees shared this view, and some came forward with proposals.

8. One NL employee envisioned an NL that provided service to on-site and remote users either directly or through the intermediary of other libraries. NL in cooperation with others would provide national gateway service to information held in Canadian cultural institutions through the Web, common search and retrieval interfaces or other technology. In this scenario, a user may enter a query about the Berczy settlers in Ontario, for example, and receive bibliographic citations from libraries, with links to any digitized content, for books and periodical literature; a finding aid describing the Berczy records in the National Archives; information and images from the National Gallery of the paintings by Berczy in their collection; and, perhaps, information and images from the Museum of Civilization on tools used by early settlers clearing the land for the building of Yonge Street. The 23 October 1998 European Parliament report entitled *The Role of Libraries in the Modern World*, as well as the Library of Congress's official plan, express similar visions. The Canadian Heritage Portfolio Overview of Priorities lists as its first priority the need to "increase [the] range of information available in electronic form and ensure access to Canada's cultural and heritage institutions through electronic sites on the Internet." The Internet, of course, does not observe national boundaries, and the importance for Canada of easily accessible and bilingual information about Canada's heritage is fundamental.

9. We strongly agree with the Canadian Council of Archives that the Canadian Archival Information Network is "an exciting new initiative... one which will allow access to Canadian archival content through the development of Internet based archival resources that provide information about each institution, descriptions of archival materials and ultimately even electronic copies of some of these valuable treasures." It is, as CCA notes, a model of cooperation and partnership. CCA nevertheless expresses its belief that NA is not sufficiently well equipped in the area of digitization. Once again, CCA urges partnerships. Both NA and NL have rich resources to bring to any partnerships. Their international work on standards is renowned, and NA and NL employees are frequently mentioned in scholarly literature dealing with electronic records. The NA project on military attestation records attracts widespread attention. One has a sense, however, of diffuse energy, individual initiative, and little sense how the rich resources of NA/NL can be reached easily by Canadians. One employee drew our attention to a comment in *College and Research Library News*: "In the library of the future, it is how the scholar gets to the information that will count not where it is housed." We fear that, if NA/NL are not a gateway, others will strip-mine their rich resources, and the claim they have on their resources will matter little to most Canadians.

**RECOMMENDATION: WE RECOMMEND THAT THE PROPOSED COMMON BOARD HAVE AS ITS FIRST PRIORITY THE STRENGTHENING OF ACCESS TO THE**

**COLLECTIONS OF THE NATIONAL ARCHIVES AND NATIONAL LIBRARY. THE GOAL SHOULD BE THAT ANY USER WITH AN INFORMATION NEED RELATED TO CANADIAN CULTURAL AND GOVERNMENT-PUBLISHED OR DOCUMENTARY INFORMATION WILL FIND THE NATIONAL ARCHIVES AND NATIONAL LIBRARY RESOURCES, WHATEVER THEIR ENTRY POINT OR GATEWAY INTO THE INFORMATION HIGHWAY.**

**RECOMMENDATION: WE FURTHER RECOMMEND THAT THE MINISTER OF CANADIAN HERITAGE STRONGLY ENCOURAGE OTHER AGENCIES AND CROWN CORPORATIONS IN THE DEPARTMENT TO INVOLVE NATIONAL ARCHIVES/NATIONAL LIBRARY IN PROJECTS THAT DRAW UPON THEIR RESOURCES. NATIONAL ARCHIVES AND NATIONAL LIBRARY SHOULD CONSIDER JOINT PROJECTS AND LINKAGES WITH THE MUSEUM COMMUNITY. THE CANADIAN INITIATIVE ON DIGITAL LIBRARIES SHOULD INVOLVE BOTH NATIONAL ARCHIVES AND NATIONAL LIBRARY AND SHOULD DEAL IMMEDIATELY WITH OVERLAP AND INTEGRATION.**

10. NA created distant access sites with research tools at various locations. There are also possibilities for research at some Federal Records Centres. Researchers and, in some cases, employees told us that the distant access sites were underutilized. Most suggested that the more extensive use of the Web, as is envisaged with CAIN, is preferable to the expense of maintaining the distant access sites. In the case of archival offices located at the Federal Records Centres in Vancouver and Winnipeg, their role needs some re-examination, particularly with the move to electronic records. Some other countries, such as Australia, have a decentralized archival system where research is done at regional centres. Some suggested that such decentralization might be suitable for Canada. While agreeing that NA must have a strong presence throughout the Canada, we do not think more bricks and mortar are the answer; other means are now more appropriate.

**RECOMMENDATION: DISTANT ACCESS SITES SHOULD BE DISCONTINUED. THE NATIONAL ARCHIVES SHOULD CONCENTRATE ON THE POSSIBILITIES OF THE WEB AND MORE EFFICIENT AND GREATER MICROFILM DIFFUSION TO ACHIEVE A GREATER NATIONAL PRESENCE.**

11. Most of the collections will not be digitized, and researchers will always consult the collections housed in Ottawa. In the case of NL, interlibrary loans facilitate access to its collections for all Canadians. In the case of NA, digitization of some of its collection will assist some researchers. ArchiVia is an excellent CD-ROM product that greatly assists researchers wanting to use NA collections, and the promise of CAIN as a national research aid is enormous. For NL, some form of partnership with the Parliamentary Library would assist researchers who use its collections. Boris Stipemitz and Pierrette Landry argued cogently for a "single window" for researchers who come to Ottawa, a pass valid not only for NA and NL but also for university and college libraries in the region

and other federal libraries and the Library of Parliament. We understand that cooperation in creating access and access tools has begun for those researchers in Ottawa, and we encourage these efforts.

12. Access to information and privacy legislation has had an enormous impact upon NA and, to a lesser extent, NL. Recent copyright legislation changes have had an impact on both. Many stakeholders were concerned about the impact of privacy legislation on access to records. The problem of the census for genealogists and academic researchers has been mentioned earlier. For NA, the *Access to Information and Privacy Acts* (ATIP) have created a situation where almost 10 percent of the work force must deal with requests and clearance emanating from both Acts. The access rules mean that, on the one hand, some information is available in Canada that is unavailable in other countries, but, on the other hand, limitations on access on Canadian government interaction with other governments results in the closing of some material that is open in other countries. The balance is probably on the side of openness, not least because of the efforts of the Access to Information Commissioner. The *Privacy Act* creates much greater difficulties. Many collections remain closed because NA lacks the staff to process papers to meet privacy concerns. Anecdotally, we have heard astonishing stories about papers being closed because they contained material about Canada's relationship with other states or because they may have had personal information that is covered under the *Privacy Act*. Archivists in other countries have referred to the Canadian ATIP information as the "Canadian nightmare." Numerous stakeholders, especially the genealogists and the historical associations, pointed to ATIP as a major concern. There is a strong possibility that Parliament will be looking at these Acts in the next session, either through government or private member initiatives.

**RECOMMENDATION: THE NATIONAL ARCHIVIST, IN COOPERATION WITH THE ACCESS TO INFORMATION COMMISSIONER, SHOULD TAKE AN ACTIVE PART IN THE REVISION OF ACCESS TO INFORMATION LEGISLATION AND PRIVACY LEGISLATION. THE MINISTER SHOULD POINT OUT TO HER COLLEAGUES THE BURDEN THAT THIS LEGISLATION PLACES ON THE NATIONAL ARCHIVES AND SHOULD INSIST ON LEGISLATION THAT ALLOWS FOR GREATER EFFICIENCY, ACCESS, AND ECONOMY.**

13. We heard numerous complaints about access problems at NA, but other criticisms had little to do with that legislation. The Canadian Historical Association complained in its brief about "fruitless searches through incomplete electronic finding aids" and "ridiculously long delays in securing photocopies of material." This and other complaints about service provoked an angry letter of response from reference archivists at NA and yet another response from other archivists who objected to the reference archivists' letter. Françoise Houle of NA pointed out to us that the reorganization of reference services with greater emphasis on "self-service" has brought some complaints, but argues that it is an equitable way in which to adjust to increased demand, less staff, and the availability of electronic finding aids. While we did hear praise for the work of some individual archivists, we heard other researchers complain about the inability to reach an archivist to obtain more specialized information. The archivists are now in the West Memorial Building and research rooms at 395 Wellington Street, and this

separation has created a distance that is much greater than crossing Wellington Street would suggest. Heritage Research Associates, a group of individuals who carry out contract research and are heavy users of both institutions, presented an angry brief. From their point of view, "user service problems constitute the major deficiency of both institutions." Echoing other complaints by users, Heritage Research Associates stated that "In many instances [it] is not possible to obtain material from either institution in sufficient time for it to be employed for many public purposes. Moreover the difficulty does not lie in 'the time required for research'. Instead, it lies in the barricades to obtaining documents *in time to do the research*, and obtaining facsimiles in a variety of media in adequate time for them to meet the deadlines of ongoing projects..."

14. The argument that "noted" users get special service and should not has some weight. Nevertheless, many of the complaints are not about special service but about service more generally. Photocopying and reproduction of photographs take too much time. Many students working on projects do not receive the reproductions within the span of an academic term. Heritage Research Associates found problems at both NA/NL with photocopying and reproduction of photographs and similar services. It suggested service fees for quicker service as a method to deal with the problem. Such fees, however, faced opposition from many users, especially students with restricted budgets. Some archives, including the National Archives of the United States, permit researchers to make photocopies themselves which places less demand on the service. Others have accelerated microfilm programming, which facilitates user self-service. Many users strongly criticized the slow response by NA to requests for loans of microfilm; in some cases, four or five month delays were mentioned.

15. The NA's proposed family history centre strikes us as an excellent way to improve access for a significant proportion of the users. Family history uses materials that lend themselves to self-service, and the model for this centre, which is part of the British Public Record office, has greatly eased the demand upon the main office at Kew. The centre, which is in London in a basic office building, has few employees (11 professionals) but serves over 70 000 clients yearly, more than twice as many as NA. The British centre, however, is combined with the statistics office which supplies official certificates. A Canadian centre would not have some of the records available in Britain because provincial jurisdictions maintain those records. Nevertheless, such a centre would offer much better service for genealogists who represent over 60 percent of the clients of NA. In terms of service to genealogists, many also referred to the Scottish Record Office as a model. The centre could hold military, census, and land records on microfilm or other similar forms of storage. In discussions with NL, we learned that approximately 35 percent of NL's clients are family historians. They seek out city directories, newspapers, family histories, published atlases and local histories. Because of the absence of some important data at the federal level, an NL presence in the family centre could be beneficial for the centre as well as for NL. Some of the material is available already in microform or microfilm.

**RECOMMENDATIONS: IMPROVING THE QUALITY OF SERVICE AND MORE CLOSELY DEFINING AND MEETING PERFORMANCE STANDARDS IS ESSENTIAL. THE NATIONAL ARCHIVES SHOULD EXAMINE ITS REFERENCE SERVICES AND**

**SEEK TO REPAIR WHAT APPEARS TO BE A POOR RELATIONSHIP BETWEEN SOME ARCHIVISTS AND REFERENCE SERVICES. MORE SELF-SERVICE IN THE NATIONAL ARCHIVES SEEMS APPROPRIATE, BUT RESEARCHERS SHOULD HAVE QUICK ACCESS TO SPECIALIZED ARCHIVISTS WHEN NEEDED. BOTH THE NATIONAL ARCHIVES AND THE NATIONAL LIBRARY SHOULD IMPROVE PHOTOCOPYING AND OTHER SERVICES.**

**RECOMMENDATION: THE CREATION OF A FAMILY HISTORY CENTRE, IS A WELCOME INITIATIVE WHICH THE NATIONAL ARCHIVES SHOULD CARRY OUT IN COOPERATION WITH THE NATIONAL LIBRARY.**

16. Many stakeholders and employees expressed concern about the "invisible" nature of NA/NL, which is off the beaten track of the Ottawa tourist and largely unknown beyond the National Capital Region. We have discussed frequently how the NA/NL presence on the Internet could assist in gaining a national presence, but there are many competitors and limitations on that medium. There are three other areas of public programming that merit attention: publications, Ottawa-based exhibitions, and awareness initiatives beyond the National Capital Region. NA publishes *The Archivist* and *NL* a newsletter. They are very different in approach and content, the former discussing collections, the latter mostly providing news. Both are free and now available on the NA/NL Web sites. Although the Public Archives of Canada once published many volumes of documents and other works, the National Archives has published increasingly less. This approach contrasts with that of many counterpart national institutions, and some publishers asked us why NA/NL do not have a more active publishing program. Two senior Canadian archivists pointed out that dictionaries of national biography are sometimes directly associated with archives and libraries and suggested that a project for a dictionary of Canadian biography, which has recently sought and acquired government funding, might benefit from association with NANL. The University of Toronto Press, for example, distributes British Library publications and finds them very profitable. Unlike many national archives and libraries (and the Public Archives of Canada under Doughty), there is no intern program to bring scholars to use the collections. These lacunae not only contribute to the lack of visibility of the two institutions but also diminish their scholarly milieu. We welcome the news that the Jacob Lowy Council is planning to introduce a scholar-in-residence program and urge other initiatives of this kind.

17. NA plans to expand considerably space for public exhibitions in the planned renovation of the West Memorial Building. The National Library was frequently commended for its outstanding public programming at 395 Wellington Street. Recent NA/NL exhibitions are described on their respective Web sites, and those of us who have attended exhibitions are impressed with the careful preparation and display. In discussing with employees and others the plans of NA to undertake more public programming and awareness initiatives, we found general support but heard several caveats and suggestions. First, there must be cooperation between the NA/NL and also with the National Gallery and the Canadian Museum of Civilization. Secondly, the capacity of NA and NL individually to mount a continuing exhibition program is limited, and a joint effort would be most effective. Thirdly, as

museums have learned through experience, an exhibition program is best articulated around themes of interest to the public, not as a showcase for the holdings of an institution. Public programming partnerships, therefore, ought to take into account the venerable and powerful traditions of public programming of museums and galleries.

**RECOMMENDATIONS: THE NATIONAL ARCHIVES AND THE NATIONAL LIBRARY SHOULD EXPLORE THE COSTS OF THE PAPER VERSIONS OF *THE ARCHIVIST* AND *NATIONAL LIBRARY NEWS*, AS WELL AS OTHER PUBLICATIONS. IN SOME CASES WEB CIRCULATION AND LIMITED PAPER DISTRIBUTION MIGHT BE ACCEPTABLE. IN OTHER CASES, WEB CIRCULATION ALONE MAY BE SUFFICIENT.**

**RECOMMENDATION: THE NATIONAL LIBRARY AND THE NATIONAL ARCHIVES SHOULD EXPLORE WITH CANADIAN PUBLISHERS THE DEVELOPMENT OF PUBLISHING PROGRAMS BASED ON THEIR COLLECTIONS. THE INSTITUTIONS AND THE DEPARTMENT SHOULD EXPLORE THE POSSIBILITY OF LINKING DIRECTLY SOME MAJOR CANADIAN PUBLICATION PROJECTS THAT DEPEND HEAVILY ON NATIONAL ARCHIVES/NATIONAL LIBRARY MATERIAL, NOTABLY THE DICTIONARY OF CANADIAN BIOGRAPHY. THE DEPARTMENT OF CANADIAN HERITAGE AND THE GOVERNMENT OF CANADA SUBSIDIZE THE DICTIONARY AND SOME SIMILAR PROJECTS. SOME ASSOCIATION WITH NATIONAL INSTITUTIONS MIGHT STRENGTHEN BOTH THOSE PUBLICATIONS AS WELL AS THE NATIONAL ARCHIVES AND THE NATIONAL LIBRARY.**

**RECOMMENDATION: THE NATIONAL ARCHIVES AND THE NATIONAL LIBRARY SHOULD DEVELOP JOINTLY A CULTURAL PROGRAMMING, PUBLISHING AND EXHIBITION PROGRAM. CLOSE TIES WITH PARTNERS, ESPECIALLY WITHIN THE HERITAGE PORTFOLIO, SHOULD, BE ESTABLISHED AND ATTENTION TO BOTH COSTS AND VISITORS WOULD HAVE TO BE CONSTANT. PARTNERS SHOULD BE SOUGHT, AND ADDITIONAL COSTS SHOULD NOT COME OUT OF CURRENT BUDGETS.**

## **VII. PRESERVATION**

- Are the institutions sufficiently well equipped to ensure the preservation of Canada's collective memory, given the rapidity of technological formats and technology?
- What resource levels would be required to permit the long-term preservation of the collections/records in traditional formats?
- Is there potential for further collaboration between the two institutions and thereby to provide better service to the communities of each institution and to the public?

1. Many employees of both institutions and stakeholders commented on the fundamental importance of preservation which, in the view of some, is possibly the most important responsibility of NA/NL. Many pointed out that digitization is not primarily a means of preservation but an access tool. There are exceptions, such as maps, and technology is rapidly improving. Moreover, future records will be increasingly in digital form. The Gatineau Centre offers extraordinary possibilities as a preservation centre, but we were disturbed to hear the Canadian Association for Conservation of Cultural Property say that reductions in trained staff as well as the reduced capacity and equipment threaten the work of the Centre in the area of preservation. The Association complained that, currently, there are no managers in the NA or NL at the level of Director or Director General with a preservation background. Moreover, NL's preservation officer position has been vacant for a year. Preservation and conservation is a client service performed by NA for NL, and that relationship is, from NL's point of view, unsatisfactory. It would be a shame not to realize the potential of the Gatineau Centre, and that concern prompted us to consult widely on how that potential might be best realized.

2. Numerous suggestions were made:

- Make the Gatineau facilities available to external clients on a cost-recovery basis.
- Make the preservation, conservation and microfilming services not a client service but rather a common service of NA/NL.
- Cooperate more closely with the Canadian Conservation Institute and the museum community.
- Partner with other national cultural agencies in developing a national preservation and conservation strategy. In this respect, NA/NL should speak more loudly for the community.
- Make preservation a core activity for both institutions and have expertise shared with Canada's libraries and archives, and with major players such as the Canadian Institute for Historical Microreproductions.

3. The institutions do not seem to be as well equipped as one would hope to ensure preservation in the climate of rapidly changing technology. One effective response to this problem would be to have NA and NL work more closely together. This collaborative approach could lead to partnerships with other institutions and could lead to a role for NA/NL in training archivists and librarians in preservation and conservation. The second question about resource levels is more difficult to answer: few gave any response and no response was definitive. We believe that Canada's published heritage in traditional format will be preserved well. The past preservation officer, Jan Michaels, remarked that the preservation collection of Canada's published heritage, the second and unique copy stored in special environmental conditions, is an international model. Some suggested that NA preserves too much. We have been told that currently NA schedules for retention approximately three percent of all government records. Some other national archives tend to conserve considerably less. The British, for example, preserves just over one percent. Clearly such estimates are subject to wide divergence and different methods of estimation. Moreover, this topic is broader than the subject of preservation and conservation alone; nonetheless, it has great relevance when one considers what resources are necessary. We also believe that NA should assess the feasibility and appropriateness of transferring

more archival records to alternative media in order to conserve space.

**RECOMMENDATION: PARTNERSHIPS SHOULD BE ACTIVELY SOUGHT IN THE PRESERVATION AND CONSERVATION AREA, AND THE POSSIBILITY OF INCREASING THE AVAILABILITY OF EXPERTISE FOR THE COMMUNITY SHOULD BE CONSIDERED. WITHIN THE CANADIAN HERITAGE PORTFOLIO, THERE SHOULD BE GREATER COORDINATION OF RESOURCES IN PRESERVATION AND CONSERVATION.**

**RECOMMENDATION: THE NATIONAL ARCHIVES SHOULD COMPARE ITS POLICIES ON RETENTION AND METHODS OF RETENTION OF GOVERNMENT RECORDS WITH THOSE OF OTHER JURISDICTIONS AND REPORT THE RESULTS OF ITS FINDINGS TO THE PROPOSED COMMON BOARD FOR DISCUSSION.**

4. Separating the working and reference areas from the holdings, which are kept in the Gatineau Centre, causes problems for the performance of several functions due to the distance between the archivists responsible for those records and the records themselves. Specialized archivists, specifically audio-visual and cartographic archivists, frequently expressed the view that such archivists should not be separated from the materials with which they must work on a regular basis. Moreover, they expressed concern about the transport of these materials from the Gatineau site to Ottawa on a regular basis, as is necessary now. Stakeholder groups strongly and convincingly expressed similar views. We will be commenting in more detail below on related questions concerning the Gatineau site.

**RECOMMENDATION: ALL ARCHIVISTS, ESPECIALLY ARCHIVISTS DEALING WITH NON-TEXTUAL MEDIA (AUDIO-VISUAL AND CARTOGRAPHIC), SHOULD BE LOCATED, WHEN POSSIBLE, AS CLOSE AS POSSIBLE TO THEIR MATERIALS.**

## **VIII. INFORMATION MANAGEMENT ISSUES**

All organizations, whether in the public or private sector, are wrestling with the problems of information management. Both the National Archives and National Library have an enormous amount to contribute to the organization of government information holdings. What kind of leadership role can be played by both institutions to help resolve the problem of the management of government information?

1. During Program Review, the Department of Canadian Heritage and the relevant government committees accepted the argument that NA/NL "have an enormous amount to contribute to the organization of government holdings." Acceptance of that argument, we understand, made budgetary reductions less than they would otherwise have been. The responsibility of both institutions for government information is expressed in the *National Library Act* and the *National Archives Act*. The National Archives has a statutory role in determining which records are to be retained and in providing information and guidance to records managers in government departments. The National Library has

potentially broad powers for federal government information, particularly under section 7(2) of its Act. In the case of NA, the last thirty years have seen an increasing concentration on public records to the point that archivists concerned with private records complain of neglect. There is no doubt that the place of government records has expanded remarkably in terms of employment, budget and focus. In setting out the framework for the modern system of records management, the federal government in the 1960s gave general responsibility to Treasury Board, specific responsibilities to departments for care of their own records, and responsibility to the National Archives for advisory service, training services, establishment of standards and guides, records centres, control of destruction and transfer of public records, technical advice, and preservation of scheduled records. Writing in 1971 about his responsibilities, the National Archivist boasted that "In 1939 a distinguished European archivist envisaged an ideal situation in which 'gradually archivists will become the national experts who must be consulted in all questions of public record making and record keeping and likewise become the trustees who will safeguard the written monuments of the past and of the present day.' That situation exists in Canada today."<sup>20</sup> That situation, we learned, does not exist in Canada in 1998.

2. Much change has occurred since 1971 that affects NA/NL. Ever more government records are created electronically, and the preservation of electronic records presents enormous challenges. In this consultation, we concentrated much attention on the subject of information management and the problems and possibilities of changing information technology. John McDonald of NA, who has an outstanding reputation in the field of electronic records, assisted us greatly by organizing a meeting with records managers and with the Information Management Forum, which he was instrumental in creating. NL provided excellent assistance as well. We also consulted with Treasury Board, the Department of Canadian Heritage, records managers in government departments and at Federal Records Centres, academic and private sector specialists in records management, and records management specialists at other archives.

3. We were struck by several paradoxes in our research:

- Despite information suggesting strongly that NA/NL were somewhat protected because of their information management role, Program Review resulted in greater reductions in staff and spending in the records management area than in others;
- Despite wide recognition that electronic records presented extraordinary problems for management and preservation, the Government, in its approach to this question, has not focussed on the problem of "holdings." Senior Treasury Board officials made this comment to us, deplored the situation and, to their credit, took much responsibility for it;
- The clear statutory role in information management of NA/NL is not acknowledged structurally. The leading governmental committees dealing with information management and information technology do not currently have representation from either NA/NL;
- Canadians are recognized internationally as leading theorists in the records management area. One currently serves as president of the United States-based Association of Records Management Administrators, and NA employees are thanked profusely for their assistance with

the superb British Public Record Office publications on records management. Unfortunately, we learned from discussions with the Information Management Forum that such publications are lacking in Canada;

- We heard much stress on the need for common standards and accessibility to information but that message is not heard or respected by the Government of Canada. Even NA and NL, with executive levels one floor apart in the same building and numerous common services, have different word processing systems and e:mail systems.

4. We learned that Canada's problems and NA/NL's problems are not unique. In a recent report requested by the Prime Minister of France, the state of control of records at their active stage and the problems presented by privatization and decentralization are identified as serious concerns. In the United States, the non-compliance with the archival legislation by some government departments, notably the Internal Revenue Service, is a subject of considerable public controversy and litigation.<sup>21</sup> Nevertheless, a wide number of stakeholders, including records managers within government, told us that other national libraries and archives are in a better position than Canada in the management of government information and records and in recognizing the democratic responsibility of providing access to and protecting the authenticity of these records within government and for citizens. The seriousness of the situation is reflected in several briefs:

**A. Alison Nussbaumer and Sharon Siga for Government Relations Committee of the Library Association of Alberta:**

From the public's perspective the key concern regarding the management of government information is twofold: knowing that it is there and being able to "get at" it; The National Library could take a stronger leadership role in promoting the use, effectiveness, and relevance of government information in the daily lives of Canadians; Coupled with this educational role would have to be effective liaison with government to ensure the access to this information; we are not yet at the stage where simply mounting all government information onto the Internet translates into access.

**B. Michael O'Shea, General Manager, A-G Canada Ltd.:**

- (a) The archival community wants to provide greater knowledge of and access to their collections but are restricted in so doing by geography and financial resources to convert their collections to electronic format; and
- (b) The library community, which is widely located across Canada, is seeking new ways to provide greater levels of access to information in ways that do not increase costs. It seems very apparent, therefore, that there is significant opportunity for each to further their respective goals through cooperation. Each has what the other is seeking.

**C. Lynne Howarth, Dean, Faculty of Information Studies, University of Toronto:**

Innovation requires support in terms of sufficient and appropriate levels of financial and human resources. Nonetheless, there are areas in which Canada is considered a leader in

telecommunications, distributed networks, wide-area information delivery through microwave and satellite communications, etc—areas that are clearly complementary to supporting aspects of the work of the National Archives of Canada and the National Library of Canada, respectively. With appropriate funding, the development of a common information technology infrastructure, and pooling of expertise (researchers, practitioners, recognized experts from both the private and public sectors), Canada—with NAC and NLC taking the lead—could become a leader in the design, development and support of an integrated information network that is accessible nationally and internationally.

**D. Association des archivistes du Québec:**

*La gestion de l'information gouvernementale fait partie intégrante du mandat des Archives nationales du Canada. Dans ce contexte, l'Association des archivistes du Québec ne peut que réaffirmer le rôle prépondérant qu'ont ajouté les Archives nationales du Canada dans la saine gestion de cette information. Cela est particulièrement vrai ... au moment où les compressions de services amènent le gouvernement fédéral à se désengager de certains secteurs d'activités.*

**E. Australian Society of Archivists Inc.:**

Uniform principles should be established across government to ensure consistency in government dealings. There are certain fundamental requirements of record keeping which could be established even if there were allowance for differences in the practical implementation of standards. It is most important that the objectives of good record keeping and the reasons behind it [are] clearly understood throughout public administration. The role of the archives in establishing standards for the creation and management of government records is absolutely crucial. The archives needs to be able to set standards, determine and promote best practice in order to ensure that archives will be created to support the business of government and will be repaired where necessary for the wider public good. This is even more critical with the advent of electronic records.

**F. Ontario Library Information Technology Association:**

The Legal Deposit system must be targeted at a greater range of electronic publications to include all government documents in Canada and a wide selection of content that is unavailable in any other medium.

**G. Lorraine McQueen, University Librarian, Acadia University:**

What I observed in the federal government is that no clear authority for specific information policy areas is given any agency, institution or program and all solutions to information and cultural access problems appear to be individual. Thus, when the NL developed a bibliographic system (at great expense) it could not insist that the Library of Parliament, CISTI, or any other federal library use the same system. When CISTI developed a document delivery system (at great expense) it could not impose its technology on any other library. When the National

Archives developed standards and technology for the preservation of materials it could not prevent duplicate work being done. These federal institutions must be brought to the table and forced to work together on the very expensive and long-term development projects needed in today's technological environment.

**H. Christine Arderne, Association of Records Management Administrations:**

ARMA International considers effective records and information management programs key to government accountability in documenting decisions made and ensuring that the corporate memory is reliable, protected and preserved. It also supports a coordinated approach to ensure consistency in all record keeping practices and cost effective management of all information resources. [It recommends] a formal, government-wide framework be developed to address all aspects of record keeping and information management within the Government of Canada and that the Office of Government Records be given not only the responsibility but also the authority to further develop the infrastructure already begun through the informal Information Management Forum.

5. We believe, as many stakeholders do, that the future success of NA/NL is linked to how effectively they perform their role in information management within government. Visibility and activity within government will result in resources that assist in creating visibility with Canadians generally. There is, in the view of some observers, a danger that NA/NL will become marginalized in information management within government, a circumstance that, in an age of digitization and emphasis on connectedness and democratic responsibility, would surely result in institutional atrophy. We heard numerous suggestions to remedy this situation. The most common was restoration of audits of departmental records management work, a task that is apparently rarely done. Some expressed concern that too much interference with government departments would cause resentment within the department. Departmental records managers, however, did not believe such resentment would occur. Since these departments, like NA, have often reduced records management more than other functions, such audits might accomplish little. Others thought Treasury Board would have more "clout." In the case of NL, the ambiguity of electronic publications and legal deposit was an increasingly difficult problem. Departments are now placing on their Web sites items that would have been published earlier, and other items on their Web sites are possibly archival. Clarification and discussion are obviously required. The model adopted by the *Bibliothèque nationale du Québec* and the *Archives nationales du Québec* might serve as a useful basis for such clarification.

6. On a broader level, some stakeholders suggested that NA/NL follow a model frequently adopted at universities: the creation of a Chief Information and Technology Officer. Others, like Lorraine McQueen, urged the creation of an Information Policy Council that would report to a senior official, such as the Chair of the Cabinet Committee on Social Policy Development or the Clerk of the Privy Council. Paul Whitney, the Chief Librarian of Burnaby Public Library and past president of the Canadian Library Association, traced some of the problems to past departmental reorganization: "The perceived marginalization by public librarians of the NL in the 1990's stems in part from the split of the

Communications Canada Ministry early in the decade. In recent years, the communications component of the old Ministry, now part of Industry Canada, has moved to the forefront of public library consciousness with the 'connectivity agenda'. This is where federal funding for new initiatives with significant implications for libraries has gravitated." Others pointed to the failure to move forward with the Task Force on Digitization chaired by the NL as an indication of the weakness of the Department of Canadian Heritage to advance its informational interests within government. One incident frequently mentioned as an indication of the retreat of NA was the great prominence given to the Access to Information Commissioner during the recent Somali and tainted blood controversies and the absence in those debates of the voice of the National Archivist. NA pointed out that the destroyed records were not scheduled records, but many argued that the National Archivist must speak out on the broader principles.

**RECOMMENDATION: WE RECOMMEND THAT THE NATIONAL ARCHIVES OF CANADA RESTORE ITS RECORDS MANAGEMENT STRUCTURE WITH A VIEW TO PROMOTING THE DRAFTING OF GOVERNMENT-WIDE POLICIES, COMMON PRACTICES, CONSULTATIONS, CONTINUOUS TRAINING AND OTHER SIMILAR RESPONSIBILITIES.**

7. We learned that NL/NA do have an enormous amount to contribute to management of government information but that lack of resources, political will, and focus limit that contribution. We learned, most encouragingly, that individual NL and NA employees work together very well in the information technology area. Indeed, some of those employees suggested significant possible projects for NA/NL in the future in this area. The traditional different focus of the archives on context and knowledge and of the libraries on information and access, in the view of many, have become complementary. Some urged us to recommend a merging of the post of National Librarian and National Archivist and the creation of a Chief Information Officer to replace the two individuals. Even if many universities are adopting such a plan, we do not think it is appropriate for NL and NA. We do believe that the importance of the task of information management in government, the relative weakness of the resources of NA/NL to carry out that effort effectively separately, and the increasingly complementary character of task does require fundamental changes.

**RECOMMENDATION: THE INFORMATION MANAGEMENT BRANCH OF THE NATIONAL ARCHIVES AND THE INFORMATION TECHNOLOGY SERVICES ACTIVITIES OF THE NATIONAL LIBRARY SHOULD BE MADE A COMMON SERVICE. SPECIFIC DETAILS ARE DESCRIBED IN THE ORGANIZATION SECTION.**

**RECOMMENDATION: THE DEPARTMENT OF CANADIAN HERITAGE SHOULD WORK WITH TREASURY BOARD, INDUSTRY CANADA, PUBLIC WORKS AND GOVERNMENT SERVICES CANADA AND OTHER APPROPRIATE AGENCIES TO ENSURE THAT THE NATIONAL LIBRARY AND THE NATIONAL ARCHIVES ARE REPRESENTED CONTINUOUSLY ON EXISTING GOVERNMENT COMMITTEES**

**DEALING WITH INFORMATION TECHNOLOGY AND INFORMATION MANAGEMENT, NOTABLY THE TREASURY BOARD SECRETARIAT ADVISORY COMMITTEE AND ITS INFORMATION MANAGEMENT SUBCOMMITTEE. THESE COMMITTEES SHOULD BE ASKED TO CLARIFY IMMEDIATELY THE QUESTION OF LEGAL DEPOSIT OF ELECTRONIC PUBLICATIONS GENERATED BY GOVERNMENT DEPARTMENTS.**

8. The National Library should be the acknowledged source of expertise and major contributor to the Government's connectedness agenda and its successor. Connectedness requires the building of content, training, and the development of indices, catalogues, user interfaces and like items to access the content. The first level of universal access is nearing completion with the current connectedness agenda of the Government. The second level—creating a critical mass of Canadian content—is underway. The third level is to implement the required policy, service and technical infrastructure to ensure access for Canadians, as well as to provide a window on Canada to the rest of the world. A debate on the recommendations of the task force on digitization would be most useful in establishing roles and responsibilities.

**RECOMMENDATION: THE REPORT OF THE TASK FORCE ON DIGITIZATION SHOULD BE RELEASED AND AN AGENDA FOR DISCUSSION AND IMPLEMENTATION OF ITS RECOMMENDATIONS ESTABLISHED.**

9. The profile potentially created for the National Librarian by leadership in the debate around the digital task force is important. The National Archives, we were told, badly needs a higher profile within government. We believe there are several areas where the National Archivist should give leadership.

**RECOMMENDATION: THE NATIONAL ARCHIVIST SHOULD TAKE A STRONG PUBLIC STAND WITH RESPECT TO INAPPROPRIATE DESTRUCTION OF PUBLIC RECORDS, WHETHER SCHEDULED OR NOT. THE NATIONAL ARCHIVIST SHOULD INTERVENE TO ENSURE THAT THE PROPOSED LEGISLATION TO REGULATE THE COLLECTION AND DIFFUSION OF PERSONAL INFORMATION IN THE PRIVATE SECTOR TAKE ACCOUNT OF THE NEEDS OF ARCHIVAL SERVICES TO ACQUIRE PRIVATE ARCHIVES AND OR RESEARCHERS TO USE THAT INFORMATION.**

10. In terms of government itself, NA should seek to develop a formal relationship with information management staff in government departments. The so-called "Justice Department model" whereby NA places employees within departments to carry out legal functions might be considered. In any case, we heard from most stakeholders that NA must play a more active role to improve the management of current and semi-active records by the departments. The preparation of policy, standards and guidelines, their diffusion, the training of staff, the audit of records-schedule applications are all means that might be employed to carry out this function. Treasury Board has expressed to us its concern about

the state of the management of departmental holdings and has indicated that additional resources may be available to improve the current situation.

**RECOMMENDATION: THE NATIONAL ARCHIVES SHOULD DEVELOP THE INFRASTRUCTURE BEGUN THROUGH THE INFORMATION MANAGEMENT FORUM AND, IN A MORE FOCUSED WAY, PROVIDE LEADERSHIP IN THE SETTING OF POLICY, STANDARDS AND GUIDELINES FOR RECORDS AND INFORMATION MANAGEMENT FOR THE GOVERNMENT OF CANADA. A STRATEGIC PLAN FOR LONG-TERM ISSUES OF ELECTRONIC RECORD KEEPING AND RECORD KEEPING SYSTEMS SHOULD BE DEVELOPED WITHIN THE INFORMATION MANAGEMENT FORUM.**

**RECOMMENDATION: THE MINISTER OF CANADIAN HERITAGE SHOULD DISCUSS WITH THE SECRETARY OF THE TREASURY BOARD THE POSSIBILITY OF A "JUSTICE MODEL" TO ACCOMPLISH MORE EFFECTIVELY RECORDS MANAGEMENT WITHIN DEPARTMENTS. THE POSSIBILITY OF MANAGEMENT OF INFORMATION AND RECORDS BECOMING A STANDARD PERFORMANCE INDICATOR FOR DEPARTMENTS SHOULD BE CONSIDERED IN THIS CONTEXT SINCE, IN OUR INFORMATION AGE, RECORDED INFORMATION MUST BE RECOGNIZED AND TREATED LIKE A FUNDAMENTAL RESOURCES, IN THE SAME WAY THAT FINANCIAL, HUMAN AND MATERIAL RESOURCES ARE CONSIDERED BASIC TO ANY MANAGEMENT PERFORMANCE.**

## **IX. ORGANIZATIONAL STRUCTURE**

- Finance, personnel and some administrative services such as material management and security are operated as common services for the National Library and National Archives. There are also client service agreements for conservation, mail, freight and shipping as well as exhibition fabrication services. Are these arrangements efficient and responsive to the needs of both institutions?  
Are there any other areas where shared services could benefit the institutions?

1. In the hundreds of discussions with NA and NL personnel, we heard few complaints about common services. Most complaints arose from the fact that NL and NA occupy the same building. Security, for example, that is necessary in the case of NA records is not appropriate for NL whose purpose is to make its holdings accessible. Physical separation, paradoxically, may make the working of common services smoother. NL is not satisfied with the present client services (specifically preservation/conservation), their pricing, the allocation of times, and the awkwardness of the service arrangements.

2. On a broader level, we received many recommendations for an altered organizational structure,

and we have accepted some of those recommendations on their merit. The major concern expressed was the isolation of NA/NL, not only within government but also within the Canadian Heritage Portfolio. We saw and heard much evidence, some of it confidential, which confirmed that this concern was legitimate. Some thought a Crown Corporation, as with the Museum of Civilization and National Gallery, could bring more freedom and profile to NL/NA. The idea is not new: major stakeholders once advocated the idea, as did the Conservative Party in the debate on the *National Library Act* in 1969.<sup>22</sup> For institutions with significant revenue potential, becoming a Crown corporation offers much advantage. While believing that public programs and other "outreach" activities could bring some revenue and that such efforts should be encouraged, we do not believe that the Crown corporation structure offers sufficient advantage to NL/NA. Many pointed to the difficulties that could arise given the two institutions' responsibilities in the area of records and information management for government. Moreover, some of the revenue and publicity advantages are now available through the Friends of the National Library and Friends of the National Archives organizations. Their rapid growth and their already demonstrated potential for fundraising gives NL/NA "outreach" that they had previously lacked. They appear to be a promising avenue for new partnerships and programs, particularly if they can extend their range across the country.

3. Many solutions that were suggested require approval from the highest political and bureaucratic level, and some do not have support of stakeholders. Some approaches, however, have almost unanimous support. A listing will clarify options.

- Merger of the two institutions. Even though some individuals supported a merger, the largest stakeholder groups strongly opposed it. The major librarian and archivist stakeholder groups argued that such a merger would blur the respective role of their professions, that it would confuse the international responsibilities of archivists and librarians, that it would limit the ability of the institutions to give professional leadership, and, frankly, that such a marriage would not last. We were convinced.
- Creation of a Secretary of State to which NA/NL report. This suggestion reflected concern within and outside the institution that NA/NL now are agencies reporting directly to the Minister, a Minister with enormous responsibilities. In the Canadian Heritage Portfolio, Status of Women is an agency and Multiculturalism is a program reporting through a secretary of state, and Parks Canada has become an agency. This Secretary of State could have responsibilities for "information" within the Portfolio and, specifically, for NA/NL. These arguments have much cogency, but a final decision rests beyond the Department.
- Creation of a Common Board. The major stakeholders-both users and professional groups-lamented the abolition of the previous boards. NL's board had Governor-in-Council appointments and NA's board had ministerial appointments. Major stakeholders emphasized that any new board must be a means of linking the institutions more directly with the Department and with related communities in Canada. As noted above, some recommended that the board oversee information and records management, as well as cooperation between the institutions. Furthermore, the board should be the final arbiter of differences between the two

institutions over such questions as interpretation of mandate, including the acquisition of literary manuscripts and the determination of library and archival electronic records. Its chair should be someone respected by both communities who has significant contacts within government and beyond it.

- Development of more common services. There is a strong case for close cooperation between NA and NL in information technology; that is, a convergence towards common technologies and standards to create, manage, disseminate, and ultimately preserve published materials and the records that constitute an institutional archives. There are two options: new senior management strongly committed to cooperation in information technology and a joint committee with authority to implement and manage shared technologies; or, alternatively, full merger of NL's Information Technology Service (ITS) and NA's Information Management Branch (IMB) to create a new, shared Information Technology and Management Branch. Common services appear to have been much more successful than client services, but they must be genuinely common. There can be no sense that one institution is a junior partner of the other. The common services should report to the board, and the board should monitor the effectiveness of their operation.

**RECOMMENDATION: CONSIDERATION SHOULD BE GIVEN TO MAKING A SECRETARY OF STATE RESPONSIBLE FOR THE NATIONAL ARCHIVES AND THE NATIONAL LIBRARY WITH SPECIFIC RESPONSIBILITY FOR THE INFORMATION ACTIVITIES OF THE TWO INSTITUTIONS AND, MORE GENERALLY, FOR THE DEPARTMENT OF CANADIAN HERITAGE. THIS INDIVIDUAL SHOULD ESTABLISH STRONG RELATIONSHIPS WITH OTHER GOVERNMENT DEPARTMENTS HAVING INFORMATION RESPONSIBILITIES, ESPECIALLY THE TREASURY BOARD.**

- **THE MINISTER SHOULD APPOINT A COMMON ADVISORY BOARD FOR BOTH INSTITUTIONS WHOSE MEMBERSHIP SHOULD INCLUDE THE NATIONAL ARCHIVIST, THE NATIONAL LIBRARIAN, THE HEAD OF ANOTHER AGENCY OR CROWN CORPORATION WITHIN THE CANADIAN HERITAGE PORTFOLIO (PREFERABLY THE PRESIDENT OF THE MUSEUM OF CIVILIZATION), AND AS MANY AS SEVEN OTHERS. THIS BODY SHOULD EMPHASIZE THE INFORMATIONAL RESPONSIBILITIES OF THE TWO INSTITUTIONS WITHIN AND OUTSIDE OF GOVERNMENT. THE COMMITTEE SHOULD ENSURE EFFECTIVE MANAGEMENT OF COMMON SERVICES.**
- **COMMON SERVICES FOR THE TWO INSTITUTIONS SHOULD BE EXPANDED, AND A COMMON SERVICES BRANCH REPORTING THROUGH THE NATIONAL ARCHIVIST AND THE NATIONAL LIBRARIAN TO THE COMMON BOARD SHOULD BE ESTABLISHED. THE STRUCTURE USED FOR THE NATIONAL SCIENCES AND ENGINEERING RESEARCH COUNCIL AND THE SOCIAL SCIENCES AND HUMANITIES RESEARCH COUNCIL IS A**

**POSSIBLE MODEL. WE RECOMMEND THAT THESE COMMON SERVICES INCLUDE: FINANCIAL, MATERIAL AND FACILITIES MANAGEMENT; PRESERVATION AND CONSERVATION; RECORDS MANAGEMENT; INFORMATION MANAGEMENT AND INFORMATION TECHNOLOGY SERVICES AND RELATED STANDARDS DEVELOPMENT; AND CULTURAL PROGRAMMING, PUBLISHING, AND EXHIBITIONS.**

- **THE DEVELOPMENT OF "FRIENDS" OF BOTH ORGANIZATIONS IS AN EXCELLENT DEVELOPMENT. THE USE OF "FRIENDS" IN FUND-RAISING, BOTH PRIVATELY AND THROUGH OTHER GOVERNMENT PROGRAMS, SHOULD BE EXPLORED. BOTH MERIT STRONG SUPPORT FROM BOTH INSTITUTIONS AND COMMON PROJECTS SHOULD BE ENCOURAGED.**

4. We recommend the merger of NL's ITS and NA's IMB because we believe that the deeply entrenched "committee" approach to managing technology has not worked. There is an urgent need for a culture change in the deployment of information technology, and this requires strong leadership that seeks results and takes risks. While significantly expanding common services, we recognize distinctiveness in major areas. For NL, these would be: acquisitions and bibliographic services; research and information services; information resources management, including management of government information holdings; national and international programs, notably library development, resource sharing, and federal libraries; and corporate services and policy development. For NA, these would be: acquisitions and holding management (archives development and preservation); management of relevant government holdings; reference and research services; and corporate services and policy development. Each institution should have an arm's-length but strong relationship with the Canadian Council of Archives and the proposed Canadian Council for Library Development, which would be modelled on the Canadian Council of Archives. Both institutions should look at alternative ways of funding operations and at sponsorships, outsourcing, and delegation of responsibility. This last item is one that is used by many other similar institutions and is a form of partnership that permits retention of legal responsibility while letting other institutions have the actual records. Public data is an important area where this practice occurs in other countries. Finally, NA and NL must obtain the flexibility to price services appropriately and to retain revenue from the sale of these services. Discussion with Treasury Board on this subject should have strong departmental support.

5. We heard many employees tell us not to recommend any restructuring. There has already been too much, too recently. Moreover, there are clearly some problems with earlier restructuring, especially in the case of NA, that must be addressed soon. The current physical structures are most unsatisfactory for both institutions. In our recommended expansion of common services, we do not envisage common *physical* structures to house each common activity. For example, NL has made a convincing case to us that preservation and conservation facilities for their works should not be so distant from NL. One eminent international authority who knows both institutions well told us that physical separation would make common services and cooperation more likely. The proposed West Memorial Building

renovation will remove all archivists from 395 Wellington Street. NL would have its own building, and nearly all of its employees would have a common home. It is important for NL's identity and efficiency that separate facilities be found soon, but there are complications.

6. The solution to NA's problems appears to many stakeholders and others to be much more difficult. Cartographers, audio-visual and photographic specialists and users of such materials complained about separation from their materials, which are currently at the Gatineau site while specialists and research facilities are in downtown Ottawa. There is no doubt that these areas should and will become far more significant for NA. NL has responsibility for sound and video recordings and has state of the art equipment at 395 Wellington Street. In 1995, NA studied the preservation of Canada's audio-visual memory (*Fading Away: Strategic Options to Ensure the Protection of and Access to Our Audio-Visual Memory*), and other stakeholders participated in that exercise. The leadership of NA in implementing the various recommendations was asserted in that report. The Canadian Broadcasting Corporation (CBC) participated in that NA study and has transferred without formal agreement significant musical collections to NL. With NA there was a formal agreement as well as informal arrangements. The CBC is dissatisfied with the current circumstances and told us that "The reality of the resources required to properly preserve audio-visual materials has made it very difficult for the NA and NL to sustain their initial commitments to CBC archival records. Although the Gatineau Preservation facility provides excellent storage facilities, the NA has neither the staff or resources required to adequately care for CBC records in their custody." Some confidential comments from the staff of NA and NL fully support the CBC point of view. The CBC indicated it was no longer relying on NA/NL but had decided to take independent initiative. It suggests NA/NL's mandate in this area be given much narrower ambit. The CBC is holding discussions with the National Film Board (NFB) on the subject of access to their rich materials, but NA/NL have not been active participants. The CBC and NFB, therefore, are investing considerable sums in conserving and allowing access to their records independently of NA/NL.

7. The CBC points out that one of the possibilities raised in *Fading Away* was the creation of a separate national film, television and sound archives. These exist in other jurisdictions and are successful. The current fragmented approaches are disturbing, expensive and, in terms of access, confusing. We believe, as do some NA employees who confidentially wrote to us, that current resources and structures diminish access, organization, and efficiency.

**RECOMMENDATION: WE RECOMMEND THAT SERIOUS CONSIDERATION BE GIVEN TO CREATION OF A NATIONAL FILM, TELEVISION AND SOUND ARCHIVES IN WHICH OTHER PARTS OF THE CANADIAN HERITAGE PORTFOLIO, NOTABLY THE CANADIAN BROADCASTING CORPORATION AND THE NATIONAL FILM BOARD, ARE PARTNERS. THE GATINEAU PRESERVATION SITE SHOULD BE THE SITE OF SUCH AN ARCHIVE.**

**RECOMMENDATION: WE RECOMMEND THAT THE NATIONAL ARCHIVES AND**

## **THE NATIONAL LIBRARY SHOULD STRIVE TO LOCATE ALL AUDIO-VISUAL, SOUND AND CARTOGRAPHIC EMPLOYEES WITH THEIR MATERIALS.**

8. This recommendation has major implications for the Gatineau site, but we believe it would be positively received. The Gatineau site has research facilities already that are barely used. The town of Gatineau would undoubtedly welcome a major and popular archive that could lend itself to public exhibition, for which, once again, the Gatineau site is well suited. The employees want to be with their materials and are concerned about their preservation, and cartographic and audio-visual employees have told us of their need to work with their researchers. The Auditor-General has criticized the cost of the Gatineau facility in comparison with other *storage* facilities. Through this approach the facility would become much more visible and its expense less a source of criticism. What is needed is willingness on the part of NA and NL to work in partnership with such institutions as the CBC, NFB and the Canadian Radio-television and Telecommunications Commission (CRTC). As many stakeholders told us, there is money available for digitization projects that would be central to this archives. The NFB has announced a \$6 million project on the history of Canada, a considerably larger multimedia fund has been established, and the Millennium Fund has already funded important digitization projects. We see parallel institutions in other jurisdictions having leadership roles in preserving and giving access to national "memory" in major projects such as the Library of Congress's American Memory or the British Columbia Archives' important educational projects. Private partnerships appear regularly in such projects, and the establishment of a national sound and visual archive at Gatineau would interest many private donors. Not only financial support but also supply of content could come from the private sector, which is an increasingly large producer of content for any future audio-visual, television, and sound archives. This proposal would fit very clearly into departmental priorities as set out in "Strengthening and Celebrating Canada for the New Millennium" and could be embodied within existing institutions and mandates.

9. This future vision may have broader implications for the future plans of NA. Currently, NA is proposing to renovate the West Memorial Building and place in the building substantial exhibition space, the family history centre, and archival researchers. Most archivists are now housed in this building, which needs major renovations. The proposed renovation is estimated to cost just under \$100 million dollars and is a part of a larger National Capital Region (NCR) plan to construct a more impressive national capital in downtown Ottawa. Representatives of Public Works and Government Services Canada met with us and encouraged us to endorse the current proposal. The West Memorial Building, they point out, must be renovated, and the National Archives proposal fits well with their needs. The current proposal has received neither Ministerial nor Cabinet level approval. Clearly, this issue is fundamental to the future of the Archives. After discussion with numerous stakeholders, we believe that the decision on the West Memorial Building must rest with others. Since the first proposals in the 1980s to renovate that building for NA, NA has been transferred to another portfolio, the Canadian Heritage Portfolio, which now faces numerous questions relating to the physical plant. It appears to us that the future renovation of the building should take into account several of our

recommendations, as well as the broader requirements of the Canadian Heritage Portfolio, specifically its plan to coordinate more fully its diverse activities.

10. Even though we believe that the decision about the West Memorial Building (WM) should rest with the Minister, we believe that we should note that the subject occupied, probably, one-third of the time of this consultation and that important representations were made.

- The Historical Research Group of NA, while not rejecting completely the renovation of (WM) raised strong and even vehement objection to current plans. They objected to the space allocated for exhibitions, the lack of space allocated to archivists, and the alterations in the basic structure.
- Wendy Lill, M.P. and member of the House of Commons Standing Committee on Canadian Heritage, objected to the current renovation plans.
- Diane Holmes, Regional Councillor for the Regional Municipality of Ottawa Carleton, indicated to us that, in her opinion, the present renovation proposal "undermines the City of Ottawa and Region of Ottawa Carleton Official Plans to improve the Central Area as an area of enhanced tourism, cultural activity, and employment." She objects specifically on the renovation of the Sparks Street loading dock.
- The proposed renovation plans should take into account our recommendation that exhibition space be created at Gatineau, that exhibitions, cultural programs, and information technology be a common service, and that NL be involved with NA in the creation of a family history centre.
- NA indicated to us that Public Works and Government Services Canada as well as Treasury Board had allocated \$60 million and, potentially, \$80 million for the renovation of WM that would be lost if the project were to be abandoned. Moreover, additional costs were incurred each month that renovation failed to proceed.
- Many users objected vigorously to the situation that would follow WM renovation. Archivists and researchers would continue to be separated from their materials, and the complaints about slow delivery times would not end. Currently, the British Public Record office, an automated archives is establishing a delivery time of less than thirty minutes. The American National Archives, which is not automated, nevertheless, has documents housed with researchers and archivists and has short delivery times. After WM renovation, many records would remain in Renfrew or Gatineau and delivery time would be many hours and, on some occasions, days. One user said that after WM renovation, NA would have spent well over \$200 million on buildings to have one of the poorest performance indicators for service of any comparable jurisdiction.
- We have become aware of other major building projects within the Canadian Heritage Portfolio. The proposed new building for the War Museum, the proposed Holocaust Museum and the fate of the current War Museum have an impact upon NA/NL, as does the fate of NCR plans. A valuable resource is the documentary art collection of NA. NA has often expressed hope that the collection could form the core of a National Portrait Gallery. In light of

the War Museum plan for a War Art Gallery and the strong war-related nature of the NA collection, there may be collaborative possibilities here.

**RECOMMENDATION: WE URGE THE MINISTER TO CONCEDE THE WEST MEMORIAL RENOVATION IN LIGHT OF THE OTHER PROJECTS WITHIN HER PORTFOLIO.**

**X. LEADERSHIP**

- Are the leadership roles of the National Library and the National Archives responsive to the needs of the Canadian and international communities?
- What roles other than their current roles can the National Library and the National Archives play in the development of national culture and information policies?

1. We have talked so much about leadership in the preceding sections and have asserted often that the NA/NL do not need new roles so much as development of existing roles. In the briefs and comments, leadership was a concept that remained elusive. Many expressed the view that leadership cannot be solely embodied in the person who leads the respective institution. Library groups praised the leadership that Marianne Scott has given within the library community, especially at the international level, where Canadians occupy a significant role. The International Federation of Library Associations and Institutions (IFLA) referred to the "true and recognized role" of NL within IFLA. They further added that "In the areas of standards, preservation and networking the representatives of the National Library of Canada have put a decisive mark on developments in the international library field." The past National Archivist, Jean-Pierre Wallot, was president of the International Council on Archives, which held its quadrennial congress in Montréal in 1992. Rick Barry, a distinguished American archives consultant, lamented the fact that there was a lacuna in leadership in the profession. He added: Jean-Pierre Wallot was one of the VERY few national archivists who asserted such a role..." Dr. Wallot's and NA's role in the formation of the Canadian Council of Archives also brought favourable comment. The National Librarian's indefatigable personal interest in Canadian libraries was the subject of much praise as well. Indeed, we would hope that NL would go beyond a personal presence in Canada, and that hope is the inspiration for our recommendation that NL have a counterpart to the Canadian Council of Archives.

2. A major focus, perhaps the principal one, of major stakeholders rested upon the question of what kind of people the National Archivist and National Librarian should be. Both major archival and library groups asserted that the National Archivist should be an archivist and the National Librarian should be a librarian. There was frequent vehemence in the expression of that belief, a vehemence that expressed the sense of professionalism the two groups possess. To choose someone outside the professions would, some argued, undermine that sense. We noted, however, that the National Archivist of the United States was a former politician, the Keeper of the Public Records of Britain, a librarian, and the head of the *Archives nationales de France* and the National Archivist of Australia public

servants. Moreover, the Librarian of Congress, head of the largest and, many would argue, most successful library in the world, has been, in succession, a poet, an historian, and a political scientist. Beyond the major stakeholders, others listed desirable characteristics that went beyond professional qualification: ability to raise funds, links with government and the bureaucracy, high public profile, ability to manage large organizations, and understanding of the broader heritage agenda of the Government. We have no recommendations to make; we merely note these disparate views.

3. Numerous stakeholders recommended to us that the National Librarian and National Archivist position should remain at deputy minister rank with consequent privileges. Many also said that the position should not be "at pleasure" but should be for a specific term, as is the case with most other heritage offices and is usual with such posts as university librarian.

**RECOMMENDATION: WE RECOMMEND THAT ANY FUTURE APPOINTMENTS TO THE OFFICE OF NATIONAL LIBRARIAN OR NATIONAL ARCHIVIST BE FOR A FIXED TERM OF, PREFERABLY, FIVE BUT NOT MORE THAN SEVEN YEARS.**

4. While we commend, as did many others, the high profile Canada has had in international archival and library circles, we believe, as did many stakeholders, that pressing domestic problems should cause a greater focus on national concerns. The British Library, an institution with a budget and staff over seven times greater than NL, has withdrawn significantly from international activities in order to focus on domestic challenges. Canada's international reputation is high in both fields, and the international community would accept less Canadian participation in conferences and in the work of international agencies. We heard from some groups that NA and NL might be well known in The Hague and Paris but barely known in Chicoutimi and Lethbridge. That perception must be corrected. In his comment on Canadian archives in 1996, Dr. David Cameron wrote: "The archival community,...is now perfectly capable of identifying common problems in the profession and is armed with the capacity to tackle them. What appears to be lacking is a sufficiently powerful connection between the priorities and concerns of Canadian archives and the attitudes of the Canadian public and the decision makers who are ultimately responsible for the provision of necessary material support." As one retired archivist noted to us, "we must never forget the taxpayers who pay our bills. If we do, they'll forget us."<sup>23</sup>

**RECOMMENDATION: A HIGHER DOMESTIC PROFILE IS CRITICAL TO CONTINUING RESOURCES BEING AVAILABLE FOR THE NATIONAL ARCHIVES AND THE NATIONAL LIBRARY. THE ACHIEVEMENT OF DOMESTIC PRIORITIES SHOULD BE TAKEN INTO ACCOUNT IN DETERMINING THE INTERNATIONAL ACTIVITIES OF THE NATIONAL LIBRARY AND THE NATIONAL ARCHIVES.**

## **XI. CONCLUSION**

We have recommended many changes in the organization of NA/NL. We believe that new

resources will be required but they can come from partnerships, from the wider recognition of the importance of activities by relevant government agencies, and from a stronger focus on what is fundamental in the purposes of both organizations. The expansion of common services, we have been reliably told, should result in considerable cost reductions. The linkage with the Library of Parliament also promises considerable cost reductions, both through the elimination of overlap in collection and some shared activities and, for NL, potential cost recovery of services. The Federal Records Centres need serious reconsideration. NA regionally, for example, no longer funds the collection of CBC records. Who now collects these records? The move to electronic filing by Revenue Canada has freed up much space in some centres, but we understand that other centres will be expanded. Why? What information could be transferred to another media in order to eliminate paper storage and what implications does this have for current and planned storage facilities? Some raised the possibility of reappraisal of current holdings. Such questions have enormous importance for future storage plans and, of course, costs. Similarly, is the Canadian Book Exchange still necessary or could electronic means be used to advertise available materials to minimize central collection and redistribution? This too may have resource implications. We have recommended consideration of publishing current NA/NL paper publications on the Web sites but have urged direct NA/NL involvement in new projects such as the Dictionary of Canadian Biography, which has a high national profile and fits closely with their broader purposes. We believe that our recommendations are cost-neutral except in the case of areas where we believe additional funds are available, specifically digitization and government information management.

Canadians should know NA/NL much better than they do. If they do not, the institutions will become increasingly less significant as digitization, decentralization, and new media appear. That would be tragic, for these institutions have extraordinary resources and possess, as Arthur Doughty said long ago, some of the most precious assets of our nation. We believe that both institutions must look outward more than they do, must seek partnerships more than they have, and gain departmental and governmental support than has been given. The National Archives must lead in the creation of a modern archival network with shared standards in Canada. NA/NL should lead in the design of an integrated information network accessible nationally and internationally, building on Canada's recognized traditions and strength in this area. When the Department of Canadian Heritage and the Government of Canada consider how Canadians can gain access to information about their government, they should consider NA/NL as the gateway through which Canadians find their collective memory and information about their government. NA/NL should test all of their activities on the basis of whether Canadians and the Government of Canada are aware of what they are doing. They should then seek ways in which those activities can become known. If there is no way, they should consider whether those activities are appropriate. The future will not come easily for NA/NL. We were very disturbed to read the Historical Researcher group's survey of two years ago (available on the University of Toronto Faculty of Information Science electronic bulletin board), which indicated serious morale problems and considerable pessimism about the ability of NA to meet future challenges. We are not so pessimistic, but we do not underestimate the challenges for both institutions in the future.

One witness at a public hearing spoke for almost an hour listing changes that he believed should

be made in the structure and operation of NA/NL. As a student from another country, he had worked at the institutions almost daily for several years and knew them intimately. He believed that both institutions were undervalued and under used. He thought that, in comparison with their counterparts in other western developed countries, their presence was too faint. Yet he ended his testimony with the comment: " They're wonderful institutions and I love them." The excellence of so many archivists and librarians is obvious, the resources of the two institutions remarkable, and the future potential so exciting. Their promise is ours to celebrate; its failure our tragedy to share.

<sup>1</sup>Ian Wilson, "The National Archives 1872-1997:125 years of service," *The Archivist*, no. 13 (1997), 30. For further background, see the excellent publication by two current employees of the National Archives, Danielle Lacasse and Antonio Lechasseur, *The National Archives of Canada Canadian Historical Association Booklet No. 58* (Ottawa, 1997).

<sup>2</sup>Carl Berger, *The Writing of Canadian History: Aspects of English-Canadian Historical Writing 1900-1970* (Toronto, 1976), 27.

<sup>3</sup>Sir Joseph Pope, "The Federal Government," in Adam Short and A.G. Doughty, eds., *Canada and Its Provinces*, volume 6 (Toronto, 1914), 335.

<sup>4</sup>See Lacasse and Lechasseur, 16. Also, David Cameron, *Taking Stock: Canadian Studies in the Nineties* (Montreal, 1996), 170.

<sup>5</sup>These figures are taken from the annual reports and information provided to me by both institutions. There are certainly some differences in reporting, but these are minimal. The general trend of constant expansion until recently is clear.

<sup>6</sup>*The Archivist/L'Archiviste*, No. 113 (1997), 8.

<sup>7</sup>Sarah Tyacke, "Continuous History or History by the Yard: Archives in the Year 2000," *Archives*, vol. XXIII, no. 98 (1998), 4-5.

<sup>8</sup>*House of Commons Debates*, 24 Feb. 1969.

<sup>9</sup>"Canada's Strategy in the Connected World: the National Library of Canada and the Information Highway," Keynote address to Assoc. Of Public Service Information Professionals, 4 June 1997.

<sup>10</sup>This report is available on the Web site of the Department of Canadian Heritage at <http://www.pch.gc.ca>.

<sup>11</sup>Cameron, *Taking Stock*, 181.

<sup>12</sup>"Archival Oneness in the Midst of Diversity: A Personal Perspective," *American Archivist*, vol. 59 (Winter 1996), 28. Also, Wallot, "Limited Identities for a Common Identity" paper presented to ALARM; and testimony of Roy Maddocks and Cynthia Durance, 29 September 1998.

<sup>13</sup>*Connection, Community, Content: The Challenge of the Information Highway* (Ottawa, 1995). There were some librarians on the advisory council but none from NL.

<sup>14</sup>How Sir Anthony's successors propose to meet the challenge is described in Brian Lang, "Developing the Digital Library," in Leona Carpenter et al, eds., *Towards the Digital Library* (London, 1998) 227-233.

<sup>15</sup>"What is Past is Prologue: A history of Archival Ideas Since 1898, and the Future Paradigm Shift," *Archivaria* no.43 (spring 1997), 34.

<sup>16</sup>Laura Millar, "The End of 'Total Archives': An Analysis of Changing Acquisition Practices in Canadian Archival Repositories," Ph.D. Dissertation (University of London, 1996), 9-10. Quotation is from Wilfred Smith.

<sup>17</sup>David Cameron wrote in *Taking Stock* about the expansion of archives in Canada: "the picture one gets ... is of a field growing at a dizzying pace, constrained by modest resources and stretched beyond its capacity to perform the essential functions it expects of itself." (171).

<sup>18</sup>*House of Commons Debates*, 19 December 1986, 2331.

<sup>19</sup>Walt Crawford, *Future Libraries: dreams, sadness and reality* (Chicago and London, 1996), 178. I would like to thank Maureen Sawa for this reference and Peggy Walshe, librarian at the Kitchener Public Library, for her advice.

<sup>20</sup>*Public Archives of Canada: Report 1959-1969* (Ottawa, 1971), 2

<sup>21</sup>See *Les Archives en France: Rapport au Premier ministre* (Paris, 1996); and Shelley Davis, *Unbridled Power: Inside the Secret Culture of the IRS* (New York, 1997).

<sup>22</sup>*House of Commons Debates*, 31 March 1969. Speech of Walter Dinsdale.

<sup>23</sup>Cameron, *Taking Stock*, 182. He further noted that "It may be time for Canada's archivists to focus as much attention on who is being served as they now do on what is being collected."

***APPENDICES***

***ABBREVIATIONS***  
***RECOMMENDATIONS***  
***FINANCIAL TABLES***

## **ABBREVIATIONS**

ACMLA	Association of Canadian Map Libraries and Archives
ASTED	L'Association pour l'avancement des sciences et des techniques de la documentation
ATIP	Access to Information and Privacy Acts
CAIN	Canadian Archival Information Network
CAPDU	Canadian Association of Public Data Users
CARL	Canadian Association of Research Libraries
CBEC	Canadian Book Exchange Centre
CCA	Canadian Council of Archives
CHA	Canadian Historical Association
CIDL	Canadian Initiative on Digital Libraries
CIHM	Canadian Institute for Historical Microreproductions
CISTI	Canada Institute for Scientific and Technical Information
CLA	Canadian Library Association
CNIB	Canadian National Institute for the Blind
IFLA	International Federation of Library Associations and Institutions
LP	Library of Parliament
NA	National Archives of Canada
NL	National Library of Canada
vCuc	Virtual Canadian Union Catalogue

## **RECOMMENDATIONS**

### **Mandates**

We recommend that the National Library and the National Archives be separate institutions with distinct leaders, but we urge that common programs and services be significantly expanded in order that the visibility of both institutions be enhanced and accessibility to their collections be greater for all Canadians. Moreover, both institutions should develop closer relationships with other agencies and Crown corporations within the Canadian Heritage Portfolio to further these goals.

We recommend that the Minister establish a common board consisting of the National Archivist, the National Librarian, at least one head of a major related agency or Crown corporation in the Canadian Heritage Portfolio, a senior representative of the Department, and seven others representing users, the archival community, the library community, information management specialists and the cultural community. Such a board should meet regularly with a well-defined agenda to assess, *inter alia*, how effectively the National Archives and the National Library are working with other governmental institutions and with each other. Its chair should not be one of the governmental representatives.

The National Archivist should take a public role in debates about records destruction, legislation concerning privacy and freedom of information, and in all matters concerning access to public records. The National Archivist, possibly in cooperation with the Access to Information Commissioner, should present a strong case for making microdata samples of mid-Twentieth century censuses available with names removed, and urge Statistics Canada to follow the practice of the United States in making manuscript censuses available in their entirety after seventy years.

The National Archives should assert its powers conferred as a national institution in the selection, preservation and integrity of the official record. While current legislation seems generally satisfactory, the National Archives, in cooperation with the Freedom of Information Commissioner, should carefully assess whether legal decisions, the creation of new forms of government agencies, and departmental practices require new legislation. If so, the National Archivist should make such a recommendation to the Minister.

In partnership with departments and agencies, the National Archives should play a leadership role in the creation and implementation of standards for the management of the current departmental records of government.

The Minister should strongly suggest to the Treasury Board and other appropriate departments or agencies that an inventory and review of federal library services be undertaken. Its purpose would be to reorient services within a flexible, government-wide framework. The emphasis should be on the role of librarians as information brokers evaluating, selecting and making accessible information required to support the business of the department/agency, and training users to access information for personal use

in a fast, accurate and cost-effective manner. Information resources within this framework should be a mix of locally held specialized materials, government-wide delivery to client desktops of jointly licensed electronic services, a common general reference resource, and partnerships with subject-specialized libraries in the academic, public, and private sectors. The promise and possibilities of coordination in the *National Library Act* should be explored and acknowledged in this review.

We urge that major National Library stakeholder groups, in partnership with the National Library, create an organization similar to the Canadian Council of Archives. Such an organization would be separate from the National Library and should be community-driven. It could identify national priorities and administer and disburse such funds as are available for library development and assistance programs.

### **Collections/acquisitions**

Future revision of the *National Archives Act* should strengthen the concept of "total archives" in the acquisition, management, and preservation of Canada's documentary record. Such a revision should also indicate that the role of the National Archivist is to seek partnerships and frame policies that would ensure comprehensive preservation of nationally significant archival materials.

The proposed common board should evaluate the acquisitions and collection policies of the National Library and National Archives and should make a recommendation about the treatment of literary manuscripts and other areas of potential and future overlap.

The National Archives should review its acquisition policy in light of the need to provide a focus for archival records of national significance. A national policy should be the result of a partnership between the National Archives and the Canadian Council of Archives.

We endorse the Canadian Association of Public Data Users proposal for a National Data Management Strategy in which the National Archives and the National Library play a facilitative role. The two institutions should play a partnership role with such a data archive and coordinate the federal government's relationship with such an archive.

The National Archives and the National Library should enter detailed discussions with the Association of Canadian Map Libraries and Archives and relevant federal government departments to consider the creation of a partnership leading to the formation of a national map and geographic information collection.

The National Library should dispose of non-Canadian material that contains no Canadian content. It should also consider the future of the Canadian book exchange in light of the development of regional networks. In all respects, strengthened partnerships, in the spirit of section 8 of the *National Library Act*, should be more actively pursued as a way of ensuring comprehensive and viable Canadiana

collections in the future.

The Minister should request that the relevant agencies in her portfolio provide a plan to make Canada's postal heritage more accessible to Canadians. The opening of a postal section at the Museum of Civilization creates the possibility of a re-creation of the National Postal Museum that was closed by Canada Post in 1988. The Minister should convene discussions among the Museum, Archives, Canada Post, and the Royal Philatelic Society to remedy this situation as quickly as possible.

## **Access**

The National Library should strongly support an independent Canadian initiative on digital libraries and a broader vision of digital resources by working with partners in the library and other communities, as well as government, to ensure its success. CIDL's future and its sustainability should become a priority for the National Library and the Department of Canadian Heritage.

AccessAMICUS should be a free search service, available in Canada and internationally on the Internet with Web browser interfaces that are suitable for individual researchers and library and archives staff, including those using adaptive technologies to overcome visual impairment and physical disabilities.

The National Library should establish a partnership with the Canadian National Institute for the Blind. Such a partnership might include National Library facilitation of access to electronic government information and National Library acquisition and preservation of digital publishers' files in order to make them accessible to alternative format producers.

We recommend that the proposed common board have as its first priority the strengthening of access to the collections of the National Archives and National Library. The goal should be that any user with an information need related to Canadian cultural and government-published or documentary information will find the National Archives and National Library resources, whatever their entry point or gateway into the information highway.

We further recommend that the Minister of Canadian Heritage strongly encourage other agencies and Crown corporations in the Department to involve National Archives National Library in projects that draw upon their resources. National Archives and National Library should consider joint projects and linkages with the museum community. The Canadian initiative on digital libraries should involve both National Archives and National Library and should deal immediately with overlap and integration.

Distant access sites should be discontinued. The National Archives should concentrate on the possibilities of the Web and more efficient and greater microfilm diffusion to achieve a greater national presence.

The National Archivist, in cooperation with the Access to Information Commissioner, should take an active part in the revision of access to information legislation and privacy legislation. The Minister should point out to her colleagues the burden that this legislation places on the National Archives and should insist on legislation that allows for greater efficiency, access, and economy.

Improving the quality of service and more closely defining and meeting performance standards is essential. The National Archives should examine its reference services and seek to repair what appears to be a poor relationship between some archivists and reference services. More self-service in the National Archives seems appropriate, but researchers should have quick access to specialized archivists when needed. Both the National Archives and the National Library should improve photocopying and other services.

The creation of a Family History Centre is a welcome initiative which the National Archives should carry out in cooperation with the National Library.

The National Archives and the National Library should explore the costs of the paper versions of *The Archivist and National Library News*, as well as other publications. In some cases Web circulation and limited paper distribution might be acceptable. In other cases, Web circulation alone may be sufficient.

The National Library and the National Archives should explore with Canadian publishers the development of publishing programs based on their collections. The institutions and the Department should explore the possibility of linking directly some major Canadian publication projects that depend heavily on National Archives National Library material, notably the Dictionary of Canadian Biography. The Department of Canadian Heritage and the Government of Canada subsidize the Dictionary and some similar projects. Some association with national institutions might strengthen both those publications as well as the National Archives and the National Library.

The National Archives and the National Library should develop jointly a cultural programming, publishing and exhibition program. Close ties with partners, especially within the Heritage Portfolio, should be established and attention to both costs and visitors would have to be constant. Partners should be sought, and additional costs should not come out of current budgets.

## **Preservation**

Partnerships should be actively sought in the preservation and conservation area, and the possibility of increasing the availability of expertise for the community should be considered. Within the Canadian Heritage Portfolio, there should be greater coordination of resources in preservation and conservation.

The National Archives should compare its policies on retention and methods of retention of government records with those of other jurisdictions and report the results of its findings to the proposed common

board for discussion.

All archivists, especially archivists dealing with non-textual media (audio-visual and cartographic), should be located, when possible, as close as possible to their materials.

### **Information management issues**

We recommend that the National Archives of Canada restore its records management structure with a view to promoting the drafting of government-wide policies, common practices, consultations, continuous training and other similar responsibilities.

The Information Management Branch of the National Archives and the Information Technology Services activities of the National Library should be made a common service. Specific details are described in the organization section.

The Department of Canadian Heritage should work with Treasury Board, Industry Canada, Public Works and Government Services Canada and other appropriate agencies to ensure that the National Library and the National Archives are represented continuously on existing government committees dealing with information technology and information management, notably the Treasury Board Secretariat Advisory Committee and its Information Management Subcommittee. These committees should be asked to clarify immediately the question of legal deposit of electronic publications generated by government departments.

The report of the Task Force on Digitization should be released and an agenda for discussion and implementation of its recommendations established.

The National Archivist should take a strong public stand with respect to inappropriate destruction of public records, whether scheduled or not. The National Archivist should intervene to ensure that the proposed legislation to regulate the collection and diffusion of personal information in the private sector take account of the needs of archival services to acquire private archives and or researchers to use that information.

The National Archives should develop the infrastructure begun through the information management forum and, in a more focussed way, provide leadership in the setting of policy, standards and guidelines for records and information management for the Government of Canada. A strategic plan for long-term issues of electronic record keeping and record keeping systems should be developed within the Information Management Forum.

The Minister of Canadian Heritage should discuss with the Secretary of the Treasury Board the possibility of a "Justice model" to accomplish more effectively records management within departments. The possibility of management of information and records becoming a standard performance indicator

for departments should be considered in this context since, in our information age, recorded information must be recognized and treated like a fundamental resources, in the same way that financial, human and material resources are considered basic to any management performance.

### **Organizational structure**

Consideration should be given to making a Secretary of State responsible for the National Archives and the National Library with specific responsibility for the information activities of the two institutions and, more generally, for the Department of Canadian Heritage. This individual should establish strong relationships with other government departments having information responsibilities, especially the Treasury Board.

- The Minister should appoint a common advisory board for both institutions whose membership should include the National Archivist, the National Librarian, the head of another agency or Crown corporation within the Canadian Heritage Portfolio (preferably the President of the Museum of Civilization), and as many as seven others. This body should emphasize the informational responsibilities of the two institutions within and outside of Government. The committee should ensure effective management of common services.
- Common services for the two institutions should be expanded, and a Common Services Branch reporting through the National Archivist and the National Librarian to the common board should be established. The structure used for the National Sciences and Engineering Research Council and the Social Sciences and Humanities Research Council is a possible model. We recommend that these common services include: financial, material and facilities management; preservation and conservation; records management; information management and information technology services and related standards development; and cultural programming, publishing, and exhibitions.
- The development of "friends" of both organizations is an excellent development. The use of "friends" in fund-raising, both privately and through other government programs, should be explored. Both merit strong support from both institutions and common projects should be encouraged.

We recommend that serious consideration be given to creation of a National Film, Television and Sound Archives in which other parts of the Canadian Heritage Portfolio, notably the Canadian Broadcasting Corporation and the National Film Board, are partners. The Gatineau Preservation site should be the site of such an archive.

We recommend that the National Archives and the National Library should strive to locate all audiovisual, sound and cartographic employees with their materials.

We urge the Minister to consider the West Memorial renovation in light of the other projects within her Portfolio.

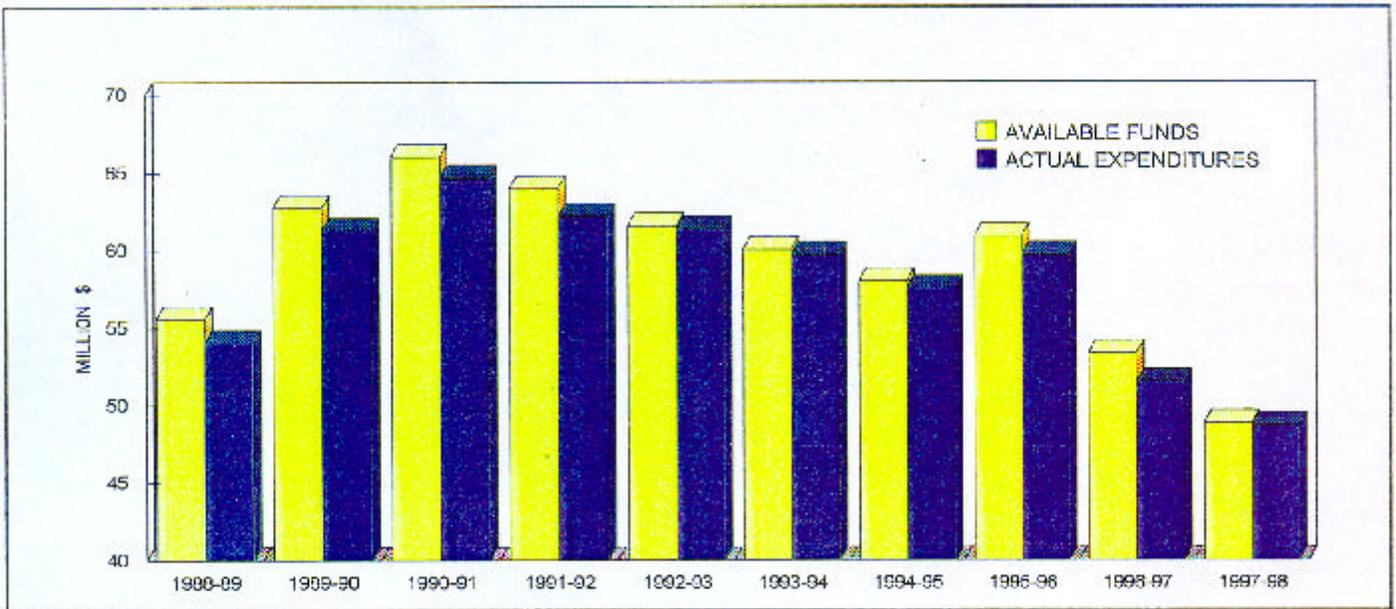
## **Leadership**

We recommend that any future appointments to the office of National Librarian or National Archivist be for a fixed term of, preferably, five but not more than seven years.

A higher domestic profile is critical to continuing resources being available for the National Archives and the National Library. The achievement of domestic priorities should be taken into account in determining the international activities of the National Library and the National Archives.

# NATIONAL ARCHIVES

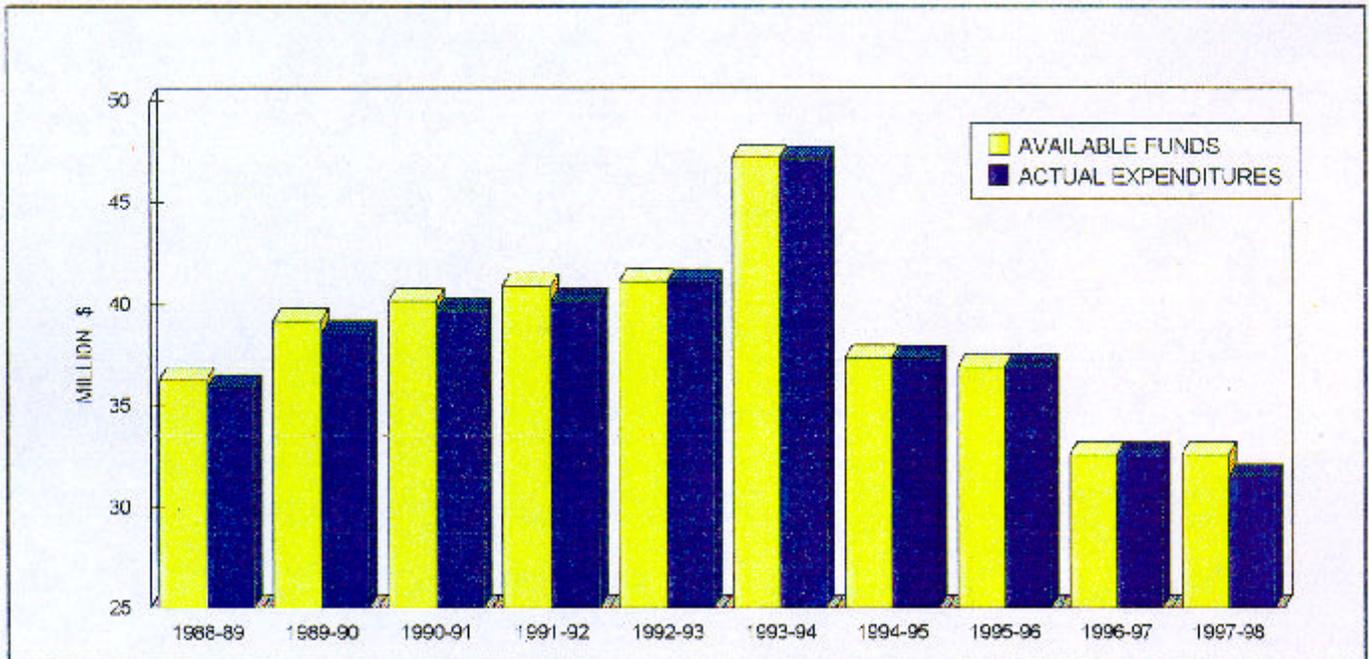
## AVAILABLE FUNDS (EXCLUDES FROZEN) VERSUS ACTUAL EXPENDITURES TEN YEAR COMPARISON - 1988-89 THROUGH 1997-98



YEAR	AVAILABLE BUDGET (\$000)				ACTUAL EXPENDITURES (\$000)			
	SALARY	EBP	Non-Salary	TOTAL	SALARY	EBP	Non-Salary	TOTAL
1988-89	28,438	4,368	22,743	55,549	27,522	4,368	22,178	54,068
1989-90	32,556	4,550	25,598	62,704	32,250	4,550	24,484	61,284
1990-91	34,027	5,137	26,857	66,021	33,958	5,137	25,597	64,692
1991-92	32,965	5,586	25,419	63,970	32,548	5,586	24,036	62,170
1992-93	34,324	3,388	23,817	61,529	34,251	3,388	23,701	61,340
1993-94	34,605	4,245	21,184	60,034	34,600	4,245	20,847	59,692
1994-95	33,521	4,293	20,166	57,980	33,520	4,293	19,733	57,548
1995-96	32,138	4,227	24,534	60,899	32,136	4,227	23,314	59,677
1996-97	30,119	4,288	18,942	53,350	30,119	4,288	17,103	51,510
1997-98	28,449	4,474	15,959	48,882	28,390	4,474	15,882	48,745

# NATIONAL LIBRARY

Available Funds (excludes Frozen) vs Actual expenditures 1988-89 to 1997-98



YEAR	AVAILABLE BUDGET (\$000)				ACTUAL EXPENDITURES (\$000)			
	SALARY	EBP	Non-Salary	TOTAL	SALARY	EBP	Non-Salary	TOTAL
1988-89	18,773	2,834	14,681	36,288	18,491	2,834	14,570	35,895
1989-90	21,385	2,849	14,927	39,161	21,169	2,849	14,532	38,550
1990-91	22,063	3,209	14,862	40,134	21,622	3,209	14,859	39,690
1991-92	21,309	3,117	16,444	40,870	21,086	3,117	15,933	40,136
1992-93	21,112	2,123	17,838	41,073	21,103	2,123	17,827	41,053
1993-94	21,465	2,575	23,181	47,221	21,465	2,575	23,055	47,095
1994-95	21,113	2,596	13,637	37,346	21,113	2,596	13,627	37,336
1995-96	20,258	2,587	14,058	36,903	20,251	2,587	14,048	36,886
1996-97	19,199	2,736	10,537	32,572	19,199	2,736	10,630	32,565
1997-98	19,199	2,736	10,537	32,572	18,622	2,902	9,970	31,494