Reframing the Canadian Archival System

A Report for Library and Archives Canada

Prepared by:

Sean F. Berrigan
Newgrange Strategies and Conversations
Ottawa, Ontario
March 31, 2014

LAC Contract Number: 5Z011-14-0487
Financial Code: 10-6400-7100-0310 54258E

Preface

With the objective of capitalizing on discussions during the January 17, 2014 Canadian Archives Summit, "Towards a New Blueprint for Canada's Recorded Memory," Library and Archives Canada (LAC) recently sought to further explore several important issues raised in this context.

The resulting reports were submitted to LAC in March 2014, by the Canadian Council of Archives and Newgrange Strategies and Conversations respectively. LAC received these reports, and has had the opportunity through them to learn more about the range of discussions being engaged in by members across Canada's archival system.

LAC is sharing these reports with the broader community to continue dialogue initiated during the Summit. Please note that these reports include recommendations and opinions which have been provided by third party contractors to the Government of Canada. The reports are not approved LAC strategies and should not be treated as such. These were meant to stimulate and encourage ongoing discussions.

Note that public notice of these two contracts will be divulged under Proactive Disclosure, as per Government of Canada policy (see http://www.bac-lac.gc.ca/eng/transparency/proactive-disclosure/Pages/proactive-disclosure.aspx).

Canada

The Functioning of the Canadian Archival System.

"The most successful strategies are visions, not plans."[i]
Henry Mintzberg

Introduction

The Canadian Archival System (CAS) constitutes the unpublished documentary heritage of the country. It comprises our collective social, cultural, political and economic memory.

Through the archival records the system holds, it documents our individual and collective successes and failures; it documents the strengths and weaknesses of our society; it provides the background to current issues and assists in gaining insight into the continuing realities of Canada. It enables us to celebrate our past and permits us to commemorate and to better understand the events, people and places which have helped shape us. Without this documentary memory, we would be faced with social and cultural amnesia.

The Canadian archival system has evolved and adapted over time establishing a network of over 800 institutions, which taken in a systemic and holistic way constitutes a key element of Canada's collective documentary heritage.

The challenges facing the Canadian archival community in 2014 are significant, complex, and far-reaching, and addressing them will require a concerted effort by all components of the system to ensure the archival system's future.

At the outset, it is important to define what is meant by a " system " and how it is used in this report. A simple definition from the Oxford English Dictionary defines "system" as: *"Complex whole; set of connected things or parts; organized body of things."* Another definition is drawn from organizational change theory and methodology and what is termed "systems thinking":

> *"A system is a collection of objects bound together to achieve some purpose. The way in which the objects are bound together form the organization's characteristics".[ii]*

A recent background paper prepared for the Canadian Archives Summit by the Canadian Council of Archives (CCA) described the Canadian Archival System and its interrelationships in the following way:

"Regarding our Canadian archival system, we are a complex whole, with shared functions; we share a set of principles. What affects one part affects the whole. The Canadian archival system is the whole of our archival institutions, human resources, programs and repositories in the country concerned with the preservation of the archival record––and to work as a complex whole the system requires coordination."[iii]

The Canadian Archival System, which for reasons of brevity will be referred to as the CAS, consists of the two professional associations: the Association of Canadian Archivists (**ACA**) and the Association des archivists du Quebec (**AAQ**), the Canadian Council of Archives (**CCA**), which is the coordinating body for the System and which represents the provincial and territorial archival councils and institutions, the Council of Provincial and Territorial Archivists (**CPTA**) which represents the provincial and territorial government archival institutional heads and the Library and Archives of Canada (**LAC**). There is no *de facto* leader in this "system", rather it functions as a web or network with the "system" at its head.

Organizational change specialists suggest that looking at a system from a holistic perspective and the way that the components in the system are positioned in relation to each other, influences its dynamics.[iv] It is assumed that there are no isolated events in systems, that everything connects with everything else. This interdependence influences roles, relationships and responsibilities within the system. A particularly important property of the system is that no component or subsystem can do what the system itself can do. The components are interrelated and interdependent. The CAS fits this description very well.

Whole system organizational methodology theory and techniques for influencing systems change suggest that in order for success, the entire community needs to be engaged in the work of planning its own future, that is to envision a new future, a new approach or a new system.[v] Given the interrelations and interdependence of the system, and in this case the CAS, discrete solutions affecting only one component cannot resolve complex system- wide problems. This is a particularly important factor in determining long-term solutions for system-wide problems.

Therefore, in order to change or reframe[vi] a system, it is important to lead the system in a collective exercise of changing the current frame, or the understanding of a particular set of ideas that have been functioning long enough that it will require those ideas to be seen or understood in a different way.[vii]

Overview

Characteristics of the Canadian Archival System

Sharing responsibilities for preserving Canada's documentary heritage is a fundamental principle of the establishment of the Canadian Archival System. Each component has a responsibility for a part of the system. The various levels of government and institutions are responsible for developing and maintaining archives. The professional associations, the **ACA** and **AAQ**, are entrusted with representing the profession and its members and for the continuing professional development of archivists. The **CCA** is responsible for coordinating the system and representing archival councils and institutions through the thirteen provincial and

territorial archival councils (**P/T** Councils). The Council of Provincial and Territorial Archivists (**CPTA**), represents the heads of the provincial and territorial archives. Library and Archives Canada (**LAC**) represents the national institution and the Government of Canada. Together, they comprise the CCA and represent what is referred to as the CAS. (Annex 1)

The CCA works by consensus through the General Assembly where each component has a vote and participates in directing the activities of the system. CCA Board members are elected from representatives of the system to oversee the system.

In order for the CAS to function smoothly, each component has to collaborate and cooperate in identifying and promoting common interests and in solving common problems. Progress in resolving issues in many ways depends on these interconnections, relationships and trust.

Total Archives Approach

Canada's archival heritage, like the federation itself, has been built on a unique duality: balancing and building on the foundation of both the public administrative and legal record and the societal and cultural role of documentary heritage. This foundation was predicated on a model of public responsibility and public funding for the Canadian documentary record in order to serve the public good.[viii]

This unique role among Western nations of documenting Canada's collective memory from both public and private sources in all media is deemed by archival scholars as the" total archives" concept and practice.[ix] This concerted approach of documenting private and public spheres through the acquisition and preservation of both public records and historical information in all documentary media has been reflected in all Canadian political jurisdictions, federal , provincial/territorial and municipal and among community, public and university archival institutions from the 18th century. This dual role was first reflected in the mandate of the Public Archives of Canada (PAC) in 1872. While under considerable pressure from the ubiquity and pressures of the digital environment, this duality of public/private continues to function in most Canadian archival institutions today.

Archival scholar and consultant Laura Millar has argued that this concept of "total archives" was linked to the belief that the public sector had a direct responsibility for the preservation of Canada's documentary heritage and was predicated on the belief that in order for Canada to thrive and survive in the 19th century, the national government had a central role to play in supporting and nurturing the culture of the country.[x]The concept was:

   "…driven in large part by a fundamentally Canadian philosophy: that coordinated universally accessible, publicly funded initiatives are necessary in order to create a sense of national identity in a country with a huge geography and fierce regional allegiances."[xi]

This wide ranging mandate covering both public and private sources found its legislative confirmation and foundation in the *Public Archives of Canada Act* in 1912.[xii]During this period, the archival activities of the provinces took on renewed vigor using the model of the PAC as a guide for their own mandates. The provincial archival institutions in Ontario, Québec, BC, Alberta, Saskatchewan, Manitoba, New Brunswick and Prince Edward Island were established building on the duality of private and public archives held within the same institution. Provincial archives working with local and regional historical societies and universities were critical elements in the developing network of the archival community in Canada. The establishment of the Royal Commission on National Development in the Arts Letters and Sciences, more commonly known as the Massey Commission, provided an important vehicle for the Canadian archival community to strengthen and build on the connections and networks required to weave together in an early embryonic form the archival network and system that we know today.

In their 1951 report, the Massey Commission focused on the role and dual nature of the Public Archives of Canada[xiii] but also focused on the growing "regional" archival community[xiv] and lamented the lack of either a local or national approach to the adequate provision for the collection and preservation of public records or of other archival documents.[xv]

The Commission in its report on local and provincial archives recognized early the rationale and deeper need for the establishment of a coordinated approach to the acquisition and preservation of the wide array of Canadian archival content.

The Essential Building Blocks

 Over the next 25 years, the archival community in Canada grew exponentially. When the Massey Commission was preparing its report there were approximately 49 Canadian archival institutions in place. By 1960, those numbers had grown to 75 and it is been estimated that over the next decade there was a growth of approximately 5 institutions per year.[xvi]

In the period leading up to, and following the celebration of Canada's Centennial in 1967, there was a renewed and deepening interest in Canadian history, Canadian social institutions and the growing diversity of our population. Adding to this was the growing interest of family historians and scholarly and general researchers seeking the documents of religious, business and ethnic communities. The burgeoning development of the new discipline of Canadian Studies was seen as a foundation for reinforcing a strong Canadian national identity that could lead the country into the 21st century.[xvii] The Symons Report officially titled: *To Know Ourselves: the Report of the Commission on Canadian Studies* ushered in an era of considerable growth in Canadian archival community.

Established in 1972 under the chairmanship of Thomas H. B. Symons, the report cited the crucial importance of the country's archives to the core of the Commission's mandate: "*The future quality and scope of Canadian studies will depend on the state of our country's archives*." [xviii]The report has been characterized by many in the archival community as the watershed moment for 'the coming of age' of the Canadian archival community. While assigning a major role to Canadian universities in the role of promoting public awareness of the potential historical and archival value and importance of private, public and other community held archival material, it also recognized the need for "…. *the development of a comprehensive archival system that will meet the needs of Canadians throughout the country.*"[xix]

The Symons report galvanized the archival community and provided the impetus for the creation of the Consultative Group on Canadian Archives chaired by Ian E. Wilson (known also as the SSHRC Report or the Wilson Report), which launched its work in 1978 and reported in 1980. The Wilson Report laid the groundwork for the structure of the current Canadian archival system. While the core of its mandate was to report on the state of the Canadian Archival System, the group quickly came to terms with the challenge: "*First the term' system' is misleading in that it implies a degree of correlation of shared objectives and of structure that is only beginning to emerge among Canadian archives.* [xx]The committee wrote early in its report that "*we found a sense of crisis in Canadian archives today*" and "*… the system is clearly inadequate.*"[xxi]

The Wilson Report underscored the need for the national institution, then the Public Archives of Canada, to recognize its responsibility and to assist in the development of, and the leadership in, the Canadian archival system. The key recommendations from the report were that: "*… all archives in each province form a coordinated network to establish priorities and to develop services, facilities and programs of benefit to all*"[xxii]; and perhaps more importantly, establish a new body to coordinate the functioning of the Canadian archival system: "*We recommend the formation of the Canadian Association of Archives (CAA) to plan projects and programs affecting archives and to express the institutional viewpoint on all matters of public or professional activity*".[xxiii]

Two years later, the Applebaum Hebert report of 1982 reiterated the need for a coordinating body and taking its lead from the submission from the ACA, proposed an alternative to the CAA as proposed by the Wilson Report: a National Archival Records Commission, and supported the need for an interdependent and core operating system of archival institutions and organizations.[xxiv]

After continued activism by the community in 1984, Federal/Provincial/Territorial Ministers endorsed the recognition of the concept of the Canadian archival system which then led to a policy and financial commitment by the Government of Canada in 1986 to establish what was then to be called the Canadian Council of Archives. The Council's mandate was to coordinate, plan and speak on behalf of a unique Canadian archival system and its institutions. The proposal for an archival system

developed in the 1970s and 80s provided the infrastructure that enabled the concerted development, advancement and co-operative activities of archival institutions in Canada.

Key Drivers, Trends, Opportunities and Challenges

The Need for a New Blueprint/Vision

Millar has argued recently that both the "total archives" and the "Canadian archival system" approach were strategies, not goals, [xxv]and as such may no longer be sufficient. She states that the core element of the total archives approach was that Canadian society took collective responsibility for the preservation of our documentary heritage. The core tenet of the "archival system" concept was that this responsibility must be shared[xxvi] between the FPT jurisdictions and institutions. Given the changes in government expenditures and the changes driven by the digital environment, Millar argues that what is required now is a new strategy building on a new vision.

The loss of federal funding for LAC's $1.7m National Archival Development Program (NADP) on April 30, 2012 was a tremendous blow to the archival system, the CCA which administered it and to the small and medium institutions and P/T councils which depended on its financial contributions. Except for the funding of LAC and the NADP, little federal funding had been directed to the support of archives. The Summative Evaluation of the NADP in 2010 confirmed this fact.[xxvii]The cancellation reduced funding from provincial and territorial sources that were matched to the NADP contribution. In addition to the financial loss, the archival community was also addressing the myriad of challenges posed by the current landscape: the digital paradigm, and the shifting expectations of users, creators, and researchers. The NADP provided resources to develop and maintain standards and collaborative initiatives such as the Rules for Archival Description (RAD), the Advisory Services Working Group and ARCHIVESCANADA.ca.

Since the summer of 2012, this discussion of vision and how to function in an unstable environment has found voice in the public deliberations of the ACA (and the Canadian Archival System Taskforce), the AAQ and the CCA. It has also had influence outside the community leading to the work of the Royal Society of Canada Expert Panel, and the studies launched by the Council of Canadian Academies and the Public Policy Forum. The most recent discussion was held during the Canadian Archives Summit held in January of 2014, jointly led by the ACA, AAQ and the CCA. The objective of the Summit was to provide a forum for the collective archival community to consider its future and to work together to develop a new blueprint and a new vision for the archival system in Canada, very much in keeping with the "whole systems" approach described earlier.

The Summit, entitled: *Towards a New Blueprint*, brought together more than 600 participants in over thirty two sites across the country to provide the broad archival community with an opportunity to consider its future, and to discuss and envision the archival services Canadians need and expect in the 21st century. The Summit sought to inspire a new vision for the archives system in Canada and its components. The work of building on the Summit's ideas and deliberations will continue.

This re-articulation of the vision for the CAS for the 21st century requires, among other things, an examination of the fundamental questions around the role of archives and the archival profession in 2014, the concept of the record in the digital environment, strategies to manage in that environment and the renewal of leadership in the archival community. It should, by logical extension, examine the roles of the organizations charged with the CAS' governance.

The Changing Landscape: Some Trends

 A complex myriad of issues characterize the landscape: from those arising from the digital paradigm; the shift from "place to space"; the life cycle of records and archives; and the continuing reduction of public funding at all levels in an era of fiscal restraint.

The complexity of the current environment requires "new ways of thinking "[xxviii]in the words of a key Summit participant. Some issues in this environment include, but are not limited to:

 *The design of a new blueprint that would fit small, medium and large archives and institutions with different levels of collection, support and linkages.

 *The view that hierarchal models of governance will be replaced in the near future by distributed models of governance and that archival institutions will not be the sole custodians of archival documentary heritage.[xxix]

 *Enhanced collaboration with other heritage and information professions such as librarians, museum curators, social researchers, information managers and technologists.

 *The shift from centralized places for archival collections to decentralized and shared spaces for holdings and exhibitions.

  * The challenges inherent in a digital environment where a deluge of digital records will result in complex issues in the management of electronic records, both digital born and digitized; of continuing migration from one platform to another; ensuring digital preservation and storage; continuing access; and the determination of authenticity. These issues will challenge archival institutions at the same time they are dealing with the continuing legacy of analogue materials.

*Public sector and institutional support at all levels, once a tenet of the Canadian system, has been shrinking over the last ten years as governments and institutions face issues of economic restraint, declining revenues and increasing costs. The lack of stable and sufficient funding for archives at all levels of government, as well as in institutions such as universities and in the business sector, has placed the CAS on an unstable footing.

*Core mandate funding has given way to short-term project funding, resulting in different priorities tailored to funder/sponsor/partner interests that may not align with those of the archival organization but which may be required in order to keep other longer term projects and some services functioning.

*As archives begin to assess what elements in their collection can be monetized as potential sources of revenue, they have realized that many collections suitable for monetization are not always easy to identify, as not everything has equivalent value. Many archival documents are unique "one-of-a-kind "evidence of a particular set of activities at a particular time and may not offer any interest to sponsors or commercial partners. There are indirect costs of collaboration in these endeavours. In addition to the physical preparation required for access, there may be privacy and copyright issues to be addressed before they can be digitized for revenue generation, resulting in additional costs and delays to the institution.

*The digitization of nominal indices may be of great interest for family historians, social researchers and genealogists but once digitized may not be a source of continuous revenue.

*Public-private partnerships are good examples of where some archives have made appropriate decisions in the public interest, yet their share of returns on investment in the benefits from digitizing parts of their collections have not always have been equitable.

*Large private sector partners can be truly reliable and welcome collaborators providing opportunities for revenue generation but they can also influence the long- term functions and priorities of an institution.

*Developing new approaches to description such as Rules of Archival Description (RAD) for digital records, including how to be more "user intuitive" and/or using the equivalent of "keyword search" in online archival catalogues are preoccupying archivists.

*Engaging new audiences that may never have been in an archive previously, but with whom the institution may wish to establish a relationship.

*Acquiring new archival collections that can build on these new or non-traditional audiences.

Additional Perspectives on the Changing Landscape

The Royal Society of Canada Expert Panel on *The Status and Future of Canada's Libraries and Archives,* established in the spring of 2013, is examining the issues of the impact of technology and digital environment on library and archival services and memory building. The Panel has been holding public hearings across the country and is scheduled to report in the autumn of 2014.

The Council of Canadian Academies established its expert panel on *Memory Institutions and the Digital Revolution* in the spring of 2013 at the request of Library and Archives Canada. The panel's mandate is to assess how memory institutions can embrace the opportunities and challenges of the changing ways in which Canadians are communicating and working in the digital age. This study is taking a bibliometric approach and is expected to be available in the summer or autumn of 2014.

The Public Policy Forum's Roundtable Report: *Preserving Canada's Memory: Developing a strategic approach to digital preservation* issued its final report in September 2013 and suggested a cooperative and coherent approach to preserving and accessing Canada's documentary heritage. Participants included representatives of the national and provincial levels of government and the non-profit and private sectors. Issues of "popular curation", the importance of context as well as content, levels of service and establishing multi-sector networks so as to share information and establish common approaches were discussed and recommended to better address the policy issues inherent in acquisition, authenticity, dissemination and privacy.[xxx]

The reports of the Royal Society and the Council of Canadian Academies are being awaited with great interest by the archival community. It is expected that they will add considerable expertise, opinion and discussion to the issues being studied by the Canadian archival community.

New Approaches

Reframing the Canadian Archival System.

Like whole scale change approaches, the concept of "framing' may be a useful way to lead people in an exercise in creating a new vision for the CAS.

Framing is an approach in organization theory that posits that a "frame" is a set of ideas or assumptions that are carried in our heads, think of 'maps', that help to negotiate a particular territory and provide a tool for navigation. [xxxi]

Reframing is a way of seeing the same thing, for example the Canadian Archival System, in a different way. It only requires the ability to understand and use

multiple perspectives to think about the same thing in more than one way, creating an alternative to the current situation.

Within the same context, a structural frame approach[xxxii] suggests that in using a reframing exercise, the discussion must evolve into the articulation of the vision, goals, networks, rules, relationships and values of the CAS.

"Form Follows Function"
                         Louis Sullivan [xxxiii]

Sullivan's adage is an architectural dictum that posits that the shape of a structure should be dictated by its function.

The Canadian Archives Summit held in January 2014 was launched with the understanding that the archival system in Canada required a wide discussion of the need for a new blueprint and vision and the mobilization of a significant number of community members, allies and stakeholders to begin the rethinking and re-envisioning process. The Summit used a series of background papers and "agents provocateurs" to pose the difficult questions required to stimulate the discussion. Once the function envisaged by the new blueprint and vision becomes clear, the design of the functions it requires can be envisioned accordingly.

 The fundamental questions that need to be posed by the community regarding its objectives, structure and roles, and which will require consideration in order to move the CAS forward include:

    *Do we need a new vision as well as a strategy for archives in Canada?

    *Could we readjust or realign the old model in order for it to continue to work?

    *Should we assume that the NADP or other federal funding will return?

    *If not, then what should we do to generate funding for archives?

   If the questions have been answered above, the next set of questions would focus on how the system could adapt:

     *Do we have the right infrastructure for the CAS in 2014?

     *Do we require refocused or new mandates/roles for the core organizations in the CAS?

     * If there is no federal funding for the CCA to administer, what should its focus be?

*Given the changing environment, does the CAS still have the right priorities?

*How should we establish new priorities?

*How should we do it collectively?

*How could we promote greater public awareness of the importance of archives?

*Who should be responsible for advocating with policy and decision makers?

* How could we enhance collaboration both in and outside of the archival community?

*Who should we engage as our allies to affect this new blueprint and enact its vision?

Current CCA Structure and Model: "A network of networks"

CCA Strategic Plan 2013–2018 and Business Model Diversification

The CCA began a process of strategic planning and reflection in March 2010 when it brought together archival community representatives of the ACA, the AAQ, the CPTA and LAC for a facilitated workshop. The group session looked at what would be required to establish new priorities for both the archival community and the CCA over the next five to ten years, and to develop a long-term strategic framework.

An environmental scan was undertaken, as was a discussion of anticipated outcomes, and what the requirements would be of a sustainability assessment for the archival community for the next decade, including a labour force strategy.

This sustainability assessment study would provide the information and trends required to set the strategic direction required for both the archival community and the CCA itself. It was understood at the time that the strategic directions for the community would align itself with the work that was underway at LAC on the Modernization initiative and the development of a pan-Canadian approach to documentary heritage acquisition, access and preservation.

Business line development and a plan to identify alternative sources of revenue were key elements of the agenda for the CCA. A working group prepared a work plan that would include a survey of the Council's members and users of archives, and which would contribute to the identification of a gap analysis. Business lines consideration and sustainability assessment information were being developed in

the autumn of 2011 with a view to having the final report in place for autumn of 2012.

With the cancellation of the NADP funding in April 2012, the CCA lost the source of funding it was planning to use for the sustainability study, for business line development and for exploring additional or alternative sources of revenue. The absence of a short or medium-term funded financial transition plan left the CCA with little or no maneuverability and time to fulfill both its core mandate to the community and to develop alternate sources of revenue generation and replacement. It also left a gap in the *raison d'etre* of the CCA as one of its key functions was the administration and delivery of the federal funds for the archival community on behalf of the National Archives, now Library and Archives Canada.

In addition, for the CCA to address its core mandate and functions, it is important to underscore the critical need to identify and access a source of investment funds to permit the CCA to further develop, test and deepen its business plan to improve its financial well being and the ability to fulfill its core mandate. It should be noted that these circumstances have resulted in the CCA becoming a leaner, more business oriented organization.

After regrouping and taking stock in 2013, the CCA developed a five-year Strategic Plan spanning 2013 to 2018 which proposes three areas of strategic action:

   *Strategy 1   Consult, advise and build organizational capacity.

      Outcome: The Canadian Archival Community has the human and technological capacity to sustain a diverse network of archives that are relevant and able to serve Canadian society.

   * Strategy 2   Facilitate access to Canada's documentary heritage.

      Outcome: Archives across Canada will have the tools and mechanisms necessary to support the evolving information needs of Canadians.

   *Strategy 3   Enhance the visibility of the Canadian archival community.

      Outcome: Canadians will understand that archives are a critical and necessary element of our information-based economy and the public will appreciate the relevance and benefits of archival materials to a democratic society.

These strategic action areas have identified priorities for both core mandate issues and potential revenue generation.

These include income and revenue generating initiatives such as:

Advice to Archives: offering professional assistance to small and medium sized archives to assist in preserving and making their holdings accessible to Canadians.

Secretariat Services: to associated non-profit organizations. Currently offered to two organizations (CPTA and NAAB) but the CCA is exploring expanding the client base and possible services.

Research Referral: a self -sustaining service to facilitate access to Canadian archival content for publishers, broadcasters and to encourage the use of Canadian content on multiple platforms and media.

Webinars and Events: to offer training and updates for archival personnel and to enhance the visibility of archives and the archival community.[xxxiv]

Alternate Strategies for Consideration for CCA Funding

The summative evaluation of the National Archival Development Program (NADP) completed in June of 2010, prior to the program's 2011 renewal, pointed out that the NADP program was one of the few funding programs available for the archival community.[xxxv]

With few accessible program funding sources, the CCA has consistently explored alternative strategies within the Government of Canada 's contribution funding structure.

These sources include the arts and heritage contribution programs offered by the Department of Canadian Heritage, such as the Museums Assistance Program (MAP), and programs in the area of Celebrations and Commemoration. However, the CCA has met with little success in using these programs for funding sources as their Terms and Conditions (T&Cs) are targeted to the museum and gallery communities or large historical or volunteer organizations. It has recently applied to one of the few arts and heritage programs that offer a degree of eligibility to the archival community: the Canadian Cultural Investment Fund: Strategic Initiatives stream. As of the end of March, the CCA has had no word on funding possibilities from this program.

The CCA has also applied to a number of philanthropic foundations for funding assistance. Applications were submitted to both the McConnell Foundation's *Innoweave* Program and the Munk Aurea Foundation for funding in the development of a self-sustaining collaborative pan-Canadian Trusted Digital Repository for the preservation of digital and digitized archival materials. Other large Canadian foundations such as the Jackman Foundation or the Trico Charitable Foundation do not have program components eligible for heritage and/or archival projects. Other

philanthropic foundations, such as the Winnipeg Foundation, or Vancity Community Investment, fund only non-profits that are located in specific provinces or do not have eligibility criteria that would accept applications from either archival or national Ottawa based organizations such as the CCA.

One of the challenges facing the CCA is that federal contribution funding which it administered since 1986 intended for the archival community had been under the purview of the LAC and its predecessor the National Archives of Canada. As long as the NADP was in existence, there was little appetite or perceived program need for additional or supplementary federal funding directed to the archival community. An exception was the Department of Canadian Heritage Archival Community Digitization Program (ACDP). Funding for digital initiatives and the development of Canadian digital content originally set out under the Canadian Culture Online Program (CCOP) introduced a funding component for the archival community. This successful program was also delivered in partnership with LAC and adjudicated by the CCA adding additional expertise and depth to their contribution program mandate. Funding for the program, however, expired for the ACDP and CCOP in 2008.   The CCA still administers and delivers the Young Canada Works (YCW) in Heritage Organizations, a PCH funding program component of the Summer and Youth Employment strategy since its creation in 1996. The funding provides summer employment for youth in archival institutions.

 This illustrates a significant and problematic gap in both eligibility and awareness in the Government of Canada's current grants and contribution (G&C) offerings and in the heritage related interests of the philanthropic community. There are few contribution (G&C) programs and fewer non-profit funding sources directed to the unique and important mandate of archives and documentary heritage.

Strategy for the Canadian Council of Archives: Towards CCA 2.0

 Short-term Considerations

The CCA is at a critical point financially having struggled to survive since April 2012. Its reserves have been depleted and unless additional financial resources are secured within the first quarter of 2014-2015, the organization will be at risk of insolvency. Should this be the case, any future investment that would be required to recreate or reestablish the systems and structures currently in place with the CCA, would increase substantially.

The challenges of the environment facing the Canadian archival community are complex. The operating and digital environment for the archival community has negatively affected provincial and territorial archival associations and institutions. These associations have struggled and reduced services, laid-off and shifted staff and priorities to the most essential areas. Long-suffering volunteers are being asked to take on more responsibilities and leadership within these organizations. While

the Canadian archival community has proven resilient, creative, dedicated and determined over the last thirty years, the compound impact of the current situation may be unprecedented.

The Canadian Archival System is engaging the community in order to regroup and help shape a new vision for the community in Canada. The CAS and the CCA continue to be essential foundations for the future of documentary heritage in Canada.

In terms of business model diversification, as the Strategic Plan has demonstrated, the CCA has produced a solid blueprint on which to test the feasibility of increased revenue potential of a number of key initiatives. Using the Strategic Plan as an initial point of departure, in order for the CCA to pursue and test a combination of these potential initiatives, it would require investment funding for feasibility testing over the next 12 to 18 months. A multi-year sustainability strategy or operational investment would then have to follow as the most promising and sustainable initiatives are launched.

The value proposition of the CCA for the archival community is clear. Archival organizations which are not large enough to have professional conservation and preservation staff of their own will continue to need to purchase the services of professional conservators, familiar with their materials and issues. The CCA supported archival advisors in each region that could assist archives that required their advice either in person or at a distance. This service was reduced with the funding cancellation.

The CCA has an experienced and cost-effective staff, familiar with both the environment and the community and could provide an extension of their current administrative services to P/T councils and other related organizations seeking to reduce their own overhead and administration.

The community requires relevant and needs-based training to update and expand their skills and competencies which is one of the objectives of the webinar training. The CCA can fulfill that need for administration, continuing services and training with an investment in their future.

The CCA's Strategic Plan offers a number of important initiatives to accomplish this:

The **Advisory Services** offered to small and medium-sized institutions outlined earlier could be considered for expansion on a national basis to include advice in a competitive fee for service model, not only to the current archival community, but also to the private and voluntary sector, new and emerging communities of interest and those entities that require advice on integrated recordkeeping and archives management.

Enhanced Secretariat Services could be offered to the provincial and territorial councils and other organizations in the heritage, arts and information management sector (small museums and performing arts) to offer general association management activities in a cost effective manner. CCA's bilingual services could include membership services, event planning and support and financial management. CCA currently offers similar services to the CPTA.

Webinars and Training: currently web-based training modules are being offered in archives security, archival appraisal, National Archival Appraisal Board (NAAB) seminars, and institutional copyright responsibilities under new legislation. CCA is also exploring tiered subscription based webinars for institutions on such topics as copyright law and digitization, preserving digital images, film and recording, and disaster recovery. The CCA have set the subscription goal as $100k.

Research Referrals: this service offering outlined earlier to publishers, broadcasters, and film-makers could be considered for extension to other fields such as journalists, public policy researchers, social and family historians and genealogists using a Canada wide database of archivists, researchers and specialists who are familiar with local, regional and provincial archival and library holdings and collections.

Expanded and enhanced services included in the Strategic Plan could be offered with some new initiatives:

Paid Memberships: Recently a paid membership fee structure was introduced for CCA members based on size and population. Paid memberships have been identified as necessary to demonstrate support for the national initiatives of the CCA and to underline commitment by all partners. This vote of confidence will be essential to a continuing strong and vibrant Canadian archival system. The membership structure would include fees for the provincial territorial councils, the professional associations, the CPTA and LAC. The estimated goal on revenue generated by memberships would be modest, approximately $33k, which could be reinvested to fund services and operations. A category of support for associate members, those who support the CCA's mandate and goals, but who would not be eligible as voting members, is being considered. It would be a form of "crowdsourcing" for the CCA from those allies and stakeholders who would want to support its goals and services.

Trusted Digital Repository: a cost-based community service is being developed for the preservation of digital and digitized archival materials. The CCA, working with its partners, are proposing the development of a regionalized pan-Canadian TDR service. The service would target small and medium-sized archives and provincial/territorial networks. The key feature would be a community based cost-shared service with sliding economies of scale to accommodate its target market.

ArchivesCanada.ca: The CCA could host and manage the national archival descriptive catalogue, on behalf of the community and LAC, on a 'fee for service 'basis and could support the catalogue's continuing development, using volunteers from the community. However, technical development and upgrading would from time to time require *ad hoc* financial support, as would be expected with technology continually evolving.

Communication and Outreach Services: The need for a comprehensive and robust communications strategy has been one of the recurrent themes discussed in studies of the archival community for the last forty years, in previous national professional conferences and more recently at the Canadian Archives Summit. The need for the community to better communicate its role, its value proposition in supporting democratic accountability and societal memory and to develop an outreach and collaboration strategy is more crucial and pressing than ever. This would be a natural role for the CCA. Using its expertise and contacts at both national and regional levels and working in collaboration with its CAS partners, the CCA could take the lead in improving communications and outreach in creating opportunities for enhancing the understanding of the role of Canadian archives.

Community Sustainability Assessments: Once a vision and renewed strategies have been developed and decided upon for the archival system, rigourous sustainability assessments will be required to achieve the goals and objectives identified. The CCA was preparing a national assessment in 2012 and had commenced   work on the design and work plan when the funding reductions were announced. The CCA has the competencies required and could be contracted to develop the assessments both at the national and regional levels in support of the new vision of the CAS.

Two interesting initiatives, which could generate some new approaches for funding and research, are worth further consideration here.

Alternate Strategies for Funding: Social Enterprise Models

The Government of Canada's Social Partnership Agenda, led by Employment and Social Development Canada (ESDC), has begun to test the feasibility of addressing persistent social challenges utilizing new approaches and exploring the feasibility of possible solutions. These new social initiatives called Social Enterprise (SE) models are designed to address the operating environments of social service organizations and agencies, to engender a degree of financial self-reliance and to engage the private and philanthropic sector in contributing to the achievement of the public good. These Social Enterprise models have been tested in the United Kingdom as part of the "Big Society" social initiative developed under the current UK coalition government. This trial application in Canada is relatively recent and has only been employed to address ongoing problematic social development issues. Targeted to marginalized populations, for example the homeless and those with substance

dependencies, the models operate at a community/local level where the scope of the issue being addressed can be closely monitored and progress measured.

The Canadian government has adopted the UK's definition of Social Enterprise as a basis for examining its feasibility, long-term impact and sustainability. The Social Enterprise model is defined as:

"A social enterprise as a business with primarily social objectives whose surpluses are principally reinvested for that purpose in the business or in the community rather than being driven by the need to maximize profit for shareholders and owners ".xxxvi

The four principle characteristics of a social enterprise are: primacy of social purpose; the operation of a business enterprise; acting in the community interest; and having systems of accountability and transparency in governance.

The social enterprise structure provides an opportunity for private sector investment at the same time as ensuring focus on social purpose and responsible community. One of its aims is to encourage entrepreneurial behavior within the not-for-profit sector and to mobilize greater private sector engagement in social missions.

As the definition suggests, a Social Enterprise is a business operated with the purpose of creating a social environmental good through a business model that generates income by selling a product or service in the marketplace. Funding is usually secured via a social finance investment fund loan in the areas of social development, health and the environment. ESDC has suggested it is possible that should these early trials prove to have feasibility and merit, further areas of its application could be considered for areas such as culture and heritage.

Currently, ESDC has been targeting its pilots in the areas of health and social services such as community kitchen programs, the YM/YWCA, Big Brothers/Big Sisters and homelessness strategies.

In discussions with ESDC officials, it was pointed out that the SE experience is relatively recent and modest, is primarily focused on social development issues and may require initial government and private sector investment to test the model's pertinence for application in Canada. It should also be pointed out that the test initiatives currently in practice are at the municipal, local neighborhood level and have not been tried and tested at either a regional, provincial or national level that may not be of assistance to the CCA.

However, should this model prove to have some merit for exploration, LAC could work with ESDC to identify and provide some initial investment funding, and the basic concept could be tested by the CCA at a local level in a feasibility phase. The CCA, in partnership with a provincial archival council could offer the services

outlined earlier in a test market. These could include a local or provincial research referral service, or offer at-cost advisory services on records management, conservation and disaster planning to the business and voluntary sector. The councils could also offer webinar and in-person training to test the market for interest and revenue generation feasibility. ESDC officials suggested that a three to five-year business development plan with funding from a social investment fund could be a way of providing some initial feasibility resources and testing of the model in the local or provincial archival community. No specific source of funding was identified.

Currently, there are no models that are in place either here or in the UK that could test the feasibility or value proposition of a national organization such as the CCA to develop a business plan at a pan-Canadian level to determine if there would be a sufficient market for these services. Initial experimentation on feasibility would have to be conducted in a local, regional or provincial setting.

UK Study on Funding the Archive Sector Research Report

Another possible initiative for consideration for advancing the CAS and CCA's sustainability, also coming out of the UK, was the 2012 research project involving The National Archives, (TNA), the International Center for Archives and Record Management Research in User Studies (ICARUS), University College London.[xxxvii] The study was designed to answer three core research questions:

   *How were archives and UK funded?

   *What funding resources are underdeveloped within the sector?

   *What appropriate advice and training support can be delivered by the UK National Archives to improve access to additional funding resources?

The critical drivers for the Study were the financial pressures on archive services affected by the impact of the 2008-2009 recession, the UK government's "Big Society" agenda and the general awareness of the need for further revenue generation opportunities and developments within the archive sector, not unlike the situation facing the CAS and the CCA.

The report addressed some of the similar issues arising in the Canadian archival community in terms of the development of strategic partnerships and income generation strategies, the need for an infusion of private funding sources, and the need for long-term strategies to support the UK archives sector.

A report focused on the funding needs of the Canadian archival community could provide some interesting and insightful initiatives that LAC and its partners could consider in order to assist the archival community in exploring more promising

funding situations. Working with the CCA and other partners, LAC could consider ideas and initiatives such as:

   * The development of community strategic fundraising competencies through the "train the trainer" workshops offered across the country;

   *The development of a "laboratory" environment in which to test ideas and feasibility studies on income generation for the archival community.

   *A strategy to raise awareness within the Government of Canada to sensitize public sector funders (PCH,ESDC) to be more aware of the mandate and needs of the archival community and to consider including them in their program eligibility (T&Cs) structure.

These two initiatives could provide the impetus to finding the investments necessary to begin to build the strategic development areas the CCA and the archival community have identified for further action.

Long-term Business Model Strategies for Consideration

Over the longer term, further consideration could be given and the feasibility studied of some of the initiatives outlined below:

  Archival Community Strategy Development: the CCA could be contracted to work with its CAS partners to lead the community in a facilitated discussion on how to develop a new vision for the archival system.

   RAD: Description for Digital Content: the Rules for Archival Description were developed in the 1990s for an analog environment. Given the deluge of born digital records, a new approach to digital description is required. The CCA was contracted recently by LAC to develop a plan for a revised RAD for digital materials and to support the sharing of metadata between institutions to improve access. Once this plan has been developed, the CCA using the CCA Standards Committee would be able to develop a new standard that could be used by documentary heritage institutions on a licensed basis.

Pan-Canadian Acquisition Framework and Strategy: the CCA led an initiative in 1988 to develop a national acquisition strategy. The national acquisition strategy was to be based on the development of regional acquisition initiatives across Canada. The exercise was deemed to be no longer a CCA priority in 1995 due to other priorities. [xxxviii]Given the progress made in archival description and the development of the ArchivesCanada.ca national catalogue, it would now be appropriate to revisit this initiative and the CCA would be the logical organization to lead it. A critical element of this strategy would be a gap analysis and inventory of records that could be identified for preservation. This strategy would be of critical importance to the community and Canada as a whole. While this could require

significant funding, it could be considered as a key undertaking of the strategy for the 2017 celebration of the 150th anniversary of Canadian Confederation and would contribute to a comprehensive pan-Canadian documentary heritage collection.

Pan-Canadian Archival Digital Strategy: the CCA could lead the archival community in a nationwide exercise to develop a archival component of a national digital strategy being considered by the Government of Canada through the auspices of Industry Canada. The selection, management, preservation, authenticity and continued accessibility of digital records, based on accepted international standards, will be critical for documentary heritage collections for future access. A digital strategy coalition could work with all partners to assess the best operating systems and software being used in other countries such as the US, UK and the Netherlands for consideration in Canada's TDRs .The CCA and other members of the community could offer advice in the preservation of 'grey literature' and documentary materials no longer required by government departments to ensure their continued accessibility, such as the data and reports recently acquired by Western University from Environment Canada. The community could also offer advice on the issues of data management and preservation for the science and research communities.

Pan-Canadian Digital Content Licensing Strategy: a background paper prepared for the Canadian Archive Summit concisely summarized the issues that suggest that the Canadian archival community requires a different approach to the digitization and monetization of archival records.

"While Google and Ancestry.ca have profited immensely from offering such unique and authoritative source material, the stewards of these valuable records, the archives have not. The agreements signed reflect the archival commitment to improve access and the services offer a means to both digitize and index manuscript materials that would otherwise remain dormant on shelves. While provision has been made to respect free public access to publicly owned records, the value-added services from the commercial sector attract many to pay for access. Little or no monetary benefit flows through to the archives preserving the records."[xxxix]

A common agreement and licensing system could be negotiated on behalf of the archival community for the online use of collective content. The CCA could assist or lead in the design of such a licensing agreement on the behalf of the archival community and could include fixed term licensing arrangements renewable with financial benefits flowing to the CAS and shared between partners.

Copyright Advice: the CCA has had extensive experience in the interpretation and management of copyright agreements inherent in archival records. The CCA could offer a copyright advice service to archival institutions and organizations and contribute to greater certainty and conformity in the interpretation of sections of the recent copyright legislation and resulting decisions across Canada.

Canadian Archival Image Bank: a consortium of archival institutions could create a Canadian archival image bank to promote and manage the commercial use of archival images so as to flow the resulting revenues to the participating archival institutions and partners.[xl]

Conclusions

Building for the Future: Strategic Development of Documentary Heritage

The Canadian Archival System 2.0: A Plan for Archives in the 21st Century

The Canadian Archival System model remains viable and can be successfully modified following the development of a renewed vision. Developing that renewed vision, however, will not be an easy task. LAC has a crucial role to play as a key member of the system by virtue of its mandate and objectives.

A number of realities will confront the architects of this renewed vision. The Canadian archival community is not a wealthy one. It is relatively poor in comparison to the museum and library communities and the funding levels and revenue generating bases are quite different.[xli]Museums charge for admission, thus having a continuing revenue stream, while public and university libraries rely on a tax or institutional base to function. On the other hand, archives do not charge for admission but may charge for selected cost recovery services.

CAS partners, including LAC and university archival scholars, could look to sponsoring a study similar to that sponsored in 2012 by the UK National Archives (TNA) and its university partners. The study examined how archives in the UK were funded, what funding capacity had been developed in the sector and what advice and training could be considered by the TNA to improve access to additional funding sources. The circumstances leading to the UK Report are mirrored in the current Canadian experience.

As part of the study, LAC could work with the CCA and archival community to develop an evidence-based approach, supported by a needs and sustainability assessment to assess the financial health of the Canadian archival community and its institutions, identify where funding gaps exist and how they could be addressed. The study could also explore incentives and disincentives to diversifying funding sources.

Similar to the Government of Canada's and ESDC's approach to Social Enterprise development models, some fundamental research could be undertaken and evidence documented that could be used to better understand the needs of the archival community and influence the identification and development of additional funding sources in the philanthropic community. This initiative would seem to be an

appropriate role for Library and Archives Canada (LAC) to lead in partnership with the Department of Canadian Heritage and Employment and Social Development Canada (ESDC). The study could also include university partners, the CCA and the CPTA to identify and seek out additional funding sources, and develop and contribute to realistic fundraising strategies to determine the topography of a more robust funding landscape. Strategic fundraising has not traditionally been one of the core functions of the archival community.

Funded feasibility studies and their results could permit the CCA and the archival community to flesh out the business lines and service models necessary to generate additional income to assist them in achieving a greater degree of financial independence and organizational and system sustainability.

LAC could offer to work with the Department of Canadian Heritage (PCH) to determine if the opportunities currently available for the arts and heritage sector under the PCH contributions funding mandate could be broadened to enable the archival sector to be eligible for PCH program funding such as MAP, and possible archival community funding for the 150th celebration of Confederation to ensure digital access by all Canadians to our core archival heritage.

While recognizing the current government environment is not conducive for new or increased national funding or programs, it should be underlined that a series of uncoordinated and discrete archival projects and programs at the provincial, territorial, municipal, and university levels will result in a fractured and non-systems based result. It would be important to undertake a multi-year national or pan-Canadian approach.

The collaboration and information sharing so well known in the archival community should be used in the development of the new blueprint to assist the archival community in a cultural shift to strategic fundraising similar to the approach which Canadian universities have developed over the last fifteen to twenty years.

CCA 2.0: A Strategic Role for the Archives Council in the 21st Century

While its future role as administrator of funds similar to the NADP remains unknown, the CCA continues to be a critical and viable keystone representing the CAS and its interests in the Canadian Archival System and community. The CCA's mandate and Strategic Plan continue to contain the essential elements of what could be included in a new blueprint for CCA 2.0

CCA Mandate

If there is no possibility of a funding or contribution program component for the CCA to manage on the immediate horizon, what could the core mandate of the CCA be?

The mandate and objects of the Council are:

… "to preserve and provide access to Canadian documentary heritage by improving the administration, effectiveness, and efficiency of the archival system.

In furtherance of the above objective, to coordinate, provide leadership and foster development and cooperation within the Canadian archival system by assisting and supporting member archival organizations through programs and services that benefit Canadians."

While the community is developing a new vision for CAS, it could also consider revising the vision for a renewed CCA 2.0. What would the CCA's role be in this new vision for the CAS?

CCA 2.0

The CCA coordinates the system and speaks for the provincial and territorial councils and archival institutions and services.

The Provincial and Territorial Councils speak for the members in their jurisdictions.

The ACA speaks for the profession and anglophone archivists across Canada.

The AAQ speaks for the profession and archivists in Québec and in the francophone community across Canada.

The CPTA speaks for the Provincial and Territorial archival institutions and services.

The LAC speaks for its institution and for the Government of Canada.

What could be clarified in this landscape is an organization that can speak strongly on a pan-Canadian basis exclusively for the support and the well-being of Canada's archival heritage and that speaks above the missions of the institutional, national and provincial professional networks.[xlii]

Who could speak for the overall mission of the preservation of and access to Canada's archival heritage? Who could advocate to Governments at all levels for the archival community? While it could be advantageous to have more than one voice, perhaps a stronger pan-Canadian voice is required.

CCA 2.0 could be an even stronger advocate for the documentary archival record and institutions across the country similar to the way the Canadian Museums Association, the Canadian Historical Association and the Canadian Library Association advocate for their heritage and information sector's institutions and constituencies.

A renewed CCA 2.0, should a contribution management and delivery mandate not transpire, could be that voice that links together the professions, the institutions and the provincial territorial networks with a collective mission **to promote the broadest possible preservation of and access to Canada's archival record.**

Investment Required

With few funds of its own to invest in its renewal, the CCA will require an **urgent** investment in order to transition to a renewed role and offer the initiatives outlined in its Strategic and Business Plan.

As noted earlier, the CCA's own limited reserves have now expired, having been depleted as the organization has struggled to maintain operations since 2012. The minimal revenue generated in the short term, from the current business initiatives, has only been sufficient to subsidize minimal operations. Financially, the anticipated cash flow will only be sufficient to maintain operations for a matter of a few months from the date of this report. There will need to be a system-wide plan for all players to come forward to assist the Council: the ACA, the AAQ, the CPTA and the LAC.

Recommendations

For Library and Archives Canada:

For the CCA to survive, resources would have to be secured within 3 to 6 months. Should the CCA close its doors, the costs to assist in guiding the CAS, to establish and manage services for the community, would mean a substantially greater investment, loss of corporate and community knowledge and a significant delay in supporting the Government of Canada strategies for historical celebrations and commemorations planned for the 150th anniversary of Confederation.

LAC could look to providing the CCA, either through its own mandate or that of its Government of Canada partners, some urgent investment or 'seed' funding that would enable the CCA to pursue and test its Business Plan and initiatives outlined in the 2013-2018 Strategic Plan.

LAC could use its influence and expertise to work with the Department of Canadian Heritage and other Government of Canada departments and institutions to determine if the Canadian archival community could have greater access under the eligibility criteria of current PCH heritage programs and to ESDC job creation and labor market strategies to further the development of the community.

LAC could explore with the university community the undertaking of a research project, similar to the study by the UK's TNA, and ICARUS (University College London), which could examine the current funding structure of archives in Canada, including the funding sources available in the public sector, not-for-profit foundations, and the development of strategic fund raising competencies and income and revenue generation strategies required by the Canadian archival community.

LAC could convene and facilitate a *"table de concertation"* with the CAS participants: the CCA, the ACA, the AAQ, and the CPTA to work together to establish a new vision for the Canadian archival system and community and to determine if the CAS has the appropriate roles and responsibilities identified for the future.

LAC could work with the CCA and the community to develop the initiatives regarding the National Acquisition Strategy, the National Digital Strategy and the update to the Rules for Archival Description.

For the Council of Canadian Archives:

The CCA Board should continue to pursue the promising Business Plan initiatives outlined in the 2013-2018 Strategic Plan and to initiate the more recent initiatives developed such as the Membership Development plan and the Subscription-based Webinars and service offerings.

The CCA Board could establish a working group to examine whether the CCA mandate should be re-examined and strengthened in the light of its changing financial and operating circumstances.

The CCA Board could establish a working group with representatives of the provincial and territorial councils to determine the feasibility of a deeper business model strategy including the update to the Rules for Archival Description, and expanded National Advisory Services.

The CCA Board could consider working with its other collaborators in the CAS and government partners on initiatives such as the pan-Canadian Acquisition Framework and Strategy, the pan-Canadian Digital Strategy, a Canadian Archival Image Bank and a pan-Canadian Digital Content Licensing Strategy.

* * * * * * * * * * * * * * * * *

A vision renewal strategy, whether transitional or transformational, is a difficult and complex task for any system or organization. Nonetheless, a renewed vision will be required for both the Canadian archival system and the CCA.

The key players in this renewal strategy will require leadership, time, patience, the ability to ask and answer difficult questions, strong negotiating skills, confidence, trust, the ability to communicate effectively and most importantly the breadth and vision to accomplish the reframing of the Canadian Archival System. The leaders of the organizations, which comprise the Canadian Archival System, possess these qualities, competencies and strengths and will take up the challenge with determination and creativity.

Endnotes

i   Henry Mintzberg "The Fall and Rise of Strategic Planning" in Harvard Business Review, January-February 1994, p.107

ii Dannemiller Tyson Associates   Whole Scale Change (San Francisco, Berrrett-Koehler Publishers, 2000) p.25

iii Lara Wilson "The Canadian Archival System Today: An Analysis" Canadian Archives Summit p.3 (http://www.archivists.ca/sites/default/files/Attachments/Advocacy_attachments/larawilsonsummit.pdf)

iv Dannemiller Tyson Ibid., ps. 24 & 25

v   Barry Oshry Seeing Systems (San Francisco, Berrett-Koehler Publishers,1995)p28

vii Dannemiller Tyson Ibid.,ps.26 & 175

vii Lee G.Bolman and Terrence E.Deal, Reframing Organizations (SanFrancisco,Jossey Bass,2003) ps.12-15

viii Laura A Millar, "Seeking our Critical Vision: Speculations on the Past Present and Future of CAIN" Association of Canadian Archivists Web Publication No.3 May 19,2003 and Discharging Our Debt: The evolution of the Total Archives Concept in English Canada" Archivaria 46 (Autumn 1998) ps. 104-105

ix Millar "Discharging Our Debt" Ibid., p106

x   Millar "Seeking Our Critical Vision" Ibid., p.3

xi Millar Ibid., p.1

xii Millar "Discharging Our Debt" Ibid, p.110

xiii Millar Ibid,. p.115

xiv "Report of the Royal Commission on National Development in the Arts, Letters and Sciences 1949-1950 (Massey Report) 1951,ChapterX, p.115

xv Massey Report , p.115

xvi Association of Canadian Archivists , "The Applebaum-Hebert Report: Official Responses", Archivaria 15 (Summer 1983)p.100

xvii   Millar " Discharging Our Debt" Ibid.,p.114

xviii Thomas H.B.Symons, "Archives and Canadian Studies" Archivaria 15 (Winetr 1982-1983) p.58

xix   Symons Ibid., p.58

xx   Ian E. Wilson "Report to the Social Sciences and Humanities Research Council by the consultative Group on Archives" (Wilson Report) Social sciences and Humanities Research Council March 1980)p.63&64

xxi   Wilson Ibid., p.9

xxii   Wilson Ibid,.p.69&109

xxiii Wilson Ibid., p69,73,&109

xxiv   Report of the Federal Cultural Policy Committee" (Applebaum-Hebert) 1982 ps. 131-132

xxv   Laura A. Millar Presentation Canadian Archives Summit January 17,2014 p.1 (http://archivists.ca/sites/Attachments/Advocacy_Attachments/lmillar.archives_summit14.pdf)

xxvi   Millar "Discharging Our Debt" Ibid., p.139

xxvii Prairie Research Associates Summative Evaluation of the NADP ps.9&20

xxvii Chad Gaffield   Presentation at the Canadian Archives Summit January 17,2014 p.1

xxviii Millar Canadian Archives Summit Ibid., p.1

xxx   Public Policy Forum "Preserving Canada's Memory: Developing a Strategic Approach to digital preservation" September 2013 p.13 (www.ppforum.ca/node/2938)

xxxi   Bolman and Deal , Ibid., p.13

xxxii   Bolman and DeaL, Ibid., P.14

xxxiii Louis Sullivan "The Tall Office Building Artistically Considered" Lippincott's Magazine March 1896 p.403

xxxiv   Canadian Council of Archives Strategic Plan 2013-2018 p.3,4&5

xxxv   Prairie Research Associates Ibid., p20

xxxvi   Employment and Social Development Canada DMPC Discussion Paper p.1

xxxvii "Funding the Archive Sector Research Report " The National Archives and the International Centre for Archives and Records Management Research and Users Studies (ICARUS) University College London. September 2012 (www.ucl.ac.uk/dis/icarus/projects/fundingarchiveprojects/Funding_the_Archives_Sector_Report. pdf)

xxxvii D. Richard Valpy "Reflections on the National Acquisition Strategy " Submission to the Royal Society of Canada Expert Panel on the Future of Libraries and Archives February 10, 2014 p1

xxxviii Ian E Wilson "The Challenges of the Next Decade" Canadian Archives Summit p.3 and Rec.2 p.4 (www.archivist.ca/sites/Attachements/Advovacy _attachments/iewsummit futurefinal2.pdf

xl   Wilson Ibid,. p.4 Rec.3 p.4

xli Shelley Sweeney , "Lady Sings the Blues: The Public Funding of Archives Libraries and Musuems in Canada" in Better Off Forgetting? Essays on Archives Public Policy and Collective Memory. Cheryl Avery and Mona Holmlund Eds (Toronto, University of Toronto Press, 2010) ps.22&23

xlii D.Richard Valpy the former archivist of the NWT originally raised this idea in a series of conversations and emails with the author while researching the history of the National Acquisition Strategy. Valpy has reiterated his view in his submission to the Royal Society Expert Panel cited above.

ANNEX 1: The Canadian Archival System

Canadian Archival System

CCA

LAC — NPTAC — CPTA — AAQ — ACA — 13 Provincial/Territorial Councils

Post-Secondary Educational Institutions

Labour Force in Archives

Associated Heritage Professionals, Infrastructure and other Labour Groups Employed in Archives

- Conservation and Restoration
- Facilities Management
- Marketing and Communication
- Project Management
- Retail Services
- IT/Data Management
- Human Resource Management
- Monetary Appraisal
- Financial Management
- Stakeholder/Customer Service
- Volunteer Management
- Donor Relations
- Fundraising
- Etc...

Archival institutions Across Canada

Stakeholders/Sponsor Organizations

Users, User Groups & Organizations

Suppliers/Private Sector
- Software & Hardware
- Equipment
- Supplies & Materials
- Etc....