Nature's Memory: An Appraisal Strategy for Ontario Provincial Park Records – Algonquin Park as a Case Study

by

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Abstract

Archival records are essential for understanding changes in the environment. However, these records are largely ignored by archivists, who overwhelmingly focus on records of human history. Algonquin Provincial Park in east-central Ontario was established in 1893 and is the oldest park in the Ontario Ministry of Natural Resources, Provincial Parks system. In addition to the many official functions and activities that occur in Algonquin Provincial Park, it is host to extensive environmental monitoring, assessment and research. However, no adequate system is in place to ensure that the records of archival value are identified, appraised, and preserved. An appraisal methodology is required to assist archivists to identify environmental records of long-term value.

Using Algonquin Provincial Park as a case study, through primary source analysis of its structures and functions and comparisons with other park systems, various archival appraisal theories and methodologies are tested in order to determine the best method for appraising environmental records in general and the records of parks. It is determined that macroappraisal is the best method for appraising only the records created by the official functions and activities of Algonquin Provincial Park. However, the park depends on and interacts with many external affiliated organizations, including the Algonquin Forestry Authority, The Friends of Algonquin Park, Algonquins of Golden Lake First Nation, leaseholders, researchers, protest groups, anglers, businesses and contractors. The creation of environmental

monitoring, assessment and research records is increasingly accomplished external to official government functions and activities. Many of these external groups create environmental records of archival value, yet, no formal strategy to preserve irreplaceable records is implemented in Algonquin Park. Elements from archival appraisal methodologies such as macroappraisal, the documentation strategy and the Minnesota Method are helpful for determining the relative archival value, and therefore level of documentation, of these external individuals, groups and organizations. This combination of methodologies is the most effective for ensuring the preservation of important environmental information and subsequently the environment. Various preservation partnership strategies are also suggested for these records identified as having archival value.

Acknowledgements

Several years ago when I was working on contract as the archivist in Algonquin Provincial Park, I was faced with an appraisal decision: should I keep or throw out a collection of large charts drawn on brown craft paper. These cumbersome documents did not seem "historical." After all, in my opinion, the archives served as a place to preserve old maps, photographs, correspondence, and reports – not rough charts drawn on craft paper. Yet these charts documented approximately twenty years of bird data and thanks to Ron Tozer they are preserved today. Although I understood that important archival documents are created in parks, I did not then recognize some of the most valuable documents related to the environment.

Not until I attended the Archival Studies programme at the University of Manitoba and read Candace Loewen's article did I recognize that I was not the only archivist to be concerned about environmental records. Both Hugh Taylor and Candace Loewen have recognized the essential role archivists play in the preservation of the environment and their writings inspired this thesis.

Dr. Terry Cook encouraged me to pursue my interest in the archives of parks and the preservation of environmental records. I owe many thanks to Terry for believing that the preservation of parks and the environment is a valid area of archival study. His patience, insight, enthusiastic encouragement and expert guidance were essential for my successful completion of this thesis. I have learned a great deal from him.

Algonquin Park staff Rick Stronks, Brad Steinberg, and Nancy Checko provided me with resources, information, and ideas. Their assistance is gratefully acknowledged. Ron Tozer kindly agreed to read a segment of this thesis despite his busy schedule. Ron's work and untiring contributions to the preservation of the natural and human history of Algonquin Park are invaluable. His humour is a great help too. Andrea Allison also contributed resources and ideas to this thesis. Andrea's unselfish dedication to the preservation of the memory of Quetico Provincial Park is an inspiration to me.

Thank you to my parents for introducing me to Algonquin Park and to my sisters for sharing a tent with me. My Woodley and Scriver families as well as many friends have provided much needed love, encouragement and advice along the way. Without the unfailing support of my husband and paddling partner, Aaron, this thesis would not have been possible.

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Introduction

The global climate is changing. On Banks Island in Canada's High Arctic, residents have noticed that the permafrost is melting, and new species such as barn swallows, robins, flies and mosquitoes have arrived on the island.[1] According to the World Meteorological Organization, "Central Canada experienced its warmest and most humid summer on record" in 2005.[2] The climate is changing; and archival records are essential for understanding climate variability and climate change over time.

Long-term environmental observations depend on the preservation of archival records containing information about the natural world. Environmental research and monitoring often take place in parks. Publications and reports such as *Our Common Future* (or the Bruntland Report) and *Agenda 21* have increased the awareness of the importance of parks as preservers of the environment. Ontario's oldest provincial park, Algonquin Provincial Park (Algonquin Park), is host to extensive environmental monitoring and research.[3] Despite the role of the park in the preservation of species and the reliance on monitoring records to form management decisions, there is no formal strategy to preserve irreplaceable environmental monitoring records created in Algonquin Park. Although Algonquin Park is under the jurisdiction of the Ontario

[1] International Institute for Sustainable Development, "Sachs Harbour Observations on Climate Change," http://www.iisd.org/climate/arctic/sachs_harbour.asp (March 2004).
[2] *Ibid*., p. 6.
[3] Norman Quinn, "A Wildlife Management Plan for Algonquin Park," Ministry of Natural Resources (January 2003): p. 8. For example, research on wolves has been conducted in Algonquin Park since 1958. Previously thought to be a Gray Wolf, it has recently been asserted that the wolves in Algonquin Park are closely related to the Red Wolf of the Southern U.S. and as a result have been designated the Eastern Canadian Wolf (*Canis lycaon*), a potentially new subspecies. *Ibid.*, p. 2

Ministry of Natural Resources, the Archives of Ontario does not have a strategy for preserving these records. Neglecting the preservation of environmental records is not unique to Algonquin Park. Archival holdings overwhelmingly focus on records of human history, rather than records of the environment and the natural world. In order to develop a continuum of archival environmental data, upon which wise decision-making may be based for sound ecological preservation, more effective record keeping of environmental data is essential.

The critical issues relating to identifying and preserving records containing environmental information are set forth in this thesis. The thesis is organized into five chapters that cover the broad dimensions of the problem: first, an analysis of recent appraisal theory in archival literature that addresses the functional analysis of record-creating entities; second, an administrative history of Algonquin Park; third, an appraisal of the environmental functions of parks and their current record-keeping practices using Algonquin Park as a case study; fourth, an appraisal of the environmental functions and current record-keeping practices of external agencies, individuals and organizations that interact with the park; and finally, the proposed appraisal strategy to allow parks to improve the appraisal of environmental records for long-term archival preservation.

The first chapter provides a critical analysis of the existing literature on archival appraisal theory and methodology as it applies to environmental records. Since there is limited literature on the archival appraisal of environmental records, archival appraisal of the related field of scientific records and scientific data are also considered. Traditional archival appraisal literature as well as literature on

macroappraisal, functional analysis and the documentation strategy are examined in order to establish a theoretical foundation for an environmental records appraisal strategy.

Chapter Two provides an overview of the administrative history of Algonquin Park. As the oldest provincial park in Ontario, Algonquin Park provides an excellent case study because of the volume and accessibility of environmental information, and the variety of functions and activities that result from the park's management objectives. As a result of this diversity, the functions and activities of other parks are likely to also be found in Algonquin Park. Therefore, the analysis of the functions and activities of Algonquin Park may be applicable to other parks. The management policies for Algonquin Park seek a balance between landscape protection, recreation, and forest management activities.[4] This chapter includes a comparison of the establishment of Algonquin Park with that of several similar parks: Yosemite National Park, Yellowstone National Park, Banff National Park, and Rondeau Provincial Park. In order to document Algonquin Park and in particular the environmental records pertaining to the park, it is essential to examine the functions of many distinct but interdependent organizations affiliated with the park that produce records now and have produced them historically. Therefore, Chapter Two describes the administrative history of Algonquin Park concurrently with histories of related groups and organizations. Finally, this chapter concludes with a description of the administration of Algonquin Park today.

Chapter Three applies the archival theory of macroappraisal methodology in order to analyze the functions, policies and procedures of Algonquin Park and the

[4] Ministry of Natural Resources, "Algonquin Provincial Park Management Plan," (1998), pp. 9, 13.

related structures established for carrying out those functions. The chapter provides a critical review of legislation, policies, functions, and development plans that are available from Ontario Parks, Archives of Ontario, Algonquin Provincial Park and Quetico Provincial Park.

Chapter Four combines the theoretical and functional insights from the previous chapters and suggests an appraisal strategy for Algonquin Provincial Park based on macroappraisal, the documentation strategy and the Minnesota Method. The new methodology suggests solutions for the identification, appraisal, and good management of the various types and media of records necessary for environmental preservation as these may be found within the record-keeping universe of a park. Records created during park management and use, such as environmental monitoring records, are essential and irreplaceable resources that, as Candace Loewen argues, provide the long-term cumulative data that is essential for the wise preservation of the environment.[5] Formal archival record-keeping systems should exist for all parks and this chapter outlines the appraisal strategy necessary to realize that goal. The archival strategy follows the Canadian "total archives" tradition and therefore includes the preservation of records from both the public domain and private individuals, groups, and organizations. In the same tradition, a sensitivity to media other than traditional text-based records is incorporated, as photographs, maps, documentary art, and other media can contain environmental information. A discussion of when archival facilities should be maintained within parks and when records should be transferred to

[5] Candace Loewen, "From Human Neglect to Planetary Survival: New Approaches to the Appraisal of Environmental Records," *Archivaria* 33 (Winter 1991-1992): pp. 87-103.

centralized archival facilities is also included in this chapter. The fifth and final chapter provides a summary of the study and provides suggestions for future work.

This thesis will analyze archival record keeping in Algonquin Provincial Park, as a case study of broader trends in recording environment-related information. Protecting the environment is one of the primary purposes of provincial parks in Ontario,[6] yet this function is poorly documented in archives. Environmental records including information on the impact of recreation and forestry management activities in the park are necessary for the lasting preservation of Algonquin Provincial Park and for understanding deeper and fundamental changes in the natural environment. This study will outline the benefits of identifying and preserving environmental archival data and will propose a strategy for identifying and then collecting the essential records of provincial parks. A model for the appraisal of Algonquin Park records is proposed in this study based on the results of research and analysis of the functional-structural context of park records and related records that are found at parks headquarters, and in the Archives of Ontario and Library and Archives Canada. The result offers records creators in parks a framework for the better preservation of environmental information.

[6] Ontario Ministry of Natural Resources, *Ontario Provincial Parks: Planning and Management Policies, 1992 Update* (1992), in particular Section 2.1.1. "Environmental Protection," p. 9.

Chapter One

Methodology and Literature Review

Ecological preservation and wise decision making about the environment depend on effective record keeping and subsequent archival preservation. Yet, over fifteen years ago, Candace Loewen, then the archivist for the records of Parks Canada at the National Archives of Canada, observed that archivists are generally uncomfortable appraising environmental records because archivists predominantly have backgrounds in the humanities and social sciences, not the natural or earth sciences. Her observation still holds true. She argues that environmental records are poorly represented in archives, and that archivists need to sharpen their sensitivity to the correlation between planetary survival and the preservation of environmental records.[1]

How do archivists know which environmental records should be preserved? Even the definition of environmental records is problematic because identifying this type of record is subject to the perceptions and needs of users who appear only many years after these archival appraisal choices will have been made. Could a photograph of a cottage illustrating low water levels, or charts of deer-mice population or oral accounts of changes in weather patterns be valuable? In 1978, Catchpole and Moodie argued that archival documentary resources are essential for environmental scientists. They outlined the potential usefulness of artistic evidence, written accounts, fictional

[1] Candace Loewen, "From Human Neglect to Planetary Survival: New Approaches to the Appraisal of Environmental Records," *Archivaria* 33 (Winter 1991-1992): pp. 87-103.

narratives, and factual data to the environmental scientist. All of these types of records and still others could provide useful information to environmental researchers. However, how do archivists determine which records are valuable and which are not?

This chapter will provide a critical analysis of the existing literature on archival appraisal theory and methodology as they apply to environmental records. Since there is limited literature on the archival appraisal of environmental records, archival appraisal of the related field of scientific records and scientific data will also be considered. Traditional archival appraisal literature as well as more recent literature on macroappraisal, functional analysis and documentation strategies will be examined in order to establish a theoretical foundation for an appraisal strategy for parks and environmental records. This chapter concludes that macroappraisal is a good candidate for appraising the official records of Ontario Parks. However, elements from the documentation strategy and the Minnesota Method are necessary partners with macroappraisal for identifying the archivally valuable records of private individuals and organizations that may otherwise be excluded.

Defining "Environmental Records"

In order to establish a theoretical foundation for the appraisal of environmental records, a definition of "environmental records" is required. Todd Welch, an assistant archivist at the Oregon Historical Society, states that "it is crucial that archivists select, preserve, and encourage the use of records containing information related to the interaction between nature and humans," but he does not

offer a definition of environmental records.[2] Definitions of environmental records often identify specific types of records, such as measurement and observational data, and the value of some nontextual records, such as maps and photographs.[3] Others include general definitions of records that contain information on "some aspect of the physical environment" and "records that relate to environmental issues broadly defined, including records reflecting human interaction with the environment."[4] Although Catchpole and Moodie argue that both factual and fictional accounts in archives contain valuable evidence to environmental scientists, they also neglect to define environmental records.[5] They do outline the types of records in archives that often incidentally pertain to the environment. Their primary example is the Hudson's Bay Company post journals. Although these records are considered "unscientific," the authors conclude that they are valuable for historical environmental research. Catchpole and Moodie caution that

> apparently mundane comments and observations on the environment made in the past have value beyond simply providing some background colour for a description of a political situation or social condition. Such information, especially if extensively distributed through time and space, can provide valuable clues to the evolution and possible future directions of our environment.[6]

Statements such as these by specialist researchers and archivists imply a broad definition of environmental records. According to the authors, a significant majority

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[2] Todd Welch, "'Green' Archivism: The Archival Response to Environmental Research," *American Archivist* 62 (Spring 1999): p. 75.
[3] See Clyde M. Collier, "The Archivist and Weather Records," *American Archivist* 26 (October 1963): pp. 477-485, Margaret O. Adams, "Electronic Records and the Environment," *Agricultural History* 66 no. 2 (Spring 1992): pp. 339-344, and Martin Comeau, "Archives, Historical Climate Records, and the Climate Observations of Thomas Corcoran, Hudson's Bay Company, 1827-1841," M.A. thesis University of Manitoba, 2005.
[4] Adams, "Electronic Records and the Environment," p. 341.
[5] A.J.W Catchpole and D.W. Moodie, "Archives and the Environmental Scientist," *Archivaria* 6 (Summer 1978): p. 114.
[6] *Ibid*., pp. 135-136.

of records potentially available to archives could be harbouring environmental information and should therefore be retained. Loewen also provides a broad definition of environmental records. She states that they include

> those records which reveal the age-old human desire to monitor, control and forecast (sometimes) unpredictable nature, including the actual data marshalled to support these aims. They have also been created as part of a particular function or scientific process.[7]

She also states

> that a general definition of environmental records would incorporate records (such as policy records) that do not necessarily concern the environment *per se*; a reconsideration of the appraisal of environmental records will have an impact on the appraisal of such kinds of records.[8]

Loewen adds that context is crucial to the appraisal and preservation of environmental records. For example, policy records may not be considered "environmental," but are essential for understanding why the environmental records were created, by whom, under what constraints, and so on.

In his report on the appraisal of scientific records for the National Archives of Canada, Brien Brothman states that defining "science" was similarly problematic and restricts his study to those agencies that are explicitly mandated to perform a scientific function. He excludes, therefore, agencies that perform scientific *tasks*, such as the conservation labs at Library and Archives Canada, in favour of agencies that have scientific *functions*.[9] However, restricting the definition of environmental records to records created by offices that have environmental functions would

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[7] Loewen, "From Human Neglect to Planetary Survival," p. 95.
[8] *Ibid*.
[9] Brien Brothman, "On Generic Approaches to the Disposition of the Scientific Records of the Federal Government of Canada," Part I, A Report Prepared for the Records Disposition Division, National Archives of Canada (March 1996), p. 10. Brien Brothman wrote this report after leaving the National Archives of Canada, but reflecting on his capacity as the science specialist archivist there.

exclude, for example, environmental monitoring records. Environmental monitoring records are increasingly created and maintained by citizen groups for environmental and recreational purposes. The Government of Canada recognizes the importance and legitimacy of citizen monitoring data, as shown by the creation of the Environmental Monitoring and Assessment Network (EMAN) and the Canadian Information System for the Environment (CISE), both of which actively collect environmental monitoring data from citizen groups. Since environmental monitoring records are often created outside of the mandated functions of government agencies, this chapter will use a broad definition of environmental records, including scientific and non-scientific records, in order to determine which appraisal theory is best suited to environmental records. Scientific records outlined by Brothman as potentially important include observational data; research-related correspondence; laboratory notebooks; instrument design records; logbooks; raw data; analyzed data; instrument printouts; field notebooks; scientists' information files; images including photographs, slides, films, drawings and video; cartographic records; instrumentation/apparatus records; technical reports; test reports/studies; conferences, workshops and seminar documentation; and draft reports/articles.[10] Although all of these types of records have potential archival value, this thesis will focus on environmental monitoring records as a broad category that includes scientific ecological monitoring records, atmospheric monitoring records, anecdotal and historic records, assessment, local

[10] See Brien Brothman, "Generic Approaches to the Disposition of the Scientific Records of the Federal Government of Canada," Part II, A Report Prepared for the Records Disposition Division, National Archives of Canada (March 1997).

knowledge, and "citizen science."[11] Environmental monitoring records are a useful reference point because both scientists and citizens create them. These records are also often created outside the official government functions, and therefore they may be excluded from archival appraisal. The following sections will provide a background to archival appraisal theory with a focus on the appraisal of scientific records. The chapter will conclude with a proposed appraisal methodology for provincial park records.

Traditional Archival Appraisal

Until recently, archival appraisal theory has been heavily influenced by the methodologies of two archival appraisal pioneers, Hilary Jenkinson and T.R. Schellenberg. First published in England in 1922, Hilary Jenkinson's *A Manual of Archive Administration* became the definitive text for archivists in the English-speaking world for several decades, and some of his ideas remain influential yet among some archivists.[12] It has since been translated into several languages and continues to be used by many archivists today. Jenkinson is famous for asserting that archivists are custodians responsible for protecting the archives which house documents of official transactions. He argued that documents turned over to an archivist from a creator provide an authentic representation of the creator's work so long as the records involved demonstrate clear unbroken ownership, reliability, integrity and unimpaired creation.[13] Any interference by an archivist or historian

[11] The term "citizen science" was coined by Alan Irwin in his book, *Citizen Science: A Study of People, Expertise and Sustainable Development* (London: Routledge, 1995).
[12] Sir Hilary Jenkinson was the Deputy Keeper of the Public Record Office from 1947-1954.
[13] Hilary Jenkinson, *A Manual of Archive Administration* (Oxford: Clarendon Press, 1922), p. 11.

before such transfer would ruin the impartiality and sanctity of evidence within these documents. Therefore, only the creator was permitted to appraise records during the natural course of business "*before they reach the Archive stage.*"[14] He advised creators to keep the records that would enable an outsider to continue their work without previous knowledge of their business. Jenkinson argued that "for an Administrative body to destroy what it no longer needs is a matter entirely within its competence and an action which future ages (even though they may find reason to deplore it) cannot possibly criticize as illegitimate or as affecting the status of the remaining archives.…"[15] In a second edition of his book, Jenkinson includes a response to criticisms that creators may destroy too many or too few documents and that creators would be self-conscious about their historical role and posterity. However, he does not change his position and does not provide any helpful solutions for the role of the archivist in appraisal. In his "Golden Rule of Archive Making," Jenkinson warns that the creator should be encouraged to destroy enough documents to prevent an unreasonable accumulation.[16] He states that "we [as archivists] wish to increase [the creator's] activities and to eliminate from them any motive based on the alleged historical requirements of the future."[17] Not surprisingly, Jenkinson argued that archives left by the past should not be destroyed since the creators would not be present and any selection by the archivist would destroy the existing impartiality of the records. Jenkinson foresees that "there is a real danger that the Historian of the future, not to mention the Archivist, may be buried under the mass of his manuscript

[14] *Ibid*., p. 129. Original emphasis.
[15] *Ibid*., p. 128.
[16] *Ibid*., p. 130.
[17] *Ibid*., pp. 129-130.

authorities; or alternatively that to deal with the accumulations measures may be taken which no Archivist could approve."[18] However, Jenkinson continued to assert that only the records' creator was responsible for determining the volume of records to be preserved.[19]

Jenkinson's method is unsatisfactory for the appraisal of any major series of modern records, including environmental ones, because it excludes active participation by archivists. Without such active participation, environmental records may not be preserved. In addition, since Jenkinson's time in the interwar years, the volume of records has drastically increased, and the nature and media of records creation has radically changed, so that archivists are no longer able to preserve all of the records created and thus potentially received in the archives. Jenkinson's assertion that archivists should be passive custodians protecting unimpaired evidential value has been widely dismissed. Since the late twentieth century, archivists including Tom Nesmith, Terry Cook, Verne Harris, Eric Ketelaar, and Joan Schwartz, among others, have adopted postmodernist principles that reject such foundationalism as Jenkinson advocated, and they have questioned the existence of universal principles, and archival distinctions and descriptions considered to be constant for all times in all places, as well as any notion of the impartiality and objectivity of archivists and their archives.

Nesmith argues that "the postmodern view...helps us to see that contrary to the conventional idea that archivists simply receive and house knowledge, which merely

[18] *Ibid*., p. 117.
[19] Terry Cook, "What is Past is Prologue: A History of Archival Ideas Since 1898, and the Future Paradigm Shift," *Archivaria* 43 (Spring 1997): p. 23.

reflects society, they actually co-create and shape that knowledge and thus society."[20] He also disputes conventional perceptions of archivists as custodians who do not affect the physical and intellectual integrity of the records.[21] The postmodern view challenges the idea that communication is transparent and neutral and asserts that "our understanding of reality is powerfully shaped by the particular communications we are immersed in, and by our efforts to communicate ideas and experiences with them."[22] Harris argues that the interpretation of records is dependent on context as social, political and cultural circumstances.[23] Records do not remain static after their creation. Both researchers and archivists alike will interpret documents according to their social, cultural and political experiences. Similarly, Jenkinson's opinion that impartiality exists, even in the case of scientific records, is problematic. Today archivists and scientists alike recognize that "science is anything but neutral. Its choices of projects, methods, and practitioners, its standards of acceptance, and reasons for exclusion and failure have all reflected current needs and interests, and deeper social, linguistic, ideological, gender and emotional patterns."[24]

American archivist T.R. Schellenberg authored "The Appraisal of Modern Public Records" in 1956 among many other works as a senior leader in the National Archives in Washington.[25] Unlike Jenkinson before him, he argued that the archivist,

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[20] Tom Nesmith, "Seeing Archives: Postmodernism and the Changing Intellectual Place of Archives," *American Archivist* 65 (Spring/Summer 2002): p. 27.
[21] *Ibid*., p. 3.
[22] *Ibid*., p. 6.
[23] Verne Harris, *Exploring Archives, An Introduction to Archival Ideas and Practice in South Africa*, 2nd ed. (Pretoria: National Archives of South Africa, 2000), p. 14.
[24] Terry Cook, "Mind Over Matter: Towards a New Theory of Archival Appraisal," in *The Archival Imagination: Essays in Honour of Hugh A. Taylor*, ed. Barbara L. Craig (Ottawa: Association of Canadian Archivists, 1992), p. 44.
[25] T.R. Schellenberg, "The Appraisal of Modern Public Records," *National Archives Bulletin* 8, (Washington, 1956).

not the creator, should be responsible for appraisal decisions. Schellenberg developed the American "life cycle" concept in which records have an "active" life, are later retired to dormant storage where they are referenced but rarely, and then are finally destroyed or become archival. He followed the English belief that records had a brief "primary" value while active, based on the reasons for which the record was created. Record officers and other agency officials should judge this value.[26] There are three criteria for determining the primary value of records: legal, fiscal, or administrative value.

However, some records may acquire a "secondary" value after the primary value to the creator has expired. This "secondary" value is determined by the potential for research use by exterior agencies or non-governmental users and, especially for Schellenberg, academic historians, and is divided into two categories: evidential value and informational value. Evidential value illustrates the agency's history, organization and function and reflects the importance of records for researchers, not for administrators, in documenting the functions, programmes, policies, and procedures of the creator.[27] Informational value illustrates documents of importance to scholarly or other research in general and must be judged by the information content within the records about persons, places, things, events, ideas, and so on. He recommended that archivists should be trained in history and should work together with record officers to determine what records contained secondary value. Schellenberg stated that archivists "should make judgments on the value of records in terms of their ultimate usefulness to the people and the government using

[26] T.R. Schellenberg, *Modern Archives Principles and Techniques* (Chicago: University of Chicago Press, 1956), p. 28.
[27] Cook, "What is Past is Prologue," p. 27.

whatever professional assistance they can obtain either from public officials or from scholars."[28] Schellenberg's distinction between active "records" and historical "archives," however inadvertently, created a legacy of division between record managers and archivists.[29]

The records that were preserved as a result of Schellenberg's theory often represented the top five percent of the administrative hierarchy and excluded case files in large part or interaction with minority groups such as volunteers or protesters or Aboriginal people. As Kolsrud states regarding appraisal, "the main theme has not been the construction of what but the destruction of whom as well."[30] The implication of this exclusivity is that protest, volunteer and other minority or even marginal groups that create environmental records or are involved in environmental processes are excluded from archives. Loewen points out that "the scientific record will not be complete unless we document the activities and findings of alternative, protest groups – such as anti-nuclear parties – as well as all concerned parties: local, provincial, national and international."[31]

Yet Schellenberg's methological dependence on the needs of historical researchers, or any researchers, to dictate what is preserved is problematic because it risks acquiring thematic collections and unrepresentative or "trendy" records and therefore threatens archival principles such as provenance. Archives are used by a wide variety of people for often unanticipated purposes. Welch argues from a Schellenbergian perspective that archivists must alter reference services and appraisal

[28] Schellenberg, *Modern Archives*, p. 32.
[29] Cook, "What is Past is Prologue," p. 28.
[30] Ole Kolsrud, "The Evolution of Basic Appraisal Principles: Some Comparative Observations," *American Archivist* 55 (Winter 1992): p. 36.
[31] Loewen, "From Human Neglect to Planetary Survival," p. 100.

decisions in order to serve the needs of environmental records users. However, as Loewen asserts, "what may not have been considered an environmental issue or environmental record yesterday may be one today."[32] Catering appraisal to the needs of contemporary users risks losing records that will be valuable in the future. As Hans Booms states, Schellenberg did "not really advance the archivist's ability to identify archival value."[33]

Challenging Traditional Archival Appraisal

In 1972 Hans Booms, a leading German archivist, stated that general solutions to the problem of archival appraisal were lacking in East and West Germany.[34] He rejected the dominant archival appraisal methodology, which he called *Fingerspitzengefül* or "subtle intuition." This methodology was similar to Schellenberg's methodology. It was based on the belief that archivists would acquire *verstehen* or an intuitive understanding, a "feel" for determining the historic value of records after years of practical experience, combined with historical knowledge and historical education. Therefore archival theory is unnecessary as practice is the only essential appraisal requirement.[35] Booms was critical of *Fingerspitzengefül* because archivists worked at applying strategies of *what* to do rather than thinking of the problem of archival appraisal at a higher theoretical level of *why* to keep some

[32] *Ibid.*, p. 95.
[33] Hans Booms, "Überlieferungsbildung: Keeping Archives as a Social and Political Activity," *Archivaria* 33 (Winter 1991-1992): p. 26.
[34] Hans Booms' article "Gesellschaftsordnung and Überlieferungsbildung: Zur Problematik archivarischer Quellenbewertung" originally appeared in *Archivalische Zeitschrift* 68 (1972): pp. 3-40 was an expansion of an address he delivered at the opening of the German Archives Conference in 1971. It was translated into English as Hans Booms, "Society and the Formation of a Documentary Heritage: Issues in the Appraisal of Archival Sources," *Archivaria* 24 (Summer 1987): pp. 69-107.
[35] *Ibid.*, pp. 84-85.

records and destroy others. Moreover, when archivists were inundated with a large volume of modern institutional records, the attachment to *Fingerspitzengefül* began to dissolve. Booms disapproved of the dominant perception that "the most significant agencies [i.e., internal units] were those at the top of the organization hierarchy."[36] Instead he argued that

> one cannot, for example make the *a priori* assumption that records from a president's office, such as in the Federal Republic of Germany, are necessarily more significant than those from the office concerned with social security, even though the latter is on a much lower administrative level.[37]

In response, Booms exchanged finding archival "value" from "important administrative bodies"[38] to "important social processes."[39] Booms asserted that free public opinion should determine what social processes were important and therefore deserving permanent preservation in archives through relevant records reflecting those processes. Unlike Jenkinson and Schellenberg's exclusive models that most often resulted in the preservation of the records pertaining to the powerful and elite, Booms' theory reflected more egalitarian social perspectives. Booms also rejected diplomatics and Jenkinson's perception of inherent authenticity. He states that "documentary sources do not possess an inherent value discernable within the documents themselves. Documentary sources become valuable only when the

[36] Booms, "Überlieferungsbildung," p. 26.
[37] *Ibid*., p. 27.
[38] The Sante-Rohr model, as named by Booms as the European version of Schellenberg, combined the appraisal solutions suggested by Georg Wilhelm Sante and Wilhelm Rohr. Sante suggested that archivists should determine the archival significance of an agency by the function of the agency. However, according to Booms, Sante did not propose further standards that would assist the archivist in determining these criteria. Following Sante, Rohr asserted "that the more important a records-creating agency is within the whole organic structure of an administrative organization, the more valuable are the documents it generates." However, the Sante-Rohr model is similar to Schellenberg's idea of evidential value and leaves no room for minorities or exterior groups. Booms argues that in essence Sante and Rohr transferred the responsibility of disposal to the producers of the records, not unlike Jenkinson. See Booms, "Society and the Formation of a Documentary Heritage" pp. 89-90.
[39] Kolsrud, "The Evolution of Basic Appraisal Principles," p. 34.

archivist accords them value during the appraisal process."[40] Unlike traditional appraisal perspectives, Booms argued that archival value must be generated by the context of societal values manifested through records, not by the requirements of a creator or user.

Initially, Booms suggested that archivists should determine societal opinion by reading best-selling books and popular media sources in order to determine what issues were central to society and to then acquire representative records. However, Booms' solution was very time consuming since the value of events can only be determined after acquiring a comprehensive view of the total societal development process. In 1991 he published a second article in English outlining the revisions he had made to his strategy, but the theory of basing appraisal on societal values remained unchanged. He argued that important societal issues should be determined "indirectly through research into the functions of those key records creators designated by society to realize its needs and wishes."[41] Rather than studying public opinion directly, one would learn about it indirectly by looking at all institutions in government and their interactions with people.[42] Cook argues that

> Booms remains the most important thinker on the philosophical underpinnings of archival appraisal. Reacting against the worst excess of the traditional statist approach, whereby the state's ideological values are imposed on the very definition of the archival record, Booms believed that society must be allowed to define its own core values, and that these values should then be representatively mirrored through archival records.[43]

[40] Hans Booms, "Society and the Formation of a Documentary Heritage," p. 82.
[41] Cook, "What is Past is Prologue," p. 30.
[42] *Ibid*.
[43] *Ibid*.

Booms' contribution to appraisal theory is crucial for the appraisal of environmental records because it moves the focus away from an approach that appraised records for their position in the administrative hierarchy to one that appraised the context of creation and broadly related societal interests.

While Booms was working on appraisal theory in Germany, Helen Samuels, then the chief archivist of the Massachusetts Institute of Technology, was pioneering a documentation strategy. However, Samuels was unaware of Booms' work until it was first translated into English in 1984. She has contributed to the appraisal of scientific records and is credited by Cook as being the most important appraisal thinker in the United States after Schellenberg. Samuels recognized that modern record keeping requires analysis at an institutional level and focused on documenting themes, functional areas and geographical areas from an institutional level.[44] Her documentation strategy addresses the fact that records pertaining to one theme or subject are divided among many record creators and thus across multiple archival repositories. Appraisal should therefore be an active, cooperative, inter-institutional activity shared between archivists, creators, subject experts and users with the goal of ensuring that important domains are documented.

Samuels' documentation strategy was influenced by the Joint Committee on the Archives of Science and Technology (JCAST), and discipline centres including the Center for History of Physics at the American Institute of Physics (AIP). This Center has developed and used a documentation strategy since the early 1960s. Hackman and Warnow-Blewett note that collective appraisal decision-making has

[44] *Ibid*. p. 33.

become common within the sciences.[45] As Fortier explains, there was a significant increase in collaboration between scientists residing in different institutions and nations after the Second World War. The AIP sought to document these collaborations, since their records were not included in other archival programmes.[46] The AIP implemented a documentation strategy, therefore, that reflected multi-institutional collaborations. As Alexander and Samuels state, the documentation strategy emphasizes "planning and cooperation, not collection."[47] The process begins with a group of stakeholders including archivists, working together to analyze the documentary universe, in order to assess any documentary challenges, to determine what records should be acquired and to create a plan for implementing the strategy. Samuels explains the strategy as follows: "the fundamental thesis that underlies this concept: analysis and planning must precede documentary efforts, and institutions must work together because modern documentation crosses institutional lines."[48] The planning does not begin with an investigation of available records for the value of their subject content, but of the topic and related contexts in which the information would be created, consequently removing the emphasis from what does exist to what should exist.[49] The strategy is intended to reflect that records pertaining to one theme, activity or geographic area may have been created in different institutions and may reside in multiple repositories. Samuels hoped that this strategy would enable

[45] Larry J. Hackman and Joan Warnow-Blewett, "The Documentation Strategy Process: A Model and a Case Study," *American Archivist* 50 (Winter 1987): pp. 12-47.
[46] Normand Fortier, "Patterns of Organization and Records Creation in Scientific Research: The Work of the American Institute of Physics," *Archivaria* 54 (Fall 2002): p. 119.
[47] Philip N. Alexander and Helen W. Samuels, "The Roots of 128: A Hypothetical Documentation Strategy," *American Archivist* 50 (Fall 1987): p. 529.
[48] Helen Samuels, "Improving Our Disposition: Documentation Strategy, " *Archivaria* 33 (Winter 1991-1992): p. 126. See also Helen Samuels, *Varsity Letters: Documenting Modern Colleges and Universities*, (Metuchen: The Society of American Archivists and Scarecrow Press, Inc, 1992), p. 14.
[49] Helen Samuels, "Who Controls the Past?" *American Archivist* 49 (Spring 1986): p. 120.

archivists to understand that "they handle only part of the total documentary record."[50] Ultimately, the stakeholders establish a plan to ensure that records pertaining to the selected theme or topic are preserved. However, records collected as a result of a documentation strategy are not artificially acquired by one archives, but reside in the archives of the creating (or parent) institution.[51]

Samuels argues that provenance does not apply to scientific records in the same way that it applies to other records. She states that since science has evolved from an individual to a team activity, records of an individual or corporate body pertaining to one project are products of cooperative creation.[52] For example, wolf research in Algonquin Park has been conducted by researchers from both the Ministry of Natural Resources and the University of Waterloo. Therefore, a comprehensive documentation of wolf research in Algonquin Park would require that both groups are documented, even though they reside in distinct institutions, and may have different perspectives. Samuels would argue that when documenting wolf research in Algonquin Park, institutional boundaries may be more artificial than thematic boundaries.

Authors Joan Hass, Helen Samuels and Barbara Trippel Simmons attempt to demystify scientific and technology records for archivists in their book *Appraising the Records of Modern Science and Technology: A Guide*, in the hopes that archivists will feel more comfortable appraising these types of records. The authors are critical of records management schedules that focus on administrative, legal and financial records, like Schellenberg's methodology, and which therefore neglect research and

[50] *Ibid*., p. 121.
[51] Samuels, "Improving Our Disposition," p. 127.
[52] Samuels, "Who Controls the Past?" p. 111.

scientific development records. They state that "to appraise effectively, archivists need to understand that the nature of the scientific and technological process and the complex patterns of communication and funding affect the existence and location of records."[53] Therefore, the authors argue in favour of a cooperative documentation strategy involving archivists and scientists since research records often reside in multiple repositories.

A documentation strategy based on Samuels' recommendations was implemented in western New York as part of the New York Historical Records Program Development Project between 1986 and 1988. The project was used as an experiment to improve the coordination of analysis, planning and action of appraisal in New York. However, soon after the project began, the participants decided that documenting New York was too complex to be implemented. Therefore, they decided to limit the project to the state's six western counties.[54] Even with this reduced scope, Richard Cox, an archivist at the New York Archives and Records Administration, concluded that "further testing, evaluation and discussion" was required before the documentation strategy could be considered effective.[55] Although he reasons that the documentation strategy remains hypothetical, and rather problematic in terms of real-world implementation, Cox applauds Samuels' work for supporting active appraisal policies and acquisition procedures. He concludes that the documentation strategy

[53] Joan K. Haas, Helen Willa Samuels, and Barbara Trippel Simmons, *Appraising the Records of Modern Science and Technology: A Guide* (Chicago: Massachusetts Institute of Technology, 1985), p. 23.
[54] Richard Cox, "A Documentation Strategy Case Study: Western New York," *American Archivist* 52 (Spring 1989): p. 194.
[55] *Ibid*., pp. 199-200.

requires further development through testing and discussion before it can be realistically implemented.

In response to criticisms of the documentation strategy, Samuels developed an additional appraisal strategy, institutional functional analysis, in her book *Varsity Letters*. In fact, the institutional functional analysis was designed to precede the documentation strategy in order to help archivists appraise the official records of an organization.[56] The analysis begins with studying and evaluating the importance of each function to the organization. This contributes to an understanding of why records were created and the context in which they were created. For example, in *Varsity Letters*, Samuels examines seven core functions that constitute academic institutions and reflect activities at all colleges and universities as derived from her analysis of the vocabulary used by the institutions to describe themselves.[57] Samuels argues that by understanding the functions of an institution, archivists will be well equipped to effectively document the institution.[58] Following such a functional analysis of their "home" institution and appraisal of its records, archivists would then use the documentation strategy to look beyond traditional institutional boundaries for additional relevant records.[59] Official and non-official records are essential components of documenting an institution, since many important people and events are not documented in official records.[60] Samuels recognized that "individuals and institutions do not exist independently...government, industry, and academia – the private and public sectors – are integrated through patterns of funding and

[56] Samuels, "Improving Our Disposition," p. 128.
[57] Samuels, *Varsity Letters*, p. 6.
[58] Samuels, "Improving Our Disposition," p. 129. See also Samuels, *Varsity Letters*, p. 2.
[59] *Ibid*., p. 131. See also Samuels, *Varsity Letters*, pp. 1, 4.
[60] *Ibid*., p. 133. See also Samuels, *Varsity Letters*, p. 7.

regulations."[61] Her theory greatly contrasts with the ideas of earlier archival writers in that she encourages archivists to change from passively managing records to adapting an active role ensuring that sufficient documentation is preserved. Samuels' strategy illustrates that "adequate documentation" includes both the official and non-official records of an institution.

Cook praises Samuels for adopting institutional functionalism based on the activities of the record creator as the basis of appraisal of organizational records. However, he is also critical of the absence of a clear definition for how functions are to be isolated and defined. Cook recommends that documentation strategy should be used after corporate and institutional records are appraised using provenance and a structural-functional matrix, in order to locate relevant related private records. Samuels' contribution to the appraisal of scientific records is significant. Although the documentation strategy paired with institutional functional analysis remains faulty in having strong traces still of Schellenberg's thematic or subject-based approach, it has contributed to the understanding of the need for cooperative appraisal between institutions and has advanced the appraisal of scientific records, and of active appraisal by archivists based on research and planning.

Macroappraisal

Terry Cook, then the senior manager directing the appraisal and disposition program for the National Archives of Canada, developed macroappraisal in 1989-90 as a methodology for appraising the records of the Government of Canada. Although it was conceived in Canada, macroappraisal has been embraced by many archivists

[61] Samuels, "Who Controls the Past?" p. 111.

throughout the world and has greatly influenced appraisal in Australia, South Africa, Switzerland, the Netherlands, the United Kingdom, the United States, and others as well. Macroappraisal theory expands on the functional appraisal methods of Hans Booms and Helen Samuels.

In contrast to the Jenkinsonian approach to appraisal, and Samuels' collective approach, Cook argues that archivists should be responsible for appraisal. He states, "macro-appraisal asserts that *archivists* – not researchers or creators – are society's professional agents appointed by law to form its collective memory."[62] In response to the increasing rate of records creation, macroappraisal removes the traditional emphasis from appraising the subject content to the broader societal context of the records. Verne Harris describes macroappraisal as documenting the processes first and then the records.[63] Cook was inspired by Booms' argument that archivists have a responsibility to actively preserve documents that reflect society. Consequently, macroappraisal is supported by a social theory articulated by Cook that asserts that the "value" of records is derived from the processes and interactions that are illustrative of the relationship between government and society.[64] In this way, macroappraisal goes further than functional analysis by identifying how government activities and functions affect society and in turn are affected by it. Cook describes the aim of macroappraisal as being to document governance rather than government. By documenting "governance," archivists can preserve interactions between citizens

[62] Terry Cook, "Appraisal Methodology: Macro-Appraisal and Functional Analysis, Part A: Concepts and Theory," (National Archives of Canada, 2000), p. 4. Original emphasis.
[63] Verne Harris, *Exploring Archives*, p. 41.
[64] Cook, "Appraisal Methodology: Part A," p. 4.

and the state in addition to internal government or other organizational functions.[65] A strength of macroappraisal is its "postmodern" sensitivity to marginalized voices. Unlike traditional appraisal approaches, macroappraisal accounts for the impact of policies and programs on individuals and groups. Administrators and their records are not considered more valuable than citizen groups, as macroappraisal is especially designed to reflect how citizens interact with the state. Since the environmental movement has often existed in a marginalized position, macroappraisal offers a helpful perspective for preserving environmental records.

The implementation of macroappraisal begins with research and analysis to determine the relative importance of the functions, programs and major activities of government, at various levels, and is then followed by the establishment of where the functions are administered across many institutions, or parts of institutions. In recognition that there are two main types of business functions: those assigned by law or policy (portfolio), and internal administrative requirements (mandate), macroappraisal begins by identifying the *Office of Primary Interest*[66] from which the portfolio and mandate originate. Cook states that the best archival record is most often located in the *Office of Primary Interest*; however, this must be verified case by case.[67] Such offices are not just at headquarters, but depending on the activities, at regional and local levels as well. The research continues with an analysis of the

[65] Terry Cook, "Beyond the Screen: The Records Continuum and Archival Cultural Heritage" Paper delivered at the Australian Society of Archivists Conference, Melbourne, 18 August 2000, p. 10. http://www.archivists.org.au/sem/conf2000/terrycook.pdf (accessed June 14, 2006)
[66] An *Office of Primary Interest* (OPI) is defined by Library and Archives Canada as "the administrative entity within government which is *exclusively* responsible and/or accountable for formulating policy, making decisions, or delivering a program or service to Canadians by virtue of law, regulation or mandate, and is the location for the best archival record." Cook, "Appraisal Methodology: Part A," p. 6.
[67] Cook, "Appraisal Methodology: Part A," pp. 5-7.

impact that functions or programs have on citizens. After determining the location of critical records within the organization, a survey of private and cross-jurisdictional records outside the organization is recommended, although this is outside the scope of macroappraisal itself which was designed to focus only on official organizational records.

A final step of macroappraisal is to determine if any records may be exceptions to the results of macroappraisal. Cook identifies three types of important records that may not be captured by the macroappraisal process: those with legal requirements for long-term retention, those with intrinsic symbolic or aesthetic value as material objects, and those with informational value. Informational value is the most challenging exception, because based solely on their informational content, all records have potential research value to someone.[68] Environmental records such as wildlife observation data fall within the informational value category. Therefore, he outlines strict guidelines to help archivists to determine informational value. Records of informational value must be "unique" in that,

> the information is created *exclusively* by the federal government *and*, second, that they are of 'national significance', defined as substantially enriching understanding about Canada's history, society, culture, ideas, and people *as a whole* or at the level of nation-wide prominence or involving a major national activity.[69]

This definition could be applied to the records of Algonquin Park by replacing the nationally specific words of Cook's federal government model with parks-related terms. However, this definition does not ensure that environmental monitoring

[68] Terry Cook, "Appraisal Methodology: Macro-Appraisal and Functional Analysis, Part B: Guidelines for Performing an Archival Appraisal on Government Records," (National Archives of Canada, 2000), p. 10.
[69] *Ibid*. Original emphasis.

records created informally by cooperation between park staff and members of other organizations will be preserved. Cook does state that it is necessary to "identify the existence of specialized one-of-a-kind research institutes, stations, or laboratories producing unique records or observational data and thus requiring individual attention."[70] In the case of environmental records that are increasingly created as a result of inter-institutional cooperation, private-sector records must be considered as part of the appraisal process.

Following the Canadian "total archives" tradition, macroappraisal recognizes the importance of records created in the private sector and in all media.[71] For example, oral records have often been excluded from archives. The disregard for oral records has excluded many groups, including aboriginal peoples, from a place in archives. Verne Harris has argued for the importance of preserving oral records within the context of personal record keeping. In his criticism of Sue McKemmish's account of private-sector record keeping, he argues that ignoring the oral record risks "marginalizing whole layers of personal recordkeeping, and marginalizing whole recordkeeping collectives."[72] In the case of environmental records, the history of the environment often relies on oral accounts. For example, a project spearheaded by the International Institute for Sustainable Development worked with Inuit trappers and hunters to document the major environmental changes they have detected. The project used video to record interviews documenting traditional knowledge of the Inuit

[70] *Ibid*., p. 5.
[71] Terry Cook, "Fashionable Nonsense or Professional Rebirth: Postmodernism and the Practice of Archives," *Archivaria* 51 (Spring 2001): p. 30. See also Cook, "Appraisal Methodology: Part A," p. 3.
[72] Verne Harris, "On the Back of a Tiger: Deconstructive Possibilities in 'Evidence of Me,'" *Archives and Manuscripts,* 29 (May 2001): p. 15.

regarding climate change.[73] Oral, written, photographic, electronic: records of all media must be considered equally important as potential witnesses of the environment and its changes over time.

Macroappraisal provides a very strong basis for appraising environmental records because it demands that archivists be sensitive to minority groups and organizations as well as to records that may not be otherwise captured by a functional analysis. In this way, macroappraisal has the potential to respond to Loewen's criticism of traditional appraisal approaches. She argues that:

> We have assumed that detailed information about natural resources and scientific processes was less important to the collective memory of Canadians, and their *right* to have it preserved, than records of a social or – for government records, at least – administrative nature."[74]

The best appraisal method is one that is sensitive to the fact that many environmental records reside both with official organizations and with private individuals and groups, often participating in cooperative projects.

When environmental records such as environmental monitoring records are located, it is necessary to determine whether the records are "unique." For example, is it necessary to retain observational data for one location by several different sources or can one source be superior to the others? In a report produced for Library and Archives Canada as part of its macroappraisal program, Brien Brothman discusses appraisal considerations of scientific records. He warns that scientists may have imported micro-level observational data from larger data sets already well-preserved

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[73] Graham Ashford and Jennifer Castleden, "Inuit Observations on Climate Change, Final Report," International Institute for Sustainable Development, (June 2001). http://www.iisd.org/pdf/inuit_final_report.pdf. (accessed May 29, 2006).

[74] Loewen, "From Human Neglect to Planetary Survival," p. 90. Original emphasis.

by an archival institution. Archivists should consider the following when appraising observational data: the uniqueness of the data; how well the records are documented and if they include detailed contextual metadata; whether the hardware to use the data is available; whether the cost of replacing the data (where relevant) is more than the preservation costs; and whether the data has undergone peer review for integrity and completeness.[75] These points agree with the criteria for both observational and laboratory sciences outlined by the Commission on Physical Sciences, Mathematics, and Applications.[76] Both Brothman and the Commission concur that the majority of observational data should be preserved because natural phenomena cannot be reproduced.[77]

Insights from the authors of the Minnesota Method on the recent appraisal methodologies discussed above are helpful for determining the best methodology for appraising environmental records. Frustrated that modern appraisal theory was inadequate for documenting more than one institution, staff at the Minnesota Historical Society developed the Minnesota Method. This method is a fusion of the most suitable theories for the purposes of appraising modern private-sector business records by a collecting repository.[78] The authors state that the documentation universe is too vast for one repository, so prioritization is a necessity. The authors dismiss

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[75] Brothman, "Generic Approaches to the Disposition of Scientific Records," Part II, p. 64.
[76] Commission on Physical Sciences, Mathematics, and Applications, *Preserving Scientific Data on Our Physical Universe: A New Strategy for Archiving the Nation's Scientific Information Resources* (1995) p. 35. http://books.nap.edu/books/030905186X/html/35.html#pagetop (accessed May 25, 2004).
[77] Brothman, "Generic Approaches to the Disposition of Scientific Records," Part II, p. 66 and the Commission on Physical Sciences, Mathematics, and Applications, *Preserving Scientific Data on Our Physical Universe,* p. 35.
[78] Mark A. Greene and Todd J. Daniels-Howell, "Documentation with an Attitude: A Pragmatist's Guide to the Selection and Acquisition of Modern Business Records," in *The Records of American Business*, ed. James M. O'Toole (Chicago: Society of American Archivists, 1997), pp. 161-229. Mark A. Greene was the curator of manuscripts acquisition of the Minnesota Historical Society.

functional analysis because it is inadequate for appraising the value of one organization against another. Macroappraisal is credited as the best methodology for prioritization; however, since it was designed for appraising government records and appraising records creators, the authors note that its usefulness for determining various levels of documentation in the private business world is limited. They write of macroappraisal, "appraising and setting priorities among the records creators is the single most important – and probably single most difficult – step in the process."[79] The authors note that not everything available to the archives can be collected, and even if everything available is collected, it is not certain that better documentation would result. They agree that appraisal must be active (starting before the records are created); and appraisal should involve a consultation with a group of subject experts, records creators and archivists. In many ways, the Minnesota Method resembles the documentation strategy. However, the authors are critical of the emphasis on the involvement of a documentation group within the documentation strategy. Although a documentation group is useful for soliciting the opinions of experts, it emphasizes that a single archives or repository is capable of determining the proper level of documentation or making appraisal decisions.[80] In addition to their criticisms of the documentation group, the authors are wary of Samuels' emphasis on the cooperation between independent repositories because they believe that repository missions in real life are usually selfish and always restricted in scope by official mandates.

The authors are primarily critical of Samuels' and some other archivists' assertion that an achievable level of adequate documentation exists. They warn that

[79] Greene and Daniels-Howell, "Documentation with an Attitude," p. 169.
[80] *Ibid*., 169.

this dangerously misleads users and resource distributors into believing that there is a definable end to documentation, and simply raises unrealistic expectations. Overall, the authors assert that "adequate" documentation can never exist, because defining what is adequate will always be subjective. As Jimerson states, "The 'Minnesota Method' they developed is based on the assumption that all archival appraisal is subjective but that, through careful analysis of both records creators and the records themselves, archivists can establish appraisal and selection criteria that are 'rational and efficient relative to a specific repository's goals and resources.'"[81] The authors conclude that since determining an "adequate" level of documentation is subjective, businesses should be documented at differing levels depending on the goals, resources and circumstances of the company and repository, and of course the scope, complexity, and impact of their functions. In the case of environmental records, when appraisal decisions could ultimately lead to the significant destruction or enhanced preservation of the environment, it is easy to believe that there is an achievable level of adequate documentation. However, as the authors state, that level of documentation will always be subjective. Therefore, a methodology based on a combination of macroappraisal, the documentation strategy and the Minnesota Method are essential for appraising environmental records.

The Combined Solution for Algonquin Park

Although macroappraisal provides solutions to the theoretical and practical weaknesses of traditional Schellenbergian appraisal approaches, and expands on

[81] Randall C. Jimerson, review of *The Records of American Business*, by James M. O'Toole ed., H-Net Reviews in the Humanities & Social Sciences, (H-Business, May 1998), http://www.h-net.org/reviews/showrev.cgi?path=286341082769774 (accessed April 28, 2004).

functional analysis, it is restricted by the fact that it was initially established for the appraisal of government records. Environmental records, particularly observational and monitoring records, are often, however, outside the official functions of any government agency. This may be in part because in Canada governments are becoming increasingly less involved in environmental monitoring while citizens are becoming more involved.[82] A problem of documenting environmental records, particularly monitoring records, is that this function does not fall within the official function of Algonquin Park and could be missed otherwise. Macroappraisal attempts to capture all potentially important records, but only from among the official functions or responsibilities of an agency or institution of government. However, it is not clear that it would capture environmental monitoring records created as a result of a partnership between the park and another agency or outside of a formal function of either the park or associated organizations. Without combining the documentation strategy and the Minnesota Method to appraise records of private individuals and organizations, macroappraisal alone would miss environmental monitoring records created during an informal cooperative project between volunteers and staff. The strongest appraisal solution for provincial park records consists of macroappraisal and an adaptation of elements from the documentation strategy and the Minnesota Method, in order to capture the records of individuals, private organizations, and government agencies at all levels, who cooperatively or separately create records relating to the park's environment.

[82] Carol Hunsberger, "Exploring Links Between Citizen Environmental Monitoring and Decision Making: Three Canadian Case Examples," M.Sc. thesis University of Waterloo, 2004, p. 2.

Hugh Taylor has gone further than any other appraisal writer when he wrote that "the extent to which records have a bearing on the natural world should be one of the first considerations in archival appraisal."[83] Although beginning with macroappraisal and employing a revised documentation strategy and Minnesota Method does not go as far as Taylor's recommendation, the proposed combination may be the best hope of achieving Taylor's ideal. This thesis will test this proposed combined methodology.

[83] Hugh Taylor, "Recycling the Past: The Archivist in the Age of Ecology," *Archivaria* 35 (Spring 1993): p. 208.

Chapter Two

Administrative History of Algonquin Park

Algonquin Provincial Park (hereafter Algonquin Park) is the oldest provincial park in Ontario and one of the most famous parks in Canada. This chapter will provide a short history of the park as the context for appraising its records. The history will include a comparison of the establishment of Algonquin Park with that of several similar parks: Yosemite National Park, Yellowstone National Park, Banff National Park, and Rondeau Provincial Park. In order to document Algonquin Park and in particular the environmental records pertaining to the park, it is essential to examine the functions of many distinct but interdependent organizations within the park that produce records. Therefore, this chapter describes the administrative history of Algonquin Park concurrently with histories of related groups and organizations. Finally, this chapter concludes with a description of the administration of Algonquin Park today.

In order to illustrate that Algonquin Park developed as a result of interactions between many diverse groups and activities, all generating records, this chapter is divided into the following sections: the establishment of Algonquin Park, 1893-1897; George W. Bartlett's tenure as superintendent, 1898-1922; Frank A. MacDougall's term as superintendent, 1931-1941; the development of the Algonquin Park Master Plan, 1958-1974; and the influence of Ontario Parks, 1996 to the present. The first section on the establishment of Algonquin Park also explores the influence of the

Royal Commission on Forest Reservation and National Park, the *Algonquin National Park Act*, the early management of the park, and provides a short comparison of the development of the park with other parks in the United States and Canada.

The Establishment of Algonquin Park, 1893-1897

Located between Georgian Bay and the Ottawa River in east-central Ontario, Algonquin Park was established to protect the headwaters of the Petawawa, Madawaska, Bonnechere and Nipissing Rivers, to control (but not eliminate) forestry harvesting practices and human settlement, and to preserve fish and wildlife. (See Figures 1 and 2). It was also originally established to serve as a health resort for the citizens of Ontario. The provincial government had recommended the establishment of a park in 1892 in response to concerns that a portion of the land in Ontario should be preserved from settlement for the future.[1] The creators of Algonquin Park were greatly influenced by the relatively recent establishment and management of national and state parks in both the United States and Canada. Alexander Kirkwood, Senior Officer of the Lands Branch of the Department of Crown Lands, used examples of other parks including, for example, Yellowstone Forest Reservation and the *Rocky Mountains Park Act* in the Ontario *Report of the Royal Commission on Forest Reservation and National Park* in 1893.

The United States is credited with establishing the first state and national parks in the world. For example, Yosemite National Park in California is considered

[1] See Gerald Killan, *Protected Places: a History of Ontario's Provincial Parks System* (Toronto: Dundurn Press in association with Ontario Ministry of Natural Resources, 1993).

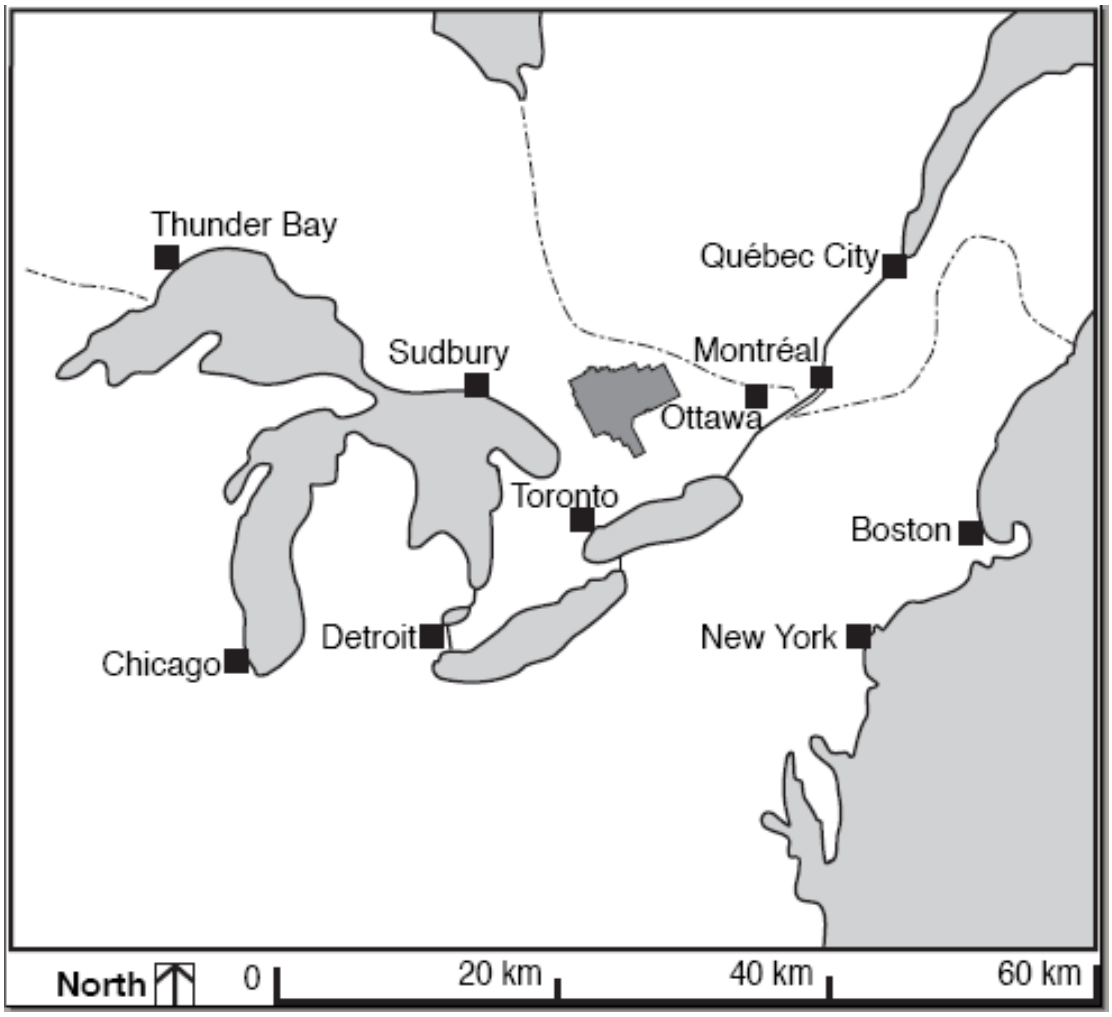

Figure 1: The location of Algonquin Park is shown in dark grey. Ontario Parks, *Algonquin Provincial Map*, (Whitney, 2006). Used with permission.

"the first public, non-urban protected area in the world."[2] Land was first set aside for preservation in 1864 when the federal government ceded the Yosemite Valley and Mariposa Grove of Giant Sequoias to the State of California. Nearby land was used by the federal government to establish Yosemite National Park and controlled by the military in 1890. The Yosemite Valley and Mariposa Grove of Giant Sequoias was

[2] John Shultis, "The Creation of National Parks and Equivalent reserves in Ontario and the Antipodes: a Comparative History and its Contemporary Expression," in *Changing Parks: The History, Future and Cultural Context of Parks and Heritage Landscapes*, eds. John S. Marsh and Bruce W. Hodgins (Toronto: Natural Heritage/Natural History, 1998), p. 191.

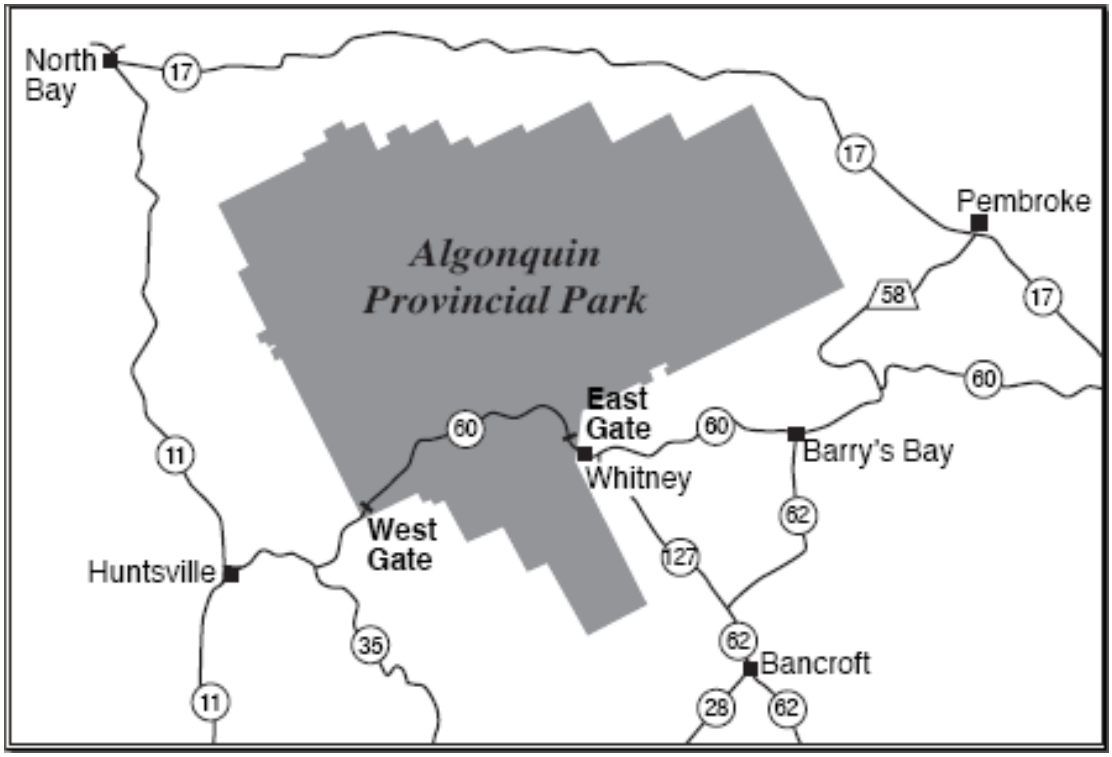

Figure 2: The location of Algonquin Park in Ontario. Ontario Parks, *Algonquin Map*, (Whitney, 2006). Used with permission.

receded to the federal government and the whole area was unified as Yosemite National Park in 1906.[3] Yellowstone National Park in 1872 was "the first reservation of wild lands for recreational purposes under the direct management of the Federal government."[4] In Canada, the first national park was founded in 1885 when the Crown created a ten-square-mile reserve to protect geothermal hot springs near Banff, Alberta, from sale and settlement. The federal government passed the Rocky Mountains Park Act in 1887.[5] The park later expanded several times and became Banff National Park.

[3] Richard A. Grusin, *Culture, Technology, and the Creation of America's National Parks* (Cambridge: Cambridge University Press, 2004), p. 19.
[4] *Ibid*., p. 19.
[5] Dennis Carter-Edwards, "The History of National Parks in Ontario," in *Changing Parks,* p. 94.

The momentum to establish Algonquin Park began in 1886 when Alexander Kirkwood, a clerk in the Crown Lands Department, published his letter to the Crown Lands Commissioner, T.B. Pardee, as the pamphlet, "Algonkin Forest and Park, Ontario."[6] The Royal Commission on Forest Reservation and National Park was established by the provincial government in 1892. According to historian Gerald Killan, the provincial government had decided to establish a park before the commission was selected. Killan's assertion contradicts earlier writing that suggests the commission was formed for the very purpose of determining whether a park should be established. Killan states that the commission was selected to determine which townships should be included in the proposed park.[7] Between 1892 and 1893, the Royal Commission (of which Kirkwood was appointed chair) investigated and made recommendations about the way in which the park should be managed and proposed boundaries for the park. The subsequent report was published as a Sessional Paper in 1893.[8] Algonquin National Park was established shortly thereafter as a responsibility of the Department of Crown Lands, when the *Algonquin National Park Act* was passed on May 27, 1893 by the Legislative Assembly of the Province of Ontario. The park was first called "national" to reflect the importance of the park, not its administration, and perhaps because the draft of the *Algonquin National Park Act*

[6] Alexander Kirkwood, "Algonkin, Forest and Park, Ontario. Letter to the honourable T.B. Pardee, M.P.P., Commissioner of Crown Lands for Ontario" (Toronto, 1886). See also R.S. Lambert and Pross, *Renewing Nature's Wealth - a Centennial History of the Public Management of Lands, Forests & Wildlife in Ontario 1763-1967* (Toronto: Ontario Department of Lands and Forests, 1967), p. 167.
[7] Killan writes, "Historians have tended to place a considerable importance on this commission, in the belief that the decision to create the park hinged on its recommendations. Interestingly, the evidence does not support such an interpretation. Crown Lands Commissioner Hardy revealed in the provincial legislature in March 1892 that the government had, in fact, already decided to establish the park even before the commission was selected. All that was required of the commission was 'to investigate the character of the townships and ascertain those best adapted for the purpose' and to determine 'the mode, system and cost of maintaining such reservations as the Adirondack and the Yellowstone Parks." Killan, *Protected Places*, p. 14.
[8] *Ibid.*

closely followed the legislation that established the Rocky Mountains National Park.[9] However, the park was always under the administration of the provincial government and the name of the park was changed to Algonquin Provincial Park in 1913.

Algonquin Park was first managed by Superintendent Peter Thomson along with a staff of four park rangers. Thomson established park headquarters on Canoe Lake in 1893, in the south-west area of the park. The superintendent submitted annual reports to the Minister of the Department of Crown Lands. During the early history of the park, staff consisted of park rangers and fire rangers. Park rangers cleared trails, patrolled the park to prevent poaching, cleaned campsites, posted signs to mark portages, monitored the activities of lumbering companies and assisted visitors and residents. Park rangers had many diverse responsibilities, including an enforcement role tracking and prosecuting poachers, controlling the population of wolves, maintaining a telephone line, building and operating ranger cabins (these were used as temporary residences), monitoring portages, and harvesting resources to contribute to the park's profit. The fire rangers built and maintained cabins as their residences, and fire observation towers and of course fought fires. The most famous fire ranger is, perhaps, the painter Tom Thomson. Later affiliated informally with (although never a member of) the Canadian painters called the Group of Seven, Thomson worked as a licensed fishing guide in the summer of 1915 and a fire ranger in the summer of 1916. Although Thomson stated that it was difficult to sketch while working as a fire ranger because "the two jobs don't fit," he did paint the sign for the fire ranger's cabin, Out-

[9] Ontario Ministry of Natural Resources, *Algonquin Provincial Park Management Plan* (Toronto: Ontario Ministry of Natural Resources, 1998), p. 1 and Killan, *Protected Places*, p. 15.

Side-In on Grand Lake.[10] Many of Thomson's sketches and paintings of Algonquin Park, including "Fire-Swept Hills" (1915), "Abandoned Logs" (1915) and "The Drive" (1916-1917), document the effects of forestry harvesting activities on the landscape, in addition to his more famous depictions of the rugged wilderness devoid of human activity.

It is important to recognize that the eighteen townships originally encompassed by the park were not pristine wilderness. Years of forestry harvesting practices, forest fires, dams and log chutes, logging camps, farming and settlement had drastically altered the landscape. Unlike Banff National Park, the establishment of Algonquin Park was not intended to promote settlement or the development of resources in surrounding regions nor was it directly related to the development of the railway by encouraging tourism. Cook states that national parks in Canada were part of the federal government's decision to open the West. He writes, "the development of early national parks coincided with the federal government's efforts through the former Department of the Interior to settle the West and develop its resources."[11] While the national parks themselves would have only limited settlement, they were part of this larger land-settlement and transportation initiative over many decades. However, Algonquin Park was not developed under the same circumstances. The park was created to control settlement. However, resident lumber companies sought to challenge this objective. The Gilmour Lumber Company constructed the village of Mowat to support company operations at Canoe Lake in 1896. According to Killan,

[10] Dennis Reid, ed., *Tom Thomson* (Vancouver: Douglas & McIntyre, 2002), p. 138.
[11] Terry Cook, "Sources for the Study of Canada's National Parks" (Ottawa: Public Archives of Canada, 1978), p. 6.

the village grew to a population of 700 residents.[12] The mill and village were established in anticipation of the construction of the Ottawa, Arnprior and Parry Sound Railway. A railway did not exist in the park until lumber baron J.R. Booth began to construct that line in 1895. Booth intended the railway to carry additional lumber that could not be transported out of the park otherwise. The opening of the first railway line through Algonquin Park in 1897 had a significant impact on the development of the park. Soon after, park headquarters were moved to Cache Lake, near the Algonquin Park Station in the south-west area of the park. The railway contributed to settlement in Algonquin Park, since railway staff along with their families lived at the railway stations. Small villages often formed around the stations and lumber camps and later leaseholders and visitors used the railway to access the park as well.

Settlements developed around railway stations in both the south and the north ends of the park. In 1915 the Canadian Northern Railway line was completed through the north-east part of the park and purchased by the Canadian National Railway in 1918. Located in the park, Brent developed into one of these railway settlements. As a former resident, Rebecca Atkins describes Brent in her memoir, *My Childhood in the Bush: Growing up in Brent on the CNR in Algonquin Provincial Park (1913-1919)*. Brent consisted of a well-developed railway yard that included a water tower, turntable, roundhouse, shops, coal chute, boxcar houses, station, boarding house, bunkhouse and other houses by 1916.[13] Although Brent was only accessible by train,

[12] Killan, *Protected Places*, p. 38.
[13] Rebecca Atkins with Paul and Doug Mackey, *My Childhood in the Bush: Growing up in Brent on the CNR in Algonquin Provincial Park (1913-1919)* (Toronto: Past Forward Heritage Limited, 2001), pp. 22-23.

Atkins describes the growing numbers of visitors. For example, the Ford Motion Picture Company from California came to shoot footage for a newsreel in the summer of 1917.[14] Brent continued and eventually a store, school, post office, park ranger's depot, leased cottages, and a restaurant were established in the community. According to Paul and Doug Mackey, when the Ministry of Natural Resources discontinued plowing the road in the winter, Brent declined as a year-round community.[15] The northern railway line was active until 1996, when it was discontinued. Although the park was established in part to control settlement activities, the railway, lumber companies and the administration of the park resulted in clusters of settlements throughout the park.

Rondeau Provincial Park was established as the second provincial park in Ontario in 1894. Rondeau Park was intended to preserve Pointe aux Pris for the recreational and conservation interests of Ontarians.[16] Unlike Algonquin Park, Rondeau Park was much smaller and closer to larger urban areas. Between 1896 and 1898, the Office of the Attorney General was responsible for both Algonquin and Rondeau Parks (see *Figure 3* for administrative structures).

Superintendent George W. Bartlett, 1898-1922

The development of Algonquin Park remained fairly uneventful until George W. Bartlett was hired as the third superintendent of the park in 1898. Bartlett became the longest serving superintendent in the park and one of the most influential until his retirement in 1922. Bartlett's tenure included the development of private and

[14] *Ibid*., pp. 31-34.
[15] *Ibid*., p. 47.
[16] Killan, *Protected Places*, p. 18.

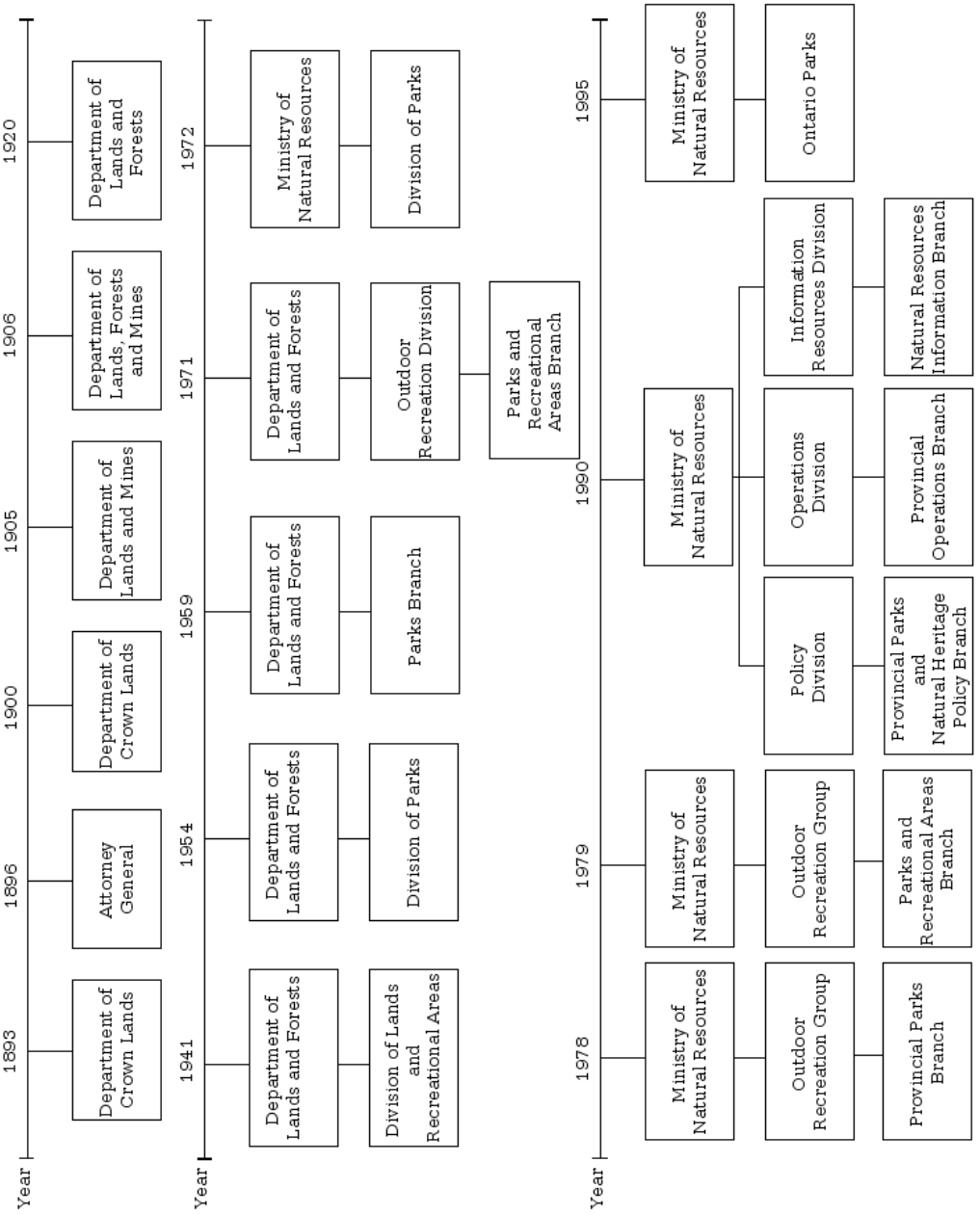

Figure 3: Algonquin Provincial Park parent agencies, 1893-1996.

commercial leases, the construction of the railway, and the establishment of the first *Provincial Parks Act.*

A year after Bartlett's appointment, the authority for Algonquin and Rondeau Parks was transferred from the Office of the Attorney General to the Department of Crown Lands. Therefore, Bartlett reported to the Minister of Crown Lands. Years

later, oral historian Audrey Saunders described Bartlett's responsibilities as follows: "the job included the position of Postmaster, Commissioner in the High Court of Justice, Police Magistrate, and Chief Coroner in the district of Nipissing. The Premier of the Province told [Bartlett] that the park had been a blot on the Government and asked [Bartlett] to make it a credit."[17] As superintendent, Bartlett was very entrepreneurial. He worked to make the park more attractive to tourists by introducing new species; encouraging short-term leases for cottages, lodges and camps; and selling products produced in the park. His new species included elk, ring-necked pheasant, capercaillie (a large woodland grouse), black grouse and smallmouth bass.[18]

Shortly after Bartlett became the superintendent, he began to encourage tourism as a source of revenue for the provincial government to recover operational costs of the park. The development of the railway allowed for increased accessibility to and within the park. Short-term cottage and hotel leases were available, although Bartlett restricted their development to shorelines and islands close to the railway line and park headquarters. In 1907 he further restricted leases from being developed in the north end of the park.[19] More than 600 leases were thus created until the issuing of new leases was discontinued in 1954. Along with family cottages, leases were also granted to children's camps. The first of these was established in the park in the early twentieth century. The oldest summer camp for girls in North America, Northway Lodge, was moved to the park in 1908. This camp continues to operate today along

[17] Audrey Saunders, *Algonquin Story*, 2nd ed. (Whitney: The Friends of Algonquin Park, 1998), p. 105.
[18] Rory MacKay, "A Chronology of Algonquin Provincial Park," Algonquin Park Technical Bulletin No. 8. (Whitney: The Friends of Algonquin Park, 1993).
[19] *Ibid.*

with seven other residential children's camps: Pathfinder, Ahmek, Wapomeo, Tanamakoon, Wendigo, Arowhon, and Tamakwa.

Leases were also granted for the development of private lodges. The Grand Trunk Railway Company took over the southern railway line in 1905 and established the Highland Inn at the Algonquin Park Station in 1908.[20] Hotel Algonquin, Nominigan Camp, Camp Minnesing, Mowat Lodge, Wigwam Lodge, and Kish-Kaduk Lodge were some of those that were established but are no longer open. Killarney Lodge, Arowhon Pines, and Bartlett Lodge continue to operate today. These hotels and lodges have ranged from the rustic to the luxurious. Bartlett's intention to increase visitor levels was successful and by the end of his tenure Algonquin Park had become a centre of recreational activity.

Algonquin Park was placed under the authority of the Department of Lands and Mines during 1905-1906, which was renamed the Department of Lands, Forests and Mines in 1906 and there the park remained until 1920. Two years after the federal government passed the *Dominion Forest Reserves and Parks Act* in 1911, Ontario passed the first *Provincial Parks Act*. As a result, the *Algonquin National Park Act* was superseded and, for the first time, Algonquin and Rondeau Parks were administered under the same act.[21] In 1920 the Department of Lands, Forests and Mines was renamed the Department of Lands and Forests and therefore the parent authority for Algonquin Park was shifted again, and remained there until 1941.

[20] Killan, *Protected Places*, p. 49.
[21] Ian Attridge, "Canadian Parks Legislation: Past, Present and Prospects," in *Changing Parks*, pp. 223-224.

During this period the superintendent reported directly to the Deputy Minister of the Department of Lands and Forests.[22] Superintendent Bartlett retired in 1922 and was replaced by John W. Millar as acting superintendent. Millar was subsequently replaced by a long-time ranger, Mark Robinson, who was first an appointed and then an acting superintendent. In 1924 Millar became the superintendent once again.[23] J.H. MacDonald was appointed in 1930 to replace Millar. In 1931 Frank A. MacDougall was appointed superintendent and subsequently became one of the people who has had the greatest influence on management practices in the park.[24]

Superintendent Frank A. MacDougall, 1931-1941

Frank A. MacDougall was the superintendent of Algonquin Park between 1931 and 1941 during the Depression, the construction of Highway 60 (the only highway in the park) that crosses the entire lower portion of the park, and the popularization of camping as a recreational activity. During his term as superintendent, MacDougall witnessed a period of increased interest in recreational uses of the park and the growing conflict between recreational visitors and forestry management companies. MacDougall introduced innovative management solutions including merging park ranger and fire ranger positions, monitoring activity in the park by airplane, and establishing scientific research facilities. MacDougall's most significant contribution during this period was his articulation of the "multiple-use" management strategy that continues to be popular in park management today.

[22] Archives of Ontario, "Ministry of Natural Resources, Functional Analysis, Acquisition Strategy, 3.14," prepared by Wayne Crockett and Carolyn Gray (Toronto, 1997).
[23] Saunders, *Algonquin Story*, p. 150.
[24] MacKay, "A Chronology."

MacDougall became famous for his many innovations in park management. He streamlined park management by removing the division between park rangers and fire rangers. Park rangers were accountable to the superintendent while fire rangers were accountable to the district forester in Pembroke. Instead, MacDougall insisted that all rangers report to him and dissolved the distinction between the positions.[25] Another innovation for which MacDougall became known was his flight surveillances of the park. He was called the "flying superintendent" because he regularly flew over the park to monitor activities of timber companies and visitors. The numbers of visitors increased rapidly after the construction of a highway through the south end of the park began in 1933 as a Depression-era work project. Highway campgrounds were established to accommodate visitors who traveled to the park by car and did not wish to stay in a resort or lodge. The first campgrounds were located at Lake of Two Rivers, Tea Lake and Tea Lake Dam. Since then seven additional campgrounds – Rock Lake, Pog Lake, Mew Lake, Whitefish Lake, Coon Lake, Kearney Lake and Canisbay – have been established along Highway 60 and on the east side of the park, Achray. The establishment of campgrounds along the highway increased the accessibility of the park and, as a result, the number of visitors rose dramatically. In response, MacDougall invited scientists to establish research stations in order to study the effects of recreational activities on wildlife in the parks.

In order to study the effects of increased visitors on fish populations, MacDougall invited Professor W.J.K. Harkness of the University of Toronto to

[25] Killan, *Protected Places,* p. 61.

establish a field laboratory at Cache Lake in 1935.[26]A year later, the laboratory was moved to Lake Opeongo where it has remained. Today, the laboratory is known as the Harkness Laboratory of Fisheries Research and work at this facility is no longer restricted to the University of Toronto. The Harkness Laboratory was the first of several that would be established in the park over the years. The other research facilities include the Algonquin Park Wildlife Research Station (1944), Swan Lake Forest Research Reserve (1950), Algonquin Radio Observatory (1959), and Algonquin Fisheries Assessment Unit (1975). MacDougall recognized the importance of research to establishing park policy and continued to encourage research in Algonquin Park.

The Algonquin Park Wildlife Research Station is a 7,700 hectare area in Canisbay and McLaughlin townships and was established in 1944. This was in response to a request of the Federation of Ontario Naturalists.[27] The research station continues to be used by researchers at universities, including Guelph and Trent. Research has included long-term studies on, for example, small mammals, turtles and black flies. Many researchers who depend on the park to conduct their research have realized that long-term studies are valuable resources for provincial parks. For example, the researchers Ronald J. Brooks, John M. Fryxell, J. Bruce Falls and Anne E. Falls state that "long-term studies should be an important priority of our provincial parks to enhance both understanding and conservation of biodiversity."[28] They assert

[26] The Friends of Algonquin Park, "The Science Behind Algonquin's Animals," http://www.sbaa.ca/facilities.asp?cn=299 (accessed January 24, 2006).
[27] Saunders, *Algonquin Story*, p. 190.
[28] Ronald J. Brooks, et. al., "Long-term Fluctuations of Small Mammal in Upland Habitats in Algonquin Park," in *Forest/Wildlife Research in Algonquin Park, The 90s, Abstracts of a Symposium held at the Algonquin Park Visitor Centre, Dec. 13-14, 2000, PRFO Occasional Paper Series,*

that "such long-term studies are useful in monitoring abundance and diversity, and in testing hypotheses regarding ecological and demographic patterns…."[29] Therefore, MacDougall recognized the value of long-term studies to monitoring changes in the park environment.

Superintendent Frank MacDougall's greatest impact on the management of Algonquin Park, however, was his recognition of the unique balancing act that occurs between the needs of researchers, forestry management, children's camps, private lodges, visitors, hunters, anglers, aboriginal groups, and environmentalists, and their impact on the park. In December 1939, MacDougall wrote an article in *The Forestry Chronicle* outlining the importance of multiple land use. He wrote, "the simplicity of a single aim is not for Algonquin Park. In this area the forest is to be logged, it is to be conserved for the benefits of climate, its use as a health resort, its effect on stream flow."[30] Since MacDougall articulated the "multiple-use" planning strategy, Algonquin Park has been managed by balancing the interests of a variety of individuals and groups, in addition to those of Ontario Parks and the Ministry of Natural Resources.

In 1941 MacDougall was promoted and became the Deputy Minister of the Department of Lands and Forests. During MacDougall's term as Deputy Minister, the *Provincial Parks Act* was amended, the park was extended to include Clyde and

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Occasional Paper No. 1 eds. Norman Quinn and Greg Mason (Waterloo: Heritage Resources Centre, 2001), p. 13.

[29] *Ibid.*

[30] MacDougall's statement follows the original outline in the *Algonquin Park Act* for the purpose of the park. Frank. A. MacDougall, "Multiple Land Use," *The Forestry Chronicle*, XV no. 4 (December, 1939): p. 207. Located in Algonquin Park Museum Archives.

Bruton Townships, the Natural Heritage Education Program was established, and work on the Algonquin Park Master Plan was initiated.

The Development of the Algonquin Park Master Plan, 1958-1975

In the same year that MacDougall became Deputy Minister, the Department was reorganized. As a result, the Division of Lands and Recreational Areas became responsible for the administration of all provincial parks. The offices of district foresters were responsible for the administration of individual parks.[31] The Swan Lake Forest Research Reserve was established inside the park accessible from Highway 60 for the study of the ecology and silviculture of important hardwood tree species, particularly yellow birch regeneration in the park in 1950. Since then the breadth of research has widened to include many aspects of the ecology. The original research area was 1,120 hectares in size and is now 2,000 hectares. The Reserve became a node in the Boreal Shield Ecozone of the Canadian Ecological Monitoring and Assessment Network (EMAN) in 1993 and in the Forest Ecosystem Research Network of Sites (FERNS) in 1997.[32] The Reserve is currently administered by the Ontario Forest Research Institute (OFRI) in affiliation with the federal government's Natural Resources Canada.

The *Provincial Parks Amendment Act* of 1952 changed the administration of the park. This Act "establish[ed] the powers and duties of the district forester and

[31] Archives of Ontario, "Documentation of Parks and Recreational Lands Management at the Archives of Ontario" (March 1997), p. 5.
[32] The reserve consists of an office and lab building, a kitchen and dining hall, accommodation for approximately 20 people, a storage garage and workshop, and 12-km of roads. Natural Resources Canada, "The History of the Reserve," http://www.pfc.forestry.ca/ecology/ferns/swanlake/history_e.html (accessed October 30, 2004).

superintendent who is to be appointed in each park."[33] The *Parks Act* was reconstituted in 1954. A major change in park management that resulted from the act was the development of the classification system for various types of parks. Three types of park administration were established: "parks administered by the minister of Lands and Forests, by park commissions, and by another minister."[34] Algonquin Park was administered by the Minister of Lands and Forests. In 1954 Algonquin Park was placed, within the department, under the authority of the Division of Parks when the Division of Lands and Recreational Areas was divided into the Division of Parks and the Division of Lands.

In 1954 a policy was established to phase out leases in Algonquin Park. The plan was modified in 1978. The Provincial Parks Council reviewed the Cottage Leaseholder Policies for Algonquin and Rondeau Provincial Parks in 1986. The Council affirmed the long-term goal of phasing out cottages in Algonquin Park. The minister agreed with this recommendation to terminate private leases on or before the year 2017. At that time, all private leases will be reclaimed by the Ministry of Natural Resources, although camps and lodges will be permitted to retain leases. In 1994 year-round residency was prohibited in Algonquin Park and several leaseholders who had been living in Algonquin Park were required to move for a period of each year.

When the Division of Parks was renamed the Parks Branch in 1959, the administration of Algonquin Park was subsequently reassigned yet again. In the same year park headquarters were moved from Cache Lake to the East Gate on Highway 60. The main administrative offices for the park have remained at the East Gate. The

[33] Archives of Ontario, "Documentation of Parks," p. 10.
[34] Attridge, "Canadian Parks Legislation," p. 224.

Algonquin Radio Observatory was established on the east side of the park in 1959. The *National Radio Observatory Act* was passed in 1962-63. The Observatory continues to be managed by the National Research Council of Canada, an agency of the federal government. The observatory is described as "one of two major radio astronomy facilities in Canada where scientists study the sun, stars and distant galaxies in wavelengths beyond those of visible light."[35] The Algonquin dish telescope was discontinued in 1986.[36] The management of the park was obviously continuing to develop with ever more complex interrelationships to other agencies of the provincial and federal governments as the activities occurring in the park became much more diverse.

Clyde and Bruton Townships were added to the park as a result of the *Algonquin Park Extension Act 1961*. Hunting is permitted in Algonquin Park at public hunting camps in Clyde, Bruton and Eyre Townships. Eyre Township was added to the park when the southern part of the park was expanded in 1987. An agreement permitting the Algonquins of Golden Lake First Nation to hunt in the park was established on a one-year renewable basis in 1991. In response to the negotiations pertaining to this agreement, a group of citizens became concerned that the Algonquins would be permitted to hunt with few restrictions throughout the park, and thus would endanger the park's ecosystem. This group became the Ad Hoc

[35] Institute of Electrical and Electronics Engineers (IEEE), "Algonquin Radio Observatory," http://ieee.ca/millennium/aro/ARO_home.html (accessed January 29, 2006).
[36] National Research Council Canada, "History," http://hia-iha.nrc-cnrc.gc.ca/history_e.html (accessed January 29, 2006).

Committee to Save Algonquin Park.[37] Once the final agreement restricted hunting, the Ad Hoc Committee to Save Algonquin Park was dissolved.

In order to meet the educational needs and to respond to the increased visitor levels, the Natural Heritage Education Program, initiated by Professor J.R. Dymond, was expanded in the 1960s. According to Saunders, Mrs. A.G. Northway, who owned the main building of the former Nominigan Camp on Smoke Lake as a summer cottage, requested Dymond to take a group of Boy Scouts who were visiting Nominigan on a hike.[38] The activity became popular and the Department of Lands and Forests requested Dymond to extend the hikes to other areas in Algonquin Park. These hikes evolved into a Natural Heritage Education Program managed by the Ministry of Natural Resources. By the 1960s, the increased volumes of visitors resulted in aggravated conflicts between recreational pursuits and forestry interests. For example, some visitors thought that the park should be managed primarily with recreational uses in mind (however, they differed on what activities should be permitted) while others thought that the park should be managed primarily to support the harvesting of forestry products. The interpretive program was used to teach visitors the natural and human history of the park in hopes of increasing understanding of the multiple uses of the park. Although Grant Tayler was the only permanent park naturalist in 1960, seasonal staff were hired each summer to augment the program.[39] In 1962 U.W. Fiskar was appointed as the superintendent.

[37] Killan, *Protected Places*, p. 380.
[38] Saunders, *Algonquin Story*, p. 190, and Donald Stanfield, *Algonquin: the Park and its People* (Toronto: McClelland & Stewart, 1993), p. 82.
[39] Killan, *Protected Places*, p. 126.

During MacDougall's tenure as the Deputy Minister, he initiated work on a Management Plan for Algonquin Park, the first for provincial parks in Ontario.[40] Although it was not until 1968 that the Provisional Master Plan was released and not until 1974 that the first Master Plan was published, the process and resulting publication continues to guide park management today. Similarly, MacDougall's initiative has also resulted in all Ontario provincial parks developing Master Plans. The Algonquin Park Master Plan resulted in the establishment of the Algonquin Forestry Authority, the Crown Agency responsible for coordinating the commercial forestry management and harvesting practices in the park.

MacDougall's initiation of the Algonquin Park Master Plan helped to coordinate and manage the wide variety and potentially conflicting functions of Algonquin Park. The Provisional Master Plan expanded the policy, *Classification of Provincial Parks 1967*. As a result of this policy, five classes were developed for provincial parks consisting of Natural Environment, Nature Reserve, Primitive, Recreational and Wild River. Algonquin Park was designated and continues to be a Natural Environment Park. The policies of Natural Environment Parks are to "incorporate outstanding recreational landscapes with representative natural features and historical resources to provide high-quality recreational and educational experience."[41] The *Classification of Provincial Parks 1967* also outlined the intention to classify parks into areas of management zones.[42] The development of the Provisional Master Plan became tumultuous.

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[40] *Ibid*., p. 130.
[41] Ontario Ministry of Natural Resources, *Algonquin Provincial Park Management Plan*, p. 5.
[42] Attridge, "Canadian Parks Legislation," p. 225, and Killan, *Protected Places*, pp. 165-166.

The Algonquin Wildlands League was established in 1968 as an advocacy group during the Master Plan process. The League advocated the limitation, not the removal, of forestry harvesting practices in the park by reducing the size of the proposed multiple-use zone and increasing the size of the proposed primitive zone.[43] The proposed system of zoning recognized that in addition to individual parks classification, areas within parks also required unique management. Therefore, the Provisional Master Plan proposed the establishment of zones within Algonquin Park. When the Master Plan was published in 1974, the system consisted of recreation/utilization, recreation, primitive, historic and natural zones. The recreation/utilization zone permitted commercial forestry activities along with recreational activities, whereas the recreation zone only permitted recreational activities. The Wildlands League attended public hearings, published newspaper advertisements, and promoted their concerns at events and on radio. The forestry organizations fought against the Wildlands League's attempts to reduce forestry harvesting practices and promoted the benefits of their industry. In response to this conflict, the government formed the Algonquin Park Advisory Committee in 1969 to recommend policies for the park. In the end, the committee made thirty-six recommendations mostly pertaining to recreation and the majority of which were accepted by the minister.[44] The Algonquin Wildlands League later intervened on behalf of many parks, including Quetico and Killarney, and has since merged with the

[43] Killan, *Protected Places*, pp. 170-174. See also Gerald Killan and George Warecki, "The Algonquin Wildlands League and the Emergence of Environmental Politics in Ontario, 1965-1974," *Environmental History Review* 16 (Winter 1992): pp. 1-27.
[44] Killan, *Protected Places*, p. 199.

National and Provincial Parks Association of Canada, which is now a chapter of the Canadian Parks and Wilderness Society.

At the end of the fiscal year in March 1971, Algonquin Park was managed by the Pembroke District within the Parks Branch. Later the same year, the Parks Branch was renamed the Parks and Recreation Areas Branch, which was subsequently divided into the Park Planning, Park Management and Development Sections. Part of the administrative reorganization resulted in the division of the province into eight regions that were responsible for program delivery. As a result, Algonquin Park was located within the Algonquin region. In 1973 the Ministry of Natural Resources established the Algonquin Park District.

As a result of the publication of the Algonquin Park Master Plan in 1974, the Algonquin Forestry Authority (AFA) was created in the same year as an Ontario Crown Agency by the authority of *An Act to Incorporate the Algonquin Forestry Authority*. The Bill replaced the twenty-seven separate forestry companies that were operating in Algonquin Park. The AFA is subject to the *Crown Timber Act*,[45] has offices in Huntsville and Pembroke. The General Manager reports to the AFA Board of Directors, whose Chair reports to the Minister of Natural Resources. The AFA agreement stipulates that

> The AFA is party to the Algonquin Park Forestry Agreement with the Minister of Natural Resources which specifies that the Minister agrees to offer five year licenses to the AFA over a twenty-year period commencing April 1, 1997. The agreement outlines the Authority's responsibilities with respect to forest management planning. The agreement further specifies the companies to which the AFA will sell

[45] Archives of Ontario, "4.8 Agencies, Boards and Commissions," in "Ministry of Natural Resources, Functional Analysis, Acquisition Strategy," prepared by Wayne Crocket and Carolyn Gray, (April 1997).

> Crown timber produced from the tract, and the Minister must approve in writing the volume for each company.[46]

Forestry management activities are permitted to continue in the park, often to the surprise of park visitors, because the Algonquin Forestry Authority manages the activities under strict guidelines. These guidelines are intended to prevent visitors from detecting the activities either by sight or sound in an attempt to balance forestry, conservation and recreational interests. The forestry management activities that occur are unique to Algonquin Park, since this is the only provincial park in Ontario in which the harvesting of lumber is permitted. Algonquin Park also supports research, according to MNR guidelines, on forest resources management practices in order to monitor the effects of these activities. The AFA is responsible for the administration of licensing which permits companies and individuals to harvest timber in the park. The MNR is responsible for the enforcement of forest resources management. The park has created a Vegetation Management Plan to guide the management of forest resources.

In 1975, a year after the Management Plan was published, the Algonquin Fisheries Assessment Unit was established in the park. This laboratory is active today and is managed by the Ministry of Natural Resources. According to the Algonquin Park tabloid, the research data from these two laboratories "have been used to set fishing seasons, possession limits, and other regulations that protect the fishery. Knowledge gained in the park has been applied to other similar cold-water lakes across Ontario. Long-term monitoring allows us to determine the health of a lake and

[46] Gordon Cumming, "Forest Management Plan Summary for the Algonquin Park Forest Management Unit Southern Region Algonquin Forestry Authority for the 20-year period from April 1, 2005 to March 31, 2025," (Algonquin Forestry Authority, 2005). http://algonquinforestry.on.ca/pdf/FMP%20Summary.pdf (accessed April 3 2006), p. 4.

its fish populations."[47] The Ministry of Natural Resources and Algonquin Park staff continue to recognize the value of long-term research in the park.

It became difficult for park staff to implement the new programs outlined in the Master Plan because of budget cutbacks during the late 1970s and early 1980s. Killan states that "by 1982, the park operating budget had been frozen for five years with no adjustments made for inflation – a 55 percent drop in spending power."[48] In the early 1980s the budget constraints imposed on the Ministry of Natural Resources and Algonquin Park resulted in park staff being unable to republish booklets, guide books and the canoe route map. At the same time, the Ministry of Natural Resources was considering encouraging the development of cooperative supporting organizations modeled after similar Parks Canada groups. In 1983, The Friends of Algonquin Park was established as a non-profit volunteer organization to support the Natural Heritage Education interpretation in Algonquin Park and immediately became responsible for producing park publications.[49] Since then the functions of the organization have expanded to support many of the park's interpretive activities. The Friends of Algonquin Park exist to

> enhance the educational and interpretive programs in Algonquin Park. This is accomplished by developing and reprinting Park-related publications, and funding Park projects through the proceeds from sales at The Friends' two bookstores in the Park, private donations, and various fundraising efforts. The activities of The Friends of Algonquin are coordinated by a volunteer Board of Directors who reside in different parts of Ontario. Since its establishment, The Friends has grown to a membership of over 3000 people, and continues to attract

[47] The Friends of Algonquin Park in cooperation with Ontario Parks, "Fisheries Science in Algonquin Park," *Algonquin 2005 Information Guide* (Whitney: The Friends of Algonquin Park in cooperation with Ontario Parks, 2005), p. 19.
[48] Killan, *Protected Places*, p. 289.
[49] *Ibid*., p. 294.

> support from around the world as the organization becomes better known.[50]

The Friends of Algonquin Park has contributed funds to many Algonquin Park projects, including the construction of the Algonquin Park Visitor Centre in 1993, establishment of the Art Centre, development of the park museum, development of interpretive trails and funding and distributing publications. In addition, The Friends of Algonquin Park provides funds to support several Natural Heritage Education staff. The cooperation between the Friends of Algonquin Park and Ontario Parks is extensive; it is often difficult, therefore, to distinguish the work of The Friends of Algonquin Park from that of park staff.

In the mid 1980s, the Ministry of Natural Resources divided the province into eight administrative regions consisting of the Algonquin, Central, Eastern, Northeastern, Northwestern, Northern and Southwestern Regions. These regions were further divided into 48 districts.[51] Tim Millard was appointed as superintendent of the park in 1980. George Whitney replaced him in 1983. Chris Goddard replaced Whitney as superintendent in 1987. Ernie Martelle became superintendent a year later. In 1990 the MNR offices were reorganized and therefore, the operation of provincial parks became the responsibility of the eight Regional Offices.[52] However, the most significant change to the management of provincial parks came with the establishment of Ontario Parks in 1996.

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[50] The Friends of Algonquin Park, "Who are The Friends of Algonquin Park?" *Algonquin Provincial Park, The Official Website*, http://www.algonquinpark.on.ca/friends.html (accessed October 1, 2005).
[51] Archives of Ontario, "Documentation of Parks and Recreational Lands Management at the Archives of Ontario," (March 1997), p. 8.
[52] *Ibid*., p. 9.

The Influence of Ontario Parks, 1996 to the Present

The management of Algonquin Park was brought under the authority of Ontario Parks, when the latter was created as a division of the Ministry of Natural Resources in May 1996. The establishment of Ontario Parks brought with it a renewed emphasis on developing partnerships with external organizations and corporations. Therefore, more park functions, including the reservation call centre, campgrounds, and interior access points, are now operated by external contractors rather than park or ministry employees.

Ontario Parks is a unique unit within the Ministry of Natural Resources because, although it is accountable to the Minister, it is managed by a board of directors. According to the Algonquin Park Management Plan, the goal of the provincial parks system is "to provide a variety of outdoor recreation opportunities and to protect provincially significant natural, cultural, and recreational environments in a system of provincial parks."[53] The creation of Ontario Parks resulted in a greater emphasis on managing the park with an entrepreneurial focus. A key objective of Ontario Parks "is to operate the parks system as a business; the business objectives of Ontario Parks emphasize financial self-reliance and involving the private sector in all aspects of program delivery from service contracts, to park contracting, to partnerships."[54] This change followed the governance typical of Premier Mike Harris' "Common Sense Revolution." For example, in 1996 Harris and his government "reduce[d] provincial government expenditures by roughly $5 billion, [and] reduce[d]

[53] Ontario Ministry of Natural Resources, *Algonquin Provincial Park Management Plan*, p. 6.
[54] Archives of Ontario, "3.14 Parks and Recreational Lands Management."

the size of the Ontario Public Service by 15 percent…."[55] As a result, Ontario Parks is intended to "operate like a business."[56] and make parks become more profitable to the Province of Ontario. Therefore, a greater emphasis is now placed on working with contractors to perform park functions. In Algonquin Park contractors operate the majority of campgrounds located on Highway 60.[57] Achray, the campground on the east side of the park, is operated by Ontario Parks. Since Ontario Parks was established, a greater number of campgrounds, access points and the reservations system have been operated by contractors. Similarly, campsite reservations, formerly the responsibility of individual parks, are now contracted out to CAMIS, a private call centre company, located in Guelph, Ontario, for all Ontario Parks campgrounds, as are on-line bookings.

Today, Algonquin Park is administered within the Algonquin Zone, within the South Central Region, of Ontario Parks. The area of the park has increased so that today the park is 765,345 hectares. The Algonquin Zone is administered by the park superintendent at the administration offices in the East Gate (see *Figure 4*). MacDougall's multiple land use continues to guide the management of Algonquin Park. Today, the park superintendent works with:

> a management team responsible for Natural Heritage Education, compliance/enforcement, capital development, support services, resource management and the operations of Highway 60 and the Interior. A variety of technical, professional and clerical personnel, as

[55] Ted Glenn, "Politics, Leadership, and Experience in Designing Ontario's Cabinet," *Canadian Public Administration* 44 no. 2 (Summer 2001): p. 195.
[56] Ministry of Natural Resources, News Release, "Ontario Parks - A New Approach to Park Management in Ontario," May 1, 1996 http://www.mnr.gov.on.ca/MNR/csb/news/mnrnewsmay1.html (accessed April 20, 2006).
[57] The following campgrounds are operated by contractors: Kiosk, Canisbay, Tea Lake, Mew Lake, Lake of Two Rivers, Kearney Lake, Pog Lake, Whitefish Lake Group Campgrounds, Rock Lake, Coon Lake. The Friends of Algonquin Park in cooperation with Ontario Parks, *Algonquin 2005 Information Guide,* pp. 22, 23, 27-30.

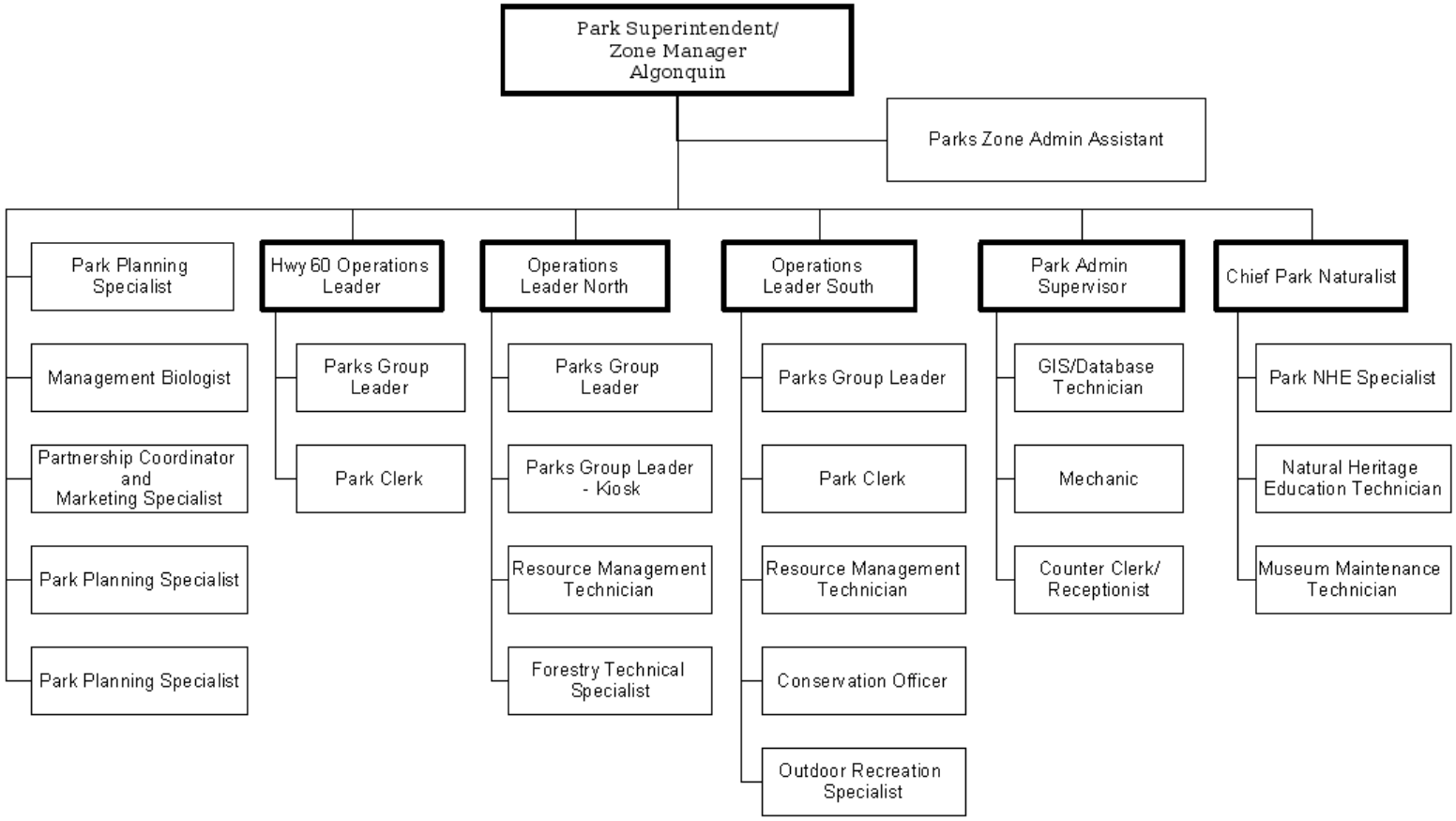

Figure 4: Organizational Structure of Algonquin Park administration. Ontario Parks, "Ontario Parks, Algonquin Zone," *ONT PARKS\Algonquin.opx,* (Whitney, 2004). Used with permission.

> well as seasonal staff, service contractors, and the Algonquin Forestry Authority (AFA), carry out program delivery."[58]

The administrative offices for the South Central Region are located in Peterborough. Area Teams operate out of the District Office located in Pembroke.[59]

> According to the Management Plan of Algonquin Park, the goal of the park is:
>
> [t]o provide protection of natural and cultural features, continuing opportunities for a diversity of low-intensity recreational, wilderness, and natural environmental experiences; and within this provision continue and enhance the Park's contribution to the economic, social, and culture of the region.[60]

Algonquin Park is classified as a Natural Environment Park. This classification as well as Waterway classification are unique because they incorporate all six zone types (nature reserve, wilderness, natural environment, historical, development and access). Furthermore, Algonquin Park is unique because it is the only park to contain a seventh zone, the Recreation/Utilization Zone, which includes forestry harvesting. Algonquin Park has retained MacDougall's vision of a park managed by balancing a variety of interests. The classification system recognizes that "no individual park can be all things to all people.[61] In this way, the classification system developed a "multiple use" to the provincial park program as a whole. Instead of creating all provincial parks to serve the same purposes, parks are developed to meet different needs.

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[58] Ontario Ministry of Natural Resources, *Algonquin Provincial Park Management Plan*, p. 24.
[59] The document states that area teams "… deliver most of the ministry's programs. Their key functions are to: collect and manage natural resource data; develop and implement resource management plans; liaise with local groups regarding resource management issues; provide public services." Archives of Ontario, "4.7.6 South Central Region (Peterborough)," in "Ministry of Natural Resources, Functional Analysis, Acquisition Strategy," prepared by Wayne Crocket and Carolyn Gray, (April 1997).
[60] Ontario Ministry of Natural Resources, *Algonquin Provincial Park Management Plan*, p. 6.
[61] *Ibid*., p. 10.

Frank MacDougall's recognition that Algonquin Park supported multiple uses continues to guide park management. Although the park is managed by Ontario Parks, its operation is supported by and depends on the Algonquin Forestry Authority, children's camps, leaseholders associations, lodges, outfitters, private contractors, and the Friends of Algonquin Park. There are also many other interest groups and stakeholders including the Algonquin Wildlands League, the Algonquins of Golden Lake First Nation, hunters, anglers, campers, and general tourists, as well as environmentalists. Algonquin Park was first managed by a small group of staff responsible directly to a cabinet minister and has grown into a large and complex organization dependent in part on external agencies for significant aspects of its program delivery and revenue generation.

Therefore, an appraisal strategy for the park must consider the incredible complexity of the various and ever-changing organizations, structures, jurisdictions and private entities and groups that all create records relating to the park's history, of which this chapter has only outlined the most salient. The appraisal strategy must also assess the ever-changing nature of the functions, programs, and activities that cross and interact with these structures to generate records. All these functional-structural factors form the context of records creation and use, and are essential to understand in order to appraise the resulting records for their archival value and preservation. The following chapter will employ the macroappraisal methodology in order to evaluate the functions of Algonquin Park and the related structures carrying out those functions.

Chapter Three

Implementation and Evaluation of Macroappraisal

This chapter applies the macroappraisal methodology to the functions of Algonquin Park in order to identify the records that are of archival value to society and that are essential for the preservation of the environment. The chapter is divided into two sections. The first section defines the term "function" and outlines the components of macroappraisal methodology as described in "Appraisal Methodology: Macro-Appraisal and Functional Analysis, Part B: Guidelines for Performing an Archival Appraisal on Government Records."[1] This document is the official strategy of Library and Archives Canada for the appraisal of records of government institutions. The functions of Algonquin Park are also identified in the first section. The second section consists of an examination and evaluation of the functions and related programs and activities of Algonquin Park according to macroappraisal.

The macroappraisal methodology is used in this thesis to determine the relative importance of the various types of functions, programs or activities of an institution. In order to identify and evaluate the functions of Algonquin Park for appraising its records, it is essential to understand what a "function" is. According to Library and Archives Canada, a "function" as used for archival appraisal is defined as:

[1] Terry Cook, "Appraisal Methodology: Macro-Appraisal and Functional Analysis, Part B: Guidelines for Performing an Archival Appraisal on Government Records," (Summer 2000) (Ottawa: National Archives of Canada, Government Records Branch).

> i. any high level purpose, responsibility, task or activity which is assigned to the accountability agenda of an institution by legislation, policy or mandate; ii. typically common administrative or operational functions of policy development and program and/or delivery of goods or services; iii. a set or series of activities (broadly speaking a business process) which, when carried out according to a prescribed sequence, will result in an institution or individual producing the expected results in terms of the goods or services it is mandated or delegated to provide.[2]

This definition will be used to guide the analysis of the functions of Algonquin Park. There are two main types of business functions: those assigned by law or policy (portfolio), and the internal administrative requirements (mandate). The *Office of Primary Interest*[3] from which the portfolio or mandate originates and which carries out the resulting function is then identified. Cook states that the best archival record is most often located in the *Office of Primary Interest*; however, this must be confirmed first by research to locate the primary offices for each function and then to inspect (selectively) the actual records to confirm the hypothesis.[4] The research continues with an analysis of the impact that the functions, programs and activities have on individual citizens, organizations, companies, and local groups who interact with the government institution. The analysis is then used to form a hypothesis of the relative importance of the functions, programs and activities, and thus the location of the most important records.[5]

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[2] Library and Archives Canada, "Frequently asked questions," http://www.collectionscanada.ca/information-management/002/007002-2010-e.html#f (accessed April 9, 2006).

[3] An *Office of Primary Interest* (OPI) is defined by Library and Archives Canada as "the administrative entity within government which is *exclusively* responsible and/or accountable for formulating policy, making decisions, or delivering a program or service to Canadians by virtue of law, regulation or mandate, and is the location for the best archival record." Terry Cook, "Appraisal Methodology: Macro-Appraisal and Functional Analysis, Part A: Concepts and Theory," National Archives of Canada, Government Branch (October 17, 2001), p. 6. Original emphasis.

[4] Cook, "Appraisal Methodology: Part A," pp. 5-7.

[5] Cook, "Appraisal Methodology: Part B."

The following legislation and polices must be examined to determine the most general functions and activities of the park: *Provincial Parks Act, 1990;* the proposed *Bill 11, The Provincial Parks and Conservation Reserves Act, 2005;* and *Algonquin Provincial Park Extension Act, 1960-61*. The Ministry of Natural Resources (MNR) in cooperation with Ontario Parks is currently responsible for administering the *Provincial Parks Act, 1990*. Although the *Provincial Parks Act, 1990* may be repealed by the proposed Bill 11, *The Provincial Parks and Conservation Reserves Act, 2005*, it remains at the time of writing the most important legislation pertaining to provincial parks. The proposed bill received first reading on October 25, 2005, but has not yet proceeded to a second reading.[6] Algonquin Park is responsible for administering the *Algonquin Provincial Park Extension Act, 1960-61*. This Act, mentioned in the last chapter, resulted in the addition of Clyde, Bruton and Eyre Townships to Algonquin Park and stipulates that hunting is permitted in these townships. If passed, Bill 11 will repeal the *Algonquin Provincial Park Extension Act, 1960-61;* however, the management of the area will remain unchanged. The proposed Bill 11 states:

> Hunting, exception Algonquin Park. (1.1) Despite subsection (1) and the repeal of *The Algonquin Provincial Park Extension Act, 1960-61,* section 9 of the *Fish and Wildlife Conservation Act, 1997* does not apply to the public lands in the area of Algonquin Park that were added to the park by section 1 of *The Algonquin Provincial Park Extension Act, 1960-61*.[7]

Similarly, Bill 11 permits the harvesting of timber in Algonquin Park for commercial

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[6] "New Provincial Parks and Conservation Reserves Act, Backgrounder," http://www.mnr.gov.on.ca/mnr/csb/news/2005/oct25bg_05.html (October 24, 2005) (accessed April 9, 2006).

[7] Bill 11, *Provincial Parks and Conservation Reserves Act, 2005* http://www.ontla.on.ca/documents/Bills/38_Parliament/session2/b011_e.htm (accessed April 8, 2006).

purposes. Bill 11 Section 16 (1) states:

> Despite section 15, timber may be harvested for commercial purposes in Algonquin Provincial Park in accordance with the *Algonquin Forestry Authority Act*, *the Algonquin Provincial Park Management Plan*, and the *Crown Forest Sustainability Act, 1994*.[8]

The proposed Bill 11 will not, therefore, result in significant administrative changes in Algonquin Park. Until Bill 11 is passed, Algonquin Park remains responsible for sections of the *Provincial Parks Act, 1990;* the *Algonquin Provincial Park Extension Act, 1960-61;* and the *Algonquin Provincial Park Management Plan, 1998*.

The above laws do not consist of unique upper-level functions. Instead, the *Algonquin Provincial Park Management Plan, 1998* (*Management Plan*) is the most important policy document for determining the functions and activities of the park. As the most comprehensive documentation of park policies available, the *Management Plan* provides significant insights into park policies and activities. Ontario Parks requires all provincial parks to have a management plan. Other important park policies include *A Research Strategy for Algonquin Provincial Park, 1998; Algonquin Park District Fisheries Management Plan 1986-2000, 1988;* and *A Wildlife Management Plan for Algonquin Park, 2003*. Along with analyzing the *Management Plan*, and the strategies and legislation noted above, the functional analysis of the MNR (the parent agency of Ontario Parks), carried out by the Archives of Ontario, was used to understand the functions and activities of Algonquin Park.

In addition to relevant legislation and the *Management Plan*, appraisal records from the Archives of Ontario on the MNR are also helpful for understanding the

[8] *Ibid*.

functions and activities of Algonquin Park. The Archives of Ontario conducted a functional analysis of the MNR in 1997.[9] The report is the most recent appraisal relating to Algonquin Park records available from the Archives of Ontario at the time of writing. However, the report does not include an explicit appraisal of records created in the individual parks. It does provide a helpful comparison of the functions and activities of the park with those of its parent agency, as well as determining what functions, programs and activities are already documented through the parent agency's records by the Archives of Ontario. The primary functions performed by Algonquin Park are similar to those outlined by the Archives of Ontario in its functional analysis of the MNR. The functional analysis identified the following as functions of the MNR: executive management; administrative/support services; policy review; aggregate and mineral resources management; petroleum/natural gas resources management; crown land management; water resources management; forest resources management; fisheries management; wildlife management; geographic information/resource inventorying; legal affairs and enforcement; communications; parks and recreational lands management; and fire and flood management.

The *Management Plan* offers insight into the objectives and activities of the park. The Plan outlines the objectives of the park which are protection, recreation, heritage appreciation, tourism, and resource management objectives. These objectives illustrate the areas of emphasis for park management. Like all Ontario provincial parks, Algonquin Park is divided into geographical zones according to recreational and resource values. The designation of Algonquin Park as a Natural Environment

[9] Archives of Ontario, "Ministry of Natural Resources, Functional Analysis, Acquisition Strategy," (April 1997).

Park within Ontario Parks predetermines the types of zones permitted in the park. Algonquin Park is a good case study because, although most parks only contain a few zones, it includes all zone types. Algonquin Park consists of Natural Environment, Development, Nature Reserve, Wilderness, Historical, Access, and Recreation/Utilization zones. According to the zone designations in Algonquin Park, significant earth and life sciences features, natural and cultural features, significant historical resources and aesthetic landscapes are protected; facilities and services for day use and camping are provided; and commercial forest management activities are permitted.[10] These zones dictate the type of management activities that can occur in the park. Therefore, identifying the zones of a park is helpful for identifying the functions of the park, and the potential targets for appraisal. Based on a comparison of the functions of the MNR as established by the Archives of Ontario, the objectives of Algonquin Park and the zones in the park, the functions of Algonquin Park are as follows: management; administrative/support services; policy review; marketing/tourism; water resources management; forest resources management; fisheries management; wildlife management; compliance/monitoring; geographic information/resource inventorying; recreation management; cultural resources management; and natural heritage education. As Algonquin Park contains every type of zone, the corresponding functions encompass all the functions of other parks. Therefore, the analysis of the functions and activities of Algonquin Park can be applied to other Ontario provincial parks because the other parks contain some but not all of the zones, functions and activities. The functions and activities of

[10] Ontario Ministry of Natural Resources, *Algonquin Provincial Park Management Plan,* 1998, pp. 13-23.

Algonquin Park will be evaluated for their relative importance and impact on citizens in order to determine the records of greatest archival value.

After identifying the functions of Algonquin Park, as outlined above, the remaining steps of the macroappraisal methodology include identifying the *Office of Primary Interest* of the most important functions, stating the impact of the function or activity, establishing the importance of the functions, and determining the records required to document the function. The following section consists of an abbreviated analysis of the functions of Algonquin Park and includes the identification of the *Office of Primary Interest*, an evaluation of the functions and activities, and a determination of the potential records of archival value. Due to the limitations of space and time for this study, a complete implementation of the macroappraisal methodology was not possible. What follows is a suggestive probing of the possibilities of macroappraisal, not the definitive appraisal itself. Special attention is paid to environmental records because the intention is to determine how successful the macroappraisal methodology is at capturing environmental records.

Evaluation of Park Functions

Administrative/Support Services

The Archives of Ontario functional analysis concludes that the records relating to the general administrative and support services, and the policy review functions performed by the MNR have low archival value.[11] Administrative/support services includes communication services, vehicle and machine management, and human and financial resources management. The primary offices of this function

[11] Archives of Ontario, "Acquisition Strategy, Section 3.10."

include park clerks, parks zone administrative assistant, counter/clerk receptionist, mechanic, and museum maintenance technician. Information technology is a centralized administrative function of the MNR and therefore it is unnecessary to document these records at the park level. The administrative/support services function meets short-term internal service needs for operational programs; consistent with the archival appraisal of general administrative records in many other archival jurisdictions, the Archives of Ontario functional analysis of the MNR agrees that the records created by administrative/support services have little archival value, and this remains true for those of Algonquin Park as well. This function has little value for understanding how the park achieves its specific policy and operational objectives, and reflects no significant environmental monitoring activity.[12]

Park Planning

Park planning is an important function of Algonquin Park. Park policies are coordinated with the broader MNR policy directions for all of Ontario. Park planning includes consultation with other MNR staff and the public. For example, in the "Park Planning" section of the Ontario Parks website, it states that "provincial park planning requires public consultation at each stage of the process. It is essential that we have input from the people most interested in the outcome of our management decisions."[13] The superintendent is the highest position in the park and that person is responsible for coordinating the activities of the park. According to the *Provincial Parks Act, 1990,* the superintendent is the person designated by the minister to be in

[12] *Ibid.*
[13] Ontario Parks, "Park Planning: An Invitation to Participate," http://www.ontarioparks.com/english/invit.html (accessed April 10, 2006).

charge of the park.[14] The Archives of Ontario notes that "the activities grouped under Park Policy Development and Park Planning are directly relevant to the rights and obligations of…various stakeholders."[15] The functional analysis of the MNR affirms that executive management "is key to understanding the interplay between political (including ideological considerations) and professional demands surrounding the management of natural resources."[16] The superintendent leads the planning and policy development function with the support of the park planning specialist and staff members in other management positions in the park. The planning and policy records of the superintendent thus have archival value. However, duplication of planning and policy records may occur between those held by Algonquin Park and those found in other Ontario Parks and the MNR offices. The functional analysis by the Archives of Ontario reports that policy review is "well documented" in the Minister and Deputy Minister's records and the Cabinet Office contains the final versions of Cabinet Submissions.[17] Therefore, it is essential to determine which (if any) of the records created within the park itself during planning and policy review are unique to Algonquin Park, and significantly complement these other sources.

Marketing/Tourism

The establishment of Ontario Parks in 1996 resulted in an emphasis on marketing and tourism in the management of the province's parks. For Algonquin Park, this includes collaboration with tourist and travel associations. This function

[14] Province of Ontario, *Provincial Parks Act R.S.O. 1990, Chapter P.34* http://www.e-laws.gov.on.ca/DBLaws/Statutes/English/90p34_e.htm (accessed April 10, 2006).
[15] Archives of Ontario, "Documentation of Parks and Recreational Lands Management at the Archives of Ontario," (March 1997), p. 3.
[16] Archives of Ontario, "Acquisition Strategy, Section 3.1."
[17] *Ibid.*, "Section 3.10."

includes the marketing of the park to user groups and the creation of publications to promote and publicize park policies, programs and history. As stated in the *Management Plan,* the tourism objective is "to provide Ontario's residents and out-of-province visitors with opportunities to discover and experience the distinctive regions of Algonquin Park."[18] The functional analysis of the MNR by the Archives of Ontario states that many of the records generated by the communication function "have little value" because the publications are often "available in their final form through libraries." However, "the exception to this are special media projects including sound and moving images and photographs, accompanied by supporting documentation, which may include unique informational value."[19] Marketing and tourism are key priorities for Ontario Parks and therefore important to document. The partnership coordinator and marketing specialist is the position within the park responsible for this function and is therefore the *Office of Primary Interest*. Critical records related to this function most likely reside in the office of the person holding this position.

Recreation Management

The recreation objective of Algonquin Park is "to provide outdoor recreation opportunities ranging from high-intensity day use to low-intensity wilderness experiences."[20] Recreation management consists of the management and maintenance of Highway 60 and interior access points, portages, and campsites as well as day-use facility administration and maintenance in all seasons. A major focus of recreation management is balancing the interests of visitors with ecosystem sustainability and to

[18] Ontario Ministry of Natural Resources, *Algonquin Provincial Park Management Plan*, p. 8.
[19] Archives of Ontario, "Acquisition Strategy, Section 3.2."
[20] Ontario Ministry of Natural Resources, *Algonquin Provincial Park Management Plan*, p. 7.

reduce conflicts with other activities in the park, including forestry management. Private contractors operate and maintain the majority of campgrounds in the corridor. However, cooperation between contractors and park staff continues. For example, park wardens are responsible for enforcing park regulations throughout the park, including campgrounds. The recreation management function also includes the management of leaseholder properties. One resource management technician position is responsible for maintaining records relating to leaseholders. The recreation management function is complex because it incorporates several staff positions (see Figure 4). The resource management technician, outdoor recreation specialist, Highway 60 operations leader, operations leader north, operations leader south, park wardens, and parks group leaders are directly responsible for maintaining and managing the recreational resources of the park. Although there are many positions allocated to this function, very few create records of archival value. The best positions to illustrate the impact of this function are the resource management technician and outdoor recreation specialist.

Geographic Information/Resource Inventorying

Geographic Information Systems (GIS) management is responsible for the acquisition, classification, computer database maintenance, and analyses of natural and cultural resources data. The data is incorporated into the centralized MNR database called NRVIS. This function documents the park through the production of various cartographic products and services. The GIS and other similar databases often use both primary and published material. Therefore, it is important to examine the uniqueness of these records. As a MNR database, it is not the unique responsibility of

Algonquin Park and is therefore unnecessary to preserve the computer "feeder" systems for NRVIS at the park level. However, the primary records that are used to enter data into the NRVIS database are often original records, and often only a portion of such records are entered into highly centralized systems. It is important that the GIS records be appraised for archival value. These records would need to be compared to the data captured in NRVIS, and those records preserved intact at the Archives of Ontario. The *Office of Primary Interest* for GIS in terms of individual park input into the system is the GIS/Database technician and the critical records are located in the technician's office.

Heritage Appreciation Objective

Cultural resources management and natural heritage education are encapsulated in the park's heritage appreciation objective, which is "to provide opportunities for exploration and appreciation of the outdoor natural and cultural heritage of Algonquin Park."[21] Cultural resources management consists of the identification of historical and archaeological sites in the park as well as determining management guidelines for these sites. This includes the management of designated Historical Zones, which entails the protection of "any significant historical resources that require management distinct from that in adjacent zones."[22] There are 48 historical sites and 38 archaeological sites protected within Algonquin Park's Historical Zones. The Historical Zone designation protects the area through the prohibition of timber operations, campground development, and by limiting trails or other recreational development on the site. One such site is the former Mowat town

[21] *Ibid*., p. 8.
[22] *Ibid*., p. 20.

site, an area of 400 hectares. Other sites include deserted farms, logging camps, ranger cabins, lodges, timber chutes, and railway structures. Some historical artifacts have been removed to the Algonquin Park museum collection for preservation and display and other sites, such as ranger cabins, have been restored.[23]

The heritage appreciation objective of the park is partially the responsibility of the Natural Heritage Education Program. The primary function of the Natural Heritage Education Program and its sections are to interpret the natural and human history of the park for visitors. This program is responsible for developing and maintaining the Algonquin Park Visitor Centre and its museum, including a library, archives, herbarium and archaeological collections; and the interpretive program including walking trails, guided walks, guided canoe outings, children's programs, educational talks and events for school groups, and public wolf howls. The natural history newsletter, *The Raven*, is published by this program as a vehicle for promoting the natural heritage of the park to visitors. The office of the Chief Park Naturalist is responsible for the Natural Heritage Education Program within Algonquin Park.

Natural Heritage Education Program

In addition to the shared responsibilities noted above for the Heritage Appreciation function and activities, the staff of the Natural Heritage Education Program document the seasonal arrival, departure and sightings of birds, the going-in and coming-out of ice on lakes, and the sightings of mammals in the park by both park staff and visitors. These records are kept at the Algonquin Park Visitor Centre. Similarly, staff participate in the Ontario Breeding Bird Atlas Project and conduct

[23] *Ibid*., p. 20 and 70.

annual winter bird counts, butterfly counts, and dragonfly and damselfly counts. Staff also participate in and submit results to the National Audubon Society's annual Christmas Bird Count. The Natural Heritage Education Program consists of the following positions: park natural heritage education specialist, natural heritage education technician, and museum maintenance technician. Seasonal staff are also hired to assist the program throughout the busy tourist season. However, the *Office of Primary Interest* is the chief park naturalist. The Natural Heritage Education Program is important to document at the park level because many environmental monitoring records are created and maintained by this program and not sent to regional offices or MNR headquarters.

Compliance Monitoring

This function consists of compliance monitoring and enforcement of legislative and special management guidelines. At the park level, records consist of documentation produced during the activities of charging, arresting and prosecution. The superintendent, park wardens and conservation officers have the same power and authority, within a provincial park, as do members of the Ontario Provincial Police in terms of enforcing the *Provincial Parks Act, 1990*; the *Liquor Licence Act, 1990;* the *Trespass to Property Act, 1990;* the *Highway Traffic Act, 1990;* the *Criminal Code, 1985* (Canada); the *Off-Road Vehicles Act, 1990;* and the *Motorized Snow Vehicles Act, 1990*.[24] Subject to the *Fish and Wildlife Conservation Act*, *1997*, the park also supports a conservation officer. The compliance monitoring and enforcement program in the park consists of one conservation officer and several park wardens. According to the Archives of Ontario, "a large number of active schedules dealing

[24] See the *Provincial Parks Act.* 1998, c. 18, Sched. I, s. 45.

with the enforcement of regulations are in place for both central and regional offices."[25] Therefore, this function is well documented at these offices. At the park level the resulting records have only short-term operational use, not archival value. For example, tickets and copies of tickets for such minor incidents as traffic or campground violations have no archival value as they are summarized and documented at the parent agencies.

Resource Management

The resource management objective outlined in the *Management Plan* includes the protection of the park's forest, water, fisheries, and wildlife resources. The resource management objective is "to practise sustainable resource management in Algonquin Park for the long-term health of the park's ecosystem and to provide recreational, cultural and economic benefits."[26] The park's Stewardship Policies include creel[27] and wildlife surveys and forestry harvesting operations. Another objective of the park is to "protect provincially significant elements of the natural and cultural landscape of Algonquin Park."[28] Therefore, the park "provides a scientific and management benchmark that can be used for comparison purposes to help measure ecological integrity in the greater Park ecosystem."[29] The resource management and protection objectives consist of the water resources management, wildlife management and forest resources management sub-functions. The resource

[25] Archives of Ontario, "Acquisition Strategy, Section 6.13."
[26] Ontario Ministry of Natural Resources, *Algonquin Provincial Park Management Plan*, p. 9.
[27] A creel census usually involves collecting information from anglers to determine the number and types of fish caught.
[28] Ontario Ministry of Natural Resources, *Algonquin Provincial Park Management Plan*, p. 7.
[29] *Ibid.*

management technicians are the primary offices for these functions. The resource management sub-functions are discussed in detail below.

Water Management

Water resources management includes flood control and shoreline and bank erosion control. Flood management is accomplished in cooperation with Ontario Hydro, which generates electrical power for the province. There are several dams in the park that are used by staff to control the lake water levels. A resource management technician is responsible for water levels in the park. Water resources management is an important function because it impacts other functions, including recreation management. For example, if the water is unsafe to consume, or the water levels are too low, fewer people will visit the park or those that visit will have difficulty using the park. The Ministry of the Environment and Energy is responsible for water quality treatment and pollution control.

Fisheries Management

The "Algonquin Park District Fisheries Management Plan, 1986-2000," is the most recent document available outlining the management of fisheries in Algonquin Park and District. The plan states that the objective is to "protect, enhance, maintain and rehabilitate fish communities and their environment in order to provide an optimum contribution of fish, fishing opportunities and their associated benefits to society" for both Algonquin Park and Algonquin Park District.[30] The management of the park's fisheries is accomplished with the cooperation of the MNR because the Fisheries Management Section of the MNR is responsible for aquatic ecosystems.

[30] Ministry of Natural Resources "Algonquin Park District Fisheries Management Plan, 1986-2000." (Toronto, 1988), p. 6. The Algonquin Park District is an administrative district of the MNR and includes the park and five townships southeast of Whitney.

Thus the records created in Algonquin Park may be duplicates of Ministry of the Environment records and thus have little or no unique archival value. The management biologist is the primary office for this function.

Wildlife Management

Wildlife management consists of the preservation of native wildlife and their natural habitats and is a primary objective of the park. This includes monitoring the health of species located in the park, and the support of research to assess the state of wildlife. This function includes the development of a "Wildlife Management Plan for Algonquin Park."[31] The management biologist is in charge of refereeing applications to conduct research, and of monitoring researchers and their activities in Algonquin Park. Results of research are used to form policy and regulations. For example, as a result of environmental monitoring and research, the Committee on the Status of Endangered Wildlife in Canada (COSEWIC)

> has designated the Eastern Canadian Wolf a species of Special Concern (equivalent to the old category 'Vulnerable') and there is evidence that Algonquin's population is faring poorly. Recent work shows that the population has declined significantly from its heydey in the 1960's and may still be declining and there is evidence, such as low pack size, of stress.[32]

The "Special Concern" designation "means essentially that a species is in no immediate threat of extinction but there is reason to be concerned and it should be monitored. This development added to the growing concern over Algonquin's wolves…."[33] The wolf population in the park is "the southernmost population…in

[31] Ontario Ministry of Natural Resources, *Algonquin Provincial Park Management Plan*, p. 31. See Norm Quinn, "A Wildlife Management Plan for Algonquin Park," Ministry of Natural Resources (January 2003).
[32] Quinn, "A Wildlife Management Plan for Algonquin Park," p. 2.
[33] *Ibid*., p. 3.

Ontario, and the only protected population of the Eastern Canadian wolf."[34] Therefore, park monitoring is directed at the wolf and its prey. Other species such as the Pileated Woodpecker are monitored as environmental indicators.[35] Wildlife management is a major function of the park resulting in the creation of many potentially valuable environmental records. The management biologist is the primary office for this function.

Forest Resource Management

Forest resources management activities are conducted in cooperation with the Algonquin Forestry Authority (AFA). Forest resources management consists of timber harvesting and trapping of wild game. This activity is significant because of the 763,316 hectares that constitute Algonquin Park, "forest management occurs on 481,214 h[ectares] of production forest area in the recreation/utilization zone."[36] There are two management forester positions in the park, one for the south, one for the north of the park, plus a forestry technical specialist. The park and the AFA work together to balance the harvesting of timber with recreational and conservation purposes. This activity is also guided by the Algonquin Park Forest Management Plan. The park supports research, according to MNR guidelines, on forest resources management practices. The licensing of companies and individuals to harvest timber in the park is the responsibility of the AFA. Since this function is accomplished with the cooperation of the AFA, it is necessary to determine whether records residing in

[34] *Ibid*., p. 2.
[35] *Ibid*., p. 6.
[36] Gordon Cumming, "Forest Management Plan Summary for the Algonquin Park Forest Management Unit Southern Region Algonquin Forestry Authority for the 20-year period from April 1, 2005 to March 31, 2025," *Algonquin Forestry Authority*, 2005. http://algonquinforestry.on.ca/pdf/FMP%20Summary.pdf (accessed April 3, 2006).

the park are unique. For example, the Archives of Ontario functional analysis of the MNR includes an appraisal of the records of the AFA. Therefore, since the Archives of Ontario is acquiring certain records of the AFA, it is essential to determine which remaining records are both unique to Algonquin Park and valuable for the additional information they contain. Forest resources management is a very important function of the park. The Management Forester, South and the Park Forester, North are the primary offices of this function.

Macroappraisal: The Next Steps

According to the macroappraisal methodology, after identifying the functions and activities of an agency and the *Offices of Primary Responsibility*, the next step is to determine the impact of these functions on citizens and in turn the impact of citizens on the functions. Citizens are broadly defined in macroappraisal to include organizations, individuals and local groups. Perhaps it would be beneficial to expand the definition further to include the impact the functions have on the environment. Citizens, therefore, would include, wolves, birds, trees, lakes and so on. On the basis of foregoing research and analysis into all the functions, sub-functions, programs and activities of Algonquin Park, the resource management functions (including water, fisheries, wildlife and forest management) and the Natural Heritage Education Program produce the most significant environmental records, according to the definition of environmental records established in Chapter One, and have the most significant impacts on citizens. Prior to appraising the records, however, it is essential to determine whether these records are unique at the park level, because there is a

significant amount of information shared within the Ontario Parks systems and with the parent MNR. For example, The Natural Heritage Information Centre (NHIC), part of the Science and Information Branch of the MNR, is located in Peterborough. The NHIC

> compiles, maintains and provides information on rare, threatened and endangered species and spaces in Ontario. This information is stored in a central repository containing a computerized database, map files and an information library, which are accessible for conservation applications, land use planning, park management, etc. The NHIC website makes this information available through the internet.[37]

However, primary environmental monitoring records, such as wildlife surveys, are maintained in the park. Likewise, staff from other MNR offices conduct research in the park. For example, Jeremy Inglis, a Fish and Wildlife Technician for the MNR, conducted research on black bears. His research, "Seasonal Movement Patterns and Feeding Habits of Adult Black Bears in Algonquin Provincial Park," was carried out between 1992 and 1997.[38] Although Algonquin Park is a centre of research and environmental monitoring, original research results do not always remain in the park, but are often transferred to other MNR offices. Since park policy and decision making is based on research conducted in the park, most often by external researchers, it is essential to appraise the records of such related external agencies and groups.

This chapter applied macroappraisal to the functions of Algonquin Park in order to identify the records that are of archival value and that are essential for the preservation of the environment. The first section defined the term "function" and outlined the components of macroappraisal methodology. The functions of Algonquin

[37] Ministry of Natural Resources, "Natural Heritage Information Centre," http://nhic.mnr.gov.on.ca/nhic_.cfm (accessed April 9, 2006).
[38] The Friends of Algonquin Park, "The Science Behind Algonquin's Animals, Researchers, Jeremy Inglis," http://sbaa.ca/researchers.asp?cn=289 (accessed April 9, 2006).

Park were also identified. The second section examined and evaluated the functions and related programs and activities of Algonquin Park according to macroappraisal. It was determined that the geographic information systems/resource inventorying, natural heritage education, resource management functions (including water, fisheries, wildlife and forest management) produce the most significant environmental records. The next chapter will consider the records of a selection of these agencies, external groups and organizations in order to determine the location of the most critically important environmental records.

Chapter Four

Implementation and Evaluation of the Documentation Strategy and the Minnesota Method

The scope of this chapter reaches beyond the official administrative boundaries of Algonquin Park and the application of macroappraisal to official government records of the park and its parent organizations, and examines and appraises the value of external agencies and groups related to the park. These groups and agencies form part of the collective "citizen" that interacts with the "state" in modern polities and equally part of the central citizen-state pillar of macroappraisal. Algonquin Park depends on and benefits from the operation of many organizations and individuals, as outlined briefly in the historical overview in Chapter Two. This chapter is an examination and evaluation of the functions and activities of a selection of the external entities and groups that interact with Algonquin Park and proposes a methodology for documenting them appropriately. Due to the focus in macroappraisal on official functions and activities, the successful appraisal of related individuals, agencies and organizations depends on the application of elements from both the documentation strategy and the Minnesota Method. A new methodology will be proposed using elements from macroappraisal, the documentation strategy, and the Minnesota Method to appraise the selected agencies.

The authors of the Minnesota Method state that records creators must be prioritized because the "documentary universe is too vast for the repository's limited

resources."[1] Developed for the appraisal of modern business records in Minnesota, the authors argue that it is unnecessary to document all records creators to the same degree. The Minnesota Method, therefore, adopts the prioritization strategy for determining which businesses require more documentation and which require less. The level of documentation is the extent to which a records creator will be documented. The methodology outlines eleven decision-making points when prioritizing records creators, adapting to the business world similar criteria that macroappraisal contains for government records. These factors are as follows: Top 25 Employer; Top 5 Regional Employer; No Other Repository; Within Costs of Retention Limits; First Offer ("the first time a collection from this type…has been offered"); Minority Business; Corpus (an exceptional group of records with inherent value that transcends the value of the business); State or Local Identification; Politically Important; Illustrative Example; and Industry Leader.[2] Not all factors are weighted equally. For example, if a business is a Top 5 Employer and no other repository is collecting the records of the business, the suggested documentation level will be extensive. There are five possible levels of documentation. They range from none, minimal evidence such as annual reports and publications, to the most extensive documentation possible. The Minnesota Method criteria is not entirely suitable for the appraisal of agencies related to parks because it was designed for modern businesses. However, elements from the methodology such as the use of appraisal criteria factors and levels of documentation are helpful.

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[1] Mark A. Greene and Todd J. Daniels-Howell, "Documentation with an Attitude: A Pragmatist's Guide to the Selection and Acquisition of Modern Business Records," in *The Records of American Business*, ed. James M. O'Toole (Chicago: Society of American Archivists, 1997), p. 179.
[2] *Ibid*., p. 195-196.

Using elements from the documentation strategy, Minnesota Method and macroappraisal, this thesis suggests a methodology for the appraisal of records creators affiliated with Algonquin Park. To begin with, it is necessary to utilize the documentation strategy to identify records creators affiliated with Algonquin Park. Potential records creators include the agencies and individuals that are related to the park and described in Chapter Two. The next step is to appraise the records creators. Factors for appraising records creators in Algonquin Park are based on factors similar to those first articulated by macroappraisal and then adapted by the Minnesota Method. These factors for Algonquin Park exclude, however, government- and business- specific factors from these two models.

From macroappraisal and the Minnesota Method, eight factors have been adapted as the appraisal priority criteria for these external creators and their records in a provincial park context. The eight factors are as follows: partnership with the park; numbers of staff or members; unique obligations that are mandated by legislation; influence of records creator on park as a whole; independence from other organizations or a parent organization; impact on the environment; political importance; and illustrative example. The factors are described below in more detail, in no particular order:

- Partnership with park – Due to the privatization of park functions and the increasing formal and informal partnerships between the private sector and parks, some external records creators are closely linked with the park. The size and scale of the formal or informal partnership must be weighed.

- Numbers of staff or members – External partnering companies, organizations, volunteer groups and protest groups can be appraised according to the number of members or staff that are represented. Numbers of staff should be evaluated according to the number of staff that work exclusively in the park, whereas membership can be based solely on numbers. Generally speaking, the more staff, the more impact there will be on a particular function or activity, and thus the greater value of the organization's records.
- Unique obligations that are mandated by legislation – This factor is intended to identify records creators that have unique responsibilities to fulfill obligations related to the park that are set out in legislation, and which the park or its parent agencies have outsourced in whole or part to the private sector.
- Influence of records creator on park as a whole – The scope of influence of the records creator's activities should be considered, whether locally or more broadly on the entire park system or ecology. The New York State Archives' Environmental Affairs Documentation includes records that are "distinctive to New York, seminal, or precedent-setting."[3] This factor, therefore, also includes records creators that are most distinctive to Algonquin Park.
- Independence from other organizations or a parent organization – The relative independence of a records creator is important. Records

[3] New York State Archives, "A Guide to Documenting Environmental Affairs in New York State," http://www.archives.nysed.gov/a/researchroom/rr_env_plansum.shtml (accessed May 6, 2006).

creators that are part of a larger organization may be appraised through the records of the parent organization. Similarly, these records creators may not have the jurisdiction to transfer custodianship of the records to an archives.

- Impact on the environment – The functions and activities of Algonquin Park depend extensively on the maintenance of the park environment. Adapted from the New York Environmental Affairs Documentation, this factor is intended to capture records creators that have significant impacts of the park environment. The severity or size of geographical area affected by the impact may be used to discern the importance of the record creator as well as the longevity and cumulative nature of the creator and its records.
- Politically Important – Most appraisal methods recognize the reality that political pressure influences the acquisition of records creator's collections. Creators who engaged in activities that generated political or media controversy will be considered.
- Illustrative Example – This factor is used to document a records creator that will serve to exemplify all similar bodies and to prevent the repetitive acquisition of comparable records. For example, the records generated at access points in the park may not differ significantly. A similar factor is used in the New York Environmental

Affairs Documentation Project, as "illustrative of common experience statewide."[4]

After records creators are identified using the aforementioned factors, records series generated by these creators are appraised. Secondary considerations adapted from the Minnesota Method may be applied at this stage: representation of a minority or marginalized group, not acquired by another repository, and within the cost limits of the archives. The issue of whether or not the records are acquired by another repository complements the Association of Canadian Archivist's *Code of Ethics* regarding acquisition.[5] The "general appraisal criteria" outlined in the macroappraisal methodology are important components at this level of appraisal. There are nine criteria: completeness and comprehensiveness of the series (the more complete, the greater the value); authenticity (records must be unaltered and clearly linked by provenance to the creator); uniqueness (content, context and structure of records must be original in whole or in part); relationship to other records (records are more valuable when they are linked to other record types or extend the understanding of other records); dates and time-span (older records and longitudinal records generally have greater value); extent (value is based on overall existing volume and annual rate of accumulation); usability (records must be coherent, legible and contain metadata); manipulability (the greater the ability to manipulate, sever, or link records with metadata, the greater their value); and physical condition of the records (amount of

[4] New York State Archives, "A Guide to Documenting Environmental Affairs in New York State," http://www.archives.nysed.gov/a/researchroom/rr_env_plansum.shtml (accessed May 6, 2006).
[5] Association of Canadian Archivists, "Code of Ethics," (June 4, 1999) http://www.archivists.ca/about/ethics.aspx?id=20 (accessed May 29, 2006).

resources necessary to preserve records and make them available must be manageable).[6]

The methodology proposed above will now be implemented in order to determine its effectiveness for appraising records creators related to Algonquin Park and how well it captures environmental monitoring records. Due to space and time limitations, only four groups will be considered at the records creator level and none at the record or series level. These records creators were chosen by researching the organizations, groups and individuals that interact with the park, as outlined in Chapter Two. The selected records creators represent diverse functions in order to determine potential locations of environmental monitoring records. The organizations that will be considered include the Algonquin Forestry Authority, The Friends of Algonquin Park, park residents (leaseholders) and research stations. The two final groups consist of several records creators grouped together. However, due to the similarities in these records creators, it is possible to make generalized appraisal conclusions about the activities of these groups and their interactions with park functions. The intention of the subsequent analysis is to illustrate the types of records created in the park and to emphasize the importance of the records, particularly the environmental records, that are created by external agencies and groups, and not as an actual exhaustive or complete appraisal.

[6] Terry Cook, "Appraisal Methodology: Macro-Appraisal and Functional Analysis, Part B: Guidelines for Performing an Archival Appraisal on Government Records," (Summer 2000) (Ottawa: National Archives of Canada, Government Records Branch).

Algonquin Forestry Authority

The Algonquin Forestry Authority (AFA), described in Chapter Two is a Crown corporation that is responsible for overseeing commercial forestry management practices within Algonquin Park. Therefore, the AFA has a close affiliation with the park and park management and would be identified for its "partnership with park management." The AFA is an excellent example of an organization that works closely with park staff in an interdependent relationship. However, as a Crown corporation, the AFA records are included in the records schedule implemented by the Archives of Ontario and therefore are already acquired by an archival repository. According to the Archives of Ontario Schedule, the general timber files of the Forests Division, and the AFA general files, are archival. The Archives of Ontario has acquired AFA records for 1972-1975. However, there is a notation in the schedule, "Is schedule obsolete?"[7] According to the document, the records relating to the AFA at the Archives of Ontario originated from the Deputy Minister, not from the AFA field offices.[8] Critical records relating to the AFA are located in the AFA offices as well as the Deputy Minister's office.

The AFA was created by *An Act to Incorporate the Algonquin Forestry Authority, 1974*. The AFA is also responsible for the Algonquin Park Forestry Agreement with Algonquin Park. These are excellent examples of the "unique obligations that are mandated by legislation" factor. The AFA also relates to the "impact on the environment" and "illustrative example" factors. Forestry

[7] Archives of Ontario, "Documentation of Parks and Recreational Lands Management at the Archives of Ontario" Appendix I, Schedules Sorted by Functional Code, p. 23.
[8] *Ibid*., p. 26.

management practices have significant impacts on the park environment from altering habitats and landscapes to contributing to sound pollution and preserving old growth stands of trees. As a unique corporation within Algonquin Park and Ontario Parks, the AFA is an important records creator to be documented in detail. The AFA is a significant records creator in relation to Algonquin Park as illustrated by many of the relevant factors including "partnership with the park," "unique obligations that are mandated by legislation," "impact on the environment" and as an "illustrative example." However, it is unclear if the records of the AFA are well documented. Further research is required to ensure that the records of the AFA are properly preserved.

The Friends of Algonquin Park

The Friends of Algonquin Park is also closely affiliated with park management and therefore is related to the "partnership with park management" factor. As the first of many Friends organizations in Ontario provincial parks and the major fundraising entity in Algonquin Park, The Friends of Algonquin Park (FAP) is an "illustrative example" within the entire provincial park system. As a non-profit group FAP has approximately 3000 members, the largest non-profit organization that is exclusively active in the park. Records created by FAP consist primarily of records documenting the management of two bookstores, human resources, art sales, funding contributions to various park projects, and membership lists. These records include board meeting minutes, newsletters, correspondence, financial records, publication and merchandise information. Although FAP sponsors many of the Natural Heritage

Education Programs, park staff manage the records generated by these programs. For example, FAP may fund a summer employee's wage, or the construction of a boardwalk or interpretive signs, but the administration and therefore the records of these particular activities are maintained by the park. The FAP also supports environmental monitoring and long-term scientific studies in the park. For example, FAP co-sponsors the website, "The Science Behind Algonquin's Animals," along with Ontario Parks, the Province of Ontario and national funding from the National Science and Engineering Research Council of Canada.[9] The site describes current researchers, their interests and projects as well as research stations in the park. Without the contributions of FAP to staffing resources, projects, and equipment, many of the long-term environmental monitoring and research projects conducted in the park would be impossible. However, FAP does not acquire the records created by these research projects. Instead, records are kept at the Algonquin Park Visitor Centre in the park, by individual researchers, by sponsoring universities, or governments. Park staff manage the records of environmental monitoring projects conducted at the Algonquin Park Visitor Centre, including the bird, butterfly, and dragonfly and damselfly counts. Some of the best longitudinal research conducted in the park has been undertaken by park staff on a volunteer and informal basis. For example, records documenting the arrival, departure and sightings of birds for the past forty-five years have been maintained annually at the Algonquin Park Visitor Centre. Ron Tozer has been monitoring the common loon and bird migration in Algonquin Park since

[9] The Friends of Algonquin Park, *The Science Behind Algonquin's Animals* http://www.sbaa.ca (accessed April 8, 2006).

1961.[10] Some of the records created by his research reside at the Algonquin Park Visitor Centre, while others reside at his home outside of the park. Although FAP does not create environmental monitoring records as part of an official function, the organization supports these activities, and thus is one of the primary agencies for these records. According to the proposed methodology and because of the many factors that pertain to FAP the organization requires extensive documentation.

Park Residents – Esther Keyser

Seasonal residents (otherwise known as cottagers or leaseholders) and other kinds of visitors often keep long-term environmental monitoring records. Many generations of residents have kept records of weather observations and wildlife sightings. For example, a well-known resident, the late Esther S. Keyser, became famous as the first and perhaps only female licensed guide in the park and also as the "Loon Lady" for keeping records of her loon observations. She describes her interest in loons:

> Since 1978, I have made a regular habit of monitoring the loon populations on Smoke and Ragged Lakes. I have been particularly interested in observing the nest sites and tracking the survival rate of chicks from six nesting pairs of loons. I have submitted regular reports to the Park naturalist, so that my numbers and findings can help track the loon population. A summary of the first 10 years of my observations (1978 to 1987) first appeared in *Glimpses of Algonquin: Thirty Personal Impressions from Earliest Times to the Present*, compiled by my friend George Garland and published in 1989. This publication gave me a measure of notoriety and resulted in some people calling me 'The Loon Lady.'[11]

[10] The Friends of Algonquin Park, "Ron Tozer, Researcher," *The Science Behind Algonquin's Animals* http://www.sbaa.ca/researchers.asp?cn=294 (accessed April 8, 2006).
[11] Esther S. Keyser with John S. Keyser, *Paddling My Own Canoe: The Story of Algonquin Park's First Female Guide* (Whitney: The Friends of Algonquin Park, 2003), pp. 213-214.

Although these observational records may at first seem unscientific or unreliable, the professional scientific community has become increasingly accepting of citizen-based monitoring.[12] According to the appraisal framework established above, Keyser's records are worth appraising; she was the first and possibly only female licensed guide in the park, a long-term resident (she built her own cottage), and an early Northway Lodge camper. As a contributor to environmental monitoring records, she has made a small contribution to scientific information. Therefore, a medium level of documentation is required because Esther Keyser was an influential individual on the park as a whole. Although beyond the scope of this research, a survey of records kept by similar long-term residents and perhaps regular visitors would be very helpful for documenting and understanding the environment of the park, and would form part of any future overall appraisal strategy.

Research Stations

Along with the informal observations and research of park residents there is also a variety of more formal research conducted within Algonquin Park. However, no formal strategy to preserve such primary research exists so far. As noted earlier, Cook states that, in macroappraisal, it is necessary to "identify the existence of specialized one-of-a-kind research institutes, stations, or laboratories producing unique records or observational data and thus requiring individual attention."[13] However, within macroappraisal methodology, these research agencies must be

[12] Carol Hunsberger, Robert Gibson and Susan Wismer, "Increasing Citizen Participation in Sustainability-Centered Environmental Assessment Follow-Up, Lesson from Citizen Monitoring, Traditional Ecological Knowledge, And Sustainable livelihood initiatives," http://www.ceaa-acee.gc.ca/015/0002/0031/print-version_e.htm#1_1 (accessed 12 March 12, 2006).
[13] Cook, "Appraisal Methodology: Macro-Appraisal and Functional Analysis, Part B," p. 5.

official agencies. Research is conducted at stations and laboratories that are not managed exclusively or at all by Algonquin Park such as the Algonquin Park Visitor Centre, the Wildlife Research Station, Harkness Laboratory of Fisheries Research, Swan Lake Forest Research Reserve, Algonquin Radio Observatory, and the Algonquin Fisheries Assessment Unit, as described in some detail in Chapter Two. As a federal agency, the Algonquin Radio Observatory records are managed by the federal government, and thus subject to appraisal and potential archival acquisition by Library and Archives Canada for that jurisdiction. The Algonquin Fisheries Assessment Unit is a Ministry of Natural Resources (MNR) facility, and its records would be appraised and acquired by the Archives of Ontario. According to *A Research Strategy for Algonquin Provincial Park*, there are thirty to forty ongoing research projects at the Wildlife Research Station, Harkness Laboratory of Fisheries Research and the Algonquin Fisheries Assessment Unit.[14] The remaining facilities are used by research groups and no formal record-keeping or appraisal strategy exists for acquiring their records. Although the library at the Algonquin Park Visitor Centre collects copies of all published reports, articles and theses relating to the park, a collection strategy for monitoring and acquiring observational or research records does not exist. This is in part because a significant portion of research at these facilities is conducted by groups from, for example, the University of Guelph, Trent University, and University of Waterloo. The Wildlife Research Station and Harkness Laboratory of Fisheries Research host research projects, but the mere management of these research sites does not result in the creation of environmental monitoring

[14] Norman Quinn, "A Research Strategy for Algonquin Provincial Park" (Ontario Parks, Planning and Research Section, Occasional Paper 4). (February 1998), p. 3.

records. Rather, the research groups and individual researchers usually maintain their own research data on the environment. Moreover, when researchers complete their research, there is no guarantee that their records will be appraised and acquired by their "home" university archivists, or their significance appreciated within provincial park or environmental history. Applying the proposed methodology, the research institutes that are unique to, but not necessarily managed by, Algonquin Park require documentation strategy focus because of the partnerships between the stations and the park, their impact on the environment, and as illustrative examples. However, the research stations only require a medium level of documentation as environmental monitoring records are not created by staff at the stations, but by researchers visiting the stations.

It is surprising that although the management of the park depends on research conducted within the park, no formal strategy exists for managing the long-term environmental monitoring records created by researchers or private individuals. The park would benefit from active appraisal practices to seek out and preserve the primary environmental monitoring and observation records related to the park. The proposed methodology which combines elements of Samuels' documentation strategy, Cook's macroappraisal and Greene's Minnesota Method, is helpful for determining records of long-term or archival value.

Records Management at Other Parks

Algonquin Park is not the only park in which records of archival value reside at the local park level. The final portion of this chapter offers a comparative

examination of record keeping and archival practices in other similar parks, including Yellowstone National Park, Banff National Park, and Quetico Provincial Park, as a context for discussing current archival practices in Algonquin Park. The chapter concludes with recommendations for improving record keeping and archival appraisal in Algonquin Park especially in terms of environmental records which is the special focus of this thesis. This thesis also seeks to determine if there is a records management model in other parks that could be used by Algonquin Park.

Yellowstone National Park

Yellowstone National Park is the only national park in the United States to have an affiliate archives of the National Archives and Records Administration (NARA) in Washington. As an affiliate archives, the Yellowstone archives is considered a satellite or branch of NARA. This arrangement was established in 1978 by a memorandum of agreement between the National Park Service and NARA after officials recognized that the archival records in the park were significant, but should remain in the park. The agreement states that "these records are a part of the National Archives of the United States although they are in the physical custody of the National Park Service."[15] The agreement also states that "the facility in which [the records] are housed will be inspected at least once a year by an authorized representative of the Archivist of the United States."[16] A National Park Service Records Disposition Schedule (NPS-19, Appendix B – Revised, 5-03) exists for the

[15] Memorandum of Agreement Between the National Park Service, Department of the Interior, and the National Archives and Records Service (GSA) (1978), p. 1.
[16] *Ibid*., p. 3.

records of the National Park Service.[17] This document outlines the duration that records should be kept in park offices and whether the records should be transferred to the park-based archives at the end of their operational life, or destroyed. The disposition schedule includes inventory and environmental monitoring records created by park staff, and the records of Cooperative Ecosystem Studies Units, Canon National Parks Science Scholars Program, Benefits Sharing Program, Memorandums of Agreement and Cooperative Agreements.[18] The disposition schedule is the main document used for implementing the appraisal decisions for the records created in Yellowstone National Park. Although the disposition schedule excludes private records, the Yellowstone Park Archives does acquire private records. For example, the archives has acquired the records of the Yellowstone Park Company records (section A17) and the records of the naturalist Herma Baggley (section A16).[19] Many sections of park records contain environmental monitoring records, including A7 – Interpretation and Information records, A8 – Videotape Collection, A10 – Natural and Social Sciences records, A13 – Law Enforcement and Legal Matters records, A14 – Green Log Books, A16 – Manuscripts and Special Collections records, A18 – Oral History Collection, and A20 – Map Collection.[20] The Yellowstone Park Archives provides an excellent example of a successful archival program within a park, in partnership with a senior established archives (NARA). The success of the

[17] U.S. Department of the Interior, National Park Service, "NPS Records Disposition Schedule" (NPS-19, Appendix B – Revised, 5-03).
[18] *Ibid*., pp. 33-38.
[19] Yellowstone National Park, "Manuscripts and Special Collections," http://www.nps.gov/yell/technical/archives/arch_a16.htm and "Yellowstone Park Company Records," http://www.nps.gov/yell/technical/archives/arch_a17.htm
(both accessed April 30, 2006).
[20] See Yellowstone National Park, "Yellowstone Archives Index Page," http://www.nps.gov/yell/technical/archives/index.htm (accessed 30 April 30, 2006).

Yellowstone Park Archives is primarily a result of the support and recognition of the program from the National Archives and Records Administration.

Banff National Park

A similar "distributed management" model was made between Banff National Park and Library and Archives Canada. Records without current operational or administrative value, but with archival value as determined by macroappraisal analysis, are sent to Library and Archives Canada. However, there are some exceptions. In 1969, fourteen metres of Parks Canada records pertaining to the "field operations of western parks" that had been scheduled for destruction by the then Public Archives of Canada were instead transferred to the Provincial Archives of Alberta.[21] Blais states that in the mid 1980s "this is the only transfer of Parks Canada historical files to another institution that has occurred."[22] Cook states that

> no records which do not have *current operational or administrative value* should be retained in any national park or regional office. Although copies may certainly be kept in the parks, all original records with *research value only* should be forwarded to the Public Archives of Canada through the normal application of the records schedule of Parks Canada.[23]

This imperative generated a significant modification of the then National Archives of Canada's regional records policy in the mid 1980s, which allowed these Banff (and similar national) park records to be kept nearby and accessible within their regions, in a new series of National Archives' regional archives then established, rather than sent away to distant Ottawa. Cook goes on to state that

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[21] Gabrielle Blais, "Introduction" *Records of Parks Canada (RG 84)* Federal Archives Division, General Inventory Series, Public Archives of Canada, p. viii.
[22] *Ibid*., p. viii. The records "are presently located in PAA Accessions 69.218, 69.354 and 70.190. The records relate to the field operations of western parks and cover the years 1899-1960."
[23] Terry Cook, *Sources for the Study of Canada's National Parks*, Public Records Division, Special Publications Series, Ottawa: Public Archives of Canada, 1978 and 1983, p. 5. Original emphasis.

> no park official should be content until every non-operational record in his or her purview has been safely transferred to the Public Archives, for the destruction of the nation's documentary heritage by fire, flood, mould, and poor storage conditions is no less tolerable than if bulldozers attacked the nation's physical heritage in our national parks.[24]

Parks Canada has a progressive approach to record keeping and archival management. In 2001 Parks Canada set out to support agency-wide ecological monitoring projects. This initiative included the development of a Recorded Information Strategy to "address system-wide data and information management and archiving needs for all kinds of data collected and used by Parks Canada."[25] The cooperation between Banff National Park and Library and Archives Canada, and Parks Canada's own record-keeping initiatives provide excellent examples for the management of individual park-level records because the parent agency, Parks Canada, and Library and Archives Canada, both strongly support the program.

Ontario Provincial Parks

The Archives of Ontario notes that six Ontario provincial parks operate their own archives, including Algonquin Park. Other parks include Quetico, Pinery/Ipperwash, Lake Superior, Presqu'ile and Rondeau Provincial Parks.[26] These programs vary in formality and are often staffed only on a seasonal basis. The informal methods are largely heritage-based, focusing on human history activities and their related records, and do not fully appreciate the importance of preserving

[24] *Ibid*., p. 5.
[25] Parks Canada Agency, *Parks Canada: First Priority Progress Report on Implementation of the Recommendations of the Panel on the Ecological Integrity of Canada's National Parks*, (Minister of Public Works and Government Service, 2001), p. 42.
[26] Archives of Ontario, "Documentation of Parks and Recreational Lands Management."

environmental records.[27] Many park archives were started to support the Natural Heritage Education Programs. Therefore, records are usually acquired for these archives to support historical and cultural research in the park. Little thought is given to the implications of maintaining good archives of related records on the natural history of the park for environmental preservation.

The John B. Ridley Research Library at Quetico Provincial Park has the strongest program dedicated to the preservation of archival material in an Ontario provincial park. The Quetico Foundation established the Library in Quetico Park in 1986. The Quetico Foundation was created in 1954 with the goal of preserving the park. Although the Library is operated by Ontario Parks, support from The Quetico Foundation and the Friends of Quetico Park is essential for maintaining the library program that is staffed part-time by a librarian/archivist. The facilities include an underground vault for the storage of archival records.[28] However, no formal records management program for the park's records exists, nor has any formal appraisal analysis and agreement been put in place. Therefore, records are acquired on a rather haphazard basis. Although there is one mention of the Library in the Quetico Provincial Park "Revised Park Policy," 1995, its role, contributions, importance, and mandate are tellingly excluded.[29] A more detailed outline of the archival functions (and related records management) in this important strategic document would help to solidify and strengthen the program.

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[27] See Rondeau Provincial Park, "Rondeau Provincial Park History Project," http://www.rondeauprovincialpark.ca/Friends/History%20Project.htm (accessed April 11, 2006).
[28] Quetico Provincial Park, John B. Ridley Research Library, http://catalogue.legacyforest.ca (accessed April 30, 2006).
[29] Ministry of Natural Resources, "Quetico Provincial Park, Revised Park Policy 1995," p. 17.

The Algonquin Park Museum Archives was first established when museum staff began to collect records from visitors and staff in the 1970s. Today, the archives is located in the Algonquin Park Visitor Centre; however, the collecting practices have not been significantly altered. The archives is used to support human heritage interpretation by Natural Heritage Education Program staff, not the preservation of records documenting the natural heritage, environmental and wildlife conditions of the park. The archives is staffed usually on a seasonal basis and always funded in whole or in part by The Friends of Algonquin Park. The archives is included in the *Algonquin Park Management Plan*, therefore, the program is managed as an official function of the park.

The *Retention and Disposal of Recorded Information*, produced by the Archives of Ontario, consists of guidelines for appraising program areas of any provincial government agency. The document states that when appraising the records of "priority program areas," "special emphasis should be given to those policy areas that have significant impact on…the province's physical environment."[30] However, the environmental monitoring records created in Algonquin Park are not yet surveyed, managed, scheduled or appraised. The Archives of Ontario's functional analysis of MNR records states that the Archives preserves the "core records generated by the Ministry of Natural Resources" and is primarily interested in "obtain[ing] the best record documenting the administration of publicly-owned resources for the economic benefit and enjoyment of the people of Ontario."[31] The appraisal archivists concluded

[30] Archives of Ontario, "Retention and Disposal of Recorded Information (1): Program Management – A Guideline, Prioritizing Program Areas,"
http://www.archives.gov.on.ca/english/rimdocs/guideln1.htm (accessed April 3, 2006).
[31] Archives of Ontario, "Acquisition Strategy, Section 6.0."

that "it is not tenable for the Archives to acquire records from the District Office level, because of their large volume."[32] The authors also stated that the current records schedules for the majority of MNR functions, including Parks and Recreational Lands Management, "do not reflect the current administrative structure. A large variety of schedules are in place relating to parks policy and management relating to the former Parks Division."[33] Moreover, the authors state that "conversations with representatives from various program areas which were conducted during the course of preparing this analysis revealed that often staff don't know whether records schedules exist covering their area,"[34] and conclude that "it is doubtful that these schedules are being implemented, as some zone managers were unaware that their records are scheduled."[35] Although schedules are in place relating to parks policy and management, park records are not being appraised appropriately and the appraisal results are not being implemented in the field.

Recommendations

The Archives of Ontario is unable to acquire all the archival records of Algonquin Park, including those with potential value in documenting the environment. Therefore, it is important to consider whether Algonquin Park should follow the example of Yellowstone National Park and become an officially recognized affiliate archives of the Archives of Ontario. The Archives of Ontario states that

[32] Archives of Ontario, "Documentation of Parks and Recreational Lands Management," p. 30.
[33] Archives of Ontario, "Acquisition Strategy, Section 6.14."
[34] *Ibid*., "Section, 7.0."
[35] *Ibid*.

> the impression was also conveyed from one zone manager that the most complete record of park activity exists in the field, at the parks themselves…The Archives of Ontario, because it cannot justify acquiring records at this level, should officially authorize/acknowledge the maintenance of archival government records in local offices.[36]

With the support of the Archives of Ontario, it would be possible to establish successful archival programs at appropriate Ontario provincial parks.

In order to establish such an archival program in a park it is necessary to determine whether the park can sustain an archives. The following factors should be considered when evaluating the appropriateness of establishing an archival program in a park.

Factors for determining if a park can support an archival program:

- The archival records are not acquired and adequately preserved by another repository.
- The park will construct an archival facility meeting at least minimum storage standards for preserving archival records.
- The park will operate the archives in a continual and sustainable (not seasonal) manner.
- The park will support at least one full-time archivist position, staffed by a professional archivist at an appropriate level, to properly manage the archives.
- The archives will be accessible to both internal and external users.
- The archives will be managed as a division of Ontario Parks.

[36] Archives of Ontario, "Documentation of Parks and Recreational Lands Management," p. 29.

- The archives will be recognized and approved as an affiliate archives of the Archives of Ontario.

This chapter proposed a new methodology for the appraisal of external agencies and groups affiliated with Algonquin Park. The new methodology depends on the prior implementation of macroappraisal for the appraisal of official government records of the park and its parent organizations. The documentation strategy is then used to identify records creators associated with the park. These records creators are appraised using the eight factors adapted from macroappraisal and the Minnesota Method. Finally, the record series are appraised using secondary considerations adapted from macroappraisal and the Minnesota Method. The proposed methodology was applied to four representative records creators. This chapter also illustrated that external agencies, organizations and individuals affiliated to Algonquin Park have functions, activities and programs that are important for effective environmental preservation and therefore warrant archival preservation of their related records. However, the records of Algonquin Park, particularly the long-term environmental monitoring records, are not now being preserved. New strategies were suggested for park archives based on best practices elsewhere.

Chapter Five

Conclusion

This study proposes an appraisal strategy for Algonquin Park that is based on macroappraisal and supported by the documentation strategy and the Minnesota Method. Although macroappraisal is the most comprehensive appraisal methodology now available, without adding aspects of the documentation strategy and the Minnesota Method, it is too narrow in scope to locate important environmental records. The new methodology is divided into three steps; first macroappraisal is implemented, second a combination of the documentation strategy and the Minnesota Method are implemented, and third the records and records series are appraised.

The archival theory of macroappraisal is the basis for the proposed methodology because it provides solutions to the theoretical and practical weaknesses of traditional appraisal and expands on functional analysis. In this study macroappraisal was used to analyze the functions, policies and procedures of Algonquin Park. After identifying the functions of Algonquin Park and appraising these functions, it was determined that the geographic information systems/resource inventorying, natural heritage education, resource management functions (including water, fisheries, wildlife and forest management) produce the most significant environmental records.

However, the usefulness of macroappraisal is limited because of its exclusive focus on the exclusive appraisal of the official functions and activities of an

organization. There are additional environmental records created within Algonquin Park by external agencies, individuals and groups that are used by park staff to document changes in the environment and to support the management of the park. Using macroappraisal alone, environmental records, such as monitoring records created during cooperative projects between volunteers and park staff, would not be captured. Nor would some of the research-based data created by various university groups on the physical, natural, and wildlife aspects of the park be included. Therefore, the omission of records created outside of the official functions of the park or by external agencies fulfilling official functions on behalf of the park results in the subsequent exclusion of some environmental records. An appraisal strategy that accounts for cooperation between institutions is necessary.

The documentation strategy is an excellent method for identifying external groups, organizations and individuals affiliated with Algonquin Park. However, the implementation of the documentation strategy can be problematic because of the extremely broad scope of the methodology. The Minnesota Method improves on the documentation strategy by incorporating parameters that prioritize external records creators and their records. However, as the Minnesota Method was designed for the appraisal of business records, it was necessary to adapt its appraisal factors to accommodate the provincial park context and environmental records. The following eight factors were established as the appraisal priority criteria for Algonquin Park: partnership with the park; numbers of staff members; unique obligations that are mandated by legislation; influence of records creator on park as a whole; independence from other organizations or parent organization; impact on the

environment; political importance; and illustrative example. A strategy for identifying and then collecting the essential records of Algonquin Park was proposed using a combination of the documentation strategy and the Minnesota Method.

Following the appraisal of records creators, records series and records are appraised. Appraisal considerations for records series and records were established and these are: representation of a minority or marginalized group, not acquired by another repository, and within the cost limits of the archives. Nine criteria are also applied: completeness and comprehensiveness of the series, authenticity, uniqueness, relationship to other records, dates and time-span, extent, usability, manipulability, and physical condition of the records. The combined strategy includes suggestions for the identification, appraisal and management of the various types and media of records necessary for environmental preservation that may be found within the record-keeping universe of a park. The appraisal strategy follows the Canadian "total archives" tradition and therefore includes the preservation of records from both the public domain and private individuals, groups and organizations. In the same tradition, a sensitivity to media other than traditional text-based records is incorporated for photographs, maps, documentary art, and other media that can contain environmental information. Considerations for determining when archival facilities should be maintained within parks and when records should be transferred to centralized archival facilities were outlined.

The proposed strategy offers records creators in parks a framework for the better preservation of environmental information. Environmental records often exist outside official functions, or at least cross so many of them that lines blur, and

therefore it is essential to be sensitive to this when appraising the records of an organization.

Limitations of this Study

Although macroappraisal is improved when coupled with the strengths of the documentation strategy and the Minnesota Method, implementing a comprehensive appraisal strategy for Algonquin Park proved challenging given the limited scope of this study in terms of time, space and resources. Previous attempts to implement large-scale documentation strategies have met with similar problems. For example, when the New York Historical Records Program Development Project attempted to implement the documentation strategy, they found it was too complex to be implemented. Even though Algonquin Park is a much smaller geographical space and less complex place than New York State, the state project also had many more people and resources than did the author of this thesis, and thus undertaking a comprehensive documentation strategy of all relevant organizations and individuals relating to Algonquin Park was too extensive for this project.[1] Instead, several such organizations and individuals were investigated to be illustrative of a process, and to provide a road map for the appraisal of all park records.

Recommendations for Future Work

In addition to parks, many other agencies and groups create environmental records. The proposed methodology may be useful for appraising the records of other

[1] Richard Cox, "A Documentation Strategy Case Study: Western New York," *American Archivist* 52 (Spring 1989): p. 194.

groups that produce environmental records. Staff at parks such as Quetico Provincial Park and Rondeau Provincial Park that have developed or are developing archival programs may find the suggested methodology helpful since the functions of provincial parks are similar. Staff and stakeholders of national parks, municipal parks, conservation areas, forest reserves, biosphere reserves and other organizations that contribute to the management and preservation of natural spaces may also find the proposed methodology helpful, with appropriate modifications for those jurisdictions, because of the similarities between their functions. The proposed methodology may also be applicable to other organizations with similar functions of water resources management, forest resources management, fisheries management, wildlife management, geographic information/resource inventorying, and natural heritage education. The following section will very briefly consider the appropriateness of the proposed methodology for appraising the environmental records of conservation authorities and municipal records, but most of these other possible applications are outside the scope of this thesis. However, the findings of this thesis suggest that these additional applications in other contexts are suitable areas for further research.

Conservation authorities are administered by municipalities for the purposes of protecting and managing watersheds and ecosystems, and implementing Natural Heritage Education Programs. The thirty-six conservation authorities in Ontario are responsible for a significant number of land and water resources. The administrative structure of conservation authorities is peculiar in that they reside between the jurisdiction of municipalities and provincial governments. Conservation authorities are administered by a board of representatives from the municipalities in which the

land or bodies of water are located. Records management is not mentioned in *The Conservation Authorities Act, 1990* or any other related legislation. However, the Toronto Conservation Authority does have an active records management program. Similarly, the Grand River Conservation Authority has recently agreed to transfer historical records to the University of Waterloo Library Special Collections Department. However, there are no appraisal guidelines outlining the functions that should be documented or the types of documents that should be preserved. Conservation authorities and provincial parks are responsible for similar functions including the management of water resources, wildlife, forest resources, geographic information systems/resource inventorying, and natural heritage education. The methodology proposed in this study may therefore be a helpful framework for appraising the records of conservation authorities.

Although the *Ontario Municipal Act* 2001 requires municipalities to have archival programs or agreements to transfer records to the archives of another jurisdiction, the act does not provide any guidance regarding the types of functions that must be documented or the series of records that should be preserved. The Ontario Municipal Records Management System (TOMRMS) was developed by the Association of Municipal Managers, Clerks and Treasurers of Ontario in 1989. This classification structure outlines the types of records with long-term value along with recommended retention schedules. However, the focus of the system is on administrative records and there is little consideration for records of natural spaces such as parks, water resources, nature reserves and forests. Haas, Samuels and Trippel Simmons are critical of structures like TOMRMS because they privilege

administrative, legal, and financial records over research and scientific operational records.[2] To municipal employees who follow TOMRMS too closely and are unfamiliar with the importance of environmental records, valuable environmental records are likely to be destroyed. Municipalities are involved in many of the same functions as Algonquin Park. In varying capacities municipalities are responsible for water resources, and wildlife and forest resources management. In Ontario during the 1940s, the MNR worked with municipalities to establish forests in response to increasing urbanization. Many of these forests, or parts of them, continue to be managed by municipalities. Although municipalities are not primarily responsible for natural heritage education, some municipalities support these programs. However, conservation authorities often fulfill the natural heritage education function at the municipal level on behalf of municipalities. Many municipalities utilize geographic information systems (GIS), however, it is not necessarily for natural resource inventorying purposes. Instead, GIS is used for many diverse purposes such as mapping heritage properties, bus routes, emergency services or urban planning. Further research is required to determine if GIS and resource inventorying by municipalities create environmental records of archival value. Many levels of government and non-governmental organizations are responsible, therefore, for managing and protecting the environment. Although the protection of the environment is a primary goal for Ontario Parks, conservation authorities, and municipalities, this function remains very poorly documented in archives.

[2] See Joan K. Haas, et. al., *Appraising the Records of Modern Science and Technology: A Guide* (Cambridge: Massachusetts Institute of Technology, 1985).

There is much work to be done on the appraisal and preservation of environmental records. The state of appraisal at Algonquin Park is representative of other similar public organizations that are responsible for managing and preserving lands, such as conservation authorities and municipalities. In particular, the records of groups and individuals discussed in Chapter Two that are affiliated with Algonquin Park should be appraised according to the parameters established by the Minnesota Method, including prioritizing institutions and documenting institutions at differing levels, and then collecting all, some, a representative few, or none of these records according to these priorities. For example, the records of research stations should be appraised in cooperation with the scientists, researchers, institutions and universities that utilize and support them. A detailed application of the combined methodology is required to establish an appraisal framework. Ontario Parks, the MNR and the Archives of Ontario should work together to establish and support archives in provincial parks and to create opportunities for these archives to become financially and professionally sustainable. Partnerships with federal national parks and forestry reserves may also be fruitful in spreading the work, resources, and lessons learned.

Hugh Taylor argued that "the extent to which records have a bearing on the natural world should be one of the first considerations in archival appraisal."[3] Instead, the records of provincial parks, conservation areas and natural spaces in municipalities are considered only as a last step, if at all. Archivists must reconsider their relationship to the environment and to environmental records. In this light, the records documenting these spaces become essential records. At stake in the appraisal

[3] Hugh Taylor, "Recycling the Past: The Archivist in the Age of Ecology," *Archivaria* 35 (Spring 1993): p. 208.

and preservation of such records, as Candace Loewen argues, is ultimately nothing less than planetary survival.[4]

[4] Candace Loewen, "From Human Neglect to Planetary Survival: New Approaches to the Appraisal of Environmental Records," *Archivaria* 33 (Winter 1991-1992): pp. 87-103.

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