

A History of the City of Regina Archives

1929-2004

by

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A Thesis

Submitted to the Faculty of Graduate Studies

In Partial Fulfilment of the Requirements

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1929-2004**

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**A Thesis/Practicum submitted to the Faculty of Graduate Studies of The University of  
Manitoba in partial fulfillment of the requirement of the degree  
Of  
MASTER OF ARTS**

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## **Abstract**

The City of Regina Archives is a relative newcomer to the Canadian archival landscape, opening in 1985. However, the records that make up this unique, diverse and detailed collection have a history of their own that predates their 'official coming-out party' in 1985.

This case study will outline the development of the archival holdings that make up the City of Regina Archives. It will attempt to show how this archival collection was initially shaped and formed through an in-house records management program focused on the collection's administrative and legal functions and then by a broader, historical and cultural emphasis, all without its creating agency having in place a fully developed archival program. It will also outline how a co-operative arrangement between the City of Regina and the provincial archival authority, the Saskatchewan Archives Board, concluded in 1985, gave the corporation an opportunity to establish its own municipal archives and to give its records the long-term care and accessibility they required.

This arrangement proved beneficial to all those involved until the year 2002 when the City of Regina and the Saskatchewan Archives Board went their separate ways, leaving a new City of Regina Archives fully independent and anxious to find its way in the Canadian archival community and the corporation it is mandated to serve.

This history will help fill a perceived gap in Canadian archival literature by adding a new chapter to the understanding of municipal archives in Canada.

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## Chapter I

### In the Beginning, 1929-1970s

The increased public interest in archives and the variety of ways in which archival materials are being used today highlight their societal importance in this increasingly technologically sophisticated age. To put it simply, archives preserve some of the fundamental cultural resources of our country. The wide variety of documentary material preserved in our archival institutions make available to all much of the recorded memory of our nation, our cities and the people who made Canada what it is today. This material has been and continues to be created by governments, corporations, institutions, unions, churches, organizations, clubs and individuals during the course of their day-to-day activities. Every government, group or individual produces a documentary record, whether that be in the form of reports, minute books, financial statements, bylaws, letters, correspondence, diaries, photographs, film/sound recordings or computer files. When systematically identified and retained, these records provide an almost immediate and surely unique source of information on the work, plans, thoughts and dreams of earlier generations. "An archives mirrors the organization or community which created it."<sup>1</sup> Archival collections reflect all aspects of community life, good and bad, and give back to that community a valuable resource available to all. How that individual, community, and/or society uses this resource is open ended: from the casual reference into one's genealogical past; to critically analyzing some past historic event or trend; to inferring

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<sup>1</sup> Canadian Council of Archives, "Canadian Archives: Reports and Responses, The Symons Report, 1975; The Wilson Report, 1980," *Archivaria* 11 (Winter 1980-81), 111.

lessons from the past so as to provide a better understanding for future planning, archives can and have been 'used' in many different and interesting ways.

While the cultural importance of archives has helped in increasing society's interest in heritage, archives continue to provide a much more ancient service. Since the development of writing in ancient Mesopotamia over 5,000 years ago, archives were instituted to store clay tablets, which preserved the records necessary to document the rights and obligations of government, corporate bodies and individuals within society.<sup>2</sup> Government, in all its forms, has played a large role in the life of every citizen. From the broad development of government policy, that is, public policy, to the generation of taxes and how that revenue is spent, to decisions on building codes, zoning, emergency services, social assistance and a myriad of other issues that affect individuals, official records are created to show how the government has fulfilled the public trust it was entrusted with when elected to power. In a democratic society, the informed selection and preservation of a government's archives, coupled with appropriate public access, is a basic right.

Every government, whether federal, provincial or municipal, creates a substantial body of documentary material in the course of its day-to-day administration. Not all such records, however, need to be kept beyond their immediate purpose; in fact, their inefficient storage can undermine office productivity. However, when these records are systematically handled through efficient records management procedures and when

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<sup>2</sup> Ibid., 112.

archival principles are applied to select essential records for permanent preservation, the resulting archive forms the recorded memory of that government.

The city is a basic element in our social organization and the records city governments produce have become increasingly popular with various types of scholars and researchers. Local government bodies produce a rich variety of records: routinely-generated materials such as tax and assessment rolls, building permits, land records, correspondence, petitions, minutes and resolutions provide unique insights into the 'mentality' of local people and the internal operations of local governments. At the professional level, historians and political scientists have shifted the attention of their studies from the national to the regional and the local, attempting through micro-studies to gain new insights into social change.<sup>3</sup> The professional researchers have been joined by town planners conscious of the historical environment, heritage groups attempting to

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<sup>3</sup> For a more detailed account of how scholars and researchers are using municipal records in helping direct various disciplines (such as history, political studies, urban planning and sociology), down different avenues, see: Francis X. Blouin, "Archivists, Mediation and the Constructs of Social Memory," Archival Issues 24, no.2 (1999); Hans Booms, "*Überlieferungsbildung*: Keeping Archives as a Social and Political Activity," Archivaria 33 (Winter 1991-92); Jim Burant, "Ephemera, Archives and Another View of History," Archivaria 40 (Fall 1995); Brien Brothman, "The Past that Archives Keep: Memory, History and the Preservation of Archival Records," Archivaria 51 (Spring 2001); Richard Cox, "American Archival History: Its Development, Needs and Opportunities," American Archivist 46, no.1 (Winter 1988); Richard Harvey Brown and Beth Davis Brown, "The Making of Memory: The Politics of Archives, Libraries and Museums in the Construction of National Consciousness," History of the Human Sciences 11, no.4 (1998); Carol Kammen, On Doing Local History: Reflections on What Local Historians Do, Why and What it Means (Nashville: The American Association for State and Local History, 1986); Danielle Laberge, "Information, Knowledge and Rights: The Preservation of Archives as a Political and Social Issue," Archivaria 25 (Winter 1987-88); Frederic Miller, "Social History and Archival Practice," American Archivist 44, no.2 (Spring 1981); Kathleen Neils-Conzen, "Community Studies, Urban History and American Local History" in Michael Kammen, ed. The Past Before Us: Contemporary Historical Writing in the United States (Ithaca, New York: Cornell University Press, 1980); Tom Nesmith, "Archives from the Bottom Up," in Tom Nesmith, ed. Canadian Archival Studies and the Rediscovery of Provenance (Metuchen, New Jersey: Scarecrow Press, 1993); Helen Samuels, "Who Controls the Past?," American Archivist 49, no.2 (Spring 1986); Michael J. Swift, "The Canadian Archival Scene in the 1970's: Current Developments and Trends," Archivaria 15 (Winter 1982-83); Hugh Taylor, "The Collective Memory: Archives and Libraries as Heritage," Archivaria 15 (Winter 1982-83); and, again, Hugh Taylor, "Family History: Some New

identify important sites and structures, school teachers using local experience and historical resources to illustrate broader trends and enthusiastic amateur historians and genealogists pursuing historical research as a leisure-time activity. It is often the case that local centennials, celebrations and the preparation of local histories all depend on the quality of the available historical record. The benefits accumulated from the study of records created by those public agencies closest to the activities of the average citizen have been incalculable.

Yet, despite this awareness of how important the archiving of municipal records is to the understanding of who we are and how we got to where we are now as a community, the history of municipal archives is not well documented in this country. The study of municipal archives in Canada lacks that most basic research tool needed to help bring about some kind of understanding of the issues facing municipal archives in this country today: a sufficient number of case studies. In a nation rich in archival tradition and internationally respected for its archival theory and practice, this omission needs to be addressed. Municipal/County/Community archives in Canada appear to have been given the role of 'forgotten cousin' in the Canadian archival community. While time, effort and resources have been devoted to issues concerning larger institutions (the amalgamation of the National Archives and the National Library, concerns about the retention and preservation of electronic records, digitization, to name just three), serious fundamental issues, unique to these smaller institutions, are not being given due concern. Acquisition policy development, budget stabilization in a more 'compact' political environment, access

to grant monies and staffing are just some of the more pressing issues facing these institutions. While national/provincial/university institutions may face the same kinds of problems, resources to assist them are more widely available, softening their potential negative impact. Often these kinds of resources are simply not available to municipal/county/community archives.

This case study is an attempt to fill that gap by adding a new and relevant chapter to the understanding of municipal archives in Canada. Most of the literature pertaining to the establishment of municipal archives in Canada is perceived by this author as either being out of date and/or lacking the proper archival focus required to be studied seriously.<sup>4</sup> Kent Haworth's article "Local Archives: Responsibilities and Challenges for Archivists" written for the Canadian publication, *Archivaria*, in 1976<sup>5</sup> is a good starting point when discussing the historiography of municipal archives in the overall context of Canadian archival literature. Haworth begins his 'plea' by pointing out that only four Canadian cities (Quebec City, Montreal, Toronto and Vancouver) had in place, in 1974, a systematic programme of

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<sup>4</sup> Previously published works relating to the development of municipal archives in Canada include: Kent Haworth, "Local Archives: Responsibilities and Challenges for Archivists," *Archivaria* 3 (Winter 1976-77); Sheilagh S. Jameson, "The Archives of the Glenbow-Alberta Institute," *Urban History Review* no.3, 1977; Robin Kierstead, "J.S. Matthews and an Archives for Vancouver, 1951-1972," *Archivaria* 23 (Winter 1986-87); Anne MacDermaid, "The City of Kingston Archives," *Urban History Review* no.1, 1978; Peter Moran, "Simcoe County Archives," *Archivaria* 3 (Winter 1976-77); Victor L. Russell, "Municipal Records in Ontario," *Urban History Review* no.3 (1978); Mark Walsh, "Documenting our Side of the Detroit River: The Municipal Archives, Windsor Public Library," *Archivaria* 22 (Summer 1986); Edwin Walsh, "The City of Ottawa Archives," *Urban History Review* no.1 (1976); Bohdan Zelnyj, "Local Archival Repositories: The Case of the City of Vaughan Archives," *Archivaria* 35 (Spring 1993). Many of these works were written 20-30 years ago and are seriously out of date. Other articles were published in a journal not pertaining to archives or archival studies. Only Sara Conway-Hemingway's unpublished M.A. Thesis from the University of Manitoba, written in 2000 and entitled "From Dusty Papers to Archival Treasures: Canadian Municipal Archives, the City of Winnipeg Archives and the Records of Winnipeg City Council, 1874-1971" makes an attempt to study the development of a specific municipal archive in detail. However, this work too falls short of this author's expectations as Conway-Hemingway spends a great portion of her thesis providing the reader with RAD (Rules for Archival Description)

records preservation and that "...the greatest challenge facing Canada's archival profession has to be the preservation of local records".<sup>6</sup> Haworth complained that "the literature concerning the history of archives development in Canada is striking for the centralist tendencies which are revealed...Canadian archivists...have remained unconcerned about the state of municipal archives."<sup>7</sup>

Along with this 'philosophical bias', Haworth believed that the lack of leadership and direction on the issue of municipal archives from the Public Archives of Canada did the profession no good. He called for an archival presence in every community; this was essential to assist Canadians' growing interest in local history; he thought that "the traditional role of the city archives, preserving the locale's documentary heritage and making it available to both student and scholar...will support the growth of local history...and historians are disenchanted with the study of history 'from the top down' and want it 'from the bottom up'. The future of archivists depends in large measure upon this local acceptance and the important role archives should play in each community."<sup>8</sup> Haworth summarized his 'call to arms' by insisting that the legal structure was already in place for the establishment of local/municipal archives in Canada. There remained a need for governments and archivists to take the necessary steps.

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compliant descriptions of City of Winnipeg City Council Records.

<sup>5</sup> Kent Haworth, "Local Archives", 32.

<sup>6</sup> Ibid.

<sup>7</sup> Ibid.

<sup>8</sup> Ibid., 33.

Haworth's view of the Canadian archival community in the mid-1970s is strongly reinforced by the Canadian government report on the state of 'Canadian Studies' published in 1975, commonly referred to as the Symons Report.<sup>9</sup> The four-volume report, while detailing many aspects of the issues facing cultural institutions in Canada at the time, omits any mention of municipal archives. The Canadian Council of Archives said, "the Report, preoccupied with the role of the Government of Canada through the Public Archives and the universities' role as centres of regional archives...ignores the mandate of provincial archives as sponsors of archival activity and neglects municipal archives."<sup>10</sup> Again, the focus on larger archival institutions, to the detriment of smaller, local archives is clearly evident.

Senior Public Archives of Canada archivist Michael Swift also noted the treatment of municipal archives in his article "The Canadian Archival Scene in the 1970's: Current Developments and Trends", printed in the winter 1982-83 edition of *Archivaria*.<sup>11</sup> Swift's article focuses on three main themes: the Public Archives; Provincial Archives; and, Professional Development. It is very generous in its praise of the Canadian archival profession, glowingly reciting increased budget and staffing figures to point out how the profession had matured and become a 'major player' in the Canadian heritage community. When Swift focused on the state of municipal archives, his tone changed:

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<sup>9</sup> T.H.B. Symons, To Know Ourselves: The Report of the Commission on Canadian Studies (Ottawa: Association of Universities and Colleges of Canada, 1975) 4 volumes.

<sup>10</sup> Canadian Council of Archives, "Canadian Archives: Reports and Responses," *Archivaria* 11 (Winter 1980-81), 9.

<sup>11</sup> Michael Swift, "The Canadian Archival Scene in the 1970's: Current Developments and Trends,"

On the other side of the coin is the whole field of municipal and county records. In most cases, the provinces have not dealt effectively with encouraging the development of municipal archives. Quite often, they have not even come to grips with the subject at all. The most striking illustration is that there are no more than half a dozen effective archives programs being operated by municipalities in this country. What the fate of this invaluable archival source may be is a matter for gloomy speculation.<sup>12</sup>

While recognizing the fact that municipal archives were indeed an “invaluable archival source”, no helpful solutions to the problems they face were ever forwarded by any level of government or member of the archival profession; it appears that, in the 1970’s, municipal archives were left to fend for themselves and either ‘sink or swim’. The tendencies that Kent Haworth spoke of would be hard to overcome. The overall uneven quality of the published articles dedicated to municipal archives during the mid-1970s certainly didn’t help either.

Municipal archives lack of acceptance within the Canadian archival profession can be seen by the fact that more articles relating to municipal archives and records appeared in non-archival publications than in those journals dedicated to archives in the later half of the 1970’s. Three articles on Canadian municipal archives and the records they create were published in *Urban History Review* while only two, one being Kent Haworth’s already mentioned article, appeared in *Archivaria*.<sup>13</sup> All of the articles in *Urban History Review* include listings of the textual records series retained by the archives in question. Edwin

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*Archivaria* 15 (Winter 1982-83).

<sup>12</sup> *Ibid.*, 54.

<sup>13</sup> Edwin Welch, “The City of Ottawa Archives,” *Urban History Review* no.1 (1976); Sheilagh S. Jameson, “The Archives of the Glenbow-Alberta Institute,” *Urban History Review* no.3 (1977); Anne MacDermaid, “The City of Kingston Archives,” *Urban History Review* no.1 (1978); Peter Moran, “Simcoe County Archives,” *Archivaria* 3 (Winter 1976-77).

Welch's article, "The City of Ottawa Archives," published by *Urban History Review* in 1976 is only three pages long but makes for interesting reading. While half of the three-page article lists the textual records found at the City of Ottawa Archives, Welch also gives the reader a glimpse of some of the unique problems municipal archives must endure. Ottawa city council debated the necessity of establishing a municipal archives for several years. This was because the Public Archives of Canada, situated in Ottawa (in fact only two miles away from Ottawa City Hall), was already collecting local records. Welch said, "...it was more convenient to look for Ottawa maps and topographical photos at the PAC....also, the Hill, Sparks and other collections of important local families ....were all turned over to the PAC, long before the City Archives were established."<sup>14</sup> What chance did this municipal archive have in collecting local records of historical significance when the largest and best-funded archive facility in the entire country resided so close?

Sheilagh Jameson's 1977 article in the *Urban History Review* entitled "The Archives of the Glenbow-Alberta Institute", again, offers the reader a detailed listing of the textual records it retains in its collection.<sup>15</sup> The author also outlines how the Glenbow-Alberta Institute came into being. It was founded in 1955 as an incorporated entity by Eric Harvie and charged with promoting a better understanding of the history of Western Canada through the collection and preservation of pertinent paintings, books, documents, photographs, Indian and archaeological specimens and pioneer artefacts.<sup>16</sup> In 1966, the Harvie family donated the Glenbow and its holdings to the province of Alberta as a

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<sup>14</sup> Edwin Welch, "The City of Ottawa Archives," 10-11.

<sup>15</sup> Sheilagh S. Jameson, "The Archives of the Glenbow-Alberta Institute," *Urban History Review* no.3 (1977).

centennial gift. To conclude the article, the author offers some very interesting insights into the relationship between the City of Calgary and the Glenbow. As early as 1960, the Glenbow was actively acquiring municipal records from the City of Calgary. On March 15, 1973, the Board of Commissioners for the City of Calgary appointed the Glenbow-Alberta Institute as the 'City Archives' stating that records no longer required in normal civic operations would be held available by the Institute for authorized civic personnel.<sup>17</sup> City records were defined as: "...data pertaining to the Civic Service and a product of the corporation and listed as: completed forms; reports; correspondence; tape recordings; punched tape/punch cards; computer print out reports; drawings (includes linens); personnel files; case files; pictures; booklets; brochures; pamphlets; etc."<sup>18</sup> Here was an example of a municipality entering into a 'working agreement' with an existing archival facility because the municipality was either unwilling or unable to provide the funds necessary to start its own archival programme. This is just the first such example of many such arrangements struck between Canadian municipalities and existing archival institutions. A discussion of the benefits and dangers of these types of arrangements will appear later in this thesis.

Anne MacDermaid's 1978 article, "The City of Kingston Archives," is the third example of how the *Urban History Review* was more interested in the records municipal archives were creating than the Canadian archival profession itself was in the later half of

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<sup>16</sup> *Ibid.*, 70.

<sup>17</sup> *Ibid.*, 76.

<sup>18</sup> *Ibid.*

the 1970's.<sup>19</sup> The article resembles the two previously mentioned articles by Edwin Welch and Sheilagh Jameson. Most of its content is dedicated to a listing of textual records. However, the author does describe the unique arrangement between the City of Kingston and Queen's University and how the city archives was formally established when the two entered into an agreement which the author emphatically declares "...appears to have succeeded completely with both users and staff benefiting."<sup>20</sup> The agreement, passed by city council on June 26, 1972, reads as follows:

That all official records of the Corporation of the City of Kingston more than 30 years old and no longer required for administrative purposes should be under the care of professional archivists. We therefore recommend the acceptance of the Queen's University offer to make available the facilities of their Archives Department for this purpose. All records transferred shall remain property of the Corporation of the City of Kingston and will be known as the City of Kingston Archives. The archives shall be stored in locked, environmental controlled archival stacks, arranged, described and made available under proper supervision to civic administrators, researchers and the general public.<sup>21</sup>

In this instance, a municipal government entered into a working agreement with a well-established university archives. (The City of Calgary had entered into a working agreement with the Glenbow-Alberta Institute, a 'regional', not provincial, archive.) This notion of having an existing archival institution care for the records of a given municipality seems to have been a popular choice for some Canadian cities at this time, given these last two examples. But the author cannot say for certain. These last two examples are not enough to form a definite conclusion or even working hypothesis, such as: 'The crisis facing Canadian municipalities in the 1970's in relation to records retention and archival

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<sup>19</sup> Anne MacDermaid, "The City of Kingston Archives," Urban History Review no.1 (1978).

<sup>20</sup> Ibid., 8.

<sup>21</sup> Ibid., 3-4.

storage, coupled with the ongoing economic/financial difficulties, forced many into entering agreements with existing archival institutions in which the latter would be responsible for the preservation, care and availability of their records.’ More needs to be known.

The author was only able to locate a single *Archivaria* article during this time that focussed on a municipal archive. In fact, that article, Peter Moran’s 1976 piece on the Simcoe County Archives dealt with the first county archive in the province of Ontario.<sup>22</sup> Moran’s short five-page article describes how the Simcoe County Archives was established as an afterthought with ‘left-over’ centennial celebration funds. Moran lists the mostly private, textual records the archives then retained. He also makes the following comment: “... the Simcoe County Archives has attempted to maintain a tradition of innovation, while dealing with problems peculiar to small institutions. The unique questions facing small archives include: the problems of microfilming when no facility is available; whether to remain small but highly organized or growing, recognized and a little chaotic perhaps; whether to push community involvement such as school tours beyond what senior institutions might consider proper; whether to augment tiny budgets by capitalizing on the commercial possibilities of archival materials...”<sup>23</sup>

One of the most damning condemnations of the state of municipal records and the efforts of the Canadian archival profession in addressing the problems faced by municipal archives in Canada is found in Peter Baskerville and Chad Gaffield’s 1984 article in *Urban*

*History Review* entitled “The Crisis in Urban Documentation: The Shame of the Cities Revisited”.<sup>24</sup> Despite the acknowledged importance of local public records as a resource for the research interests of many different disciplines, the authors point out that there was, at that time, little effort being made to ensure the preservation of these documents for both current and future use. The authors reveal they had little faith that the Canadian archival community had the resources and the will to act in a responsible manner: “Unless this gap is bridged in the near future, locally generated records will be a lost resource. Traditional reliance on archivists for the care and preservation of these materials is misplaced, given the problems which currently beset the archival profession.”<sup>25</sup> But the authors didn’t stop there; there was plenty of blame to go around.

Few local governments in Canada had adopted a consistent policy towards the retention of public records. One generous estimate, they point out, put the number of Canadian municipalities with active records management or archives programs at 1%.<sup>26</sup> And even within that small percentage, public administrators and records managers tended to focus on the management of current or active records, leaving inactive records languishing in neglect. Heritage planners had also failed to help the situation. While they had concentrated on the preservation of physical artefacts – the conservation of buildings, streetscapes and neighbourhoods – the printed records that provided the essential and complementary information were often ignored. The historical profession does not escape

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<sup>22</sup> Peter Moran, “Simcoe County Archives,” *Archivaria* 3 (Winter 1976-77).

<sup>23</sup> *Ibid.*, 113.

<sup>24</sup> Peter Baskerville and Chad Gaffield, “The Crisis in Urban Documentation: The Shame of the Cities Revisited,” *Urban History Review* Vol.13, no.1 (June 1984).

<sup>25</sup> *Ibid.*, 2.

their wrath. The discipline itself was riding a wave of methodological and theoretical change in the late 1970s - early 1980s. Historians themselves began to increasingly examine the experience of the general populace, the nature of the evidence involved, and the types of questions and methods applied to that evidence. This led many historians to focus on local communities and regions rather than nations or the actions of a 'few great men'. Baskerville and Gaffield complained, however, that "...yet while occasionally pointing out that something should be done about the conditions of local public records, they, themselves, have done little."<sup>27</sup>

While it was most often assumed that archivists would take up the challenge in assuming the responsibility for document retention and upkeep, the authors point out that this was an unrealistic expectation at the time. Archival institutions, as a whole, were (and still are) severally underfunded. They pointed to the 1980 Wilson Report which stated that the total budget for all Canadian archival institutions (excluding the Public Archives of Canada) was less than the individual budget of several Canadian university libraries.<sup>28</sup> And how those budgets were spent did not reflect well on the profession as a whole; only 20% of Canadian archives spent over 10% of their budget on the acquisition of new material, over 40% spent no money at all. Equally interesting was the fact that archives

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<sup>26</sup> *Ibid.*, 3.

<sup>27</sup> *Ibid.*

<sup>28</sup> Ian E. Wilson, (Chairman), et al, Canadian Archives: Report to the Social Sciences and Humanities Research Council of Canada (Ottawa: Information Division of the Social Sciences and Humanities Research Council of Canada, 1985), 38; as quoted in *Ibid.*, 4.

across the country spent, on average, less than 2.5% of their budgets on public relations or outreach programs.<sup>29</sup>

Baskerville and Gaffield continue their interpretation of the Canadian archival landscape by citing some of the Wilson Report's general conclusions, or statements that really do help 'put meat on the bones' of Michael Swift's gloomy forecast for the future of municipal archives in Canada. The national structure of Canadian archival institutions and their general acquisition policies did not aid the plight of municipal archives in the least; "Canadian archives are heavily centralized at the federal and provincial levels. These repositories account for the expenditure of 81% of all archival budgets and 64% of all archival staff in Canada".<sup>30</sup> Dependent on funding from their respective parental governments, these institutions oriented their collection and preservation policies towards documents generated by those governments; documents generated by local municipalities did not fit in with this mandate, leaving their preservation at risk. As a result, many records were being stored under inadequate and frequently dangerous conditions, while others were being casually destroyed. Records that were retained were still unavailable for public access because there was no facility established for that purpose and local officials feared they did not even know what records they did have in their possession.

To solve the problems of local government records, the authors proposed the establishment of interdisciplinary initiatives since the archival profession was unable to solve the above-mentioned problems single-handedly. An example of this kind of

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<sup>29</sup> Wilson, (Chairman), et al.,40; as quoted in Ibid., 4.

initiative was the Vancouver Island Project, which the authors were instrumental in developing.<sup>31</sup> The project was a systematic inventory of all local public records created by the Island's five cities, eight district municipalities, four towns, twelve villages, thirteen school districts, six regional districts, seventy-five improvement districts and approximately fifty other repositories including museums, historical societies and businesses.<sup>32</sup> The authors criticized the Canadian archival profession about the state of municipal records and archives across the country, drew attention to the problem, and attempted to identify valuable municipal records.

While a new generation of archivists begins to make its mark on the archival profession in Canada, some of the older, unresolved issues are now beginning to be revisited. The neglect municipal archives and archivists had to endure a generation ago is, at last, being revealed. That is what the author has focussed on up to this point. As an archivist for a medium-sized municipality, the author is aware that the Canadian archival profession still does not give municipal archives and smaller archival institutions in this country the attention they deserve. By attempting to 'exorcise these old ghosts', the author hopes that the past will not repeat itself.

However, this is not enough. To try and help municipal archives in Canada, more needs to be done than recite past slights. More constructive, positive contributions to the

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<sup>30</sup> Wilson, (Chairman), et al., 66; as quoted in Ibid.

<sup>31</sup> For a more detailed account of the Vancouver Island Project, see Peter Baskerville and Chad Gaffield, "The Vancouver Island Project: Historical Research and Archival Practice," Archivaria 17 (Winter 1983-84).

<sup>32</sup> Peter Baskerville and Chad Gaffield, Ibid., 7.

literature on this particular niche in the archival profession are needed. This thesis is a contribution to that emerging trend, started in the mid-to-late 1980's, that began to answer Kent Haworth's 'call to arms' nearly a decade before.

One of the first important articles to appear in *Archivaria* on the problems and issues facing the development and management of municipal archives in this country was Robin Kierstead's ode to the 'founder' of the Vancouver City Archives, Major James Skitt Matthews, published in 1986.<sup>33</sup> Kierstead details the career of Vancouver's first archivist, Matthews, from his 'appointment' as City Archivist in 1932 until his death in 1970. The fact that Vancouver had a city archive established during the early 1930's was mainly due to Matthew's passion for local history. Matthews had very strong beliefs and a personality that could generate an equal amount of supporters and detractors; you either loved him or hated him. He believed that archives were not a place of entertainment, that they played a vital role for the individual who needed access to archival records the most, the mayor. This he stubbornly parlayed in a decades-old battle to keep the archives at City Hall; after all, this was the proper home for any municipal archive worthy of the name.<sup>34</sup> But Matthew's definition of what a municipal archive was and its purpose, was, again, unique. His archives collection consisted primarily of manuscripts, memorabilia and ephemera, "...while the archives provided the Major with historical information about certain events in local, provincial and national history, the official records which documented past civic

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<sup>33</sup> Robin Kierstead, "J.S. Matthews and an Archives for Vancouver, 1951-1972," *Archivaria* 23 (Winter 1986-87).

<sup>34</sup> *Ibid.*, 99.

policies and activities remained scattered in the originating offices or in various, often inadequate storage facilities....the Major's archives was of little practical value...."<sup>35</sup>

Although Matthew's personality made the archives more newsworthy than would normally be the case, still only a small minority of citizens were aware of its existence. This sentiment reflected the view of many city officials, because the archives contained so few civic records. By the late 1960's, the volume of records generated by the civic bureaucracy had increased to the point where arrangement and description of civic records was proving to be more miss than hit. The archives was in a desperate and chaotic state, prompting some city officials to claim "there are no City of Vancouver Archives".<sup>36</sup> In 1970, shortly after Matthew's death, the city began formulating a process that would begin to manage city-generated records and bring some stabilization to the city bureaucracy. With his passing, the old romantic vision of what an archive was passed away with him. It does seem ironic that "the man who kept the archives alive prevented it from moving forward."<sup>37</sup>

The small but significant steps taken by the Canadian archival community in recognizing municipal archives in the mid-1980's continued with Mark Walsh's 1986 article, "Documenting Our Side of the Detroit River: The Municipal Archives, Windsor Public Library".<sup>38</sup> Walsh's article details the archive's collection listing, its storage

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<sup>35</sup> *Ibid.*, 103.

<sup>36</sup> *Ibid.*, 104.

<sup>37</sup> Terry Eastwood, as quoted in *Ibid.*

<sup>38</sup> Mark Walsh, "Documenting Our Side of the Detroit River: The Municipal Archives, Windsor Public Library," *Archivaria* 22 (Summer 1986).

facilities and its various public awareness campaigns, but it is most interesting when he discusses the formation of the archives itself and the bureaucratic and administrative problems it has encountered. While previously discussed articles espoused and even glorified the co-operation between municipalities and existing archival facilities for the benefit of local records, Walsh makes it clear that this was not a possibility in the City of Windsor. In fact, he points out that offers to store city-generated records in the University of Windsor and the Archives of Ontario were spurned.<sup>39</sup> The City of Windsor had no desire for any other institution to administer its records. Why this attitude prevailed, however, is never fully developed by the author.

This 'maternal instinct' did lead the City of Windsor to create its municipal archives. Walsh explains: "It became city policy that municipal archival records would not be released to other than a municipal agency, a requirement which was satisfied when the Windsor Public Library agreed in 1983 to undertake the establishment of a municipal archives."<sup>40</sup> But the fact that the archival program was not granted any unique or professional identity within the city administration proved unsatisfactory: "...the archives should be under the jurisdiction of the City Clerk's Department and it should be more than a division within a branch of the library."<sup>41</sup> Despite the bureaucratic shortcomings experienced in the formation of the City of Windsor municipal archives, Walsh was very positive about the experience. His positive experience was a welcome change from the

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<sup>39</sup> Ibid., 238.

<sup>40</sup> Ibid.

<sup>41</sup> Ibid., 245.

laments leading archivists such as Kent Haworth and Michael Swift had expressed only a few short years before:

The fact that there is a municipal archives in a city with no other full time staffed archival repository is...notable. That it has flourished in an archivally underdeveloped area is truly remarkable and indicative of the support which archival activities have received from both the library administration and municipal government. The experience of the Municipal Archives also serves as an example of what can be accomplished with relatively small resources and high professional standards – whether in donor relations, arrangement and descriptive practices, reference services or the many areas of endeavour which an archives daily practices.<sup>42</sup>

Marcel Caya's inclusion of a section in the Canadian Council of Archives 1992 publication, Canadian Archives in 1992 on municipal archives can be seen as a 'ground-breaking' achievement for those Canadian archivists striving to increase the profile of municipal archives in the public and the professional eye.<sup>43</sup> Although only five pages in length, the overview and the sections set aside for 'Leading Municipal Archives and Their Concerns' is more 'quality space' in a professionally generated publication than the subject of Canadian municipal archives had received in the previous forty years. It offers an account of the status of municipal archives in Canada at the time (which gives one hope for the future of Canadian municipal archives) at the same time as it recognizes the myriad of problems they have had to overcome and which remain.

Municipal archives have seldom been seen as an essential municipal service. As a result, local records programmes have rarely been given a high priority for funding or facilities. Except in larger centres, municipal archives development relied mostly on the

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<sup>42</sup> Ibid.

<sup>43</sup> Marcel Caya, Canadian Archives in 1992 (Ottawa: Canadian Council of Archives, 1992).

work of dedicated volunteers attempting to preserve their communities' heritage. As a result, many local archives operated as additions to libraries, historical societies or museums and were given mandates as cultural institutions.<sup>44</sup> As an added deterrent, in an effort to preserve local government records and enhance their own holdings, many university, provincial and regional archives often acquired and serviced official records, traditionally at little or no cost to the local government. As an example, Caya offers the agreement between the City of Kingston and Queens University, cited previously in this chapter.

The statistical analysis on how municipal archives were funded and staffed helps to show the low priority of municipal archives in the early 1990s. In 1978, fewer than 20 municipal and county archives were active; in 1987, that number had grown to 65.<sup>45</sup> Surely the needs assessment and priorities of the Canadian archival profession had shifted to give municipal archives a more inclusive role. However, that assumption was inaccurate. While the number of municipal archives may have increased, they were still not receiving adequate funding; again, in 1987, a survey of heritage institutions indicated that Canadian municipalities spent approximately \$ 8.7 million annually on archival services, about 11% of total national archival expenditures.<sup>46</sup> A more telling comparison can be made between the National Archives of Canada and municipal archives. An examination of 1987 data revealed that the textual holdings of all municipal archives were nearly double that of the National Archives, whereas their combined staffing levels and

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<sup>44</sup> *Ibid.*, 32.

<sup>45</sup> *Ibid.*, 33.

<sup>46</sup> *Ibid.*, 36.

budgets were considerably less than one-half and one-fifth respectively of the National Archives.<sup>47</sup> It appeared that, 'the more things changed, the more they stayed the same'.

Caya's detailed description of the leading municipal archives in Canada and their concerns give the reader a rare glimpse into the working realities of different municipal archives across the country. For example, the Montreal City Archives, founded in 1913, decided to focus its priorities on arrangement and description in 1992; the Vancouver City Archives, in 1972, opened the first facility constructed specifically for an archives by a Canadian municipality (a fact not mentioned in Robin Keirstead's 1986 article on the City of Vancouver Archives in *Archivaria*); the City of Toronto Archives, established in 1960, is the largest municipal archive in the country and in the past maintained a strong and visible cultural role through its management of the Market Gallery, a popular historical art gallery and outreach service which showcases historical art, documents and artefacts; the City of Calgary Archives, as a result of hosting the 1988 Winter Olympics, benefited from legacy funding which allowed it to increase staff, move into a new facility and help spark renewed public interest in local history.<sup>48</sup>

Caya does an adequate job of introducing various 'high-profile' municipal archives in Canada but does not give the reader any background information on how or why these archives were founded. The particular local context (always vital in attempting to understand any kind of institutional history) for the establishment of any of the archives is not to be found here. This disappointing omission is continued in the next major article

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<sup>47</sup> *Ibid.*, 37.

dedicated to municipal archives in Canada, Bohdan (Dan) Zelenyj's 1993 article "Local Archival Repositories: The Case of the City of Vaughan Archives".<sup>49</sup> Once again, most of the article is given over to describing the City of Vaughan's archival collection. The author does mention how the archives itself was established in 1988 as an "...administrative sub-unit of the City of Vaughan's Heritage Resources Division through a resolution of municipal council..."<sup>50</sup> and gives a good account of the archive's mandate, but does not attempt to answer the question: 'How did this collection of records come into being?' In an archive dedicated to the concept of 'total archives',<sup>51</sup> which the author claims the City of Vaughan Archives is, it is vitally important to know how the Archive's public records collection was 'shaped and formed'. This can be done by studying the corporation's past practices of record retention and destruction.

The circumstances that have led to the creation of existing municipal archives' collections of public, corporate-generated records is notably absent from all literature related to Canadian municipal archives. A serious examination of how these public record collections that we see today, were 'shaped and formed' by the past actions and policies (or the lack of any recognizable action or policies) of the corporation has to be undertaken. Only through such an exercise will one come to some understanding of how the public record collection of any municipal archive came into being. This is where this thesis will

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<sup>48</sup> *Ibid.*, 35-36.

<sup>49</sup> Bohdan Zelenyj, "Local Archival Repositories: The Case of the City of Vaughan Archives," *Archivaria* 35 (Spring 1993).

<sup>50</sup> *Ibid.*, 353.

<sup>51</sup> The concept of 'total archives' states that a more accurate and objective view of the past can only be achieved through the retention of both private and public records. Many archives in Canada strive to collect both private and public records to try and give researchers a more complete historical context.

separate itself from the existing literature. It is hoped that its efforts will be seen as complementary to the existing understanding of municipal archives and that it will prompt other archivists to begin to examine the circumstances that helped forge the collections they administer today.

The development of the City of Regina archival program will be presented here in a fashion untypical of Canadian archival writing on municipal archives. A detailed examination of the city's bureaucratic structure will shed some light on the fact that in 1985, when the City of Regina Archives was first established, there was already an impressive and valuable collection of accumulated city records, yet not readily accessible to the general public. How did this collection come into existence with no active archival program or facility? Can an examination of city records reveal some underlying awareness of the historical relevance and/or public accountability importance of specific city-generated records? Were structures and/or policies adapted that can account for the collection as it is today?

The very idea of what a municipal archive was did change over the years as did the perception of what they represented and how they communicated with their users. These new concepts departed from their predecessors in the idea that municipal records of archival value were a small body of records with only secondary or peripheral importance. The legal and administrative value of the City's corporate records still needed to be safeguarded, but increasingly, the historical and archival value of the City's archival collection came to be seen as a definite asset to the corporation. No longer was the sole

purpose and function of the City of Regina Archives to acquire and preserve corporate records in conjunction with the City's established records management program. It could now also seen as an active cultural and historical institution serving the needs of the research public at large.

The earliest indication that the city of Regina had an interest in preserving records/files/material relating to its own history can be found in a letter addressed to Mayor of Regina, Richard Henry Williams, dated May 16, 1910. The letter was written by James Brown, a clerk in the Department of Education for the province of Saskatchewan and refers to his correspondence with the Duke of Argyll. In the letter, Mr. Brown writes, "Referring to our conversation a couple of months ago, re: the naming of Regina, when I promised to write to the Duke of Argyll asking him to send me a letter which I could hand to you for the archives of the City."<sup>52</sup> The letter is an important historical document in that it offers definitive proof on how and why the town/city of Regina was named.

Brown's use of the phrase 'archive of the City' is interesting. Like most Canadian cities, the City of Regina did not have an archive repository or a functioning archival programme at this time. So why was this letter preserved? Did some employee in the Mayor's Office realize the important historical significance of this piece of correspondence and take measures to prevent it from being destroyed? Was this a random act, or were

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<sup>52</sup> City of Regina Archives, COR 54 (Random Ephemera Material), File 54. The letter in question refers to the letter James Brown received from the Duke of Argyll, formerly the Marquis of Lorne when he was the governor-general of Canada (1879-1884) and husband of Princess Louise, the youngest daughter of Queen Victoria. In the letter, the Duke confirms the fact that his wife did suggest naming the town in honour of her mother when they visited the townsite in August 1882 (at that time the town was still referred to as 'Pile of

employees of the town/city of Regina actively preserving important documents at this time? The answer seems to lie somewhere in the middle.

The letter was not a document created or collected by the town/city of Regina or any of its employees during the course of their duties. But perhaps Brown was aware that the City of Regina was active in preserving city-generated documents it considered worthy of retention. His use of the term 'archive of the City' may refer to his familiarity with this activity. The records now residing in the City of Regina Archives appear to reinforce the notion that, perhaps, this wasn't an isolated incident.

The City of Regina Archives has in its possession a remarkable collection of records dating back to the town's founding: Town/City Council Records (COR-1) date back to the town's first council meeting in January 1884; Town/City Assessment Records (COR-6) date back to 1887; Town/City Clerk's Records (COR-5) date back to 1891; Town/City Cemetery Records (COR-49) date back to 1892; Town/City Treasurer's Records (COR-10) date back to 1901; Town/City Buildings and Civic Properties (COR-34) date back to 1904; and original copies of all Town/City Bylaws (COR-80) dating back to 1884 have been retained and preserved. Surely having such a collection of Town/City generated documentation retained could not have occurred by accident or chance. The City Administration may have been retaining important records for legal and administrative purposes, but at the same time, unknowingly, it was preserving vital records important in documenting the social, economic and political history of Regina. This 'oh, by the way,

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Bones'), "Dear Sir: You are right in saying the name 'Regina' was suggested by my wife for the town which

these records could be retained for their historical value as well' is the most likely manner in which corporate archives were fashioned at this period in time.

This may help explain the retention of town/city-generated material, but what about the letter from Mr. Brown to Mayor Williams? This was created outside the town/city bureaucracy, yet it too was preserved. Why? The content of the letter does appear to make it an obvious choice for retention, but the fact the letter was filed in a collection called 'Random Ephemera Material' (COR-54, REM) and not with other material originating from the Mayor's Office is important. The letter was treated as piece of ephemera, that is "an item, usually printed or manufactured in quantity for a specific event or activity, which are intended neither to survive the topicality of that event or activity nor survive as original records, but which may be retained for their information or as graphic specimens."<sup>53</sup> Therefore, by definition, the letter was a different kind of document than the Town/City of Regina were actively retaining. Now the City of Regina Archives collection of ephemera (COR 54) does contain many different types of documents – publications, invitations, programs, newspaper articles and clippings – valuable to researchers studying specific events in Regina's history and has proven to be one of the most interesting groupings of records in the City of Regina Archives. However, no files/records in this series authenticates any municipal responsibility or activity; that is neither their function nor their reason for creation. These records have a different 'raison d'être' than those found in the collection of City Clerk's or Engineering and Works Department records. Yet they too have been retained and preserved. It appears, therefore, that two different types of records

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afterwards became the capitol of the Province of Saskatchewan – I think in 1880...."

were being retained by the Town/City of Regina from an early time in its history: records that document and authenticate various municipal activities, functions and bylaws; and, material that document specific moments, activities and aspects of Regina's history.

Brown's use of the term 'archives of the City' may very well come from his knowledge of the city's active retention of the kinds of records mentioned in the paragraph above. While the City of Regina did not have a specific building or site set aside for retaining these records, nor is there any evidence that any kind of detailed records management system (complete with retention scheduling and the controlled archiving and destruction of city records) was in place at the time Brown wrote to Mayor Williams, some form of record retention and preservation was taking place.

This 'educated guess' can be verified through researching City of Regina Council minutes and records created by the city's chief bureaucrat, the City Commissioner. At the meeting of the City's Special Committee of the Whole Council (now commonly referred to as the Executive Committee) on November 8, 1928, City Commissioner Louis A. Thornton addressed the council on the "question of the desirability of destroying old records."<sup>54</sup> This issue had been raised in several departmental meetings Thornton had attended in recent months and he had charged the City Solicitor, George F. Stewart, to research the issue. At this council meeting, Thornton read a letter, dated November 2, 1928, in which the City Solicitor summarized information received from other cities from which it appeared that

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<sup>53</sup> Ann Pederson, ed., *Keeping Archives* (Sydney: Australian Society of Archivists Inc., 1987), 361.

<sup>54</sup> City of Regina Archives, COR 2 (Special Committee Minutes), File18(b); 155. At this time, members of Regina City Council included: Mayor James McAra; Aldermen N.J. Taylor, T.G. McNall, E.B. McInnis, Fred

there was no fixed practice in this regard.<sup>55</sup> Commissioner Thornton then went on to suggest the appointment of a committee to which departments might make applications for permission to destroy certain documents. Alderman Charles Gardner moved that the City Commissioner and Heads of Departments be a committee to draw up a schedule of the lifetime of the documents to be kept by the city.<sup>56</sup> It was later moved that the City Commissioner and Heads of Departments report back to city council as to what records in their opinion might be periodically destroyed. It appears, therefore, that the City of Regina did take the matter of records creation and management seriously. Although the term 'archives' and 'archiving' are not mentioned directly, by inference, the archiving of city generated records was taking place. One may be stretched to say that the City of Regina were actively employing 'modern' records management techniques and practices, but it is fair to say that they were 'moving in the right direction'.

The report that City Commissioner Thornton produced is extremely interesting and rare; documentation detailing the working procedures involved in the records preservation and management of municipal records in this country at this period in time is hard to find. In fact, it is almost by accident that the author found this report at all. It was not found in the City of Regina Archives collection of City Commissioner's (later renamed City Manager) records where one might expect to find it (COR 3). The files containing Reports

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G. England, Charles Gardner, M.J. Coldwell, James Cooksley, I.H. Bowman, H.E. Drope and R.N. Kelly.

<sup>55</sup> An entry for this letter, dated November 2, 1928 does appear in the City Solicitor's Correspondence Ledgers (COR 53) and states that this letter and others were filed in folio 980. However, a search for this file in the collection of records emanating from the City Solicitor's Office (COR 48) failed to turn up folio 980. It is the opinion of the author that this file has either been lost or destroyed.

<sup>56</sup> City of Regina Archives, COR 2 (Special Committee Minutes), File18 (b),155.

and Memos to the Special Committee of the Whole Council for the year 1928 (Files 10-19) revealed nothing. Also, the archival series dedicated to Special Committee Minutes, (COR 2,) did not contain a copy. It was found in a file entitled "Microfilming City Records, December 18, 1952-August 17, 1977" within the City Commissioner's series (COR 3). How or why it was filed here is a question the author will not attempt to answer.

The report to the Special Committee of the Whole Council (City Council and senior members of the City's bureaucracy), dated January 11, 1929, allows us to view how city departments categorized the importance of the records they were creating. Which records did they believe were worthy of retention? Which records could be disposed of? Were the values attributed to specific files similar to the values they hold today? Or has time made records once deemed disposable worthy of retention today? All these questions come to mind when one reads this document:

Re: Preservation of Records

In compliance with the instruction of your Committee, November 8, 1928, we have discussed the destruction of useless records with Heads of City Departments with a view to arriving at a system that by eliminating the dead wood from records would provide better care for essentials.

Some idea of the Volume and diversity of records may be formed from the fact that the Departments employ some three hundred forms in their work ranging from permanent accounts to the most temporary memoranda.

The records of the transactions of Council, contracts, agreements and other original documents are filed with the City Clerk, while the Treasury Department has the original records of receipts of all revenues, payments for all purposes, records of assets, debts, etc. From a purely accounting standpoint all records of accounts could be kept in the Treasurer's Office, but from the standpoint of departmental efficiency it is essential that each department keep for its own use and

information accounts of its revenues and expenditures. These are of additional advantage in that the monthly reconciliation of these departmental books with general records of the City furnishes a valuable check on the latter. When these departmental books have served these purposes and the City's financial records have been audited the department books are no longer necessary as accounting records and arrangements should be made for authority to destroy them when they cease to furnish necessary information to the Department itself in its operations.

Similarly, there is the volume of requisitions, purchase orders, charge sheets, etc., which cease to be of value when the transactions covered have been completed.

On the other hand there are reports of the actual operations of departments which will probably be of more real permanent value than accounting records. The records of construction of public works, operation of utilities, of important litigation, of agreements, of rights conferred by the City and the City's relation to Governments and the public.

The records of the City may be divided into service and accounting records:

#### Accounting Records

This class would include records of receipt and payment of money with authority for collection and distribution of receipts, and the authority for payment and allocation of expense.

##### (1) Permanent Records

The principal records such as the ledgers, journals, cash books, debenture records, assessment rolls, etc., should be kept permanently.

##### (2) Twelve Year Records

There are accounting records used in connection with receipts and payments which cease to be of value when the City's legal liability in connection with transactions has been terminated by the Statute of Limitations, and no good purpose would be served by retaining them. They occupy a good deal of space and proper filing to render them permanently available would be expensive. This classification is illustrated by payment vouchers, duplicates of receipts, cheque stubs, paid cheques, except payroll cheques, records of sundry debtors, accounts rendered, Light and Water account ledgers, meter reading books, duplicate receipted tax bills.

(3) Seven Year Records

Records of importance in the reconciliation of accounts such as Bank Deposit slips, stubs for light and water bills, expired light and water applications, payroll cheques, time books, requisition books, ordinary collection letters in the Solicitor's office and the Solicitor's files of tax sales are of only temporary use and seven years would be the maximum time for which reference might be of value.

Service Records

This classification would cover all the records used by the City in its operations other than those having to do with the receipt and payment of money.

(1) Permanent Records

The records of the transactions of Council and all documents representing valuable rights of the City, files of important litigation and files necessary to the review of policy of the City constitute permanent records. The records of construction works, of the operation of utilities, of the health of the City and the rights conferred by the City through permits, etc., would also be necessary as permanent records.

(2) Twelve Year Records

The bookkeeping records of Departments, the miscellaneous files of the Solicitor and generally records that would be of value in a detailed review of the affairs of any department might be kept for twelve years.

(3) Seven Year Records

The Comptroller's papers in the reconciliation of accounts, monthly statements to Council, weekly reports of Departments such as the Market, copies of purchase orders, market privilege permits, departmental requisitions and generally the papers necessary to the review of the minor affairs of a department up to seven years are valuable for comparison purposes or for general information.

In addition to the foregoing classifications there is a large volume of correspondence and other matters on file that should be sorted. Covering letters enclosing payments of light bills, ordinary applications for use of the City Hall Auditorium, inquiries from private parties and other cities and similar letters are of no permanent use. Rejected tenders, newspaper files, copies of papers in departments the originals being filed permanently elsewhere do not warrant the expense of filing.

From the foregoing outline your Committee will appreciate the difficulty of establishing set rules to apply to the preservation or destruction of records.

The heads of Departments having considered the matter in detail were of the opinion that the purpose in mind would be best served by the adoption by Council of the principle of destroying papers along the lines indicated above, the City Commissioner's office being empowered to deal with the definition of each classification on the application of the Heads of Departments concerned and to determine the records that should be retained in each department and to authorize the destruction of papers of no further use, it being understood that before ordering the destruction of papers in any department, the Commissioner will secure the reports of other Departments concerned in such papers, and that the Commissioner may report any classification to Council for instruction, and will report to Council from time to time authorization given for the destruction of papers.<sup>57</sup>

The above report was brought before City Council at its February 5, 1929 meeting and is entered into City Council minutes as follows:

The question of what records should be preserved and what others might be periodically destroyed has been under consideration and a memorandum on the subject has been submitted [memo cited previously, dated January 11, 1929]....This outlines the principle that should be adopted and suggests that the City Commissioner be empowered to deal with the definition of each classification, on the application of the Heads of Departments concerned, and to determine the records that should be retained in each Department and authorize the destruction of papers of no further use, it being understood that before ordering the destruction of papers in any Department, the Commissioner will secure the reports from other Departments concerned in such papers and that the Commissioner may report any classification to Council for instruction, and will report to Council from time to time authorizations given for the destruction of papers. After due consideration....this Council has now to recommend the adoption of this memorandum of the City Commissioner.<sup>58</sup>

Therefore, as of February 1929, the City of Regina had a formalized policy and structure in place to deal with city generated records. Within the city administration, Heads of Departments were responsible for listing records/files that their departments thought warranted either retention or destruction, using the classifications specified in the

January 11, 1929 memo as a guide. These lists would then be passed on to the City Commissioner for verification. As a safeguard, the City Commissioner would then solicit responses from other departments concerned with these listed records/files. Once these lists had been communicated throughout the corporation and responses to them qualified, only then could the City Commissioner officially sign off and give the final approval for the records/files to be retained within the office of origin or destroyed. The City Commissioner was also given the authority to change or modify any of the classifications stated in the January 11, 1929 memo and the responsibility to report to Council 'from time to time' on what municipal records have been destroyed.

The first known departmental correspondence relating to the corporation's declared policy on the destruction of city-generated records/files located in the City of Regina Archives is dated February 10, 1943. It reads as follows:

To All Departments,

Re: Destruction of Documents.

Various Departments desire to destroy documents as set out below. Is there any reason, as far as your Department is concerned, why these documents should not be destroyed?

Parks Department

Treasurer's Books	to 1935
Department Charge Sheets	to 1935
Books Stores Requisitions (dup.)	to 1935
Books Stores Requisitions (quad.)	to 1935

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<sup>57</sup> City of Regina Archives, COR 3 (City Manager's Records), File 315 (a).

<sup>58</sup> City of Regina Archives, COR 1 (City of Regina Council Minutes), Volume 25 (1), February 5, 1929, 28.

Journal Vouchers	to 1935
Light and Water receipts	to 1935
Telephone receipts	to 1935
Bills of Accounts	to 1935
Accounts, Purchasing and Store Sheets	to 1935
Correspondence (culled)	to 1935
Golf Course receipt stubs	to 1941
Auto Camp receipt books	to 1941
Application for receipt books	to 1939
Copies of receipts, care of plots	to 1941
Workmen's daily time slips	to 1937
Workmen's daily time books	to 1937

#### Treasurer's Department

Payroll cheques, 1935  
 General Account cheques, 1935  
 Departmental requisitions to have bill rendered, and copies of the bill so rendered, 1935  
 Requisitions for office supplies, 1935  
 Records for Auditorium rentals, 1935  
 General, Special and Departmental receipts, 1935  
 Street Railway Daily Cash and Ticket Reports, 1935  
 Discharge Tickets, Petty Cash Vouchers, Hay Fund Vouchers, 1935  
 Electric Light Deposit receipts, to 1935 inclusive.  
 Bank Deposit Slips, Bank Statements, to 1935 inclusive.  
 Telephone, Light and Water, and Hospital invoices, to 1939 inclusive.

#### Purchasing Department

Paid Emergency Orders  
 Unpaid Emergency Orders  
 Paid Purchase Orders  
 Unpaid Purchase Orders  
 Number, name, index purchase orders  
 Material Received, South Railway and Stores  
 Index to Direct Charges  
 Stores Requisitions, Direct  
 Correspondence (culled)  
 Direct Charges  
 Monthly Recap. Incoming Stores  
 Monthly Recap. Outgoing Stores  
 Monthly Recap. Incoming Stationary

Monthly Recap. Outgoing Stationary  
 Ex. Stock, Warehouse Requisitions  
 Stationary Requisitions  
 Charges Rendered, Department Charges and Jr. Vouchers  
 Paid Relief Orders  
 Direct Credits  
 Bills of Lading, #3 Expense Bills  
 Pound Books  
 Pound receipts

Commissioner's Department

Market Weekly Reports, 1940 and 1941  
 Street Railway Weekly Reports, 1940 and 1941 (Revenue, Expenditures, etc.)  
 Street Railway Weekly Reports, 1938 to 1941 (Analysis Passengers, etc.)  
 Council Agenda, 1940 and 1941<sup>59</sup>

The list of records in the above correspondence represents an accumulation of requests put forward by various Heads of Departments within the city's administration for the year 1942.<sup>60</sup> After this list was circulated throughout the administration, responses from the various department heads began to be received at the Commissioner's office. Responses were received from: the Medical Health Officer; the Acting Building Inspector; City Engineer; City Treasurer; Supervisor-Purchasing Department; Acting Superintendent of Waterworks; Chief Constable of the Regina Police Department; the City of Regina's Chief Relief Officer; City Assessor and Tax Collector; Superintendent of the Street Railway Department; Superintendent of Parks; the Acting City Solicitor; Superintendent of Light and Power Department; the Market Clerk for the City of Regina's Market and Weigh Scales; the City Clerk; the Fire Chief; and, the City Comptroller.<sup>61</sup> An example of the

<sup>59</sup> City of Regina Archives, COR 18 (City Manager's Office-Administration Records), File 394 (a).

<sup>60</sup> For an example of a departmental request to have records destroyed, see Ibid.

<sup>61</sup> Ibid.

communication received by the City Commissioner's office regarding this issue is as follows:

February 12, 1943.

To: City Commissioner.

Re: Destruction of Documents

Referring to your memorandum of the 10<sup>th</sup> inst., there is no reason as far as this Department is concerned, why the documents mentioned therein should not be destroyed.

(signed)

James Paul  
Acting City Solicitor<sup>62</sup>

On February 26, 1943, the City Commissioner wrote the following memo to the departments who had originally forwarded lists of documents in their possession that they wished to destroy:

To: Superintendent of Parks,  
City Treasurer,  
Purchasing Department.

Re: Destruction of Documents.

We have now heard from all Departments in connection with the destruction of documents set out in our circular letter of February 10<sup>th</sup>.

As no Department is concerned with the retention of any of these documents it will be in order for you to destroy those belonging to your office.<sup>63</sup>

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<sup>62</sup> Ibid.

<sup>63</sup> Ibid.

These City of Regina Commissioner records verify the fact that the policy adopted by the city administration in 1929 was being followed. In fact, these records point out that the actual destruction of records was left to the office of origin. Permission to destroy the records may have had to come from the City Commissioner's office, but the physical act of shredding these unwanted municipal records fell back onto the office that originally created them. How the city administration continued to follow these procedures from the early 1940's to the late 1960's can be found in the records created by the City Commissioner/City Manager's office, specifically the office's administrative records located in COR 18, File 394.<sup>64</sup>

The files that detail how the City of Regina went about selecting documents that its administration did not wish to retain are important as one attempts to reason out how and why the City of Regina Archives collection was 'shaped and formed'. The 1929 guidelines established and enforced by the City Commissioner's office offer the reader some insight into what records the city administration valued and wanted to retain. The same office's files regarding the destruction of documents reveal the procedure practiced by the administration in maintaining those values.

It is important to note that the practices the City of Regina were establishing and enforcing on the corporation regarding records retention and destruction were not done in a

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<sup>64</sup> City of Regina Archives, COR 18 (City Managers Office-Administrative Records), File 394 "Destruction of Documents and Records, 1942-1968".

(a) December 1942-December 1948 (b) February 1949-July 1950 (c) December 1950-December 1952 (d) January 1953-October 1955 (e) January 1956-December 1959 (f) January 1960-May 1962 (g) February

local, contextual vacuum. In the province of Saskatchewan, prominent Canadian historian Arthur Silver Morton was actively lobbying the provincial authorities to look seriously at the establishment of a provincial archives.<sup>65</sup> His travels had made him particularly aware of the urgent need to acquire and preserve material relating to Saskatchewan heritage before it was lost. His energies were most often directed toward the acquisition and preservation of the textual and artefactual remains of the province's past. His most important and lasting contribution to Saskatchewan heritage was the creation of the province's first archival institution for the preservation of government records, the Historical Public Records Office, located on the University of Saskatchewan campus in 1937. This office was the direct precursor to the provincial archives for the province of Saskatchewan – the Saskatchewan Archives Board which was established in 1945. Morton was convinced that he was on the right track, "...the History Department at the University of Saskatchewan had a much greater interest in government archives than did the government departments which had generated them."<sup>66</sup>

Morton's ambitious program was not the first attempt to establish some kind of control over the creation and destruction of government records in the province. An ordinance creating the Department of Territorial Secretary in 1897 stated that the Secretary was to keep the archives of the North West Territories government.<sup>67</sup> This provision was

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1963-March 1963 (h) April 1963-August 1965 (I) March 1966-November 1968.

<sup>65</sup> Arthur Silver Morton was a western Canadian scholar, best known for his monumental work A History of the Canadian West to 1870-71 (London: T.Nelson, 1939).

<sup>66</sup> Saskatchewan Archives Board, First Annual Report of the Saskatchewan Archives Board, 1945-46. (Regina: Government of Saskatchewan), 14.

<sup>67</sup> Joan Champ, "Arthur Silver Morton and His Role in the Founding of the Saskatchewan Archives Board," Archivaria 32 (Summer 1991),102.

carried over in later acts governing the Provincial Secretary Department after the creation of the province of Saskatchewan in 1905. This department, however, never became a comprehensive government archive. During World War I, provisions were finally made for an archives branch to be set up in the Legislative Library and William Trant of Regina was appointed Assistant Librarian and Archivist.<sup>68</sup> Ill health prevented Trant from accomplishing much in the way of acquisition and preservation, and with his death in 1924, the position of archivist was allowed to lapse. In the meantime, the vaults of the Legislature were overflowing with inactive government records that had been accumulating since 1905. Relief for this problem was often found in the fires of the nearby powerhouse.<sup>69</sup> The first statute to deal directly with the retention or disposal of old government records, the Preservation of Public Documents Act of 1920, was used primarily to facilitate the destruction of inactive government records clogging the Legislature's vaults. While it was a necessary beginning, the main result of the Act was to allow the legal destruction of large quantities of records by Order in Council. This was the approved government procedure until the Act was superseded by the Provincial Archives Act of 1945 (which established the Saskatchewan Archives Board). During this time, a total of 78 orders were issued for the disposal of records, while only two authorized the transfer of documents to 'the archives of the province'.<sup>70</sup> Unfortunately, no proper repository existed to receive inactive, though permanently valuable records. Lacking such a facility, government departments tended to be negligent in their handling of inactive records. Thus, much valuable material was undoubtedly lost.

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<sup>68</sup> Ibid., 103.

<sup>69</sup> Ibid., 102.

<sup>70</sup> Ibid., 104.

In the wider, national context, agitation for the preservation of public records was growing, spearheaded by various members of the Canadian historical community. They echoed Morton's concern that the actual records documenting numerous aspects of local history across the country were in danger of being lost through simple neglect. One of the major backers of Morton's actions was his brother-in-law, George Brown, editor of the *Canadian Historical Review*. Brown had written articles in the September 1934 and March 1935 issues of the journal calling for more conscientious preservation of archival material across Canada.<sup>71</sup> He sent letters to all provincial premiers and archivists, enclosing copies of his articles. In 1934, he wrote to Morton, "...if there is anything further which the *Review* could do to promote the interests of the provincial archives, we should only be pleased to co-operate with you."<sup>72</sup>

One can therefore see that the policies and procedures the City of Regina had established in 1929 for the retention and destruction of its records were not out of place with the theoretical discussions that were taking place in the rest of the province and the rest of the country. But while Canadian historians pressured provincial governments to make the preservation of government records a goal of heritage preservation, the City of Regina had already taken practical measures to ensure that that goal was met and that it dutifully managed its administrative records as well. Were these practical measures employed by the City of Regina a solitary result of the merger of theory and practice, or

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<sup>71</sup> George Brown, "A Practical Plea," *Canadian Historical Review*, Vol.15 (1934); George Brown, "The Archives in Canada," *Canadian Historical Review*, Vol.16 (1935).

<sup>72</sup> Joan Champ, "Arthur Silver Morton", 104.

were other Canadian municipalities using practical and methodical administrative policies to effectively manage their corporate records? It is difficult to answer this question as no scholarly examination on this issue has taken place in the archival community.

However, some evidence that other Canadian municipalities were, in fact, active in the retention and destruction of their corporate records, can be found in the City of Regina Archives collection. In a memo to the Special Committee of the Whole Council, dated September 25, 1947, relating to the disposal of paid debentures and coupons, George Gillis, City Commissioner, offers some intriguing insights into the state of municipal records programs across the country:

We have all the cancelled debentures and coupons from the beginning and the volume is now such that it is impossible to provide adequate safe storage; and as they are of no further use, they should be destroyed. The practice of other cities varies widely. Saskatoon has destroyed some debentures, but has not formulated a definite policy in this regard. Vancouver destroys them after seven years from the date of payment. Winnipeg retains them for five years. Hamilton destroys them annually and Calgary destroys debentures annually and coupons after five years. Saint John has no fixed policy, but if office space is available, endeavours to retain them at least ten years after maturity....<sup>73</sup>

This memo helps place Regina in a more defined historical context when it comes to the matter of managing municipal records. It makes mention that other Canadian municipalities were active, in some form, in managing their corporate records. These actions, no doubt, would have a lasting effect on how their municipal archives would be 'shaped and formed' and what future city officials and researchers would have access to in the future.

In the case of Regina, further evidence on how corporate policies and procedures in the late 1940s dictated the way city generated records were retained and destroyed is available in the City of Regina archival collection. Along with the January 11, 1929 memo cited earlier, a 1947 memo from the City Treasurer, James Wetmore to the City Commissioner, James Gillis, is another rare example of how a Canadian municipality defined the records it deemed worthy of preservation and which records could be destroyed.<sup>74</sup> The nine-page memo details what financial records the City's Treasury Department would consider retaining, how long that retention period would be (seven, twelve years or permanently) and which records it felt could be destroyed immediately. It discusses Payroll, General and Journal Vouchers, Cheques, Cash and Banking Records, Tax Records, Property Sales Records, Departmental Requisitions, Insurance and other kinds of corporate financial records and practices.<sup>75</sup> The purpose of the memo was to make city departments aware of the problems the corporation was experiencing in matters of retaining and destroying its vastly accumulating collection of records, "...while limited lists of documents have been destroyed from time to time under authority, the increasing volume and limited space makes it necessary to examine records more closely as to the necessity of retaining them..."<sup>76</sup> So even though the City of Regina was efficiently following the guidelines and practices it set for itself in 1929, only twenty years later, the increase in bureaucratic paperwork and modern office practices had effectively made those guidelines unworkable.

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<sup>73</sup> City of Regina Archives, COR 18 (City Manager's Office- Administrative Records), File 394 (a).

<sup>74</sup> Ibid.

<sup>75</sup> Ibid.

The solution, if one reads between the lines, appeared to be to simply destroy more records. This seems to have been the case as the lists forwarded to the City Commissioner's office from the various city departments became more frequent and longer in length. The frequency of requests for the destruction of departmental records increased even more after the corporation made the decision to begin microfilming city records. In November 1952, a meeting of department heads was called to discuss the microfilming of the city's records. Two main features were pointed out as to how this practice would benefit the City: the saving of space and the accessibility of records.<sup>77</sup> This was a common solution to the problems facing corporations of all kinds in respect to records retention and destruction. By the mid-1950's the microfilming of permanent records was becoming common place. The fact that the City of Regina had decided to begin microfilming records deemed worthy of permanent retention should come as no surprise. The subsequent increase in destruction requests for files that had been recently microfilmed can therefore be reasonably explained.

However, the November 1952 memo detailing the meeting described previously does make reference to a troubling occurrence that appears to undermine all the positive steps the corporation had taken in attempting to preserve its corporate identity: "Reference was made then to the manner in which documents belonging to the City have been destroyed, the policy having been established in January 1929 and approved by Council on February 5, 1929. Some Heads of Departments mentioned that they had never seen such a

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<sup>76</sup> Ibid.

list and it was agreed that a copy of the Memorandum to Council would be forwarded to them.”<sup>78</sup> This single statement could lead one to conclude that many departments were not following corporate procedures and destroying corporate records without any regard to their future evidential importance. The question now raised is, does the evidence support this troubling interpretation? No future reference to this matter appears in the original file or any other record from the City Manager’s collection. It is profoundly difficult for any researcher to try and prove that something ‘was not done’. It can be assumed, regrettably, from this reference though, that the entire corporation was not following corporate policy and that some corporate records were destroyed without following the proper procedures.

When the City of Regina began preparations to have its permanent records microfilmed in November 1952, estimates from all departments regarding the ‘number of sheets’ needed were obtained so that a method of pricing with the selected contractor could be arranged. These estimates can be used to estimate the size of the permanent record collection each department had; records that the departments valued as having some evidential value and worthy of retaining. It is not a stretch, in this author’s opinion, that these estimates can be extrapolated and interpreted as representing a substantial portion of the departmental collection that eventually made its way into the City of Regina Archives. It is not a perfect match, as the records to be microfilmed only go up to 1948 and the City of Regina Archives has many accruals to these specific departmental series post-1948 and many series that are made up entirely of records beyond that date. However, it is a good

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<sup>77</sup> City of Regina Archives, COR 3 (City Manager’s Records), File 315 (a).

<sup>78</sup> Ibid.

indicator of the size of the city's permanent record collection at that time and worthy of careful study.

The following table represents an accumulation of the estimates received by the City Commissioners Office from each city department between November 1952 and June 1953. It is also assumed by the author that one-microfilm sheet equals one numbered file page<sup>79</sup>:

<u>Department</u>	<u>Extent in # of sheets required</u>	<u>Comments</u>
Waterworks	10,650	Mostly correspondence; 'depending on how the microfilming met our satisfaction, other documents such as accounting records and service records might be done later....'
City Assessor and Tax Collector	240,000	Includes material from the 1880's to about 1908 in bound ledgers and from 1908 to 1947 on large rolls.
Building Inspector	50,000	General correspondence, re: Building Department matters to various City Departments, completed correspondence as regards to the sale of City -owned property and paid invoices. Includes Building Permits but not Building Plans.
City Clerk	312, 700	Includes all documents, file correspondence and City Council minutes.
City Comptroller	23,000	

<sup>79</sup> Ibid.

Engineering	53,942	Includes: Correspondence and Bookkeeping Ledgers.
Fire	0	'The important records of the Fire Department ...are contained on prepared ledger sheets which do not require a great amount of space for storage...should they be microfilmed...much time would be wasted in doing so. Considering the present system of destruction of documents, this department can quite easily carry on as in the past'.
Medical Health Office	0	'...permanent records include records of communicable diseases, transcripts of births and deaths, property inspection files and some correspondence.. volume does not warrant the expense of microfilming....'
Markets	17,115	Includes accounting and service records.
Light and Power Department	8,000	
Social Welfare	0	'...in our opinion there are no documents in the care of this department that would be necessary to microfilm....'
City Solicitor	0	'...in my opinion at this time there should not be any microfilming of files or parts of files in this office....'
Parks	32,000	Includes: Cemetery Licenses; Burial and License Applications; Burial Permits; Relief Records; Cash Books; and, Perpetual Care Agreements.

Personnel	0	
Purchasing	0	'In 1932 we destroyed all records for the years prior to 1920 (except ledgers) and once a year since then, at year end, we destroy the records of one more year. At present we have all past records from 1940 to 1951...we have no filing problems whatsoever and do not require the need to microfilm any of our records....'
Transit	108,000	Does not include any payroll records or books.
Light and Water Branch	165,000	
City Treasury	236,900	Includes: Ledgers; Ledger Sheets; General Ledger and Journals; Payments Cash; Receipts Cash; and, Payrolls.

It is interesting to see how different city departments felt about the preservation microfilming program the city initiated in 1953. Some viewed it as a reasonable measure, ensuring that valuable corporate files were permanently retained in a more accessible medium. Others, like Legal and Purchasing, viewed it differently and took it almost as an insult that they were not the most qualified candidates to ensure the preservation of the records in their care; the realities of office politics appear to have been alive and well within the corporation.

While the corporation began to microfilm some of their permanent records as a preservation and access measure, the procedures involved in the corporate retention and

destruction of its records did not change. The first change in how the City of Regina dealt with its accumulation of corporate records since the late 1940's can be found in a memo written by the City Manager in the spring of 1968:

Re: Destruction of Documents.

The Comptroller has suggested that documents for destruction should be categorized as follows:

- Those documents which have momentary value such as adding machine tapes, supporting balances, rejected applications for various services, etc. These items should be kept for one year after audit.
- Those items which are governed by the Statute of Limitations. This comprises all dealings with outside parties. The rule on these items states that they must be kept six years.
- Those items which should be kept in perpetuity. These include general ledgers and all transactions pertaining to land.

I think that lists could then be circulated to the following departments only: -

Solicitor – to check legal aspects.

Comptroller – to determine accounting aspects.

City Clerk – for retention of documents in the permanent archives of the City.

A review of past practice indicates that there is little value in circulating all departments as almost invariably the replies approve total destruction. In other words, we appear to be taking a lot of time and entering into a lot of correspondence for little or no purpose.

I would appreciate your comments on the suggestion and further I would ask the City Solicitor to give me his views on the new Section 589 of the City Act "Disposal of Records" which is presently before the Legislature. Does this in any way affect what we are attempting to do?<sup>80</sup>

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<sup>80</sup> City of Regina Archives, COR 18 (City Managers Office), File 319 (h).

The 'new section' of the Province of Saskatchewan's City Act, Section 589, entitled "Disposal of Records" the City Manager was referring to in the above-cited memo was passed by the provincial legislature in April 1968 and reads as follows:

589. All public documents of the city shall be preserved by the council until their destruction is authorized by a resolution of the council in accordance with a schedule prepared or approved by the minister, or, in the case of non-current records, until they are, with the consent of the Saskatchewan Archives Board, deposited with the said board for preservation in the archives.<sup>81</sup>

In response to the City Manager's above mentioned memo, the City Solicitor replied:

Re: Destruction of Documents

Reference your memoranda of March 18, 1968, and in reply I would say that under Item No.3 those items to be kept in perpetuity would include virtually all records of the City Clerk especially those having a public nature, that is, all documents filed with him.

The memorandum, re: Section 589 of the City Act will not affect what we are attempting to do because this amendment is referring to the permanent records as kept by the City Clerk. I would think that plans and specifications filed with the Building Inspector with respect to buildings should also be kept in perpetuity as well as building permits and permits under the Zoning Bylaw.

I am in general agreement with the three steps outlined in your letter and that of the City Comptroller with whom we had previously discussed this matter. Undoubtedly there will be the odd instance where there will be some doubt and, of course, these matters can be determined when the situation arises.

As you point out, there should be no need to circularize all departments but rather just those that are vitally concerned, for example, your office, the City Clerk, the office concerned, City Solicitor and the Comptroller and/or Treasurer as the case may be.<sup>82</sup>

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<sup>81</sup> Ibid.

<sup>82</sup> Ibid.

It appears from this series of correspondence, the corporation was concerned that the procedures they had been using for years to ensure the retention of valuable corporate records was itself producing too much administrative paperwork. The system of checks and balances that had been used since 1929 had proven to be too cumbersome by 1968. And in the name of office efficiency, it does appear that they were willing to risk the possibility of some valuable corporate records being destroyed without due consideration for the value of corporate memory.

By the summer of 1968, the City of Regina had a new procedure in place regarding the retention and destruction of corporate records:

Office of the Comptroller

May 6, 1968

To: All Department Heads

Re: Destruction of Records

For some time the need for a simple policy regarding the destruction of documents has been needed and the City Manager has now approved that retention of records be divided into three classes:

- Those documents which have momentary value such as adding machine tapes, supporting balances, rejected applications for various services, etc. These items should be kept for one year after audit.
- Those items which are governed by the Statute of Limitations. This comprises all dealings with outside parties. The rule on these items states that they must be kept for six years. In this item we would currently be destroying those items pertaining to the year 1961.

- Those items which should be kept in perpetuity. These include general ledgers, all transactions pertaining to land, and also virtually all records of the City Clerk, especially those having a public nature, that is, all documents filed with him. Plans and specifications with respect to buildings which are filed with the Building Inspector should also be kept in perpetuity as well as building permits and permits under the zoning bylaw.

Using the above criteria, when documents are to be destroyed the lists should be prepared in two (2) copies and forwarded to the office of the City Comptroller for approval. Once this approval has been received the documents may be destroyed by the department concerned. In certain select instances, which the Comptroller's Office will designate, a member of the Comptroller's Office will be present to witness the destruction.<sup>83</sup>

With this change in policy, the City Comptroller's Office, not the corporation as a whole, became the ultimate authority in deciding what corporate records would be destroyed. The previous procedure, which informed the corporation as a whole as to what records were targeted for destruction by each department, was done away with. In the corporation's mind, it was an administrative 'bottleneck' that, in the end, provided very little gain. This kind of short-sighted response in the name of administrative efficiency may have effected the longer-term corporate memory of the City of Regina. Departments no longer knew what their corporate siblings were labelling as 'not worthy of retention'. This isolation of information within departments began at a time when the growth of the civic administration probably should have led the corporation down an alternate path, that of sharing information across departments so that employees' workloads could be manageable and public service increased. But, as a result, the destruction of corporate records now became an individual department's concern, not the corporation as a whole.

Later that same year, the provincial government took over the Social Welfare Department of the City of Regina and with it, all the records it had accumulated since it was first established in 1929. At the time the department closed its offices and moved, one room in the basement of the building they had occupied, the Laird Building, was found to be locked. Staff had always been under the impression that this room had been used by the caretakers for storage. However, upon closer inspection, “...a member of the department had discovered that the fastening had been pried loose and inspection proved that the room actually contained several boxes of correspondence files dating back, in some cases, to 1935.”<sup>84</sup> The records contained personal information of a confidential nature and authorization for their destruction was quickly granted by the province, who were now the designated owners.

This little episode brings to light an issue many municipalities faced at that time and continue to face today: the lack of suitable storage space. Where did the various city departments store their inactive records, those they thought worthy of retention? The City Hall that housed a majority of the corporations' offices from 1908 to 1961 was an impressive structure that many Regina citizens could look upon with admiration. However, almost from the day it opened, there was a serious lack of storage/filing room for the ever-expanding city bureaucracy. Regina's City Hall was constructed to be more than just the seat of municipal government; it also served as a centre for fine arts, music and literature. The facility included an auditorium which was a combination ballroom and lecture hall, with seating for 1,000. The auditorium was available for public as well as

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<sup>83</sup> Ibid.

civic use and, as such, it witnessed everything from company Christmas parties, dances, wedding receptions to political meetings and even boxing matches.<sup>85</sup> Many off-site city owned storage facilities had to be used over the years to store the ever-growing amount of corporate records. This ranged from the basements of existing off-site offices, like the Fire, Transit and Police Departments, to abandoned buildings taken over by the city in lieu of unpaid property taxes.

As mentioned above, the Province of Saskatchewan amended its City Act in 1968 to give its Department of Municipal Affairs the authority to decide what corporate records City Clerk's Departments in the province of Saskatchewan would retain and/or destroy. It is a curious piece of legislation in that it assumes provincial authorities, in this case the provincial Department of Municipal Affairs and the Provincial Archivist, would know better than those who originally created them what corporate records should be retained to preserve corporate memory. One can infer from this another example of the 'centralist tendencies' of the Canadian scene. The lack of proper storage space for the City of Regina's records and the consequent danger of having valuable and historically important documents at risk of being lost through simple neglect (as illustrated by the episode involving the records of the Social Welfare Department in the basement of the Laird Building cited earlier) may have been a factor in the provincial government's decision to play a role in municipal record-keeping. But it is hard to say, as no documentation on the

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<sup>84</sup> Ibid.

<sup>85</sup> J. William Brennan, Regina: An Illustrated History (Toronto: James Lorimer and Company Publishers, 1989), 57.

Saskatchewan Archives Board's role in drafting Section 589 of the Cities Act has yet been uncovered by the author.

In early 1969, the City of Regina (specifically, the City Manager), received a Disposal of Records Schedule from the Department of Municipal Affairs. It is interesting to see that this provincially mandated schedule for municipalities is far more detailed than the City of Regina's designated policy regarding records retention and destruction implemented only the year before:

#### Disposal of Records Schedule

Schedule prepared by the Department of Municipal Affairs in accordance with Section 589 of the Cities Act.

#### Schedule A

##### Documents and records to be retained permanently:

Annual Financial Statements  
Bylaws as retained in the minutes.  
Cemetery records.  
Certificate of Title.  
Committee reports (contained in Minute Book).  
Journals (General).  
Minute Books.  
Plans (Municipal).  
Tax Sale Records (except where title has been obtained).  
Vital Statistics  
Aerial Photos.  
Ledgers (General).

Schedule BDocuments and records that may be destroyed after a lapse of a period of twenty (20) years:

Assessment and Tax Rolls.

Ledgers (Subsidiary) (twenty years after accounts are closed).

Schedule CDocuments and records that may be destroyed after a lapse of a period of ten (10) years:

Cash Payment Books.

Cash Receipt Books.

Cheques (cancelled).

Correspondence (Special – see Footnote).

Contracts (ten years after performance).

Deposit Books.

Duplicate Receipts.

Road Costs.

Tax Enforcement Records (ten years after tax title property record is closed).

Tax Certificates.

Vouchers (Paid).

Schedule DDocuments and records that may be destroyed after a lapse of six (6) years:

Bank Pass Books or Statements.

Budgets.

Correspondence (General).

Oaths of Office.

Operator's Time Sheets.

Roadwork Payrolls.

The Collector's pink or second copy of the S.H.S.P. tax collection report.

The fourth or audit copy (white) of the Medical and Hospital Services Card.

The triplicate of audit copy (pink) of the Registration and Receipt Form.

### Schedule E

Documents and records that may be destroyed after a lapse of three (3) years:

The triplicate copy in taxpayers paid file of the Medical and Hospital Services Card.  
The quaduplicate copy (white) in taxpayer's paid file of Registration and Receipt Form.

### Schedule F

Documents and records that may be destroyed after a lapse of an indefinite period of time:

Assessment Appeals (as disposed of).  
Assessor's Valuation Records (until new assessment in force).  
Bylaws in Bylaw Register (to be retained while current).  
Building Permits (life of building).  
Debenture Register (two years after redemption of last debenture).  
Debentures (Paid) (two years after audit).  
Debenture Coupons (two years after audit).  
Election Forms (governed by Statute).  
Financial Statements (monthly) (if not minutes, destroy after audit).  
Financial Statements (nine months) (one year).  
Insurance Policies (two years after expiry).  
Inventories (after audit of subsequent inventory).  
Machinery Costs (until machine is disposed of).  
Saskatchewan Gazette (two years).  
Seed Grain Lien Notes (until paid).  
Seed Grain Lien Agreements (until paid).  
Seed Grain Delivery Slips (until paid).  
Trial Balance (after audit).  
Voter's List (until completion of subsequent list).

FOOTNOTE: Correspondence (Special)

Classified correspondence should be segregated into subject matter groups and destroyed after a period of time applying to related subject matter. With respect to the classification upon which there may be disagreement, the decision of the head of the council and secretary-treasurer of the municipal corporation shall be final. They may, however, consult with the Provincial Archivist on all matters of historical interest.

### General

The above are minimum retention periods and the time given for the disposal of any document shall be the time figured from the end of the period covered by the document.

Any municipal document or record of a kind not described in any of the above schedules shall be either retained permanently or destroyed after a lapse of such period of time as is determined in writing by the head of the council and the secretary-treasurer of the municipal corporation.

The above schedules are hereby prepared in accordance with the provisions of Section 589 of the Cities Act.<sup>86</sup>

Asked to comment on the Disposal Schedule and how it would affect his department, the City Clerk responded:

Re: Disposal of Records – Section 589, The City Act.

....I have the following comments:

Schedule A

I feel that documents to be retained permanently should not be listed as it possibly could be misinterpreted in the future that any document not listed as permanent could be destroyed. It would be better to list only the ones which may be destroyed after a certain period. This might eliminate the possible inadvertent destruction of some important document.

Schedule B – No comment.

Schedule C

Insofar as the City Clerk's Office is concerned I feel that correspondence files, after the culling therefrom of unimportant letters, should be retained as permanent records as these can always contribute information relating to past actions which often have a bearing on current issues, especially when properties are involved.

I also feel that the original copies of contracts under this schedule should be treated as permanent as they can often provide information of value, especially when properties are involved.

Schedule D

Insofar as the City Clerk's Office is concerned, I feel the 'Council Copy' of Budgets, General Correspondence (culled) and Oaths of Office should be retained for much longer than six years. I would suggest a minimum of ten years for these.

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<sup>86</sup> City of Regina Archives, COR 3 (City Managers Records), File 312 (b).

Schedule E – No comment.

Schedule F – No comment.

In making the foregoing comments, I have in mind the fact that when old information is required, the City Clerk's Office may well be the only remaining source. I have in mind issues such as those which involved the Old City Hall site and Broad Street Park for which purpose we had to delve into material over fifty years old. One problem is to determine when documents in the custody of the Clerk lose their administrative value and become items of archival value only.<sup>87</sup>

The City Clerk's observation that his office seemed to be only remaining source for 'very old information' is very interesting. Having a municipal archives program and/or facility responsible to this specific corporate department (rather than say, Public Affairs, Library or 'Historic Resources') begins to make a lot of sense. This may be the reason why the provincial government amended the City Act to include Section 589; it was well aware the City Clerk's office in municipalities were often the repository of older corporate documents, valuable in ensuring corporate memory and accountability.

By the mid 1970's, the City of Regina's corporate record retention and destruction procedures were being governed by one act of provincial legislation, Section 589 of the City Act relating to the records of the City Clerk's Office, and the corporate policy brought down by the City Manager's Office in May 1968. The corporate record collection found today in the City of Regina Archives owes its existence to these two policies and the corporate procedures relating to records retention and destruction practised by the City of

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<sup>87</sup> Ibid.

Regina since 1929. But what of the private records held by the City of Regina Archives? How did they arrive into the collection?

Most of the private records that make up part of the City of Regina Archives collection arrived after the archival program was formerly established in 1985: for example, the Phil Haffner Collection was donated in 1986; the John L. Moser Collection was donated in 1992; and, the William Kempa Collection was donated in 1996.<sup>88</sup> If a private citizen wished to donate any kind of historical material to the City of Regina before this time, they were either directed to the Prairie History Room at the Regina Public Library or the Department of Development and Public Affairs. Very little effort was made by the corporation though to solicit historical material from the general public. The city had a hard enough time storing its own records. So it would be safe to say that the city's archival collection up until the 1970's was made up almost exclusively of corporate records.

This was the state of the City of Regina's corporate policies and procedures involved in the maintenance of its corporate identity, memory and accountability as the 1970's ended. A lengthy tradition of checks and balances regarding the retention and destruction of corporate records had helped to create a very 'reliable' and detailed

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<sup>88</sup> The Phil Haffner Collection (COR 65) was donated by Mr. Haffner to the City of Regina Archives in August 1986 and contains reports, publications and newspaper clippings related to the general history of Regina and the city's economic development in the mid 1970's. The John L. Moser Collection (COR 62) was donated to the Saskatchewan Archives Board in May 1992 and later transferred to the City of Regina Archives where it was felt to be more appropriately included. It contains maps, reports, bylaws, regulations and plans related to city planning for Regina in the 1940's. The William Kempa Collection (COR 117) was donated to the City of Regina Archives by Mr. Kempa in June 1996 and consists of reports, correspondence, newspaper and magazine articles relating to his tenure as Senior Dairy and Milk Inspector with the City of

collection of records. Difficulties in finding appropriate storage space for the records that were deemed worthy of retention was a constant problem for all civic departments however. By the 1950s the practice of microfilming all the corporation's permanent records allowed some respite, but by the 1960s, the ever expanding role of the municipal government only forced more civic employees to create more corporate records. In an attempt to streamline office efficiency and reduce the amount of paperwork, the safeguards used since 1929 to help preserve valuable corporate records that transcended single departments were done away with. The result was a corporate environment that was more efficient, but one with departments isolated from each other, creating a situation where one would not know what records the others were creating, retaining and/or destroying. This was the state of affairs that would, in the end, lead the City of Regina to develop an archives policy and enter the brave, new world of municipal archives.

## Chapter II

### Creation and Maturity, 1983-1989

This Chapter will detail the progressive steps the City of Regina took in establishing the City of Regina Archives. With the growth of the municipal bureaucracy and the more interventionist role the City found itself playing in the late 1970s and early 1980s, records management began to take on a new seriousness. One of the logical extensions of good records management is the practice of proper archiving of corporate documents and making those relevant public documents available for public scrutiny. The idea of creating a distinct City of Regina Archives program and facility was not an initial goal of the Administration's newly found focus on records management. But the need for a proper storage facility to protect the corporation's older records soon revealed itself to be of paramount importance.

The City felt that the only acceptable way to deal with this issue was to establish a municipal archives; the one sticking point the City had was the price involved in such a venture. However, timing was certainly on the City's side, as the Saskatchewan Archives Board (the provincial archives of Saskatchewan) was in the process of attempting to 'fill' the significant gaps in its own collection – municipal records of the province's two largest cities, Regina and Saskatoon. Once these two paths met, it was only a matter of time before an agreement, mutually benefiting both parties, was agreed upon. This chapter will outline the options the City of Regina had when considering how to establish a municipal archive, how the Saskatchewan Archives Board assisted the City Administration in making

its final decision and then detail the specific obligations both parties were expected to fulfill as they entered into a new era of shared responsibility for the care and maintenance of the City's archival collection.

In March 1983, the final report of the city's Records Management Study (prepared by the Management Services Section of the City Comptroller's Department) was issued.<sup>1</sup> Again, it provides interesting reading for many reasons: the study defined what corporate records were (and were not); how and why these records should be retained; and detailed the current (that is, 1983) problems facing the corporation in terms of storage space and the ineffectiveness of the current record retention and destruction policy and procedures.

The following list is a summation of the Study's definitions of what a corporate record was and was not: "Corporate Records – correspondence, memoranda, forms, reports, cheques, journals, ledgers, legal instruments, computer printouts, drawings, maps, photographs, micrographics, cards, punched cards, magnetic media such as (a) tape (b) disks (c) diskettes and (d) voice recordings, and also copies of the foregoing made by (a) copiers (b) duplicators (c) printing presses and (d) carbon paper or any other means; Not a Corporate Record – external publications such as books or pamphlets received and held for reference purposes, stock copies of internal publications intended for

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<sup>1</sup> A copy of the March 1983 Records Management Study commissioned by the Management Services Section of the City Comptroller's Department can be found in City of Regina Archives, COR 120 (Reports/Publications), File 1556.

dissemination, provided that at least one sample copy is treated as a record, and, media such as signs used to identify physical locations”.<sup>2</sup>

What this list indicates is that the corporation had come to the realization that its records were the memory of the organization – the memory of both facts and procedures. In a real sense these records embodied the identity and substance of the organization, that is, the City of Regina, as it changed over time.

The City’s 1968 Record Retention and Destruction policy did not include a working definition of what a corporate record actually was. This, the corporation realized, was a mistake; all departments should have been working with the same set of definitions. This omission had seriously undermined the effectiveness of the corporation’s records management initiatives back in 1968. The city had become overwhelmed with ‘records’ in an attempt to retain everything of possible significance and at the same time many departments had been arbitrarily destroying records with little idea of their potential value. The lack of a co-ordinated effort in establishing a corporate-wide centralized record retention and disposal policy in 1968 also led to the frequent loss of files or misfiling, the considerable duplication of records, the development of a variety of index systems across the corporation (all in various states of confusion), the disarray of records storage areas, and the use of microfilm and microfiche as storage media when the cost involved did not justify its production.

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<sup>2</sup> Ibid.

By 1983, the corporation's policy regarding record retention and disposal was clearly ineffective and causing serious problems. Most departments were left guessing as to which of their records were covered by each of the three retention periods specified in the 1968 policy. As a result, some departments were keeping most of their records permanently. In fact, the Transit Department was keeping all of its records in perpetuity.<sup>3</sup> In addition to this problem, most departments were not keeping track of the records they were destroying and not taking adequate security measures when disposing of confidential records.

Many departments were also microfilming paper documents without determining whether the costs of this procedure were economically justifiable. For example, the Parks and Recreation Department had, by 1981, microfilmed 100% of its correspondence.<sup>4</sup> The fact that microfilm requires less storage space than its original paper copy should not have been used as justification for microfilming. The 1983 Records Management Study said, "If freeing up office space is a department's sole objective, warehouse storage, or shorter retention periods are far less costly alternatives. It has been shown that for the cost of microfilming, inactive records can be stored in warehouse space for a period of twelve years."<sup>5</sup> Added to this 'microfilming mess', was the fact that many departments that were microfilming paper documents were not destroying the original paper records but maintaining them along side the microfilm copies. This may have been the result of the uncertainty surrounding the admissibility of microfilm prints as evidence in a

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<sup>3</sup> City of Regina Archives, COR 120 (Reports/Publications), File 1556, "Records Management Study", March 1983, 7.

<sup>4</sup> Ibid.

Saskatchewan court of law. However, this uncertainty should have been considered one more reason not to microfilm.

Because of a lack of storage space, some departments were being forced to store records in places not designed for storage purposes: unsuitable cardboard boxes; on top of filing cabinets; on the office floor; in garages and in crawl spaces.<sup>6</sup> Record integrity, protection and security were all compromised due to this lack of proper storage space. The environment (that is: light, temperature and humidity conditions), fire and water protection and security for the corporation's records deemed worthy of perpetual retention were completely unsatisfactory and needed immediate attention. In 1983, the 16<sup>th</sup> floor of City Hall (the top floor) was being used as one of the City's storage areas for inactive records. Upon inspection by the City's Comptroller and others, an assortment of items was discovered occupying the same space as the inactive records, including garbage, damaged light fixture panels and barrels of freon and other chemical containers marked 'corrosive'.<sup>7</sup> In addition to posing a fire hazard, the presence of these items in combination with the poor lighting and the absence of worktables made record retrieval from this area very difficult and time consuming. It was also apparent that this specific storage area was filled to capacity and was not able to accommodate any more inactive records. This seriously complicated matters because the City did not have any plans outlined or had made any preparations to store these and other inactive records at an offsite facility.

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<sup>5</sup> Ibid.

<sup>6</sup> Ibid., 8.

<sup>7</sup> Ibid.

The 1983 Records Management Study, while outlining the problems the corporation was having with its ineffective and outdated policy regarding record retention and disposal, also detailed what an effective and up-to-date record retention and disposal policy could do for the city. It began by stating why corporate records should be retained in accordance to their specific value:

Records have administrative value as long as they assist departments in performance of the functions for which they are responsible; records have fiscal value as long as departments must use them to demonstrate how monies were obtained, allocated, controlled and expended; records have legal value if they contain evidence of legally enforceable rights of obligations of the City; records have archival value which show aspects of the history of the City and its departments-origin, organization role, policy decisions, procedural and operational methods, etc.<sup>8</sup>

It then continued on to list the benefits the corporation would incur with an effective records management program, helping the city save space, time, equipment and records:

Space – records which are deemed to have little or no value to the City, its departments or the public, can be destroyed, freeing up prime office space. Thus, existing space constraints to current and future office expansion can be minimized, hence postponing that point in time when the City will outgrow its current office space allotment.

Time – (a) filing and retrieval of records is faster when valueless records have been culled from the files.

(b) the frequency of misfiles will be much lower thus further reducing retrieval time.

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<sup>8</sup> Ibid., 3.

(c) decisions pertaining to retention, medium of storage, storage locations, destruction of records, etc. are no longer left to the discretion of individual departments. In addition to increasing control over records management practices, this results in time savings which accrue since departments are freed from continually taking time to make decisions about retention, destruction, etc.

Equipment – purchase of expensive filing equipment by the City can be minimized.

Records – (a) those records having historical significance are identified and set aside for permanent retention (archival records are the gift of one generation to the next).

(b) a lower frequency of misfiles also results in fewer lost files.<sup>9</sup>

To further advance the notion that the City of Regina could save its corporate memory and save itself some money at the same time, the study provided two examples of how a good records management system would benefit the City in the long term:

Misfiles: In 1983, the Association of Records Managers and Administrators (ARMA) estimated that the cost of a misfile to an organization was approximately \$150. If each of the City's departments averaged one misfile per month, the costs incurred by the City of Regina would be:

1 misfile/month/department x 12 months x \$150/misfile x 18 departments = \$32,400/year.

Assuming that an effective records management program can reduce misfiles by 90%, the value of this benefit to the City would be \$29,160/year.

Office Space: At the present time, approximately 4,300 square feet of prime office space at City Hall is consumed by approximately 410 pieces of filing equipment and the space required for access to the records therein. It is conservatively estimated that 1/3 of this space can eventually be reclaimed upon the implementation of an effective records management program. The monetary value of this space saving per year could be expressed as the annual earnings foregone by the City if it had to lease back the equivalent amount of space on the 11<sup>th</sup> floor of City Hall (it is estimated that the 1983 lease rate/square foot to the current occupant of the 11<sup>th</sup> through 15<sup>th</sup> floors is \$8.60).

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<sup>9</sup> Ibid., 4.

$$\begin{array}{rcl} 1/3 \times 4300 & \times & \$8.60 \\ \text{(space reclaimed)} & & \text{(lease rate/sq.ft)} \end{array} = \$12,325 \text{ per year}$$

Thus the estimated value of the office space which could be reclaimed at City Hall is \$12, 325 per year".<sup>10</sup>

The Study concluded that maintaining the status quo would only serve to aggravate the existing problems. Only an 'effective records management program' could resolve the corporation's problems and deficiencies. While the Study admitted that the City of Regina had neither the staff nor other resources to develop and maintain on an ongoing basis an 'effective records management program', the Study did put forward some recommendations that it felt City Council could readily accept, helping to, at least, get the corporation moving in the right direction:

1. (a) Creation of a records management section entitled 'Records Systems'.  
 (b) Location of 'Records Systems' in the City Clerk's Department.  
 (c) Transfer of the micrographics function from the Purchasing Department to Records Systems.
- 2 Creation of one new position entitled, 'Records Systems Co-ordinator' and the immediate commencement of the recruiting process.
- 3 Hiring of casual research and clerical personnel on an as required basis to provide assistance to the Co-ordinator.
- 4 Establishment of a 'Records Control Committee' to review policies and procedures proposed by the 'Records System Co-ordinator'. It is recommended that the Committee be chaired by the 'Records System Co-ordinator' and be comprised of representatives from each of the following:

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<sup>10</sup> Ibid., 7.

- the City Clerk's Department;
- the City Comptroller's Department;
- the City Treasurer's Department;
- the Provincial Archivist; and
- the department whose records are under consideration.

It is recommended that the 'Records Control Committee' be involved in the selection of the 'Records Systems Co-ordinator'.

- 5 Maintenance of the current moratorium on the purchase of filing equipment until the 'Records Control Committee' decides otherwise.
- 6 That the following records management issues receive the immediate attention of Records Systems and the 'Records Control Committee':
  - the development of a universal file index system;
  - the development of a Records Retention/Disposal Policy;
  - the training of City personnel in good records management practices;
  - the storage of inactive records, and;
  - the development of a Disaster Preparedness Policy relating to vital City records.
- 7 That the reporting structure of the City Clerk's Department be adjusted to permit the addition of the Records Systems Section once the 'Records System Co-ordinator has been hired.<sup>11</sup>

In addition to these recommendations put forward to City Council on April 25, 1983, the study also contained a detailed Appendix describing which corporate records the City should retain and for how long. This represented the most comprehensive listing of the types of records the corporation was actively creating at that time but, strangely, it was almost identical to the 1969 Disposal of Records Schedule from the provincial Department

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<sup>11</sup> City of Regina Archives, COR 1 (City of Regina Council Minutes), Volume 136 (1), 687.

of Municipal Affairs received by the City Clerks' Department in February 1969 (see Chapter I, pp.55-58)<sup>12</sup>.

This is just one of the problems inherent in the 1983 Records Management Study. The authors appear to have simply 'lifted' or copied a fourteen-year old records retention schedule for their report and assumed that the corporation was creating the same kinds of records. However, this was not the case. The Study also assumed that all photographs taken by city employees in the course of their jobs should be retained permanently. This expectation, coming from a document that emphasized the fact that the corporation was already over-burdened with too many corporate records saved for little or no reason and having little or no corporate value, appears out of step with the Study's main conclusions.

In addition to this flawed Records Retention and Disposal Schedule, the Study omitted in its recommendations to City Council, any mention that the City of Regina should seriously look at developing its own municipal archival policy. In the printed version of the Study's final report, buried at the bottom of the last page (in smaller print and added as a footnote), read the words: "Other records management issues which are important but which do not require immediate attention include: ....(d) the development of an Archives Policy."<sup>13</sup> For a report to emphasize the fact that the City of Regina was in danger of losing its corporate memory and history without seriously considering the development of a municipal archives program seems extremely shortsighted. The Study's recommendation that the City Clerk's Department be the focal point for all records

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<sup>12</sup> See also Appendix 'A'

management issues may well have been deserved, but it should have included with it, the same office actively pursuing the logical extension of any good records management program/policy – the establishment of an archive. These serious shortcomings, in this author's opinion, taint the entire 1983 Records Management Study, and forced the City to take a step backwards in its attempts to address the issues concerning the management of its corporate records.

This does not really come as a surprise to this author, as the early 1980s were a lean time for municipal archives in Canada. As mentioned in Chapter I, municipal archives, municipal archives' policy development and the unique challenges facing these institutions were barely noticed, even by the Canadian archival community. It is no surprise, therefore, that when one takes into consideration the professional and historical context of the 1983 Records Management Study, only passing 'lip-service' was given to the idea of the City of Regina establishing its own municipal archives program. The Study's authors could not (or were not willing to) raise themselves above the prevailing intellectual milieu; no 'thinking outside the box' here.

While the City's Comptroller's Department continued to follow the intellectual trend of the Canadian archival community in dealing with municipal archives (by ignoring them), in Saskatchewan, the provincial archival authority, the Saskatchewan Archives Board, began to look at the issues facing municipal archives in the province. This recognition resulted in a discussion paper entitled "Archives of Cities in Saskatchewan",

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<sup>13</sup> City of Regina Archives, COR 120 (Reports/Publications), File 1556, 14.

written by the provincial archivist, Ian Wilson, and circulated to all Saskatchewan urban centres for comment in July 1983.<sup>14</sup> The discussion paper had two purposes in mind: “... (a) encouraging urban municipalities to adopt systematic records management procedures in handling current administrative records in all documentary media, using existing records retention and disposal schedules, and the most efficient document media available, and (b) developing public understanding of the role of municipalities in provincial development through the careful study of municipal archives.”<sup>15</sup> Wilson appears to be encouraging municipalities in the province to carefully consider how they went about retaining, storing and making available their corporate records in light of the new directional shift apparent in the study of Canadian history at that time.

He details how in the past, the Saskatchewan Archives Board, was involved in preserving municipal records, through the Urban Municipalities Act and the Provincial Archives Act:

Urban Municipalities Act

- 8 All public documents of the municipality shall be preserved by the Council until their destruction is authorized by a resolution of the Council in accordance with a schedule prepared or approved by the Minister or, in the case of non-current records, until they are, with the consent of The Saskatchewan Archives Board, deposited with the Board for preservation in the Archives.

Provincial Archives Act (1945)

- 223(b) ‘public documents’ includes certificates under the Great Seal of the province, legal documents, securities issued by the province under any Saskatchewan Loans Act, vouchers, cheques, accounting records,

<sup>14</sup> City of Regina, Corporate Services Department, “City Archives Proposal”; 1985.

<sup>15</sup> Ian Wilson, “Discussion Paper: Archives of Urban Municipalities in Saskatchewan”; 1983, 2; in Ibid.

correspondence, maps, photographs and all other documents created in the administration of the public affairs of Saskatchewan except copies of documents created only for convenience of reference and surplus copies of mimeographed, multilithed, printed or processed circulats and memoranda.

- 9 Any municipality or school district in Saskatchewan may with the consent of The Saskatchewan Archives Board deposit any of its non-current records or other documents with the Board for preservation in the Archives.<sup>16</sup>

The Saskatchewan Archives Board, as a joint government-university body and as the primary archival authority in Saskatchewan, had a discretionary responsibility for the selection and preservation of municipal records. It advised the provincial government on the records retention and disposal schedule for municipal records and, at its discretion and within the resources available to it, provided archival services to municipalities. Under these provisions, the Saskatchewan Archives Board had over the years accepted records of several rural municipalities and villages, borrowed and microfilmed municipal minutes and assessment rolls and had accepted occasional records of larger urban municipalities to prevent their destruction. However, the Saskatchewan Archives Board did not have the resources in place to provide full, continuing archival service for urban municipalities in the province.

If, as a result of the limited support offered by provincial authorities, urban municipalities still wanted to improve and update their policies related to corporate records and pursue the development of an archive policy, Wilson indicated that the municipality itself would have to shoulder most of the incurred costs. To help these municipalities, he provided some advice as to what was required in establishing a municipal archives and

what options were available for possible co-operative efforts under the right set of conditions.

If a municipality was to create an archives program, it should, in Wilson's opinion, establish the program and policies by by-law, in effect, defining a 'public document' so as to ensure that no 'public document' would be disposed of without an archival decision. The municipality would also have to, again, by by-law, establish a 'public documents committee' and a procedure for developing and approving records retention and disposal schedules while at the same time define the responsibilities of the civic archivist.<sup>17</sup> The archive would then have to perform four key functions:

1. **Select** and **Acquire** the official administrative records of its parent body on a continuing basis.
2. **Arrange** and **Describe** the records selected for both administrative and research uses.
3. **Preserve** these records on a permanent basis, protecting them from mutilation or alteration and ensuring the preservation of the information in its original form or by appropriate copying.
4. Make these records **Accessible** under proper conditions and regulations for public consultation.<sup>18</sup>

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<sup>16</sup> Ibid., 4.

<sup>17</sup> Ibid., 3.

<sup>18</sup> Ibid., 8.

To carry out these stated functions effectively, the archives would require the following resources:

Trained and knowledgeable staff:

(a) minimum of one (1) professional archivist responsible to the City Manager or other senior administrative officer and involved in records management at least to the extent that no records of any media created by the city administration will be destroyed without his authorization.

(b) in establishing the archives and gaining control over the existing accumulation of records there will be required considerable work in basic cleaning, sorting, arranging and preparing finding aids. Initially, a minimum of one (1) clerk and one (1) typist will be essential. In two or three years, as the initial accumulation is processed, this requirement may lower to one combined clerk-typist depending on the demand for reference services.

Environment controlled, secured storage:

Archival material is often fragile and highly sensitive to its physical environment and can also be highly confidential and monetarily valuable. The storage area would be a 'closed' or staff-only area and should be clean, efficient, reasonably secure and with a constant environment. Ideally, archival material should be stored at a temperature of 21degrees Celsius, plus or minus 1½ degrees and a relative humidity of 47%, plus or minus 2% with dust filtration and appropriate light levels. The essential element, though, is a constant environment, avoiding seasonal fluctuations in temperature or humidity.

Work areas:

As material arrives in the Archives, it needs to be cleaned and processed prior to storing. The material is often bulky and in considerable disorder, requiring properly designed space for efficient work. One work area of about 300 square feet plus an office for the archivist (200 square feet) and a work space for one clerk-typist (50 square feet) would suffice.

Public reference area:

Every Archives requires space for its catalogues and finding aids and a pleasant room conducive to long periods of research for those seeking information. Each archival researcher requires room for the boxes of files they are consulting and for note taking (a desk 3 feet x 4 feet). The Archive might provide space for four (4) researchers initially, plus one or two microfilm readers for a total of 250-300 square feet.

Access to duplicating and technical support facilities:

To meet the needs of researchers, to answer inquiries and to assist in the preservation of its material, every Archives requires a good photocopier and convenient access to microfilm facilities. In addition, the conservation of older paper records requires access to a paper conservation laboratory and the assistance of a trained conservator. Basic conservation facilities for cleaning, basic repairs, de-acidification and encapsulation may be developed at the Archives, with more specialized tasks being referred to a provincial or federal laboratory.

Archival supplies:

Archival storage boxes and file folders, folders for maps and plans, conservation chemicals and repair papers and encapsulation materials all would need to be available. The heaviest expenditures would be incurred in the start up phase as the Archive processes the initial accumulation of records; initial costs would average \$8,000.<sup>19</sup>

The sum total of Wilson's advice would see a municipality in Saskatchewan set aside \$ 68,000 a year for the first three years of the municipal archives existence and incur the costs involved in maintaining an archival facility consisting of 2,900 square feet.<sup>20</sup>

<sup>19</sup> Ibid., 9.

<sup>20</sup> Summary of Basic Resources:

	Approximate Costs
<b>(1) Staff</b>	
Archivist	\$ 30,000
2 clerk/typists: plus staff benefits	\$ 30,000
<b>(2) Administration</b>	
Archival conservation supplies	\$ 8,000/year

Knowing that these costs would make many city officials leery of even entertaining the thought of developing a municipal archives for the City of Regina, Wilson offered three options for municipalities to ponder over:

#### Option 1: Municipal Funding and Administration

The cities may, using their own funds and space, establish a city archives as an integral part of their administrative structure. The records were created by the city and belong to the city and the cities have a major responsibility to take action to preserve such records. Such civic archives would need to work within the broad context of the records schedule issued under Section 223 of the Urban Municipality Act, but this is broad enough to leave considerable interpretative discretion to a city archivist. The Saskatchewan Archives Board would co-operate fully with such civic initiatives and would, as far as possible, provide access to its technical facilities.

It might be noted, though, that all of the Canadian cities which have established their own functional archives, are considerably larger than Saskatchewan's two largest cities.

#### Option 2: Co-operative Municipal-Archives Board Effort

The Saskatchewan Archives Board is a joint government-university corporate body with a mandate to preserve documentary material important to the history of Saskatchewan. It receives an annual grant from the provincial government for operating expenses while the two universities provide space for the archives. Under both the Archives Act and the Urban Municipality Act, the Archives Board

photocopier	\$ 800/year
Plus: office supplies, postage, travel, microfilm and microfilm readers	
	<b>Total: \$ 68,000/year</b>
<b>(3) Space</b>	
Environment controlled storage	2,000 square feet
Staff and work area	550 square feet
Public reference area	300 square feet
Supplies storage	50 square feet
	<b>Total: 2,900 square feet</b>

Ibid.,10.

has some responsibility for preserving records of municipalities. But while the Archives Board has been able in the normal course of operations to provide archival services to rural and smaller urban municipalities, providing proper archival service to the larger cities lies beyond its current resources.

The Archives Board views the lack of attention given to municipal archives as the one major gap in the preservation of Saskatchewan's archival heritage. But given the importance of archival involvement in the records management of civic administration, the archives cannot be entirely divorced from the city administration. Perhaps archives could be seen as an area of shared concern and responsibility, with both the Archives Board and the city contributing to the preservation of civic records.

A number of co-operative arrangements might be explored for the archival need of Saskatchewan's larger cities. With the completion of the new Saskatchewan Archives Building in Regina late in 1983, the Archives Board's space needs will be satisfied for some years, providing additional space in both our Saskatoon and Regina offices.

There are economies of scale in providing and maintaining archival services. Researchers might find considerable advantage in having the city archives together with the related records of local businesses, unions, churches, clubs and associations already preserved by the Archives Board.

### Option 3: Saskatchewan Archives Board Funding

While the Saskatchewan Archives Board can offer certain facilities and support services for city archives, it does not have the necessary staff to handle the existing record accumulations of the larger cities. The Archives Board could request an increased grant from the government in the 1983/84 fiscal year to provide this staff.

This option may be necessary in dealing with the records of the smaller cities; but for our two largest cities, it is particularly important that archives maintain some continuing link with the cities' administrative records management process. In large continuing corporate bodies, the archives cannot be arbitrarily separated from modern records. The archives develops and becomes most effective when it enlists the interest and support of administrators and actively selects recent records for long-term preservation.<sup>21</sup>

It is obvious that Wilson himself preferred the second option, that a co-operative effort would be the best choice for both parties, the province and the cities. He was well

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<sup>21</sup> Ibid., 12.

aware of the financial, personnel and logistical limitations of his own institution and the Saskatchewan municipalities and viewed this option as the best alternative. The admission that 'the Archives Board views the lack of attention given to municipal archives as the one major gap in the preservation of Saskatchewan's archival heritage' should also be taken as a positive step in the recognition that municipal archives in Canada were of vital interest to those in the corridors of cultural power and the general public. This discussion paper can, in this author's opinion, be seen as the first serious step towards the establishment and recognition of municipal archives in the province of Saskatchewan.

Yet despite all the encouraging support from the province and its archival institution, the City of Regina reacted slowly and cautiously. In May 1983, the City had begun an inventory of the corporation's inactive records. The term 'record' was defined as to include all media containing language, numeric or other information created or received by the corporation. Active records were those records consulted regularly by the corporation's departments, usually having a life span of two years. Inactive records were those records older than two years that were no longer referred to frequently, but still needed to be retained due to legal or administrative requirements. Each department was to participate in this inventory through a strictly regulated inventory process so as to supply the City with a complete index to its inactive records. It was emphasized by Brett Balon, the newly appointed Corporate Records Management Supervisor, that this inventory needed to be all-inclusive and accurate so that the Records Systems Section of the City Clerk's Office could develop new and updated records retention/disposal schedules and

also identify archival and vital records series.<sup>22</sup> In addition to these departmental inventories, the four main off-site locations where corporate records were stored - the 16<sup>th</sup> floor of City Hall, the 2<sup>nd</sup> floor of the old Dairy Producers Co-operative Building at the corner of Angus Street and Sinton Lane, the Public Works and Engineering Building at 1075 Albert Street North and the Main Floor of City Hall - would also be inventoried. At the time, it was estimated that 2,500 boxes of material would have to be inventoried.

Records Systems personnel conducted their inventory of the 16<sup>th</sup> floor of City Hall on September 15<sup>th</sup>, 27<sup>th</sup> and November 4<sup>th</sup> of 1985, and their notes and commentary read like a horror-story to any one in the archival field. The 16<sup>th</sup> floor was the largest area dedicated to the storage of corporate records, 220 square metres (2,255 square feet) and, therefore, had the most boxes of inactive records of any other area in City Hall or off site storage facility. Set amongst the boxes of inactive departmental records lay barrels of freon and other chemical containers marked corrosive, various Christmas decorations, paint rollers, broken light fixtures as well as boxes of garbage and fibreglass insulation.<sup>23</sup> It appeared that the 16<sup>th</sup> floor of City Hall had been used as a dumping ground for anything that didn't have a definite storage space, and this included corporate records valuable in preserving the Corporation's identity and responsibilities. There were other serious problems with the storage area on the 16<sup>th</sup> floor of City Hall:

- The door to the air conditioning units outside had no doorknob, only a hole. As a result, the door was being opened continually, allowing wind, rain, snow and pigeons into the storage area.

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<sup>22</sup> Saskatchewan Archives Board, City of Regina Archives (CORA) Administration Records, "Records Control Committee", File 208B;1983.

<sup>23</sup> Ibid.

- Although there were thermostat and humidity controls, the condition of the outside door, as mentioned previously, made them useless.
- Two nearly invisible “No Smoking” signs were broken and not placed above the door entrances.
- No fire extinguishers inside the storage facility.
- Poor lighting made any kind of work in the storage facility almost impossible.
- No fire alarms, smoke detectors or sprinkler system.
- Loose files and open boxes on shelves and floor, resulting in some records being permanently damaged.
- Retrieval of records is difficult, if not impossible, as very few boxes are marked or marked only with numbers and not the department.<sup>24</sup>

The 2<sup>nd</sup> floor of the Dairy Producers Co-operative Building was also being used by some city departments as an inactive records centre. The ground floor still had all the milk processing fixtures in place while the roof had many large holes that allowed numerous pigeons to nest throughout the building. In addition to these problems, the lighting was poor, the floor was sloped badly allowing water to pool on the building’s north side and the structural integrity and floor loading capacity of the 2<sup>nd</sup> floor had already met its maximum.<sup>25</sup>

By January 1984, the corporate inventory was complete. In the 100 years that the City of Regina and its constituent departments had been accumulating records, approximately 6,000 boxes of material, representing 9,000 cubic feet of records had been

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<sup>24</sup> Ibid.

<sup>25</sup> Ibid.

collected.<sup>26</sup> This was well over the estimated 2,500 boxes originally estimated. The fact that the City had in storage almost three times the number of boxes it had originally estimated made the corporation, as a whole, realize that some solution to the problem of inactive records storage was needed immediately. Leaving things as they were was not considered a viable solution. The current situation had the corporation storing records in unsafe and potentially dangerous areas. No environmental controls, no fire protection system and the inability to properly retrieve inactive records had placed the corporation's collected memory and responsibilities at the risk of being lost. The problem was only expected to grow as city departments added to the amount of records already in storage, the estimate being 300 boxes or 600 cubic feet a year between 1985 and 1990.<sup>27</sup>

Armed with the results of this inventory, the Management Services Section of the City Comptrollers Department, authors of the City of Regina's Records Management Study in 1983, produced a report, the 'Inactive Records Centre Study', in August 1984, outlining the city's options regarding the establishment of a corporate records centre. The report highlighted three essential problems regarding the current storage of inactive corporate records: (1) there was no effective method used to store City records; (2) records were being stored in different locations; and (3) records were being damaged in their present locations.<sup>28</sup> An inactive records centre, the report stressed, would help reduce the number of misplaced files, centralize the location of all inactive corporate records, free-up space currently used to store records, provide faster retrieval time for active and inactive records,

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<sup>26</sup> Ibid.

<sup>27</sup> Ibid.

<sup>28</sup> Saskatchewan Archives Board, City of Regina Archives (CORA) Administration Records, "Records

provide better security against theft or vandalism and offer better fire protection. Three options were outlined for ways in which the City of Regina could establish a corporate records centre: (1) renovate an existing building; (2) construct a new building, or; (3) use a commercial records centre.<sup>29</sup>

Option 1 called for the renovation of an existing City of Regina facility. The report detailed a cost and benefit analysis for renovating the 16<sup>th</sup> floor of City Hall and the Dairy Producers Co-operative Building, both currently being used to store portions of the City's inactive record collection. The capital costs for renovating the 16<sup>th</sup> floor of City Hall to make it suitable to inactive records storage was calculated to be approximately \$ 50,000, while operating costs were pegged at \$ 46,000 a year.<sup>30</sup> The capital costs for renovating the entire Dairy Producers Co-operative Building were estimated to be \$ 64,000 while the operating costs for running an inactive records centre out of that facility were the same as for the 16<sup>th</sup> floor of City Hall estimate - \$ 46,000 a year.<sup>31</sup>

Option 2 called for the construction of a new building that would be owned and operated by the City of Regina. This option was labelled by the report as "...the best option if economics were not a consideration."<sup>32</sup> A new building would provide a proper records environment, space for expansion and facilities for archival work to be done. The site for such a building would be in a low cost industrial area and be a half-acre in size. A

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Control Committee – Inactive Records Centre Study”, File 208B; August, 1984, 1.

<sup>29</sup> Ibid., 9.

<sup>30</sup> Ibid., 19.

<sup>31</sup> Ibid.

<sup>32</sup> Ibid., 15.

single storey, basic warehouse design, with the required modifications for climate controls and security would have been sufficient to meet the Federal Records Centre Facility Standards.<sup>33</sup> However, the capital costs the City would incur in constructing such a facility were estimated to be approximately \$ 186,000 while the yearly operating costs were pegged at \$ 48,500.<sup>34</sup>

Option 3 called for the City of Regina to use the resources provided by a commercial records centre to store, retrieve and destroy the corporation's inactive records. There were two companies in Regina, FACS Records and Crown Records, that had the facilities and personnel to handle the City's needs. Those requirements were: (1) storage of 9,000 cubic feet of records, initially; (2) addition of 900 cubic feet of records each year; (3) deletion of 450 cubic feet of records each year; (4) 500 regular and 100 special retrievals each year, and; (5) 220 regular and 100 special deliveries each year.<sup>35</sup> The City of Regina would incur no capital costs if this option were chosen and would only have to pay approximately \$ 27,000 a year in operating costs.<sup>36</sup>

The report concluded that the third option – the use of a commercial records centre – was the most viable alternative. A summary of the benefits the City of Regina would see in using a commercial records centre were calculated to be:

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<sup>33</sup> Ibid.

<sup>34</sup> Ibid., 16.

<sup>35</sup> Ibid., 17.

<sup>36</sup> Ibid.

<b><u>Benefit</u></b>	<b><u>Value in Dollars</u></b>
Leasing of freed-up space	\$ 30,600.00
Decrease in misplaced files	\$ 38,016.00
Savings in personnel	\$ 40,003.47
<b>Total</b>	<b>\$ 108, 619.47</b>

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The report recommended that :

- 1.(a) The City of Regina establish on off-site, centralized records storage centre
  - (b) The records centre conform to the Federal Guidelines for Record Centre Facilities wherever possible.
  - (c) Jurisdiction over the inactive records centre be placed with the City Clerks Department, specifically, the Records Systems Section.
2. The City of Regina utilize a commercial records centre for the storage of its records and that tenders be called for this purpose, so that the transfer of records to the selected facility can begin by January 31, 1985.<sup>38</sup>

As a result of these recommendations, the City of Regina began using the services of Crown Records Storage of Regina to store, retrieve and destroy the corporation's inactive records in February 1985.

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<sup>37</sup> Ibid., 20.

<sup>38</sup> Ibid.

The City of Regina had certainly made significant progress in dealing with its inactive records since the original 1983 Records Management Study. Its inactive records were to be stored in a commercial records centre, leaving the matter of storing and caring for the corporation's archival records, arguably the most valuable of the inactive records, to be dealt with. In March 1985, two years after the City's Records Management Study had recommended the development of a municipal archival program (barely!) and almost two years after Wilson's discussion paper had been received by the city, a 'City Archives Proposal' was tabled with the corporation's Personnel and Finance Committee. A lengthy and detailed report, it provides a unique opportunity for researchers to see how the corporation viewed its current practices relating to records retention and disposal and what options it felt presented the best opportunities for improvement.

A familiar tone, one that had been heard in various reports and studies since 1983, permeated the proposal: the City of Regina was, in fact, losing its historical documents and corporate memory despite all the dedicated good work of town and civic employees since the 1880's. This came down to the fact that they were not being stored in a suitable environment. The loss of these documents was not only detrimental to the preservation of the City's history, but also to the City Administration in not being able to trace through its records, precedents for policy and planning decisions. Of the City's 5,600 boxes of inactive records (in 1985), 40% (2,240 boxes) could have been destroyed and 50 to 56% (2,800 to 3,136 boxes) could have been stored at a commercial records centre; the remainder, 4 to 10% (224 to 560 boxes) could have been classified as archival records.<sup>39</sup> It

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<sup>39</sup> City of Regina, Corporate Services Department, Report to Personnel and Finance Committee "City

was these boxes that needed immediate attention and needed to be stored in an environmentally safe facility. These documents included former policies, procedures and tables of organization which outlined the creation and evolution of the City of Regina

The report lists five main reasons why the time was right for creating a City of Regina Archives:

1. Restore and Preserve old documents.
2. Act as a Reference resource for policy-makers and planners.
3. Act as a Publicly Accessible Information resource for academic and amateur researchers.
4. Act as a repository for the Retention of archival records which are vital for the City's legal and financial integrity and have to be maintained in perpetuity, and
5. Could be developed as a possible project for the 1885-1985 Heritage Program.<sup>40</sup>

Regarding the preservation of the corporation's older documents, many of them, like the early minutes, bylaws, ledgers and plans, were ageing rapidly and deteriorating. Unless immediate steps were taken to restore and repair them, they would deteriorate to a point where the documentary content of the record would not have been retrievable. The records required storage in a temperature and humidity controlled environment to stem the damage already done and prevent the same kind of damage occurring to other corporate records.

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Archives Proposal"; 1985, 3.

<sup>40</sup> Ibid., 4.

Corporate archival records contain information, both in the form of content and context, that often provide the basis for the reasons on how, why, when and where corporate decisions were made in the past. These materials can be a resource for policy-makers and planners who want to find the intent behind certain decisions. This could include such material as reports recommending the ward system Regina used in its elections in the early part of the century. The reports could explain why the City alternated between using the ward system and the city-wide voting system for electing aldermen.

In addition to making corporate records available to 'internal' clients (civic employees), a municipal archives can also make available these records to 'external' clients in the wider academic world. Historians, genealogists, sociologists, urban planners, to name a few, find corporate records increasingly important in their field of research. Election records, for example, would be of interest to political scientists and historians studying voting patterns and the change in Regina's ethnic population. Urban planners could study early maps and plans relating to the city's change in boundaries and review how the city was planned and how it actually grew.

By law, the City of Regina was required to maintain certain records. Some of the federal and provincial acts governing retention include the Income Tax Act, Unemployment Insurance Act, Pensions Act, Urban Municipality Act and the Archives Act.<sup>41</sup> Some items, such as court case files, property transactions and tax records needed to

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<sup>41</sup> Ibid.

be maintained to protect the City from legal action. Failure to maintain these records could have resulted in sanctions, usually in the form of fines.

There is a distinction between what are considered vital records and what are archival records. Vital records are documents that allow the City to protect its legal and financial integrity and resume normal activities after a disaster.<sup>42</sup> Archival records are usually seen primarily as historical records which precede the present day-to-day operations of a civic administration.

Many contractual agreements signed by the City of Regina have continued to be in force over long periods of time. As a result, they contain not only historical information but also represent continuing fiscal and legal obligations of the City. For instance, a water agreement signed by a family in the 1920s may still be in effect. Although the document itself is becoming old and brittle, it remains in force. This record is not only archival because of its age but is also a vital record since it represents a continuing legal corporate obligation. This kind of example shows how permanently valuable these records are and what a resource they are for the corporation.

The most common way a municipality in Canada went about setting up an archival program was by by-law. Winnipeg established its archives and records management section under such a by-law; both were located out of City Hall but remained under the control of the City Clerk. Calgary had a separate City Archivist who worked at the Glenbow Institute

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<sup>42</sup> Ibid., 5.

until the City Clerk's Department began repatriating the corporate records located there between 1987-1990; Edmonton had its archives under the control of the Community Services Department. In all these examples, the municipal archives acts as public and corporate reference service that takes care of the corporation's archival and vital records. They also established 'Archives/Records Control Committees' (with the City Archivist as a member), directing and overseeing archival policies and program development. Since the City of Regina already had such a committee at the time the bylaw was passed, established after the 1983 Records Management Study, responsibility for the corporation's archives could be transferred to this committee. The 1983 study stressed that Regina should follow the example of its prairie neighbours in establishing a municipal archives through an act of council (by-law) and have the direction of its programs and policies directed through its Records Control Committee.<sup>43</sup>

If an independent City of Regina Archives were to be created, the city would have to make the effort to co-ordinate its collection policy with other local archives and historical groups to avoid any duplication of effort. It would be the responsibility of the Records Control Committee to draft the collection policy of the City of Regina Archives and forward it to City Council. As the Saskatchewan Archives Board collected material that related to the province as a whole, the City of Regina Archives would need to focus its collection policy on municipal records and records which related to the City of Regina. An example of the latter case would be records relating to the Buffalo Pound Water Treatment Facility and the water sharing agreements the City of Regina has with the City of Moose

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<sup>43</sup> Ibid., 6.

Jaw. The City would have to define and identify the historical and vital records that it wanted to keep for archival purposes. It might also want to retain personnel files of certain staff members as a documentary record of their contribution to the City, ie. mayors, aldermen, department heads, directors and managers. If there was any doubt about whether a particular file should be deposited with the Archives, it would be referred to the Records Control Committee.<sup>44</sup> Other official personnel records not retained for the Archives would be destroyed to conform with the Privacy Act.

Many archival materials are of very low physical quality, as record creators have often not understood that the historical nature and significance of their work requires their records to be made with durable materials. The City of Regina did not use or have access to quality materials that would lend themselves to preservation. This can be easily seen in the town/city's early minutes and by-laws which have deteriorated badly. Although some records can be given restoration treatment, the most effective means of protecting most archival materials is storage in a facility with appropriate environmental conditions. This preventative approach can, in the long run, save an archives considerable time and money. By properly storing archival records immediately after they are deemed archival, damage to the records can be prevented and scarce resources, once allocated to 'repairing inflicted damages caused by years of improper or careless storage,' can be spent elsewhere. The preferred storage facility of such materials should have temperature and humidity controls and appropriate light levels, as moist conditions promote mold while dry conditions can cause documents to become brittle and then crumble. Thus, such a storage area for the City

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<sup>44</sup> Ibid.

of Regina Archives, if located at City Hall or any other municipal facility, would have required the construction of archival vaults. The expense of such an undertaking will be detailed later in this thesis.

Once the Report had answered the when and why questions relating to the establishment of a City of Regina municipal archives, it then went into detail on the more important aspects of where and how. The Report offered four alternatives for handling the City of Regina's archival records:

1. Storage at an inactive records centre.

This option was seen as the 'last resort alternative' if none of the other three were accepted by City Council. The costs laid out in this option did not include the cost of storing archival material, only records deemed 'semi-active' by the creating department or agency. Also, the problem of record deterioration was not dealt with, nor was the issue of public accessibility. Cost, it appears, was the only factor considered in presenting this option.

The stated advantages to this option were limited. They included controlled storage and access to all inactive materials, the fact that all corporate records would be handled through the regular inventory process with no special handling needed to separate and transfer material, and that no new permanent staff would be required to carry out these duties.<sup>45</sup>

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<sup>45</sup> Ibid., 8.

The stated disadvantages were considerably more numerous. Additional archival materials would have added to the cost of storing material at an inactive records centre. The fact that these archival materials would have to be stored permanently in an environmentally controlled vault(s) would increase the City's commitment by an additional \$4,500.00 minimum a year.<sup>46</sup> There would be no conservation or preservation work done on the material needing it most and the collection as a whole would continue to deteriorate. There would also not be any public access to the material except through special arrangements made with the Records System Section. This would involve further cost increases for retrieval, delivery and re-filing, approximately \$2,760.00 a year.<sup>47</sup> In addition to these costs, potential legal problems with this course of action were noted. The City of Regina could, in the future, be held liable in law-suits regarding income tax, the handling of records and negligence in maintaining legislated records. Also, if corporate documents were allowed to deteriorate, the City could be fined because these documents were not preserved in accordance with the legislation incorporated into the Urban Municipality Act and the Archives Act.<sup>48</sup>

It appears odd to this author that this first alternative was even mentioned in the City Archives Proposal. Its stunning list of limitations go counter to the theme and priorities detailed in the Report. Without even detailing the pros and cons of the other three alternatives at this point, it is clear they all have numerous advantages over this

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<sup>46</sup> Ibid.

<sup>47</sup> Ibid., 9.

<sup>48</sup> Ibid.

option, including: (a) professional staff including trained conservation personnel; (b) controlled storage environment; (c) open to the public; (d) materials could be easily retrieved and indexes created; (e) historical City materials would be preserved for future generations; and (f) more readily accepting of material from the general public (private records).

2. Location of the Archives within a City facility such as City Hall.

In addition to the advantages listed above, the main advantage of this alternative was that the City of Regina would retain total control over its corporate records. It would require extensive renovations for fire protection, re-modeling and installation of environmental controls and lighting. It would also require a continuing commitment of resources: for staff, the facility, and archival and office supplies and equipment.

The disadvantages regarding this alternative start with the incurred expenses. The City would incur the highest costs of all the alternatives offered due mainly to the projected high start-up costs involved in renovating the sufficient floor space of 2,900 square feet (see footnote 20). This would include installing environmental controls (temperature and humidity), a fire detection and suppression system and a security system. The Report details the cost involved in renovating half a floor at City Hall: (these cost estimates did not include the costs for staffing, supplies, or office furniture and equipment.)

Fire Protection System	\$ 45,000.00*

Fire Detection System	\$ 2,000.00
Security System	\$ 2,000.00
Fireproof Vault	\$ 20,000.00
Equipment	\$ 7,500.00
<b>Total</b>	<b>\$ 76,500.00</b>

(\*This quote included the installation of a Halon Fire Protection System rather than a water-sprinkler system, as at the time it was felt that Halon would not cause damage to archival materials, unlike water.<sup>49</sup> Unfortunately, Halon gas turned out to be ozone depleting and is currently no longer used for fire suppression in Canada.)

The cost of staffing, according to the Report, would need to include the salary for a conservator who would be needed to restore and preserve deteriorating City documents. The Report also assumed that the conservator would be needed for the first three years the Archives was operating to deal with the major backlog of work. The breakdown on the cost of staffing and supplies was:

Salary – Archivist	\$ 31,400.00
Salary – Archival Conservator	\$ 28,900.00
Salary – Archival Clerk	\$ 19,000.00
Operating Expenses	\$ 3,100.00
Archival Supplies	\$ 9,900.00
Furniture and Fixtures	\$ 2,800.00
Office Equipment	<u>\$ 1,300.00</u>
	\$ 95,000.00 <sup>50</sup>

<sup>49</sup> Ibid., 10.

<sup>50</sup> Ibid.

If renovations to existing office space to house the new City of Regina Archives were estimated at \$ 76,500.00, then the total cost the City would have to incur over a five-year period would be:

Renovations:	\$ 76,500.00
Year One:	\$ 95,500.00
Year Two:	\$ 91,400.00
Year Three:	\$ 91,400.00
Year Four:	\$ 56,500.00
Year Five:	\$ 56,500.00
	<u>\$ 467,800.00</u> <sup>51</sup>

The costs in Year Four and Five were decreased by \$ 34,900.00. This represented a \$ 6,900.00 decrease for archival supplies and \$ 28,000.00 for the conservator's salary once the initial backlog was dealt with.

3. Location of the Archives with the Saskatchewan Archives Board, with the City performing the indexing and conservation prior to deposition at the Archives.

Although this option removed some corporate control over the records, their storage and preservation would be much more assured than in the previously mentioned alternative. Over five years the cost of this option would also be much less. Materials would be professionally handled and open to the public. Restrictions and time limits could be imposed on all or part of the City's archival material depending on the agreement reached with the Saskatchewan Archives Board. For example, certain materials could be limited in use to scholars or used only after a certain time has passed, usually 25 years.

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<sup>51</sup> Ibid.

The Saskatchewan Archives Board was willing to store the City of Regina's corporate records on the condition that the City hire an archivist and an archival clerk to index the records for the Archives. A conservator position would also be included because of the immediate need for preservation work on some of the collection's material. After the City's records were accessioned, the Archives would handle all reference questions, further cross-referencing and preservation. Further accruals to the Archives would also be handled by the City's Archive staff.

The costs incurred for the transfer of City records to the Saskatchewan Archives Board would consist of hiring three staff members for three years to process the documents for inclusion in the Archives. At the end of the project, only minimal maintenance costs such as funding for additional archival supplies would be needed for the City's records. This continuing cost would be negotiated with the Saskatchewan Archives Board.

Some of the advantages of this alternative included: the public relations advantage in showing co-operation with another government agency and lower cost to the public; no renovations would be required at any City facility; low maintenance cost in relation to alternative 2 listed above; materials could be added to those in storage at a low cost; materials would be centralized in one location; the supervision of the selection of materials would be done by provincial archives staff and; no new permanent staff would be required by the City.

The costs for this alternative would be:

Salary – Archivist	\$ 31,400.00
Salary – Archival Conservator	\$ 28,900.00
Salary – Archival Clerk	\$ 19,000.00
Operating Expenses	\$ 3,100.00
Archival Supplies	\$ 9,900.00
Furniture and Fixtures	\$ 2,800.00
Office Equipment	<u>\$ 1,300.00</u>
	\$ 95,000.00 <sup>52</sup>
Year One:	\$ 95,500.00
Year Two:	\$ 91,400.00
Year Three:	\$ 91,400.00
Year Four:	\$ 2,500.00
Year Five :	<u>\$ 2,500.00</u>
	\$ 283,300.00 <sup>53</sup>

The costs outlined in Year Four and Five would be for archival supplies used by the Saskatchewan Archives Board.

4. Location of the Archives with the Saskatchewan Archives Board, together with the provision of a grant for the Archives to perform the tasks of indexing and conservation.

This alternative is very similar to option 3 described above. The difference was that instead of the City of Regina funding the cost of indexing the collection and performing the needed conservation work, a grant would be given to the Saskatchewan Archives Board to perform these tasks. Thus the Saskatchewan Archives Board would

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<sup>52</sup> Ibid., 11.

<sup>53</sup> Ibid.

take over the City's corporate records, accession them, restore deteriorating items and handle the ongoing maintenance of the collection.

Some of the advantages of this option include: no permanent or casual staff positions would be required by the City; the cost is less than all other alternatives, save option 1; a public relations advantage is gained in showing co-operation with another government agency and lower cost to the public; supervision of the archives project would be done by Saskatchewan Archives Board staff; materials would be centralized in one location; and the conservator position would not need to be included as part of the staffing cost, as a conservator was already part of the Saskatchewan Archives Board staff and would work on the City material as needed.

The costs for this alternative would be: (grants from the City to the Saskatchewan Archives Board)

Year One	\$ 70,000.00
Year Two:	\$ 70,000.00
Year Three:	\$ 70,000.00
Year Four:	\$ 2,500.00
Year Five:	<u>\$ 2,500.00</u>
	\$ 215,000.00 <sup>54</sup>

In the end, the Report put forward five recommendations for the City to consider:

1. City Council approve the creation of a City of Regina Archives

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<sup>54</sup> Ibid., 12.

2. City Council permit the Records Control Committee to enter into negotiations with the Saskatchewan Archives Board to transfer archival city records to the Saskatchewan Archives Board in Regina, pending budget approval.
3. The Records Control Committee establish a list of archival materials to be transferred to the Saskatchewan Archives Board after approval by Council.
4. City Council allow the transfer of other such archival materials to the Saskatchewan Archives Board as the Records Control Committee may recommend.
5. City Council allow the Records Control Committee to contract out the indexing, conservation and preservation of the City's archival records to the Saskatchewan Archives Board and to maintain the collection once the primary work is completed.<sup>55</sup>

Alternative 4 was the choice favoured by the authors of the Report. It fulfilled all the criteria for creating a municipal archives and the costs involved were lower. As well, this alternative did not duplicate other municipal government functions and did not require the City to extensively renovate an existing City facility or hire either permanent or casual staff.

The Personnel and Finance Committee agreed with the conclusions of the Report and the choice of Alternative 4 as the proper way to proceed. In their presentation to City Council on April 9, 1985, the Committee, after considering all the evidence and opinions expressed in the Report and as recommended by the City's Administration, recommended to City Council that:

1. Council approve the concept of creating a City Archives, with 1985 funding of

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<sup>55</sup> Ibid., 13.

\$35,000.00. The preliminary budget that has been tabled with City Council includes this level of funding for 1985.

2. The Administration proceed to negotiate a contract with the Saskatchewan Archives Board to provide for the storage, maintenance and conservation of the City Archives.
  
3. The Administration proceed to apply for a Heritage Commemorative Grant under the 1985 Heritage Year Program to fund a portion of the first year of the Archives project.<sup>56</sup>

These recommendations were approved by City of Regina Council and Council had it resolved that these recommendations be concurred in.

On July 15, 1985, Regina City Council passed Bylaw 8046 – “A Bylaw of the City of Regina to Authorize the Execution of a Certain Agreement Between the City of Regina and the Saskatchewan Archives Board”, which laid out the specific services the City of Regina were to obtain from the Saskatchewan Archives Board in terms of storing, retaining and preserving the City’s archival records.<sup>57</sup> As mentioned earlier in Chapter I, the City of Windsor did not want its collection of corporate and historical records being administered by any outside institution, even well established and reputable archival institutions like the University of Windsor and the Archives of Ontario. This ‘maternal instinct’ led the City of Windsor to create its own municipal archives, albeit through the public library system and not under the jurisdiction of the City Clerk’s Department. This atmosphere of mistrust in

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<sup>56</sup> *Ibid.*, 2; see also: City of Regina Archives, COR 1 (City of Regina Council Minutes), Vol. 144 (1): 560-562.

<sup>57</sup> A copy of City of Regina Bylaw 8046, the contract between the City of Regina and the Saskatchewan Archives Board, which essentially established the City of Regina Archives, enacted July 1985, can be found as Appendix ‘B’.

co-operative agreements between institutions of different jurisdictions did not develop during the negotiations between the Saskatchewan Archives Board and the province's two largest urban municipalities. In fact, after the City of Regina signed on a co-operative agreement in July 1985, the City of Saskatoon quickly followed suit by signing a similar agreement in September.

One of the interesting features of the City of Regina agreement relates to the ownership of the records. The records were 'deposited' not 'gifted' to the Saskatchewan Archives Board. Therefore, ownership remained with the City of Regina. This meant that the Board was simply providing a service to the City of Regina and could not claim ownership of the records in any way. The 'Regina Agreement' also went into detail on what was to be defined as a 'secure area' (archival storage vaults and reading room), what the exact environmental standards were to be in the vaults storing the City's records, the nature of the vaults' fire suppression system and bound the Saskatchewan Archives Board to perform conservation work on City of Regina archival material on the same basis as material belonging to its own collection.<sup>58</sup> It also carefully outlined the amount of the annual grant made to the Saskatchewan Archives Board by the City of Regina (not less than \$ 35,000 a year for six years) and the fact that the Saskatchewan Archives Board was to appoint a 'City of Regina Archivist', who was to have a definite job description of duties and responsibilities and actively participate in the City of Regina's records management program.

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<sup>58</sup> City of Regina Archives, COR 80 (Original Bylaws), Bylaw 8046, July 15, 1984, 3.

During the summer of 1985, City of Regina employees began transferring the City's archival records from its various inactive records storage areas – the 16<sup>th</sup> (top) floor of City Hall, the old Dairy Producer's Co-operative Building and various off-site City of Regina offices to the Saskatchewan Archives Board. No list of records moved from City locations to the Saskatchewan Archives Board vaults has yet been located by the author. A thorough check of records in the City of Regina Archives and the Saskatchewan Archives Board was conducted, but no list dating from the summer of 1985 could be found. By September 1985, the Saskatchewan Archives Board had accepted approximately 750 linear metres of textual records, 5,000 maps and architectural drawings, and 4,000 to 5,000 photographs that had been collected by the City of Regina over the previous 100 years and were being housed in sub-standard inactive storage locations.<sup>59</sup>

While these records formed the core of the City of Regina's archival collection, a separate grouping of records from the Saskatchewan Archives Board itself was transferred over to the City's archival collection. These records were originally held by the Saskatchewan Archives Board, however, their origin and provenance dictated that they really should belong to the City of Regina's archival collection. The following list of records were transferred from the Saskatchewan Archives Board to the City of Regina Archives in September 1985<sup>60</sup>:

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<sup>59</sup> Saskatchewan Archives Board, City of Regina Archives (CORA) Administration Records, "City of Regina Backlog", File 115, 1989.

<sup>60</sup> Saskatchewan Archives Board, City of Regina Archives (CORA) Administration Records, "Records Transferred to City from SAB", File 119, 1985.

<u>RECORDS</u>	<u>EXTENT</u>
City Hall Publicity Material	7 cm
Municipal Manuals	11.5 cm
Police Department Annual Reports	23 cm
Building Department Permits	42 cm
4 boxes-Publications	128 cm
Community Profile	2 cm
75 <sup>th</sup> Anniversary Committee	1 cm
Ribbon-Laying of Cornerstone	2 cm
City of Regina Financial Statements	56 cm

Once the agreement between the City of Regina and the Saskatchewan Archives Board was concluded, specific provisions of the contract needed to be enacted. One of the most important provisions of the agreement was the hiring of a City of Regina Archivist by the Saskatchewan Archives Board. In August 1985, the Saskatchewan Archives Board, after consultation with the City of Regina, brought forward to the Records Control Committee a proposed statement of the duties of City Archivist. It is significant that the new City of Regina Archivist would report directly to the Provincial Archivist and not to any Manager at the City of Regina. In other Canadian municipal archives, the City Archivist most often reported to the City Clerk and was a city employee working under the jurisdiction of the City Clerk's office. But here, the City of Regina Archivist was a provincial employee, not a civic employee. Although the job description had the City

Archivist participating in the City's records management program and meeting with the City Clerk on a regular basis, this did not make up for the fact that direct supervision of the City Archivist and policy development for the City of Regina Archives would come from the Provincial Archivist, not a City of Regina Manager familiar with the City's archival collection (i.e. the City Clerk). The City of Regina retained ownership of the City archival collection in the vaults of the Saskatchewan Archives Board, yet no City of Regina employee was employed to care for it. This serious lack of accountability would in later years cause severe problems in the relationship between the City of Regina and the Saskatchewan Archives Board (as will be discussed in the next chapter). Thus the seeds of the eventual termination of this co-operative venture were sown at its very inception.

How the newly established City of Regina Archives would function and how it would deal with public access to its records were also matters the two parties worked out during the late summer of 1985. In the end, a procedure for transferring records from the Saskatchewan Archives vaults to City Hall was agreed upon. Under terms of the agreement, the City of Regina retained ownership of all its records and had final approval of all record transfers and disposals. The Saskatchewan Archives Board was to provide reference services to the City for archival materials as follows: (1) City officials contact Records Systems Division (in the City Clerk's Department) and request particular records; (2) Records Systems personnel complete a City of Regina Archives Control and Request form and inform the Saskatchewan Archives Board (the City of Regina Archivist); (3) Saskatchewan Archives personnel retrieve the file(s) within one (1) working day; (4) Records Systems personnel present the completed Control and Request form at the

Saskatchewan Archives Board and pickup the file(s), and; (5) Records Systems personnel return the file(s) to the Saskatchewan Archives Board.<sup>61</sup>

Under terms of the contract between the City of Regina and the Saskatchewan Archives Board, it was also agreed that the City would designate certain archival materials as confidential and restrict these materials for a period of up to fifty years; written permission from authorized City personnel would be required to view these currently restricted archival records and all future accruals the City designated restricted. The City agreed to limit the number of confidential files to a minimum in the interest of research. All other archival materials not designated as confidential or restricted would be available to researchers in the Reading Room at the Saskatchewan Archives Board.<sup>62</sup>

The City of Regina and the Saskatchewan Archives Board took great pride in the manner in which they were able to come to an agreement for the sake of the City's archival legacy. Their co-operative effort was advantageous to both parties. Other provincial archival institutions had collections of municipal records in their custody, but in this instance, as mentioned previously, the municipality retained ownership of them. The City of Regina Archives was a separate and independent archival entity and it owned the records deposited in its collection. It just so happened that where these records were stored was, in fact, a provincial institution. This did not mean that the Saskatchewan Archives Board could cite these records as part of their collection, as was the case in other provincial archives. This cost-for-service arrangement seemed to be the best option for both parties.

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<sup>61</sup> Ibid.

The City of Regina was concerned that its archival records would have been lost or destroyed if immediate action was not taken. The cost, at that time, of establishing a separate municipal archive building complete with security and the appropriate environmental controls was too much for the City to undertake. The Saskatchewan Archives Board was concerned as well that a valuable historical resource could be lost. Its offer to set aside archive personnel, vault space and conservation expertise was very generous and the City quickly realized this would be the best option, both in terms of cost to the City and having the corporation's archival records receive immediate professional attention.

By October 1985, the two parties were ready to celebrate their accomplishments with the general public. The City of Regina Archives opened on Tuesday, October 15, 1985. The following Media Release issued by the City of Regina gives one a sense of how important this event was to the City and the province of Saskatchewan:

#### MEDIA RELEASE

October 9, 1985

#### City's Past – Now Preserved

#### City of Regina Archives Opening

The City of Regina's historical records have a new home, thanks to a recent agreement between the City and the Saskatchewan Archives Board. 'It's a very complementary arrangement' noted Brett Balon, Records Systems Co-ordinator at City Hall. 'In addition to a Regina 1985 Heritage Grant, the City will provide an annual grant for six years or until the preliminary archival work is complete. In

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<sup>62</sup> Ibid.

return, the Saskatchewan Archives will provide professional archival services and permanent storage for the City's historical records.'

The real benefactor will be Regina citizens. 'The opening of the City's Archives is a fitting culmination to Heritage Year celebrations in this City and will serve as a lasting tribute to Regina's past,' stated Mayor Larry Schneider. 'The preservation of Regina's historical 'lifeline' is an obligation we owe to all Regina citizens, past, present and future.'

Newly appointed City Archivist Donald Richan is equally enthusiastic about the future of the City Archives. 'The Archives will be an important new resource for scholars, civic administrators, genealogists and all Regina citizens interested in learning about their City's history,' notes Richan. 'The potential to create one of the best City Archives in Canada is definitely there.' Richan expects that public reference service for the collection will begin early in 1986.

Mayor Larry Schneider and the Honourable Gordon Currie, Minister responsible for the Saskatchewan Archives Board, will participate in official Opening Ceremonies at the Saskatchewan Archives office, located at 3303 Hillsdale Street. The Opening Ceremonies will take place at 2:00 p.m. on Tuesday, October 15, 1985.<sup>63</sup>

A year after the City of Regina Archives was established, City Archivist Don Richan submitted a Status Report to the Records Control Committee. The report provides another unique opportunity to see how the City's archival collection was being shaped, this time through the actions of a professional archivist. Up until this time, the City's archival collection was shaped and formed through chance, circumstance and the actions of well-meaning civic employees for almost 100 years. None of these employees had had any archival training, nor did the City of Regina have any kind of formal archival policy in place. However, now that the collection was in the hands of trained archivists and conservators and subject to a formalized Archival Policy, it is interesting to see how the inherited collection and future accruals to the collection would be handled.

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<sup>63</sup> Saskatchewan Archives Board, City of Regina Archives (CORA) Administrative Records, "Opening Ceremonies", File 197, 1985.

As of October 1986, the City of Regina Archives had acquired 865 linear feet of the City's historical paper records, together with 5,500 rolled maps and architectural drawings and 500 photographs.<sup>64</sup> The material occupied approximately 10% of the total storage area of the Saskatchewan Archives Board vaults. Manual finding aids had been completed for approximately 20% of the collection so far. They included: Managers; Treasurer's Ledgers; Planning; Assessor's Ledger; Departmental Reports, and; Miscellaneous Donations.<sup>65</sup> During the period from November 1, 1985 to August 31, 1986, 117 researchers had consulted the City of Regina Archives: 25 City of Regina staff and 92 members of the general public.<sup>66</sup> The City of Regina Archives was a living, breathing entity, arranging and describing 100 years of corporate, public history while at the same time providing service to both internal and external clients.

In December 1986, the City Archivist provided another Status Report for the Records Control Committee. Recent acquisitions to the collection included: the original bound City Council Minutes, 1884-1950; Special Committee Minutes, 1907-1965; and, the Bylaw Registers from 1884-1985.<sup>67</sup> In terms of the City's record backlog, acquisitions were 85% complete. The City's Fire and Police Departments had yet to transfer any records to the Saskatchewan Archives Board. Finding aids for the City Clerk's, City Manager's and Photograph collections were being worked on at this time, and when completed in January 1987, 40% of the City of Regina's archival collection would be

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<sup>64</sup> Saskatchewan Archives Board, City of Regina Archives (CORA) Administration Records, "Records Control Committee - Status Report-Archives", File 208B; September 29, 1986, 1.

<sup>65</sup> *Ibid.*, 2.

<sup>66</sup> *Ibid.*

<sup>67</sup> Saskatchewan Archives Board, City of Regina Archives (CORA) Administration Records, "Records

searchable through hard-copy finding aids.<sup>68</sup> From the time of the previous status report (October 1986), a total of 48 researchers, 24 members of the general public and 24 City of Regina staff, had consulted records in the City's collection. Don Richan concluded his status report by indicating that the City of Regina Archives was, as of December 1986, now offering reference service Monday to Friday, 8:30 am to 5:00 p.m.<sup>69</sup>

The City of Regina had taken significant steps in the 1980's to ensure that its municipal records were being managed in a responsible manner. It realized that its corporate memory was in danger of being lost through neglect and that immediate measures were needed to rectify several specifically identified problems. The fact that the City of Regina came to the realization that it did have a problem in managing, storing and retrieving its active, inactive and archival records was a big step in the right direction. Denial is often difficult to overcome, especially if it is allowed to fester and ingrain itself into the bureaucratic mind-set of any corporation, government or other record keeping entity. The Records Management Study of 1983, followed by the inactive records inventory, the Inactive Records Centre Study and finally the City of Regina Archives Proposal, were all building blocks, or stepping stones, on the road to better records management for the City of Regina. The City of Regina/Saskatchewan Archives Board contract of 1985 was the concluding piece to the City's efforts to bring under control its own ever-increasing production of records as well as address the need to properly store, preserve and make accessible the records of the corporation's past. A new municipal

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Control Committee – Status Report-Archives”, File 208B; December 11, 1986, 1.

<sup>68</sup> Ibid.

<sup>69</sup> Ibid., 2.

archives had been founded; the City of Regina Archives had made the jump from theoretical possibility to actual existence. The unique arrangements of the contract benefited both parties at the time. The City's records were to be cared for by professional archivists and conservators at a cost the City could afford; the Saskatchewan Archives Board had in its possession a large, thorough and all encompassing collection of records that detailed first-hand, the history of the province's capital city.

However, while all indications were that a long and fruitful partnership between the City of Regina and the Saskatchewan Archives Board had been established, it was not long before problems began to emerge.

### Chapter III

#### Separation and Re-birth, 1989-2004

This final chapter will focus on how and why the City of Regina Archives decided to 'go off on its own' and not renew its contractual agreement with the Saskatchewan Archives Board in 2002. This newly found independence for the City of Regina Archives coincides with a new vision of what archives are, what they represent and how they communicate with their users. This new view departed from the idea that records of archival value were a small body of records with only secondary or peripheral importance. The legal and administrative value of the City's corporate records still needed to be safeguarded, but increasingly, the historical and archival value of the City's archival collection were being seen as a definite asset to the corporation. No longer was the sole purpose and function of the City of Regina Archives to acquire and preserve corporate records in conjunction with the City's established records management program. It was now also seen as an active cultural and historical institution serving the needs of the research public at large. With new technologies available and new methods of communications being developed, such as the Internet, the City of Regina Archives will have the opportunity to dramatically increase its public role as a 'disseminator of local historical knowledge' to a global audience. No longer will researchers have to physically enter the City of Regina Archives building to conduct their research. Research inquiries can originate from anywhere in the world, and, with the aid of these better communication systems, responses quickly provided. This 'brave new world' the City of Regina Archives entered into 2002 is an exciting, vibrant and challenging environment, making the job of a

municipal archivist one of the most interesting and rewarding in the Canadian archival field.

However, this road was not an easy one to navigate. Although the City of Regina and the Saskatchewan Archives Board had enjoyed a fruitful relationship since they originated their co-operative agreement in 1985, the corporation kept a watchful eye on the deteriorating relationship between the City of Saskatoon and the Saskatchewan Archives Board when the City of Saskatoon began seriously questioning their contractual agreement with the Saskatchewan Archives Board.

The first indication that the relationships established between Saskatchewan's two largest municipalities, the City of Regina and the City of Saskatoon, and the Saskatchewan Archives Board through their 1985 agreements were not as solid as initially believed came from the City of Saskatoon. That Saskatchewan municipality had signed an agreement with the Saskatchewan Archives Board on September 5, 1985 establishing the City of Saskatoon Archives. But by the summer of 1989, serious problems had emerged with the arrangements stipulated in the agreement. So serious were these problems that termination of the agreement was recommended. Did the City of Regina take notice of these problems, and if so, how did it react?

In the City of Saskatoon/Saskatchewan Archives Board contract, the latter agreed to initially provide up to 600 feet of shelf space for storage of City archival material. In

return, the City would provide funding.<sup>1</sup> These funds were to be negotiated on an annual basis and paid to the Saskatchewan Archives Board on an annual basis. The funding was to cover the hiring of a temporary Archivist who would be responsible to the Provincial Archivist, clerical staff as required and any necessary archival supplies. The long-term maintenance, preservation and reference services were to be provided by the Board for an 'indefinite' future and the City was to provide the funding for the processing of any additional material sent to the City of Saskatoon Archives. Also, the contract stated that the Saskatchewan Archives Board was obliged to provide reference service for the collection and prepare finding aids for the entire collection.

Problems between the two parties began almost immediately after the contract was signed. When the first accessions of the City of Saskatoon Archives arrived at the Saskatoon office of the Saskatchewan Archives Board in early 1986, the City claimed that a complete study of its administrative structure for the period covered in the records was not done.<sup>2</sup> As a consequence, instead of the collection being divided logically into several series as determined by the City's administrative organization, the entire collection was arranged as a single series. It was clear that the primary series within the collection was the City Clerk's Correspondence from ca.1910 to ca.1930, but other materials were inserted in it, violating basic archival principles. For example, several City of Saskatoon accessions were incorporated into this single, all encompassing series on the basis of subject content, instead of being arranged into separate series.<sup>3</sup> As a result of this

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<sup>1</sup> City of Saskatoon, City Clerk's Department, "Report - City of Saskatoon Archives", June 26, 1989, 1.

<sup>2</sup> City of Saskatoon Archives, City Clerk's Department, "Report - Major Problems Facing the City of Saskatchewan Archives Program", July 21, 1989, 1.

<sup>3</sup> *Ibid.*, 2.

'unprofessional' treatment of the corporation's records, the City Clerk's Department, in 1989, had to conduct a thorough study of the systems of government and administration used by the City of Saskatoon in the years covered by the records deposited in the City Archives, whereupon all materials that had already been arranged had to be reorganized into their appropriate series. This was a significant project because it involved the physical re-arrangement of the entire collection into series, re-organization and reproduction of finding aids and the correction of the oversize/blueprint listings.

The agreement between the City of Saskatoon and the Saskatchewan Archives Board called for the provincial institution to devote 600 feet of shelf space at its Saskatoon office for the City's collection of records. However, it was soon realized that this obligation could not be easily fulfilled. The Saskatoon office of the Saskatchewan Archives Board did not have enough storage space to house the collection and financial cutbacks to the Saskatoon office in 1986 did not allow it to pursue any alternative way of meeting this contractual obligation.<sup>4</sup> As a result of this inaction, the City of Saskatoon had to make inquiries into the costs of storing its archival collection at a local records centre, as early as December 1987. The City was going to have to spend approximately \$ 2,300 a year to have a local records centre simply store more of its corporate and archival records; extra charges for retrievals, re-filing, photocopying, mailing, destruction and courier services would have increased this figure to about \$ 3,600 a year.<sup>5</sup>

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<sup>4</sup> City of Saskatoon, City Clerk's Department, "Report – City of Saskatoon Archives", June 26, 1989, 2.

<sup>5</sup> Ibid.

By 1989, the problems that had been festering between the two parties had reached a point where some action needed to be taken. On July 14, 1989, Glenda Leslie, the City of Saskatoon Archivist resigned. The City Clerk's Department felt that the corporation's records had not been cared for by the City Archivist in a professional manner. The Saskatchewan Archives Board, however, did not concur with this assessment. In fact it praised Glenda Leslie for all the work she had done with the collection immediately after her hiring in January 1986 and the collection's arrival at the Saskatchewan Archives Board's offices:

Under her guidance a significant portion of the materials held by the City of Saskatoon Archives was arranged and described: the series of Correspondence Files from the City Clerk's Office, 1903-1930 (50 metres of shelf space) and another series of records from the town of Sutherland (11 metres of shelf space) were cleaned, refiled, numbered, reboxed and listed; the voluminous oversize documents and blueprints originating from the City Clerk's series, were removed from their original files, relocated to map drawers and oversize boxes, and listed, and; a City of Saskatoon Archives photograph collection was created.<sup>6</sup>

In addition to the way that the City Archivist handled the City's archival collection, the City of Saskatoon had several other complaints about the manner and methods of the City Archivist. The finding aids that the City Archivist had put together for the entire City of Saskatoon archival collection did not conform to Saskatchewan Archives Board standards. Particularly lacking was the failure to mark the extent of files<sup>7</sup>. Because of this oversight, the extent of all the records in the City's collection had to be measured and all the finding aids redone to include this information. This oversight the Saskatchewan Archives Board acknowledged, but did not blame the City Archivist for the problem, instead laying the blame on the "ill-advised use of an unacceptable computer software

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<sup>6</sup> Saskatchewan Archives Board, Agenda Paper, "City of Saskatoon Archives", September 7, 1989, 1.

package”.<sup>8</sup> The City also felt that the collection had not been ‘weeded through’ enough. There were several areas in the collection where only samples of documents could have been preserved in order to reduce the collection’s size without losing any information of historical value. Considering the known space problem, the corporation felt the City Archivist could have done a better job of removing unnecessary items from the collection in order to create much needed space. However, since the collection had already been arranged, any further ‘weeding process’ would involve going through the collection in its entirety and wind up being a very time consuming enterprise.

The City of Saskatoon also believed that the City Archivist did not have a good idea of what resources were available in City storage and at City Hall, thus providing poor reference service to researchers. The City Archivist had not inventoried the materials of historic significance in City storage or scheduled them to be deposited in the City of Saskatoon Archives.<sup>9</sup> In addition, the City Archivist had not followed up the original accession of City records in 1985-1986 with a listing of departmental accruals that would make valuable additions to the collection and provide researchers with a more complete collection. The City felt that this lack of interest had had a detrimental affect on reference service as researchers were not being given the opportunity to fully access the records the City of Saskatoon wanted them to have access to.

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<sup>7</sup> City of Saskatoon Archives, City Clerk’s Department, “Report – Major Problems Facing the City of Saskatchewan Archives Program”, July 21, 1989, 2.

<sup>8</sup> Saskatchewan Archives Board, Agenda Paper, “City of Saskatoon Archives”, September 7, 1989, 2.

<sup>9</sup> City of Saskatoon Archives, City Clerk’s Department, “Report – Major Problems Facing the City of Saskatchewan Archives Program”, July 21, 1989, 3.

There were some problems between the two parties that the City of Saskatoon acknowledged were not the fault of the City Archivist. The most serious of these was the lack of space offered to the City of Saskatoon Archives. It was fully evident, even by 1987, that the Saskatchewan Archives Board could in no way fulfill its commitment to devote a full 600 feet of shelf space to the records of the City of Saskatoon Archives. Because of a severe space shortage in the Saskatoon office, by 1989 only 230 feet of shelf space had been committed, leaving a commitment of 370 feet of shelf space outstanding.<sup>10</sup>

While the City of Saskatoon made these problems known to the Saskatchewan Archives Board, the Board let it be known that it also perceived some serious problems in the agreement with the City. While the City Archivist was appointed by the Provincial Archivist and was essentially a provincial employee responsible to the Provincial Archivist, the salary of the City Archivist came from the City of Saskatoon through the negotiated annual fee the City was to supply the Saskatchewan Archives Board. Until 1989, the City of Saskatoon chose to emphasize the temporary status of the City of Saskatoon Archives staff and had not given any long-term financial commitment to its archive program, leaving the City Archivist with little clerical support and uncertain career prospects. In the Board's view, the City's emphasis was on measurable productivity in relation to the quantity of materials processed, while professional considerations were given little priority. Major cataloguing projects had only been accomplished largely through the availability of federal government funding.<sup>11</sup> Also, rather than negotiating an

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<sup>10</sup> Saskatchewan Archives Board, Agenda Paper, "City of Saskatoon Archives", September 7, 1989, 2.

<sup>11</sup> Ibid. In 1986 and 1987, the City of Saskatoon Archives were awarded two Canadian Council of Archives Backlog grants amounting to \$ 20,268, from City of Saskatoon, City Clerk's Department, "Report - City of

annual fee for service with the Saskatchewan Archives Board, the City of Saskatoon preferred to have the Saskatchewan Archives Board invoice it on a monthly basis for services performed and supplies and equipment purchased. The annual budget for the City of Saskatoon Archives was determined by the City of Saskatoon but with little consultation with the City Archivist, who therefore had little leverage in securing additional funding from year to year. This practice led to many conflicts between the City Archivist and the City administration over funding priorities. It was ultimately these continuing conflicts over budgetary issues that finally led to Glenda Leslie's resignation in July 1989.

Despite the serious nature of the problems brought forward by both parties concerning the 1985 agreement, the City of Saskatoon and the Saskatchewan Archives Board were ready to continue their relationship. Both sides believed the problems were fixable and that if an effort was made to make positive, constructive changes to the agreement and ensure they were enforced by both parties, then long-term planning for the City of Saskatoon Archives could commence and the researching public would be better served. However, these optimistic expectations were soon dashed. What the Saskatchewan Archives Board was essentially looking for from the City of Saskatoon was some kind of firm commitment of money so that long-term planning for the Archives could commence and the City of Saskatoon Archivist would become a full-time employee. The City of Saskatoon administration was unwilling to furnish guaranteed funds to the Saskatchewan Archives Board given its bad track record in fulfilling its present contractual obligations. The Saskatchewan Archives Board had not been able to keep its promises in the present

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Saskatoon Archives", June 26, 1989, 2. The Saskatchewan Archives Board was of the opinion that it was this additional money to the annual fee paid to the Saskatchewan Archives Board by the City of Saskatoon

agreement and admitted that it probably would not be able to keep those same promises in a subsequent agreement, so why should the City administration reward it with a guaranteed yearly budget? This was the main argument put forward by City of Saskatoon officials.<sup>12</sup>

In the end, it became apparent that the City of Saskatoon simply did not feel that the Saskatchewan Archives Board would live up to any contractual obligations placed upon them in any new contractual agreement. It also viewed the Board's demand for guaranteed long-term funding as unrealistic. Therefore the City of Saskatoon exercised its option and submitted to the Saskatchewan Archives Board on October 2, 1989 a written request that the City of Saskatoon and Saskatchewan Archives Board agreement cease in 90 days, expiring December 31, 1989. Following the termination of this agreement, the City of Saskatoon Archives ceased to operate for a time. By the mid-1990s however, the City administration had begun to dedicate funding for a municipal archives program through the Corporate Records section of the City Clerk's Department. The City of Saskatoon Archives was revived and the City of Saskatoon Archivist position evolved into a full-time position. Currently, the City of Saskatoon Archives is managed through the Corporate Records section of the City Clerk's Department and the City Archives manages its archival collection and also receives non-current records as part of the City's approved records retention schedule.

Did the City of Regina learn any lessons from the experience of the City of Saskatoon in its relationship with the Saskatchewan Archives Board when it came time to

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that made the cataloguing of the City's records at all possible.

<sup>12</sup> City of Saskatoon, City Clerk's Department, "Report – City of Saskatoon Archives", July 25, 1989, 4.

renew its own contract with the Saskatchewan Archives Board in 1989? The simple answer is yes: 'do your homework' and be thorough when negotiating a contractual agreement. The original 1985 City of Regina contract with the Saskatchewan Archives Board was a very thoroughly researched and detailed agreement that laid out specifically the responsibilities of both parties. The City of Saskatoon did not 'do its homework' when drafting its agreement and as a result it was not as detailed as the City of Regina agreement. It was, in fact, a substantially weaker agreement. The following examples detail this point:

- The Saskatoon agreement commits the Saskatchewan Archives Board to storage of the City's records 'in a secure place', while the Regina agreement goes much further in guaranteeing that the Saskatchewan Archives Board also provide a 'constant environment' even to the point of including the specific temperature and humidity levels of the storage vaults.
- The Regina agreement carefully outlines that the Saskatchewan Archives Board shall appoint a City Archivist, who is to have a definite job description of duties and responsibilities, and who is to actively participate in the City of Regina's records management program. An annual grant of not less than \$ 35,000 was to be paid to the Saskatchewan Archives Board for a maximum of six years, whereupon a minimum grant of \$ 2,500 was to be made until the termination of the agreement. The Saskatoon agreement, on the other hand, provided only for 'a fee to be negotiated on an annual basis' and that the fee be used to hire a

temporary archivist and clerical staff and to purchase necessary supplies. No limit is specified, although 'the Board undertakes to provide long-term maintenance for an indefinite future.'

- In the Regina agreement, the Saskatchewan Archives Board is bound to perform conservation work on City of Regina archival material 'on the same basis as other archival records.' No such commitment is made in the Saskatoon agreement.

The original 1985 Regina agreement was to last six years or until the completion of either the initial archival appraisal or the inventory. By 1989, that initial work on the City's archival collection had been completed, a year ahead of schedule. Therefore, technically, the original contract between the City of Regina and the Saskatchewan Archives Board had expired. A new contract needed to be put in place. The City's administration was very pleased with the service it had received from the Saskatchewan Archives Board since 1985 and did not see any flaws in its 1985 agreement. It recommended that a similar contract be negotiated with the Saskatchewan Archives Board. The Finance and Administration Committee considered the following City Manager's Report on December 5, 1989:

#### Background

The City of Regina entered into a contract with the Saskatchewan Archives Board on July 15, 1986 (Bylaw 8046). The Board was contracted to supply archival services to the City of Regina and create the City of Regina Archives within their operations. The contract was to last for six years or until the initial archival appraisal and inventory process was completed, whichever came first. The City of Regina Archives completed the finding aids to the materials deposited with the Archives a year early.

### Discussion

The original contract with the Saskatchewan Archives Board is complete. In past years, the City has paid \$ 35,000 per year, which is substantially less than the estimated current cost of \$ 65,000 per year to maintain the City of Regina Archives by the Saskatchewan Archives Board. Naturally, the Archives Board is looking for the City to cover the costs (both operating and capital) of the City of Regina Archives.

The Administration has negotiated a new contract with the Saskatchewan Archives Board. This will allow the City of Regina Archives to continue providing service to the City and the public. The new contract provides for increases in each of the following six years, and results in a phasing in of the cost increases that had been requested in the first year of a revised contract. This covers costs for staffing, supplies, equipment, and storage of the archival materials. Other than the financial arrangements, the proposed contract is essentially the same as the previous contract.

The City of Regina Archives provides reference service to the City staff, scholarly researchers and the public. It also ensures that over 600 linear feet of vital historical, legal and financial documents of the City of Regina are protected in an environmentally secure facility with controlled access. Usage of the Archives has increased over time and is now being mentioned as a research resource in reference books.

The alternative to having the City of Regina Archives is to transfer all the materials to the City's off-site records centre. This is not considered a realistic alternative, given the investment the City has made to date in the Archives, and the responsibility of the City to maintain and preserve its written and visual heritage. The Saskatchewan Archives Board have both the professional staff and the physical infrastructure necessary to effectively provide a Municipal Archives. The contract with the Board has been of benefit to both parties, and the new terms maintain that relationship.

### Budget Implications

Funding requirements will increase in the years 1990 through 1995. The 1990 position has been provided for in the recommended budget. The 1990 total of \$ 47,000 is \$ 12,000 higher than the 1989 amount of \$ 35,000, but somewhat below the current cost estimate by the Saskatchewan Archives Board of \$ 65,000 plus capital costs.

Recommendation

Your Administration would recommend that:

1. The terms of the attached contract with the Saskatchewan Archives be APPROVED.
2. The City Solicitor be instructed to bring down the necessary bylaw authorizing the signing of the contract.<sup>13</sup>

The Report was forwarded to City Council on December 18, 1989 where its recommendations were accepted. Council then passed Bylaw 8950, which allowed the City to execute an agreement with the Saskatchewan Archives Board.<sup>14</sup> Along with this new contract, came a new City of Regina Archivist. Ivan Saunders, formerly a reference archivist with the Saskatchewan Archives Board, had filled the City position when Duane Mombourquette resigned in the summer of 1989. Mombourquette had succeeded Don Richan when the latter left the position in the summer of 1988 to become a Senior Director with the Saskatchewan Archives Board. The former was City of Regina Archivist for less than a year, as he accepted another post with the Saskatchewan Archives Board in the summer of 1989.

With the commencement of a new decade, the City of Regina Archives found itself with a new City Archivist and a strong financial commitment from the City of Regina. Things were definitely looking up. Corporate and public perception about the role archives could play in society were changing. No longer was the Archives being marginalized or mentioned as an afterthought to the important cultural roles libraries and museums play. Elected officials and administrators of government institutions could be

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<sup>13</sup> City of Regina Archives, COR 1 (City of Regina Council Minutes), Volume 160 (a): 1555.

<sup>14</sup> Ibid.

held accountable through access to archival records. Public access to public records, one of the most important building blocks of any democracy, came to be seen as one of an archives most basic functions. This new view of what an archives could be, not just a place where the past was stored for antiquarian purposes, but where the past could be used as a vital tool in approaching a variety of city government and community concerns, helped archives like the City of Regina Archives solidify their role in society and justify their existence.

Within the Saskatchewan Archives Board itself, the City of Regina Archives was beginning to assert its 'independence'. This was very much in evidence when the City of Regina Archivist's job description was revised in 1994.<sup>15</sup> The most important changes reflected a new financial 'independence' for the City of Regina Archivist. The Archivist was now in total control of the Archives' finances and not dependent on the financial adjudication of the Provincial Archivist or any other director at the Saskatchewan Archives Board. As of July 1994, the City of Regina Archivist was responsible for all financial matters concerning the City of Regina Archives. They included:

7. Directs and supervises the overall financial administration of the City of Regina Archives within the framework of the City of Regina/Saskatchewan Archives Board contract and assumes full operational responsibility for the budgetary preparation, expenditure, administration and accounting of all City grants and other City of Regina Archives funds through the exercise of a delegated financial signing authority from the Provincial Archivist. It is understood that this authority will encompass the authorization of expenditures within the annual budgetary sums approved by the Provincial Archivist and the Saskatchewan Archives Board, and that

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<sup>15</sup> City of Regina, City Clerk's Department, "Job Description for the City of Regina Archivist", June 21, 1994.

these expenditures will be subject to semi-annual or other periodic review.

8. Plans, prepares and administers financial grant proposals and undertakes the securing of other funding from external agencies for the support of the City of Regina Archives.
  
16. Assumes functional financial and administrative responsibility for the direction and implementation of all aspects of the COR/SAB contract and for the effective overall operation of the City of Regina Archives.<sup>16</sup>

These new financial responsibilities are indicators that the City of Regina Archives program was maturing to a point where the Archivist in charge of its collection no longer needed the continuous supervision of the Provincial Archivist. The City of Regina Archives was now a firmly established archival entity, no longer a mere collection of corporate records seeking protection in the vaults of the Saskatchewan Archives Board. This maturation process would continue and is even more present when, in 1996 the City of Regina/Saskatchewan Archives Board contract expired and a new agreement between the two parties was negotiated.

In early 1996, the City of Regina and the Saskatchewan Archives Board concluded negotiations on a new agreement that both parties hoped would be passed by City Council and the Management Board of the Saskatchewan Archives Board. The City of Regina's Executive Committee, at its meeting on February 14, 1996 considered the following City Manager's report:

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<sup>16</sup> Ibid., 2-3.

### Background

The City of Regina first entered into an agreement with the Saskatchewan Archives Board in July 1985 for the creation of a City of Regina Archives within their operations. This contract was subsequently amended and extended in December 1989 for a period ending in December 1995. This service contract involves the management and storage of City of Regina Archival records. This report represents the culmination of negotiations to continue the arrangement with the Saskatchewan Archives Board for the operation of the City of Regina Archives.

### Discussion

The Saskatchewan Archives Board through the Provincial Archivist and the City Archivist, employed by the Board, have effectively managed the archival records of the City of Regina. The City Archivist determines which materials are of archival value and handles the processing, conservation and storage of the records at the Saskatchewan Archives Board head office located at 3303 Hillside Street. Currently there are over 600 linear metres of textual records at the City Archives with records dating back to 1884. These include original Council Minutes, Bylaws and a large and varied collection of City records.

The Board has provided professional staff and facilities and assisted the City Archivist in securing over \$ 180,000 in Federal funds since 1985 for the operation of the City Archives. These funds have been used to process collections of archival records and to purchase conservation services, supplies and equipment for their repair, protection and safe long-term storage. The Board is committed to continuing its work with the City of Regina in efficiently operating the City Archives.

The proposed new agreement for six years between January 1, 1996 and December 31, 2001 addresses some of the following points.

- An overview of the duties and responsibilities of the City Archivist.
- A collection policy for the City archival records including the collection of private records and the records of members of City Council.
- A provision for the annual increase in storage space.
- A commitment by the City to fund two employees for the operation of the City Archives.
- An update of the Access to Archival Information Policy.
- A commitment by the Archives Board to attribute any operating surplus to the future operation of the City Archives.
- The provision of an Annual Report on the operation of the City Archives.

- A fee schedule which indicates the scope of expenditures related to the operation of the City Archives.
- The payment of a fee for the storage space occupied by the City records. Prior to this contract the City of Regina has not been charged for the space occupied by the City's archival records. The fee being charged is less than the fee would be payable at our current location for the storage of inactive records.

The Administration is of the view that the terms of the proposed agreement with the Saskatchewan Archives Board provides for professional management and storage of the City's archival materials. The costs fairly represent the expenditures that would otherwise be incurred by the City in the operation of a comparable facility.

The alternative to this agreement is to transfer the archival materials to the City's off-site storage centre for inactive records and undertake the archival duties with City staff. This storage facility is not set up for the long-term storage of valuable records. The lack of professional staff to process, index and conserve the collection would limit the life and accessibility of the records. This alternative would not effectively address the City of Regina's responsibility for permanently maintaining the archival records of the City. The Saskatchewan Archives Board has the professional staff and the physical infrastructure necessary to operate the City of Regina Archives in an efficient and cost effective manner. The Contract with the Board has been of benefit to both parties and the new terms maintain the relationship.

#### Budget Implication

The current budget (1995) is \$ 70,000. The proposed contract is for a six year period extends services and staff and involved the following expenditures:

1996	\$ 101,581
1997	\$ 102,801
1998	\$ 104,025
1999	\$ 105,254
2000	\$ 106,487
2001	\$ 107,725

The funds for the service would be budgeted annually in the Operating Budget.

#### Conclusion

The Saskatchewan Archives Board is prepared to enter into a further agreement with the City of Regina for the operation of the City Archives. The new

contract addresses the needs of the City for the proper care, handling and storage of the City's archival materials. It provides for specific responsibilities and allocated additional resources to fulfill the City's archival needs. The relationship with the Board since 1985 has provided professional and cost efficient service to the City.

#### Recommendation

Your Administration recommends that:

1. City Council approve the terms of the agreement with the Saskatchewan Archives Board for the operation of the City of Regina Archives; and
2. That the City Solicitor be instructed to bring forward the necessary bylaw authorizing the contract.<sup>17</sup>

The report was brought before City Council on August 19, 1996, unanimously approved and Bylaw 9777, The Saskatchewan Archives Board Agreement Execution Bylaw, was enacted. This new contract indicates that the maturation of the City of Regina Archives as an institution had caught the attention of both the City of Regina and the Saskatchewan Archives Board. Several aspects of the new contract bear witness to this: the funding of two City of Regina Archives staff, rather than just the City Archivist; the adoption of a Collection Policy which allowed the City of Regina Archives to begin collecting private records; and the addition of an Access to Archival Information Policy that clearly defined which City records were accessible for public scrutiny and which ones would be restricted.

The City of Regina Archives was beginning to broaden its base with the addition of personal records of elected civic officials and other records reflecting the social, political and economic life of Regina. The institution acknowledged that it needed to pursue the

ideal of a 'total archive' (where an archives more accurately reflects its society by collecting both public and private records) by beginning to add to its impressive collection of public records, the private records of institutions, organizations and individuals associated with Regina's past. This development is an important milestone. The City of Regina Archives no longer existed simply to preserve the corporate records of the City in order to safeguard its legal and administrative responsibilities. It had outgrown its original purpose. It was now a fully functioning public institution mandated to collect, preserve and make accessible all known historical records documenting the history of the 'Queen City', not just City government records.

However, while the City of Regina Archives was just beginning to find its feet and adjust to its newly mandated course of action, events and individuals beyond its control began fanning the flames of discontent over its very existence. The downward spiral that reflected the disintegrating nature of the relationship between the City of Regina and the Saskatchewan Archives Board can be said to have started in 1998. That was the year Michael Swift presented to the Saskatchewan Archives Board his strategic plan for the Board. Michael Swift and Associates, specialists in records and information management, had been commissioned by the Saskatchewan Archives Board to prepare a comprehensive study of the Board's programs and to offer advice on how to make changes which would allow the institution to deliver services and manage resources better.

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<sup>17</sup> City of Regina Archives, COR 1 (City of Regina Council Minutes), Volume 176 (h); August 19, 1996, 80-82.

While the report, "Strategy for the 21<sup>st</sup> Century" recommended that the arrangement the Saskatchewan Archives Board had with the City of Regina relating to the existence of the City of Regina Archives be maintained (Recommendation VI, 6), the paragraphs dedicated to the City of Regina Archives do not make for comfortable reading:

The disadvantage of maintaining this arrangement is that there is no synergy developed between the two programs. The Saskatchewan Archives spends time and money to provide space and supervisory services, but virtually every element of the programs run by the two institutions is separate and there is little evidence of any spin off support that is mutually beneficial. The collections are maintained separately and are identified as distinct archival entities. In addition, access to the holdings is managed separately. On the one hand, it seems evident that the City of Regina program could benefit from participation in ventures such as the implementation of programs of descriptive standards and information technology. On the other hand, a close integration of the programs could make it very difficult to separate collections and services if the present contract were not to be renewed at some point in the future.

The advantage of maintaining the present arrangement is principally the convenience afforded both to the City of Regina and its researchers. There appears to be little benefit to the Saskatchewan Archives. If at some time in the future either the City or the Saskatchewan Archives wishes to terminate the agreement, it would be relatively simple for the office to be detached and for the collections to be removed from the stack space of the Saskatchewan Archives. We therefore do not believe that there should be any move to further integrate the two programs in order that a high degree of flexibility may be maintained for both the City of Regina and the Saskatchewan Archives.<sup>18</sup>

In this author's opinion, this report begins to lay the groundwork for the removal of the City of Regina Archives collection from the vaults of the Saskatchewan Archives Board. The City's collection of archival records provided "little benefit" to the Saskatchewan Archives Board, and, if one reads between the lines, was becoming an increasing burden. And the uncertainty arising from its status as 'in' but not 'of' the Board

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<sup>18</sup> Saskatchewan Archives Board (prepared by Michael Swift and Associates), "Strategy for the 21<sup>st</sup> Century", September, 1998, 130.

meant it should not receive investments from the Board that might make it difficult to sever its ties to the Board if the contractual arrangement ever came to an end. The maturing City Archives was thus beginning to come up against some limits to its prospects in the advice given to the Board that it should avoid entering into ambitious plans for the City Archives in case the Archives was eventually removed from Board custody.

This report was the first indication that the Saskatchewan Archives Board might consider ending its contract with the City of Regina when it expired in December 2001. Meanwhile, at City Hall, the City's administration was also beginning to re-think its relationship with the Board. Problems with the 1996 agreement, or at least its implementation, were beginning to become more noticeable. By the beginning of 2001, the City's administration was ready to bring forward these concerns when the negotiations for the new contract began.

The City of Regina's list of negotiation issues has three main concerns: clarification of the roles of the parties involved (City of Regina, Saskatchewan Archives Board and the City of Regina Archives); accountability to the City of Regina; and the specifics of the City of Regina Archives' Collection Policy. In regard to the duties of each of the parties, the City of Regina considered the money paid for the City of Regina Archives program to be a payment for services, not simply a 'grant' and that the City's administration should be part of the team running the City of Regina Archives program.<sup>19</sup> Evidently, the City felt that the City of Regina Archivist was not being accountable to the

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<sup>19</sup> City of Regina, City Clerks Department, "2001 Archives Contract Negotiation Issues", February 6, 2001, 1.

program's funding source, the City of Regina. The City administration also questioned if the City Archivist had the jurisdiction to provide information to the City on the City of Regina Archives program without having to go through the Provincial Archivist.<sup>20</sup>

Focusing further on the issue of accountability, the City administration knew it was paying a large sum for its Archives program, \$ 107,725 in 2001,<sup>21</sup> yet receiving very little information on the program. The report goes on to cite several specific clauses in the 1996 agreement that the City felt were not being adhered to by the City of Regina Archivist and the Saskatchewan Archives Board. They included:

Clause 13 – Space Allocation

The city is to receive yearly additional records storage of up to 65 linear metres for textual records. In 2001, the City received storage space allotments for 1999, 2000 and 2001. In the meantime, payments for storage have increased for storage the City did not have.

Clause 17(4) – Detailed Annual Budget Statement of the City Archives

Any monies received or expended for the City of Regina Archives program should be accounted for in the City of Regina Archives revenue and expenditure document (archival grants, space allocation, revenue from photocopying, etc.).

Budgeting and reporting issues must be based on the City of Regina's fiscal year (January to December) and not on the province's fiscal year (April to March).

Clause 18(2) – The Board shall provide to the City written notice and verification of any negotiated salary and benefits increases....

This statement should reflect that the Archives must provide written notification of the salary increases or classification, formal verification of amounts and a bottom-line amount of what the City owes. It would be helpful if the City administration could receive a copy of the Province of Saskatchewan's Collective Bargaining agreement when it becomes available to forecast salary expenditures.

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<sup>20</sup> Ibid.

<sup>21</sup> City of Regina Archives, COR 80 (Bylaws), Bylaw 9777, Schedule 'D'

Schedule C – Clause 10

Very little consultation and communication with the City Clerk on the program's structure, role and mandate has occurred. How will new expenditures such as the purchase of computer equipment affect the overall program? The City has requested information about the City of Regina Archives program on a number of occasions but has not been provided with information.

The City feels that better communication would allow us to understand the issues of the Archives, what the workplan is and how the workplan fits in with the Corporate Records workplan.

Schedule C – Clause 23

The City of Regina Archivist must provide an expenditure statement and outline projected financial expenditures during the new fiscal year (as soon as possible after March 31)

Schedule C – Clause 24

The City of Regina Archivist must provide an Annual Report of the activities of the City of Regina Archives for the consideration of the Board and City. This should also include the words 'in consultation with....' The Annual Report should take into account what types of information the City would require (goals, accomplishments, detailed statement of revenues and expenditures, statistical information on the City of Regina Archives such as reference request, total space allocation, records processed, records to be processed and unused space for the corporation's records and any other records that have been required.<sup>22</sup>

Regarding the City of Regina's Collection Policy, the City administration believed the Policy's basic concepts were in the City's best interests, but there were still some clauses and definitions that needed clarification. Mutual agreement on the value of a collection of records had to be in place prior to its acquisition by the City Archives; this had not been done in the past. Also, the City administration felt that any new agreement had to clarify who had the proper signing authority for Donor Agreements. The City believed that all Donor Agreements should have been signed by the City Clerk; the contracts stated that 'all private materials acquired by the Archives became the permanent

property of the City of Regina,' and the City Clerk was the signing authority for the City, not the City Archivist.

But the biggest problem the City had with the City of Regina Archives' Collection Policy was the unclear definition of what constituted a 'private record'. The City considered private records to include those given by elected officials and those groups funded by the City, such as Tourism Regina, Community Associations, Zone Boards and various Zoning Committees.<sup>23</sup> The Saskatchewan Archives Board did not agree with this definition and did not see how a committee, board or association, funded by the City of Regina could be seen as a 'private entity'; these were still public records and the City Archivist should not place a high priority on the records of these groups, but instead focus on the private papers of well-known Regina citizens who had contributed to the betterment of the 'Queen City'.

During the spring and summer of 2001, discussion of the handling of future operations of the City Archives took place involving various City officials (City Clerk, City Solicitor, Director of Finance, Deputy Mayor and at least one City Councillor) and the Provincial Archivist. Negotiations did not go well. The Saskatchewan Archives Board asked for more money to run the City Archives program; the City was unwilling to provide it without obtaining greater say in how the program was to be run and in establishing long-term objectives. The following City Manager's report, dated October 17, 2001, sums up

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<sup>22</sup> City of Regina, City Clerks Department, "2001 Archives Contract Negotiation Issues", February 6, 2001, 2.

<sup>23</sup> *Ibid.*, 3.

the difficult choices the City administration had to face concerning the future of its

Archives:

### Background

The Saskatchewan Archives Board (SAB) under contract to the City of Regina is currently responsible for managing the operation of the City of Regina Archives (CORA) located at 3303 Hillsdale Street. The City Clerk is responsible for the administration of the contract and for liaison with the Provincial Archivist on the operation of CORA. The agreement between the City of Regina and SAB expires on December 31, 2001. The purpose of this report is to review the discussions to date with the Provincial Archivist on the options for handling the future operation of CORA and to make a recommendation on how the operation of CORA should be handled in the future.

The primary objective of CORA has been to identify, collect and preserve the historically valuable archival records of the Corporation. All of the records at CORA are owned by the City of Regina. The collection of approximately 700 linear metres of material includes items such as bylaws, contracts, minutes, photographs, plans and reports. The records include both public and confidential records of the City. This information is accessed by the public and City staff as required for reference purposes. Any requests for records that are deemed to be confidential are reviewed by the City Clerk and the City department responsible for the record and a decision is made on whether or not the record should be released.

There are two staff members who report to the Provincial Archivist that are assigned to manage CORA. The positions are the City Archivist and an Archival Assistant. Their duties include selecting records, processing and indexing the records, maintaining the records according to archival standards, the restoration of records and handling inquiries.

The SAB has made a significant contribution in assisting the City of Regina in the establishment of CORA. CORA was established in 1985 by a contractual agreement between the City of Regina and SAB. The agreement grew out of discussions between the Provincial Archivist of the day and City officials interested in preserving archival materials in conjunction with the newly established records management program. The initial contractual agreement was renewed and extended for six years in 1989 and re-negotiated for a further six years in 1996.

### Discussion

In a letter to the City Clerk on April 25, 2001, the Provincial Archivist advised that he had been instructed by the SAB to explore three options with the City of Regina related to the future operation of CORA. The options are:

1. The City of Regina assuming responsibility for the operation of CORA including staff with the operation being moved out of the Saskatchewan Archives building located at 3303 Hillside Street.
2. The City of Regina assuming responsibility for the operation of CORA including staff with the operation continuing at the Saskatchewan Archives building based on a lease for the required space.
3. The City of Regina turning over responsibility for the entire operation of CORA to SAB. Under this option CORA would become a branch of SAB. The City would not have any input or involvement in determining the mandate or priorities of CORA

Options 1 and 2 provide the City of Regina with full control and responsibility for the corporate records at CORA as well as authority for determining the mandate of the Archive and the associated policies on how the records will be handled. This direct involvement would also allow the City to ensure that the scope and cost of operations at the Archive continue to remain consistent with the needs of the City. If the staff at CORA reported to the City Clerk similar to the archives staff in Saskatoon, their expertise in managing records could also be used to assist City departments on records management issues.

Option 2 provides for continuing the operation of CORA at the SAB building under a lease for the required space. The SAB building has been specifically designed for the retention of archival records in a controlled environment. The system includes secured access, the control and monitoring of humidity and temperature and a fire suppression system. It would be very costly to recreate such an environment for the volume of City records that are maintained by CORA. If CORA continued to operate out of the SAB building the records would be maintained in a high quality environment. An added benefit would be that researchers who currently frequent CORA and the SAB could continue to access services from both archives in the same building.

Under Option 3, the SAB would assume full responsibility for the operation of CORA and the City of Regina would be required to make a payment for services to the Board for the operation. An agreement would be required to address the terms for adding or accessing items from the collection. Arrangements would also have to be made for the City to retain authority and responsibility for decisions on access to all records in the collection that are deemed to be confidential. This option limits the City of Regina's control over the City's records. The Provincial Archivist has expressed interest in having CORA assume more responsibility for collecting private records from individuals and groups within the City. Under this option, if the SAB determined that this was a priority for CORA, the cost of operating CORA would increase. This option would also eliminate the ability of the City to effectively utilize the CORA staff to assist with the Corporate Records Management Program.

The Administration is of the view that Option 2 is the best option of those offered by the SAB for the future operation of CORA. The volume of records at the corporate archive is not large. Most cities in Canada now operate their own archives. Archival staff hired by the City would be accountable for maintaining a proper collection. This option would ensure that the City has direct control over corporate records, which continue to be used for reference purposes.

#### Budget Implications

The budget for operating CORA in 2001 is \$ 142,200. A budget of \$ 121,700 will be proposed for the operation of CORA in 2002 if Option 2 is pursued. A budget reduction is possible due to an expected saving in the cost of staffing CORA. During 2002 the operation of CORA would be reviewed further to confirm the budget requirements for the program.

#### Conclusion

The contract between the City of Regina and the SAB for the operation of CORA expires on December 31, 2001. The Provincial Archivist has advised of three options for the future operation of CORA. Options 1 and 2 involve the City of Regina assuming responsibility for the operation of CORA including staff. These options maintain the City of Regina's full control over the records. The CORA staff could also take a more active role in the administration of the Corporate Records Program. The third option limits the City of Regina's control over the City's records. The Administration is of the view that Option 2 is the best option. By continuing to operate CORA out of the SAB building the records would be maintained in a controlled environment and be more accessible to researchers who are also using reference services offered by the SAB.

#### Recommendation

Your Administration would recommend that:

1. The contract with the Saskatchewan Archives Board on the operation of the City of Regina Archives not be renewed and that effective January 1, 2002, the City of Regina assume responsibility for the operation of the City of Regina Archives.
2. The City Manager be authorized to finalize arrangements with the Saskatchewan Archives Board for the City of Regina to assume responsibility for the operation of the City of Regina Archives including the terms of an agreement with the Board on the rental of space at 3303 Hillsdale Street as the location for continuing the operation of the City of Regina Archives.

3. The City Clerk be authorized to execute the space rental agreement subject to the review and approval of the City Solicitor.<sup>24</sup>

The report was brought forward to the City's Executive Committee, which in turn presented it to Regina City Council on October 26, 2001. Council unanimously approved the recommendations, setting the City on a course that would see it take on the responsibility for running its own archival program. This new arrangement, the City believed, would be an enormous step forward in terms of being able to establish long-term goals and objectives for the Archives while still having them cared for in a proper storage facility. Accountability would now be assured and the City could set its own priorities for the collection as it saw fit. Everything was looking up, until the City had the rug pulled away from under its feet, throwing months of planning and negotiations out the window.

On November 15, 2001, the Provincial Archivist advised the City of Regina that it would no longer be possible for the City of Regina to rent space at the Saskatchewan Archives building at 3303 Hillside Street for the location of the continued operation of the City of Regina Archives.<sup>25</sup> The timing could not have been worse. The City administration was now forced into reviewing options for relocating the City of Regina Archives collection. An emergency request was made by the City to the Saskatchewan Property Management Corporation (the 'landlord' of the Saskatchewan Archives building) to seek permission to store its archival collection in the Board's vaults until a suitable new location could be found. So, instead of making arrangements to hire new staff and begin

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<sup>24</sup> City of Regina, City Clerk's Department, "CR01-275: City Manager's Report – Contract with the Saskatchewan Archives Board", October 17, 2001.

<sup>25</sup> City of Regina, City Clerk's Department, "CM01-27 – City Manager: Supplemental Report – Contract with the Saskatchewan Archives Board", November 26, 2001, 1.

planning for the future of the City Archives, the City was forced to close its archives to the public at the end of December 2001 while it scrambled to find a suitable location to start anew.

While the question of where to put the collection became the primary concern for those in the City Clerk's Department, the question of who was to manage the collection also had to be dealt with. The City had already planned to hire an Archivist and an Archival Assistant to work through the City Clerk's Department. This arrangement, the City administration believed, would provide more accountability and give the City more control over long-term planning for the City's Archives. In January 2002, the City sought candidates for the position of City Archivist. The new City of Regina Archivist would be under the direct supervision of the City Clerk and be responsible for identifying, acquiring, organizing, describing and preserving the historically valuable records of the corporation of the City of Regina, its elected officials and other relevant historical material and make these records available to municipal departments and the public. After a lengthy process, the author of this thesis was hired to be the new City of Regina Archivist beginning March 2002.

The first challenge facing the new City Archivist was find a location to house the archival collection. The search for a suitable city owned location had been under way since January 2002. Several locations had been identified as possible candidates. The new City Archivist brought to the search an additional set of guidelines that those in the City's Property Management and Real Estate Divisions had not considered: the new City Archives had to be housed in a ground floor location to eliminate any floor load capacity

issues; a centrally located facility in the downtown area, close to public transit routes was preferred; the building had to be able to accommodate all the technical alterations necessary in constructing up-to-date archival storage vaults (a dry sprinkler system, temperature and humidity controls, security system, lighting, floor conditions, etc.). After a lengthy search it was determined that there were no city owned buildings which could house the Archives.

After the review of city owned buildings was completed, a public call was issued for options to relocate the Archives. Seventeen responses were received. An Administrative committee involving staff from the City Clerk's office (including the City Archivist) and the Real Estate and Facilities Divisions reviewed the submissions and short-listed five of the proposals for a second stage of review. A letter was sent to the agents of these properties requesting information on lease price proposals and pricing for leasehold improvements over a ten-year lease period. The request involved pricing for approximately 1,150 square feet of finished office space and 2,350 square feet of archival storage space.<sup>26</sup>

All the lease proposals the City received significantly exceeded the cost for space that the city had been paying to the Saskatchewan Archives Board. Since January 1, 2002, the Saskatchewan Archives Board had been charging the City of Regina \$ 6,000 a month for the storage of the City of Regina Archives collection at 3303 Hillside Street. (In 2001, the City paid the Board \$ 15,000 for space for the entire year.) So there was a

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<sup>26</sup> City of Regina, City Clerk's Department, "CR02-122 – Report to Executive Committee: City of Regina Archives Location", May 22, 2002, 2.

real sense of urgency about having a new City Archives location established as soon as possible. At the beginning of 2002, the City had set aside \$ 20,000 as an allowance to pay the Saskatchewan Archives Board for space on the expectation that by June 30, a new City of Regina Archives location would have been up and running.<sup>27</sup> But that expectation had long since been abandoned. It was almost June and the City had still not found a suitable location. It was soon to be liable for \$ 30,000 in rental fees as of June 30, with the expectation that at least two months would be needed to complete renovations to a newly leased facility and actually move the City's archival collection out of the Board's vaults into the new ones. An over expenditure in the amount of at least \$ 10,000 was to be expected just involving rental fees; the costs involved in actually moving the collection, purchasing the necessary shelving units, establishing a fibre optic computer connection to City Hall and the corporation's computer network and creating building signage for the new facility would eventually drive up that expenditure to approximately \$ 42,000.<sup>28</sup> The price for independence was going to be high. To offset this over expenditure, the City Administration made the decision not to fill the second staff position, the Archival Assistant position, in the year 2002.

It was not until July 12, 2002 that a new lease agreement with the owners of 2390-2<sup>nd</sup> Ave. in Regina (Fiorante Holdings Inc. and Second Avenue Ventures) was signed. With the site of the new City of Regina Archives confirmed, construction began on renovations at the end of July. Two new archival vaults, totalling 2,350 square feet were constructed as well as 1,150 square feet of office space renovated. A new fire suppression

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<sup>27</sup> Ibid.; 3.

<sup>28</sup> Ibid.

system and security system were also installed as part of the leasehold improvements. By the middle of September 2002, the vaults were ready for the new shelving units. A purchase order for metal shelving units of archival quality and pigeonhole shelving (for the collection's rolled architectural plans) was then issued to the local company, Brennan Office Plus, totalling \$ 44,055.00<sup>29</sup>. Once the shelving units were installed at the end of September, the collection was ready to be moved from the Saskatchewan Archives Board to the newly constructed vaults of the City of Regina Archives at 2390-2<sup>nd</sup> Ave. A local bonded moving company was hired to move the 2,600 boxes of textual material, 25,000 photographs and 883 boxes of rolled architectural plans.<sup>30</sup> The move took one week to complete.

On October 15, 2002, the new City of Regina Archives opened its doors to the public. With the records now secured in their new storage space, the City Archivist set about developing procedures to run the archive program: rules and guidelines for the new Reading Room were established; a photograph reproduction service was engaged to service the Archives' requests for copies of photographs in its collection; and a corporate request for disposal procedure was put in place. The City Archivist then began to familiarize himself with the collection. The broad scope of the collection's textual and architectural records is impressive. Although no formal archival program had been in place, the corporation had still managed to save a great deal of its earliest records. Town Council records dating back to the town's inception in 1884 were in good condition.

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<sup>29</sup> City of Regina, City of Regina Archives Administration Files, "Material Requisitions, 2002", 2002.

<sup>30</sup> City of Regina, City of Regina Archives Administration Files, "General Inventory", 2002

Cemetery Registers, dating from the 1890s, were also in good condition. Assessment records and Building Permit Registers, in their original bindings, had been well cared for.

The year 2003 was a very busy year for the City of Regina Archives. The City's 100<sup>th</sup> Anniversary made sure of that. The City Archivist sat on two Centennial Committees, the Image Committee and the June 19<sup>th</sup> Committee, while at the same time answering numerous requests for historical information regarding Regina, from both the general public and the corporation, and familiarizing himself with the archival collection as a whole and the bureaucratic and procedural intricacies of managing an off-site city facility. The City Archivist was also busy representing the City of Regina through speaking engagements, school and other public presentations as well as putting up City of Regina Archives displays at various functions. To assist the City Archivist in his administrative duties and help answer public inquiries, an Archival Assistant, Dana Turgeon, was hired in June. Also in June, the archives acquired a microfiche reader from the Saskatchewan government and had it refitted to read and print 16 mm. and 35 mm. microfilm. With the Grey Cup game in Regina in November, the City Archives busied itself with developing numerous football-related displays at Regina City Hall. Also during the latter half of the year, the Archives staff was busy planning for the launch of a new City Archives Web site content selection and procedures to continually update the site were finalized and the new Web site went 'live' on December 22, 2003. This vital information tool will now allow the City Archives to publicize its holdings and services on the Internet. It is expected that the number of research inquiries via e-mail will dramatically increase in 2004 due to the new Web site.

The City of Regina Archives has come a long way in a short time. From a mere afterthought and the 'by-product of good records management' to a leading cultural institution in the City of Regina, the Archives is poised for a bright future. A new virtual exhibition entitled "Regina: The Early Years," which makes available online a large selection of the Archives' photograph collection, went 'live' on June 21, 2004.<sup>31</sup> Canadian Council of Archives funded exhibit will nicely complement the Archives Web site and give the public a very good sampling of the records the Archives holds. This example of public programming, again, reflects the changing nature of the City of Regina Archives. No longer just the keeper of city records, the Archives now plays to a much wider audience.

While the year 2002 can be considered the year of 're-birth' for the City of Regina Archives, 2003 was a year in which the day-to-day operations of the Archives were put in place and the its public programming emphasized. 2004 is to be the year of policy development and 'organizational growth'. With the everyday operations and work procedures of the City of Regina Archives now firmly established and well handled by the Archive's archival assistant (research requests, requests for disposals, photograph orders, etc.), the City Archivist now has the time and opportunity to plan for the future. What the City of Regina Archives needs most at the moment is an Acquisition Policy. Since the dissolution of Bylaw 9777 at the end of December 2002, the City of Regina Archives has been operating without any 'official' policy regarding the acquisition and donation of records into the Archives. The City Archivist has drafted a 'Collection Acquisition/Donation Policy' that is to be forwarded to the City's Executive Committee at

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<sup>31</sup>To view the new City of Regina Archives 'Virtual Exhibit', go to <http://scaa.usask.ca/sain/gallery.php> w

the end of July 2004. This policy identifies the materials the City of Regina Archives is mandated to collect and acquire and lists the conditions and terms affecting the acquisition and/or donation of archival materials (access restrictions, etc.). It is hoped this policy will be forwarded to City Council so that a bylaw detailing the City of Regina Archive's Acquisition Policy can be enacted. Once this is done, the City Archivist plans to develop an 'aggressive donation' campaign aimed at the City's elected officials and various civic funded organizations (Exhibition Grounds Administration Organizaton, Tourism Regina, Regina Downtown Development Committee, Regina Old Warehouse District Organization to name a few), suggesting to them that donating their collections to the City of Regina Archives would be a 'noble and well-appreciated civic duty'.

The City of Regina Archives also plans to be heavily involved in the City Administration's recent decision to purchase a new records management software package for the corporation. The new software has already been purchased, but a lengthy period of customization is anticipated. The City Archivist is currently working with staff in the Corporate Services section of the City Clerk's Department on developing guidelines for retention schedules and at the same time, educating them on the virtues of 'macro-appraisal'. 'The City Administration should be focusing on the functions of record creators, not on the records they are producing' is a common refrain espoused by the City Archivist at records management meetings. By doing so, the City Archivist feels, the corporation will be in a better position to capture its corporate memory and decision making processes without the inane clutter of today's bureaucratic communication integration. This is also an attempt by the City of Regina Archivist to position the archives 'at the front-end of records creation' in the hope that some well-respected archival

concepts, like macro appraisal, will filter through the corporation, resulting in the creation of 'better records'.

The implementation of the corporation's new records management software package will also give the City of Regina Archives a new electronic data base. This customized data-base will allow the City of Regina Archives to begin a 'Re-description Project' in the near future. This 're-description' will take place at the series level, be RAD compliant and will provide researchers (and staff) with a highly organized and detailed method of record description and retrieval. After the Acquisition Policy, the City of Regina Archivist envisions this project as the City of Regina Archive's next big task.

It is hoped that this case study of a Canadian municipal archives will stimulate others to look more closely at what municipal archives are all about, the issues they face and the possibilities they could achieve. The road travelled by the City of Regina Archives had its share of hills and valleys, but as it now stands, it has matured beyond its mandate and now serves an important cultural role in the 'Queen City'.

In the beginning, the City's archival collection was forged through the processes involved in the corporation's records management program. The records collected from the 1880's through to the 1970's tended to focus on the City's administrative and legal responsibilities. This focus limited the types of records that the City deemed worthy of retention resulting in the exclusion of records dealing with specific social groups, ethnic communities, businesses and individuals who contributed significantly to Regina's history. For example, the plight of immigrant families in the City's Germantown neighbourhood

from the 1890's to the 1930's cannot be accurately gauged by going through the few Municipal Health Department records present in the City's archival collection. Records detailing the social, economic, educational and political conditions of these families were simply not retained by the corporation nor did it actively seek out records from other record creating agencies (federal/provincial departments or agencies, private institutions/individuals) relating to the neighbourhood's specific concerns and issues.

Over the years, though, and especially by the time the City's agreement with the Saskatchewan Archives Board formally established the City of Regina Archives in 1985 was developed, a broader, historical, cultural role for the corporation's records program had evolved. This did not supersede the administrative and legal role of the program, but enhanced and added to it. The City of Regina Archives today is committed to this broader vision of 'total archives' and views appraisal strategies such as 'macro-appraisal' a means of achieving that for corporate records, while at the same time being more active in securing the records of significant local individuals, groups, businesses and organizations. The City of Regina Archives sees itself today as serving both the administrative needs of the corporation, that is, holding the city administration accountable to the public, and the growing cultural, historical needs of the research community.

Municipal archives in this country have so much to offer; it is time, perhaps, that they at least be given the opportunity to explore the archival possibilities that today's modern, high-speed communication tools allow along with a better educated and continually curious society will demand. Municipal archives in this country should adopt

the Province of Saskatchewan's new tourism theme, as this author finds it quite appropriate: 'The Future is Wide Open'.

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Appendix 'A'

Section A

Documents and Records to be Retained Permanently:

Annual Financial Statements (must be retained in the original copy)

Bylaws (must be retained in the original copy)

Cemetery Records (must be retained in the original copy)

Certificate of Title (must be retained in the original copy)

General Ledgers\* (must be retained in the original copy)

Minutes of Council, Committees and Subcommittees (must be retained in the original copy)

Municipal Maps and Plans\*

Photographs (must be retained in the original copy)

Tax Sale Records\*

Vital Statistics Records\*

\* Must be retained in the original copy for at least two years or the date of audit whichever is later: Thereafter microfilm copy will suffice.

Section B

Documents and Records which may be disposed of after the time lapse of Twenty Years:

Assessment and Tax Rolls\*

Subsidiary Ledgers\* (20 years after accounts are closed)

\* Must be retained in the original copy for at least two years or the date of audit whichever is later: Thereafter microfilm copy will suffice.

## Section C

### Documents and Records which may be disposed of after the time lapse of Ten Years:

Cash Payment Records\*

Cash Receipt Records\*

Cancelled Cheques\*

Correspondence of municipal officials including Mayor, Clerk, Manager and Planner\*

Correspondence-Special: Classified correspondence should be segregated into subject matter groups with respect to the classification upon which there may be disagreement, the decision of the head of Council and Administrator/Secretary Treasurer of the municipal corporation should be final.

Contracts (ten years after performance)\*

Deposit Books\*

Duplicate Receipts\*

Road Costs\*

Tax Enforcement Records (ten years after tax title property record is closed)

Tax Certificates\*

Vouchers (paid)\*

\* Must be retained in the original copy for at least two years or the date of audit whichever is later; thereafter microfilm copy will suffice.

## Section D

### Documents and Records which may be disposed of after the lapse of Six Years:

Bank Passbooks or Statements\*

Budgets\*

Correspondence-General\*

**Oaths of Office\***

**Operators Time Sheets\***

**Roadwork Payrolls\***

**Collector's pink or second copy of the S.H.S.P. Tax Collection Report\***

**Fourth or audit copy (white) of the Medical and Hospital Services Card\***

**Triplicate or audit copy (pink) on the Registration and Receipt Form\***

**\* Must be retained in the original copy for at least two years or the date of audit whichever is later; thereafter microfilm copy will suffice.**

### **Section E**

#### **Documents and Records which may be disposed of after time lapse of Three Years:**

**Triplicate copy in taxpayers' paid file of the Medical and Hospital Services Card\***

**Quadruplicate copy (white) in taxpayers' paid file of Registration and Receipt Form\***

**\* Must be retained in the original copy for at least two years or the date of audit whichever is later; thereafter microfilm copy will suffice.**

### **Section F**

#### **Documents and Records which may be disposed of after time lapse of an Indefinite Period of Time (as noted):**

**Assessment Appeals (as disposed of)\*\***

**Assessor's Valuation Records (until new assessment in force)\*\***

**Bylaws in Bylaw Register (to be retained while current)\*\***

**Building Permits (life of building)\*\***

**Debenture Register (two years after redemption of last debenture)\*\***

**Debentures (paid) (two years after audit)\*\***

**Debenture Coupons (two years after audit)\*\***

**Election Forms (governed by statute)\*\***

**Financial Statements (monthly) (if not in minutes, destroy after audit)\*\***

**Financial Statements (nine months) (one year)\*\***

**Insurance Policies (two years after expiry)\*\***

**Inventories (after audit of subsequent inventory)\*\***

**Machinery Costs (until machine is disposed of)\*\***

**Saskatchewan Gazette (two years)\*\***

**Seed Grain Lien Notes (until paid)\*\***

**Seed Grain Delivery Slips (until paid)\*\***

**Trial Balances (after audit)\*\***

**Voters' List (until completion of subsequent list)\*\***

**\*\* Must be retained in the original copy for the time period noted**

**Source: City of Regina Archives, COR 120 (Reports/Publications), File 1556 "Records Management Study", 1983.**

BYLAW NO. 8046-AG-B85.

A BYLAW OF THE CITY OF REGINA TO  
AUTHORIZE THE EXECUTION OF A CERTAIN  
AGREEMENT BETWEEN THE CITY OF REGINA  
AND THE SASKATCHEWAN ARCHIVES BOARD

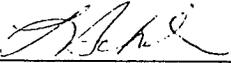
THE COUNCIL OF THE CITY OF REGINA ENACTS AS FOLLOWS:

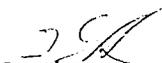
1. THAT the Mayor and City Clerk of the Corporation of the City of Regina be and they are hereby authorized to enter into and execute under seal an agreement in writing between the said City and Saskatchewan Archives Board, which agreement shall be marked "X" attached hereto, and forming part of this Bylaw.

READ A FIRST TIME THE 15<sup>th</sup> DAY OF July A.D. 1985;

READ A SECOND TIME THE 15<sup>th</sup> DAY OF July A.D. 1985;

READ A THIRD TIME AND PASSED THE 15<sup>th</sup> DAY OF July A.D. 1985.

  
\_\_\_\_\_  
Mayor L. P. SCHNEIDER

  
\_\_\_\_\_  
City Clerk F. E. HOWARD

(SEAL)

CERTIFIED A TRUE COPY

\_\_\_\_\_  
City Clerk

City Clerk, Regina

THIS AGREEMENT dated this 15<sup>th</sup> day of July, A.D. 1985

B E T W E E N:

THE CITY OF REGINA  
(hereinafter called "the City")

OF THE FIRST PART

- and -

THE SASKATCHEWAN ARCHIVES BOARD  
(hereinafter called "the Board")

OF THE SECOND PART

WHEREAS the CITY OF REGINA is desirous of obtaining the services of the SASKATCHEWAN ARCHIVES BOARD for the storage, retention and preservation of the City's archival materials;

AND WHEREAS the Board is willing to provide the said services upon the terms and conditions set out herein;

NOW THEREFORE THIS AGREEMENT WITNESSETH:

1. THAT the City may deposit with the board for safekeeping any and all materials which the City and the Board may mutually agree to be archival materials;
2. THAT all archival materials deposited by the City with the Board shall remain the property of the City and the Board shall have possession of the said materials as bailee;
3. THAT the Board shall not transfer or dispose of any of the City's archival materials without the express written permission of the City;
4. THAT the Board shall return and deliver to the City any and all archival materials within seven working days of the City's written request therefore;
5. THAT, notwithstanding the generality of Clause 4 of this Agreement, in the event that the Board moves its archives out

*Handwritten signature*

of the City of Regina, the Board shall return and deliver to the City all of the City's archival materials then in the possession of the Board;

- 6. THAT the City shall, at its own cost and where applicable, deliver all archival materials to the Board in standard City of Regina record boxes;
- 7. THAT the City shall provide an inventory listing of the archival materials to be delivered to the Board;
- 8. THAT the Board shall provide on demand a copy of all finding aids to the City's records which finding aids will be prepared in accordance with archival standards;
- 9. THAT, in accordance with Section 82 of The Urban Municipality Act and Section 15 of The Archives Act, the Board shall review all requests for disposal of records submitted by the City, and, subject to Clause 1, shall select materials deemed to be archival for safekeeping with the Board;
- 10. THAT the archival materials deposited by the City with the Board may be in any form which the Board currently maintains or in any other form which the Board may indicate to the City;
- 11. THAT the City may designate certain archival materials as confidential and once so designated the said materials shall remain confidential for a period of up to fifty (50) years and the Board shall not allow the public access to the said materials until the expiration of the said fifty (50) year period;
- 12. THAT, notwithstanding Clause 11 of this Agreement, the City, recognizing the importance of archival materials for research, shall endeavor to keep the amount of confidential archival materials to a minimum;
- 13. THAT the City may designate certain archival materials as restricted and once so designated the said materials may only be used by persons receiving from the City written permission to view the said materials;

*Handwritten signature*

14. THAT with respect to all City archival materials not designated as confidential or restricted the Board shall enforce the City of Regina Access to Information Policy and shall make photocopies available to researchers and the public at a reasonable charge;
15. THAT no archival materials deposited by the City with the Board shall leave the Saskatchewan Archives except under the terms of this Agreement with the exception of materials made available for exhibit under terms set by the City or subpoenaed under Court Order, in which case the Board shall make available to the Court any materials or copies of the said materials which the Board may have in its possession;
16. THAT the Board shall perform conservation work on City archival materials as part of the regular work of the Archives and shall maintain the City archival materials on the same basis as other archival records;
17. THAT, the Board, in its discretion, may provide conservation services to the City for certain permanent records which may still be in use by the City but may be deposited with the Board at some time;
18. THAT the Board shall store the archival materials deposited by the City in a secure area with a constant environment including:
  - (a) a controlled temperature of  $21^{\circ}\text{C} \pm 1.5^{\circ}\text{C}$ ;
  - (b) a controlled humidity of  $45\% \pm 2\%$ ;
  - (c) a dust filtration system;
  - (d) appropriate light levels; and,
  - (e) an Halon gas fire suppression system and other such fire suppression devices as may be used by the Board;
19. THAT the Board shall provide reference services to the City on the same basis as provided to Provincial Government Departments;
20. THAT the Board shall, in consultation with the City, appoint an individual to handle the City's archival materials and the said individual shall be designated as the Archivist of the City of Regina or City Archivist;
21. THAT the Board, in conjunction with the City, shall create a job description of the City Archivist's duties and responsibilities;

*FEW*

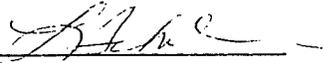
2. THAT the City Archivist shall take the place of the Provincial Archivist on the Records Control Committee and shall actively participate in the City of Regina Records Management Program;
23. THAT the City Archivist shall be available to advise the City and the public regarding the Records Management Program and the City Archives;
24. THAT in consideration for the above mentioned services provided to the City by the Board, the City shall pay to the Board an annual grant of Thirty-Five Thousand Dollars (\$35,000.00), plus an accrued annual increase not to exceed the City of Regina general expenditure increase, for a maximum of six (6) years from the date of execution of this Agreement or until the primary archival work is completed on the City archival materials or until the termination of this Agreement, whichever is less;
25. THAT in further consideration for the aforementioned services the City shall pay to the Board a grant of Twenty-Five Hundred Dollars (\$2,500.00) in the year following the completion of the primary archival work and in each year thereafter the City shall pay to the Board a grant of Twenty-Five Hundred Dollars (\$2,500.00), plus an accrued annual increase not to exceed the City of Regina general expenditure increase, until the termination of this Agreement;
26. THAT the Board shall apply the grant monies received pursuant to Clause 25 of this Agreement to the addition of new materials and maintenance of the City's archival materials including the purchase cost of archival supplies;
27. THAT in further consideration of the aforementioned services the City shall deposit with the Board two (2) copies of all public reports;
28. THAT this Agreement may be terminated by either party upon ninety (90) days written notice;
29. THAT time shall be of the essence in this Agreement;
30. THAT this Agreement shall enure to the benefit of and be binding upon the parties hereto, their successors,

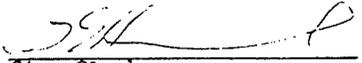
*6/20*

administrators and permitted assigns.

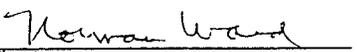
IN WITNESS WHEREOF the Parties hereto have hereunto set their hands and seals the day and year first above written, and the Parties hereto have hereunto affixed their corporate seals by the hands of their proper officers duly authorized in that behalf.

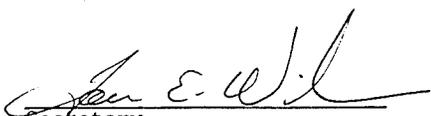
THE CITY OF REGINA

  
\_\_\_\_\_  
Mayor

  
\_\_\_\_\_  
City Clerk

THE SASKATCHEWAN ARCHIVES BOARD

  
\_\_\_\_\_  
Chairman

  
\_\_\_\_\_  
Secretary

:0947g!