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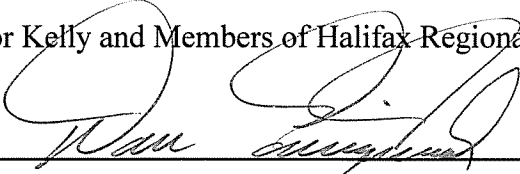


PO Box 1749  
Halifax, Nova Scotia  
B3J 3A5 Canada

**Halifax Regional Council**  
**April 11, 2006**

**TO:** Mayor Kelly and Members of Halifax Regional Council

**SUBMITTED BY:**

  
\_\_\_\_\_  
Dan English, Chief Administrative Officer

  
\_\_\_\_\_  
Geri Kaiser, Deputy Chief Administrative Officer,  
Corporate Services & Strategy

**DATE:** March 29, 2006

**SUBJECT:** Municipal Archives

**ORIGIN**

HRM is establishing a Municipal Archives, whose mandate and functions must be approved by Council. The proposed amendments to Administrative Order Number 31 Respecting Corporate Records and Information Management incorporate the Municipal Archives into HRM's information management program, and establish it as an important cultural resource in the region.

**RECOMMENDATION**

It is recommended that :

1. Council approve the proposed amendments to Administrative Order No. 31 , in order to formally establish the Municipal Archives.
2. Council endorse the official opening of the Municipal Archives as part of HRM's 10<sup>th</sup> anniversary celebrations.

## **BACKGROUND**

### *What is a municipal archives?*

The mandate of a municipal archives is to identify, acquire, preserve and promote access to records that have enduring value for the history of the region. Records can be in any format (photographic, digital, audio-visual, textual, etc.).

A municipal archives, in conjunction with an effective records management program, supports good governance by providing reliable and quick access to past policy and planning decisions and to the documents which establish the rights and responsibilities of citizens and the municipality. By preserving evidence of the Municipality's governance, a municipal archives can empower citizens to participate more fully in their local government and in creating their local history. Councillors, municipal employees, lawyers, writers, developers, educators and citizens will use the Municipal Archives to inform their current decision-making, as well as to more fully understand our rich and diverse past.

A municipal archives can be an active participant in a region's cultural life:

- Region of Peel Archives offers tours and resource kits for school groups
- City of Ottawa Archives hosted various events for the City's 250<sup>th</sup> Anniversary
- City of Red Deer Archives mobilizes volunteers to research local histories
- City of Toronto Archives hosts an "Archives in your Attic" workshop to offer families advice on preserving their own treasured documents and photographs
- City of Saskatoon Archives created a Centennial Calendar focussing on images of children.

### *An Archives for HRM*

The Cenotaph in the Grand Parade states that "In the City Archives are treasured the names..." of those who fell in battle, yet no municipal institution has, until now, been specifically mandated to care for and provide access to the documentary heritage of the municipality.

Following the 2004 repatriation of over 1000 metres of municipal records from the Public Archives of Nova Scotia, the groundwork of establishing a Municipal Archives for HRM is underway, financed by Council's 2005/06 operating budget allotment:

- Susan McClure, Municipal Archivist, reports through the Information Resource Management section of Shared Services;
- space next to HRM Records Centre in Burnside outfitted for storage and public access;
- records from the provincial archives brought under municipal custody and control;
- pre-amalgamation Council records transferred from the Municipal Clerk's Office;
- Municipal Archives earned institutional standing in the Council of Nova Scotia Archives and the Canadian Council of Archives, permitting it to successfully apply for over \$13,000 in federal funding for a preservation assessment report, a summer archival assistant position and a 7-month archival internship position;

- Municipal Archives developed the following policies and procedures:
  - Preliminary Acquisition Policy
  - Preservation Policy
  - Access Policy
  - Reference and Research Policy
  - Copying Policy and Procedures
  - Exhibition and Loan Policy
  - Deaccessioning Policy
- Municipal Archives has responded to 120 reference requests (46 internal/74 external) and 16 requests to acquire archival records since January 2005. This level of interest pre-dates any publicity about the existence of archival services in HRM;
- Municipal Archives acquired a significant body of historical records from the Halifax Regional Police.
- Municipal Archivist made submissions to the HRM Cultural Plan and to the NS Provincial Heritage Strategy, as well as visiting local community museums, libraries and archives and liaising with Heritage Officers at Recreation, Tourism and Culture.

*What records are in the Municipal Archives?*

The Municipal Archives is gaining better control of the records in its custody. Estimations of holdings at the end of 2005 are:

1000 m. of textual records  
10,000 architectural plans  
500 photographs  
100 audio and video recordings

Most of the holdings are from the former City and County of Halifax. The Municipal Archives holds primarily Council and Committee (Clerk's Office) records from Dartmouth and Bedford since the Dartmouth Heritage Museum and the Fort Sackville Foundation stepped up to care for their area's historical records. As yet, no HRM records are in the Archives, but as our 10<sup>th</sup> anniversary approaches, some records will be due for transfer to the archives.

Highlights from the current holdings of the Municipal Archives:

- records of the Commissioners of Point Pleasant Park, Public Gardens and the Commons;
- County Jail and Poor Farm/County Home Record Books;
- Rockhead Prison and Poor Asylum registers;
- plans from the Halifax City Engineer's Office;
- photographs from the 1950s Urban Renewal project
- complete sets of minutes, by-laws for each former municipal unit

There are large gaps in the municipal record. Some historical records are probably lost forever, but some may still be in business units, or with municipal employees. The Municipal Archives, once established, will seek out historical municipal records, and, at the same time, encourage business units to manage their current records so that HRM will have an unbroken historical record.

Records acquired by the Archives will be arranged and described in historical context, so that researchers can identify relevant sources and then request and view those records either in-person or remotely via copies. Most of the records in the Municipal Archives currently have only limited descriptions; ideally, the records will be arranged and described in greater depth with descriptions accessible via the HRM web-site, and the Nova Scotian and Canadian web-based archival databases (<http://www.councilofnsarchives.ca/ArchWay> and <http://www.archivescanada.ca>).

*Is an archives the same as a museum?*

Museums care for three-dimensional artefacts that require different expertise, storage and approaches than the preservation and organization of two-dimensional records in an archives. While archives share with museums the mandate to promote awareness and understanding of a region's heritage, museums focus on outreach services that interpret history. Archives preserve the documentary evidence which, along with the published sources in a library, are consulted by researchers.

Community museums throughout HRM also acquire archival records from local businesses, families, or organizations. However, there are pockets within the region, including the former City of Halifax, where no repository is acquiring community records. HRM's Recreation, Tourism and Culture's Heritage Tourism Partnership Program is a liaison with the community museums, and many of them, as members of the Council of Nova Scotia Archives, participate in its Co-operative Acquisitions Strategy, which ensures that acquisition mandates are respected throughout the province. As a newcomer to the heritage community, the Municipal Archives will co-operate with local heritage workers towards their common goal of preserving and promoting awareness of the region's history.

*Why amend Administrative Order No. 31?*

Administrative Order No. 31 formalizes HRM's Information Management program. It establishes that records created in business units are a municipal resource that must be managed as an asset. Once records are no longer actively required by the business unit for legal, administrative or financial needs, they should either be securely destroyed, or, if identified to fill a broader, enduring need, transferred to the archives for long-term preservation and access.

Administrative Order No. 31 needs to incorporate this final archival stage in the life-cycle of records; to emphasize that without active records management, archival records will not survive to be passed on to future generations.

## **DISCUSSION**

The proposed mandate of the Municipal Archives is **“to identify, acquire, preserve and promote access to municipal government and non-government archival records documenting the history of the Halifax Regional Municipality”**. Each function is explained below:

*Identification and Acquisition of municipal and community archival records*

Generally, only 2-3% of records created have enduring value that justifies the investment to preserve and promote access to them long-term. Using the criteria outlined in the attached *Preliminary Acquisition Policy*, the Municipal Archivist will recommend to the Information Resource Management Committee which municipal records should be transferred to the Municipal Archives, and will prepare Appraisal Reports for the acquisition of non-government (community) records.

The Municipal Archives will only acquire community records if they are *not* within the acquisition mandate of an established local repository. However, the acquisition of community records will be put on hold for the next two years, while the Municipal Archives focusses on its primary responsibility to municipal government records, and while it monitors the need to provide archival services for non-government records. In the past year the Archives has already received 12 enquiries about donating community records, but with current resources, it cannot responsibly take on community records.

In the long-term, it is important that the Municipal Archives has the mandate to acquire community records. Community associations, artistic groups, local businesses, sports organizations and active citizens create records that complement municipal records; together they tell a fuller story of our region. If records significant to the region's history are not going to be preserved in the local community, then the Municipal Archives is the best place for them. In Canada, government archives at all levels preserve both public and private records, as government recognize its broad role in promoting the protection and use of heritage resources.

*Preserving archival records*

Archival records, if they are to be legible for the long-term, must be stored in stable, secure environments, with active preservation management (temperature and humidity controlled plus continuous migration or reformatting for digital and magnetic media). The Municipal Archives will maintain proper environment, facilities and resources for preserving its holdings.

*Promoting access to archival records*

Archives acquire and preserve records so that they can be used; however access to records may be restricted because of a legal obligation (eg. FOIPOP) or to protect the record (e.g. researchers must consult microfilmed minutes instead of the original paper volumes). The Municipal Archives will promote fast and equitable access to its records within these restrictions. Reference service and outreach activities are important functions, but are limited for now because there is only one staff-person at the Archives. The Municipal Archivist will balance providing reference service with other priorities of gaining control of the current archival holdings, identifying and acquiring municipal archival records.

**BUDGET IMPLICATIONS**

None at this time; however researcher and donor interest (both internal and external) will be monitored to determine if current levels of service are adequate.

**FINANCIAL MANAGEMENT POLICIES / BUSINESS PLAN**

This report complies with the Municipality's Multi-Year Financial Strategy, the approved Operating, Capital and Reserve budgets, policies and procedures regarding withdrawals from the utilization of Capital and Operating reserves, as well as any relevant legislation.

**ALTERNATIVES**

Instead of amending Administrative Order No. 31, there could be a separate Administrative Order to establish the Municipal Archives. This is not recommended. The value of linking archival records to active records management is explained in the background section.

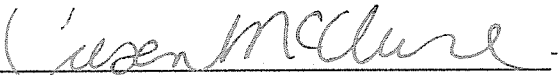
**ATTACHMENTS**

Appendix A: Proposed Amendments to Administrative Order No. 31

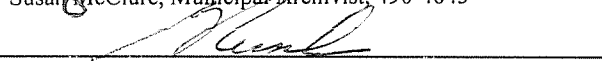
Appendix B: Administrative Order No. 31 if amended

A copy of this report can be obtained online at <http://www.halifax.ca/council/agendasc/cagenda.html> then choose the appropriate meeting date, or by contacting the Office of the Municipal Clerk at 490-4210, or Fax 490-4208.

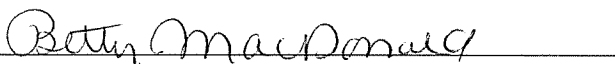
Report Prepared by:

  
Susan McClure, Municipal Archivist, 490-4643

Financial Review:

  
Gordon Roussell, Financial Coordinator, 490-6468

Report Approved by:

  
Betty MacDonald, Director, Business Planning & Information, 490-4769

## APPENDIX "A"

### Proposed Amendments to Administrative Order Number 31

1. All instances of **IRM Coordinator** are hereby changed to **IRM Manager**.
2. Sub-section 2(b) is repealed and replaced as follows:

**(b)"IRM Manager"** means Information Resource Management Manager.

3. The following sections are hereby added to Definitions s.2:

**(c)"archival record"** means a record no longer required for current administrative, legal or financial needs, but which has been appraised by the Municipal Archivist as having enduring historical, informational, evidential or research value.

**(d)"Municipal Archivist"** is the staff-person responsible for managing the Halifax Regional Municipality Archives.

4. The title for section 5 is hereby changed from Disposition of Records to **Destruction of Records**.

5. The **Municipal Archivist** is hereby added to the list of officials required to authorize the destruction of records in s.5(1)

6. The proviso "**and has not been transferred to the municipal archives**" is hereby added to Section 5(4) so that it reads:

(4) A record whose retention period has expired under an approved records retention and disposition schedule **and has not been transferred to the municipal archives** must be destroyed unless:

7. The **Municipal Archivist** hereby replaces "Information Analyst" in the list of members of the Information Resource Management Committee in section 6(1).

8. The qualifier "**or revised**" is hereby added to section 6(2(d)) so that it reads:

(d) determine appropriate retention and disposition schedules for newly developed **or revised** classification schedules based on the operational nature of the record, the legal nature of the record including the time necessary to meet statutory or regulatory requirements, fiscal nature of the record including the time required for audit or tax purposes and the historical nature of the record including the long-term value.

9. The following section is hereby added after section 6:

## **Municipal Archives**

7.

- (1) Halifax Regional Municipality hereby establishes the Halifax Regional Municipality Archives to identify, acquire, preserve and promote access to municipal government and non-government archival records documenting the history of the Halifax Regional Municipality, all in accordance with the provisions herein.
- (2) The mandate of the Halifax Regional Municipality Archives with respect to acquisition of archival records is:
  - (a) to act as the Halifax Regional Municipality's official repository for inactive records that have been designated archival as described in the Halifax Regional Municipality Records Management Manual;
  - (b) to acquire archival records from private sources that document the history and development of the Halifax Regional Municipality, so long as those records are not within the acquisition mandate of another repository; and
  - (c) to carry out such other functions as may from time to time be determined by Council, the Information Resource Management Committee or the Information Resource Management Manager for the Halifax Regional Municipality.
- (3) For the purposes of sub-section (b), the Municipal Archivist will identify the municipal records and records from private sources to be transferred to the Halifax Regional Municipality Archives.
- (4) The mandate of the Halifax Regional Municipality Archives with respect to preservation and maintenance of archival records is:
  - (a) to maintain proper environment, facilities and resources for preserving the archival records acquired by the Halifax Regional Municipality Archives for as long as their continuing value to the Halifax Regional Municipality endures;
  - (b) to promote the responsible care and handling of the archival records acquired by the Halifax Regional Municipality Archives; and



- (c) to carry out the function of preserving and maintaining the archival records acquired by the Halifax Regional Municipality Archives in accordance with such other policies, practices or guidelines as may from time to time be determined by Council, the Information Resource Management Committee or the Information Resource Management Manager for the Halifax Regional Municipality.
- (5) The mandate of the Halifax Regional Municipality Archives with respect to access to archival records is:
- (a) as a public institution that is open and equally accessible to all researchers, to make archival records acquired by the Halifax Regional Municipality Archives available for research in accordance with sound archival practices, available resources, any legal or ethical obligations or restrictions, and having regard to any limitations arising from the physical integrity of the records;
  - (b) to promote awareness of and appreciation for the heritage of the Halifax Regional Municipality by facilitating access to archival records acquired by the Halifax Regional Municipality Archives; offering outreach activities; and cooperating with other heritage and archival organizations;
  - (c) to provide copying and authorization services to ensure that the commercial and non-commercial use of its archival holdings is carried out in an appropriate manner, within all applicable legal restrictions and to the financial benefit of the Halifax Regional Municipality; and
  - (d) to administer access to archival records in accordance with such other policies, practices or guidelines as may from time to time be determined by Council, the Information Resource Management Committee or the Information Resource Management Manager for the Halifax Regional Municipality.

## APPENDIX "B"

### Halifax Regional Municipality Administrative Order Number 31 Respecting Corporate Records and Information Management in Halifax Regional Municipality

(proposed amendments are italicized)

**Be it resolved**, as an Administrative Order of the Council of the Halifax Regional Municipality as follows:

#### Short Title

1. This Administrative Order may be cited as Administrative Order No. 31, the Corporate Records and Information Management Administrative Order.

#### Definitions

2. In this Administrative Order, unless the context otherwise requires,

**(a)"Record"** means a record of information in any form including books, documents, maps, plans, machine readable records, drawings, photographs, letters, vouchers and papers, sound recordings, videotapes, microfilm, electronic files, electronic mail transmissions, databases and spreadsheets, and any other information that is written, photographed, recorded or stored in any manner and that is produced or received by the Municipality.

**(b)"archival record"***means a record no longer required for current administrative, legal or financial needs, but which has been appraised by the Municipal Archivist as having enduring historical, informational, evidential or research value*

**(c)"IRM Manager"** *means Information Resource Management Manager.*

**(d)"Municipal Archivist"** *is the staff-person responsible for managing the Halifax Regional Municipality Archives.*

#### Classification System and Retention Schedule

3. **Halifax Regional Municipality adopts the Association of Municipal Administrators (AMA) Record Management Manual, Version 3.1, as its approved classification system and records retention schedule for all records created since April 1, 1996 and for all pre-amalgamation operational and executive records.** The AMA Manual will serve as the foundation upon which the Municipality will build its classification system and records retention schedule.

## **Care and Custody**

4. (1) Records in the care and custody of the Business Units are the property of the Municipality.
- (2) Municipal employees are responsible for ensuring that all records in their custody and control are classified in accordance with the approved classification and retention schedule; for ensuring that records not accessed on a regular basis are transferred to the Corporate Records Centre, where they will await their final disposition; and for ensuring compliance with this Administrative Order and any policies, directives or guidelines that may be developed with regards to information resource management.

## ***Destruction of Records***

5. (1) Before a record is destroyed, the IRM Manager must obtain authorization from the applicable Business Unit Director, the Municipal Solicitor *and the Municipal Archivist*.
- (2) Records which have been authorized for disposal, shall be destroyed in a manner that preserves the confidentiality of any information they may contain.
- (3) The IRM Manager shall ensure that all disposition notices and certificates of destruction are preserved.
- (4) A record whose retention period has expired under an approved records retention and disposition schedule *and has not been transferred to the municipal archives* must be destroyed unless:
  - (i) a request under *Part XX, Freedom of Information and Protection of Privacy, Municipal Government Act* is pending on the record;
  - (ii) the subject matter of the record is pertinent to pending legislation or a pending audit; and/or
  - (iii) the Business Unit Director requests that the record be retained for an additional period with such request clearly stating the reason for the continued retention.

## Information Resource Management (IRM) Committee

6. (1) A Committee shall be established consisting of *the Municipal Archivist*, the Municipal Solicitor or a designate, the IRM Manager, Records Analysts, Director of Finance or a representative, and one representative from each Business Unit.
- (2) The Committee shall:
  - (a) actively promote the information resource management program throughout the organization;
  - (b) build upon the AMA Classification schedules as they relate to each Business Unit;
  - (c) assist in the development and maintenance of a Corporate Records and Information Management Policy Manual including procedures, standards and guidelines.
  - (d) determine appropriate retention and disposition schedules for newly developed *or revised* classification schedules based on the operational nature of the record, the legal nature of the record including the time necessary to meet statutory or regulatory requirements, fiscal nature of the record including the time required for audit or tax purposes and the historical nature of the record including the long-term value.

## *Municipal Archives*

7. (1) *Halifax Regional Municipality hereby establishes the Halifax Regional Municipality Archives to identify, acquire, preserve and promote access to municipal government and non-government archival records documenting the history of the Halifax Regional Municipality, all in accordance with the provisions herein.*
- (2) *The mandate of the Halifax Regional Municipality Archives with respect to acquisition of archival records is:*
  - (a) *to act as the Halifax Regional Municipality's official repository for inactive records that have been designated archival as described in the Halifax Regional Municipality Records Management Manual;*
  - (b) *to acquire archival records from private sources that document the history and development of the Halifax Regional Municipality, so long as those records are not within the acquisition mandate of another repository; and*
  - (c) *to carry out such other functions as may from time to time be determined by Council, the Information Resource Management Committee or the*

*Information Resource Management Manager for the Halifax Regional Municipality.*

- (3) *For the purposes of sub-section (b), the Municipal Archivist will identify the municipal records and records from private sources to be transferred to the Halifax Regional Municipality Archives.*
- (4) *The mandate of the Halifax Regional Municipality Archives with respect to preservation and maintenance of archival records is:*
  - (a) *to maintain proper environment, facilities and resources for preserving the archival records acquired by the Halifax Regional Municipality Archives for as long as their continuing value to the Halifax Regional Municipality endures;*
  - (b) *to promote the responsible care and handling of the archival records acquired by the Halifax Regional Municipality Archives; and*
  - (c) *to carry out the function of preserving and maintaining the archival records acquired by the Halifax Regional Municipality Archives in accordance with such other policies, practices or guidelines as may from time to time be determined by Council, the Information Resource Management Committee or the Information Resource Management Manager for the Halifax Regional Municipality.*
- (5) *The mandate of the Halifax Regional Municipality Archives with respect to access to archival records is:*
  - (a) *as a public institution that is open and equally accessible to all researchers, to make archival records acquired by the Halifax Regional Municipality Archives available for research in accordance with sound archival practices, available resources, any legal or ethical obligations or restrictions, and having regard to any limitations arising from the physical integrity of the records;*
  - (b) *to promote awareness of and appreciation for the heritage of the Halifax Regional Municipality by facilitating access to archival records acquired by the Halifax Regional Municipality Archives; offering outreach activities; and cooperating with other heritage and archival organizations;*
  - (c) *to provide copying and authorization services to ensure that the commercial and non-commercial use of its archival holdings is carried out*

*in an appropriate manner, within all applicable legal restrictions and to the financial benefit of the Halifax Regional Municipality; and*

- (d) *to administer access to archival records in accordance with such other policies, practices or guidelines as may from time to time be determined by Council, the Information Resource Management Committee or the Information Resource Management Manager for the Halifax Regional Municipality.*

Done and passed in Council this      day of                      , 2006.

\_\_\_\_\_  
Mayor

\_\_\_\_\_  
Municipal Clerk

I, , Municipal Clerk of Halifax Regional Municipality, hereby certify that the above-noted Administrative Order was passed at a meeting of Halifax Regional Council held on