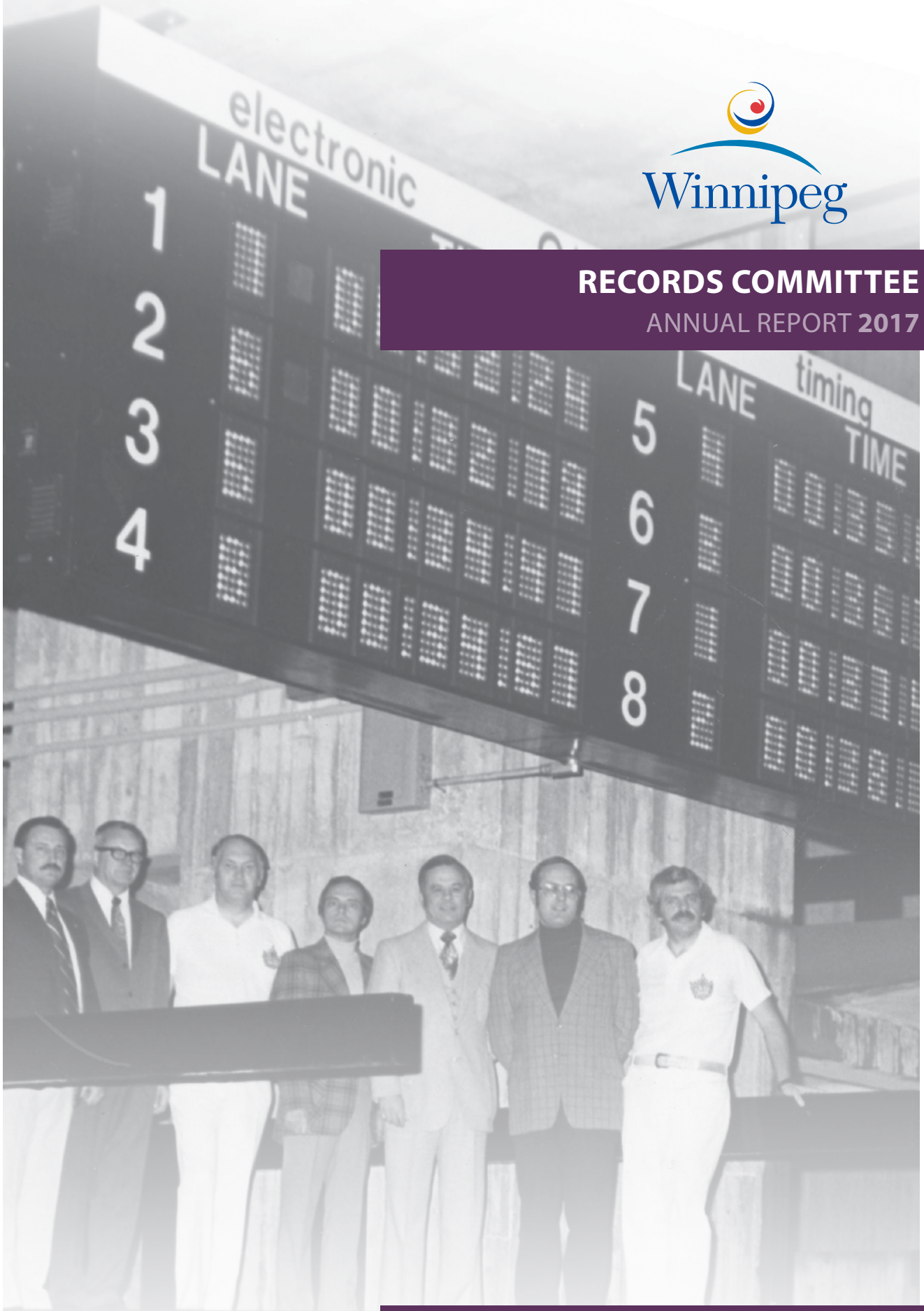
Winnipeg

# RECORDS COMMITTEE

## ANNUAL REPORT **2017**




**Placing of Omega swim timer into operation at the Pan-Am Pool**
*(L-R): G. Solar, Dr. A. J. "Bert" DePape, H. Abel, B. Hryhaczuk, N. Daikiw, Councillor G. Mercier, S. Cohen. November 22, 1975*




Billboard advertising the Winnipeg Community Centres Invitational Junior Winter Games. 1978

# about the records committee

The Records Committee was established by amendment to *The City of Winnipeg Charter* in 1995. The role and mandate of the Records Committee is now specified in Section 110 (2) of the Charter, as follows:

- to make recommendations to Council regarding the management, retention, safekeeping, disposition and destruction of records in all City departments;
- to implement policies and procedures approved by Council for the management, retention, safekeeping, disposition and destruction of records in all City departments.

The Charter further emphasizes the importance of sound recordkeeping in Section 111, where it states that a record created or held by the City must not be destroyed or removed from the custody and control of the City by any employee unless permitted under a by-law or upon receipt of written approval of the Records Committee.

The Records Committee is comprised of eight members, as follows:

**CITY REPRESENTATIVES**

- City Records Manager/Archivist (or designate), Chairperson
  **Jody Baltessen**
- City Clerk (or designate)
  **Marc Lemoine**
- Chief Financial Officer (or designate)
  **Jackie Black**
- City Auditor (or designate)
  **Oiza Momoh**
- City Solicitor (or designate)
  **Harold Dick**
- Director, Corporate Support Services (or designate)
  **Vacant**

**CITIZEN REPRESENTATIVES**

- Two Citizen Members appointed by Council
  **Heather Bidzinski**
  **Toni Hansen**



Football game at Kildonan Park. Circa 1960

# message from the chairperson

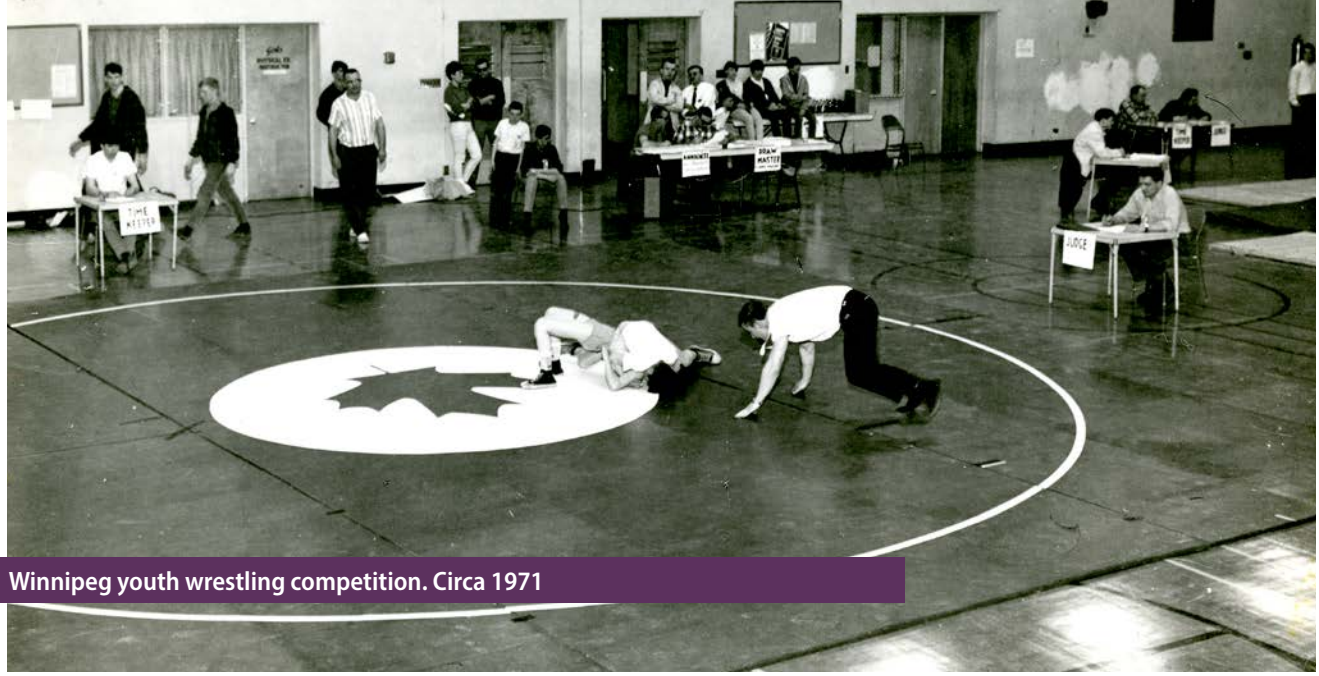
Records and Information Management refers to the planning, budgeting, organizing, directing, training, and control involved in managing the life cycle of records in any format. Records and information:

- Allow citizens to know what the City is doing and hold it accountable
- Drive collaboration and communication
- Outline responsibilities and support decision-making
- Make up the corporate memory of the City.

The City has in place a recordkeeping framework which requires that all City employees create, manage and dispose of records according to established policies, an administrative standard, and the records schedules approved by Council in Records Management By-Law 86/2010. To support this framework, and to facilitate access for academic, environmental, business, legal and personal research, Archives and Records Control delivers three complementary programs: Records Management, the City of Winnipeg Archives, and the Access and Privacy Office. The ability of the Branch to meet its various commitments to civic departments and to citizens alike, is at risk as staff resources – particularly for matters relating to access and privacy – are insufficient to meet current demands.

This report details 2017 initiatives undertaken in each of the Branch's three program areas.

***Jody Baltessen***
City Records Manager/Archivist




Winnipeg youth wrestling competition. Circa 1971

# year in review

## Records Management

Recognizing that a mixed paper and electronic recordkeeping environment is inevitable for the foreseeable future, the City's need to manage paper records remains a critical component of its records and information management strategy. To manage physical records, the Branch operates the Corporate Records Centre (CRC) at 311 Ross – soon to be relocated to a new facility.

The CRC provides departments with cost-effective records storage, retrieval and disposition services. Regardless that this service is available, a considerable volume of records remain in vacant office spaces, out-buildings or basements throughout the City. This practice, which compromises the proper capture, storage and security of City information, could place the City at risk of loss or exposure of information, and contradicts the City's commitment to increased transparency and improved response times to requests through access legislation. As well, records have been transferred without authority to agencies external to the City – meaning that they are at risk for unauthorized disclosure or that access is simply withheld.

In addition to managing the CRC, Branch staff develop and deliver records management training to departmental colleagues through Corporate Education, provide advice on recordkeeping issues through direct consultation, assist departments with by-law implementation and undertake periodic consultation for revisions to the by-law to reflect structural and functional changes within the City as they relate to the keeping of records.

### *RM Training/Education, 2017*

February
Records Management for Leaders
**8 participants**

March
Basic Records Management
**13 participants**

April
Designing Filing Systems
**11 participants**

September
RSWeb (Inventory Management) Users
**8 participants**

November
Basic Records Management
**8 participants**



Deer Lodge Tennis Courts. 1917

# City of Winnipeg Archives

The Branch manages the City's significant archival collection (appraised at $4.1 Million for insurance purposes), facilitates public access to its holdings, and promotes interest in the history of the City of Winnipeg.

Records held by the Branch date from 1873, the year the City of Winnipeg was incorporated, and include records of the twelve municipalities that amalgamated in 1971 to form the present City of Winnipeg, records of the Metropolitan Corporation of Greater Winnipeg, records of the Greater Winnipeg Water District, and a number of significant private collections. Records include textual materials, digital materials, rare books and municipal publications, maps, plans, photographs, audio recordings, film, documentary art, gifts presented to the Mayor's Office, corporate memorabilia and private mixed-media collections. The City's archival collection is considered to be one of the most complete and valuable municipal collections in Canada – at least until the 1970s.

While the Branch is responsible for managing, facilitating access to, and preserving the City's official records of long term value, the Branch has difficulty identifying departmental records – electronic or otherwise – and effecting their transfer to the Branch. Without an overall inventory of archival records extant within the City, the Branch's ability to anticipate capacity requirements, to make progress processing records and establishing access protocols, to protect fragile records, and to serve as the principle research centre for the City are compromised. In the absence of comprehensive archival holdings, citizens often utilize the formal – and more costly – access provisions of FIPPA to satisfy their information requirements.

## *Conservation/Preservation*

On hold – the current facility does not have appropriate space to undertake conservation/preservation treatments to enable appraisal and improve access to fragile paper records dating from as early as 1874.

## *Outreach Services*

Digital exhibits, curriculum materials, and a growing volume of archival materials are available online in Pathways to Winnipeg History, Staff Favourites and Winnipeg in Focus. As well, the Branch contributes content to Corporate Communications for use on its social media platforms (Twitter, Throwback Thursday).

Physical exhibits are prepared periodically with partners such as Winnipeg Public Library. In 2017, the Branch developed four new exhibits to mark a series of special events.

- *Fighting Floods in Winnipeg and St. Vital* (the 20th anniversary of the 1997 Flood – May 2017)
- *Women Making History at the City of Winnipeg* (the dedication of the Susan A. Thompson Building – June 2017)
- *Celebration, Competition and Community: Sports History in Winnipeg* (the Canada Summer Games – July/August 2017)
- *Winnipeg on Parade* (inspired by Canada 150, to mark the anniversary of the City's incorporation on November 8, 1873 – November 2017).



Sack race at the Old Exhibition Grounds. Circa 1950

## *Grants*

***Manitoba Sport, Culture and Heritage***
***Historic Resources Branch, Heritage Grants Program***

With a grant from the Heritage Grants Program, the Branch hired contract archivist Andrew Morrison to appraise, rehouse and scan selected records of the Legislation/Reception Committee, a Standing Committee of Council (1887-1971). The Branch is grateful to the Government of Manitoba for its ongoing support.

Table of Grants Received, 2001-2017

| Grant Source | ID/Description | Grant/ Match |
|---|---|---|
| Carried Forward, HGP | For details on earlier projects, see previous reports. | $61,656.60/$118,481.84 |
| HGP, 2017 | Appraise, rehouse (and scan selected) Legislation/Reception Committee records, 1887-1971. | $3,922.00/$7,362.98 |
| Total, HGP | For details on earlier projects, see previous reports. | $65,578.60/$125,844.82 |
| Total, CCA* | For details on earlier projects, see previous reports. | $28,589.70/$37,645.50 |
| PP&D, Historical Buildings Committee** | Monetary Appraisal of the Core Archival Collection, City of Winnipeg Archives | $10,000.00/na |
| Total of Grants/Matches | | $104,168.30/$163,490.32 |

**This grant program was discontinued following federal budget cuts to Library and Archives Canada in 2012.*
***A one-time special project grant.*




St. Vital Curling Club. Circa 1975

## Access and Privacy Office (APO)

The Branch includes the corporate Access and Privacy Office, which coordinates requests for access to information and develops and implements process improvements to enhance openness and transparency by ensuring consistent and fair access to City records. As the City moves further away from centralized, structured, and managed paper recordkeeping systems/practices towards an adhoc and decentralized digital information environment, the challenge of finding and producing authoritative records of the City's activities increases as well.

While there have been increases to requests under FIPPA year after year, the APO's central coordinating function positions it to both develop strategic initiatives to reduce the volume of requests and to work with applicants to focus their requests so as to provide meaningful access to information. This effort has reduced administrative work required to search for and prepare overly broad requests. As well, by posting the results of previous FIPPA requests online, the number of requests for similar information is greatly reduced. By posting released records and by working with applicants to focus their search requests, the APO was able to hold the volume of FIPPA requests received by the City in 2017 to 2016 levels.

Since the 1970s, records documenting City decisions, actions, and activities are more likely to be found in unstructured digital environments, including email and personal drives, where they are difficult to locate, extract, and adequately contextualize within FIPPA's legislated timeframes. Given this environment, the APO is actively working with departments to address a range of concerns regarding access to records, all of which are particularly pressing in a digital environment. Emerging concerns include the protection of privacy of individuals mentioned in records, the conditions under which certain types of records can be accessed and made available, appropriate scheduled destruction of digital information, and protection of the integrity of digital materials themselves from accidental or deliberate tampering or deletion. Requests to the APO for advice regarding privacy, managing responses to privacy breaches, and guidance in designing privacy into new initiatives are evidence of this trend.

# challenges ahead

## *Records Management*

In December of 2017, staff began planning for the significant move of the Corporate Records Centre (CRC) out of 311 Ross. The Branch is working with Municipal Accommodations to draft, issue and award contracts for moving box inventory and shelving equipment, and to prepare the documentary art collection for transport to the new site.

Although departmental partners have been advised to expect some service interruptions during critical stages of the move, Branch staff will work to minimize these disruptions as much as possible. Also, the CRC is no longer accepting transfers of records until the move has been completed and normal operations resume.

In addition to the move of the CRC, the Branch is involved in developing a process to assess IT/IM initiatives to ensure that recordkeeping functionality is integrated into system requirements. In this regard, guidance materials need to be developed and the Branch will be challenged to deliver on this critical initiative.

**Records Management By-Law 86/2010:**
Branch staff will continue to refine schedules in Records Management By-Law 86/2010 until such time as formal drafting of a new by-law can begin.

## *City of Winnipeg Archives*

Following a series of relocations, the Branch will be working to improve the physical and intellectual control of its archival holdings. Significant work is needed to rationalize the space at 50 Myrtle Street, and to allocate shelving for archival records previously stored at 380 William and 311 Ross.

The Branch will also be working to maximize the potential of *Winnipeg in Focus*, in particular, the capacity of its new Digital Preservation program to receive departmental transfers of format-specific digital records with long term value.

## *Access and Privacy Office (APO)*

As the APO is coordinating more corporate and multi-departmental requests for access to information, staff are challenged to manage the volume of requests received and to maintain requisite tracking and documentation to support best practices and respond appropriately in the event of a complaint. In addition, the volume and complexity of privacy issues facing the City has grown in tandem with the growing use of IT systems and applications for service delivery. In Winnipeg, as elsewhere, there has been a marked increase in public awareness of privacy issues, the potential risks to privacy that information systems pose, and the consequences of not mitigating these risks. The APO is expected to play a central role in the City's privacy risk mitigation efforts by conducting Privacy Impact Assessments; reviewing IT/IM initiatives involving personal information; developing additional training and guidance material; and by continuing to provide privacy-related advisory services to City departments. However, with current staffing, the APO is not resourced to assist the City to move from reactive to proactive responses to privacy issues.

## *Departmental Initiatives (City Clerk's), 2018 Civic Election*

Preliminary planning for the 2018 Civic Election commenced in December of 2017. Branch staff will work with City Clerk's colleagues to deliver the 2018 election and ensure that critical recordkeeping tasks are managed at its conclusion.

# service statistics

Service statistics track Branch operational activities for the year and are useful for measuring basic levels of activity. Service statistics do not reflect staff time required to prepare for and administer research visits, departmental requests for boxes, transfers or destruction orders, and time logging and tracking requests under FIPPA. All of this work combined underscores the value of recordkeeping to the City.

## *Archives Program, Researcher Services, 2013-2017****

| Year | In Person Research Visits | Requests for Information/Research *(Mail, E-Mail, 311, Phone, Walk-Ins)* | Record Retrievals | Copies Prepared* | Acquisitions** |
|---|---|---|---|---|---|
| 2013 | 720 | 587 | 1639 | 1547 | 5.6 |
| 2014 | 277 | 847 | 1465 | 731 | 39 |
| 2015 | 389 | 1021 | 2423 | 375 | 109.35 |
| 2016 | 302 | 1110 | 1562 | 567 | 10.7 |
| 2017 | 347 | 1021 | 1473 | 346 | 130.23/3.3455GB |

**Includes photocopies of records and prints of photographs and plans. Researchers may use digital cameras/phones to make copies.*
***Cubic feet/GB for digital materials (13 donations).*
****The Archives was forced to close in June of 2013 and remained closed until June 10, 2014. As a result, Researcher Services were severely curtailed and a considerable volume of records were inaccessible.*

## *Archives Program, Outreach Services, 2013-2017*

| Year | Publications | Exhibits Web and Physical | Lectures/Speaking Engagements | Archives Tours |
|---|---|---|---|---|
| 2013 | 2 | 2 | 1 | 3 |
| 2014 | 4 | 6 | 2 | n/a |
| 2015 | 2 | 3 | 1 | 2 |
| 2016 | 3 | 4 | 3 | 5 |
| 2017 | 4 | 5 | 2 | 3 |

## *Archives Program, Control of Holdings (Archival Processing), 2017*

| Title | Extent | |
|---|---|---|
| | Meters | Volumes/Items |
| Legislation/Reception Committee | 8.8 | 13 |
| Alice Weir Collection | .17 | 248 |
| Winnipeg Suburban Municipal Board | .05 | |
| Joint Committee on Vacant Lands Settlement | .005 | |
| City Engineering Department Flood Scrapbooks/Photographs | | 821 |
| Traffic Services Signs/Photographs | | 16 |
| Digital Objects uploaded to Winnipeg in FOCUS | | 1176 |
| Total | 9.025 | 2274 |
| **Humidification/Flattening:** Program on hold. | | |

## *Corporate Records Centre Program, 2013-2017**

| Year | Transfers | Box Retrievals | File Retrievals | Rush Box Retrievals | Rush File Retrievals | Boxes Reshelved | Files Refiled | Destruction | Withdrawals |
|---|---|---|---|---|---|---|---|---|---|
| 2013 | 1704 | 892 | 282 | 33 | 25 | 916 | 251 | 900 | 0 |
| 2014 | 803 | 982 | 226 | 20 | 29 | 983 | 132 | 940 | 0 |
| 2015 | 1319 | 913 | 236 | 4 | 31 | 954 | 263 | 377 | 0 |
| 2016 | 1174 | 1064 | 314 | 19 | 35 | 959 | 260 | 1603 | 131 |
| 2017 | 961 | 892 | 311 | 55 | 43 | 861 | 346 | 49 | 0 |

**In cubic feet.*

## *APO-Departmental comparison of processed FIPPA Applications, 2013-2017*

In 2017, the City processed 859 requests for access to information under Part 2 of *The Freedom of Information and Protection of Privacy Act* (FIPPA)

| Department | 2013 | 2014 | 2015 | 2016 | 2017 |
|---|---|---|---|---|---|
| Access and Privacy Office* | | | | 128 | 203 |
| Assessment and Taxation | 9 | 1 | 30 | 4 | 0 |
| Audit | 0 | 1 | 1 | 0 | * |
| Chief Administrative Office | 8 | 11 | 6 | * | * |
| City Clerk's | 15 | 21 | 47 | * | * |
| Community Services | 38 | 40 | 38 | 44 | 35 |
| Corporate Support | 35 | 37 | 32 | 15 | * |
| Fire Paramedic Service | 106 | 167 | 166 | 147 | 121 |
| Fleet Management Agency | 0 | 0 | 1 | 0 | * |
| Golf Services | 0 | 0 | 0 | 0 | * |
| Legal Services | 5 | 2 | 2 | 0 | * |
| Mayor's Office | 14 | 4 | 6 | * | * |
| Parking Authority | 7 | 5 | 9 | 7 | 2 |
| Planning, Property and Development | 43 | 21 | 19 | 51 | 14 |
| Police Service | 524 | 597 | 633 | 548 | 401 |
| Public Works | 56 | 74 | 81 | 64 | 44 |
| Transit | 23 | 21 | 21 | 15 | 18 |
| Water and Waste | 27 | 30 | 33 | 21 | 21 |
| Total Received | 910 | 1037 | 1125 | 1044 | 1102 |
| **Total Processed**** | **867** | **992** | **993** | **855** | **859** |

**Access and Privacy Office coordinates and responds for City Clerk's Department, Mayor's Office, the CAO, Corporate Support Services, Golf Services, Legal Services, Audit, and for multi-department requests.*

*** Processed applications are those completed within the calendar year. Applications that are withdrawn, abandoned, transferred, or carried over to the following year are not considered processed.*

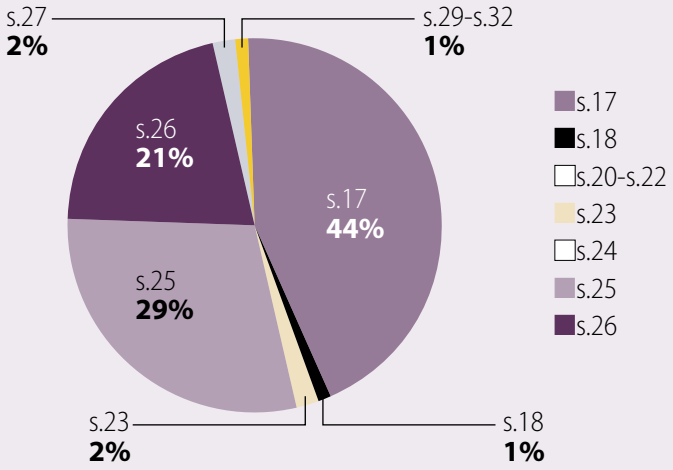
## *APO-Access Decisions, 2013-2017*

| Access Decisions 2013-2017 | 2013 | 2014 | 2015 | 2016 | 2017 |
|---|---|---|---|---|---|
| Access Granted | 85 | 140 | 112 | 125 | 103 |
| Access Granted in Part | 511 | 570 | 623 | 539 | 515 |
| Access Denied | 402 | 134 | 132 | 83 | 76 |
| Records do not exist/could not be located | 52 | 71 | 80 | 93 | 65 |
| Refused to confirm/deny existence | 1 | 1 | 7 | 4 | 4 |
| Incomprehensible, frivolous or vexatious | 16 | 39 | 39 | 11 | 96 |

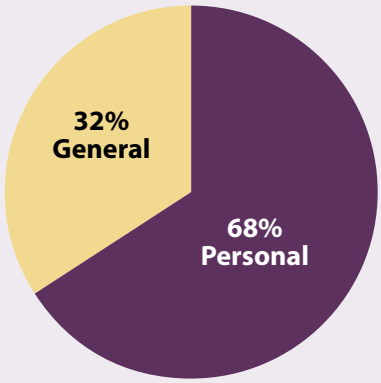
## *APO-Response Times, 2016 and 2017*

| Response Time of Processed Requests | 2015 | 2016 | 2017 |
|---|---|---|---|
| Within 30 days | 924 | 812 | 813 |
| Within 30-60 days | | | |
| Met an extension taken under s.15 | 4 | 20 | 23 |
| Did not meet an extension taken under s.15 | 0 | 1 | 0 |
| Did not take an extension under s.15 | 52 | 17 | 19 |
| More than 60 days | | | |
| Met an extension authorized by the Ombudsman's Office | 0 | 1 | 3 |
| Did not meet an extension authorized by the Ombudsman's Office | 0 | 0 | 0 |
| Did not take an extension authorized by the Ombudsman's Office | 13 | 4 | 1 |
| Number of responses that were "on time" (4.1+4.2.1+4.3.1) | 941 | 833 | 839 |
| **Total** | **993** | **855** | **859** |

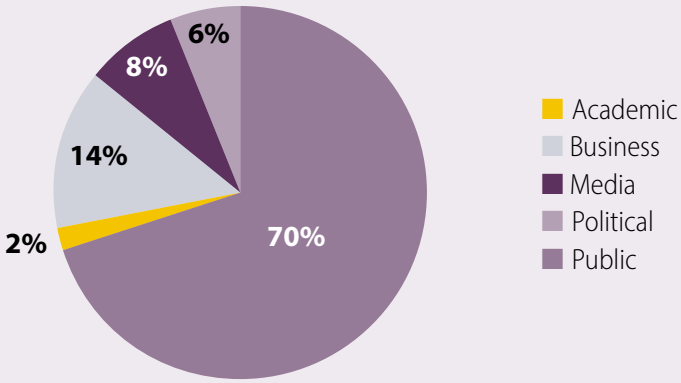
***APO-Use of Exceptions by FIPPA Section, 2017***




***APO-Applications for General vs. Personal Information, 2017***




***APO-Applications by Applicant Category, 2017***



# acknowledgments

The Records Committee wishes to acknowledge the work and commitment of:

## *Archives and Records Control Branch Staff (as at December 31, 2017)*

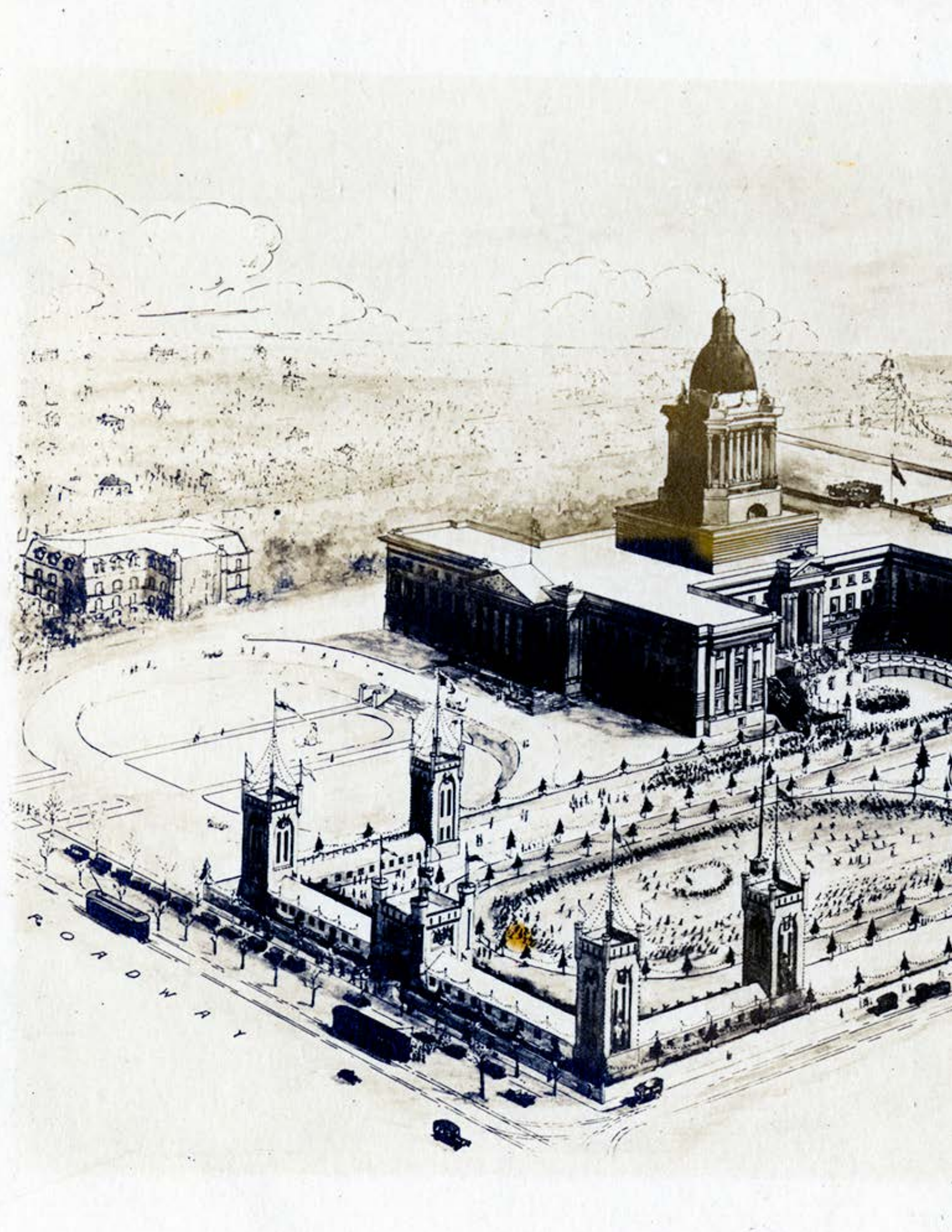
City Records Manager/Archivist ..... Jody Baltessen
Access and Privacy Officer ..... Konrad Krahn
Access and Privacy Coordinator ..... Denise Jones
Senior Records Manager ..... Scott Reid
Records Manager ..... Don Kroeker
Senior Archivist ..... Sarah Ramsden
Archivist ..... Martin Comeau
Clerk ..... Sallie Caufield
Clerk ..... Lynne Foster
Clerk ..... Vacant

## *Departmental Records Coordinators (as at December 31, 2017)*

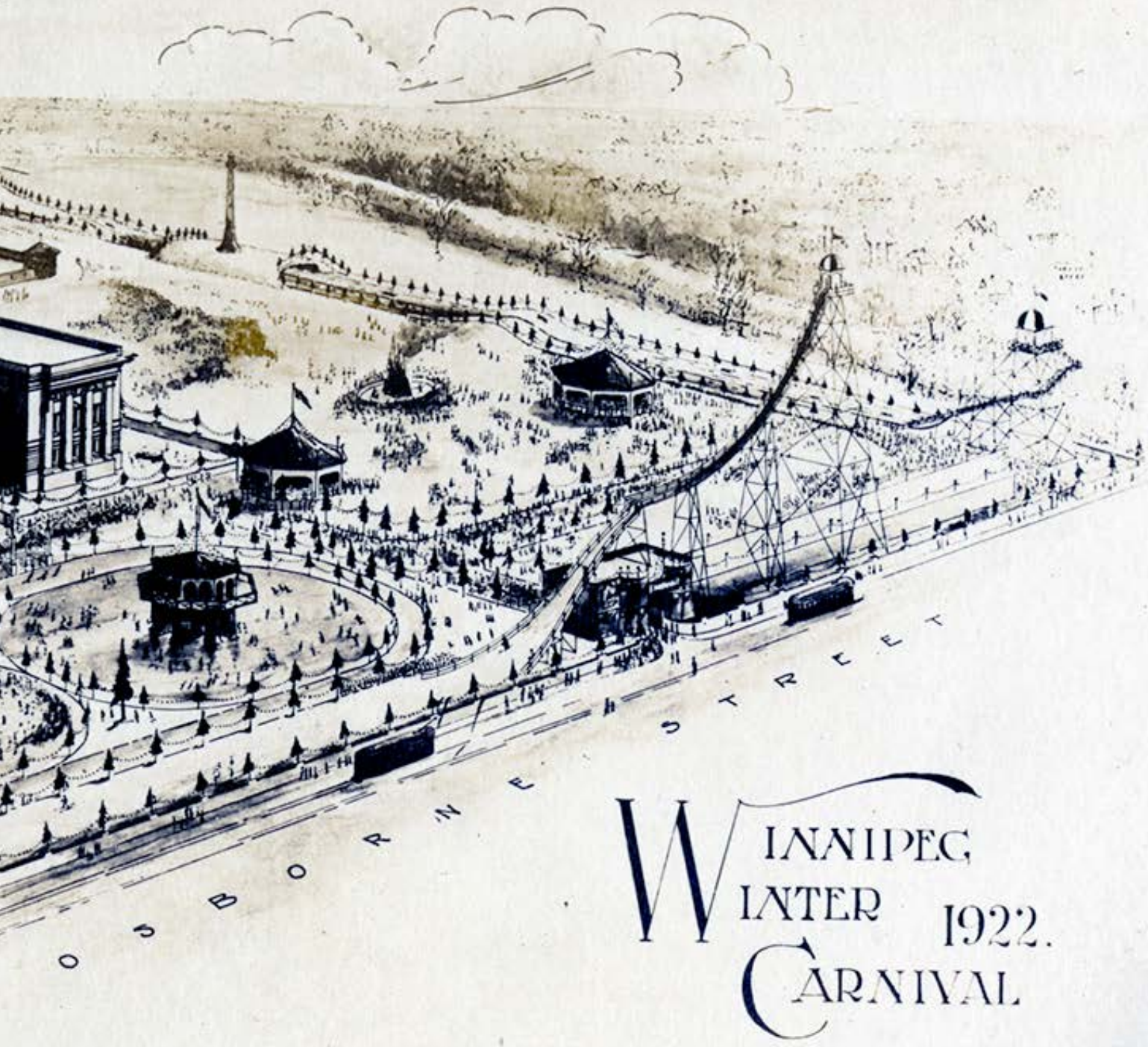
City Clerk's ..... Scott Reid
City Clerk's ..... Don Kroeker
Community Services ..... Lea-Ann Miller
Planning, Property and Development ..... Pam Langstaff
Public Works ..... Shelly Smith
Transit ..... Rose LeBleu
Water and Waste ..... Allan Neyedly
Winnipeg Civic Employees' Benefits Board ..... Trinity Willetts
Winnipeg Police Service ..... Judy Kesterke

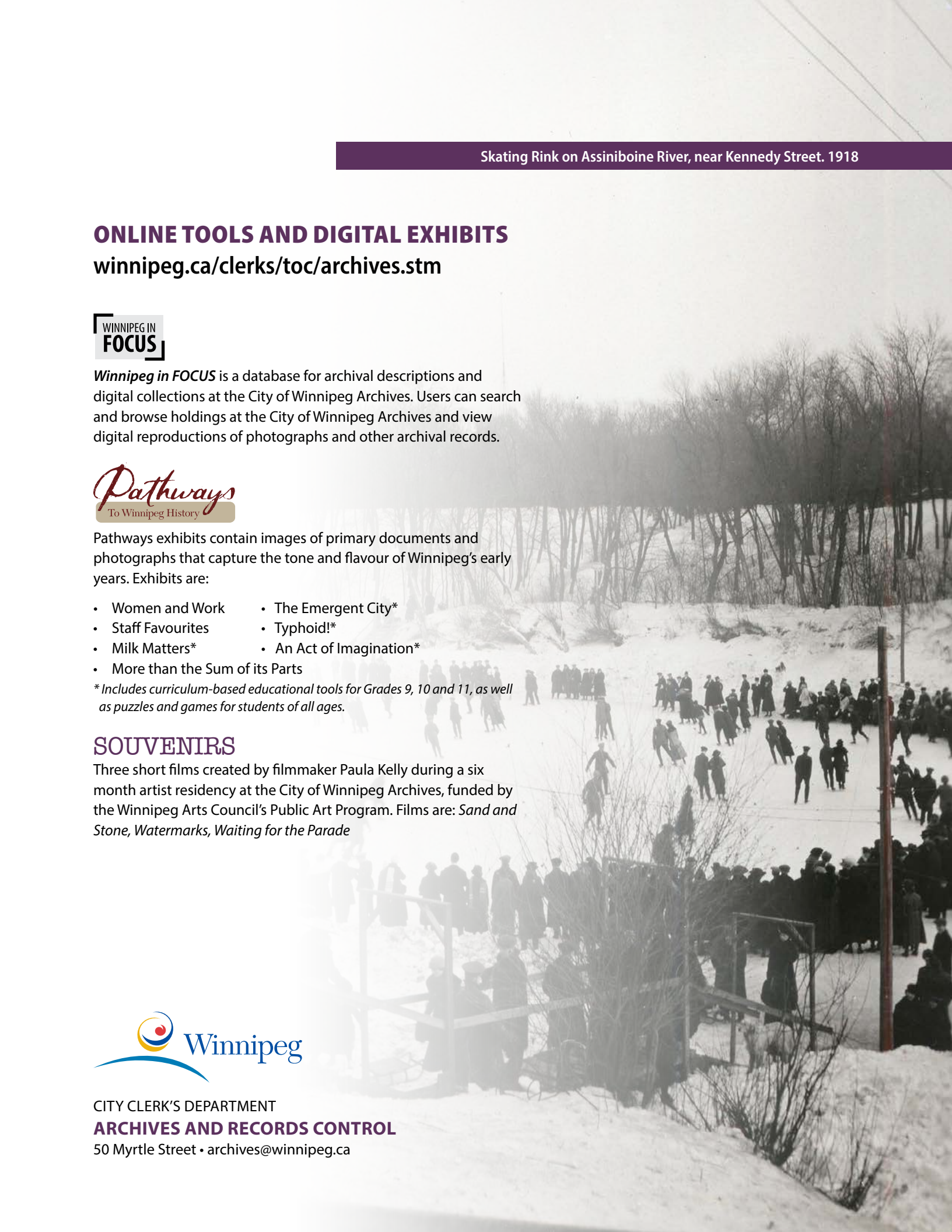
## *FIPPA Coordinators (as at December 31, 2017)*

Assessment and Taxation ..... Chrispin Ntungo
Audit ..... Angel Sobrevilla
CAO ..... Access and Privacy Office
City Clerk's ..... Access and Privacy Office
Community Services ..... Pam Chaves
Corporate Support Services ..... Access and Privacy Office
Fire Paramedic Services ..... André Berard, Michelle Weimer
Legal Services ..... Krista Boryskavich, Harold Dick
Mayor's Office ..... Jeannine Stotski/Access and Privacy Office
Planning, Property and Development ..... Pam Langstaff
Public Works ..... Shelly Smith
Transit ..... Rose LeBleu
Water and Waste ..... Allan Neyedly
Winnipeg Police Service ..... Kim Carswell
Winnipeg Parking Authority ..... Colin Stewart


BROADWAY

Winnipeg Winter Carnival at the corner of Broadway and Osborne. 1922





Skating Rink on Assiniboine River, near Kennedy Street. 1918

## ONLINE TOOLS AND DIGITAL EXHIBITS

**winnipeg.ca/clerks/toc/archives.stm**

WINNIPEG IN FOCUS

***Winnipeg in FOCUS*** is a database for archival descriptions and digital collections at the City of Winnipeg Archives. Users can search and browse holdings at the City of Winnipeg Archives and view digital reproductions of photographs and other archival records.

Pathways To Winnipeg History

Pathways exhibits contain images of primary documents and photographs that capture the tone and flavour of Winnipeg's early years. Exhibits are:

- Women and Work
- Staff Favourites
- Milk Matters*
- More than the Sum of its Parts
- The Emergent City*
- Typhoid!*
- An Act of Imagination*

** Includes curriculum-based educational tools for Grades 9, 10 and 11, as well as puzzles and games for students of all ages.*

## SOUVENIRS

Three short films created by filmmaker Paula Kelly during a six month artist residency at the City of Winnipeg Archives, funded by the Winnipeg Arts Council's Public Art Program. Films are: *Sand and Stone, Watermarks, Waiting for the Parade*

Winnipeg

CITY CLERK'S DEPARTMENT
**ARCHIVES AND RECORDS CONTROL**
50 Myrtle Street • archives@winnipeg.ca