Winnipeg

RECORDS COMMITTEE

ANNUAL REPORT **2018**



Horse-drawn sleigh on Main Street (old post office in background), circa 1903.



Contract 60 - test lagoon number 7, bulldozer, October 1950. (Water and Waste)

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)
  Designate: **Jackie Black**
- City Auditor (or designate)
  Designate: **Larissa Klimchak**
- City Solicitor (or designate)
  Designate: **Harold Dick**
- Director, Chief Innovation Officer (or designate)
  Designate: **Michael Himbeault**

CITIZEN REPRESENTATIVES

- Two Citizen Members appointed by Council
  Heather Bidzinski
  Dean Scaletta



Contract 61 - welding flange, February 20, 1951. (Water and Waste)

message from the chairperson

Archives and Records Control, a Branch of the City Clerk's Department, supports records and information management City-wide, manages access and privacy responsibilities for the City, and operates the City of Winnipeg Archives, the official repository for the archival records of the City.

During 2018, Branch staff were involved in initiatives to enhance compliance with records and information management governance tools and standards. Early in the year, staff participated in development of a new review process to identify and mitigate legal, records management, privacy, procurement, and IT security risks for proposed cloud computing solutions. The process is intended to provide timely and authoritative evaluation of cloud opportunities to ensure compliance with applicable legislation and policies. This new process is supported by an administrative standard, intake procedures, guidance documents, and staff in key disciplines who review submissions and provide direct assistance to City staff working on cloud deployment initiatives.

Through 2018 and into the first quarter of 2019, the Branch prepared for and coordinated the move of the Corporate Records Centre out of 311 Ross into newly outfitted space at 1450 Mountain. As this considerable project comes to a close and new operational routines are established, Branch staff will turn their attention to critical records and information management initiatives. In particular, RIM staff will begin implementation of the City's Enterprise Content Management strategy, APO staff will take over access and privacy training delivered to City staff, and Archives staff will develop a strategy to address the program needs of the City of Winnipeg Archives.

With these future challenges in mind, I am pleased to report on Branch initiatives undertaken in 2018.

Jody Baltessen
City Records Manager/Archivist



Outfall - execution - collapsed sections, November 13, 1950. (Water and Waste)

year in review

Records and Information Management (RIM Program)

Corporate Records Centre (CRC): As noted in the Annual Report for 2017, the Branch is acting on the December 7, 2016 Administrative Report approved by the Executive Policy Committee to move the CRC to more suitable space. During 2017, a site at 1450 Mountain was identified and lease negotiations were concluded in September of 2018. In consultation with Branch staff, Municipal Accommodations managed fit-up of the new site, worked with Branch staff through the Bid Opportunity process (181-2018) for the move of the documentary art collection 311 Ross, and the RFP process (710-2018) for the larger move of shelving and box inventory, elections materials, supplies and equipment. Service disruptions to CRC clients were kept to a minimum during 2018, with ongoing box/file retrievals and the destruction of records that had reached disposition dates specified in the records management bylaw.

Cloud Review Process: During 2018, RIM staff worked with key governance disciplines – legal, privacy, procurement, and IT security – to develop a review process to evaluate cloud computing opportunities proposed for use by the City. The process is intended to provide timely and authoritative evaluation of cloud computing opportunities to ensure compliance with applicable legislation and policies.

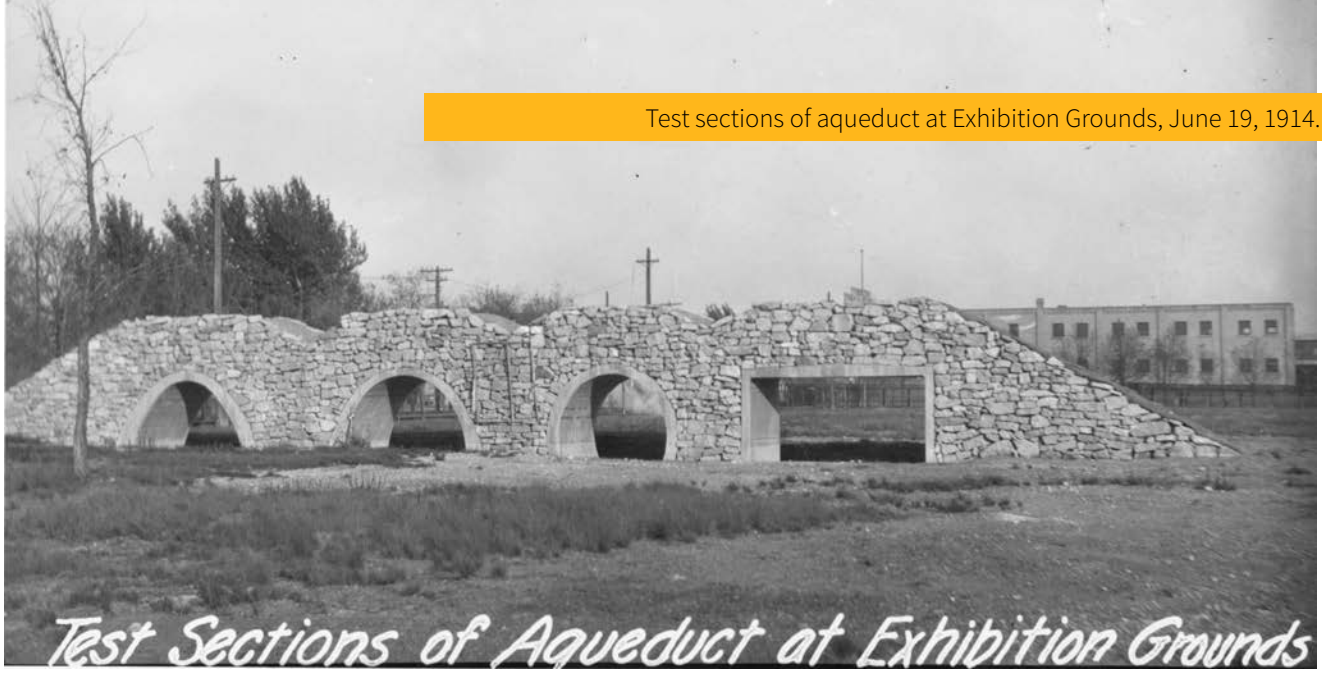
RIM Training/Education/Consultation, 2018: RIM staff continue to develop and deliver records management training to departmental colleagues through Employee Development, provide advice on records and information management issues through direct consultation, assist departments with by-law implementation and undertake consultation for revisions to the by-law to reflect structural and functional changes within the City as they relate to the keeping of records.

February
Records Management for Leaders
9 participants

April
Developing/Managing Filing Systems
16 participants

March
Basic Records Management
10 participants

November
Basic Records Management
13 participants



Test sections of aqueduct at Exhibition Grounds, June 19, 1914.

City of Winnipeg Archives (Archives Program)

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. The City's archival collection remains – for the most part – at 50 Myrtle, and public research services continue to be delivered out of this location.

Records held by the Archives 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.

Despite facility issues that challenge the Archives' ability to present itself as a secure repository for the City's archival records, Archives staff strive to fulfill the core archival functions of acquisition, appraisal, arrangement and description, promotion, and reference. In 2018, work addressing facility issues and moving parts of the collection was balanced with exhibit planning, research projects, management of the website Winnipeg in Focus, and commitments to assist with the City's Journey of Reconciliation. Staff are encouraged by sustained interest in the archival collection as well as the frequent use of records and services that provide context on matters ranging from the history of traffic lights to naming practices within the City.

In addition to traditional records, the Archives is developing processes to manage, preserve, and ensure access to born-digital records with archival value.

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 Archives contributes content to Corporate Communications for use on its social media platforms (*Twitter, Throwback Thursday*).

Physical exhibits are prepared periodically with partners such as the Winnipeg Public Library. In 2018, the Archives developed three new exhibits to mark a series of special events.

- *Olympic Dreams and Athletic Excellence* (the Winter Olympics – January/February 2018)
- *Dancing with Alice: Selections from the Alice Weir Collection* (Women's History Month – October 2018)
- *To Honour and Remember* (the 100th anniversary of the end of the First World War – November 2018)



Three sections of arch as viewed from invert, August 31, 1915. (Aqueduct)

Access and Privacy Office (APO)

The Branch includes the APO, 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.

Access Services: The total volume of requests for access to information received by the City grew by 9% in 2018 (from 1102 to 1200), and the APO coordinated 39% more corporate and multi-departmental requests than the previous year (from 203 to 282). In addition, the APO provided direct assistance to City departments challenged to respond to requests within legislated timeframes and ad hoc advisory services to all city departments and agencies.

Privacy: In 2018, the APO worked with key governance disciplines – legal, records management, procurement, and IT security – to develop a review process to evaluate cloud computing opportunities proposed for use by the City. The process is intended to provide timely and authoritative evaluation of cloud computing opportunities to ensure compliance with applicable legislation and policies.

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

As part of the City Clerk's Department, the Branch was involved in the delivery of the 2018 civic election. This significant public service initiative is managed through key portfolios – three of which were directly managed by Branch staff (Supplies, Mobile Voting and Training).



Concrete aqueduct with packed backfill in place ready for machine placed back fill, November 7, 1916.

challenges ahead

Records and Information Management (RIM Program)

Corporate Records Centre (CRC): The CRC provides departments with cost-effective records storage, retrieval and disposition services. Even though this service is available, a considerable volume of records remain with departments. Once the move of the CRC is complete, the Branch will have additional space to offer departments that have semi-active or inactive physical records to transfer to less costly offsite storage.

Cloud Review Process: In association with key governance disciplines – legal, privacy, procurement, and IT security – RIM staff will be reviewing proposed cloud solutions to ensure that record keeping requirements are considered for business opportunities with potential for deployment to cloud computing services.

Enterprise Content Management (ECM): In 2015-2016, the City hired a consultant to examine records and information management practices City-wide, with a view to adopting technologies to improve the management and sharing of corporate information. One of the key recommendations in the study was the need to increase the number of records managers employed by the City and to provide strong central leadership for RIM. In light of this recommendation, funding for a senior records manager was approved in conjunction with funding for implementation of ECM. This position will be responsible for developing, reviewing and deploying policies, procedures and guidelines within the City to effectively manage all corporate records, and will be engaged in implementation of the ECM strategy.

Records Management By-Law 86/2010: Branch staff will be refining schedules in Records Management By-Law 86/2010 in conjunction with ECM implementation. Formal drafting of a new by-law is expected to begin in 2020.



Pouring piers, 1918. (Aqueduct)

Departmental Partnerships, Water and Waste

Access to clean, safe water was a serious issue in Winnipeg until completion of the Greater Winnipeg Aqueduct in 1919, which uses Shoal Lake as its water source.

Beginning in 1913, City officials and Greater Winnipeg Water District (GWWD) employees created records to document the construction process.

While the aqueduct enabled the City to prosper, its construction obstructed movement and development opportunities for Shoal Lake 40 First Nation.

The aqueduct first delivered water to Winnipeg in 1919. In anticipation of the 100th anniversary of this significant engineering work, Water and Waste worked with the Archives to identify and transfer GWWD records to the Archives where they were appraised and prepared for research use.

Now available at the Archives, these records serve to increase awareness of the long history of Indigenous peoples in Winnipeg and Manitoba and support the reconciliation process.

City of Winnipeg Archives (Archival Program)

Outreach: As in past years, Archives staff are working ahead to prepare archival materials that will enhance our understanding of civic events and anniversaries marked by the City. Upcoming in 2019: Winnipeg General Strike (May 15 – June 26, 1919); completion of the Aqueduct that supplies water to the City of Winnipeg (constructed between 1913 and 1919).

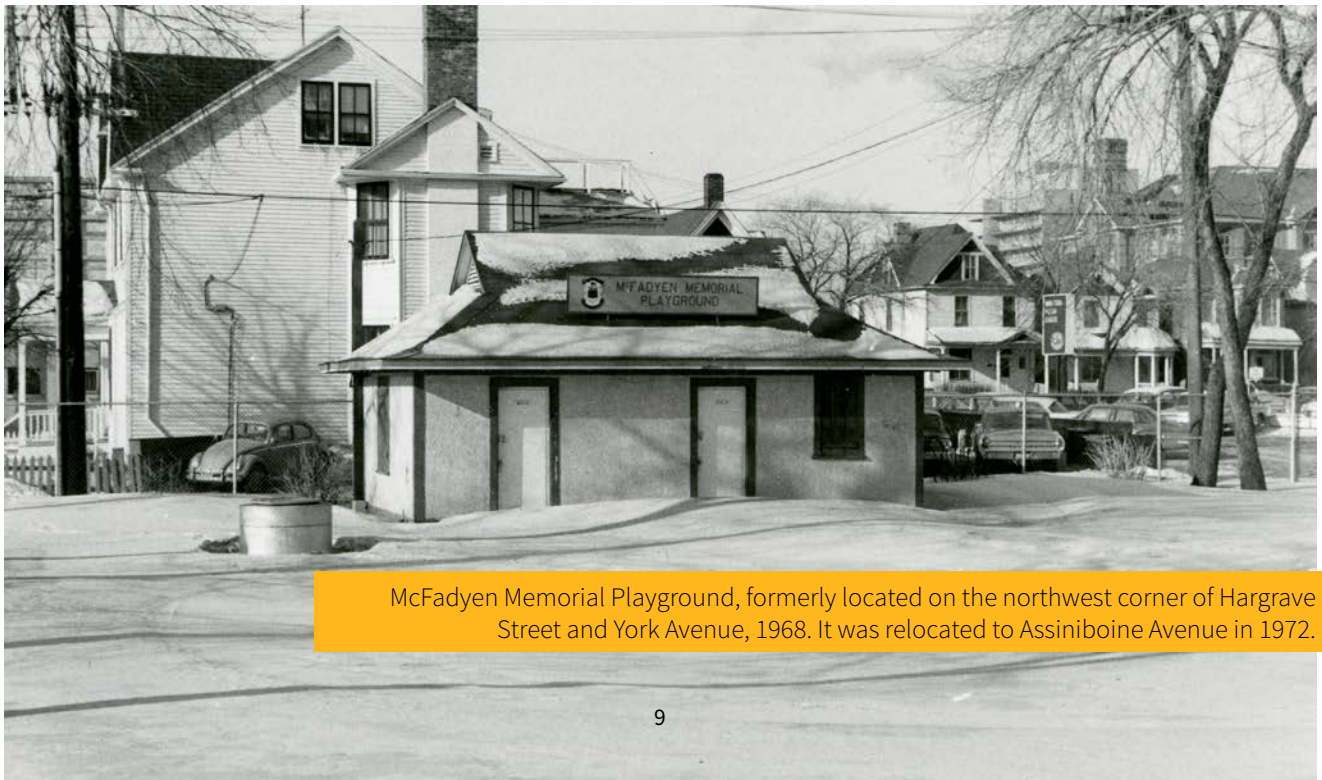
Needs Assessment: During 2019, Archives staff will develop a strategy to address the program needs of the City of Winnipeg Archives.

In conjunction with this work, Archives staff will work with RIM colleagues to identify departmental records with significant historical value, in order to establish capacity requirements for storage of the City's archival records.

Archival Disposition: All City employees create records as they deliver programs and services to citizens. Once records have fulfilled their original purpose, they are retained according to Council-approved dispositions in the records management by-law. While it is not necessary to keep all records, records that reveal significant points of intersection between citizens, their elected representatives and City personnel are critical to the fiscal, legal and intellectual viability of the City. These records, which are designated as archival, document the City's growth and change, define its corporate structure, illustrate accomplishments, and make transparent government and social justice possible.

Archives staff work in partnership with records managers and use the records management by-law to anticipate record transfers with archival value. Consistent, planned transfers of records with archival value at disposition enables Archives staff to document preservation concerns and schedule appraisal to identify access issues and prepare key records for research use. This is especially critical work as the Archives begins to plan for the City's 150th anniversary year – 2024.

Innovation Fund Project: Records of the Board of Commissioners (BC), 1972-1999 will be digitized using an Innovation Fund grant approved in 2018. The BC was created in 1972 to provide leadership to civic departments and advice to Council. Abolished in 1997, BC records have been inaccessible to date as they were destroyed following microfilming using a proprietary system that is no longer supported. Digitized BC records will be managed in the Archives' Digital Repository. Following archival appraisal to identify access issues, open BC records will be accessible via Winnipeg in Focus.



McFadyen Memorial Playground, formerly located on the northwest corner of Hargrave Street and York Avenue, 1968. It was relocated to Assiniboine Avenue in 1972.

Access and Privacy Office (APO)

Access Services

Under FIPPA, the City as a whole constitutes a single public body. As such, the volume of requests taken in and administered by the APO is substantially higher than that of any other public body in the province (1102 requests received in 2017 compared to the next highest volume of requests received, Manitoba Health, also a single public body, at 266 requests processed in 2017). In addition to centrally routing all requests received by the City, responding to complaint investigations by the Manitoba Ombudsman, and coordinating requests involving multiple departments, the APO acts as the FIPPA coordinator for requests received by 8 of 17 City departments, agencies, and administrative units. To efficiently manage this volume of work and move from a reactive to proactive access culture, the APO will continue to enhance tools and guidance that promote consistency and best practice City-wide (e.g. Fee Estimate guidance, response templates, and filing conventions for response documentation – required in the event of a complaint or investigation).

Privacy

With privacy becoming an ever more sensitive matter, the APO will continue to develop and make available to departments a comprehensive suite of guidance materials covering the collection, use, disclosure, storage, and security of personal information. These resources will be further refined in the coming year, in particular by consolidating department-specific policies into consistent corporate policies that address current gaps in coverage.

Cloud Review Process

In association with key governance disciplines – legal, records management, procurement, and IT security – the APO will be reviewing proposed cloud solutions to ensure that privacy requirements are considered for business opportunities with potential for deployment to cloud computing services.

Access and Privacy Training/Education

In the coming year, the APO will design and deliver corporate access to information and protection of privacy training through Employee Development. This training will include City-specific material to ensure that City employees become familiar with their responsibilities under legislation and City policies.

Departmental Initiatives (City Clerk's), Civic Elections

Once the move to the new CRC is complete, RIM staff will work with Clerk's colleagues to undertake mandated destruction of election records generated during the 2018 Civic Election, as well as begin planning for anticipated by-elections in 2019/2020.

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.

Records and Information Management (RIM Program)

Corporate Records Centre Program, 2014-2018*

Year	Transfers	Box Retrievals	File Retrievals	Rush Box Retrievals	Rush File Retrievals	Boxes Reshelved	Files Refiled	Destruction	Withdrawals
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
2018**	155	518	227	84	74	594	211	405	0

**In cubic feet.*

***Departmental transfers to the CRC were suspended in 2018 to allow staff to prepare for the move.*

City of Winnipeg Archives (Archival Program)

Archives Program, Researcher Services, 2014-2018***

Year	In Person Research Visits	Requests for Information/Research *(Mail, E-Mail, 311, Phone, Walk-Ins)*	Record Retrievals	Copies Prepared*	Acquisitions**
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 and 3.3455GB
2018	353	908	1061	506	9.6

**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 (6 donations).*

****The Archives was forced to close in June of 2013 and remained closed until June 10, 2014. Researcher Services were severely curtailed as a result*

Archives Program, Outreach Services, 2014-2018

Year	Publications	Exhibits Web and Physical	Lectures/Speaking Engagements	Archives Tours
2014	4	6	2	n/a
2015	2	3	1	2
2016	3	4	3	5
2017	4	5	2	3
2018	3	4	2	1

Archives Program, Control of Holdings (Archival Processing), 2018

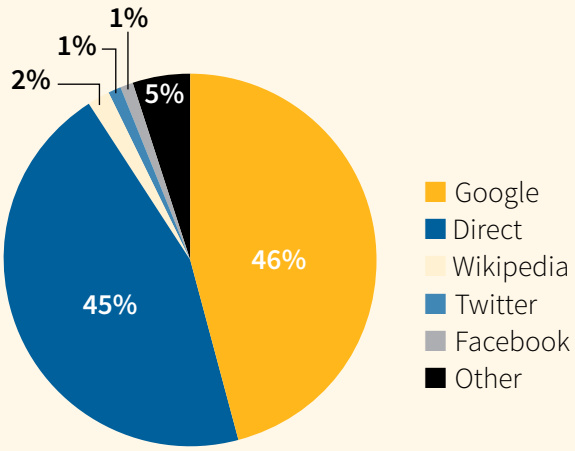
Title	Extent	
	Meters	Volumes/Items
Fort Garry Historical Society	0.875	
Martin Berman Collection		5400 postcards
City Clerk's Library Collection	1	
Photograph Collection		36
Digital Objects uploaded to Winnipeg in Focus		632
Total	1.875	6068
Humidification/Flattening: Program on hold pending identification of suitable space.		

Web Analytics for Winnipeg in Focus, 2018*

Users/Month	Sessions/Month	Pageviews/Month
335	431	3318
**Data collected between August 23, 2018 and December 31, 2018.*		

For the period January 1, 2018 – December 31, 2018, pageviews for the City of Winnipeg Archives web pages was 65,659. Included in this count are pageviews for digital exhibits, curriculum materials, and program and collection information.

User Sources
Winnipeg in Focus



Departmental comparison of processed FIPPA Applications, 2014-2018

In 2018, the City processed 917 requests for access to information under Part 2 of *The Freedom of Information and Protection of Privacy Act* (FIPPA)

Department	**2014**	**2015**	**2016**	**2017**	**2018**
Access and Privacy Office*			128	203	252
Assessment and Taxation	1	30	4	0	2
Audit	1	1	0	0	0
Chief Administrative Office	11	6	*	*	*
City Clerk's	21	47	*	*	*
Community Services	40	38	44	35	46
Corporate Support	37	32	15	*	*
Fire Paramedic Service	167	166	147	121	135
Fleet Management Agency	0	1	0	*	*
Golf Services	0	0	0	*	*
Legal Services	2	2	0	*	*
Mayor's Office	4	6	*	*	*
Parking Authority	5	9	7	2	3
Planning, Property and Development	21	19	51	14	34
Police Service	597	633	548	401	604
Public Works	74	81	64	44	50
Transit	21	21	15	18	52
Water and Waste	30	33	21	21	22
Total Received	1037	1125	1044	1102	1200
Total Processed**	**992**	**993**	**855**	**859**	**917**

**APO responds for all * departments and coordinates 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.*

Access Decisions, 2013-2018

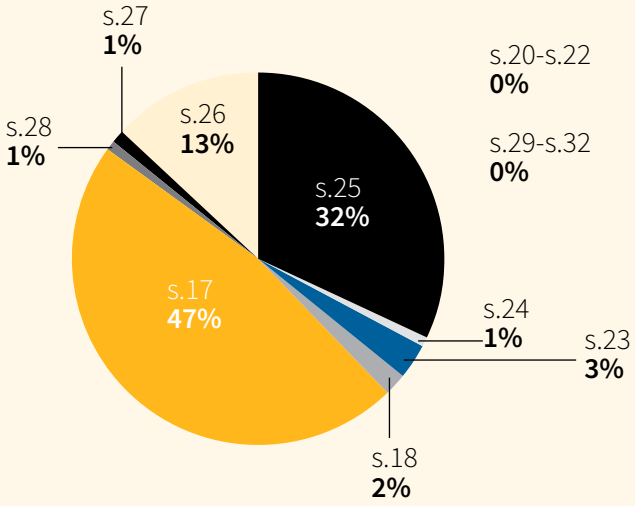
Access Decisions 2013-2017	2013	2014	2015	2016	2017	2018
Access Granted	85	140	112	125	103	104
Access Granted in Part	511	570	623	539	515	486
Access Denied	402	134	132	83	76	90
Records do not exist/could not be located	52	71	80	93	65	103
Refused to confirm/deny existence	1	1	7	4	4	8
Incomprehensible, frivolous or vexatious	16	39	39	11	96	126

Response Times, 2015-2018

Response Time of Processed Requests	2015	2016	2017	2018
Within 30 days	924	812	813	586
Within 30-60 days				
Met an extension taken under s.15	4	20	23	23
Did not meet an extension taken under s.15	0	1		4
Did not take an extension under s.15	52	17	19	152
More than 60 days				
Met an extension authorized by the Ombudsman's Office	0	1	3	4
Did not meet an extension authorized by the Ombudsman's Office	0	0	0	1
Did not take an extension authorized by the Ombudsman's Office	13	4	1	147
Number of responses that were "on time" (4.1+4.2.1+4.3.1)	941	833	839	613
Total	**993**	**855**	**859**	**917**

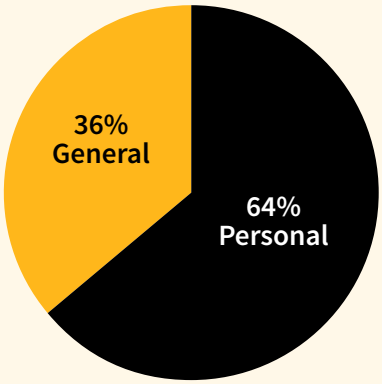
2018 City Exceptions

Use of Exceptions by FIPPA Section, 2018



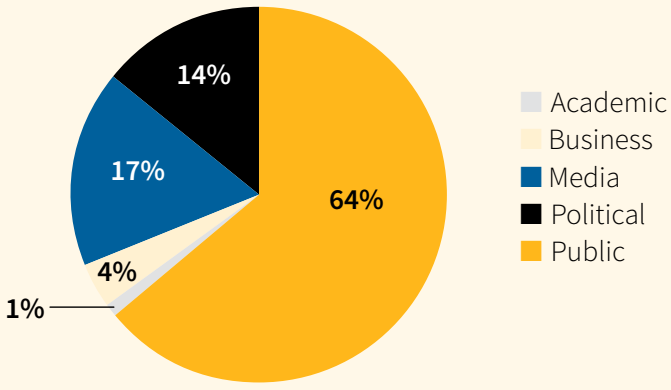
2018 Request Types

Applications for General vs. Personal Information, 2018



2018 Requests by Applicant Category

Applications by Applicant Category, 2018



acknowledgments

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

- Archives and Records Control staff for their ongoing efforts and achievements in 2018.
- Employee Development for administrative support and resources for all training initiatives.
- City of Winnipeg Departmental Records Officers and Freedom of Information and Protection of Privacy Act Coordinators for their participation in records management and access to information and protection of privacy services.

Archives and Records Control Branch Staff
(as at December 31, 2018)

City Records Manager/Archivist.....Jody Baltessen
Access and Privacy Officer .....Konrad Krahn
Access and Privacy Coordinator.....Denise Jones
Senior Records Manager.....Allan Neyedly (April 2019)
Records Manager.....Scott Reid
Records Manager.....Don Kroeker
Senior Archivist .....Sarah Ramsden
Archivist.....Martin Comeau
Digital Archivist .....Jarad Buckwold
Clerk.....Sallie Caufield
Clerk.....Lynne Foster

Departmental Records Coordinators
(as at December 31, 2018)

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, 2018)

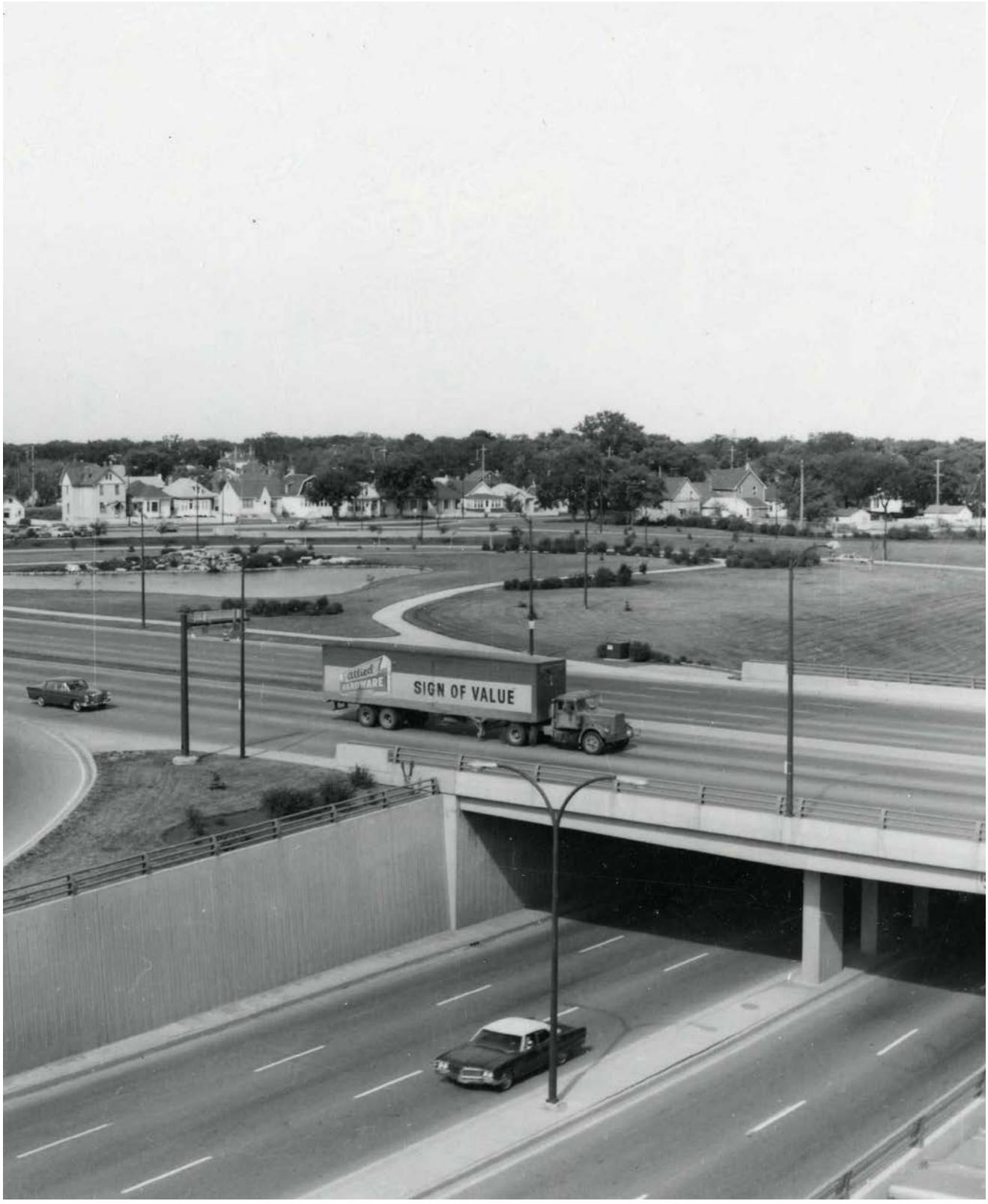
Assessment and Taxation	Chrispin Ntungo
Audit	Angel Sobrevilla
CAO	Access and Privacy Office
City Clerk's	Access and Privacy Office
Community Services	Pam Chaves
Corporate Support Services	Access and Privacy Office
Fire Paramedic Services	André Berard, Michelle Weimer
Legal Services	Krista Boryskavich, Harold Dick
Mayor's Office	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, Shannon Hanlin, Colleen Chabot, Michele Trudel, Milan Patel, Monica De Castro
Winnipeg Parking Authority	Access and Privacy Office

The Winnipeg Cenotaph was built to honour those who gave their lives in the First World War. It was unveiled on November 11, 1928.

An example of a “port-a-park” used to create more greenspace downtown in the seventies, August 16, 1972.



Part of the St. James Bridge and Overpass, 1967.



Dancer's image captured by Gauvin, Gentzel & Company, circa 1925.



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 Greffier

Archives and Records Control | 50 Myrtle St., Winnipeg MB | R3E 2R2