


Winnipeg

# RECORDS COMMITTEE
## ANNUAL REPORT **2021**



Kildonan Park Golf Course in 1921, its first year of operation.

# ABOUT THE RECORDS COMMITTEE

The Records Committee was established by amendment to *The City of Winnipeg Act* in 1995. The role and mandate of the Records Committee is now specified in Section 110(2) of *The City of Winnipeg Charter Act*, and Records Management By-law 123/2020. The primary role of the Records Committee is:

- 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 the following members:

- **Konrad Krahn**, City Records Manager/Archivist, Chairperson
- **Marc Lemoine**, City Clerk
- **Dennis Rogers**, Representative designated by the Chief Administrative Officer
- **Jackie Black**, Representative designated by the Chief Financial Officer
- **Larissa Klimchak**, Representative designated by the City Auditor
- **Tyler Gooch**, Director of Innovation and Technology Services
- **Doug Brown**, City Solicitor
- **Jenara Desmedt**, Citizen Member appointed by Council
- **Dean Scaletta**, Citizen Member appointed by Council

Cover photo: Canada Bread delivery wagons at Main Street and Selkirk Avenue, circa 1915.

# MESSAGE FROM THE CHAIRPERSON

ON BEHALF OF THE RECORDS COMMITTEE, I am pleased to report on the status of the City's Archives, Records Management, and Access and Privacy programs for 2021.

The Records Committee met 3 times in 2021. Its meetings focused primarily on the work of the Archives and Records Control Branch in developing the City's recordkeeping system, on the establishment of the Information Governance Committee to develop a strategic framework for managing the information assets of the City, and on the processes for approving records retention schedules following changes to Records Management Bylaw 123/2020.

The Archives and Records Control 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.

Major issues for the year included:

1. Pandemic Response
2. City of Winnipeg Archives Facility Renewal Strategy
3. Establishing the Information Governance Committee
4. Increasing Privacy Profile of the Access and Privacy Office

The research room at the Archives continued to experience periodic closures to the public throughout the year in response to pandemic-related public health orders. Despite impacts to the research room, services were maintained through increasing focus on digital content, providing in-person research by appointment, and enhancing remote reference services.

The Archives continued its focus on outreach activities, adding digital records and other content to the Archives' websites *Winnipeg in Focus* and *Pathways to Winnipeg History*, and by regular contributions to the *Our City, Our Stories* website and the City's social media accounts. The Archives also developed physical exhibits related to the formation of Unicity and celebrating 100 years of women on Council.

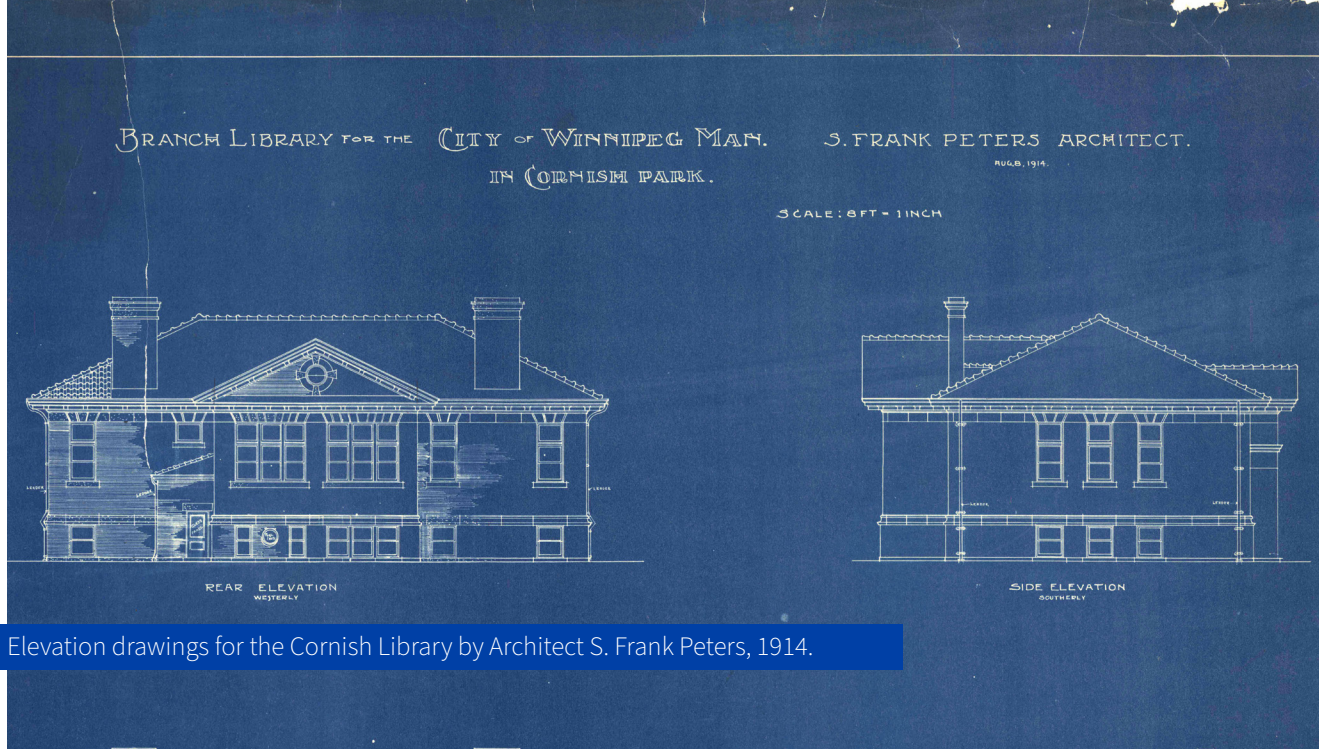
Branch staff continued to work closely with the Assets and Project Management Department to address the long-term facility needs of the City Archives. External consultants were engaged to prepare spatial/functional requirements for the Archives program, as well as to generate options for relocating operations. The consultant's report became the subject of a public engagement campaign, which included an online survey, public workshops, and stakeholder/rights holder discussions. Staff would like to extend our sincere thanks and appreciation for everyone who participated in the Archives Strategy public engagement process as well as our colleagues at the City's Office of Public Engagement, Indigenous Relations Division, and Municipal Accommodations.

The Access and Privacy Office experienced an increase in privacy consultations as a result of the City's pandemic responses. Various City policies and programs, including COVID-19 testing, vaccine mandates, leave programs, and workforce technology opportunities required the expertise of the Access and Privacy Office to ensure compliance with applicable legislation. The office also expanded its reach through the development of training sessions to meet the City's obligations under *The Personal Health Information Act* (PHIA). These opportunities increased the profile of the APO across the organization, strengthened its training materials, and increased exposure to PHIA.

Throughout the year, records management staff continued to develop standards, training, and guidance to support corporate recordkeeping practices across the organization. Staff also provided consultation services to departments to assist in meeting legislated requirements and implementing best practices, and provided records storage services via the Corporate Records Centre

The following report details initiatives and activities in 2021 in each of the Branch's three program areas.

Konrad Krahn
City Records Manager and Archivist




Elevation drawings for the Cornish Library by Architect S. Frank Peters, 1914.

# YEAR IN REVIEW

## Records and Information Management (RIM Program)

### RIM Program

RIM staff are responsible for developing, reviewing and deploying policies, procedures, and guidelines within the City to effectively manage all corporate records, and for the long-term storage and maintenance of records required for operational, legal, and regulatory purposes. The foundations of the RIM program are based on the principles that enable sound records management at the City: strong governance, cross and intradepartmental communication, and departmental compliance with records management requirements and standards.

In 2021, RIM staff provided departments with records management support via specialized advice, procedures, and guidance. Staff also worked with departmental stakeholders to integrate RIM into new and existing workflows and provide support for the design and implementation of Enterprise Content Management (ECM) systems and to improve organizational readiness for managing digital records.

### Enterprise Content Management (ECM)

The City's ECM project underwent substantial changes, as budget was not secured to sustain and expand the project beyond 2021. The City learned many valuable lessons from the project, however, and departments were able to access remaining Capital funding through applications for ECM related projects with an aim to help departments improve their records management compliance, increase efficiency through workflow automation, and improve content search.

### Information Governance Committee

In 2021, the Information Governance Committee was formally established by the Records Committee to develop and coordinate corporate direction and strategy related to Information Governance. RIM staff continue to be key participants in this interdepartmental, cross-disciplinary initiative to develop a City-wide data and information governance framework.



The Cave Orchestra with singer Maxine Ware in 1944,
part of a promotional autograph card for the Cave Supper Club.

The goals of the committee are to develop and coordinate corporate direction and strategy for all cross-departmental initiatives and processes related to Information Governance; coordinate the development and alignment of information standards, policies, and procedures across departments and/or projects in line with regulatory requirements and best practices; develop, interpret, and apply exceptions to accepted City of Winnipeg information standards; provide guidance and direction to departmental representatives and to information owners and stewards in accordance with Information Governance priorities, requirements, and best practices, as approved by the Records Committee; and establish and dissolve, recommend representatives for, provide guidance and direction to, and set priorities for Information Governance Working Groups.

## The Corporate Records Centre

The Corporate Records Centre in the Inkster Industrial Complex provides cost--effective long term records storage and retrieval services to City departments. While transfers from departments to the CRC decreased in 2021, due to the pandemic, records retrievals and destruction activities remained consistent.

| Year | Transfers | Box Retrievals | File Retrievals | Rush Retrievals | Boxes Reshelved | Files Refiled | Destruction | Withdrawals |
|---|---|---|---|---|---|---|---|---|
| 2017 | 961 | 892 | 311 | 98 | 861 | 346 | 49 | 0 |
| 2018 | 155 | 518 | 227 | 82 | 594 | 211 | 405 | 0 |
| 2019 | 1432 | 492 | 201 | 111 | 562 | 195 | 254 | 32 |
| 2020 | 692 | 652 | 180 | 104 | 611 | 161 | 81 | 2 |
| 2021 | 240 | 627 | 140 | 185 | 619 | 197 | 80 | 165 |

## Strategic Goals for 2022

- Update departmental records inventories.
- Update Records Retention Schedules to better identify and reflect recordkeeping requirements.
- Publish and disseminate RIM guidelines, strategies, and procedures for employees.



Aerial view of Norwood, St. Vital, and Riverview during the 1950 flood. Photo by Harold K. White Studio.

## City of Winnipeg Archives (Archives Program)

The City of Winnipeg Archives 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 St., and public research services are delivered out of this location.

### Facility update

Following a consultant's report and public engagement, the public service identified the most advantageous option for Archives as the renovation and reoccupation of 380 William Ave. On November 10, the Standing Policy Committee on Property and Development, Heritage, and Downtown Development approved the recommendation to refer the renovation project to the 2023 budget process. The current estimated capital cost for this renovation is $12.69 million. The Executive Policy Committee further instructed the public service to report back on the steps that are being taken to ensure the City of Winnipeg Archives is fulfilling its obligations to truth and reconciliation.

### Public engagement project

Held between May and July in 2021, public engagement activities included a project website, survey, workshop events and meetings, and written submissions. Feedback was used to ensure the priorities of the public were captured and understood by the Public Service prior to making recommendations for addressing the facility and program recommendations for the Archives. Both the Program Facility Requirements as defined in the report by the Cornerstone Planning Group and feedback from the Archives Strategy public engagement process will direct plans for the archives going forward. We look forward to continuing conversations with stakeholders and rightsholders as plans for the archives develop.

### Reference Services

Throughout the pandemic, archival reference services have continued with modifications, including expanded remote reference services and improved access to the archival collection via the website *Winnipeg in Focus*. In addition to digitizing more records and making them available online, staff identified and added key inventories to the website, enabling researchers to search and explore material like City Council Minutes indexes and lists of letters received by City Council (1874-1971).

Archival inquiries received increased by 16% in 2021, the highest it has been in the last four years. Staff also made 25% more retrievals when compared to last year, and the number of copies made on behalf of researchers nearly doubled – a testament of our commitment to continuing and adapting reference services in these changing times.

## Winnipeg in Focus

Notable additions to Winnipeg in Focus included digital copies and transcriptions of the first City Council Minute Book (1874-1875). The project, which was the culmination of work that started at the beginning of the pandemic, was featured on the *Our City, Our Stories* website in coordination with the anniversary of the first Council Meeting on January 19 and profiled in the *Winnipeg Free Press*. We are grateful to the Board of Revision staff for their painstaking efforts in transcribing the material. Based on the success of this project in improving access to records of Council decisions, both the digitization and transcription of early Council Minutes has continued. In 2021, staff also applied for and received a grant to fund the conservation of the first Minute Book, which is in extremely fragile condition. The conservation work is scheduled to occur in 2022.

Web analytics showed significant increases in users and sessions on Winnipeg in Focus, although pageviews were slightly down this year. This indicates while more users are on the website, they are generally spending less time there, which is a continuation of the trend from previous years that suggests increased traffic from social media posts.

## Acquisitions

Staff also worked to strengthen the acquisitions program with several initiatives this past year, such as adding information for donors to the Archives website and Intranet pages as well as updates to internal procedures. Of central concern to this work was creating an awareness among records creators about the fragility of born-digital records and the Branch's role in digital preservation.

## Outreach

Outreach activities consisted of working with Corporate Communications to produce regular posts for social media platforms and the *Our City, Our Stories* website as well as a new exhibit at City Clerk's on the significance of amalgamation and the historic election of the first Unicity government fifty years ago. For *Our City, Our Stories*, staff contributed to featured pieces on the first City Council Minute Book, a century of women on Winnipeg City Council, the history of emergency preparedness, the Kildonan Park Golf Course, and World Digital Preservation Day.

## Journey of Reconciliation

Among the various projects in 2021 that used records from the City's archival collection were several related to Indigenous histories and present-day efforts to seek truth, justice, and cultural reclamation for Indigenous Peoples. These projects included the webpage and exhibit *Rooster Town History: Acknowledgment & Commemoration* by the City of Winnipeg in consultation with Rooster Town families and descendants, the book *Did You See Us? Reunion, Remembrance, and Reclamation at an Urban Indian Residential School* by Survivors of the Assiniboia Indian Residential School, the Urban Shaman exhibition *Midewigwas: Transmediating* by Angelina McLeod, and the City's Welcoming Winnipeg Initiative. In partnership with the City's Indigenous Relations Division, staff also began work on updates to the City of Winnipeg history webpages. We look forward to continuing the work to identify and connect Indigenous people and communities with records of interest, to improve access and description of records, and to build meaningful relationships.

## Conservation

Despite the internal program to conserve fragile paper records through humidification, flattening, and cleaning being on hold since moving out of 380 William, 2021 saw some progress in this area. Staff worked with conservator Jane Dalley to treat a series of historical photographs that are part of the City's art collection, but had been severely damaged. As well, staff completed a 3-session training course on Collections Care and Preventative Conservation organized by the Association for Manitoba Archives and led by Jane Dalley.

## Archives Program, Researcher Services, 2017-2021

| Year | In Person Research Visits | Requests for Information/Research *(Mail, E-Mail, 311, Phone, Walk-Ins)* | Record Retrievals | Copies Prepared* | Acquisitions** |
|---|---|---|---|---|---|
| 2017 | 347 | 1021 | 1473 | 346 | 130.23 and 3.3455GB |
| 2018 | 353 | 908 | 1061 | 506 | 9.6 |
| 2019 | 304 | 919 | 1187 | 468 | 500 |
| 2020 | 167*** | 841 | 845 | 383 | 1.5 and 1.28TB |
| 2021 | 187**** | 976 | 1057 | 742 | 23 and 15.2GB |

**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).*
****Closed March 18. Re-opened June 22. Closed November 12.*
*****Closed to in-person visits January 1 to August 14.*

## Archives Program, Outreach Services, 2017-2021

| Year | Publications | Exhibits Web and Physical | Lectures/Speaking Engagements | Archives Tours* |
|---|---|---|---|---|
| 2017 | 4 | 5 | 2 | 3 |
| 2018 | 3 | 4 | 2 | 1 |
| 2019 | 3 | 7 | 5 | 1 |
| 2020 | 2 | 3 | 2 | 0 |
| 2021 | 3 | 2 | 4 | 1 |

## Archives Program, Control of Holdings (Archival Processing), 2021

| Title | Meters | Volumes/Items |
|---|---|---|
| City of Winnipeg, Committee on Finance, Communications (ongoing) | 2.63 | |
| Greater Winnipeg Water District, Photographs (ongoing) | | 501 |
| Portigal and Company, Aerial Photographs (ongoing) | | 395 |
| City Clerk's Library Collection | | 10 |
| Digital objects uploaded to *Winnipeg in FOCUS* | | 210 |
| Files ingested into Digital Preservation System | | 235,302 (349GB) |
| Humidification/Flattening:<br>Program on hold pending identification of suitable space. | - | - |

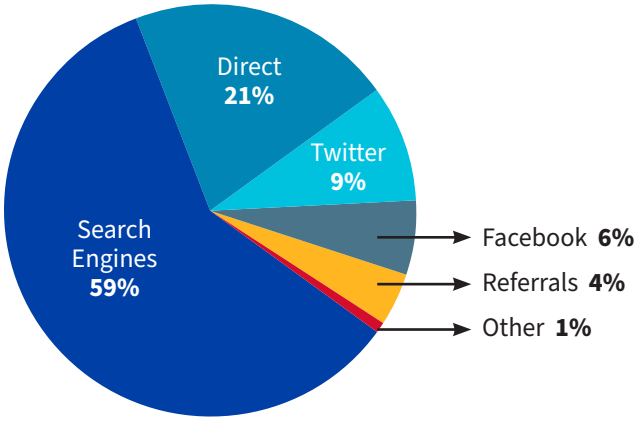
## Web Analytics for Winnipeg in Focus, 2019-2021

| Year | Users/Year | Sessions/Year | Page views/Year |
|---|---|---|---|
| 2019 | 6406 | 8429 | 67,165 |
| 2020 | 10,816 | 13,928 | 89,319 |
| 2021 | 17,100 | 20,623 | 87,579 |




View of Portage Avenue looking east from around Carlton Street, circa 1924.

## User Sources for Winnipeg in Focus




## Strategic Goals for 2022

- Improve service to the community by making better known what is in the archival collection and enhancing access to records as well as through regular communication with stakeholders and rightsholders. Activities to include adding content to the *Winnipeg in Focus* and *Pathways to Winnipeg History* websites.
- Continue the ongoing review of archival policies, procedures, and practices, with the purpose of integrating feedback received during the Archives Strategy public engagement process and outlining our commitments to truth and reconciliation.
- Identify and preserve born-digital records with archival value that are at risk of deterioration and information loss; build capacity to care for born-digital archival records by ingesting material into the digital preservation system.
- Start preparing to relocate the archival collection through appraisal of new acquisitions and backlog material, inventory control, and re-housing.




Aerial view showing remnants of Rooster Town (bottom left) and new development of the Grant Park area, 1961. Photo by Portigal & Co.



# SPOTLIGHT

AS THE CITY'S HISTORIAN, I have the good fortune to work closely with the staff at City Archives. The collection and the staff's ability to access and share information is exceptional and they have often provided valuable input on other collections, government records and contacts.

Some of the projects include:

- Interpretive Panels on Rooster Town, Bill & Helen Norrie Library, Grant Avenue. In conjunction with the opening of this new facility, the City created a series of panels giving the visitors a glimpse into the history of the Métis settlement of Rooster Town on which the library stands. Archives provided documents, maps, images and important information.
- Interpretive Banners/Panels on Assiniboia Residential School, Academy Road. The Archives was instrumental in providing valuable documents and images to help tell the story of Winnipeg's residential school.
- Historical Buildings & Resources Committee. This advisory committee of Council evaluates Winnipeg's heritage structures using annotated historical reports that utilize a variety of archival documents including digitalized photographs and documents in *Winnipeg in Focus*, Building Permits, Assessment/Tax Rolls, and architectural plans and maps.
- Citizen and City staff inquiries. I receive a variety of questions regarding Winnipeg's history from many different local, national and international sources. I am often consulting with Archives staff regarding information on the City, its government and archival records.

Murray Peterson, Heritage Officer, City of Winnipeg

# ACCESS AND PRIVACY OFFICE (APO)

The Branch includes the Access and Privacy Office (APO), which is responsible for coordinating requests for access to information, developing and implementing process improvements to ensure consistent and fair access to City records, and for the protection of privacy under *The Freedom of Information and Protection of Privacy Act* (FIPPA) and *The Personal Health Information Act* (PHIA).

## Privacy in the Pandemic

In 2021, City administration moved quickly to deploy administrative and technological solutions to changing pandemic conditions. APO staff were frequently called upon to review privacy considerations and to develop procedures and guidance ensuring the City continued to meet its privacy obligations under FIPPA and PHIA. While adding significantly to the workload of the office, these challenges also presented opportunities to develop organizational awareness of privacy.

## Requests under the Freedom of Information and Protection of Privacy Act

APO continues to coordinate and respond to complex requests, multi-department requests, and requests for records from Departments and Offices without designated FIPPA Coordinators, including Animal Services Agency, Audit, Chief Administrative Office, City Clerk's and Councillors, Corporate Communications, Corporate Finance, Film & Special Events, Fleet Management Agency, Human Resources, Indigenous Relations, Innovation, Transformation & Technology, Legal Services, and Mayor's Office.

Advisory services provided by the APOs continue to increase, with strong demand from across the organization:

| APO Activities | 2020 | 2021 |
|---|---|---|
| Advisory services | 125* | 168* |
| Privacy assessments | 65 | 64 |
| Breach investigations | 9 | 5 |
| Access to Information (APO coordinated) | 95 | 77 |
| ** Excluding Pandemic-specific advisory services.* | | |

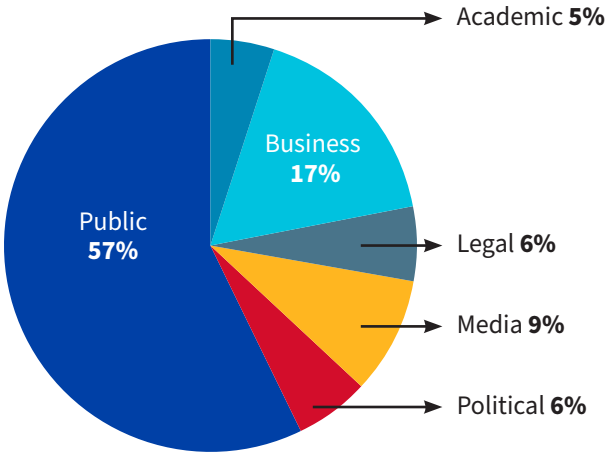
## 2021 Highlights

- Updated APO's public-facing web page.
- Reviewed and updated policies, procedures, and communications required as a result of legislative changes to FIPPA and PHIA.
- Advised Emergency Operations Centre on privacy implications concerning the City's pandemic response.
- Developed and delivered a PHIA training course for the employees tasked with verifying employee vaccinations under Administrative Standards AS-016 and AS-017.

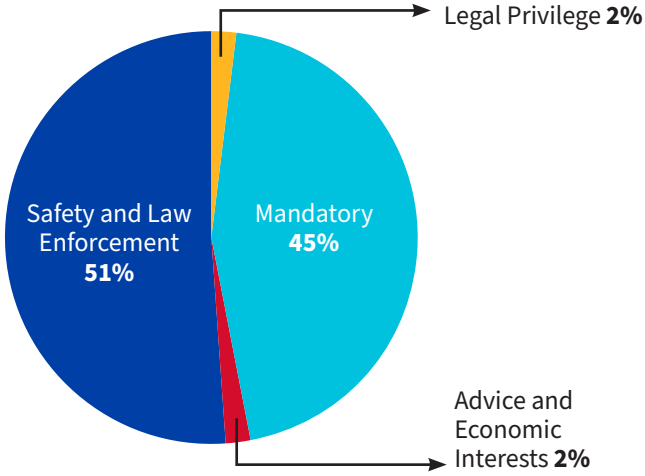
## Access to Information Request Statistics

- In 2021, 30% of FIPPA requests were for general information and 70% were for personal information about the applicant.
- Over half of FIPPA requests were received from members of the general public and the remainder was evenly split amongst the other 5 applicant types.

### Applicants by Type




### Exceptions to Disclosure




- 72% of requests were granted full or partial access to records.
- Where the City refused access to information in full or in part, the majority of exceptions to disclosure were mandatory (required by law for protecting the privacy of third parties), or discretionary exceptions for protecting individual and property safety .

| Access decisions | 2020 | 2021 |
|---|---|---|
| Access granted in full or in part | 643 | 690 |
| Access refused | 199 | 181 |
| Request disregarded | 4 | 86 |

- Requests for Police and Fire Paramedic comprise 83% of the requests received.
- Excluding the WPS and FPS requests, APO responded to 46% of requests.

| Applications by Department | 2020 | 2021 |
|---|---|---|
| Access and Privacy Office | 95 | 77 |
| Community Services | 16 | 20 |
| Fire Paramedic Service | 122 | 118 |
| Planning, Property and Development | 10 | 12 |
| Police Service (incl. joint with FPS) | 537 | 673 |
| Public Works (incl. Parking Authority) | 40 | 20 |
| Transit | 23 | 21 |
| Water and Waste | 3 | 16 |
| Total Received [1] | *1046* | *1160* |
| Total Processed [2] | *846* | *957* |

[1] *Applications received within the calendar year*

[2] *Applications completed within the calendar year, including those carried over from the previous year (excludes applications that are withdrawn, abandoned, transferred, or carried over to the next year)*

- 98% of requests were responded to either within 30 days or within the period of an authorized extension.

| Response Times | 2020 | 2021 |
|---|---|---|
| Within 30 days | 791 | 899 |
| Within 30-60 days | 46 | 49 |
| More than 60 days | 9 | 9 |

## 2022 Strategic Goals

- Review and update organizational standards, policies, procedures, guidance, training, and tools in accordance with legislative and operational changes.
- Meet regularly with Departmental Coordinators to increase collaboration and improve consistency in approaches and management of FIPPA requests.
- Develop online form for Access to Information requests.

# ACKNOWLEDGEMENTS

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

- Archives and Records Control Branch staff for their ongoing efforts and achievements in 2021.
- 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, 2020)*

City Records Manager/Archivist ..... Konrad Krahn
Access and Privacy Officer ..... Denise Jones
Access and Privacy Coordinator ..... Chantel Fehr
Senior Records and Information Manager ..... Allan Neyedly
Records and Information Manager ..... Scott Reid
Records and Information Manager ..... Marta Dabros
Records Manager ..... Don Kroeker
Senior Archivist ..... Sarah Ramsden
Archivist ..... Martin Comeau
Digital Archivist ..... Jarad Buckwold
Storekeeper ..... Rosa Seo
Storekeeper ..... Lynne Foster

## ***Departmental Records Contacts*** *(as at December 31, 2021)*

City Clerk's ..... Scott Reid
Community Services ..... Lea-Ann Miller
Planning, Property and Development ... Pam Langstaff
Public Works ..... Shelly Smith
Transit ..... Rose LeBleu
Water and Waste ..... Amanda Linden

## ***FIPPA Coordinators*** *(as at December 31, 2021)*

Assessment and Taxation ..... Chrispin Ntungo
Audit ..... Access and Privacy Office
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 ..... 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 ..... Amanda Linden
Winnipeg Police Service ..... Kim Carswell
Shannon Hanlin
Colleen Chabot
Michele Trudel
Milan Patel
Monica De Castro
Danica Bourgeois
Winnipeg Parking Authority ..... Dan Locke

Winnipeg | City Clerk's Greffier

## 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*



Workers excavate near the General Hospital (Health Sciences Centre) on Bannatyne Avenue, 1914.



A "Butcher's Turnout" on the north side of Market Square, 1887.



Children and dog in the backseat of a car between 1913 and 1915.