

From: "Johnston, Sadhu" <Sadhu.Johnston@vancouver.ca>

To: "Direct to Mayor and Council - DL"

CC: "City Manager's Correspondence Group - DL"
"de Castell, Christina" <Christina.deCastell@vpl.ca>

Date: 6/18/2019 2:36:53 PM

Subject: Memo - Vancouver Archives Future Governance Structure

Attachments: Memo - Vancouver Archives Future Governance Structure 2019-06-17.pdf
Memo - Move of City of Vancouver Archives to VPL - 2018-01-23.pdf

Greetings Mayor and Council,

Please see the attached memo from Christina de Castell, Chief Librarian regarding the Archives Move Governance Evaluation. Also attached for your reference is the memo from January 23.

Staff undertook a re-analysis of the governance model for the City of Vancouver Archives move to the Central Library and have determined that the governance structure will remain as is, with the Archives continuing to report to the City Clerk. The memo includes:

- ☐ Areas of concern identified by public groups
- ☐ Significant factors considered in the re-analysis
- ☐ Planned communication to external stakeholders

Should you have any questions, please contact Christina at 604.331.4007 / Christina.deCastell@vpl.ca.

Best,
Sadhu

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Pronouns: he, him, his



The City of Vancouver acknowledges that it is situated on the unceded traditional territories of the Musqueam, Squamish, and Tsleil-Waututh peoples.

MEMORANDUM

June 18, 2019

TO: Mayor and Council

CC: Sadhu Johnston, City Manager
Paul Mochrie, Deputy City Manager
Katrina Leckovic, City Clerk
Lisa Prescott, Acting General Manager, Real Estate & Facilities Management
Danica Djurkovic, Director, Facilities Planning and Development
Jesse Goranson, Manager, Strategic Business Advisory, Business Planning & Project Support
Rena Kendall-Craden, Communications Director
Heather Gordon, City Archivist
Vancouver Public Library Board

FROM: Christina de Castell, Chief Librarian

SUBJECT: Archives Move Governance Evaluation

Staff have reviewed the governance model for the City of Vancouver Archives move to the Central Library. While there are many opportunities in the move, the majority of benefits will be achieved from co-location, regardless of the governance structure. The governance structure will remain as is, with the Archives continuing to report to the City Clerk.

Background

On January 23, 2019 Mayor and Council received a memo from the Chief Librarian providing information about the project to relocate the City of Vancouver Archives to Level 7 of the Central Library, and staff's response to concerns raised by the Association of Canadian Archivists and the Canadian Council of Archives in 2018 letters. Those concerns included:

- Providing access under the BC Freedom of Information and Protection of Privacy Act
- Maintaining the relationship with the City of Vancouver's Records Management program
- Clarifying decision-making for private record acquisition

These concerns were based on an integrated governance model where the Vancouver Public Library (VPL) would be the single employer for the City of Vancouver Archives (the Archives) and Vancouver Public Library (VPL) Special Collections staff.

In the memo to Mayor and Council, it was noted that the project team would work through the issues raised in the 2018 letters and detail the governance structure in an agreement between the City of Vancouver and the Vancouver Public Library Board.

However, through the in-depth process of scoping the agreement for an integrated governance model, the project team identified several practical concerns. In order to evaluate these concerns, the project team decided it was necessary to undertake an analysis to re-consider the two governance options following the Archives move to the Central Library:

1. integration with the library as the single employer of Archives and VPL Special Collections' staff
2. co-location where the two groups share a single location under two distinct employers.

Following the detailed analysis of the two options, staff now recommends switching to a co-location model as it provides a smoother, less complex transition; carries less risk and uncertainty; and delivers a better outcome.

The most significant influencing factor in our analysis was the Service Level Agreement required to allow VPL to act as a service provider for the City's archival function, while ensuring that the City complies with its obligations under the Freedom of Information and Protection of Privacy Act. The document would be time consuming and complex to develop and presents challenges in replicating the working relationship that currently exists between the Archives and the City's Corporate Records Management function.

It is also expected that an integration model would have a significant and negative impact on the user experience for City records requests resulting from an increased requirement for users to submit Freedom of Information (FOI) requests to access restricted records – something that Archives staff currently do at the time of request, without the need for an FOI request. Additionally, even if all the legal risks and service impacts can be mitigated through a Service Level Agreement, it is not clear that the integration model provides compelling benefits to justify a more complex and time consuming transition.

It is also important to consider the governance model in the context of the overall move from the current Archives location to the Central Library. The majority of the benefits justifying the move will be achieved from co-locating the archival and library functions, regardless of the governance model.

Staff have now completed negotiations with CUPE 15 to allow for non-standard working hours for Archives' staff following the move to the Central Library. This will allow the Archives' to be open during the same hours as VPL Special Collections, providing a seamless user experience.

The project team believes this revised approach to governance will address the concerns raised by the Association of Canadian Archivists and the Canadian Council of Archives related to the governance model. Staff will issue a response to all external stakeholders who have expressed an interest in the Archives move explaining the new approach and thanking them for their continued interest and support.

Christina de Castell
Chief Librarian

604.331-4007 | Christina.deCastell@vpl.ca



Vancouver Public Library

OFFICE OF THE CHIEF LIBRARIAN
Christina de Castell, Chief Librarian

CONFIDENTIAL MEMORANDUM

January 23, 2019

TO: Mayor and Council

CC: Sadhu Johnston, City Manager
Paul Mochrie, Deputy City Manager
Katrina Leckovic, City Clerk
Lisa Prescott, Acting General Manager, Real Estate & Facilities Management
Danica Djurkovic, Director, Facilities Planning and Development
Jesse Goranson, Manager, Strategic Business Advisory, Business Planning & Project Support
Rena Kendall-Craden, Communications Director
Heather Gordon, City Archivist
Vancouver Public Library Board

FROM: Christina de Castell, Chief Librarian

SUBJECT: Move of City of Vancouver Archives to Vancouver Public Library

This memo provides information on the project to relocate the City of Vancouver Archives to Level 7 of the Central Library, including the response to concerns expressed by the Association of Canadian Archivists and the Canadian Council of Archives in their letter of December 10, 2018.

Public Feedback

City Council received letters from the Association of Canadian Archivists and the Canadian Council of Archives in August 2018 expressing concern with the move of the City of Vancouver Archives to Central Library. The Archives Advisory Committee and Friends of the Archives also wrote to City management to express concerns. The Deputy City Manager responded in August 2018 and identified that the City of Vancouver was committed to exploring their concerns around issues of governance, access, acquisition, privacy and accountability, and protecting the essential role of the Archives. It noted that as we progressed with the planning, the City would be in contact to provide an update on these issues. The letter of December 10, 2018 notes that it is sent to raise the same issues as those in the August letter at the outset of this council's new mandate.

The letters express concern in several areas that are within the scope of discussions about governance structure that are being undertaken by VPL senior management, the City Clerk's department, including the City Archivist, and the Legal Services department, supported by Business Planning and Project Support (BPPS). These include:

- Providing access under the BC Freedom of Information and Protection of Privacy Act
- Maintaining the relationship with the City of Vancouver's Records Management program
- Clarifying decision-making for private record acquisition

These areas are being given full consideration through the governance discussions and as they are resolved, they will be described in detail in an agreement between the City of Vancouver and the Vancouver Public Library Board. The project team is working closely with Access to Information and Legal Services to ensure the agreement will fully comply with the BC Freedom of Information and Protection of Privacy Act. This work will continue through 2019.

The letters also express concern about the choice of the Central Library as a location. The decision on the re-location of the Archives was made in 2013 based on the long term analysis of Archives space, triggered by a need for Archives growth and functional improvements, a concern with the existing Archives location being exposed to a significant risk of flood damage, and lack of easy access for the public. Staff reviewed multiple scenarios, and concluded that moving the Archives to the Central Library would best address these concerns. The options were re-assessed in May 2018 in preparation for the 2019-2022 Capital Plan, including validating the capacity of Level 7 of the Central Library for Archives holdings. Re-location continues to be the most appropriate option. The capacity for Level 7 of Central Library is expected to be reached between 2035 and 2042 based on the verification conducted in 2018 by Resource Planning Group (RPG). The rate of growth of the Archives has varied, and the rate of increase in digital records will affect the timeline. Options for additional storage on another floor of Central Library or offsite will be considered in the future. Archives records are currently stored in two locations: at the Archives facility in Vanier Park and at a temporary facility owned by the City.

In addition to the 2018 capacity study, RPG and Real Estate and Facilities Management completed a Functional Program for Levels 1 and 7 for the Central Library and City of Vancouver Archives in 2017. The Functional Program confirms that the Central Library can accommodate all Archives functions, allowing Archives staff to effectively conduct their work and the public to easily access records within the proposed space.

As the detailed design process begins in 2019, the City of Vancouver's Real Estate and Facilities Management department will engage programming consultants and architects to evaluate how to further meet the storage and environmental needs of the Archives within the existing Central Library.

Background

In October 2010, City Council approved in principle the library's expansion to Levels 8 and 9 of Central Library. This proposal identified that preliminary discussion had taken place on the co-location of the City of Vancouver Archives to the Central Library. After this approval in principle, the project concept for the expansion of the Central Library included analysis of the relocation of the Archives to the Central Library.

In 2012, the Vancouver Services Review department at the City of Vancouver contracted with Deloitte to undertake a review of the City of Vancouver Archives and the VPL Special Collections as they both collect and manage materials related to the history of Vancouver and offer direct public service. The review was completed in 2013 and identified that co-location provided the opportunity to improve access to the Archives' collections, improve service through the creation of consistency in user experience, generate very slight financial savings, and provide strategic alignment between two important heritage departments.

The Vancouver Services Review team considered a series of reports during their work:

- VPL Central Library Master Plan 2012, which modelled how the Archives' operation could be physically located in Central Library based on library service areas and the integration of Levels 8/9 as public space.
- City of Vancouver Archives Accommodation Study 2013, which reviewed the Archives high level functional program and physical location options: a new facility, a renovation of the existing facility, or partial or whole co-location in Central Library.
- Archives Transition Plan 2013, which outlined the process to prepare the holdings and then move to Central Library.

In July 2013, the City Manager and Chief Librarian provided an in-camera presentation to City Council that recommended moving the Archives to the Central Library. Council approved this recommendation.

Due to the significant funding need and complexity of the overall project, which involved two major construction projects, the City's Major Projects Steering Committee (City senior staff) decided to phase the project over two capital plans: expansion of the library to Levels 8/9 in the 2015-2018 capital plan and the relocation of the Archives to the Central Library in the 2019-2022 capital plan.

Funding for the expansion of the Central Library to Levels 8/9 was approved for the 2015-2018 capital plan and the new public space opened in September 2018. Funding of \$18 million for the relocation of the Archives to Central Library was approved in the 2019-2022 capital plan.

With the Functional Program for Levels 1 and 7 completed in 2017, the next steps are detailed design and construction, which have been approved by Council in the 2019-2022 capital plan.

The project is currently expected to complete in 2022, with the physical move of the Archives to Level 7 of the Central Library in late 2022.

Alongside the Functional Program Report, Business Planning and Project Support (BPPS) has been working with VPL senior management and the City Clerk's department, including the City Archivist, to review potential governance models for the co-location of the Archives and VPL's Special Collections.

The three central factors that were considered for the governance structure of the Archives were: legal considerations related to the custody of records and the management of City records, information technology provisions for the Archives, and the labour relations and human resources considerations arising from two separate employers directing work in the same space. The Vancouver Charter identifies a statutory responsibility for the City of Vancouver's City Clerk to collect and preserve documents related to the governing and management of the City of Vancouver.

Following the governance review, the decision to integrate the operation of the Archives with Vancouver Public Library was communicated to staff and the public beginning in February 2018, and next steps were identified including a Privacy Impact Assessment, and the need for an updated agreement between the Library Board and City Council.

As the work to develop the terms of the governance agreement and the Privacy Impact Assessment continues, staff are thoroughly examining the concerns raised by the organizations representing the archival community.



Christina de Castell
Chief Librarian

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