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ABSTRACT

Arrangement is an important archival activity that precedes other important archival activities including description and access. Its objective is to identify the external and internal structures of a fonds. However, despite its importance, archivists have had difficulty establishing a standard method of arrangement that fully achieves its objective.

This study views arrangement as a form of methodology bridging archival theory and practice. Arrangement must therefore be in accordance with archival theory yet be applicable in practical terms. The study first establishes the terms of analysis in regards to archival theory, and, in particular, the concept of the fonds. Difficulties in the practice of arrangement are then examined. These difficulties include (1) identifying the levels of arrangement, (2) identifying when an entity has sufficient autonomy to create a fonds, (3) identifying the provenance of record series that have been in the custody of many agencies, and (4) dealing with the effects that changes to the external structure of a fonds have on record series. The main methods of arrangement, that have been utilized throughout the archival world in the last 50 years, including the record group, fonds method and series system, are then assessed to determine how closely each aligns with archival theory and how well they perform in practical terms. A
method of arrangement is then devised using the basic attributes of both the
fonds and series system methods.

The Department of the Provincial Secretary, of British Columbia, is the
subject of a case study to confirm the validity of the methodology. The study
first examines the external structure of the Department through the concepts of
function, competence and organizational structure. It then studies the external
structure through the concepts of functional series and documentary series. The
study concludes by examining some of the implications of the method for various
aspects of archival practice.
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INTRODUCTION

Arrangement is one of the essential activities that archivists perform. Its objective is "to identify the external and internal structure of a fonds, and to illuminate the provenancial and documentary relationships existing within and between these two orders of structure."\(^1\) Yet, despite its importance, archivists have had difficulty establishing a standard method of arrangement that successfully achieves its objective. The result is that arrangement methods have varied over time and place.

In the last 50 years archivists have practiced three major methods of arrangement. These are (1) the record group, as first implemented by the National Archives and Records Administration of the United States and widely emulated in public archives, (2) the fonds method, as described, among others, by the French Archivist Michel Duchein, and (3) the series system, as described by Peter J. Scott and implemented by the Australian Archives.

Each of these methods has the same theoretical foundation in respect des

\(^1\) Heather MacNeil, "The Context is All: Describing a Fonds and its Parts in Accordance With the 'Rules For Archival Description'," in The Archival Fonds: From Theory to Practice, ed. Terry Eastwood (Ottawa: Bureau of Canadian Archivists, 1992), 204.
fonds. Respect des fonds has been defined as "the principle of the arrangement of archival material that fonds of different provenance should not be intermixed."² Despite this similarity, there are major differences among these methods. This is evident by the rhetoric used by the different practitioners. For example, Duchein has sharply criticized the series system by arguing that it destroys the contextual relationships of archives:

in this apparently attractive system, we recognize very quickly the scarcely touched-up face of the old system used before Natalis de Wailly: the classification by topic or Pertinenzprinzip, as the Germans say. Whatever the sincerity and good faith of those who propose such a deliberate violation of fonds, they are wrong, and we ought not to have any leniency for an error so serious and so fraught with consequences.³

Scott, in turn, criticizes the fonds method and states that "the fonds is well-suited to a stable past environment, to a static or closed group of records, to a single deposit in archival custody; however, it copes less well with the dynamics of the present and the future, with a changing or open group of records, with continuing deposits into archival custody."⁴ Scott also criticizes the record group for similar

² University of British Columbia, School of Library, Archival and Information Studies, "Select List of Archival Terminology," s.v. "respect des fonds."

³ Michel Duchein, "Theoretical Principles and Practical Problems of Respect des fonds in Archival Science," Archivaria 16 (Summer 1983), 71-72.

the record group is, from many points of view, an unduly limiting concept in archives management and, as has been shown, an unnecessary complication. Instead of enabling one to adhere to basic principles, it may actually distort the application of such principles.\(^5\)

The reason why these leading practitioners use such forceful words lies with the importance of arrangement as an archival activity. It is the central activity by which archivists identify the contextual relationships that give meaning to archives. If an archivist fails to arrange an archives properly, then the value of that archives, as evidence of past activity, could be permanently compromised. Furthermore, arrangement is the activity that precedes other important activities including description and access.\(^6\) As such, archivists must study and debate the issue of arrangement in terms that express its importance to the profession.

This study will analyze arrangement as a form of methodology. Livelton states that methodology "instrumentalizes theory, drawing it from the level of


\(^6\) Arrangement and description are so closely linked that archivists often refer to them with the phrase "arrangement and description," thus implying that there is only one activity. Whereas arrangement is the process of identifying the internal and external structures of a fonds, description is "the process of recording information about the nature and makeup of archives." University of British Columbia, School of Library, Archival and Information Studies, "Select List of Archival Terminology," s.v. "description."
abstraction and harnessing it toward concrete results in the world.  

Methodology provides the link between theory and practice. Whereas archival theory consists of ideas about "what" archives are, archival methodology consists of ideas about "how" one is to work with archives. Archival practice consists in the implementation of the methodology.

This study will assess the methodologies of arrangement in terms of how closely they align with archival theory and how successfully they can be implemented in practice. By doing this, it will identify the elements of a successful arrangement methodology. The study will then make recommendations for a methodology that better achieves the objectives of arrangement.

These recommendations will be illustrated through a discussion of the arrangement of the fonds of the Department of the Provincial Secretary of the Province of British Columbia. The Department of the Provincial Secretary had its origins in 1871 with the entry of British Columbia as a Province of Canada. At this time, the Colonial Secretary's Office performed all of the functions later inherited by the Department of the Provincial Secretary. In 1872, the name was changed to the Department of the Provincial Secretary, a name it held until 1976 when it was amalgamated to form the Ministry of Provincial Secretary and Travel

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Industry. Over the years, the Department of the Provincial Secretary performed many functions and took on large and complex structures. As such, it is an excellent agency to illustrate many of the issues that arise in practicing arrangement.

This study will be in five parts. Chapter one will examine archival theory, in particular, the concept of the fonds. Chapter two will examine arrangement methodology in relation to the difficulties encountered by an archivist when arranging records in accordance with respect des fonds. The chapter will also assess how accepted arrangement methods deal with these difficulties, and then make recommendations for an arrangement method that is based on the nature of a fonds. Chapter three will analyze the external structure of a fonds by using the Department of the Provincial Secretary as an example. Chapter four will analyze the internal structure of a fonds with examples again taken from the Department of the Provincial Secretary. The conclusion will then sum up the major issues addressed by this study.
CHAPTER ONE
THE ARCHIVAL CONCEPT OF THE FONDS

Livelton states that archival theory consists "of organized conceptual knowledge resulting from the analysis of basic archival ideas."\(^8\) It provides the basis from which all archival methods and practice flow. Because arrangement is a method, it therefore follows that archival theory is the basis of archival arrangement. This chapter will examine archival theory, in particular, the concept of the fonds, which is the generally accepted starting point for archival theory.

Archives have been defined as the "whole of the documents made and received by a juridical or physical person or organization in the conduct of affairs and preserved."\(^9\) They are transactional documents, which are created in the "conduct of affairs" and not for posterity, and, as a result, they provide evidence of the functional and documentary activities that led to their creation. MacNeil states that because of the circumstances of their creation, archives are evidence of societal events and actions, and of legal rights and obligations. As such

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\(^9\) University of British Columbia, School of Library, Archival and Information Studies, "Select List of Archival Terminology," s.v. "archives."
they serve administrative, political and historical accountability.\textsuperscript{10}

Archives have value because of the contextual relationship that they have with their creator and the interrelationships amongst the archival documents themselves. This is borne out by Duchein, who states that

\begin{quote}
  to appreciate a document, it is essential to know exactly where it was created, in the framework of what process, to what end, for whom, when and how it was received by the addressee, and how it came into our [archival] hands. Such knowledge is possible only to the degree to which the whole of the documents which accompany it have been kept intact, quite separate from and without confusion with documents of different origins, even if the latter are related to the same subject.\textsuperscript{11}
\end{quote}

These contextual relationships of archives are represented in the characteristics of impartiality, authenticity, naturalness and interrelatedness. Archival documents are impartial because they are created in the context of practical activities and not as an end in themselves. As such, they bear witness to and reflect the truth of those activities. Authenticity is the quality of "archival documents to bear authentic testimony of the actions, processes, and procedures that brought them into being."\textsuperscript{12} Archival documents are imbued with naturalness in that they are created in the conduct of affairs and not as an end in

\begin{itemize}
  \item \textsuperscript{10} Heather MacNeil, "Archival Theory and Practice: Between Two Paradigms," \textit{Archivaria} 37 (Spring 1994), 14.
  \item \textsuperscript{11} Michel Duchein, "Theoretical Principles and Practical Problems of Respect des fonds in Archival Science," \textit{Archivaria} 16 (Summer 1983), 67.
  \item \textsuperscript{12} University of British Columbia, School of Library, Archival and Information Studies, "Select List of Archival Terminology," s.v. "authenticity."
\end{itemize}
themselves. Interrelatedness is the "quality of each document in an archives of being dependent on its functional relations to other documents in that archives."\(^{13}\)

The fonds is the structure that preserves each of these characteristics, and, as Eastwood states, "is the historical and scholarly starting point of the theory of archives, and is central to the explanation of the nature of archives, to their understanding, and to communication of knowledge about them."\(^{14}\) A fonds has been defined as "the whole of the documents that every organization or physical or juridical person accumulates by reason of its function or activity."\(^{15}\) It is an "abstract" concept, not a physical entity, built around the relationship between the abstract concept of provenance and the concept of record series. The key words of analysis for a fonds, as identified by Eastwood, are "structure" and

\(^{13}\) University of British Columbia, School of Library, Archival and Information Studies, "Select List of Archival Terminology," s.v. "interrelatedness." This concept is similar to the concept of organicity which was defined by the Dutch Archivists Muller, Feith and Fruin. For Muller, Feith and Fruin an archives is like a living organism in that it is greater than the sum of its parts. S. Muller, J.A. Feith and R. Fruin, Manual for the Arrangement and Description of Archives. (New York: The H.W. Wilson Company, 1940), 19.


\(^{15}\) University of British Columbia, School of Library, Archival and Information Studies, "Select List of Archival Terminology," s.v. "fonds."

\(^{16}\) Terry Eastwood, "General Introduction," 12.
"function." The structure of a fonds has both external and internal dimensions.

Eastwood states that the external structure "identifies and explains the various administrative relationships governing the way organizations and persons conduct their business which in turn governs the way they create and maintain their archives." In other words, the way that an entity "organizes or structures its activities" directly influences how archival documents are created and maintained.

The external structure of a fonds is identifiable through the concepts of function, competence and organizational structure. Duranti states that function and competence are a different order of the same thing. Function is the whole of the activities aimed to one purpose, considered abstractly. Competence is the authority and capacity of carrying out a determined sphere of activities within one function, attributed to a given office or an individual . . . While a function is always abstract, a competence must be attached to a juridical person.

Purver states that function defines "what" an entity can do whereas competence defines "how" the functions are effected by the entity.

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19 Luciana Duranti, "Diplomatics: New Uses for an Old Science (Part III)," Archivaria 30 (Summer 1990), 19.
Identifying organizational structure consists of "determining the entities concurring in the formation of a fonds as a whole and in the formation of its various parts, and distinguishing the role played by each of these entities." The process of determining the organizational structure consists of identifying administrative relationships through subordinate and controlling bodies and predecessor and successor bodies.

The internal structure of a fonds "identifies the relationships among the documents as they were organized by the organization or person accumulating them - that is, the genesis, forms, and transmission of the documents, the procedural relationships among them, and the purposes they served in a given administrative or personal environment." The internal structure is identifiable through the concept of the record series. There are two types of record series, one that is documentary and one that is functional.

A documentary series is a physical entity in the sense that it is an actual body of records. It has been defined as "a group of records that are recorded or maintained by the same agency (or agencies) and that are in the same numerical, thesis, University of British Columbia, 1995), 18.

21 Heather MacNeil, "The Context is All: Describing a Fonds and its Parts in Accordance with the 'Rules for Archival Description'," 211.

alphabetical, chronological or other identifiable sequence or that result from the same accumulation or filing process and are of similar function, format or information content.\(^{23}\) It is the physical aggregate that results from the performance of activities and functions by a juridical person. It is divisible into the entities of file and item.

A series is also identifiable in abstract terms in the concept of the functional series. A functional series is "a grouping of documents within a fonds created to accomplish one function."\(^{24}\) As Eastwood defines it, it is a "classification device to group all the documents accumulated in the course of an agency's accomplishing a particular function."\(^{25}\) As a classification system, a functional series may bring together any number of documentary series required to carry out one function. Like a function, a functional series is only divisible in terms of activities.\(^{26}\)

The true importance of the functional series is that it provides a linkage between the external structure and internal structure. By identifying the concept

\(^{23}\) Clive Smith, "The Australian Series System." *Archivaria* 40 (Fall 1995), 89.

\(^{24}\) University of British Columbia, School of Library, Archival and Information Studies, "Select List of Archival Terminology," s.v. "series."

\(^{25}\) Terry Eastwood, "General Introduction," 11.

of function in the internal structure, through the functional series, and the
external structure, through the concept of competence, an archivist is better able
to draw linkages between the two structures.

Conclusion

This chapter has demonstrated that the abstract concept of the fonds is the
basis of archival science. Only through the identification of a fonds, and its
constituent external and internal structures, is an archivist able to identify the
contextual relationships that records have with their creator and amongst
themselves. The basis of arrangement is the structure of a fonds.
CHAPTER TWO

IMPLEMENTING METHODS OF ARRANGEMENT

There are a number of difficulties that all arrangement methodologies must overcome. These include (1) identifying the elements or characteristics that best represent the structure of a fonds, (2) identifying the provenance of records, and (3) dealing with changes to the external structure of a fonds, particularly when this leads to multi-provenancial series. The success of an archival arrangement methodology can be assessed only in terms of how well it finds solutions to these problems and in how closely it is aligned with the archival theory.

Data Elements Used in the Process of Arrangement

If the objective of arrangement is to identify the external and internal structure of a fonds, then archivists must be aware of what data elements represent the structure of a fonds. This awareness has not always been spelled out clearly enough. Archivists have identified and utilized the concept of "levels of arrangement" but have failed to bring these "levels" in line with archival theory. The result is that levels of arrangement are confused with levels of description, or, as often happens, the terms that are used are so vague that they have little meaning.
Various authors have identified "levels of arrangement." The most influential American explanation of levels was proposed by Oliver W. Holmes in 1964. Holmes identified five levels consisting of the 1) depository, 2) record group and subgroup, 3) series, 4) file and 5) item. Since 1964, Holmes' identification of levels has served as the basis for archival arrangement practice in the United States and heavily influenced Canadian practice. Whereas, American archivists have used the record group and subgroup, Canadian archivists have utilized the concepts of the fonds and sous-fonds. The following analysis will

27 For example, in 1922 Jenkinson identified four levels consisting of the 1) fonds, 2) sous-fonds, 3) series and 4) file. Hilary Jenkinson, A Manual of Archive Administration (London: Percy Lund, Humphries & Co. Ltd., 1937), 97. More recently, Michael Cook expanded on Jenkinson's levels by proposing 9 levels consisting of the 1) repository, 2) archive group, 3) fonds, 4) sous-fonds, 5) sous-sous-fonds, 6) series, 7) sous-series, 8) file, and 9) item. Cook, however is on shaky ground with his identification of a sous-sous-fonds and sous-series. To establish these as arrangement levels begs the question why he stopped at the sous-sous-fonds. It would be equally logical to establish the sous-sous-sous-fonds, sous-sous-sous-sous-fonds, ad infinitum, as established levels of arrangement. Michael Cook, The Management of Information From Archives, (Brookfield, Vermont: Gower Publishing Company, 1986), 84-90.


29 The Canadian Working Group on Archival Descriptive Standards recommended that "Canadian archivists formally recognize five levels of the arrangement of archives: repository, fonds, series, filing unit, and item." Canadian Working Group on Archival Descriptive Standards, Towards Descriptive...
therefore substitute the concepts of fonds and sous-fonds, in the place of the record group and subgroup, as a means to demonstrate the difficulties with levels of arrangement in Canada.

There are three major difficulties with Holmes' levels of arrangement and, by extension, all other levels of arrangement. Firstly, Holmes has confused levels of arrangement with levels more common to other activities such as archival description and archival management. For example, Holmes identifies the repository as a level of arrangement. This level is "the breakdown of the depository's complete holdings into a few major divisions on the broadest common denominator possible." Although Holmes does state that this level is chiefly "for administrative purposes," its inclusion as a level leads to many theoretical difficulties. If one accepts the repository as an arrangement level, then one would be inclined to acknowledge that the records of one creator, stored in two storage locations, constitute two separate fonds rather than parts of the same fonds.


The second difficulty with levels of arrangement is that vague terms are utilized to define the characteristics of a fonds. Although Holmes is correct to identify the series, file and item as the basis of the internal structure,\textsuperscript{32} he is unclear about what constitutes the external structure of a fonds. The only possibilities include the fonds and sous-fonds. The fonds, as previously noted, represents all of the external and all of the internal structures. As such, one cannot use it as a representation of the external structure.

The sous-fonds is a problematical concept in terms of archival theory. A sous-fonds has been defined as "a subdivision of a fonds based on the structure of the creator or the organization of its activity."\textsuperscript{33} However, one cannot subdivide a fonds into anything but its constituent elements, namely its external and internal structures. Neither of these structures is a sous-fonds. A sous-fonds is usually created to identify a complex external structure or a grouping of interrelated record series. It consists of an artificially engineered subdivision of a fonds, thereby creating an additional level of structure to a fonds which is not supported by archival theory. The concept of sous-fonds, as a subdivision of a fonds,

\textsuperscript{32} A file is defined as "the smallest organic form of aggregation of archival documents." An item is defined as "the smallest indivisible unit of archival material." University of British Columbia, School of Library, Archival and Information Studies, "Select List of Archival Terminology," s.v. "file," "item."

\textsuperscript{33} University of British Columbia, School of Library, Archival and Information Studies, "Select List of Archival Terminology," s.v. "sous-fonds."
unnecessarily complicates theory, method and practice. It would be better to consider that there are fonds within fonds, or hierarchy of fonds and leave it to description of external structure to bring out facts about how the creator organized its activity. The fonds within fonds concept will be dealt with in greater detail later in this chapter.

The third difficulty with Holmes' levels of arrangement is the presumption that there is a single hierarchy of arrangement levels. This presumption distorts the reality of the fonds. There is no single hierarchy of structural data points but two different hierarchies linked to the concept of the fonds. The data elements representing the external structure of the fonds consist of function, competence and organizational structure. The internal structure is represented by a functional series and a hierarchy of documentary series, file and item.

**Maximalist and Minimalist Fonds**

A major difficulty in the practice of arrangement is the identification of when an entity has sufficient autonomy to create a fonds. This is particularly pronounced in government organizations where there are numerous agencies, divisions and regional offices. Are the records of each fonds, or are they part of the larger organization's fonds? Previously archivists have used the concepts of sous-fonds to document the hierarchical divisions of large agencies. A new solution is needed to deal with this problem.
The maximalist position versus minimalist position is the outgrowth of this issue. The maximalist position identifies provenance at the highest level of authority relations, for example, a government department. It has then been the practice to create sous-fonds on the basis of the departmental divisions and branches. By identifying provenance at a maximalist level, or, the level of a department, one can obscure the true autonomy of subordinate agencies in that department.

The minimalist position identifies provenance at the lowest level of authority relations, for example, an office or a branch of a larger department. However, by defining the fonds at this level one runs the risk of obscuring authority relations between superior and subordinate agencies and thereby, as Duchein argues, run "the risk of depriving the notion of fonds of any real meaning." 

Archivists have responded to this problem by establishing a criteria for the identification of provenance. For example, Duchein arrived at five criteria for

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34 The maximalist position corresponds with Jenkinson's definition of archive group as "the archives resulting from the work if an administration which was an organic whole, complete in itself, capable of dealing independently, without any added or external authority, with every side of any business which could normally be presented to it." See Hilary Jenkinson, *A Manual of Archive Administration*, 101.

35 Michel Duchein, "Theoretical Principles and Practical Problems of Respect des fonds in Archival Science," 70.
determining when a body has sufficient autonomy to create its own fonds: (1) an agency "must possess its own name and judicial existence proclaimed in a dated act," (2) "it must possess precise and stable powers defined by a text having legal or regulatory status," (3) "its position in the line of authority of the administrative hierarchy must be exactly defined by the act which brought it into being; in particular, its subordination to an agency at a higher level must be clearly stated," (4) "it must have a responsible head, possessing the power of decision to his hierarchical level," and (5) "its internal organization must as far as possible be known and regulated by an organization chart."  

According to Duchein, these criteria would provide a standard method for establishing when an entity has sufficient autonomy to create a fonds. The results are that: (1) "divisions of internal sections of an agency do not correspond with the conditions required to create a fonds d'archives," (2) "every agency possessing its own legal existence and level of jurisdiction creates a fonds d'archives, even if it is subordinate to another agency at a higher level," (3) "local branches dependent on a central agency create fonds d'archives which are their own," and (4) archivists should recognize the concept "of a hierarchy of fonds corresponding to the hierarchy of creating agencies, involving the subordination

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36 Michel Duchein, "Theoretical Principles and Practical Problems of Respect des fonds in Archival Science," 70.
of certain fonds in relation to others.\footnote{Michel Duchein, "Theoretical Principles and Practical Problems of Respect des fonds in Archival Science," 71.}

Duchein's criteria are troubling in terms of archival theory. According to Duchein, provenance is solely identifiable through the authority relations and legal status of an agency. The problem with this formulation is that many agencies are created without any legal status. For example, the Department of the Provincial Secretary was established in 1872. At the beginning, the Department maintained its own general correspondence files and oversaw several other agencies which reported to it. However, it did not have a statute defining its powers nor an organizational chart documenting the hierarchy - two essential conditions, according to Duchein, for defining a fonds. According to Duchein, it could not have created its own fonds until 1899 when its statutory authority was established.

Furthermore, Duchein's criteria are too closely aligned to a specific juridical system. In this case it is modern, democratic governance of the kind common in Western Europe and other countries, like Canada. It would be better to devise a means of identifying fonds that can be applied to any juridical system in any period of history.

Peter Scott states that Duchein's taxonomy is too formal a basis for the
identification of provenance and makes identification "too dependent on administrative status rather than on record-keeping." As a result, Scott emphasizes record keeping as the basis for the identification of provenance. This is reflected by the Australian Archives, which defines agency as "an administrative unit that is a recognizable entity, generates records and has its own independent general record-keeping system."

This approach is derived from the Dutch Archivists Muller, Feith and Fruin, who state that committees which have left resolutions (or minutes) have created an archival collection of their own. This collection should remain independent. The records of committees which have left no resolutions (or minutes) should be considered as dossiers forming part of the archival collection of the board that brought the committee into temporary existence.

For Scott, the identification of provenance is not based upon the legal status of an administrative unit, but on its degree of independent record keeping. Therefore, an agency must have "its own general correspondence filing system or, if a board, commission or independent committee, its own system of minutes or

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40 S. Muller, J.A. Feith and R. Fruin, Manual for the Arrangement and Description of Archives, 137.
Provenance is therefore dependent on an entity's ability to create records separate from those of other entities, and this makes the criteria transferable to other juridical systems.

Although Scott's method leads to a minimalist fonds, it need not obscure authority relations in terms of superior and subordinate agencies. The solution to this problem lies with Duchein's concept of a hierarchy of fonds. Fonds can be linked conceptually to other fonds on the basis of superior and subordinate relationships inherent in the external structures of the fonds, which reveals the authority relations of the entity creating the fonds with other entities creating other fonds.

**Custody and Transfer of Records**

It is very common in large organizations for agencies to transfer record series to another agency and this second agency is often the one that transfers the record series to an archival repository. Records created by one agency can be transferred to the custody of another for a number of reasons. For example, an agency could be abolished, thereby resulting in the transfer of its records to another entity. There may also be a transfer of a function from one agency to another, thereby necessitating the transfer of the record series required to perform

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the function. These transfers of custody often make it difficult to determine the provenance of records.

Various solutions to the problem of transfer have been devised. Depending on the circumstances, Duchein identified two solutions. In the first case, when a record series

has kept its identity and individuality, it must be considered as provenant from the agency which created it, even if, before being turned over to an archival depository, it has been received by one of more intermediary agencies. In this situation, the notion of provenance is linked to that of creation and not to that of transfer.

In the second case, Duchein argues that when a record series

has been, in the course of its history, dismembered and/or integrated into the fonds of an agency other than the one which created it, to the extent of having lost its identity and individuality, it must be considered as provenant from the agency which received it and integrated it into its own fonds.42

The difference between the two cases is that in the second case, an agency has incorporated the transferred records into their records system. The reason for this goes back to the definition of archives. Archives have been defined as the "whole of the documents made and received by a juridical or physical person in the conduct of affairs and preserved." The important phrase in this definition is "made and received" which implies that an agency has incorporated the

42 Michel Duchein, "Theoretical Principles and Practical Problems of Respect des fonds in Archival Science," 74.
documents into its record system. Incorporating records into one's record system is therefore an act of creation, not custody, because it creates a new context and relationship for the records.

There is another aspect to the custody and transfer of archival records. This relates to agencies that are mandated, often through statute, to keep and maintain records for another agency. In keeping these records, the first agency may actually physically prepare a document and then maintain it on behalf of the second agency. For example, in municipalities, the clerk is responsible "for the preparation, maintenance, and safe preservation of the minute-books and other records of transactions and other business of the Council and its committees." Although the clerk is mandated with a function to "prepare" minute-books that does not mean that, in archival terms, the clerk is the creator of those minutes.

43 The act of integration is central because an agency can author a document then transmit it to another agency. However, the document is solely the archival provenance of the second agency which has incorporated the document into its fonds.

44 Livelton differentiates between archival provenance, custodial provenance, transmissive provenance and diplomatic provenance. Custodial provenance is defined as "the entity or entities who maintained a particular body of records over time." Transmissive provenance is defined as "the entity from whom a particular body of records was received into custody by an archival repository." Diplomatic provenance is "the entity who actually authored the records." Trevor Livelton, Archival Theory, Records and the Public, 118-119.

45 British Columbia, Revised Statutes of British Columbia, 1979, 28 Elizabeth 2, c. 290.
The primary function and activities that give rise to the motions and resolutions in council minutes are those of council, not those of the clerk who performs a secretarial function by by keeping council minutes. As a result, in order to attribute provenance to records, one must identify which agency had competence for the primary function that led to the creation of the records.

**Changes to the External Structure of a Fonds**

All arrangement methodologies are based on the concept of respect des fonds. Respect des fonds states that the "records of a person, family or corporate body must be kept together in their original order, if it exists or has been maintained, and not be mixed or combined with the records of another individual or corporate body."\(^{46}\)

Respect des fonds consists of two principles. The principle of provenance states that the records of different creators should not be intermixed. The principle of original order, more commonly referred to as respect for original order, states that "archival documents should be maintained in the same order or arrangement given to it by the creator so that the relationships among its components and the evidential significance of documents are preserved."\(^{47}\) Both

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\(^{46}\) Bureau of Canadian Archivists, Planning Committee on Descriptive Standards, "Glossary," *Rules for Archival Description* (Ottawa: Bureau of Canadian Archivists, 1990-), s.v. "respect des fonds."

\(^{47}\) University of British Columbia, School of Library, Archival and Information Studies, "Select List of Archival Terminology," s.v. "respect for
principles are essential to maintaining the evidentiary quality of archival records and the integrity of the fonds.

However, there is a conflict between these two principles. Because most fonds are open fonds, that have fluid external and internal structures, these two principles are difficult to maintain simultaneously. Often times a series is transferred from one creator to another creator thereby making it multi-provenancial. If one maintains the original order of that series, then one runs a risk of intermixing records of different creators. In many cases, choices must be made to emphasize one principle over the other. These tensions are more pronounced with constant changes to the external structure of a fonds.

The most serious difficulty in the practice of arranging a fonds is in documenting changes to its external structure. As functions are transferred from one agency to another, or authority relations are changed, series may become multi-provenancial. As Margaret Cross Norton notes, "since records are by-products of administration and since administration of the laws are not as a rule interrupted by changes in government organization, the same series may persist through a number of departmental changes."48

There are many different types of changes that can occur to the external structure. Duchein identified three functional changes to the external structure that affect records. The first is the change of jurisdiction wherein a function performed by an agency is abolished. The second type is the creation of jurisdiction as new functions are given to an agency. The third type consists of the transfer of jurisdiction whereby a function that was performed by one agency is transferred to a different agency.

Scott identified five major changes that may affect the authority relations of an agency. The first is a change of location for the agency which can affect authority relations in myriad ways as divisions of an agency may now be in different locations. The second type is a change of name for an agency. This may have little to no affect on the authority relations. Thirdly, agencies may be transferred from the authority of one superior agency to that of another agency. The result will therefore be new lines of authority. Fourthly, agencies may have their status raised or reduced in a hierarchical organization which will also affect the lines of authority. Lastly, agencies may be created or abolished in direct

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49 Duchein identified a fourth functional change which he termed as temporary jurisdiction. This occurs particularly in times of war, during which time agencies may exercise a function for a short period of time. Michel Duchein, "Theoretical Principles and Practical Problems of Respect des fonds in Archival Science," 71.
relation to the creation or abolition of functions.\(^{50}\)

These changes to the external structure of a fonds will affect how that entity creates records. For example, record series may be created, closed, transferred to other entities or, in some cases, split between two or more record creators. A major difficulty, in terms of arrangement practice, is with the issue of multi-provenancial series. Should an archivist maintain the original order of a series, or, should the series be broken up, so as not to mix the records of different creators?

In the last 50 years there have been three arrangement methods that have addressed this issue. These are (1) the record group, (2) the fonds method as articulated by Hilary Jenkinson and Michel Duchein and (3) the Australian series system, as represented by the writings of Peter J. Scott.

The Record Group Method

The record group was established as an arrangement methodology at the National Archives of the United States in the 1930's. It was first defined in 1941 as a "major archival unit established somewhat arbitrarily with due regard to the principle of provenance and to the desirability of making the unit of convenient size and character for the work of arrangement and description and for the

\(^{50}\) P.J. Scott, C.D. Smith and G. Finlay, "Archives and Administrative Change: Some Methods and Approaches (Part 2)," Archives and Manuscripts, vol. 7, no. 4 (April 1979), 152-156.
publication of inventories." More recently, it has been defined as a "body of organizationally related records established on the basis of provenance by an archives for control purposes." There are several different types of record groups which reflect its pragmatic basis. A collective record group, "for convenience, brings together the records of a number of relatively small and/or short-lived agencies that have an administrative or functional relationship, the records of each such agency constituting a separate subgroup." On the other hand, a general record group comprises the "records of the office of the head of an organizationally complex agency and frequently other records of units of the agency concerned with matters common to the entire agency, such as fiscal or personnel matters." A record group is therefore a pragmatic method of arranging archives. It was developed to provide control over large volumes of government records, and offer archivists an easy method to deal with problems relating to administrative


53 Lewis J. Bellardo and Lynn Lady Bellardo eds., A Glossary for Archivists, Manuscript Curators, and Records Managers, s.v. "collective record group."

54 Lewis J. Bellardo and Lynn Lady Bellardo eds., A Glossary for Archivists, Manuscript Curators, and Records Managers, s.v. "general record group."
change. It did this by not being doctrinaire in its application.

However, the record group, as an arrangement method, suffers from many problems. The first problem is that it is applied "in purely practical rather than in theoretical terms." For a methodology to work, it must be sustainable from both a practical and theoretical standpoint. The result is that different archivists identify record groups differently. What one archivist may identify as one record group could easily become two or more record groups for another archivist, or conversely, a small part of another record group.

In addition to its failure in theoretical terms, the record group also fails to overcome difficulties imposed by changes to the external structure. Because the record group is conceived of as a physical entity, record series can belong to only one record group. Thus, even though a series may be multi-provenancial, it can be assigned only to one record group. This makes it difficult to show the provenancial history of the record series.

Because the record group is a manufactured entity that is based solely on practical considerations, it neither represents a fonds or any other recognizable entity. As a result, it is incapable of properly reflecting the changes to the external and internal structure of a fonds.

The Fonds Method

The fonds method is based upon archival theory about the nature of a fonds. It has recently become the recommended method of arrangement in Canada.\(^{56}\) However, its difficulties lie with its conception of the fonds as a physical entity. This physical conception of the fonds shapes the entire method and makes arrangement a physical activity rather than the conceptual activity that it actually is.

The first step in the fonds method is the identification of provenance. Once this is accomplished one may start assigning records series to the best possible fonds. Jenkinson states that the only solution, in order to avoid confusion, is to class record series "separately under the administrations which actually created them, even though this means breaking up a single series" between two fonds.\(^{57}\)

Duchein dealt with the issue of multi-provenancial series by creating a criteria to assign records to the best single fonds or creator. For example, Duchein states that "if jurisdiction was transferred in 1960 from agency A to agency B, and agency B received the documents that agency A had corresponding to the jurisdiction going back to 1950, these documents will be considered as

\(^{56}\) Many public archives in Canada utilized, and in some cases still utilize, the record group.

being part of [the fonds of] agency B, even though the transfer of jurisdiction was, in fact, ten years later than the date of the oldest document in question.\textsuperscript{58}

The result is that the record series would be physically split between two creators. This is where Duchein makes a mistake. A fonds is an "abstract concept."\textsuperscript{59} Because it is an abstract concept, arrangement is therefore a conceptual activity which makes the physical splitting of a series unnecessary. By viewing arrangement as a physical activity the solutions to multi-provenancial series are quite limited. There are only three possibilities and none of these possibilities provides a workable solution. These are to (1) attribute a multi-provenance series to its last record series creator, (2) break up the original order of a multi-provenancial series and place the sections in different fonds in accordance with their provenance, or (3) use description as a means of showing original order of the series or any other aspect.

The problem with these solutions is apparent. Vincent argues that by physically placing a record series with only one records creator, one runs the risk "of either robbing the records of a proper and meaningful administrative content or destroying the original arrangement of the series."\textsuperscript{60} Conversely, breaking up a

\textsuperscript{58} Michel Duchein, "Theoretical Principles and Practical Problems of Respect des fonds in Archival Science," 72.

\textsuperscript{59} Terry Eastwood, "General Introduction," 12.

\textsuperscript{60} Vincent, Carl. "The Record Group: A Concept in Evolution," 5.
series is totally antithetical to the concept of respect for original order and is often impossible particularly in the cases of indexes and registers. The answer is in viewing the process of arrangement as a conceptual activity which is how the series system deals with this problem.

The Series System Method

The series system was first implemented in 1964 at the Australian Archives, then known as the Commonwealth Archives Office. It was created in response to the perceived deficiencies in other methods of arrangement, particularly in regards to "determining how best to treat multiple-provenance series while fully respecting the principle of provenance." This method is different from other arrangement methods because it emphasizes respect for original order over respect for provenance and conceives of arrangement as a conceptual activity. Scott states that "one should not do violence to the natural original structure of records and should not force them into a record group system into which not all series will fit and which for some

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63 Scott does mistakenly refer to this method as being a method of description. See P.J. Scott, C.D. Smith and G. Finlay, "Archives and Administrative Change: Some Methods and Approaches (Part 4)," 61.
would result in an alien framework being superimposed."\(^{64}\)

The series system is based on several concepts. These are

(a) abandoning the record group as a physical entity, (b) basing physical
arrangement at the level of record series, and (c) continuing to respect the
principle of provenance through clearly recording all the creating agencies
for each series in the Register of Record Series and through listing of each
series on the inventory for each of its creating agencies.\(^{65}\)

There are two major components to the series system. These are administrative
context control and records control. Administrative context control consists of
information relating to the provenance of records. It is identified in the concepts
of organization and agency.\(^{66}\) The Australian Archives has defined organization
as a "whole government, learned society, church or company that is independent
(or broadly autonomous) and controls agencies." An agency has been defined as an

administrative unit that is a recognisable entity, generates records and has
its own independent general record keeping system. An agency can be part
of the Executive, Legislature, or Judiciary and may be an authority, board,
committee, court, military unit or part of a department.\(^{67}\)

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\(^{64}\) P.J. Scott, C.D. Smith and G. Finlay, "Archives and Administrative
Change: Some Methods and Approaches (Part 4)," 56-57.

\(^{65}\) P.J. Scott, C.D. Smith and G. Finlay, "Archives and Administrative
Change: Some Methods and Approaches (Part 4)," 58.

\(^{66}\) There are also structural elements for family and person which represent
non-government provenance entities.

\(^{67}\) Wagland, Mark, and Russell Kelly. "The Series System: A Revolution in
Archival Control." In The Records Continuum: Ian MacLean and Australia
In addition to recording the name of an agency, the Australian Archives also captures information relating to the functional and authority relations which shape the organizational relationships of agencies.

Records control consists of information relating to the physical records. It is identified by the concepts of series and item. The name of the series and its relationships with other record series is recorded in series registration forms. The Item registration, a level equivalent to the file, documents information relevant to this level of arrangement.

There are two types of linkages between administrative context control and records control. Firstly, there is the provenance relationship, also known as the recording agency relationship, "between a series and the agency or agencies that created and maintained it in use over time." The Australian Archives also recognizes the controlling agency relationship defined as the current agency which presently "owns and controls a particular series."

There is much to admire about the conceptual nature of the series system but, in rejecting the fonds as a starting point, there are also problems. The first of

Archives First Fifty Years, ed. Sue McKemmish and Michael Piggott (Clayton, Australia: Ancora Press in association with Australia Archives, 1994), 140.


these problems concerns the structural elements used in administrative context control. As previously noted, an organization is not a records creator but an entity that controls agencies. Whereas the term "agency" corresponds with the concept of a fonds, it is necessary to note that there is no concept in archival theory that corresponds with the concept of "organization." As such, it is necessary to remove organization from the series system and replace it solely with the term agency.

The second difficulty with the series system is that its proponents fail to see it in terms of a fonds. The solution to this issue is to marry the conceptual nature of the series system to archival theory, in regards to the fonds. This will mean that the conceptual model of the series system will adopt the data elements that correspond to the external and internal structure of a fonds. As such a fonds will consist of an external and internal structure. The external structure will consist of function, competence and organizational structure and the internal structure will consist of series, file and item.

Conclusion

This chapter has demonstrated that arrangement is a conceptual activity performed by archivists. As a methodology, it must conform to archival theory. As such, the data elements of arrangement must correspond with the external and internal structures of a fonds. This chapter also established that an entity is
capable of producing a fonds only when it is a recognizable entity that is capable of independent record keeping. This chapter established that creation, not custody, of records is the basis of provenance of records.

Finally, this chapter examined the issue of multi-provenancial series. The major methods of arrangement, including the record group, fonds, and series system, were tested for their ability to correspond with archival theory and their ability to deal with multi-provenancial series. The record group, as a practicable system, was rejected because it did not correspond with archival theory, in particular, the concept of a fonds. The fonds method, although based on archival theory, conceived of arrangement as a physical activity. This made it incapable, through the activity of arrangement, of documenting the history of multi-provenancial series. The series system, on the other hand, conceived of arrangement as a conceptual activity thereby making it possible to document the history of multi-provenancial series. However, the series system did not correspond with the theory or structure of the fonds. As a result, this study has argued for a hybrid between the series system, as a conceptual model, and the theory of the fonds. The result, would be a marriage of the series system to the data elements that reflect the external and internal structures of a fonds.

The next two chapters will flesh out this method of arrangement methodology by using the example of the Department of the Provincial Secretary
of British Columbia. Its purpose will be to identify the external and internal structure of the fonds, and to illuminate the provenancial and documentary relationships existing within and between these two orders of structure.
CHAPTER THREE


The external structure of a fonds is that structure dictated by the functional and authority relationships of the creator. It is identifiable through the concepts of function, competence and organizational structure.

The creator chosen as an example in this chapter is the Department of the Provincial Secretary of the Government of British Columbia. The chapter will be divided into three sections. The first will determine the juridical context of the Department in terms of it being an agency of the Provincial Government. The second section will describe the functions that the Department performed and the years that these functions were performed. The final section will analyze the organizational structure of the Department including a list of all agencies that reported to this Department since 1871.

The sources used to identify the external structure consist primarily of government publications and records. These include records of the Department which provide evidence of the procedures and functions of an entity, annual reports, spending estimates and Government statutes establishing the functional competence of agencies.
The Juridical Context of the Department of the Provincial Secretary

As an agency, the powers of the Department of the Provincial Secretary can only be understood in context of the broader powers and structure of the Government of British Columbia.

British Columbia became a province of Canada on 20 July 1871 in accordance with both federal and provincial statutes.\textsuperscript{71} The Province of British Columbia was the successor body to the Colony of British Columbia, a former Colony of Great Britain.

As a province of Canada, its powers were prescribed by the British North America Act of 1867.\textsuperscript{72} This Act established the sovereign bodies of the Parliament of Canada and each provincial legislature. The powers of each provincial legislature were defined by sections 92 and 93 of the Constitution Act.

The British North America Act and Constitution Act of British Columbia identified and defined the powers of the three branches of government in British Columbia. These are the legislative, judicial and executive branches. The purpose of the legislative branch of government "is to refine and legitimize major government policies and proposals for expenditure and taxation, to audit and


\textsuperscript{72} Canada, \textit{Statutes of Canada}, 1867, 30 & 31 Victoria, c. 3.
critique government actions and hold the government accountable, to constitute a representation of the province's political, economic and social interests, and to form a focal point for debate of society's major issues. It is composed of elected officials representing the electorate.

The judicial branch holds a special degree of autonomy from both the legislative and executive branches. Its primary role "is to provide a forum for the impartial interpretation and application of legal rules and principles derived from statutes, custom and precedent."

The executive is the largest branch of the government. Its main functions are to administer laws, propose legislation, present budgets to the legislature and oversee the administration of government programs. It consists of three parts which are the formal executive, political executive, and administration.

The formal executive consists of the office of the Governor General federally, and the Lieutenant Governor in each province. The Lieutenant Governor is appointed by the Governor General of Canada and is paid a salary by the Federal Government. The Lieutenant Governor serves in a dual capacity: first as representative of the Sovereign for all purposes of the provincial government, and second, as a federal officer in

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discharging certain functions of the sovereign. He signs (Royal Assent) to all Bills, signs proclamations and appoints people to government posts.\textsuperscript{75}

He or she therefore has the competence to open, prorogue and dissolve the legislative assembly, to assent to legislation and orders-in-council, and, in certain circumstances, to select the premier and to dismiss a government.

The political executive consists of the premier and cabinet. The premier is the most powerful position in the government as the leader of the governing political party. The premier is the

First Minister of Cabinet and President of the executive council, the chief Government spokesperson in the Legislative Assembly, and an elected representative of a specific constituency. The Premier makes specific recommendations to the Lieutenant Governor on the appointment of Cabinet Ministers, approves the appointment of deputy ministers, and initiates the order-in-council appointments . . . he or she is the ultimate authority on government policy and the principal advisor to the Lieutenant Governor.\textsuperscript{76}

The cabinet is responsible for "initiating, approving, and executing Government policy." It is the purpose of cabinet to

attempt to set the broad direction and priorities of the Government, decide the content of the Speech from the Throne, and coordinate the Government's legislative program for each session. It also makes decisions

\textsuperscript{75} G.G. Bell, Andrew D. Pascoe, \textit{The Ontario Government: Structure and Functions}, p. 4.

\textsuperscript{76} G.G. Bell, Andrew D. Pascoe, \textit{The Ontario Government: Structure and Functions}, p. 5.
on budget and manpower allocations for each fiscal year.\textsuperscript{77} The policies initiated by cabinet, and approved by the Legislature, are implemented by the administration.

The administration consists of departments, agencies, boards and commissions which all report to a minister of the cabinet. Departments are the "key administrative units utilized by modern government"\textsuperscript{78} and usually gain their competence from a short, special statute that "provides for a responsible minister and a senior executive officer and which details the basic goals of [the department]."\textsuperscript{79} A department usually consists of a minister, the minister's office staff, the deputy minister who is the chief administrative officer of the department, and administrative branches which carry out the operational and administrative workload.

Agencies, boards, commissions and special purpose bodies, although they are not part of the structure of a department, report to a minister who then reports to the legislature on behalf of these entities. They "perform three basic


\textsuperscript{78} The predecessor to the department was the "office" in Colonial times. In British Columbia, they have been known as ministries since 1976. John Terence Morley, \textit{The Reins of Power: Governing British Columbia} (Vancouver: Douglas & McIntyre, 1983), p. 129.

functions: advisory, regulatory and operational." They are "created to improve administrative or operational flexibility, to deliver programs or services which cross jurisdictional boundaries of government ministries, to respond quickly to a political issue, or to secure independence from day-to-day government control."

**The Department of the Provincial Secretary**

The Department of the Provincial Secretary was established on 20 July 1871 and was succeeded by the Ministry of the Provincial Secretary and Travel Industry on 28 October 1976. The Department of the Provincial Secretary was the successor body to the Office of the Colonial Secretary of the Colony of British Columbia. In fact, the Department was known as the Department of the Colonial Secretary until 11 April 1872 when, in accordance with the Executive Officer's Denomination Act, its name was changed to reflect British Columbia's Provincial status.⁸¹

Although the Department changed its name in 1872, its mandate and authority relations did not change. As such, the Department of the Colonial Secretary, for the period of 1871-1872, is the equivalent agency to the Department of the Provincial Secretary.

On the other hand, when the Ministry of the Provincial Secretary and

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⁸¹ British Columbia, *Statutes of British Columbia*, 1872, 35 Victoria, c. 15.
Travel Industry succeeded the Department of the Provincial Secretary the change constituted, not only a new name, but a change to its mandate and internal authority relations. The mandate of the agency was changed to reflect the Ministry's new competence for the promotion of the travel industry and new divisions and agencies were added to reflect these additional functions. These changes constitute a successor agency.

**Functions**

Between 1871 and 1976, the Department of the Provincial Secretary performed numerous functions. As more and different functions were performed, the structure of the Department changed and evolved. These developments are outlined in the following section.

Secretariat for the Executive Council 1871-1976

The Department of the Provincial Secretary served as the Secretariat for the Executive Council from 1871 to 1976. The activities involved in this function included the processing and indexing of Orders In Council, serving as the liaison between the Lieutenant Governor and the Political Executive, serving as liaison between the public and Executive, managing protocol events for the

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83 Functions have been determined through an analysis of Provincial statutes, annual reports and the archival records of the Department.
Government and providing administrative services for the Executive.

**Keeper of the Great Seal** 1871-1976

The Provincial Secretary was competent as the keeper of the Great Seal from 1871-1976. The activities were outlined by the Provincial Secretary's Act which states that the Provincial Secretary "shall be the keeper of the Great Seal of the Province, and shall issue all letters patent, commissions and other documents under the said Seal and countersign the same." 84

**Provincial Registrar** 1871-1976

The Provincial Secretary was competent as the Provincial Registrar from 1871-1976. The activities were outlined by the Provincial Secretary's Act which states that the Provincial Secretary "shall be the Provincial Registrar of British Columbia, and as such shall register all instruments of summons, commissions, letters patent, writs and other instruments and documents issued under the Great Seal of the Province." 85

As the Provincial Registrar, the Department of the Provincial Secretary was also mandated to receive other official records in accordance with other Provincial statutes. The 1874 Justices of the Peace and Coroners Oaths Act stated that

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84 British Columbia, *Statutes of British Columbia*, 1899, 62 Victoria, c. 59, s. 3(b).

85 British Columbia, *Statutes of British Columbia*, 1899, 62 Victoria, c. 59, s. 4.
every oath of a Justice of the Peace or Coroner so taken and subscribed as aforesaid, shall be transmitted by the person administering the same to the Provincial Secretary, who shall file the same among the records of his office."86

This remained in effect until 1976.

The 1883 Juror's Act made the Provincial Secretary competent for the preservation of Juror's Lists. This Act stated that a true copy of the Juror's Book must be "deposited in the office of the Provincial Secretary, and from it, in the event of the loss or destruction of the original by fire or other accident, a duplicate original of such book shall be made, and being certified by the Provincial Secretary or his deputy to be truly copied" shall be used in place of the original.87 This clause was rescinded in 1970 when the Jury Act of 1970 was passed.88

The Provincial Secretary was also competent for storing copies of assessment rolls for unincorporated areas of the Province from 1873 until 1922. This activity was established in 1873 with the passage of the Land Tax Act. This Act stated that "every Land Tax List shall be the Property of this Province, and

86 British Columbia, Statutes of British Columbia, 1874, 37 Victoria, c. 7, s. 2.
87 British Columbia, Statutes of British Columbia, 1883, 46 Victoria, c. 15, s. 27.
every Assessor or Collector shall, upon application, deliver up the same to the Provincial Secretary, or some person authorized by him to receive the same.\textsuperscript{89}

The Taxation Act of 1922 transferred this activity to the Minister of Finance.\textsuperscript{90}

\textbf{Organization of Provincial Elections 1871-1947}

The Provincial Secretary was competent for the organization of elections from 1871-1947. This competence was established by the Provincial Secretary's Act which states that the Provincial Secretary "shall have charge of all matters connected with the holding of elections for the Legislative Assembly."\textsuperscript{91} The activities involved in this function included the supervision of returning officers and registrars of voters, the distribution of voters lists and other general administration activities.

In 1947, the Provincial Elections Act Amendment Act created the position of Chief Electoral Officer which replaced the Department's role in the management of elections.\textsuperscript{92} The Provincial Secretary, and its successor bodies,

\begin{footnotesize}
\textsuperscript{89} British Columbia, \textit{Statutes of British Columbia}, 1873, 36 Victoria, c. 11, s. 15.

\textsuperscript{90} British Columbia, \textit{Statutes of British Columbia}, 1922, 13 George 5, c. 75, s. 121.

\textsuperscript{91} British Columbia, \textit{Statutes of British Columbia}, 1899, 62 Victoria, c. 59, s. 6.

\textsuperscript{92} British Columbia, \textit{Statutes of British Columbia}, 1947, 11 George 6, c. 28.
\end{footnotesize}
also remained in "charge of all matters connected with the holding of elections for
the Legislative Assembly, except as otherwise provided in any other Act." Yet,
this was merely as the minister to whom the Chief Electoral Officer reported.

**Keeper of Records and Archives of the Province**

1871-1898

The Provincial Secretary was competent as the keeper of records and
archives for the Province from 1871-1898. This function was outlined by the
Provincial Secretary's Act which states that the Provincial Secretary "shall be the
keeper of all registers and archives of the Province, and of all registers and
archives of any Government whatever that has had jurisdiction over the territory
or any part of the territory constituting the Province of British Columbia." 94

This statutory responsibility remained the competence of the Provincial
Secretary and its successor bodies into the 1990's. 95 However, in terms of
Governmental procedure, this function was performed by the Legislative Library
starting in 1898 under the auspices of the Bureau of Statistical and Historical
Information. In 1908, the position of Provincial Librarian and Archivist was

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93 British Columbia, *Revised Statutes of British Columbia*, 1979, 28
Elizabeth 2, c. 279.

94 British Columbia, *Statutes of British Columbia*, 1899, 62 Victoria c. 59,
s. 3(c).

95 For example, see the Ministry of Provincial Secretary and Government
Services Act, *Revised Statutes of British Columbia*, 1979, 28 Elizabeth 2, c. 279,
s. 2(3).
established and preservation of Government archives further accelerated under
the Provincial Archives which was at this point a division of the Legislative
Library. This Agency, and later the Provincial Archives as an agency itself,
retained competence of this function despite the fact that statutory power
remained with the Department of the Provincial Secretary.

**Supervising Subordinate Agencies** 1871-1976

This function was synonymous with all ministers of the Provincial
Government who were responsible to the Legislature for the activities of agencies.
The activities involved in this function consisted of liaising with agencies that
were placed under the Department's jurisdiction, receiving reports from the heads
of agencies, reviewing the management of the agencies and reporting to the
Legislative Assembly on these activities.

**General Administration for the Sustenance of the Department** 1871-1976

This function consisted of performing all administrative duties that were
necessary for the sustenance of the Department. The activities involved with this
function included the distribution of policy and procedure records for
Departmental staff, the management of the Department's finances and the
management of Departmental personnel.

**Administrative Services for Government Agencies** 1873-1928

This function consisted of providing services in all administrative areas for
Government agencies. The activities involved in this function include providing postal services to all Government agencies and providing janitorial and maintenance services at the Legislative Buildings.

The Department of the Provincial Secretary was responsible for Governmental postal services from 1873 until 1928. In 1928, this activity was transferred to the newly established Postal Branch.

When the Legislative Buildings were opened in 1898, janitorial and maintenance services were soon required. This became an activity of the Department of the Provincial Secretary, until 1909, when this activity was transferred to the Public Works Department.

Social Welfare 1880-1974

This function consisted of the administration of public health programs to assist the socially disadvantaged in society. The activities involved with this function included income assistance programs and administration of grants to charitable associations.

The 1872 Municipal Act gave competence to municipalities for caring for the poor and destitute in their geographical areas. The Destitute, Poor and Sick Fund was set up in 1880 to apply to unorganized areas of the Province. Although there was no statutory basis for this Fund, it was administered by the Deputy Provincial Secretary. Members of the Legislature referred deserving constituents
to the Department of the Provincial Secretary for help. In 1931, the Superintendent of Welfare and Neglected Children became competent for the administration of the Fund.

The Department of the Provincial Secretary was also competent for the administration of social welfare grants. The first case occurred in 1946 when the Grants to Charitable and Other Associations was transferred from the Social Welfare Branch to the central office of the Department of the Provincial Secretary. In 1949, Grants to Children's Homes, Convalescent Homes and Homes for the Aged were introduced and also administered by the Department of the Provincial Secretary.

In 1955, a new grant program was established consisting of Grants-in-Aid of Low Cost Housing for Elderly Citizen's of low income. This grant program was transferred to the Department of Housing in 1974.

**Arbitration of Labour Disputes 1894-1917**

The Provincial Secretary was competent for arbitrating labour disputes from 1894 until 1917. The activities involved with this function, as outlined by the Labour Conciliation and Arbitration Act, included the arbitration of disputes and claims between employers and employees. This function was transferred to

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96 British Columbia Archives, *Inventory to the Human Resources Record Group*, s.v. "Income Assistance."

the Department of Labour in 1917.

Health 1902-1960

This function consisted of the administration of health programs in the Province. The activities involved in this function included the regulation of health facilities and hospitals and the administration of grants for health related issues. Regulation for health facilities began in 1902 when the Provincial Government passed the Hospital Act. This Act required hospitals, which received public funds, to report monthly to the Provincial Secretary. These hospitals were also to be open for inspection to verify the standard of care. However, the actual physical inspections of hospitals was initially carried out by the Provincial Board of Health.

The administration of grants to hospitals first appeared in the spending estimates for the fiscal year of 1918-1919. These grants included statutory and special grants to hospitals and Grants in Aid of Resident Physicians. In 1938, the administration of grants to hospitals was transferred to the Inspector of Hospitals. In 1943, the administration of Grants in Aid of Resident Physicians was transferred to the Provincial Board of Health only to be transferred back to Provincial Secretary in 1946. These grants remained the responsibility of the

98 British Columbia, Statutes of British Columbia, 1902, 2 Edward 7, c. 33, s. 7.
This function consisted of the preservation of historic sites and objects in the Province. The activities involved in this function included the identification and preservation of archaeological sites, and the issuance of permits to allow alteration to these sites.

This function was established in accordance with the Historic Objects Preservation Act of 1925. This was replaced by the Archaeological and Historical Sites Protection Act of 1960, and later 1972. Both Acts required that all archaeological field work on "lands which contain Indian burial remains or examples of prehistoric rock art must be carried out under a permit issued by the Provincial Secretary." The 1960 Act also established the Archaeological Sites Advisory Board which served in an "advisory capacity to the Provincial Secretary on matters related to the preservation and conservation of archaeological resources located within the Province."

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99 British Columbia, Statutes of British Columbia, 1925, 16 George 5, c. 17.

100 British Columbia, Department of the Provincial Secretary, Annual Report, 1972, 33.

101 British Columbia, Department of the Provincial Secretary, Annual Report, 1972, 33.
Miscellaneous Powers

The Provincial Secretary's Act also states that the Provincial Secretary "shall have all the powers, duties and functions which are assigned by law or custom to Provincial Secretaries and Registrars of the different Provinces of the Dominion of Canada, in so far as they or any of them may be applicable to the Province of British Columbia." Yet this clause did not denote any additional statutory competence to the Provincial Secretary but made it possible of this Department to assume new functions and activities.

This is evident in analyzing statutes establishing provincial secretaries in other Provinces of Canada. The other Western Provinces, Alberta, Saskatchewan and Manitoba all have the same clause in their contemporary acts establishing their provincial secretaries. This similarity implies that this was the standard method for writing this kind of statute. As such, it is not necessary to apportion much meaning to this section. Still, this section was in statutory effect for the Ministry of Provincial Secretary and Government Services, a successor body to

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102 British Columbia, Statutes of British Columbia, 1899, 62 Victoria, c. 59, s. 3(a).

103 Alberta, Revised Statutes of Alberta, 1915, c. 7. s. 3(a). Manitoba, Revised Statutes of Manitoba, 1902, c. 122, s. 3(a). Saskatchewan, Statutes of Saskatchewan, 1906, c. 8, s. 3(a).
the Provincial Secretary, in 1979.\textsuperscript{104}

**Organizational Structure**

The Department of the Provincial Secretary is similar to most departments in that it consists of a Minister, the Minister's staff, a Deputy Minister, a General Administration Office, and a number of agencies or juridical persons that report to the Deputy Provincial Secretary.\textsuperscript{105} The purpose of the Deputy Provincial Secretary is outlined by the Civil Service Act which states that the Deputy Minister shall have authority, subject always to the Minister, to oversee and direct the other officers, clerks, and employees in the department, and to report as to their efficiency. He shall have the general supervision of the business of the department.\textsuperscript{106}

The structure of the Department developed over many years. In 1875, the Department consisted of a Minister, the Deputy Provincial Secretary, a

\textsuperscript{104} Ministry of Provincial Secretary and Government Services Act, British Columbia, \textit{Revised Statutes of British Columbia}, 28 Elizabeth 2, c. 279, s. 2(1).

\textsuperscript{105} The position of the Deputy Provincial Secretary was created in accordance with section 5 of the Provincial Secretary's Act which stated that the "Lieutenant-Governor in Council may also appoint a Deputy Provincial Secretary, and such other officers, clerks and servants as are requisite for the proper conduct of the business of the Department." British Columbia, \textit{Statutes of British Columbia}, 1899, 62 Victoria, c. 59, s. 5.

\textsuperscript{106} British Columbia, \textit{Statutes of British Columbia}, 1917, 7 George 5, c. 9, s.41.
messenger and the Printing Branch.\textsuperscript{107} By 1911, the Provincial Secretary and Deputy Provincial Secretary's general office had grown to a staff of nine employees, including the Minister. At this time there were five agencies reporting to the Department.\textsuperscript{108} These agencies were the Provincial Board of Health, Provincial Museum, Provincial Home at Kamloops, King's Printer and Hospital for the Insane.

By 1919, a new Central Office had been created, centered around the Deputy Provincial Secretary, and responsible for performing many of the functions of the Department. This Office replaced a previous combined office of the Minister and Deputy Provincial Secretary. The new Office's activities included coordinating secretarial services for the Executive Council and fulfilling all activities involved with the function of Provincial Registrar. These activities were described in 1952 as the "recording, filing, and custody of Orders in Council; the issuing of Proclamations, Letters Patent, and Commissions of Appointment of Notaries Public, Justices of the Peace, Coroners, and Stipendiary Magistrates; and a number of miscellaneous tasks of a detail character in the carrying out of the business of the Legislative Assembly and the Executive Council."\textsuperscript{109} The General

\textsuperscript{107} British Columbia, \textit{Spending Estimates}, 1875-1876.


\textsuperscript{109} Legislative Library, Department of the Provincial Secretary, \textit{Report on Survey of Selected Units of the Department of Provincial Secretary}, prepared by
Office was also responsible for supervising and liaising with the subordinate agencies and programs that reported to this Department.

The Central Office also had responsibility for postal services for the Government from 1873 until 1928. Prior to 1873, the Provincial Secretary's Department was responsible for its own postal messenger as was the Lands and Works Department. However, by the 1873-1874 fiscal year, the Provincial Secretary became responsible for the "Messenger for all Departments."\textsuperscript{110} All Government postal services grew from this position. By 1911, the messenger was known as the postal clerk.\textsuperscript{111} In 1928, the postal clerk was succeeded by a new agency called the Postal Branch.

Also reporting to this Central Office were the janitorial staff for the new Legislative Buildings. With the construction and opening of the new Legislative Buildings in 1898 it became essential to hire workers to take care of the buildings. As such, in 1898, the Department of the Provincial Secretary became responsible for this activity. A janitor, engineer and carpenter were hired over the ensuing years. In 1909, this activity was transferred to the Public Works Department.

\textsuperscript{110} British Columbia, \textit{Spending Estimates}, 1873-1874.

\textsuperscript{111} British Columbia, \textit{Spending Estimates}, 1911-1912.
The Minister's Office acted as the Chief Executive Officer for the Department. The Minister sat in the Executive Council and reported to the Legislature on the administration of the Department and the subordinate agencies that reported to the Minister. The Minister also responded to public correspondence regarding the programs of the Department.

Throughout this period, the individual who served as the Minister of Provincial Secretary also served in a variety of other positions. Between 1876 and 1975, the Minister of Provincial Secretary also served concurrently as minister for sixteen different ministries. For example, between 1878 and 1900, the Minister of Provincial Secretary was also concurrently the Minister of Mines in addition to serving for short periods of time as the Attorney-General and Minister of Education and Immigration, Premier and President of the Council. Often times, records from these positions would be stored in the series of the Department of the Provincial Secretary. As such, there is correspondence that is of the diplomatic provenance of different Ministers spread throughout the fonds of the Department of the Provincial Secretary.

Supervision of Subordinate Agencies

The supervision of subordinate agencies is one of the major functions of

\[112\] See attached appendix for the names of each Minister of Provincial Secretary and the dates and portfolios of concurrently held positions.

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the Department. Great portions of the general correspondence and subject files of the Minister and Deputy are taken up by correspondence inquiring about the administration of these agencies and programs, and reports from these agencies documenting their activities. Each of these agencies reported on their operations to the Deputy Provincial Secretary. The Minister was responsible for reporting to the Legislative Assembly on behalf of these agencies.

These agencies, however, maintained their own record keeping systems that were unique from that of the Department of the Provincial Secretary's. As noted in the previous chapter, this is sufficient for recognizing that these entities are agencies. This is in accordance with the Australian Archives who defined an agency as "an administrative unit that is a recognisable entity, generates records and has its own independent record keeping system." Many of these agencies were also free-floating entities that were often transferred to jurisdictional responsibility of other Departments. As such, they created their own fonds separate from that of the Department of the Provincial Secretary. However, in order to properly capture the organizational and authority relations of an entity, it is necessary to document each agency that reported to it.

Many of these agencies were not established by a statute, and, as such,

Duchein would identify them as divisions or branches of the Department rather than as separate agencies. This is particularly evident in several cases including the Farms Division and Central Microfilm Bureau. However, in terms of this study, and the degree of independent record keeping of these entities, they will be identified as agencies.

The following analysis will only provide a description of subordinate agencies at a hierarchy of one level only.\textsuperscript{114} The agencies will be organized in the context of their functional purpose.

\textbf{Services For Government}

The Department of the Provincial Secretary supervised many of the agencies which provided administrative services to other agencies of the Provincial Government. These have included agencies involved in such activities as printing services, postal services, library services, archival services, personnel management, superannuation services, Government House services, collections, farms management, records management and other related administrative support services.

\textsuperscript{114} This is done because in describing authority relations it is necessary to only document the immediate superior and subordinate agencies that an agency, in this case the Department of the Provincial Secretary, is responsible for. See Eastwood, "General Introduction," p. 6.


**Printing Services**

The printing office has been known by its official titles of Queen's Printer and King's Printer since its inception and has reported to the Department of the Provincial Secretary from 1871 until 1976. Its mandate was to serve the printing needs of the Provincial Government. In 1871, the printing office was headed by a Superintendent, known as the Queen's or King's Printer in the annual reports of the Office. Since the Coronation of Queen Elizabeth II in 1952, the Office was renamed the Queen's Printer and was managed by the Queen's Printer and Comptroller of Stationary.

**Postal Services**

In 1928, the Postal Branch was created consisting of a postal clerk and assistant postal clerk. The mandate of the Branch was to provide postal services for the Provincial Government. This Branch reported to the Provincial Secretary until 1932, when it was transferred to the administration of the Department of Finance. In 1960, this Branch was transferred back to administration of the Department of the Provincial Secretary.

**Library Services**

The Legislative Library was transferred to the Department of the Provincial Secretary from the Attorney-General's Department in 1919. At this time it was the Legislative Library and Archives headed by a Provincial Librarian and
Archivist. In 1942, the Provincial Library and Archives was transferred to the
Department of Education. In 1961, the Legislative Library was transferred back
to the Department of the Provincial Secretary from the Department of
Education.

The Public Library Commission reported to the Deputy Provincial
Secretary from 1919-1942 and 1961-1976. This Commission administered
grants for the development of libraries, access to libraries and other programs
under the statutory power of the Library Act. In 1942, this agency was
transferred to the Department of Education and, in 1961, it was transferred back
to the Provincial Secretary. In 1969, the Commission was renamed the Library
Development Commission.

Archival Services

The Provincial Archives initially developed as a division of the Legislative
Library and, until 1974, it was headed by the Provincial Librarian and Archivist.
In 1974, this position was separated into the positions of Legislative Librarian
and Provincial Archivist. The Provincial Archivist thereafter became responsible
for the Provincial Archives.

Personnel Services

The Civil Service Commission was established in 1917. Its purpose was to
administer the Civil Service Act of 1917.\textsuperscript{115} It was headed by a Commissioner who reported to the Deputy Provincial Secretary. In 1973, the Commission was renamed the Public Service Commission, with additional responsibilities for collective bargaining, under the Public Service Act.

Superannuation Services

On April 1, 1921, a pension plan was developed for Provincial employees which was managed by the Civil Service Commission.\textsuperscript{116} In 1929, the position of Superannuation Commissioner was created to manage the plan. The mandate of this position was the management of all Government pension plans, including the Municipal Superannuation Fund and the Teacher's Pensions Fund.\textsuperscript{117} The Superannuation Commissioner reported to the Deputy Provincial Secretary.

Government House Services

In 1930, a new agency was developed to provide secretarial services and protocol events for the Lieutenant Governor at Government House. The agency was listed in the Provincial Secretary's spending estimates as Government House. This agency reported to the Deputy Provincial Secretary.

\textsuperscript{115} British Columbia, \textit{Statutes of British Columbia}, 1917, 7 George 5, c. 9.

\textsuperscript{116} British Columbia, \textit{Statutes of British Columbia}, 1921, 11 George 5, c. 60.

\textsuperscript{117} Between 1947 and 1958, the Deputy Provincial Secretary served as the Superannuation Commissioner in addition to his regular duties as the Deputy.
Collection of Institutional Revenue

The Collections Office was originally created in 1935 as part of the Welfare Branch, and later, the Social Assistance Branch. Its purpose was to collect funds from municipalities and patients for treatment in provincially run welfare and health institutions.

In 1946, with the transfer of the Social Assistance Branch to the Department of Health and Welfare, the Collections Office became a separate agency in the Department of the Provincial Secretary. At this time it was headed by a Collector of Institutional Revenue who reported to the Deputy Provincial Secretary. In 1959, this office was transferred to the Department of Health Services and Hospital Insurance.

Administration of Provincially Run Farms

In 1946, the Farms Division was established consisting of the farms at the mental health facilities at Essondale and Colquitz and the farm at the Tranquille Sanatorium. The mandate of this agency was to manage all provincially owned farms. It was headed by a Farm Superintendent who reported to the Deputy Provincial Secretary from 1946 to 1959. In 1959, the Division was transferred to the Mental Health Services Division of the Department of Health Services and

118 British Columbia, Department of the Provincial Secretary, Report on Survey of Selected Units of the Department of Provincial Secretary, II-1.
Hospital Insurance.

Records Management

The Central Microfilm Bureau was transferred from the Department of Education to the Provincial Secretary in 1960. Its mandate was to microfilm important Government documents for long term preservation. As a free floating entity that is transferred from department to department, and as an independent record keeper, this agency fulfils the necessary requirements to be acknowledged as an agency.

Office of the Planning Advisor to Cabinet

This agency was created in 1974 with a mandate of assisting "Cabinet in over-all planning and policy co-ordination."

119 This Office was disbanded on 23 December 1975 and replaced by the office of Intergovernmental Relations reporting to the Office of the Premier.

Metric Conversion Services

The Metric Conversion Section consisted of the Metric Conversion Coordinating Committee for Government Departments and Crown Agencies. It consisted of representatives from all Government Departments and was established in 1974. Its mandate was to investigate, plan, schedule and

119 British Columbia, Department of the Provincial Secretary, Annual Report, 1974.
implement the conversion to the metric system for Provincial Government agencies. In 1976, the Agency was transferred to the Department of Education.

**Public Education Services**

The Information Services Division reported to the Deputy Provincial Secretary from its inception in 1975 until 1976. Its purpose was to provide telephone referrals to the public and improve distribution of government publications.

**Elections**

The Department of the Provincial Secretary was responsible for the Elections Act. In this role, the Department was the superior body to the Chief Electoral Officer. The position of Chief Electoral Officer was created in 1947, in accordance with the Provincial Elections Act Amendment Act, to supervise and manage all elections of the Legislative Council.\(^{120}\) This Office reported to the Deputy Provincial Secretary until 1976.

**Finance**

In 1871, the Treasury Branch and Audit Branch both reported to the Colonial Secretary and, starting in 1872, the Provincial Secretary. Both agencies were responsible for all financial functions in the Provincial Government. In

\(^{120}\) British Columbia, Statutes of British Columbia, 1947, 12 George 6, c. 106.
April 1873, the Treasury Branch became the basis of the Treasury Department.

In 1874, the Audit Branch was also transferred to the Treasury Department.

**Mental Health**

The Department of the Provincial Secretary supervised many agencies in the functional area of mental health. These agencies performed many activities including the management of mental health facilities and the administration of preventive programs.

**Mental Health Facilities**

In 1872, the Provincial Government opened the Province's first Insane Asylum in Victoria. The following year the Government passed the Insane Asylums Act which provided statutory basis for this Institution.\(^{121}\) This Act placed the management of the Asylum under a non-resident Medical Superintendent and a resident Superintendent. The Medical Superintendent was responsible for reporting annually to the Provincial Secretary on the management operations.\(^{122}\)

In the Spring of 1878, the Provincial Government closed the Insane Asylum in Victoria and transferred the inmates to a newly constructed Lunatic Asylum located in New Westminster. A Medical Superintendent managed the

\(^{121}\) British Columbia, *Statutes of British Columbia*, 1873, 36 Vict., No. 28.

\(^{122}\) British Columbia, *Statutes of British Columbia*, 1873, 36 Vict., No. 28, s.4.
Asylum and reported to the Provincial Secretary. In 1897, following the passage of the Hospitals for Insane Act the Government renamed the Asylum to the Public Hospital for the Insane.\footnote{This statute stated that the Medical Superintendent must report monthly to the Provincial Secretary on the operations of the Hospital. Statutes of British Columbia, 61 Vict., ch. 101, s. 5.}

In 1913, the Provincial Government opened the Provincial Mental Hospital, Essondale, located in Port Coquitlam. This facility was created to house the overflow from the Public Hospital for the Insane and, from 1913-1919, the Medical Superintendent of Mental Hospitals had his office in this site. In 1919, the Colony Farm and Nursery, a therapeutic farm, was also opened at Essondale and managed by the Medical Superintendent.

The Mental Home located at Colquitz opened in 1919. It was built in order to house mental patients who were identified as the "criminally insane." The Institution was administered by the Medical Superintendent of Mental Hospitals. In 1946, the Colquitz Farm was also added to this site.

The Mental Hospital Headquarters was established in 1924 to manage Provincially run mental hospital institutions. The Medical Superintendent of mental hospitals was transferred from New Westminster to head up this new office. This office reported to the Provincial Secretary on the administration of the three mental homes in the Province from 1924 until 1936. The headquarters
were also responsible for all bookkeeping and office administration activities for the mental hospitals.

In 1936, the mental health facilities administration was reorganized with the creation of the Psychopathic Department. The Department's mandate was to manage the Provincially run mental hospitals within the structure of the Department of the Provincial Secretary. There was no statutory basis for this Division. It was headed by the General Superintendent and Provincial Psychiatrist who reported to the Deputy Provincial Secretary. The Superintendent was responsible for the administration and management of the Mental Hospital Headquarters, and the facilities in New Westminster, Essondale, and Colquitz.

In 1946, there was an even greater reorganization of the management of the mental facilities. In this year, the management of the Colony and Colquitz farms was transferred to a new Farms Division headed by a Farm Superintendent. The General Superintendent's position was also replaced by the Director of Mental Hygiene and Psychiatry whose office was at the Mental Hospital Headquarters. The Psychopathic Division was now solely responsible for the administration of mental health clinics in Vancouver and Victoria and a number of travelling clinics.

This 1946 reorganization served as the basis of the new Mental Health
Services, which was established in 1950. It was responsible to administer all mental health programs for the province. It was headed by the Director of Mental Health Services, the successor office to the Director of Mental Hygiene and Psychiatry. The Director reported to the Deputy Provincial Secretary on the management of this Division.

Mental Health Services was divided into three sections. These included the Headquarters, where the management and administration were undertaken, Preventive Services, which administered the mental health clinics, and the Provincial Mental Hospitals. This structure remained relatively unchanged until 1959. That year Mental Health Services was transferred from the Department of the Provincial Secretary to the Department of Health Services and Hospital Insurance.  

Preventive Programs

A previously noted, preventive programs, through clinics, were managed by the Psychopathic Division starting in 1946. There were clinics in Vancouver, and Victoria, in addition to clinics that travelled through the Province. In 1950, these clinics became the Preventive Services Section of Mental Health Services where they remained until 1959 when Mental Health Services was transferred to

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124 See the "Department of Health Services and Hospital Insurance Act," British Columbia, Statutes of British Columbia, 1959, 7-8 Eliz. 2, ch. 38.
Social Welfare

The Department of the Provincial Secretary supervised many agencies working in the social welfare field. These agencies performed many activities including the management of homes for the aged and infirmed, income assistance, aid to war veterans and child welfare services.

Public Homes for the Aged and Infirm

The Provincial Home for the Aged and Infirm was opened in Kamloops in 1895. The basis for admission was that individuals must be destitute and unable to work. The Home was managed by a Superintendent who reported to the Deputy Provincial Secretary. This remained the only publicly run home for the aged until 1936 when the Home for the Aged in Essondale was opened. Each Home was separately managed.

In 1946, the Provincial Home in Kamloops was transferred to the supervision of the Department of Health and Welfare whereas the Home for the Aged in Essondale continued to report to the Deputy Provincial Secretary. In 1948, it was joined by a new Home for the Aged in Vernon and, shortly thereafter, a new Home was opened in Terrace. Management for the three Homes came under the jurisdiction of a medical superintendent who reported to the Deputy Provincial Secretary. In 1959, the administration of these Homes
was transferred to the Department of Health Services and Hospital Insurance.\textsuperscript{125}

**Income Assistance**

In 1931, the administration of the Destitute, Poor and Sick Fund was transferred from the Deputy Provincial Secretary to the Superintendent of Welfare and Neglected Children. This Superintendent also administered the Mothers' Pensions Branch which was transferred from the Department of Attorney-General the same year.

In 1943, the Old Age Pension Act, and Old Age Pension Board, was transferred from the Department of Labour to the supervision of the Provincial Secretary. In 1946, this Board and administration for the Act was transferred to the Welfare Branch of the new Department of Health and Welfare.

**Aid to War Veterans**

The Returned Soldiers' Aid Commission was established in 1915, by order-in-council to help with the resettlement of soldiers, sailors, and airmen who had served in the First World War. It reported to the Legislature through the Provincial Secretary. In 1926, the Commission was disbanded.

**Child Welfare**

The Superintendent of Neglected Children, who administered the Infant's

\textsuperscript{125} British Columbia, *Statutes of British Columbia*, 1959, 7-8 Eliz. 2, ch.38.
Act, was transferred to the supervision of the Department of the Provincial Secretary from the Department of the Attorney-General in 1923. The mandate of the Superintendent was to enforce the Infants Act and, in necessary circumstances, to apprehend neglected children.\textsuperscript{126} The office reported to the Deputy Provincial Secretary.

In 1931, the Welfare Branch was created, headed by the Superintendent of Welfare and Neglected Children. In addition to the previous duties of enforcing the Infant's Act, additional duties were to provide income assistance.\textsuperscript{127} In 1936, child welfare activities were transferred to the Child Welfare Branch headed by the Superintendent of Neglected Children. The Superintendent continued to report to the Deputy Provincial Secretary. In 1943, this Branch became a Division of the Social Assistance Branch and began reporting to the Superintendent of Welfare. In 1946, the Social Assistance Branch was transferred to the new Department of Health and Welfare.

\textbf{Child Welfare - Juvenile Delinquency}

In 1922 the Boys Industrial School was transferred to the supervision of the Department of the Provincial Secretary from the Department of the

\textsuperscript{126} British Columbia, \textit{Revised Statutes of British Columbia}, 1911, ch. 107, s. 67.

\textsuperscript{127} See the Income Assistance category for detailed information on the income assistance programs performed by the Superintendent of Welfare and Neglected Children.
Attorney-General. The purpose of the School was the custody and detention of juvenile offenders "with a view to their education, industrial training and moral reclamation." It was managed by a Superintendent who reported to the Deputy Provincial Secretary.

The Industrial Home for Girls was transferred from the Department of the Attorney General to the supervision of the Department of the Provincial Secretary in 1934. Its purpose was similar to the Boys Industrial School and was similarly headed by a Superintendent, though in this case a matron, who reported to the Deputy Provincial Secretary. In 1937, it was renamed the Industrial School for Girls. In 1946, both Schools were transferred to the new Department of Health and Welfare.

General Welfare Programs

The Welfare Branch was created in 1932. The branch was in charge of administering grants to charitable societies, and the destitute and poor and was responsible for managing the Infants Act through the Superintendent of Neglected Children. It was also responsible for the management of the Mother's Pensions Branch which was transferred from the Department of Attorney-General that same year. In 1935, this Welfare Branch was expanded with the creation of

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128 British Columbia, Statutes of British Columbia, 1909, 9 Edward 7, c. 40, s. 5.

the position of Director of Social Welfare and the addition of Field Service and Collections Offices. The Collections Office was implemented to receive per capita funds from municipalities for the treatment of patients in Provincially run welfare and health institutions.

In 1943, the Welfare Branch was replaced by the Social Assistance Branch. With this administrative change, the position of Director of Welfare was abolished. In its place, the Social Assistance Branch was headed by a Superintendent of Welfare and included an administration office, Child Welfare Division and Collections Office. The Superintendent of Welfare reported to the Deputy Provincial Secretary. In 1946, this Social Assistance Branch, with the exception of the Collections Office, was transferred to the new Department of Health and Welfare.

Culture

The Department of the Provincial Secretary supervised many cultural agencies from 1886 to 1976. These agencies performed many activities including the management of a Provincial museum, organization of centennial celebrations, preservation of historic sites, and Indian advisory services.

Provincial Museum

The British Columbia Provincial Museum was established in 1886. Its initial mandate was to preserve specimens illustrating the natural history of the
Province and to provide for community education.\textsuperscript{130} It reported to the Department of the Provincial Secretary until 1942, when it was transferred to the Department of Education. In January 1976, supervision of the Museum was once again transferred back to the Department of the Provincial Secretary from the Department of Recreation and Travel Industry.

Centennial Celebrations

The Department of the Provincial Secretary supervised a number of committees charged with the planning of centennial celebrations between 1958 and 1971. These included the British Columbia Centennial '58 Committee, Barkerville Centennial Celebration Committee in 1962, Canadian Confederation Centennial Committee of British Columbia and the British Columbia Centennial '71 Committee. All were formed to organize and plan for centennial celebrations for the Province.\textsuperscript{131}

Preservation of Historic Sites

The Barkerville Restoration Advisory Committee was created in 1958. Its mandate was to plan and manage the redevelopment of Barkerville. This was followed by the Fort Steele Restoration Foundation 1961 created to develop a "living museum" in the area of Fort Steele. Both reported to the Deputy

\textsuperscript{130} British Columbia, Statutes of British Columbia, 1913, 3 Geo. V, c.50.

\textsuperscript{131} The Deputy Provincial Secretary served as the general chairman of each of the Committees.
Provincial Secretary. Both agencies were dissolved in 1972 and replaced by the Historic Sites Advisory Board which reported to the Deputy Provincial Secretary. The Board was transferred in 1976 to the Parks Branch of the Department of Recreation and Travel Industry.

Archaeological Sites

The Archaeological Sites Advisory Board was created following the passage of the Archaeological and Historical Sites Protection Act of 1960.\(^{132}\) The mandate of the Board was "to act in an advisory capacity to the Provincial Secretary on matters related to the preservation and conservation of archaeological resources located within the Province."\(^{133}\)

Indian Advisory Act

The Indian Advisory Committee, and the administration of the Indian Advisory Act, was transferred from the Department of Labour to the supervision of the Department of the Provincial Secretary in 1962. The mandate of the Indian Advisory Committee was the administration of grants under the First Nation Fund. The purpose of this Fund was to assist First Nations Groups in the process of self-determination and self-development. In 1974, the Indian Advisory

\(^{132}\) British Columbia, Statutes of British Columbia, 1960, 8-9 Elizabeth 2, c. 2.

\(^{133}\) British Columbia, Department of the Provincial Secretary, Annual Report, 1972, 33.
Committee was replaced by the Indian Advisory Branch.

Health

The Department of the Provincial Secretary supervised many agencies performing health related functions. These agencies performed many activities including the regulation of health facilities, sanitary inspection, management of health programs, management of health facilities and administration of health insurance.

Regulation of Health Facilities and Hospitals

Inspection of hospitals was carried out primarily by the Provincial Board of Health until 1937 when the position of the Inspector of Hospitals was created. The Inspector of Hospitals was mandated with responsibility for the inspection of hospitals and for the administration of grants to hospitals. The Inspector reported to the Deputy Provincial Secretary.

In 1943, the positions of Inspector of Hospitals and Chief Inspector of Welfare Institutions were merged into one position. In 1948 this position was transferred to the Hospital Insurance branch of the Department of Health and Welfare.

Sanitary Inspection

In 1904, the Provincial Government passed the Health Act Amendment Act. This created the position of Sanitary Inspector whose mandate was "to
investigate the sanitary condition and surroundings of any city, district or place, or the cause or causes and treatment of any contagious or other disease or mortality."  

The Inspector reported to the Provincial Secretary until 1914, when the position was transferred to the Provincial Board of Health.

Management of Health Programs

The management of health programs was performed by the Provincial Board of Health which was established in 1893. It purpose was to issue regulations, subject to the approval of the Lieutenant-Governor-in-Council, for the prevention, treatment, mitigation and suppression of epidemic, endemic, infectious or contagious disease. Supervision for the Provincial Board of Health was transferred to the Department of the Provincial Secretary from the Department of Agriculture on 6 March 1907.

The Provincial Board of Health consisted of the Lieutenant-Governor-in-Council and the Cabinet with management performed by the Provincial Health Officer who oversaw all of the activities of the agency. Over the years, the agency was responsible for the Vital Statistics Division, the Inspector of Hospitals, Division of Venereal Disease Control, Division of Tuberculosis Control, Provincial Laboratory and other agencies and divisions. In 1946, the Provincial

134 British Columbia, Statutes of British Columbia, 1903-1904, c. 23, s. 2.

135 British Columbia, Statutes of British Columbia, 1893, 56 Vict., Ch. 15.
Board of Health was transferred to the newly created Department of Health and Welfare.

Management of Provincially Owned Health Facilities

The Department of the Provincial Secretary was responsible for the supervision of Provincially run health institutions. The first Provincially run institution was the Tranquille Sanatorium. The B.C. Anti-Tuberculosis Society opened Tranquille Sanatorium in 1907 as the King Edward Sanatorium. In 1921, ownership of the Sanatorium was transferred to the Provincial Government where it was placed under the supervision of the Department of the Provincial Secretary. The Sanatorium was headed by a Medical Superintendent who reported to the Deputy Provincial Secretary. At this time, the Tranquille Sanatorium also included the Tranquille Sanatorium Farm.

In 1935, the Division of Tuberculosis Control was established. It was headed by a Medical Director who administered the Sanatorium, Farm, travelling clinics, clinics in Victoria and Vancouver, and the District Nursing and Social Service. The Medical Director reported to the Deputy Provincial Secretary. This Division was transferred to the Provincial Board of Health in 1938.

In 1943, the Division of Tuberculosis Control was once again transferred

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out of the Provincial Board of Health to stand as a separate agency reporting to the Deputy Provincial Secretary. In 1946, this Division, with the exception of the Tranquille Sanatorium Farm, was transferred to the Department of Health and Welfare.\textsuperscript{137} Tranquille Sanatorium Farm became part of the Farms Section.

The Department of the Provincial Secretary also supervised infirmaries throughout the Province. The first was opened in 1923 when the Provincial Home for Incurables was established in Marpole. It was created to deal with individuals who were inflicted with incurable body diseases or disabilities.\textsuperscript{138} In 1939, this institution was renamed the Provincial Infirmary, Marpole.

In 1942, this Infirmary was joined by Mount St. Mary's Hospital located in Victoria and, shortly thereafter, the Allco Infirmary was also opened. All three of these institutions were managed by a Superintendent who reported to the Deputy Provincial Secretary. In 1946, administration of these Infirmaries was transferred to the new Department of Health and Welfare.

Medical Insurance

\textsuperscript{137} British Columbia, Statutes of British Columbia, 1946, 10 Geo. 6, ch.31.

\textsuperscript{138} British Columbia, Statutes of British Columbia, 1922, 13 Geo. 5, ch. 60. The Provincial Infirmaries Act of 1937 states that infirmaries are "institutions for the care and maintenance of persons who, being chronic or convalescent patients afflicted with some bodily disease or disability, do not require, or are not likely to benefit from care or treatment in a general hospital or other special hospital but nevertheless require institutional care." British Columbia, Statutes of British Columbia, 1937, 1 Geo. 6, ch. 62, s. 2.
The Medical Services Commission was established in 1967 following the passage of the Medical Services Act of 1967. Its mandate was to administer and operate the "voluntary medical care insurance plan established by the Medical Services Act Regulations."139 The commission reported to the Deputy Provincial Secretary. In 1972, this Commission was transferred to the Department of Health Service and Hospital Insurance.

Emergency Services

The Civil Defence Guild was established in 1951 with the passage of the Civil Defence Act. Its prime purpose was the "preparation for the protection of the population and continuity of Government in the event of a national war emergency."140 Over time, the emphasis began to shift toward the ability to deal with peacetime civil emergencies. As a result, a successor body, the Provincial Emergency Programme, was established in 1974.

Recreation Programs

The Leisure Services Branch was established in 1975 when the Community Recreation Branch of the Department of Travel Industry was transferred to the supervision of the Provincial Secretary and merged with the B.C. Cultural

139 British Columbia, Department of the Provincial Secretary, Annual Report, 1972.

140 British Columbia, Department of the Provincial Secretary, Annual Report, 1972, 28.

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Program. Its mandate was to provide "recreation services to the communities of British Columbia."\textsuperscript{141} This Branch was transferred to the Ministry of Recreation and Conservation in 1976.

**Miscellaneous**

**Capital Improvement District Commission**

The Capital Improvement District Commission was established in 1957. Its mandate was to plan and carry out "projects aimed at enhancing the attractiveness of the capital area."\textsuperscript{142} It reported to the Deputy Provincial Secretary.

**Motor Vehicle Insurance and Regulation**

The Motor Vehicle Branch and Insurance Corporation of British Columbia and administration of the Motor Vehicle Act were transferred from the Department of Transport and Communications to the supervision of the Department of the Provincial Secretary on 3 October 1975. On 23 December 1975, the Insurance Corporation of British Columbia was transferred to the Ministry of Education. On 16 January 1976, the Motor Vehicle Branch and administration of the Motor Vehicle Branch was transferred to the Department of Transport and

\textsuperscript{141} British Columbia, Department of the Provincial Secretary, *Annual Report*, 1974.

\textsuperscript{142} British Columbia, Department of the Provincial Secretary, *Annual Report*, 1972, 17.
Communications.

Lotteries Branch

The Lotteries Branch was established by the Lotteries Act of 1974. The Branch was mandated with the licensing authority for all forms of social gambling in the Province and administered the Western Canada Lottery Foundation. It reported to the Deputy Provincial Secretary.

Conclusion

This chapter has demonstrated that the external structure of a fonds is identifiable through the concepts of function, competence and organizational structure. This concepts were applied to the fonds of the Department of the Provincial Secretary. The external structure of the fonds of the Department of the Provincial Secretary consists of the Minister and the Central Office of the Deputy Provincial Secretary. These offices performed twelve functions between 1871 and 1976. The organizational structure documents the subordinate agencies that report to the Department of the Provincial Secretary. These are subordinate fonds, in terms of the concept of the hierarchy of fonds.

The concluding chapter will deal with the internal structure of the Department of the Provincial Secretary. The internal structure will be linked to the external structure through the concept of the functional series. In this way, the concept of function will provide a direct linkage between the internal and
external structure.
CHAPTER FOUR


The internal structure of a fonds identifies the relationships among documents as they were created and organized by their creator. These relationships are identifiable through the original order of the documents. Respect for original order is the "principle that archival documents should be maintained in the same order or arrangement given to it by the creator so that the relationships among its components and the evidential significance of documents are preserved." By identifying and preserving the original order of the documents, an archivist is able to ensure "that the connection between origin, context, action, and transaction will not be impaired, and the value of the documents as evidence of affairs will be preserved."  

The series is the basis of analysis of the internal structure. As previously noted, there are two types of series. A documentary series consists of a grouping of documents that have an intrinsic order, or as Eastwood states "denote a

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143 University of British Columbia, School of Library, Archival and Information Studies, "Select List of Archival Terminology," s.v. "respect for original order, principle of."

classified or ordered system of documents." It is the highest level of a hierarchy that also includes the file and item. The functional series, on the other hand, consists of all the records "accumulated in the course of an agency's accomplishing a particular function." It groups together all documentary series that are required to perform a function and provides a solution to "relating the documentary parts of the whole internal structure of a fonds." It also serves as one method of bridging the divide between the internal and external structures of a fonds. This is because it links record series directly with the concepts of function and competence of the external structure.

Heather MacNeil argues that another method to bridge the divide between the external and internal structures is through the concept of multi-level description. In particular, this would consist of an archivist incorporating the name of the series' creator in the title of the series. MacNeil states that "the title will reflect the immediate parentage of the series." Multi-level description is problematical in terms of multi-provenancial series. When a documentary record series has been created, over time, by more

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than one creator, an archivist will find it difficult to assign a creator's name to the series. There are two solutions to this dilemma. Firstly, an archivist can use name of the final, or most recent creator, to the name of the series. Secondly, an archivist can physically break up the series and place each portion in the fonds of its creator. Both of these solutions correspond with Duchelin's solutions to changes to the external structure. In both cases, one risks the ruin of the originary value of the records. In the first example, by arranging a record series in the fonds of its last creator, one removes the relationships that record series have with its other creators. Secondly, by breaking up the physical order of the series, one runs the risk of destroying the relationships between the documents.

As stated earlier in this study, the solution is to view arrangement as a conceptual activity. By doing this, an archivist will maintain the original order of the series and link each series conceptually with its creator. This is done in two ways. Firstly, a series is linked to a function, which itself is linked to concept of competence in the external structure. In this sense, one is able to identify which body had competence for the creation of the series. Secondly, a history of each series will document the history of the series in terms of its immediate creators.

In addition to the relationship to its creator, documentary series have relationships to other series. In most cases, these are predecessor and successor relationships. When an archivist documents the history of a series, it is necessary
to document the relationships of series.

This chapter will be arranged in terms of the functions of the Department, as described in Chapter Three of this study. Each of these functions will serve as the basis of a functional series. Documentary series will then be described in each functional series grouping. These documentary series will be identified in terms of their provenance, dates of creation, original ordering, and documentary form.

The records of the Department of the Provincial Secretary reflect the functions, activities and structure of the Department. The majority of documents were created in the Central Office of the Department and by the Minister's Office. The main record creators were the Provincial Secretary, the Deputy Provincial Secretary, the Chief Executive Officer and Chief Administrative Officer's respectively. In addition, there are record series from assistants to the Deputy Minister. The series that are dealt with in this study are those series that have been described by the British Columbia Archives.149

These record series consist of both operational and administrative records. Operational records are "archival documents relating to the substantive functions of an agency." Substantive functions include those unique functions which an

149 The government records of the British Columbia Archives are described in terms of accessions. For the purposes, of this study, these accessions were analyzed and replaced by documentary record series. A key to what series came from which accessions is available in Appendix B of this study.
agency is mandated with carrying out. Administrative records are "records relating to the activities of an agency which facilitate its carrying out of its substantive functions." Administrative functions are usually the same for every agency.

**Administrative Functions**

The majority of records of the Department of the Provincial Secretary's fonds were created in the course of general administration for the sustenance of the Department. These series included records documenting the general administration, circulars and directives, personnel and finances of the Department.

**General Correspondence Series**

The general correspondence series consist of the central registry of the Department from 1871 to 1919. This correspondence includes the correspondence of the Minister, the Deputy Provincial Secretary and other Departmental personnel acting on behalf of the aforementioned officers. This correspondence is also notable for containing correspondence and reports documenting the administrative and operational functions of the Department. As such, there are documents that reflect the following functions: secretariat for the

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150 University of British Columbia, School of Library, Archival and Information Studies, "Select List of Archival Terminology," s.v. "operational records," "housekeeping records."
Executive Council, provincial registrar, organization of Provincial elections, keeper of records, administrative services for other Government agencies, social welfare and health.

The documentary series reflected the contemporary records creation technology.\textsuperscript{151} Outward correspondence were arranged sequentially in bound letterpress copy books. Indices to correspondence outward were usually stored in the front of each bound volume or in a separate volume. These indices were arranged alphabetically by name of the addressee.

Correspondence inward series were arranged numerically on loose sheets of paper. The Department registered each letter with the stamp of the Department and each was given a consecutive number, ranging, in most cases from "1-1000." Each year, this numbering system was started over so that "89-154" stands for the 154th letter received in the year of 1889 and "94-881" would be the 881st letter received in 1894. An index to this correspondence included the registration number of the correspondence, the addressee, and subject of the letter. These were arranged alphabetically by the name of the addressee. The Department also created registration books which were similar to the indices but were arranged numerically by the registration number.

This system was employed from 1859 until 1918. In this period, the Department created four documentary series. These series were

Series 1  Correspondence inwards  1859-1917
Series 2  Correspondence outwards  1859-1918
Series 3  Index to correspondence inwards  1872-1910
Series 4  Index to correspondence outwards  1895-1897

These documentary series were the archival provenance of three record creators. The portion of the series, from 1859 to 1871, was the provenance of the Colonial Secretary of British Columbia. From 1871 to 1872, the series was created by the Colonial Secretary of the Province of British Columbia. Thereafter the series was the provenance of the Department of the Provincial Secretary.

Because the physical person who held the position of Minister of Provinical Secretary, also held other ministerial positions concurrently, there are documents of the diplomatic provenance of these other positions, interfiled throughout these series. These series were succeeded by the general office files of the Minister and general office files of the Deputy Provincial Secretary.

General Office Files

General office files were the central office files of the main offices of the Department from 1919-1976. These files included records that documented all functions of the Department. These records were arranged in subject files in a general block numerical classification system. Inward and outward
correspondence were stored in one documentary series, rather than in separate
documentary series.

The correspondence of the Minister and the Deputy Provincial Secretary
were now maintained in separate series. This coincided with the administrative
change in the Department which saw the establishment of a central
administrative office, based around the office of the Deputy Provincial Secretary.

Series 5 General office files 1914-1982
Series 6 Index to general office files 1911-1946
Series 7 Miscellaneous records 1872-1953

There were three record creators for series 5. That portion of the series
from 1914-1976 was the provenance of the Minister of the Department of the
Provincial Secretary. From 1976 to 1978 the series was the provenance of the
Minister of Provincial Secretary and Travel Industry. From 1978 to 1982, the
series was the provenance of the Minister of Provincial Secretary and
Government Services. Series 6 and 7 were the provenance of the Minister of
Provincial Secretary.

Series 8 General office files 1925-1981

The Deputy Provincial Secretary also maintained a separate subject based

\[152\] Miscellaneous records consist of records that were once part of the
general office files system but were separated from the system when they arrived
at the British Columbia Archives. Because of the current state of arrangement of
the records, they cannot be reunited with the general office files series.
classification series. Series 8 consists of subject files dealing with all aspects of the administration and operation of the Department. This series was a successor series to series 1 and 2. This was a multi-provenancial series that was the provenance of the Deputy Provincial Secretary from 1925 to 1976, the correspondence of the Deputy of the Ministry of Provincial Secretary and Travel Industry, from 1976 to 1978, and the Deputy of the Ministry of Provincial Secretary and Government Services, from 1978-1981.

Series 9  General office files 1946-1948

The Executive Assistant to the Provincial Secretary also created a series of general office files. These records consisted of general office files arranged in series 9 by subject file, of which only two years of the series has survived.

General Administration Series

These series were created in exercising the function of providing for the general administration of the Department. The series document the procedures of the Department, or provide useful information, such as phone numbers or ready reference material, to assist staff in the central office to perform their work.

Series 10  Daily letter files 1919-1924
Series 11  Index to daily letter files 1919-1925

Series 10 and 11 consist of bound volumes of outward correspondence of the Minister John Duncan MacLean. These series are notable as documentation of the different positions that MacLean held. MacLean served as the Minister of
Provincial Secretary from 1916 to 1924. At the same time, he also served, concurrently, as the Minister of Education from 1916 to 1924, as the Minister of Railways from 1922 to 1924, Minister of Finance in 1924 and as Acting Premier for short periods.\textsuperscript{153} It was common practice at this time that a minister may serve as the minister of another department concurrently. As such, a minister would have to juggle many different functions in addition to serving as a member of the Legislative Assembly.

Series 10 and 11 consisted of correspondence outward from all of these positions, arranged chronologically. Each letter was registered by the Department of the Provincial Secretary, stamped, numbered and bound. As such, these series are the archival provenance of the Department of the Provincial Secretary. However, the diplomatic provenance of these series are of the six positions that MacLean held.

\textit{Series 12 Miscellaneous circulars and regulations 1873-1908}

Series 12 is of the archival provenance of the Central Office of the Department. However, it also included circulars that were the diplomatic provenance of the Minister, Deputy Minister and Minister of Mines. The series included circulars dealing with many functions of the Department including

\footnote{\textsuperscript{153} See Appendix A for a list of names of each Provincial Secretary, the length of their term, and the ministerial positions that they held concurrently to their term as Provincial Secretary.}
record keeping, secretariat for the Executive Council, supervising subordinate agencies, administering elections, appointment of government officials, orders-in-council and general administrative activities.

Series 13  Policy manual

Series 13 consists of the general policies of the Department as maintained by the Deputy's office. Series includes cards and forms relating to the administration of policy.

Series 14  Daily Journal 1899-1900

The preceding series consists of the daily journal of the Minister of the Provincial Secretary noting his appointments as both Provincial Secretary and as Minister of Mines. Much like series 10 and 11, this journal is the diplomatic provenance of the Provincial Secretary and the Minister of Mines, but the archival provenance of the Provincial Secretary.

Personnel Series

Series 15  Miscellaneous staff records 1923-1930

This series consists of records relating to the management of Departmental personnel. Series consists of a record of staff personnel and a list of staff salaries.

154 Charles Augustus Semlin also served as the Minister of Mines throughout his term as Provincial Secretary.
Financial Series

Series 16  *Journals of payment and receipts*  1880-1926

Series 16 consists of records relating to the collection and disbursement of Departmental funds. Series includes the accounts of the Mines Department, receipt of notaries fees. The book is of the provenance of the Central Office.

**Operational Functions**

**Secretariat for the Executive Council**

As a secretariat, the Department of the Provincial Secretary did not have the functional competence for the transactions documented by these records. This functional competence was that of the Executive Council. The Department was merely a records keeper. As such, records relating to this function are the archival provenance of the Executive Council and the custodial provenance of the Department of the Provincial Secretary.

**Keeper of the Great Seal**

This functional series consists of all records required to perform the function of issuing letters patent, commissions and other documents under the Great Seal. This functional series consists of one documentary series created by the central office of the Department.

*Series 17  Register of documents issued under the Great Seal*  1872-1974
Provincial Registrar

There are no records reflecting this function in the records of the Provincial Secretary. As a registrar, the Department of the Provincial Secretary did not have the functional competence for the creation of these records. For records reflecting this function see the records of the Executive Council.

Organization of Provincial Elections

This functional series consists of all records required to perform the function of managing Provincial elections. Both documentary series are the provenance of the Deputy Provincial Secretary's. Both series document all aspects of the management of elections.

Series 18  Miscellaneous elections records 1913-1945
Series 19  Correspondence relating to the 1941 general election 1941

Keeper of Records and Archives of the Province

There are no records reflecting this function in the records of the Provincial Secretary. As a records keeper, the Department of the Provincial Secretary was a custodian for these records and not a records creator. As such, the Department exercised custodial provenance. The archival provenance is of each of the creating agencies of the records.

Supervising Subordinate Agencies

This functional series consists of all records required to perform the function of supervising subordinate agencies. This functional series consists of
two documentary series. Both of these series were created in the liaison with mental health agencies. Series consist of reports sent to the Department, inquiries into the management of the agencies and general information on the agencies. The records were created by the Central Office of the Department.

Series 20 Monthly reports of institutions 1932-1946
Series 21 Report on labour conditions in mental health facilities 1938

Administrative Services for Government Agencies

Records documenting this function are found in the general correspondence and general office files of the Minister and Deputy Provincial Secretary.

Social Welfare

This functional series consists of all records required to perform the administration of public health programs to assist the socially disadvantaged. There are four documentary series of records with the majority of records dealing with the administration of Income Assistance Programs for the public.

Series 22 Grants to orphanages and other charitable institutions 1890-1947
Series 23 Applications to the Destitute, Poor and Sick Fund 1910-1942
Series 24 Correspondence relating to the Destitute, Poor and Sick Fund 1914-1933
Series 25 List of grants issued to charitable institutions 1911-1959

Series 23 is a multi-provenancial series. From 1880 to 1931, the management of the Fund was the competence of the Provincial Secretary. After
1931, the management of the Fund was transferred to the Superintendent of Welfare and Neglected Children. The series therefore follows that pattern. Series 24 consists of correspondence of the Deputy Provincial Secretary dealing with the administration of the Destitute, Poor and Sick Fund. This series goes from 1914-1933 despite the fact that the function was transferred to the Superintendent. The 1931 to 1933 records relate to the supervision of a subordinate agency.

Arbitration of Labour Disputes

Records documenting this function are found in the general correspondence and general office files of the Minister and Deputy Provincial Secretary.

Health

All records in this functional series consist of records relating to the regulation of health facilities and providing grants to health institutions. Many of these series also relate to liaison with health institutions. These series are in this functional grouping, and not the supervision of subordinate agencies, because the health institutions and hospitals are not agencies of the Provincial Government. As such, these series consist of records documenting liaison activities with outside agencies. All series, with the exception of series 29, are series that are the archival provenance of the Deputy Minister and Central Office of the Department.
Series 26  Correspondence regarding the Royal Columbian Hospital  1883
Series 27  Records relating to special grants to public hospitals  1915-1947
Series 28  Annual reports of public hospitals  1921-1933
Series 29  Correspondence of the provincial secretary and the
deputy provincial secretary with public hospitals  1921-1933
Series 30  Monthly grants to the individual hospitals  1897-1941
Series 31  Liquor profits to hospitals  1922-1929
Series 32  Newspaper clippings regarding public health  1906-1908

Protection of Historic Sites

Records documenting this function are found in the general
correspondence and general office files of the Minister and Deputy Provincial
Secretary.

Related Records

The Department of the Provincial Secretary also has relationships to
records series that have the archival provenance of other agencies. In most cases,
the Department of the Provincial Secretary held custodial provenance over these
records. Other agencies were functionally competent for the transactions that
created these record series. As such, these series do not form a part of the fonds
of the Department of the Provincial Secretary. These records relate to the
Department's functions as Secretariat for the Executive Council, Provincial
Registrar and Keeper of Records and Archives of the Province.
Secretariat to the Executive Council

The following record series were the archival provenance of the Executive Council. The Provincial Secretary retained custodial provenance of these records as part of the Department's function as the secretariat for the Executive Council.

Proclamations

Series 33  Proclamations  1858-1975

Orders-in-Council

Series 34  Orders-in-Council  1872-1993
Series 35  Index to Orders-in-Council  1872-1984

Secretariat

Series 36  Scrapbook of Government advertisements  1911-1912
Series 37  Clipping book relating to Government debentures  1914
Series 38  Records relating to appeals heard by the Executive Council  1952-1974
Series 39  Record of commissions  1942-1953
Series 40  Resolutions presented by the Provincial Council of Women to the Executive Council  1947
Series 41  Briefs presented to the Executive Council  1946-1947
Series 42  Government Publications mailing list  1915-1916

Protocol

Series 43  Miscellaneous records relating to Royal Visits  1939-1959
Series 44  Register of visitors to the Parliament Buildings  1914-1959
Series 45  Correspondence relating to a protocol dinner involving the Executive Council  1913
Series 46  List of individuals invited to Government functions  [196-]
Series 47  Protocol gift to the Government  1971
Series 48  Distinguished visitors books  1951-1986
Series 49  Itineraries of the Lieutenant Governor  1970-1993
Series 50  Records relating to the Lieutenant Governor  1960-1973
Series 51  Miscellaneous protocol related records  1959-1975
Series 52  History of British Columbia's Coat of Arms  1966

Provincial Registrar

As the Provincial Registrar, the Department of the Provincial Secretary was responsible for having custody of many official records. These included oaths of office, lists of coroners, lists of notaries public, juror’s lists and assessment rolls. These records were sent to the Registrar as a backup copy. If the original copy was lost, then the Registrar could create a new official copy based on these records.

Appointment of Government Officials

Series 53  Oaths of office of Cabinet members  1890-1972
Series 54  Oaths of office of government officials  1867-1923

Coroner’s Act

Series 55  Roll of coroners  1899-1917
Series 56  Miscellaneous records relating to the Coroner’s Act  1954

Notaries Public

Series 57  Miscellaneous records relating to notaries public  1872-1918
Juror's Lists

Series 58  Juror lists  1884-1914

Assessment Rolls

Series 59  Assessment rolls  1881-1884

Conclusion

This chapter has documented the internal structure of the fonds of the Department of the Provincial Secretary. The key concepts of analysis used were the functional series and the documentary series. It was determined that six functional series and 32 documentary series form the basis of the internal structure of the fonds of the Department of the Provincial Series.
CONCLUSION

Arrangement is an important activity by which archivists preserve the value of archives as evidence of past activity. It is one of the most important activities because if an archivist arranges an archives poorly then one runs the risk of undermining the provenancial and documentary relationships that the records have among each other and with their creator, and thereby the meaning of the records.

Arrangement is linked to archival theory, specifically the theory of the fonds. Levels, or elements, of arrangement, must correspond with the general characteristics of a fonds. The study established that the concepts of function, competence and organizational structure represent the elements of the external structure. The internal structure is represented by documentary and functional series. The identification of these elements, and the relationships between and among them, constitutes archival arrangement.

Arrangement is problematical when one deals with multi-provenancial series. The record group method and fonds method offer two "physical" arrangement solutions to this problem. In the first solution, an archivist can physically break apart the bound volumes of correspondence, in order to place the relevant portion of the series in the fonds of its creator. This will break apart the
series but ensure that the records of different creators are not intermixed. The second solution consists of awarding archival provenance to the last office that exercised functional responsibility for the series. This solution respects the original order of the series but does not properly respect the principle of provenance. As such, in both cases, an archivist must choose to respect the principle of provenance over the principle of original order, or, vice versa.

A third and more successful solution is to view arrangement as a conceptual activity, not a physical activity. In this solution, an archivist would maintain the original order of a series but conceptually link the series to its different archival creators. For example, in the case of series 2, correspondence outwards, the series consists of bound volumes of letterpress copies of correspondence outwards, registered sequentially from 1859 to 1918. Throughout this period, this series was the archival provenance of three separate offices including the Colonial Secretary of the Colony of British Columbia, Colonial Secretary of the Province of British Columbia and the Department of the Provincial Secretary of British Columbia. Yet, none of these changes affected the numeric classification of the series nor the functional provenance of the series. Both remained the same in spite of the archival creator. As such, this series forms one unbroken series of records that must be linked conceptually to the archival creator.
Viewing arrangement as a conceptual activity is also important in terms of safeguarding the relationships of the records. Because the process of arrangement is a gradual process of "progressive refinement as accumulations of records grow and as people and organizations change over time,\textsuperscript{155} it is quite possible for an archivist to make a mistake when identifying the structures of a fonds. Furthermore, if an archivist performs a physical arrangement, it is often too difficult to correct the error. The relationships of archives, and thereby its meaning, may be destroyed. Because a conceptual arrangement does not destroy the original state of the records it is easier to correct any errors.

Because arrangement is a conceptual activity, the structures of a fonds must be reconstructed through the activity of description. Archival arrangement and description have a "symbiotic relationship" in that "both processes are directed toward a common purpose, that purpose being to ensure that documents can be seen in the context in which they were created and associated with the actions which brought them into being so that they can be used as evidence of those actions."\textsuperscript{156} Description provides the structure upon which an archivist is able to plot the provenancial and documentary relationships of a fonds. In

\textsuperscript{155} Heather MacNeil, "The Context is All: Describing a Fonds and its Parts in Accordance With the Rules For Archival Description," 220.

\textsuperscript{156} Heather MacNeil, "The Context is All: Describing a Fonds and its Parts in Accordance With the Rules For Archival Description," 198.
Canada, the Rules for Archival Description, as developed by the Bureau of Canadian Archivists' Planning Committee on Descriptive Standards, prescribes "a structure and a set of descriptive elements that will reflect the results of the analysis of arrangement"\textsuperscript{157} and also provides a standardized method for the representation of these descriptions.

Description also provides the opportunity to capture additional information about records that are not documented in the process of arrangement. For example, the Rules of Archival Description, has "custodial history" and "note" fields to document additional information about a fonds. Custodial history consists of a description of "the successive transfers of ownership and custody or control, along with the dates thereof."\textsuperscript{158} This field provides a history of the custody and transfers of record series. Note fields provide a location "for descriptive information that cannot be fitted into other areas of description."\textsuperscript{159} In this area, an archivist can document "related groups of records in different fonds," the "immediate source of acquisition," and the source

\textsuperscript{157} Heather MacNeil, "The Context is All: Describing a Fonds and its Parts in Accordance With the Rules For Archival Description," 204.

\textsuperscript{158} Bureau of Canadian Archivists, Planning Committee on Descriptive Standards, Rules for Archival Description (Ottawa: Bureau of Canadian Archivists, 1990), rule 1.7C.

\textsuperscript{159} Bureau of Canadian Archivists, Planning Committee on Descriptive Standards, Rules for Archival Description, rule 1.8A1.
and any "variations in title proper." By capturing this information, an archivist is able to better represent all information that better captures the contextual relationships of a fonds and thereby increase the access to the records.

The method outlined in this study provides a basis of identifying a fonds. Through the identification of the structures of a fonds, an archivist is able to document the relationships between archival documents and between archival documents and their creator.
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British Columbia. British Columbia Statutes. 1873. 36 Victoria, c. 28.
British Columbia. British Columbia Statutes. 1874. 37 Victoria, c. 7.
British Columbia. British Columbia Statutes. 1879. 42 Victoria, c. 29.
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British Columbia. British Columbia Statutes. 1897. 60 Victoria, c. 17.
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British Columbia. British Columbia Statutes. 1921. 11 George 5, c. 60.


British Columbia. British Columbia Statutes. 1922. 13 George 5, c. 60.

British Columbia. British Columbia Statutes. 1922. 13 George 5, c. 75.


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British Columbia. Revised Statutes of British Columbia. 1888. c. 20.

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BCA. GR 0862. Juror lists. 1884-1911.

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BCA. GR 1321. Juror lists. 1900.

BCA. GR 1330. Correspondence inwards. 1892-1917.

BCA. GR 1494. Index to correspondence inward. 1881-1882.


BCA. GR 1661. Correspondence with branches of the Department. 1954-1981.


BCA. GR 1665. Miscellaneous records. 1887-1953.

BCA. GR 1668. Miscellaneous records. 1872-1934.


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APPENDIX A

MINISTERS OF PROVINCIAL SECRETARY

Colonial Secretary for the Province of British Columbia

<table>
<thead>
<tr>
<th>Period</th>
<th>Name</th>
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<tbody>
<tr>
<td>Aug. 1871 - Nov. 1871</td>
<td>Charles Good</td>
</tr>
<tr>
<td>Nov. 1871 - April 1872</td>
<td>Alexander Rocke Robertson</td>
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Provincial Secretary

<table>
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<tr>
<th>Period</th>
<th>Name</th>
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<tbody>
<tr>
<td>April 1872 - Dec. 1872</td>
<td>Alexander Rocke Robertson</td>
</tr>
<tr>
<td>Dec. 1872 - Jan. 1876</td>
<td>John Ash</td>
</tr>
<tr>
<td>Feb. 1876 - May 1877</td>
<td>Andrew Charles Elliott</td>
</tr>
<tr>
<td>May 1877 - June 1877</td>
<td>Alexander Edmund Batson Davie</td>
</tr>
<tr>
<td>June 1877 - June 1878</td>
<td>Andrew Charles Elliott*</td>
</tr>
<tr>
<td>June 1878 - Aug. 1882</td>
<td>Thomas Basil Humphreys*</td>
</tr>
<tr>
<td>Aug. 1882 - Jan. 1883</td>
<td>William James Armstrong*</td>
</tr>
<tr>
<td>Jan. 1883 - June 1892</td>
<td>John Robson*</td>
</tr>
<tr>
<td>July 1892 - Sept. 1892</td>
<td>Theodore Davie, Q.C.*</td>
</tr>
<tr>
<td>Sept. 1892 - Aug. 1898</td>
<td>James Baker*</td>
</tr>
<tr>
<td>Aug. 1898 - Mar. 1899</td>
<td>John Frederick Hume*</td>
</tr>
<tr>
<td>Mar. 1899 - Feb. 1900</td>
<td>Charles Augustus Semlin*</td>
</tr>
<tr>
<td>Feb. 1900 - Mar. 1900</td>
<td>James Stuart Yates</td>
</tr>
<tr>
<td>Mar. 1900 - June 1900</td>
<td>George W. Beebe</td>
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<td>Period</td>
<td>Individuals</td>
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<tr>
<td>June 1900 - Sept. 1901</td>
<td>James Douglas Prentice*</td>
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<tr>
<td>Sept. 1901 - Nov. 1902</td>
<td>John Cunningham Brown*</td>
</tr>
<tr>
<td>Nov. 22 - 30, 1902</td>
<td>Denis Murphy*</td>
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<tr>
<td>Dec. 1902 - June 1903</td>
<td>William Wallace Burns McInnes*</td>
</tr>
<tr>
<td>June 1903 - Sept. 1903</td>
<td>Robert Francis Green*</td>
</tr>
<tr>
<td>Sept. 1903 - Nov. 1903</td>
<td>Arthur Samuel Goodeve*</td>
</tr>
<tr>
<td>Nov. 1903 - May 1904</td>
<td>Richard McBride*</td>
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<tr>
<td>May 1904 - Dec. 1906</td>
<td>Frederick John Fulton, K.C.*</td>
</tr>
<tr>
<td>Dec. 1906 - Feb. 1907</td>
<td>William Manson*</td>
</tr>
<tr>
<td>Feb. 1907 - Dec. 1915</td>
<td>Henry Esson Young*</td>
</tr>
<tr>
<td>Dec. 1915 - June 1916</td>
<td>Thomas Taylor*</td>
</tr>
<tr>
<td>June 1916 - Nov. 1916</td>
<td>George Albert McGuire*</td>
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<tr>
<td>Nov. 1916 - Sept. 1924</td>
<td>John Duncan MacLean</td>
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<tr>
<td>Sept. 1924 - Oct. 1924</td>
<td>Kenneth Cattanach MacDonald</td>
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<tr>
<td>Oct. 1924 - Dec. 1927</td>
<td>William Sloan*</td>
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<tr>
<td>Dec. 1927 - June 1928</td>
<td>Thomas Dufferin Pattulo*</td>
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<tr>
<td>June 1928 - Aug 1928</td>
<td>Ian Alistair MacKenzie*</td>
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<tr>
<td>Aug. 1928 - Nov. 1933</td>
<td>Samuel Lyness Howe*</td>
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<tr>
<td>Nov. 1933 - Nov. 1941</td>
<td>George Moir Weir*</td>
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<tr>
<td>Nov. 1941 - Dec. 1941</td>
<td>Arthur Wellesley Gray*</td>
</tr>
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</table>
Dec. 1941 - May 1950  George Sharratt Pearson*
May 1950 - Aug. 1952  William Thomas Straith, K.C.*
Aug. 1952 - Aug. 1972  Wesley Drewitt Black*
Sept. 1972 - Dec. 1975  Ernest Hall*

* refers to a Minister who held another ministerial post concurrently
Ministerial Positions Held Concurrently

Premier

Feb. 1876 - May 1877
(Feb. 1876-June 1878) Andrew Charles Elliott
Jan. - April 1888 John Robson
Aug. 1889 - June 1892 John Robson
Nov. 1903 - May 1904
(June 1903-Dec. 1915) Richard McBride

Attorney-General

Feb. 1876 - May 1877
(Feb. 1876-June 1878) Andrew Charles Elliott
July - Sept. 1892 Theodore Davie, Q.C.
(Aug. 1889-Mar. 1895)
May 1904 - Dec. 1906 Frederick John Fulton, K.C.

Mines

June 1878 - Aug. 1882 Thomas Basil Humphreys
Aug. 1882 - Jan 1883 William James Armstrong
Jan. 1883 - June 1892 John Robson
July 1892 - Sept. 1892 Theodore Davie, Q.C.
Sept. 1892 - Aug. 1898 James Baker
Aug. 1898 - Mar. 1899 John Frederick Hume
Mar. 1899 - Feb. 1900 Charles Augustus Semlin
June 1903 - Sept. 1903  
(June 1903-Nov. 1903)  
Robert Francis Green

Nov. 1903 - May 1904  
( Nov. 1903-Dec. 1915)  
Richard McBride

Oct. 1924 - Dec. 1927  
( Nov. 1916-Mar 1928)  
William Sloan

June 1933 - Nov. 1933  
Samuel Lyness Howe

**Finance and Agriculture**

Aug. 1886 - Aug. 1887  
John Robson

**President of the Council**

April 1889 - Aug. 1889  
John Robson

Dec. 1902 - June 1903  
( Nov. 1902-June 1903)  
William Wallace Burns McInnes

May 1904 - Jun. 1904  
( Nov. 1903-June 1904)  
Frederick John Fulton, K.C.

**Education and Immigration**

Sept. 1892 - Aug. 1898  
( May 1892-Aug. 1898)  
James Baker

**Education**

June 1900 - Sept. 1901  
James Douglas Prentice

Sept. 1901 - Nov. 1902  
John Cunningham Brown

Nov. 22-30, 1902  
Denis Murphy

Dec. 1902 - June 1903  
William Wallace Burns McInnes

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June 1903 - Sept. 1903  
Robert Francis Green

Sept. 1903 - Oct. 1903  
Arthur Samuel Goodeve

May 1904 - Dec. 1906  
Frederick John Fulton, K.C.

Dec. 1906 - Feb. 1907  
William Manson

Feb. 1907 - Dec. 1915  
Henry Esson Young

Dec. 1915 - June 1916  
Thomas Taylor

June 1916 - Nov. 1916  
George Albert McGuire

Nov. 1916 - Sept. 1924  
John Duncan MacLean
(Nov. 1916-Aug. 1928)

Nov. 1933 - Nov. 1941  
George Moir Weir

May 1950 - Aug. 1952  
William Thomas Straith, K.C.
(Dec. 1947 - Aug. 1952)

Public Works

Mar. 1916 - June 1916  
Thomas Taylor
(Mar 1916-Nov. 1916)

Railways

Mar. 1916 - June 1916  
Thomas Taylor
(Mar 1916-Nov. 1916)

Oct. 1922 - Aug. 1924  
John Duncan MacLean

Finance

Aug. 1924 - Sept. 1924  
John Duncan MacLean
(Aug. 1924-June 1928)

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Lands

Dec. 1927 - June 1928 (Nov. 1916-Aug. 1928)
Thomas Dufferin Pattulo

Nov. 1941 - Dec. 1941 (Nov. 1933-May 1944)
Arthur Wellesley Gray

Labour

George Sharratt Pearson

Health and Welfare

Oct. 1946 - May 1950
George Sharratt Pearson

Municipal Affairs

Aug. 1952 - Mar. 1964
Wesley Drewett Black

Social Welfare

Mar. 1959 - Dec. 1966
Wesley Drewett Black

Health Insurance and Hospital Insurance

Dec. 1966 - April 1968
Wesley Drewett Black

Highways

April 1968 - Aug. 1972
Wesley Drewett Black

Travel Industry

Ernest Hall

- Brackets provide the dates that the minister held the post if they are different from the dates that they served as the Provincial Secretary

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APPENDIX B

SERIES TO ACCESSIONS LIST

This list provides a cross reference from the accessions based arrangement utilized at the British Columbia Archives and the series based arrangement utilized in this study.

<table>
<thead>
<tr>
<th>Series 1</th>
<th>Correspondence inwards</th>
<th>1859-1917</th>
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<td>GR 0774</td>
<td>Correspondence inwards</td>
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<td>Correspondence inwards</td>
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<td>GR 0613</td>
<td>Correspondence inwards</td>
<td>1908-1909</td>
</tr>
<tr>
<td>GR 0157</td>
<td>Correspondence inwards and outwards</td>
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<td>GR 1708</td>
<td>Miscellaneous correspondence relating to mines and elections</td>
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<td>Correspondence outwards</td>
<td>1859-1872</td>
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<td>GR 0614</td>
<td>Correspondence outwards</td>
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<td>Correspondence outwards</td>
<td>1878-1881</td>
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<tr>
<td>GR 0157</td>
<td>Correspondence inwards and outwards</td>
<td>1889-1902</td>
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<td>Miscellaneous correspondence relating to mines and elections</td>
<td>1913-1916</td>
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<tr>
<th>Series 3</th>
<th>Index to correspondence inwards</th>
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<td>Index to correspondence inwards</td>
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<td>Index and register of correspondence</td>
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\[160\] This accession is described in the old catalogue system at the British Columbia Archives. Its call number is C/AB/30.1.

\[161\] This accession is described in the old catalogue system at the British Columbia Archives. Its call number is C/AB/30.1.
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<td>General office files</td>
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<td>General office files</td>
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<td>GR 0535</td>
<td>General office files</td>
<td>1954</td>
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</tr>
<tr>
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<td>Records relating to grants</td>
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<tr>
<td>GR 1537</td>
<td>Records relating to centennials</td>
<td>1966-1971</td>
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<td>Series 9</td>
<td>General office files</td>
<td>1946-1948</td>
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