# Preliminary Report on the Investigation into Missing School Files for the Shingwauk Indian Residential School



# SHINGWAUK PROJECT ARCHIVE

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## INTRODUCTION

This Report offers a summary view of the results of a preliminary investigation regarding official Indian Residential School records and documents that we assumed were in the possession of the Government of Canada, but in the cases of at least some seem to be missing. What we have found is that there was a general federal government policy to destroy many government files and that there was a very high level of records destruction activity that occurred between 1936 and 1956. Concerning Indian Affairs documents, the files related to Indian Residential Schools that were most at risk were:

- Admission and Discharge files
- School Attendance Reports
- Monthly Reports
  - o Principal's Monthly Reports (P.M.R.)
  - o Superintendent's Report on Schools
  - o Transportation Warrants
  - o Attendance Returns (Staff)
- Quarterly Reports (June 30, September 30, December 31, March 31)
  - o Quarterly School Returns
  - o Quarterly Report (Residential Schools)
  - o Requisitions
- Annual Reports
  - o Census of Indian Pupils at non-Indian Schools (February 28)
  - o School Report (June 30)
  - o Principal's Report on Promotion and non-Promotion (June 30)
  - o Applications for Tuition Grants (August 15)
  - o List of Candidates for Scholarship Awards (September 15)
  - o Principal's Report on Destination of Pupils Withdrawing From School (September 30)
  - o Agency Return on Pre-School and School Age Children as of November 30 (December 15)
- Vouchers On Receipt of Invoices
- Credit Vouchers (Weekly)
- Assistance to ex-pupils
- Principal's diaries
- Annual Requisition for School Books and Supplies
- Accident Reports
- Reports of Inspectors, and
- Monthly and Quarterly Salary Pay Lists

# **BACKGROUND**

Since the signing of the <u>Indian Residential Schools Settlement Agreement</u> on 08 May 2006, the Shingwauk Project Archive has received a number of requests for assistance from Survivors who are making an application for Advance Payment to Indian Residential Schools Resolutions Canada (IRSRC). The Advance Payment is for Survivors who are 65 years of age or older on or before 30 May 2005 (CANADA, 2006a).

Members of the Children of Shingwauk Alumni Association (CSAA), as well as Survivors and their families from the Spanish Indian Residential Schools, St. John's (Chapleau) Indian Residential School and other Indian Residential Schools, have asked the Archive for copies of official School files. Specifically, they request Quarterly Returns and/or Admission or Discharge Forms in order to confirm their residence status at their respective Indian Residential School(s).

For some Survivors, we were able to provide copies of Quarterly Returns and Admission and Discharge documents that confirmed their residence status at an Indian Residential School. For many others, we were not able to find any such documentation that would help substantiate their claim. We reminded Survivors that the Archive did not have a complete set of records for any Indian Residential School and that the Archive is unable to access many of the Government's RG-10 files because of restrictions that fall under the federal Access to Information and Privacy Acts. We recommended to them that they should proceed with filing a claim for Advance Payment from IRSRC anyway, as IRSRC had or were going to have (as we understood it at the time) all the Indian Residential School files in their possession.

In mid to late 2006, we began receiving secondary requests from many of the same Survivors, among others, who received rejection letters from IRSRC. IRSRC denied their claims because they did not have a written record that would confirm their attendance at the Indian Residential School(s) indicated on their application for Advance Payment.

On a secondary search of our files, we were able to provide some of these Survivors with supplemental documentation from RG-10 files that contained other information, such as medical

reports/invoices that had the names of the Students who had visited with Doctors or Dentists for treatment.<sup>1</sup> We also provided Survivors with copies of any photographs that we had of them while they were a resident at an Indian Residential School.

More recently, additional requests for information have come from the Anglican Church – General Synod Archive and, surprisingly, from IRSRC itself for "missing records".

# **Brief History of Public Records' Management Issues**

Historically, the Government of Canada had records' management issues dating back to Confederation. Jay Atherton, former Director-General (Archives Branch) at Library and Archives Canada, writes about the records management problems within the federal government in his historical overview of Canada's Public Archives in "The Origins of the Public Archives Records Centre, 1897 – 1956" (1979:35-59). Atherton describes the development of several federal government records management initiatives that tried to provide a remedy for the problems associated with the efficient custody and control of the public records of Canada.

Bill Russell, Archivist at Library and Archives Canada, writes about Indian Affairs records-keeping practices in "The White Man's Paper Burden: Aspects of Records Keeping in the Department of Indian Affairs, 1860-1914" (1984-85:50-72). Russell describes how Indian Affairs tried to both protect and manage their records during a time when the federal government as a whole was trying to develop a records-keeping policy for all departments. Russell points out that during these early years, Indian Affairs began to form a "records disposition policy" that would initially serve headquarters, and then the numerous Indian Affairs agencies in Canada. (1984-85:68-71).

Sean Darcy (2004), in a paper published in <u>Archivaria</u>, provides a case study of record-keeping practices at the Department of Indian Affairs from 1872 to the mid-1980s. He finds that there was no standard filing system used in Indian Affairs field agencies prior to 1950. The

<sup>&</sup>lt;sup>1</sup> For example, see CANADA. Library and Archives Canada (LAC). Records of the Department of Indian Affairs, RG 10, Volume 6212, File 469-5, Part 1. *Dental Invoice of Dr. Goodfellow, D.D.S.* (*November – December 1930*) - List of Students approved by Principal Hives - Shingwauk Home, Sault Ste Marie. January 15, 1931.

<sup>&</sup>lt;sup>2</sup> See also: Ormsby, W.G. (1982/83, Winter). "The Public Archives of Canada, 1948-1968". Archivaria, Number 15:36-46 and, Wilson, I.E (1982/83, Winter). "A Noble Dream": The Origins of the Public Archives of Canada. Archivaria, Number 15:16-35.

Department's complex file management system, one regime for headquarters and a laisser-faire system in operation for field offices, meant that many Indian Affairs' documents did not survive because of the actions of individual Indian Affairs' officials. Darcy comments that:

... it was almost impossible to determine what records had been created or lost since no registration system existed in the agencies (2004:169)

Correspondence between Indian Agent R.H. Moore and the Acting Director of Indian Affairs Branch in 1945 seems to verify that that Indian Agents had permission to dispose of official documents:

Generally speaking, however, it is permissible for an Indian Agent, at his discretion, to destroy old vouchers, requisitions and other routine forms when he is satisfied that there is no purpose to be served in keeping them.<sup>3</sup>

It seems that within the Department, record keeping and disposal were rarely, if ever, accomplished according to a comprehensive policy consistently followed. Recognition of the potential for irregularities with unpredictable consequences seems to have been beyond the capacity or concern of many of those involved.

# **Indian Affairs' Records Disposal Programmes**

The focus of this preliminary investigation regarding the management and disposal of records is on the period between the 1920s and 1950s when most of the Survivors who are applying for Advance Payment would have attended an Indian Residential School. Between 1936 and 1956, we found that there were three separate attempts made to improve the management of the public documents of Canada. All three included policies for the disposal and destruction of records according to what seemed to have been changing circumstances and needs.

6

<sup>&</sup>lt;sup>3</sup> CANADA. LAC. Records of the Department of Indian Affairs. R.G. 10, Volume 8586 File 1.1-6-3 – *Letter from R.H. Moore to Indian Affairs Branch*, 10 May 1945. and, *Letter from Acting Director, Indian Affairs Branch to R. H. Moore*, 16 May, 1945.

# 1936: First Effective Records' Scheduling Programme

The first major programme to manage and dispose of federal government records was set up in 1936. The federal government wanted to save valuable office space and free up storage space for new files.

In 1933, Treasury Board had asked all government departments to identify documents for destruction or permanent retention (Atherton, 1979:48). In a letter dated 11 February 1933, the Indian Affairs Department responded to a Treasury Board request to provide a Schedule of classes of documents that could be destroyed after a lapse of 5 years, 10 years, or to be preserved indefinitely.<sup>4</sup>

Documents in Indian Affairs' Central Registry Files, specifically R.G. 10, Volume 8586 File 1.1-6-3 Methods And Procedures Concerning Destruction Of Records: 1890 - 1958 confirm that the Indian Affairs Department was part of the program. G. M. Matheson, Registrar (Indian Affairs) stated that, subject to special scrutiny, the following files related to Indian Residential Schools can be placed in the Schedule:

# TO BE DESTROYED AFTER 5 YEARS - Papers on the following subjects

- School Returns and Requisitions
- Monthly Reports
- Diaries and returns
- Relief, medical, hospital and drug accounts
- Monthly and Quarterly Salary Pay Lists

# TO BE DESTROYED AFTER 10 YEARS - Correspondence regarding ...

- Reports of Inspectors
- Accidents
- Assistance to ex-pupils <sup>5</sup>

In 1936, "Treasury Board authorized the destruction of records in a number of departments, according to definite schedules and subject to certain restrictions" <sup>6</sup> (Atherton, 1979:49).

<sup>&</sup>lt;sup>4</sup> See Appendix A – CANADA. LAC, Records of the Department of Indian Affairs, R.G. 10, Volume 8586 File 1.1-6-3 - *Treasury Board Minute T. 147760 B., 02 February 1933* 

<sup>&</sup>lt;sup>5</sup> See – CANADA. LAC, Records of the Department of Indian Affairs, R.G. 10, Volume 8586 File 1.1-6-3 - *Memorandum* and *Destruction of Old Documents* – Letter from G.M. Matheson, Feb. 11 1933

Confirmation of the destruction of these records is found in a reply to a letter to the Department of War Services. On 19 January 1944, A.E. St. Louis, In Charge of Records (Indian Affairs), stated that during the years of 1937-1938:

... in accordance with instructions contained in Treasury Board Minute T. 160481 B. dated the 2<sup>nd</sup> of June 1936 ... approximately fifteen tons [30,000 pounds] of waste paper was disposed of through the Department of Public Printing and Stationary. <sup>7</sup>

Furthermore, St. Louis added that 1,770 pounds of paper was processed as surplus paper in December 1942 and that an additional 1,500 pounds would be disposed of by the end of 1944. In another letter dated 01 February 1944, St Louis said that:

Since 1936 more than 200,000 files have been destroyed and many more thousand will be disposed of later this year under authority of the proposed amended Minute of the Treasury Board. <sup>8</sup>

# 1944: Civil Service Waste Paper Drive

The second major programme to destroy government documents was initiated during the Second World War. A "Civil Service waste paper drive" was created in order to overcome the acute and severe shortage of paper that was required for the 'war effort'. On 16 March 1944, the Treasury Board issued an order that amended the 1936 Treasury Board directive for the destruction of government documents in order to salvage additional waste paper from obsolete government files. An amendment was made to Treasury Board Minute of June 2<sup>nd</sup>, 1936, T. 160481 B. The new Treasury Board Minute T. 260350 B. of 16 March 1944 asked all government departments to re-examine their schedules:

... with the object of reducing to a minimum the periods during which documents are to be retained. <sup>9</sup>

<sup>&</sup>lt;sup>6</sup> See Appendix C - CANADA. LAC, Records of the Department of Indian Affairs, R.G. 10, Volume 8586 File 1.1-6-3 - *Treasury Board Minute T. 160481 B., 02 June 1936* 

<sup>&</sup>lt;sup>7</sup> See Appendix D - CANADA. LAC, Records of the Department of Indian Affairs, R.G. 10, Volume 8586 File 1.1-6-3 – *Memorandum* – A.E. St. Louis to Dr. McGill, January 19, 1944

<sup>&</sup>lt;sup>8</sup> See Appendix E - CANADA. LAC, Records of the Department of Indian Affairs, R.G. 10, Volume 8586 File 1.1-6-3 - *Memorandum* – A.E. St. Louis to Dr. McGill, February 1, 1944

<sup>&</sup>lt;sup>9</sup> See Appendix F - CANADA. LAC, Records of the Department of Indian Affairs, R.G. 10, Volume 8586 File 1.1-6-3 – *Treasury Board Minute T.* 260350 B., 16 March 1944

In a letter dated 19 September 1944, A. Jackson, Chief Executive Assistant (Indian Affairs) provides a summary of the answers that were given to the Privy Council in the questionnaire. Jackson's response provides additional confirmation regarding the destruction of Indian Residential School files. Jackson states in the letter that, subject to Department scrutiny, the following files were destroyed:

Approximately five tons [10,000 pounds] of obsolete files have been destroyed since Sept. 1939.

# and that

... papers on the following subjects were destroyed:

- relief, medical, hospital and drug accounts
- monthly reports
- diaries and returns
- monthly and quarterly salary paylists, and
- school returns and requisitions <sup>10</sup>

Further destruction of records continued even after the war was over as surplus paper for the mills was regarded still as urgently needed. St. Louis, responding on 01 November 1945 to a request for more surplus paper, stated that the Department no longer has any additional obsolete records that could be declared as surplus paper and that during the summer of 1945 approximately 5 tons (10,000 pounds) of obsolete files were destroyed. <sup>11</sup>

## 1954: Records Destruction Teams

The third programme to destroy Indian Affairs' documents was implemented in 1954. On 06 April 1954, Mr. H. M. Jones, Director, Indian Affairs Branch sent out a letter to all Superintendents of Services regarding adopting a "more rigorous policy of file destruction in the Indian Affairs Branch" <sup>12</sup>

<sup>&</sup>lt;sup>10</sup> See Appendix G - CANADA. LAC, Records of the Department of Indian Affairs, R.G. 10, Volume 8586 File 1.1-6-3 – *Memorandum:* A. Jackson to Dr. McGill, September 19, 1944

See Appendix H - CANADA. LAC, Records of the Department of Indian Affairs, R.G. 10, Volume 8586 File 1.1-6-3 – *Memorandum*: A.E. St. Louis to Mrs. Young, November 1, 1945

<sup>&</sup>lt;sup>12</sup> See Appendix I - CANADA. LAC, Records of the Department of Indian Affairs, R.G. 10, Volume 8586 File 1.1-6-3 – *Destruction of Records*, H.M. Jones to Superintendents Of Services, April 6, 1954

The final Schedule from Indian Affairs Branch, approved by Treasury Board, included the following Indian Residential School files that were to be destroyed after 5 years: <sup>13</sup>

- Block 6 School Buildings
  - o Routine Correspondence
  - o Memos to Council
  - o Progress reports
  - Minor repairs
- Block 13 School Supplies
  - o All correspondence and accounts
- Block 17 Health Services
  - All correspondence
- Block 23 Reports and Returns
  - o Superintendent's Quarterly Reports
  - o school attendance report
  - o P.M.R.'s (Principal's Monthly Report)
  - o Teachers' reports
  - Quarterly School Returns
- Block 25 Indian Education Routine Correspondence relating to ...
  - o assistance to ex-pupils
  - o Vocational training
  - o Tuition grants
  - o Admission and discharge
  - o Per capita grants
- Block 27 Transportation
  - o Routine correspondence
  - o Transportation warrants

Indian Affairs Branch had difficulty taking action on the new directive from Treasury Board. The Department did not have adequate human resources to implement effectively the newly revised Schedule because of the demands of file research and the need to attend to the growing volume of new files that were arriving more frequently. In order to implement this programme, requests for additional resources were made to Treasury Board in 1955-1956 to establish and fund "Records Destruction Teams" within the Indian Affairs Department. <sup>14</sup>

<sup>&</sup>lt;sup>13</sup> See Appendix J - CANADA. LAC, Records of the Department of Indian Affairs, R.G. 10, Volume 8586 File 1.1-6-3 – *Section 10 – Agency Manual of Filing Operation*, H.M. Jones to All Regional Supervisors of Indian Agencies, Indian Superintendents and Agents, Indian Commissioner for B.C., November 2, 1954.

<sup>&</sup>lt;sup>14</sup> See Appendix K - CANADA. LAC, Records of the Department of Indian Affairs, R.G. 10, Volume 8586 File 1.1-6-3 – *Letter* R.M. Maclean to J.K. Abbott, February 20, 1956

# **CONCLUSION**

The history of the federal government's records management operations clearly indicates that a policy to destroy official government files evolved over time and was in place until 1973 when a moratorium on records destruction was agreed to between the Public Archives of Canada and Indian Affairs.(Darcy, 2004:170)<sup>15</sup> The evidence suggests therefore that insofar as the Indian Affairs Department's Indian Residential School records disposal policies were carried out as acknowledged, many files of the Shingwauk Indian Residential School and other Indian and Inuit Residential Schools, dealing with the years at issue and perhaps others as well, were destroyed. <sup>16</sup>

We should also recognize however that since Confederation many senior Indian Affairs and Public Archives officials resisted attempts to destroy Indian Affairs' records according to the guidelines that were developed in record disposition schedules (Darcy, 2004:170). They recognized that many of these documents were of "great historical significance" (2004:170). Especially after the Calder decision, such documents became very important as First Nations and Inuit Peoples began legal action on many fronts, often against the Government of Canada, to secure their Aboriginal Rights.

IRSRC has confirmed that it has 'gaps' in student records for Shingwauk and for other Indian Residential Schools. Many of the missing documents of concern, which are those of primary choice required for verification of residence at an Indian Residential School, are School Quarterly Returns, Admission and Discharge Forms, Student Lists, and Applications for Admissions.

IRSRC has stated that it has no Quarterly Returns before 1942 for the Shingwauk Indian Residential School. We understand that it has the same RG-10 files containing Quarterly Returns

<sup>&</sup>lt;sup>15</sup> See also Footnote 25 (Darcy, 2004). CANADA. LAC, Records of the Department of Indian Affairs, R.G. 10, Accession 2003-00021-6, box 2, File 1/1-6-3, Part 4. Methods and Procedures (Disposal) Destruction of Record, 1974 – September 1978,. Letter from Jay Atherton, Chief, Public Records Division, Public Archives of Canada to Records Management Division, DIAND, re; Moratorium on Destruction of Indian and Eskimo Affairs Records, 1974.

<sup>&</sup>lt;sup>16</sup>It is interesting to note that the 1973 moratorium occurred shortly after the January 1973 Supreme Court of Canada landmark decision regarding Aboriginal Title (Calder v. A.G.B.C., [1973] S.C.R. 313).

for the period 1942-1949 that the Shingwauk Archive has. Also, IRSRC has no Quarterly Returns from September 1949 to sometime in 1956, but it seems to have Quarterly Returns from sometime in 1956 to June 1970. (Caissy, 2006).

While Darcy (2004:69) states that while it may be impossible to know exactly what records were destroyed, it is clear from the evidence that many important documents are missing. Darcy goes on to state that:

It is interesting to note that files now seen to be important ... were at the time of a secondary consideration to department officials. (2004:167)

It is clear from the requests for verification of attendance at Shingwauk and other Schools received by the Shingwauk Project Archive, as well as from reports of rejection letters received by Survivors in other regions, that a records problem exists. Insofar as this Preliminary Report is able to assist in providing an explanation that suggests that many records may no longer exist and will never be found, we hope that for cases for which records are not readily at hand respectful and timely alternatives are made available.

Many documents and other materials associated with the Residential School era exist in collections other than those of the Government of Canada. If the legacy of the Residential Schools is to be properly addressed, a national project of Residential School resource identification and sharing needs to be established by all parties as soon as possible.

What is most important is that the intention of the <u>Indian Residential Schools Settlement</u> <u>Agreement</u>, that a Residential School Survivor should never be allowed to go unrecognized or uncompensated for his or her experiences, be fulfilled.

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  - 1. Operating Costs For The Year Ended December 31, 19\_\_\_
  - 2. Receipts And Disbursements For The Year Ended Dec. 31, 19\_\_
  - 3. Non-Operating Receipts And Disbursements Year Ended Dec. 31, 19
  - 4. Salaries, Room And Board For The Year Ended Dec. 31, 19
  - 5. Utility Expenses For The Year Ended Dec. 31, 19\_\_\_
  - 6. Extra Curricular Activities Expenses For The Year Ended Dec. 31, 19
  - 7. Miscellaneous Expenses For The Year Ended Dec. 31, 19\_\_
  - 8. Transportation Expenses For The Year Ended Dec. 31, 19
  - 9. Government Owned Residences And Teacherages Year Ended Dec. 31, 19\_\_\_
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# APPENDIX A

Treasury Board

Ottawa, 2nd February, 19 33.

T. 147760 B.

The Treasury Board had under con-

sideration a report/concerning destruction of documents, which are no longer required for purposes of administration.

Being of opinion that valuable office space can be saved by destruction of such records, the Board directs that each Deputy Head submit for further instructions, a recommendation concerning the classes of documents he considers might be destroyed without impairing the efficient administration of his Department, and that such recommendation shall be compiled under the following heads:-

> Classes of documents to be destroyed after a lapse of 5 years.

> Classes of documents to be destroyed after a lapse of 10 years.

Classes of documents which should be preserved indefinitely.

Yours truly,

The Deputy Superintendent General Dept. of Indian Affairs,

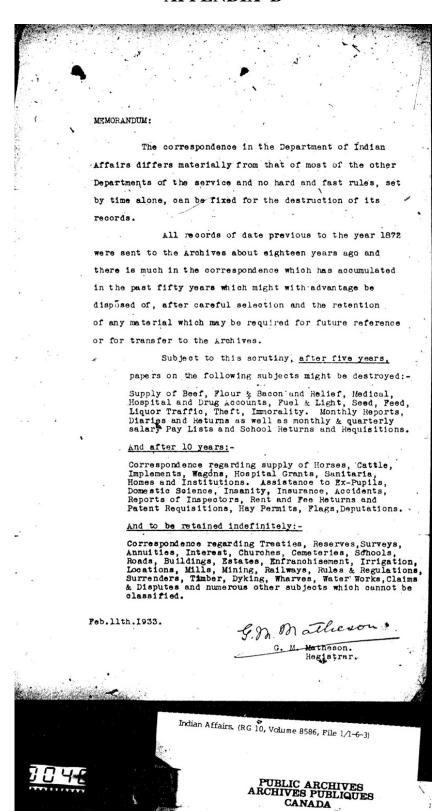
Ottawa.

For Secretary.

. Indian Affairs. (RG 10, Volume 8586, File 1/1-6-3)

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# APPENDIX B



### DESTRUCTION OF OLD DOCUMENTS.

## INDIAN AFFAIRS

# TO BE DESTROYED AFTER 5 YEARS

Papers on the following subjects:-

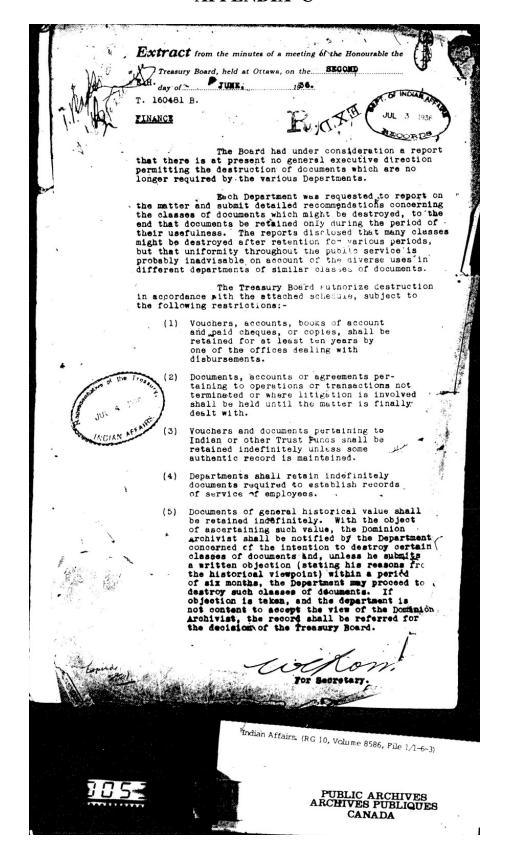
Supply of beef, flour and bacon.
Relief, medical, hospital and drug accounts.
Fuel and light, seed, feed, liquor traffic,
theft, immorality.
Monthly reports.
Diaries and returns.
Monthly and quarterly salary pay lists.
School returns and requisitions.

### TO BE DESTROYED AFTER 10 Y ARS

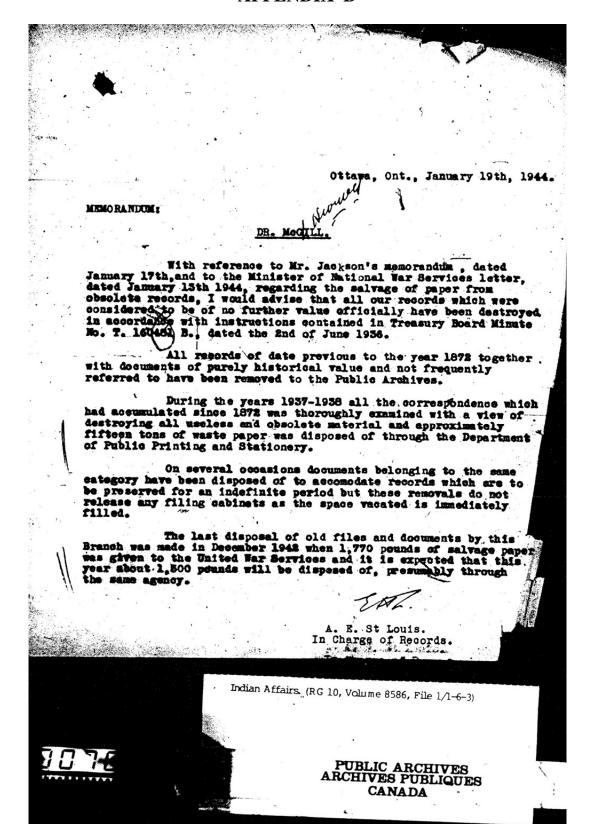
Correspondence regarding:-

Supply of horses, cattle, implements and wagons. Hospital grants, Sanitaria. Homes Institutions.
Assistance to ex-pupils. Domestic Science. Insanity Insurance Accidents. Rent and fee returns. Flags. Deputations. Patent requisitions. Hay Permits Reports of Inspectors.

# APPENDIX C



# APPENDIX D



# APPENDIX E

Ottawa, February 1st, 1944.

MEMO RANDUM :

### Dr. MoGill.

With reference to Mr. Jackson's memorandum of the 84th ultimo regarding the practice of keeping second copies of outgoing letters, I beg to report as follows:

Our collection of letter-books containing second copies of outgoing letters dates back to 1829 and from that date we possess an uninterrupted record of the official outgoing correspondence in the Dominion Archives and among our own archives in the Storage building.

I have no hesitation to admit that it is an unique collection of its kind and, in my opinion, a very valuable one indeed both from the administrative and historical points of view. For the period 1829-1872 these letter-books, all written in long hand, are preserved in the Mamuscript Room of the Dominion Archives together with Indian papers and records of similar date. The practice of keeping first copies of letters on file was not then in vogue and therefore these manuscripts form part of the original records of that distant period and as such should be retained indefinitely.

The series of letter-books, which have accumulated since 1872, cannot be classified as original records but are nevertheless useful to the administration inasmuch as they are the only record extant whenever the files containing the first dopies are inadvertantly destroyed, lost or mislaid.

Since 1936 more than 200,000 files have been destroyed and many thousands more will be disposed of this year under authority of the proposed amended Minute of the Treasury Board. Almost all of these files contain trust fund vouchers or important correspondence mingled with routine letters and vouchers. In sorting out this mass of material it is difficult, not to say impossible, to separate the important from the unimportant papers without making any errors and the destruction of any important documents would result in an irremediable loss if we did not have the second copies to reconstitute the file. Furthermore, letters and memoranda, at times, get detached from the files presumably through the process of mandling, thereby destroying all evidence that such memoranda or letters have been written and despatched in the absence of second copies.

It is true that this mode of recording our outgoing letters differs materially from that in vogue in other departments but it is equally true that our correspondence, unlike other departments of the government service, deals almost exclusively with a human problem; the Indian and his land. The safekeeping of documents affecting his person and property he has entrusted to us and it is felt that his implicit faith in that trust should not be shattered through our neglect to promide and maintain proper safeguards for the preservation of these documents, which, when lost or mislaid might result in a considerable pecuniary loss to himself or the Band to which he belongs.

The writer had occasion in the past 32 years to assist in or conduct searches among our old records relative to claims and Court eases such as the New England case, the Eskimo case, the Labrador Boundary litigation and recently the Grand River mayigation claim, and at various times acted as representative

Indian Affairs. (RG 10, Volume 8586, File 1/1-6-3)

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of the Branch as sustodian of documents before the Courts at Quebec and Montreal. On these occasions it was often required to give to the presiding judge the assurance of the certainty of the existence or non-existence of certain documents and it was a great satisfaction to me to have been able to state that we possess besides the original subject files, other records such as a regista of the incoming correspondence and copies of the outgoing letters which provides an accurate record of the papers received and deserpatched and the means of replacing the latter if same had been destroyed or otherwise removed from the file.

Shorter 193 . The

As an illustration of the usefulness of these second copies in the preparation of exhibits for Court cases, I may say that these copies were accepted by the Supreme Court of Canada as exhibits in the Eskimo case in the absence of the originals which could not be located among the records of the Interior Department nor of the Royal Canadian Mounted Police.

Major G. Lanctot, Dominion Archivist, who is undoubtedly, by education and experience, eminently qualified to understand the value of our old papers has expressed, on many occasions, to the writer his deep interest in our archives and his satisfaction of the safeguards employed to preserve this valuable collection of historical documents complete and intact for future generations. To one familiar with research work among records of a centuary and a centuary and a half ago the destruction of such a valuable collection of letter-books would be much regretted and considered as an irreparable loss. Perhaps, more than anyone else, the research worker appreciates the value of supplementary records when, after having explored all avenues of research among original papers of a century ago, he is able to locate an authentic dopy which re-establishes the chain of facts so necessary, if not essential, in the preparation of Court exhibits and also for the information requested by the Department of Justice.

The system of keeping second copies of outgoing letters is not considered an essential record but only an auxiliary one and as such greatly facilitates and speeds up the procedure of locating the subject file especially when only the name of the correspondent and the date of the official letter he refers to is given.

These copies are often consulted by officials of the various divisions of the Branch in checking up the authority for expenditures or for any other purpose when the subject file cannot be easily located or has been sent outside the Branch.

The whole system is simple, consisting as it does of folders bearing indication tabs into which are placed in sequence of date, an average of 100 letters daily. The time involved in keeping it up to date is negligible and same may be said of the cost, the material required amounting to \$27.00 yearly.

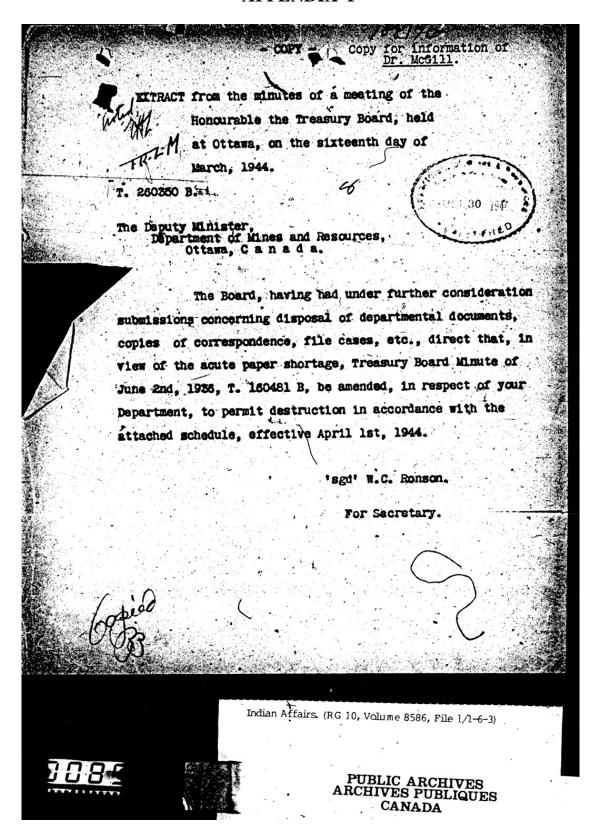
These letter books are usually stored away on top of the filing cabinets with backs to the wall and therefore do not occupy any storage space which could possibly be used for other archives material. Even in the Records room where series covering the past two or three years for ready reference it is found that the vacant space between the top of the filing cases and the seiling suffice for their accommodation.

Considering the usefulness of this system and its low cost of upkeep, I strongly recommend that the practice heretofore followed in the Branch of keeping second copies be continued and that no thought be given to abolishing it.

A. E. St Louis. In Charge of Records.



# APPENDIX F



# APPENDIX G

Department of Mines and Resources OFFICE OF THE DEPUTY MINISTER Dr. McG111. A few weeks ago we received a communication from the Privy Council office asking us to fill in questionnaires with respect to records. As the inquiry appeared to deal entirely with war records, copies of the questionnaire were not sent to your Branch. However, the Secretary of the Committee has now asked that answers be supplied for the Indian Affairs Branch and I would be glad if you would have the forms enclosed completed, returning two copies to this office as soon as possible. The answers to some of the questions have been typed in so that they would conform to what has already been supplied. You will need to answer Nos. 8, 10, 11 and 12. No. 16 need not be answered unless you so desire. Executive Assistant. 19th September, 1944. 10. Approximately five tons of obsolete files have been destroyed since Sept. 1939. 8. The Records Division is a central registry receiving and distributing the Indian Affairs Branch mail and being a repository of all departmental records and documents. Because of the long period covered by the records of this Branch, the greater number of our closed and dormant files are housed in a Storage building situated at 187 Slater St. Our old Indian papers and manuscripts of date previous to the year 1872 are preserved in the Dominion Public Archives, Sussex St. aterially from that of most of the other departments of the service and no hard and fast rules, set by time alone, could be fixed for the destruction of its records. The destruction of any of our records was done only after careful selection and the retention of any material which would be required for future reference. Subject to this scrutiny papers on the following subjects were destroyed:— Supply of beef, flour and bacon and relief, medical, hospital and drug accounts, fuel and light, seed, feed, liquor traffic, theft, immorality, monthly reports, diaries and returns as well as monthly and quarterly salary paylists and school returns and requisitions. Correspondence regarding supply of horses, cattle, implements, wagons, stationery, motor cars, boats and fruit trees. fixfian Affairs (RG 10, Volume 8586, File 1/1-6-1) PUBLIC ARCHIVES ARCHIVES PUBLIQUES

CANADA

# APPENDIX H

Ottawa, November 1st, 1945.

MEMORANDUM:

Mrs. Young.

Regarding Mr. Ronson's memorandum of October 31th with reference to the disposal of official documents and records, I wish to advise that the Treasury Board Minutes T. 160481 B and T. 260350 B affecting this Branch authorized the destruction of only obsolete records, routine vouchers and returns that have no official or historical value. All records of historical value in our archives were removed to the Dominion Public Archives during the years 1913 and 1914. Prior to 1939 all useless and obsolete material destroyed in accordance with the Treasury Board authorization was disposed of through the Department of Public Printing and Stationery and since that date this salvage paper has been delivered to the authorized collector of the government wastepaper.

Approximately five tons of salvage paper from obsolete files was disposed of this summer and there are now no further records available for disposal.

A. E. St Louis. In Charge of Records.

Indian Affairs. (RG 10, Volume 8586, File 1/1-6-3)

# APPENDIX I

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1951 APR 7 FM 2 290/101-14-2 (Adm. 2)

Ottawa, April 6, 1954.

### TO SUPERINTENDENTS OF SERVICES

### Re: Destruction of Records

Because of the acute shortage of storage space and the marked increase in mail receipts during the past five years, it is necessary to adopt a more vigorous policy of file destruction in the Indian Affairs Branch.

The present regulations governing the destruction of eld papers are contained in Treasury Foard Minute T160481B of June 2, 1936, which outlines in broad terms the policy to be followed with regard to destruction of records.

During the past six months, action has been taken to examine the contents of Departmental files and prepare a detailed schedule for the guidance of Branch officials. This schedule classifies the records into three basic groups as follower-

Group B - to be destroyed after 5 years. Group B - to be destroyed after 10 years. Group C - to be retained indefinitely.

The schedule does not depart to any extent from the existing authority but outlines in greater detail the various types of correspondence to be destroyed and the prescribed periods of retention. As it conforms with the main divisions of the Agency filing system, it will facilitate the destruction of records in Indian Agencies.

Documents and papers of a general historical value, policy records and documents reflecting service of employees will still be retained indefinitely. All correspondence pertaining to Indian land title will have to be rotained until the Land Registry System has been established. Instruments of authority covering expenditures from band funds, membership, enfranchismment, estates, and Band Council Rules and Regulations are also classified as permanent records.

I would appreciate your studying this schedule and indicating any changes you consider necessary. When this has been completed, the revised schedule will be submitted to Treasury Board for approval.

The approved schedule is to be incorporated in the Agency Manual of Filing Operations and commencement of the actual progress of destruction undertaken at the earliest possible moment.

H.M. Jones, Director.

Attc.

Indian Affairs. (RG 10, Volume 8586, File 1/1-6-3)

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# **APPENDIX J**

INDIAN AFFAIRS BRANCH



REFER TO FILE NUMBER

DEPARTMENT OF CITIZENSHIP AND IMMIGRATION

Ottawa, November 2, 1954.

Indian Commissioner for B.C., All Regional Supervisors of Indian Agencies, Indian Superintendents and Agents.

Section 10 of the Agency Manual of Filing Operations is forwarded herewith.

The information contained therein is intended to serve as a comprehensive guide to field officers in instituting a planned records destruction and retention program.

H.M. Jones, Director.

Indian Affairs. (RG 10, Volume 8586, File 1/1-6-3)

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# 10 - DESTRUCTION OF RECORDS

- 10 1 The disposal of Indian Affairs records is governed by the provisions of Treasury Board Minute T.160481B. dated 2nd June 1936, as amended by Minute T.260350 dated 16th March, 1944.

  These authorities permit the destruction of certain classes of material after specified periods and with the proviso that papers dealing with the following subjects be retained indefinitely:
  - (a) Treaties, reserves, surveys, building sites, interest distribution, band membership, enfranchisement, estates, commutation, church and cemetery sites, rights of way, council rules and regulations, surrenders, natural resources, engineering services, claims and disputes;
  - (b) All documents required to establish records of service of employees;
  - (c) Documents and other papers of general historical value;
  - (d) Documents and other papers pertaining to Indian or other

    Trust Funds.
- 10 2 Documents, accounts, agreements, etc., pertaining to unfinished operations or transactions shall be retained until the matter is finally dealt with.
- 10 3 The schedule attached as Appendix "A" details the types of correspondence by block and the recommended periods of retention. Because many files contain authorities for expenditures from Trust Funds, it will be normal to destroy correspondence by file stripping rather than en bloc.
- 10 4 There are other classes of material which have a temporary value but need not be retained beyond one year. These have been listed in Appendix "B" to this section.



- 10 5 It is normal for Agencies to receive a substantial volume of material which has no future value, but, as a matter of routine and habit, usual becomes attached to files. Included in this category are such things as advertising literature and extra copies of correspondence, circulars, etc., which can usually be destroyed when received.
- 10 6 A satisfactory system of ensuring the removal of papers with a limited period of importance is to imprint a destruction date on them prior to filing. Following this a member of the Agency staff can systematically review files each month, removing those records which have reached the obsolecence date. The removal may also be carried out a little each day during periods of regular filing.
- If papers that have ceased to be of any value are permitted to remain indefinitely in the files, the efficiency of the office is greatly reduced. In addition to this is the question of shortage of storage space and unnecessary maintenance expenses.
- 10 8 It will be obvious, therefore, that valueless material should be removed from files at regular intervals. The frequency with which this operation is to be carried out will depend upon the conditions prevalent in the Agency but in no case will the interval be greater than once a year.
- 10 9 The ameal operation is to be supervised by the Indian Superintendent and records selected for destruction disposed of by
  burning.
- 10 10 Superintendents are to submit a report to headquarters containing a brief description of the material destroyed, periods covered by the correspondence and the date of destruction.

10 - 11 Should Superintendents wish to destroy records not covered by the Appendices to this section, a full description is to be submitted to headquarters for approval.



# Section 10 - Appendix "A"

- A Destroy after 5 years
- B Destroy after 10 years
- C Retain indefinitely

# PERSONAL FILE SECTION

- B Routine correspondence not relating to service, notices of salary increase, T.D.1, posters, expired eligible lists, fingerprints, leave slips, letters of application.
- C Certificates of promotion, appointment, transfer, etc.,
  Orders in Council, oaths, appeals, ratings, R.C.M.P. reports.
  Correspondence required to substantiate service of the employee,
  personnel policy correspondence; application forms from
  teachers.

### BLOCK 1

- Obsolete Administrative Instructions, draft material for the Field Manual and Filing Manual. Observations on Filing System. Routine correspondence on destruction of records, conferences, in-service training and Suggestion Award Plan.
- All policy matters, current Administrative Instructions, lists of files destroyed, minutes of conferences, current regulations, Indian Treaties and organization of bands and reserves. Results of in-service training, suggestions, all publicity,

### BLOCKS

- A Routine correspondence, requests for information.
- B Reports, complaints, information requiring searches,
- C Admissions, original statutory declarations, transfers, removal from membership, adoptions, orginal Minutes of Council, confirmation of council appointments, Orders in Council, enlistments.

## BLOCK 4

A Routine correspondence, Encumbrance Requisitions, Credit Memos and Advices, transfers of funds, cheque requisitions, requisitions for material, Memos to Council, circulars, tenders, progress reports, minor repairs.



C Correspondence re site, plan number, original cost of equipment and buildings, model and serial number of equipment. Plans of buildings and sites. Major repairs or renovations. Sewage and water system plans and original costs. Contracts. Questionnaires, specifications. Photos and plans not required. (Refer to C.E. for decision). Band council resolutions, reports, agreements, legal procedures, policy.

# BLOCK 5

Same as Block 4.

# BLOCK 6

Same as Block 4.

### BLOCK 7

Same as Block 4.

### BLOCK 8

Same as Block 4.0

# BLOCK 9

A All correspondence and accounts.

## BLOCK 10

- A ... All correspondence except that dealing with fire fighting equipment, canoes, boats, motors and household equipment.
- All remaining correspondence except where equipment is still in use.
- C Authorities for expenditure of Trust Funds, original purchase Orders for equipment,

## BLOCK II

- A Routine correspondence, Credit Advices, requisitions for seed, feed, fertilizer, hand implements, and miscellaneous farming supportes, Requisitions for Cheques, requests for services.
- B Correspondence re purchase of farm machinery, wagons, harness,
- C Band Resolutions (Forms I.A. 514 and I.A. 5-7), and other authority for expenditures from Trust Funds, original purchase orders for equipment, policy, agreements, annual reports.



A All correspondence and accounts.

C. Policy, original purchase orders for equipment.

## BLOCK 13

Same as Block 12.

### BLOCK 14

Routine correspondence, orders, accounts, invoices.

Policy.

# BLOCK 18

Same as Block 11.

## BLOCK 16

Estimates, bank statements, Receiver General statements,

Cash book, audit reports.

### BLOCK 17

All correspondence.

### BLOCK 18

A Gambling, intoxication, burglary and theft. Truancy, immorality, remission of sentence, non-support, wartime regulations, impounding of livestock, juvenile delinguency.

Accidents and drownings, trespass, trading on reserves and pool rooms, dance halls, etc., except unexpired permits.

Correspondence relating to taxation of Indians and registration of firearms except policy and opinions, assault, dogs.

Child maintenance (until child reaches age of 16), all statements of policy, court orders or decisions, permits to reside in U.S.A., orders of deportation, unpaid Indian debts and debts to Band Funds, court decisions re game and fishery infractions, establishment of R.C.M.P. detachments, Indian marriages, divorces, legal separations and annulment decrees, decisions and policy re provincial licences, Marine Regulations and Customs and Excise Regulations.

Indian Affairs. (RG 10, Volume 8586, File 1/1-6-3)

CANADA

A . After 5 years pertinent data could be transferred to cards and files destroyed.

# BLOCK 20

A Routine correspondence.

# BLOCK 21

All correspondence except Orders in Council, authorities and rulings.

# BLOCK 22

- A . Fuel and lights, telephones, telegrams, char service.
- C Policy, continuing authorities.

# BLOCK 23

- Return of convictions, livestock returns, farm and crop returns, monthly ration summary. Superintendents' Quarterly Reports, Doctors' Reports, Nurses' Reports, property returns, rent returns, school attendance reports, P.M.R.'s, annual statistical reports, annual report on housing, welfare teachers' reports, quarterly school returns, routine correspondence, hospital reports.
- B Regional Supervisors' Reports, revenue returns, Agriculture Supervisors' Reports.
  - Fur Supervisors' Reports, and explanatory correspondence, attendance reports, school reports, vital statistics, Social Workers' Reports, Engineering and Construction Reports, Band Membership Returns, Inspectors' Reports.

# BLOCK 24

- A All correspondence, except policy.
- Original purchase orders for equipment for Homemakers' Clubs, policy, organization, etc.





- A Routine correspondence relating to assistance to ex-pupils, vocational training, tuition grants, admission and discharge, per capita grant.
- C Agreements, policy, continuing authorities, Orders in Council, court orders, all band resolutions.

## BLOCK 26

- A Cost of operation returns, routine correspondence, purchase of accessories, operation expenses, minor repairs.
- C Original purchase, cost, serial and model numbers, registration photos. Retain until equipment is disposed of or replaced.
  All band resolutions.

### BLOCK 27

- A Routine correspondence, transportation, express and freight warrants.
- Transportation permits and certificate records, agreements,
  Northern Allowance records, all band resolutions,

# BLOCK 28

- A Routine correspondence, salaries of band officials, quarterly pensions and cash allowances,
- C Trust Account statements, annuity and interest, budgets and authorities for expenditures, savings, commutation, insurance, all band resolutions.

# BLOCK 29

- A Funerals, paid Revolving Fund Loans, loss or damage to personal property, care of handicapped or aged Indians. Indian house repairs, monthly list of Family Allowance payments.
- B Placement of Indian labour. Indian houses not involved inhousing loans. Miscellaneous assistance.
- Authorities for expenditures, agreements, Family Allowance records, Aged Allowances (until death of payee), unpaid Revolving Fund Loans, Blind Indians (until death), Unemployment Insurance, Needy Mothers Allowances, all band resolutions.



No destruction of correspondence until band Registry System is set up.

# BLOCK 31

As for Block 30.

# BLOCK 32

- B Routine correspondence, expired leases and associated correspondence.
- C 'Current leases and rentals, original agreements, plans, policy, Orders in Council.

# BLOCK 33

As for Block 30.

# BLOCK 34

As for Block 30.

# BLOCK 35

As for Block 30.

### BLOCK 36

As for Block 30.

# BLOCK 37

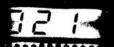
To be retained indefinitely.

# BLOCK 38

B All correspondence, less policy.

# BLOCK 39

- A Routine correspondence dealing with relief, funerals and Benevolent Fund Awards.
- C Policy matters, rehabilitation programs, statistics, honours and awards, pensions.



# Section 10 - Appendix "B"

# Recommended Schedule of Records to be destroyed after one year.

- 1. Letters and memoranda of transmittal without attachments.
- 2. Requests for comment without attachments.
- 3. Letters, notes, and memoranda of simple acknowledgment,
- 4. Requests for information and replies requiring no administrative action, no new decisions, and no original development of special data.
- Minor items of reference data sent to field offices solely for their information and not requiring any specific administrative action. (This is not intended to cover any orders, directives, instructions, or statements of policy.)
- Correspondence regarding plans for meetings or conferences (e.g., invitations to attend and acceptances or regrets, notices, arrangements for space and facilities, arrangements for chairmen, arrangements for speakers), not including finally approved agenda or programs, minutes, transcripts of proceedings, speeches delivered, and comments made at or after the meetings or conferences.
- Memoranda and correspondence regarding changes or correction in mailing lists and directories, but not including directories themselves.
- 8. Vouchers. (Field Offices only).
- 9. Correspondence and memoranda regarding details of office management and procedures which are subsequently incorporated in the Field Manual.
- 10. Completed requisitions and shipping advices.
- Issuances, notices, reports, releases, tabulations, and publications
  of other federal, provincial or municipal agencies and private
  organizations requiring no administrative action and submitted for
  general information only.
- Internal memoranda making arrangements for duplicating, for photographing, for the preparation of graphs or charts, and for stenographic or clerical service.
- 13. Statistical information supplied to outside offices from data elsewhere compiled by the agency.
- 16. Records pertaining to charity drives, bond campaigns, and other voluntary activities not part of the regularly assigned functions of the agency.

Indian Affairs. (RG 10, Volume 8586, File 1/1-6-3)

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- 15. Receipts Nos. 521, 531 and 280. Transportation Warrants, Passenger and Freight, and cheque stubs, after completion of the annual audit.
- 16. Letters consisting primarily of excerpts or quotations from documents that are retained elsewhere in complete form.
- 17. Gorrespondence referring inquirers to field offices or to other government agencies.
- 18. Follow-up requests for delayed reports from field offices.
- 19. Requests for and offers of forms or publications, replies to such requests, or offers and summaries of requests.



# APPENDIX K

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Copy to be returned to the Indian affairs branch when signed.

C 11762

ORIGINALON

OTTARA, October 21, 1955.

Dear Sir:

This submission seeks authorization for the Department of Citinenship and Designation to pay each evertime to Records Destruction Teams in the Indian Affairs Breach for two nights per week and Saturdays, to reclassify dermant records and destroy valualess meterial which has been accumulating since 1672. Due to the volume of current business, it is impossible to whiling existing staff during normal westing hours. There are at present 1,234 transfer cases filled with dermant records and unless a substantial perties of these records is destroyed, additional accommodation will have to be obtained in the immediate future.

is many dormant files contain papers required to prove comerchip of land and hand membership, as well as to provide an authentic record of expenditures from Indian Trust Funds, great care must be convoised in carrying out this project. The various entegories of material will be examined by teams, each of which will be desposed of a trained Records Clark and two numbers of the Openshing Division concerned. It is proposed to pay each Supervisor, who will also week on the project, at the rate of \$1.75 per hour and to pay each assistant at the rate of \$1.25 per hour. The cost to the close of the present fiscal year, estimated on the basis of each employee working twolve hours per week, is \$1100.

It is, at present, impossible to estimate the time required to complete the project. It is, therefore, requested that the authorization he granted to march 32, 1956, the subject to be reviewed again prior to that date to determine the total time

The Secretary, Treasury Board, O t t a w a, Ont.

Indian Affairs (RG 10, Volume 8586, File 17-4-3)

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required to complete the assignment.

Yours very trely,

J. K. Abbott, Chief of Personnel.

Indian Affairs (RG 10, Volume 8586, File-1, 1-6-3)

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# APPENDIX L



COMMISSION DU SERVICE CIVIL

OTTAWA, Ref. 54-2 CI Vol.2

FEB ? 0 1956

J.K. Abbott, Esq., Chief of Personnel, Department of Oitizenship and Immigration, OTTAWA.

The Secretary of the Treasury Board referred
to the Commission a copy of your letter of December 8 and
further letter of February 8 in connection with the proposal
to compensate "Records Destruction Teams" in the Indian
Affairs Branch for eventing worked Affairs Branch for overtime worked.

Commission by the Treasury Board of W.H. Ley spoke to your miss Taylor in regard to this, requesting that a list your miss Taylor in regard to this, requesting that a list of the classifications involved in this overtime work be of the classifications involved in this overtime work be of the classifications involved in this overtime work be a list can be supplied the matter will be given immediate a list can be supplied the matter will be given immediate a tention and a report in regard to it made to the Treasury Board. Board.

Yours very truly,

DEPARTME ... 10 CITIZENSHIP & IMA IGRATION

FEB 21 1956

PERSONNEL DIVISION

K. R.Selice ...i. maclean, Secretary

Indian Attairs: (RG 10, Volume 8586, File 1,7-6-3) PUBLIC ARCHIVES ARCHIVES PUBLIQUES CANADA