

Library and Archives Canada

Collection Development Framework

Introduction

The collection of Library and Archives Canada (LAC) is one of its greatest achievements. It has been built over a period of over 130 years and is the product of the distinguished collecting traditions of the two predecessor institutions, the National Archives of Canada, established in 1872, and the National Library of Canada, established in 1953. In an unprecedented innovation, the official establishment of Library and Archives Canada in May 2004 saw the creation of a new kind of knowledge institution that fully integrates the heritage collections and collecting mandates of these two former national institutions. The LAC collection is part of the spectrum of preserved heritage in Canada that also includes museum collections and built heritage.

Through its enabling legislation, the *Library and Archives of Canada Act*, LAC has been given a clear and enhanced role, as well as a strategic mandate in relation to the collection materials it holds in trust for Canadians. Building the collection is the critical first step in fulfilling the legislated mandate: to preserve the documentary heritage of Canada for the benefit of present and future generations; to be “a source of enduring knowledge accessible to all, contributing to the cultural, social, and economic advancement of Canada as a free and democratic society;” to “serve as the continuing memory of the Government of Canada and its institutions;” and to work in cooperation with other institutions in the country involved in the collection and preservation of the national heritage. All of these outcomes are rooted in the collection and the ability to deliver its value back to Canadians.

A framework for collection development is part of building the LAC envisioned in *Directions for Change*: a new institution that maintains the best of the collecting approaches of the predecessor institutions while adapting its collecting activities to the requirements of its new strategic directions and the digital environment. The framework identifies the long-term principles that will guide the collection development activity, outlines five key collection development areas for the years 2005–2010, and provides an overview of how LAC goes about developing its collection.

This document is the foundation upon which subsequent work will build. In 2005–2006, LAC will prepare detailed work plans for the five priority areas identified below, and begin work on the development of specific collection policies and of an acquisitions strategy in the context of collaborative partnerships with other Canadian heritage institutions.

Collecting Principles

The framework guiding the collection development activity of LAC will evolve over time in response to changes in LAC's collecting emphases and priorities and in response to the evolution of the collaborative national network of heritage collections and heritage institutions. Within the overall approach to collection development, however, certain general principles are to remain constant and are to apply across the collection.

Authority

Development of the LAC collection is based on the broad collecting mandate established by the *Library and Archives of Canada Act*—to acquire the documentary heritage of Canada—and on the more specific powers outlined in the legislation and its accompanying *Legal Deposit of Publications Regulations*.

Objective

LAC acquires and preserves in perpetuity publications and records of enduring interest to the history and culture of Canada. LAC strives to be aware of the society that it documents, and to build over time a collection that reveals the rich and varied history and heritage of Canada and its peoples. LAC endeavours to collect widely and in depth in its areas of traditional strength. LAC is also committed to the development of a vibrant collection that evolves in new areas—a collection that reflects changes in how documentary heritage materials are created and shared, and changes in the interests, needs, and priorities of Canadians.

LAC strives to develop:

- a comprehensive collection of published Canadiana that documents the published heritage of Canada and materials published elsewhere of interest to Canada, and that supports the creation of a comprehensive national bibliography to make that heritage known and accessible;
- comprehensive records holdings sufficient to document the functions and activities of the Government of Canada (GoC); and
- a representative collection of records of heritage value that document the historical development and diversity of Canadian society.

One Collection

LAC develops its collection in an integrated manner and according to overall institutional priorities, rather than local subject- or media-based ones. There is one collection with component parts, rather than multiple sub-collections that only nominally form one LAC collection.

LAC builds its collection in a planned and coordinated manner, according to established selection and appraisal criteria. Collecting emphases are identified and reflected in operational planning.

A Representative Collection

As a national institution, LAC has the responsibility to develop a truly national collection that is representative of the full geographic, intellectual and cultural diversity of Canada, past and present. Regular enhancements to the collection are required to ensure the collection is representative and balanced in coverage, that it reflects the evolving history and heritage of Canada and changes in cultural perceptions and significance over time. This goal is achieved through periodic shifts in collecting emphases, based on formal assessments of the state of the collection as a whole and on consultation with user groups and partners.

However, in the development of a representative collection, LAC recognizes that in some cases materials of national heritage value are more effectively acquired, made available, used, and preserved by others in either a local or a regional setting. LAC works with partners to ensure that these materials are acknowledged and maintained as part of the documentary heritage of Canada.

Collection Development in the Context of Mandate

Collecting decisions are made in the context of the preservation and accessibility mandates of LAC. Acquisition is balanced with the institution's commitment to process, describe, preserve, make accessible, and make known the material being collected.

Documentary Heritage Materials and Medium

Material deemed to be of heritage value is considered for acquisition regardless of its medium. It is not a primary objective to document the development of a medium (such as the photograph, the map, or film), although this may be the indirect result of collection development activity.

Documentary Heritage Materials in Digital Form

LAC recognizes that its collection development activities require the ability to work effectively in the digital realm. LAC works actively with creators of documentary heritage materials to ensure the digital heritage is collected. LAC develops guidelines and standards to direct or assist creators in the transfer of digital materials to LAC.

National Documentary Heritage Collection

LAC recognizes that its collection is one part of a larger national collection of published and unpublished documentary heritage, and that its development is undertaken in partnership with other heritage institutions, in particular, Canada's libraries and archives.

LAC plays a leading role in the development of the national strategies that enable this distribution of collecting, service delivery, and preservation activity across the multiple institutions that safeguard the Canadian documentary heritage.

Definitions (as per the *Library and Archives of Canada Act* and the draft *Legal Deposit of Publications Regulations*)

- Documentary heritage: publications and records of interest to Canada.
- Publication: any library matter that is made available in multiple copies or at multiple locations, whether without charge or otherwise, to the public generally or to qualifying members of the public by subscription or otherwise. Publications may be made available through any medium and may be in any form, including printed material, online items or recordings.
- Publisher: a person ¹ who makes a publication available in Canada, which the person is authorized to reproduce or over which the person controls the content. It does not include a person who only distributes a publication.
- Record: any documentary material other than a publication, regardless of medium or form.
- Government record: a record that is under the control of a government institution.
- Government institution: a government institution listed in Schedule I of the *Access to Information Act* or the *Privacy Act* or any institution designated by the Governor in Council.
- Ministerial record: a record of a member of the Queen's Privy Council of Canada who holds the office of a minister and that pertains to that office, other than a record that is of a personal or political nature or that is a government record.

Key Concepts

Although not defined in law or regulation, the following concepts are central to LAC's understanding of its collecting mandate:

- Heritage value: materials are considered to be of "heritage value" if they either reveal typically Canadian experiences or stories; document events or trends (cultural, political, economic, social, demographic, scientific and religious) with a national scope; provide valuable insights into the activities of a diverse and developing society; or are of a rarity and importance that allows them to be considered national treasures.
- Canadiana: material published in Canada, and material published in another country if the creator is Canadian or if the publication has a Canadian subject.

¹ "Person" is a legal collective term that applies to organizations as well as individuals.

- Publications and records of interest to Canada: materials published, produced, or created in Canada, and materials published or produced in another country where the creator is Canadian, or where the publication or record has a Canadian subject.
- Creator: any individual or organization who has assumed a creative function in relation to the material, for example, as author, performer, producer, artist, photographer, or composer. An individual Canadian creator can be a Canadian citizen, a permanent resident in Canada, a temporary resident during the time the material was created, or an expatriate who is still generally recognized as being Canadian.
- Subject of interest: generally considered to be a place, a personality, a group, an event, an activity, an experience, or a theme that has had a significant national or international effect on or illustrates a nationally important aspect of the history and the social and cultural life of Canada. Included, for example, are organizations and individuals who have had a significant impact on Canada's development and have assisted in defining aspects of the Canadian identity.

Key Directions, 2005–2010

As LAC works towards achieving the important goals it has set for itself in the coming years, specific actions will be required to realize the vision of collection development outlined above. There is first of all the pressing requirement to make real the concept of “one LAC collection”—as the institution embarks on its new course, the work of integrating existing collections and developing consistent approaches to acquiring new documentary heritage materials is just beginning. In addition, there are specific areas in which the institutional objectives outlined in *Directions for Change* and the feedback from consultations with stakeholders have direct applicability to the collection development activity. Those areas are: digital materials, Aboriginal materials, multicultural materials, and the national collection. The ability to work in the digital realm will increasingly define the success of the new institution; Aboriginal and multicultural materials are areas in which LAC must make progress if it is to fulfill its stated goal of being a truly national institution; and a coordinated approach to building the national collection will be the concrete expression of both LAC’s leadership role in the archival and library communities and its collaborative approach to working with Canadian heritage institutions.

These five key directions are discussed below.

One LAC Collection

Integration of approaches to collection development is essential if LAC is to expand on opportunities for growth and innovation and to make real the collecting principle that “there is one collection with component parts rather than multiple sub-collections that only nominally form one LAC collection.”

This work will require:

- the sharing of information between different areas so as to develop a common understanding of LAC’s holdings and of the nature of and challenges associated with LAC’s various collection development methods;
- the identification and implementation of a coordinating and a planning mechanism for the collection development activity in order to optimize linkages between the different parts of the collection;
- the development of benchmarks, performance measures, and tools to monitor progress against objectives for the collection development activity;
- the development of corporate objectives for and collaborative approaches to common issues, such as the need to achieve a balance between continued acquisition of traditional materials and increased acquisition of materials in digital form; and
- the identification and removal of arbitrary barriers and distinctions between collection content in order to improve collaboration in collection development and support improved access to and preservation of the collection.

Digital Materials

Becoming a truly digital institution is one of the key objectives that the new institution has set for itself. As it relates to developing the collection, it means that LAC will become as adept in collecting documentary heritage materials in digital form as it has long been with analog media. In order to achieve this transformation, change will be required at multiple levels—policy, procedures, technology, and staff skills. In particular, the institution will:

- establish priorities, and identify and allocate available resources;
- resolve policy issues and establish policies relating to the development of the digital collection, for example, digital formats collected, and parameters for the acquisition of websites;
- review and update current LAC direction/guidance for creators of documentary heritage materials, in particular, federal government information;
- develop the necessary technical and procedural infrastructure for the acquisition of e-publications, GoC e-records, and websites;
- develop a policy and a strategy for the creation of digital collection content and the creation of tools to make this content known and accessible; and
- identify the skills needed by LAC staff, assess skills gaps and develop and deliver required training.

Aboriginal Materials

LAC recognizes the contributions of Aboriginal peoples to the documentary heritage of Canada, and realizes that, in building its collection of these materials, it must take into account the diversity of Aboriginal cultures, the relationship the Government of Canada has with Aboriginal peoples, and the unique needs and realities of Aboriginal communities. The development of a national strategy will be done in consultation and collaboration with Aboriginal communities and organizations, and will respect the ways in which indigenous knowledge and heritage is preserved or ought to be preserved and protected within or outside of Aboriginal communities. In order to develop its collection of Aboriginal materials, or to ensure their preservation by other means, LAC will:

- define or characterize "relationships," "consultations," and "partnerships" in the context of working with Aboriginal communities;
- develop an outreach strategy and a consultation framework;
- develop models guiding any "memorandum of understanding" or like document developed by LAC in collaboration with Aboriginal communities in order to support an approach or acquisition strategy;
- identify and develop relationships with outside institutions, including cultural centres;
- identify local, regional or territorial collections through research and through the development of a user needs study;
- conduct inventories of existing LAC collections to identify materials by or about Aboriginal peoples, and develop a global view of the existing collection;

- develop a baseline of information and further tracking mechanisms or tools to monitor collection development;
- review LAC programs, services and expertise that impact Aboriginal peoples or the documentary heritage of these communities; and
- prioritize collection development activities according to the results of the activities above.

Multicultural Materials

To ensure that Library and Archives Canada is truly a “national institution,” its collection must reflect the diversity of the Canadian experience. LAC already has a unique collection of culturally diverse materials. To build on this, LAC needs to develop a strategic, broad and innovative approach to ensure that the collection is comprehensive, representative and accessible. The development of this collection will require the collaboration of numerous sectors in the institution. LAC will:

- conduct an inventory of existing multicultural materials at LAC;
- identify strong collections externally;
- develop partnerships with external institutions;
- investigate what materials exist in cultural communities and/or are published by cultural communities;
- consult with cultural communities, organizations and publishers;
- prioritize collection development activities by identifying key communities, etc.; and
- ensure that LAC staff have the skills and support to work with culturally sensitive and multilingual materials.

The National Collection

The development of a coordinated and cooperative approach to collection development at the national level will be a long-term undertaking, requiring the leadership of the Librarian and Archivist of Canada, the Assistant Deputy Minister of the Documentary Heritage Collection Sector, the Director General of the Strategic Office, and the Director of the Portrait Gallery of Canada. It will require LAC to:

- engage in extensive consultation with partners in the documentary heritage community to discuss and develop the concept of the “national collection” and to define the network of responsibilities;
- develop a partnership policy;
- build a partnership model that reflects existing relationships and agreements and emerging possibilities;
- understand the goals, objectives and plans of other institutions that collect documentary heritage materials;
- communicate to partner institutions how LAC understands its collecting mandate;
- develop national collaborative strategies and initiatives for collection development, especially for digital materials;

- develop understandings or agreements with members of the documentary heritage community regarding how Canada's documentary heritage can best be collected, preserved, and accessed in a way that respects the mandates of all members of the community;
- understand the goals, objectives, and needs of the communities of creators and the communities of consumers of documentary heritage materials; and
- determine the potential role to be played by LAC at the national level as an aggregator of resources produced by others, for example, online educational resources.

Appendix A: How the collection is built

The LAC collection is developed through a variety of methods and approaches: some acquisitions are non-discretionary, the result of LAC's legal mandate; others are discretionary but part of an ongoing planned program; and some are not only discretionary, but also essentially opportunistic in nature. The formal processes lend credibility to their result, while the less formal methods give LAC the ability to act quickly when necessary; no method works perfectly or in isolation from others. The challenge faced by LAC is less in ensuring that all acquisitions, however made, support the institution's mandate and strategic priorities for collection development, and more, in seeing that all acquisitions that should happen, do.

The *Library and Archives of Canada Act* contains two new powers that may be considered new "methods" of collection development: authority to require the transfer of GoC records deemed to be "at risk of serious damage or destruction," and authority to "take ... a representative sample of documentary material of interest" from the Internet. In addition, the existing legal deposit requirement for publications has been extended to online publications—an old method yielding a new result. These changes represent important additions to LAC's arsenal of acquiring powers. The future success of collection development will rest on both effective use of these new powers and the ability to maximize the results achieved with long-standing methods.

Legal Deposit

One of the core ways the collection embodies the collective memory of the nation is by retaining for posterity the intellectual output of Canadian publishing. LAC's aim of comprehensiveness in collecting published Canadiana is unique among libraries. This is accomplished primarily through legal deposit, the legislated requirement for publishers in Canada to deposit two copies² of their publications with Library and Archives Canada. One copy of each publication deposited is maintained in its original condition and as a safeguard measure is kept in a separate preservation collection and not made available for loan outside LAC.

Comprehensiveness in the collection of published heritage is possible because all types of publications are subject to legal deposit. However, deposit is by no means automatic or accepted universally by publishers. LAC is required to dedicate significant resources to follow up on or to enforce deposit with publishers, to promote its benefits, and to educate new publishers in their responsibilities. LAC generally adds some 30,000 commercial monographs, 4000 federal government monographs, 3000 electronic monographs, 180,000 hardcopy serial issues, and 8000 electronic serial issues to its collection each year through legal deposit.

² Exceptions where the requirement is for deposit of only one copy or for deposit only upon request are outlined in the *Legal Deposit of Publications Regulations* of the *Library and Archives of Canada Act*.

The success of legal deposit as a collection development mechanism in the future will depend not only on the ability to maintain (and develop as necessary) good relations with publishers, but also on extending legal deposit into new areas of publishing. The language of the new legislation and accompanying deposit regulations is deliberately broad so as to encompass many different situations and any future trends in Canadian publishing. Of particular significance is the extension of legal deposit to online publications—success here is a necessary condition for establishing LAC as a truly digital institution.

Harvesting Websites

Websites are an increasingly integral part of Canadian documentary heritage which LAC must collect and preserve. Harvesting a portion of freely accessible websites supports the building of a more complete national collection of Internet-based content, and complements related acquisition activities such as the legal deposit of individual online publications. Web publishing by its very nature requires that LAC use the more inclusive collecting mechanism of harvesting in order to acquire and preserve websites in their entirety and to document the various elements such as internal links and explanatory text that illustrate how the website was originally presented to the public.

Harvesting can be used to document Web coverage of a specific situation or significant event in Canada, such as a federal election campaign. It can also be used in a comprehensive manner to capture and archive a series of snapshots of the full contents of the Canadian Web at particular points in time. LAC has already acquired numerous websites of selected political, sports, and arts associations and groups as part of an ongoing initiative and plans to negotiate rights with Public Works and Government Services Canada (PWGSC) to harvest government sites. There is a need to further develop and formalize collection policy for websites and to establish clear selection and preservation guidelines. Other challenges include the development of a technical infrastructure to store and manage websites, the discovery of the most appropriate harvesting tools, and the resolution of access and copyright issues that may arise.

Disposition³ of Government Records

LAC has specific legislated roles to support the government's effective management of the range and massive volume of information that it generates, and also bears final responsibility for the preservation of the record of government. Government records preserved by LAC represent authentic and reliable documentary evidence of the administration of the national state, of the machinery of the federal government, and of the interaction between citizens and their government. These records are identified and acquired through LAC's formal control of records disposition in departments and agencies. Records Disposition Authorities (RDAs) issued by LAC identify which

³ "Disposition" is a stage in the information life cycle during which records are either (a) transferred to Library and Archives Canada for preservation, (b) transferred outside the Government of Canada or (c) destroyed.

records may be destroyed when no longer needed, and which have archival value⁴ and must be transferred to LAC for long-term preservation. Because LAC's disposition decisions are focused on functions and their related records rather than on frequently changing organizational structure, the keep/destroy decisions in the RDAs remain valid and easily applicable for as long as required. In addition to this principal method of acquisition, LAC may also require the transfer of records at risk of damage or destruction. The records disposition program results in an annual transfer to LAC, on average, of more than 5000 linear metres of textual records on paper, 150 gigabytes of electronic cartography, and more than 5000 items of traditional cartography, along with more variable quantities of architectural drawings and photographs.

While this process is supported by a clear legal mandate and rests on a well-developed theoretical and methodological base, in practice its application is hindered by several factors. The sheer size of the government (170 institutions are covered by the *Library and Archives of Canada Act*) strains the capacity of LAC to provide records disposition direction in a timely way to every department and agency. The existence of numerous entities (some 240) not covered by the *Library and Archives of Canada Act*, including important institutions such as the Supreme Court of Canada, the Federal Court of Canada, and the Canadian Broadcasting Corporation (CBC), requires the development of multiple individual agreements that are time-consuming. Finally, the disposition process requires the cooperation of record-creating departments—cooperation that is not always forthcoming due to limitations in their record-keeping systems and practices, and/or resource shortages.

In order to deal with these existing challenges, the Government Archives Division (GAD) is currently implementing a re-engineered approach to its appraisal and disposition work. One component of this program uses new criteria to determine the priority order in which Government of Canada institutions subject to the *Library and Archives of Canada Act* will be approached to enter into a Memorandum of Understanding for disposition planning. GAD will also research those institutions not subject to the Act to identify options for dealing with their records. Finally, by assisting the government in the management of its information throughout all stages of the document life cycle, LAC (through its Government Information Management Office, working in partnership with the Treasury Board Secretariat and PWGSC) intends to contribute actively to the improvement of information management in the GoC, thus furthering its own ability to meet its legislated responsibilities for the archival record of government.

It will be a major challenge to successfully address these infrastructural issues in the coming years, but doing so will not in itself ensure the success of the disposition program for GoC records. LAC also has significant new responsibilities. First among

⁴ “Archival value” means records of continuing and enduring value identified as being of historic or archival importance.

these is the pressing need to develop the capacity to identify and transfer digital records, not as exceptional one-off projects but as part of regular work. In addition, LAC must develop the capacity (standards, triggers, and procedures) to use its new authority regarding archival records at risk of damage or destruction. Finally, the challenges of monitoring compliance with sections 12 and 13 of the new *Library and Archives of Canada Act* as part of its responsibility under the Management of Government Information Policy must also be met.

Gifts

Library and Archives Canada regularly acquires old and new material from the private sector, either from individuals, businesses, organizations or institutions, through donation. Holdings acquired by gift not only make a significant contribution to the collection and ease pressure on the acquisition budget, but also provide the donors with the satisfaction of making a contribution to the preservation of Canada's heritage. Only a part of what is offered or available meets LAC's criteria, and is actually acquired. Materials accepted are generally those considered of national heritage value. Some examples of the type of holdings acquired are: the personal archives of prime ministers, politicians, and military leaders; the papers and creative works of writers and other artists; the records of companies, organizations, and associations; and publications that enrich Canadiana holdings and fill gaps in the collection. LAC receives as gifts each year, on average, 600 metres of private textual records, several hundred thousand photographs, and more than 5000 items of documentary art.

Since the acquisition of documentary heritage material as a gift is supported by tax credits through the *Income Tax Act* and the *Cultural Property Export and Import Act*, LAC is able to offer a financial incentive to prospective donors. Acquisition negotiations and tax credits increase the likelihood of future gifts from donors and other members of their creative community.

Though gifts are a valuable and appreciated aid to collection building, acquisition of this type is by its very nature dependent on opportunity and the individual considerations of donors. Significant resources of staff time are expended to identify potential donors, select material, and negotiate its possible acquisition—activities that do not always result in an acquisition. Such unpredictability is inevitable, as are other issues associated with gifts as a method of acquisition.⁵ This reality is accepted by LAC as the price it pays for acquiring valuable documentary heritage materials at no cost to its limited acquisition budget; however, other measures can be undertaken to maximize the collection development return from donations.

⁵ For example, donors may make requests related to restrictions on access or the making of copies, or a tax credit perceived by the donor as inadequate may sometimes lead to dissatisfaction and a reluctance to make further donations. Many gifts result from long-term relationships with a creating community or with individuals and it is sometimes difficult to maintain continuity in these relationships over many years.

One way in which LAC can make improvements in acquisition by donation is through greater internal coordination. For example, acquisitions can be improved through the use of a standard method to assess the cost of acquisition of potential gifts, and through the use of a mechanism whereby LAC and sector priorities are applied in establishing acquisition priorities at the branch, division and section level.

A significant donation-related issue for LAC is that physical distance from the national capital can restrict the ability to obtain gifts from donors outside central Canada. This can result in an unintended imbalance in the development of the collection. Ways to redress this imbalance will be explored, for example, by increasing awareness of LAC and its collection through travelling exhibitions and displays, through consultations and communications programs that highlight and encourage the act of donation, and possibly through the use of regional records offices as physical delivery points. In particular, efforts are needed to encourage the donation of materials from cultural communities and other groups that are under-represented in the collection. Recent consultations reveal that within certain cultural communities there exists both a general lack of awareness of LAC and a sense that aspects of their heritage and culture are not adequately represented in the LAC collection.

Purchased Material

The selection and acquisition of a certain amount of material of relevance to Canada not available through legally mandated means or through donation is essential to the enhancement and enrichment of the Library and Archives Canada collection. Where the archival record or the published heritage is incomplete, desired material is sought through dealers and auction catalogues, through purchases from individuals and corporate bodies, or through the copying or repatriation of materials held in other nations. Other items that must also be purchased include current material published abroad by Canadians or dealing with Canada, current material published in Canada but not acquired through legal deposit, retrospective published material that predates the initiation of legal deposit, reference materials to support research, and additional copies required for efficient service and for loan. Such activity is dependent on the combination of market availability, opportunity, and the ability to respond with sufficient resources to be successful. LAC purchases each year an average of 8500 publications, several hundred documentary art items, and approximately 5000 photos, along with lesser quantities of manuscript material, published Hebraica, unpublished maps, and rare books.

Library and Archives Canada has a yearly budget devoted to purchases of documentary heritage materials, and supplements this where possible by raising additional funds from both government and private sources. However, the reality is an acquisitions budget that has been steadily reduced over the last decade and purchasing power that has been eroded significantly due to inflation, variable exchange rates, and steadily increasing prices for both new and retrospective material. In addition, increasingly numerous foreign electronic publications with Canadian content

typically cost at least double the price of print equivalents. Potential purchases sometimes come with very tight deadlines for action, to which LAC is not always able to react. In any case, the volume of desirable material available for purchase far outstrips the LAC acquisition budget, which results in significant material not being acquired. The material either ends up elsewhere, or is usually more expensive if acquired later.

Efforts will be made to augment the size of the LAC acquisition budget. Evidence of the scope and diversity of the LAC collection, and of its utility in a wide variety of settings, can be deployed to argue for such increases. In addition, the same types of coordinating mechanisms used for gifts can be usefully applied to purchases in order to achieve targeted spending in support of LAC's strategic priorities for collection development.

Special Arrangements and Partnerships

LAC depends on a variety of partnerships and special arrangements in order to effectively build the collection. Special arrangements are used in particular to develop the holdings of audiovisual records, provincial government publications, and international publications of interest to Canada. For audiovisual material, these methods include: agreements with television broadcasters to capture their programming off-satellite as it is broadcast; agreements with funding agencies which require broadcasters and film producers to provide LAC with a preservation-quality copy of their material as a condition of funding; agreements with private (e.g., CPAC, OMNI-TV) and public (e.g., CBC, National Film Board (NFB), House of Commons) records creators to transfer their records of value to LAC for long-term preservation; and agreements with film producers to deposit at LAC a copy of material with ongoing commercial value. LAC typically acquires some 500 hours of film, 5000 hours of video and 1000 hours of sound recordings each year through this method.

For published material, LAC enters into agreements with provincial government bodies and exchange agreements with partners in other countries; there are currently some 250 exchange partners in more than 100 countries. Since the publications of provincial and territorial governments are not subject to legal deposit, these materials are acquired through formal and informal agreements, generally with legislative libraries or with government agencies responsible for publishing. Library and Archives Canada is the only national agency that collects, describes, and preserves publications from these jurisdictions and as a result is a prime secondary source of these publications for Canadians. LAC acquires some 5300 provincial government publications each year. Foreign exchange partners include national libraries, government institutions, international organizations and universities. Canadian government publications are an important part of the material that these institutions receive. In return, LAC receives a good variety of material of interest to Canada, including national bibliographies and reference works. Exchange generally results in 2500 publications being added to the LAC collection each year.

Another important partnership arrangement that makes a significant contribution to building the LAC collection is the voluntary transfer to LAC of Masters and Ph.D. theses by some 55 Canadian universities. Some 10,000 titles are acquired each year.

Although not collection development methods *per se*, it is also important to note that specific collection development initiatives are sometimes assisted by bodies affiliated with LAC, such as the Council of the Jacob M. Lowy Collection and the Friends of Library and Archives Canada.

These methods permit LAC to collect, preserve and make available materials that it might not otherwise be able to acquire. Agreements with records creators also offer LAC the opportunity to influence the manner in which materials are created and thereby further LAC's objectives in collection and preservation, while international exchange agreements can provide an opportunity to promote LAC and Canadian publications abroad.

The effort expended in realizing these benefits can be considerable—agreements are generally time-consuming to develop and to manage. In the case of agreements with audiovisual producers such as CBC and NFB, the provisions for “donor recall” are particularly onerous, while exchange agreements require ongoing monitoring and reassessment to ensure that the publications acquired are in fact relevant to LAC's collecting mandate. In the case of provincial government publications, the application of relevant agreements is not always systematic or constant over time, leading to incomplete collections.

As with gifts, the challenges associated with these special arrangements are to some extent unavoidable. Nonetheless, LAC must explore ways by which its costs and inconveniences are minimized.