AMANDA WAKARUK AND SAM-CHIN LI, *Editors*

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GOVERNMENT PUBLICATION DEPOSIT PROGRAMS

The Canadian Federal, Provincial, and Territorial Landscapes

▷ *Graeme Campbell, Michelle Lake, and Catherine McGoveran*

What is that next to the copy of *Catcher in the Rye* on your bookshelf? Is it a Canadian government document? Probably not, but Canadian federal, provincial, and territorial governments produce abundant information, and, up until the last few decades, this took the form of printed documents and other tangible items. So, if not in your own collection, where is this published content found? The good news is that many Canadian federal, provincial, and territorial governments established policies or programs directly supporting the collection and preservation of, and public access to, government publications, though not all to the same degree. The following presents a pan-Canadian perspective on some of the ways in which governments have attempted to distribute and provide access to their own publications, both historically and with a view toward the digital era. It focuses on programs and agreements leading to the systematic deposit of the published print output of governments in one or more locations.

This chapter does not strive to provide a fully comprehensive or complete overview of deposit and distribution programs in Canada. Rather, it attempts to capture the basics of the print deposit processes that were or still are in place in each Canadian federal, provincial, and territorial jurisdiction, and the way in which these processes may have changed over time. One of the greatest challenges of this project has come from the variety of sources that exist on the topic of government publishing in Canada. In the attempt to piece together a history of the mechanics of deposit in each jurisdiction from the available literature, it became clear that some accounts differed in their interpretation of dates, their use of related vocabulary, and even their opinions concerning whether or not a program actually existed.

It also became clear that several challenges complicating the creation, maintenance, or effectiveness of deposit mechanisms were a common experience among some jurisdictions. Although financial or legislative support could directly affect a deposit program, other aspects of government operations could also have an impact on its functioning. For example, there was, and in many ways still is, a lack of consensus regarding what constitutes a government publication, as described in the introductory chapter of this volume.[1] One can see how any mechanism for the deposit of "government publications" might suffer from confusion over what that may or may not signify. Printing and distribution also vary significantly across Canadian jurisdictions, and in some cases these functions may be highly decentralized. Many challenges can emerge from decentralization, such as a lack of enforceability, an inability to determine what publications should have been received or could be acquired, a lack of clear and standard definitions, and an insufficient capacity to carry out collection and distribution on the part of government.[2]

Although other texts give fairly comprehensive overviews and histories of the federal depository library program, like Dolan's *The Depository Dilemma* and the final and commemorative issues of the *Weekly Checklist of Canadian Government Publications,* the most recent, thorough survey of provincial initiatives, known as the Press Report,[3] was based on research conducted in the late 1960s, before many provinces had established programs of their own. In fact, one could say that many

of the improvements to Canadian provincial government document access and preservation that took place in the 1970s are thanks, in part, to the dissemination of the results of the Pross Report.[4] For this reason we have chosen to provide brief overviews of each Canadian jurisdiction, federal, provincial, and territorial, with an awareness that the history of the federal depository system is thoroughly treated elsewhere.

FEDERAL DEPOSIT AND DISTRIBUTION

As might be expected, the evolution of print government publication distribution in Canada is much more thoroughly documented at the federal level when compared to the provinces and territories. Appendix 1.1, "Federal Depository Program Timeline," provides an overview of select developments that took place throughout the history of the federal Depository Services Program (DSP), which existed from 1927 to 2013.[5] As noted, resources such as the *Commemorative Weekly Checklists*, published by Government Information Services (*Weekly Checklists* 13-49, 13-50, and 13-51), and Dolan's *The Depository Dilemma* provide very detailed accounts of the changes in government publishing over time at the federal level in Canada. Many other resources provide snapshots of the government publishing landscape at specific points in time for various Canadian jurisdictions[6] and for specific issues in the publishing, distribution, collection, and preservation of publications.[7]

At the federal level, Library and Archives Canada (LAC) has had a legal deposit mandate since 1953, when the library was created, for all materials produced in Canada, according to the *Legal Deposit of Publications Regulations*, in the *Library and Archives Canada Act* (S.C. 2004, c. 11).[8] Legal deposit applies to federal government departments and agencies, producers of microforms, and electronic publications.[9] LAC was also a full depository in the DSP and received two copies of every federal government publication for legal deposit, until the DSP ended its mandate to distribute print publications in 2013.[10] In 2012, LAC, through its "modernization initiative," issued a directive for provincial and territorial governments to cease submitting their official publications to LAC,[11] and the current legal deposit mandate, on LAC's website, includes an exclusion wherein "official publications of Canadian

provincial, territorial, and municipal governments" are exempted from legal deposit at LAC.[12]

PROVINCIAL AND TERRITORIAL DEPOSIT AND DISTRIBUTION

Provincially and territorially in Canada various governments have developed library deposit programs in which libraries and archives could be designated a full depository or a selective depository for publications produced in a specific jurisdiction. Jarvi describes a depository library as "one which the government has approved to receive its publications without charge, on a continuing basis. A full depository library is one which receives all available publications automatically. A selective depository is one in which the librarian may choose the publications from a checklist provided by the government."[13]

Generally, the official publishing and distribution functions of provincial governments are the responsibilities of different branches or departments. Archer notes that each province has an "office of the Queen's Printer" in the provincial capital and that the provincial Queen's Printer is responsible for publishing provincial government publications.[14] Pross and Pross add that provincial Queen's Printers do not distribute the publications they produce, unlike at the federal level.[15] For this reason, provincial library deposit programs were created to help ensure the wide and consistent distribution of publications.

There are several provincial and territorial libraries and archives that have legal or statutory mandates, requiring the automatic deposit of all provincial or territorial publications into their permanent collections. These legal deposit mandates come in many different forms, such as Orders-in-Council and statutory acts for legislatures, legislative libraries, and archives; there is no standard for legal deposit that is consistent across the country. Although not every provincial and territorial jurisdiction in Canada has legal-deposit language enshrined in statutory acts or legislation, there has been a concerted effort, both formal and informal, collaborative and independent, by libraries across Canada to collect and preserve the print publications created by provincial and territorial governments.

► *Newfoundland and Labrador*

In Newfoundland and Labrador there has been official support for the deposit of provincial government publications for some time. In 1960 a directive from the premier required that all departments of the provincial government deposit with the newly established Provincial Archives of Newfoundland two copies of all publications intended for use by the public.[16] There appears to have been legislative support for deposit to a few additional sites in the early 1960s as well, with statutory obligations for the Department of Provincial Affairs to acquire three copies of each government document published. These documents were then deposited to the provincial Legislative Library, the Archives, and the Gosling Memorial Library in St. John's.[17]

Although government officials had expressed an interest in the idea of the Memorial University of Newfoundland obtaining official depository status for government documents, attempts prior to the 1970s appear to have been unsuccessful.[18] Jarvi states that, as of mid-1976, Newfoundland did not have an official depository system.[19] By 1981, however, there appears to have been an informally operating depository system for the documents of the Newfoundland government. In this system the legislative librarian was responsible for distributing documents to libraries both within and outside of Newfoundland, with forty-five libraries participating in the early 1980s: thirty full depositories and fifteen selective.[20]

Even with clear legislative support for deposit to the Legislative Library and Archives, two surveys between the 1960s and 1980s reported that the largest collections of Newfoundland provincial government publications were actually in the collections of two non-government libraries: the Gosling Memorial Library (and later the A.C. Hunter Library, as described below) and the Centre for Newfoundland Studies, a division of the Memorial University of Newfoundland Libraries.[21]

The Gosling Memorial Library's collection of Newfoundland government documents benefited greatly from the deposit of many of the holdings of the original legislative library,[22] which had existed prior to the 1934 establishment in Newfoundland of the Commission of Government. For a time, the Gosling Memorial Library both served the

public and acted as a central library for the province, holding many items of historical value including provincial government documents.[23] After the original library was closed, its collection was transferred to the A.C. Hunter Library.[24]

Over the last fifty years the Centre for Newfoundland Studies has grown to hold the largest provincial collection of Newfoundlandiana. Its mandate is to collect and preserve all published materials concerned with Newfoundland and Labrador, including government documents. The centre does receive certain materials automatically, some free of charge, through an arrangement with the Legislative Library. However, without official depository status, it often has to seek out and acquire much of the published output of the provincial government on its own.[25]

Current legislation names the Legislative Library of Newfoundland and Labrador as the only official depository for published information from the provincial government. The *Rooms Act* (S.N.L. 2005, c. R-15.1, s. 21) clarifies that the Archives is the official repository for government records, whereas the Legislative Library is the mandatory location of deposit for documents produced by government institutions that are intended for distribution to the public.

▶ *Nova Scotia*

Nova Scotia's depository program began in 1987.[26] The introduction of the program came about following a proposal for implementation of a system to ensure the deposit of Nova Scotia government publications in university and public libraries from the Steering Committee on Depository Collections, which was submitted to the Nova Scotia government in June 1985.[27] Following the government's approval of the proposal, a panel was created and met in December 1986 with the goal of establishing guidelines for the depository program. The guidelines are detailed in a 1987 memorandum to university librarians and regional chief librarians, and outlines retention requirements, the creation of a monthly checklist by the Legislative Library, and the distribution responsibilities of the Nova Scotia Government Bookstore.[28] A news release from Communications Nova Scotia[29] confirms that there were eleven full and twenty-one selective depository libraries, which are also

depicted on a map in a memorandum from the co-chair of the Steering Committee on Depository Collections to the Dalhousie University Library.[30]

The program was not mandated through legislation, but guidance for the program was given in the *Manager's Manual 300*. The manual detailed the responsibility of government departments to provide twenty-five copies of various types of publications, such as pamphlets, books, and reports prepared for the public, to the government bookstore.[31] This clause was eventually removed from the *Manager's Manual*, though an exact date for this has not been verified. As evidenced in other jurisdictions, the lack of legislative authority for the program made it challenging for the Legislative Library to obtain print copies for deposit. In approximately 2011–12 the depository program was officially concluded, though the Legislative Library does continue to receive approximately two copies of each print publication.[32]

▶ *Prince Edward Island*

Prince Edward Island (PEI) has never developed an official depository library program. Pross and Pross note that there were earlier attempts to centralize the distribution of government publications in PEI, but they were unsuccessful.[33] Many surveys of provincial publication programs note that the Legislative Library received automatically and free of charge PEI publications and had been augmenting the availability of publications in the province by issuing lists of printed reports tabled in the legislature.[34]

The Queen's Printer publishes the statutory and legislative publications, and other publications, including documents from departments, agencies, and commissions, are published and distributed in small print runs by the Island Information Service.[35] The Island Information Service assists departments, agencies, commissions, and boards with the preparation and distribution of official provincial information, and, if the publications have not been published electronically, print versions can be requested from the service and are usually provided free of charge.[36] The service also produced the *PEI Provincial Government Publications Checklist* from 1978 to 2012.[37]

The University of PEI Library and PEI Government Services Library both have built strong collections of provincial government publications by developing good working relationships with the Island Information Service and the Clerk of the Legislative Assembly.[38] The PEI Public Archives and Records Office also acquires government records and publications, as required by the *Archives and Records Act* (A. 19.1).

▶ *New Brunswick*

The history of deposit for New Brunswick (NB) government publications goes back to at least the 1950s. New Brunswick Order-in-Council 52-1448 required the deposit of three copies of all documents printed, under the *Queen's Printer Act*, to the Legislative Library of New Brunswick, while Order-in-Council 56-596 extended depository status to the libraries of NB universities.[39] In 1976 the Legislative Library's status as the official site of deposit and as a mechanism of distribution to other NB depositories was strengthened through statute. The *Legislative Library Act* (R.S.N.B. 1976, c. L-3.1, s. 5 and s. 6) clearly designates the Legislative Library as both the official depository library for New Brunswick government publications and the exchange library for the Province of New Brunswick.

Drake confirms that a network of NB depository libraries was enabled in 1965 by Order-in-Council and was maintained through to at least the early 1980s with little change in the system. This Order-in-Council, having been revised as Order-in-Council 79-749, authorized the Queen's Printer to send free copies of acts, regulations, loose-leaf statutes, and the *Royal Gazette* to the Legislative Library, to members of the Legislative Assembly, to libraries having exchange agreements with the Legislative Library, and to other public and university libraries in New Brunswick. Unlike some other Canadian depository programs, the system described by Drake only had full depositories, and there were no collection maintenance obligations for depositories. In the early 1980s there were fifty-eight depository libraries participating, with five in academic institutions, two in government, and the remaining fifty-one in public libraries. Participating libraries received publications automatically each month.[40]

The Legislative Library has issued a checklist of NB provincial government documents in one form or another since the mid-1950s, with coverage beginning in 1955. Checklists from 2000 onwards are published online and comprise mostly documents received but not included in the library's catalogue.[41] Originally, however, these checklists included all items received by the library throughout the year, whether they were required to be printed by the *Queen's Printer Act* and deposited at the library or were printed by departments and acquired by other means. While the checklists undoubtedly facilitated identification of what was printed by the NB government, distribution of non-statutory documents in NB was not centralized, and ordering those documents generally had to be done through each individual authoring department or agency.[42] Perhaps this is why, in the early 1990s, New Brunswick was characterized not as having an existing depository program but as having recently submitted proposals to the provincial government calling for the establishment of such a program.[43]

At present, the NB Legislative Library is the only legislated depository for NB government publications. Although exchange agreements with other legislative and academic libraries are still active, many participating libraries have opted to rely on electronic versions of parliamentary papers rather than on their receipt in print.[44]

▶ *Quebec*

Quebec had a robust official-publications depository program between 1981 and 1997. The Ministère des Communications developed the program to ensure the "best possible access to information disseminated by the Government of Quebec."[45] The provincial Queen's Printer had been informally distributing publications to libraries, free of charge, as early as 1974.[46] The program was formalized in November 1981 with the Programme de dépôt des publications gouvernementales, wherein full depository libraries would receive "one copy each of the approximately 3000 units (books, periodical issues, bills)" that Quebec published annually.[47] These sixteen libraries included all major English and French academic libraries, Quebec public libraries, Bibliothèque nationale du Québec, and Bibliothèque de l'Assemblée nationale, as

selected by Québec Official Publisher / Éditeur Officiel du Québec (former Queen's Printer), based on the libraries' level of scholarship and ability to handle a large collection.[48]

Full depository status was later extended to external legislative libraries, the Library of Parliament, the Library of Congress, the Harvard University Library, and the Quebec Delegation in Paris and could include any library willing to exchange "publications of interest" with Quebec.[49] The 180 selective depositories included both public and government libraries.[50] There were sixty participating government agencies and ministries that submitted publications to Québec Official Publisher, which ranged from statutory—such as the *Journal de debats*, *Statues*, and *Gazette Officielle*—to departmental annual reports.[51]

The Ministère des Communications also maintained a monthly checklist, *Liste mensuelle des publications du gouvernement du Québec,* beginning in April 1981, which contained all publications received by full depositories.[52] Selective depositories could order, without charge, any item from *Liste mensuelle,* in addition to the items that they received automatically.[53]

Not all publications of interest were distributed by the Programme de dépôt, and those publications had to be tracked down through a combination of sources, departments, and agencies.[54]

Bibliothèque et Archives nationales du Québec (BANQ; formerly BNQ) was created in 1967 with the *Act Respecting the Bibliothèque nationale du Québec* (R.S.Q., c. B-2.1). Since 1968 the BANQ has administered two key aspects of provincial publications: publishing the *Bibliographie du Québec,* a bibliography of its collections; and legal deposit. BANQ's legal deposit mandate requires the deposit of two copies of all works published by publishers, persons, and agencies in Quebec.[55] Legal deposit was partially extended to electronic publications in 1992, and as of 2007 all provincial departments were required to deposit electronic publications, except laws and statutes.[56] The Programme de dépôt was abolished in 1997 with Quebec's change in focus to the electronic dissemination of publications.[57] Quebec's system is an example of good infrastructure for provincial government information, from the Programme de dépôt through to the innovative BANQ.

▶ Ontario

Ontario has had an active depository library system since July 1971.[58] In the decade prior to the program's inception some related processes had been in place. In the early 1960s different groups of individuals and types of institutions as defined by Order-in-Council were entitled to free copies of the statutes. Copies of Government of Ontario publications were also preserved by the provincial archivist and by the Clerk of the House.[59] Also, the Ontario Legislative Assembly's *Memo re Tabling of Reports in the Legislative Library* (May 2, 1965) required that two copies of every report tabled in the legislature be deposited with the Legislative Library.[60] However, it was the Management Board Minute of August 19, 1970, that officially established Ontario's depository library system. The minute was superseded a few years later by the Management Board of Cabinet Directive 65-3-1 (July 29, 1975), which provided the authority for one complimentary copy of each available provincial government publication to be distributed to depository libraries.[61]

In May 1971 the Printing Services Branch of the Ministry of Government Services began issuing the *Ontario Government Publications Monthly Checklist*, and annual cumulations followed, the first covering 1972.[62] By 1976 the checklist had a circulation of four thousand.[63] On April 1, 1980, the Bibliographic Services Centre of the Ministry of Government Services was transferred to the Ontario Legislative Library, which had been one of the depository program's original full depositories. As a result, the library absorbed responsibility for the compilation and editing of the monthly checklists and annual catalogues.[64] Holding such a key position in the depository system work flow undoubtedly secured the library's status as a primary location of deposit for Ontario government publications, even if this status was not comprehensively supported by legislation.

In 1997 the Management Board Secretariat issued a directive obligating ministries and agencies to provide Publications Ontario with sufficient copies of their publications for distribution through the depository program. Publications Ontario was identified as responsible for the maintenance of a central public record of all government publications and for the provision of publications to the Legislative Library and to

other libraries participating in the depository program. The directive also made clear what was considered a "government publication," including documents intended for distribution to the general public, whether in print or electronic, but excluding ephemera.[65]

The year 1997 also marked the end of the print run of the monthly checklists and the annual catalogues of publications, which had provided a systematic and public record of what had been historically available. By contrast, current online monthly checklists produced for the depository program remain available for only six months and are not publicly viewable.[66] In addition, while one could identify nearby depositories in the pages of the printed annual catalogues, at present there is no publicly viewable list of current depositories.[67]

Although the program originally included both full and selective depositories, today all participating libraries are selective. Feedback received by Publications Ontario over the years indicated that many libraries were no longer interested in automatically receiving all available publications. As a result, each depository library now selects the items it would like distributed to it as part of the program.[68] Retention guidelines have also evolved over time, with current depositories expected to retain most items for a minimum of five years.[69] By contrast, in the early 1980s, the Ontario program had "no rigid restrictions on the treatment, use, or retention of materials."[70]

▶ *Manitoba*

Archer proclaimed that "Manitoba has gone farther than any other province toward a centralized distributing agency."[71] Although Manitoba's official depository program began in 1991 and concluded in 2010, the mandate for departments to deposit publications with the Legislative Library existed prior to the program and remains in force. The Legislative Library was declared, through an Order-in-Council, to be a depository of provincial government publications in 1952.[72] The Order-in-Council required copies of each published document to be sent to the provincial Legislative Library, which would then maintain an accession list.[73] Following each legislative session the provincial library would distribute documents to forty-five libraries in Canada, the United States, and

Commonwealth countries.[74] Some sources indicate that this broad distribution beyond provincial boundaries was done on an exchange or reciprocal basis.[75] Both a monthly checklist of government publications and an annual cumulation were created by the Legislative Library, while the Manitoba Citizen's Inquiry Service provided information about how to obtain the publications.[76]

The formal depository distribution system was developed in 1991 and officially concluded in 2010. A letter of communication from the Legislative Library to Brandon University details the organization of provincial documents into eight categories, with retention and disposition guidelines provided for each.[77] Staff at the Legislative Library confirmed that Manitoba libraries could choose to be full depositories or to create a profile that would identify the most relevant publications based on local needs.[78] There were approximately ten libraries participating in this program, including the major universities and several colleges and public libraries in the province.[79] Both collection and distribution were handled by the Legislative Library. As publications began to be published electronically and accessible online, and as libraries began to face increasing pressure on their limited space, depository libraries started to withdraw from the program, which led to the official closure of the program in 2010. Although the print distribution program no longer exists, the Legislative Library still has the mandate to collect published government documents from departments, Crown corporations, and agencies of the Manitoba government, as outlined in the *Legislative Library Act* (S.M. 2008, c. 12).

▶ *Saskatchewan*

Saskatchewan never developed an official library depository program. Until 1982 the Legislative Library had an "informal responsibility to collect Saskatchewan government publications," and it received provincial publications free of charge for its collection.[80] In 1976 the library began publishing the *Annual Checklist of Saskatchewan Government Publications*, and in July 1982 publication of the monthly checklist began.[81] The scope of checklists was limited to publications received by the library and excluded legislative materials.[82] The development of the

checklist was, in part, a response to the publication of the Pross Report in 1972, which recommended that the Saskatchewan Legislative Library "undertake the distribution of Saskatchewan documents to other libraries," and to a corresponding call to action from the Saskatchewan Library Association.[83]

The publications collected by the Legislative Library and contained in the checklist are printed by the provincial Queen's Printer and include the *Saskatchewan Gazette* and *Statutes*. Issuing the bills, orders, votes, debates, and journals, all in limited publishing runs, is the mandate of the Clerk of the Legislative Assembly.[84] Previous to online publication of official documents, the Queen's Printer would handle priced publications that individual departments were unable to distribute; however, the usual responsibility for distribution fell to individual departments.[85]

Since 1982 the Legislative Library has been receiving print, and in 2005 the Act was updated to include electronic provincial publications from all Saskatchewan government bodies, including the Legislative Assembly, through legal deposit with "statutory authority [from] section 81 of the *Legislative Assembly and Executive Council Act, 2007*."[86] Through the years the Legislative Library had exchange agreements with the Library of Congress, the National Library of Canada, other Canadian legislative libraries (at their request), Saskatchewan Archives, and Micromedia.[87] The Micromedia exchange agreement enabled microfilming of Saskatchewan government publications, and any library could obtain a subscription, for a fee.[88] "In an effort to inform interested Saskatchewan libraries of available material, an inquiry letter was sent to all government, post-secondary, academic, special, public and regional libraries listed in the *Directory of Saskatchewan Libraries*. In 1986/87 there was an increase of 165% in surplus materials distributed in the province."[89] As noted on the website in 2016 for the monthly checklist, due to the lack of a formal distribution program, interested libraries must contact departments individually to obtain print publications.[90]

▶ *Alberta*

The Alberta Depository Library Program (ADLP) has been active since 1974.[91] With no legal mandate to operate, the program has relied on the

goodwill of author departments to provide copies of their publications for distribution.[92] The Alberta Legislature Library's participation in the ADLP has contributed to its own comprehensive collection efforts, as there is also no legislation designating it an official depository for Alberta government publications.[93] Originally managed by the Queen's Printer and Public Affairs Bureau, the ADLP became part of the Alberta Government Library's portfolio of responsibilities in 2007, though the Queen's Printer still plays a role in the distribution of legislative materials to depositories.[94]

In the past the ADLP was "for full depositories only, not selective."[95] By the mid-1990s there were eleven selective depositories (known as "partial" depositories) and three defined types of libraries automatically receiving copies of all depository publications: full depositories, special libraries, and the Legislature Library. Special libraries differed from full depositories by receiving shipments on an infrequent basis, and the Legislature Library by receiving multiple copies of each document.[96] In current practice, participants in the ADLP are either full or partial depository libraries, though full depositories still differ in the number of copies of publications they receive.

Unlike the recently terminated federal Depository Services Program, warehousing and distribution for the ADLP are not centralized for listed publications, and partial depositories must select and order complimentary copies directly from author departments. To assist in the selection process, a catalogue of available documents has been produced in one form or another since the program started. In 1974 the Department of Government Services began issuing a quarterly catalogue of publications published by the provincial government.[97] In current practice, the Alberta Government Library prepares the quarterly list, distributes it to depository libraries, and publishes it online.[98]

In the earlier years of the ADLP there were "no specified obligations on the part of the recipient libraries."[99] Currently, however, ADLP full depositories are expected to retain depository items permanently, while partial depositories are free to retain or dispose of items as they see fit, subject only to their own internal collection management policies.[100] It is also interesting that the ADLP explicitly includes electronic documents, which can be accessed through the Queen's Printer's online

Government of Alberta Publications catalogue or by way of a quarterly listing available as an open dataset. In recent years the ADLP has been working on updating its processes to explicitly incorporate Alberta's Open Government Portal into its author-department deposit work flow for digital Government of Alberta publications.[101]

▶ British Columbia

An Order-in-Council (no. 497) from 1935 approved the Legislative Library and the University of British Columbia as depository libraries for British Columbia government publications. A revised Order-in-Council (no. 419) was issued in 1961 and changed the deposit requirements from two to four copies of each publication. While this Order-in-Council has never been rescinded, it has also never been updated to cover electronic publications.

Pross and Pross claim that the British Columbia provincial library was likely one of the most successful in obtaining the documents that it was mandated to collect via Order-in-Council, because they were obtained from one of the most highly centralized production systems of all Canadian provinces.[102] That said, anecdotal evidence suggests that challenges were experienced as far back as the 1930s because the Queen's Printer could not prevent ministries from using alternative printing facilities.[103] During the intervening time between the Orders-in-Council and the official deposit program that distributed publications to a network of libraries, requests for publications were made to individual departments, unless Crown Publications was listed as the official supplier.[104] Some departments would issue lists of publications, and, as there was no central office to handle acquisition requests, each department had autonomy over determining free and priced publications.[105]

It was on April 13, 1994, that the then Minister of Government Services announced the creation of a permanent provincial depository library program for British Columbia.[106] This was the culmination of lobbying from groups such as the British Columbia Library Association (BCLA), which was also successful in lobbying for the pilot program established in 1989.[107] Following a survey conducted in the winter of

1993, which yielded positive responses to the program, it was decided that the program would move from pilot to permanence.[108]

When the provincial depository library program was established, it was funded by the Ministry of Government Services and administered by the Library Services Branch of the Ministry of Municipal Affairs. An advisory committee, with representatives from a variety of types of libraries and associations, was established in 1994 to support the program. Two subcommittees of this group determined the major parameters of the program: the Core List and Retention Guidelines Sub-Committee and the Eligibility Criteria Sub-Committee.[109] The provincial depository manual contains essential information, including a contact list, detailed program eligibility criteria, the core list of publications, retention guidelines, cataloguing instructions for titles on the core list, instructions for claiming materials, a note on Legislative Library web access, as well as newsletters from February and June 1995. That said, it should be noted that the manual was continually updated, and participating libraries may have replaced pages as updated material was received.[110] This means that the contents of the binder reviewed for this publication may not be reflective of the entire history of the program.

▶ *Yukon*

The Yukon does not have a Legislative Library or a print depository distribution program. Van Haaften notes that there is no central source for information on publication issues within the Yukon.[111] Responsibility for the collection and preservation of government publications falls to the Yukon Archives, which maintains the Territorial Library. The *Archives Act* (R.S.Y. 2002, c. 9) outlines the collection mandate of the territorial archives. There is active collection in several areas beyond government publications, but in regards to territorial publications the collection focuses on current and retrospective published titles in all subject areas and media types. The Territorial Library is the only library that collects, preserves, and provides permanent access to Yukon government publications, and the library does not weed its collection.[112] The Queen's Printer is responsible for government publications, guided by the *Public Printing Act* (R.S.Y. 2002, c. 180).[113]

▶ *Northwest Territories*

The depository program in the Northwest Territories (NWT) initially existed in an unofficial capacity.[114] Jarvi observed in 1976 that there had been little bibliographical activity or listing of government publications published in the territory.[115] Government departments were instructed to send copies of their publications to the Government In-Service Library, established in 1973, but there was no official directive to this effect.[116] In 1983 the Government In-Service Library was renamed the Government Library of the Northwest Territories, and in April 1992 the library became the Legislative Library of the Northwest Territories.[117] The legal deposit status for government publications was made official for the Legislative Library in the *Regulations of the Archives Act* (R-056-2003, s. 1), which states that any publication or public record "produced, printed or released" by a governing body in the Government of Northwest Territories must be sent in quadruplicate to the Legislative Assembly Library, and one copy to the Archivist, within seven days of its publication or release.

Territorial publications were produced mainly by the federal Queen's Printer from 1870 to 1980, when the territories were under the jurisdictional control of the federal government.[118] The Department of Information, initially known as Information Services, was organized in Ottawa in May 1967.[119] The department was re-established in Yellowknife with the transfer of the government in September 1967.[120] In 1970 the department was organized into two divisions: Publications and Public Relations. The Publications division was responsible for meeting the graphic design and the publishing needs of the Government of the Northwest Territories.[121]

In 1979 the head of the Printing Bureau was appointed as the Territorial Printer, and the responsibility for printing all new Northwest Territories ordinances was assumed from the Queen's Printer in 1980.[122] In 1985 the responsibility for printing and production was taken on by a division in the newly formed Department of Culture and Communications. In 1992 responsibility was transferred again to the Department of Public Works and Services.[123] In 1993 the in-house printing function of government documents was privatized.[124]

In 1977 a publications catalogue was published to give residents a complete current listing of all government publications and reports and from whence the material could be acquired.[125] The last publications catalogue was printed in 1989.[126] The Legislative Library stepped in to fill the gap left by the discontinuation of the publications catalogue by providing an annual *Checklist of Northwest Territories Government Publications,* now available on the Legislative Library's website. The checklist, which begins with the year 1994, is produced as a guide to available publications, with no guarantee that it is a complete list of publications produced by departments of the Government of the Northwest Territories.[127] Tabled documents can be requested from the Legislative Library. For other publications the issuing departments and agencies must be contacted, as noted on the checklist website.[128] Requests for publications have decreased in number as born-digital electronic copies of the House documents are now available on the Legislative Assembly's website.[129]

▶ *Nunavut*

Nunavut does not have a territorial depository library program, and the Nunavut Legislative Library does not have legislated depository status. That said, according to the Legislative Assembly of Nunavut's website, the mandate of the Legislative Library includes the maintenance of the Legislative Assembly's public records, and the aim to build a comprehensive collection of documents published by the Government of Nunavut. Government publications tabled in the legislature do become part of the Legislative Library's collection as a matter of procedure, but, without supporting legislation, the overall comprehensiveness of the collection has been based mostly on the library's own efforts. Being responsible for the assignment of the International Standard Book Numbers (ISBNs) to Government of Nunavut publications has also contributed to the Legislative Library's success in acquiring documents, but the transition to electronic dissemination of government information has lessened its impact, as communicating ISBN requirements for digital information can be challenging.[130]

TRANSITION FROM PRINT TO DIGITAL

The amount of Canadian government information produced and distributed electronically has increased significantly over the last few decades. In the early years of this evolution there was a corresponding rise in related anxiety in the library community. In the early 1990s Nilsen stated that the "preservation of data in electronic formats is of considerable concern because of the ease with which data can be manipulated and deleted from databases."[131] Since then many authors have explored issues of permanence and preservation of digital government information. Brodie was concerned about the "fluidity" of electronic information and the ease with which that information could be divorced from its original context and creators.[132] Gnassi asserted that "the internet is transient and transparent. Websites evolve and change. They come and go. Content is updated and discarded and context is lost. Researchers who traditionally have relied on this information to build on previous knowledge increasingly find that it is not there."[133] In a report for the National Library and the DSP, Dickison observed that the estimated lifespan of electronic publications could be anywhere from forty-four days to two years, and made recommendations for the government of Canada to deploy persistent uniform resource locators (URLS) for electronic publications.[134]

A perceived lack of preparedness on the part of libraries for the shift from print to digital dissemination of government information was also an early source of concern. Vaughan and Dolan found that, although, by 1998, 89 percent of libraries participating in the DSP had Internet access, electronic government publications were still considered low use, and almost half of the libraries responding to their survey thought of print as the most common format for future government publications.[135] A few years later Moon's survey of academic depository libraries found that 65 percent of respondents printed electronic documents from the Web in order to add them to their collections, and that approximately 80 percent of responding libraries linked directly to government URLS.[136] Both of these findings illustrate an early reliance on external actors for the provision of access to and preservation of digital government information.

In a series of three reports based on a survey initiated by the Canadian Association of Research Libraries (CARL) in 2004, Hubbertz provided an important overview of how CARL member libraries, along with provincial and territorial legislative libraries, were individually approaching the collection and preservation of web-based publications from their own jurisdictions.[137] In 2005 Hubbertz found that electronic collections had already been established in six of the provinces. By 2007, electronic collections could be found in all but four jurisdictions, hosted and maintained by their respective legislative or provincial libraries. Generally, these collections were of discrete items rather than of entire websites or dynamic sources of information. As such, Hubbertz suggested that digitally published information in formats without clear print analogs were at risk of being lost to time.[138] Nevertheless, in most cases, collected publications were downloaded, catalogued, and re-hosted locally, providing a measure of stability and convenience with respect to access—so much so that most CARL libraries in Ontario and Quebec elected to link to the catalogues of the Ontario Legislative Library and BANQ, respectively, rather than downloading and re-hosting the publications themselves.[139]

In the last decade the situation has improved greatly, though, as one might expect, solutions vary significantly across jurisdictions. Following are a few examples of how different libraries and related organizations have been attempting to improve access to and preservation of electronic publications from their respective governments. The examples are not meant to provide an exhaustive list of approaches but rather to highlight the variety of initiatives found across Canada.

From the federal perspective,[140] the DSP maintains a collection of electronic Government of Canada publications. According to the DSP website, this activity began in 1995, and, although it grew slowly at first, by 2014 the collection contained over 130,000 freely downloadable items, with over 1,000 added each month. Libraries are encouraged to link directly to the DSP's re-hosted copies of publications from their own catalogues using machine-readable cataloguing (MARC) records produced in collaboration with LAC. In the last few years, preservation and access to the DSP's electronic collection have also been enhanced through collaboration with the Canadian Government Information

Digital Preservation Network (CGI DPN)[141] and through indexing by the GALLOP portal of the Association of Parliamentary Libraries in Canada (APLIC).[142]

In the east, the Centre for Newfoundland Studies at Memorial University Libraries was given dedicated space on a Memorial University Libraries web server in recent years in order to re-host government publications, and has opted to stop printing and shelving electronic documents in favour of this more flexible and space-conscious method of document storage, facilitating access to provincial government information for individuals regardless of physical location.[143] Through the Legislative Library's participation in the GALLOP portal, it is also clear that at least some of the provincial government documents in its catalogue are being re-hosted on Legislative Assembly web servers, for which one could infer that the library has strengthened its control over persistence of location and access for these documents.

The Island Information Service in PEI currently publishes many publications electronically through its publications portal. The University of Prince Edward Island Library, PEI Government Services Library, PEI Public Archives and Records Office, and the PEI Legislative Library combined their efforts and collections to co-create the PEI Legislative Documents Online (PEILDO) database in 2011, as noted on the PEILDO website, to provide public online access to PEI government publications.

In central Canada the Bibliothèque et Archives nationales du Québec (BANQ) has been acquiring digital publications, as an extension of its legal deposit mandate, since 2001. The electronic publications acquired by the BANQ include "several thousand titles from several hundred publishers in the government, parapublic and private sectors."[144] All of the digital publications collected by the BANQ are made available through various online portals, and the BANQ is contributing publications to the GALLOP portal.

In the west the Saskatchewan Legislative Library still maintains the monthly checklist of provincial government publications. Most provincial government publications in the checklist are now born digital and are available electronically through the Legislative Library catalogue. From 2002 to 2004 the University of Saskatchewan built a collection of provincial government web-based information. When that program

ceased, the Saskatchewan Legislative Library took over the effort and began collecting electronic provincial publications in 2006.[145] All the publications collected digitally are available through the monthly checklist or the Legislative Library catalogue.

Moving north to Nunavut, the Legislative Library started to collect and catalogue territorial government electronic documents in 2007. Although the electronic documents used to be accessible only upon request, the library is now hosting these documents on a publicly accessible web server under its control.[146] At present, the electronic collection is not indexed by the GALLOP portal, due to the complexities of incorporating documents produced in four languages, and using two scripts, into a portal that supports primarily documents in English and French. That said, the Legislative Library has indicated a hope that this collection will be added to the portal in the future.[147]

CONCLUSION

It became clear during the preparation of this chapter that each jurisdiction had approached the deposit of tangible-format government publications with different strategies. Some governments identified one or more official locations for the deposit of their output, and others created programs to distribute systematically complete or partial sets of their published output to various institutions. The scope of the content that was deposited varied greatly across jurisdictions, as did the procedures and obligations of the depositors and the recipients of published materials. While the intent to preserve the published output of government was constant, the means to accomplish it was not. As a result, the ease and breadth of access to historical government information is not currently the same in every province and territory.

The Canadian federal, provincial, and territorial governments are also approaching the transition from print to digital publishing and distribution in very different ways, as are the libraries and archives that acquire and rely on their published output. Some governments have identified official digital locations for the deposit of electronic publications, while, in other jurisdictions, institutions within and outside of government have taken it upon themselves to collect, organize,

preserve, and provide access to as much electronically published government information as possible, acting as unofficial locations of digital deposit. Many challenges and gaps still exist in this area, but it is encouraging that several collaborative efforts have developed recently in an effort to preserve and increase electronic access to government information, whether by digitizing historical printed information, by providing a single portal to digital repositories in multiple jurisdictions, by archiving digital collections in multiple locations, or by harvesting web content to save published information that can often be quite ephemeral.[148] More and more, electronic publishing is becoming the norm in government, and demand for electronic access to information the norm in libraries. As government information transitions fully into the digital age, the success of today's governments' efforts to preserve their electronic output, and of the many collaborations taking place in the greater government information community, will become even more critical to preserving our federal and regional documentary heritage for future generations.

Appendix 1.1.

FEDERAL DEPOSITORY PROGRAM TIMELINE

The following timeline provides an overview of the history of the federal Depository Services Program. Although there are many sources that detail specific aspects of the federal program, the sources referred to in the table are primarily those that provide comprehensive overviews. Not all developments that took place over the course of the DSP are detailed. Rather, a selection of key developments is provided to demonstrate the long-standing and complex nature of the program, as well as the context in which it operated for so many years.

TABLE 1.1

Federal Depository Program Timeline

YEAR	EVENT	SOURCE
1927	The Depository Services Program (DSP) created by Order-in-Council P.C. 1471.	Canada, Publishing and Depository Services Program, *Commemorative Weekly. Checklist 13-49.*
1928	The first *Catalogue of Official Publications of the Parliament and Government of Canada* was printed in April.	Canada, Publishing and Depository Services Program, *Commemorative Weekly Checklist 13-49.*

YEAR	EVENT	SOURCE
1933	The Treasury Board Minute 147371 established a committee to assess the economic efficiency of government printing.	Canada, Publishing and Depository Services Program, *Commemorative Weekly Checklist 13-49*; Dolan, *The Depository Dilemma*.
1939	The *Catalogue of Official Publications* was replaced by an annual catalogue, the title of which varied.	Canada, Publishing and Depository Services Program, *Commemorative Weekly Checklist 13-49*.
1952	The first official checklist, called the *Daily Checklist*, was published on December 1.	Canada, Publishing and Depository Services Program, *Commemorative Weekly Checklist 13-49*.
1953	The *Canadian Government Publications Annual Catalogue* supplemented a monthly catalogue and daily checklist. The catalogues and checklists had varying dates and titles and were published until approximately 1977–78.	Canada, Publishing and Depository Services Program, *Commemorative Weekly Checklist 13-49*.
1954	The minister in charge of the Department of Public Printing and Stationery sent a report to the Treasury Board recommending the review and re-enactment of Order-in-Council P.C. 1471.	Canada, Publishing and Depository Services Program, *Commemorative Weekly Checklist 13-50*.
	An ad hoc committee on publications was formed. The committee identified six publication groups and recommended distribution guidelines for each.	Canada, Publishing and Depository Services Program, *Commemorative Weekly Checklist 13-50*.

YEAR	EVENT	SOURCE
1955	Treasury Board Minute 477983 was passed on March 31, 1955. It consolidated previous policies and had the goal of reducing free distribution and increasing sales. It also named the Queen's Printer as the general distributor and seller of departmental publications.	Canada, Publishing and Depository Services Program, *Commemorative Weekly Checklist 13-49*; Canada, Publishing and Depository Services Program, *Commemorative Weekly Checklist 13-50*.
1964	The Queen's Printer was transferred to the Department of Industry and then to the Secretary of State. The Printing Bureau was moved to the Department of Defence Production.	Canada, Publishing and Depository Services Program, *Commemorative Weekly Checklist 13-50*.
1966	Resolution of the Canadian Political Science Association on the need for university depositories.	Pross and Pross, *Government Publishing in the Canadian Provinces*.
1967	The Treasury Board published *Policy and Guide on Canadian Government Publishing* (T.B. 667239).	Monty, "Due North"; Canada, Publishing and Depository Services Program, *Commemorative Weekly Checklist 13-50*.
1968	Task Force on Government Information was created to study federal information services.	Canada, Publishing and Depository Services Program, *Commemorative Weekly Checklist 13-50*.
1970	Information Canada was created.	Canada, Publishing and Depository Services Program, *Commemorative Weekly Checklist 13-50*.
1972	The Canadian Library Association (CLA) submitted a brief to Information Canada.	Canada, Publishing and Depository Services Program, *Commemorative Weekly Checklist 13-50*.

YEAR	EVENT	SOURCE
1976	Information Canada was disbanded. Publishing Division was renamed the Publishing Centre and transferred to the Department of Supply and Services.	Canada, Publishing and Depository Services Program, *Commemorative Weekly Checklist 13-50*; Dolan, *The Depository Dilemma*.
	The Canadian Library Association submitted *The Brief on Distribution of Federal Government Publications to the Standing Joint Committee of the Senate and House of Commons*.	Canada, Publishing and Depository Services Program, *Commemorative Weekly Checklist 13-50*.
1977	The Publishing Division discontinued government-run bookstores.	Morton and Zink, "We Are Here."
	A review of the DSP was undertaken in which all depositories were examined and the number of depositories was reduced.	Canada Communication Group, *Partners in Access*.
	The Treasury Board revised the *Policy and Guide on Canadian Government Publishing* (T.B. 748136).	Drake, "Federal and Provincial Depository Library System."
1978	The *Daily Checklist* was replaced by the *Weekly Checklist*.	Dolan, "The Depository Dilemma."
	The Treasury Board established a publishing directive in chapter 335 of the *Administrative Policy Manual*.	Drake, "Federal and Provincial Depository Library System"; Monty, "Due North."
1981	The Depository Services Program Library Advisory Committee (DSP-LAC) was established.	Canada, Publishing and Depository Services Program, *Commemorative Weekly Checklist 13-51*.

YEAR	EVENT	SOURCE
1981	The first guide to the federal program, titled *The Depository Services Program*, was published. It outlined objectives, definitions, eligibility for depository status, library responsibilities, mechanics of free distribution, and ordering information.	Drake, "Federal and Provincial Depository Library System."
1988	The Task Force on Depository Program Review was established to evaluate the federal depository program. Service levels, administrative structure, and machine-readable information were some of the topics examined. This task group produced the *Partners in Access Report* in 1990.	Morton and Zink, "We Are Here"; Monty, "Canadian Government Information"; Canada, Publishing and Depository Services Program, *Commemorative Weekly Checklist 13-51*.
1989	The D S P began publishing the newsletter *What's Up Doc?*, which was published irregularly until 1998.	Canada, Publishing and Depository Services Program, *Commemorative Weekly Checklist 13-51*.
1990	The Canada Communication Group– Publishing Division was given the status of a Special Operating Agency.	Morton and Zink, "We Are Here."
	Partners in Access: Report of the Task Group on Depository Program Review was published and included 35 recommendations.	Monty, "Canadian Government Information"; Canada, Publishing and Depository Services Program, *Commemorative Weekly Checklist 13-51*.

YEAR	EVENT	SOURCE
1991	A pilot project was created that made electronic publications available to a select group of depository libraries.	Canada, Publishing and Depository Services Program, *Commemorative Weekly Checklist 13-51*.
	The Task Force on Electronic Products for the D S P was established.	Canada, Publishing and Depository Services Program, *Commemorative Weekly Checklist 13-51*.
1992	The Treasury Board Secretariat agreed with the recommendation from the Task Group on Depository Review that electronic products should be included in the depository program.	Canada, Publishing and Depository Services Program, *Commemorative Weekly Checklist 13-51*.
	M I N I S I S was chosen as the database for cataloguing and indexing publications in the D S P.	Canada, Publishing and Depository Services Program, *Commemorative Weekly Checklist 13-51*.
1993	*Study of the Depository Services Program* by Ann Braden and Associates was published.	Monty and Depository Services Program, *Proposal for a Revised Model Depository System*.
1993 –94	The D S P implemented the first government-wide, general list of subjects to categorize and facilitate finding Canadian government publications in searchable databases.	Canada, Publishing and Depository Services Program, *Commemorative Weekly Checklist 13-51*.
1995	The D S P launched its website and the online version of the weekly checklist.	Canada, Publishing and Depository Services Program, *Commemorative Weekly Checklist 13-51*.

YEAR	EVENT	SOURCE
1995	The InfoDep listserv was created.	Canada, Publishing and Depository Services Program, *Commemorative Weekly Checklist 13-51.*
1998	*Proposal for a Revised Model Depository System* was published.	Monty and Depository Services Program, *Proposal for a Revised Model Depository System.*
2002	Groups within the library community, including CLA, CARL, and the Association pour l'avancement des sciences et techniques de la documentation (ASTED), jointly asked that the Depository Services Program be transferred to the new Library and Archives Canada.	Monty, "News from the North."
2003	A steering committee undertook a study to examine the potential transfer of the depository program from Public Works and Government Services Canada (PWGSC) to LAC. Consulting and Audit Canada was hired to study the operations and concluded that the DSP should not be moved to LAC.	Monty, "News from the North."
2013	Government of Canada announced its commitment to modernize the publishing process by focusing on electronic publication production and distribution.	Canada, Publishing and Depository Services Program, *Commemorative Weekly Checklist 13-51.*

YEAR	EVENT	SOURCE
2013	Three commemorative versions of the weekly checklist were published.	Canada, Publishing and Depository Services Program, *Commemorative Weekly Checklist 13-51.*
	The last print version of the weekly checklist was published. Only electronic versions were produced after 2013.	Canada, Publishing and Depository Services Program, *Commemorative Weekly Checklist 13-51.*
	Agreements between depository libraries and the DSP expired.	Canada, Publishing and Depository Services Program, *Commemorative Weekly Checklist 13-50.*
2014	Depositories were no longer able to order print publications from the electronic weekly checklist.	Canada, Publishing and Depository Services Program, *Commemorative Weekly Checklist 13-49.*

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Notes

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135. Vaughan and Dolan, "Electronic Dissemination of Government Information"; Vaughan and Dolan, "Transition to Electronic Access."
136. Moon, "Survey of Canadian Academic Depository Libraries," 5.
137. Hubbertz, *Report on a Survey of CARL and APLIC Libraries*; Hubbertz, *An Action Plan for CARL*; Hubbertz, *Update 2007*.
138. Hubbertz, *Collection and Preservation*.
139. Hubbertz, *Collection and Preservation*, 3.
140. For more information about digital stewardship of Canadian federal government information, see chapter 2.
141. For more information about the CGI DPN, see chapter 10.
142. For a thorough overview of APLIC's GALLOP portal, see chapter 9.
143. Joan Ritcey, email to Graeme Campbell, November 26, 2015.
144. Bibliothèques et Archives nationales du Québec, "Legal Deposit."
145. Hubbertz, *Update 2007*, 12.
146. Hubbertz, *Update 2007*, 10; Sylvia Kalluk, email to Graeme Campbell, March 7, 2016.
147. Yvonne Earle, email to Graeme Campbell, November 20, 2015.
148. See chapters 8–11.

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