One_Key_Challenges

Key challenges - Compatible storage of digital material and capacity for physical material - Access to material with links between material in each of the entities - To achieve the previous two, adequate resourcing, both technical and personnel - Public understanding of the role and responsibilities of each of the entities From my personal perspective, and that of Storylines Children's Literature Trust, the most urgent and critical challenge for the National Library of New Zealand is sufficient resourcing for it to continue to support educational institutions, especially schools, throughout New Zealand. From where we stand, the strength of National Library to undertake this role has diminished as a result of recent structural changes. While the National Library, and specifically the Alexander Turnbull, has the responsibility of maintaining a comprehensive archive of New Zealand literary materials, digital and print, the National Libraries position, and its pivotal role, in contributing to New Zealand being a nation of readers through supporting young learners through access to appropriate resources, must not be diminished National Library must continue to play a pivotal role in supporting schools to ensure that their students are literate through being engaged and motivated readers. Any discussion on how to "strengthen the contribution to New Zealand’s culture and democracy made by Archives New Zealand, the National Library of New Zealand and Ngā Taonga Sound & Vision" must not lose sight of this aspect of National Library's role.

Two_Independence

As a result of the workshop at National Library I now have some understanding of the role of the Chief Archivist, and a better understanding of the role of the National Librarian. From what I have learned it would appear that neither roles have sufficient independence and authority to carry out their responsibilities based on their close knowledge of the sector. I am not sufficiently informed to make a reasoned judgment as to why, but it does appear that their identities, and roles, are blurred through being subsumed into the DIA

Three_Changes

There are clearly some advantages in each entity being a part of DIA, but within DIA each of the organisations need to be more clearly identified with their key roles and responsibilities. For example, although there are structural and financial reasons for the emails of all personnel within the Archives of New Zealand and National Library to be hosted through 'dia', for the staff at the National Library to be identified predominantly as DIA and not National Library, appears to me to diminish the role of the National Library. Although this may seem a minor issue, it is indicative of the loss of visibility and status for National Library. As stated above Storylines believes that National Library must be supported, and resourced to undertake its key role, that of ensuring young people throughout New Zealand can access information and literature to the highest level. The major focus for the National Library strategic direction must be to support literacy and learning and to work with others to develop a nation of readers. It would appear to us in Storylines that staffing and budgets have been reduced over the last few years. and that DIA priorities have impacted on National Library budgets. I wonder if DIA truly understands the potential for National Library to contribute to good outcomes for young people. Key point here is that whatever changes are made must be aligned with an increased budget, influence and recognition of the National Library's role rather than National Library been seen as part of a business group.
Greater shared awareness of the specific roles of each of the main organisations and more opportunities to discuss the challenges, and to look collaboratively at possible solutions to ensure access for all, and not just digital access. Of particular concern to Storylines, is the preservation of children's literature including manuscripts and illustrations. Whereas copies of published books are still required to be held by the National Library Legal Deposit office, there is no facility to archive literary manuscripts or illustrations. Understandably there challenges of space and curation, but such taonga should be be overlooked. Such an archive should be accessible to researchers and practitioners in the field of children’s literature. What the public needs is for the National Library to be able to implement its strategic directions, which means an appropriate budget, recognition of the key role it plays in young people's education and social, psychological and cultural well being, and the mandate, independence and influence to carry out its responsibilities. As Storylines understand it, the strategies are based on working in partnership to achieve outcomes at a system level - whether relating to preservation and access to NZ's documentary heritage, removing barriers to knowledge or building a nation of readers. My view is that National Library is in a position to make a significantly greater contribution to NZ and especially with the new strategic directions to serve the public and support literacy learning for young people.

As noted above literature for young people, visual and print needs to be archived and accessible. A National Library that is highly regarded nationally and internationally that is robust and resourced to ensure that young New Zealanders have access to the best national and international informational and creative literature to: nurture their identity as New Zealanders; see themselves as global citizens; have a sound sense of their own culture and an interest in, and empathy with the cultures of other people in the world. Storylines supports National Library's strategic directions, which from our perspective are future focused, and have been developed through stakeholder consultation. In 30 years we would like to see National Library to implementing its strategic directions. This requires a realistic budget, recognition of its influential role in young peoples educational, cultural and social development as well as the mandate and influence to carry out its responsibilities. In the next 30 years, and indeed sooner than that, National Library needs the resources to lead, facilitate or support work of others across library, education, cultural, literacy, literature and community sectors. The work of the library extends beyond its own collections and services and it is this aspect of its role - to support the work of other libraries and work with like minded institutions that will be equally important to address New Zealand's current and future needs.

As I have stated above the key point that Storylines would make is that National Library must be enable to implement its strategic direction and to focus on working with other libraries, schools and organisations such as Storylines, for the good of young people and ensure that we have a nation of readers now and into the future. Thank you for this opportunity to contribute to this discussion on behalf of Storylines Children's Literature Trust.
Three key challenges: 1. Organisation stability and adequate resourcing 2. Short-term accountabilities 3. Loss of mana and national leadership roles. The most urgent challenge is to restore these institutions to positions of leadership with enough resourcing to pursue long-term goals. DIAA’s special interest is to achieve a digitally included society, not only where critical information and transaction services are available in a digital format, but where everyone living in New Zealand has equitable opportunities to access and use digital services. People who are 'digitally included' have access to affordable and accessible digital devices and services at times and places convenient to them, as well as the motivation, skills and trust to use the internet and online services to pursue and realise meaningful social and economic outcomes.

The national archival and library institutions have a critically important role in providing leadership to government agencies (central and local), businesses, communities and individual citizens as everyone strives to leverage the opportunities of the new digital world. Historically, these institutions have demonstrated excellent examples of innovation and leadership, but during the last decade they have been less visible, as cost-cutting and constant organisational and structural changes appear to have taken precedence over innovation and leadership. This is in no way a reflection on the individuals and senior managers who lead these organisations; they continue to engage positively with their stakeholder communities but with little or no discretionary funding, their voice is greatly diminished. Over a decade ago the National Library took a bold step in bridging the digital divide with Aotearoa People’s Network Kahurangi (APNK); this resulted in free internet access in public libraries in many disadvantaged communities. This was only possible because the National Library had the freedom to innovate and respond to community needs with resources. We need to re-empower and adequately resource this innovative capability.

These positions no longer have the mana and authority of past decades. They do not have direct access to a Minister and at budget time often find themselves in conflict with other government priorities. Unable to demonstrate specific short-term economic benefits, these institutions carry little weight when negotiating with the much more powerful and budget hungry agencies such as education, welfare and health. Their influence is further diminished by competing demands for funding within their 'host' agencies - the Department of Internal Affairs and the Ministry of Culture and Heritage. While the economic mantra of the last decade has promoted a 'user-pays' approach and has encouraged government agencies and other organisations to become more self-sufficient, this is a real challenge for the country's archival and library institutions. A 'user-pays' approach is often in direct conflict with an open and democratic society, favouring those who can afford to pay, while excluding those who can’t. An example of how this economic approach has put at risk the preservation of critical New Zealand historical records was the efforts by the now disestablished Futures Trust to digitise their journals from the past 30 years, providing access to the thinking of some of the country's leading futurists. When approached for assistance with digitising the journals, the National Library was compelled to apply its business model and ask the Futures Trust to help fund the work. The outcome was that this ended up in the 'too hard' basket and the Futures Trust was forced to seek resolution outside government. The opportunity now is to restore the mana of these positions by giving them the status and resourcing, deserving of national taonga.

The fundamental structural change required is to make these organisations accountable to the people (i.e. Parliament) and not the Government of the day. This could involve the appointment of a Parliamentary Commissioner, similar to the Environment Commissioner. As an officer of Parliament, the Commissioner would still have overall responsibility for the institutional organisations, similar to the Auditor-General. But the really big advantage would be to ring-fence resources to not only sustain existing operations but also enable leadership in addressing new challenges. For example, the current Government has set aspirational goals for solving 'digital divides' by the year 2020, but after nearly one year of their term in government, no substantive resources have been allocated to any government or non-government agency to address this challenge. Public libraries are rising to the challenge with nearly one third of all libraries now offering digital inclusion programmes, such as DIAA's Stepping Up and Spark Jump initiatives. However, like the national archival and library institutions, public libraries are frequently constrained by the lack of personnel and resources. A new partnership between national 'knowledge' institutions and local authorities needs to be forged to join forces in tackling the 'digital divides'. There could also be benefits in bringing together the three national archival and library institutions; this would create opportunities for strengthening preservation and digitisation activities as well as educational and access initiatives. It seems somewhat of
an anomaly that the nation's sound and vision archives are entrusted to a charitable trust, which is reliant on
Lottery Grants Board funding and donations with no certainty of sustaining funding.
The previous National-led government set challenging targets for its agencies to deliver "Better Public
Services". Going online was part of this plan to steadily drive up the number of online transactions with
government agencies. This proved fairly successful, at least for the digitally literate who now discovered it
was easier and quicker to apply for a passport online than by physical mail or joining a queue at a passport
office. But those without the digital skills or the digital access became even more excluded and isolated.
This should be a priority for a new joined-up entity - ensuring all New Zealanders have the motivation, the
access, the skills and the trust to engage with the Nation's taonga online. While more resources need to be
allocated to putting resources online, every dollar spent on digitisation should be matched by a dollar of
investment in human capital, ensuring everyone has the motivation, fluency, skills and confidence to access
the resources. Schools have made a good start during the last two decades with an increasing focus on
digital fluency, but there is still a huge job to ensure everyone who has left school is not left behind when it
comes to digital access. It is time for a new APNK - one that moves beyond internet infrastructure in
libraries to empowering librarians, archivists, community and iwi organisations, and ultimately citizens
themselves to truly engage in the digital world - for education and work, but also increasingly for life.
The public first and foremost expects these institutions and the resources they gather and preserve to
survive and be accessible to future generations. This means that constant organisational change and
funding uncertainty must be addressed. The public as well as the people who work in these institutions
must be given assurances of longevity that transcends each 3-year term of government. In the year 2000,
the National Library funded an innovative programme called Living Heritage; this involved school children
using digital technologies to research and publish local stories on the web. The promise from the National
Library was that these stories would be digitally hosted and preserved forever. However, when the National
Library became part of DIA, the hosting infrastructure was not compatible with DIA's Information
Technology and the Living Heritage host was decommissioned. The National Library has continued to
honour its 'preservation' promise by archiving the Living Heritage stories in the National Digital Heritage
Archive. However, that is not enough. The stories, like other digital resources, must be easy to access and
involve an ongoing 'living' element. The Living Heritage project now remains in the hands of a few
voluntary enthusiasts, well short of the original expectations. With the explosive growth in 'born digital'
material, from feature movies to personal digital photos, there are new preservation and access challenges,
partly because of the huge data volumes, but also because of the fragility of most digital media. This also
raises national sovereignty issues when so much of our information and data is held off-shore 'in the cloud',
whether this be with Facebook, Google, Microsoft or Amazon. We must build trusted repositories in New
Zealand, for New Zealand resources, and ensuring it is a responsibility of our national archival and library
institutions.
Thank you for the opportunity to comment and for hosting community workshops. These were very helpful
in creating this submission and it was certainly encouraging to hear strong views from other stakeholder
organisations that align with our own views.
Dear Messrs Murray and James,

Regarding the review of New Zealand's national archival and library institutions

Thank you for inviting me to comment on the Government's signalled intention to review and strengthen New Zealand's national archival and library institutions (Archives New Zealand, the National Library, and Ngā Taonga Sound and Vision).

I have copied this letter to Robert Buchanan, who I understand is assisting the Department of Internal Affairs (DIA) with this matter. Mr Buchanan has sought my views on the advantages and disadvantages of establishing the Chief Archivist as an Officer of Parliament.

As you know, Ombudsmen are Officers of Parliament and are therefore independent from the executive government. The Ombudsmen have a number of functions, which include, among other things:

- holding government to account for its administrative acts, decisions, recommendations and omissions under the Ombudsmen Act 1975, by:
  - investigating complaints against those acts, decisions, recommendations and omission (these complaints may, from time to time, include allegations that the agency or local authority improperly destroyed or failed to record information);
  - conducting self-initiated investigations into the official information practices of central and local government agencies, which includes reviewing how record-keeping impacts on the agency's ability to respond to official information requests;
- investigating and reviewing complaints about decisions on requests under the Official Information Act 1982 (OIA) and the Local Government Official Information and Meetings Act 1987 (LGOIMA);


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www.ombudsman.parliament.nz
• providing public sector agencies and others with training and guidance material on matters within the Ombudsman’s remit. This includes the provision of training, on request, on the proper use of the OIA and LGOIMA (including mechanisms and withholding grounds which relate to matters of record-keeping), as well as other matters of administration.

• being a National Preventive Mechanism (NPM) under the Crimes of Torture Act 1989, which provides NPMs with ‘unrestricted access’ to information held about the number of detainees, treatment of detainees, and conditions of detention in places of detention; and

• acting as one of the independent mechanisms in New Zealand to ‘promote, protect and monitor’ New Zealand’s progress in implementing the United Nations Convention on the Rights of Persons with Disabilities, which includes disability access rights to information.²

In 2015, Parliament saw fit to strengthen the links between the functions of the Ombudsmen and Chief Archivist through amendments to the OIA and LGOIMA.³ Parliament provided the Ombudsmen with discretion to ‘notify’ the Chief Archivist upon receipt of a complaint that a Minister, agency or local authority refused a request on the basis that:

• a document alleged to contain the information requested does not exist or, despite reasonable efforts to locate it, cannot be found;⁴

• the information requested cannot be made available without substantial collation or research;⁵ and

• the information requested is not held by the Minister, agency or local authority, and is not held or is not more closely connected with the functions of another Minister, agency or local authority.⁶

This provision has only rarely been used to date. This is in part due to the Ombudsmen recognising that the Chief Archivist presently is not resourced to deal with matters notified to him by an Ombudsman.

The Ombudsmen have also recognised that parties who make complaints under the OIA or LGOIMA do so on the understanding that the Ombudsman is an independent Officer of Parliament. In this context some complainants may be averse to their complaints to the Ombudsman being notified to a third-tier manager of a large government department, notwithstanding the Chief Archivists’ independence under section 12 of the Public Records Act.

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³ Namely, the Official Information Amendment Act 2015 and the Local Government Official Information and Meetings Amendment Act 2015, which inserted section 28(6) and section 27(6) of the OIA and LGOIMA, respectively.
⁴ See section 18(e) of the OIA and section 17(e) of LGOIMA.
⁵ See section 18(f) of the OIA and section 17(f) of LGOIMA.
⁶ See section 18(g) of the OIA and section 17(g) of LGOIMA.
I support the proposal to review and strengthen the independence and authority of the Chief Archivist. It is clear that independence, and the outwards appearance of independence, are necessary components of several of the Chief Archivists’ functions, including:

- enabling ‘the Government to be held accountable’ by ensuring full and accurate records of the affairs of central and local government are created and maintained;
- the authority to make ‘independent determinations’ on the disposal of public records and certain local authority archives;
- enhancing ‘public confidence in the integrity of public records and local authority records’;
- and
- enhancing ‘the accessibility of records that are relevant to the historical and cultural heritage of New Zealand and to New Zealanders’ sense of their national identity’.

It also seems to me that the title of this role should adequately reflect the importance of its functions. At present, the title ‘Chief Archivist’ might not easily signal to the public the full and important extent of the regulatory function that it has.

Further, while I recognise that other regulatory bodies (such as the Privacy Commissioner, the Human Rights Commission, and the Health and Disability Commissioner) operate as Crown entities within executive government, I am open to, in principle, the Chief Archivist becoming New Zealand’s fourth Officer of Parliament.

To this end, I note the Chief Archivist is dissimilar to the regulatory bodies mentioned above because, unlike them, the role lacks direct supervision by a judicial body such as the Human Rights Review Tribunal. While certain decisions of the Chief Archivist may be appealed to the Minister under Part 4 of the Public Records Act this appears, in effect, to be more akin to:

- the ‘Cabinet veto’ of an Ombudsman’s opinion and recommendations under the OIA; ⁷ or
- a rejection of the Ombudsman’s opinion and recommendations by way of a resolution made at a meeting of a local authority. ⁸

It therefore seems appropriate to consider whether the Chief Archivist should also be made an Officer of Parliament.

Thank you again for inviting my comment on this matter.

Yours sincerely

[Signature]

Peter Boshier
Chief Ombudsman

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⁷ Section 32(2) of the OIA refers.
⁸ Section 32(1) of the LGOIMA refers.
National Archival and Library Institutions Ministerial Group

The National Archival and Library Institutions Ministerial Group is seeking your feedback on how to strengthen the contribution to New Zealand’s culture and democracy made by Archives New Zealand, the National Library of New Zealand and Ngā Taonga Sound & Vision.

For more information visit www.dia.govt.nz/National-Archival-and-Library-Institutions-Ministerial-Group

Submitting feedback

All first and middle names


Surname


Organisation, if relevant

Records and Information Management Professionals Australasia (RIMPA), New Zealand Branch

Email address


Best phone number

I wish to keep my details confidential

Once your feedback has been received this becomes a public document and may be made publicly available to anyone who requests it. You may request that your contact details be kept confidential, but your name, organisation and your feedback itself will become a public document.

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The Department of Internal Affairs may post your feedback at www.dia.govt.nz. We also may make your submission available in response to a request under the Official Information Act 1982.
Questions

1. What are the two or three key challenges for the national archival and library institutions (Archives New Zealand, the National Library of New Zealand and Ngā Taonga Sound and Vision)? What is the most urgent challenge?

1. Resourcing for Archives New Zealand - current resourcing levels are not sufficient for Archives NZ to properly carry out its functions.

2. Ensuring that the record of government is kept and accessible, and that government records are well managed - Archives NZ needs to be resourced so that it can play a more proactive role in ensuring that government records (including data in business systems) are managed, retained as required and made accessible.

3. Preserving digital records and heritage - preserving digital records of government is a huge challenge and requires a high level of strategic, technical and operational knowledge and resource.

All of these are dealt with in more detail below.

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2. Does the position of Chief Archivist have the independence and authority necessary to be an effective regulator of records and information management within its broad regulatory mandate? Does the position of National Librarian have the independence and authority necessary to carry out the responsibilities of that position? Why/why not?

The Chief Archivist does not have sufficient independence and the necessary authority to be an effective regulator of records and information management or to lead and promote improvement. Archives New Zealand is not taken seriously by many government agencies. It has increasingly become regarded as mainly a repository for archival records. Archives NZ currently has no teeth so, no matter how egregious the recordkeeping failings of government agencies, there is no penalty. There is no proactive engagement with government agencies to determine the true state of recordkeeping within them, and to work with them to improve. The role of the Chief Archivist should be greatly strengthened, and its status enhanced, so that it is an equal at the decision-making table on such matters as appropriate use of off-shore cloud services, or whatever might arise in the future.

This requires adequate funding to ensure that the Chief Archivist has skilled and knowledgeable staff to whom functions can be delegated. Resourcing must allow development of digital record keeping capability but also the ability to make more of its paper/photographic collections accessible through such things as online services, exhibitions.

Archives NZ has ceased to have any role in leading the records and archival professional community or have significant outreach. In a small country like New Zealand, this leadership role is very important. Archives New Zealand should be involved in discussions around the direction of digital information services and practices e.g. use of overseas cloud-based storage and services by government agencies, building in the capability for future public access to government agency business systems (where appropriate) as part of distributed archival custody of records.

Archives NZ also now has little to no connection with local government, which is also covered by the Public Records Act. This is another important arm of our democracy, where recordkeeping plays an essential part.
3. What changes, if any, would you suggest to the role or structure of Archives New Zealand or the National Library?

The most important thing is to remove The Chief Archivist from the position of being a third-tier manager within the Department of Internal Affairs. The Chief Archivist cannot effectively be a regulator of government recordkeeping when he/she is dependent for salary and position on the Chief Executive of one of the government’s largest departments. The national archives and chief archivist need to be seen to be independent and to actually BE independent.

The description of the role of an Officer of Parliament (“being outside the public service and not being subject to control of its actions by the executive” https://www.parliament.nz/en/visit-and-learn/how-parliament-works/parliamentary-practice-in-new-zealand/chapter-7-officers-of-parliament-and-other-officers-and-bodies-associated-with-parliament/) would seem to indicate that this could be an appropriate role for the Chief Archivist, but would not seem to fit some responsibilities such as repository management and public reference or resource publication (e.g. exhibitions, digitisation for online access) which are also essential functions. Perhaps Archives New Zealand could be set up as a separate agency not under another government department and with the Chief Archivist also an Officer of Parliament?

This independent organisation must be adequately resourced, however, and that means better than at present. In order to ensure this however, consideration could be given to shared services or capability so that money is not wasted on duplication. For specialist capability, see No.4 below. It may also be useful to access shared corporate management services, such as HR or office IT.

Stability is also important, however, so it is to be hoped that once the organisations are in appropriate new structures, they will be safe from further restructuring for the foreseeable future.

4. What opportunities exist for the national archival and library institutions to work more effectively together in collecting, preserving and providing access to New Zealand’s documentary heritage? In particular, what opportunities exist in relation to digital preservation and access?

The key functions of Archives NZ where working together could be an advantage are preservation (digital or other) and providing access, as it does not ‘collect’ in the same sense that National Library and Nga Taonga Sound & Vision do. Opportunities that could especially be considered are:

Digital repository storage and management - but it is essential to acknowledge the significant and important differences between library or collected manuscript materials and government records

Digital preservation skills - these are highly sought-after and specialist skills so a shared pool of these will help improve knowledge, ensure succession planning and new opportunities for staff and ensure the ability to recruit people with new specialist skills and knowledge.

Conservation laboratories - skilled staff are not easily found in New Zealand so, as with digital preservation skills, there could be advantages in sharing.

Specialist storage facilities e.g. film, sound, photographic media

These facilities or capabilities are all expensive so there would be value in sharing facilities and technology as well as people, even if there is more than one location (which may make sense for reasons of proximity to fragile collections, specialist services or earthquake resilience).

Given that Nga Taonga Sound and Vision is not a New Zealand government entity, this does not seem an appropriate situation for the archives of Radio New Zealand and Television New Zealand. We understand that it is an Archives New Zealand ‘approved repository’ but it should be clearer that these are collections that are under the ultimate control of Archives New Zealand.
5. What does the public need in the next 30 years from the national archival and library institutions?

For Archives NZ, the public needs to know that the record of government (including local government) has been captured, that its integrity and meaning have been preserved and that access is available to anyone who is entitled to it (without favour/influence etc.). This includes records that remain within government departments and those which have been transferred to the custody of Archives NZ.

Archives NZ also needs enhanced online presence and services and access to digitised content.

6. Any other comments?

In line with the mandate of RIMPA, this submission focuses on aspects relating to Archives New Zealand.

RIMPA:
RIM Professionals Australasia (Records and Information Management Professionals Australasia) is the peak professional body for the records and information management profession in Australasia and the largest in the southern hemisphere. Since 1969, RIM Professionals Australasia has supported and promoted best practice in the records and information management profession, leading the direction and fostering the growth of the records management profession through actively setting standards and building the capability of the profession.
Quality digitisation of records and archives where this is possible is urgent alongside the full electronic indexing of records. This includes paper records, as well as the old format films, sound recordings and video type recordings. The ability to search archives was shown during the period when historical Treaty of Waitangi Claims were being researched for the Waitangi Tribunal and OTS processes. Maori continue to be a heavy user of the national archival record. Where original records and archives need to continue to be held storage should be safe and at the optimum conditions. For example old nitrate films is highly combustible and needs appropriate storage. If these have been digitised then there is lesser reason for their needing to be accessed and so the storage needs are different. These three institutions do not have the purpose of being a production or lending library. Those functions are very different from archival storage and as a place for research functions. It would seem best that where there are specialist archive storage requirements such as nitrate film that these are all handled by one set of specialists in one part of the institutions.

The Chief Archivist needs clear independence and authority to ensure the records of all arms of the Government and Parliament are held appropriately. Whether that includes being separate from the Department of Internal Affairs I do not think that is necessary provided the Archives have the support from the Department to fully and effectively carry out its functions. The records of the Maori Land Court continue to be a source of many things of use to iwi and Maori organisations including whakapapa, place names and even te reo Maori of the time. The Treaty of Waitangi remains as a very important taonga in the care of the Chief Archivist even if physically located in the National Library. The effective housing of such important documents to maximise their availability to all as has been done with Nga Tohu. The National Librarian also need to have independence as well as support to carry out is part in maintaining the national memory along with many taoonga Maori. Being located in proximity to Archives NZ should also be a strong consideration.

Although Archives New Zealand and National Library have their own distinct kaupapa there is a degree of co-dependence like two pillar holding up the overall structure. Maori learnt this in the whole Treaty of Waitangi claim process when major research projects were undertaken. The records of the Waitangi Tribunal and the Office of Treaty Settlements will be equally important into the future. I would suggest the two roles of the Chief Archivist and the Chief Librarian are strengthened with appropriate accommodation and personnel support when enabling their independence.

Digitisation of the Archive is a priority and is specialist work which will eventually reduce storage needs and improve access to the record. Whether there are efficiencies to be gained in collaboration I do not know but it seems the process should be to suit each organisation as they will have different drivers. Sharing of practical information should be a given about what is best practice. Nga Taonga Sound and Vision
have very different needs and devices to its digitisation needs for sound, film and video needs. Keeping ahead of technology and the need to shift formats will continue and there should be an open and transparent digital forum to do this. 

As said above the urgent need for Archive NZ is to digitise its records however for National Library that may be different. The public need access to the records of both organisations in a cost effective and timely manner.

Nga Taonga Sound and Vision has struggled with funding issues often taking on archives without the necessary financial support to achieve goals set for it. This needs to all be managed in a true cost situation in the National Interest. Public access to its archive is a similar goal to Archives New Zealand and it should be similarly funded with its independence maintained to a similar degree.
National Archival and Library Institutions Ministerial Group

The National Archival and Library Institutions Ministerial Group is seeking your feedback on how to strengthen the contribution to New Zealand’s culture and democracy made by Archives New Zealand, the National Library of New Zealand and Ngā Taonga Sound & Vision.


Submitting feedback

All first and middle names

Surname

Organisation, if relevant

Transparency International New Zealand (TINZ)

Email address

Best phone number

I wish to keep my details confidential

Once your feedback has been received this becomes a public document and may be made publicly available to anyone who requests it. You may request that your contact details be kept confidential, but your name, organisation and your feedback itself will become a public document.

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The Department of Internal Affairs may post your feedback at [www.dia.govt.nz](http://www.dia.govt.nz). We also may make your submission available in response to a request under the Official Information Act 1982.
Questions

1. What are the two or three key challenges for the national archival and library institutions (Archives New Zealand, the National Library of New Zealand and Ngā Taonga Sound and Vision)? What is the most urgent challenge?

All people of Aotearoa have the right of access to knowledge about our nation and have confidence that such knowledge is accurate and unbiased, for the benefit of current and future generations of civil society.

TINZ identifies challenges faced by New Zealand’s three national archival and library institutions to include:
- A key challenge is adequate resourcing to address on-going technological developments and practices for the capture and secure preservation of knowledge, as created by digitisation of records (communications and information) and increasing use of social media platforms (for important communications).
- The most urgent, overriding challenge is to ensure the transparent capture and preservation of reliable and comprehensive, non-partisan knowledge into the future.

2. Does the position of Chief Archivist have the independence and authority necessary to be an effective regulator of records and information management within its broad regulatory mandate? Does the position of National Librarian have the independence and authority necessary to carry out the responsibilities of that position? Why/why not?

TINZ answers 'No' and 'No'.

The current structuring of Archives New Zealand and National Library New Zealand requires reform. The roles of Chief Archivist and National Librarian currently report to a Tier-2 manager within DIA, for their guidance and for budgeting purposes, without independence from DIA’s senior management and from government-of-the-day Ministerial influences over DIA.

TINZ identifies that the governance, policy setting, and operational resourcing of the national archival and library institutions, must be safeguarded without potential, compromising influences from government, civil service, other bodies, and individuals, in order to achieve effective short and long-term strategic outcomes and stability within appropriate budgets/resourcing. (Refer to our Q3 recommendation).
3. What changes, if any, would you suggest to the role or structure of Archives New Zealand or the National Library?

To achieve the necessary independence and benefit from economies of scale for operational purposes, TINZ recommends the creation of a new Officer of Parliament role under which the three national archival and library institutions are positioned, to ensure the required integrity of their outcomes through complete independence from government and state sector prioritising influences.

4. What opportunities exist for the national archival and library institutions to work more effectively together in collecting, preserving and providing access to New Zealand's documentary heritage? In particular, what opportunities exist in relation to digital preservation and access?

Whereas the three institutions have differing roles, their common mission is to provide the public with readily accessible access to reliable knowledge of our nation.

TINZ recommends that the three national archival and library institutions be merged under the leadership of an Officer of Parliament, in order to achieve necessary independence from external influences. The resulting opportunities from their standalone merged structure include:

- to ensure the required integrity of their outcomes through complete independence from government and state sector prioritising influences,
- ensuring greater consistency of approach and outcomes, across the institutions,
- shared subject matter expertise resources for the digital challenges to be faced,
- beneficial economies of scale overall.

TINZ also recommends that, given the technological challenges faced by these institutions, a public enquiry/review be held to determine the nature and scope of knowledge that civil society wishes to gather and safeguard for future generations.
5. What does the public need in the next 30 years from the national archival and library institutions?

TINZ identifies that the public must be given full confidence that the national archival and library institutions have authoritative, independent and fully transparent governance, policies, practices and on-going resources for their timely, reliable capture, preservation and public access to the nation's records of government, public sector and civil society activities. By gaining/earning this public confidence, New Zealand's democratic processes and transparent, open-functioning of the state, can be safeguarded.

TINZ also identifies that these arrangements require considerable resourcing that must demonstrate sound value for taxpayers' money against well-debated objectives, and be subject to periodic OAG review. Hence the need to review the required scope of knowledge (Refer to our second recommendation under Q4.)

6. Any other comments?

Nil
Questions

1. What are the two or three key challenges for the national archival and library institutions (Archives New Zealand, the National Library of New Zealand and Ngā Taonga Sound and Vision)?

Autonomy and Funding:

It’s a new era of digital content being managed in an environment built around regulating paper & film/magnetic-based media creating many disconnects and inefficiencies. The National Library of New Zealand, Archives New Zealand and Ngā Taonga Sound & Vision make a vital contribution to New Zealand’s culture heritage and democracy. Many of us believe they could do so much more given full independence, full autonomy, more recognition, and funding appropriate to their wider mandate. This has proven impossible when operating as a subset of the Information Technology division of DIA. The Government has decided to look into how this contribution can be strengthened and despite the best intentions at the outset the stewardship of DIA for these organisations has left them under-capitalised, under-resourced, and palpably and demonstrably weakened in their ability to undertake mandated functions. The National Library and Archives NZ each lack recognition and autonomy due to being hamstrung by
funding mechanisms that hinder rather than help their respective mandates. It’s not a lot different for NTSV which although ‘independent’ relies heavily on MCH funding. For all three agencies, more time is spent managing under-resourcing than getting on with business as usual and undertaking significant digitisation programmes long-promised. We strongly endorse the Labour Party Manifesto position that commits to Archives New Zealand and the National Library being re-established as independent and separate entities, preferably within a new cultural heritage agency incorporating NTSV.

“While these three national archival and library institutions have distinct roles they have much in common, including storing and preserving physical collections, managing digital information and increasing access to information through digitisation,” Grant Robertson said.

Tracey Martin said the costs associated with the physical storage of the various library and archival material was a major pressure on the institutions, so it made sense to look at the value of their work to the country as well as how they could better work together.

Mass Digitisation:
Not being able to embrace digitisation – such as has been put forward in the National Library’s strategy to 2030, with NTSV’s unfulfilled promise to digitise the TVNZ archive, the development of scaled up digitisation programmes that aren’t just inside the purview of the goodwill of the Mormon Church in Archives NZ.

Literacy:
We see that the National Library has an important role beyond the statutory roles defined in the act. We believe the National Library has a leadership role to facilitate agreed strategies for literacy, supporting/developing/protecting our culture through managing heritage materials and enabling fair access to knowledge. The National Library additionally has a role supporting and enabling (possibly funding) public and private organisations to deliver on that strategy.

Literacy is what New Zealand needs to develop as we enter the internet age. It is also manifestly achievable and the return on investment is measurable over time. However we note it needs to work in tandem with Min of Education.

Independence of the Chief Archivist:

Independence of the Chief Archivist – we must maintain our world status as (one of) the least corrupt countries in the world and hence one of the best countries to trade with, best countries to attract high quality overseas immigrants, and provide a platform for a knowledge-based economy.

Tracey Martin said:

“We will specifically consider options to ensure the Chief Archivist has sufficient independence to be an effective regulator of the public sector. This is important work and we will be talking with stakeholders with an interest in our national archival and library institutions to inform this process.”

We believe this is important - the independence of the Chief Archivist in New Zealand’s constitutional framework - making the Chief Archivist an Officer of Parliament rather than a public service employee, appointed by Parliament rather than by the SSC or DIA serves to effect this.

What is the most urgent challenge?

Removing two of the three agencies from the DIA who has served them poorly in the past 8 years, making them and the NTSV and independent Ministry (with the MCH or as Autonomous Crown Entities akin to Te Papa and Heritage
To cite Brian Easton (https://www.pundit.co.nz/content/whither-archives-new-zealand-and-the-nationallibrary):

“The location of the National Library is more problematic. It is not a public records office but there is a parallel in that what Archives New Zealand is to the government, the National Library is to New Zealand society as a whole. By retaining the social records – historically dominated by books – it introduces an accountability for society. If you wanted to write a history of, say, women in society, you would spend a lot more time in the National Library that among the public records.

Should a national library be located in the government? To cut a long story short, without the National Library our social record would be very impaired. However it is an odd, although not a unique, part of the government. Most of the Library’s most-valuable assets are not really the government’s but are held by the government on behalf of the people of New Zealand.”

2. Does the position of Chief Archivist have the independence and authority necessary to be an effective regulator of records and information management within its broad regulatory mandate?

No. While the role may be statutorily independent, it is subject to the mores of the wider DIA and the current status of the Chief Archivist as a third-tier Manager in the Information Technology division of DIA clearly states that the role is neither independent nor authoritative.

If we are to ensure the integrity of the historical record of government and provide leadership to other archives in New Zealand, the role of Chief Archivist needs to be truly independent and this can only be achieved by removing Archives from DIA.

Does the position of National Librarian have the independence and authority necessary to carry out the responsibilities of that position? Why/why not?

No.

As a third tier management role of the wider DIA, the role of National Librarian is subject to DIA policies and in particular has no direct control over budget. We do fear the National Library through DIA, and arguably Central Government, in general appears to be divesting cost and responsibility to Local Government and other user groups (for example schools) which seems fundamentally wrong when it is the mandated role of the National Library to perform these functions. In recent years for example:

a. Services to schools about school library service cuts where protest action on NLNZ front steps occurred to make this point,

b. The same for Services to public libraries,

c. Digital NZ ‘free services’ actually impact performance (and hence push cost up elsewhere) to the host servers they are aggregating from through their polling techniques,

d. Preservation of certain collections has deteriorated through funding cuts impacting collection quality through degradation and lack of reformatting for future access (eg Newspapers) yet your output reporting does not highlight this failure.

3. What changes, if any, would you suggest to the role or structure of Archives New Zealand or the National Library?
With respect to the role of Chief Archivist, the only option for a modern democracy in a global and connected village is to make the Chief Archivist an Officer of Parliament rather than a public service employee. See question 2 response. The person would then be appointed by Parliament rather than by the SSC or DIA. This changes the dynamics of the role of the National Archives – but is manageable.

We agree with The 2017 Labour Party Manifesto which stated that Labour would:

"Commit to Archives New Zealand and the National Library being re-established as independent and separate entities outside of the Department of Internal Affairs. Investigate the National Archivist being an Officer of Parliament”.

Expand the role of MCH to incorporate these three entities – as ACE’s or as one Cultural Heritage Ministry - with clearly defined roles and room to overlap and share the functions surrounding collecting, preserving and providing access to New Zealand's documentary heritage. The timing is probably right with Paul James (as departing CEO of MCH, former Deputy CE at DIA) being about to take the reins of DIA. He could oversee the transition of ANZ and NLNZ out of DIA and into a new form of Cultural Heritage Ministry, whilst bolstering the needs and capability of NTSV.

But a critical factor in the above is to fund them properly – otherwise activities they are mandated to do will continue to not be done (refer below) and that means no one else does them either – to the detriment of New Zealand. By way of expanding on this point, we see that the National Library has an important role beyond the statutory roles defined in the act. We believe the National Library has a leadership role to facilitate agreed strategies for literacy, supporting/developing/protecting our culture through managing heritage materials and enabling fair access to knowledge.

The National Library additionally has a role supporting and enabling (possibly funding) public and private organisations to deliver on that strategy. We do fear the National Library, DIA (and arguably Central Government) in general appears to have in recent years been divesting cost and responsibility to Local Government and other user groups (for example schools) which seems fundamentally wrong when it is your mandated role.

For example:

a. Services to schools about school library service cuts where protest action on your front steps was required to make this point,

b. The same for Services to public libraries,

c. Digital NZ ‘free services’ actually impact performance (and hence cost) to the host servers they are aggregating through their polling techniques,

d. Preservation of certain collections has deteriorated through funding cuts impacting collection quality through degradation and lack of reformatting for future access (eg Newspapers) yet your output reporting does not highlight this failure

4. What opportunities exist for the national archival and library institutions to work more effectively together in collecting, preserving and providing access to New Zealand's documentary heritage?

Bringing the three agencies together in one Cultural Heritage Ministry, or link the above collecting, preserving and access functions across them as ACE’s inside a broadened Cultural Heritage Ministry. This will contribute to this outcome: “strengthen the contribution our national archives and libraries can make to New Zealand’s culture and democracy” but add to that, this country's social and economic wellbeing.
Like our own aspirations for good governance and quality thought leadership with New Zealand’s present and future considerations in mind, the above functions can promote a targeted and appropriate strategy which we hope will be funded appropriately in difficult economic times.

It is important to continue meaningful dialogue with and the involvement of communities and sector interest groups to ensure their interests are understood. For example in the past decade the National Library has not fully consulted regarding Newspapers (2008); Schools (2015) and Public libraries (past few years).

Mass digitisation of New Zealand Inc (refer below).

In particular, what opportunities exist in relation to digital preservation and access?

1. Knowledge sharing/thought leadership/discussion and action in some specific areas (where we too would be prepared to contribute), for example:
   a. consult with library staff on delivering the best strategy for digitising the National Newspaper collection,
   b. efficient mass-scale digitisation of all New Zealand books,
   c. efficient mass-scale digitisation of a variety of New Zealand content including AudioVisual and ephemera,
   d. deliver the best outcomes for cost-effective digital content creation,
   e. develop a national approach to user-generated content sharing platform linked with library & archive content

2. We would value the opportunity to explore areas to collaborate with NALI and other organisations to, for example:
   a. enhance online community engagement with NALI Agency content,
   b. explore ways to enrich knowledge around online holdings,
   c. increase online resources especially of NZ heritage material,
   d. create a more nationally networked approach to NALI Agencies’ activities,
   e. develop a comprehensive and cohesive (distributed) National Newspaper Strategy

IT is vital that wider discussion is held around the One Knowledge Network and to develop an environment of information sharing that allows all community engagement platforms to interact, rather than over investing in one system to rule them all that will surely fail to achieve sector buy in.

An over looked and under invested area is the creation of genuine thought leadership and action around the National Newspaper Collection which is vital to preserving and making our nation’s history accessible and has a vital role in maintaining the nation’s identity (refer http://micrographics.co.nz/case-studies/save-our-papers).

5. What does the public need in the next 30 years from the national archival and library institutions?

The 2017 Labour Party Manifesto stated that Labour would:
"Commit to Archives New Zealand and the National Library being re-established as independent and separate entities outside of the Department of Internal Affairs. Investigate the National Archivist being an Officer of Parliament”.

We think it is important that the NALI members are given every opportunity to undertake their respective mandates. However the public needs to know they are adequately resourced to do this.

We are already collecting more and more born-digital records and the publications. It is quite clear that the material the NALI agencies collect will look vastly different in 2048 with us becoming more paperless and working amongst a greater percentage of born-digital records. The very definition of a collection may change over time, but the current
principles for creating and maintaining records likewise the issues around legal deposit, will likely still apply and it’s vital that NALI agencies can exercise that role. For our national archives - as government regulator of records and information - we must ensure they can lead and engage government departments around record keeping and information management. With respect to the latter, in the modern/digital world this also includes the everyday activities and requirements around retention and disposal.

Cloud-based technologies may still be invoked, or we will move to new technologies again so the need to be technically savvy and up to date becomes a mandated requirement to ensure they can fulfil their roles entirely. It’s conceivable that being a self-administering/self-governing entity with like interests would far better serve their mandate than being part of the DIA.

We want these 3 agencies involved at the right level in the decision-making around digital records/digital strategy… the push towards a strategic direction for the country to increase literacy and access to knowledge to grow our “knowledge economy” and reduce dependence on the primary and tourism industries. DIA is not the right agency to propel us forward – an independent government department with a less multi-faceted set of mandates could!

We acknowledge there are risks regarding the National Library’s strategy for One Knowledge Network. In particular, universal access to e-content through public and school libraries and rights management for NZ published output. Many organisations have investment in current systems, collections and IP that support their operating model e.g. University IP management. Any attempt to impose alternative universal solutions is likely to be highly problematic. This area will require considerable analysis to identify the drivers behind organisational business models and cross sector collaboration to reach agreement on where and how access may be given or monetised. Of equal importance the National Library risks disenfranchising communities of their own rights to choose a system that suits local needs by imposing national infrastructure across them. We think it is vital communities or interest groups have the right to retain their own identity or choose otherwise.

We applaud this initiative to develop the korero around such an important area.

6. Any other comments?

It was a delight to hear the Ministries involved include: Arts, Culture and Heritage; Internal Affairs; State Services; Māori Development; Government Digital Services and Open Government.

We are an organisation that has worked closely alongside the three NALI organisations and most other Cultural Heritage organisations in NZ since 1990. Thus we feel we have an understanding of the challenges and concerns that have created this review – we are keen and appreciate the opportunity to be heard and to contribute our ideas, and perhaps help to explore others proffered. As the Terms of Reference (Point 28): “Information management, archival, library, Māori heritage, education and associated research sectors will ensure decisions are well-informed and that these sectors feel their voices have been heard” – we feel we can speak to many of those communities working so extensively across the GLAM/Cultural Heritage sector.

To inject a touch of humour we did laugh a little at the slightly awkward homophonic ‘NALI’ as an acronym for your review – hopefully it’s not a harbinger of the nature of (gnarly) discussions to come.

And thank you! We appreciated how your document acknowledges (infers at least) the moral capital the NALI’s make to ‘New Zealand Inc’ … finally some might say!! Also a big push for Standards, preservation & accessibility. When one reads phrases like “are as accessible as possible” … also: “making best use of available expertise resources” then please forgive us for taking a breath and a moment to believe we are going to consider unleashing these thee taonga into making New Zealand a world-class country in the cultural heritage and knowledge-economy sense… and in a country with a relativity youthful documentary heritage this is something we should aspire to strongly.
Kia ora

Please find below feedback from the Publishers Association of New Zealand to the National Archive and Library Institutions Ministerial Group Review.

- **What are the two or three key challenges for the national archival and library institutions (Archives New Zealand, the National Library of New Zealand and Ngā Taonga Sound and Vision)? What is the most urgent challenge?**

  Increased visibility and profile for both institutions is an issue, along with increasing the public’s understanding of what resources are available. This includes making clear the strategic priorities of each organisation and the diversity of the work that they undertake. Establishing the right balance between storage in digital and physical form is an important challenge to overcome; obsolescence of some digital storage technologies means that hard copy storage must be maintained, with the demands on space that implies.

- **Does the position of Chief Archivist have the independence and authority necessary to be an effective regulator of records and information management within its broad regulatory mandate? Does the position of National Librarian have the independence and authority necessary to carry out the responsibilities of that position? Why/why not?**

  Neither of these roles appear to have the independence and authority required to carry out their responsibilities fully. They do not currently have direct access to the appropriate Ministers and their overall mandate is unclear because of this.

- **What changes, if any, would you suggest to the role or structure of Archives New Zealand or the National Library?**

  A restructure of these bodies is required with a view to moving them from within DIA into an independent organisation that has clear mandates and access to relevant Ministers. Additionally, both organisations need to be resourced properly to deliver on their priorities and be positioned to achieve their goals.

- **What opportunities exist for the national archival and library institutions to work more effectively together in collecting, preserving and providing access to New Zealand’s documentary heritage? In particular, what opportunities exist in relation to digital preservation and access?**

  Bringing the organisations together in a new body or structure that is independent of DIA is likely to create fresh opportunities for collaboration and sharing knowledge around digital preservation and access. It may also enable them to share resources and create economies in the dual structure of digital/physical collection, preservation and providing access to documentary heritage.

- **What does the public need in the next 30 years from the national archival and library institutions?**
An organisation that increases access to materials while ensuring that copyright for creators is respected and recognises the key role of books, principally in print form but also in ebook and audio, as repositories of the nation’s history and culture.

We would also welcome additional profile and visibility for the Services to Schools programme, which has a national reach and draws from a significant collection of children’s books including those written in Te Reo and a range of Pasifika languages. This is a vital service that delivers directly to the National Library's focus on developing a Nation of Readers, an initiative that is identified as a priority in the Publishers Association 2018 Manifesto.

If you have any other further queries please don’t hesitate to come back to me.

Ngā mihi

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