We believe that insufficient resourcing for basic services and a resulting lack of visibility are the most pressing challenges for these institutions in order to carry out their core responsibilities. Under-resourcing has led to limited or no capacity for the National Library to implement its strategic directions and has led to inequality of access to services for all New Zealanders. In addition the National Library does not appear to be the intellectual powerhouse in terms of providing leadership, direction, support and advice it once was, which has implications not only for the wider New Zealand community, but also its visibility and impact on an international stage.

We cannot comment on the Chief Archivist role as we have insufficient knowledge to do so. We believe that the position of National Librarian does not have the independence and authority necessary to carry out the responsibilities of that position for the following reasons: • The role of National Librarian has become subsumed into DIA which is more of a transactional environment with several quite diverse departments. We believe that there is no real alignment between the primary functions of National Library (as designated under the Act) and the DIA. If National Library had an independent vote, it would allow it to be in a better position to provide relevant advice or to influence government outcomes. • The continued lack of targeted funding (lack of Vote National Library) has led to competition for funding within DIA and a lack of development in core collaborative projects/ initiatives over the past 6 years that work towards improving the lives of New Zealanders. • The roles of National Librarian and Chief Archivist are not part of the DIA leadership team and lack any real influence or voice in decision-making for their core purposes. The further down these roles sit within a government department, the harder it is for them to be effective across and beyond government in terms of key policies and initiatives.

We believe that bringing together these three institutions as a single standalone organisation will create more opportunities than can be achieved within DIA. We believe that there will be increased potential and opportunities for collaborations (local, national and cross-sector) which currently are difficult to achieve. By bringing the three institutions together there would be efficiencies in shared services, facilities, expertise, exhibitions and alignment in terms of a common purpose. Together they would be able to shape policy and provide intellectual leadership for their sectors which currently they are unable to achieve.

It will be important for the three organisations to work together collaboratively and this can be achieved more so when they are part of the same organisation that shares a common purpose. Digital preservation in particular is an important area of development. They will have greater influence in terms of ministerial access and the opportunity to shape policy. Together they will be able to have a greater collective impact which is lost when they are part of the DIA.
We believe that the public needs the following from the national archival and library institutions in the next 30 years: • The library institutions need to be more visible and accessible to the public such as through nationwide programmes, lectures, exhibitions and co-leading national events. The strategic plan set out by the National Library addresses these needs well. • Our national archival and library institutions need to remain current in both digital access and digital preservation of materials and make them accessible through agreed systems and standards. • National Library has a particular role in leadership, information democracy and supporting and advising libraries to deliver services around literacies through the provision of national initiatives. If we are able to lift literacy outcomes then we can lift the long term outcomes of the New Zealand economy. If this does not occur then the work of other libraries in NZ has the potential to be fragmented and unequal depending on size and funding. • National Library has a similar role in brokering and providing consortial services, such as bibliographic services or APNK/Kotui, to support and enable all New Zealand libraries to provide equitable access to library services and deliver the best return on investment. • The public needs to have confidence that these national institutions will be sufficiently well funded to be able to deliver on their core purposes for the benefit of all New Zealanders. • The public need to know that the national archival and library institutions will have the capacity and leadership to collaborate with other organisations who have a similar purpose (local and central government for example) and also in the Pacific region where NZ communities have shared identity and heritage. https://www.mfat.govt.nz/en/aid-and-development/ourwork-in-the-pacific/

We all need to focus on what we have in common. The greatest area of commonality across the three institutions, and therefore opportunity for a collaborative approach, is through collecting, preserving and making accessible documentary heritage. This could be achieved through an economy of scale in operation, but also through the provision of end customer service to enable single point of contact or interface for the content from all three institutions. This would require additional funding to set up, but is likely to lead to reduced ongoing operational costs and better service provision for customers/researchers in the longer term. Funding needs: 1. Restoration of funding that has been removed after being absorbed into DIA, in order to maintain existing core functions to an effective level. 2. Increased funding to support the provision of digital content nationally. 3. Ministry of Education funding of core library services in schools, that can then be supported and supplemented by NLNZ Services to Schools.
Ensuring that all formats of New Zealand produced informational and artistic output are preserved for posterity and made accessible to the New Zealand and world community and developing appropriate standards for preservation and access in a world of ever changing technology. Ensuring the integrity and independence of the role of the Chief Archivist. Ensuring the integrity and independence of the role of the National Librarian.

Both the Chief Archivist and National Librarian should report directly to Parliament, rather than being part of a Ministry - currently the DIA. This allows independence, greater input into political decisions and a more effective advisory role across Government. There is currently a potential conflict of interest between the roles of management of and governance and advice on the collections of the National Archive and National Library, in the positions of the Chief Archivist and National Librarian.

Chief Archivist and National Librarian being Parliamentary officers. Appointment of a new position of Manager of National Library and National Archive.

There are greater opportunities for a single digital repository and shared greater sharing or integration of preservation standards. Creating digital access which combines text and archival information to the community presents interesting opportunities.

Confidence that these institutions will continue to be funded to an amount appropriate to allow them to continue and develop their work - maintaining physical collections while making best use of technological developments.
NALI Review

Question 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. The disconnect between the expanding role of the agencies and the scope of what they are legally mandated to do, and the funding available. This is particularly so in the digital space where there is a significant lack of understanding about the funding and resources required to actively manage and preserve digital material long-term. Economic factors therefore start to drive the scope of what these agencies can acquire and manage, and limit their ability to fulfil the role that is expected of them by New Zealanders.

2. Access and preservation of digital records across Government is a critical challenge. There is a significant backlog of legacy digital material within Government agencies, and no current plan as to how this will be addressed. Underfunding of records management functions within Central Government have created a situation where digital records are already being lost.

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?

National Librarian – the role does not have the independence and authority to carry out the responsibilities of the position. Due to the positioning of the role, the National Librarian does not have the ability to make independent Strategic or Operational decisions that directly impact the carrying out of legislative functions. While the direct DCE and CE cannot interfere with the legislative role directly, the way in which the role is carried out strategically and practically, as well as the funding available to do so, is directly controlled by these roles. As the National Library no longer has its own Vote, and financial information about how much money is being allocated to the National Library has not been available, it is not possible to ascertain the investment being made into the National Library, and whether that is appropriate for fulfilling its role. The National Library has lost its direct reporting line to the Minister, and hence a significant potential advocate for Library services within New Zealand and Internationally. Additionally, the placement within DIA has decreased the prominence, recognition and mana of the role of the National Library. For example, important projects such as He Tohu have been marketed as being from “the Department of Internal Affairs”, despite the physical placement of the documents within the National Library, and the curatorial and legislative responsibilities for the documents held by Archives New Zealand. This strategy inevitably decouples the project from their home institutions.

Chief Archivist – the placement of the role within the Department of Internal Affairs, means that the Chief Archivist does not have the independence to ensure recordkeeping practices meet suitable standards. While the position of the Chief Archivist has a limited number of legislative levers to apply in terms of addressing non-compliance, in practice these have never been exercised, and the role’s position inside a Government Agency compromises this practice. This is evidenced by the still very
low level of good recordkeeping practice across Government, despite 13 years having passed since
the introduction of the Public Records Act. Progress towards good recordkeeping is slow, and there
are few incentives for Chief Executives to fund it adequately. The placement of the role, the
relationships held by the role in the wider Public Sector, and the levers available to audit and
enforce good recordkeeping practice, must all change in order to enable the Chief Archivist to
effectively carry out their mandate.

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

National Library – The National Library needs to be an independent entity, with its own Vote
allocation and Minister. The current arrangement within DIA lacks transparency, independence, and
the strategic self-determination required to carry out its legislative mandate.

Archives New Zealand - As Archives New Zealand holds a significant regulatory function and auditing
role, the role of Chief Archivist needs to stand outside, and independent of, Central Government, in
a similar way to the Auditor-General and Ombudsman, as an Officer of Parliament. Legislation needs
to be updated to make Recordkeeping Audits more regular and part of the Annual Reports of
Government Agencies, if they are to be fully transparent and accountable.

Question 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 National Library and Archives already work closely together in many areas, including digital
preservation, and it makes sense that this continues. It should be recognised that there are some
areas of knowledge within the overarching management of digital that are specific to Libraries or
Archives, particularly around description, and that a one-size-fits all approach is not necessarily to
the benefit of the separate mandates of the institutions.

Shared storage for collections is an area of potential collaboration.

The shared expertise of both organisations is particularly valuable out in the GLAM (Galleries,
Libraries, Archives and Museums) sector, particularly around preservation (both physical and digital),
and a joined up approach to sector-wide education makes sense, since the institutions represent a
significant “Centre of Excellence” in many of these areas.

One area that has been insufficiently developed is that of customer access, and the recognition that
most New Zealanders do not understand how the holdings of the different organisations differ. A
unified discovery tool would be a useful collaboration between the organisations.
Question 5. What does the public need in the next 30 years from the national archival and library institutions?

Collectively, these organisations hold the record of the Nation, and New Zealanders must have trust that the right things are being collected, that they are being looked after appropriately, and that they have a right to access.

Over the next 30 years, the public should also expect that these organisations will provide support to their key stakeholders to fulfil those functions, and that they will work collaboratively across Government to support their legislated purpose. The public should expect that they will have sufficient funding and staff to fulfil their mandate to a high standard.

Question 6 Any other comments?

The survey has not specifically asked what the sectors that these agencies serve should expect from them over the next 30 years.

From the National Library, the sector should expect that it will play a significant role in leadership across the library sector and within its areas of expertise. This includes but is not limited to:

- sector-wide research and an investment in an ongoing research agenda
- thought leadership across the sector (for example, forward-looking trend and impact analysis)
- a role in shifting the public perceptions of libraries
- identification of systemic issues for libraries, and collaborative responses to these issues
- best practice advice from internal centres of excellence (such as digital preservation)
- cooperative arrangements (Kōtui, APNK)
- collaboration across government and related agencies (for example, with the Ministry of Education, Te Papa)
- collaboration across the sector – NLNZ should be seen as a natural partner and collaborator
- a well-resource services to schools division
- initiating or working closely with other agencies to support changes that impact the sector (for example, the issue of School Library staff being classified as “support staff”, implementing the new digital aspects of the school curriculum).

The National Library of New Zealand should be seen as “setting the standard” in library services, partnership and innovation.

Archives New Zealand has a significant function in providing recordkeeping advice, guidance and standards. The sector has high expectations that this advice will be clear and workable within complex Government agencies. In recent years, there has been very limited engagement with the Recordkeeping sector, and this has resulted in a loss of trust and faith in the agency. The sector expects that the agency will be customer facing (the public, and the Recordkeeping sector, both of whom are its customers) and is proactive in communicating with customer groups, and raising awareness of their function. Archives must have the ability to set and influence system-wide policy on recordkeeping. Advice needs to be clear and constructive, and relationships and legislation must
be built within government such that the direction and opinion of the Chief Archivist is respected in the same way as that of the Auditor-General, and is acted upon.
Kia ora koutou

Thank you for the opportunity for Public Libraries of New Zealand (PLNZ) to provide feedback about how the contributions of the three institutions - Archives New Zealand, the National Library of New Zealand and Ngā Taonga Sound and Vision - can be strengthened.

Public Libraries of New Zealand (PLNZ) is the peak body for the public library sector, representing the needs of public libraries, their owners (territorial local authorities), managers and users at a national and regional level. We’re a small organisation working with over 300 public libraries across New Zealand. A major role of the organisation is to lead the debate on the future of public libraries and to advocate for free, accessible public library services.

Together with our members, we develop a national strategy to ensure we are meeting the needs of our evolving communities. From the larger metropolitan public libraries to the smaller community-based libraries and mobile units, PLNZ works to ensure we grow New Zealand’s role in the global information community and to take a leading role in creating a literate nation of readers.

The future of these organisations is important to public libraries, particularly as the National Library of New Zealand is a critical partner in providing services to people using New Zealand public libraries.

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?

**Key Challenges**

1. To provide ongoing strong, effective leadership for the public libraries.
2. To have increased autonomy with decision-making and financial management.
3. To improve the reputation of these highly significant cultural institutions.

**Leadership**

From PLNZ’s point of view the biggest issue is the inability for National Library to provide fully effective leadership for the sector while operating with limited independence.

Similarly Archives NZ has lowered ability to provide stewardship in record management, one of its primary roles. This directly impacts public libraries as they rely on Local Government (in the form of Territorial Authorities) to adhere to legislation around record management to ensure that the records are kept and made available to researchers to appropriate standards. The concern is the Chief Archivist is a third-tier manager, without a strong mandate to be accountable to parliament.
Autonomy

Budgets and management decisions are made by managers with broad responsibility and not always with full understanding of critical needs within each institution. Being in a situation of competing for funds and priorities within the Department’s budget has impacted on the ability for these institutions to progress important directions for the nation at the time they are needed, and in the way they are needed.

One example of this is the change to the way National Library now delivers services to schools. These changes have resulted in a reduced nimbleness/agility for National Library to be responsive to changes in services required by schools, and public libraries are often the safety net for library resources to support teaching.

Reputation

The National Library of New Zealand Te Puna Mātauranga o Aotearoa, together with the Alexander Turnbull Library, Archives New Zealand and Ngā Taonga Sound & Vision, are important cultural institutions. They are the custodians of taonga and documentary heritage, and of the national identity and profile of New Zealand. The State Services Commission (SSC) has recognized that the National Library has a role of “national strategic importance for government and public of New Zealand”. As with Public Libraries of New Zealand (PLNZ), a critical role of these institutions is to uphold the democratic rights of all New Zealanders to participate fully in the public life of their communities and nation.

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?

Independence

With the National Library coming under DIA the National Librarian is a third-tier manager and the Turnbull Librarian a fourth-tier manager within the Department. This means that these managers do not have the independence and authority to carry out the responsibilities of their positions as fully as required. This can be restored by giving the National Library independent legal status.

PLNZ would prefer that the Chief Archivist be established as an Officer of Parliament to give that role authority to fully control and shape proper archival processes within government. Archives are primarily the keeper of the public record, a constitutional role by which the actions of governments are recorded, and the democratic rights of citizens is safeguarded. The secondary role of Archives is to reinforce and support the role of research libraries, such as the Turnbull, as a primary repository for research relating to history, culture and identity.
3. What changes, if any, would you suggest to the role or structure of Archives New Zealand or the National Library?

At the recent meeting held at Archives New Zealand in Wellington, Public Libraries of New Zealand agreed with other sector leaders that there is a need for National Archives and National Library to be granted independent status. Such a move would be beneficial for both institutions and the services they provide to the nation.

Archives NZ and National Library, including the Alexander Turnbull Library, would benefit by having a similar structure to the Museum of New Zealand Te Papa Tongarewa, which likewise serve the interests of the wider community. Te Papa has a separate legal status, a separate Board and publish a full detailed Annual Report devoted to its activities. PLNZ would support a similar status for Archives New Zealand, the National Library of New Zealand and Ngā Taonga Sound and Vision.

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?

This question leads to consideration of potential benefits/weaknesses of grouping, or partial grouping, of the three institutions together, possibly sharing one legal entity. There could be elements within each institution that could work together to varying degrees, and where one could learn from another. PLNZ is of the opinion that this direction is worth considering, while still retaining the distinct character of each institution.

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

- Strong sector leadership and innovation for the nation and for the regions
- Leading the way in digital management, and preservation systems and standards
- Developing world-class inclusive services and exhibitions that showcase what being a New Zealander means. Such exhibitions will attract New Zealand and international visitors, and these can be available for loan to sister international institutions

6. Any other comments?

PLNZ strongly supports the drive for a change in the legal status of the National Library of New Zealand Te Puna Mātauranga o Aotearoa. Importantly National Library needs to be elevated from the position in which it currently sits within DIA.
We also support a similar change for Archives New Zealand and Ngā Taonga Sound and Vision.

If such changes were made and they were to coincide with the 2020 centenary of the formal opening of the Turnbull Library 1920, this would be a suitable major event during which to promote the new status of the three institutions.

Chair, Public Libraries of New Zealand  
Executive Director
To ensure that the scope of collection responsibilities of each agency match the outcomes detailed in the National Archival and Library Institutions Ministerial Group Terms of Reference (e.g. including non-NZ materials that contribute to the cultural heritage of New Zealanders, and including musical scores and orchestral hire sets). And to ensure ongoing access to those collections for the public.</p>

Neither of the positions currently have the independence and authority necessary to carry out the responsibilities of their positions, because they no longer report directly to a Minister. Being part of another Government department offers potential conflicts of interest as well as loss of independence.</p>

Structure: both operations need to be autonomous - i.e. report directly to Government. Roles: they must be responsible for the management and curatorship of the nation collections (archival and library) and have oversight of the distributed national collections. They need to have a clear oversight of, and responsibility for, digital preservation of and access to those collections. And underpin the library infrastructure of New Zealand. e.g. the Interloan system, ensuring access to all New Zealanders (either directly or through public libraries), professional development, supporting school and public libraries etc.</p>

The institutions need to work more closely on improving metadata and indexing standards across collections to allow consistency of access with the aim of a single point of access for searching for information in collections. The Chief Archivist and National Librarian need a clearer responsibility over preservation of and access to archival and library collections across the nation.</p>

The public need to have certainty that the national archival and library institutions will continue to be funded and supported to continue the work of preserving and providing access to the nation's knowledge resources, and that they can work independently in doing this. The public also needs certainty that there are procedures to ensure that born digital materials will be preserved in a way that will ensure ongoing access.</p>

This review needs to address the issues raised in the Terms of Reference document - and some of these gaps in it. Particularly in relation to the National Library's role in overseeing and supporting the distributed national collection, especially in regards to non-NZ materials. This is not only to support the interloan operations for which the national library is responsible, but also to ensure that the national collections reflect the cultural heritage of all New Zealanders and allow access to all formats of material (e.g. music). The National Library also has a specific role in provision of services to schools which is not mentioned in the review document.
1. Download this form to your PC or device
2. Complete on-screen using the Editable PDF functionality with Adobe Reader
3. Click the button on page 4 to email it to mentalhealth@inquiry.govt.nz
   nalifeedback@dia.govt.nz
Department of Internal Affairs
New Zealand Government
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 Nga Taonga Sound & Vision.
For more information please visit www.dia.govt.nz/National-Archival-and-Library-Institutions-Ministerial-Group
Submitting feedback
(All first and middle names) Kathryn Rachel
(Surname) Fortune
(Organisation, if relevant) The Friends of the Turnbull Library Inc
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(Best phone number) 9(2)(a)
I wish to keep my details confidential

(I wish to keep my details confidential) Unchecked

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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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 Nga Taonga Sound and Vision)? What is the most urgent challenge? )

1(a) All three of these important cultural institutions house much of the taonga, documentary, visual and oral heritage of New Zealand, thus making a hugely significant contribution to both the national identity and the international profile of New Zealand. In making this contribution, in effect they provide a secure laboratory where experienced librarians, archivists and researchers interact to evaluate, digest and consolidate the raw evidence into publications that provide ready access for the public to our cultural history and profile. We recognise the similarities of the challenges facing all three, but in this submission we are primarily concerned with the future of the Alexander Turnbull Library, which is New Zealand’s foremost library for research in the humanities, and the beating heart of the National Library of New Zealand Te Puna Matauranga o Aotearoa.

1(b) The Friends of the Turnbull Library submit that there is one urgent challenge: to restore, safeguard and strengthen the independence and authority of these institutions so as to allow their key officers to operate effectively and transparently as professional librarians and archivists. Achieving this will provide the optimal environment for the following three key challenges.

• to maintain strong separate and independent roles and identities so as to avoid losing the trust and respect of New Zealanders as safe, secure depositories for the nation’s taonga;

• to be sufficiently well resourced to continue to provide efficient ease of access to their separate collections, including using digital platforms within an online learning environment;

• to ensure that their collections continue to grow through public donations, government funding and the encouragement of new scholarship.

1(c) We applaud the Labour Party’s commitment to the re-establishment of the National Library as an independent and separate identity outside the Department of Internal Affairs (DIA).

1(d) New Zealand's 'brand' emphasises excellence: a reputation as a world-class centre of research and scholarship, of academic integrity and academic independence. To maintain that reputation, New Zealand’s important cultural institutions must have world-class reputations. As a subset of the Information and Knowledge Services branch of the DIA, the Library’s fundamental decision-making – and particularly the Library’s prioritisation of its own expenditure – must be compromised within DIA. This situation puts at risk the Turnbull Library's collection-building capacity, in relation to both its own decision-making and its perceived independence as viewed by potential donors. Donations make up around half of new material, and continued public support and confidence in the identity and integrity of the Turnbull is vital.

(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?)

2(a) Definitely not to both questions. The transfer of responsibilities for the National and Turnbull Libraries to the DIA has damaged the national and international profiles of the Libraries and their independent identity has been lost. The National Librarian has been demoted to a third-tier manager and the Turnbull Librarian a fourth-tier manager within the DIA hierarchy. We submit that the Chief Archivist, the National Librarian and the Chief Librarian need to be removed from the Department of Internal Affairs. We support the proposal to make the Chief Archivist an Officer of Parliament, in order to give the Chief Archivist sufficient authority to fully control and shape proper archival processes within government.
2(b) Before the 2010 merger the National Library had its own Vote within the government budget. Having its own Vote is a source of financial independence and a financial safeguard. That independence and safeguard have now disappeared. Over the period 2014–2018, the appropriation for Vote Internal Affairs has increased 20% to be $684.97 million, while the appropriation for “Managing and Accessing Knowledge Information,” the output class which includes spending on the Turnbull Library, has declined 5.21%. This year’s Budget reduced the appropriation for Library collection and preservation functions by a further 1.5% (Vote: Internal Affairs).

2(c) In the 2017 DIA Annual Report the National Library is barely mentioned; and the financial dimensions of the Turnbull Library, in particular, are really only available to highly skilled financial analysts. In a 189-page Annual Report only two pages disclose financial information on the Turnbull’s collections. The Turnbull Library and its collections are legally part of the DIA but they are reported as “Non-departmental Assets managed on behalf of the Crown”, and are not carried on the DIA’s Balance Sheet. There should be vastly improved transparency.

2(d) Under the administration of the DIA, the Annual Report from the Guardians of the Alexander Turnbull Library, guardians of the health and well-being of the library for the public of New Zealand, is difficult to locate. The Guardians’ reports are deemed not to be public documents and are not presented to or published by Parliament, but are merely brief reports to the Minister.

2(e) Access to Ministers is important. Formerly the National Librarian, and the Turnbull’s Chief Librarian, had direct access to a Minister responsible for the National Library, now replaced by the Minister of Internal Affairs.
(3. What changes, if any, would you suggest to the role or structure of Archives New Zealand or the National Library?)

3(a) To ensure the independence of the National Library and the Alexander Turnbull Library, and to guarantee their ability to exercise an ownership and stewardship role rather than just a policy or operational one, their structural position and legal status need to be addressed.

3(b) We note that the lack of an independent legal status for both the National Library, and more importantly the Turnbull Library (which should be “contributing to a literate, participative community”) contrasts with the ongoing independent legal status of other important cultural institutions, such as the Museum of New Zealand Te Papa Tongarewa, and the New Zealand Symphony Orchestra, which likewise serve the interests of the wider community.

3(c) A new independent status for the National Library of New Zealand — preferably as an Autonomous Crown Entity, legally separate from the Crown — would recognise the rights of the public to shape, build and control the taonga and heritage that belong to them and to which they contribute. Governance should be awarded to a Board of Trustees representing the people of New Zealand and the interests of iwi, scholars, librarians, and community. We suggest that a highly respected figure such as a retired Governor General could be invited to chair the Board in order to recognise and acknowledge the mana required for the storehouse of the nation’s taonga, and the concerns and values of the wider community.

3(d) We further submit that this proposed change in the legal status of the Alexander Turnbull Library, in particular, could well be timed to coincide with the centenary in 2020 of the formal opening of the Library in 1920.

(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? )

4(a) We stress that for these three important cultural institutions, their primary responsibilities and essential relationships concern their users and stakeholders, rather than Government. Digitisation for preservation and access is part of present-day archival practices and all three institutions have developed high professional standards for collecting, preserving and providing access to New Zealand's documentary heritage. Leave it to the professionals; best-practice guidelines can readily be developed and shared – just as they have been in the sharing of best-practice storage and shelving ideas following the recent earthquakes.

4(b) The funding of digitisation, however, and the financing of new technological developments are best addressed through the parliamentary budgetary process. Up until 2010 such developments did not require a structural or constitutional solution, and history has shown that they do not require the continuation of that solution. Whatever the constitutional form and structure of Archives and Library, these financing issues will continue, and will always need to be addressed through the yearly parliamentary budgetary process. The budgetary process can require particular outputs and outcomes and therefore ensure that technological and services collaboration, and back-office cost-sharing arrangements are implemented.
(5. What does the public need in the next 30 years from the national archival and library institutions?) 5(a) The public of New Zealand needs:

- To know that those entrusted with the care of New Zealand’s cultural and documentary heritage are protected with adequate safeguards for the strong independent role they must have;
- To be able to trust their national archival and library institutions as safe, secure depositories for the nation’s taonga;
- To know that government funding levels – through the Estimates process – will be appropriate for the complex ongoing requirements of collecting, preserving and providing access to taonga.

(6. Any other comments?) 6(a) We submit that the decision on the future status of the National Library including the Alexander Turnbull Library should look to similar institutions in New Zealand and national libraries in other countries for more appropriate models; and that fulfilment of the purpose and functions of the National Library including the Alexander Turnbull Library requires greater independence from the public sector than is possible as part of a government agency.

(Click here to submit by email to nalifeedback@dia.govt.nz)

Sending this form means that your details will be added to our stakeholder list. This information will be used for the purpose of sharing updates on the National Archival and Library Institutions Ministerial Group.

You will receive an automatic acknowledgement of the receipt of your email. No further action is required.

Thank you for providing feedback to the National Archival and Library Institutions Ministerial Group.) Click here to submit by email to nalifeedback@dia.govt.nz

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Submission to the National Archival and Library Institutions Ministerial Group on the assessment of national archival and library institutions and their contribution to New Zealand’s democratic and cultural infrastructure.

Compiled by the School Library Association of New Zealand Aotearoa: Te Puna Whare Mātauranga a Kura (SLANZA)

18 September 2018

As the national voice for school libraries in New Zealand we are pleased to be given the opportunity to provide the Ministerial Group with a response to their investigation and assessment of the national library and archival institutions. While we are particularly concerned with the issues and needs pertaining to our particular learning community, we are well aware of the wider issues facing these institutions and the implications it has not only on us, but on the whole country.

Challenges
There are some major challenges facing Archives New Zealand, the National Library of New Zealand and Ngā Taonga Sound and Vision and we have identified what we see as the most urgent.

Storage & Access:
With the huge amounts of material collected, and current storage rapidly running out, the preservation and management of our national resources and collections is the most urgent challenge facing our institutions. Setting up and safeguarding long-term provisions for the storage of our national history, heritage and culture resources and collections is vital. Increases in digitisation for collection management can greatly help with the issues of storage and access, but it also requires investment in staff skills and expertise, not a decrease.

Funding & Resourcing:
The adequate resourcing (financial, human, technical) for developing new technological capture and storage of, and access to, resources is important. We are concerned that continued ‘rationalization’ of staff and inadequate resourcing will not only lead to a loss of expertise in the country but also to a decrease in service provision. This is detrimental to the role of these institutions in the preservation and fostering of New Zealand’s cultural identity.
Ultimately these institutions are subject to the whims of the current government and the fiscal restraints placed on them. Most importantly, these pressures not only threaten our national collections, but take away the focus of their institutional role to meet the needs of their 'users', not just their funders and masters.

*Te Tiriti o Waitangi & Kaitiakitanga*

Our organisation is committed to the implementation of the principles of Te Tiriti o Waitangi in our services and mission, and we were pleased to see the commitment of the national institutions to this and to the development of meaningful relationships to support iwi as kaitiaki of their taonga and mātauranga. This is of absolute importance, however the role of the national institutions can not be abdicated. Organisations such as school libraries and archives are the repository of community stories and information, however we have limited spaces, no funding or little training on how to manage, store and catalogue the archives we have. Appropriate support, training and resourcing needs to be provided so that these taonga are cared for appropriately. This has not happened effectively, especially in the case of schools. There needs to be effective support for all kaitiaki of these kinds of collections. Currently we have no practical relationship with National Archives or support.

*Independence & Authority*

With regards to issues of independence and authority of the National Archivist and Librarian, we felt that because of the legislation in place that regulates these institutions and their purpose and activities, this was achieved. However, ultimately they are public servants who have to follow the dictates and vision of the minister and government of the time. It is important to allow enough autonomy to perform their responsibilities without undue restriction and pressure from their funders, while also have greater priority and responsibility to their various user groups and to meet their needs. The National Librarian position is less 'independent' than the Archivist given the different purpose of their collections, and with the Archivist needing to be 'apolitical', however there is concern that there is a growing politicising of these roles with their position within DIA and a growing disconnect with the needs and issues facing their user groups. We certainly have felt a growing distance between National Library and school libraries with the loss of staff on the ground in the regions and the impact of digitalization.

*Role & Structure*

The general public are more aware that they can, and should, have access to information. This needs to be open and accessible without losing the integrity
of the collections. We would like National Library to have more accountability and responsiveness to their user groups and be more supportive of our needs. School Library Services are slowly disappearing and have been under enormous stress, especially outside main centres. Likewise, school libraries are struggling with reduced budgets, loss of space and collections, staff cuts and even closures cuts and even classroom shortages forcing library closures. We are committed to the provision of quality reading and information resources to all New Zealand children in all formats, not just digitally.

Opportunities
Rationalising roles and services to achieve efficiency and to better utilise resources is sensible - a sharing of tasks rather than duplication, however, it also makes them more vulnerable. Any collaboration must not be at the expense of any of the institutions core purpose, and it must be well resourced and have ongoing commitment to their development. There is a concern that amalgamation of services and responsibilities could lead to a disintegration of the unique institutional roles into a homogenous one-fit-for-all super institution. Increasingly shared responsibilities and practices in these institutions could lead to a loss of experience, knowledge and long-sighted approaches to the Archival and Librarianship roles.

Digitalisation offers many opportunities, however it is vulnerable to any change in support, especially financial which can mean projects are under-developed or cease to exist. National Library has over the years grouped more resources together digitally so that Timeframes (now Digital NZ) and Papers Past are more easily accessible along with Index NZ and the National and Turnbull catalogues. The new interface of is appealing, easy to use and a wonderful resource for our schools which we use heavily. However, we have noticed that some unique information resources provided by the DIA, such as Te Ara, have suffered over the years from either inadequate funding or commitment so that collections they took over, such as the Dictionary of New Zealand Biography have had reduced development since the publication in physical form ceased. New biographical entries in Te Ara are of more contemporary well known people, so Janet Frame is listed in the biographies but not Archibald McIndoe. Retrospective cataloguing of entries is subject to time and funding and it is not known what priority this has. So, innovative projects are created but can suffer from inadequate continued funding and a change in priority for their development. This is a national loss.
The Next 30 Years

We look forward to a continued commitment to democracy by our national archives and library through access, service and creativity so that the unique collections of our nation are preserved for all time. Responsibility for this cannot be delegated to private groups or organisations such as public libraries, school libraries, marae and community museums and archives to fill the gaps when the centralisation of collections, services and resources has dominated for so many years. Likewise, collaboration should not mean less – it should offer more and we are are excited to see what developments will occur.

We are avid users of the many wonderful resources that National Library has created and we hope that they will be able to meet 'user' demands by increasing access to records and collections without simplifying to the extent of losing depth and coverage by focussing on digital development but reduced content.

The next 30 years for school libraries is an unknown. There are a number of challenges facing schools and school libraries including pressures of the funding model, lack of space, staffing and budgets. SLANZA believes that all school students in New Zealand, at every level of their education, should have access to effective school library services that will support their reading and learning. Research in New Zealand and in many overseas studies, shows that having a school library staffed by a qualified professional librarian increases student achievement. The National Library of New Zealand states that, "the research into school library impact shows higher student performance (with) improved reading test scores, higher academic achievement, and positive attitudes towards learning." We hope for greater support at a national level to be able to continue doing this.

Signed: Kirsty Adam
SLANZA CO-PRESIDENT

Date: 17/8/2008
National Archival and Library Institutions Ministerial Group

Feedback

Name: Paula Murdoch, Libraries Manager (Hastings District Council) on behalf of the:

Organisation: Kōtui Board

Contact email: s9(2)(a)

The Kōtui Board is the governing body for Kōtui – a collaboration between the National Library of New Zealand and the public libraries of New Zealand. The National Library provides the services and support for a shared library management system, including operating a service desk. The service is run in conjunction with the APNK (Aotearoa Peoples Network Kaharoa). Kōtui is fully funded by the member libraries - there are 39 local authorities at current count - with the first public library going live in November 2011. The Feasibility study, business case, decision to proceed and procurement were done in the period prior to the integration with the DIA. Kōtui operates under a Memorandum Account.

Our feedback on the Ministerial Review is influenced by the experience we have had operating this service within the DIA environment and is primarily focused on the role of the National Library and the National Librarian.

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?

   - Sufficient resources that enable the National Library to begin to implement its Strategic Directions which were adopted in December 2016
   - The autonomy and accountability to manage the operation to deliver on the National Library’s role, purpose and responsibilities

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?

   - In our experience the National Librarian does not have the independence and authority to carry out his responsibilities. He was not able to make the decision on extending the contract of the Implementation Manager, who had specialist and unique skills, and the Library was forced to go out to re-tender until the Board intervened with the Chief Executive.
   - The National Librarian appears to be constrained by an over emphasis on process at all costs with little flexibility to exercise his judgement to deliver better outcomes and be an agile and responsive part of the NZ knowledge landscape.
   - The National Library as part of DIA has lost profile and identity as part of a much larger Ministry encompassing such a broad focus

3. What changes, if any, would you suggest to the role or structure of Archives New Zealand or the National Library?
• The National Library needs its own Vote National Library and be able to set priorities for the business. The National Librarian needs direct access to the Minister responsible for the National Library.

• Any governance structure needs to make it easy for National Library to collaborate with other libraries and with other relevant government departments

• Funding decisions need to be transparent and a greater degree of autonomy is required in relation to procurement decisions for the National Library in relation to its business, particularly for business units such as Kōtui which are self-funding. When the Kōtui Board had made a decision to vary the product mix for Kōtui Libraries it was challenged by the purchasing and procurement teams within the DIA without any real knowledge of the situation. This slowed the process and undermined the NLNZ’s position in relation to partner libraries and the wider sector.

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?

There is the potential for reduced duplication of effort, economies of scale, skill and resource sharing, collaboration. In that way exhibitions like He Tohu aren’t projects that happen once every few years, but become more part of a more collaborative BAU way of working to bring NZ’s documentary heritage together.

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

• The public needs to be able to trust that these organisations are being properly funded and managed to deliver on their purposes, responsibilities and accountabilities.

• We need the National Library to be able to take a leadership role in the sector and continue to ‘supplement and further’ the work of public libraries in collaboration. Public libraries form part of the knowledge network that is one of the National Library’s key planks in its Strategic Directions.

• We believe that public libraries would benefit from the National Library leading the policy development of Public Library legislation in New Zealand. Most countries in the western world have legislation that recognises the important role that public libraries have in ensuring equity of access to knowledge and information, literacy and lifelong learning.

6. Any other comments?

The Kōtui Board believes that the National Library does not fit well within the Department of Internal Affairs. Any new governance structure needs to enable the National Library to have the independence to set priorities and be accountable for the outcomes it achieves. It needs to have control of its own budget, have direct access to the Minister responsible for the National Library and be able to provide leadership to, and collaborate with the library and information sector. The two possibilities which we favour are a government department in its own right (together with Archives NZ) or a Crown Entity with its own Board (this governance structure may make it easier to include Nga Taonga Sound and Vision in with NLNZ and Archives NZ.)
National Archival and Library Institutions Ministerial Group Feedback

From Canterbury Public Library Managers’ Group

Question 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 Nga Taonga Sound and Vision)? What is the most urgent challenge?

Resourcing is the most pressing challenge for all these institutions, in order to carry out their responsibilities.

Under-resourcing makes it impossible for the National Library to implement its 2016 strategic directions plan Positioning for the Future. The mana of National Library in the eyes of local and national politicians has slipped, with the result that the public library sector too has less influence in their local areas. The presence of the National Library as a lead library institution with recognised knowledge and authority was valuable in setting and maintaining standards of support for public libraries, and providing independent advice.

Question 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.

Both are positioned as third-tier managers in a large government department, and so not as part of its leadership team. While this might not impact on basic roles, for example the National Archivist’s ability to enforce statutory compliance, positions of more authority would enable both positions to carry out their responsibilities to better effect. National Library’s collaborative projects have tremendous potential for improving New Zealanders’ access to public information and literacy through public libraries, but development has been stultified by underfunding.

There is an apparent lack of a policy function within NLNZ which makes it difficult to develop policies and to influence policies from other departments/agencies as needed. This function along with an independent vote and ministerial access is key to strengthening the institution’s level of accountability and influence within and beyond government.

Question 3. What changes, if any, would you suggest to the role or structure of Archives New Zealand or the National Library?

A structure that allows these three related institutions to work together more closely.

The National Library’s three purposes, preserving documentary heritage and culture, supporting other New Zealand libraries, and working with like institutions, are not being well served by the present situation, where National Library is subsumed into DIA as a departmental agency. A degree of separation from DIA is needed. This may be achieved by linking Archives New Zealand, National Library and Nga Taonga together in one department, or by making them independent departments, or Crown entities. Collaboration between the three will maximise their usefulness and make a coherent whole.
Question 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?

It is important in terms of this exercise that all three institutions think and act collaboratively, and not put forward their own claims at the expense of the other elements. The benefits of collective impact would be greater with the three institutions united through a common purpose and able to engage more effectively with GLAMS, education, technology and other sectors. The national curriculum now places more emphasis on local history, taonga and New Zealand content. This trend should be encouraged and supported.

As technology becomes ever more sophisticated, opportunities for co-operation will grow even more numerous, and enable cost savings and better value for money spent. With combined buying power, more will be able to be done.

Currently, Nga Taonga does not have the resources to share its collection with the wider community in the way it is tasked to do. With the assistance of the national institutions, it and other collections, from small local archives upwards, could more effectively make their holdings accessible to the public. This would in turn foster an interest in our heritage among New Zealand society.

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

Improved access through digitalisation programmes being continued and extended e.g. Papers Past. Increasingly, researchers expect to find sources digitally, and not to have to consult primary sources.

More collaborative ventures involving public libraries so tax and rates monies go further and benefit more New Zealanders.

Equity of access, both actually and culturally, so institutions are less intimidating.

Publicly funded research should be made freely available.

Information should be free of the filtering done by private or business sources with their own agenda.

Maori language assistance.

Assistance with improving national literacy levels. NLNZ has a critically important role in delivering literacy based services nationwide and supporting the work of public libraries in this area. Lifting literacy outcomes has a direct impact on economic, cultural and social outcomes for all citizens. Our current underperforming, with 40% of adults reportedly unable to read at a functioning level, affects all aspects of New Zealand society.

Informed citizenship.
Question 6. Any other comments?
We all need to focus on what we have in common.

Canterbury Public Library Managers’ Group
Jill Watson, Ashburton Public Library
Carolyn Robertson, Christchurch City Libraries
Justine Lester, Hurunui District Libraries
Christine Grant, Selwyn District Libraries
Adele Hewlett, Timaru District Libraries
Phillippa Ashbey, Waimakariri District Libraries
Tony Morton, Waimate District Library
I wish to keep my details confidential - yes

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<th>KEY QUESTIONS</th>
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<tr>
<td><strong>Question 1:</strong> 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)?</td>
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<td><strong>What is the most urgent challenge?</strong></td>
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<td>The move to being 3rd tier units within the DIA has been challenging for NLNZ and ANZ in terms of them being able to carry out their distinctive missions and providing leadership within their professions and in carrying out cross departmental initiatives.</td>
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<td>The effects on leadership, responsiveness, resource levels of operating without sustained investment, autonomous decision making and support to provide appropriate capacity, capability, budget, innovative IT support is clearly proving a significant challenge to these institutions. They need to be flexible and innovative in the fast-evolving environment if they are going to be able to successfully carry out: strong national programmes of collecting, management, preservation and access; contributing to the robust documentation and transparency of government; supporting an expanding and significant national documentary heritage system.</td>
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<td>Collection storage space is also a known problem for institutions charged with caring for maintaining collections in perpetuity. Finding collaborative solutions would be easier with greater authority and ability to work in partnership with regional institutions such as the Approved Repositories for Archives NZ and colleague collections for NLNZ.</td>
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<td>It appears to be a challenge for NLNZ to provide leadership at a national level for cross sector and multi institutional innovations and services. Collaborative infrastructural services like the National Union Catalogue/ Te Puna and Digital New Zealand along with national approaches to digital preservation, digital delivery and digital collecting are core to NLNZ function and support the work of the whole sector. NLNZ works well with the public library and school library sectors but that requires negotiation between ministerial and departmental responsibilities. They are less involved in the tertiary education and tertiary library sector, with the broader culture and heritage sector (where much of the nation’s documentary heritage is held) or with MBIE and national initiatives around management of research data and support for national science outputs.</td>
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<td>The move to digital; born-digital collecting, management and preservation of those digital...</td>
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collections; developing the ability to provide digital delivery and services in new ways are complex challenges core to the relevancy of these institutions. The information (physical, digital, record of government etc) landscape has become increasingly complex and the need for savvy, wise and diverse collection, access and service strategies in particular are paramount if these institutions are going to continue to be relevant in that domain and are paramount to the development of a sophisticated and informed citizenry and a thriving democracy.

Nga Taonga Sound and Vision’s constitutional status and governance model severely hinders its status and development. It needs secure ongoing funding and authority to operate and to work peer to peer with NLNZ and Archives NZ in developing a more joined up national programme of preservation and access to audio-visual media held in national collections.

Question 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?

No. Both of these positions are now 3rd tier managers within a large department which has a multitude of other responsibilities. Neither position has the ability or mandate within such a structure to make autonomous decisions about required programmes, developments or to drive the vision required for their respective institutions or the budget-management responsibility to be able to effectively plan or put any of this into practice.

The Chief Archivist in particular does not have either the authority or the clear and obvious independence within the current structure to enforce fully the requirements of the Public Record Act within Government. It is also difficult for the CA to fully undertake the sector leadership aspect of the role. There is provision for it in the PRA 2005 but appears to be little resource to put this into more comprehensive effect.

They both have significant and specialist IT requirements (systems, digital collections etc) that do not appear to have been well-served by the Shared Service Model of the DIA and their ability to be responsive and innovative is severely impacted by this.

Neither has a direct or independent relationship with relevant ministers which these key functions of government should have. The ability to advocate directly about programmes, budget and priorities appropriate to these functions is clearly constrained within the current DIA structure.

Similarly, they are constrained in their ability to be professional leaders and to undertake the expected level of international advocacy and representation.

Questions 3: What changes, if any, would you suggest to the role or structure of Archives New Zealand or the National Library?

From the challenges of the current structures that they operate within we recommend structural change that would ensure they all had the policy and budgetary control to be able to carry out their mandates, the ability to prioritise their activity and be responsive to their individual constituencies and to government initiatives in appropriate ways.

We can see value in some sort of linked structure which ensured they could easily manage
common programmes (like digital preservation) and infrastructural needs (like physical collection storage). The availability of a building site in Aitken St seems an opportunity to develop a cooperative storage facility at the least.

**Question 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?**

It is essential that all of these organizations have adequate resources (systems, capacity, capability) to run substantial digital preservation programmes for their own collections and to be able to develop innovative delivery mechanisms for digital content. These are high-tech, high research, high capacity areas of endeavor and development. Each institution cares for similar kinds of material and share extensive audio/visual collections so we can see advantages of pooling expertise and services in ways that ensure that more of the collections each is responsible for are preserved and made accessible and that they are also able to take national responsibility for assisting the wider documentary heritage sector.

In both digital preservation and digital delivery areas they should be providing leadership and tangible assets for the wider archival and library sector. We are a small country and we should be able to have co-ordinated approaches to many critical aspects of our mandates; we also should not need to replicate effort inefficiently across the sector. As national bodies their research, development and standards work should be able to benefit the wider sector in terms of:

- **national level digital preservation as a service**
- **co-ordinated approaches to digitisation**
- **development of digital delivery mechanisms, public domain releases, digital humanities tools that can be used by other institutions for their own collections/users**
- **there are benefits for the national collections themselves and for all collecting institutions for collaborative programmes like establishing name authorities for authors artists and institutions for description and discovery. That would help everyone in applying the same standards to collection description and it would help our researchers and users**
- **country wide licensing of content as appropriate eg agreements with APRA and REANZ etc that digitised AV material can be used within any library or archive.**
- **Negotiating whole of country deals for electronic resources involving public library, tertiary, DHBs and crown research sectors**
- **national approach to collecting born-digital material and a national approach to making this material available - perhaps a model of ‘virtual reading room in approved repositories’ – which would mean that individual institutions around the country do not need to duplicate effort by individually acquiring, storing, preserving and make accessible born-digital material collected under legal deposit by the NLNZ. There are models in Australia of providing national access to digital material acquired under legal deposit**
- **national level provision of preservation service for special audio-visual formats especially film. This is a specialised area and concentrating expertise, equipment and real estate would have national benefits. Other documentary heritage collections**
around the country could rely on a central service to deposit material from their collections with Nga Taonga and digital access to the content could be given for the contributor’s researchers.

A more joined up approach to ensuring preservation and access to digitized content would be welcomed. We are aware that the provisions of the Australian Sesquicentennial Gift Trust for Oral History ensure that all projects funded by the Trust must deposit masters in the ATL for long term preservation. There are no such provisions attached to the funding distributed by NZLGB Environment and Heritage of digitisation projects so there is a strong likelihood that there will be no long term access to the content digitised from public funds.

There is also very little coordination of the various national and university initiatives to provide access to digitized published content or in making that content available in ways that researchers want to use it.

Resources could be reassigned to these important areas if there was more recognition of the role that approved repositories play in the management and provision of access to public archives and that other large heritage collections can play in sharing management of physical collections and providing access to them. We understand that there is planning underway to provide storage for national collections out of Wellington. A stronger relationship with other institutions which also keep their collections in perpetuity could make such a storage facility unnecessary.

We see opportunities for strengthening the training and support given to information managers, records managers and archivists working within agencies subject to the PRA 2005, so that they have the knowledge and skills to ensure creation of an excellent record of government in this era of fast paced technological change. Similarly, the work of the National Preservation Office run out of NLNZ could be expanded and work across the sector. Other programmes that have strengthened the grassroots of the sector also appear to have languished e.g. there is little support within DIA and ANZ for the Community Archive.

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

We expect that our national institutions, working within Government should be able to negotiate a more coordinated approach to the collection, preservation and access to the nation’s documentary heritage. This is a complex field where responsibility is shared between national institutions (Te Papa, ANZ and NLNZ) and where throughout the country collections of national importance are held in public libraries, museums and galleries, tertiary education institutions, iwi organisations etc. No single government department or minister has a mandate across the whole sector. This is one of the key reasons for wishing that the status of the national heads was strong enough to enable them to work with colleagues to achieve significant change and deliver significant benefits to New Zealanders.

- A network of public institutions caring for the public record (in whatever format) operates in a coordinated way applying the same standards and being supported to meet those standards
- Education sector and public library network provides support for literacy, whole of life learning and digital skills to fully engage as citizens
• New Zealanders are able to access national resources – wherever they are held - in digitised and born digital form through common portals and can interact with them and use them in a multitude of ways with agreed national rights management
• Coordinated and collaborative programmes create a shared national descriptive catalogue of publications and provide access to physical and digital legal deposit collections
• Programmes for digitisation of NZ content proceed in a coordinated and collaborative way and the content is easily accessible, usable and re-usable
• Whole of country deals provide access to electronic resources that support education at all levels, provide operational support to industry, science, teaching and research
• Access to advice on the care and protection of documentary and audio-visual collections held throughout the country is easily accessible and there are national conservation services
• Our lead institutions provide international leadership, advocacy and engagement

Any other comments:
Recognition that other parts of the community contribute to programmes like Papers Past by providing funding or copies of material to be digitised or by providing digital files. Similarly, many libraries contribute catalogue records to Te Puna – therefore they are impacted by decisions made centrally on the development of the services and the pricing of them.
A greater ability to undertake international liaison and support international conventions such as the UNESCO declaration on the preservation of documentary heritage.
Submission from Auckland Libraries to Ministerial review

Context
Auckland Libraries is the largest public library network in Australasia. The central library, 54 community libraries, mobile vehicle and online channels serve 1.56 million Aucklanders as well as visitors. Auckland is the fourth most diverse city in the world – recognised as a superdiverse city, with 39% of Aucklanders born outside New Zealand.

Our scale means that we are often in the position of people and organisations deferring to us for leadership that we can’t and shouldn’t deliver on our own. Partnerships and collaboration across sectors are essential for New Zealand to flourish as a nation that knows its identity and benefits from high levels of open access to information and civic engagement.

Auckland Libraries welcomes the opportunity that arises from the national institutions being reviewed together. This is the time for linked up thinking. We believe that these institutions should build on and be informed by the unique identity and strengths of Aotearoa not only in collecting and access policies but in governance, structures and outward-looking focus. There is potential to create new ways of governance and autonomy rather than try to fit sector leadership into existing or previous models.

We believe that the resources and taonga held in the three institutions are owned by New Zealanders collectively and that these institutions bear responsibility to preserve and reveal the content to the nation and anyone anywhere in the world who is connected with Aotearoa. This content must be easily discoverable to and reusable by current and future generations.

New Zealand’s burgeoning tech sector is an essential part of the context and is a driver for change. Rapid technological disruption and the changing nature of education, work and lifelong re-learning require a fresh approach to the services under review. The government has set the target that ICT will be the second biggest contributor to GDP by 2025. Reading, digital and cultural literacy are all needed for ambitious economic and social targets to be achieved and outcomes sustained.

Discussion topics
Question 1: What are the two or three key challenges for the National Library, Archives NZ and Ngā Taonga Sound and Vision? What is the most urgent challenge?

We see four priorities:

- Te reo Māori remains a precious taonga under threat. The language is a unique cultural and social asset, within Aotearoa and globally. The National Library should therefore invest in the development and widest possible use of Māori subject headings and other metadata to ensure that Māori knowledge is discoverable and managed appropriately.

- The whole nation must be able to know about and draw upon the cultural memory of Aotearoa in all the expressions that memory takes. This ease of discovery, use and sharing must be across formats and media, and should be platform agnostic to the greatest degree possible. Solutions for the cultural and information challenges we face rely on the National Library, Archives NZ and Ngā Taonga Sound and Vision working together strategically and tactically across all their areas of individual and collective influence.
• Preservation across all formats and settings (see below).

• New Zealand's extraordinary diversity is a strength. New Zealand must not be a country that fails to benefit from its diversity. We require visionary leadership from all three national institutions to ensure strength in collecting, preserving, and making available the cultural heritage of our nation's peoples.

Some other challenges and opportunities are:

• Preservation of taonga held in the community (e.g. by marae, historical societies, small institutions and individuals) is at risk. Addressing the risk facing our documentary heritage demands the significant and sustained input of resources for education and information. Currently there is only one field conservator for the entire country.

Strengthening the preservation of community-based documents is urgent on two counts:
  o patterns of volunteering are evolving from earlier models of local service and loyal guardians are retiring without replacements stepping forward
  o information formats have multiplied in recent years and much community material is going to be lost through poor storage and natural degradation.

• Digital is an enabler of knowledge sharing and access; it must be leveraged fully. This includes:
  o digital access to e.g. Archives NZ holdings (making collections more accessible to the public, without the need to visit a repository in person)
  o broad and effective leadership in digital preservation and rights management for the ethical and transparent handling of digitised content across media
  o the capture, management and preservation of born-digital material, and leading other central and local government entities in this work.

• Enforcing compliance with the Public Records Act 2005.

Question 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?

  • Chief Archivist – No.
    We strongly recommend that the Chief Archivist becomes an Officer of Parliament. This recommendation relates to the Chief Archivist’s function as a protector of records that enable democracy and public stewardship. Further, a strengthened Chief Archivist role and autonomous Archives NZ would have greater powers to hold departments accountable for their records management processes. Archives NZ must also be required to work closely with the National Library and Ngā Taonga Sound and Vision.

  • National Librarian – No.
    The current location of the role in a wide-ranging government service department does not afford the role enough independence and authority. We recommend the role and
its reports sit in the Culture and Heritage sphere, also maintaining key relationships with vote Education. We believe Ngā Taonga Sound and Vision should likewise be placed within Culture and Heritage. Ngā Taonga and the National Library must be closely aligned and encouraged to collaborate effectively and innovatively with Archives NZ. The collaboration must maximise synergies so that Aotearoa benefits from improved collections, preservation, discovery and knowledge creation.

We do not recommend that the National Librarian becomes an Officer of Parliament or that the National Library is stand-alone. There is risk that if the National Librarian were the CEO of a stand-alone department it would become inward thinking when twenty-first century information challenges demand high levels of collaboration and joined-up action. This is a time for vision; we need to involve the country in its own story.

Question 3: What changes, if any, would you suggest to the role or structure of Archives NZ or the National Library?

- Both the Chief Archivist and National Librarian roles must hold accountability for wide and effective leadership across government departments and agencies.

- Both Archives NZ and the National Library should come out of DIA to be able to provide leadership in key areas and for the National Library to deliver collaboratively the strategic goals recently adopted. They must be aligned with Ngā Taonga Sound and Vision so that the three institutions collectively optimise the preservation and discovery of knowledge and the creation of new knowledge. The institutions must value partnering with each other and externally. This would oblige them to maintain mana and high visibility across the galleries, libraries, archives, museum and records sectors – and beyond.

- Leadership and structures must support a more joined up approach across government departments and local government. There is currently a lost opportunity around the life-long literacy journey and facilitating collaboration across education and information providers both public and private.

- A suitable mechanism must ensure that the heads of the institutions have access to the Ministers whose responsibilities are most closely involved in areas such as documentary heritage, public information in diverse formats and media, broadcasting, open access and digital government. Ministers would benefit from specialist advice from the roles into a policy development and supporting legislation. Denmark’s successful approach to digital government places notable emphasis on driven and effective coordination across all the areas of public service.

Question 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?

- Digital preservation urgently requires direction and leadership at the national level. New Zealand faces an unacceptable risk of losing cultural heritage. New models must be explored as a priority, for example digital preservation as a service. The national institutions are uniquely placed to provide the comprehensive leadership required but have not yet done so.
• Advice at the technical level also requires coordinating and funding. Examples are dealing with obsolete media and file formats. No one institution outside the lead government agencies is positioned to fill the leadership gap.

• Leadership in research, policy, capability development for institutions across the galleries, libraries, archives, museums and records sectors. A challenge across all these areas is outcomes and value measurement, and the national institutions should be lead players in facilitating the demonstration of social and economic value. The cultural and knowledge sectors can make a significant contribution to the digital and wider economy. The baseline for measurement is not even established.

• Funding and staff support for maintenance, development and increased application of the Māori subject headings resource.

• Local Government Digital Archive – currently it is in the very early stages of a pilot phase, but if set up this will provide a central digital repository where all local councils in New Zealand can transfer their digital archival records.

• Funding and advocacy for distributed collections of national significance. These would include storage, touring exhibitions, a publishing programme and support for collecting and digitisation.

• Support for a national digital platform to make collections truly discoverable (e.g. enhancing Digital NZ). It requires technical infrastructure, a planned approach to interoperable metadata and the strategic development of content.

• Funding and advocacy for significant newspaper collections, including preservation, digitisation and copyright clearance. For example, to extend Papers Past beyond 1945.

• National collecting strategies.

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

• Access to the record and cultural memory of New Zealanders, including the global context. New Zealand’s valuable diversity is not truly reflected in the collecting institutions. A greater focus on matauranga Māori and attention to recording the lived experience of people who have come to New Zealand and settled here must be addressed.

The principle for the institutions to adopt is Universal Access: inclusive and easy systems for discovering the story of Aotearoa across formats and media, digital and physical. The story will not be delivered by one institution or in one place, but available to users with as little effort as possible. Available and equitable access will be delivered through well-coordinated solutions.

• Intergenerational focus and action. The national institutions must help to establish a cultural ecosystem that links school students (and the information services supporting them) to information resources available in the tertiary and wider public sectors.
Currently there are too many disconnects in how e.g. information and digital literacy services are delivered – or not delivered to segments of the community. A remaining digital divide is the capability gap.

- Leadership in reading as a right for all.

- A strong role in advocating for digital inclusion as a right for all New Zealanders.

- Last resort access to the documentary and creative output of New Zealand (including a broadened legal deposit).

- Genuine engagement with the sector and with users and potential users. Involving others in designing for success.

- Growth in Māori content and the use of Māori content, greater visibility of te reo Māori and the normalisation of te reo (in partnership with others). This means empowering the leadership of Māori people in terms of how the institutions apply their own skills and share power.

- Growth in the creation, collection and use of Pacific content.
Kia ora,

Please accept LIANZA's submission via email. We were not able to submit the official form.

Ngā mihi
Paula Eskett

Paula Eskett
President - LIANZA Te Rau Herenga O Aotearoa Library and Information Association of New Zealand Aotearoa

I don't need my details kept confidential

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?

Since its integration into DIA the National Library has seen - the demotion of the National Librarian from a tier 2 manager to a tier 3 manager - the promises and initial commitment made by DIA to ring fence money committed to furthering the work and sector leadership of the National Library (NL), broken seeing NL funding regularly diverted to meet the needs of wider DIA work programmes. This sadly has become a financial imperative of life for NL within DIA. NL contributes to the outcomes and successes of Aotearoa economically, socially, culturally and academically. This needs to be consistently resourced - not vulnerable to the whims of DIA budget. Key challenges for this review to consider include; the position of the National Librarian within government and the absolute need for separate appropriation, specialist services and policy teams for NL. The National Library Act - section 7 states - "NL has a role to support the rest of the sector" The ability of the NL to deliver on this legislative requirement has been eroded since integration into DIA as DIA have not understood or valued the statutory role and importance of the NL to NZ's library and NZ'ers. This review provides an opportunity to address this serious issue. Archives New Zealand As close to 40% of New Zealanders do not have functional literacy levels that allow them to read, engage with and interrogate the public record this is a huge challenge to address.

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 independence and authority of the Chief Archivist (CA) is dependant of too many variables to guarantee New Zealanders can have faith and trust in this role. When questions at the NALI stakeholders meeting in CHCH the Acting CA answered "Generally yes" to Question 2. This is not good enough and not consistent with NZ's position on open and transparent government. The National Librarian has lost the ability to carry out the responsibilities and potential of that position as mandated by the NL Act whilst being held at a Tier 3 manager within DIA. The ability to show leadership as demanded and needed across the Library & Information sector; leadership to Public Libraries, School Libraries, Prison Libraries is at the
pleasure of the Minister since moving to DIA. There is no evidence of NL being a priority since moving to
within DIA. The vital and crucial role of the National Librarian leading NL’s role in reading for democracy
has never been more important in an era of fake news and digital filter bubbles, but has not been
understood by Senior Colleagues within DIA. “Early reading significantly increases children’s language
development and education attainment, and enhances parent-child bonds”. The role of the National
Librarian to lead NL as they support libraries across NZ creating a Nation of Readers is an achievable goal,
but not within the current structure, strictures and under funding of DIA. This work cannot be left for school
and public libraries to lead as there is no equitable or consistent proven of funding while Public Libraries
are not protected with a Public Libraries Act, and School Library funding and staffing is inconsistent at best.

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

National Library NL needs the National Librarian reinstated to Tier 2 leadership within government to be
able to represent the LIS sector, speak for the LIS and itself. It needs separate appropriation which is not
susceptible to drivers of DIA who at best have proven since 2011, have a fledgling commitment to see NL
flourish to its full potential and met the needs of the sector who look to it for leadership. Alongside separate
appropriation NL needs its own policy and specialist capability including IT services. National Library MUST
come out of DIA and return to a holding a position of government dept, or at least a Crown Entity NOT
reporting to DIA. There are natural synergies between MCH and MoE and NL to work together. Archives
The CA needs the independence, mandate and authority of an Officer of Parliament, like that of the
Ombudsman or moving to the office of the Auditor General, to ensure the Public Record is world class.
There is nothing in the legislation which says the CE needs to MANAGE the archives collection. They could
be seconded for expert advice as needed. Both Chief archivist and National Librarian need access to
Minister directly to influence policy development and supporting legislation.

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?

Since the integration into DIA the annual number of items digitised by NL has gone down - due to funding
cuts, and there has been no ability for NL to support new systems at scale. The innovation and technical /
digital leadership demonstrated by NL in from 2000 - 2010 has not been able to continue and flourish with
the merger into DIA. The role of NL in establishing Creative Commons and leading Copyright reform has all
but died in its current placement. R&D has been slashed - "its a case of the lights are on but that's about
all". - Digital preservation needs direction, leadership and also requires technical advice – e.g. dealing with
obsolete media, file formats, etc. - Leadership in ethical use and reuse of resources - especially taonga of
Maori, Copyright and Creative Commons. - Strong presence in NZ's Copyright reform. - Supplying
leadership in research, policy, capability development for NZ GLAMR institutions - Funding and staff
support for maintenance, development and increased application of Maāori subject headings resource.

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

Joined up National Library / Archives and Ngā Taonga Sound and Vision services as Ngā Taonga - with
one virtual entry point for New Zealanders. Visible and active leadership from a National Librarian who has
the mandate and budget to supplement and further the work of other libraries across NZ and support and
work in collaboration with peak bodies - LIANZA, PLNZ and others in the GLAMI sectors. The public of NZ
need a forward vision of the role of literacy and the importance of being literate in the 21st Century and
beyond. If you’re unable to read you’re unable to contribute, collaborate and engage with most aspects of
21st life. NL is positioned strongly to lead this work across government and local authorities to support and
lead NZ being a nation of readers.

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Paula Eskett | Knowledge Curator
CORE Education Ltd, Christchurch
MoE Accredited Facilitator (ACC 856)


eCommunity: edSpace | Free online PD: Connected Educator NZ

Dr Vince Ham eFellowship 2019
→ Applications closing soon!
The challenges are not just about size, but separating out conflicts of interest, and recognising the loss that happens to organisations with strong professional cultures when they are submerged in large conglomerate agencies such as the DIA, where the dominant culture is a managerial not professional one. This is at the heart of the problem of many state sector reforms: managerial priorities dominate professional values and the needs of the actual function of the organisation. Archivists, Librarians & Sound & Vision specialists are motivated by a strong professional ethos about the purpose of their work, and their preferred organisational design and placement within the wider state sector reflects the best way to achieve these professional goals. Because their professional values are stable over time, their preferred organisational design stays relatively stable, too.

Commit to Archives New Zealand and the National Library being re-established as independent and separate entities outside the Department of Internal Affairs. At the same time, Ngā Taonga Sound and Vision needs to come under the wing of Government as most of us assume it already is, and currently it is not, rather it is a charitable organisation! The Chief Archivist becoming an Officer of Parliament.

The Chief Archivist and the Archives should not be organised and rearranged at the whim of a Minister or the State Services Commission, but report directly to the whole parliament, as the Auditor-General does. Archiving: as a policy area, is about stability and continuity. The official archives of New Zealand should not change its priorities every time the government's strategic priorities change. Additionally, it ignores the constitutional function of an official archive. This is also true for the legal deposit collection of the National Library; two copies of every book published in New Zealand have to be deposited there for posterity.

The National Librarian and the institution of the National Library should be providing a lead for the Library & Information sector as a whole. Ngā Taonga Sound and Vision - requires a strengthened mandate and funding to go along with that, otherwise as a nation we are going to lose so much of this unique recorded material.

An Autonomous Crown Entity is the right functional form for Archives New Zealand, the National Library and Ngā Taonga Sound & Vision) Where should they be located? The DIA has forfeited any claim by its poor stewardship in the last eight years. The obvious steward is the Ministry of Culture and Heritage, which is already responsible for analogous trusteeships of Te Papa and Heritage New Zealand (which used to be the Historic Places Trust). (Ngā Taonga Sound & Vision) organisation: The hoped-for outcome is that they have certainty around their future as an appropriately resourced, sustainable archive under a structure that continues to reflect what is unique about how they care for the precious taonga in their collection.

All three institutions have to meet a digital challenge and work collaboratively to rescue analogue holdings before it is too late. The resulting digital and sound must also be readily available and not locked away because of exorbitant charging regimes.

One hears that geographically, there is the opportunity in Wellington to acquire a block of land between the current National Library and Archives New Zealand. This opportunity should not be lost. With that secured, the current facilities could be interconnected and room made to bring Ngā Taonga Sound & Vision into the resulting campus. With developing digital and electronic collections, these must be easy to access.
from anywhere in New Zealand. These institutions should also retain distributed physical collections and publicly accessible facilities in the main centres across New Zealand. Archives New Zealand must have the resources & authority to work closely with all Government agencies to ensure that their record keeping structure is planned, maintained, and not lost, especially this century when it is so easy to delete records at the push of a button. Capturing records at a certain point in time is also important, otherwise with constant modifications, the original record can be lost. Younger generations are expecting to easily access video / film clips, plus sound. Our nation's heritage in this field is in dire need of resourcing to rescue what we do have.
Submission to the
National Archival and Library Institutions Ministerial Group

SUMMARY
The Alexander Turnbull Library (New Zealand’s foremost library for research in the humanities, and the beating heart of the National Library of New Zealand Te Puna Mātauranga o Aotearoa) is an important cultural institution which houses much of the taonga and documentary heritage of New Zealand, and which makes a hugely significant contribution to both the national identity and the international profile of New Zealand. We submit that the National Library (along with the Alexander Turnbull Library) needs independence to do its job properly.

Under the control of the Department of Internal Affairs (DIA):
• the Library is starting to lose its status and identity as a world-class research institution;
• as a subset of the Information and Knowledge Services branch of the DIA, the Library’s fundamental decision-making (including decisions on its spending priorities) is compromised, and the standing of the National Librarian and the Chief Librarian has been downgraded to third- and fourth-tier managers.
• the flow of public donations to build the collections is starting to dry up.
• over the period 2014—2018, the appropriation for Vote Internal Affairs has increased 20% to be $684.97 million, while the appropriation for “Managing and Accessing Knowledge Information,” the output class which includes spending on the Turnbull Library, has declined 5.21%.
• this year’s Budget reduced the appropriation for Library collection and preservation functions by a further 1.5% (Vote: Internal Affairs).

The State Services Commission (SSC) has recognized that the National Library has a role that is of “national strategic importance for the government and public of New Zealand”, in similar vein to the Museum of New Zealand Te Papa Tongarewa and the New Zealand Symphony Orchestra (NZSO). So why not a similar independent legal status for the National Library and the Alexander Turnbull Library?

We submit that the National Library should be removed from the control of the DIA and given a new legal status, similar to that of Te Papa and the NZSO, as an Autonomous Crown Entity under the Public Finance Act. This is necessary to begin restoring public confidence and trust in the Library’s role and functions, alongside achieving vastly improved transparency and democratic accountability, and thus ensuring the effective care and protection of New Zealand’s documentary heritage and taonga.

We urge that the necessary legislative action be enacted in time to coincide with the centenary in 2020 of the formal opening of the Turnbull Library in 1920.
THE CASE FOR INDEPENDENCE FOR THE NATIONAL LIBRARY

(1) The present Government's clear policy statements that it will remove Archives and the National Library from Internal Affairs, and that it will investigate the Chief Archivist becoming an Officer of Parliament, are to be applauded. Both institutions have suffered badly since the ill-informed 2010 amalgamations. But we are under no illusions that these objectives will be easily achieved. There is already considerable evidence of bureaucratic 'fight-back', and the terms of reference for the present Ministerial review are somewhat more equivocal than Labour's pre-election policy statement might have suggested.

The Alexander Turnbull Library

(2) The Alexander Turnbull Library was opened in 1920, following the bequest of Alexander Horsburgh Turnbull on his death in 1918 to His Majesty the King. He bequeathed his collection of manuscripts, books, drawings, paintings, incunabula, maps, photographs to form “…the nucleus of a New Zealand national collection” (Second codicil to the will of Alexander Horsburgh Turnbull).

(3) Since its inception, the Turnbull Library has grown in size, depth and comprehensiveness of its collections, the expertise of its curatorial staff and the volume and diversity of research and publications from its collections. It continues to build on its high reputation nationally and internationally as the foremost heritage research library in the country, and its collections are currently valued at $1.053 billion.

(4) The breadth and depth of the Turnbull's collections must be emphasized:

• It has New Zealand’s largest collection of artworks documenting the settlement of New Zealand; the published collections aim to contain every work written about New Zealand, by New Zealanders and/or published in New Zealand.
• Its collections in media other than print and manuscript include photography, maps, charts, music, newspapers and oral history.
• Its collections of digital materials are growing rapidly and will be New Zealand’s most comprehensive digital collection in the same way as its published print collections now are.
• Its collections of Māori language and literature materials are unique and of fundamental importance in the evolving history of the peoples of New Zealand under the Treaty of Waitangi.
• The rare books collection is not only internationally valuable but is internationally recognized and used by scholars throughout the world.

(5) The Turnbull, in other words, maintains and provides access to resources essential to a very wide spectrum of academic and public research on the humanities and cultural New Zealand, comparable to the research activities applied to natural New Zealand by the Crown Research Institutes.

(6) More generally, the National Library, and the Alexander Turnbull Library in particular, are important cultural institutions that house much of the taonga of New Zealand and which contribute to the national and international profile of New Zealand. By doing so they, in effect, provide a secure laboratory where experienced librarians and researchers interact to evaluate, digest and consolidate the raw evidence into publications in a range of media that provide ready access for the public to our cultural history and profile.
The cost of losing Independent status in the 2010 merger

(7) Since the transfer of responsibilities for the National and Turnbull Libraries to the DIA, the national and international profiles of the Libraries has been significantly damaged. The Libraries’ independent identity has increasingly been lost as they have become merely subordinate business units within the DIA whose focus has to be directed to such things as gaming control and the issuing of passports, expenditure on which is nearly 60% greater than the spending on Libraries. The lack of an independent legal status for both the National Library, and especially the Turnbull Library, who should be “contributing to a literate, participative community” does not sit well with the ongoing independent legal status of other important cultural institutions, such as the Museum of New Zealand Te Papa Tongarewa, and the New Zealand Symphony Orchestra (NZSO), which likewise serve the interests of the wider community rather than just the narrow transactional interests of government.

(8) Furthermore, being but a sub-set of the Information and Knowledge Services branch of the Department of Internal Affairs — the “epicentre of information management, culture and heritage” — results in the National Librarian of New Zealand being a lowly third-tier manager and the Turnbull Librarian being only a fourth-tier manager within the DIA hierarchy, subject to the possibility of bureaucratic rather than professional direction. This means that they do not have the independence and authority to carry out fully the responsibilities of their positions. That can only be restored by removing them from under the control of the DIA and giving them stand-alone legal status.

(9) In similar vein the Chief Archivist should be established as an Officer of Parliament in order to give the role sufficient authority to control fully and shape proper archival processes within government. Archives are primarily the keeper of the public record, the memory of government, a constitutional role by which the actions of governments are recorded and evidence of the entitlements and rights of citizens is safeguarded. The responsibilities of the Chief Archivist are analogous to those of the Auditor-General. The secondary role of Archives is to reinforce the role of research libraries such as the Turnbull as a primary repository for research relating to history, culture and identity.

(10) New Zealand's 'brand' emphasizes excellence. It is about our reputation as a world-class centre of research and scholarship, of academic integrity and academic independence. To maintain that reputation we must have institutions that themselves have world-class reputations. And you don't get that by making those institutions part of a brand called "Department of Internal Affairs", and their leaders third- or fourth-tier managers with a dia.govt.nz email address.

(11) Increasing concerns are also emerging as to the Collection-building experience of the Turnbull. In the past, donations of material to the collections represented about 50% of the value of new materials deposited each year. Without public support, which can be said to depend on the absolute assurance of the independence of the library in the management of its collections, this source of national heritage materials has been drying up. It would seem, therefore, that public trust in the identity and integrity of the Turnbull can no longer be taken for granted. This is compounded by a heightened tendency for the Turnbull to reject materials and personal papers that have been offered to them by prominent New Zealanders.
The importance of democratic accountability

(12) Before the 2010 merger the National Library was in receipt of a specific vote of monies within the yearly Government Budget. Despite repeated Ministerial promises of maintaining a separate Vote for the Library and the requirement that the National Library publish a separate Annual Report, both quickly disappeared and the Vote and Annual Report obligation were subsumed within that of Internal Affairs.

(13) The existence of an independent Vote is important simply because under the Public Finance Act 1989 monies can be moved around within a Vote and be transferred between output classes to some degree, but monies cannot be transferred between Votes. Having a separate Vote, therefore, is a source of financial independence and a financial safeguard. Those have now disappeared.

(14) Recent pronouncements by both the Minister and Senior DIA managers have suggested that a continuation of the present legal and structural arrangements are necessary because the DIA “needs the money”. This is disturbing since it implies that monies have been, and may in the future, be transferred, by various creative accounting means such as overhead re-allocations, away from the Libraries to other DIA functions and activities in possible breach of the Public Finance Act. The absence of a clear appropriation for Libraries means that there can be no public assurance, or safeguards, as to the financial independence and finances of the National and Turnbull Libraries.

(15) It is worth noting that while the recent Budget increased Core Government Expenses by around 6%, the appropriation for Library collection and preservation functions, was reduced by 1.5% (Vote: Internal Affairs, Departmental Output Expenses, B.5 Vol 5 p 135).

(16) In a broader context, over the period 2014—2018, the appropriation for Vote Internal Affairs has increased 20% to $684.97 million, while the appropriation for “Managing and Accessing Knowledge Information”, the output class which includes spending on the Turnbull Library, has declined 5.21%, which gives weight to the concern about the neglect that the Turnbull has come to suffer under the DIA’s control.

(17) Interestingly, while in the 2018 Budget documents it is possible to locate a line item for “Managing and Accessing Knowledge Information”, in the actual Bill put to Parliament to authorise the expenditure included in Vote Internal Affairs, spending on the Libraries and Archives is lumped together with the spending on Passports, Births, Deaths and Marriages, Citizenship and the publication of the New Zealand Gazette, in a new category of “Civic Information Services”. Transparency and full disclosure at its finest!

(18) In terms of accountability, within the 2017 Annual Report of the DIA, for example, the National Library barely gets a mention and the financial dimensions of the Turnbull Library, in particular, are well buried and are really available only to highly skilled financial analysts. In a 189-page Annual Report, only two pages disclose financial information on the Turnbull’s collections. The Turnbull Library and its collections are legally part of the DIA but are not carried on the DIA’s Balance Sheet. Instead they are reported as “Non-departmental Assets managed on behalf of the Crown” and included in the separate Crown Balance Sheet. The use of the phrase “Non-departmental Assets managed on behalf of the Crown” suggests a clear contradiction as to the role, operational, and legal status of the Turnbull Library within the DIA, as well as significant operational confusion as to the supposed “national strategic importance of the National Library” that was used by the SSC to justify the 2010 merger.
In this context, it is worth noting that at $1.053 billion, the value of the Turnbull collections is $106 million greater than that of Te Papa Tongarewa the Museum of New Zealand, which has both a separate legal status and a separate Board and publishes a full detailed Annual Report devoted to its activities.

On a wider canvas, it is difficult to locate the Annual Report, or for that matter, any report, from the Guardians of the Alexander Turnbull Library, who are supposed to be the Guardians Kaitiaki of the health and well-being of the library for the Public of New Zealand. The Guardians report to the Minister, but not to the public since their reports are not deemed to be public documents, and are not published by Parliament. At least one previous Minister made it clear to the Guardians that if any report was critical then he would refuse to see them or talk with them! And, of course, the former right of the National Librarian, or the Turnbull Librarian, to have direct access to a Minister Responsible for the National Library has been eliminated, since this separate Ministerial responsibility has disappeared. Instead, the responsible minister is the Minister of Internal Affairs (who in the previous administration was not even a member of Cabinet), and both Librarians, as noted above, sit at a lower level in the departmental hierarchy.

The National Library is focussed on three themes of “Turning Knowledge into Value” – taonga, knowledge and reading — and their interrelationship is said to be fundamental to the purpose and future operation of the Library. According to the Major Strategic Review of the Library, the future will require substantial investment

- in robust technology,
- in leadership capability,
- and, essentially in the digital age, in leading and supporting national efforts in digitisation at scale,
- in capturing born-digital material, making these resources universally available through a range of effective networks, and
- in actively encouraging and participating in creative reuse.

But while new digital strategies are necessary to collect records that are “born digital”, the necessary resources will continue to be required to allow true access to centuries of records that are not digital and never will be. Digitisation, therefore, is not and never will be, the prime driver of research libraries such as the Alexander Turnbull Library, or of national archives. Furthermore, even with the advent of records that are “born digital” it will be a very long time before information “held within the on-line domain” predominates over that which is not within that domain.

It is also worth noting that Parliament’s Governance and Administration Committee in its July 2018 review of the Estimates for Vote Internal Affairs said that a key objective of the newly formed National Archival and Library Institutions Ministerial Group would be to better store, preserve, manage and increase access to information through digitisation, and that the Committee “concurred that digitising New Zealand’s precious archives is a commendable goal, but wondered how successfully this could be actioned considering that there is minimal ongoing funding available for this.”

Government may fund the National Library and the Alexander Turnbull Library, but the essential relationships that the Libraries have are with their users and stakeholders, rather than with Government. Digitisation and the financing of new technological developments
are financial matters that are best addressed through the parliamentary budgetary process. They did not in 2010 require a structural or constitutional solution, and history has shown that they do not require the continuation of that solution. Whatever the constitutional form and structure of Archives and Library, these financing issues have continued (as the Governance and Administration Committee have noted in their 2018 Report), and will continue; and they will therefore always need to be addressed through the yearly parliamentary budgetary process. The budgetary process can require particular outputs and outcomes and therefore ensure that technological and services collaboration, and back-office cost-sharing arrangements are implemented, along with necessary and appropriate levels of funding.

*The need for independence*

(25) To ensure their independence, and their ability to exercise an ownership and stewardship role rather than just a policy or operational one, the structural position and legal status of the National Library and the Alexander Turnbull Library need to be addressed. In a 2010 Paper the SSC acknowledged that:

“The purpose of the National Library is ‘to enrich the cultural and economic life of New Zealand and its interchanges with other nations by, as appropriate, a) collecting, preserving, and protecting documents, particularly those relating to New Zealand, and making them accessible for all the people of New Zealand, in a manner consistent with their status as documentary heritage and taonga; and b) supplementing and furthering the work of other libraries in New Zealand; and c) working collaboratively with other institutions having similar purposes, including those forming part of the international library community.’

*This statement of purpose describes a role that is of national strategic importance for the government and public of New Zealand.*”

(26) The same things could, be said of Te Papa and the NZSO, and their national importance for and to the public of New Zealand. Yet both Te Papa and the NZSO have a legal status as Autonomous Crown Entities under the Public Finance Act, a status that they also share with:

- Arts Council of New Zealand Toi Aotearoa
- Heritage New Zealand Pouhere Taonga
- New Zealand Film Commission

(27) The obvious question that arises, therefore, is why not a similar independent legal status for the National Library and the Alexander Turnbull Library?

(28) Such a status — as an Autonomous Crown Entity, legally separate from the Crown — would recognize the rights of the public to shape, build and control the taonga and heritage that belong to them and to which they contribute. Governance, should be awarded to a Board of Trustees representing the people of New Zealand and the interests of iwi, scholars, librarians, and community, with a retired Governor General, perhaps, being the Chairperson of the Board in order to recognize and acknowledge, the mana the board should have as the storehouse of the nation’s taonga, and the concerns and values of the wider community. In this context it is appropriate that we remind ourselves that Alexander Turnbull made “...*The most generous bequest to the people of New Zealand ever made by a New Zealander since*
the beginning of New Zealand time” (New Zealand Times, July 1918) — not to the Government, but to the people of New Zealand.

(29) To the extent required, Government influence over the Libraries, in both their policy development and collecting roles, could still be provided by:

- **Funding through the Estimates process**
- **Power to appoint board members**
- **Power to remove board members**
- **The requirement that an entity must "have regard to" policy that relates to the entity's functions and objectives if directed by the responsible Minister**
- **Power to set direction and annual expectations**
- **A whole-of-Government approach which they must "give effect to" if directed by Ministers of Finance and State Services**
- **The requirement that the responsible Minister alone can answer to Parliament for the performance of the entity.**

(30) In conclusion, we submit that this proposed change in the legal status of the National Library of New Zealand Te Puna Mātauranga o Aotearoa (and the Alexander Turnbull Library, in particular) could well be timed – most appropriately – to coincide with the centenary in 2020 of the formal opening of the Turnbull Library in 1920.

**THE FRIENDS OF THE TURNBULL LIBRARY, 27 July 2018**