

Universities New Zealand submission to the Ministerial Review Archives New Zealand, The National Library of New Zealand and Ngā Taonga Sound & Vision.

August 2018

Introduction

This submission is on behalf of all New Zealand universities:

- The University of Auckland
- Auckland University of Technology
- The University of Waikato
- Massey University
- Victoria University of Wellington
- Lincoln University
- University of Canterbury
- University of Otago

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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?**

Most urgent challenge

The three agencies, but particularly the National Library of New Zealand (NLNZ), should be supporting the country's outward-looking global perspective and have a long-term focus. Leadership, influence and shaping of information governance at a systems-wide country level is missing as New Zealand considers and develops policy and legislative positions on internationally relevant subjects such as privacy, copyright, publicly funded research data, open science, open access, etc.

The role of the National Library especially needs to ensure it has the mandate and expectation of delivering sound collaborative leadership of initiatives which are of benefit to the country. Of equal importance is the need for capacity and capability in anticipating, highlighting, networking and facilitating collective voice and impact which effectively influences and educates government regarding information and knowledge governance.

The cultural and heritage role of the NLNZ is important however the current emphasis and subsequent positioning of the National Library as primarily a cultural institution down plays the role and importance of information and knowledge governance, management within the global economy and New Zealand's economic, and therefore social development and future. The NLNZ should be a key player in learning, research and innovation on behalf of all New Zealanders working collaboratively with MBIE and Ministry of Education. Libraries can play a key role in facilitating creativity and in supporting and promoting a bicultural New Zealand in a multi-cultural world.

Other major challenges

1. Noting the above, the National Library needs to take a stronger role in the development of infrastructural platforms to support library work. Specifically, digital preservation, national research infrastructure, document discovery and

delivery systems. There needs to be acknowledgement and investment in regional capacity to augment the increasing volume of digital content.

2. Literacy is a key component of New Zealand's economic and social development. The current focus on reading is admirable but requires expansion to include more than just reading. The current scope focuses on schools, when literacy across all New Zealand's demographic groupings needs to be supported through all types of libraries (i.e., tertiary, school, public). There is a broader role in education which would include tertiary teaching and research.
3. The current review of the Copyright Act review could negatively alter the goal of accessible cultural content. Ability to reuse, share and modify content without undue restraints especially within the tertiary education and research context is important for the New Zealand economy. NLNZ should be championing fair use both in New Zealand and internationally and take down legislation where material can be digitised and made openly available under a creative commons license without author consent on the understanding that it will be taken down if the copyright owner objects.
4. The National Library needs to increase online access to unique New Zealand material. Papers Past is a great example. This work needs to be significantly scaled up, particularly for science and technology.
5. Archives New Zealand's progress towards digital is sound, but appears to be under-resourced through a shortage of archives and records professionals able to work in today's record space and underpowered through the Public Records Act which has no teeth and the role of the Chief Archivist being submerged in the DIA.

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

The Chief Archivist

The position of the Chief Archivist position needs to be retained. The position needs to have a "speaker of the house" level of power and neutrality so that the incumbent has the mandate to challenge and question governmental policy. Currently the regulatory and leadership/management roles are at odds.

The National Librarian

The position of the National Librarian as a third-tier public servant within the Department of Internal Affairs fails to deliver the mandate or influence the role requires to effect forward-looking, pragmatic and sustainable information governance for New Zealand.

The National Librarian position needs to be highly visible in government, public and industry spheres. The position as a reasoned and astute spokesperson about the direction and issues affecting New Zealand and libraries is vital. This role as a voice for

the sector supplements the role of LIANZA as the professional body, while ensuring a government-wide perspective is reflected. The National Librarian should be independent and have the authority, capacity and capability to effectively provide guidance to the sector and advice to Government. The visibility and profile of this position needs to be strengthened.

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

A consistent and agreed approach across successive governments is required for all three positions. Doing so recognises the timeless and foundational role the three play in the economic, social and cultural fabric of the country.

Both the National Archive and National Library require Chief Executives to be commensurate with Chief Executives of other Government departments and ministries. While archives and libraries have many synergies particularly in the heritage space, a great library leader requires a much wider vision of the social and economic benefits of information and their practical application in the development of the country's goals and vision.

Appreciating these differences provides official acknowledgment of the fundamental need and importance for both roles and the respective responsibilities they carry within a functioning democracy where everyone can participate. This is particularly important for our Māori, Pasifika and migrant communities where public libraries need support for programmes tailored to their communities, many of which are innovative and provide a catalyst for social and economic wellbeing. The government and universities are concerned about poorer outcomes for Māori and Pasifika at the tertiary level with the Vice Chancellors commenting that this can only be improved by instilling a passion for learning at an early age that will provide important foundations for later success.

Archives New Zealand

The role of Chief Archivist requires the mandated ability to audit and critique government record-keeping. To achieve this, a Records Ombudsman type of role may be most suitable.

The Chief Executive of Archives NZ should be an archivist and manage Archives New Zealand as a standalone organisation.

Archives NZ needs to have independence and focus on their role in government records. Their role should focus on governance, official documents and supporting public offices only. Archives NZ should also provide more local and regional support for public offices. This would increase capacity to manage records across NZ rather than centralising into a single location, which is inherently risky.

National Library of New Zealand

The National Library as an independent organization or independent government department would facilitate the leadership role it needs to play. Noting comments in the previous sections, improved positioning of the National Library and its leadership would better enable a coordinating role across multiple sectors involved with information creation, collection, preservation, discovery and usage.

The role of National Library in supporting and developing the role of school libraries and public libraries needs to be taken more seriously and understood as a foundational platform for ensuring the country's overall social and economic wellbeing and growth.

The impression is that the National Library is not so much connected to or interested in academic research, but in more "citizen research" and the public good. The former contributes to the latter and the National Library needs a position on open access to publicly funded NZ research and knowledge.

Current positioning within a large government entity which is risk adverse and neither understands nor champions the role of libraries is counter-productive and costly. The National Library needs to be positioned where it can add the most value to the Nation, where its role and accountability are expected and required.

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 are several opportunities for the institutions to work more effectively together. These are broadly grouped by theme:

Leadership of collaborative opportunities

1. Stakeholder engagement: With professional communities needs to happen proactively, regularly and meaningfully. This particularly relates to the planning, development, provision and ongoing enhancement of digital services. Applicable also is the development, collection, preservation and access to content (including born digital and planning of digitisation). National Library's cost-recovery model precludes ensuring important NZ content is preserved and made accessible.

Technology infrastructure

2. Digital preservation and access: The expectation was for the National Library to take a lead in developing a system to support this. The National Library have provided guidance but not led the sector. They could, possibly in collaboration with the tertiary sector, create nationwide frameworks and policies for this area. It is inefficient and expensive for libraries to create these documents individually.
3. Consultation: Improving consultation with stakeholders who are likely to be impacted by changes in technologies and/or services provisioned by the NLNZ. Doing so would ensure all parties' strategic planning is not compromised.

Research and education

4. Research Infrastructure: The development of foundational research and science information management platforms (for example, Open Research and Contributor Identification (ORCID) and Digital Object Identifiers (DOIs) is being led by MBIE. This begs the question of why government departments are not collaborating across specialty areas, the risks inherent in that, and what barriers need to be removed to ensure future collaboration happens. Examples include research data management and repositories, digitisation, collections of databases of national significance, the development of research and data standards, as well as collection, access and usage rights.

Collections and content

5. Legal deposit: The National Library's role as a legal deposit library should continue. There needs to be wider cross-sectoral conversation about the long-term preservation of digital material throughout New Zealand. The National Library also needs to look at how physical material is preserved and whether this responsibility could be shared or whether tertiary institutions could help. A specific example of where the NLNZ could helpfully assist is around the retention of legal material, especially coordinated distribution to publication of unreported Court judgments; obtaining New Zealand material and pursuing material which is not supplied easily (which is held locally and not at the NLNZ). Similarly, this applies to the mitigation of disaster and emergency risk (for example, immediately capturing all audio-visual material for preservation through the requirement of legal deposit for audio-visual materials).
6. Nga Taonga Sound and Vision: Nga Taonga Sound and Vision holds unique NZ documentaries and features that are not available in other formats or anywhere else. These items are crucial to film courses as well as NZ's heritage. Investment and capacity are required to ensure the centralised collection, preservation and increased profile of collections such as the TVNZ Archive. Many collections are held in libraries who have neither the resources or skills to digitise and preserve the materials before their further deterioration.
7. National Digital Heritage Archive: The NDHA works toward the "provision on location neutral digital access to the nation's memory". However, the NDHA is not comprehensive and requires investment to ensure a robust digital platform and interface is in place and sustained.
8. On-demand digitisation: Digitisation-on-demand as a service (e.g., Queensland State Archives) would ensure an increased digitisation of Archives New Zealand collections. Similarly ensuring the profile of such as service and the results is required. Taking a leadership role in co-ordinating nationally significant digital initiatives, especially those which are of research value (e.g., Maori Land Court minutes) is required.
9. Government records: Increasing the quantity of government record archives held as open linked data at the National Archives, assumes data held by government agencies will be publicly accessible unless there is good reason for it not to be. It should be noted these agencies are a subset of "New Zealand's democratic and cultural infrastructure", not the entire set. Archives New Zealand is more of a record of government, keeping it accountable now and providing a historical record in the future. Confidentiality is important because records can be personal in nature. Thus, different workflows and professional archival expertise is required.

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

1. Support to understand the value of information, its governance and role in society.

2. Continued development of accessibility which balances equitable access with not devaluing the value of information or collections.
3. Support to continue reading, learning and develop literacies across all demographics.
4. Support and promotion of Te Reo as part of New Zealand's evolution.
5. Timely, knowledgeable and respected input to discussions shaping the ethics, management and governance of information capture and use in NZ.
6. Infrastructure to enable the preservation, discovery and appropriate accessibility and usage of unique material of value to NZ. Clear articulation of the value and the components determining that proposition.
7. Sustainable and long-term investment in the further development of the National Digital Heritage Archive. Clear articulation of content selection and coverage policies.
8. Confidence in the comprehensive preservation of government documentation and records, including digital.
9. Leadership and sustained investment in ensuring New Zealand's discovery systems are world-class, that people are aware of and know how to operate them confidently and competently.
10. Continued development of products which provide substantive and rich content about New Zealand, for example Digital NZ and Papers Past.
11. Facilitation of the transition from paper to digital record-keeping, including updating of the 2005 Public Records Act (PRA) to reflect contextual changes.
12. Advice on retention and disposal of non-routine records; infrastructure and support on best-practice record-keeping; development of shared tools, standards and guidelines, promotion of the purpose and value of the PRA to senior leadership of New Zealand public institutions and the public.

Any other comments?

None