



Library and Information Association of New Zealand  
Te Rau Herenga O Aotearoa

**Submission from Te Rau Herenga o Aotearoa  
Library and Information Association  
New Zealand Aotearoa (LIANZA)**

to

The Review into the **Future for Local Government**  
He Mata Whāriki, He Matawhānui: Draft Report

February 2023

## INTRODUCTION AND OVERVIEW

### **ABOUT TE RAU HERENGA O AOTEAROA: LIBRARY AND INFORMATION ASSOCIATION NEW ZEALAND AOTEAROA (LIANZA)**

LIANZA has provided leadership to the wider library and information profession for over 122 years. With a strong national network, active member communities and volunteer base, an established profile, and strong international connections, LIANZA spans all parts of the diverse library and information sector. This includes public, school, tertiary, health, prison, law, government libraries and other special libraries and information services.

LIANZA has worked in partnership with Te Rōpū Whakahau, the professional body supporting Māori working in libraries, for over 25 years. It also maintains a strong relationship with the Te Puna Mātauranga o Aotearoa National Library of New Zealand (National Library). LIANZA maintains close relationships with the School Libraries Association New Zealand Aotearoa (SLANZA) and Public Libraries New Zealand (PLNZ). We are a member of the International Federation of Library Associations (IFLA) which enables shared standards, systems and networks of library services globally.

### **THE ROLE OF A PUBLIC LIBRARY**

This infographic shows the valuable contribution of public libraries. It shows the power libraries have to make real change in people's lives and in the outcomes for communities.



## SUMMARY OF FEEDBACK ON THE REPORT

### WHAT WE WELCOME

LIANZA welcomes the overall direction of the Future for Local Government Review Panel's (the Panel) draft report and the priorities identified. We welcome the five shifts identified in the report and the frequently mentioned positive examples of public libraries throughout the report. We also endorse the focus on:

- Māori and Te Tiriti o Waitangi (Te Tiriti) and genuine partnerships
- wellbeing and place
- partnerships and collaboration
- the need for change in public service attitudes towards local government.

We are pleased that the Panel is open to 'turning things upside-down' and is looking for 'big sky' thinking. We have responded accordingly and hope that this desire will be reflected in the final report to the Government.

### WHAT IS MISSING

- The cultural heritage sector and care of cultural heritage taonga is absent from the report. This is despite these being a significant part of local government activity through libraries, archives, museums and galleries.
- Insufficient attention is given to climate change and environmental sustainability. All aspects of sustainability should be woven through the report.
- There is no mention of the UN 2030 Sustainable Development Goals, especially in relation to wellbeing, or the role that local government has in helping deliver these goals.
- The current Local Government Act is described as not-fit-for-purpose, but no solution is proposed.
- There is frequent mention of the challenge of scale, but no solutions or recommendations are offered.
- The report seeks to provoke radical responses but itself backs away from a courageous stance or recommendations. This is especially in relation to scale, structure, funding, stewardship, and mandates. The final report should demonstrate this courage.
- Public libraries are not mentioned as 'anchor Institutions' (p.122). Our submission will demonstrate that public libraries have a fundamental and growing role in helping local government to thrive in all aspects of its role.

## KEY RECOMMENDATIONS OF THIS SUBMISSION

- The role of public libraries as a critical and effective enabler of community wellbeing, as the heart of community in every community, should be recognised and supported in all central and local government planning and delivery.
- Local government should be expected and mandated to make greater use of its public libraries in support of public awareness of and participation in democratic processes. Local government should fund its public libraries to make this possible and should actively promote public libraries as places where citizens can go to learn more and participate. Central government should take greater responsibility for helping to resource public libraries for this role because the benefits also apply at a national level.
- Local government should be mandated to work in partnership with schools to help deliver good quality school library services. The Ministry of Education should mandate and fund schools to provide access to relevant library resources and qualified school librarians, including by working with their local public libraries to support the reading and learning needs of pupils and their families. National Library remains an essential resource partner for all.
- Public and school libraries can help build Māori capacity over time, through the provision of proactive and mandated library support into kōhanga, kura, wharekura and marae to connect with tamariki and their whānau.
- National Library should be strengthened to support the development, equity and effectiveness of public library services across Aotearoa New Zealand and required to do so as a core expectation in accordance with the National Library of New Zealand (Te Puna Mātauranga o Aotearoa) Act 2003. This approach should differentiate between those roles and services best undertaken at a national level and those best led and delivered locally.
- There is a strong case for central government funding support for public libraries where they are delivering national benefits, for example in relation to digital equity and inclusion, civic participation, literacy, learning, social wellbeing and care of cultural and documentary heritage. The current model is not sustainable and not fair on ratepayers.
- A stand-alone local government agency should be established as part of central government. It would sit outside Te Tari Taiwhenua Department of Internal Affairs (DIA) and have the independence, agility and resourcing necessary to foster cross-government initiatives, central/local government collaboration and accountability for outcomes.
- To achieve a stronger focus on wellbeing, councils should be required to have a community wellbeing committee with full powers as part of their overall committee structure.
- In light of the effects of the recent cyclone, LIANZA recommends that there should be a generator and satellite phone located at every public library building in the country.
- LIANZA welcomes the overall direction of this report and the priorities it identifies. This includes the five shifts and the frequent use of public libraries as positive examples throughout the report. Thank you.

*Many of our responses to each section of the panel's draft report are illustrated with case study examples from the library and information sector.*

## CHAPTER 2: REVITALISING CITIZEN-LED DEMOCRACY

### GENERAL RESPONSE TO RECOMMENDATIONS

Public libraries were founded to support democracy and civic participation. This value is as much at the heart of public library service in the 21st century as it was in the 19th century.

LIANZA, therefore, supports the five recommendations in this chapter.

### RESPONSE TO QUESTION

**What might we do more of to increase community understanding about the role of local government, and therefore lead to greater civic participation?**

Public libraries already play an active role in supporting voting, by hosting voter registration activities and as places where special votes can be cast, or ballot boxes located. Libraries have also provided census support and Waitaki District Library has proactively participated in an online voting trial.

Libraries provide spaces where information about local issues can be made available for public response, passively through documents or looped video presentations, and actively through dialogue and engagement with relevant officials.

As democratic processes move online, library computing and Wi-Fi resources are the backstops enabling participation by all citizens, allowing their voice to be heard through submissions and more. Citizens who do not have the digital skills necessary to participate independently are able to because they have access to skilled and trusted library staff.

**LIANZA recommends** that local government should be expected and mandated to make greater use of its public libraries in support of public awareness of and participation in democratic processes. Local government should therefore be expected to fund its public libraries sufficiently to make this possible and to actively promote public libraries as places where citizens can go to learn more and to participate.

There is much more that public libraries could do to support civic participation if they were clearly mandated and supported to do so. Councils vary in their approach to ensuring that council staff are neutral and impartial in relation to democratic processes, and this can limit what a library feels able to do. Clearer guidelines for supporting civic participation are required.

Public libraries could host candidate meetings and debates about local issues and make information about candidates and issues available. Library and information staff are professionals trained to offer information from all perspectives in a neutral way. They are highly trusted by their communities, and they can also be truly local. With clear guidelines, libraries could be much more proactive in building awareness and participation in democratic processes.

Connections with young people through public and school libraries would also be particularly important if the voting age were to be lowered to 16.

Public libraries undertake this role for central government democratic participation and processes, including the Census, government submissions, benefit applications and much more. If voting becomes electronic, public libraries will be a core enabler for those without personal digital devices or expertise.

**LIANZA recommends** that central government take greater responsibility for helping to resource public libraries for this role through direct resource support, not just through Aotearoa Peoples Network Kaharoa (APNK). APNK is the digital network supported by the National Library, that addresses the digital divide in 50 smaller library services across Aotearoa New Zealand.

## CASE STUDY

An example of public libraries as proactive participants and sources of information and activity for democracy and civic participation is their involvement in Census 2023.

### CENSUS 2023 - PUBLIC LIBRARIES

Public libraries will be acting as **Assisted Completion Locations (ACL's)** for this year's Census, in partnership with Statistics NZ and supporting civic participation in their communities. Census Day is March 7. While most households will receive an access code to complete the census online, libraries and other community agencies will have a key part to play in providing information and support about the census. They will help people complete their census forms and facilitate digital access to the census online. Information about the 2023 Census will be accessible on all library computers including an e-learning module to enable people to learn how to participate in the census. Extensive training is being undertaken so library staff have the knowledge necessary to assist and respond to questions.

## CHAPTER 3: A TIRITI-BASED PARTNERSHIP BETWEEN MĀORI AND LOCAL GOVERNMENT

### GENERAL RESPONSE TO RECOMMENDATIONS

LIANZA strongly supports the recommendations about Te Tiriti-based partnerships as fundamental to local government's role and function in achieving community wellbeing and meeting Te Tiriti obligations.

We believe a stronger statutory framework is required to move local government in this direction at a faster pace. There are areas of Aotearoa New Zealand where library managers have been instructed to remove references to Te Tiriti in strategic documents or where libraries have felt obliged to keep relationship building and co-design with iwi 'below the radar' because their managers do not accept it. Yet Māori are desperately under-served by local government, including by libraries.

Libraries have strived to work in partnership with iwi Māori for a long time and there are many great examples where the benefits of this approach for everyone are clear. *Te Ara Tika Māori and Libraries* was the visionary report that set libraries on this path in 1993. LIANZA formed a partnership with Te Rōpū Whakahau as a parallel association of Māori working in libraries in 1995.

Many public libraries house taonga in their collections and have a responsibility to develop close relationships with Māori as kaitiaki who guide decisions about appropriate care, access, digitisation and ownership of these treasures. Many libraries work in partnership with iwi Māori to tell their stories through these taonga.

Tauranga City Libraries endeavours to incorporate mātauranga Māori into **Pae Korokī Tauranga** archives online and their collection and preservation practices. Their Waka Hourua model includes four specific tools that reimagine how content is collected, how rangatiratanga is recognised, how Māori information seeking and organising is incorporated and how the archive communicates respect. These tools include a memorandum of understanding on taonga Māori, a cultural/ethical status, whakapapa fields, and a kaitiakitanga statement.

**Waimakariri Libraries** used New Zealand Libraries Partnership Programme (NZLPP) funding to work in partnership with mana whenua to publish two bilingual picture books which tell stories of importance to local iwi Māori. This initiative has become the basis of further relationship-building with iwi Māori. Hamilton City Libraries has recently developed **Te Uu Ki Te Tikanga Rua**, a bicultural commitment to guide all aspects of its work. Relationships are strengthened where the whole of local government is involved, knowledgeable and supportive, not just the library service.

Contemporary public library buildings are often co-designed with local iwi Māori, to tell the story of tangata whenua. The stories told by these buildings help build wider community awareness and respect for people, place and history. Tūranga (Ōtautahi Christchurch), Devonport Te Pātaka Kōrero o Te Hau Kapua (Tāmaki Makaurau) and Te Tāhuhu o te Rangi (Ōpōtiki) are fine examples of library buildings developed with local iwi.

There are also instances where the relationship with iwi Māori extends beyond this to a genuine long-term partnership and participation in service design, collection building and skill building. These examples such as Te Ara Ātea (Selwyn) and Te Paataka Koorero o Takaanini (Tāmaki Makaurau) are models for the whole of local government.

Another layer of partnership is the integrated use of te reo Māori in all communications, the number of library staff who speak Māori, and most importantly, the number of Māori employed in libraries. Having Māori staff to welcome and engage with community is essential for a sense of connection and belonging. Cadetship programmes specifically targeted at recruiting young Māori into libraries have been successful at Auckland Council and again form a model for wider local government.

Recently, 30 secondees were employed in public libraries as te reo Māori and mātauranga Māori engagement specialists, through the New Zealand Partnership Project (NZLPP) a government funded COVID recovery initiative. Programme evaluation has shown the considerable success of these roles in connecting with Māori. However, few secondees were able to be retained by their local authorities when NZLPP funding ended in 2022.

Public libraries and LIANZA have long initiated and funded skill-building related to Te Ao Māori. In some cases, these programmes have been adopted and strengthened by the parent local authority. In others such training is difficult to sustain due to other pressures on library budgets or centralisation of training budgets without any commitment to biculturalism.

## RESPONSE TO RECOMMENDATION 11

That central government provides a transitional fund to subsidise the cost of building both Māori and council capability and capacity for a Tiriti-based partnership in local governance.

LIANZA considers this recommendation to be essential. The recommendations in this chapter and throughout this report are premised on Māori capacity and capability to participate fully as partners in local government. Much more investment will be required to support this capacity building, especially for Māori.

**LIANZA recommends** that public and school libraries could contribute to helping build Māori capacity over time, through the provision of proactive library support into kōhanga, kura, wharekura and marae to connect with tamariki and their whānau. Te Wānanga o Aotearoa's maxim is whānau transformation through education. If libraries could support learning in this way, we believe there would be positive differences in literacies and educational achievement. Libraries could be where tamariki are, ensuring books and learning resources are readily available and that these resources foster curiosity and joy of reading beyond the curriculum, in a manner that is easy and fun. This is not the case at present.

## CASE STUDIES

Te Paataka Koorero o Takaanini and Te Ara Ātea are libraries that have established genuine ongoing partnerships with iwi Māori that enable a Te Ao Māori approach to all aspects of service, delivery and co-design.

*Te Paataka Koorero o Takaanini. Image credit: Auckland Libraries*



### PARTNERSHIP - TE PAATAKA KOORERO O TAKAANINI, TAKANINI, AUCKLAND

Kaimahi for **Te Paataka Koorero o Takaanini** were recruited with new ways of working in mind. A group process rooted in tikanga Māori saw multi-disciplinary candidates come together, providing opportunities to interact in community rather than being assessed in isolation. Bespoke position descriptions were created to embed indigenous work practices, with a Poutiaki Tātou (participation and practice lead) and Pouākina Angitū (social impact lead) appointed to guide the team through the phases of Atu (outward energy) and Mai (inward energy).

Team culture is rooted in indigenous knowledge, with a values-based approach to service delivery. Team members are empowered to make values-based decisions with communities' best interests in mind. Te Paataka Koorero o Takaanini is Auckland Council's first reo-rua facility, a space where te reo Māori is seen, heard, and spoken. Kaimahi came aboard with varying levels of skill in te reo Māori, and with a willingness to embrace a new language.

## PARTNERSHIP - TE ARA ĀTEA SELWYN DISTRICT

**Te Ara Ātea**, in the heart of Rolleston's new town centre, opened in December 2021. It is a place of discovery, community gathering and knowledge sharing. Te Ara Ātea was based on a close and ongoing partnership between the Selwyn District Council and Te Taumutu Rūnanga throughout its inception, design and operation.

The library development project changed how the council partners with mana whenua in an ongoing way. Council has learnt that early and continuous resourced consultation with mana whenua is a necessity and that strong treaty-based relationships provide the basis to build a vibrant and inclusive community fit for all. The concepts of manaakitaka, kaitiakitaka, kōkiritaka and whanaukataka inform how Te Ara Ātea operational teams interact with each other and the community. A Pou Ahurea role provides cultural leadership and guidance. Mana whenua voices are now heard in ongoing and relevant ways. Mana whenua see themselves reflected in Te Ara Ātea and actively show their sense of connection by engaging as participants, organisers and presenters in events and workshops.

## PARTNERSHIP - HB WILLIAMS MEMORIAL LIBRARY AND TŌNUI COLLAB

**Tōnui Collab Charitable Trust** runs kaupapa Māori programmes dedicated to creating innovative Science Technology Engineering Maths and mātauranga Māori (STEMM) wānanga learning opportunities for learners in Tairāwhiti. In 2022, a new mobile strategy enabled the trust to be agile and responsive to the needs of the Tairāwhiti community by partnering with HB Williams Memorial Library. Once a week, during the school term, Tōnui Collab operates in the library, providing STEMM programmes such as game development, robotics and digital art. STEMM sessions are delivered for free in the library during the school holidays. This enables the library to provide sessions that might not otherwise be accessible to local families.

## CHAPTER 4: ALLOCATING ROLES AND FUNCTIONS IN A WAY THAT ENHANCES WELLBEING

### GENERAL RESPONSE TO RECOMMENDATIONS

LIANZA supports Recommendation 12: That central and local government note that the allocation of the roles and functions is not a binary decision between being delivered centrally or locally.

The relative roles of local and central government are not set in concrete and should be regularly reviewed to ensure the best customer and community outcomes.

The COVID vaccine rollout in Aotearoa New Zealand demonstrated clearly that local community-based solutions and delivery work most effectively, within the context of a national framework.

In relation to Recommendation 13, LIANZA **submits** that the following principles should also be considered core principles in determining the allocation of roles and functions:

- best customer outcome
- a customer-centric approach based upon equity of access
- economies of scale
- applying an 'end to end' view of activities
- maximising use of existing local infrastructure and knowledge.

### RESPONSE TO QUESTIONS

In response to the 'provocation' of the report, LIANZA believes there are **three key areas** where a full reconsideration of the roles of central and local government should be undertaken to achieve better customer and community outcomes. We propose these could be undertaken as pilots to test the principles and approach.

### SCHOOL LIBRARIES

School libraries are the responsibility of each school to fund and deliver from general operational budgets. This applies to early childhood, primary and secondary schools, kōhanga, kura and wharekura. There is no requirement by the Ministry of Education for primary or secondary schools to provide or fund a school library or a school librarian. Where school librarians are employed their conditions of employment are poor. As a result, **only one third of school pupils have access to a school library**, and even fewer benefit from the skills of a qualified school librarian.

International research proves the learning and literacy benefits of good school libraries, yet in Aotearoa New Zealand a child's access to a school library is entirely a lottery. The Services to Schools programme at National Library provide access to extensive online learning resources and information, some hard copy collections for short-term loan, and specialist advice. Its greatest impact occurs when there are school librarians in place to maximise the use of these resources and support children's developing literacy.

Public libraries endeavour to reach all children to build their love of reading and learning. This works best where public libraries have built relationships with local schools enabling them to reach children and their families. For example, where public and school libraries jointly promote summer reading programmes and homework clubs, and provide access to computers and the internet, including public library online resources. However, such relationships are difficult to maintain with changing personnel and changing priorities. The reality is that many children in Aotearoa New Zealand fall through the cracks and have no or limited access to any library service, even in large urban centres. The best efforts of highly skilled children's librarians in public libraries cannot reach all children. Falling literacy levels are a direct result.

This problem is compounded where when public library staff are instructed by elected representatives or senior managers not to engage with local schools because 'education is a central government responsibility' and 'schools pay no rates.' This divisive view of relative roles is harmful because both school and public libraries are working with the same children and whānau and seeking the same outcomes for them.

**LIANZA recommends** that local government be mandated to work in partnership with schools to help deliver quality school library services. The Ministry of Education should mandate and fund schools to provide access to relevant library resources and qualified school librarians, including working with their local public libraries to help support the reading and learning needs of pupils and their families. The National Library remains an essential resource partner for all.

Pilots could be used to test what solution might work best in different settings, for example isolated rural schools, schools with a small role, and suburban schools. The pilots could test a continuum of approaches, ranging from informal partnering, partnership agreements, or a formal contract whereby the public library might assume responsibility for school libraries by employing qualified school library staff and delivering library services in schools to agreed standards. This must all be funded by the Ministry of Education and/or by payment of rates by the Ministry of Education. Funding responsibility should not just be passed to local government or left to the school to fund from existing operational budgets.

This latter approach is radical but would help address equity and quality issues by lifting the quality of school libraries across Aotearoa New Zealand. It would enable both economies of scale and eliminate duplication of effort. Social impact measures relating to literacy could be used to test the success of pilots over time.

## PRISON LIBRARIES

Currently, each prison is responsible for providing a library service. There is no mandate for the provision of prison libraries and the efforts are often ad-hoc depending on the priorities of changing personnel. A very small number of prisons employ qualified librarians on a part-time basis. Inmate access to literacy and learning resources is inconsistent and irregular.

Some public libraries that have prisons within their area endeavour to provide some form of outreach service to inmates. This might range from donating copies of withdrawn books, visits to the prison and taking/fulfilling prisoner requests for specific items or offering specific reading support programmes on a regular basis, especially targeting prisoners who are parents. An example is the Auckland Council library programme at Paremoremo Correctional Facility where recordings of fathers as role models reading books for their children or grandchildren are then shared with their family together with a copy of the book.

**LIANZA recommends** that the provision of good quality library services supported by qualified library staff should be mandated in all prisons by the Department of Corrections. Local government should be contracted to deliver this service through its public libraries. This could be funded by the Department of Corrections and/or through rates on government properties.

**LIANZA suggests** a pilot process to test options, especially in areas where a relationship already exists. This approach would help ensure continuity of relationship with a library and other related agencies once an inmate returns to the community, especially where programmes have involved whole families.

## INTERNATIONAL MODELS

Aotearoa New Zealand is unique in the Western world by having public library service provision **entirely funded by local government**. It is also unique in the Western world in that there is **no legislative mandate** for local government to fund or offer public library services.

This model places an unfair burden on local government, especially as public libraries deliver public good benefits well beyond the remit of local government alone.

**LIANZA submits** that there are excellent models of public library provision in other countries that could be considered for Aotearoa New Zealand. This topic is covered in more detail in Chapter Nine: System Design.

## CASE STUDIES

These case studies are examples of successful and sustainable school /public library partnerships.

### PUBLIC AND SCHOOL PARTNERSHIP: UPPER RICCARTON LIBRARY, CHRISTCHURCH

**Upper Riccarton Library** is a shared community and school library that opened as a new co-designed building in 2006. It is a partnership between Riccarton High School and Christchurch City Council. This model has proved to be beneficial, cost-effective and sustainable for both partners.

The school library is located on school grounds adjacent to a main street and is open to the community seven days a week. Three classrooms reserved for school use during school hours become community learning hubs and meeting spaces at other times.

A school library manager and an assistant are employed by the school. They work alongside public library staff as one team. They share a common vision and a shared way of working that focuses on a customer's lifelong learning needs with open communication and shared programme planning.

There is one integrated collection available to all customers purchased by Christchurch City Libraries and in consultation with the school librarians. The collection is bigger and more current than that available in the school previously. The school also has access to the library's extensive digital subscriptions including databases and downloadable digital media.

The school pays an annual fee to cover collection and building costs and the relationship is guided by an MoU. Unlike sole-charge school librarians, the Upper Riccarton school librarians are able to focus solely on meeting the needs of students and teachers, without collection, technology, budget and building issues to deal with.

## SCHOOL PUBLIC LIBRARY PARTNERSHIPS HIKI TAUMATA HB WILLIAMS MEMORIAL LIBRARY, GISBORNE

Since 2011, **HB Williams Memorial Library** has partnered with Gisborne Boys High to provide Hiki Taumata – a Te Reo Māori mentorship programme to raise the educational achievement and success of Māori students. Through weekly Māori tuakana-teina peer-mentoring, students of Gisborne Boys High work with rangatahi to: hiki pānui, build te reo Māori, reading literacy, hiki kōrero, build te reo Māori fluency, and hiki māia, build confidence through success. The young men of Gisborne Boys High School are each assigned a child to read and talk in te reo Māori over the course of the year.

## STEAM PROGRAMMES MANAWATŪ DISTRICT LIBRARIES

With primary schools finding it increasingly hard to make it to the library, **Manawātū District Libraries** have taken their programmes out to the schools instead. Library team members head out to schools and run programmes based around STEAM (Science, Technology, Engineering, Art and Mathematics), especially focusing on the digital curriculum. These sessions range from structured class-time programmes to school library activities at lunchtime.

A further connection between the district public library service and schools came through partnering with Feilding High School. Due to limited school library funding, the school chose to discontinue its own ebook service. As public library e-resource charges are population-based, Manawatu District Libraries were able to include all the high school students in their membership. To make it easy for students, the library service converted student IDs into active library memberships to give high-school students instant access to the public library digital content.

## CHAPTER 5: LOCAL GOVERNMENT AS A CHAMPION AND ACTIVATOR OF WELLBEING

### GENERAL RESPONSE

LIANZA appreciates the extent to which public libraries are mentioned throughout the report as examples of innovative wellbeing approaches in local government. However, we submit there is much more that could be done by libraries in this space, given proper mandate, recognition and resourcing. We do not want libraries to become a benchmark fixed in time that other areas of local government aspire to. Rather we want libraries to be able to continue to explore and deliver innovative wellbeing initiatives as an integral part of local government.

There are many fine examples of community wellbeing initiatives delivered by libraries. In addition to the case studies shown below, there are multiple other examples across all wellbeings. These include:

- A **healthy homes toolbox** available Waitaki Libraries
- Dementia-friendly services at **Picton Library** and Service Centre Waitohi Whare Mātauranga
- **Kai resilience, food sharing and community gardens** at Ashurst and other Palmerston North City Libraries
- Building language skills and friendship connections with new settlers at Palmerston North City Library
- **Rough sleeper activities** supported by services at Central City Library in Auckland.

Many ventures are developed and delivered in partnership with other community agencies to extend the reach and collective impact of all parties. For example, many libraries partner with Digital Inclusion Alliance Aotearoa to address digital literacy and the digital divide through the **Stepping Up** programmes including, Digital Steps, Skinny Jump, Better Digital Futures for Seniors, Appy Seniors, and Digital Wellbeing for All.

Increasingly wellbeing initiatives are community-led, where the role of the library is one of support and enablement, rather than leadership. The fact that public libraries are trusted and have local knowledge of their users and communities means the library can more easily become involved. By local-with-local applies here. Another example is by Pasifika-with-Pasifika where libraries are strongly immersed in Pasifika communities, for example in **Tupu Youth Library in Ōtara**.

The ecology of wellbeing diagram (Fig 12, p. 119) is useful. However, we suggest that three elements need to be added:

- a local GP clinic is an important part of the local environment and community wellbeing
- other cultural heritage agencies such as museums and art galleries are part of the local community, especially in relation to storytelling and identity
- while libraries are correctly included in the local community, we would draw attention to the increasingly important role of libraries as a linkage between people/whānau and government services, especially, with the closure of government offices and the shift to online support.

### RESPONSE TO RECOMMENDATION

LIANZA strongly supports all aspects of this recommendation.

## RESPONSE TO QUESTION

### What feedback do you have on the roles councils can play to enhance intergenerational wellbeing?

Library staff establish relationships with customers as individuals and build an understanding of their circumstances and service needs. Libraries are one of the few services of local government that connect with people throughout their life and as whole families. This occurs on a trusted individual basis.

By comparison, most local government interactions with citizens tend to focus on adults who own property and who pay fees for services, such as dog owners, applicants, or licensed businesses. Even where councils have customer relationship management software it is designed on this premise. Councils have only theoretical awareness of families, children, older people, or groups and are likely to develop personas to assist their planning rather than using real world examples.

LIANZA suggests that greater use should be made of library staff knowledge of their communities in wider local government planning and service design. Libraries are also truly intergenerational, able to provide services which are suitable for all ages at the same time, and freely accessible.

Libraries connect with children wherever they are. Children in school, kōhanga, on holiday, on marae, home-schooled, and responding to curious learners. These are the same children that central government seeks to connect with in multiple ways. We believe there is a huge opportunity for local and central government to collaborate to improve the lives of children, starting with children and whānau from birth, using integrated sustainable models and with no gaps between different agencies. Our recommendation of a new approach to enable close partnerships between school and public libraries is one such example - it is the same child and the same outcome sought.

The importance of libraries for older people is also well-documented and recognised, for example in age-friendly policies. Public libraries are accessible and welcoming spaces that can help reduce social isolation, supporting older people to participate in the online world, and providing digital and hard copy resources to homes for the elderly and the homebound.

Libraries' role in enabling community networks also helps deal with the issues of isolation and exclusion, for example for new settlers, LGBTQ communities and those facing mental health challenges.

Generational wellbeing is another aspect of this question. For example, what might be the longer-term impacts and traumas of COVID, specifically on older people or youth, and how best might local government respond to this?

## RESPONSE TO QUESTION

### What changes would support councils to utilise their existing assets, enablers, and levers to generate more local wellbeing?

LIANZA submits that there are ten changes that could be made to generate more local wellbeing.

- **THE ROLE OF PUBLIC LIBRARIES AS CRITICAL AND EFFECTIVE ENABLERS OF COMMUNITY WELLBEING.** As the heart of community in every community, libraries should be recognised and supported in all central and local government planning. This role should be mandated in legislation, either explicitly expressed in the Local Government Act or in specific public library legislation which surprisingly does not currently exist in Aotearoa New Zealand.
- **FUTURE LIBRARY BUILDINGS SHOULD BE MULTIPURPOSE COMMUNITY HUBS** where a wide range of activities, information and services can be easily accessed, including library collections and skilled library staff. Services offered could include other local and central government services, community meeting spaces, with a variety of cultural and activity spaces. The design of community hubs is important. Hubs need to be of sufficient size to

accommodate a wide range of activities and the design should ensure that the core value of a library as neutral and trusted is retained.

There are a growing number of such community hubs around Aotearoa New Zealand as fine examples. Te Paataka Koorero o Takaanini is already mentioned in the report. **The Knowledge and Learning Hub Te Huinga Wai in Waipukurau** is a repurposed building that combines library and community space in collaboration with local service providers, co-located in a multi-purpose facility so that services are not offered in isolation. **Te Ahu (Kaitiaia)**, Ruataniwha Kaiapoi Civic Centre (Kaiapoi) and Te Tāhuhu o te Rangi (Ōpōtiki) are examples of where libraries are co-located with museum, art and events spaces.

- **FUNDING FOR NEW LIBRARIES.** Central government funding needs to be made available to help fund these multi-purpose community hubs, as the community outcomes and benefits are as much national as local. In addition, these hubs will in many cases be assisting citizens with issues that are central government related, especially with the widespread closure of government offices. Currently, funding sources for new library buildings are extremely limited beyond local government itself. While community centres, museums and galleries qualify for central government and lottery funding, this avenue is largely unavailable for the construction of new libraries. For example, the Regional Culture and Heritage Fund administered by the Ministry of Culture and Heritage funds up to one-third of capital works but excludes public libraries.
- **MANY LOCAL AUTHORITIES DO NOT HAVE FIT-FOR-PURPOSE LIBRARY FACILITIES.** A change is necessary to bring library facilities, especially in small and largely rural communities, up to a standard where they can deliver beyond the traditional book lending, newspaper reading and story time service with some brochures, an armchair and a couple of computers in the corner. This is another form of postcode inequity. These councils and their communities are less able to benefit from the community wellbeing that a library can offer.
- **THERE SHOULD BE MORE FOCUS ON THE RESOURCE OF QUALIFIED LIBRARY STAFF.** Library staff have good community and grassroots connections, they have reach and direct links into their communities, and they are familiar with the local stories of a place. Yet too often library staff are seen as solely transactional, and they are generally underpaid and undervalued compared to other customer-facing roles in local government. Staffing levels are reduced to 'sufficient to safely keep the doors of the traditional service open', especially in post-COVID times, instead of investing in the teams that are actively reaching out into community in person and online. It is the library staff who generate the community wellbeing offered by a library. Examples of such wellbeing activities and partnerships are listed above.

Closer relationships between library and community development teams. There are opportunities for library and community development teams within councils to work more closely together, as has occurred in Tāmaki Makaurau. The proviso is that this is done with care so that the respective skills and expertise of both groups are respected and enhanced, and that customer need remains at the centre.

**Internationally there is a growing trend** to employ social workers and youth workers in libraries to help address the needs of people in that community and this is starting to happen in New Zealand

- **DIGITAL INCLUSION AND DIGITAL EQUITY** are important elements of wellbeing. COVID highlighted the impact of lack of access to digital devices and lack of digital skills on a person's health, learning and wellbeing. The Government decision to fund the New Zealand Libraries Partnership Programme (NZLPP) as a COVID response was in part a recognition that libraries already functioned as digital hubs and could immediately help address this disparity.

Libraries play a unique and important role in bridging the gaps to improve digital inclusion and digital equity. They provide the infrastructure; they provide access to online information and generate content; they build skills and confidence, and they are trusted. Libraries offer this

service both within their buildings and remotely.

Digital services offered by libraries are heavily used and highly valued. Libraries are seen as places to get help with all aspects of the digital world, whether job seeking, setting up a device or responding to the census. Library staff often help people with their online life administration, meaning they can become privy to personal information and can be trusted to do so. This is a unique role. Almost all libraries offer digital skills programmes, one-on-one or in groups, and thousands of people take advantage of these programmes because they feel confident to do so. They see libraries as safe digital spaces within an increasingly unsafe digital world.

Libraries' digital response is part of its core role ensuring equity of access to information and equitable opportunity to participate. This response has been funded almost entirely by local government, with some central government support through APNK in support of e-government etc. The two-year NZLPP funding was a one-off. Many of its benefits, particularly in relation to digital access and enabling more equitable services for Māori, are unsustainable.

Throughout this submission we make the case for central government funding support of public libraries where they are delivering national benefits. Ongoing support of digital inclusion and equity through public libraries is a case in point.

- **CHAMPIONING DIVERSITY.** Libraries are often at the forefront of initiatives which reflect and respond to diverse groups in the community served, including support of Pacific Language Weeks, celebration of cultural festivals, storytimes offered in different languages, and world language collections in print and online. Libraries often employ staff from these diverse communities to help plan and deliver these programmes and services. As a result, there are skills and practices in libraries that the wider council can learn from and apply.

For example, at Auckland Council, the library developed a Pasifika Strategy Talanoa in 2016 to guide its work with Pacific communities and subsequently created 12 Pasifika specialist roles. This became the basis for a wider council Pasifika strategy, Ara Moana, adopted in 2020, and is now applied across the whole council.

- **TAONGA AND OTHER CULTURAL HERITAGE COLLECTIONS** of immense significance are cared for by local government through its libraries, museums, archives and galleries. These collections contribute to cultural, social and economic wellbeing. They:
  - tell stories of place which support a sense of pride and identity.
  - support Te Tiriti research and claims.
  - underpin the new local history curriculum.
  - attract visitors and researchers - for example specialist cruises for genealogists visit places such as Dunedin to make use of their local history collections.

Cultural heritage collections deserve greater care and attention and should be supported with central government funding. This is further expanded in Chapter 10, *System stewardship and support*.

- **WORKING WITH OTHER COMMUNITY DEVELOPMENT AGENCIES** for collective impact is an important lever to maximise use of existing infrastructure to achieve wellbeing. Local agencies are often contracted by central government to deliver community development outcomes. These contracts last for a few years, then a new contract round might result in a new agency taking on this role, for example migrant and refugee settlement services. In almost every case this results in overlap and duplication of effort, wasted resource and confusion for service users. Very often the public library offers space and other resources including computers, collections and expertise which could support the delivery of this community service, yet the contracted agency starts from scratch and relationships with the public library are ad hoc at best.

**LIANZA recommends** that central government funding for community development services which are to be delivered locally should be redirected to local councils for distribution. This would enable councils to look at an initiative in its entirety and take a more holistic and collaborative approach based on local knowledge and resources.

If councils are to achieve the focus on wellbeing that the panel suggests then their governance structures should reflect this.

**LIANZA recommends** that councils should be required to have a community wellbeing committee as part of their overall committee structure and that this should be a committee with full powers, not a sub-committee. The current trend is for community wellbeing committees to be relegated to sub-committee status or even non-existent. This means there is no councillor responsible for community wellbeing matters and no opportunity for visibility or discussion of these topics around the council table, except at budget time.

## CASE STUDIES

These case studies show examples of libraries proactively supporting social wellbeing in their communities.

### CREATIVE MAKER SPACES: TŪRANGA CHRISTCHURCH

Access to an audio/video studio and production studio within Christchurch City Libraries main public library Tūranga, has proved popular for customers of all ages and interests. **Taupuni Oro/Ataata** Audio/Video studio features a control room and live room for audio and video recording plus four fully set-up iMac workstations. There are open studio times across the week and classes run throughout the year.

Taupuni Waihanga/Production Studio is a space for making, creating and getting crafty. There are open creative times for people to use the studio for creative projects. Classes run throughout the year and there are dedicated youth sessions. Equipment includes an embroidery machine, laser cutter, sewing machines, vacuum former, vinyl/craft cutter and 3D printers.



Image credit: Te Aka Mauri

## WELLBEING INITIATIVES: ROTORUA LIBRARY TE AKA MAURI

**Te Aka Mauri** has a Children's Health Hub co-located with Rotorua Library. The health hub provides a range of child health and maternal services and with the library addresses community needs based on the shared goal of wellbeing and learning, breaking down barriers and empowering people to prioritise their health. Rotorua Library also hosts Rā Hauora community wellbeing days with free health checks related to diabetes, melanoma, heart checks and more.

In partnership with health specialists, digital mentors from the library visit adults with a diagnosis of dementia in their homes to help them gain basic digital skills such as reading e-Books or watching YouTube videos. The aim is that people with dementia will learn how to participate in Zoom calls enabling them to participate in cognitive stimulation therapy at home.

The library service also delivered Big Busy Bags of reading, crafts and other activities and supplies to children of whānau affected by lockdowns or in emergency housing. This made a significant difference in the wellbeing of children, especially where families could not afford to purchase such resources themselves. This was achieved in partnership with community groups who delivered the bags and stayed in touch with the families.

## COMMUNITIES OF READERS INITIATIVE DUNEDIN

*Read, Share, Grow* aims to make more than 15,000 books available for children aged 3-13 in South Dunedin. The goal is to increase the number of young readers inspired to read for pleasure and wellbeing and to encourage reading together to strengthen communities.

This is a **Putoi Rito Communities of Readers** partnership between the National Library of New Zealand, Dunedin City Council, Methodist Mission Southern, Ministry of Education Otago/Southland Regional Directorate, Te Rūnanga o Ōtākou and Kāti Huirapa Rūnaka ki Puketeraki.

Research in 2019 led to a two-part campaign and book intervention with simple messages about the joys and benefits of reading. Books were provided across South Dunedin everywhere families were, including homes, schools, early childhood centres, waiting rooms, government agencies, churches, supermarkets, sports clubs, community centres, cafes, libraries and little libraries.

The books are diverse and appealing, written in English, te reo Māori and other community languages, for different ages and cultures. The intent was that books were swapped, shared or retained by the child or family.

Phase One which targeted younger children was so successful that the campaign has been extended to include older children over a longer time frame. Over 120 agencies are now involved, including some which support an ongoing supply of new books.

Image credit: Buller Library



## EMERGENCY AND TRAUMA RESPONSES NEW ZEALAND

Whether it be earthquakes in Christchurch, flooding in Buller, Auckland or Hawkes Bay, COVID lockdowns or other emergencies, libraries in recent years have transformed their ability to respond and assist, both in the immediate response and longer term. No longer do they just open their doors as warm and safe havens although this remains a critical role.

The skills of library staff are exactly what is needed in a crisis, the ability to conduct a reference interview and find out what a person needs, problem-solve, answer questions, find and share information, and connect, all of this with a friendly personal approach. As a result library staff are sought out for deployment to EOC and welfare centres. In Christchurch highly stressed customers having to share personal information at emergency centres expressed delight when they recognised familiar library faces during the earthquake recovery. to register insurance claims, scan documents and stay in touch. Long-term disruption while living in temporary shelter such as cabins and caravans meant that the library and its collections become a haven.

**Westport in Buller District** faced three devastating floods in 2021 and 2022. Library staff used computers from the library to set up the online systems at the welfare hub so that customers and their needs could be registered. The digital hub in the library became a place where people could get help to register insurance claims, scan documents and stay in touch. Long-term disruption while living in temporary shelter such as cabins and caravans meant that the library and its collections become a haven.

Art therapy activities and sessions to meet, talk and get help are planned by Auckland's libraries to deal with flooding trauma, including for children. Libraries in Christchurch responded to the earthquakes with innovative pop-up activities such as storytimes in the street in local communities, creating opportunities for people to come together. They learned that re-opening libraries as soon as possible gave a sense of normalcy during chaos.

**During COVID lockdowns**, libraries everywhere reached out to keep communities connected to learning and recreational resources and to provide informed research on the pandemic.

An example of a library/community centre designed as a multi-use community site is Te Takeretanga O Kura-Hau-Pō in Levin.



Te Takeretanga o Kura-hau-pō. Image credit Angie Cairncross

## MULTI-USE COMMUNITY HUB TE TAKERETANGA O KURA-HAU-PŌ - HOROWHENUA CULTURE AND COMMUNITY CENTRE

A library service that's very much part of the community, **Te Takeretanga** opened ten years ago in its current premises, a converted supermarket site and an extension of the old library. Te Takeretanga o Kura-hau-pō is the community heart and hub of Levin. It brings together library services, as well as services and facilities for community, business, youth, and tourism.

All the activities are incorporated into the one facility to epitomise what a community hub is. Besides library services, the space includes AA Driver and Vehicle Licensing, isite visitor information, a mahi space and digital hub for meetings and small businesses, a youth space, and a local FM radio station. There are meeting rooms, a café, and a large area where community events can be held.

## DIGITAL EQUITY AND WELLBEING AUCKLAND COUNCIL

Auckland Council launched a **Digital Seniors pilot** with two pop-up hubs at Takapuna and East Coast Bays Libraries. This initiative is a collaboration between the charity Digital Seniors (Connected Communities (Auckland Council libraries and community development), and the Devonport-Takapuna and Upper Harbour Local Boards. The hubs provide one-to-one digital literacy support for seniors delivered by an awesome and diverse team of volunteer digital coaches. More hubs will be rolling out at more libraries, community centres and other venues across the North Shore in early 2023. Other digital literacy initiatives are **free digital basics courses, in English and Chinese**.

## CHAPTER 6: A STRONGER RELATIONSHIP BETWEEN CENTRAL AND LOCAL GOVERNMENT

### GENERAL RESPONSE

LIANZA is disappointed that there is no recommendation for this critically important topic. We hope that there will be a recommendation in the final report. A stronger and different type of relationship between central and local government is essential, as indicated in throughout the draft report. None of the shifts envisaged in the draft report can be achieved without it.

### RESPONSE TO QUESTIONS

#### COLLABORATION

Collaboration is not a natural inclination of central government departments and it is sometimes actively challenged and discouraged. From a library perspective, this has become more noticeable since the National Library was subsumed into the Department of Internal Affairs (DIA). The major collaborative initiatives mentioned in the report, Kōtui, APNK and EPIC, were achieved during the period when National Library was a stand-alone ministry.

Even then establishing these collaborative ventures through a central government agency was very difficult because there were no financial, staffing or governance frameworks to support this. Each collaborative initiative had to be designed and argued from scratch with Treasury.

In other words, it is not easy to collaborate with central government. It takes clear vision, determination and the right people.

**LIANZA submits** that an expectation of a collaborative approach should be made mandatory in the public sector and that all government systems should be designed on this basis.

#### INDEPENDENCE

It will be difficult to foster collective investment models involving several different government departments while responsibility for local government remains part of DIA.

**LIANZA recommends** establishing a stand-alone local government agency as part of central government. This agency should have the independence, agility and resourcing necessary to foster cross-government initiatives and central/local government collaboration.

This was an issue when establishing Kōtui, which was essentially a local government initiative as no appropriate local government agency existed which could undertake this role. It was fortunate that the then-independent National Library was able to take this on, under the auspices of its Act.

The Irish model for a local government agency is one that could be investigated – while it would need to be adapted for an Aotearoa New Zealand context, there are elements to it that facilitate joint initiatives, planning and collaboration.

## TRUST

The library and information sector are fortunate in that it is small and close-knit, with high levels of connection. It is therefore often able to draw on trusted relationships to progress shared initiatives. But there is still a tendency for central government departments to forget that respecting and drawing on local knowledge and delivery will make an initiative more successful. Time and budget pressures, overly bureaucratic processes and output measures that measure the wrong things, can also be a barrier to the success of local initiatives.

## LOCAL

Evidence suggests that local government is better placed to facilitate collaboration at a local level. Good examples of local government-led facilitation are the *Safer and welcoming communities* models. This is a collective impact model, respecting relative strengths and acknowledging who is best placed to take which roles.

## COLLECTIVE INVESTMENT MODELS

LIANZA supports the concept of a collective investment model to target complex problems. Libraries are proven early adopters of innovative ideas and are willing to trial and pilot initiatives with others. We believe a collective investment model testing how to leverage public libraries to strengthen literacy rates in schools could be an early trial of this approach. The partners would be local government, public libraries, schools, Ministry of Education and National Library. The need for this pilot is outlined in Chapter Four, Allocation of Roles.

A further example would be the collective effort to ensure the digital preservation of local government records. Currently, many individual councils face the need to re-digitise land and property records because this early digitisation work used proprietary systems and was not migrated or preserved as systems changed. This effort lends itself to a shared approach.

## SUSTAINABILITY OF CURRENT COLLABORATIVE VENTURES

The library and information sector in Aotearoa New Zealand collaborate to deliver several shared online services, including Aotearoa People's Network Kaharoa (APNK), Kōtui, EPIC (Electronic Purchasing in Collaboration), and Te Puna. (See box for more details).

These very effective and efficient digital service solutions aim to provide equitable access to the world of information for all New Zealanders. These services apply scale to make access possible and cost-effective, especially for smaller library services. They exist because of the leadership role played by National Library and because of the collaborative and interdependent approach applied in their design and development. These initiatives reflect vision and determination to establish collaborative models when no precedent existed. These shared services are important national resources delivering widespread benefits.

They are the basis of libraries being able to support customers during COVID lockdowns and to support e-government.

However, the current business models are fragile and potentially unsustainable. The smallest libraries are excluded because they cannot afford to join. Meanwhile, cost pressures facing both central and local government make it difficult for National Library to hold the costs static or for members to continue to afford them. NZLPP funds were applied to waive fees for EPIC, APNK and Te Puna during COVID to ensure access to them.

**LIANZA submits** there is a strong case to be made for strengthened and ongoing government funding to secure the future of these collaborative services because of the wider national benefits they enable.

- **AOTEAROA PEOPLE'S NETWORK KAHAROA (APNK)** offers computer hardware and high-speed internet connection for public libraries, together with skills training for library staff, so that all New Zealanders can be connected online at no personal cost. It is hosted and managed by National Library. When the service began in 2007 it was fully funded by Government, however, over time it has had to move to partial cost recovery. There are 50 local authorities that make use of APNK, primarily smaller ones.
- **KŌTUI** is a consortium that offers a library management and resource discovery system as a shared service. Currently, 41 local authorities are members. The system began in 2011 and manages all core library processes such as catalogues, purchasing, circulation, as well as search functions for customers. National Library hosts and manages the software and delivers training in its use. Governance is by a board representing participating libraries and the National Library. Consortium costs are met by the participating libraries.
- **EPIC (ELECTRONIC PURCHASING IN COLLABORATION)** is the national electronic licensing initiative that negotiates group licences and discounted pricing agreements for electronic resources and makes them available to all New Zealanders. Begun in 2004, libraries of all types are consortium members and costs are shared by participating libraries. All schools are members and make significant use of these resources, with their costs met by MOE. Licence negotiation and system management are via National Library.
- **TE PUNA** is an online database (catalogue) of resources available in all libraries in New Zealand. It is the equivalent of the National Bibliography and as such is a foundation of all library catalogues and customer search for resources, both nationally and internationally. This online database dates from 1982 and is maintained by National Library. Libraries pay fees for this service.

## CHAPTER 7: REPLENISHING AND BUILDING ON REPRESENTATIVE DEMOCRACY

### RESPONSE TO RECOMMENDATION 16 C

**That central government undertakes a review of the legislation to ... provide for a 4 year local electoral term.**

LIANZA supports this recommendation. Public library managers report that the current three-year term does not allow sufficient time to focus on the implementation of agreed plans or the analysis of outcomes. This is especially so given the amount of time required to prepare the three year and annual plans and accommodate the disruption of elections.

### RESPONSE TO RECOMMENDATION 18

**That local government develops a mandatory professional development and support programme for elected members; and local and central government develop a shared executive professional development and secondment programme to achieve greater integration across the two sectors.**

LIANZA supports this recommendation specifically in relation to a shared executive and secondment programme across central and local government. This is a very important step in building a culture of mutual respect and understanding between central and local government. Such professional development opportunities at the senior level in local government are very expensive or non-existent. This professional development should include library managers as they have responsibility for relatively significant staffing numbers, assets and budgets within each council.

## CHAPTER 8: EQUITABLE FUNDING AND FINANCE

### RESPONSE TO RECOMMENDATION 22

**That central and local governments agree on arrangements and mechanisms for them to co-invest to meet community wellbeing priorities, and that central government makes funding provisions accordingly.**

LIANZA strongly supports this recommendation.

### A PARTNER IN COMMUNITY WELLBEING OUTCOMES

Local government should be regarded as a partner in community wellbeing outcomes, jointly delivered with central government, because the outcomes are both a national and local benefit. For example, the work that a public library does to support a child's love of reading contributes to national literacy goals and improved educational outcomes. Therefore, the work necessary to achieve these outcomes should be jointly funded.

### WITHDRAWAL OF CENTRAL GOVERNMENT SERVICES

The withdrawal of central government services from local communities and a move to mainly online services has caused a significant shift in costs to local government. It has also adversely affected the equity of access to services, especially for those who need them most. This has meant public libraries having to step in to assist customers navigate government systems for accommodation, benefits, visas and more. They provide computers and internet access and help to answer questions and make phone calls. Library staff provide tutorials and direct assistance to build online skills. Although APNK goes some way to meeting this need, it by no means covers the costs of staff time or resources to fill the vacuum left by the widespread withdrawal of face-to-face services.

This is now compounded by the closure of commercial services such as banks. Public libraries have again stepped in to help customers access banking services online with no financial compensation at all. An exception is Digital Inclusion Aotearoa Alliance's DORA mobile bus initiative which teaches online banking skills and received funding for three years from Kiwibank.

Libraries will continue to help customers with their learning and information needs. That is what libraries do. However, there should be financial compensation for the additional burden of this work. It is irresponsible to just transfer costs and walk away.

### CULTURAL AND DOCUMENTARY HERITAGE AND TAONGA

Local authorities are stewards of significant collections of cultural and documentary heritage and taonga in their archives, museums, libraries and galleries. The value of these collections is immense, yet there is no framework to ensure these resources are well cared for or accessible. These cultural and documentary heritage collections are given no attention in this draft report. These collections contribute significantly to economic, educational and social wellbeing but receive no central government financial support. This point is further expanded in Chapter 10, System Stewardship and Support

### FEES FOR SERVICE

Many public libraries still apply fees for activities such as borrowing items and overdue charges. A recent fine free libraries campaign by Public Libraries New Zealand identified the extent to which such fees are barriers to equitable use of libraries, especially for those who most need access to library resources but are least able to pay. Many families facing overdue charges simply stop using libraries. The pressure to charge fees arises from Section 102 of the Local Government Act.

**LIANZA submits** that any changes to the Local Government Act (2002) should ensure that public library services be free for equity reasons.

## RESPONSE TO RECOMMENDATION 25

**That central government agencies pay local government rates and charges on all properties.**

LIANZA strongly supports this recommendation. The current situation is inequitable and places an unfair burden on ratepayers. It also introduces illogical and harmful barriers, for example, that public libraries should not support schools or prisons in their area because they pay no rates.

If it is decided that schools should pay rates, this additional cost must be met by the Ministry of Education rather than from already overstretched school operational budgets or cake stalls.

## RESPONSE TO QUESTION

**What is the most appropriate basis and process for allocating central government funding to meet community priorities?**

There is no easy answer to this question.

There would be no merit in a system which tried to identify who benefits most at the activity level and divided costs accordingly and reworked on a regular basis. This would be akin to the complex public/private good contortions of the Local Government Act (2002) in particular Section 102 which is costly to apply and delivers few benefits.

**LIANZA recommends** that a total rethink of section 102 is required to eliminate the social and economic inequities it causes. A cost allocation system should start with an agreed split applicable as a baseline for all local authorities, such as 70% local and 30% central government, and then apply modifiers related to population size, socio-economic situation and local circumstance, to help address equity issues. The approach needs to offer long-term certainty to assist local government planning over time. There should be a system for evaluating how central government funding is being spent to achieve the outcomes sought. The scale of local government units should also be a consideration to help lift quality and equity over time.

There are many international examples of shared funding of local government including libraries, whether national/local as in the UK and Ireland, regional/local, as in Australia, or all three, as in Norway.

Public libraries in New Zealand are unique (read unusual) in the developed world in that all funding is local. This is not a sustainable model.

## CASE STUDY

Auckland Libraries work navigator programme is an example of libraries trying to compensate for the withdrawal of services to their community.

### WORK NAVIGATOR PROGRAMME AUCKLAND COUNCIL

**Work Navigator** is a job seeker support programme implemented by Auckland Council in response to COVID. It was piloted using a drop-in centre approach at 10 libraries. Work Navigator offered job seekers 18 years and over employment information via trained knowledgeable staff and one-on-one support in a relaxed environment. The core objective was to help the job seeker produce their own plan of action using the government's new Job Hunters Handbook as a guide.

The initiative was funded by Auckland Council drawing heavily on central government online resources. Positive outcomes for the library included building trust with the community, signing up new customers for a library card, and showcasing the various services offered. Jobseekers with library membership can make use of Book a Librarian, CV writing, cover letter writing, identifying job skills, access to training (through tertiary providers online or through other library programmes) and other support. This pilot is now paused for evaluation. Findings are that the programme has had a positive impact with the potential to significantly change lives, especially where local libraries have been able to use a more relationship-based way of engaging with community. However, Work Navigator requires intensive staff time and is difficult to sustain or amplify to the quality required for success.

Government funding support of such an initiative would certainly help alongside an agreed strategy, staff training and promotion of the service

## CHAPTER 9: SYSTEM DESIGN

### RESPONSE TO RECOMMENDATION 26

**That central and local government explore and agree to a new Tiriti-consistent structural and system design that will give effect to the design principles.**

If we are all serious about incorporating Te Tiriti and real partnership between Māori and local government, then the system of local government needs to be co-designed and redesigned with Māori. This would be a transformation and not just a tinkering. It could take decades to get there. It would be meaningful if the recommendations from this report referenced the need to establish a long-term view of local government design and the steps to get there.

### RESPONSE TO RECOMMENDATION 27

**That local government, supported by central government, invests in a programme that identifies and implements the opportunities for greater shared services collaboration.**

Public libraries have a long and successful track record of shared services collaboration for customer benefit, primarily based on shared lending of collection resources across local authority boundaries. Examples are eLGAR (Auckland region, 2004-2010), Tauranga BOP Own card, SMART library collaboration in the Wellington region, e-Book consortia. There are also essential national collaborations hosted and managed by National Library, APNK, Kōtui, EPIC – see Chapter Six.

The software systems that libraries use for such collaborations are specialised and specific to library services rather than using generic local government systems.

**LIANZA, therefore, submits that these collaborations should be encouraged on a library sector basis with library services themselves leading the initiative.**

Trying to progress such collaborations via the parent local authority is much more difficult.

There are many more digital collaborations that could be considered across libraries in Aotearoa New Zealand to help address equity and postcode issues. For example:

- a single e-Book and e-Audio book collection for the nation, with negotiation of national licences.
- An expansion of EPIC but funded as one service to New Zealanders regardless of library type.

A consortium that enables one library collection of both hard copy and e-resources that anyone can borrow from anywhere would be effective for the sector. Most of the infrastructure for this is in place, and these initiatives could be achieved with libraries working together.

### CASE STUDY

#### SHARED SERVICES SOUTHLIB COLLABORATION, SOUTH ISLAND

For more than two decades, public library services provided by the eight Otago Southland local authorities have collaborated on a range of initiatives to serve their collective population across a geographic area of 34,346 sq km.

Initiatives include collaborative purchasing and access to Bolinda eContent, free reciprocal library membership across all eight local authorities, and collaboration on staff training and public programmes.

During the period 2009 to 2014, five of the eight councils shared the establishment and operational costs for the Symphony library management system, providing functionality and cost saving benefits to the participating councils and their communities.

## RESPONSE TO RECOMMENDATION 28

**That local government establishes a Local Government Digital Partnership to develop a digital transformation roadmap for local government.**

LIANZA sees merit in a local government digital partnership (or partnerships) as a solution for generic corporate systems and joint procurement. There is also potential merit in shared hosting, although with SaaS and cloud solutions these days the expertise required may be best sourced through contracting out to expert providers rather than trying to do this in-house.

Where specialist library and public internet systems are managed in-house, feedback from libraries indicates frustration that council IT departments lack the necessary expertise and resourcing for these specialist systems and are unable to prioritise the needs of library customers.

A shared approach such as Kōtui is an ideal model, although this does need to be strengthened and more actively supported by all partners to be sustainable. It may also be that Auckland's digital library systems are of sufficient scalability to be able to act as a shared system host, especially in specialist areas such as digital preservation of cultural heritage.

An essential requirement of any digital roadmap must be the early and clear identification of end-user customer needs. We consider that both the CoDigital and ALGIM models are lacking in this respect. The CoDigital report and models appear to be too theoretical and overly complex. We have also not yet seen any evidence that ALGIM has a clear understanding of library sector requirements or a willingness to engage, other than to recognise that libraries could be digital hubs. This is reminiscent of a gatekeeping approach and ignores that libraries already are digital hubs, enabled by the national service APNK. Any ALGIM model will require a collaborative and enabling approach that focuses on customer needs to be successful.

## RESPONSE TO QUESTION

**What other design principles, if any, need to be considered?**

LIANZA suggests the following principles should form the basis of deciding the design of local government:

- **EQUITY** – the test has to be whether the system will deliver equity of access, opportunity, resource, quality.
- **REFLECT THE DIVERSITY OF THE PLACE** - the system should enable confident and respectful Te Tiriti relationships and proper reflection of the diversity of all communities in all that the local authority does. This includes the ability to apply tikanga and use the languages of the place. This may be partly a matter of scale.
- **SCALE** – given the complexity of local government, systems need to be of sufficient scale to deliver quality, equity and value.

Scale is also important in terms of expertise available. Few other agencies require such a range of specialist expertise as local government. The system needs to be able to attract and retain suitably qualified staff. Citizens need to have confidence that solutions will not fail or harm. In the case of a library, the scale should be sufficient to:

- attract staff who can lead, advocate, promote, engage and partner
- achieve savings of time and resources

- fund suitable levels of collections and online resource and maximise this resource
- sustain fit-for-purpose buildings
- deliver innovative programmes and partner with local agencies
- establish high levels of customer satisfaction and use.

Many libraries and local authorities are too small to deliver anything but the basics. They struggle to attract qualified and specialist staff and they are not cost-effective.

The report comments frequently about the importance of scale but does not offer any solutions – we sincerely hope that the final report will do so.

- **FIND WAYS TO RETAIN LOCAL** – keeping a sense of the local is critical to success, even in larger structures or systems which deliver economies of scale. Therefore, it is necessary to identify the infrastructure and support services that can be undertaken away from the frontline, and those that must critically be face-to-face with strong local knowledge. Design should ensure that the two aspects are of equivalent value and status.
- **FLEXIBILITY** – sometimes another agency might be better placed to deliver a service, for example a wānanga might be best placed to lead the delivery of family literacy and library services to deliver the best value results. Where other agencies and organisations share similar wellbeing goals, working collaboratively or in partnership with public libraries can provide enhanced outcomes through a collective impact approach where the lead role will vary.

## RESPONSE TO QUESTION

### What feedback have you got on the structural examples presented in the report?

Structural change is necessary. Collaboration, shared services and consortia can only go so far. They are hard and time-consuming and not always sustainable or effective over time. System design and funding solutions go hand-in-hand. It is difficult to comment on structural examples without taking the funding into account.

Libraries are unusual within local government as they operate within a sector which has a national and international infrastructure, and where the interdependence of collections and systems and shared customer base means that they also have relationships with libraries in schools, universities and other institutions. This is particularly the case in a country as small as Aotearoa New Zealand.

The model which would best suit public libraries is one which addresses what is best delivered nationally, regionally/collaboratively, and locally. This could be seen as a three-tiered model. Any change should include the development of minimum standards expected to be delivered.

**LIANZA recommends** that the National Library should be strengthened to support the development, equity and effectiveness of public library services across Aotearoa New Zealand and required to do so as a core expectation in accordance with the National Library of New Zealand (Te Puna Mātauranga o Aotearoa) Act 2003. This approach should differentiate between those roles and services best undertaken at a national level and those best led and delivered locally.

We would like to see a properly set up division in the National Library which works with public libraries, alongside its Services to Schools – this could be two parts of a Services to Libraries division within the National Library. This division would work on those things which are enabling and hard for libraries to do individually – research, statistics, fostering collaborative initiatives, advice, specialist expertise especially supporting libraries to develop Te Tiriti partnerships. It could

initiate pilots and address postcode inequities through funding support. It could set standards. It could undertake a role like that of State Libraries in Australia. There are also lessons to be applied from the Irish model of support of public libraries through their Local Government Management Agency (LGMA).

Importantly, any such division should have a board which is made up of representatives from the local government, public library and schools' sector, which is able to both influence and inform the work of the division to ensure it remains connected and relevant.

Two years of NZLPP funding to libraries via the National Library have demonstrated both the gap and the potential. There is currently no agency able to own or sustain significant NZLPP initiatives over time. The risk is that such funding is wasted longer term. The potential for the National Library to sustain and leverage NZLPP-type initiatives is obvious but currently not able to be realised.

The National Library has led and hosts all the significant collaborative activity across libraries in Aotearoa New Zealand, as well as collaborative digital initiatives across the wider galleries, libraries, archives, museums, marae, iwi, and records (GLAMMIR) sector. LIANZA considers that the National Library is well placed to take on such a role.

## CASE STUDIES

### TWO AUSTRALIAN MODELS

There are a number of different partnership models between state and local government authorities for the delivery of public library services in Australia, which may be relevant to potential collaboration between central and local government in New Zealand.

#### QUEENSLAND

The Queensland state government provides funding through the State Library of Queensland to 75 local councils for the operation of public library services through two service-level agreements for indigenous knowledge and for **the First 5 Family Literacy Initiative**. The agreements outline the obligations of each party, including regular reporting and acquittal of funding received.

In 2022/23, the total **Queensland government contribution** to local authorities budgeted is \$26.5M.

In addition, the State Library of Queensland has developed standards and guidelines for Queensland public libraries to support the achievement of more equitable standards for facilities, services, collections and usage across a broad spectrum of communities.

**The Queensland model** could be adapted for New Zealand, along with standards and guidelines relevant to the New Zealand context, priorities and wellbeing outcomes.

#### SOUTH AUSTRALIA

The South Australian government provides a different collaborative state-wide service model which supports South Australia's more than 130 public libraries. Local government provides a significant proportion of the funds for public libraries (approximately 75%), with the state providing key funding which supports the 'network' approach to the provision of services across the state.

This state delivered services include:

- Free internet access

- Wireless @ your library
- Online resources
- Centralised procurement and contract management
- Provision of online selection data and catalogue records
- Interlibrary loan services
- Library materials in over 20 community languages

These services are provided to public libraries by Public Library Services (PLS), a business unit of the Libraries Board of South Australia operating within the Department of the Premier and Cabinet and funded from within the state's funding to public libraries.

South Australia effectively has two types of public libraries. Those owned and operated by local councils, with a subsidy provided by the State Government, and School Community Libraries (SCLs), which are significantly resourced and funded by the state, with some local government contribution. These SCLs generally operate in communities with a population of less than 3,000 people.

State government funding enables South Australia's public libraries to work collaboratively to provide a service to all South Australians. The network operates within a collaboration agreement between state and local government. **This agreement provides the framework** within which both parties contribute to ensuring that all South Australians have access to modern, free public library services.

Council populations in South Australia range from over 150,000 to less than 1,000. This difference in population has an impact on library service delivery methods and on the range of services and technologies that libraries can provide to their communities.

South Australia also operates a state-wide 'one card' system where any South Australian can use any public library in the state.

The state-wide approach ensures access and equity for all community members as well as a state-wide strategic approach to library workforce development and service provision:

- [Tomorrows\\_Libraries\\_2019\\_edition.pdf \(onecard.network\)](#)
- [One\\_Workforce\\_transforming\\_the\\_South\\_Australian\\_public\\_library\\_network\\_from\\_the\\_inside\\_out.pdf \(onecard.network\)](#)

## THE IRISH MODEL

Government funding support to public libraries in Ireland is distributed via the **Local Government Management Agency (LGMA)** which is funded by central government but operates at arm's length. The LGMA is a state agency established to provide support and advice to local authorities on a wide range of projects and issues. The LGMA Board is made up of eight local authority chief executives. The Library Development Committee (LDC) is one of seven committees reporting to the LGMA Board who conduct the business of the LGMA. The LGMA is the link between central government and councils.

For purposes of funding the LDC is responsible to the Ministry of Rural and Community Development (MRCD) which provides the funding and reviews its effectiveness. In 2017 the amount of **MRCD funding for libraries was 7.7 million Euros**, including capital funding for buildings.

The LDC develops the strategy for libraries and determines and monitors the various support funding packages. There are 20 local authorities and 330 library branches across Ireland.

Public libraries in Ireland still receive most of their funding from their local authority. The LDC is focused on library development and its support funding is applied for this purpose, resulting in a number of benefits.

- The funding has made a significant difference to smaller local authorities – particularly in getting funding for new library builds or significant renovations through the capital programme.
- There has been a growing professionalism of libraries in Ireland as a result of the government funding and the co-ordination of a national strategy.
- There have been substantial increases in library opening hours in an effort to address equity of access to information.
- There has been extensive investment in digital technology and capability to address the digital divide.
- There is a single library management system managed on behalf of LGMA by Dublin City Libraries.
- The LDC develops standards and guidelines for library services and supports these with funding to lift standards overall.
- Leadership of the LDC has been key to its success.

There are of course drawbacks to the system especially where a one-size-fits-all approach is applied. However, LDC's governance and other representative structures allow for wide input and the opportunity for all libraries to contribute ideas and thinking. As in all collaborative structures, trust and communication are key.

While there are general concerns from a New Zealand perspective that the LGMA is more centrist and top down than would be desirable here, there are aspects of the Irish model that could work for public libraries with National Library taking a role in supporting public library development and with a strong representative board in place to offer oversight and advice.

## REVIEW OF LOCAL MODELS

LIANZA does not favour a particular model. The design principles outlined above are the most important consideration, equity, diversity, scale, local, and flexible. Also, we believe that redesign has to be a co-design process with iwi Māori.

### MODEL 1: One council for the region supported by local or community boards.

This model implemented in Auckland in 2010 enabled library services across the Auckland region to thrive as one entity rather than seven. It allowed for the diversification of specialist roles to reflect community and the depth and breadth of programming is notable.

The Auckland model has enabled a regional (centralised) and local approach. Core services are managed centrally as one system, including: collection management, circulation, digital solutions, programming support. The 56 community libraries deliver these core services in a consistent way so that the customer experience is seamless. Beyond this each community library is expected to be local, to reflect their community in their staffing, the look and feel of their spaces, and in the way that programming and relationships are developed. Local Boards shape this expression of local, for example in determining opening hours and the role of new buildings.

**MODEL 2 - Local and regional councils with separate governance.**

Library services could be delivered by a regional council, using an approach similar to Auckland to achieve the best of both regional and local effectiveness.

**MODEL 3 - Local councils and a combined council with shared representation.**

Library services could potentially be delivered by the combined councils to achieve the scale necessary for quality and effectiveness. However, the governance arrangements with this model need more work.

**PROPOSED MODEL 4 - Strengthened national/local model**

In the case of libraries there is the possibility of a strengthened national/local model. In this model the local retains its own jurisdiction but is expected to participate in umbrella national initiatives. This aligns with the proposed strengthened role for the proposed strengthened National Library role and would enable further regional collaborative initiatives also.

## CHAPTER 10: SYSTEM STEWARDSHIP AND SUPPORT

### GENERAL RESPONSE

LIANZA welcomes the attention to the area of stewardship but **submits** that the focus is too narrow.

We have four areas of concern.

- The draft report mentions a small number of agencies who have roles in relation to local government, including Taituarā and LGNZ. The list should be much longer. Public Libraries New Zealand (PLNZ), LIANZA, Archives and Records Aotearoa New Zealand (ARANZ) Records and Information Management Practitioners Alliance (RIMPA), Te Rōpū Whakahau and Museums Aotearoa are other agencies working in this space and there are many others. These organisations are all membership-based, reliant on membership funding to be able to undertake their work. They struggle financially. Yet there is a reliance on the expertise of these various bodies and their input is often sought by local and central government ministries, for example DIA in relation to FENZ levies on cultural heritage collections or public good copyright provisions.

These organisations should all be recognised and supported where there is a central government reliance on their existence and contribution.

- Recently LGNZ received funding from the NZLPP to fund a specialist library advisor on a limited tenure full-time basis.

**LIANZA submits** this should become a permanent role. Libraries are a substantial area of delivery and expenditure for local authorities in Aotearoa New Zealand, yet LGNZ has not considered it necessary to develop advisory expertise in this area. They have instead relied on ad-hoc input from library managers directly or through PLNZ and LIANZA as necessary. The value of a full-time role has become clear over the past 12 months.

- Local authorities are stewards of significant collections of cultural and documentary heritage and taonga in their archives, museums, libraries and galleries. The value of these collections is immense, yet there is no framework to ensure these resources are well cared for or accessible.

The taonga include manuscripts, charts and maps, print, sound, images and objects. These tell local stories about the history of place, and in some cases, include treasures of such international significance that these are listed in the UNESCO Memory of the World Register. Cultural and heritage collections provide the evidence that underpins Te Tiriti claims.

These collections also underpin the new Aotearoa New Zealand history curriculum and massive efforts are underway across the GLAMMIR sector to ensure that useful resources are identified and made easily accessible to schools.

The case can be made that cultural heritage of local significance is just as important as that held in national institutions, given that it supports identity and is an important basis of learning and tourism.

**LIANZA submits** that this stewardship should be supported by funding from central government.

- LIANZA believes that there are complex conflicts of interest within DIA due to its now having responsibilities that include local government, National Library, Te Rua Mahara o te Kāwanatanga Archives New Zealand, community grants, civil defence, and fire and emergency. Often the advice from one part of DIA conflicts with another. A recent example relates to fire levies. This means that advice can be compromised. It can also mean that local government does not receive the visibility or priority that it should within central government.

LIANZA's view is that central government stewardship of local government should sit outside DIA in an independent agency. There should also be a system to hold both central and local government to account for their delivery of local outcomes. This should certainly be the case if DIA retains local government as one of its activities.

## **RESPONSE TO RECOMMENDATION**

Currently, the recommendation is just to consider the issue. We submit that the final report should make specific recommendations to address stewardship issues.

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## GLOSSARY

- APNK – Aotearoa People’s Network Kaharoa
- DIA – Te Tari Taiwhenua Department of Internal Affairs
- GLAMMIR – Galleries, libraries, archives, museums, marae, iwi and records
- LGNZ – Local Government New Zealand
- LIANZA – Te Rau Herenga o Aotearoa Library and Information Association New Zealand Aotearoa
- MOE – Ministry of Education
- NZLPP – New Zealand Libraries Partnership Programme
- National Library - Te Puna Mātauranga o Aotearoa National Library of New Zealand
- PLNZ – Public Libraries New Zealand