



The National Library of New Zealand Bicultural Implementation Roadmap
From compliance to creativity through achievement?
Time for a Progress Check

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Session: **130 — Empowering library services for indigenous people — Indigenous Matters Special Interest Group**

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Introduction

Kōkiri, Kōkiri, Kōkiri!

Whakarongo ake au ki ngā reo o te motu

E karanga mai ana

Huakina mai ngā tatau o tō whare

Kia Mahi Tahi tātou, kia inu ai mātou

I Te Puna Mātaraunga o Aotearoa.

The message from the people

Clearly asks us

To open our doors

So that we may work together

And share the information

Held in Te Puna Mātauranga o Aotearoa. (Te Komiti Māori)

Abstract

Two years ago, the Library embarked upon its journey to become a truly bicultural organisation – with collection and service delivery approached from a shared Māori (indigenous) and Pākehā (NZ European) world view.

Success would include dramatically improved digital access, bi-cultural and cross cultural brokering and the Library being recognised as a social place of discovery and learning.

Our priority action areas over three years were increasing digitised content, increasing 'findability', improving the physical experience, enhancing staff capability, authentic and credible iwi (tribal) engagement, increasing support for young Māori in education and exploring further opportunities to partner with the public libraries of New Zealand, iwi and Māori.

Two years on, where have we got to? This paper discusses the integrated package of initiatives undertaken so far, progress towards our aspired culture and challenges along the way.

It is a story in two parts: what we were doing as the standalone National Library of New Zealand and what we are now doing as an integrated business unit within the nation's Department of Internal Affairs.

Aspirations as a standalone National Library

Since 1840 iwi Māori (tribe and/or tribal organisation, nation, people) and the New Zealand government have engaged in an evolutionary relationship developed through reference to the Treaty of Waitangi, New Zealand's founding document.

*Te Kaupapa Mahi Tahī*¹-A Plan for Partnership is the Library's strategic policy document which guides the organisation's relationships with Māori.

The *Bicultural Implementation Roadmap 2010 - 2012* describes how the principles affirmed in *Te Kaupapa Mahi Tahī* are being brought to life in the Library's practice. It also outlines the specific initiatives that the Library is undertaking over the three years (2010-2012) to implement the Library's strategic directions.

This bicultural plan makes clear how these specific initiatives are connected to the Library's overall strategic priorities. It builds on achievements made over the last 10 years and is based on dialogue with iwi and Māori and the Library's quantitative and qualitative customer research.²

The plan requires action from each and every member of the National Library staff, and all of our teams if the Library is to be recognised by Māori and all New Zealanders as an organisation that celebrates our bicultural heritage.

This plan is the first step of a renewed process to move the Library from **compliance** to **creativity through achievements**.

The strategic drivers that underpin this plan are derived from the ['National Library of New Zealand Te Puna Mōtauranga o Aotearoa's Strategic Directions to 2017'](#) which encompass both ongoing and new activities for the organisation.

The drivers critical to the success of this plan are summarised below:

- Māori are comprised of many diverse communities. Collecting and sharing taonga a iwi (materials treasured by these communities, wherever they are located) requires the maintenance of existing partnerships and the development of new mutually beneficial and sustainable iwi relationships.
- *Mōtauranga* (information) held by the National Library, and within the Alexander Turnbull Library collections in particular, is seen by Māori as taonga (treasures). The mauri (life-force) contained in original items in the collections holds a special wairua (spiritual dimension) for Māori.
- The cultural identity of New Zealanders is intimately bound with Māori. The cultural identity of the Library needs to clearly demonstrate this whakawhanaungatanga (interconnectedness).
- Māori are currently involved in kaitiakitanga (duty of care) of some items in the collections. They want to be more involved. Māori seek complementary, reciprocal relationships with the Library and other collecting institutions and agencies. Māori see the Library as a natural and reputable partner.

¹ *Te Kaupapa Mahi Tahī* – translated means 'Working as one'

² *New Generation National Library Implementation Programme – Market Research*; Colmar Brunton Presentation October 2009

- Māori involvement in the Library's decision-making processes is patchy. Shared decisions on rights management need to be strengthened. Much greater shared decision making with iwi is expected through Treaty of Waitangi settlements and collaborations within the Library and across government.
- Whakawhanaungatanga (inter-connectedness) is central to how Māori view the world. This bicultural plan, Te Kaupapa Mahi Tahī and the Treaty of Waitangi make whakawhanaungatanga central to all aspects of the Library's business.
- The way information is created, published, made accessible, stored and disseminated is changing and expanding at an ever-increasing pace. Māori and others interested in information about the Māori world want improved digital access to the collections held in the Library. They want the Library to provide leadership to gain improved digital access within and across collecting institutions in New Zealand and overseas.
- For young Māori in education to succeed the Library must provide better digital access for learners wanting to utilise primary sources when researching either historical or current issues. There is a real need for current, relevant online materials and tools of specific interest to young Māori.

Strategic outcome

Te Kaupapa Mahi Tahī plays an important role in achieving the Library's outcome: *New Zealanders connected with information important to all aspects of their lives.*

For Māori customers this means

- being connected with information important to all aspects of their lives and in a way that is meaningful for them. Many see a circle of reciprocity between the Library and iwi as a realistic proposition.
- Taonga Māori are cared for, protected and made accessible in collaboration with iwi and Māori. Kaitiakitanga is highly important to Māori.
- All New Zealanders' access to mātauranga Māori is facilitated.
- Māori are skilful and confident in using information.
- Relationships between iwi, Māori customers and the Library are enhanced, created, shared and valued.

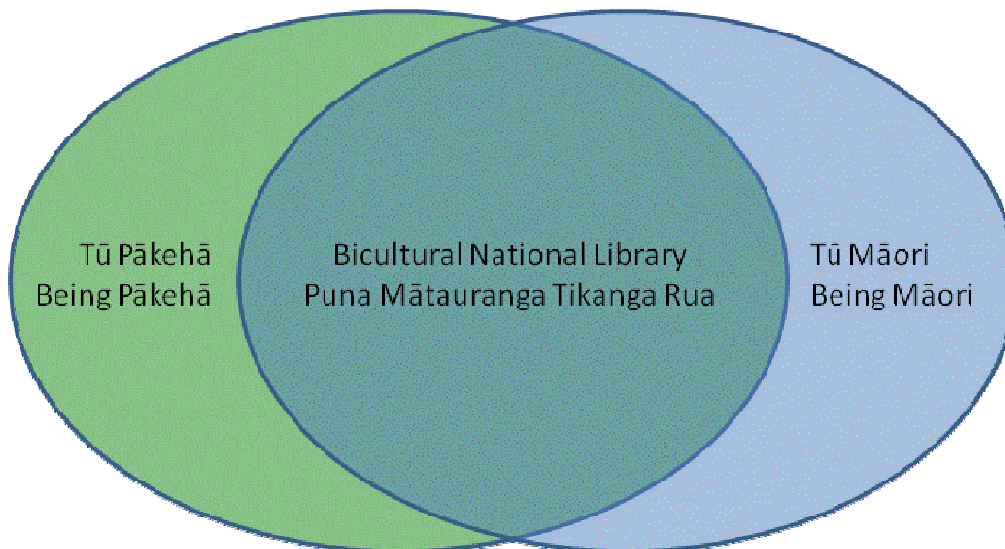
What will success look like for the Library and Māori?

For the Library, and Māori users and communities, success will be staff and services which are:

- **Professional:** able to assist in the search for and locating of relevant information
- **Knowledgeable:** aware of bicultural heritage practices, protocols and traditions
- **Comprehensive and respectful:** create links between researchers' iwi, hapū (groups of families of the same area, section of a large tribe/clan) and other information managers

- **Trusted:** integrated engagement based on mutual respect and a sense of belonging

The Library's aspiration is to be a bicultural organisation – that is, its collection and service development and delivery are approached from a shared Māori and Pākehā paradigm. This Bicultural Implementation Plan comes alive in this space.



Business priorities

The plan identified seven specific initiatives to operationalise *Te Kaupapa Mahi Tahī* over a 3 year period.

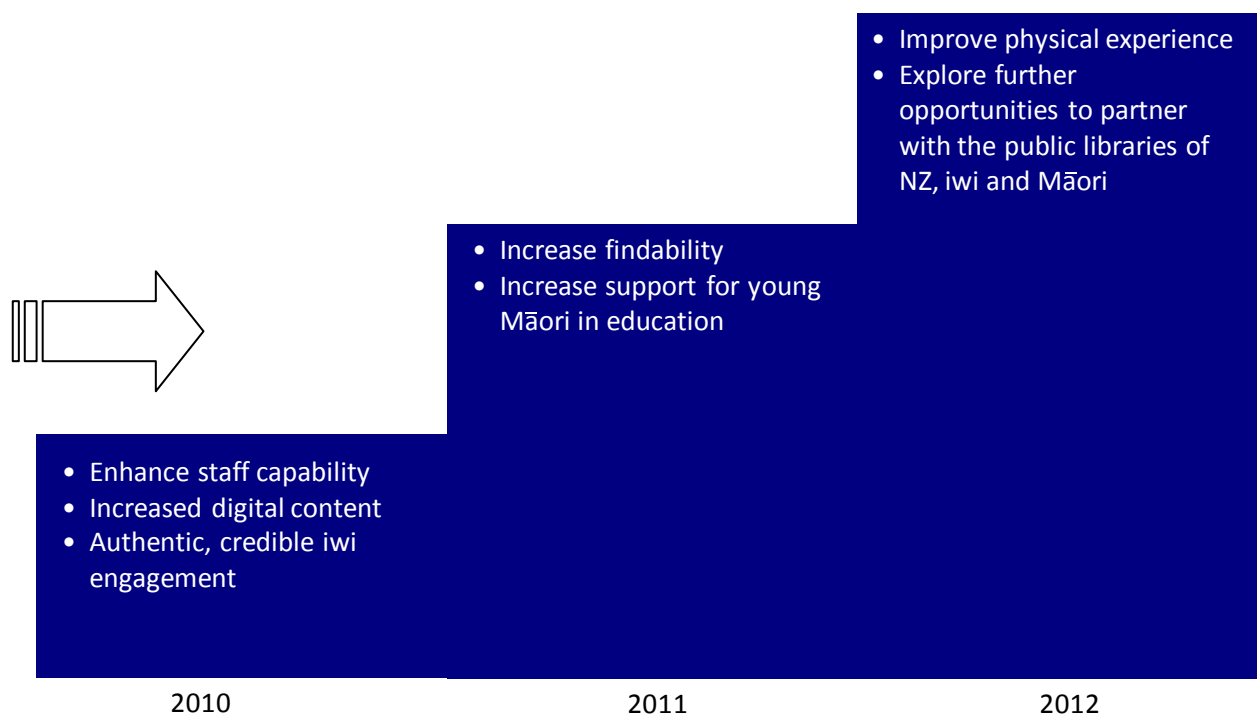
These are:

1. **Increase Digitised Content** –increase the amount of relevant te reo Māori and Māori content available online.
2. **Increase 'Findability'** - make it easier for material to be found.
3. **Improve Physical Experience** – make it easier and friendlier for Māori clients to engage with Māori staff, collections and services when they visit Library premises.
4. **Enhance Staff Capability** – plan and implement a more credible bicultural capability and capacity across the Library.
5. **Authentic, Credible, Iwi Engagement** - develop an achievable, iwi engagement plan that is grounded in relational trust.
6. **Increase Support for Young Māori in Education** – continue the targeted interventions in collaboration with educators of young Māori in Auckland, Northland, Waikato and Bay of Plenty areas and continue to build networks, which support young Māori throughout New Zealand.
7. **Explore Further Opportunities to Partner with the Public Libraries of New Zealand, Iwi and Māori** – continue to enhance collaboration of all public library services for Māori clients.

Implementation approach

The seven Business Priorities build on the platform of successful activities over recent years and have been phased over a three year period to construct a strong bicultural National Library.

The Library's Strategic Leadership Team is leading the implementation of the overall plan, while directors and senior managers are leading these changes in operation of the Library. Some initiatives are being explored collaboratively with external agencies.



Progress towards our aspired culture?

The benefit of having detailed action plans in each of the 7 priority areas has been to create the umbrella mandate to enable this coherent set of initiatives to be incorporated and prioritised across most areas of the Library's operation – through business planning, funding models, service development, building design, relationship and engagement strategies, staffing structures and human resources initiatives.

What the Library has done and outcomes for Māori customers are touched on below. It is worth noting here that the plan has enabled a level of distributed leadership to emerge: where previously, initiatives for Māori customers were routinely directed to Māori staff members, we are heartened by the increased levels of confidence and respectful engagement among team members across the Library.

Strategic tensions: integration brings a richer conversation

In February 2011, as part of the Government's drive for better public services the National Library was integrated into the larger Department of Internal Affairs.

The Department is also home to two other agencies which can be seen to enhance and augment the information base and documentary heritage looked after by the National Library:

- Archives New Zealand which is the official guardian of the record of government and leads the public recordkeeping system. Archives NZ's repositories hold a vast array of records documenting the nation's official history and telling the stories of our heritage. In particular, Archives NZ is the guardian of the Treaty of Waitangi and other documents of national significance.

- Births Deaths and Marriages business unit which registers and maintains New Zealand birth, death, marriage and civil union information and provides access to that information by issuing certificates and printouts.

With all three units domiciled within the one government department, there is significant potential for strategic alignment providing improved services for New Zealanders.

This includes greater opportunities in the 7 priority areas of this bicultural plan, if we can work closely with Archives NZ and Births Deaths and Marriages.

For example, there is an emerging opportunity to dramatically improve New Zealanders' access to the Treaty of Waitangi, our nation's founding document, by creating a revitalised space for it within the Library's current building transformation programme. This would be an even more fitting home for the Treaty and other documents of national significance, situated directly facing the Parliament of New Zealand, than they currently occupy.

Similarly in the areas of collaborative digitisation and public programmes.

So, while the Library is no longer authorised to have unilateral conversations with iwi, we have indeed been drawn into wider and richer conversations.

Iwi are in fact more interested in engaging with the Department of Internal Affairs broadly, but the process of doing so is now beyond the Library's sole control.

So, what has this meant in practice?

It has meant that the Library is now involved in writing an Effectiveness for Māori Strategy for the whole of the Department. As the government department which looks after the Treaty, there is a desire for this strategy to lead the way and set an example for other government departments – to 'walk the walk' of the Treaty, so to speak.

The Library now has the opportunity to feed its thinking from *Te Kaupapa Mahi Tahī* and the *Bicultural Implementation Roadmap* – concepts such as Mahi Ngātahi, (collaboratively working as one) – into the wider thinking in other government departments.

Indeed, the integration into the Department of Internal Affairs provides the Library with an opportunity that was not previously possible, to be advocates for developing bicultural thinking of other government departments.

Have we been distracted?

A resounding no! Although by no means 'there' yet, the Library has made great strides in each of the 7 business priority areas, with initiatives including:

- A digitisation strategy and three year plan in place which will specifically digitise material of importance to Māori, [with digitisation of high priority materials now underway](#).
- Recently completed research into effective search interfaces targeted specifically for Māori customers and material of interest to them, with funding allocated for developing this interface this year.
- Creation of a number of specific Māori roles and ongoing internship opportunities to support reciprocal knowledge sharing and bicultural development.
- Creation of an induction and customer care programme for staff which is developed from a base understanding of Māori concepts of Manaakitanga (aspects of respect and kindness).
- Design of the Library's Wellington building in close co-ordination with the Mana Whenua, (the iwi with traditional guardianship of this area of land), which reflects the Māori epic journey *Mai te Kore ki te Ao Marama* (the journey from a state of darkness and emptiness towards enlightenment.)
- Design and fit out of the Library's physical spaces to support social and oral research and learning.
- Implementing an exciting new 'Lifelines' on-site experience, which is based on knowledge of oneself and others and the connections that may exist with others and with landscapes.
- Engaging with targeted international collecting institutions to advocate for the digitisation and access to materials related to Māori and New Zealand history.
- Agreeing a Public Programmes Strategy that includes physical and virtual collaboratively mounted programmes with iwi.
- Developing letters of commitment with individual iwi, to better target the service each iwi requires from the Library.
- Rolling out free computers and broadband to three pilot Marae (iwi communal, sacred places) through the Library's [Aotearoa People's Network Kaharoa](#) to increase engagement in the online community.
- Developing targeted educational programmes such as [Haka! Speaking with every move](#) for educators and young Māori. These have been enormously successful.

However, we are mindful that the Library is very much part of the broader national picture.

In its [report into the Wai 262 claim](#), the Waitangi Tribunal noted that the relationship must change 'from the familiar late-twentieth century partnership built on the notion that the perpetrator's successor must pay the victim's successor for the original

colonial sin, into a twenty-first century relationship of mutual advantage in which, through joint and agreed action, both sides end up better off than they were before they started. This is the Treaty of Waitangi beyond grievance.'

This is clearly the Library's aspiration, as we signalled in both *Te Kaupapa Mahi Tahī* and the *Bicultural Implementation Roadmap* – from compliance to creativity, through achievement.

Currently we are awaiting the all of government response to the Wai 262 Waitangi Tribunal report, which will help the Library determine how we will keep moving forward in these relationships of mutual advantage.

In the meantime, the conversations are continuing, with increasing numbers of iwi agreements and letters of commitment on the horizon.

A key question for the Library is now: How do we make sure that the conversations and the relationships with iwi are meaningful and sustainable, with more iwi and more agreements coming on stream?

How can we sustain the level of commitment and the amount of work that these iwi relationships may require, in a time of capped staffing numbers and reducing budgets?

One possibility is to carefully manage our level of commitment to collaboration with each individual iwi.

In many ways, this period has been all about building the cultural, resourcing and infrastructure platforms for a bicultural National Library – platforms such as staffing and service models, renewed online presence, research service and space planning.

So, some compliance, some achievements and the creativity is gently and gradually blossoming – [you might like to check out](#) one of our programmes associated with *Haka!*

We are heartened by our progress but know there is still much to do.

Although this *Bicultural Implementation Roadmap* has 9 months left to run, it is time to take a step back, and rethink our approach in the light of the Wai 262 report and the new integrated Department of Internal Affairs reality.

Watch this space...