



## **The New Generation National Library (A)**

In February 2009 the New Zealand National Library launched the National Digital Heritage Archive (NDHA), a key milestone in the vision of a “New Generation National Library”. While maintaining its traditional role of collecting and preserving physical documents, the Library could now fully embrace the opportunities offered by digital content.

The \$24 million project, initiated in 2004, was delivered on time, and under budget. It was cause for celebration at a time of significant challenges to the overall New Generation strategy. This incorporated a redesigned organisation and a rebuilt physical space for the National Library, arguably New Zealand’s most valuable cultural asset, to keep pace with changing user and information demands. A major issue was the new building, for which the previous government had approved \$70 million. Already signalling its intention to trim public sector spending, the new government was now facing the Global Financial Crisis. Preliminary work to rebuild the Library had revealed that additional and expensive earthquake strengthening would be needed. National Librarian Penny Carnaby faced intensive questioning from politicians at the Education and Science Select Committee, as well as from her anxious staff.

Penny Carnaby had been appointed as New Zealand’s National Librarian in 2003, as revised legislation anticipating the Library’s expanded role in the age of digital information, was about to be passed. It was a time when the role and function of information professionals and of libraries were in rapid and escalating evolution,

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and emerging trends like the massive increase in user-generated content would totally transform the nature and purpose of libraries.<sup>1</sup>

With general access to the Internet, librarians no longer needed to be protective gatekeepers of limited resources of knowledge. Instead they could be guides, “mediating access” through multiple gateways to vast amounts of information to suit the needs of users, “agnostic” conduits to and connectors of information, not all of it generated through traditional sources.

In the vision that Penny Carnaby articulated, to ensure the implications of such massive change were well understood, the New Generation National Library would be more things to more people than could have been conceived of when the National Library of New Zealand was established by the *National Library Act 1965*.

### **Establishment of the National Library of New Zealand**

It was not until 1987 that most of the core components of the National Library of New Zealand, Te Puna Mātauranga o Aotearoa, were brought together under one roof in the purpose-built structure on Molesworth Street (*Exhibit 1*), almost opposite the New Zealand Parliament. The Library had its origins in the National Library Service which comprised the School Library Service and the Country Library Service, and the Alexander Turnbull Library. After operating as a division of the Department of Education, in 1988 the National Library became a government department in its own right.

The Country Library Service had been established in 1937 to support local public libraries, with the School Library Service playing a similar role for schools. The “Turnbull” dated back to 1918, when businessman Alexander Turnbull bequeathed to the nation his collection of manuscripts and paintings dating back to the earliest European voyages of discovery to New Zealand, and rare works by John Milton. It continued to attract donations and was a treasurehouse of rare and original material, frequently visited by international researchers. The new Molesworth Street building for the first time physically located the Turnbull within the National Library. However the Turnbull maintained a separate entrance from the main foyer, and a strongly established brand and identity. Turnbull staff preferred to identify themselves as working for the Turnbull, rather than the National Library.

### **Vigorous debate**

In the years leading up to the Library establishment in 1965 there had been vigorous debate about its proposed role and purpose: whether it should be primarily for scholarly research, with restricted access (the Turnbull model), or, as a lending library, be as accessible as possible and meet a wide range of readers’ needs (in the spirit of the Country Library Service), and whether the two could or should coexist. The Friends of the Turnbull Library conducted a vigorous press campaign for the

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<sup>1</sup> Carnaby, P, ‘New Zealand’s Digital Content Strategy: Challenges and opportunities for the tertiary sector.’ Notes prepared for a public lecture to mark Penny Carnaby’s appointment as Adjunct Professor, School of Information Management, Victoria University of Wellington, 16 October 2006, p1 Hereafter “PCVUW”.

continued independence of the Turnbull Library, involving such notables as the poet Denis Glover.

Tensions persisted. Over 30 years later, the debate exploded again after the appointment of Christopher (Chris) Blake as the National Librarian in 1997. Blake, an engineer by training and an accomplished classical composer, came to the Library after six years as the foundation Chief Executive of the Ministry of Culture and Heritage. Like his predecessor, Peter Scott, he was concerned that the Library should keep pace with the growing importance of electronic information, the explosion of new digital material, and the vastly increased access to information through the Internet. LIANZA, the Librarians' professional organisation<sup>2</sup> was lobbying for new legislation, and a National Information Strategy to guide New Zealand forward.

In August 1999, Chris Blake launched the web-based bibliographic directory Te Puna, delivered on time and to budget. This significant success, a platform for future digital developments, was overshadowed by the furore over Blake's plans to restructure and refocus the Library. He wanted to cut overall staff numbers from 400 to 340,<sup>3</sup> creating new positions in the digital area, and to cull more than 40,000 books from the general collection to sharpen its New Zealand-Pacific focus.

### **“Vandalism and filching from the people”**

Such “weeding out” was a necessary and routine activity for every library. But, in a battle waged through the pages of New Zealand's main newspapers in May and June 1999, the process was described as deplorable for scholarship, making New Zealand look ludicrous internationally, and amounting to “vandalism and filching from the people.”<sup>4</sup> One of the most vocal critics was Jim Traue, the Alexander Turnbull Librarian from 1973 to 1990.

In mid-June, responding to a critical *Evening Post* editorial Chris Blake described the Library's role in “maintaining a complete picture of New Zealand's documentary heritage. He said it was “absolutely untrue” to suggest the Library was disposing of books from the New Zealand collection.<sup>5</sup> The Library was following a strict collections policy established in consultation with the New Zealand library and information community, he said.

But Blake had lost the support of some influential members of this community. Editorially, LIANZA's journal was highly critical of the National Library, while within the Library a faction was also fuelling the fires of discontent. Matters came to a head when the Friends of the Turnbull Library, publicly supported by the opposition Labour Party in pre-election mode, lodged a court injunction for a judicial review of

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<sup>2</sup> The Library and Information Association of New Zealand, formerly the New Zealand Library Association.

<sup>3</sup> Courtney, B, ‘Cost-cutting plan affects 60 National Library jobs’, *The Dominion*, 5 May 1999, edition 2 page 3.

<sup>4</sup> ‘Academic sees library plan as wanton vandalism’, *The Dominion*, 6 May 1999, Edition 2 Page 3.

<sup>5</sup> Blake, C, ‘Weeding’ policy explained, Letter to the Editor, *The Evening Post*, 30 June 1999, edition 3, page 4, downloaded from <http://io.knowledge-basket.co.nz/helicon.vuw.ac.nz/iodnews/cma/cmapl?id=18660>.

the restructuring. This brought the process to a standstill, without arresting the slide in staff morale.

## **New legislation**

Litigation was avoided after the change of government in November 1999, although the “weeding” furore would leave its mark in a conservative collections policy that would require Ministerial approval for almost all book disposals. The new Minister responsible for the National Library, Marian Hobbs, negotiated for the injunction to be dropped and promised a review of the 1965 Act. The incoming Labour government had signalled its intention to value the National Library as part of the “cultural renaissance” led by the Prime Minister, and Arts and Culture Minister, Helen Clark. LIANZA’s energetic incoming president, Penny Carnaby, seized the moment to hold a Library and Information Policy Summit immediately after the election. When drafting of the new National Library legislation began, it often incorporated almost to the letter what LIANZA had been lobbying for, including the world-leading extension of legal deposit to cover formal and informal electronic material.

Chris Blake resigned from the National Library in 2002 to become chief executive of the much larger Department of Internal Affairs. He had achieved the \$1.9 million savings required of him, mainly by staff attrition, the closure of the library shop and reorganisation of departments.<sup>6</sup> He had also overseen the establishment of the National Digital Forum through which New Zealand’s museums, libraries and art galleries developed a national collaborative approach to digitisation of their holdings.

Chris Blake’s successor Penny Carnaby, named in October 2002, acknowledged that his hard work had laid the foundations for much of what she was able to achieve in digital developments, and that the strict managerial focus of the political environment<sup>7</sup> he operated in gave him little “wriggle room.”

## **“One of us”**

Library staff had been resistant to Blake’s introducing what they saw as “yet another restructure” especially because, as a career public servant, Blake was “not one of us.”

Penny Carnaby was “one of us,” and welcomed back into the fold, though less typically for a librarian, she was an extroverted “big picture thinker.” English-born, she had worked in Australia, where she grew up, and in New Zealand, where she spent over 20 years at the Christchurch Polytechnic Institute of Technology, before moving to the Macquarie University Library in 2000.

Penny Carnaby declared herself to have become “a librarian through lust” - her

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<sup>6</sup> Langdon, C. ‘Library boss moves to Internal Affairs’, *The Dominion*, 2 May 2002, Edition 2, Page 7, <http://io.knowledge-basket.co.nz/helicon.vuw.ac.nz/iodnews/cma/cma.pl?id=23887-3...> Downloaded 18/12/2008.

<sup>7</sup> The 1990-1999 National Government continued and extended market reforms begun by the preceding Labour Government.

passion for education.<sup>8</sup> She had an “unstoppable urge to make connections.” Stylishly and colourfully dressed, and prepared to dress up if the occasion warranted it, she loved telling stories, relished repartee, and celebrated difference – hers and others.

People quickly warmed to her and felt she was “someone who listened.” Yet some could feel overwhelmed by her enthusiasm, empathy and involvement, or the power of her sharp intellect. Intuitive and visionary, she thrived on uncertainty, readily admitting mistakes and seeing strategy as an evolution rather than a series of decision points.

## **Rebuilding confidence, expanding the reach**

From the outset, Penny Carnaby had wanted to encourage a collaborative workplace where, as in the Māori kete or basket, “individual threads can stand out but the strength comes from their interweaving.”<sup>9</sup> She knew that public battles over the roles and relationships of the National and Turnbull Libraries had taken its toll on staff as well as reputations; the “disconnects” between parts of the organisation were evident. However, she was taken aback to discover how low staff morale was.

“I thought it might be mission impossible [to restore the Library] but I found out really quickly that the people were superb. They’d lost their confidence and felt the public debate was unfair to them.”

She realised that her leadership role would be two-fold – internally, to build the confidence of the organisation, and externally to mend or extend bridges to the community. Her first move was to assure the staff there would be “no immediate restructuring, no trauma... we would firstly celebrate their genius.”

It would have been “enormously disrespectful” to arrive with preconceived ideas and before she had listened to the pulse and come to understand the personality of the organisation, she later reflected.

“Of course I had a vision, hopes and expectations, but I didn’t know the way these might manifest in the future. In my view it was important that I didn’t. We need to risk periods of uncertainty, and paradoxically, confusion is often an important part of the journey to becoming clear.”<sup>10</sup>

She wanted open dialogue on what was happening within and outside the Library, and invited all staff to regular meetings in the Library theatrette, seeking feedback and comment. She wrote a weekly newsletter informing staff of business and personal developments.

In the introduction to the 2004 Annual Report, Penny Carnaby told the staff

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<sup>8</sup> Harris, C, ‘A lust for libraries’, The Dominion Post, 1 November 2003, Edition 2 p14 downloaded from <http://io.knowledge-basket.co.nz/helicon.vuw.ac.nz/iodnews/cma/cma.pl?id=18660-3xxx> on 18-11-2008.

<sup>9</sup> Carnaby, P: ‘The Ecology of Change: Looking back on my first year in the job.’ An open letter to the Staff of the National Library of New Zealand, Te Puna Mātauranga o Aotearoa, from Penny Carnaby, Chief Executive and National Librarian, p6. Hereafter “EOC”.

<sup>10</sup> *ibid*

“You are an extremely talented, positive group of individuals, and I’d like to extend my warm thanks to each and every one of you, for the outstanding efforts put in this year.” She also made it clear that, even without explicit restructuring, change was inevitable. Describing the year’s external consultations and plans to make the Library’s front entrance more welcoming and accessible, she wrote: “We’re matching that, step for step, with an internal culture change that affects how our people work and how our organisation is viewed.”

In another 2004 document, the 14-page Open Letter to staff entitled *The Ecology of Change*, she talked about the changes still needed in “this wonderful place”, which was a “Library in Transition”, and said “I sense we still need to talk more about what this [cultural change] means and why it is so important for us. We need to understand the larger environment in which we are working.” She asked each director to take on pan-library responsibilities, and set up pan-library working groups (*Exhibit 2*).<sup>11</sup> She encouraged everyone, even the experts passionate in their field, to step into areas where they didn’t know all the answers all the time.

“It’s necessary to be agile, creative and innovative, where appropriate take risks and experiment – within the rules – to provide inspired leadership the profession expects. If we don’t risk making mistakes...we risk stagnating and failing.”<sup>12</sup>

### **The unique value of a National Library**

Penny Carnaby felt confident she could be a good National Librarian but was initially concerned whether she could make a good Chief Executive in the New Zealand Public Service. She was pleased to discover common elements between the two and found a rapport with the Minister Marian Hobbs, a former secondary school principal. However, Penny Carnaby found she needed to take a fresh look at the more familiar professional role of Librarian. The National Library was, she realised, unique in its character and in the possibilities of its “national” commitment which had largely been unrealised.

Much of her first year was spent away from Wellington, rebuilding relationships with the nationwide network of public libraries.<sup>13</sup> The consultation yielded a consistent message that she summed up as: “Give us access to e-content, especially New Zealand content now, provide national frameworks that benefit all New Zealand libraries, provide inspired leadership– but don’t tell us what to do.”<sup>14</sup>

The National Library still looked to the education sector as its prime stakeholder. Feeling the Library had not fulfilled its potential as a leader in information policy and information democracy, Penny Carnaby began to network with other stakeholder sectors, such as culture and heritage, ICT, and research.

The new *National Library of New Zealand Act 2003*, was passed on 5 May. (*Exhibit 3*). Salient features were the safeguarding of the Alexander Turnbull Library,

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<sup>11</sup>EOC, p6

<sup>12</sup> *ibid* p 11.

<sup>13</sup> New Zealand has over 450 public, specialist and sectoral libraries, most of which are institutional members of LIANZA. LIANZA has over 1700 members, including individuals.

<sup>14</sup> PCVUW, p5.

an endorsement of the Library's role in giving New Zealanders access to their heritage, and "supplementing and furthering the work of other libraries in New Zealand".<sup>15</sup> The Act specifically addressed Māori interests, including references to the Treaty of Waitangi, which had been absent from the 1965 Act. In world-leading legislation, the Act also mandated the National Library to "harvest all New Zealand-born digital publishing, sound, moving image and textual material, websites and blogs."<sup>16</sup>

Libraries had an exciting story to tell about their unique value proposition as facilitators of access to the universe of digital information, and Penny Carnaby used every opportunity to tell it, both nationally and internationally. While her predecessors had operated to tight and reducing budgets, she was able to attract new funding for the Library's new ventures.

## **New ventures**

In December 2003, the National Library led New Zealand's representation at the first World Summit on the Information Society in Switzerland. The following year, the Library secured \$24 million to establish the National Digital Heritage Archive, in a public-private partnership with international technology company Sun Microsystems and Israel-based library experts Ex Libris. At the same time, the Library was active in the all-of-government initiative Digital New Zealand which aimed to identify home-grown content and ensure it was visible and accessible to major search engines such as Google.<sup>17</sup> Other collaborative activities with key stakeholders and fellow government departments included acting as lead agency for the Content element of the multi-agency New Zealand Digital Strategy. With the tertiary education sector, the National Library was a foundation member of the high-speed Kiwi Advanced Research and Education Network (KAREN), linking universities and Crown Research Institutes. It also partnered with universities and polytechnics to develop KRIS (Kiwi Research Information Service). Initiatives such as the on-line homework service Any Questions, and the establishment of EPIC (Electronic Purchasing in Collaboration), bringing thousands of periodicals and online references to public, school, university and special libraries, would prove to be award-winners.

In 2006, a year in which the Library collaborated<sup>18</sup> on *Public Libraries of New Zealand – a strategic framework 2006-2016*, the National Library became the first national library in the world, and the first organisation in New Zealand, to be chosen as a Sun Microsystems Global Centre of Excellence.

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<sup>15</sup> National Library Act 2003, Part 2 Section 7

<sup>16</sup> PC VUW p7

<sup>17</sup> Over two-thirds of New Zealanders regularly access the internet, and of these 84 percent undertake general browsing using search engines which use digital content. Source: Briefing for the Incoming Minister Responsible for the National Library, November 2008, p12.

<sup>18</sup> With New Zealand's public libraries, local government, the Department of Internal Affairs, and Te Rōpu Whakahaui, the Māori librarians' network. The strategy was later followed by the first national summit for Public Libraries.

In 2006, Penny Carnaby was appointed Adjunct Professor at the School of Information Management at Victoria University. In her inaugural lecture she described

“...three years of strategic activity in the library profession...notice the speed with which it has happened, the depth of the collaboration and the strategic importance of the pivotal role this will play in New Zealand’s future.”<sup>19</sup>

### **A new generation National Library**

In keeping with this, she accelerated plans to develop the “New Generation National Library. Penny Carnaby consulted with stakeholders, including sixteen public sector chief executives, about their views on this vision for a Library with a greater New Zealand and Pacific content focus, increased access to heritage materials and an improved user experience whether on-line or at the library. As she described it:

“We basically got a mandate for change, and people actually understood what a National Library ought to be doing. Then I thought we need to look at how we do this, and we needed to do several things. One was to redesign the organisation. Everyone was focussed on structures, but we needed to redesign before we restructured...”

To help design the new generation organisation, Penny Carnaby sought the assistance of Australian-based organisational consultant Norman Chorn. To redesign the library’s physical space, leading New Zealand architecture firms were invited to suggest a way to transform and expand the facility on the existing site.

It had long been known that the current National Library building would reach its storage limits by 2010. New spaces were needed for people to access the digital content. Ironically, increased access to information about materials online was encouraging people to see “the real thing,” even travelling from overseas to do so, The Turnbull’s collection, continuing to attract valuable donations, as well as examples of every item published in New Zealand, was growing exponentially. The newly conservative disposal policies added to the increase of the general collection.

Opinions were divided about the aesthetics and accessibility of the fortress-like Molesworth Street library at the “government” end of Wellington, but there was no dispute that much of its storage space did not meet current conservation standards. As a public building it did not match the appeal of Te Papa Tongarewa, the National Museum. Opened in 1998, Te Papa had far outstripped visitor predictions, and become a hub of colourful events and activity at its waterfront location. Te Papa was “the fingerprint of the nation” while the National Library held “the DNA of the nation” Penny Carnaby argued. With the Turnbull collection alone valued at \$1 billion, it was New Zealand’s most valuable cultural asset.

“Generation change” had already come to the Turnbull Library, after its long-serving Chief Librarian stepped down in 2006. In March 2007 Chris Szekely, of Māori, Irish and Hungarian heritage was appointed its new Chief Librarian, and Deputy National Librarian. Szekely had been head librarian at Manukau City, New Zealand’s fastest-growing, “youngest” and most ethnically diverse community.

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<sup>19</sup> PCVUW, p8



## **The world in 2017**

Penny Carnaby was always clear that the drive to modernise the National Library would involve much more than a building in Wellington. It was about embedding the digital and print world into all activities, to connect New Zealand's ideas and intellect to global knowledge networks and bring the world to New Zealand. This had significant implications for everyone currently working at the Library.

Over the next 20 months, beginning with scenarios and workshops, organisational consultant Norman Chorn asked library staff and external stakeholders what the Library would look like in the new environment, who and what its audiences would be, and what "value propositions" could be offered to them. He wanted them to understand the need for change, and the implications of change, ahead of any implementation of change.

The Library workforce was, compared to the public service average, older, more stable, and more strongly unionised. A significant number planned to retire within the next five years; (*Exhibit 4*) the majority were female, and most were passionate about process, precision and detail. The staff included some world-renowned experts in specialised fields, many of them working in the Alexander Turnbull Library.

As a regular visitor to New Zealand, working with the Leadership Development Centre, Norman Chorn was already familiar with some of the National Library's issues when Penny Carnaby asked him to assist with the internal change process. He knew there was a recurring concern that there was not enough clarity about the role and purpose of the Library.

"Difficulties with the definition of the library's business were the tip of an iceberg. Some people in the organisation were fearful of change, while others were just confused ...they needed more clarity to move forward."

Some however, had a well-thought out view of the future role of the National Library. He learned that librarians often distinguished between "librarians and others," and that it was essential to establish precise meaning in communications when dealing with people who were experts and intellectual leaders in their own fields.

"The people inside the Library would play word games, in a constructive way. 'Value proposition? Let's analyse what a value proposition means.' Once they had decided on the correct words, the terminology had instant shared meaning. Most people use structure and design interchangeably, but the Library GOT the distinction."

## **Aspects of leadership**

Norman Chorn realised he had two assignments in one. One was working with Penny Carnaby on aspects of leadership, and the other to work with the library on strategy and organisational design. After a day with library groups, he had dinner with Penny and a few others "keeping her one or two steps ahead and getting sign-off on where I wanted to be going. I needed to convince her on an intellectual basis before I started work with groups." He found Penny to be a big picture, divergent thinker, who brought to life the future possibilities for libraries. "She had been thinking it through

her own intellectual horsepower and global contacts. She sketched the world in 2017 for me.”

Chorn persuaded her to “go slower to go faster, to take time to create an understanding of the shared meaning of her vision and work out what it would mean for them.” While her external perspective was excellent and important, she would ultimately be frustrated unless she took the time to think through the implications on the structure and the people, he told her.

“She was so intuitive that she made intellectual leaps more easily and further than others....She had it all at an intuitive level but she hadn’t worked out the major moves needed to get there and the capability needed.

“She is one of those folk who wonder why other people can’t hear the music in her head. She is busy dancing while others wonder what she is on.”

One area where Norman Chorn and Penny Carnaby “agreed to disagree” about the new organisational design related to whether or not operational, strategic and customer interface aspects of the Library should all be direct reports to the Chief Executive, effectively giving her a senior leadership team of 11. While Chorn felt a new level of management should be created for the operational side to report to, Penny Carnaby’s view prevailed. Overall, though,

“I think I left the organisation clear about its strategy, the organisational design and structure to move forward...the learning and development programmes to equip people...what individual capability and competency is needed, what does a manager look like?”

### **“No job unchanged”**

Norman Chorn completed his work at the end of 2007, leaving it to the National Librarian and her senior leadership team to implement the necessary cultural and physical transitions.

When Penny Carnaby announced the “New Generation National Library 2007-2017” in November 2007, she said to staff that in her view “no job would remain unchanged” during the comprehensive re-think and change process.

Four strategic priorities that would contribute to the development and implementation of the National Library’s 10-year strategic directions: accessing New Zealand’s digital memory; inspiring knowledge creation and economic transformation; sharing our nation’s stories; and enriching the user experience.

New roles and relationships were represented in a diagram that showed three interlocking circles (*Exhibit 5*). The circles symbolised the three “personalities” at the heart of the New Generation National Library: the Digital Library, the Alexander Turnbull Library, and Services to Young New Zealanders. The Venn diagram<sup>20</sup> was chosen to show how all three would advance into the future linked as a single entity

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<sup>20</sup> Venn Diagrams, invented by British logician John Venn, are a diagrammatic means of demonstrating relationships between entities.

with shared support systems and services, and a collaborative approach to work. Support systems, separate to each silo in the existing building and organisation, would operate as a single unit offering service to all parts of the library. Similarly, the National Librarian would draw on the skills and expertise from each “personality” of the library to contribute on major issues or initiatives.

The 2007-2008 Annual Report described the “People in Transition (PIT) programme” by which “the library must be transformed inside and out if it aspires to be a New Generation organisation; recognising the need for leadership and a culture that encourages excellence and innovation....PIT actively seeks to build people with leadership and change capabilities. [It will] change the underlying culture, the way the Library approaches its work, interacting with each other and its customers.”

Penny Carnaby was aware this new phase called for a new style of leadership. “The next big step is quite different. It’s about building a team. There’s a whole lot about implementation. The story is not just about the vision and innovation, it’s about the delivery and the intelligence and the trustworthiness of the organisation. The story is no less compelling but it has changed,” she later reflected.

In 2007 the Library established the new position of Manager, Organisational Development. The new manager reviewed skills, competencies and remuneration frameworks across the organisation, and conducted a survey that revealed a diversity of cultures within the Library. It also showed that a number of staff firmly believed they had been consulted more than enough and it was now time to see some definite moves forward. There were mixed feelings about the impending building revamp; some were excited by the prospect while others felt it would divert attention from their necessary core business and already heavy workload. Some of these concerns were reduced after a dedicated project manager was appointed.

## **A bold new building**

The bold new building design (*Exhibit 6*) provoked conflicting opinions in the architectural world when it was released, with some protesting the destruction of a heritage building that ought to be preserved.<sup>21</sup> The company chosen to develop the design, Warren and Mahoney, like other short-listed applicants, initially proposed to add a new space to the existing building, but were encouraged to think again. Project Architect Andrew Barclay said that Penny Carnaby wanted

“a very expressive building that was a transformative break from what was already there...She really pushed hard for something that was, in her mind, expressive, dynamic and contemporary, but which also had some historic and cultural references.”<sup>22</sup>

The revamp would remove the Library’s massive concrete façade, and replace it with glass, on which images of current exhibitions could be projected. The building would be extended on all sides, creating 4000 sq metres of new space and fully occupying the podium on which it sat. Internally, the building would be refurbished to overcome practical problems like the need for massive amounts of insulation to maintain storage

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<sup>21</sup> Joiner, D. ‘Destruction of cultural heritage’, Letter to the Editor, *The Dominion Post*, 10 September 2008, Edition 2, page 4.

<sup>22</sup> Goodman, D, “Carnaby’s New Look”, *Architecture*, 6.2008, p54.

temperatures for the heritage collection. The closed cubicles of current work spaces would be opened up, and what Penny Carnaby referred to as the “deep research soul” of the Library, the Turnbull, would have a bigger, more prominent, and more accessible position.

News of the building plans reignited some of the anti-Library sentiment that had been expressed in 1999, with critics including former librarian Jim Traue again making adept use of the media and some heated exchanges of letters.

To enable the changes to be made, the Library would have to “decant” its precious contents and, for two years, operate out of a range of different locations, a formidable logistics challenge. The decant meant moving nearly 3 million books, 4.5 million photographs and negatives and 100,000 paintings, drawings, prints and cartoons, a similar number of sound recordings, and 140,000 ephemera items like posters and theatre programmes. The Library held the largest collection of Māori documentary material in the country. Like the 9km of rare and precious manuscripts held in the Alexander Turnbull Library, many of its paintings had to be stored in a controlled atmosphere. The Library’s newspapers could form a stack about 2km high while its serial collections stretched for more than 4 km.<sup>23</sup>

In May 2008, the then Prime Minister, the Rt Hon Helen Clark, announced that over \$70 million would be spent to upgrade the Library’s Molesworth Street building (\$69 million capital expenditure plus \$13 million in operational costs over four years.)

A year into its implementation, the ground rules for the New Generation National Library changed. In November, 2008, in the midst of the Global Financial Crisis, a new National Government was elected. When Penny Carnaby briefed the incoming Minister, Richard Worth, she said that the Library was “doing everything possible to value manage the building project to meet the allocated budget.”<sup>24</sup>

The Briefing also told the minister that an independent baseline funding review commissioned by the Library in 2007 had found sound financial management, and evidence of productivity gains, although more were possible. Critical backlogs in preservation, description and digitisation of heritage materials were “major blockages to the library moving forward” while support areas in the Library were not adequate to support existing operations, or to move the Library to its next stage of development.<sup>25</sup>

The paper pointed out the economic and cultural advantages to be gained by the redevelopment of the Wellington building. It would increase public access to its collections, providing more reading spaces to cater for group use, and meeting storage needs to 2026, while attending to the urgent problems of a leaking roof, poor security systems and cool storage facilities that put heritage collections at risk. With visitor numbers estimated to rise from 115,000 visitors a year to 425,000, the new Library could become a cornerstone of tourism in Wellington’s Parliamentary Precinct and a greater contributor to the regional economy.

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<sup>23</sup> National Library of New Zealand, *Annual Report*, 2008.

<sup>25</sup> BIM p 20

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Or would it just be, as *The Listener* magazine described it a “penny arcade”? As 2009 began, published criticism of the Library’s activities continued, led by excerpts from a “briefing document to management obtained by the *Dominion Post*” which claimed the Library was “ploughing ahead with a major redevelopment, despite growing concerns over the project’s viability.”<sup>26</sup>

Against this background, Penny Carnaby had to put a convincing case to Parliament’s Education and Science Committee for continuing with the building project to a strictly controlled budget. The following day she assured anxious staff who had assembled in the Library’s theatrette that the project was on track, on time and on budget.

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<sup>26</sup> Broun, B, ‘Concern over plans for National Library,’ *The Dominion Post*, 11 February 2009, p3.

**Exhibit 1: The National Library, 2008**



## Exhibit 2: Pan-Library responsibilities

Business areas reporting to Chief Executive/National Librarian according to 2007-2008 annual report

Title	2007-08 Strategic Leadership Group	Direct reports to CE, 2005 BIM 2004 AR	Pan-library responsibility	
Chief Librarian, ATL, and Deputy National Librarian	Chris Szekely	Chief Librarian, Alexander Turnbull Library	Research	Margaret Calder (ret'd 2006)
Director, Content Services	Alison Elliott	Director Content Services	Information strategy	Alison Elliott (2004: director, collection services)
Director, National Digital Library	John Truesdale*	Director, Digital Innovation Services	Strategic relationships	Graham Coe 2004: director of electronic services)
Chief Information Officer, Technology	Ralph Proops			
Director, People Capability	Martin Thomas*	Director, People, culture and resources	Innovation and entrepreneurship	Murray Stevens
Chief Financial Officer	Tony Murray			
Director Strategy, Policy and Communications	Lis Morgan	Director, Policy and Strategic development		Diane Wyber (ret'd 2004)
Deputy Chief Executive	Sue Sutherland	Director, Policy and Information Democracy		Sue Sutherland
Director, Services to Young New Zealanders	Geraldine Howell	Director, School Services	Culture of learning	Geraldine Howell
Kaiwhakahaere Māori (Māori, Pacific, International	John Mohi	Director, Services to Māori	International Relationships	John Mohi
New Generation Implementation Director#	John Ryan			

\* No longer in the team as at December 2008. # Position established during 2008.

## **Exhibit 3: Excerpts from the National Library Act, 2003**

### **Part 1, Section 3:**

#### **Purpose**

The purpose of this Act is to provide for the preservation, protection, development and accessibility, as appropriate, for all the people of New Zealand, of the collections of the National Library (which includes the Alexander Turnbull Library) in a manner consistent with their status as documentary heritage and taonga, and, to this end, to:

- (a) maintain and enhance the National Library; and
- (b) maintain and enhance the Alexander Turnbull Library, as part of the National Library; and
- (c) continue the mutually supportive roles of –
  - (i) the National Librarian, as chief executive of the National Library, and
  - (ii) the Chief Librarian of the Alexander Turnbull Library, as an employee of the National Library; and
- (d) establish an unincorporated body called the Guardians Kaitiaki of the Alexander Turnbull Library for the purpose, among other things, of providing assurance to the people of New Zealand that the collections of the Alexander Turnbull Library are held in perpetuity; and
- (e) establish an unincorporated body called the Library and Information Advisory Commission Ngā Kaiwhakamārama i ngā Kohikohinga Kōrero for the purpose of providing advice to the Minister on library and information issues, including mātauranga Maori; and
- (f) dissolve the incorporated body called the Trustees of the National Library, which was established by the National Library Act 1965; and
- (g) enable the Minister to notify requirements that copies of public documents be provided to the National Library, for the purposes of assisting in preserving New Zealand's documentary heritage; and
- (h) ensure that the power to require public documents referred to in paragraph (g) extends to internet documents and authorises the National Librarian to copy such documents; and
- (i) provide for other related matters.

**Part 2 Section 7:** the purpose of the National Library is to enrich the cultural and economic life of New Zealand and its interchanges with other nations by, as appropriate, by:

- (a) Collecting, preserving and protecting documents, particularly those relating to New Zealand, and making them accessible for all the people of New Zealand, in a manner consistent with their status as documentary heritage and taonga;
- (b) Supplementing and furthering the work of other libraries in New Zealand; and
- (c) Working collaboratively with other institutions having similar purposes, including those forming part of the international library community.



## Exhibit 4: Demographic data

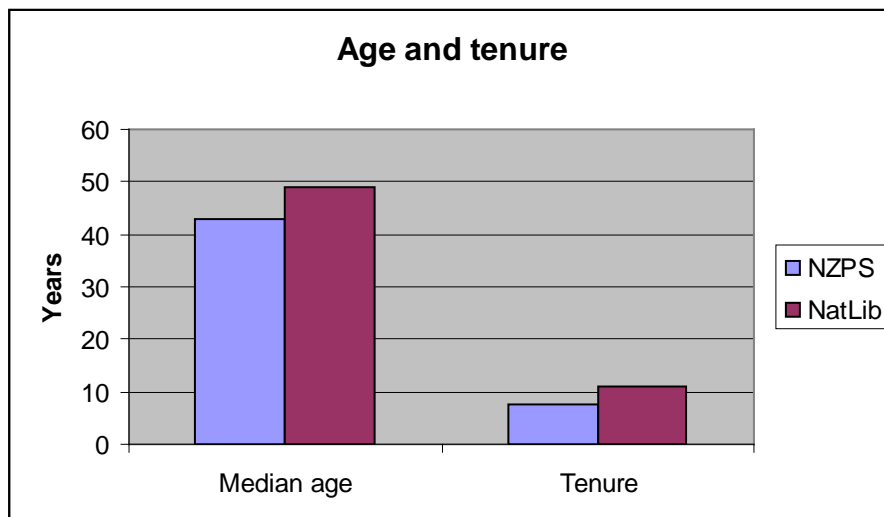
Table 1:

### NZ Public Service and National Library workforce composition 2008



*Note: "Turnover" is Core Unplanned Turnover, which includes only open term staff, and excludes cessations due to end of contract or restructuring. Union membership is the Public Service Association (PSA).*

Table 2: NZ Public Service and National Library Workforce age and length of tenure



*Source: National Library of New Zealand and State Services Commission*



**Table 3: Demographic trends 2004-2008**

	2004	2005	2006	2007	2008
<b>Age</b>					
NZPS	42	42	42	43	43
Nat Lib	48	48	48	50	49
<b>% males in workforce</b>					
NZPS	41	41	41	41	41
Nat Lib	29	30	29	29	31
<b>% females in workforce</b>					
NZPS	59	59	59	59	59
Nat Lib	71	70	71	71	69
<b>Ethnicity: NZ European</b>					
NZPS	67	66	64	62	61
Nat Lib	80	79	76	77	76
<b>Ethnicity: NZ Māori</b>					
NZPS	17	17	17	17	17
Nat Lib	9	8	7	7	7
<b>% union members</b>					
NZPS	n/a	44	46	44	42.5
Nat Lib	63	66	71	70	72.2
<b>Average tenure in years</b>					
NZPS	7	7	7.4	11.1	11.1
Nat Lib	10	10	10.4	7.4	7.5
<b>Core unplanned turnover as %</b>					
NZPS	12	13	13	14	15
Nat Lib	8	9	10	11	10

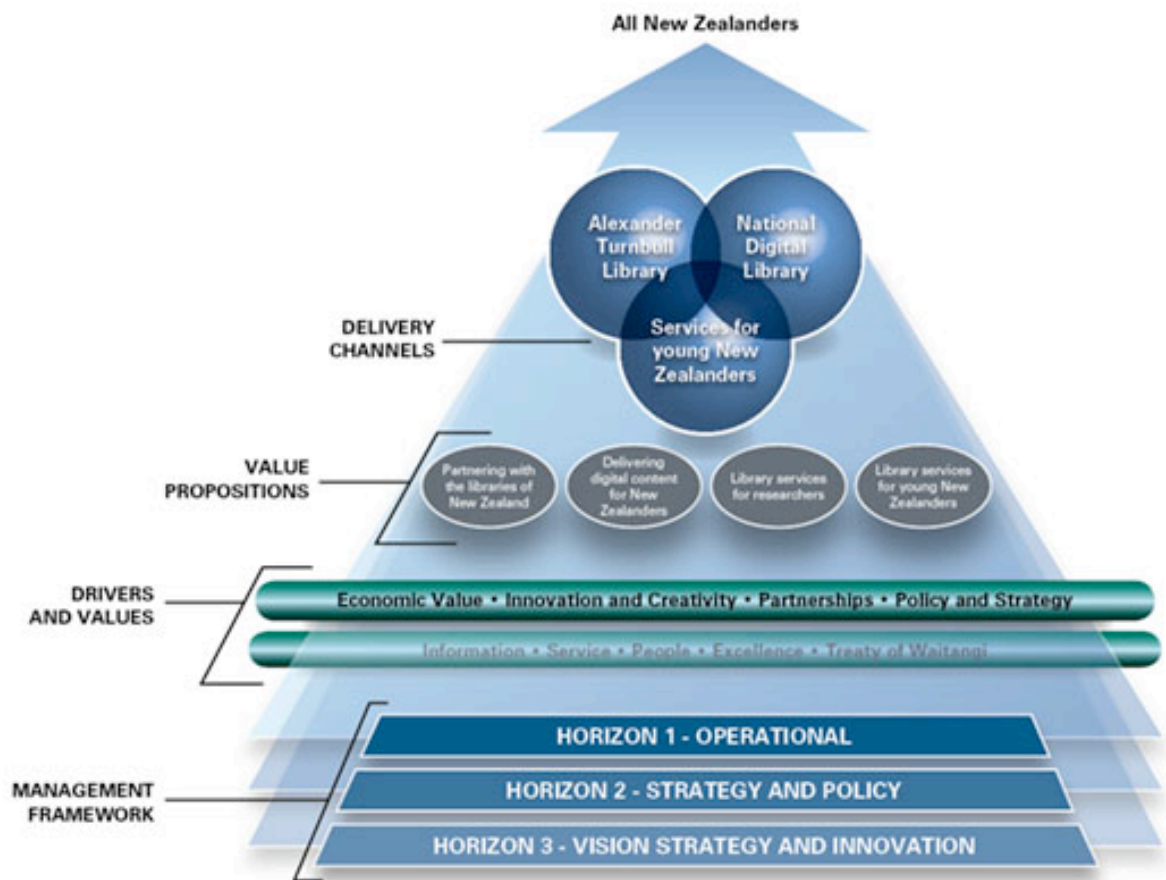
*Source: National Library of New Zealand*

**Table 4: National Library occupation profile 2008 (using State Services Commission Occupation Groups)**

Information professionals	47%
Clerical and administrative workers	22%
Managers	12%
ICT professionals and technicians	11%
Other professionals	4%
Advisors and policy analysts	1%
Legal, HR and finance	1%
Other occupations	1%

*Source: National Library of New Zealand*

## Exhibit 5: Our Strategic Alignment



Source: New Generation National Library, *Strategic Directions to 2017*. Downloaded from <http://www.natlib.govt.nz/catalogues/library-documents/strategic-directions-to-2017> on 20 January 2009.

**Key value propositions** (the four oval shapes above) are:

Partnering with the Libraries of New Zealand  
 Delivering Digital Content for New Zealanders  
 Library services for researchers  
 Library services for young New Zealanders.

Drivers and values are:

(Top line): Economic Value; Innovation and Creativity; Partnerships; Policy and Strategy.

(Lower line) Information: Service; People; Excellence; Treaty of Waitangi.

## **Exhibit 6: The National Library, 2011: Design and features of the proposed redevelopment announced in 2008**

The redevelopment project will involve a transformation of the existing building, while retaining the existing structural bones.

The original concrete cladding will be removed, and a new exterior and additional space added to all four edges of the building. This will extend the structure to the edge of Molesworth Street, allowing the development of a 12-metre deep, five-storey high atrium to showcase the building's content. The building will be the same height it is today.

The National Library building redevelopment will encourage interaction with the public by allowing the activities going on within the building to be clearly seen from outside. The New Generation Library will be fronted by a white steel structural frame presented as a skeleton of an energy efficient, digitally active sign and symbol of New Zealand's changing reality.

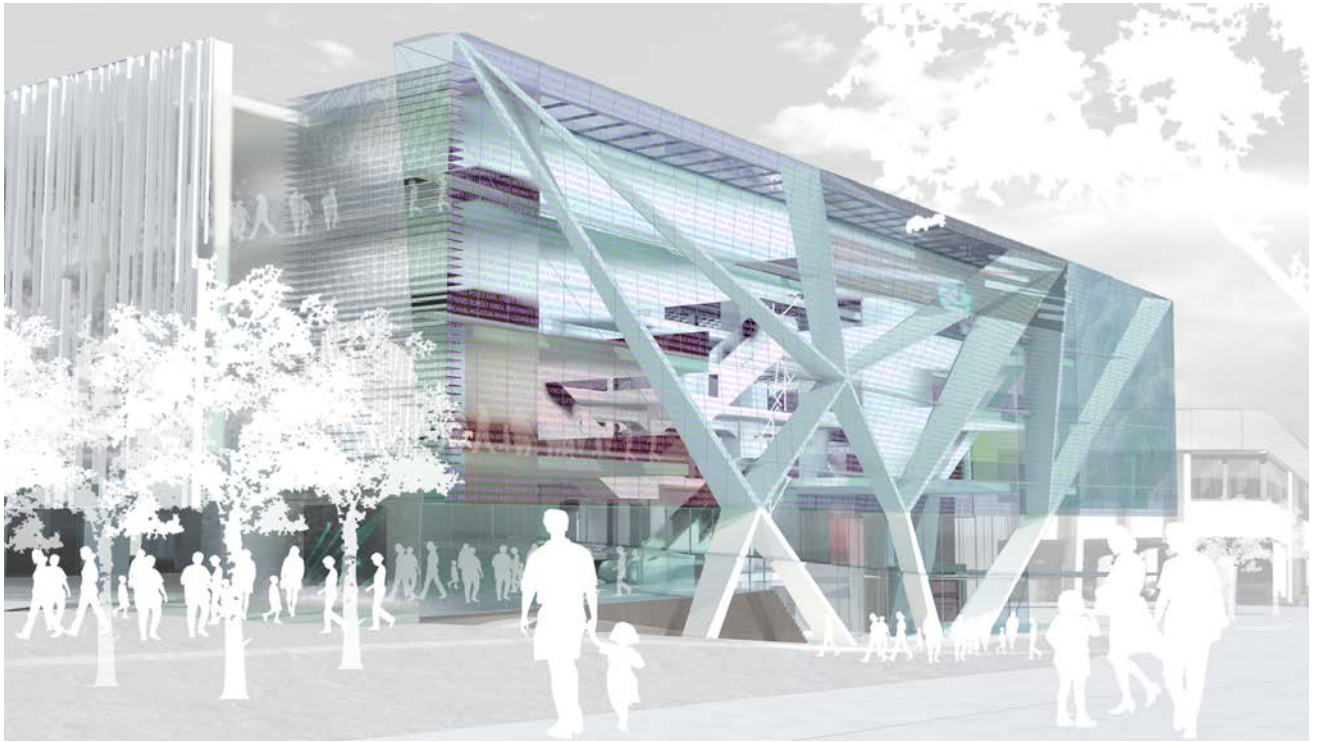
The Alexander Turnbull Library, which is housed in the current building on Molesworth Street, will have a more prominent presence and its unique identity will be maintained.

The redeveloped building will include leading environmentally sustainable initiatives, incorporating low-energy design elements such as natural ventilation, ground source heat exchange, rain water harvesting and the use of bio or alternative fuels. We will also explore other opportunities, such as the recycling and reuse of materials from the current building, to maximise sustainable features.

### **What the redeveloped building will offer**

- Almost 4000m<sup>2</sup> of additional space for exhibitions and collections
- Increased levels of accessibility of the building and its contents to New Zealanders and the international community
- New controlled storage environments, that meet international preservation standards
- Increased quantity and quality of archival space, allowing greater capacity for the building to protect and preserve valuable collections
- A more prominent presence for the Alexander Turnbull Library
- Enhanced research spaces and facilities
- Innovative interactive spaces for digital access to collections, 3D and multimedia experiences
- An improved environmental footprint, incorporating innovative and leading-edge environmentally sustainable features
- A more multicultural presence, using external and internal design features to recognise matauranga Māori and New Zealand's place in the Pacific and the world

A five-storey high atrium to showcase the nation's heritage collections.



[Architect's video of the proposed changes](#)

[Images of the proposed building redevelopment](#)