

Project summary: Libraries as a vehicle for service delivery

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Contents

1. Introduction	3
2. Literature scan.....	4
Our approach.....	4
Review of key substantive literature	4
What we found: thematic analysis	8
The role of libraries in addressing the gaps in digital inequity and civic participation.....	10
“The local librarian as a de facto agency service provider”	12
Funding remains one of the biggest challenges for public libraries	14
A review of recent economic analyses of New Zealand and Australian public libraries	16
Conclusion and next steps	17
3. Survey.....	18
Key survey findings.....	18
4. Workshop write up.....	22
Discussion of survey results.....	22
Discussion of potential case studies	23
5. Case studies.....	26
Te Paataka Koorero o Takaanini in Tāmaki Makaurau	26
Hamilton City Libraries – Te Uu Ki Te Tikanga Rua Bicultural Commitment.....	28
Tauranga City Libraries – incorporation of Mātauranga Māori through the Waka Hourua Model	30
Dunedin Public Libraries – Recollect/Scattered Seeds, in partnership with the Dunedin Lebanese Community.....	32
Central Hawke’s Bay District Libraries – Te Huinga Wai Knowledge and Learning Hub...	34
Upper Hutt Libraries – Outreach and Mobile Library Services	35
Appendix 1 – Respondent Libraries	37
Appendix 2 – Workshop Attendees.....	38
Bibliography.....	39

1. Introduction

Local Government New Zealand (LGNZ) commissioned **FrankAdvice** to run a project looking into libraries as a vehicle for service delivery. LGNZ was interested in how libraries contribute to positive outcomes for their communities, how libraries are supported by both local and central government, how additional services not normally considered essential are delivered through libraries and how they benefit their communities, and innovative ways to deliver public services through libraries.

The project had four main aspects:

- A literature scan of New Zealand and select international literature on how the services delivered through community libraries provide value to their communities.
- A survey of libraries throughout New Zealand on their operating environments, specifically how they deliver additional services outside of what would normally be considered essential for libraries.
- A workshop with representatives of libraries (which included consideration of the results of the survey, and potential case studies).
- A series of case studies illustrating libraries around New Zealand that are demonstrating best practice, to highlight the different operating models used and provide evidence of how libraries are often best placed to deliver the services needed for their local communities.

2. Literature scan

Our scan of the available literature revealed a focus on libraries' role in achieving digital equity and how this developed through COVID-19. A majority of the sources explored in this scan focus on the experiences of New Zealand, Australia and the United States of America (USA). Where we discuss New Zealand examples, these are expressly stated as such.

Our approach

In addition to the documents provided by LGNZ, the following topics guided our literature scan. We considered international literature on:

- how libraries contribute to positive outcomes for the community
- the link between community libraries and digital literacy
- the role of community libraries and engagement with government services/support (both central and local)
- how central and local governments can take a joined-up approach to providing support to libraries
- hosting integrated services in libraries (e.g., what non-library services are being provided through libraries)
- innovative approaches to delivering public services through libraries.

This part of the paper has a three-part structure:

1. A review of key substantive literature
2. A thematic analysis of international and domestic literature across:
 - libraries' contribution to community wellbeing
 - the role of libraries in addressing the gaps in digital inequity and civic participation
 - the role of librarians as a de facto agency service provider
 - funding for service delivery.
3. A review of recent economic analyses of New Zealand and Australian public libraries¹

Review of key substantive literature

FrankAdvice have maintained a tight scope in reviewing the literature available, noting that literature on services delivered through libraries is limited, and is often interspersed with other key research topics, e.g., libraries' contribution to cultural wellbeing, the economic value of libraries, and achieving digital equity. The following section provides a brief summary of the key literature considered as part of our literature scan.

¹ These sources were not directly in scope, but a brief review is provided for completeness.

Public Libraries, Values, Trust, and E-Government (2007)

This study looks at digitally excluded people, and in particular, their access to e-government in the US. The growing complexity of e-government means members of the public increasingly lack the digital access and literacy to access it. These people often seek 'information intermediaries' including public libraries to support their information needs and help them access e-government systems. In this paper, the authors describe the data – surveys, case studies, interviews, site visits, and usability and accessibility testing – used to analyse the needs of the public, libraries, and government agencies. The study explores these broader issues, and focuses on a particular innovative online resource that supports information intermediaries.

Key themes – DECA-hosted National Regional Council Digital Equity Hui (May 2022)

In May 2022, Digital Equity Coalition Aotearoa (DECA) hosted a National Regional Council Digital Equity hui, planned in partnership with local government. The hui was intended to allow participants to share resources, learnings and strategies nationally. Its backdrop was COVID-19 funding used to create digital inclusion liaison roles in regional councils and libraries across the country. Main themes from the hui were:

- The power of storytelling – the hui heard experiences from libraries around Aotearoa which had, by themselves or in partnership with other organisations, set up digital equity initiatives.
- Transitory funding models and programs – most digital inclusion initiatives are short-term and location-based. Their expiry is a key opportunity to consider the future of digital equity.
- Strategic inclusion in the wellbeing platform – digital equity is a key element of wellbeing and should be embedded as a strategic priority at national and local levels, including through digital equity strategy documents.
- The importance of relationships and trust at local levels – digital equity projects and activities should be embedded 'in the places where people are', including libraries. Libraries were seen as playing a key role in digital equity during COVID-19, and are capable of doing more. However, they tend to be location-based and are not used by everyone. The intergenerational nature of digital inequity was noted.
- Connectivity between local and regional initiatives and its role in scaling social innovation – a lack of connection between local digital equity projects was observed, as well as the need to scale activities, which would require more investment.
- The role of catalytic organisations, spaces and people – key people and organisations were often crucial to the success of digital equity projects, including access to physical council sites for activities.
- 'People weaving' and convergence of ecosystems – the creation of digital inclusion strategies requires deliberate effort and planning, which in turn requires strategies and investment.

- Necessity for internal work to be undertaken within councils – councils’ lack of attention to digital equity was considered a barrier to successful digital equity strategies. It was considered councils must show leadership to ensure investment and scale up social innovation.

ALA Policy Perspectives: Keeping Communities Connected – Library Broadband Services During the COVID-19 Pandemic (March 2022)

Keeping Communities Connected: Library Broadband Services During the COVID-19 Pandemic, in ALA Policy Perspectives (March 2022), outlines the critical role that libraries played in bridging the broadband connectivity gap when COVID-19 forced daily life online. Before the pandemic, millions of Americans relied on libraries for internet connections, and when they closed, access to the internet for these people needed to be quickly addressed.

The paper describes how public libraries stepped into the gap and kept many people connected during this period – through outdoor Wi-Fi, hotspot lending, and technology support. Library staff also provided value through their knowledge of local internet connectivity gaps and the needs of their communities, as well as their existing local networks. This enabled them to partner with community organisations, local governments, and businesses to offer broadband and Wi-Fi beyond library grounds.

The critical role of libraries reflects that they are a mainstay for equitable access to information and provision of a digital safety net, through free internet access, use and loans of digital devices, classes to learn online skills, and assistance with online tasks.

The paper concludes that investment in broadband, Wi-Fi and digital devices made during the pandemic helped address urgent access concerns, while also laying the foundations for libraries to support economic recovery. For example, internet connectivity and other resources will help support people experiencing economic hardship as they look for jobs, learn new workplace skills, or transition to new careers. The paper highlights the importance of emergency funding, but also long-term investment in broadband.

Digital divides, digital literacy, digital inclusion, and public libraries: The intersection of public policy and public access

Digital divides, digital literacy, digital inclusion, and public libraries: The intersection of public policy and public access, published in the Public Library Quarterly (2012), examines what has happened in the gap between concepts and policies, as public libraries organise to provide internet education, access, and assistance. The article notes that the terms ‘digital divide’, ‘digital literacy’, and ‘digital inclusion’ have been widely used but rarely defined. Despite this, these concepts have driven many internet-related policy decisions in public libraries.

The article explores the meanings of these terms, associated policy developments, how the role of libraries in the digital world has been shaped by policies that impact access to information, and how policy settings could better support public libraries.

Understanding the social wellbeing impacts of the nation's libraries and museums (2021)

Understanding the social wellbeing impacts of the nation's libraries and museums, by the Institute of Museum and Library Services (2021), is a study of the way 24 US libraries and museums adapted during the COVID-19 pandemic. Information for the project was mostly gathered in September and October 2020, shortly after most libraries and museums had been forced to shut down their physical spaces in March. The study identified the following implications for funders and policymakers:

- Libraries and museums are increasingly critical to service provision in their communities, often filling gaps left by depleted or absent public sector supports for education, public health, and social services. This stretches organisational capacity.
- Libraries and museums are trusted by communities, who use them to find information they know is reliable. They are places people go to meet others and learn new things, and so build a sense of community.
- Libraries and museums are a key part of institutional and social networks, helping connect communities, especially in small and remote areas.
- Libraries and museums can help promote racial equity and inclusion in communities, as they are highly networked and trusted within communities.
- Libraries and museums would benefit from additional funding, for basic operations and staffing, innovation, developing programmes and initiatives, advancing racial equity and inclusion, and provision of “emergency funding”.

What we found: thematic analysis

Libraries' contribution to community wellbeing continues to evolve

Libraries continue to evolve their service delivery to meet the needs of the community

Public libraries drive literacy and life-long learning. Beyond books and reading, libraries operate as the access point for literacy of all types, including financial literacy, digital literacy, design literacy, information literacy, and health and wellbeing literacy². Increasingly, libraries are providing access to critical services that support and improve the wellbeing of their communities. These services range from lending books, magazines and other media content to facilitating and organising community group activities, playgroups for children, and providing internet access³. Libraries continue to adapt their service delivery methods to ensure the needs of their communities are met within the funding and resourcing available to them.

The presence and usage of public libraries contributes directly to multiple dimensions of community wellbeing⁴ with an emerging focus on digital literacy and accessing health information (post-COVID-19). Libraries are often linked to the dimensions of wellbeing focused on education; however, increasingly they are also contributing to social and wellbeing through the networks and connections they foster, as well as the spaces they hold for communities to meet, celebrate and share their cultural knowledge⁵. The COVID-19 pandemic also exposed the role of libraries in contributing to the health dimension of wellbeing as they emerged as hubs for accurate and up-to-date information for their communities⁶. In the New Zealand context, this included setting up (some for the first time) a library Facebook page in order to share the latest COVID-19 information relevant to their community⁷. The services critical to community wellbeing continued to be delivered, but the way they were delivered was forced to change.

Libraries are trusted institutions in their communities

Libraries operate as established places of information and support for communities, often acting as a foundation for government engagement with communities. Libraries reflect the

² PLNZ Public Libraries of New Zealand. (2020b, October). *Public Libraries of New Zealand Strategic Framework 2020 – 2025*. <https://publiclibraries.org.nz/Portals/42/MASTER%20-%20PLNZ%20Strategic%20Framework%20Final.pdf?ver=2020-10-20-153216-897>

³ Standard of Proof (2016). *Community needs and our public libraries*. Wellington: Standard of Proof.

⁴ Institute of Museum and Library Services. (2021). *Understanding the Social Wellbeing Impacts of the Nation's Libraries and Museums*. <https://www.ims.gov/publications/understanding-social-wellbeing-impacts-nations-libraries-and-museums>

⁵ Krass, U., Allen, M., White, E., Cybelle Ferrari, A., Brigant, A., Prucková, L., Tarandova, S., & McGuire, C. (2022, July). *IFLA-UNESCO Public Library Manifesto 2022*. International Federation of Library Associations and Institutions. <https://repository.ifla.org/handle/123456789/2006>

⁶ KEY THEMES – DECA-hosted National Regional Council Digital Equity Hui. (2022). *Digital Equity Coalition Aotearoa*. <https://www.digitalequity.nz/blog-posts/digital-equity-hui-highlights-key-actions-needed-to-achieve-digital-equity-across-aotearoa>

⁷ LIANZA (n.d.). *Libraries in the time of COVID-19 – our stories*. Accessed via <https://www.librariesaotearoa.org.nz/covid-19--public-libraries.html>

language and cultural diversity of their community⁸ and foster relationships and networks that enable them to be best placed to respond to the needs of their community. It is generally agreed that the indispensable “value-add” of libraries comes from the personal and institutional relationships (across community members and organisations) as well as the networks (both community and nationwide) that libraries support⁹.

As set out in the 2022 UNESCO Manifesto, “the public has trust in their library, and in return, it is the ambition of the public library to proactively keep their community informed and aware”¹⁰. A 2021 report on the social wellbeing impacts of libraries and museums supports this manifesto, noting that libraries operate as indispensable resources for communities, creating value through the connections they facilitate between individuals, groups, and other organisations¹¹.

COVID-19 exposed the importance of libraries and the services they deliver for social, cultural, and economic wellbeing

The emergence of COVID-19 and resulting lockdowns highlighted the role of libraries in delivering services critical to wellbeing. We reviewed three recent studies on how libraries responded to the COVID-19 pandemic, each focused on a different country (New Zealand, Australia and the US) and how they contributed to wellbeing – the focus largely falling on libraries’ provision of digital and internet services. An analysis of the Australian Public Libraries’ response to COVID-19 explores how innovative service delivery, such as establishing click-and-collect services, home delivery or adapting programmes to be delivered online, contributed to positive outcomes for the community¹². Examples of innovative service delivery reinforce the demand for services, and the willingness of libraries to meet these needs to support the wellbeing of their communities.

Libraries also emerged as a trusted hub for health information during the COVID-19 pandemic, including providing updated health and safety guidelines and countering

⁸ Krass, U., Allen, M., White, E., Cybelle Ferrari, A., Brigant, A., Prucková, L., Tarandova, S., & McGuire, C. (2022, July). IFLA-UNESCO Public Library Manifesto 2022. International Federation of Library Associations and Institutions. <https://repository.ifla.org/handle/123456789/2006>

⁹ Institute of Museum and Library Services. (2021). Understanding the Social Wellbeing Impacts of the Nation’s Libraries and Museums. <https://www.ims.gov/publications/understanding-social-wellbeing-impacts-nations-libraries-and-museums>

¹⁰ Krass, U., Allen, M., White, E., Cybelle Ferrari, A., Brigant, A., Prucková, L., Tarandova, S., & McGuire, C. (2022, July). IFLA-UNESCO Public Library Manifesto 2022. International Federation of Library Associations and Institutions. <https://repository.ifla.org/handle/123456789/2006>

¹¹ Institute of Museum and Library Services. (2021). Understanding the Social Wellbeing Impacts of the Nation’s Libraries and Museums. <https://www.ims.gov/publications/understanding-social-wellbeing-impacts-nations-libraries-and-museums>

¹² Garner, J., Wakeling, S., Hider, P., Jamali, H. R., Kennan, M. A., Mansourian, Y., & Randell-Moon, J. (2021, July). Understanding Australian Public Library Responses to the COVID-19 Crisis. Charles Sturt University Libraries Research Group. https://researchoutput.csu.edu.au/ws/portalfiles/portal/214456302/213312965_published_report.pdf

misinformation¹³. Libraries have often acted as emergency respondents for their communities, for example in response to the 2009 Victoria bushfires in Australia where libraries opened their physical sites to temporarily house volunteers, while staff provided care and support¹⁴. During the COVID-19 pandemic a different kind of support and service delivery was required, but libraries remained as a central pillar of support for their communities. In New Zealand, libraries began recording virtual story time for children in their communities and developed a contactless book collection service called 'My Book Bag'. In other rural areas, such as the Far North District where 34% of households don't have internet access, library staff called patrons on the phone to check in with them and see how they could provide support¹⁵. The response to COVID-19 highlights the value of libraries as a means of service delivery to their communities, and presents significant new opportunities for the evolving role of libraries for their communities¹⁶.

The role of libraries in addressing the gaps in digital inequity and civic participation

Libraries act as a 'digital safety net'¹⁷

Public libraries are emerging as the public institution responsible for bridging the 'digital divide' – providing digital access and support for people who do not have the ability to regularly engage with digital content¹⁸. While this topic sits largely outside the scope of this work, we note that a large component of the services delivered by libraries are guided by the emerging expectations of libraries operating at the forefront of digital equity efforts¹⁹.

Computer and internet access are increasingly leading the service delivery landscape of public libraries²⁰. Providing access to computers and Wi-Fi/internet connectivity is central to the services offered by public libraries. A 2016 survey of New Zealand libraries identified that approximately 18% of New Zealanders go to the library to use the internet, 18% specifically visit the library to use the free Wi-Fi, and 10% visit in order to use the library

¹³ Garner, J., Wakeling, S., Hider, P., Jamali, H. R., Kennan, M. A., Mansourian, Y., & Randell-Moon, J. (2021, July). Understanding Australian Public Library Responses to the COVID-19 Crisis. Charles Sturt University Libraries Research Group.

https://researchoutput.csu.edu.au/ws/portalfiles/portal/214456302/213312965_published_report.pdf

¹⁴ Smith, J. (2020). Information in crisis: Analysing the future roles of public libraries during and post-COVID-19. *Journal of the Australian Library and Information Association*, 69(4), 422-429.

¹⁵ LIANZA (n.d.). Libraries in the time of COVID-19 – our stories. Accessed via <https://www.librariesaotearoa.org.nz/covid-19--public-libraries.html>

¹⁶ Jaeger, P. T., & Fleischmann, K. R. (2007). Public Libraries, Values, Trust, and E-Government. *Information Technology and Libraries*, 26(4), 34-43. <https://doi.org/10.6017/ital.v26i4.3268>

¹⁷ Bryne, A., & Visser, M. (2022). Keeping Communities Connected: Library Broadband Services During the COVID-19 Pandemic. *ALA Policy Perspectives*, 9.

¹⁸ McShane, I. (2011). Public libraries, digital literacy and participatory culture. *Discourse: Studies in the Cultural Politics of Education*, 32(3), 383-397. <https://doi.org/10.1080/01596306.2011.573254>

¹⁹ McShane, I. (2011). Public libraries, digital literacy and participatory culture. *Discourse: Studies in the Cultural Politics of Education*, 32(3), 383-397. <https://doi.org/10.1080/01596306.2011.573254>

²⁰ Clark, L., & Visser, M. (2011). Digital Literacy Takes Center Stage. *Library Technology Reports*, 47(6), 38-42. <https://doi.org/10.5860/ltr.47n6>

computers²¹. Frequently, libraries are also relied upon to provide computer skills/digital literacy classes²².

The role of libraries to deliver digital equity support to their communities is also strongly linked to concepts of social inclusion, civic participation, and overall wellbeing. The May 2022 National Regional Council Digital Equity Hui brought to the forefront experiences of council staff across Aotearoa New Zealand and reiterated that digital literacy is a keystone for civic engagement, educational success, and economic growth and innovation²³, a theme echoed across the digital equity studies reviewed as part of this work.

Libraries excel in providing the forum for both formal and informal support

Libraries are able to successfully deliver both formal support (facilitating education programmes and courses) and informal support (one-on-one ad hoc technical support) to people looking to expand their technological capabilities. A 2013 article on Digital Literacy and Public Policy through the Library Lens explores the unique ability for libraries to provide both formal and informal digital support, noting the reduced barriers to access and the value for users where both formal and informal support are combined²⁴. The particular value emerges where libraries can adapt their service delivery model to meet the needs and demands of their community²⁵.

As part of the “new library universe”, one based on an expanded concept of literacy, libraries have emerged as a vital provider of formal and informal digital services. Libraries are uniquely able to provide formal support, through regular classes, programmes or resources, and informal support, where library staff or volunteers can be approached on the fly for one-on-one support²⁶. Libraries’ flexible delivery model, unique to the community it operates in, enables libraries to efficiently deliver services that contribute to community wellbeing.

Libraries operate as trusted providers of government services

The trust placed in libraries can balance the lack of confidence that many people place in other government institutions, as well as distrust in the information accessed via the

²¹ Standard of Proof (2016). Community needs and our public libraries. Wellington: Standard of Proof.

²² Jaeger, P. T., Bertot, J. C., Thompson, K. M., Katz, S. M., & DeCoster, E. J. (2012). The Intersection of Public Policy and Public Access: Digital Divides, Digital Literacy, Digital Inclusion, and Public Libraries. *Public Library Quarterly*, 31(1), 1–20. <https://doi.org/10.1080/01616846.2012.654728>

²³ Clark, L., & Visser, M. (2011). Digital Literacy Takes Center Stage. *Library Technology Reports*, 47(6), 38–42. <https://doi.org/10.5860/ltr.47n6>

²⁴ Visser, M. (2013). Digital Literacy and Public Policy through the Library Lens. *Maine Policy Review*, 22(1). <https://doi.org/10.53558/wcuz5068>

²⁵ Institute of Museum and Library Services. (2021). Understanding the Social Wellbeing Impacts of the Nation’s Libraries and Museums. <https://www.ims.gov/publications/understanding-social-wellbeing-impacts-nations-libraries-and-museums>; & Jaeger, P. T., Bertot, J. C., Thompson, K. M., Katz, S. M., & DeCoster, E. J. (2012). The Intersection of Public Policy and Public Access: Digital Divides, Digital Literacy, Digital Inclusion, and Public Libraries. *Public Library Quarterly*, 31(1), 1–20. <https://doi.org/10.1080/01616846.2012.654728>

²⁶ McShane, I. (2011). Public libraries, digital literacy and participatory culture. *Discourse: Studies in the Cultural Politics of Education*, 32(3), 383–397. <https://doi.org/10.1080/01596306.2011.573254>

internet²⁷. As a result, libraries are increasingly operating as a vehicle for service delivery for online central and local government services.

The ability to leverage trusted institutions at a local level was identified in the May 2022 National Regional Council Digital Equity Hui, where attendees discussed the importance of locating projects, initiatives and engagement “in the places where people are”²⁸. Libraries provide accessible, trusted and capable spaces for outreach and support services, with particular value as an intergenerational space²⁹.

“The local librarian as a de facto agency service provider”³⁰

Libraries are increasingly operating as “information intermediaries”³¹

As a key institution for reducing digital inequity, libraries are frequently acting as “information intermediaries” for people who are unable to access or engage with online information, particularly government services and information³². Libraries operate as intermediaries through across two distinct services:

- providing physical internet access
- providing digital literacy assistance and support navigating government services

Central and local government’s increasing reliance on e-government (the provision of government services and information online) has the potential to exacerbate digital exclusion for those unable or unwilling to engage through this medium. As a result, people who have limited access to internet connection and/or limited ability to engage with online resources are facing greater barriers to accessing government services. Providing the physical resources required for internet access is a core component of library service provision, for example, a 2010 impact report of US public libraries found that more than 26

²⁷ Jaeger, P. T., & Fleischmann, K. R. (2007). Public Libraries, Values, Trust, and E-Government. *Information Technology and Libraries*, 26(4), 34–43. <https://doi.org/10.6017/ital.v26i4.3268>

²⁸ KEY THEMES – DECA-hosted National Regional Council Digital Equity Hui. (2022). Digital Equity Coalition Aotearoa. <https://www.digitalequity.nz/blog-posts/digital-equity-hui-highlights-key-actions-needed-to-achieve-digital-equity-across-aotearoa>

²⁹ KEY THEMES – DECA-hosted National Regional Council Digital Equity Hui. (2022). Digital Equity Coalition Aotearoa. <https://www.digitalequity.nz/blog-posts/digital-equity-hui-highlights-key-actions-needed-to-achieve-digital-equity-across-aotearoa>

³⁰ Jaeger, P. T., & Fleischmann, K. R. (2007). Public Libraries, Values, Trust, and E-Government. *Information Technology and Libraries*, 26(4), 34–43. <https://doi.org/10.6017/ital.v26i4.3268>

³¹ Jaeger, P. T., Gorham, U., Bertot, J. C., Taylor, N. G., Larson, E., Lincoln, R., ... & Wentz, B. (2013). Connecting government, libraries, and communities: Information behavior theory and information intermediaries in the design of the LibEGov tool. Accessed at <https://firstmonday.org/ojs/index.php/fm/article/view/4900/4160>

³² Jaeger, P. T., Gorham, U., Bertot, J. C., Taylor, N. G., Larson, E., Lincoln, R., ... & Wentz, B. (2013). Connecting government, libraries, and communities: Information behavior theory and information intermediaries in the design of the LibEGov tool. Accessed at <https://firstmonday.org/ojs/index.php/fm/article/view/4900/4160>

million people used public library computers just to access government services or information.³³

However, beyond physical access to internet, library staff are also operating as “information intermediaries” by supporting people to engage with online government services and support. Using government services increasingly requires digital proficiency, therefore library staff regularly provide one-on-one technical support to people to access and navigate the government services they need³⁴.

Delivering through libraries can lower operating costs for central/local government

Using libraries as a vehicle for service delivery can lower the operation and implementation costs for central and local government. A 2009 US-based study of ‘e-government’ services delivered through libraries explores the potential for library-based delivery to lower operational costs for central and local government³⁵. This study reveals that additional costs may be borne by libraries in terms of funding and operational capacity, however the cost-saving narrative surrounding libraries as a vehicle for service delivery tends to inform government decision-making.

Leveraging the knowledge, local connections and relationships of library staff can increase the engagement with and uptake of government services, as well as lowering the operational costs for government³⁶. Library staff are usually well placed within the community, with established relationships and local knowledge which can facilitate more efficient engagement with government services. Rather than a new entity, agency or person entering the community and applying a broad, nationwide delivery model, leveraging the expertise of local libraries can improve efficiency and create potential cost-savings. This releases government agencies from having to deploy additional staff to provide face-to-face support and leverages the confidence placed in libraries as a source of trusted information and assistance.

However, there are broad assumptions about the technical capacity and skills of library staff

The increased demand for service delivery through libraries has impacted the operational burden for individual libraries, particularly in terms of funding, capacity, and capability. Considerable assumptions underly the delivery of services through libraries; specifically, the ability of library staff to provide the level of support and specific know-how to operate as a

³³ Becker, S., Crandall, M. D., Fisher, K. E., Kinney, B., Landry, C., & Rocha, A. (2010, March). Opportunity for All: How the American Public Benefits from Internet Access at U.S. Libraries. Institute of Museum and Library Services. <http://tascha.washington.edu/usimpact>

³⁴ Visser, M. (2013). Digital Literacy and Public Policy through the Library Lens. *Maine Policy Review*, 22(1). <https://doi.org/10.53558/wcuz5068>

³⁵ Gibson, A. N., Bertot, J. C., & McClure, C. R. (2009). Emerging Role of Public Librarians as E-Government Providers. 2009 42nd Hawaii International Conference on System Sciences. <https://doi.org/10.1109/hicss.2009.183>

³⁶ Gibson, A. N., Bertot, J. C., & McClure, C. R. (2009). Emerging Role of Public Librarians as E-Government Providers. 2009 42nd Hawaii International Conference on System Sciences. <https://doi.org/10.1109/hicss.2009.183>

de facto agency service provider³⁷. While libraries are often the physical vehicle for service delivery, skilled library staff are needed to drive engagement and achieve the anticipated community outcomes.

There is considerable academic debate over “the willingness and capacity of public librarians” to act as service delivery providers and “information intermediaries”, particularly where technical or issue-specific knowledge is required. Despite this, there is consensus that public library staff are insufficiently supported to deliver to their expanding roles, responsibilities, and public expectations³⁸.

Funding remains one of the biggest challenges for public libraries

Library funding is usually short-term or time-limited

Linked to the operational burden, there is a lack of specific funding dedicated to the delivery of services outside the core functions of libraries.

In the New Zealand context, digital inclusion work by local and regional councils, much of which is delivered through libraries, is reaching a critical juncture in terms of funding. Most funding provided for digital inclusion initiatives is time-limited, and additional funding is dependent on positive outcomes. However, measuring outcomes/effectiveness remains complex³⁹. This creates uncertainty for councils and libraries, and there is considerable risk that the costs of vital digital inclusion work, including through libraries, will need to be absorbed by operational baselines, or the services will no longer be offered.

This concern is not unique to New Zealand. For example, the injection of funding during the COVID-19 pandemic enabled US libraries to take an innovative approach and expand their usual service delivery during lockdowns.⁴⁰ 93% of US libraries kept their Wi-Fi on despite their buildings being closed to the public, and where necessary, some libraries expanded this service to expand the signal range.⁴¹ Several libraries even developed mobile library service vans that provided Wi-Fi and printing services to specific neighbourhoods in need.⁴²

³⁷ Gibson, A. N., Bertot, J. C., & McClure, C. R. (2009). Emerging Role of Public Librarians as E-Government Providers. 2009 42nd Hawaii International Conference on System Sciences. <https://doi.org/10.1109/hicss.2009.183>

³⁸ Gibson, A. N., Bertot, J. C., & McClure, C. R. (2009). Emerging Role of Public Librarians as E-Government Providers. 2009 42nd Hawaii International Conference on System Sciences. <https://doi.org/10.1109/hicss.2009.183>

³⁹ KEY THEMES – DECA-hosted National Regional Council Digital Equity Hui. (2022). Digital Equity Coalition Aotearoa. <https://www.digitalequity.nz/blog-posts/digital-equity-hui-highlights-key-actions-needed-to-achieve-digital-equity-across-aotearoa>

⁴⁰ Institute of Museum and Library Services. (2021). Understanding the Social Wellbeing Impacts of the Nation’s Libraries and Museums. <https://www.ims.gov/publications/understanding-social-wellbeing-impacts-nations-libraries-and-museums>

⁴¹ As per a survey conducted by the Public Library Association (PLA) in March 2020

⁴² Bryne, A., & Visser, M. (2022). Keeping Communities Connected: Library Broadband Services During the COVID-19 Pandemic. ALA Policy Perspectives, 9.

As this injection of funding comes to an end, libraries are having to decide whether to continue the successful services by seeking additional funding, absorbing costs through operating baselines, or no longer offering the service.⁴³

Long-term, secure funding enables more effective and sustainable service delivery through libraries

As the role of libraries and their operational responsibilities increases, there is a distinct lag in the provision of public sector funding for libraries. Not only does this create operational pressure on libraries in the delivery of services, but also limits the effectiveness and sustainability of service delivery, including the ability for libraries to respond and adapt or innovate to meet local needs.⁴⁴ The lack of support from central government can contribute to public libraries in different parts of the country having widely varied provision of services and support.⁴⁵

There is a wide consensus across the literature on the positive relationship between recurring, sustainable library funding, and the net benefits generated for communities⁴⁶. In an analysis of US library systems and their funding sources, it was noted that libraries with more stable funding were better able to grow successful programmes, experiment and innovate with new services, and invest in their physical infrastructure to support new resources, programmes and innovative means of engagement.⁴⁷

Public libraries are increasingly operating as part of the national infrastructure, but their funding sources remain almost entirely local⁴⁸

Internationally, the expanding role, responsibilities and expectations of public libraries are yet to be reflected in policy decisions and allocation of central funding. This points to a discrepancy in the public library funding model, where public libraries are increasingly envisioned as part of the national infrastructure, but the funding sources remain almost entirely local⁴⁹.

⁴³ Bryne, A., & Visser, M. (2022). Keeping Communities Connected: Library Broadband Services During the COVID-19 Pandemic. ALA Policy Perspectives, 9.

⁴⁴ Gibson, A. N., Bertot, J. C., & McClure, C. R. (2009). Emerging Role of Public Librarians as E-Government Providers. 2009 42nd Hawaii International Conference on System Sciences. <https://doi.org/10.1109/hicss.2009.183>

⁴⁵ Jaeger, P. T., & Fleischmann, K. R. (2007). Public Libraries, Values, Trust, and E-Government. Information Technology and Libraries, 26(4), 34–43. <https://doi.org/10.6017/ital.v26i4.3268>

⁴⁶ Institute of Museum and Library Services. (2021). Understanding the Social Wellbeing Impacts of the Nation's Libraries and Museums. <https://www.ims.gov/publications/understanding-social-wellbeing-impacts-nations-libraries-and-museums>

⁴⁷ Institute of Museum and Library Services. (2021). Understanding the Social Wellbeing Impacts of the Nation's Libraries and Museums. <https://www.ims.gov/publications/understanding-social-wellbeing-impacts-nations-libraries-and-museums>

⁴⁸ Jaeger, P. T., Bertot, J. C., Thompson, K. M., Katz, S. M., & DeCoster, E. J. (2012). The Intersection of Public Policy and Public Access: Digital Divides, Digital Literacy, Digital Inclusion, and Public Libraries. Public Library Quarterly, 31(1), 1–20. <https://doi.org/10.1080/01616846.2012.654728>

⁴⁹ Jaeger, P. T., Bertot, J. C., Thompson, K. M., Katz, S. M., & DeCoster, E. J. (2012). The Intersection of Public Policy and Public Access: Digital Divides, Digital Literacy, Digital Inclusion, and Public Libraries. Public Library Quarterly, 31(1), 1–20. <https://doi.org/10.1080/01616846.2012.654728>

We note there is a significant gap in the literature regarding how central and local governments can take a joined-up approach to providing support to libraries. Local/regional and central/federal funding largely occur independent of one another, specifically in the provision of long-term funding.

A review of recent economic analyses of New Zealand and Australian public libraries

Three reports we reviewed focused on an economic analysis of the value of libraries, using either a cost-benefit analysis approach (Victoria and South Australia) or a Social Return on Investment (SROI) method (Hutt City). All three reports found that public libraries provide vital services to their local communities, have significant direct and indirect economic value, and investment in libraries has positive results.

Economic findings from South Australia: *The answer is libraries: The value of public libraries in South Australia* (March 2020), an independent report prepared for Public Libraries South Australia by SGS Economics and Planning:

- Use of and visitation to online library services is increasing and there is a changing demand on staff to provide a diversity of support services to library visitors.
- The net community welfare contribution of public libraries was estimated at \$163 million, after accounting for operational costs. This equates to \$95 per capita per year in net community benefits.
- For every dollar invested in public libraries, \$2.80 of benefits are generated for the South Australian community.
- Direct benefits to library users include access to materials and collections; access to services and programs; access to equipment and spaces, including meeting rooms; access to technology, including computers with internet access and online services; improved language and digital literacy; and social interaction.
- Indirect benefits include improved community health and career development outcomes; support for education institutions; enhanced local neighbourhood amenity; and environmental sustainability through multiple users of printed material.
- Public libraries also support local economies through library operating expenditure and spending of library users. The direct economic impact generated by public libraries in South Australia was \$162 million per year (2017-18), through operational expenditure, library user spending, and retail spending during library visits.
- After accounting for the indirect local economic impacts, total economic activity generated by public libraries equated to \$114.5 million in Gross Regional Product per year.
- Public libraries employ over 680 full time equivalent staff, and additional spending and economic activity resulting from public libraries supports a further 95 jobs in the South Australian economy.

Economic findings from Victoria, Australia: *LIBRARIES WORK! The socio-economic value of public libraries to Victorians* (May 2018):

- In 2016–17, public libraries in Victoria generated \$1.1 billion of benefits.
- After accounting for operational costs, the net community welfare contribution is estimated at \$848 million, which equates to \$140 per capita per year in net community benefits.
- For every dollar invested in public libraries in Victoria, \$4.30 of benefits was generated for the local community.
- Economic activity generated by public libraries in 2016–17 equated to \$328 million in gross regional product.
- Victorian public libraries currently employ over 1800 full time equivalent staff, and the additional spending and economic activity resulting from this employment means that public libraries support a further 500 jobs in the Victorian economy.

Findings from Hutt Valley: *Social Return on Investment Analysis: Hutt City Libraries*:

- The most recent Communitrak survey conducted by Hutt City Council found that around 82% of people in Hutt City have used a library in the last 12 months.
- The analysis found that for every dollar that is invested into Hutt City Libraries by Council, between \$1.27 and \$1.44 is provided in economic benefit to the community.
- Library users estimated that they would have to spend around \$260 per year through private businesses to access the services and materials they currently use from libraries.
- Over half of library users visited other places during a trip to the library and spent an average of \$14.
- For library users, the most important contributions of libraries are the maintenance of collections, contribution to hobbies, life-long learning, and being safe and pleasant places to visit. Non-users placed importance on indirect benefits, including their role in maintaining and capturing local history, supporting children's education and continuing education, improving literacy, and encouraging responsible social behaviour.

Conclusion and next steps

The roles and responsibilities of public libraries continue to evolve to meet the needs and expectations of the communities they serve. This literature scan provides a brief overview of the academic discourse around the evolving role of libraries, with particular focus on the services delivered, how they are delivered, and how they contribute to community wellbeing.

This literature scan will inform ongoing work with LGNZ and will support the development of a final report on the value of libraries as a vehicle for service delivery in Aotearoa New Zealand, to submit to the Review into the Future for Local Government draft report.

3.Survey

FrankAdvice and LGNZ conducted a survey of libraries in September 2022. The purpose of the survey was to understand the operating environments of public libraries, specifically how libraries deliver services outside what would normally be considered essential for libraries. 39 respondents answered the survey, representing a range of different library sizes, levels of funding, and geographical districts. The full list of respondents is available in Appendix 1.

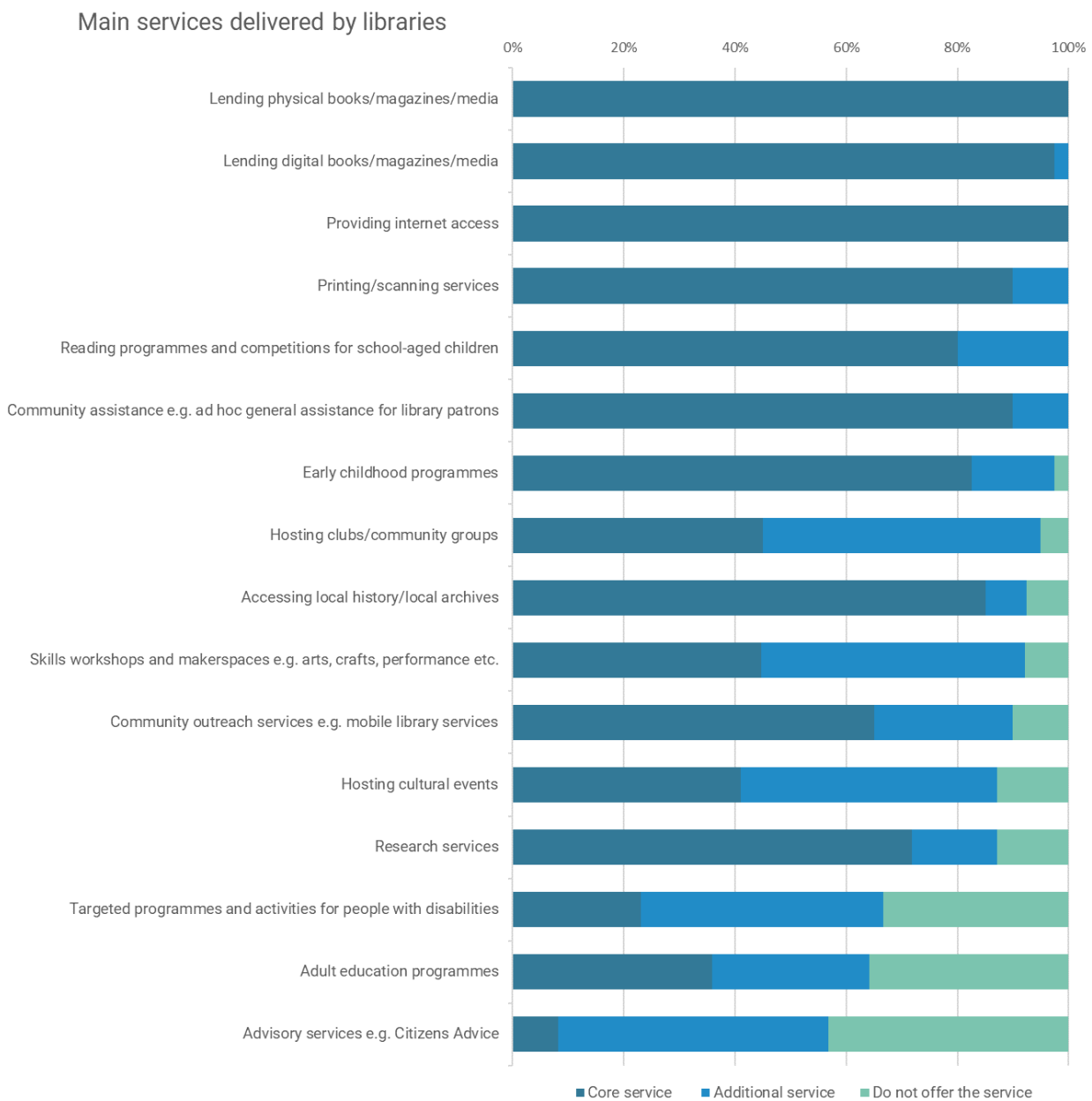
Overall the survey showed that, in addition to their core services, libraries deliver a wide range of services on behalf of local and central government. They generally deliver these additional services in response to their communities' needs, and most agree that these additional services add value to their communities. While libraries also generally agree that they are a good vehicle for delivering additional local and central government services, they believe that additional resources are needed to best deliver these additional services, especially since additional services libraries provide on behalf of local government are generally better funded than the additional services libraries provide on behalf of central government.

Key survey findings

Libraries deliver a wide range of services

Figure 1 shows the distribution of the main services delivered by respondent libraries. Libraries were asked to indicate whether, if they offered the service, they considered each service a "core service" or an "additional service" ("not essential for a library to have").

Figure 1 - The main services delivered by libraries



Libraries are recognising that it is essential to incorporate te ao Māori when designing and delivering all services

78% of respondent libraries indicated that incorporating te ao Māori was “extremely important” or “very important” to them when designing and delivering their services. This has manifested as:

- libraries having bicultural strategies and service philosophies, and embedding Māori outcomes into performance measurement frameworks
- upskilling staff in te reo, mātauranga Māori, tikanga, and Te Tiriti
- having relationships with their local iwi: 80% of respondent libraries had a relationship with their local iwi, either directly or through their council

- offering services and support that specifically relates to te reo, te ao, or tikanga Māori (e.g., te reo courses, programmes on local Māori history and tikanga when visiting a marae, celebrations of Matariki that showcase stories from the local iwi's perspective, and dedicated Māori collections and expert librarians that support them).

Most libraries deliver additional services on behalf of local and central government

Many of the services commonly delivered by or through libraries are additional services delivered on behalf of local or central government.

92% of respondent libraries indicated that they delivered services on behalf of **local** government. The most common local government services delivered through libraries were:

- hosting Council events and meetings, and having ballot boxes for local elections (82%)
- civil defence/emergency preparedness services (44%)
- hosting a Council Service Centre, e.g., for rates collection (41%).

97% of respondent libraries indicated that they delivered services on behalf of **central** government. The most common central government services delivered through libraries were:

- library staff helping patrons to access government services through library internet connections (85%), including providing specific support for job seekers (72%)
- hosting Justice of the Peace services (72%)
- advertising central government services (72%)
- digital equity programmes, including distributing Skinny Jump modems (56%).

Most libraries offer these additional services to respond to their communities' needs

Most respondent libraries indicated that they offered these additional services in response to their communities' needs and demands. Many of these respondent libraries indicated that they introduce additional services in response to requests from the community, including introducing additional services to fill gaps created by central government (particularly as many government services are now online). However, some libraries indicated that they felt that they had no choice in what services they offered and were expected by local and central government to offer these services.

71% of respondent libraries indicated that there was additional demand that they were not able to meet. Common areas of additional demand included:

- additional skills classes
- more staff time to assist library patrons (especially with accessing central government services)
- expanded community outreach services (such as for rural communities, or speakers of other languages)
- more physical spaces to better deliver services.

The additional services libraries provide on behalf of local government are generally better funded than the additional services libraries provide on behalf of central government

Respondent libraries indicated that, on average, 81% of the additional services they provided on behalf of **local** government had enough funding. On average, only 16% of these services received no funding, and the remainder received some, but not enough funding.

In contrast, respondent libraries indicated that, on average, only 33% of the additional services they provided on behalf of **central** government had enough funding. On average, 45% of these services received no funding, and the remainder received some, but not enough funding.

Most libraries agreed that libraries are a good vehicle for delivering additional local and central government services

68% of respondent libraries agreed (either “strongly agree”, or “agree”) that libraries are a good vehicle for delivering local and central government services. 26% of respondent libraries neither agreed or disagreed, and 6% strongly disagreed.

Many respondent libraries pointed out that libraries being trusted and inclusive spaces (they are used by the widest cross-section of the community) makes them well placed to deliver services on behalf of central and local government. However, these respondent libraries also pointed out that while the opportunity is there, they would need additional resources to best deliver these additional government services. Some respondent libraries were also concerned about offering these services to the detriment of core library services and taking on the risk of central government service delivery (and therefore risking their reputation and the trust of their community) without additional support.

Overall, libraries agreed that the additional services they offer are valuable to the community

42% of respondent libraries thought that the additional services they offer were extremely valuable to the community, 45% thought they were very valuable, and 13% thought they were somewhat valuable. Generally, the libraries felt that these additional services improved the knowledge and skills of their community (100% of libraries agreed), their community's leisure and play (94% agreed), and their community's engagement and community voice and cultural capability and belonging (90% agreed).

4. Workshop write up

FrankAdvice facilitated a two-hour workshop on 17 October 2022 with library managers from across the motu (attendees are listed in Appendix 2). The workshop was focused on testing the initial findings from the 20 September 2022 survey conducted as part of the project, and identifying potential case studies.

Discussion of survey results

In groups of 4-5 people, participants shared their thoughts on the survey findings, guided by the following questions:

1. What aspects of the survey results would you like to emphasise to government and decision-makers?
2. What are some of the key outcomes that are being delivered to communities through these additional services?

In addition to a general agreement on the survey's results on the value of additional services provided by libraries and the need for more resourcing, the following key themes were discussed.

There is no 'one-size-fits-all' delivery model for libraries

Libraries are intentionally locally responsive. There was general consensus that the role of libraries is to provide the services required by each community, which leads to different services delivered by libraries across the motu. Workshop attendees agreed there exists a lack of appetite for a 'one-size-fits-all' delivery model applied across all libraries, stating that individualised delivery models allow for libraries to deliver services that meet the specific needs of their community.

Communication and clarity across the library sector is vital

Survey responses uncovered the complexity of the library system and the importance of clear communication to ensure that each community can access the services and support needed through their local library. Each library operates under its own operational model as well as its own funding model, therefore assumptions are often made at the central government level about what libraries can deliver.

There was general consensus that better communication and increased clarity across the library sector would help to mitigate some of the challenges facing libraries, including funding, equity of access and the efficient delivery of central government services. Furthermore, having a clear view of the library sector will enable more strategic discussions on the future of libraries as a vehicle for service delivery.

Discussion of potential case studies

Participants discussed these potential case studies included in the pre-reading, guided by two questions:

1. What are the most important things to communicate with these case studies (in the context of libraries as a vehicle for service delivery)?
2. Are there any other examples that you know of that show how libraries are a good vehicle for delivering additional services?

The following key themes were discussed.

Case studies should focus on examples of best practice, rather than 'aspirational' examples

Participants agreed the value of sharing with the Review into the Future for Local Government the examples of best practice that are currently occurring, rather than focusing on what 'could' be achieved. These examples will share the innovative behaviours that occur out of necessity and/or circumstance, as libraries evolve to meet the changing needs of their individual communities. Particularly important is to include both examples of innovative service delivery arising where there has been significant investment (i.e., new builds) as well as innovation that has emerged within current resourcing.

What makes service delivery partnership successful – examples from Rotorua Library | Te Aka Mauri – Children's Health Hub

Participants discussed recent examples of successful service delivery, highlighting the lessons learned from the successful partnership of Rotorua Library with local health practitioners to develop the Children's Health Hub. The Children's Health Hub is co-located with Rotorua Library in Te Aka Mauri, providing a range of child health and maternal services and a shared vision to create a facility of excellence to advance community wellbeing and understanding. Services at the Children's Health Hub include: B4 school checks; an antibiotic clinic; vision and hearing screening; a breastfeeding service; infant, child, and adolescent mental health services; outreach immunisation; children's teams; and paediatric outpatient clinics.

Key features of this partnership were highlighted, including the location of nearby amenities (including bus stops) and the importance of clarity of funding and messaging which enabled a successful delivery of services. Workshop attendees agreed that the lessons learned from this partnership can be applied to future service delivery investment, and should be shared widely with funders, libraries and other central and local government service delivery providers.

Libraries' emerging role as community hubs – examples from Te Ara Ātea in Rolleston

Participants discussed the future of libraries as community hubs – where people do not need to be an active library user to benefit from the library. Te Ara Ātea was identified as a useful example of this delivery model, one that is underpinned by a relationship with tau moto, but actual services delivered are delivered by non-library teams.

Te Ara Ātea in Rolleston, a new library and multi-functional civic centre developed in partnership with mana whenua, was identified as an example of the future of libraries as a community hub for central and local government service delivery. It opened in 2021 in partnership with Te Taumutu Rūnanga, the mana whenua of the region and Selwyn District Council on the building and landscape. Te Ara Ātea features a performance space, technology room, café and lounge, a wāhi tamariki for younger users, a sensory garden, a food garden, and sculptures and works by local artists and schools. The result is not only a library but a flexible, multi-purpose community and performance space that acts as a hybrid museum and live history tour.

Different models of integrated service delivery

Participants identified several different models of integrated delivery across the library service delivery landscape. These include:

- Partnership model, where libraries partner with central and local government service providers to provide complementary services for their community (e.g., Rotorua Library | Te Aka Mauri – Children’s Health Hub).
- Integrated delivery model, where central government technically offers and is accountable for the service (and owns the benefits), but some people need the resources of the library and perhaps help of a librarian to access it (e.g., a Ministry of Social Development counter at the local library).
- Proscriptive model, where libraries may be expected to deliver additional services, whether local government or central government services (e.g., driver licensing). These services may or may not be closely related to libraries’ main service provision, and libraries may end up sharing accountability for service delivery.
- Spaces, where libraries lease out/host spaces where additional services can be delivered.
- New builds, where new library/community infrastructure are designed and built with integrated service delivery in mind (e.g., Te Ara Ātea in Rolleston).

What libraries need

Participants visualised an ideal state for libraries, one where future libraries are positioned at the heart of multipurpose community spaces. Participants identified the following as necessary to achieving this ideal state.

- Libraries are represented at the decision-making table (for both central and local government).
- Partnership is prioritised at all levels and reflected consistently by decision-makers. Partnership commitments are agreed and communicated from the top down and libraries are consistently supported to uphold these commitments.

- There is national-level support either from central government or libraries collaborating across the country, to fund consistent library services (e.g., IT systems, background support) that all libraries deliver. This will ensure that people can access the same services across the motu, but libraries still have the autonomy to develop and finetune their services to what each community needs.
- Libraries have adequate physical space to offer additional services beyond their current scope. This will also enable libraries to make the most of opportunities to improve and integrate service delivery when they arise.

Above all else, participants agreed that libraries need to remain neutral, safe spaces that anyone in their local community can access.

5. Case studies

These case studies were drawn from the initial findings of a survey of libraries, and agreed through the 17 October workshop and in discussions with LGNZ. The information included for each case study was provided by the respective libraries and has been collated by **FrankAdvice**.

This paper provides an overview of each case study, followed by a brief description of its unique approach to the delivery of services and the outcomes this has had for the library and for the wider community.

Te Paataka Koorero o Takaanini in Tāmaki Makaurau

Overview

A collective dream ten years in the making, Te Paataka Koorero o Takaanini is a reo-rua (bilingual) Library and Community Hub, and a home away from home nestled in the emergent South Auckland community named for Ihaka Takaanini, paramount chief of Te Aakitai Waiohua.

The hub features a community kitchen, three community spaces, a dedicated play area for tamariki and a parent room. The mixture of community facilities together in one place ensures good service and connection to the local community and exceptional value for money for ratepayers. Kaimahi at the Library and Community Hub partner with mana whenua and continuously engage with community to enable the whānau centric kaupapa. Te Paataka Koorero o Takaanini (completed March 2021) has succeeded in filling gaps in community provision and is also proving to be a focal point for the community in satisfying work, play and cultural needs for all.

Approach

Te Paataka Koorero o Takaanini project is an integrated library and community hub, the cornerstone of the Takanini Village shopping centre and fast becoming the heart and soul of the rapidly expanding, vibrant and culturally diverse community of Takanini. Named using a double vowel instead of a macron to honour the prominent chief Ihaka Takaanini, the facility recognises the history and heritage of the area.

The brief was for a new multi-purpose “Library and Community Hub” within an existing development to service the Takanini Community, aligning the Council’s Library and Community Services programme and operating model. This delivers against the Auckland Council strategic horizon of combining community facilities together in one place, to ensure a comprehensive service for the local community and value for money for ratepayers.

The local community was heavily involved in consulting and co-designing the Library and Community Hub. Three wānanga were held using a kaupapa Māori co-design process, placing te ao Māori, Māori outcomes, and whānau at the centre of the engagement process. The wānanga were hosted by external Māori co-design facilitators, grounded in Mātauranga Māori and used pūrākau (legends, stories) and whakapapa to explore whānau needs. Flexibility to accommodate a range of activities- learning, quiet study, meetings, group activities and general play, and the need to adapt to the needs of future communities- were essential considerations. The local community also emphasised the importance of feeling welcome, and a sense of belonging, therefore providing opportunities for social interaction within this space was critical.

Whilst only the second integrated facility in Auckland (following Te Manawa at Westgate), this project has forged a first of its own and is showing the way forward for a new leasing model. The Hub is in a leased building to enable more sustainable provision of Council's asset-based services in the future. The new leasing approach enables a condensed delivery timeline and exceptional value for money compared to the traditional model of land acquisition and new build.

Outcomes

Prior to implementation of the Takaanini Library and Community Hub, the Papakura Local Board area was experiencing a growing population and a lack of council facilities to meet community need for:

- welcoming, comfortable, safe space for the whole whānau
- space to come together to learn and share
- flexible space that allows for different types of activities
- space to connect local people to key services and local opportunities.

The new library and community space has not only succeeded in filling these gaps in community provision but is also proving to be a focal point for the community and is a major feature of the Takaanini Village shopping centre. This brand-new facility, as envisaged, is satisfying work, play and cultural needs for all.

In the first few months of opening, upwards of 45,000 people visited the new Library and Community Hub and more than 200 pieces of positive written feedback were provided. Around 900 people signed up for library cards. The bookable spaces were full most days with over 3000 people attending various events and workshops. The kitchen facilities and slide were a big hit and Te Ruuma Hui (consulting room) was well used with Smokefree NZ, the local community constable, local MP, DHB and many other community partners running regular clinics. The community kitchen allows the sharing of kai and creates genuine connection between whānau, community groups and kaimahi (staff). The slide in the children's area encourages active learning through play. The library has moved from being a mere living room to an entire home away from home.

The space has become a place to come together to develop knowledge and skills, connect with one another and to access key services and local opportunities. It is a central and consistent place to find and share local information and opportunities.

More information

<https://ourauckland.aucklandcouncil.govt.nz/news/2021/03/te-paataka-koorero-o-takaanini-a-new-place-to-call-home/>

Hamilton City Libraries – Te Uu Ki Te Tikanga Rua | Bicultural Commitment

Overview

To better serve the changing needs of their communities, Hamilton City Libraries has a Bicultural Commitment that establishes the strategic framework for the ongoing bicultural engagement of the libraries and outlines the principles that will guide its implementation. Biculturalism at Hamilton City Libraries is manifested in their engagement and partnership with te iwi Waikato. It acknowledges the unique position of Māori in Aotearoa New Zealand and the need to secure their participation in all aspects of the libraries.

Hamilton City Libraries forms relationships with Māori in four groupings: Tāngata Whenua o Kirikiriroa (iwi and hapū of Hamilton), mātāwaka (other Māori communities), whānau Māori (Māori members and users of library services), and non-Māori (non-Māori users of Māori services). Hamilton City Libraries bases its Bicultural Commitment on five key principles: manaakitanga, whanaungatanga, kaitiakitanga, puukengatanga, and te reo Māori. Hamilton City Libraries have a heritage collection that contains a selection of reference books relating to Māori, Māori lending collections, resource lists for specific topics relating to Māori history and culture, and mātauranga Māori stories about each of the library sites.

Approach

In 2012 a restructure of Hamilton City Libraries was intended to reflect the changing needs of communities. In particular, a need was identified to enhance its commitment to te reo Māori as a language as well as knowledge of traditional Māori culture and practices. It was recognised that staff needed to become more confident in staging exhibitions such as Matariki and the delivery of culturally rich children's programmes. A small proportion of staff, with varying degrees of confidence and ability, could kōrero, waiata, had knowledge of tikanga, and an understanding of significant celebrations for Māori. Some library branches lacked any of these key people. Most times staff looked to each other for collective guidance. The feeling among some staff was that the library should be less tokenistic in their practices. The library realised there were probably innovative ways to better represent, celebrate, and support their whole, diverse community and engage staff and communities in meaningful cultural experiences. With this in mind 'Te Uu Ki Te Tikanga Rua', Hamilton City Libraries Bicultural Commitment, was created as a living document that reflects Hamilton City Libraries' aspirations and is a guide that staff can use in their roles.

The Bicultural Commitment is a strategic framework for the ongoing bicultural engagement of the libraries. It outlines the principles that guide its implementation. Within this framework, Hamilton City Libraries can understand the following:

1. What biculturalism is and its ties to Treaty of Waitangi obligations.

2. Engagement and relationships with our Māori communities.
3. Ngā uara (values) or tikanga (behaviours) that have been identified as being important to Hamilton City Libraries.

Hamilton City Libraries chooses to base its Bicultural Commitment on five key principles that define the intent and spirit of the Hamilton City Libraries' management and operation:

- Manaakitanga: Expresses respect, care, and hospitality. It ties people together creating a sense of community.
- Whanaungatanga: Is the element that connects us to one another and recognises kinship.
- Kaitiakitanga: Translates as guardianship, to protect, preserve and make accessible the tāonga relating to Māori.
- Puukengatanga: To be specialists/experts in the practice.
- Te reo Māori: Expresses communication, bilingual skills and affirms te reo Māori as an official language of New Zealand and demonstrates respect for tangata whenua.

The bicultural values of manaakitanga and whanaungatanga directly link with 'He Pou Manawa Kōrero' Pillar of History and 'He Pou Tōrangapuu Māori' Pillar of Unity (from Hamilton City Council's strategic framework, 'He Pou Manawa Ora').

Outcomes

Embedding the strategic framework has enabled Hamilton City Libraries to achieve the following:

Waiata Mai was implemented where staff sing various waiata/songs to improve their proficiency in te reo Māori. Each team have their own team specific waiata which they know, along with knowledge of other waiata.

Te Puna Awhina is a dedicated libraries working group to support observation of key days of significance for Māori across the library branches, including on social media platforms. With the focus of working collaboratively, this rōpu establishes consistent observation of national days of significance for Māori within the libraries and further educates both customers and staff.

Mātauranga Māori Web Page: <https://hamiltonlibraries.co.nz/maatauranga-maaori/> content was first developed for the education of staff and then made available for the community. Included on this page are the stories of Hamilton City Libraries sites with their Māori names and their meanings.

Taitara Mahi/Job Titles were developed in consultation with kaumatua and may encompass the historic and holistic nature of each role. Libraries staff are encouraged to learn and use their te reo titles.

Māori Collections Review was conducted to ensure that Māori collections are housed in a respectful way that enables easy access. Mana whenua, Te Haa o te Whenua o Kirikiriroa (THaWK) was consulted and as a result a key finding was to not separate the Māori

collection at branch libraries. However, better wayfaring signage that allows people to interact with the library collections without the requirement for talking to a staff member needs to be bilingual. Not only is this better for Māori but is also a great way to enable non-Māori to become familiar with te reo Māori.

Library and Information Association of New Zealand's (LIANZA) Evaluation and Impact Programme allowed staff participants to implement exploratory research into how to make Hamilton City Libraries' offering around te ao Māori more attractive and authentic (including physical environments, services, and collections), and to identify and develop strategies to reduce barriers to staff and user engagement with te ao Māori offerings. The research focused on understanding the barriers to using Māori Collections at Hamilton City Libraries for staff. Traditional approaches were initially considered, including kanohi-ki-te-kanohi (face-to-face) discussion, which is an important aspect of te ao Māori. However, there were limitations to this due to staff availability, so instead a variety of approaches aimed at building the greatest engagement with staff was tried.

Tikanga is a recent addition to the Library Induction Manual. It discusses Hamilton City Libraries' commitment to Mātauranga Māori. This was introduced to staff at Hamilton City Libraries' first Matariki Mesh state of the nation type event where staff participated in a Hautapu ceremony.

More information

<https://hamiltonlibraries.co.nz/maatauranga-maaori/>

Tauranga City Libraries – incorporation of Mātauranga Māori through the Waka Hourua Model

Overview

To better preserve Māori history, Tauranga City Libraries' Heritage and Research Team endeavours to incorporate Mātauranga Māori into Pae Korokī (the Tauranga archives online) and into their collection and preservation practices. The team initially developed a Kaitiakitanga Framework to understand how Pākehā and Māori approaches to heritage material are different before launching the Waka Hourua Model in 2021.

Through the Waka Hourua Model, Tauranga City Libraries has developed four tools that reimagine how to collect or receive content, recognise rangatiratanga, incorporate Māori information seeking and organising needs, and communicate respect and good heart across all material in their collection. The four tools are a Memorandum of Understanding (Taonga Māori), Cultural/Ethical Status, Whakapapa Fields, and a Kaitiakitanga Statement.

Approach

In 2018, while still constructing Pae Korokī, Tauranga City Libraries began exploring how to better work with Taonga Māori as a Heritage and Research team. The framework and the

model were initially tools to help the Heritage and Research Team understand and respond appropriately to the following situations:

- potential contributions of content to the archives originating from within te ao Māori
- contributions (potential or otherwise) originating from within te ao Pākehā that concern te ao Māori
- information seeking needs from people with a Māori worldview, arriving at Pae Korokī, Tauranga archives online.

In 2021, to better reflect Mātauranga Māori and what partnership in the sector might look like, Tauranga City Libraries launched the Waka Hourua Model. This included developing four specific tools that reimagine how information is collected or received, how rangatiratanga is recognised, how Māori information seeking and organising needs are incorporated and how respect and good heart is communicated across all material in Tauranga City Libraries' collection. These tools are:

- **Memorandum of Understanding (Taonga Māori)** building on the concept of "takoha". Tangata whenua might consider "takoha" as an appropriate concept to reflect the entrustment of something. This memorandum of understanding recognises that though the care and protection might at a point be passed to the Heritage and Research team for a time, the donor's rangatiratanga has not been diminished by this deposit or entrustment. This requires of the memory institution the willingness to step up, and to step back.
- **Cultural/Ethical Status** metadata field. Four states were identified, including how information across each designation should be handled/shared.
 - Tapu, to be sacred, prohibited, restricted, set apart, forbidden
 - Rāhui, a temporary prohibition/restriction/ban. A protocol to separate people from tapu things for a set period
 - Aukati, a partial restriction
 - Noa, to be free from the extensions of tapu, unrestricted, unprohibited.
- **Whakapapa Fields**, recognising that for Māori, whakapapa plays a central organising role in connecting information, both from a donor's perspective and an information seeker. If known and applicable the whakapapa fields are populated to connect each item/collection to its ancestry and cultural heritage.
- **Kaitiakitanga Statement** which presents Tauranga City Libraries' overall posture toward content. It aims to communicate that as a memory institution within Aotearoa. Tauranga City Libraries adopts a particular kind of respectfulness toward both sides of the lens, or paintbrush or quill. It is not only the intellectual ownership that Tauranga City Libraries concern themselves with, but the humans and places that make up the subjects themselves. It simply states that Tauranga City Libraries cares about the mana and dignity of the people, the communities and the places, and request that the user do so as well.

Outcomes

The Waka Hourua Model has created a framework that has built trust with depositors and allowed for partnerships in the deposit of archives and digitisation on Pae Korokī. As a recent example, over 700 historical documents owned by The Elms Foundation are now being kept at Tauranga City Libraries' new archives facility, giving people greater opportunities to view the collection of national significance – both in person and online. Some of the most valued items in the collection include the original handwritten land deed for the Te Papa block covering more than 1,000 acres of land from the mission station to Pukehinahina/Gate Pā. The land agreement for the Te Papa block cemented a relationship between the Church Missionary Society and tangata whenua in 1838-39. This document represents a commitment to shared guardianship of the land in the heart of Tauranga city. The land deed to the Te Papa block is very significant to a current decision to establish Te Manawataki o Te Papa Charitable Trust, that will see the civic precinct land in the city centre jointly owned by Council and Otamataha Trust.

Wānanga about the framework has deepened understanding and discussion in the national galleries, libraries, archives and museums (GLAM) sector, within the Tauranga City Council and with local kaumatua groups.

The framework has been an effective guide for team decision-making regarding collection, description, preservation and access to Māori heritage material. It has been used to deepen the understanding of the project team and architects to create a world leading architectural interpretation of the archive concept in the central city community hub to be built on the Te Papa block site in the city centre.

More information

(<https://paekoroki.tauranga.govt.nz/pages/waka-hourua>)

Dunedin Public Libraries – Recollect/Scattered Seeds, in partnership with the Dunedin Lebanese Community

Overview

In 2015, the Dunedin Lebanese Community donated a gift to the Dunedin Public Libraries to establish a Digitisation Centre at the City Library and develop an archive: 'Scattered Seeds – He Purapura Marara'. The website collects the memories, mementos, and stories of the people – individuals, whānau and hapū, ethnic groups and cultures – that have landed in Dunedin from all over the world and call Dunedin home. The archive will continue to develop and grow.

Approach

Dunedin Public Libraries' digital archive, He Purapura Marara – Scattered Seeds Dunedin Public Libraries Recollect was generously funded by the Dunedin Lebanese Community and launched in May 2016. New Zealand Micrographic Services' Recollect software was

purchased to enable the Dunedin community to upload content such as photographs, documents, and audio and video recordings.

The archive consists of the following components:

Community organisations input - The Dunedin Lebanese Community have contributed a selection of their early historic photos, along with descriptions that track the development of their community. Other organisations, including Land Search and Rescue, Olveston Historic Home, the Taieri Historical Society Museum, and the Southern Heritage Trust, are also offering photographs and commentary to ensure their histories are preserved in perpetuity.

Crowdsourcing opportunity - The Heritage Collections at Dunedin Public Libraries has a large historical card index covering the period from 1851 to 1993. The index cards are handwritten and have only been accessible by visiting the Heritage Collections in person. The index cards were uploaded into the archive and are currently being transcribed by a team of digital volunteers, using the crowdsourcing module on the archive to turn the card index into a resource that can be searched online and accessed from anywhere.

Library initiated content - Dunedin Public Libraries is constantly seeking to engage with local organisations and individuals to capture rare, fragile, and endangered content which should be preserved. Projects this year have included Dunedin Dance Hall Days and Polio outbreak and vaccination, facilitated by library staff. Oral histories and memorabilia were generously provided by the community.

Digitisation of library materials – Dunedin Public Libraries holds many rare and unique items in its Heritage Collections including Troopship magazines from World War 1, theatre programmes and medieval manuscripts dating as far back as the tenth century. Having these collections digitised and available on a digital archive will assist scholars and historians from around the world with future research projects.

Outcomes

The Scattered Seeds archive has been welcomed by members of the Dunedin Lebanese community in Dunedin and beyond, including people living internationally, who use it to reconnect with their roots. To date, the site has allowed the preservation of over 9,000 pieces of history including photographs, videos, manuscripts, and biographies, in addition to the aforementioned index cards found in the Heritage Collection which number over 190,000. Without the existence of the archive, it is likely that many of these items would be lost to time. The archive will live in perpetuity and year on year the range of content will increase to create a rich interrelated tapestry of Dunedin and Otago's heritage.

More information

(<https://dunedin.recollect.co.nz/>)

Central Hawke's Bay District Libraries – Te Huinga Wai | Knowledge and Learning Hub

Overview

Te Huinga Wai, the Knowledge and Learning Hub is home to Central Hawke's Bay District Libraries and has become a community hub for the local community to utilise a range of services such as hiring a book, attending a meeting, renewing a driver license, finding employment, participating in a programme, or spending some quiet time reading the paper. This repurposed building has been turned into a multi-use facility which acts as a hub for the whole community.

The name Te Huinga Wai was gifted to the building, and signifies confluence, the mixing of ideas and letting ideas and learning flow. The facility offers so much opportunity for the community as it allows for collaboration with local service providers resulting in services not being offered in isolation. A community member can be exposed to a wide range of services they would not normally be exposed to by attending this facility.

Te Huinga Wai has allowed Central Hawke's Bay District Libraries to test new ideas and shape what library services can look like in the future, taking into consideration the huge growth Central Hawke's Bay is experiencing.

Approach

In 2021, the Central Hawke's Bay District Council created Te Huinga Wai; a space that offers digital services and programmes for the community and encompasses the Waipukurau Library. Te Huinga Wai provides digital access, meeting rooms, and shared working spaces to businesses, self-employed people, and the wider Central Hawke's Bay community. As part of Te Huinga Wai, the library offers a range of workshops and programmes (e.g., composting workshops, Knit 'n' Natter sessions, school holiday programmes, and digital banking education). The space also includes AA services, services for job seekers, and is the Council Service Centre.

The facility was externally funded by Kānoa - Regional Economic Development and Investment Unit, as well as other key sponsors including Centralines, and the late Mrs MacGregor.

Outcomes

Te Huinga Wai has created a space for better, more joined-up service delivery to the community. The space allows collaboration to occur with local providers such as JP services, banking support, budget services, Ministry of Social Development employment workshops, CONNECTED job seeker support, sustainability programs, Apprentice Support Workshops, business mentoring, Profit Club, and Arty Creatives.

The facility also fosters innovative thinking when it comes to what the community needs, for example when the Municipal Theatre was unable to be used for a poetry event, Te Huinga Wai was used.

The Mayors Taskforce for Jobs (MTFJ) – Jobs in Central Hawke’s Bay team also work within the facility. The partnership between the libraries and MTFJ has meant that when people come into the building, they have access to a wide range of support under one roof. Through the unique relationships the MTFJ team have within the community, in particular with CONNECT Driver Licensing and the Ministry of Social Development, wrap around support is able to be provided to individuals who come into the facility. There is a Careers Kiosk and Jobs Board located within Te Huinga Wai so people can sit and learn about industries they might like to enter and then see what local jobs are available for them to apply to.

More information

<https://www.chblibrary.nz/knowledge-and-learning-hub-te-huinga-wai/>

Upper Hutt Libraries – Outreach and Mobile Library Services

Overview

The purpose of Upper Hutt Libraries’ Mobile and Outreach services is to try and overcome barriers to accessing libraries services in order to promote reading and equitable access to information for all ages in the Upper Hutt communities, both now and into the future.

Upper Hutt Libraries serve over 150,000 visitors every year, but there are many residents who are unable to visit the library buildings. Reasons can include physical impediments, social isolation (particularly for the elderly), lack of transportation, language and/or cultural barriers.

In response to this, Upper Hutt Libraries offer several Mobile and Outreach services including mobile libraries, delivery services and online access to digital content.

Approach

Upper Hutt Libraries have been offering Outreach services with Mobile Library buses since 1975. A review of Outreach services in 2019 identified that two smaller vehicles would deliver more cost-effective, flexible, responsive, and relevant services to a wider range of customers, as they would be able to access a wider range of sites. The review also identified that smaller vehicles would be more environmentally friendly, would not require drivers to hold a Class II licence, and that investment in technology and vehicle fit-out would ensure the service is future facing and flexible enough to meet the changing needs of outreach customers of all ages.

As a result, Upper Hutt Libraries launched a smaller bus in July 2020 to replace the existing vehicle, and a custom-built van in July 2021 – New Zealand’s first electric vehicle Mobile Library service.

Upper Hutt Libraries now offer the following Mobile and Outreach services:

- **Mangaroa** – the electric vehicle Mangaroa carries custom designed library shelves with which Upper Hutt Libraries can create pop-up libraries and offer services to

rest-homes, retirement villages, early childhood educators, schools, and community events.

- **Pūrehurehu** – a traditional bus mobile library service, whereby customers come on to the bus to select items. Offers service to early childhood educators, schools, and at community stops.
- **Your Library At Home** – a range of online and delivery services for library users who are unable to access one of the physical libraries, due to illness, disability, or COVID-19 restrictions. This range of services includes Click & collect or Click & deliver (free delivery).

In line with the kaupapa of revival and acknowledgment of local place names, flora, and fauna once abundant in the upper reaches of the Te Awa Kairangi (the Hutt River), local iwi Te Āti Awa gifted names for both vehicles.

Outcomes

Feedback from customers of the Mobile and Outreach sections has been excellent, particularly from the elderly or disabled who are unable to regularly visit a library in person. Many front-line services have been disrupted by COVID-19 in the last three years, and there were long blocks of time in 2020 and 2021 (during COVID-19 Alert Levels and the COVID-19 Protection Framework) when Mangaroa and Pūrehurehu were unable to visit vulnerable residents. Despite these obstacles, Upper Hutt Libraries still managed to connect with over 4,000 residents and issue over 7,000 items in the 2021-22 financial year using their Mobile Libraries.

COVID-19 has also presented opportunities for the Outreach Team to pivot and provide services in different ways. During the Omicron outbreak in early 2022 Upper Hutt Libraries worked closely with Council's COVID-19 Connector service to support families who were isolating at home, by providing free Click & deliver services, as well as Grab bags (of books and activities) for tamariki, leveraging the existing mobile and outreach services to continue to meet the needs of the community.

More information

<https://www.upperhuttlibrary.co.nz/Library-News/New-Zealand%E2%80%99s-first-EV-mobile-library-service-to-start-in-Upper-Hutt>

Appendix 1 – Respondent Libraries

Amberley Public Library
Ashburton Public Library
Auckland Libraries
Buller District Libraries - Westport
Christchurch City Libraries
Clutha District Libraries
Dunedin Public Libraries
Far North District Libraries
Grey District Library
Hamilton City Libraries
Hastings District Libraries
Hutt City Libraries
Invercargill City Libraries
Kaikoura District Library
Kaipara District Libraries
Kapiti Coast District Libraries
Kawerau District Library
Marlborough District Libraries
Masterton District Library
Matamata-Piako District Libraries
Napier Libraries
Nelson Public Libraries
Porirua Library
Rangitikei District Libraries
Rotorua - Te Aka Mauri
South Taranaki District Libraries
Southland District Libraries
Taranua District Library
Tasman District Libraries
Tauranga City Libraries
Thames Coromandel District Libraries
Upper Hutt Libraries
Waikato District Libraries
Wairoa Library
Wellington City Libraries
Western Bay of Plenty libraries
Westland District Library
Whanganui District Library
Whangarei District Libraries

Appendix 2 – Workshop Attendees

LGNZ

- Charlotte McKay – Policy Advisor
- Marion Read – Libraries Advisor

Library representatives

- Adele Hewlett – Library Manager, Timaru District Council
- Bernie Hawke – Director Library Services, Dunedin City Council
- Chris Pigott – Manager – Far North District Libraries, Far North District Council
- Debbie Duncan – Libraries/Service Centre Manager, Clutha District Council
- Denise Kidd – GM Community Services, Selwyn District Council
- Doug Tate – Chief Executive, Central Hawke’s Bay District Council
- Dyane Hosler – Puke Ariki Libraries Manager, New Plymouth District Council
- Erica Rankin – Community Libraries Manager – Christchurch Libraries, Christchurch City Council
- Glenn Webster – District Libraries Manager, Marlborough District Council
- Ian Littleworth – Libraries and Cultural Services Manager, Kapiti Coast District Council
- Joanna Thomas – Libraries Manager, Tauranga City Council
- Kim Taunga – Head of Community Delivery – South, Auckland Council
- Laura Marshall – Director Te Aka Mauri/Library Hub and Community Learning, Rotorua Lakes Council
- Lisa Salter – Library Manager, Kaipara District Council
- Lois Haddon – Library Services Leader, Gisborne District Council
- Louise LaHatte – Principal Advisor Arts, Culture and Heritage, Auckland Council
- Maia Abraham – Manager – Māori and Cultural Services Christchurch City Libraries, Christchurch City Council
- Nicki Moen – Manager Arts, Culture and Lifelong Learning, Selwyn District Council
- Rob Baigent – Digital Services Leader – Hamilton Libraries, Hamilton City Council
- Steve Fabish – GM Community Services, Ashburton District Council
- Tangimereana Rua - Manager Life Long Learning – Libraries and Galleries, Whakatane District Council

FrankAdvice

- Dr Anna McMartin – Head of Policy
- Charlotte Doocey – Policy Consultant
- Kira Oldfield – Senior Policy Consultant

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