Integration of Archives New Zealand, National Library of New Zealand and the Department of Internal Affairs

June 2010

Plan

Te Whakakotahitanga o Te Rua Mahara o te Kāwanatanga, Te Puna Mātauranga o Aotearoa me Te Tari Taiwhenua

Pipiri 2010

Te Kaupapa

Introduction

The Government has decided that three government departments: Archives New Zealand, the Department of Internal Affairs and the National Library of New Zealand will integrate into a single new Department of Internal Affairs. (CAB Min (10) 10/21).

This plan describes the background to the integration, and outlines the key steps towards integration, including the management and governance of the integration programme (the programme).

Accountabilities

The programme is led by the Chief Executive of the Department of Internal Affairs, on delegated authority from the State Services Commissioner. The three Chief Executives are accountable for the success of the programme and each in turn chairs the Governance Group for the programme. The Governance Group is supported by a Coordinating Group and workstreams. Overall programme management is provided by MartinJenkins.

Purpose

The purpose of the programme is to ensure successful integration.

A successful integration is one which:

- achieves the Government's aim of a single department within the 2010-11 year

- creates a flexible department able to respond to similar decisions to take on new roles with minimal disruption in future

- strengthens and upholds the value and role of the enduring cultural institutions of Archives New Zealand and the National Library, including the Alexander Turnbull Library

- leads to the results expected by Government

- ensures the continuation of services and functions during integration

- keeps staff and stakeholders (especially statutory stakeholders) informed throughout the integration process

- gathers, considers and responds to advice from staff and stakeholders.

Expected results

The Cabinet paper recommending integration *Next Steps in Improving State Services Performance*, noted that the integration is anticipated to result in:

- "future-proofing of all these key skills and functions by placing them on a much larger corporate platform with ongoing viability in times of fiscal constraint;

- lower corporate overheads (fewer senior managers and shared corporate services);

- reduced collaboration transaction costs (less duplication and fewer agreements to manage and simpler funding arrangements);

- improvement of current systems through the sharing of each agency's technologies and staff capabilities."

Background

The integration is part of a wider Government initiative to improve the performance and service delivery of State sector agencies. The common objectives are to improve services (within existing baselines), reduce cost in the short to medium term and/or future-proof the long-term delivery of government services. With these objectives in mind, the State Services Commissioner proposed the integration of the three agencies to Government, and Cabinet approved the proposal on 25 March 2010.

The State Services Commissioner said that:

> A core function of government is to ensure the integrity of and ready access to civic information, such as personal identity information, information relating to the ownership of property, public records, official statistics, electoral rolls, and published and unpublished documentary material and images.

> Each of the three agencies stores and provides information which is collected, managed and/or made accessible for the present and future benefit of New Zealanders and the nation.

> Technology is playing an increasingly important role in this regard, and will enhance the government's ability to manage information effectively and efficiently. With the earlier absorption of Government Technology Services (from the SSC in July 2009), Internal Affairs has the enhanced technology capability and expertise to enable New Zealanders to access information in ways that suit them.

Legislation

Legislation is proposed by the State Services Commissioner which will allow integration while upholding the role and powers of the Chief Archivist, the National Librarian and the Chief Librarian of the Alexander Turnbull Library, and associated statutory bodies. Cabinet has agreed that this legislation will go ahead.

Stakeholders and staff communication

National Library, the Alexander Turnbull Library and Archives New Zealand have both statutory and non-statutory stakeholders with a considerable investment in the present system, and a concern that integration may reduce the independence of statutory officers, funding and services.

Staff in all three organisations may experience change ranging from a change in reporting lines through to the Chief Executive, to roles being disestablished. There is a natural concern and an eagerness to find out exactly what will happen and when.

Key elements of communication are the Integration website and a PSI intranet page. In addition, there is a weekly newsletter to staff and less frequent letters from the CEs to stakeholders.

Detailed plans for both stakeholder and staff communication are being prepared following decisions on timelines and milestones.

Organisational strategy and design

To achieve its purpose and expected results, the programme must develop a model for the integrated Department, including roles and functions, structure, systems and processes, organisational competencies and people, and culture. When the Governance Group agrees the preferred model, integration itself can begin. This will require an integration plan which will be developed separately. This paper deals only with the development of a model for the new Department. It proposes that the model be developed in seven steps, as follows:

Step One: Project planning and mobilisation

- Establish governance and management to oversee the successful integration and to identify and manage risks.

- Plan (identify and sequence) the process of integration, including the identification of key points for decision-making.

- Appoint a Programme Manager and set up programme support.

- Plan and effect consultation with key stakeholders.

Note: the programme governance and management structure is outlined on page six.

To be delivered by step one:

- This Plan (complete on approval).

- Appointment of a Programme Manager and programme support (complete).

Step Two: Information gathering

- Review relevant documentation covering accountability, organisation and systems of the three departments.

- Analyse, on the basis of evidence, the outcomes and output (or client facing) functions and the corporate support functions (e.g. administration, finance, information and technology, procurement, property, research and evaluation, strategic communications and human resources) of the three departments.

- Identify examples of best practice with regard to shared services related to information management.

- Identify, in New Zealand and overseas, best practice in the management of the roles and responsibilities of statutory officers.

- Make this information available to staff and stakeholders.

To be delivered by step two:

- A document that summarises the current state of the three departments

Step Three: Design principles

- Develop and agree a set of design principles to assess the strengths and weaknesses of the current arrangements and the options for the integrated Department (i.e. the future state).

- Make this information available to staff and stakeholders.

To be delivered by step three:

- A document that outlines a set of principles to guide the design of the integrated department

Step Four: Issues and opportunities identification

- Identify, group and prioritise issues and opportunities arising from the integration. Where risks are identified, identify also mitigations. Where opportunities are identified, identify also contingencies (things which also need to be done to take advantage of the opportunity). Make this information available to staff and stakeholders.

To be delivered by step four:

- A document that identifies issues and opportunities presented by the integration of the three departments.

Step Five: Options development and testing

- Develop, assess (against the design principles and the anticipated results of the integration) and refine options for organisational design. Call for submissions from stakeholders and staff to support this.

To be delivered by step four:

- A document that describes and assesses options for organisational design.

Step Six: Preferred organisational design

- Develop and recommend to the Governance Group a preferred option.

To be delivered by step six:

- A document that describes the preferred (best) option for the organisational strategy and design for the integrated Department.

Step Seven: Agreed organisational design

- Agree the organisational design of the new Department.

To be delivered by step seven:

- A final report which sets out the agreed organisational strategy and design.
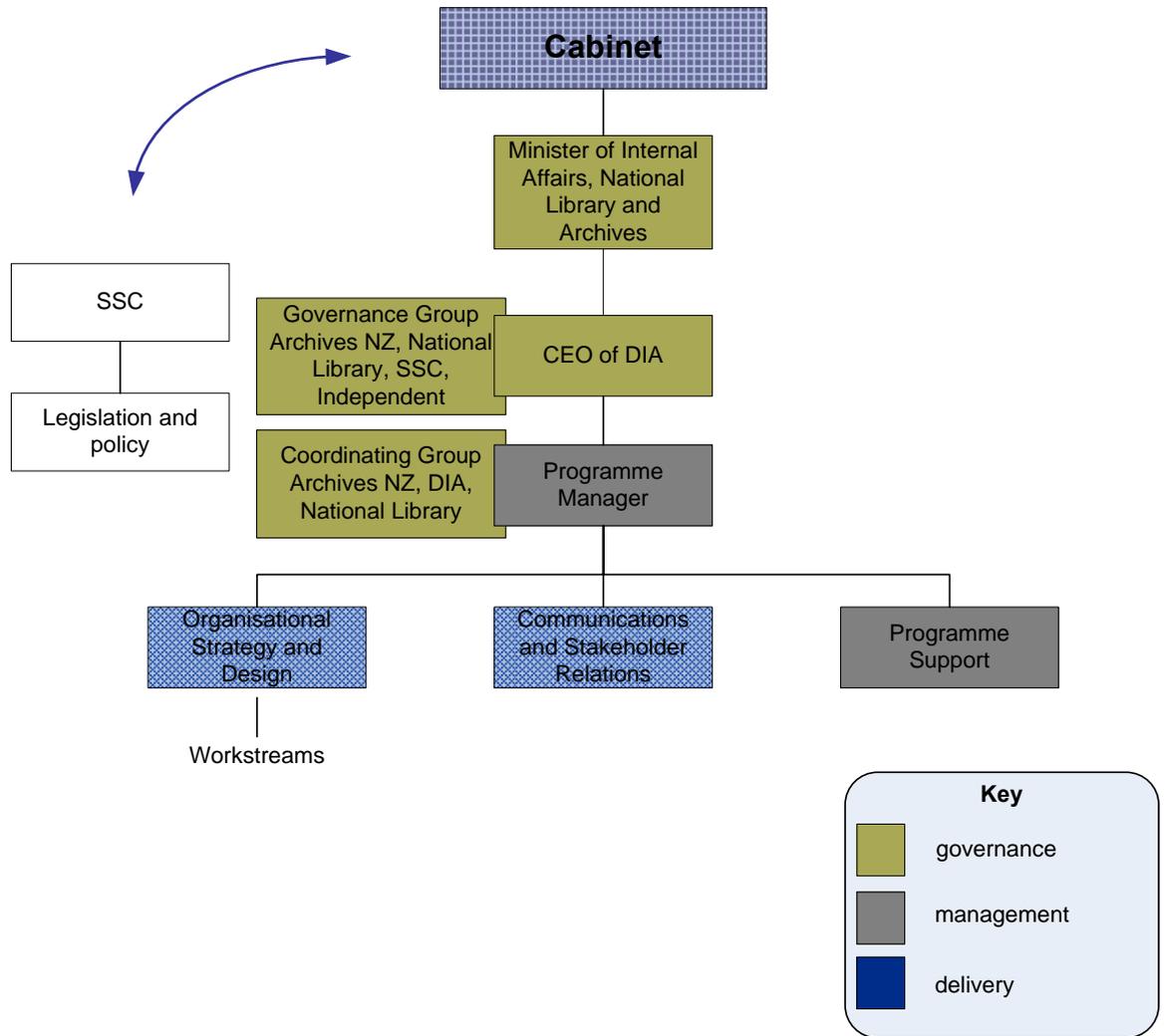- Make this information available to staff and stakeholders.

A separate plan will be produced for the implementation phase.

Figure 1: Steps towards integration

Programme management

The diagram below sets out the programme management structure.

Cabinet

Minister of Internal Affairs, National Library and Archives

SSC

Governance Group
Archives NZ, National Library, SSC, Independent

CEO of DIA

Legislation and policy

Coordinating Group
Archives NZ, DIA, National Library

Programme Manager

Organisational Strategy and Design

Communications and Stakeholder Relations

Programme Support

Workstreams

Key

governance

management

delivery

Structure

Governance

Ministers

The Minister for Internal Affairs, who is separately also the Minister for National Library and Archives New Zealand oversees the Government's ownership interest in the three agencies and the integrated Department. The Minister is accountable to parliament for this.

The Ministers for Ethnic Affairs, Community and Voluntary Sector, Local Government, Racing and Civil Defence, and the Minister Responsible for Ministerial Services have an interest in the efficiency of the Department of Internal Affairs during and after integration as a provider of their specific policy and/or operational outputs.

The Minister of State Services is accountable to parliament for the success of integration.

Central Agencies

- SSC is accountable to the Minister of State Services for the success of integration and will be responsible for monitoring departmental performance.

- The Department of the Prime Minister and Cabinet will have oversight of the policy objectives for the integration.

- Treasury will have fiscal oversight of departmental budgets.

- SSC is responsible for the legislation and policy requirements for establishing the integrated department. The programme supports SSC in this role.

Chief Executive of the Department of Internal Affairs

- Leads the process of integration on delegated authority from the State Services Commissioner.

- Continues to be the Chief Executive of the Department of Internal Affairs after integration and the establishment of the new Department.

- Chairs the Governance Group.

- Oversees the role of the Programme Manager.

- Makes key decisions of organisational structure of the integrated Department after input from staff and stakeholders, and decisions of the Governance Group.

Governance Group

- Acts as champion of the integration.

- Ensures that integration outputs are agreed and delivered by the three agencies.

- Ensures that the integrated Department is well designed and the integration is managed effectively and efficiently.

- Ensures that the integration is properly resourced and funds are properly used and accounted for.

- Signs off key integration steps.

- Ensures that all integration risks are managed properly, and that issues are resolved in a manner that does not impact upon the delivery of benefits.

Management

Programme Manager

- Reports to the Chief Executive of the Department of Internal Affairs

- Manages the integration to ensure that key milestones are achieved and delivered to budget and the required quality. This will include active leadership and management of the design phase including attendance at key interviews and workshops, and of preparation of the draft and final reports.

- Manages internal and external team members as required.

- Correctly identifies funding and resourcing needs.

- Establishes the appropriate reporting mechanisms and reports fully on status to the Chief Executive of the Department of Internal Affairs, and with his approval to the Governance Group, the Coordinating Group and others involved.

- Chairs the Coordinating Group.

- Identifies and manages all risks and issues, where appropriate bringing them to the attention of the Chief Executive of the Department of Internal Affairs for resolution or action.

Coordinating Group

- Provides guidance and direction to the integration.

- Receives and approves project outputs.

- Monitors and reports on progress to the Governance Group.

- Identifies and ensures access to staff and other resources from the three agencies and other stakeholders, as appropriate.

- Monitors and reports on resourcing to the Governance Group.

- Identifies and ensures all major issues are addressed and actions are agreed to resolve them.

Programme support

- A support function will be established to assist the Programme Manager with programme planning, monitoring, reporting and management.

Workstreams

Workstreams will be established when required as the integration programme progresses. For instance, implementation workstreams will be set up once the preferred organisational design has been developed for the integrated Department. The first workstreams are:

- **Strategy workstream** to develop the strategic framework for the integrated Department

- Information gathering worstreams to identify current state, and issues and opportunities for the integrated Department in relation to output and business service function. These include:

  o **Policy and regulatory workstream**

- o **Operations and service delivery workstream** (including channel strategies)

- o **ICT and information management workstream**

- o **Business services workstream** (excluding ICT and information management)

The Programme Manager and the Coordinating Group will manage the production of the deliverables with involvement of the Governance Group for consultation and decisions as required.

As a result of the workstreams' advice, the Governance Group will recommend proposals to the Chief Executive of the Department of Internal Affairs covering:

- Strategy

- Culture and values

- Structure

- Systems and processes, and

- Capability.

Decision-making accountabilities

Group	Accountabilities
Chief Executive of Department of Internal Affairs	Accountable to the Minister for the successful integration of the three departments
Governance Group	Oversee the integration
Programme Manager	Mange the Integration programme
Coordinating Group	Co-ordinate material going to the Governance Group Allocate resources
Workstream Leaders (as required)	Day-to-day management of workstreams

Processes

Planning, Monitoring and Reporting

The Programme Manager will provide a weekly email update to the Governance Group summarising progress over the week, and looking ahead to the following week.

Quality Assurance and Risk Management

A Risk Management Plan will be prepared.

Stakeholder Relations and Communications

A Stakeholder Relations and Communications Plan will be prepared.

Timeline

The following table outlines the key activities within each of the seven steps including associated deliverables and due dates.

Phase and activity	Completed by:
1. Project planning and mobilisation *Deliverable: this Plan*	**June 2010**
2. Information gathering *Deliverable: a document that summarises current state of the three departments*	**July 2010**
3. Design principles *Deliverable: a document that outlines a set of principles to guide the design of the integrated department*	**July 2010**
4. Issues and opportunities identification *Deliverable: a document that identifies issues and opportunities presented by the integration of the three departments*	**July 2010**
5. Options development and testing *Deliverable: a document that describes and assesses options for organisational design*	**August 2010**
6. Preferred organisational design *Deliverable: a document that describes the preferred (first best) option for the organisational strategy and design for the integrated Department*	**September 2010**
7. Agreed organisational design *Deliverable: a final report that sets out the agreed organisational strategy and design, which will inform the implementation phase of the integration*	**November 2010**