

A Latent Resilience Capacity: Individual and Organizational Factors Associated with Public Library Managers' Willingness to Engage in Post-Disaster Response and Recovery

Michal Linder Zarankin

Dissertation submitted to the faculty of the Virginia Polytechnic Institute and State University in partial fulfillment of the requirements for the degree of

Doctor of Philosophy

in

Public Administration and Public Affairs

Karen M. Hult, Chair

Robin H. Lemaire

Patrick S. Roberts

Joseph V. Rees

September 25, 2017

Blacksburg, Virginia

Keywords: disaster response, U.S. public libraries, community resilience, adaptive behavior

A Latent Resilience Capacity: Individual and Organizational Factors Associated with Public Library Managers' Willingness to Engage in Post-Disaster Response and Recovery

Michal Linder Zarankin

ABSTRACT

Despite shifts toward a more collaborative approach to emergency management, little scholarly attention has focused on the roles of local public organizations and nonprofits that do not have explicit emergency management missions in disaster response. Scholars and government officials call for identifying key local actors and developing a more collaborative emergency preparedness approaches prior to disaster situations. In practice, emergency officials seldom recognize post-disaster efforts of these local actors. Efforts to anticipate the potential decisions and actions of organizations that do not routinely deal with disasters necessitate a better understanding of how managers perceive their post-disaster related roles and what may account for such perceptions. Focusing on public libraries in the U.S., this study draws on information gathered through surveys and semi-structured interviews with library managers and directors operating in Hampton Roads, Virginia. To further investigate variations in willingness to engage in emergency response among local jurisdictions, the study explores context-related characteristics such as organizational arrangements and features of the policy environment in which library managers operate as well as factors related to individual managerial practices. The study finds that library officials' perceptions vary across libraries. Variations range from a more defensive approach to a more proactive approach. Efforts to account for the extent to which officials would be willing to engage in a more proactive approach should consider both the emergence of individual-managers' entrepreneurial spirit and their involvement in community-based disaster planning.

A Latent Resilience Capacity: Individual and Organizational Factors Associated with Public Library Managers' Willingness to Engage in Post-Disaster Response and Recovery

Michal Linder Zarankin

ABSTRACT (General)

This study examines how public managers in organizations that do not routinely deal with emergencies perceive the role of their organizations in responding to natural disasters and explores what may help explain such perceptions. Focusing on public libraries in the Hampton Roads region of Virginia, I found that managers' entrepreneurial spirit combined with their sense of recognition and inclusion in the local emergency preparedness network were associated with willingness to engage in a more proactive approach to disaster response.

ACKNOWLEDGEMENTS

I would like to thank all the people who contributed to the work described in this dissertation. First and foremost, I thank CPAP faculty. My advisor Professor Karen Hult contributed to a rewarding experience by providing me with intellectual freedom to pursue my interests as well as excellent caring and guidance. Additionally, I would like to thank my committee members: Professor Robin Lemaire who engaged me in new ideas, provided insightful comments and suggestions and demanded a high quality of work in all my academic endeavors; Professor Patrick Roberts who inspired me in different ways to combine my passion for the study of organizations with the ever-changing world of disaster management; and Professor Joe Rees who shared with me his intellectual wisdom and reminded me to always seek context and perspective.

I would like to acknowledge the Global Forum on Urban and Regional Resilience that provided me with an academic community and supported me during the final stages of the process.

I would also like to thank Ruti and Adi Zarankin who always supported and encouraged me from afar with their best wishes and intentions.

Last, I must express my gratitude to my dearest Tal, Danielle and Ella Zarankin, and my dear mother for their continued support and encouragement. I am amazed by their patience, reassurance and unconditional love with all the ups and downs of this challenging and long process.

I would like to acknowledge my father who did not survive to share this experience with me but was with me in my heart.

Thank you all.

TABLE OF CONTENTS

ABSTRACT	
ABSTRACT (GENERAL)	
ACKNOWLEDGMENTS.....	iv
TABLE OF CONTENTS.....	v
LIST OF FIGURES.....	vii
LIST OF TABLES.....	viii
CHAPTER ONE: INTRODUCTION.....	1
1.1 Background.....	1
1.2 Problem Statement and Puzzle.....	3
1.3 Purpose and Significance of the Study.....	5
1.4 Overview of Research Design.....	7
1.5 Organization of Dissertation.....	8
CHAPTER TWO: REVIEW OF SCHOLARSHIP.....	9
2.1 Overview.....	9
2.2 Organizational Behavior and Disaster Response.....	9
2.3 Public Libraries and Disaster Response – Review of Recent Literature.....	13
2.4 Associated Factors.....	16
2.4.1 Public Sector Context.....	16
2.4.2 Individual Factors.....	18
2.5 Research Questions.....	21
CHAPTER THREE: BUILDING THE CONCEPTUAL FRAMEWORK.....	22
3.1 The Framework.....	22
3.1.1 Perceptions of Roles and Projected Behavior.....	22
3.1.2 Contextual and Individual Factors– Logic and Propositions.....	24
CHAPTER FOUR: OVERVIEW OF RESEARCH SETTING AND METHODS.....	30
4.1 Overview.....	30
4.2 Recruitment and Data Collection.....	31
4.2.1 Survey Data Collection.....	33
4.2.2 Survey Response Rate.....	36
4.2.3 Interview Data Collection and Respondent Selection.....	37
4.3 Data Analysis.....	40
4.3.1 Interview Data Analysis.....	40
CHAPTER FIVE: OVERVIEW OF FINDINGS.....	44
5.1 Overview.....	44
5.2 Survey Findings.....	44
5.2.1 Roles of Libraries in Emergency Response.....	46
5.2.2 Factors.....	47
5.3 Interview Finding.....	54

5.3.1	Perceptions of Libraries' Role in Emergency Response.....	55
5.3.2	Factors and Interpretations.....	58
5.4	Patterns of Association (cross respondent comparison).....	78
CHAPTER SIX: ANALYSIS AND INTERPRETATION.....		81
6.1	Overview	81
6.2	Questionnaires.....	82
6.3	Interviews.....	85
6.4	Management Approaches	89
6.4.1	The Proactive Managers	89
6.4.2	The Reactive Managers.....	92
6.4.3	The Defensive Managers.....	95
CHAPTER SEVEN: CONCLUSIONS.....		99
7.1	Overview.....	99
7.2.	Findings and Implications.....	99
7.3	Limitations and Recommendation for Future Research.....	102
7.4	Implication for Practice	104
REFERENCES		106
APPENDIX A: IRB APPROVAL LETTER		115
APPENDIX B: CONSENT FORM (SURVEY).....		116
APPENDIX C: SURVEY QUESTIONS (MANAGERS)		118
APPENDIX D: SURVEY QUESTIONS (DIRECTORS).....		122
APPENDIX E: CONSENT FORM (INTERVIEWS).....		127
APPENDIX F: INTERVIEW QUESTIONS.....		130
APPENDIX G: CODES.....		134
APPENDIX H: CODES, DATUM SUPPORTING AND INTERPRETATION.....		136

LIST OF FIGURES

Figure 1: Conceptual model for perceived role of organizations in disaster response	28
Figure 2: Map of Hampton Roads	31

LIST OF TABLES

Table 1: Types of Organized Behavior by Task and Structure	11
Table 2: Managers' Projected Changes and Behavior Following Disaster	22
Table 3: Factors Associated with Projected Responses - Reasoning and Indicators	29
Table 4: Survey Recipients by Location and Type of Libraries	35
Table 5: Survey Response and Non-Response by Position and Location	37
Table 6: Interview Respondents by Position and Type of Library	40
Table 7: Respondents by Job Tenure, Size of Library and Disaster Experience	45
Table 8: Perceptions of Role Following Disaster	46
Table 9: Perceptions of Role Following Disaster	47
Table 10: Reported Degree of Discretion	48
Table 11: Degree of Involvement in Emergency Response	49
Table 12: Preferred Degree of Integration into Emergency Management and Operations	50
Table 13: Managers and Directors' Degree of Inclusions and Perceptions of Role	51
Table 14: Managers and Directors' Degree of Discretion and Perceptions of Role	53
Table 15: Degree of Discretion and Inclusion and Absorb Complexity (questions 1-4)	54
Table 16: Degree of Discretion and Inclusion and Ignore Complexity (questions 1-4)	54
Table 17: Degree of Discretion and Inclusion and Reduce Complexity (questions 1-4)	54
Table 18: Examples of Codes for Perceptions of Roles	55
Table 19: Factors (Concepts and Dimensions) and Role Perceptions	78
Table 20: Most Common Factors for Absorb Complexity	86
Table 21: Most Common Factors for Reduce Complexity	86
Table 22: Most Common Factors for Ignore Complexity	87
Table 23: Management Type by Common Factors, Position, Library Affiliation and Outcome ...	87

CHAPTER ONE: INTRODUCTION

Reflecting the winds of change in managerial thought now sweeping over the public as well as the private sector, the librarian's managerial imagination strays beyond her traditional mandate and beyond her instinct for bureaucratic entrepreneurship. She steps outside the conventional restrictions on her job in imagining what could be done. (Mark Moore 1995, p.18)

1.1 Background

Many local groups and organizations such as nonprofit and public service organizations play major roles in responding to disasters and enhancing community resilience (Waugh and Streib, 2006; Patterson et al., 2010; Kapucu and Van Wart, 2006; Eikenberry, Arroyave and Cooper, 2007; Simo and Bies, 2007). Whether they confront natural disasters, technological and biological hazards or humanitarian crises, local organizations often set aside routine activities and assume crisis-related roles and responsibilities to meet the needs of their communities (Neal and Phillips, 1995). Such organizations possess a latent potential to respond, drawing upon their strengths with a wide range of economic and social-psychological resources to help address post-disaster needs of diverse actors (Waugh and Streib, 2006; Murphy, 2007). As such, disaster response and recovery may be more effective if linked to community needs and preferences, by belonging to a certain place, rather than following a “one size fits all” policy or program.

Disaster sociologists have frequently questioned the value of goal-oriented, bureaucratic arrangements of disaster response (Comfort, 1988; Drabek, 1987; Neal and Phillips, 1995; Quarantelli, 1988). Although U.S. federal and state governments play central roles in managing disasters and accomplishing tasks, the traditional hierarchical, goal-oriented, command and control approach often fails to meet public demands when disaster strikes (Waugh and Streib, 2006). This contains at least the potential to elicit new behaviors from local actors situated to respond to disaster-related imperatives that federal and state public agencies may not otherwise

always be well positioned to tackle.

Although many local groups and organizations rise to the challenge in response to disasters, their efforts are rarely recognized or used effectively by emergency management officials; nor are such entities always formally included in disaster planning policies (Comfort, 1985). Nevertheless, scholars and government officials recently have stressed the importance of identifying local actors and developing a collaborative emergency preparedness approach prior to disaster situations (Robinson, Eller, Gall, and Gerber, 2013; FEMA, 2011). The severe consequences of Hurricane Sandy, for example, reinforced the need “to incorporate NGOs, faith-based organizations, and businesses into federal and local disaster plans before disaster strikes” (Bucci et al., 2013, 10). Similarly, in 2011, FEMA developed the *Whole Community Approach to Emergency Management: Principles, Themes, and Pathways for Action*, with an eye to engaging and empowering various parts of the community while encouraging greater awareness among them to work together to deliver disaster relief and recovery services (FEMA 2011). Put simply, FEMA and scholarly researchers encourage federal and state agencies to work closely with local organizations to create disaster response plans that take greater advantage of the resources and capabilities of civil society.

Planning for disasters with local groups and organizations, however, is challenging. Although actions of emergency management organizations and state and federal agencies are mostly predictable, the responses of temporarily organized groups and organizations, not routinely dealing with disaster response, is more difficult to anticipate (Tierney, 2009; Comfort, 1994). Each disaster episode is distinctive and involves an unpredictable set of actors that emerge in the attempt to assist in response and recovery efforts. These actors vary in their perceptions and assumptions about the nature of the emergency, their roles and capacity to assist

as well as the appropriate forms their reactions might assume (Comfort, 1994). Nevertheless, although anticipating response behavior is challenging, arguably one should attempt to forecast such behavior, as some predictability of local actors' involvement in the emergency management network, prior to an event, is essential (Quarantelli and Dynes, 1977; Robinson, Eller, Gall, and Gerber, 2013; Kapucu, 2008).

Effort to anticipate potential decisions and actions of such organizations necessitates a better understanding of how managers perceive their organizations' roles in disasters and to what extent they would be willing to address community needs during such events. In addition, it is important to enhance understanding of the different elements that may influence such perspectives. To date, disaster scholars largely have focused on charting the behavior of local and nonprofit organizations such as faith-based institutions following disasters (Auer and Lampkin, 2006; Vita and Morely, 2007; Sutton, 2003). Little analytic work, however, has systematically examined the roles of public libraries as perceived by their managers in the context of disaster planning, response and recovery.

1.2 Problem Statement and Puzzle

Public libraries have assumed a variety of roles in the past to support communities responding to natural disasters (e.g., hurricanes Katrina in 2005, Irene in 2011, Sandy in 2012; the tornadoes in Joplin, Missouri and Tuscaloosa, Alabama in 2011). The reopening of libraries following disasters has become a metaphor for a community's return to normalcy and stability. The ocean tidal surge associated with Hurricane Sandy, for instance, resulted in massive social and environmental consequences for the greater New York City region. Despite the destruction, Brooklyn's libraries sent bookmobiles to affected neighborhoods as soon as flood waters receded, and libraries in Queens used their space to collect clothing donations and distribute

items to people affected by the storm. Without formal roles in emergency response, yet with the know-how and local knowledge of the community and its members, various library branches offered an array of services, ranging from serving as information hubs, providing access to relief fund paperwork and serving as shelters and food and clothing distribution sites.

Although many public libraries addressed community needs following disasters, their efforts have rarely been recognized, and their capacities have not been systematically harnessed. In a study of libraries' response to disasters in Joplin, Missouri, a local fire chief confessed, "he had no idea that the library had been involved in the recovery effort", and a former Federal Emergency Management Agency director stated that "FEMA did not have public libraries on the radar as a potential resource in disaster recovery" (Veil and Bishop 2014, 722). Although FEMA had officially changed its approach in 2010 to include libraries as essential community organizations in disaster affected areas, making them eligible for temporary relocation funding, libraries generally have not been formally and systematically included in disaster planning policies.

The limited formal role envisioned for public libraries in disaster plans, on the one hand, and their actual responses following disasters, on the other hand, highlights a gap between local authorities' recognition of the asset libraries represent in disaster response and their actual contributions and involvement in the aftermath of a crisis. This unintended mismatch not only has led to "unplanned" response activities and redundancies but also may have affected officials' perceptions about their roles in disaster response due to a lack of legitimate accounts of their resources and competency.

Recent scholarship on libraries and disasters has identified an array of services libraries offered following natural disasters. Much of the work describes libraries as operating as

information hubs following disasters (Bishop and Veil, 2013), library response in the aftermath of Hurricane Katrina (Hamilton, 2011; Jaeger, Langa, McClure and Bertot, 2006), the role of communication in disaster response (Lingel, 2013) and libraries and the community resilience paradigm (Bishop and Veil, 2014). Very few systematic inquiries, however, have examined how library managers and directors view the roles of their libraries in disaster situations in areas prone to but lacking recent experience.

1.3 Purpose and Significance of the Study

This dissertation contributes to both scholarship and practice. The study primarily informs literatures in public management, disaster and emergency management and organizational theory and behavior. Emergency response networks often operate as self-organizing systems and the responses of temporarily organized actors, not routinely dealing with disaster response, is difficult to predict (Tierney, 2009). Disaster scholarship provides insights into varying types of responding organizations and different forms of responses (Quarantelli and Dynes, 1977; Neal and Phillip, 1988). A central theme is that organizations and roles at the response stage often capture patterns of a stability-flexibility dynamics. Variations range from the emergence of spontaneous collective behavior that includes improvisations to the precise execution of pre-determined plans. Exploring these dynamics is useful as it is consistent with the expectation that while most organizations respond within their traditional domains, some may use their resources in less traditional ways (Wachtendorf, 2004). Researchers have devoted considerable attention to the organizational component of responses after disasters occur, yet paid notably less attention to human agency, especially, public service managers and the choices they confront in post-disaster scenarios.

The public management literature discusses at length the role of individual managers in their organizations. Public managers have a set of behaviors and social roles that they are expected (by elected officials, members of the organization and citizens) to be able to execute in routine and non-routine situations. Such expected roles, however, are not always maintained in disaster situations. Managers may draw upon a repertoire of pre-established routines or they may produce more innovative thinking and behavior that differ from everyday routines. In other words, routines are not always automatically followed; rather individuals can choose to either follow traditional routines, amend existing routines or adopt new routines (Feldman, 2000). Exploring perspectives of local public organizations' managers operating in a "pre-disaster" environment when asked to confront a hypothetical disaster scenario enhances understanding of how these entities are likely to act in an event of emergency. This in turn may provide insight into how to mobilize and incorporate potential efforts systematically into a broader whole community response.

The study may inform practice as well. By looking at areas prone to, but lacking recent disaster experience, I enhance understanding of potential roles of local public organizations following natural disasters. Local public sector organizations such as libraries are in a distinctive position to engage in community disaster response and strengthen community resilience. The study will be useful to directors and managers of these organizations in enhancing understanding of officials' willingness to aid communities and local emergency management authorities. In the case of public libraries, the study may help educate residents and evacuees about the extent to which they can rely on their public libraries for disaster response and recovery services. Also, it informs local emergency responders, local government leaders, nonprofits and businesses about the roles public libraries might play in local emergency management networks. The study also

may be useful to FEMA in promoting the Whole Community Approach initiative (2011). FEMA (2011) encourages all local communities to work with the “whole community” of individuals, businesses, nonprofits, civic groups, recreational groups, and emergency management to take responsibility for their own resilience. In short, the research provides further understanding of the capacities and constraints of such organizations that can affect resilience in communities.

1.4 Overview of Research Design

This study focuses on reported perceptions of library directors and managers in the Hampton Roads region of Virginia, including the cities of Norfolk, Franklin, Virginia Beach, Chesapeake, Newport News, Hampton, Portsmouth, Poquoson, Suffolk and Williamsburg and the counties of Gloucester, Mathews, Isle of Wight, James-City, Southampton and York; and the incorporated towns of Courtland, Smithfield and Windsor.

I started by gathering general data from each jurisdiction in the Hampton Roads region to learn about the emergency preparedness and response environment in which public libraries are nested as well as about each library’s jurisdictional affiliation (e.g., city/county or regional). Next, I sent questionnaires to 51 library directors and managers to gather information about their perspectives on the roles of their libraries in disaster response. I also gathered general information on libraries’ annual budgets, numbers of employees, respondents’ employment tenure and experience with natural disasters. I asked about respondents’ discretion and autonomy and the extent to which libraries were included in emergency preparedness planning. Last, I conducted semi-structured interviews with 22 local library directors and managers from different locations in this region to further explore potential influences on their perceived roles.

1.5 Organization of Dissertation

This chapter introduced the motive for my broader interest in disaster response of local public and nonprofit organizations that do not routinely deal with emergencies as well as my research objectives to further understanding public managers' perspectives about the roles of libraries. Chapter Two reviews research on aspects of organizational change in crises and disasters as well as elements that may shape such responses. I also review recent scholarly literature on public libraries and disaster response and recovery in the U.S. In Chapter Three, I introduce the conceptual framework along with several propositions. Chapter Four provides details on the mixed methods case study design, the selection of the participants and data collection and analysis. Chapters Five and Six present the findings and analyses, and Chapter Seven provides conclusions, limitations of the study and practical implications.

CHAPTER TWO: REVIEW OF SCHOLARSHIP

2.1 Overview

I review insights from the scholarly literature to address questions of how top managers in local organizations that do not routinely deal with emergencies perceive the roles of their organizations in situations of community-related crises and disasters and factors that may shape such perceptions. Literature on the sociology of disaster and organizational theory and behavior guides understanding of variations in organized responses to disasters. Scholars identify the “response to disaster” phase as a dimension of social structure and argue that a disaster is primarily a social phenomenon that often involves collective behavior (Quarantelli and Dynes, 1977). Collective behavior is the study of the relatively spontaneous emergence of norms, routines and structures (Neal and Phillip, 1988; Weller and Quarantelli, 1973). Emergent norms are a set of guidelines for new behavior. Disasters foster emergent norms since such events present new experiences. Emergent social structure reflects spontaneous organizational structures such as new programs or the establishment of new relationships (Neal and Phillips, 1988). During situations of collective stress, individuals and groups typically become more cohesive; they often suspend their routine activities and assume disaster-related responsibilities to aid those affected by the crisis (Auf der Heide, 1989). Emergent structure therefore can provide basic emergency response needs until traditional forms of emergency management arrive.

2.2 Organizational Behavior and Disaster Response

The field of sociology of disaster distinguishes between two main types of responding organizations: traditional emergency responders and organizations that are not oriented to emergencies. The latter often pursue two main types of collective behavior: adaptive responses

by existing organizations, which are emerging social structures within existing organizations, and the emergence of entirely new groups that form to assist in the aftermath of a disaster and usually fulfill unmet social needs by establishing new structures and tasks. (Drabek, 1987; Dynes, 1970; Quarantelli, 1996; Tierney, Dynes and Fritz, 1994). Existing groups and organizations have already formed roles and functions. When faced with uncertainty and the need to act under time constraints, they tend to adapt by either increasing the volume of existing routine activities or creating new routines. Both types of collective behavior involve new or emergent social phenomena (Quarantelli, 1983).

The literature provides several typologies to enhance understanding of groups and organizational behavior in response to crises. The Disaster Research Center (DRC) (Brouillette and Quarantelli, 1971), for instance, attempted to predict types of organizations that will act in disasters and gathered reports on the tasks and structures of groups involved in disaster situations. The authors identified tasks as being routine or non-routine. Routine tasks are those that organizations perform prior to a disaster, and non-routine tasks are those conducted in response to the disaster. The authors also identified structures as being either old or new; that is, operating before the event or emerging after its occurrence (Drabek and McEntire, 2003). The DRC typology includes four forms of organized behavior (see Table 1). In *Established* organizations, basic structures exist prior to disasters and much of what they do is predetermined (regular tasks and old structures). Established organizations perform regular tasks in the aftermath of a disaster. In *Extending* organizations, routine tasks continue but new structures are added after the disaster (regular tasks and new structures) for a more effective response. In *Expanding* organizations, basic structures exist prior to disasters but much of what organizations do is unanticipated (non-regular tasks and old structures). Such organizations take on additional

duties. Finally, *Emergent* organizations arise to fulfill a short-term need. Both what they do and how they do it is new (non-regular tasks and new structures). These types of informal groups and organizations are formed when demands are not met by existing organizations (Auf der Heide, 1989).

Table 1: Types of Organized Behavior by Task and Structure

	Regular tasks	Non-regular tasks
Old structure	1. Established (E.g., police and fire departments, departments of public works, hospitals)	3. Extending (E.g., Red Cross chapters or Salvation Army units)
New structure	2. Expanding (E.g., local businesses, social clubs, churches, and public service organizations)	4. Emergent (E.g., community groups and organizations)

Brouillette and Quarantelli, 1971

The typology offers a useful way of conceptualizing variation among organizations along the dimensions of structure and tasks; however, scholars have criticized it for not accommodating different types of organized response, specifically behavioral emergence within *Expanding* organizations. Scholars have extended the typology to reflect additional categories of emergent phenomena and different degrees of adaptability (Mileti et al., 1975; Drabek, 1987; Wenger, 1992). Quarantelli (1996) identified additional variations of post disaster adaptation such as quasi- and structural emergence. Quasi-emergence refers to instances in which an

established group underwent no major alteration in its structure or functions but nonetheless exhibited some temporary or minor emergent qualities (Quarantelli, 1983). Accordingly, organizations may accept an unfamiliar emergent task with no major structural changes.

A central theme in the disaster literature is that organizations during the response stage exhibit different levels and types of stability and flexibility dynamics. Responses range from instances of spontaneous activities and improvisation to provide succor to one or more groups to the precise execution of previously adopted plans. Importantly, organizations do not always automatically follow established routines when addressing disasters since circumstances may demand different courses of action. The purpose of such adaptive activity is to adjust the organization's internal activities to accommodate a new equilibrium in the environment (Chakravarthy, 1982). These dynamics are often temporary; organizations return to their previous functions after a task is completed.

Scholars long have studied the impact of the environment on organizational structures and individual behavior (Lawrence and Lorsch, 1967; Burns and Stalker, 1961; Pfeffer and Salancik, 1978). The organizational environment is defined as the elements outside an organization that can affect the decision-making processes and actions of those in the organization (Pfeffer and Salancik, 1978). In the "open system model" of organizations, systems and structures are subject to a wide variety of external influences. Contingency theories help explain relationships between internal organizational structures and the environment with patterns of relationships between environmental uncertainty and organizational structure (Lawrence and Lorsch, 1967). These theories suggest an adaptation process in which organizational structures adjust to environmental demands. In a more stable environment, organizations operate with fixed practices and routine. However, in a less stable environment,

organizations develop more flexible structures. In other words, organizations establish a “fit” between structural arrangements and environmental demands (Chakravarthy, 1982). What follows is a review of main literature on how libraries have adopted and responded to natural disasters in the past years.

2.3 Public Libraries and Disaster Response – Review of Recent Literature

A growing body of literature examines the expanding roles that public libraries play in community-based disaster response and recovery (Hager, 2015, Bishop and Veil, 2013, Veil and Bishop, 2014; Jager, Langa, McClure and Berlot, 2006; Hamilton, 2011). Without a formal role in emergency response, yet with the knowledge and willingness to assist, libraries have emerged in the wake of natural disasters to provide varieties of services to their communities. Specifically, authors have identified public libraries as central hubs for connectivity and information following disasters, mainly due to the need for e-government services (Bishop, McClure and Mandel, 2011). In a study conducted following the 2004-2005 hurricane season along the Gulf Coast of the U.S, for instance, scholars explored different services provided by public libraries in Alabama, Florida, Louisiana, Mississippi and Texas and found that access to the Internet had an important impact on community members (Jager, Langa, McClure and Berlot, 2006). The Internet was useful in locating missing and displaced family members, completing FEMA insurance forms, checking for news and updates and attempting to find information about the state of individual homes. These Gulf Coast public libraries, however, were able to assist their communities far beyond access to computer and information. Services following hurricanes ranged from providing electricity and assistance with paperwork to using library buildings as shelters, housing emergency responders and volunteer organizations (e.g., Red Cross and

National Guards), organizing the donation of meals and first aid and sending bookmobiles to remote areas. Jager et.al., (2006) identified the various levels of participations by public libraries in community response and recovery and argued that libraries provided a range of disaster preparedness and recovery services that emergency authorities could not have provided.

In another study, the National Library of Medicine conducted an oral history project to identify roles of libraries in disaster management in the South-Central Region of the U.S. (Arkansas, Louisiana, Oklahoma, New Mexico and Texas) (Featherstone, Lyon, Ruffin, 2008). The authors categorized different roles public libraries played following natural disasters such as serving as institutional supporters, collection managers, information disseminations, internal planners, community supporters, government partners, educators and trainers and information community builders.

Similarly, Brobst, Mandel and McClure (2012) collected data from libraries and identified roles and services that public libraries along the U.S Gulf Coast (Texas, Louisiana, Mississippi, Alabama and Florida) have played in disaster situations. Among the roles and functions that they identified were libraries as safe places, providers of normal service before and after a storm, disaster recovery centers, information hubs, providers of evacuee resources, cultural organizations, liaisons between emergency management agencies and cultural institutions and improvisers.

Brobst et al (2012) also have highlighted the role technology played in fostering community resilience by sharing information about preparedness through a Web portal for Florida public libraries. The Web portal provided an effective means of organizing and assisting the communities in preparing and recovering from hurricanes. In number of cases, individual libraries joined together to create local disaster preparedness and response teams. Libraries

collaborated with local emergency management and community organizations and created emergency response teams, which ultimately increased recognition of libraries as an effective arm of government.

Overall, discussion of the roles of libraries in disaster response stresses that library leaders should take into account the roles of libraries in disasters in future education and training programs as well as consider issues of funding, coordination and collaboration with other government agencies and local communities. Indeed, many scholars recognize the value of libraries during each phase of the hazard cycle and contend that libraries should develop disaster plans to include ways in which libraries can assist communities in emergency situations (Hager, 2012). Libraries, in this view, are well situated to partner with the emergency management community and agencies and should establish relationships and activities with state and federal agencies prior to disasters to become more fully integrated into the network of emergency response. The American Library Association in 2013 publicly encourages government agencies at all levels to support the role of libraries in emergency situations and to include libraries in policy actions (ALA policy manual).

Although library managers can be part of the ongoing conversation among diverse stakeholders, they may need guidance regarding how they can play a useful role in community-based emergency response. Some scholars argue that libraries should be more proactive in engaging in collaboration with diverse stakeholders (Hamilton, 2011), and although may need some guidance, libraries should ensure that their role in disaster is recognized by disaster responders and other community leaders (Bishop and Veil, 2013). Hagar (2015) studied whether public libraries proactively engaged in community disaster planning to strengthen their role as members of the disaster preparedness network and concluded that many libraries are increasingly

involved in community disaster preparedness and response efforts and are actively engaged in a partnership with the emergency management community.

2.4 Associated Factors

Literature in public administration and disaster scholarship discusses the influences of a variety of factors on decision making in crisis situations (Wenger, 1992; Scawthorn and Wenger, 1990; Drabek and McEntire, 2003; Christensen and Laegreid, 2016). Such factors range from organizational constraints, financial and human resources, lack of plans and planning, cultural features and experience with disasters to individual executive choices. In this study, I focused on several themes related to individual and contextual factors that may be relevant for understanding library officials' perceptions of roles and projected behavior in response to natural disasters.

2.4.1 Public Sector Context

Both the extent and sources of influence are crucial for understanding organizational behavior. The theory of dimensional publicness, for instance, suggests that all organizations are more or less public depending on the extent to which they are constrained by governmental authority (Bozeman 1987; 2007). In other words, some managers are subject to fewer rules and regulation and have more discretion. In addition to the degree, the nature of the constraint may vary (Moulton and Bozeman 2010). For example, resource and policy environments are two different sources of influence and may have different effects on behavior (Miller and Moulton, 2013). Especially, in the public sector context, financial resources and the policy environment are distinct yet relevant elements that greatly influence the organization. Resource Dependence Theory is based on the notion that organizations respond to elements in the environment that

control resources, and attempt to manage their external dependencies to ensure survival (Pfeffer and Salancik, 1978). Similarly, organizations respond to the policy environment in which they are situated, which may have an influence on their behavior (Miller and Moulton 2013; Moulton and Bozeman, 2010). For instance, organizations may be pressured to adopt similar policy practices, regardless of whether they directly are influenced by resources or rules (Meyer and Rowan 1977; DiMaggio and Powell 1983). Scholars have not sufficiently investigated the policy environment as an element and whether it exerts isomorphic influence on individual organizations (Miller and Moulton, 2013). Influence, however, may not only involve pressure from the top that determines action but also a need of individual organizations for recognition and acceptance by external stakeholders. For instance, organizations may seek legitimacy and recognition and choose to conform to external pressures (DiMaggio and Powell, 1983). Legitimacy is granted to an organization when stakeholders recognize, endorse and support the organization's goals and action. It is through the process of legitimizing that a subject becomes perceived by stakeholders as acceptable and ultimately taken-for-granted (Suchman 1995). In the search for social acceptance, organizations may seek to make their actions and practices closer to patterns held to be socially desirable (Scott, 1991). A generalized perception of members of the organizations is then that their activities are desirable and appropriated within a socially constructed system of norms, values, beliefs as considered by the organization's stakeholders (Suchman, 1995)

2.4.2 Individual Factors

Professional Role Identity

The literature provides insight into why individuals in similar professions may take different approaches to disaster response, and what may drive individuals' decisions in such situations. Scholars contend that members of organizations behave in ways that are consistent with the perceptions they bring to their professional role, that is, their *professional role identity*. Professional identity is defined as “the relatively stable and enduring constellation of attributes, beliefs, values, motives, and experiences in terms of which people define themselves in a professional role” (Ibarra, 1999, 764–765; Schein 1978). It refers to self-perceptions that people have given the position they occupy (Ibarra, 1999; Prat and Dutton, 2000). Individuals accept certain self-meaning and expectations accompanying their role and then behave to preserve and represent these meaning and expectations (Stryker and Burke, 2000). The way actors view their role-identity is central to how they interpret and act in the workplace (Weick, 1995).

External forces can constrain or enable the construction of professional role identity. Government regulation, for instance, can specify what a professional can do, which ultimately impacts how professional role identity is constructed (Schott, van Kleef and Steen, 2015). Scholars in public administration have found that perceptions of professional identity in public organizations influence judgment and behavior, yet report a lack of clarity in how public managers perceive their roles and responsibilities or how they use their discretionary power (Selden, 1999 in Schott, van Kleef and Steen, 2015).

Theorists of administrative responsibility, for instance, argue that public servants (or “bureaucrats” as described by Woodrow Wilson [1887]) have a responsibility for furthering democratic values in policy implementation and developing opportunities for citizens (Bellone

and Goerl, 1992). In this view, public managers are expected to advance the purposes of public organizations, which ultimately defines the terms in which they are held accountable (Moore, 1995). Public servants are perceived by citizens as being politically neutral, lacking much administrative discretion and not engaging in roles and activities that might impair their ability to carry out their official duties (Overeem, 2005). This resulting public service ethos constitutes an ethical and political framework within which public managers are expected to operate.

The managerial belief that underpins the New Public Management, in contrast, has challenged the bureaucratic ideology on which administrative systems traditionally have been based (Horton, 2006). The New Public Management movement promoted empowerment of managers and addressed the entrepreneurial spirit of the civil servant (Hood, 1991). These new characteristics of public entrepreneurs (autonomy, personal vision, secrecy and risk taking), however, still ought to be aligned with fundamental democratic values (Bellone and Goerl, 1992). As such, public organization professionals may at time experience competing values or expectations that shape beliefs associated with perceptions of what the role of the public servant is. This ambivalence often yields differences among public service professionals in their professional role identities. Understanding the components of professional role identity can therefore illuminate the driving forces behind decision-making behavior (Schwartz et al., 2011).

Organizational Image and Identity

In addition to role identity and how people define themselves in a professional role *Perceived organizational image* is another force that drives perceptions and behavior in organizations. It refers to the perceptions that different members hold of their organizations. The image that members have of their organizations can be understood in two ways: the way members think about the organizations (*perceived organizational identity*) and the way they

suspect others view their organization (Dutton, Dukerich and Harqail, 1994; Gioia, and Thomas, 1996).

Perceived organizational identity is “an individual organizational member’s belief and understanding of the distinctive, central and enduring attributes of the organization” (Dutton, Dukerich and Harqail 1994, 244). It is an individual’s belief about their workplace, and it serves as a guide to direct their interpretations and actions (Albert and Whetten, 1985). Perceived organizational image refers to employees’ perceptions of external evaluations of their organization (Lievens, Van Hoye and Anseel (2007). It is “something projected” by the organization and “something perceived or interpreted by others” (Cheney & Vibbert, 1987, 176). Organizational images, therefore, are created and sustained by both organizations and stakeholders; while an organization actively attempts to project a particular image, stakeholders form perceptions of the organization as well. This duality is what produces the organizational image (Massey, 2003). The constructed external image serves as a powerful mirror that members may use to gauge how outsiders are viewing them. Anything that may risk the image of the organization may trigger responses as individuals’ identity is tied into the organizational image (Dutton and Dukerich, 1991).

Organizational identity and image are critical for understanding the relationships between actions and interpretations of problems and obstacles over time (Dutton and Dukerich, 1991). In the field of public administration and management, however, scholars have focused on only one aspect of organizational image, the actual attributes outsiders ascribe to an organization, often referred to as organizational reputation (Carpenter, 2010; Fombrun and Shanley, 1990). Little attention, however, has been given to the component that determines both organizational identity and image as perceived by individual managers.

In this review, I addressed variation in responses to environmental changes and captured how individual factors and context may be associated with organizational members' interpretations of such changes. I inquire specifically about public libraries and how library managers and directors view their roles in disaster situations.

2.5 Research Questions

Most studies of libraries and disaster have included surveys and interviews with library staff, managers and directors as well as with emergency officials in communities that have suffered major natural disasters. Planning with local organizations, however, often involves predicting who would be involved in the emergency management network. It is therefore important to comprehend officials' perspectives of their roles in areas prone to, but lacking recent major disaster experience. Moreover, most of the work on libraries has been published in library journals and discussed in library forums, with less in emergency or public management or public administration outlets, which may have reinforced a sense that libraries and other local public service organizations are unable to play a proactive role in disaster response and recovery beyond conventional their roles (Featherstone, Lyon and Ruffin, 2008; Zach, 2011). I therefore seek to contribute to better understanding of the perspectives of local library officials who may assist in response and recovery efforts, yet are not oriented to emergencies on their daily operation. In pursuing this line of inquiry, I ask two primary questions:

1. How do public library officials perceive the roles of their organizations in disaster response?
2. What combination of factors are associated with the extent to which library officials perceive the role of their organizations as emergency service providers in addition to serving as providers of traditional library services?

CHAPTER THREE: BUILDING THE CONCEPTUAL FRAMEWORK

3.1 The Framework

The purpose of the study was to conduct an exploratory investigation of how library managers and directors perceive the roles of their libraries in community-based disaster situations, the extent to which they would be willing to engage in action in such situations, and possible factors associated with perceptions. In what follows, I outline a palette of library officials' preferred responses (*ignore complexity*, *reduce complexity* and *absorb complexity*) in the face of a hypothetical disaster scenario. Moreover, I identify several context-related (e.g., resources and degree of inclusion in planning policies and discretion) and individual agency-related (e.g., professional role identity and perceived organizational image) factors that may be associated with perceptions. Exploring multiple levels of analysis demonstrates the importance of understanding how both individual and organizational forces are related to projected responses to natural disasters.

3.1.1 Perceptions of Roles and Projected Behavior

Table 2 demonstrates three types of potential responses library managers and directors reported they would choose following a hypothetical natural disaster. These represent scenarios arrayed along a stability-flexibility continuum.

Table 2: Managers' Projected Changes and Behavior Following Disaster

Response scenarios	Ignore Complexity	Reduce complexity	Absorb complexity
Changes in Role	Conventional Role Defensive	Role Adaptation Reactive	Role Transformation Proactive

Changes in Routine (Projected Behavior)	Conventional Routines	Extended Conventional Routine	Adding Non-Conventional Routines
---	-----------------------	-------------------------------	----------------------------------

Source: Boisot and Child, 1999; Lengnick-Hall and Beck, 2005

Depending on their view of contextual conditions and subsequent decisions, managers may choose to *ignore* complexities in their environments and maintain conventional library roles and activities following a disaster. Alternatively, they might seek to *reduce* complexity in their environment by selecting certain processes aimed only at accommodating to the complexity in their immediate environment. In such settings, managers may be constrained by existing administrative arrangements (e.g., whether they are positioned to exercise discretion and be likely to alter their activities to conform to those constraints). Finally, managers may choose to *absorb* complexity by creating additional response options such as developing “outside of the box” strategies (e.g., providing shelters, offering space for medical care, organizing distributions of donations). Ideas about improvisation often are part of the routine in complexity absorption, while drawing from a broad repertoire of possible actions.

The measure of perceptions of roles and projected behavior was therefore the degree to which managers were willing to deviate from conventional library roles and employ more flexible responses. For a public library, adopting a strategy of complexity absorption means at least temporarily, deploying the organization’s assets as if it is a first responder. In such cases, the changes undertaken are deliberately transient, which allows for a provisional response to new environmental conditions (Boisot and Child, 1999). The extent to which managers relied upon familiar norms and routines to fit events into pre-existing frames or chose to draw from other resources to manage emerging needs reflects their underlying assumptions about their

organizations' appropriate roles in disaster response and the different patterns of routines that were likely to be implemented in response to future events.

3.1.2 Contextual and Individual Factors- Logic and Propositions

Top managers' perceptions of their roles and projected responses are largely shaped by complex contexts, beginning with managers' immediate organization arrangements and extending to features of the policy community within which library managers and directors operate. Thus, factors such as organizational setting, financial and human resources, and overall inclusion in emergency management planning policies are key to understanding the external environment in which library officials operate. I also paid close attention to individual human agency elements, which may directly shape managers' perceptions. Specifically, I examined how top managers perceived their professional role as public servants and how they viewed the image of their organization and its ability or inability to act in the context of emergency planning and response. Next are the logic for selecting those factors, followed by propositions.

Contextual Factors

Discretion

As discussed in the literature review, both the extent and sources of influence are crucial for understanding organizational behavior. For contextual factors, organizations vary in their degree of constrained to governmental authority. Managers who are subject to fewer rules and regulation may have more discretion. Most libraries in the state of Virginia are either county or city government departments. In the Hampton Roads region, public libraries are organized either as city/county libraries or as regional libraries. City/county libraries are governed by a local county/city/town jurisdiction (e.g., cities of Virginia Beach, Norfolk and Chesapeake or York

County). Jurisdictions can also band together to form a regional library system under Virginia laws, and these are governed by a board of trustees¹ (e.g., Blackwater Regional and Williamsburg). Based on those arrangements, variations exist among library officials in the degree of discretion they are able to exercise in emergency and non-emergency-related decisions. For instance, most libraries that are part of a local city government are considered city departments and are expected to follow certain policies and guidelines. Library managers and directors may therefore perceive to have less autonomy compared with regional libraries that are more independent.

Proposition #1

The extent to which library officials report they have discretion in community-related disaster response will be associated with their willingness to absorb complexity.

Inclusion in Emergency Management Policy and Planning

In addition to discretion, variations exist in the extent to which libraries are formally or informally included in community-based emergency policies and planning. City and county libraries often are asked to participate in meetings or collaborate with emergency management organizations or city departments whereas regional libraries have no such obligation. Thus, contrary to regional libraries, city and county libraries may be subject to pressures to adopt similar practices as these in the policy community in which they are situated (Meyer and Rowan 1977; DiMaggio and Powell 1983). Alternatively, library managers are acknowledged by their

¹ Jurisdictions in such a region have operating contracts that encourage collaboration and shared resources from the various localities.

stakeholders for their decisions and actions, which promote a sense of recognition and an obligation to act in emergency response. Organizations that are not included in emergency-related decisions and planning may lack legitimated accounts of their actions and hence are “more vulnerable to claims that they are negligent, irrational or unnecessary” (Meyer and Rowan 1991, 50). Thus, variations in the degree of inclusion in the policy environment in which they are situated may influence perceptions and actions.

Proposition #2

The extent to which library officials perceive their libraries to have sufficient recognition by formal authorities as important assets in disaster response will be associated with their willingness to absorb complexity.

Resources

As discussed in Chapter 2, organizations respond to elements in the environment that control resources and attempt to manage their external dependencies to ensure survival (Pfeffer and Salancik, 1978). In the Hampton Roads region, there are variations among libraries in their geographical settings (e.g., more rural or more urban), their annual budgets and the number of staff employees working in the organization. Issues with human and financial resources may be related to managers’ self-efficacy to act beyond conventional library roles in disaster response.

Proposition #3

The extent to which library officials will be willing to absorb complexity depends on whether they perceive they have sufficient financial and human resources.

Individual Human Factors

Professional Role Identity

In public sector organizations, managers are expected to promote mandated organizational purposes with concrete operational guidance. “Public managers are expected to be faithful agents of these mandates....and to achieve the mandated purposes as efficiently and as effectively as possible” (Moore 1995, 17). Thus, rather than serving as change agents, public managers are viewed as maintaining long-term institutional identities and adhering to conventional roles and routines. “Their principal managerial objectives are to perfect their organizations’ operations in traditional roles, not to search for innovations that can change their role...” (Moore 1995,17). Many public service professionals, however, often possess distinctive traits and dispositions that allow them to act creatively to meet social demands and to perform activities in innovative ways (Webb, 1998). Given that libraries are changing, conflicting values may arise, which necessitates a deeper understanding of how public library officials perceive their professional roles and how they would respond when faced with a disaster.

Proposition #4

The ways in which library officials interpret their professional roles will be associated with their willingness to absorb complexity.

Organizational Image/Identity

With the introduction of the digital age and new technologies, the roles of public libraries in the U.S. gradually have changed from being book exchange facilities to serving as community hubs. The changing environment promotes not only variations in individual managers’ identities of their professional roles but also in how managers view their organizations. In times of

uncertainty, changes to the organizations may include incorporating new, often less traditional routines and activities differing from the original organizational mission. Some managers may feel threatened by the changes, if those contradict their perceived organizational identity and image that often serve as a frame of reference when interpreting organizational events (Dutton and Dukerich, 1991). They may resist changes and attempt to maintain the status quo by staying loyal to conventional routines. It is therefore how managers perceive their organizations and how they believe other view those that may shape their perceptions and actions.

Proposition # 5

The way in which library officials perceive their library's image will be associated with their willingness to absorb complexity.

The utility of a given theory is a function of its ability to predict a range of behavioral outcomes. Both individual managerial and context are related to differences in perceptions and projected behavior of managers and directors (see Figure 1). Table 3 provides the potential association and logic underlying the possible relationships and the reasons underlying my predictions.

Figure 1: Conceptual model for perceived role of organizations in disaster response

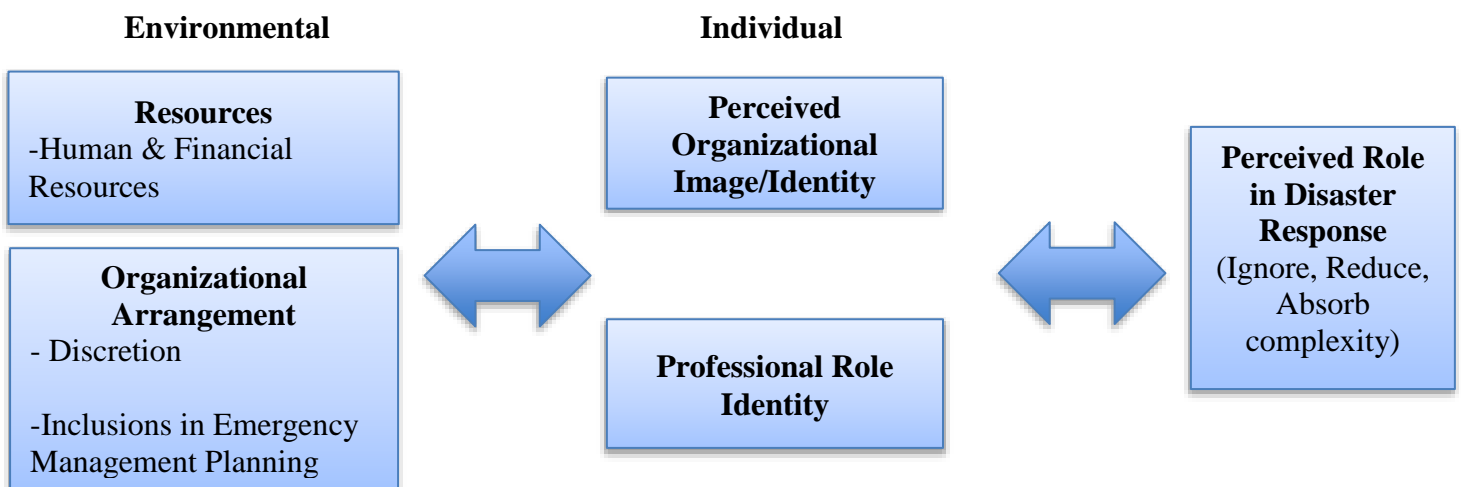


Table 3: Factors Associated with Projected Responses - Reasoning and Indicators

Factors	Dimensions	Reasoning	Indicators
Organizational Arrangement (City/county vs. Regional)	1. Degree of Discretion	Less discretion about emergency-related decisions in city libraries due to organizational setting / more discretion in regional libraries.	Reported degree of discretion and autonomy.
	2. Degree of Inclusion in emergency management planning policies	Sense of legitimacy and recognition and an obligation to engage in action.	Reports about being included, “part of the team” and recognized.
Individual Agency	Managers as entrepreneurs and public servants	Different and often conflicting professional role identities among managers.	Reports about the importance of the public servant role and having an entrepreneur spirit and a change-agent role.
	Perceived Organizational Identity/Image	Differences among perceived identity. Library identity is changing vs. resistant to change.	Call for an awareness campaign and proactive leadership -Short term focus and cognitive rigidity -Low efficacy (“we can’t do it”) -Defensive behavior (over protectiveness, “it’s not our job”) -Routine seeking, maintaining identity and status quo
Resources	Degree of Financial and Human Resources	Differences in perceived human and financial resources	Not enough resources to engage in action. Low efficacy

Next, I provide an overview of the research setting and research methods followed by a description of the data collection and analysis.

CHAPTER FOUR: OVERVIEW OF RESEARCH SETTING AND METHODS

4.1 Overview

The study examined the reported perceptions of public library managers and directors in the Hampton Roads region of Virginia, using mixed methods, case study approach. The study focused on the cities of Norfolk, Franklin, Virginia Beach, Chesapeake, Newport News, Hampton, Portsmouth, Poquoson, Suffolk and Williamsburg and the counties of Gloucester, Mathews, Isle of Wight, James-city, Southampton and York, as well as the incorporated towns of Courtland, Smithfield and Windsor (see Figure 2). For the most part, the municipalities in Hampton Roads share similar risks of natural disasters. Public libraries in Hampton Roads, however, differ in their affiliations with governmental units; they are either city/county libraries that report to the city/county administration or regional libraries that report to boards of trustees. Libraries also differ in their locations in more rural or more urban/suburban areas.

I selected this area in Virginia since it is known to be prone to natural disasters. The Hampton Roads region has the highest rate of relative sea-level rise along the U.S. east coast and is distinguished by its extreme vulnerability to storm surge and flooding. In fact, among U.S. population centers at risk from rising sea levels, Hampton Roads is second only to New Orleans (National Oceanic and Atmospheric Association, NOAA). During Hurricane Irene in 2011, for example, the areas of Newport News, Hampton, Portsmouth, Norfolk, all of Poquoson, and the Sandbridge area in Virginia Beach were under mandatory evacuation orders; authorities in various localities, including Gloucester and Mathew's counties, recommended citizens in flood-prone areas to evacuate as well (Recurrent Flooding Study for Tidewater Virginia). In short, Hampton Roads residents and the built and natural environments are vulnerable to the combined

impacts of relative sea level rise because of hurricanes, climate change and other extreme conditions.

Although I focus on natural disasters, my findings may apply to other types of disasters; yet of all natural hazards, floods are the most frequent and their impacts are increasing. A study by the Hampton Roads Planning District Commission estimates that by 2100 sea level rising potentially could lead to massive economic costs due to flooding. Although all types of disasters require preparedness of some type, these can differ in their degree of planning and response. Consequently, it is important to ascertain whether certain theories can predict preparedness and response behavior.

Figure 2: Map of Hampton Roads



Source: <http://reinventhr.org>

4.2. Recruitment and Data Collection

I started by gathering general data from the Internet and online documents about each jurisdiction in the Hampton Roads region to learn about the emergency preparedness and

response environment in which public libraries in this area are located as well as information on library branches and their affiliations with city/county governments. I decided to target my request for participation to library managers and directors as these individuals were more likely to have the most information on their organizations and its involvement in disaster situations. I created a table that listed all the jurisdictions in this region, the names of libraries and library systems, the names of directors and managers and their contact information. A second list divided all libraries in the region into geographic sub-areas to simplify the amount of travel from one point to another in my visits. Area 1 included the Cities of Hampton, Newport News, Poquoson, Williamsburg and the Blackwater regional libraries (the city of Franklin, Isle of Wight, South Hampton, Surry and Sussex counties). Area 2 included the cities of Chesapeake, Suffolk, Norfolk and Portsmouth.

I began with informal conversations with library managers and directors from the New River Valley region of Virginia. The purpose of this preliminary step was to gain general information from library managers about how they view their roles in their community in routine and in emergency situations. I asked library managers to provide insights on the questionnaire as well as potential interview questions. Together, these individuals formed an informal test group that provided feedback on the research questions, questionnaire and interview questions.

Upon receiving approval from the Virginia Tech IRB in June 2016 (see Appendix A), I began contacting library directors and managers in Hampton Roads. I sent out the first email request for participation along with the questionnaire, which included a description of the research and a request for participation. In September 2016, I sent emails to selected library managers and directors with a request for participation in interviews. All email requests for participation were followed by three follow up emails.

Data collection spanned from June 2016 to January 2017 and involved the following: distribution of 51 online questionnaires with 30 returned; review of online documents (e.g., emergency management plans and library websites); review of online library newsletters that described any types of library response to disaster in the past 10 years; three visits to public libraries in Hampton Roads, Virginia as well as phone calls for the purpose of conducting 22 semi-structured interviews with library managers and directors. I completed questionnaire data collection within a period of three months and the interview data collection over five months.

4.2.1 Survey Data Collection

I created a survey instrument that was sent to library managers (n=38) and directors (n=13) in the Hampton Roads region of Virginia. The recipients included 39 managers and directors from more urban areas and 12 from more rural areas. These surveys included representations of eight city libraries, five county libraries and three regional libraries. (See Table 4)

The questionnaires were developed in an online format for ease of distribution across participants. Virginia Tech has a student license for use by registered students that enabled me to access all the features for questionnaire development and distribution. I created original questions and response formats for the questionnaires. The questions were informed by input and review from the test group and approved by members of the dissertation committee. All questions were submitted to the IRB for review and approval prior to dissemination of the questionnaires to the participants. Consent forms were distributed with the surveys, and respondents had to verify they had reviewed the consent form as the first response to each questionnaire (see Appendix B).

The primary purpose of the questionnaire was to gather information about how public library managers and directors perceive the roles of their libraries in emergency response and whether there are variations among participants. I thus gathered detailed data on perceptions and projected response behavior of public library managers and directors following natural disasters. In addition to perceptions, the questionnaire posed questions about potential factors that might be associated with such perceptions.

The questionnaire was divided into three main sections (see Appendix C). Section one involved general questions about the library and its branch manager or director (e.g., governing bodies that oversee their activities, the number of employees in the library and the annual budget). Section two presented vignettes.² Section three included questions that sought to capture libraries' degree of involvement in emergency preparedness processes, such as whether libraries are included in emergency planning and policies. The purpose of this question was to learn more about libraries' involvement and overall inclusion in state and local emergency preparedness and response policies. The questionnaire also sought to tap the degree of discretion of managers and directors in emergency-related decisions. All respondents were asked to complete and return the questionnaire within 21 business days but were given flexibility due to time constraints and other obligations. The survey included 25 multiple choice questions and one open-ended question.

² Vignettes are brief stories or scenarios that describe situations to which respondents are asked to react. The questions in this study elicited reactions from respondents about detailed hypothetical disaster scenarios by allowing for multiple potential responses (from following conventional library routine activities to using less conventional ones).

Table 4: Survey Recipients by Location and Type of Libraries

Population (Individual directors and managers)		Urban (individual directors and managers)	Rural (individual directors and managers)	City Libraries	County Libraries	Regional Libraries
13	38	39	12	8	5	3

Based on reported responses to hypothetical disaster scenarios, the survey tapped respondents’ overall willingness to deviate from conventional library roles. Respondents could select from four possible answers to each question, with responses ranging from most conventional library roles to most unconventional roles. Each alternative was given a number ranging from the most conventional library roles (1) to the most non-conventional roles (4). For instance, immediately following the vignette, participants were asked to rate their most preferred option, ranging from “library should remain closed after the disaster” to “library should open for extended hours of operation”. Responses included “library should provide additional library-activities” to “libraries should provide medical care and organize donation” (see Appendix C questions 5-8). Among each of the four alternatives, options that were ranked first represented the extent to which participants were willing to adopt non-conventional library roles in a given scenario. Some options were not rated first by any of the respondents; for instance, none of the participants selected “the library should contact local emergency services to bring medical supplies to the library” as their first choice. This may well indicate the extent to which managers and directors will be willing to engage and their overall perspectives on the roles of libraries in disaster response.

Use of vignettes in surveys

The purpose of the vignette technique was to elicit participants' perceptions, opinions, beliefs and attitudes. The respondent is invited to react to concrete situations rather than to express direct beliefs and values in a vacuum (Finch 1987, 105). A key assumption of vignette studies is that reported hypothetical behavior is an accurate proxy for the behavior that would be observed if the respondent encountered the situation described. However, some argue that the vignette technique allows participants to remain distant from the situation and that the "vignette world" does not mirror the "real world" and may produce unrealistic results (Faia, 1979). Indeed, the question of whether evaluations of responses to hypothetical situations relate to actual judgments in real life remains a concern in social science methodology (Martin, 2006). Nevertheless, given relatively little research about the role of libraries in disaster response, the vignette technique seems particularly appropriate.

4.2.2 Survey Response Rate

The survey aimed to enhance understanding of the roles libraries might play in disaster planning and response as viewed by library managers and directors in the Hampton Roads region. Using Qualtrics, I sent 51 questionnaires and three follow up emails to 38 managers and 13 directors. The follow up emails attempted to produce a higher response rate. All libraries in the region received emails with the questionnaire. Out of 51 individual managers and directors who received the questionnaire, 21 individuals did not respond. The overall response rate was 60% for managers and about 50% for directors. The majority of those who responded were officials from cities in more urban settings. Libraries for which no responses were received, for the most part, were regional libraries. The lack of response from regional libraries suggests that

regional libraries are not well represented in the data. All the directors who responded to the survey were from local city/town or county government (see Table 6).

Table 5: Survey Response and Non-Response by Position and Location

	Directors	Managers	City/County Libraries Managers and Directors	Regional Library Managers and Directors
Responded	7	23	30/51	0
Did not respond	4	17	7	14
Total recipients	11	40	37/51	14/51

4.2.3 Interview Data Collection and Respondent Selection

In person interviews provided a fuller understanding of the nature of interaction between branch managers, system directors and the overall emergency management environment within which they operate. Also, interviews allowed me to investigate further variations within these jurisdictions. Thus, although the questionnaire provided important information about managers and directors' points of view, talking with individual library officials provided invaluable information, not only about their perspectives but also factors such as role identity, perceived organizational image, sense of recognition and legitimacy, capacity to respond and their perceptions of the overall emergency management environment in the region.

Interview respondents were selected from the cities of Norfolk, Franklin, Virginia Beach, Chesapeake, Newport News, Hampton, Portsmouth, Poquoson, Suffolk and Williamsburg. Counties of Gloucester and Mathews, Isle of Wight, James-city, Southampton, York and the Towns of Courtland, Smithfield and Windsor.

I selected library officials for interviews based on two main considerations: First, the survey found differences among participants on their perceptions of roles. Variations appeared in the extent to which managers and directors expressed willingness to engage in response to disasters and the extent to which they believed the library should be integrated into broader emergency planning efforts. Data, however, did not explain entirely variations in perceptions. Respondents were mostly from city/county libraries and the survey did not yield information from regional managers and directors located in more rural areas, whose libraries are considered more independent with more autonomy. Interviews with officials from regional libraries and those in more rural areas were therefore necessary to capture the missing data. By selecting officials from divergent libraries expected to vary on their roles in disaster response, I was able to probe contrasting views and provide broader understanding on what may drive differences in perceptions.

Based on these criteria, I selected managers and directors to contact and was able to gain a sample of 22 libraries in Hampton Roads that was broadly representative geographically and in structural arrangements. Although possible interview respondents included only officials in libraries in Hampton Roads, Virginia, the interviews capture perspectives of a variety of individuals in managerial positions as well as provide variation and similarities to reflect on libraries in other areas as well as other types of local public service organizations that do not routinely deal with disaster response.

The interviews gathered information on the perceived roles of libraries in disaster planning, response and recovery, current and preferred degree of involvement in emergency management planning, current and preferred degree of collaboration with other organizations for emergency management purposes and degree of discretion in emergency-related decision making

(see Appendix F). While in the field, I recorded and wrote observations about how managers viewed the roles of the libraries in the context of emergency response, which helped me with triangulating the data gathered in the interviews as well as first person experience.

I completed interview data collection over a 7-month period with 22 library officials. Of these, 11 were library directors and 11 were library managers. Fifteen directors and managers were from city libraries and six from county libraries. Among those were three directors and five branch managers from regional libraries. The final sample included a wide range of organizational and jurisdictional characteristics (see Table 5). All interviews were conducted with a single participant; 10 took place in-person in the offices of the library director or manager, and the remaining 12 were conducted over the phone. The interviews were between 25- 45 minutes in length and were audio recorded for later transcription. The interviews were semi structured, allowing me to gather similar information from each participant and simultaneously permitting interviewees to initiate topics relevant to my questions.

I handled and stored the interview data and transcribed the interviews with the help of a fellow graduate student. All interviews complied with IRB protocols and used pre-approved interview questions to begin each interview. Prior to each interview, potential participants were contacted via email to determine their willingness to participate. The initial contact was followed by an email containing the IRB consent form and instructions to review the consent form (Appendix E).

Table 6: Interview Respondents by Position and Type of Library

Directors	Managers	City Libraries (directors and managers)	County Libraries	Regional Libraries Directors	Regional Branch Managers
11	11	15	6	3	5

4.3 Data Analysis

4.3.1 Interview Data Analysis

The audio recordings of 22 semi-structured interviews of library managers and directors yielded 173 pages of single spaced text. The process of transcription was another opportunity to become immersed in the data. As Creswell (2007) suggested, I asked another individual to read and code some of my transcripts and discuss meaning of concepts when our coding did not match in interpretation. I analyzed each transcript twice to determine initial concepts, categories and codes. Next, I described the coding and analysis procedures I applied, followed by the identified list of categories and subsequent codes emerging from the data (see Appendix G). The analysis starts with the framework as guidance for initial codes. Coding categories were derived directly from the text data along with the interpretation of the underlying context.

Description of coding and analysis procedures

I explored more than one coding method and two different analytical approaches to enhance depth of the findings (Coffey & Atkinson, 1996 from Saldana, 2016). As the research question guides the direction of an inquiry, it also influenced the type of knowledge to be generated from the data (Trede and Higgs, 2009). Since my questions explored participants'

perceptions and actions, I selected two cycle coding methods. The first includes Descriptive coding as a strategy for management and organization purposes; the second cycle coding combined Structural and Value coding methods to produce deeper understanding of participants' perspectives (Saldana, 2016). Descriptive coding summarizes in a short phase the basic topic of the interviews. I coded anything that might be relevant to the study, from as many different perspectives as possible to ensure important aspects of the data are not missed. Descriptive coding generates a list of codes but does not offer insights into the participants and their perspectives. I therefore also applied Structural and Value coding, which allowed me to apply a phrase representing a topic of inquiry to segments of data that related to a specific research question (MacQueen et al. 2008, 124 at Saldana, 2016). I applied Structural coding also to examine commonalities and differences. With Structural coding, I identified statements of text on broad topics as a first step before in depth analysis within each topic. Value coding applies codes that reflects a participant's value, attitudes and beliefs (Saldana, 2016). This coding method is especially appropriate when examining belief systems, identity, experience and action. I then transitioned those codes through second cycle method for refining my first cycle. At the same time, I kept analytical memos to employ one more analytic approach to the data.

I determined coding methods and categories (but not the list of codes) beforehand to harmonize with my conceptual framework and to enable an analysis that directly answered the research questions (Saldana, 2016). Along with the pre-determined methods and categories, however, I remained open to emerging themes and theory building about the phenomenon. For instance, *professional identity* in the conceptual framework may mean different things in different disciplines. I defined identity based on the literature I utilized, however, I remained open to other emerging interpretations of identity.

Analytical method

I applied the analytical framework and indexing subsequent transcripts using the existing categories and codes. Instead of assigning a number or abbreviation for each code for identification, I organized the data (quotes) under the relevant code name and category. That way codes were grouped together under pre-defined list of categories. I then extracted the data by category from each transcript. I also created “other” codes under each category to avoid ignoring data that did not fit.

The data analytic methods employed were largely derived from my research questions and supporting literature. The research questions suggest the exploration of participants’ perceptions found within the data and enhance an understanding of the phenomenon (Saldana, 2016). Overall, I identified six categories. The first category and subsequent codes emerged from the analysis of patterns in managers’ and directors’ responses to the roles of libraries in emergency response. The remaining five categories and subsequent codes address factors that shape such perceptions (see Appendix G for list of codes).

Data reduction is an important part of qualitative research. Looking at the codes under the category of city/regional differences, participants’ responses included discussion about the organizational environment in which libraries are nested. The main purpose of this category was to capture perspectives among regional and city library managers and directors concerning their degree of discretion and inclusion in emergency management planning policies. Due to overlapping meaning of concepts, I decided to eliminate the category and incorporate the codes in the degree of discretion theme. The categories of *city-regional differences* and *degree of discretion* were then combined. Six main categories and themes guide the primary narrative. The major categories constructed from transcript analysis are: *1. Role of Libraries in Emergency*

Response, 2. Perceived Organizational Image and Identity, 3. Perceived Professional Role Identity, 4. Degree of Involvement in Planning and Collaboration, 5. Degree of Discretion, 6. Resources.

This list of categories serves as the organizing frame for the development of the study. My insights include predetermined categories as well as categories that have emerged from the data as repeated patterns. Therefore, although the coding detected patterns shared among multiple participants, I also looked for emerging views, emotions, attitudes and beliefs of participants about the role of libraries in the context of emergency management.³ For instance, at the outset, I was not aware that public library employees in Hampton Roads have mandatory emergency response responsibilities. Although many view themselves as public servants, they expressed some frustration associated with these requirements. I incorporated those and other findings into my analysis that follows.

³ Appendix H provides a summary that outlines an example for major categories and themes followed by quotes that support these codes or themes and a short interpretive summary of how the major category may be related to the outcome.

CHAPTER FIVE: OVERVIEW OF FINDINGS

5.1 Overview

Several bodies of literature guided the analytic work in this study. I outline several possible responses to a hypothetical disaster scenario (*ignore complexity, reduce complexity* and *absorb complexity*). These categories were identified in the data to provide an answer to the first question. I also identified context-related elements –human and financial resources, degree of sense of inclusion in planning policies and collaboration and degree of discretion – that are associated with managers’ perceptions and projected behavior. In addition to context, however, individual factors- professional role identity and perceived organizational image – are identified as factors that are associated with perceptions. I provided a description of initial findings from the questionnaires and interviews.

5.2 Survey Findings

Descriptive information

The purpose of the survey was mainly to get a sense of how library managers and directors perceive the roles of their libraries in disaster response and whether variations emerged among participants in their perceptions of roles. I started by gathering general and context-related information about the participants and their libraries to have a sense of the size of their libraries and duration of employment. Out of the total managers and directors who responded, 20% reported that they had been in their current position for less than one year and other 20% reported more than 10 years in their position. The rest have somewhere between one to 10 years of work experience as managers or directors. In terms of number of employees in the libraries in which they worked, about 30% of the managers and directors reported more than 20 staff

employees, with about 40% others reporting fewer than 10 employees. The rest have somewhere between 10 and 20 employees. One director reported having fewer than 20 people in their library system, and another director reported having more than 50 employees. Out of the total responses, about 40% managers and directors reported that they had experienced natural disasters of some type or magnitude during their tenures (see Table 7).

Table 7: Respondents by Job Tenure, Size of Library and Disaster Experience

Factors	Frequency
Individual respondent's tenure in current position	
Less than one year	6 (20%)
Between one and 10 years	19 (60%)
Above 10	5 (20%)
Number of employees	
Between 10- 20 employees	9 (30%)
Below 10	11 (40%)
Above 20	10 (30%)
Experience with severe weather	12 (40%)

To address the research questions, I divide discussion of the survey results into three stages: 1. Description of findings from data gathered on variations in perceptions of role, 2. Description of factors and their associations with each outcome-category (ignore, reduce and absorb complexity), 3. Description of combination of two factors (degree of discretion in

emergency related decisions and degree of inclusion in emergency planning and collaboration) and their associations with each outcome-category.

5.2.1 Roles of Libraries in Emergency Response

Examining each question related to perceptions of roles separately, I find that the participants were more inclined to deviate from conventional role with the first two responses and less inclined to deviate with the second set of questions, which make sense given that the first two are about library related responses and the next set of questions are more first responders type of responses (see Table 8).

Table 8: Perceptions of Role Following Disaster

Perceptions of role (key 1=low, 4 = high)	Mean	SD
Question 1 (open/close the library)	2.74	1.09
Question 2 (action after opening)	2.55	1.33
Question 3 (action after people arrive)	1.70	0.66
Question 4 (action while people are in the facility)	1.59	1.18
Total (sum of responses)	8.59	2.64

I added the scores of the four questions for each participant who responded to the questionnaire. Of the 30 managers and directors who responded, five scored 12-14 out of the 16 possible points; thus, only five reported being willing to deviate from conventional roles and engage in less-conventional library activities following disaster. Twelve others, in contrast, scored between 4 and 7 overall, suggesting they supported pursuing more conventional library

roles when disaster strikes. The remaining 13 participants, with scores between eight and 11 appeared to be willing to deviate from conventional library roles to some degree (see Table 9).

Table 9: Perceptions of Role Following Disaster

Perceptions of roles	Numbers of respondents (range of scores; min 4 to max 16)
<u>More conventional roles (ignore complexity)</u> (E.g., remain open for normal hours and continue routine operation)	12 (4-7)
<u>Deviate on some occasions only (reduce complexity)</u> (E.g., assist with completion of FEMA forms, extended hours, contact volunteers)	13 (8-11)
<u>Less conventional role (absorb complexity)</u> (E.g., locate missing people, offer medical supply, turn into emergency operation center)	5 (12-16)

5.2.2 Factors

Degree of Discretion

Managers and directors also were asked to report on the extent to which they have discretion over library-related response activities in the event of an emergency (e.g., to open the library facility immediately following a disaster or offer additional activities) and whether they have the discretion to choose first responder types of activities (e.g., coordinating donations or turning the library into an emergency operations center). Responses ranged from “not at all” to “a great deal” of discretion (1-4). Adding the responses from the two questions provided a sense of the overall discretion library managers and directors believe they may exercise in emergency response decisions.

Managers and directors differed in their perceived degrees of discretion. Out of all managers, none have reported having moderate to high degrees of discretion in emergency-

related decisions (7-8). Five managers reported having a moderate degree of discretion (4-6), and the remaining 15 reported low degrees of discretion (2-3). All seven directors reported having moderate to high degree of discretion in decisions related to emergencies (7-8). (See Table 10)

Table 10: Reported Degree of Discretion

Degree of Discretion (scores)	Managers	Directors
Low degree of discretion (2-3)	15 (75%)	0
Moderate degree of discretion (4-6)	5 (25%)	10%
High degree of discretion (7-8)	0	90%

Degree of Inclusion

To comprehend managers' and directors' perceptions of the extent to which libraries are involved in emergency-related decisions or are included in the local emergency management policies, participants were asked whether their library or library system is included in the Virginia Emergency Operation Plan and whether they have community emergency-related roles and responsibilities or are involved in discussions related to disaster management.

Adding these responses yielded an understanding of the overall degree of involvement in planning and collaboration efforts. Five directors and managers reported having little to no involvement in emergency preparedness and response activities, 12 others reported a moderate amount of involvement; and 10 reported their library and library systems are heavily involved in community-related emergency response activities and planning (see Table 11).

Table 11: Degree of Involvement in Emergency Response

Degree of involvement (score)	Frequency
Little to none (2)	5 (20%)
Moderate (3)	12 (45%)
High (4)	10 (35%)

Degree of Collaboration

Managers and directors also were asked whether they interacted with local emergency management operation centers and organizations such as the Red Cross and about the nature of such interaction. Eleven managers and directors reported that they have no interaction with local emergency management operation centers. Among those who do, seven reported that the nature of their interaction is informal, and seven others indicated that the interaction is for educational purposes. Only one participant reported that the interaction was for both educational purposes and informal in nature. In terms of having working relationships with local emergency managers, 14 managers and directors reported having no such interaction.

In addition, out of all participants (23 managers and seven directors), 70% of the managers and 90% of the directors responded that libraries should become fully integrated in the overall network of emergency response and work on building relationships with emergency management organizations. 20% of the managers and 10% of the directors commented that libraries should offer to display and distribute general information about disaster preparedness but should not be fully integrated in the emergency management network. Two did not respond. (See Table 12)

Table 12: Preferred Degree of Integration into Emergency Management and Operations

Degree of integration	Managers	Directors
Libraries should become fully integrated in the overall network of emergency response	17/23 (70%)	6/7 (90%)
Libraries should offer to display and distribute general information about disaster preparedness but should not become fully integrated in the emergency management network	4/23 (20%)	1/7 (10%)

Thus far, based on data from the questionnaires, most participants appeared willing to deviate from conventional library role subject to possible restrictions. Participants reported moderate to high degrees of inclusion of libraries in planning and collaboration, low to moderate degrees of discretion among managers and high degrees of discretion among directors. Most managers and directors wanted to see their libraries more fully integrated in the overall network of emergency response. These findings make sense given that most of those who responded to the survey represented city or county libraries, embedded in local government structures, hence, included to some degree, formally or informally, in planning policies and subject to constraints imposed by their local administrations (producing limited discretion among managers). Next, I examine each of these factors and its association with each type of projected response to natural disasters, followed by a description of the combination of factors and their associations with responses.

Factors and Perceptions of Roles

Inclusion and perceptions of roles

Out of those who selected more conventional library roles in emergency situations (those who “ignore complexity”), seven perceived they were highly involved and included in emergency planning and collaboration and five reported low to moderate involvement. Among those who were more inclined to deviate from conventional library roles and scored moderate to high on the extent to which they will be willing to adopt a first responder’s role (“absorb complexity”), seven were moderate to high on the extent to which their libraries and library systems are included and involved in local the emergency management network (e.g., have emergency tasks related to the community and relationships with emergency management organizations). This group also reported that libraries should become fully integrated in the overall network of emergency response and work on building relationships with emergency management organizations. Among those who selected “reduce complexity”, three responded low, six moderate and one high on the extent to which their libraries and library systems are included and involved in local the emergency management collaboration, planning and policies (see Table 13). The lack of a pattern indicates that involvement does not seem to explain perceptions.

Table 13: Managers and Directors’ Degree of Inclusion and Perceptions of Role

Degree of Inclusion (all managers and directors)	Perceptions of Role (N)
(#2) low (#3) moderate (#7) high (Average 3.4)	Ignore (12)

(#3) Low-moderate (#6) Moderate (#1) High (Average 2.8)	Reduce (10)
(#3) Moderate (#2) High (Average 3.4)	Absorb (5)

Discretion and perceptions of role

Among both managers and directors, who appeared to be more inclined to deviate from conventional library roles and who scored moderate to high on the extent to which they would be willing to adopt a first responder’s role, three managers were “low” on discretion and two directors selected “high”. Among those who chose to follow conventional roles, six managers reported “low” with three other managers “moderate”. The remaining two directors reported high levels of discretion. Overall, among those managers and directors who chose to reduce complexity, two managers selected moderate degrees of discretion and six reported low. Two directors who selected reduce complexity also reported high discretion. (See table 14)

Overall, most directors supervised by city or county governments reported having moderate to high degrees of discretion in emergency-related decisions and activities. Among the 20 managers who reported having low to moderate discretion in emergency related decisions, nine responded that they would remain within conventional library roles in emergency situations (ignore complexity). Eight of these managers also reported some willingness adopt less traditional library roles when disaster strikes. The remaining three reported willingness to deviate from traditional library roles. Here as well, the lack of a pattern indicates that discretion does not seem to explain perceptions.

Table 14: Managers and Directors’ Degree of Discretion and Perceptions of Role

Degree of Discretion Directors Participants	Degree of Discretion Managers participants	Perceptions of Role
(#3) moderate - high	(#6) Low (#3) moderate	Ignore
(#2) high	(#6) low (#2) Moderate	Reduce
(#2) moderate- high	(#3) low	Absorb

Next I examine combination of factors and their associations with each outcome-category, ignore, reduce or absorb complexity.

Combinations of Factors and Perceptions of Roles

As mentioned, among all managers and directors, 12 scored low (4-7 - ignore complexity) and five scored high (12-16 - absorb complexity) on their reported willingness to deviate from conventional library roles and adopt non-conventional roles. The remaining participants (13) chose the more moderate option of reducing complexity. Among managers and directors who chose to absorb complexity, three managers reported low discretion but high inclusion in planning and collaboration whereas two directors reported high on discretion but low on inclusion (see Table 15). For ignore complexity, the majority reported both moderate for discretion and inclusion, with the remaining participants reporting low discretion and moderate to high inclusion (see Table 16). Last, among those who reported reduce complexity, both managers and directors reported both moderate on discretion and inclusion (see Table 17). These tables as well indicate that there is no pattern for these factors in explaining perceptions.

Table 15: Degree of Discretion and Inclusion and **Absorb Complexity** (questions 1-4)

Numbers of Managers and Directors	Degree of Discretion (score)	Degree of Inclusion (score)
3	Low (2-3)	High (4)
2	High (6-8)	Low (3)

Table 16: Degree of Discretion and Inclusion and **Ignore Complexity** (questions 1-4)

Numbers of Managers and Directors	Degree of Discretion (score)	Degree of Inclusion (score)
2	Low (2-3)	Moderate (2-3)
3	Low (2-3)	High (4)
7	Moderate (4-6)	Moderate (2-3)

Table 17: Degree of Discretion and Inclusion and **Reduce Complexity** (questions 1-4)

Number of Managers and Directors	Degree of Discretion (score)	Degree of Inclusion (score)
2	Moderate to high (6-8)	Moderate (2-3)
2	Moderate (4-5)	Moderate (2-3)
4	Low to moderate (2-3)	Moderate (2-3)

5.3 Interview Findings

I discuss the interview data in three stages; 1. Description of findings from data gathered on variations in perceptions of role and factors. This includes a list of pre-determined and emerging categories and codes (Appendix G) and a summary that outlines the three outcome-categories (ignore, reduce and absorb complexity), followed by illustrative quotes (Table 18). 2. Description of pre-determined and emerging factors and data that support these factors, 3. Table

19 demonstrates how the factors are related to each outcome-category, followed by examination of combinations of factors and their associations with each outcome-category.

5.3.1 Perceptions of Libraries' Role in Emergency Response

Library officials vary in how they perceive the roles of their library in disaster response. Table 18 contains the three categories, codes and illustrative quotes. The purpose of this table is to demonstrate how I interpreted the quote and constructed the codes. Chapter Six offers a more complete discussion about the interpretation of those codes within a narrative.

Table 18: Examples of Codes for Perceptions of Roles

Category / Coding	Examples
<p><u>Ignore Complexity (#5)</u></p> <ul style="list-style-type: none"> -Libraries should not act outside conventional library roles -Other organizations need to do the task; it's not part of the library mission -Problems of lack of expertise, resources and personnel 	<p>“I see the library as doing more of what we always do. So, I don't necessarily see libraries as a place that would shelter people necessarily. A building isn't built for that. We don't have showers, we don't have kitchens, we don't—you know, we're very different from a place that would be used as a shelter. I don't know that that's a role we would play.”</p> <p>“Our community is well structured in terms of having organizations that deal with disasters. And the role of the library, the mission of the library, I don't believe extends to any active disaster relief functions.”</p> <p>“I don't want to take over. I don't think we want to be that involved, because I think we still have other things to offer that we wouldn't be able to if we totally immersed ourselves in emergency response.”</p> <p>“So, we may play a role, but there will be other community agencies that may play a greater role, or more active role depending on which area of the city you're in it's not within the library per</p>

	<p>say, but more like schools, or shelters—the actual official shelters during any kind of yeah disaster.”</p> <p>“But I know you have things like red cross and different churches involved, and they’re trained for that kind of role. And that makes much more sense for a community.”</p> <p>“Those things- there is not realistic way that we as libraries can respond to these kind of situations. We’re not – that’s not part of our world.”</p> <p>“No I think that we should just be, at best, normal hours. What I have experienced, and I’ve been here several years, is that during these types of emergencies, that people aren’t going come here for story time during emergency. What they will turn to us for is if they are without power, they’re looking for a place to take their family to just be normal again with heat, light, and, or air conditioning, or something for their kids to do. Or it might be a senior who’s feeling very isolated. And that’s a perfect role for us. But in terms of being an emergency shelter, I think that we just don’t serve that role.”</p>
<p><u>Reduce complexity (#12)</u></p> <ul style="list-style-type: none"> -Libraries serve a supportive role for the community -libraries should shift to recovery efforts -Libraries are adaptable to the needs of the people -libraries should be reactive rather than proactive 	<p>“but we’re here, and they can be here. They might have no power at home, so we’re a place they can come and hang out, and that’s fine that’s in our mission.”</p> <p>“But, the local, you know, police and fire, we would be readily available to assist in any capacity.”</p> <p>“Right now, it looks like we’re more in the recovery stage. I mean, as far as call takers, during the emergency, also, but a role in the recovery phase which we did not have before, really. Beyond distributing information, which, but that’s one of our traditional roles anyway. I see it as more of the role of recovery, than the actual event.”</p> <p>“So, for example, if someone said we want the library to be a collection place, to collect water, to collect blankets, to collect clothes, but there are people who need the space for shelter, or access</p>

	<p>to the internet, or access to the computers. I would rather serve the needs of the people, the immediate needs of the people, as opposed to a collection site, when a police precinct could do that, or a fire site. You know, I would prioritize the needs. And being accessible by the people first and foremost. Because the resources that we have here are invaluable. So why should we take that invaluable space, or the resources we have, to become a warehouse? “</p> <p>“Support is how I view my role. To support the local fire and police. So, I view our role as support to the communities that we serve, and responsive, you know, to those needs, and if it’s a crisis, then, you know, we would respond as we were called upon. And, you know, within our capabilities.”</p>
--	--

<p><u>Absorb Complexity (#5)</u> -Libraries should be more proactive and engage in less conventional roles</p>	<p>“Because my vision is, whenever we have our emergency meetings, that question comes up and I say yes, the library could be a staging area if you wanted to, you know, bring food, and water, and ice, blankets.”</p> <p>“It’s my philosophy that the library is—should be a resource, not just traditional library services, but a resource for their community.”</p> <p>“Um, but the first option that the libraries should stay libraries, is not really an option as far as I’m concerned. It’s—I view libraries more than just a room full of books that families go for story time. I view them as community centers, and it’s our job to respond to the needs of the community.”</p> <p>“How else can we enrich people’s lives in a time where they may not have enrichment in other places? So, depending on the scale, you shift that need. But if everything else is done, we should provide any and every service we can, because we’re a conduit of city services, and library services.”</p>
--	---

5.3.2 Factors and Interpretations

Individual Factors

Managers as public servants and entrepreneurs (professional role)

A central finding from the interview is that 23% of the total participants identified with their role as public servants in addition to their role as library managers. These participants portray a strong public service ethos and obligation to engage in action and become available towards citizens in their communities. “Depending on the scale, you shift that need. But if everything else is done, we should provide any and every service we can, because we’re a conduit of city services, and library services”. (e.g., #20 cf. #21) In emergency situations, respondents noted they feel obligated as public servants to respond to the community they serve in any possible capacity. “I think we need to do, we need to play a role, so we can’t just say no—because we’re part of the community, we’re part of county government. So, for us anyway, all employees are—we’re expected, it’s part of our duty, it’s our job to be first responders in whatever capacity we can be.” (#21)

Managers and directors emphasized their public service role as a way of gaining legitimacy; however, they were also fully engaged and found meaning and satisfaction in the managerial role. About 40% of the total participants stressed the importance of being active and proactive leaders, seeking to fully adapt to changes and promote, advocate and encourage awareness of libraries and their resources. Instead of viewing new demands and complexities as threats to the library, they perceive them as opportunities; these participants see great value in community-related actions. “Yes, but our leadership can advocate. Just like I can advocate. And that is my job, is to advocate. So, you know, advocate more—advocate up, advocate up. And if you have an open-minded leader who’s willing to listen to, you know, suggestions, which we do,

we have a very dynamic leader, very robust leadership in our system now. So, it's all about leadership.” (#20)

Top management plays a crucial role in their organization, according to these respondents. Managers and directors identify themselves as change agents. They have the authority and responsibility to make changes in their library and often seek improvement. In their view, management includes being a proactive leader and entrepreneur, rather than an administrator.

I believe a director plays a very important role in how anybody is viewing you. So, I think, you know, it's how important you make yourself to be known within the community. How important do you place yourself within the city administrations' mind. I mean, and you can only do that by the services you offer, that are value added. You know, I would say a decade ago, all we did was check out books, and maybe some programs. But how you enhance the level of programming, and how you let the community see you, and you know, of course that's one of the biggest goals that I have for myself, how we keep improve every day with the level of service we offer, with the kind of service we offer. So that makes directors' role almost vital. I could keep going daily and just be where we are. But always striving to improve and do more within the resources that they're offered, is my goal in my role. (#13)

The remaining managers are more hesitant about taking a more entrepreneurial role and seek to maintain their managerial identity. “I don't want to take over. I don't think we want to be that involved, because I think we still have other things to offer that we wouldn't be able to if we totally immersed ourselves in emergency response.”

Having an entrepreneurial spirit, managers do not necessarily think of the organizational mission as narrowly defined or that the organization can produce only what it is currently producing. Rather, they may use their imaginations to think how they might reposition the library and its mission to adapt to new demands (Moore, 1995). Such managers see themselves as flexible, passionate about their role and constantly learning and developing. “So, it starts with leadership. If you have a director who is on the cutting edge, and can articulate what the 21st century library is, there’s a lot of explaining that must be done to people. Because you have people that say—oh libraries still exist? “(#21)

Another respondent discusses his views about the role of leadership in a changing environment and the importance of adapting a serving as a role model to others:

Well you’re constantly adapting, you’re constantly learning. I mean, what I learned 20 years ago in library school is not what, you know, is truly in place anymore. So, you’re constantly learning, you never stop learning is how I feel about my role and my existence within the library. So, you know, like I said, this is not only a job for me, it’s a passion. I’m very passionate about—and I’m in a position, this is how I feel about my role—I feel I’m able to be that change agent. So, if I don’t adapt and change, I cannot role model that behavior. So, if I take change as, oh my, what’s happening to me—and oh no. so I think you have to be very flexible and elastic in your approach, and being that you are seen as a role model to a lot of people, I’m not just talking staff, I’m even talking community.

(#12)

Libraries as public institutions and a changing organization (organizational image)

In addition to professional role identity, participants also discussed their views about their libraries and how they believe other stakeholders (e.g., emergency management officials, the community and city/county officials) see the roles of their libraries in the context of emergency response (and in general). Based on the reports from managers and directors who participated in the study, about 45% perceive their libraries as a function of their local government and therefore consider them public service facilities. It is part of the libraries' duty, as a public service facility and a government entity, to be available to the community. These library officials also indicated that other stakeholders view their libraries as local government departments.

Maybe, maybe they don't have that same feeling. But you know, that's also something that I've been saying for the past year, that the—you know, the staff must understand, that we are all the city. We're not just okay, I work in the library and that's it. And I know that there are people who are just, okay, they're going to do their job and go home, and that's it. But you know, the public sees us as the city, we are the city. (#10)

I think we need to do, we need to play a role, so we can't just say no—because we're part of the community, we're part of county government. Employees are—we're expected, it's part of our duty, it's our job to be first responders in whatever capacity we can be ... But I think it's our responsibility as a city agency, I think it is a responsibility as a public institution, that we do everything we can to get the support of the community in terms of funding and participation, and darn it we need to reciprocate when they need us, we need to be there for them. (#9)

In addition to serving in a local government entity, about 40% of the total participants identified changes in their organizations. Traditional government bureaucracies are being transformed into more managerial bureaucracies based upon principles and practices imported from the private sector (Horton, 2006). These organizational changes can create dual, often conflicting, expectations, however. On one hand, public libraries are changing and thus should arguably, take on a more community-oriented mindset and responsibilities, which ultimately includes emergency response. “Well, historically libraries are kind of quiet and have just been on the peripheral on everything in the city structure and city organization. The 21st century library is different from the 19th century library. But people still think of the 21st century library as the 19th century library.” This respondent continued: “But I think the library is obviously a place, you know, traditionally it’s a place that has books. But that has changed, obviously, not just in this library system but in many, and really, we’ve gone a long way towards really repositioning our self as a learning institution, as well as a place within the community which feeds into that disaster response part of it”. (#21)

On the other hand, respondents reported that external stakeholders and library personnel continue to see libraries in a more traditional manner; and there is a form of resistance to these changes. While the organization actively attempts to project a certain image, stakeholders form perceptions of the organization as well. This duality is what produces the organizational image (Massey, 2003). “I feel like, just in general, those who don’t come, and some of them very well might be regular library patrons, but a lot of people who are outside the library sort of view us as “just a library” sometimes. And that’s something as a profession we probably need to address.” (#14)

Not just lend it to citizens, but also to other departments in the library, and higher ups in the library its awareness. There's a lack of awareness, and it's because we are here on our island, and they're there on their island. And we have not bridged the 2 islands together. I don't think that that's because people don't think we don't have anything to offer, I just don't think people think of the library outside of books. (#13)

Library officials feels strongly about the changing nature of public libraries and the way they are perceived by others:

Maybe, you know, you still see commercials where it's the librarian with the bun, "Shh, It's like, are we ever going to get out of that stereotype and I think that often times libraries, individual libraries, need to understand what it is they can do. Sometimes it's easy for, I hate to say this, for libraries to put on the blinders, well, and you know, our focus is literacy, but we really have to be a bigger part of the community. Exposure, and just getting people to think bigger. (#20)

Since the organizational image is created and sustained by both the organization and its external stakeholders, many managers expressed concerns about the lack of knowledge and awareness among different stakeholders about library capabilities. Managers stressed the need to enhance awareness among not only citizens but also library employees and emergency management officials and to actively advocate for the different capacities in which libraries could serve. "I think if I don't do that, people will not think of the library as a resource. They'll just forget about the library and see the library as a warehouse of books. And say wow I didn't know you had a meeting room with audio visual material, or you had this space that you could

move people to if you needed to. Or you have vehicles available that could assist us with x y.”

(#16) A college went further and argued:

It seems like we can pound on the door, year after year—and some people get it, some people don't. so particularly, we're gaining ground in terms of people seeing us as a—as a social gathering place, and we're doing more and more, you know—we're taking the library to the people. But in terms of something that seems so completely foreign to what we do, in terms of emergency response, I do think it's hard to get other agencies to take you seriously. (#15)

Those managers call for awareness campaigns and stress the importance of the ability of libraries to adapt and adjust. In their view, it is the managers' responsibility to advocate and deliver the message to government authorities and other library employees that libraries indeed are essential and can transform to accommodate the needs of their communities.

If you see this pen as a pen, as a writing instrument, that's all you see it as, that's all you've known it as. But in an emergency this pen could be a weapon. If you were being attacked, this pen could gouge some eyes, could pierce some skin. But if you don't know the adaptability of the pen, you don't know the adaptability of the pen. The pen doesn't know to tell you, hey I can do other things. So right now the library is realizing that it will become obsolete if it doesn't tell people how adaptable it is, what's going on, how it's transformed. So, because we are just realizing that we need to communicate and advocate for ourselves, we're doing that out, but we aren't necessarily doing that in or up. (#20)

In addition, themes related to perceived image derived from participants' reports about their views of libraries as being available, flexible and amendable for the needs of the community. "Libraries are flexible. And every community, I think the library is the heartbeat of the community anyway. So, because we are flexible, we can mold the library to fit the need—whatever that need might be. If we need to be shelter, if we need to have extended hours, if we need to be a place for people to have community meetings, to have town hall meetings. I believe that we are adaptable enough to mold ourselves to fit the need - whatever need the community has". (#21)

All participants emphasized their relationship to and involvement with the community, and expressed pride about the high regard in which community members held them. Clearly, relationship with community matters to library managers. This ultimately shapes perceptions about the obligations to be available to the community in crisis situations.

"Not all communities can boast that. And so I think that our community places us—the libraries, in high esteem. I think that that says a lot about the importance of this organization to our city leaders. So no we're not essential, no were not first responders. But it doesn't necessarily mean that libraries aren't important to its citizens. So, we—we're fortunate here in that we have a seat at the table. We're fortunate here in that we are part of, you know, we're part of this community, and we're respected." (#21)

Organizational Setting

Public libraries in the Hampton Roads region of Virginia are either organized as city/county libraries or regional libraries. The jurisdictions that are involved in a region have

operating contracts that bring the various localities together to collaborate on tasks, responsibilities and resources. The local libraries then enter into their own contracts, overseen by a citizen board of trustees representing the different jurisdictions. This form of organizational arrangement indicates libraries' degrees of inclusion and involvement in emergency planning and collaboration by their supervisors as well as the degree of discretion managers and directors are able to exercise in daily operations and in decisions related to the community.

Inclusion in planning and collaboration efforts and perceived recognition

Although library directors and managers expressed intention and willingness to be part of local emergency planning and to be involved in collaboration processes, the extent to which libraries are included in local emergency-related decisions and planning vary. The degree and the preferred degree of inclusion and involvement in decisions, planning and collaborative efforts indicates not only the extent to which inclusion is important to participants, but also enhance understanding of the overall emergency management policy environment in which these libraries are nested and whether they perceive they have adequate recognition for their actions from their supervisors and from emergency management officials.

Preferred degree of collaboration

Participants believe their libraries are an important function in community-related emergency response and play an essential role in the emergency network. They see the value in collaboration with other actors in the community and emphasized how collaboration and forming relationships with the community matters a great deal.

I would love to see the library offer more. I think it's becoming more of a community center than it is just a center for information. We are that, most definitely. But more than just having the information, or the connection to these other services, I'd like to see us be more closely partnered and involved with our other community services. If—and you know, if possible—if it was possible here I think it'd be great to have other community organizations partnered, and become kind of a hub for disaster preparedness. (#19)

Discussion of collaboration continued with a call for more integration, coordination and cooperation. Most managers understand the value of cooperation with other public service and emergency response organizations and express strong interest in taking part in the emergency management network. “There are tons of nonprofits out there for things that libraries do that if we partner, we can pool our resources and do it better, but if we're doing it separately it really hurts you and it hurts your community, because you're not getting your maximum potential.”

(#7) Another library official added:

I don't think any library should operate independently because you can't pull your resources like that. When you do have a large-scale event, you need to understand what resources the entire city has that your entire network is able to provide and be a part of that. You don't want to waste your time and duplicate what somebody else can already do better, and you don't want skip on something that you could do better than someone else. So, you need to be a part of that network, and you need to be at that table. (#9)

Preferred degree of involvement in planning

Participants understand the added value their libraries can provide in planning for emergency response, and the importance of taking part in the planning process. They call for greater inclusion and seek to be “at the table” for planning. “I definitely think that we should be involved in the planning of emergency response. Obviously, we can provide information to the public, and we need to know what the best information would be, what’s the most important thing. And I think that can only be accomplished by being part of the planning process and seeing how the city’s thinking and prepares for things like this.” (e.g., #14, #13) These participants felt strongly about being included and proactive.

“And opinions vary, but my opinion, and the one that I spoke at the meeting, was that I would rather be in the loop, than out of the loop. I would rather be part of the solution, than sit back and wait to be told what we could do. I’d rather be at the table, right there for planning during the event and recovery phase so I can say hey, we can do that.” (#14)

Perceived inclusion and recognition in planning and collaboration

Overall, about 23% of the total participants reported low degree of perceived inclusion, 40% of the total participants reported moderate degree and about 40% of the total participants reported high degree. In general, library officials seek to be involved in emergency planning and expressed satisfaction when such opportunities emerge. A sense of inclusion and recognition are essential factors in emergency response as it enhances a sense of legitimacy among members of the organization and responsibility to engage in disaster response. Phrases such as “we are part of the team” and “we are included in the network,” are associated with reports about the importance of involvement and expressed willingness to engage in collaborative efforts.

Scholarship describes how individuals derive positive self-esteem and status from being a member and being “the in-group”. In fact, people's sense of who they are is defined by reference to “we” rather than “I”, as they tend to seek approval from in-group members who share one’s beliefs and objectives. In addition, sense of legitimacy signals how the external audience views the worth and acceptability of an entity and it is through the process of (external) legitimizing that a subject becomes perceived as acceptable and ultimately taken-for-granted (Suchman 1995).

A given organizational structure that respects the rights and dignity of the group promotes a sense of belonging and increases self-esteem and sense of self-worth. “That we’re in a city, that we’re not—the library isn’t in a vacuum, it isn’t operating by itself. We are a part of the city” (#21). Library officials believe that they are an important asset to emergency management organizations as well. Having the necessary information, officials are encouraged to assist.

And because we’re part of the overall county government, and we should all work together when the fire chiefs called or local FEMA coordinator calls and says, can I use your library as a place to meet? Or in—when we’re planning, I—it’s just part of my role as a head of agency in county government to be at management meetings. So, I’m getting information—I’m part of a team, and then we start saying, you know, we’re in these various agencies, how can they respond to this hurricane, or to this, whatever emergency. (e.g., #19, #15)

Directors and managers saw the positive outcomes generated from being included in the emergency network as well as the benefits their libraries derived. It is individual managers’ sense of trust and satisfaction in the authorities regarding certain tasks that ultimately drive willingness

to engage in response. “Oh very vital, very vital. I would say, I mean, we’re one of the first people to be called upon when there’s any kind of planning or assisting with the resources, I mean we don’t act like the CSB providers. Community Services Board, or the Human Services, but we are very vital to their planning and their execution of the plan (#7). Other officials support that view: “I think that the—because the deputy city managers oversees libraries, and several of them have overseen libraries, and they know what we do, I think they think of us at the appropriate time”. (#10) and another official argues “so I think they—It’s not like, oh, the library, we forgot all about—no they never forget the library, they remember us”. (#14)

Although the majority of respondents stressed the importance of taking part in the emergency planning process and feeling part of the team, 25% of the participants claimed that they were not formally or informally part of an emergency plan and, for the most part, were unaware of any community-related emergency planning taking place in their communities. These library officials reported they are actively involved in emergency response in city planning policies but also noted that their role in emergency planning and response is secondary. “I mean, in terms of sort of writing those policies and getting our input, uh, I haven’t seen a whole lot of that. But we are part of the written plan that the city has. So we’re mentioned in there, we’re expected to act as a space if spaces are needed, we’re expected to act just as a place that people can go if their power is out and their AC is out and that kind of stuff. So we’re part of it in that way” (#2).

For those respondents, current state of involvement was mostly in the periphery. “We wouldn’t be involved in those decisions at all. Because the essential organizations, or essential city department, they’re considered first responders would be making those types of decisions”...“I don’t go to them very often because, depending on—the topic isn’t usually very

relatable to what we have to deal with. But yes, they do have regular meetings and we're invited to them" (#2).

This lack of involvement in decisions and planning is associated with reluctance to engage in emergency response beyond their conventional roles. For example, "so here at ***, all of the agencies are involved and are actively involved in emergency preparation. And there is an actual committee that meets, it's called the emergency preparedness committee and bares representation from all 35 city agencies. And so everybody kind of has a part to play. Of the agencies, some are designated to be essential, and some are considered to be nonessential. So, libraries are considered to be nonessential city department. And nonessential means we wouldn't directly be involved in emergency response as you just described." (#1)

Such views are supported by the observation that although libraries are well respected in their communities they are not necessarily needed in the local emergency management network. Other organizations are responsible, and as such, library officials do not believe they are obligated to act. "It's never been asked of us. We certainly, as an information provider, would be happy to work with our city and counties to assist in that kind of information. But the city and county around here does such a fabulous job that there's no void. The citizens seem to know who to turn to, and it's their—whoever they pay taxes to, whether it's a city or a county. So, we're probably—we can assist, but they—there really hasn't been a need." (#4)

Challenges of collaboration

Participants indicated several potential challenges involved in collaborative efforts. For instance, they argue that a different variety of organizations are involved and confusion and

chaos might emerge as a result. Although these managers may see the benefit of collaboration, they remain cautious and loyal to conventional library functions.

I really do feel it is primarily the resources. And I—I honestly feel that if too many institutions try and take on a be all to everybody, that it honestly confuses the issue. That it makes it almost harder for citizens to find what they need, and it makes it harder for the city to coordinate. I mean that's one of the huge things that they're working on with this sustain—sustainability effort is how do you coordinate the work of 20 different city departments, and collecting the right data, they—collecting citizen information. I think that focusing—that every department involved needs to focus what their piece of the pie needs to be so that it does create a better way to coordinate, and it's less confusing for citizens. (#3)

Degree of discretion

Only one participant reported having low degree of discretion. The rest, 65% of the total participants reported having moderate degree of discretion and about 35% of the participants reported having high degree of discretion. Managers and directors in regional libraries are more autonomous and have more discretion in decision making compared with city and county library managers. “Because if you have a governing board, you are independent of the city or the county. That might be a better definition of that relationship. And again, it will depend upon the relationship—if they have a governing board, whether they have a relationship established with the local governing entity. And there are libraries that aren't part of their government, there are some independent libraries that are—the regional libraries themselves aren't really part of their

government. And they get county funds, but the regional libraries operate almost as an independent library corporation.” (#4)

City and county libraries are subject to decisions made at city and county administrative levels. City department heads and senior managers make decisions about library obligations, responsibilities and expectations. “Larger localities have a separate emergency manager who’s going to make—in conjunction with city manager, and city council, make those decisions. And city council certainly has a say in this locality as well. So, it is—that tone I think for libraries is going to be set based on what expectations of your governance is in your city. So, your city council, your city manager, your county board, whatever it may be. Whatever expectations they have for you is going to determine how much or how little you really do.” (#14)

Decision makers may choose to reduce complexity in situations where organizations are constrained by existing administrative arrangements (e.g., ability to exercise discretion) and are therefore need to conform to those constraints. In other words, managers and directors who are part of a larger administrative system may be subject to its rules, expectations and constraints. A moderate degree of discretion along with high sense of inclusion describes library managers and directors who are embedded in a city/county structure and included in the emergency management network to some degree; therefore, may feel obligated to respond only to accommodate community needs within city/county government guidelines, rules and constraints.

Human and financial resources

One of the main barriers participants discussed was the lack of resources to handle additional emergency-related tasks. About 50% of the total participants reported having issues with either financial or human resources. Lack of such resources evidently shape many participants’ views of their ability (though not necessarily willingness) to assist beyond

traditional library roles when disaster strikes. Managers emphasized their concerns about the lack of resources and capacity to assist and did not perceive their role as being vital for the purpose of emergency response.

There's just not enough support to help—I mean, when I talk about my staff being stretched out, it is—it's absolutely insane. I'm very stretched out—the fact that I had to schedule this so tight in. It is just such a high pressure environment, a lot more high pressure than any other library system I've ever worked in. So in order to get all of our normal activities done, we have to say no to just about everything else. It sucks, I wish we could do more. But it's just we don't have—we don't live in a community that provides us with a lot of extra financial support. We get support from our localities based on our contracts. I feel they do everything that they can, but you know, they're rural communities, they can't just come up with all this money all of the time just to give the library more stuff. (e.g., #4, cf. #11)

Lack of resources along with lack of the necessary training may be the main force for ignore complexity.

Because we don't have the necessary resources. If somebody's house is flooded and there are people trapped inside the building, they're not going to call the library, there's nothing we can do for them. They're going to call the appropriate emergency response personnel to be able to assist in that capacity. If people's houses have been flooded out, or there's a tree that crashed through their roof, and now their houses need to be gutted out, again it's a li—they're not going to call the library for that. They're going to call the appropriate emergency response team to handle that. We do not have the resources or the training to assist in that type of capacity. (#1)

Managers from more rural communities reported they had less resources to act beyond their original capacity, which ultimately puts them under some pressure compared with city libraries given recent expectations of citizens and the authorities to engage in change. Since there are differences in geography and organizational arrangements among public libraries in Hampton Roads, there are also differences in the degree of involvement and inclusion in the emergency management network. Overall, regional libraries are often less involved and included in emergency-related planning and decisions compared with city libraries.

Since we're a regional system, we are not a part of any emergency plan that the city or the county performs". ...And you know, planning is always—planning from the municipalities stand point is always difficult. Because, uh, I know that in some communities, especially in the more urban—the libraries even more involved. Where the library directors themselves are on committees or boards that are directly involved in that kind of disaster, you know, that kind of planning. But I know the way that we're set up we are not—between the way that the county is structured and the city is structured, we are not at any of those tables. (#3)

Other Emerging Factors

Mandatory community service

From interviews, I learned that library employees participate regularly in emergency drills and they are required to be prepared when disaster strikes. These activities are mandatory parts of their positions as city employees. “Well you know when you take the job that that’s a part of the responsibility. Just like if the alarm goes off in this building at 3 o’clock in the morning, I’m contacted” (e.g., #6, cf. #8).

We haven't been called upon to exercise that alpha 1 in a while, but this Matthew occurrence has caused the city manager to look at that and in our last department leaders meeting, and that's where all of the department leaders meet with the city manager, he did say that he'd be reinstating that soon. And they were—and he has this concept that, so he knows where everybody lives, all the alpha 1s live. So if the disaster happens over here in this geographic location, all of the alpha 1s who live there will be called to go, and hands on the ground to help with whatever needs to be helped out. (#9)

About 55% of the total participants discussed having mandatory emergency response obligations. Although managers and directors reported having a strong public service identity, some expressed frustrations with their first responder' obligations, which evidently influenced their perspectives about disaster response, leaning towards more responses to reduce or ignore complexities. Participants reported that they would rather spend their time with their families instead of helping in community shelters or call centers. “And there's also a situation that, where, well you'd be asking your employees to do that, and they may have their own—if they live in that area they may have been affected in some way by the natural disaster, and it's trying to find the balance between trying to serve the community but also being respectful of your staff situations and realizing that they signed up to work at the library, they did not necessarily sign up to be emergency responders. “ (#20)

The requirement to perform emergency-related community services yielded resistance and some resentment rather than commitment to assist.

The library was also tasked to be available. So, when the hurricane hit, they had to come to command central. Leave their families to assist police and fire. Other city employees were not required to do that. And it seemed very unfair that the library—because they

were tasked to be in charge of emergency preparedness. And it created a huge resentment because social services, or the finance, or any other departments of the city staff didn't have to. They could be home with their family and deal with their personal emergency. But library staff was expected to come and not expected to be compensated any differently. So, there are—sometimes I wonder about the—exactly why they're reaching into the libraries. It may not just be for skills, it may be because they're looking to put that responsibility somewhere else. (#4)

Indeed, studies have indicated that intentions to engage in future volunteer work are positively related to past volunteerism, excluding cases where participants felt controlled by external forces (Stukas, Snyder and Clary, 1999). External constraints often reduce interest in volunteer activity (Kunda and Schartz, 1983) and accepting unsuitable workers just because they are there may end up costing the organization more than the participants contribute (Graff, 2006).

Well, to be honest, that's what I got my degree in. that's what I signed up for. Um, when I got my position, I had no idea that I'd be, you know, required to—required to be at the top floor of our city hall with a hurricane coming. As I—I've done that—I've had to do that a couple times by now, where they say, you kind of have to be here and they, you know, we'll send a—we'll send an emergency vehicle to come pick you up from home if you don't feel comfortable driving. You know, it's just not something that I kind of signed up for. But I understand why they need people there, doing these things. And it's not like their throwing us in, kind of cold turkey. (#8)

5.4 Patterns of Association (cross respondent comparison)

To fully examine whether the factors identified above were associated with variations in perceptions of roles, I compared responses among respondents and present an overview of the data set. I explore each factor or condition and the extent to which it was associated with each outcome-category (ignore, reduce or absorb complexity) to identify possible patterns across sets of respondents and all possible combination of a given set of conditions (see Table 19). The main goal here was to explore which combination of factors or conditions are related to each outcome category. The process of including or eliminating factors involves counting the frequency of a given factor. Only factors that exist 75% to 100% will be included in the combination.

Table 19: Factors (Concepts and Dimensions) and Role Perceptions

Interviews	Professional Role Identity		Perceived Organizational Image		Organizational Arrangement		Mandatory community service	Report problems with financial and human resources	Perception of roles following disasters (outcome) response to complexities
	Engaging in an entrepreneur role	Expressed sense of responsibility as public servants	Library is changing	Public library is a public service facility	Degree of perceived legitimacy and inclusion	Degree of Discretion			
Branch Manager (regional) (1)					Low	Moderate		X	Ignore
Branch Manager (2)				X	Moderate	Moderate	X	X	Ignore
Branch Manager (regional) (3)					Low	High		X	Ignore
System Director (Regional)					Low	High	X	X	Ignore

(4)									
System Director (5)					Low	High		X	Ignore
System director (6)		X			Moderate	Moderate	X		Reduce
Branch Manager (7)					High	Moderate			Reduce
Branch Manager (regional) (8)					Low	Moderate	X	X	Reduce
System Director (regional) (9)				X	High	High		X	Reduce
System Director (10)				X	High	Moderate	X		Reduce
System Director (11)	X	X		X	High	Moderate	X	X	Reduce
Branch Manager regional (12)	X			X	Moderate	Moderate	X		Reduce
System Director (13)			X	X	High	Moderate	X		Reduce
System Director (14)	X		X	X	High	Moderate		X	Reduce
Branch Manager (15)	X		X		Moderate	Moderate	X		Reduce
Branch Manager (16)			X		Moderate	Moderate	X		Reduce
System Director (regional) (17)					High	High		X	Reduce
	X	X	X	X	Moderate	High		X	Absorb

Branch Manager (regional) (18)									
Branch Manager (19)	X		X		Moderate	Moderate			Absorb
County System Director (20)	X	X	X	X	High	high	X		Absorb
System Director (21)	X	X	X	X	Moderate	Moderate	X		Absorb
Branch Manager (22)	X		X		Moderate	Low			Absorb

The conceptual framework specified organizational and individual factors that are associated with the outcome (see Figure 1). From the interviews, I learned that not all potential factors were mentioned frequently. For instance, describing public libraries as public service facilities rarely was linked to ignore complexity and thus would not be included in the path of conditions that lead to such outcome-category. Moreover, from the survey data I learned that discretion and inclusion were not necessary associated with the outcome. In Chapter 6, I examined factors most commonly related to each outcome to identify combinations of conditions (paths) associated with each outcome-category (see Tables 20, 21 and 22).

CHAPTER SIX: ANALYSIS AND INTERPERTATION

6.1 Overview

The purpose of this study was to examine how public libraries' top managers perceive the roles of their libraries in disaster response and what may drive such perceptions. These questions are important to explore to enhance understanding of organizational and individual factors that guide decisions of local public service organizations to deviate from conventional roles and adopt less conventional roles in emergency situations. Moreover, relatively few studies have examined the roles of other local government and nonprofit organizations including libraries play in emergency response. There is a need to capture such willingness to engage given recent collaboration trends in disaster research and practice.

To answer the first research question, library managers and directors were placed in one of three types of responses that were arrayed along a stability-flexibility continuum. As scholarship suggests and the evidence largely supported, managers could *ignore* complexities in their environments and maintain conventional library roles and activities following a disaster; *reduce* complexity by selecting certain processes aimed at accommodating the complexity in their immediate environment; or *absorb* complexity by creating additional response options such as providing space for medical care or organizing distributions of donations. As I mentioned, the extent to which managers choose to rely upon familiar routines to fit events into pre-existing frames or draw from other resources to manage emerging needs arguably reflects their underlying assumptions about their organizations' appropriate roles in disaster response.

The second research question explores a combination of factors that might be associated with directors' and managers' perceptions about the roles of libraries in community-based disaster response. As suggested earlier, top managers' perceptions of roles and projected

response behavior are shaped largely by complex contexts, beginning with managers' immediate organizational setting and extending to features of the policy community within which library managers and system directors operate. Factors such as degree of discretion, financial and human resources and overall inclusion in emergency management planning policies are key to understanding the external environment in which library officials operate. However, individual-level factors play an important role as well. Such influences include managers' view of their professional roles as public servants, as leaders, and as entrepreneurs, and their view of their organization and its adaptive capacity, its public role and its ability or inability to engage in disaster response. Organizational image taps how managers believe others think about their organizations in the context of emergency planning and response as well as more generally. Mandatory community emergency services for library employees emerged from the interviews as another factor that seemed to play a role in shaping perceptions about emergency response.

6.2 Questionnaires

The survey gathered information about participants' perspectives of the roles of libraries in disaster response. The data revealed differences among library officials, ranging from those who viewed maintaining conventional roles as the best option to those who were willing to deviate from conventional roles and adopt less conventional ones. Most respondents reported that they would rather maintain conventional library roles and remain loyal to the library's mission, but they also reported willingness to deviate from conventional roles as long as doing so was within the capacity of the library. For instance, participants indicated they were more inclined to open their libraries for extended hours, send bookmobiles and contact volunteers, but not to transform libraries into emergency operation centers, to organize donations, to assist with

locating missing people, or to provide medical supplies. Overall, managers selected less conservative options for library-related tasks but were more reluctant to adopt non-conventional options linked to first responder-related tasks. Seeking responses associated with reducing complexity is reasonable since survey participants typically were from city and county libraries and likely felt constrained by their existing administrative arrangements.

Although the main purpose of the questionnaire was to gather information about variations in perceptions of roles and the extent to which library officials were willing to deviate from conventional library roles, the data also provided insights into factors associated with such perceptions. The survey focused on factors in organizational settings such reported degree of inclusion in planning and collaboration and the degree of discretion in emergency-related decisions. Proposition #2 suggested that *the extent to which library officials perceive they have sufficient recognition by formal authorities as an important asset in disaster situations will be associated with their willingness to absorb complexity*; this expectation is based on the notion that a sense of recognition and social acceptance largely derives from degree of inclusion in emergency planning policies and collaboration. In addition, proposition #1 suggested that *the extent to which library officials report they have discretion in community-related disaster response will be associated with their willingness to absorb complexity*; both propositions emphasize the role of the organizational setting in driving perceptions.

As most of those who responded to the questionnaire were city/county library officials, the degree of inclusion was “moderate” on average and the degree of discretion was “moderate” to “high” among directors and “low” to “moderate” among managers. Although directors were divided between those who chose to ignore complexity and those who chose to absorb complexity, both groups perceived themselves as having high degrees of discretion and moderate

to high degrees of inclusion. Examining whether and how degrees of inclusion and discretion are associated with each outcome-category (ignore, reduce or absorb complexity), I found that among all managers and directors, there was a moderate sense of inclusion across all outcome-categories, low to moderate degrees of discretion among managers and moderate to high degrees among directors. This likely indicates no clear relationship between sense of inclusion and discretion with response complexity.

Combining the factors degree of inclusion and discretion with each outcome category yielded similar results. Low reported discretion (among managers) and moderate inclusion were associated with ignoring and absorbing complexity, and a moderate sense of inclusion and discretion were related to reducing complexity. Overall, it seems that organizational setting may shape reported degrees of discretion and inclusion (e.g., managers reported low to moderate discretion, directors reported high discretion, and all city/county library officials reported a moderate sense of inclusion). Nevertheless, based on survey data, discretion and inclusion are not associated with variations in participants' perspectives about the roles of libraries in disaster response. This may be because all participants are part of local government arrangement and regional and more independent libraries are not included in survey results. In addition, degree of inclusion and involvement does not provide information about sense of participants' inclusion in emergency planning. Efforts to account for variation must therefore focus also on the micro levels of analysis. Interview evidence permits further examination of the combination of both organizational and individual level factors.

6.3 Interviews

The interview data enhance understanding on variations within jurisdictions. Talking with individual library officials provided invaluable information, not only about their perspectives but also revealed emerging factors such as role identity, perceived organizational image, sense of recognition and legitimacy and perceptions of the overall emergency management environment in the region that was lacking from the survey responses. Moreover, according to the survey data, discretion and sense of inclusion did not entirely explain variation in perceptions. It provided an overall indication of the degree to which participants are included in planning and collaboration efforts whereas interviews provided an in-depth perceptions and expectation of inclusion. In addition, the interviews include a greater variety of participants from different locations and types of organizational arrangements as well as offered different perspectives about these factors. For instance, through interviews, I discovered variations in degree of discretion that derive from the differences in degree of affiliation with local government setting in addition to position title (director vs. manager). Also, I discovered that having more discretion does not necessarily mean willingness to deviate from traditional roles and sense of inclusion and legitimacy play a greater role. What follows is a discussion about the three main outcome categories along with combination of conditions (paths) related to each group (see Tables 20, 21 and 22).

Factors associated with *absorb complexity*

Five participants; two system directors and three branch managers, responded they would absorb complexity following a disaster. Four city/county libraries were represented in this group. The common combination of factors associated with this outcome-category are moderate- high degrees of discretion, moderate to high degrees of perceived inclusion and recognition, views

libraries as changing, entrepreneurial spirit, expressed sense of responsibility as public servant, and public library as a public service facility.

Table 20: Most Common Factors for Absorb Complexity

Most common factors associated with absorb complexity						Perceptions of role (N)
Present entrepreneur spirit	Expressed sense of responsibility as public servant	Perceived Image (library identity is changing)	Perceived Image (public library is a public service facility)	Report having Mandatory community service	Sense of legitimacy and Inclusion	Absorb Complexity
100%	60%	100%	60%	60%	Moderate/high (80%)	5

Factors associated with *reduce complexity*

Twelve participants responded they would reduce complexity; seven are system directors and five are branch managers. There are seven city/county libraries in this group. The most common combination of factors that are associated with this outcome is having a moderate to high degree of discretion, reporting that libraries are public spaces, being mandated to perform community service, and noting that libraries are changing.

Table 21: Most Common Factors for Reduce Complexity

Most common factors associated with reduce complexity			Perception of roles (N)
Degree of discretion	Libraries are public spaces	Mandatory community service	Reduce Complexity
Moderate-high (100%)	50%	70%	12

Factors associated with *ignore complexity*

Five participants responded they would ignore complexity; two out of the five are system directors and three branch managers. Among those two are city/county libraries. The most common combination of factors associated with this outcome are problem with resources, moderate to high degrees of discretion and low to moderate degree of perceived inclusion and recognition.

Table 22: Most Common Factors for Ignore Complexity

Most common factors associated with ignore complexity			Perception of roles (N)
Sense of legitimacy and inclusion	Degree of Discretion	Report issues with resources	Ignore Complexity
Low-moderate (5)	Moderate-high (5)	5 (100%)	5

Tables 19-22 contain the first part of this information. Reassessing the cases, however, yields a more in depth information on each group and whether the path describes them adequately. Only through close examination of individuals and groups of participants, one can understand what factors are associated with each outcome category (see Table 23 and section 6.4).

Table 23: Management Type by Common Factors, Position, Library Affiliation and Outcomes

Management type (N=22)	Most common factors associated with outcome	System directors	Branch managers	City/county libraries	Outcomes and Number
Defensive (5)	Issues with resources (100%) Discretion - moderate (40%) to high (60%) Involvement and recognition- low (80%) –moderate (20%)	2	3	2	Ignore Complexity 5

Reactive (12)	Discretion - Moderate (80%) High (15%) Inclusion – Moderate (33%) High (60%) Public library is a public service facility for the community (50%) Mandatory community service (50%) Libraries are changing (33%)	7	5	7	Reduce Complexity 12
Proactive (5)	Discretion - Moderate to High (75%) Inclusion -Moderate (80%), High (20%) Libraries are changing (100%) Entrepreneur spirit (100%) Expressed sense of responsibility as public servant (60%) Public library is a public service facility (60%)	2	3	4	Absorb Complexity 5

Next I present three distinct, if occasionally overlapping narratives, describing the different combination of conditions that help explain managers’ perceptions. Each participant I interviewed fits into one of the three types. In crafting these narratives, I attempted to tackle the following questions:

- Among managers of a specific type (proactive, reactive or defensive), can specific sequences of conditions be identified? If so, in what proportion of the managers does this order appear? Do the conditions appear to be interconnected?
- Do the paths linking conditions evidently work in the same way across all members of a given group, indicating the operation of a common mechanism or do these combinations work in different ways, and are there certain types of “recipe” respondents cannot fully account for?

6.4 Management Approaches

6.4.1 The Proactive Managers

I classified several (#5) managers and directors as proactive; these managers viewed their public libraries as being essential in disaster response. They contended that libraries should take a more proactive approach in community- related crises and disasters and if necessary, deviate from conventional roles. Different roles included libraries serving as shelters, donation sites and sites for deputy building inspectors. This reflects an orientation to thinking and acting in less – conventional ways when necessary and becoming more creative, innovative and available to the community in different capacities. “My vision is, whenever we have our emergency meetings, that question comes up and I say yes, the library could be a staging area if you wanted to, you know, bring food, and water, and ice, blankets”. (#18). The proactive manager does not always adhere to the formal missions of the organization but rather attempts to remain open to new possibilities. Mark Moore (1995) described how librarians’ imagination resulted in deploying library assets for the benefit of the community. Similarly, several managers and directors in Hampton Roads view their libraries as more than book exchange facilities and discussed a variety of possibilities for the library in its interaction with the community.

Libraries are flexible. And every community, I think the library is the heartbeat of the community anyway. So, because we are flexible, we can mold the library to fit the need—whatever that need might be. If we need to be shelter, if we need to have extended hours, if we need to be a place for people to have community meetings, to have town hall meetings. I believe that we are adaptable enough to mold ourselves to fit the need— whatever need the community has. (#19)

A proactive strategy seeks an effective match between an organization's resources and its ability to exploit those resources via innovation (Lengnick-Hall and Beck, 2005).

Of the five participants who are classified as proactive, four work in city/county libraries; two are system directors and three are managers (see Table 20). I proposed that *the way in which top library officials interpret their professional roles will be associated with their willingness to absorb complexity* (proposition # 4). All participants who chose to absorb complexity and some who chose to reduce complexity (about 30%) exhibited an entrepreneurial and public service spirit and a willingness to lead their organizations in different directions. In contrast, none of those who chose to absorb complexity have expressed such spirit. These proactive managers also indicated that libraries are adapting to new demands, even as many others still view them more conventionally. I proposed that *the way in which library officials perceive their library's image will be associated with managers' willingness to absorb complexity* (proposition # 5). All those proactive managers who chose to absorb complexity also view libraries as a changing organization. About 50% of those who chose to reduce complexity and 60% of those who chose to absorb complexity also saw libraries as public service institutions and as a local government agency.

Given that there are variations in degree of involvement in emergency-related decisions and planning, I proposed that *the extent to which top management officials perceive they have sufficient recognition by formal authorities as important assets in disaster response will be associated with library managers' willingness to absorb complexity* (proposition #2). Since most of these managers are part of local governments, they may seek to make their reported actions and practices socially desirable, that is conforming to environmental pressures to gain legitimacy and recognition (DiMaggio and Powell 1983). For instance, among those who chose to absorb

complexity (and indicated willingness to be included in collaboration and planning), all expressed moderate to high degree of sense of inclusion by the authorities and the local network whereas all those defensive managers did not.

Other factors - their view of public libraries as public service facilities and sense of responsibility as public servants – appear somewhat less relevant in explaining a more proactive approach, applying only to three of the five managers. Factors such as available resources and mandated community service also were not strongly associated with this outcome.

The combinations of conditions for proactive managers seem to work in different ways, with the conditions occurring in varying sequences. For instance, the path works the same way for three out of five respondents. They expressed an entrepreneurial spirit and responsibility as public servants and perceived that libraries are changing and that their libraries are public institutions. Two out of the three also discussed mandatory community service. Moreover, the conditions seem to be interconnected for the most part; proactive managers who view changes taking place in their libraries also expressed an entrepreneurial vision and strongly advocated utilizing an awareness campaign to recognize those changes. Such individuals noted a sense of obligation as public servants who represent public institutions. The path works for the two other branch managers in a different way. Managers expressed entrepreneurial spirit and viewed their libraries as changing; however, they did not express an obligation to engage as public servants.

6.4.2 The Reactive Managers

It is somewhat more challenging to identify possible combinations of conditions that are associated with more reactive managers as a variety of paths evidently are associated with the outcome category reduce complexity. The main themes that emerged from the interviews focused on the role of libraries in providing a supportive function in disaster response. For the most part, participants agreed that libraries ought to be adaptable and available to the community they serve in routine and non-routine situations.

Support is how I view my role. To support the local fire and police. And then, yeah, I would say support and then reactive as far as, you know, if we're called upon, and, you know, if we're—I mean, it's not a huge—it's a good-sized community... and a good portion of them are all, you know, are part time. So, I view our role as support to the communities that we serve, and responsive, you know, to those needs, and if it's a crisis, then, you know, we would respond as we were called upon. And, you know, within our capabilities. (#7)

Some managers and directors contended that libraries should be reactive rather than proactive and should be more involved in the recovery phase following a disaster. According to these respondents, recovery includes the library as a source of emotional support and a safe place, both are parts of the organization's mission. "Right now, it looks like we're more in the recovery stage. I mean, as far as call takers, during the emergency, also, but a role in the recovery phase which we did not have before, really. Beyond distributing information, but that's one of our traditional roles anyway". (#6) Participant # 8 elaborated:

I guess it's just a matter of perspective. Maybe some people just feel that's not our area, not our expertise, just let the emergency responders handle all of it. You know, but once you get into the recovery phase, I feel like it's everybody's business. Everybody should get involved somehow, because we all got to live here.

Both reactive and proactive managers expressed profound concern about the citizens in their communities and a desire to assist when possible. They see libraries as accessible, flexible and adaptable to citizens' immediate needs. The needs of the community, then, come before other potential emergency response roles of libraries, such as serving as a collection site or a warehouse. The reactive managers sought to minimize risk while maximizing the ability to respond.

So, for example, if someone said we want the library to be a collection place, to collect water, to collect blankets, to collect clothes, but there are people who need the space for shelter, or access to the internet, or access to the computers. I would rather serve the needs of the people, the immediate needs of the people, as opposed to a collection site, when a police precinct could do that, or a fire site. ...so why should we take that invaluable space, or the resources to become a warehouse? (#9)

Among the 12 reactive managers seven work in city/county libraries. A total of seven of the 12 are system directors and five are managers (see Table 17). I proposed that *the extent to which library officials have discretion in community-related disaster response will be associated with the extent to which they will be willing to absorb complexity* (proposition #1). Contrary to

the survey result, a moderate degree of discretion (90%) is associated with participants who chose to reduce complexity; about half of those were library directors

Similar to proactive managers, the path for reactive managers involves factors such as having moderate discretion and moderate to high degrees of inclusion, considering libraries as public service facilities, and discussing mandatory community service and changing libraries. Only six of the reactive managers saw libraries as public service facilities, and the remaining six reported that public libraries are changing. These participants also discussed the issue of mandatory community service, and some expressed frustration about the existence of such a requirement.

Since perceptions of roles lie along a continuum, some overlaps appear among the three managerial categories (defensive, reactive and proactive) in the factors associated with these outcomes. For instance, factors (e.g., sense of inclusion, libraries are changing, public library as a public service facility) that were associated with proactive managers also are associated with reactive managers. Reports about library mandatory community service were mostly common among reactive managers. However, discussions of the professional role of being a public servant do not seem to be associated with reactive managers. The combination of factors presents managers with moderate degree of discretion who are willing to engage in disaster response to a certain extent and within limits. They are divided over how they view their libraries, and they do not necessarily identify with their role as public servants.

Here, the path does not work in the same way across all members in the group, and the combination does not help account for all cases. For instance, only five participants discussed both mandatory community service and the view of libraries as public service facilities. These factors may depend on the extent to which the responders view libraries as public institutions

that entail mandatory community service obligations. Some different orders emerged in which the conditions in those paths occur for reactive managers who viewed their libraries as public institutions but did not discuss libraries' changing nature. Such managers had moderate degrees of discretion deriving from organizational arrangements (e.g., city/county libraries) along with some entrepreneurial ideas about the changing nature of libraries, but they expressed very little public service role identity. The reactive managers may have adequate resources to engage in response but they are constrained by administrative arrangements and a clear mandate for what is expected (Lengnick-Hall and Beck, 2005). As a result, the participants in this groups balance the strength of both proactive and defensive types of managers; they demonstrated willingness to engage in response while also maintaining core library roles and functions.

6.4.3 The Defensive Managers

Some library officials (#5) were hesitant about the idea that libraries should be involved in disaster response, claiming that they lacked the necessary expertise and training and were short of resources. "I see the library as doing more of what we always do. I don't necessarily see libraries as a place that would shelter people necessarily. A building isn't built for that. We don't have showers, we don't have kitchens, we don't—you know, we're very different from a place that would be used as a shelter. I don't know that that's a role we would play." (#1)

Defensive managers also argued that disaster response was not part of their library's professional identity, mission or responsibility. "Our community is well structured in terms of having organizations that deal with disasters. And the role of the library, the mission of the library, I don't believe extends to any active disaster relief functions." (e.g., #4, #3)

Clearly, these library officials view libraries more conventionally compared with the more proactive managers, and they did not necessarily support emergency related actions. Public service for the defensive manager is maintaining and protecting rather than changing and transforming. “I don’t want to take over. I don’t think we want to be that involved, because I think we still have other things to offer that we wouldn’t be able to if we totally immersed ourselves in emergency response.” (#3) For the defensive managers, anything that is perceived as a risk to the organization and its image is considered a threat and triggers resistance. “I definitely see as maintaining our identity as a library. I don’t think we’re equipped facility wise, expertise wise, staffing wise, to provide many of those other things that you suggested”. (#7) Individual members will be motivated to act (or not to act) on issues they believe will damage the organizational image, as their individual identity is tied to this image (Dutton and Dukerich, 1991). A clear public duty, accordingly, is not to respond to new demands, but rather to resist a new “abuse” of the public library (Moore, 1995).

For the defensive managers, control and stability are key characteristics, and therefore there is no need to search the environment for new opportunities (Mile and Show, 1978). For those respondents, other organizations, including community organizations, schools and emergency response organizations are better equipped and have larger roles in emergency response. “So, we may play a role, but there will be other community agencies that may play a greater role, or more active role depending on which area of the city you’re in, it’s not within the library per se, but more like schools, or shelters—the actual official shelters during any kind of disaster. I know you have things like Red Cross and different churches involved, and they’re trained for that kind of role. And that makes much more sense for a community”. (e.g., #2; cf. #3).

Such organizations work in collaboration with and are in a proximity to the library; hence there is little need to transform the library into something that it is not.

If we were on an island by ourselves that would make sense. If, however you've got those other institutions that are better equipped to fulfill those functions, I don't know that you necessarily need to turn the library into something that it's not naturally. You know, if you've got the fire station on this block, there's an EMS station, its right here together, it wouldn't make a whole lot of sense to bring people in for medical treatment when you've got a whole bunch of EMS people right next door. (#4)

Among the five library officials classified as defensive managers, three work in regional libraries and two in city/county. Two are system directors and three are branch managers. Key for these officials were factors such as limited resources, low sense of recognition and inclusion in emergency planning, and higher degree discretion. Such conditions might have constructed individual professional role identity and perceived organizational image; defensive managers viewed their libraries more traditionally and their professional role as librarians and public managers rather than as leaders or entrepreneurs. For the most part, this group of participants did not express factors that are associated with absorb and reduce complexity (e.g., entrepreneur spirit, vision of change, public service responsibilities). Also, the proactive managers did not express concerns about resources nor did they report being outside of a network.

I proposed that *the extent to which managers will be willing to absorb complexity depends on whether library managers perceive to have resources* (proposition #3). All participants who chose to ignore complexity and about 50% of those who chose to reduce

complexity discussed issues with financial and human resources. I also proposed that *the extent to which library officials have discretion in community-related disaster response will be associated with the extent to which they will be willing to absorb complexity* (proposition #1). All participants who chose to ignore complexity reported moderate to high degree of discretion. Contrary to my prediction (proposition # 1) participants in this category did not exercise discretion or use their autonomy to deviate from conventional library roles; rather they chose to protect the organization's mission and resist change.

Contrary to the survey results, the combination of conditions -- low sense of inclusion, moderate to high discretion and lack of resources—is associated with the response ignore complexity. For the most part, these conditions are interconnected; forces such as low sense of inclusion and greater discretion are typical characteristics of the more independent regional libraries. Most of these libraries are located in more rural areas with fewer financial and human resources less involvement in the local network.

In sum, managers' classifications ranged between engaging in more creative activities that involve exploring new opportunities and more sustaining activities that draw upon current capabilities (Lengnick-Hall and Beck, 2005). Despite discrepancies in views, most managers and directors agreed on certain functions that libraries should undertake in response to disasters (e.g., serving as information and communication hubs; acting as a facilitator, coordinator and navigator of information) and that libraries are important for their communities in times of crises such as natural disasters.

CHAPTER SEVEN: CONCLUSIONS

7.1. Overview

Recent natural disasters have prompted numerous local public service organizations including public libraries to demonstrate resilience, capacity to address pressing community needs amidst various obstacles. Such entities do not focus on disaster and emergency management in their daily operations; yet they have deep understanding of local contexts and can bring diverse expertise that emergency management authorities often find difficult to emulate. This final chapter reviews the research findings and their implications for scholarship and practice. I conclude with insights into why this is an important topic to explore and what can be done to promote a more proactive managerial approach. I also discuss the study's limitations and recommendations for future research.

7.2 Findings and Implications

Library officials have different views of the roles libraries should play in response to community-based disaster events. Although most agreed that libraries should play a supportive role in their communities when disaster strikes, they differed in the extent to which they believed libraries should be involved in disaster response. For the most part, responses reflected both more rigid and more adaptable components and included both defensive and proactive characteristics. For many, the dynamics of adjusting to environmental changes and uncertainty while managing conventional routines seemed complex. There is an inherent dilemma between seeking creativity and productivity, between trying something new and capitalizing familiar expertise.

I proposed several factors that might be associated with expressed willingness to engage in various kinds of post-disaster behavior. The immediate environment of library officials combined with how managers identified with their professional roles and the image of their organizations were related to their interpretations of their roles in disaster response. For instance, respondents had differing views about what the role of public servants entails. For more proactive managers (about 25% of total participants) public service involves adapting to changes and often acting as social entrepreneurs; exercising a personal vision and autonomy to engage in more innovative behavior. These managers also stressed the importance of being active leaders, always seeking to adapt to changes and promote, advocate and encourage awareness of libraries and their resources. More defensive managers (about 25% of total participants) in contrast, emphasized maintaining and protecting their library's roles and missions, and thus were less accepting of many innovative ideas. These managers also were more hesitant about taking on entrepreneurial roles and were less inclined to deviate from traditional roles.

Indeed, some local government agencies promote new principles and practices imported from the private sector, which often creates dual and conflicting expectations. Such organizations might be expected to adopt more of a community-orientation, which ultimately would include emergency response. At the same time, some managers continued to view libraries more traditionally and expressed resistance to these changes.

The organizational settings of libraries were associated with differences in perceptions as well. In the Hampton Roads region, public libraries are organized either as parts of the city/county governments or as regional libraries accountable to boards of trustees. Based on those arrangements, variations appeared among library officials in their reported degree of inclusion in local emergency planning and discretion in emergency-related decisions. For

instance, libraries that are part of local governments are considered city departments and are therefore expected to follow certain policies and guidelines and have less autonomy compared with regional libraries that are more independent.

The survey data contained information about the extent to which managers reported that they were included in emergency planning. Analysis indicated no clear relationships between perceived inclusion, discretion and managers' response to complexity. The interviews, however, told a somewhat different story and were important for my understanding of individual managers and directors' perceptions and expectations of inclusion. Participants saw the positive outcomes generated from their being included in the emergency network as well as the benefits their libraries derived. Phrases such as "we are part of the team" and "we are included in the network" were associated with reports about the importance of involvement and expressed willingness to engage in collaborative efforts. An organizational structure that respects the rights and dignity of the group promotes a sense of belonging and increases sense of legitimacy, worth and acceptability.

Understanding how these factors emerged and how they are connected is important for building theoretical arguments about the conditions associated with more proactive managerial approaches to disaster response. For example, proactive managers generally perceived that their supervisors included them in disaster response-related decisions, supported their decisions and activities, and valued their capacity to assist in crisis situations. These managers also identified changes in their organizations and did not resist such changes. To the contrary, they called for greater awareness and recognition of their libraries and their ability to engage in disaster response. In contrast were managers who experienced lack of involvement in decisions and planning and were more reluctant to engage in emergency response beyond conventional roles.

Although managers' expectations to be involved helped explain the different perceptions, factors such as discretion to make emergency-related decisions did not seem to play a role. Thus, expectations rather than discretion help explain a more proactive approach.

Last, resource concerns were especially acute among respondents in more rural communities. Managers in such areas reported they had less resources to act beyond their original capacity, which ultimately puts them under some pressure compared with managers who did not perceived to have problems with resources. Attempting to predict whether managers of organizations that do not routinely deal with community-based emergencies will choose to deviate from conventional roles and adopt more proactive managerial approaches entails searching for patterns in managerial behavior. I therefore propose to investigate the association of involvement of actors combined with emerging individual-managerial entrepreneurial and public service spirit.

7.3 Limitations and Recommendations for Future Research

The study has several limitations. First, I selected a designated region in Virginia to examine library officials' perceptions and projected behavior, and the findings may not be transferable to libraries in other counties and regions in Virginia or in the U.S. more generally. Some findings may be associated with local contexts such as the organizational setting or the policy environment. Generalizing findings to libraries across the country should therefore be undertaken with caution. This research, however, sought not to produce findings that are necessarily generalizable statistically, but rather to use an in-depth, case study design to generate within and cross-case findings that are meaningful for theory building (Ragin, 2004). The findings are thus a snapshot of managers' perspectives about community-based disaster response and factors that are related to such perspectives.

Second, as this study focuses on public library officials, it also would have benefited from interviewing emergency managers and civic leaders to capture their views of the roles of public libraries in natural disasters and to gain a better understanding of the overall network and policy environment. Future research should attempt to gather information from different types of organizations and individuals in given communities to capture perspectives of more actors in local emergency management networks.

Third, the sampling frame for the survey had relatively few potential respondents; the response rate, however was relatively high (60%). In addition, the respondents were skewed toward officials of city and county libraries that are nested in local governments, which was not fully representative of the broader population and may limit the generalizability of the findings. I used caution throughout when discussing potential inferences drawn from the survey data, and future research should seek larger samples to allow for more extensive statistical analysis.

Fourth, although this study examined different combinations of conditions that were associated with each outcome-category, it might have benefited from a more systematic analysis, possibly using Qualitative Comparison Analysis (QCA). Last, doing disaster research before an event is informative yet challenging. Library officials reported their perceptions and projected behavior, which may or may not be congruent with how they would act in a disaster. My results reflect their perceptions at the time of data collection, but post-event data are needed as well to examine whether and how these perceptions match with disaster reality. Disaster research calls for understanding individual and community attributes before disaster strikes. The study shows the feasibility as well as the limitations of doing this type of research. Future work using

longitudinal data, collected before and after a disaster, is necessary to more fully comprehend and predict officials' behavior.

7.4 Implications for Practice

With changing physical climates, it likely is necessary to mitigate the effects of natural disasters and to promote more proactive approaches to disaster relief and recovery. Planning to have most players and assets in place before a disaster strikes is key to effective response. Local and state government are likely to have the resources to deal with emergencies, the federal government should be able to anticipate these capabilities and incorporate them onto a national strategy. Accomplishing a more proactive approach at the system level involves defining the roles and responsibilities of local, state and federal actors to allow for explicit allocation of necessary resources and responsibilities. FEMA has recognized the importance of empowering and integrating efforts among different community actors and has established relationships and conversations about how community actors collaborate, share information and play greater roles in managing disasters (Hagar, 2014).

As the literature and this study demonstrate, local public service organizations such as libraries and other nonprofits can play greater roles in local emergency management networks. Despite attempts to become more active in disaster response, emergency management authorities rarely recognize how these organizations can more systematically and formally become engaged in planning, response and recovery or can take an active part in collaborative efforts. Local government should direct attention towards guiding officials and emergency authorities in how local actors such as libraries can assist in community-based crises and disasters.

Shedding light on libraries and other local public service organizations that do not routinely deal with emergencies, however, might not only involve inclusion in emergency planning. Predicting which local organizations will be part of the emergency network also involves understanding the differences among organizations, their adaptive capacities, and managerial perspectives. Do such entities have enough resources or autonomy to assume a new role? Do they identify (and agree) with this role? Do they view their organization as potentially performing this role? Expectations to engage in disaster planning, response and recovery ought to match managers' willingness, availability and capacity to act. To encourage a more proactive managerial approach among organizations that do not routinely deal with emergency response therefore may involve including local organizations in emergency planning, bearing in mind individual managerial attitudes and perceptions of their roles and their organizations.

References

- Albert, S., and Whetten, D. A. (1985). Organizational identity. *Research in Organizational Behavior*, 7, 263-295.
- Auer, J. C., and Lampkin, L. M. (2006). *Open and operating? An assessment of Louisiana non-profit health and human services after hurricanes Katrina and Rita*. Washington, DC: Urban Institute and the Louisiana Association of Nonprofit Organizations.
- Auf der Heide, E. (1989). *Disaster Response: Principles of Preparation and Coordination*. C.V. Mosby Company; 1st edition.
- Bellone and Goerl, (1992). Reconciling Public Entrepreneurship and Democracy. *Public Administration Review*, 52, 130-134.
- Bertot, J. C., Jaeger, P. T., Langa, L. A., & McClure, C. R. (2006). Public access computing and Internet access in public libraries: The role of public libraries in e-government and emergency situations. *First Monday*, 11(9). Available: http://www.firstmonday.org/issues/issue11_9/bertot/index.html.
- Bishop, B. W., McClure, C. R., and Mandel, L. H. (2011). E-government service roles for public libraries. *Public Libraries*, 50(3), 32-37
- Bishop, B. W., and Veil, S. R. (2013). Public libraries as post-crisis information hubs *Public Library Quarterly*, 32(1), 33-45.
- Bishop, B. W., and Veil, S.R. (2014). Opportunities and Challenges for Public Libraries to Enhance Community Resilience. *Risk Analysis* 34(4), 721-734.
- Boisot, M., and Child, J. (1999). Organizations as adaptive systems in complex environments: The case of China. *Organization Science*, 10, 237-252.
- Bozeman, B. (1987). *All Organizations are Public: Bridging Public and Private Organizational Theories*. San Francisco: Jossey-Bass.
- _____ (2007). *Public Values and Public Interest: Counterbalancing Economic Individualism*. Washington, DC: Georgetown University Press.
- Brobst, J., L. Mandel and C. McClure. (2012). Public Libraries and Crisis Management: Roles for Public Libraries in Hurricane/Disaster Preparedness and Response in *Crisis Information Management: Communication and Technologies* in edited by C. Hagar, 155-173. Oxford: Chandos
- Brouillette, J. R., and Quarantelli E. L. (1971). Types of Patterned Variation in Bureaucratic Adaptations to Organizational. *Sociological Quarterly* 41, 39-46.

Bucci S., Inserra D., Lesse J., Mayer M., Slattery, Spencer, Tubb. (2013). After Hurricane Sandy: Time to Learn and Implement the Lessons in Preparedness, Response, and Resilience <http://www.heritage.org/research/reports/2013/10/after-hurricane-sandy-time-to-learn-and-implement-the-lessons>

Burns, T., and Stalker, G. M. (1961). *The management of innovation*. London: Tavistock.

Carpenter, D. (2010). *Reputation and Power: Organizational Image and Pharmaceutical Regulation at the FDA* Princeton University Press

Cascon-Pereira R., and Hallier J. (2012). Getting that certain feeling: The role of emotions in the meaning, construction and enactment of doctor managers' identities, *British Journal of Management*, 23 (1), 130-144.

Chakravarthy, B. S. (1982). Adaptation: A promising metaphor for strategic management. *Academy of Management Review*, 7, 35-44.

Cheney, G., and Vibbert, S. L. (1987). *Corporate Discourse: Public relations and issue management*. In F. M. Jablin, L. L. Putnam, K. H. Roberts, & L. W. Porter (Eds.), *Handbook of Organizational Communication: An Interdisciplinary Perspective* 165-194. Newbury Park, CA: Sage.

Chreim, S., Williams, B. E. B., and Hinings, C. R. B. (2007). Interlevel influences on the reconstruction of professional role identity. *Academy of Management Journal*, 50(6), 1515-1539.

Christensen, T., Lægreid, P. and Rykkja, L. H. (2016), Organizing for Crisis Management: Building Governance Capacity and Legitimacy. *Public Administration Review*, 76, 887–897.

Coffey, A., and Atkinson, P. (1996). *Making sense of qualitative data: complementary research strategies*. Thousand Oaks, CA: Sage.

Comfort, L. K. (1985). Integrating Organizational Action in Emergency Management; Strategies for Change. *Public Administration Review*; Special Issue, 155-164.

Comfort, L.K. (1988). *Managing Disaster: Strategies and Policy Perspectives*. Durham, NC: Duke Univ. Press.

Comfort, L. K. (1994). Self-Organization in Complex Systems. *Journal of Public Administration Research and Theory* 4 (3), 393-410.

Creswell, J. W. (2007). *Qualitative Enquiry and Research Design: Choosing Among Five Approaches*. SAGE Publications. London

Deephouse, D. L., and M. Suchman. (2008). *Legitimacy in organizational institutionalism*. In R. Greenwood et al. (eds.), *The Sage Handbook of Organizational Institutionalism*: 49–77. Thousand Oaks, CA: Sage.

DiMaggio, P. J., and Powell, W. (1983). The Iron Cage Revisited: Institutional Isomorphism and Collective Rationality in Organizational Fields. *American Sociological Review* 48(2), 147–60.

Drabek, T. (1987). Emergent Structures in Dynes, R., DeMarchi, B. and Pelanda, C. (Eds), *Sociology of Disasters: Contribution of Sociology to Disaster Research*, Franco Angeli, Milan, Italy, 190-259.

Drabek, T., and McEntire, D.A. (2003). Emergent phenomena and the sociology of disaster: Lessons, trends and opportunities from the research literature. *Disaster Prevention and Management*, 12(2), 97-112.

Dutton, J., and Dukerich, J. (1991). Keeping an eye on the mirror: Image and identity in organizational adaptation. *Academy of Management Journal*, 34: 517– 554.

Dutton, J., Dukerich, J. and Harquail, C. (1994). *Administrative Science Quarterly* 39(2), 239-263.

Dynes, R. (1970). Organizational Involvement and Changes in Community Structure in Disaster. *American Behavioral Scientist* 13, 430–439.

Dynes, R., Tierney, K., and Fritz, C., (1994). Foreword: the emergence and importance of social organization: the contributions of E.L. Quarantelli, in: Dynes, R., Tierney, K. (Eds.), *Disasters, Collective Behavior, and Social Organization*. University of Delaware Press, Newark.

Eikenberry, A. M., Arroyave, V., Cooper, T. (2007). Administrative failure and the international NGO response to Hurricane Katrina. *Public Administration Review*, 67, 160-170.

Faia, M. A. (1979). The Vagaries of the Vignette World: A Document on Alves and Rossi, *American Journal of Sociology*, 85, 951-54.

Featherstone, R. M., Lyon, B. J., and Ruffin, A. B. (2008). Librarian's Role in Disaster Response: An Oral History Project by the National Library of Medicine. *Journal of Medical Library Association* 96 (4), 343-350.

Feldman, M. S. (2000). Organizational routines as a source of continuous change, *Organization Science*, 11, 611–629.

FEMA (2011). A Whole Community Approach to Emergency Management: Principles, Themes and Pathways to Action.

<http://www.fema.gov/library/viewRecord.do?fromSearch=fromsearch&id=4941>

FEMA (2010). *9523.3 Provision of Temporary Relocation Facilities*. <http://www.fema.gov/9500-series-policy-publications/95233-provision-temporary-relocation-facilities> (accessed 2 June 2013).

FEMA (2010). *9523.3 Provision of Temporary Relocation Facilities*.

<http://www.fema.gov/9500-series-policy-publications/95233-provision>

FEMA. (2012). *Crisis Response and Disaster Resilience 2030: Forging Strategic Action in an Age of Uncertainty*. Progress Report Highlighting the 2010-2011 Insights of the Strategic Foresight Initiative. <http://www.fema.gov/library/viewRecord.do?id=4995>

Finch, J. (1987). The Vignette Technique in Survey Research, *Sociology*, 21, 105-14.

Fombrun, C. and Shanley, M. (1990). What's in a Name? Reputation Building and Corporate Strategy *the Academy of Management Journal* 33 (2), 233-258.

Gioia, D. A, and Thomas, J. B. (1996). Identity, image and issue interpretation: Sensemaking during strategic change in academia *Administrative Science Quarterly*, 41, 370–403.

Graff, L. (2006). Volunteering and Mandatory Community Service: Choice, Incentive, Coercion, Obligation: Implications for Volunteer Program Management. Volunteer Canada

Hagar, C. (2014). *Crisis informatics*. In *Encyclopedia of Information Science and Technology* 3rd ed. Hershey, PA, 1350-1358.

Hagar, C. (2015). Strengthening community resilience efforts in disasters: exploring the roles of public libraries. *Journal of Emergency Management* May/June 13(3), 191-194.

Hamilton, R. (2011). The State Library of Louisiana and public libraries' response to hurricanes: Issues, strategies, and lessons. *Public Library Quarterly* 30(1), 40-53.

Hogg, M. A., Terry, D. J., and White, K. M. (1995). A tale of two theories: A critical comparison of identity theory with social identity theory. *Social Psychology Quarterly*, 58(4), 255–269.

Hood, C. (1991). A public management for all seasons? *Public Administration*, 69 (1) 3-19

Horton, S. (2006) The Public Service Ethos in the British Civil Service: An Historical Institutional Analysis. *Public Policy and Administration*, 21(1), 32-48.

Ibarra, H. (1999). Provisional Selves: Experimenting with Image and Identity in Professional Adaptation. *Administrative Science Quarterly*, 44: 764-791.

Jaeger, P. T., Langa, L. A., McClure, C. R., & Bertot, J. C. (2006). The 2004 and 2005 gulf coast hurricanes: evolving roles and lessons learned for public libraries in disaster preparedness and community services. *Public Library Quarterly*, 25(3/4), 199-214.

Kapucu, N. (2008). Collaborative emergency management: better community organising, better public preparedness and response. *Disasters*, 32(2), 239-262

Kapucu, N. and Van Wart, M. (2006). The evolving role of the public sector in managing catastrophic disasters: Lesson learned. *Administration & Society* 38, 279-308.

Kunda, Z. and Schwartz, S. H. (1983) Undermining intrinsic moral motivation Extremal reward and self-presentation *Journal of Personality and Social Psychology*, 45,763- 771.

Kreps, G. A. and Bosworth, S.L. (2007). Organizational Adaptation to Disaster, 297–315 in H. Rodriguez, E. L. Quarantelli, and R. R. Dynes (eds.), *Handbook of Disaster Research*. New York: Springer.

Lawrence, P. and Lorsch, J. (1967). Differentiation and integration in complex organizations. *Administrative Science Quarterly*, 12, 1–47.

Lengnick-Hall, C. A. and Beck, T. E. (2005) Adaptive Fit Versus Robust Transformation: How Organizations Respond to Environmental Change, *Journal of Management*, 31(5), 738–757.

Lievens, F., Van Hoye, G., and Anseel, F. (2007). Organizational identity and employer image: Towards a unifying framework. *British Journal of Management*, 18, 45–59.

Lingel, J. (2013). The value of community ethnography in public library crisis preparation. *Urban Library Journal*, 19 (1), 1-6.

MacQueen, K., E. McLellan-Lemal, K. Bartholow, and B. Milstein. (2008). Team-based codebook development: Structure, process, and agreement. In *Handbook for team-based qualitative research*, eds. G. Guest and K. M. MacQueen, 119–35. Lanham, MD: AltaMira

Massey, J. E. (2003). *Managing organizational images: Crisis response and legitimacy restoration*. In D. Millar and B. Heath (Eds.), *Crisis Communication: A Rhetorical Approach*, 233-246. New Jersey: Lawrence Erlbaum Associates.

Massey, J. E. (2001). Managing legitimacy: Communication strategies for organizations in crisis. *Journal of Business Communication*, 38(2), 153- 183.

Matrin, E. A. (2006), *Vignettes and Respondents for Questionnaire Design and Evaluation*, Washington DC: US Census Bureau

Meyer, J. and Rowan, B. (1991) ‘Institutionalized Organizations: Formal Structure as Myth and Ceremony’ in W. Powell and P. DiMaggio (eds) *The New Institutionalism in Organizational Analysis*, Chicago: University of Chicago Press.

Meyer, J. W. and Rowan, B. (1977). Institutional organizations: Formal structure as myth and ceremony. *American Journal of Sociology*. 83, 340-63.

Meyer, J. W. and Scott, W. R. (1983). *Organizational Environments: Ritual and Rationality*. Beverly Hills, CA: Sage.

Mileti, D.S., T.E. Drabek, and J.E., Haas. (1975). *Human Systems in Extreme Environments: A Sociological Perspective*. Boulder: Institute of Behavioral Science, University of Colorado.

- Miles, R. E., and Snow, C. C. (1978). *Organizational strategy, structure, and process*. New York: McGraw-Hill.
- Miller, S. M., Moulton S. (2013). Publicness in policy environments: A multilevel analysis of substance abuse treatment services. *Journal of Public Administration Research and Theory*.
- Moore, M. H. (1995). *Creating public value: Strategic management in government*. Boston, MA: Harvard University Press
- Moulton, S., and Bozeman, B. (2010). The Publicness of Policy Environments: An Evaluation of Subprime Mortgage Lending. *Journal of Public Administration Research and Theory*, 21 (1), 87-115.
- Murphy, L. (2007). Locating Social Capital in Resilient Community-Level Emergency Management. *National Hazards* 41, 297-315
- National Research Council of the National Academies. (2011). *Building community disaster resilience through private-public collaboration*, Washington, USA: National Academies Press.
- Neal, D.M., and Phillips, B.D. (1995). Effective Emergency Management: Reconsidering the Bureaucratic Approach. *Disasters* 19 (4) 327-337.
- Neal, D. M., and Phillips, B. D. (1988). An examination of emergent norms and emergent social structures in collective behavior situations, *Sociological Focus*, Vol. 21 No. 3, pp. 233-243.
- Overeem, P. (2005). The value of the dichotomy: Politics, administration, and the political neutrality of administration. *Administrative Theory and Praxis* 27 (2): 311-329.
- Patterson, O., Weil, F., and Patel, K. (2010). The Role of Community in Disaster Response: Conceptual Models. *Population Research and Policy Review* 29, 127-141.
- Pfeffer and Salancik. (1978) *The External Control of Organizations: A Resource Dependence Perspective*. New York: Harper and Row.
- Pratt, T., Cullen F.T., Blevins, K. R., Daigle L. and Madensen T.D. (2006). The Empirical Status of Deterrence Theory: A Meta-Analysis. In *Taking Stock: The Status of Criminological Theory*, edited by Francis T. Cullen, John Paul Wright, and Kristie R. Blevins. New Brunswick, NJ: Transaction.
- Quarantelli, E.L., and Dynes, R. (1977). Response to social crisis and disaster. *Annual Review of Sociology*, 3, 23-49.
- Quarantelli, E.L. (1983). *Emergent Behavior at the Emergency Time Periods of Disasters*. Final project report. Newark, DE: Disaster Research Center, University of Delaware.

- Quarantelli, E. L. (1985). *Organizational Behavior in Disasters and Implications for Disaster Planning*. Newark, DE, Disaster Research Center, University of Delaware.
- Quarantelli, E.L. (1988). Assessing disaster preparedness planning. *Regional Development Dialogue* 9, 48-69.
- Quarantelli, E. L. (1996). Just as a Disaster Is Not Just a Big Accident, so a Catastrophe Is Not Just a Bigger Disaster. *Journal of the American Society of Professional Emergency Planners* 3, 68–71.
- Ragin, Charles C. (1987). *The Comparative Method: Moving Beyond Qualitative and Quantitative Strategies*. Berkeley: University of California Press.
- Robinson, S. E., Eller, W. S., Gall, M., and Gerber, B. J. (2013). The Core and Periphery of Emergency Management Networks. *Public Management Review*, 15(3), 344-362.
- Saldana, J. (2016). *The Coding Manual for Qualitative Researchers*. Thousand Oaks, CA: SAGE
- Scawthorn, C., and Wenger, D. (1990). Emergency response, planning and search and rescue. HHRC Publication 11P, College Station, TX: Hazard Reduction and Recovery Center, Texas A&M University.
- Schott, C., Van Cleef D., and Steen, T. (2015). What does it mean and imply to be public service motivated? *The American Review of Public Administration* November 45 (6).
- Schein, E. H. (1992). *Organizational Culture and Leadership*. San Francisco, CA, Jossey-Bass Inc.
- Schwartz, S. J., Luyckx, K., and Vignoles, V. L. (Eds.) (2011). *Hand- book of identity theory and research*. New York, NY: Springer.
- Scott, W. R. (1991). Unpacking institutional arguments. In W. W. Powell & P. J. DiMaggio (Eds.). *The new institutionalism in organizational analysis*. Chicago: The University of Chicago Press.
- Selden, S., C., Brewer G. A., and Brundey, J.L. (1999). Reconciling Competing Values in Public Administration Understanding the Administrative Role Concept, *Administrative and Society*, 31(2).
- Simo, G., and Bies A.L. (2007). The role of nonprofits in disaster response: an expanded model of cross-sector collaboration. *Public Administration Review*. December, Special Issue, 125-142.
- Stryker, S., & Burke, P. J. (2000). The past, present, and future of an identity theory. *Social Psychology Quarterly*, 63, 284-297.

Suchman, M. C. (1995) Managing Legitimacy: Strategic and Institutional Approaches *Academy of Management Journal*, Vol. 20, No. 3, pp. 571 - 610.

Sutton, J. (2003). A complex organizational adaptation to the World Trade Center disaster: An analysis of faith-based organizations. In *Beyond September 11th: An account of post-disaster research*, ed.J. Monday, 405-28. Boulder: University of Colorado, Natural Hazards Applications and Information Research Center.

Sutton, R. I., and Staw, B. M. (1995). What theory is not. *Administrative Science Quarterly*, Vol. 40, No. 3, pp. 371-384.

Tierney, K.(2009). *Disaster Response: Research Findings and Their Implications for Resilience Measures* (Vol. 6). CARRI Research Report 6. Retrieved from www.resilientus.org/wp-content/uploads/2013/06/Tierney-20092.pdf

Trede, F., and Higgs, J. (2009). Framing research questions and writing philosophy. In J. Higgs. D. Horsfall and S. Grace (Eds.), *writing qualitative research on practice* (13-25). Rotterdam, The Netherlands: Sense.

Veil and Bishop. (2014). Opportunities and Challenges for Public Libraries to Enhance Community *Resilience Risk Analysis* 34(4).

Vita, C. J. D., & Morley, E. (2007). *Providing long-term services after major disasters*. Washington, DC: Urban Institute.

Wachtendorf, T. (2004). *Improvising 9/11: Organizational Improvisation Following the World Trade Center Disaster*. Doctoral thesis. Newark, DE: University of Colorado, Department of Sociology and Disaster Research Center.

Waugh, W. L., & Streib, G. (2006). Collaboration and leadership for effective emergency management. *Public Administration Review*, December (Special Issue), 131-14.

Webb, Gary R. (1998). *Role Enactment in Disaster: Reconciling Structuralist and Interactionist Conceptions of Role*. Newark, DE: Disaster Research Center, University of Delaware.

Weick, K. E. (1995). *Sensemaking in Organizations*. Thousand Oaks, CA: Sage.

Weller, J. and Quarantelli, H. (1973). Neglected Characteristics of Collective Behavior. *American Journal of Sociology*. 79, 665-685.

Wenger, D. E. (1992). *Emergent and Volunteer Behavior during Disaster: Research Findings and Planning Implications: HRRC Publications*. College Station, TX: Hazard Reduction and Recovery Center, Texas A&M University.

Wilson, Woodrow. (1887). The Study of Administration. *Political Science Quarterly* 2, 197- 222

Zach, L. (2011). "What Do I Do in an Emergency? The Role of Public Libraries in Providing Information during Times of Crisis." *Science & Technology Libraries* 30: 404-413.

APPENDIX A: IRB APPROVAL LETTER

Office of Research Compliance
Institutional Review Board
North End Center, Suite 4120, Virginia Tech 300 Turner Street NW
Blacksburg, Virginia 24061 540/231-4606 Fax 540/231-0959
email irb@vt.edu
website <http://www.irb.vt.edu>

MEMORANDUM

DATE: APRIL 6, 2017

TO: Karen Hult, Michal Linder-Zarankin

FROM: Virginia Tech Institutional Review Board (FWA00000572, expires January 29, 2021)

PROTOCOL TITLE: Lost in the Hazard Cycle: Public Libraries and Disaster Response within the Current Emergency Management Paradigm

IRB NUMBER: 16-011

Effective April 6, 2017, the Virginia Tech Institution Review Board (IRB) Chair, David M Moore, approved the Continuing Review request for the above-mentioned research protocol.

This approval provides permission to begin the human subject activities outlined in the IRB-approved protocol and supporting documents.

Plans to deviate from the approved protocol and/or supporting documents must be submitted to the IRB as an amendment request and approved by the IRB prior to the implementation of any changes, regardless of how minor, except where necessary to eliminate apparent immediate hazards to the subjects. Report within 5 business days to the IRB any injuries or other unanticipated or adverse events involving risks or harms to human research subjects or others.

All investigators (listed above) are required to comply with the researcher requirements outlined at: <http://www.irb.vt.edu/pages/responsibilities.htm>

(Please review responsibilities before the commencement of your research.)

PROTOCOL INFORMATION:

Approved As:	Expedited, under 45 CFR 46.110 category(ies) 5,6,7
Protocol Approval Date:	April 26, 2017
Protocol Expiration Date:	April 25, 2018
Continuing Review Due Date*:	April 11, 2018

*Date a Continuing Review application is due to the IRB office if human subject activities covered under this protocol, including data analysis, are to continue beyond the Protocol Expiration Date.

FEDERALLY FUNDED RESEARCH REQUIREMENTS:

Per federal regulations, 45 CFR 46.103(f), the IRB is required to compare all federally funded grant proposals/work statements to the IRB protocol(s) which cover the human research activities included in the proposal / work statement before funds are released. Note that this requirement does not apply to Exempt and Interim IRB protocols, or grants for which VT is not the primary awardee.

APPENDIX B: CONSENT FORM (SURVEY)

VIRGINIA POLYTECHNIC INSTITUTE AND STATE UNIVERSITY

Informed Consent for Participants in Research Projects Involving Human Subjects

Title of Project: Public Libraries and Disaster Response within the Current Emergency Management Paradigm

Investigators:

Karen Hult, PhD; Principal Investigator khult@vt.edu/540-231-5242

Michal Linder Zarankin; Co- Investigator michall@vt.edu/540-577-4259

Purpose of this Research Project

The general purpose of this study is to enhance understanding of the role of public libraries in disasters. The study will examine library systems and branches in the Hampton Roads region of Virginia. The results of the survey may be used in a dissertation and published in journal articles.

Procedures

Should you agree to participate, you will be directed to to answer an online short survey questions. By completing the questionnaire individuals consent to their participation in that portion of the study. This study also involves semi-structured interviews with selected library managers, library system directors and local emergency managers. If interested in participating in an interview, the interviews will last about 45 minutes and will take place in person or via telephone or other electronic means, if in-person interviews are not feasible.

Risk

The emotional, physical, social, and dignity-related risks associated with participating in this research are mostly equal to the risks associated with the day-to-day activities of individual participants. Questions focus on the perceptions of individuals with respect to their work organizations' actions and their individuals' roles in those organizations

Benefits

By participating in this research, you may help the investigators develop a more robust understanding of the different perceptions of library managers with regard to the role of libraries in natural disasters. The study will also be useful to educate residents and evacuees about the extent to which they can rely on their public library for disaster preparation and recovery services. The study will also inform local emergency authority, local government leaders and nonprofits and businesses about the extent to which public libraries play a role in the local emergency management network.

No other promise or guarantee of benefits has been made to encourage you to participate.

Extent of Confidentiality

The data will be collected confidentially, will be used and stored in a confidential manner and only the investigators will have access to the data. At no time will the investigators release identifiable results of the study without your written consent to anyone other than individuals working on the project.

The Virginia Tech (VT) Institutional Review Board (IRB) may view the study's data for auditing purposes. The IRB is responsible for the oversight of the protection of human subjects involved in research.

Compensation

There will be no compensation for participation in this study.

Freedom to Withdraw

It is important for you to know that you are free to withdraw from this study at any time without penalty. You are free not to answer any questions that you choose or respond to what is being asked of you without penalty.

Please note that there may be circumstances under which the investigator may determine that a participant should not continue.

Questions or Concerns

Should you have any questions about this study, you may contact one of the research investigators whose contact information is included at the beginning of this document.

Should you have any questions or concerns about the study's conduct or your rights as a research subject, or need to report a research-related injury or event, please contact the following: David M. Moore, Chair, Virginia Tech Institutional Review Board for the Protection of Human Subjects Telephone/e-mail: [540-231-4991](tel:540-231-4991)/moored@vt.edu

I have reviewed the Consent Form and description of this project. I hereby acknowledge the above and give my voluntary consent. A copy of this document has been provided to me to keep for reference purposes. (Please confirm by clicking "I have read the attached consent form and agree to participate in this research" below).

APPENDIX C: SURVEY QUESTIONS (MANAGERS)

Q1 What governing entity directly supervises your role as a branch manager?

- Library system (1)
- County (2)
- Board (3)
- Other (4) _____

Q2 How long have you been working in your current position?

- Less than one year (1)
- Between one and five years (2)
- Between six and 10 years (3)
- More than 10 years (4)

Q3 How many full time employees are currently working in your library?

- Less than 10 (1)
- Between 10 and 20 (2)
- More than 20 (3)

Q4 How much discretion do you have in making decisions regarding daily routine operations related to your library branch?

- A little (1)
- A moderate amount (2)
- A great deal (3)

Q5 Below is a hypothetical scenario followed by several questions: Imagine a 4.5 magnitude hurricane takes place in your community. It does a great deal of damage: breaks trees, causes major property damage, and cuts electricity for about 80% of the residents in the area. You and your closest relatives are safe. Upon inspection, you discover that your library facility is largely undamaged and there is power and air conditioning in the facility. However, a large part of the community still has no power. How do you think your library branch should act? Please rank each of the following options in order with # 1 being the best and # 4 being the least

- _____ The library should remain open for a short period (3-4 hours) after the disaster takes place (1)
- _____ The library should remain open for extended hours of operation after the disaster takes place (2)
- _____ The library should remain closed after the disaster takes place (3)
- _____ The library should stay open for normal hours of operation (4)

Q6 The library branch remains open. How do you think your library should act? Please rank each of the following options in order with # 1 being the best and # 5 being the least

- _____ The library should reach out to people (by phone or on foot) to let them know that the branch is open and has power
- _____ The library should continue routine daily activities (1)
- _____ The library should contact volunteers and ask for additional assistance (2)
- _____ The library should send bookmobiles to evacuee shelters (3)
- _____ The library should assist with locating missing people (4)

Q7 Now, imagine many people affected by the hurricane start to gather in the branch throughout the day. How do you think your library should act? Please rank each of the following options in order with #1 being the best and # 4 being the least

_____ The library should provide regular activities for children and youth following the disaster (e.g., movies, games, story-time) (1)

_____ The library should serve as a liaison point for emergency management agencies and community residents (2)

_____ The library should coordinate donation activities in the library facility (e.g., food, clothing, money) (3)

_____ The library should provide services for displaced adults and children (4)

Q8 The library facility is now fully occupied with people of all ages. How do you think your library should act? Please rank each of the following options in order with #1 being the best and # 4 being the least

_____ The library should assist with completion of FEMA and insurance forms (1)

_____ The library should contact local emergency services to bring medical supply to the library (2)

_____ The library should turn into an emergency operation center (3)

_____ The library should provide Internet access and communication services (4)

Q9 Please respond to each of the following: In your current position as a library manager, have you experienced an event of natural disaster (of any type and magnitude) in the past?

Yes (1)

No (2)

Q10 If so, to what extent was your branch involved in the disaster response?

Provided basic library functions (1)

Provided library functions but also emergency response activities (2)

Provided more emergency response activities and less library functions (3)

Library was closed (4)

Other (5) _____

Q11 In the event of an emergency, how much discretion do you have with regard to library-related emergency response activities (e.g., open the branches immediately following the disaster, offering additional activities).

None at all (1)

A little (3)

A moderate amount (4)

A lot (5)

Q12 In the event of an emergency, how much discretion do you have with regard to emergency first-response activities (e.g., coordinate donation activities, become an emergency operation center)

None at all (2)

A little (3)

A moderate amount (4)

A lot (5)

Q13 What is your view on the role of public libraries in the disaster planning phase?

- Libraries should become fully integrated in the overall network of emergency response and work on building relationship with emergency management organizations (e.g., attending meetings with emergency management agencies) (1)
- Libraries should offer to display and distribute general information about disaster preparedness but should not become fully integrated in the emergency management network (2)
- Libraries should focus on conventional library roles, responsibilities and activities and should not focus on building relationships with emergency management authorities (3)

Q14 Please respond to each of the following: Is your library included in the Commonwealth of Virginia Emergency Operations Plan or other emergency response plan, as relates to assisting the community?

- Yes (1)
- Maybe (2)
- No (3)
- Other (4) _____

Q15 Do you have any community emergency-related roles and responsibilities (formal or informal)?

- Yes (1)
- No (2)
- Other (3) _____

Q16 Does your library participate regularly in community emergency response activities (e.g., drills, training)?

- Yes (1)
- No (2)
- Other (3) _____

Q17 Do you have a pre-arranged list of volunteers you can call in emergency situations?

- Yes (1)
- No (2)

Q18 What is the nature of your interaction with local Emergency Operation Centers or recovery organizations (Red Cross or volunteer organizations)?

- Educational programs (1)
- Ongoing services (2)
- Informal/personal relationship (3)
- Community disaster planning (4)
- No interaction (5)
- Other (6) _____

Q19 Do you maintain a working relationship with a local emergency manager?

- Yes (1)
- No (2)

If No Is Selected, Then Skip to: Do your libraries distribute regular...

Q20 Please rate the frequency of interaction with the emergency manager whom you indicated you maintain a relationship.

- Low frequency (once or twice a year) (1)
- Moderate frequency (3-4 times a year) (2)
- High frequency (between once a week to once a month) (3)

Q21 Does your library distribute regularly updated information in a form of print material and electronic media about community disaster preparedness?

- Yes, almost always (1)
- Yes, on occasion (2)
- No (3)

Q22 How important are the following items to directors and supervisors in your library system?

	Not at all important (2)	Slightly important (3)	Moderately important (4)	Very important (7)	Extremely important (5)
Meeting the needs of citizens (1)	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Serving all citizens (2)	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Working with community leaders (3)	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Citizen participation in decision making (4)	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

Q15 How important are the following items to directors and supervisors in your library system?

	Not at all important (1)	Slightly important (2)	Moderately important (3)	Very important (4)	Extremely important (5)
Accountability to the governing board (1)	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Providing openness and transparency to the public (2)	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Cutting cost (3)	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

Q25 Please share comments or suggestions about to the role of your library in disaster response and planning.

APPENDIX D: SURVEY QUESTIONS - DIRECTORS

Library Directors - Hampton Roads

Q1 What governing entity is responsible for the control and management of your library system?

- City/town government (1)
- County (5)
- Board (2)
- Other (4) _____

Q2 How long have you been working in your current position?

- Less than one year (1)
- Between one and five years (2)
- between six and 10 years (3)
- More than 10 years (4)

Q3 How many full time employees are currently working in your library system?

- Less than 20 (1)
- Between 20 and 50 (2)
- More than 50 (3)

Q4 What is the approximate annual budget of the library system?

- Less than \$1 M (1)
- \$1 M - \$3 M (2)
- \$3 M- \$5 M (3)
- Over \$5 M (4)

Q5 How much discretion do you have in making decisions regarding daily routine operations related to your library system?

- A little (2)
- A moderate amount (3)
- A great deal (4)

Below is a hypothetical scenario followed by several questions: Imagine a 4.5 magnitude hurricane takes place in your community. It does a great deal of damage: breaks trees, causes major property damage, and cuts electricity for about 80% of the residents in the area. You and your closest relatives are safe. Upon inspection, you discover that library facilities are largely undamaged and there is power and air conditioning in the facilities. However, a large part of the community still has no power. How do you think your library branches should act? Please rank each of the following options in order with # 1 being the best and # 4 being the least

- _____ Libraries should remain open for a short period (3-4 hours) after the disaster takes place (1)
- _____ Libraries should remain open for extended hours of operation after the disaster takes place (3)
- _____ Libraries should remain closed after the disaster takes place (2)
- _____ Libraries should stay open for normal hours of operation (8)

If Libraries should remain close... Is Equal to 1, Then Skip to: Please respond to each of the following...

Q7 Library branches remain open. How do you think your library branches should act? Please rank each of the following options in order with # 1 being the best and # 5 being the least

_____ Libraries should reach out to people (by phone or on foot) to let them know that the branch is open and has power (1)

_____ Libraries should continue routine daily activities (2)

_____ Libraries should contact volunteers and ask for additional assistance (3)

_____ Libraries should send bookmobiles to evacuee shelters (7)

_____ Libraries should assist with locating missing people (8)

Q8 Now, imagine many people affected by the hurricane start to gather in the branches throughout the day. How do you think your library branches should act? Please rank each of the following options in order with #1 being the best and # 4 being the least

_____ Libraries should provide regular activities for children and youth following the disaster (e.g., movies, games, story-time) (1)

_____ Libraries should serve as a liaison point for emergency management agencies and community residents (6)

_____ Libraries should coordinate donation activities in the library facility (e.g., food, clothing, money) (10)

_____ Libraries should provide services for displaced adults and children (11)

Q9 Library facilities are now fully occupied with people of all ages. How do you think the branches should act? Please rank each of the following options in order with #1 being the best and # 4 being the least

_____ Libraries should assist with completion of FEMA and insurance forms (2)

_____ The library should provide Internet access and communication services (4)

_____ Libraries should contact local emergency services to bring medical supplies to the library (5)

_____ Libraries should turn into an emergency operation center (1)

Q10 Please respond to each of the following: In your current position as a library director, have you experienced an event of natural disaster (of any type and magnitude) in the past?

- Yes (1)
- No (2)

Q11 If so, to what extent were your branches involved in the disaster response?

- Provided basic library functions (1)
- Provided library functions but also emergency response activities (2)
- Provided more emergency response activities and less library functions (3)
- Most or all libraries were closed (4)
- Other (5) _____

Q12 In the event of an emergency, how much discretion do you have with regard to library-related emergency response activities (e.g., open the branches immediately following the disaster, offering additional activities).

- None at all (1)
- A little (2)
- A moderate amount (3)
- A great deal (4)

Q13 In the event of an emergency, how much discretion do you have with regard to emergency first-response activities (e.g., coordinate donation activities, become an emergency operation center)

- None at all (1)
- A little (2)
- A moderate amount (3)
- A great deal (4)

Q14 What is your view of the role of public libraries in the disaster planning phase?

- Libraries should become fully integrated in the overall network of emergency response and work on building relationship with emergency management organizations (e.g., attending meetings with emergency management agencies) (1)
- Libraries should offer to display and distribute general information about disaster preparedness but should not become fully integrated in the emergency management network (2)
- Libraries should focus on conventional library roles, responsibilities and activities and should not focus on building relationships with emergency management authorities (3)
- Other (5) _____

Q15 Please respond to each of the following: Are your libraries included in the Commonwealth of Virginia Emergency Operations Plan or other emergency response plan, as relates to assisting the community?

1. Yes (1)
2. No (2)
3. I am not sure (3)
4. Other (4) _____

Q16 Do you have any community emergency-related roles and responsibilities (formal or informal)?

- Yes (1)
- No (2)
- Other (3) _____

Q17 Do your libraries participate regularly in community emergency response activities (e.g., drills, training)?

- Yes (1)
- No (2)

Q18 Do you have a pre-arranged list of volunteers you can call in emergency situations?

- Yes (23)
- No (24)

Q19 What is the nature of your interaction with local Emergency Operation Centers or recovery organizations (Red Cross or volunteer organizations)?

5. Educational programs (1)
6. Ongoing services (2)
7. Informal/personal relationship (3)
8. Community disaster planning (5)
9. No interaction (7)
10. Other (4) _____

Q20 Do you maintain a working relationship with a local emergency manager?

- Yes (1)
- No (2)

If No Is Selected, Then Skip to: Do your libraries distribute regularly...

Q21 Please rate the frequency of interaction with the emergency manager whom you indicated you maintain a relationship

- Low frequency (once or twice a year) (1)
- Moderate frequency (3-4 times a year) (2)
- High frequency (between once a week to once a month) (3)

Q22 How would you rate the overall quality of your working relationship with the emergency manager whom you indicated you maintain a relationship

- Willingness to freely share relevant information with your library upon request (1)
- Acting as a partner and willing to take your library into full consideration when making emergency-related decisions (2)
- Other (3) _____

Q23 Do your libraries distribute regularly updated information in a form of print material and electronic media about community disaster preparedness?

- Yes, almost always (2)
- Yes, on occasion (4)
- No (3)

Q24 How important are the following items to you?

	Not at all important (1)	Slightly important (2)	Moderately important (3)	Very important (4)	Extremely important (5)
Meeting the needs of citizens (1)	•	•	•	•	•
Serving all citizens (2)	•	•	•	•	•
Working with community leaders (3)	•	•	•	•	•
Citizen participation in decision making (4)	•	•	•	•	•

Q25 How important are the following items to you?

	Not at all important (1)	Slightly important (2)	Moderately important (3)	Very important (4)	Extremely important (5)
Accountability to the governing board (1)	•	•	•	•	•
Providing openness and transparency to the public (2)	•	•	•	•	•
Cutting cost (3)	•	•	•	•	•

Q26 Please share comments or suggestions about the role of your libraries in disaster response and planning.

APPENDIX E: CONSENT FORM- INTERVIEWS

VIRGINIA POLYTECHNIC INSTITUTE AND STATE UNIVERSITY Informed Consent for Participants in Research Projects Involving Human Subjects

Title of Project: Lost in the Hazard Cycle: Public Libraries and Disaster Response within the Current Emergency Management Paradigm

Investigators:

Karen Hult, PhD; Principle Investigator hult@vt.edu/540-231-5242

Michal Linder Zarankin; Co- Investigator michall@vt.edu/540-577-4259

I. Purpose of this Research Project

Public libraries in the U.S. have demonstrated significant roles in responding to natural disasters (e.g., Hurricanes Irene and Sandy, tornadoes in Joplin, Missouri and Tuscaloosa, Alabama). Although many libraries rise to the challenge in response to natural disasters, their efforts have not always been recognized or used effectively by emergency authorities. The general purpose of this study is to enhance understanding about public libraries' managers' perspectives on their responsibilities toward their communities in disaster, drawing upon data from individual managers operating in a "pre-disaster" environments. To explore these questions, the study explores characteristics of the organizational and policy community surrounding about 60 libraries branches in the Hampton Roads region of Virginia, an area prone to, but lacking recent major disaster experience.

II. Procedures

Should you agree to participate, you will be asked to answer survey questions. In addition, the qualitative portion of this study involves semi-structured interviews with library managers. By completing the questionnaire, individuals consent to their participation in that portion of the study. The interviews will last between 45 minutes to one hour and take place in person whenever possible and via telephone or other electronic means if in-person interviews are not feasible. The researchers and interviewees will jointly determine a mutually-agreeable interview date, time, and location. The focus of the interviews will be shaped in large part by information participants provided in their questionnaire responses.

With your permission, this interview will be digitally recorded for later transcription. Transcripts will be provided to you before analysis to verify accuracy and offer an opportunity to clarify meaning, if necessary.

At your request, the recording will be destroyed upon your validation of the recording's transcript. Otherwise, the recording will be destroyed within 5 years of the interview date. Interview transcripts will be kept unless their destruction is specifically requested at the conclusion of the current dissertation research.

111. Risks

The emotional, physical, social, and dignity-related risks associated with participating in this research are mostly equal to the risks associated with the day-to-day activities of individual participants. Questions will be focused on perceptions of organizations' actions and individuals' particular roles in those

organizations

IV. Benefits

By participating in this research, you may help the investigators develop a more robust understanding about the different perceptions of library managers with regard to the role of libraries in natural disasters. The study will also be useful to educate residents and evacuees as to the extent to which they can rely on their public library for disaster preparation and recovery services. It will also inform local emergency responders, local government leadership and nonprofits and businesses about whether or not public libraries play a role in the local emergency management network.

No other promise or guarantee of benefits has been made to encourage you to participate.

V. Extent of Anonymity and Confidentiality

The data will be collected anonymously and will not include information that identifies you such as name or specific information about your library. The data will be used and stored in a confidential manner and only I will have access to the data. At no time will I release identifiable results of the study to anyone other than individuals working on the project without your written consent.

The Virginia Tech (VT) Institutional Review Board (IRB) may view the study's data for auditing purposes. The IRB is responsible for the oversight of the protection of human subjects involved in research.

VI. Compensation

There will be no compensation for participation in this study.

VII. Freedom to Withdraw

It is important for you to know that you are free to withdraw from this study at any time without penalty. You are free not to answer any questions that you choose or respond to what is being asked of you without penalty.

Please note that there may be circumstances under which the investigator may determine that a subject should not continue as a subject.

Should you withdraw or otherwise discontinue participation, you will be compensated for the portion of the project completed in accordance with the Compensation section of this document.

VIII. Questions or Concerns

Should you have any questions about this study, you may contact one of the research investigators whose contact information is included at the beginning of this document.

Should you have any questions or concerns about the study's conduct or your rights as a research subject, or need to report a research-related injury or event, you may contact the VT IRB Chair, Dr. David M. Moore at moored@vt.edu or (540) 231-4991.

IX. Subject's Consent

I have read the Consent Form and conditions of this project. I have had all my questions answered. I

hereby acknowledge the above and give my voluntary consent:

_____ Date _____
Subject signature

Subject printed name

(Note: each subject must be provided a copy of this form. In addition, the IRB office may stamp its approval on the consent document(s) you submit and return the stamped version to you for use in consenting subjects; therefore, ensure each consent document you submit is ready to be read and signed by subjects.)

APPENDIX F: INTERVIEW QUESTIONS

Thank you for taking the time to meet with me today. Your thorough, honest participation will contribute to a better understanding of this project. Although I have some structured questions I would like to ask you, I may ask unscripted questions to aid in the flow of our discussion. Feel free to add information at any time. Let’s get started...

1.	<u>Organizational Structure</u>	
1.1	What governing entity is responsible for the control and management of your library/ library system?	City/county/independent city/library system/Board
1.2	Can you describe your role in the community?	What populations you serve? Socio-economic status What geographic area you serve?

2.	<u>Disaster and Organizational Role</u>	
2.1	Thinking about your community as a whole, what capacities do you think would be beneficial during disaster response and recovery?	Economic resources, Organizational resources, Social resources Emotional
2.2	Has your library/libraries considered incorporating disaster preparedness or response/ recovery into your organizational operations?	Do you reach out to your population about preparedness activities? How so? How has your population responded to the disaster information you provide?

3.	<u>Role in Response</u>	
3.1	In the event of an emergency, how do you think your library/libraries should response in terms of the populations you serve?	What role do you think your library could play in terms of disaster? <ul style="list-style-type: none"> - As a public library (no change) - As a public library that provides additional library services and activities for the community? - As a public library that provides also first responder types of services (in addition/ in lieu of library-related services)? Please list actions and/or functions you believe your library should execute following a natural disaster (e.g., earth quake, flood, hurricane), in relation to serving the surrounding community.
3.2	<i>Why do you think that?</i>	

4.	Role in Planning	
4.1	How do you view the role of public libraries in the disaster-planning phase?	<p>Libraries should become fully integrated in the overall network of emergency response and work on building relationship with emergency management organizations (e.g., attending meetings with emergency management agencies)</p> <p>Libraries should offer to display and distribute general information about disaster preparedness <u>but should not</u> become fully integrated in the emergency</p> <p>Libraries should focus on conventional library roles, responsibilities and activities and <u>should not focus on building</u> relationships with emergency management authorities</p>
4.2	<u>Why do you think that?</u>	
4.3	<u>Are you part of the decision-making process?</u>	
4.4	<u>Part of the network?</u>	

5.	Discretion/autonomy in Routine Activities	
5.1	I would like to learn more about the decision-making process of library leaders in emergency situations. Could you please tell me how much discretion do you have regarding emergency response decisions and activities?	<p>About <u>library-related types of activities</u> (e.g., offer additional library activities and services, send book mobile to shelters)?</p> <p>About <u>first-responder types of activities</u>? (e.g., coordinate donation activities, help locating missing people, become an emergency operation center)?</p>

6.	Experience	
6.1	In your role as manager/director, has your library responded in the past to disasters that affected population you serve?	
6.2	If yes, how did your library/library system respond?	<ul style="list-style-type: none"> - Provided basic library functions - Provided library functions but also emergency response activities - Provided more emergency response activities and less library functions - Most or all libraries were closed

7.	<u>Inclusion and Involvement</u>	
	In the next set of questions, I seek to learn more about how included and involved public libraries are in disaster preparedness in your community.	- Are your libraries included in the Commonwealth of Virginia Emergency Operations Plan or other emergency response plan, as relates to assisting the community?
7.1	<u>Could you please share more about how engaged is your library/library system in local emergency management services and activities?</u>	- Do you have any community emergency related roles and responsibilities (formal or informal)?
7.2	<u>Are you satisfied with current arrangement/degree of involvement? (Would you like to do more/less as a library)</u>	- Do your libraries participate regularly in community emergency response activities (e.g., drills, training)?

<u>8</u>	<u>Collaboration</u>	
8.1	Do you have a relationship with local Emergency Operation Centers or recovery organizations? (Red Cross or volunteer organizations) (If yes) , what is that nature of your interaction with these local Emergency Operation Centers? (E.g., educational, informal, community disaster planning).	How these collaborations look like? How often are you in contact? How do these collaborations get started? Are these collaborations based in organizational policy or through individual initiative? (Has collaboration with these organizations changed your approach to preparing for disasters?)
8.2a	(If yes) , what is that nature of your interaction with these local Emergency Operation Centers? (E.g., educational, informal, community disaster planning).	
8.2b	(If no) would you be interested in forming such relationship? Is that important in your view?	
8.3	Do you have a working relationship with a local emergency manager?	How often are you in contact? How do these collaborations get started? Are these collaborations based in organizational policy or through individual initiative? (Has collaboration with these organizations changed your approach to preparing for disasters?)

8.4	(If no) would you be interested in forming such relationship? Is that important in your view?	
8.5	Overall, would you think that your library actions in disaster would be desirable or appropriate?	
8.6	Overall, would you wish you could have your library more involved (as FR)? Why?	

Thank you for your time today. Your responses will help me tremendously in my research. If you think of anything else you would like to add, please feel free to call or email me. Otherwise, I will be back in touch once I have completed the transcript for your interview. Have a great day!

Other potential questions to include...

1. Can I contact you later if I realize I need more information with regards to...?
2. Is there anyone else you think I should talk to with regards to...?

APPENDIX G: CODES

Role of Libraries in Emergency Response

- Libraries serve as a supportive role for the community
 - o Shift for recovery
 - o Libraries are adaptable to the needs of the people
 - o Reactive rather than proactive
- Libraries should be more proactive and take on non-conventional roles
- Libraries should not act outside conventional library role
 - o Other organizations need to do the task; it's not part of library mission
 - o Problems of lack of expertise, resources and personnel

- Conventional library roles and functions in disaster response
 - o Shelter cooling and heating space
 - o Information, communication and electricity
 - o Facilitator and coordinator and information navigator
 - o Distributions point
 - o Donation center
 - o Meeting space for emergency organizations

Perceived Organizational Image and Identity

- Libraries are viewed as a city agency
- Perceived library identity is changing
 - o Libraries need to enhance awareness
- Libraries are flexible and adaptable to changes
- Libraries are not recognized enough / Lack of awareness
- Libraries are still viewed by the authorities and community in traditional forms (e.g., book exchange, study and quiet)
- Libraries care about how they are perceived by the community
 - o Relationship with community matters
 - o Libraries are involved in their communities
 - o Communities consider their libraries in high regard
- Libraries are viewed by the authorities and community as a source of information, shelter and resources in emergency situations
 - o Libraries are viewed at the periphery

Perceived Professional Role Identity

- Top management identify themselves as public servants and city employees in addition to public library employees
- Managers as entrepreneurs
 - o Library leadership needs to be proactive and adaptive
- Library employees as emergency responders
 - o Mandatory voluntarism (training and responsibilities)
 - o Frustration about mandatory emergency response duties

Degree of Involvement and Inclusion in Planning and Collaboration

- Current degree of involvement in planning
 - o Public libraries are included in the periphery
- Preferred degree of involvement in planning
 - o Libraries should be more involved
- Current state of collaboration
 - o Collaboration with emergency management organizations and FEMA
 - o Collaboration with community organizations
 - o Collaboration with the city and county
- Preferred state of collaboration
 - o Collaboration matters
 - o Relationship with community and city actors matters
- Challenges of collaboration
- Sense of overall recognition and inclusion
 - o Libraries are part of the team
 - o Lack of recognition and legitimacy

Organizational arrangement and discretion

- City/regional differences

Resources

- Issues with human and financial resources
 - o Shortage in resources as a barrier to emergency response

APPENDIX H: CODES, DATUM SUPPORTING AND INTERPRETATION

Perceived Professional Role Identity

Category / Theme	Datum Supporting the Code/ Theme (1)	Datum Supporting the Code/ Theme (2)	Interpretive Summary
Managers as entrepreneurs / change agents	“It’s my philosophy that the library is—should be a resource, not just traditional library services, but a resource for their community. And because we’re part of the overall county government, and we should all work together. Where—and I’ll add a little caveat to that, is that, my predecessor didn’t think that was the case. Was of the, we’re a library and should only do books.”	“So it starts with leadership. If you have a director who is on the cutting edge, and is able to articulate what the 21 st century library is, there’s a lot of explaining that has to be done to people.	Managers seek to adapt to changes, they perceive themselves as leaders, entrepreneurs and change agents
Top management identify themselves as public servants in addition to public library employees	“I think we need to do, we need to play a role, so we can’t just say no—because we’re part of the community, we’re part of county government. So for *** anyway, all employees are—we’re expected, it’s part of our duty, it’s our job to be first responders in whatever capacity we can be...”	“I think if there are other institutions to pick up those other services, our role shifts to what—how else can we enrich people’s lives in a time where they may not have enrichment in other places. So depending on the scale, you shift that need. But if everything else is done, we should provide any and every service we can, because we’re a conduit of city services, and library services. “	Managers identify with their public service role

<p>Mandatory community services</p>	<p>“Well you know when you take the job that that’s a part of the responsibility. Just like if the alarm goes off in this building at 3 o’clock in the morning, I’m contacted.”</p>	<p>“So in the city, everybody is divided into an alpha 1 and an alpha 2. So theoretically, I could be called to go hands on for any assistance with any city director, because I’m an alpha 1.”</p>	<p>Top Management plays a role in emergency planning and response</p>
<p>Frustration about mandatory emergency response duties</p>	<p>“Well, to be honest, that’s what I got my degree in. that’s what I signed up for. Um, when I got my position, I had no idea that I’d be, you know, required to—required to be at the top floor of our city hall with a hurricane coming. As I—I’ve done that—I’ve had to do that a couple times by now, where they say, you kind of have to be here and they, you know, we’ll send a—we’ll send an emergency vehicle to come pick you up from home if you don’t feel comfortable driving. You know, it’s just not something that I kind of signed up for. But I understand why they need people there, doing these things. And it’s not like their throwing us in, kind of cold turkey. They have given us emergency management training, so you know, it’s just I’d prefer to be doing my—“</p>	<p>“the staff—this is a very stressful time for staff members—am I going to have to work in a shelter with members of the public. I don’t know who they are, where I’m going to have to sleep, how am I going to eat, and what am I going to do with my family, where am I going to park…”</p>	<p>Managers expresses their frustration, which ultimately shape their perceptions about their roles in the process of response</p>

Perceived Organizational Image

Category / Theme	Datum Supporting the Code/ Theme	Datum Supporting the Code/ Theme	Interpretive Summary
Libraries are viewed as a city agency	“But you know, that’s also something that I’ve been saying for the past year, that the—you know, the staff has to understand, that we are all the city. We’re not just okay, I work in the library and that’s it. And I know that there are people who are just, okay, they’re going to do their job and go home, and that’s it. But you know, the public sees us as the city, we are the city.”	“ And I think that’s a common feeling of people who work in libraries. We get into it because we’re helpers. But I think it’s our responsibility as a city agency, I think it is a responsibility as a public institution, that we do everything we can to get the support of the community in terms of funding and participation, and darn it we need to reciprocate when they need us, we need to be there for them.”	Libraries are city/county departments, have public service responsibilities and should act as a local government facility
Perceived library identity is changing	But I think the library is obviously a place, you know, traditionally it’s a place that has books. But that has changed, obviously, not just in this library system but in many, and really we’ve gone a long ways towards really repositioning our self as a learning institution, as well as a place within the community which feeds into that disaster response part of it”	“Maybe, you know, you still see commercials where it’s the librarian with the bun, “Shh”. Its like, are we ever going to get out of that stereotype and I think that often time’s libraries, individual libraries, need to understand what it is they can do. Sometimes it’s easy for, I hate to say this, for libraries to put on the blinders, well, and you know, our focus is literacy, but we really have to be a bigger part of the community. Exposure, and just getting people to think bigger. ”	Managers understand the shifting roles of libraries. Library is no longer only a book exchange facility. Changes of organizational identity
	“Well historically libraries are kinda quiet and have just been on the peripheral on everything in the city structure and city		

	organization. The 21 st century library is different from the 19 th century library. But people still think of the 21 st century library as the 19 th century library.”		
Libraries are flexible and adaptive to changes	“libraries are flexible. And every community, I think the library is the heartbeat of the community anyway. So, because we are flexible, we can mold the library to fit the need— whatever that need might be. If we need to be shelter, if we need to have extended hours, if we need to be a place for people to have community meetings, to have town hall meetings. I believe that we are adaptable enough to mold ourselves to fit the need—whatever need the community has”		Libraries can adapt to changes
Libraries are not recognized enough / Lack of awareness	“if you see this pen as a pen, as a writing instrument, that’s all you see it as, that’s all you’ve known it as. But in an emergency this pen could be a weapon. If you were being attacked, this pen could gouge some eyes, could pierce some skin. But if you don’t know the adaptability of the pen, you don’t know the adaptability of the pen. The pen doesn’t know to tell you, hey I can do other things. So right	“So the last meeting we had was about innovation, and innovation in emergencies. And how, you know, this emergency taught the city lessons on being innovation. And how to use parks and recreation facilities, how to use school cafeterias. So no one thought to contact the library, to see how do we utilize the library. And what I’m saying is that we, the library, has to do an awareness campaign, even an in reach awareness campaign. I mean, right now we’re doing an out reach awareness campaign to	Libraries are not recognized as a place that can act beyond traditional library roles. Others still view libraries in traditional forms. But we are not a major player. We have to fight for – for recognition.

	<p>now the library is realizing that it will become obsolete if it doesn't tell people how adaptable it is, what's going on, how it's transformed. So, because we are just realizing that we need to communicate and advocate for ourselves, we're doing that out, but we aren't necessarily doing that in or up."</p>	<p>tell people what the 21st century library is.</p>	
<p>Libraries are still viewed in traditional forms</p>	<p>"Not just lend it to citizens, but also to other departments in the library, and higher ups in the library It's awareness. There's a lack of awareness, and it's because we are here on our island, and they're there on their island. And we have not bridged the 2 islands together. I don't think that that's because people don't think we don't have anything to offer, I just don't think people think of the library outside of books."</p> <p>Whether it was because they see what libraries have done in other areas during disasters. That may be why they said, "oh, you know, yeah, okay, never thought about the library" that might be why they're looking at us now. That</p>	<p>"Maybe, you know, you still see commercials where it's the librarian with the bun, "Shh". It's like, are we ever going to get out of that stereotype and I think that often times libraries, individual libraries, need to understand what it is they can do. Sometimes it's easy for, I hate to say this, for libraries to put on the blinders, well, you know, our focus is literacy, but we really have to be a bigger part of the community. Exposure, and just getting people to think bigger."</p> <p>And it doesn't matter what we do—it seems like we can pound on the door, year after year—and some people get it, some people don't. so particularly, we're gaining ground in terms of people seeing us as a—as a social gathering place, and we're doing more and more, you know—we're taking the library to the people. Which certainly helps, you don't just have to come to us, we'll come</p>	<p>Managers express their frustration about the lack of awareness and the resistance to change</p>

	could be it, but it definitely has been they're looking at us now.	to you and we'll find you a variety of services. But in terms of something that seems so completely foreign to what we do, in terms of emergency response, I do think it's hard to get other agencies to take you seriously. And I just want to go—you know, I took photos that day when people couldn't find a place to sit, and 'm not sure that it always occurs to them.	
Relationship with community matters Libraries are involved in their communities Communities consider their libraries in high regard Libraries need to enhance awareness	But it doesn't necessarily mean that libraries aren't important to its citizens. So we—we're fortunate here in that we have a seat at the table. We're fortunate here in that we are part of, you know, we're part of this community, and we're respected. But again, not all libraries are in that boat. It just really depends on where they are, who their mayor is, who their city manager is, and that type of relationship. “		
Libraries are viewed by the authorities and community as a source of information, shelter and resources in emergency situations	“So we're mentioned in there, we're expected to act as a space if spaces are needed, we're expected to act just as a place that people can go if their power is out and their AC is out and that kind of stuff. So we're part of it in that way.”	“No, no I think they recognize them adequately. I don't think they try to push too much on us. They don't try to make us triage stations, or something. We have not had something of that magnitude, but they see us as—what can the library provide? They can provide computer access, they can provide cooling or heating access if power's out in summer or winter time.”	

Degree of Involvement and Inclusion in Planning and Collaboration?

Category / Theme	Datum Supporting the Code/ Theme		Interpretive Summary
Current degree of involvement in planning	<p>“I mean, in terms of sort of writing those policies and getting our input, uh, I haven’t seen a whole lot of that. But we are part of the written plan that the city has. So we’re mentioned in there, we’re expected to act as a space if spaces are needed, we’re expected to act just as a place that people can go if their power is out and their AC is out and that kind of stuff. So we’re part of it in that way.”</p>	<p>“we wouldn’t be involved in those decisions at all. Because the essential organizations, or essential city department, they’re considered first responders would be making those types of decisions.”</p>	Libraries are involved in the periphery
Preferred degree of involvement in planning	<p>“being at that table, and being right in the thick of things to understand what’s going on, the impact, cause if you’re just sitting at home, you don’t know the impact it’s having on the larger city, you’re not getting that information. And then you can begin to prepare and plan for the recovery phase during that response time. But it’s also—we have that resource, we have a way to do that, in order to help other city departments. Because you’re going to need all that—you’re going to need all of those resources.”</p> <p>“I absolutely think that the library should be a part of pre-planning. Because I believe that a lot of times people overlook the value that the library plays in the community. And—to be honest with you, that’s probably our</p>	<p>“I definitely think that we should be involved in the planning of emergency response. Obviously we can provide information to the public, and we need to know what the best information would be, what’s the most important thing. And I think that can only be accomplished by being part of the planning process and seeing how the city’s thinking and prepares for things like this.</p>	Managers would rather have their libraries involved more

	<p>greatest downfall, to not advocate all of the services we provide. Because in a lot of cases what we do is to overlook until it's not there. So in other words, you don't know that you don't know. And so that's why we should be at the table in the pre-planning phase so we can make people aware of the service that are available, that we can provide you in an emergency."</p>		
Current state of collaboration	<p>FEMA actually started off some of the reporting sites being in the libraries. So folks could come and—go in and file FEMA requests, stuff like that"</p> <p>"Well you just have to understand that anything you do in a declared emergency, you end up having to report to FEMA. So everybody needs to know what everybody else is doing."</p>		Libraries collaborate with FEMA to some extent
Preferred degree of collaboration	<p>And as I said, the library is a city department. So, all departments need to know what their role would be in a disaster. We need to know, like I was able to tell you that human services would handle a certain aspect. There are other departments like the 311 call center that handle certain aspects. We all have a role to play. But when you put all those piece together you have a fully consolidated whole.</p>	<p>I think there's a limit to how much we can do as individual branches, and I see that—those sorts of connections done higher up. Or delegated. So for example, say if we wanted to have a formal connection with the red cross, if someone through the administration would not be part of that, then maybe a manager could be delegated. But I don't see it necessary that each—you know, the 10 of us need to be</p>	<p>Managers would like to be involve in the collaboration process in a form of a whole community approach</p>

		involved in separate groups”	
Challenges of collaboration	<p>I really do feel it is primarily the resources. And I honestly feel that if too many institutions try and take on a be all to everybody, that it honestly confuses the issue. That it makes it almost harder for citizens to find what they need, and it makes it harder for the city to coordinate. I mean that’s one of the huge things that they’re working on with this sustain—sustainability effort is how do you coordinate the work of 20 different city departments, and collecting the right data, they—collecting citizen information. I think that focusing—that every department involved needs to focus what their piece of the pie needs to be so that it does create a better way to coordinate, and it’s less confusing for citizens.</p>		Managers express concerns about collaboration
Sense of overall recognition and legitimacy	<p>“Oh very vital, very vital. I would say, I mean, we’re one of the first people to be called upon when there’s any kind of planning or assisting with the resources.”</p> <p>“That we’re in a city, that we’re not—the library isn’t in a vacuum, it isn’t operating by itself. We are a part of the city. So the city at any place or time should be able to access any of its resources to assist citizens. So if libraries need to be deployed to do anything other than what they ordinarily do, then by all means that’s our job. So that’s what we’d have to do”</p>	<p>“And we are, we are kept in the loop of what’s going on in community services, what are, you know, we’ve of course have to make sure our facilities are safe and habitable, and then at that stage we are open for whatever business, whether it’s our regular library business, or an accelerated, more emergency focused version of our service.”</p>	High sense of legitimacy and recognition

<p>Sense of lack of recognition and legitimacy</p>	<p>“I don’t think it’s necessarily within our grasp to have that sort of relationship. I don’t. Again, ideally, it would be great—and I have a lot of library director friends that are a part of the emergency response teams in that particular locality. I don’t think it’s a bad thing. It’s just that, especially with being a regional, we don’t have direct ties into these government. I do everything I can to meet with them, but they’re not—I’m not beholden to them for, really, anything outside providing the best service that I can. So I think it would really muddy the lines. Um, which is something that’s always really difficult, and is really a huge challenge for regional libraries to make sure those lines stay clear.</p>	<p>“It’s never been asked of us. We certainly, as an information provider, would be happy to work with our city and counties to assist in that kind of information. But the city and county around here does such a fabulous job that there’s no void. The citizens seem to know who to turn to, and it’s their— whoever they pay taxes to, whether it’s a city or a county. So, we’re probably—we can assist, but they— there really hasn’t been a need</p>	<p>And it doesn’t matter what we do—it seems like we can pound on the door, year after year—and some people get it, some people don’t. so particularly, we’re gaining ground in terms of people seeing us as a—as a social gathering place, and we’re doing more and more, you know—we’re taking the library to the people. Which certainly helps, you don’t just have to come to us, we’ll come to you and we’ll find you a variety of services. But in terms of something that seems so completely foreign to what we do, in terms of emergency response, I do think it’s hard to get other agencies to take you seriously. And I just want to go—you know, I took photos that day when people couldn’t find a place to sit, and go look, people think of us as a place to come when they’re in trouble.</p>
--	---	--	--