

**Urban Resilience, cultural sustainability, and libraries.
What are the building blocks for library success in a local
government setting?**

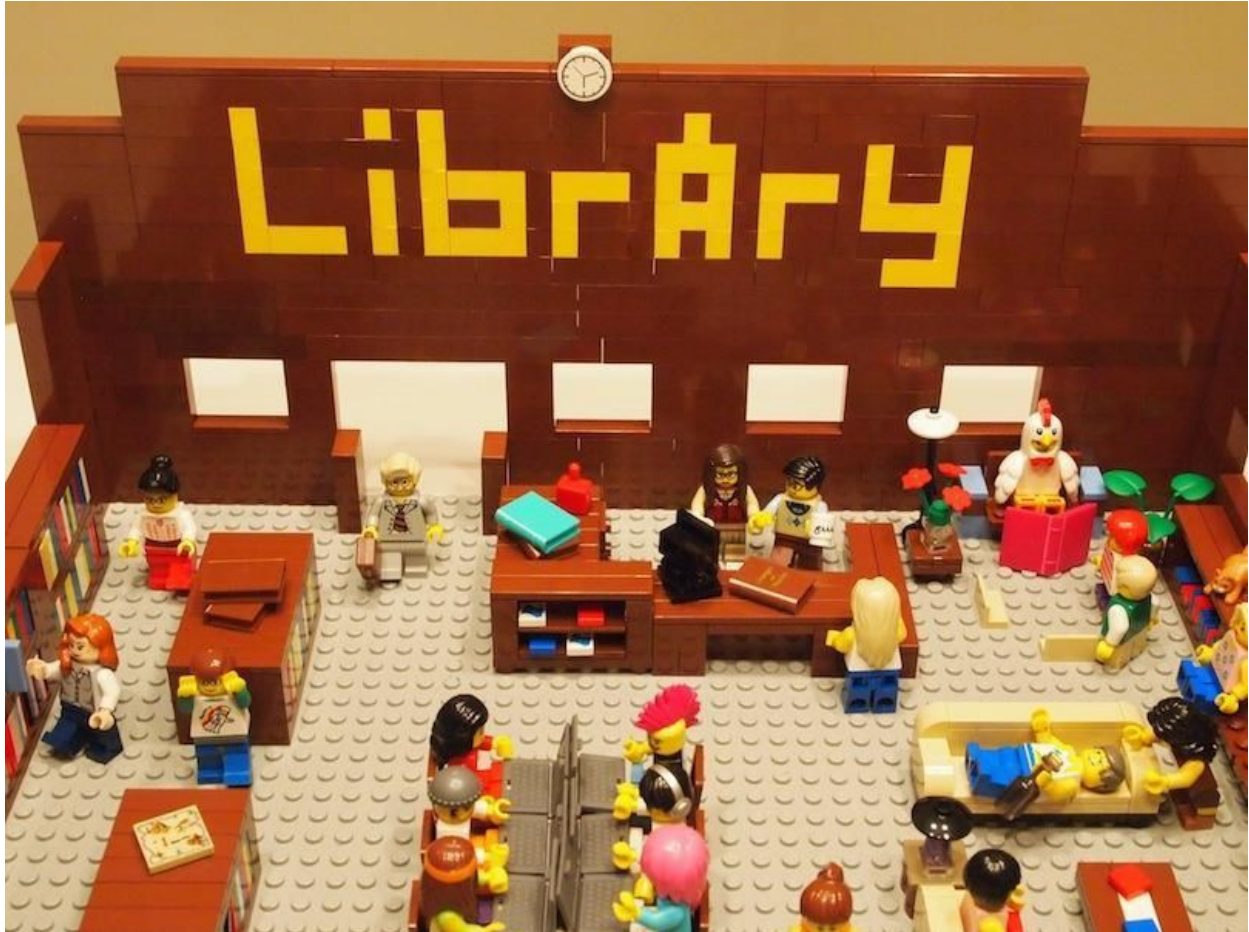


Image Source: 'The Library in Lego Form' Mr. Library Dude

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SECTION 1

'Yet the library is fragile, depending on elected officials who care, the good will of voters, the talent of its staff and citizens who understand its purpose and champion its cause'

- Friends of San Francisco Public Library

Introduction

The sublime speed of technological and digital innovation in recent decades has contributed to a rapid reinvention of public library services, incorporating new technology and monitoring global trends (IFLA, 2018b). This reinvention has prevented the library industry from becoming obsolete and has opened the floodgates for public libraries to expand on fundamental concepts such as literacy, intellectual freedom and access to information and to apply them to programs, partnerships, technology and facilities projects, prompting library leaders to continuously look to the future (Freeman, 2014). These library activities have also better positioned libraries to contribute to broader local government objectives of community development, citizen engagement, inclusion and participation and safety.

New South Wales (NSW) public libraries have found varying levels of support, understanding of roles and capacity from councils (Twomey, 2017) and other tiers of government in their provision of contemporary services due to issues such as insufficient funding (Knight, 2018) and poor understandings of the potential for libraries to contribute to community outcomes (Twomey, 2017). This leaves public library services unrecognised as potential participants in local initiatives and poorly represented in council plans (Twomey, 2017). There are, however, some incredible cutting edge services throughout the world that are able to respond quickly and be at the forefront of creative industries, digital and cultural trends, seeming to have overcome challenges experienced by NSW library services. Examples such as those explored in this study show that libraries are quite possibly the best placed local government service to support resilience and sustainability and should be much better recognised and resourced by councils.

This dissertation investigates the relationships between four different public library services and the local government entities (councils) that oversee them through comparative case studies. The investigation is framed around library contribution to initiatives in urban resilience and cultural sustainability (resilience and sustainability). Resilience and sustainability are contemporary policy focus areas of local government throughout the world (100 Resilient Cities, 2018; UNESCO, 2016) to which there is growing acknowledgement of the contribution of libraries (Dudley 2012; Magnini, Sherwin and Kovachevich, 2017; Loach, Rowley and Griffith, 2017).

The objective of the research was to investigate the impacts and influences of policy, culture and governance structures on leading capital city public libraries in Canada (Edmonton Public Libraries), Denmark (Aarhus Libraries), New Zealand (Auckland Libraries) and the United States (San Francisco Public Libraries) to develop recommendations for City of Sydney Libraries (the researcher's place of work). Findings are, however, relevant and applicable to local governments and libraries across the state, particularly following 2016/17 NSW local government reforms that created larger local government areas and opportunities for new ways of operating (Twomey, 2017).

The data generated was analysed to illustrate the interpretation of policy through different tiers of government and by libraries, the ways that political and organisational structures influence authorisation and decision-making along with the impacts of different funding arrangements on library capacity. The role of the leader of the library service (role titles include Head of Libraries, General Manager, Chief Executive Officer and City Librarian - referred to henceforth as 'library leader') was also considered with specific focus on the relationships required and built by the leaders to navigate the organisational and political landscape.

Research questions

Three research questions were posed to guide data gathering and analysis:

- What is the relationship between public libraries and local government in selected western countries?
- How does this relationship support or not support a public library's positioning as a valuable cultural institution within the community?
- What can the City of Sydney learn from other city libraries?

Ethics process

Ethics approval for this research considered these questions and the scope of international research involving analysis of secondary data involving publicly available plans, reports and organisational information and semi structured interviews with people from other countries. Familiarity with Australian codes and statements on responsible research was required, along with a consideration of similar codes in the countries of interest. Project information and participant consent forms were distributed and signed by all interviewees. The ethics application was approved on 16 May 2018 (Appendix 1).

SECTION 2

Literature review

Local government organisations have, in recent years, begun to recognize and incorporate the principles of resilience and sustainability into community strategic planning (City of Sydney, 2017b; UNESCO, 2016; 100 Resilient Cities, 2018).

Resilient cities demonstrate key qualities that allow effective responses to shocks and stressors, including using past experiences to inform future decisions, exploring alternative options and having the willingness and ability to adapt to changing circumstances, prioritising broad consultation to facilitate a shared sense of ownership in decision-making, and bringing together a range of systems and institutions to work toward solutions (100 Resilient Cities, 2018). These qualities reflect and can be supported by the four societal roles of local government identified in Stoker's (2011) typology:

- Supporting political identity (to reflect on the past and inform decisions)
- Facilitating social welfare provision (by providing the tools, resources and supporting capacity to respond to shocks and stressors)
- Underwriting economic development (to build capacity for exploring alternatives and increase access to resources)
- Lifestyle coordination through community governance (steering a community towards outcomes of importance to citizens and using influence to promote general wellbeing).

Stoker (2011) suggests that sustainable local government is supported by a combination of all four of these roles, with a networked governance paradigm in particular providing the building blocks for supporting changing community needs by playing a role in 'soft wiring' a society to cope with the complexity of modern life and meet the challenges of globalisation and need for sustainability.

Local government can combine these societal roles to work on addressing the economic, environmental and social equity challenges that impact the long term health of cities. In exploring these challenges, public libraries are emerging as strategic partners for local governments because of their solid community connections, status as trusted public institutions, capacity to deliver programs and distribute information to diverse audiences and their very accessibility (Urban Libraries Council, 2012).

The purpose of this narrative review of the literature is to define key principles of resilience and sustainability and demonstrate how public libraries contribute to delivering these principles through Stoker's (2011) societal roles typology. The review also outlines a history of libraries advocating to participate in social policy development and examines public value creation and

the networked governance paradigm as an opportunity for libraries to support resilience and sustainability. Finally, the review examines the leadership skills required by library leaders to ensure the success of the library service.

Defining cultural sustainability and urban resilience

The United Nations Educational, Scientific and Cultural Organisation (UNESCO) has identified that more people across the globe are living in cities and urban areas than any other time in history (UNESCO, 2016). The growing concentrations of people in urban areas without adequate physical and social infrastructure leaves urban communities vulnerable to the impacts of natural disaster, terrorism and new forms of inequality within urban populations. This acknowledgement has prompted new consideration into how cities develop to create better social outcomes and how urban design and infrastructure can support resilience.

Cultural sustainability and urban resilience are closely linked and both cover the same or similar concepts around community cohesion and sense of identity. Cultural sustainability is one of the ingredients required for urban resilience, which can be defined as the 'capacity of individuals, communities, institutions, businesses and systems within a city to survive, adapt and grow no matter what kinds of chronic stresses and acute shocks they experience' (100 Resilient Cities, 2018). Urban resilience is not only about disaster recovery, but also about endurance and persistence over time, which can be achieved by addressing city stresses such as unemployment, insufficient transport, and violence (100 Resilient Cities, 2018). To address these challenges, resilience strategies can be developed that focus on accessibility of resources, equitable distribution of infrastructure and healthy social networks built upon trust and sharing of information (Dudley, 2012, p28).

Cultural expression helps people identify themselves, see history, understand the traditions that are in their daily lives and to appreciate beauty (UNESCO, 2016). Like resilience strategies, cultural sustainability principles are about ensuring equity of access to cultural resources for current and future generations, fostering cultural diversity and managing heritage to prevent irreversible damage (Loach, et al, 2017).

UNESCO (2016) link culture and resilience, arguing that culture makes a direct contribution to poverty reduction through generating income and creating employment, creating conditions that facilitate economic and social development and giving space and a voice to marginalized individuals and groups to contribute to the development of their society (UNESCO, 2016).

There is a strong link between these principles and the services that public libraries provide. Of particular relevance to public libraries are the following Sustainable Development Goals:

Table 1: Sustainable Development Goals of relevance to public libraries (United Nations, 2015)

Goal	Target	Relevance to public libraries
10 Reduce inequality within and among countries	10.02 empower and promote the social, economic and political inclusion of all, irrespective of age, sex, disability, race, ethnicity, origin, religion or economic or other status	Access to information and lifelong learning opportunities to further a society and provision of inclusive spaces are key missions in the library profession
11 Make cities inclusive, safe, resilient and sustainable	11.04 strengthen efforts to protect and safeguard the world's cultural and natural heritage 11.07 by 2030 provide universal access to safe, inclusive and accessible, green and public spaces, in particular for women and children, older persons and persons with a disability	Library collections include and reflect a society's documented cultural heritage; Library buildings are public spaces and are recognized as one of the last indoor places that a person can access free of charge and free of any expectation to purchase or consume; Design of new library buildings often reflects sustainability and accessibility principles
16 Promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable and inclusive institutions at all levels	16.10 Ensure public access to information and protect fundamental freedoms, in accordance with national legislation and international agreements	Libraries have a strong role in promoting freedom from censorship and suppression of information and protecting the privacy of library members

Information and communication technology (ICT) also appears throughout a number of targets and is viewed as an enabler to accessing information online. Free access to the internet and Wi-Fi is a major element of library services (IFLA, 2017).

The literature around the role of public libraries has developed in response to the incorporation of these concepts into governmental strategy and expanded from a focus on library contributions to social sustainability to also include roles in cultural sustainability and urban resilience.

The social capital of libraries was a concept explored throughout the 2000s in library literature, as social media and the information age started to boom and Putnam's (1995) essay (and later book) 'Bowling Alone: America's Declining Social Capital' was released. The public library profession was quick to respond that Putnam's analysis did not acknowledge the work of public libraries in exactly that space (Hillenbrand, 2005; Kranich, 2001; Preer, 2001).

In her literature review on libraries and social capital, Hillenbrand (2005) traces the development of the purpose of public libraries, from safeguarding democracy and diverting behaviour towards acceptable recreation and literature, through to strengthening communities and meeting both social and individual needs.

Hillenbrand (2005) acknowledges both social inclusion and community building as contemporary government policy objectives, citing the Victorian State Government's definition of community building as 'a process whereby communities, government, businesses and philanthropy work together to achieve agreed social, economic and environmental outcomes' via engaging communities to determine what is important to them and how they can achieve changes. She notes a movement that advocates for public libraries to have a role in the conversation through having a seat at the table in developing public policy (p7).

The role that libraries can play in the community building space can include supporting local community development initiatives through building relationships and partnerships, having a say on local issues and involvement in community decision making and collaborating to solve social issues (Hillenbrand, 2005) This demonstrates an understanding of libraries as being able to alleviate social problems and lay the foundations for successful, sustainable communities. At the time, this thinking was moving libraries beyond traditional programs on literacy and lifelong learning, to also include areas such as information technology, employment, health, community development, democracy and local culture. This shows that some within the library profession have identified the broader public value that libraries bring to societies for nearly 25 years, and have been advocating for a role in policy development around resilience and sustainability for at least 15 years.

The role and purpose of public libraries has further grown to reflect the role of libraries against the current concerns of government policy. Resilient cities are explored by Dudley (2012), who has edited an entire book on the library's role in contributing to urban resilience. This includes case studies on library leadership in this space such as:

- Leadership to build resilience through adapting to the needs of socially excluded populations by proactively preparing for the needs of people experiencing homelessness, immigrants and refugees and working to prevent social exclusion occurring (Hoyer, 2012). This study concludes that libraries that reach out to socially excluded members of the community are stronger for it through strengthening citizen engagement;

- Considering the role of the library space in urban planning as a 'meeting place for people and ideas' (Berndtson, 2012) and preparing library services for building community capacity to transition to a 'post carbon world' (Havens and Dudley, 2012);
- Identifying and bringing attention to a significant social problem, thinking beyond traditional library services by using existing partnerships to provide food security to low income communities (Rauseo and Biando, 2012) and responding to disaster by providing internet, connections to essential services and safe play space for children after Hurricane Ike (Langford and Weeks, 2012).

Jaeger, Gorham, Sarin and Bertot (2013) recognize that the library contribution to city resilience following disaster can actually be the result of the shifting of responsibilities from other levels of government on to libraries, citing the role graciously picked up by public libraries as emergency information hubs in the aftermath of Hurricane Katrina as an example. However, there are many more examples of proactive library activity relating to urban resilience.

Magnini, et al. (2017) group the role of libraries in changing urban landscapes as follows:

- As activators for social resilience and economic prosperity - with increased urban living, access to education and work are needed and libraries provide access to the tools, programs and resources to help citizens gain skills and find work;
- By providing lifelong learning in changing labour markets – with disruption to traditional working practice, the eradication of low skilled jobs and longer life expectancy impacting the market, libraries provide skills and resources for citizens to have a flexible career path and support entrepreneurial activity through makerspaces and innovation hubs, as well as access to wifi;
- Through reintermediation and collaborative participation – libraries use crowdsourcing and social media to bring previously inaccessible archives to public attention, practice collaborative curation opportunities for citizens to build identity and sense of history.

Magnini et al (2017) further describe how libraries activate public realms and increase economic activity in surrounding areas and ensure inclusivity for members of different communities, and enable cultural diversity through encouraging different types of learning, cultural exchange and participation.

Cultural sustainability is discussed by Loach, et al (2017), who argue that it should be recognized as a fourth pillar of sustainability, joining social, economic and environmental pillars for its importance to a sustainable society. By not recognizing cultural sustainability in this way, they argue, cultural activities are forced to be evaluated against broad sustainability goals rather than in the context of intrinsic cultural value. This makes it difficult for institutions such as libraries and museums to achieve cultural outcomes including acquisitions and research, as energy is instead directed toward chasing funding and collecting evidence to prove value (Loach, et al, 2017). This idea provides a clue as to why libraries are not necessarily identified as key to the conversation by government agencies, who, as Twomey (2017) suggests, have an

outdated understanding of the value of library activities. According to Loach, et al (2017), this could extend to the understanding of exactly what contributes to sustainable societies.

The cultural dimension of sustainability is recognized throughout the UNESCO's (2016) report on culture in sustainable development, with cultural institutions such as museums, galleries and theatres recognized as 'definers of a city' (UNESCO, 2016). It is curious that libraries are not included in this description, as they are referenced often throughout the document through case studies and through references to the important role of the GLM (Galleries, Libraries, Museums) sector in bringing together diverse populations and meeting the challenges of coping with the cultural needs and expectations of these populations.

The UNESCO report describes cities as places where innovation meets capital, where creative economies can thrive through connection of ideas and technology (United Nations, 2016). Again, in the development of the UN Sustainable Development Goals 2030, libraries had to strongly advocate to be involved. The International Federation of Library Associations (IFLA) advocated for the inclusion within the framework of access to information, safeguarding of cultural heritage, universal literacy, and access to information and communication technologies (IFLA, 2017).

Libraries clearly fulfil a number of roles in a society and contribute to social, cultural and resilience outcomes. The very recent advocacy work of IFLA contributing the Sustainable Development Goals has been a valuable step forward in making libraries visible in the realm of global policy objectives. To actually deliver on these goals, libraries must also become visible in local policy and planning.

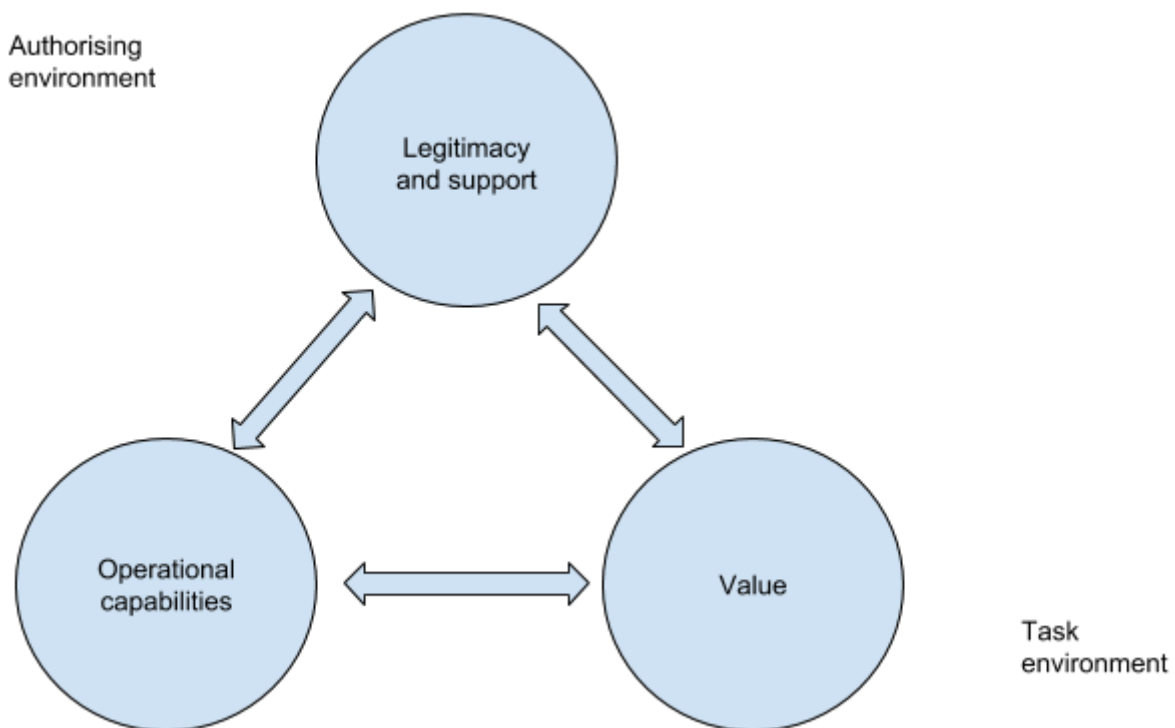
Governance arrangements between libraries and local government have impact on this visibility and library participation in local planning. A survey of American library and local government leaders saw agreement that 'governance is, but should not be an obstacle to effective partnerships' for building sustainable communities, and that there is value in local government and public libraries being 'joined at the hip' around sustainability goals (Urban Libraries Council, 2012).

A method for library leaders to be strategic within local governance arrangements is through acknowledging Moore's (1995) description of public value creation through the strategic triangle. Local government can deliver value to communities through delivering services that contribute to the public interest, or common good (Grant, Tan, Ryan and Nesbitt, 2014). Value can be understood in both an economic sense, for example, measuring cost of a service versus use, but also needs to take into account other benefits such as increased well-being through use of public spaces such as parks and libraries. Adding value to public services through identifying opportunities to shift or rescope services requires public managers to use their 'entrepreneurial imagination' (Grant et al, 2014).

In exercising this imagination however, public managers must be able to show that the results of their activities are worth the cost involved, which is difficult to achieve with intangible concepts such as wellbeing. To support this definition they must understand and seek the views of all in a complex authorising environment consisting of elected members and other stakeholders (Grant et al, 2014). This requires consideration of the relationships within the different contexts the public managers operate in, including their organisational setting and the variety of stakeholders that can influence decisions, such as elected members, citizens and community and industry groups.

These relationships are demonstrated below, with the day to day “task environment” being where managers are able to create public value through identifying opportunities and using their imaginations. Managers cannot, however, operate in isolation and are impacted by the operational capabilities of their organisation and the authorising environment consisting of the range of interests of different stakeholders.

Figure 1: Moore’s Public Value Triangle (Grant, et al, 2014)




This shows the importance of library leaders understanding the contexts in which they are operating in order to best define and influence their role in resilience and sustainability objectives.

With many library programs supporting resilience and sustainability whether or not the library is an active player at the policy or local government table (Urban Libraries Council, 2012), the governance structures around public libraries become an important ingredient for connecting and enabling mutual values and priorities to enhance outcomes.

Table 2 demonstrates the way that resilience and sustainability policy goals can emerge through existing library activities and the important position of the governance context in connecting the theory to actual outcomes by providing the capacity and legitimacy to the library:

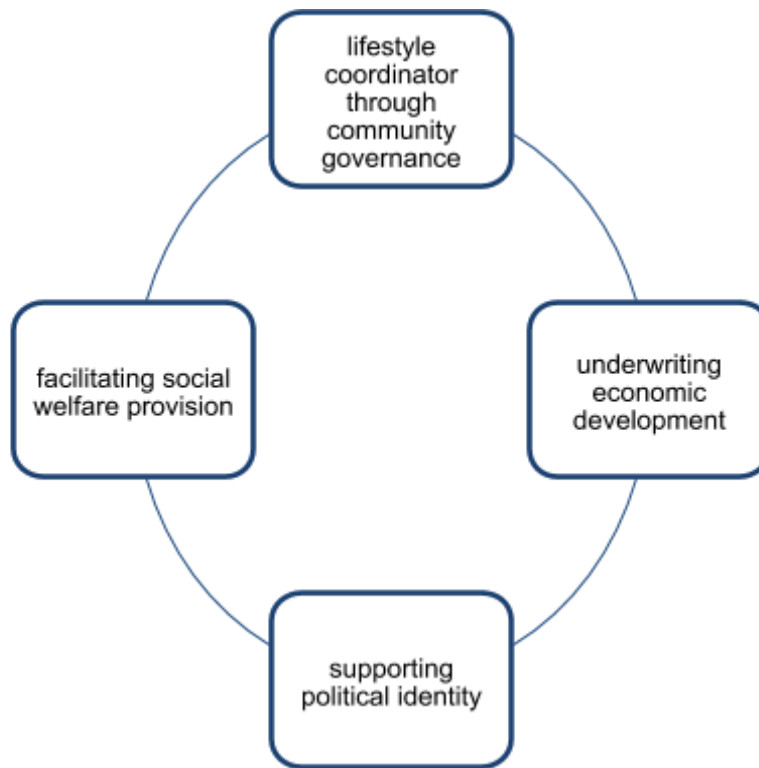
Table 2: Framework for public libraries, sustainability and resilience

Strategic Goals	Strategic Outcomes	<p style="text-align: center;">Enabling Governance Contexts</p> 	Library Outputs	Library Activities		
Cultural sustainability	Acknowledgement of heritage and identity		Cultural capital	Collaborative participation	Access to information	
	Healthy social networks			Social capital	Literacy development	Lifelong learning
	Diversity and inclusion/social cohesion				Citizen engagement	Placemaking
Urban resilience	Safe and inclusive public spaces		Economic capital		Access to information and communication technology	Activation of public space
	Generation of income and employment					
	Equitable distribution of resources					

Implications for urban governance

The widespread focus on sustainability and resilience requires a range of stakeholders to work together to establish the structures and collaborative opportunities to meet the social and cultural goals identified in such plans. By referring back to Stoker’s (2011) examination of the four identified societal roles of local government systems, it becomes clear that like Stoker suggests, a combination of all four of these roles in local governance will strengthen delivery of sustainability and resilience objectives:

Figure 2: Societal roles of local government systems (Stoker, 2011)



- *Supporting political identity* – local government has meaning to citizens as place can be an expression of cultural identity and can help individuals navigate the implications of globalization (Stoker, 2011). The strengthening of local and regional identities is important to the concepts of resilience, which has an emphasis on understanding the past to inform the future (100 Resilient Cities, 2018) and building trust and the perception of safety in communities (Dudley, 2012). Identity can be expressed through cultural practice, which provides a view of a society’s history and also plays a role in bringing diverse groups together to strengthen understanding and acceptance.
- *Underwriting economic development* – this is linked to education, training and skills to support the workforce, attracting skilled workers and supporting industrial networks for local niches (Stoker, 2011). Such concepts also emerge in the resilience literature, via emphasis on supporting education, employment and access to resources (100 Resilient Cities, 2018).
- *Facilitating social welfare provision* – local governance systems can support public safety and basic needs, but also play a role in equity and redistribution of resources (Stoker, 2011). This is a major focus of the UN Sustainable Development Goals, which promote equitable access to information, resources and spaces (United Nations, 2015). There can, however, be highly variable take up of this role between different jurisdictions within countries.

- *Acting as lifestyle coordinator through the practice of community governance* – the networked governance paradigm has identified the role of local government for place shaping and using its power and influence to join providers, resources and activities to deliver mutual goals (Stoker, 2011). This paradigm acknowledges the complexities and challenges of globalization, the need for sustainable approaches and promotes the strategic use of the ‘ecosystem’ of a city. Indeed, to achieve many of the goals of the other three societal roles requires identifying and leveraging mutual values, goals and outcomes of all the interdependent players involved with a clear need for resource exchange and negotiation of these shared goals (Rhodes, 1996).

Stoker (2011) recognises that the political history and environment of local government has impact upon the prevalence of these societal roles, with welfare and community governance roles stronger within environments with integrated relationships between different tiers of government, where all levels are working together on the task. Identity and economic development roles on the other hand, require more autonomy for local government to allow for relationships of benefit to form. These roles are also reflective of the types of power that local government can wield, with higher levels of autonomy also opening up opportunities for ‘hard power’ through capacity to deliver commands and incentives to stakeholders to reach objectives. This is compared to ‘soft power,’ a more prevalent version of power that local government wields, which is closer to influencing outcomes through getting others to share a vision or ideas (Stoker, 2011).

The community governance role can be utilised to strengthen some of the soft power of local government by contributing to the civic culture of an area and allowing movement from a subject political culture to a participant political culture. The subject culture is one where citizens are generally aware of the political system, but have a lack of engagement with particular issues and more of a passive response to system outcomes. Participant culture sees citizens having greater understanding and active engagement with the system to the extent that citizens drive the agenda and organise their own politics (Stoker, 2011).

The cases in this study demonstrate how public libraries can support all four of these roles to different degrees depending on the political context.

Public libraries and the Networked Governance paradigm

The relationship between public libraries and their governing institutions is key to the capacity of libraries to deliver on strategic outcomes and the goals of urban resilience and cultural sustainability. The governance paradigm impacts and can indeed determine the authorising environment as described in the public value triangle, as it influences the roles of decision making stakeholders and the actors that implement policy.

Three paradigms are acknowledged by Scupola and Zanfei (2016) in recent local government practice: Traditional, New Public Management and Networked Governance. They point out that these paradigms are not necessarily evolutionary and suggest that any of these three have a different probability of fitting in to the institutional, economic and technological characteristics of

a given socio economic system. They consider the Networked Governance paradigm as particularly fit for the contexts that are characterized by high rates of technological and institutional change and look in particular at how the paradigm supports innovation using a framework that describes the context and roles of actors in relation to innovation. This also indicates that the Networked Governance paradigm is relevant to the shifts required to deliver on resilience and sustainability.

Innovation involves both public and private institutions working to achieve outcomes, which can be hard to govern with a top down perspective, with increasing pressure for decentralization of decision-making. Policy makers thus need to interpret emerging technological and social innovation opportunities and inspire innovation, while local government managers are key to exploring avenues for delivering innovation. The authors provide a case study of the Danish library sector, tracing the concept of innovation through national government policy to the delivery of programs by the library. They find that the less hierarchical governance modes adopted within libraries, along with a movement from top down decision-making toward collaborative relationships between libraries and library users to the extent of co-creation of services, were all enablers for delivering the Danish government's innovation policy (Scupola and Zanfei, 2016).

This demonstrates the public value triangle in action, with the libraries using the national policy to define value through innovation and taking advantage of a changing authorising environment to strengthen the operational capabilities of the library.

While the paper focuses on technological innovation, similar conclusions can be drawn in relation to the movement toward implementation of resilience and sustainability objectives which require innovation in thinking and approach. For example, resilience and cultural sustainability goals can also be supported by an innovation agenda that includes:

- Greater participation of different actors within and outside of the library
- A more active role for public servants, who can become explorers of innovation, or in Moore's (1995) words, using their 'entrepreneurial spirit' (p16)
- The gradual move from top down distribution of decision making power toward innovation inputs coming 'from the front line' (Scupola and Zanfei, 2016)
- Increasing involvement of users who can become more able to influence the direction of innovation (or resilience or sustainability) and can coproduce it (Scupola and Zanfei, 2016)

Leadership in the public library profession

Commanding influence within any governing structure and to build collaborative relationships requires not only the strategic understanding of the politics and paradigms influencing the library's operational context, but also strong leadership skills in order to manoeuvre within the

political environment. This is a key factor in the positioning of a public library service to deliver on higher level outcomes.

Strategic management and advocacy are strong themes in library leadership literature, with a gap identified between the baby boomer generation currently leading libraries, and the skills of emerging leaders (Goulding, Walton and Stephens, 2012)

Political nous underlies many of the requirements of public library leaders, including communication, advocacy, negotiation and influencing, political sensitivity and knowledge of the wider organization. These attributes help library leaders to position the service within local government organisations, and can help to leverage the activities of libraries, particularly in relation to broader local government objectives (Goulding et al, 2012; Peet, 2017; Schwartz, 2016).

Political sensitivity includes having awareness of the feelings, perceptions and agendas of key stakeholders, including politicians and library users and having an understanding the wider organizational structure and operations. Advocacy is also a key skill and includes getting others onside, championing the library service with decision makers, and lobbying - particularly in relation to securing funding by demonstrating the value and impact of libraries on communities (Goulding et al, 2012).

In their survey of UK library school students, practitioners and leaders, Goulding et al (2012) found that the building of strategic alliances is a political skill that the library leaders stress is of utmost importance for library leaders. They discuss these skills being important for securing funding and defending the position of public libraries, which in turn supports the industry itself, as when funding gets tight, people get competitive and pull back from collaboration. This is echoed in Schwartz' (2016) survey of American public library directors and thought leaders who see two elements to advocacy: raising awareness of value among stakeholders for maintenance of or increased funding levels, and building the network of stakeholders with an eye to expanding services for effective delivery to constituencies who need them. This requires library leaders to be comfortable in the public sphere and who are proactive and participate in collaborative problem solving.

The political nous of the leaders of the library profession is particularly relevant to this study. The overview of the political and governance contexts throughout the four regions, coupled with the recent advocacy example of IFLA and the UN Sustainable Development Goals, show that there is an onus on library leaders to define and promote the mission and role of the library to make sure that it is positioned to contribute to broader government strategies through a clear alignment of objectives, adequate resourcing and good relationships to enable sustainability and resilience outcomes.

Summary

Public libraries are clearly already delivering on resilience and sustainability outcomes due to the very nature of the services they deliver. This is demonstrated throughout the literature that links the activities of libraries to these objectives. Meeting these objectives requires strategic alignment between different tiers of government and the library itself, and library literature highlights a history of quests for an understanding by policy makers on the value that library services can bring.

To ensure that libraries are represented, there is also a clear responsibility of library leaders to be able to advocate and strategically position libraries to be visible within policy development. Active participation in the Networked Governance paradigm can enable library leaders to engage stakeholders and build partnerships to drive the community involvement required for resilience and sustainability objectives to be met.

The local governance paradigm and the political context that a library operates in are key to guiding library service delivery to fulfil local government objectives. This is a somewhat unexplored concept in public library literature and has not yet emerged in urban resilience and cultural sustainability literature.

SECTION 3

Description of the City of Sydney setting

While much of the focus of this study is on international cases of library and local government arrangements, the findings are applied to a City of Sydney context in the form of what can be learnt from other services.

The City of Sydney local government area (LGA) covers just over 26 square kilometres from Sydney Harbour to Glebe in the west and from Sydney Park in the south to Centennial Park in the east. The City provides services to a residential population of over 200 000 and to more than 20 000 businesses. The population of the City swells to more than 1 million on any given day due to commuters and visitors to the city (City of Sydney, 2018a).

Figure 3: City of Sydney LGA



Image Source: profile.id, 2018

The City's population is very ethnically diverse, with more than half of residents born overseas and over 30% speaking languages other than English at home. Mandarin is the most common language spoken, other than English (Australian Bureau of Statistics, 2018). One of greater Sydney's largest Aboriginal communities also call the LGA home. The City also recognises diversity and contribution of other groups represented throughout the area, such as gay, lesbian, bisexual and transgender communities (City of Sydney, 2018a).

The City of Sydney recognises ten village precincts through the LGA, with emphasis placed in strategies and plans on maintaining the qualities of village identities and enabling high standards of city living in each (City of Sydney, 2018a).

The City is governed by both the *NSW Local Government Act 1993* and the *City of Sydney Act 1988*. The *City of Sydney Act (1998)* creates a unique structure for the City, covering the election of the Lord Mayor and provisions for planning and major development within the City of Sydney, that differ to other NSW LGAs (*City of Sydney Act 1988*).

Along with surrounding LGAs, the City of Sydney is experiencing a growth boom and the population of metropolitan Sydney is expected to grow to 6.4 million by 2016 with growing needs for affordable housing, jobs and infrastructure to support sustainable development (City of Sydney, 2017b). Sustainable Sydney 2030, the City of Sydney community strategic plan, recognises challenges for the city regarding such growth, and acknowledges guiding documents such as the UN Sustainable Development Goals, the 100 Resilient Cities Program and the Metropolitan Sydney plans of the Greater Sydney Commission to support the city to plan for a sustainable and resilient future (City of Sydney, 2017b). This responsiveness to large scale growth and development is concurrent with the City's status as the state's global city with expectations to compete on an international scale (City of Sydney, 2017b).

Sustainable Sydney 2030 is supported by a number of strategies and projects to facilitate delivery of resilience and sustainability objectives including

- The Resilient Sydney Plan (City of Sydney, 2018b)
- The Digital Strategy (City of Sydney, 2017a)
- The Eora Journey project (City of Sydney, 2016b)
- The Social Sustainability policy (City of Sydney, 2016a)
- The Creative City Cultural Policy and Action Plan (City of Sydney, 2014)

The City of Sydney library service has been progressing through a journey of change over the past five years following a service review and implementation of an improvement plan. This journey has seen the library move from a low tech to a high tech environment and become a leader in the delivery of library programs. The service is preparing for two new state of the art library buildings being constructed in 2018 and 2019.

The City library service has an opportunity through these changes to develop further capacity to deliver a leading library service to a capital city standard, and make use of the infrastructure from the new buildings to deliver on City objectives.

SECTION 4

Research design and methodology

The objective of this research project is to explore the structures and relationships of selected library services and their impacts and influences on library service delivery through comparative case study. The overall research approach follows a comparative design: 'a research design that entails the comparison of two or more cases in order to illuminate existing theory or generate theoretical insights as a result of contrasting findings uncovered through the comparison' (Bryman, 2012).

The phenomenon examined is the objectives of resilience and sustainability as outputs of public library services as demonstrated through recognition of the library services as leaders in their region. The case study focuses on tracing the capacity of four modern public libraries to deliver on these objectives (Bartlett and Vavrus, 2017).

Bartlett and Vavrus (2017) recommend three axes for comparative case studies

- *Horizontal - contrasting one case against another and tracing social actors, documents and other influences across the cases.* In this study this axis is represented through the contrast of the funding arrangements of the public libraries and the role and relationships of library leaders within the council, with elected members and with the community;
- *Vertical - comparing influences on the phenomenon at different levels for example, international, national, regional and local.* This axis is represented in this study through the tracing of relevant policies through different tiers of government through to the library service as articulated in strategic documents and actions.
- *Transversal - comparing factors over time to provide an historical account of how sense is made.* In this study this axis is represented through both the contextualising of the political history of libraries and local government in the country and analysis of the journey of each library over time.

In keeping with Cresswell's (2003) breakdown of research design, the approach for this study is summarised below:

Table 3: Research design

Philosophy	Constructivism: Individuals seek understanding of their world and develop subjective meanings for their experiences
Strategy of enquiry	Case study: Enables the researcher to explore in depth a program, activity or

	process
Research method	Qualitative: Examination of text and documentation Semi structured interview approach - open ended questions

Data gathering methods

Data gathering followed a two phase process, with document analysis and policy history being the focus of phase one, and informing the semi structured interviews with library leaders from each site in phase two. Phase one data gathering set the scene for the library services under investigation and followed a comparative framework based upon Wolman's (2008) recommended dimensions for international comparison of local government (Appendix 2). This included examination of:

- Local government and library acts and/or equivalent legislation
- Statements of purpose of local government and libraries
- How local governments and libraries are funded
- Service expectations and reception
- Council and library policy and strategy objectives

This data was gathered from legislative and strategic documentation, and from publicly available information from council and library websites including:

- Community strategic plan (or equivalent local government long term plan)
- Associated delivery programs (if applicable according to planning and reporting framework)
- Organisational structures of both local government and library organisations
- Library strategic plans
- Annual reports

The historical policy context of each of the four sites was also developed in this phase, building upon the research conducted in the literature review to provide a fuller picture of the cultural influences on each local government and library service.

Early analysis of the data through familiarisation, rereading and generation of initial codes informed the interview guide for phase two data collection (Braun and Clarke, 2006). Phase two used semi structured interviews with the current or former leaders of the library services. Interviews focused on the journey of the library and experience of the leader over the previous five to ten years with a focus on the relationships between the library leader and stakeholders.

Approach to sampling

Purposive sampling was undertaken beginning with capital city library services identified within four regions that had received formal recognition via awards or informal recognition as leading services among professional networks. The library services or the councils of which they were a part also needed to have demonstrated principles of resilient cities or cultural sustainability in strategic plans either explicitly or indirectly. An element of convenience sampling was also required, with connections used from the researcher's own professional network, and early contact made with leaders to confirm access for participation (Bryman, 2012). In addition, access to English translations of documentation also guided the selection of the Scandinavian case.

The selection of the four libraries applied a critical case sampling approach, as opposed to extreme or typical cases, with cases selected with an understanding that theory about the relationship between libraries and local government may emerge (Bryman, 2012).

The case study selection is outlined in the table below:

Table 4: Case study selection

Library Service	Country	Reason for selection
Auckland	New Zealand	Auckland Libraries are regarded as a library success story within the researcher's professional network, following the establishment the largest library service in Australasia during the 2010 amalgamation. The researcher also has a mentorship relationship with the former General Manager Auckland Libraries.
Edmonton	Canada	Edmonton Public Library was the 2014 Library of the Year (Berry, 2015) and is a library service that is highly regarded among Australian professional networks.
Aarhus	Denmark	Aarhus was the European cultural capital in 2017 and is host to Dokk 1 library, which was crowned the best public library in the world in 2016 (Zorthian, 2016)
San Francisco	United States	San Francisco Public Library is the winner of Library of the Year in 2018 (Berry, 2018). The researcher is also familiar with the library's contribution to resilience through previous research on libraries and homelessness.

The limitations to this approach must be noted as a small sample was selected due to time constraints, with data providing a deeper rather than broader comparative view. The very specific contexts of the cases including some being the only of their kind in the region mean that they must not be interpreted as a representation of all services in the region. Findings cannot be universally applied and must instead be applied with clear consideration of local contexts.

Strategy for analysis

The strategy for analysing the data followed an inductive approach and used the tools of thematic analysis to allow exploration flexibility and opportunity for discovery. The two phased approach to data collections allowed for the identification of concepts that were examined more deeply through subsequent data collection and analysis.

Bartlett and Vavrus' (2018) comparative approach to case study research guided the analysis via the vertical, horizontal and transversal axes. Phase one provided data to which qualitative content analysis was applied using a systematic process for identifying the themes for comparison (Hsieh and Shannon, 2005). This was further refined as data collection progressed and was applied to data from phase two interviews (Appendix 3), allowing an ongoing cycle of sensemaking between each library case along the three axes (Bowen, 2009).

The methodology for data collection and analysis is outlined in Figure 4, with the three axes of comparative analysis applied according to the data source and research activity:

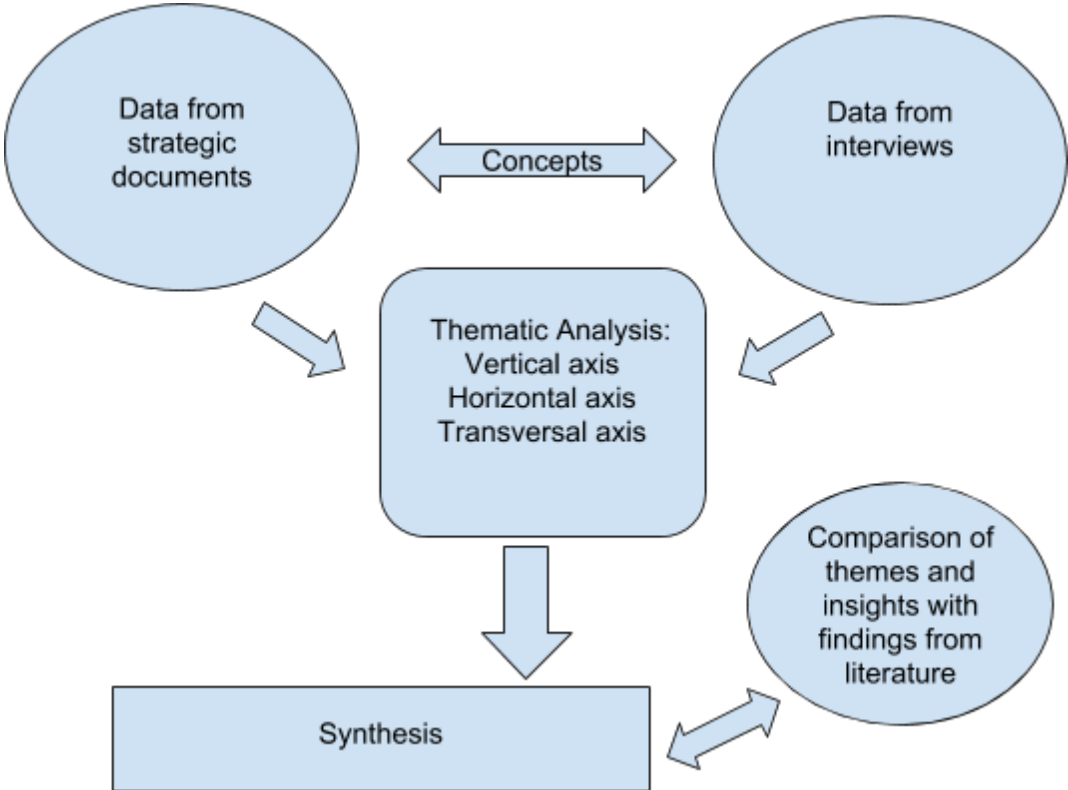
Figure 4: Methodology for comparative case study analysis

Theme	Activity	Data Source	Methodology for analysis	Axis
Language	Tracing policy	Comparative framework <ul style="list-style-type: none"> • Council strategy • Library strategy • Cultural policy 	Discourse analysis	Vertical
Relationships and enablers	Identifying authorising environment	Comparative framework <ul style="list-style-type: none"> • Reports • Organisational chart 	Discourse analysis	Vertical
		Semi-structured Interviews	Actor Network Theory	Vertical
	Comparing structural/ political arrangements	Semi-structured Interviews	Actor Network Theory	Horizontal

	Comparing funding arrangements	Comparative Framework • Annual reports	Actor Network Theory	Horizontal
		Semi-structured Interviews		
Leadership	Tracing change	Semi-structured Interviews	Actor Network Theory	Transversal

Actor Network Theory (ANT) was identified as an appropriate methodology of analysis to borrow from for much of the data as it is an approach for comprehending complex social situations by paying attention to relational elements, or associations (Arnaboldi and Spiller, 2011). Elements of ANT that are relevant to the cases include the concepts of symmetrical treatment of human (managers, politicians, citizens) and non-human individuals (geographical areas, policy documents, technology, information and media) as ‘actors’ contributing to any situation (Arnaboldi and Spiller, 2011); translation, or the thinking that a concept such as public value propositions should not be viewed as rationally predictable achievements, but a ‘fluid and erratic’ process by which an individual will spread their ideas, search for allies who are interested or believing in the proposition and help make it happen (Arnaboldi and Spiller, 2011); and assemblage, through the way that documents, discourse and histories come together in textual forms to affect current and future practice (Koyama and Verenne, 2012).

Figure 5: Analysis process



The process for analysing the data is represented in Figure 5. Initial concepts emerged from the data collection throughout reviewing documents, which informed and were later refined by the data from the interviews. Thematic analysis using the Comparative Case Study approach (Bartlett and Vavrus, 2018) was then undertaken to synthesise the concepts which were compared to the themes from the literature.

SECTION 5

Presentation and analysis of findings

The comparative case study approach of Bartlett and Vavrus (2018), traced each case along vertical, horizontal and transversal axes. Insights from these axes were then applied to Moore's (1995) public value triangle throughout the synthesis of findings.

The two data collection methods used, document analysis and semi structured interviews, each provided data aligning to the vertical, horizontal and transversal axes. The data is presented in the form of four case studies covering elements of all three axes and specific discussion on elements of the vertical axis in relation to the authorising of library activities. A synthesis of the emerging concepts and themes from the cases is then presented.

The horizontal comparison of the library services is presented throughout the vertical and transversal analysis. The basis for the horizontal comparison begins with the homologous relationship between library services (Bartlett and Vavrus, 2018). All four of the library services are public libraries in capital cities that provide the same 'baseline' library services of collections, digital technology and physical spaces and share the common values of intellectual freedom. The horizontal comparison of these sites emerges through vertical axis in the way that the higher level strategic and policy trends of resilience and sustainability have been locally interpreted in the library service and the formal and informal relationships that the library leaders have with decision makers within the organisation and with the community. The transversal axis also allows for horizontal comparison beginning with a historical perspective of the status of the library profession in policy conversations in each of the areas as well as the different journeys and challenges faced by the current library leaders.

In synthesising this comparative study, the public value triangle is applied, as the three axes of comparison allow for an interrogation of the authorising environment, through the relationships of the library service; the organisational capabilities, through the structural positioning of the library; and the public value creation of the library leaders through the way that day to day activities are articulated in strategic documentation and how library leaders operate to link the library service to the broader organisational objectives to meet citizen needs.

The Transversal Axis: How has the historical context of each site impacted the library?

The transversal axis is demonstrated through a summary of each case, beginning with the current recognition of the library service and its positioning within the organisation followed by

an exploration of significant policy and/or reform, and its influence on the service over time. Each case also compares the funding arrangements of the library. These historical arrangements and interpretations have impacted each of the library services in the way that services are delivered and that relationships are formed and maintained.

SAN FRANCISCO

Description

San Francisco Public Library (SFPL) won the 2018 Gale/Library Journal library of the year award in recognition of leadership, programs, partnerships and community connections (Berry, 2018). This recognises a forward thinking, model library service built upon a strong focus on inclusion and equity. Library activities of note include:

- The *All Are Welcome* initiative for newmigrants
- A Racial Equity Plan to build upon a series of programs to support the community to talk about race
- Digital Inclusion Week program
- Drag Queen Story Hour
- SFPL Cultural Awareness Committee
- A history of support of people experiencing homelessness through placement of a social worker in the library
- Partnering with the San Francisco Museum of Modern Art (SFMOMA) for community engagement and greater accessibility to the museum
- Support of teens through an advisory board with teens not only designing programs but also library spaces (Berry, 2018)

The activities outlined in the award demonstrate not only the leadership of the library service in the profession, but also as an organisation delivering on resilience and sustainability objectives, particularly by 'empowering and promoting the social, economic and political inclusion of all (United Nations, 2015) and collaborative participation (Magnini et al, 2017).

SFPL is a Department of the City and County of San Francisco. The library leader reports directly to the Mayor who leads a strong mayor form of local government (M. Lambert, 2018, Pers. Comm., 18 August). SFPL also works with a Library Commission, appointed by the Mayor and with responsibility for setting budget and library policy (SFPL, 2018a).

The capacity of the library is enhanced by a particularly good guaranteed funding arrangement through the Library Preservation Fund, through which SFPL receives the majority of its funding (City and County of San Francisco, 2017 p45). In the late 80s and early 90s SFPL was not well supported and were certainly not the leaders that they are now, however thanks to citizen action, a ballot for the Library Preservation Fund was passed in 1994 which guaranteed dedicated revenue for library services. The fund guarantees 2.5 cents for every \$100 of assessed property value goes to the library, on top of a guaranteed amount from the general

fund (M. Lambert, 2018, Pers. Comm., 18 August). The Library Preservation Fund makes up 98-99% of the Library budget each year (M. Lambert, 2019, Pers. Comm., 6 January).

The combination of values alignment and excellent guaranteed funding gives the library significant freedom in its service delivery, allowing for long term planning and a strong response to the shifts in library services in a post internet world. This includes a focus on facilities that are responsive to climate change challenges and new libraries being planned to 'anchor' new community development (M. Lambert, 2018, Pers. Comm., 18 August).

History

Jaeger et al (2013) trace public libraries in the United States through different periods of policy and politics. They point out that despite a lack of clearly and consistently articulated federal policy toward public libraries, federal government initiatives have a long history of direct intervention on public libraries. The 1950s saw the first program of federal assistance for libraries, and the Library Services Act was passed in 1956. This Act, however was not intended to dramatically alter the nature of libraries, and includes a special statement indicating that the Act is not to be 'so construed as to interfere with State and local initiative and responsibility in the conduct of public library services' leaving public libraries to fit in with different governance arrangements in each state and county (Library Services Act 1956).

The funding provided by the federal program was not significant, and the American Library Association (ALA) eventually took its first step of engaging with the national political process by lobbying for greater appropriation through the Act. This began an uneasy relationship between libraries and the federal government, beginning with the ALA being audited by the Nixon administration as an intimidation tactic and was followed by ongoing objections by libraries to government initiatives to check, without warrant, on library users reading records and collection use along with the observation of user records and information behavior through the USA PATRIOT Act (Uniting and Strengthening America by Providing Appropriate Tools Required to Intercept and Obstruct Terrorism Act 2001) and Homeland Security Act (2002). This also saw the removal of information from library collections and forced internet filtering through the Children's Internet Protection Act (Jaeger et al 2013).

These tensions are exacerbated by the fact that the small amount of federal funding available to libraries is often directly linked to abiding by these Acts and accommodating federal intervention, leaving US libraries juggling the need for funding, a commitment to providing unrestricted access to information and the desire to limit children's exposure to potentially harmful content (Jaeger et al 2013).

The US Constitution does not include commentary on the position and power of local government relative to state government. Local government is however, recognised as key to US politics and to democratic participation (Grant and Drew, 2017 p195). This is exercised through the widespread application of home rule throughout the US that enables high levels of local autonomy and discretionary authority to local government officials (Grant and Drew, 2017

p195). The US states enjoy a level of freedom to design systems to meet resident needs and preferences (Legislative Analyst's Office, 2010). The Californian Constitution also does not describe the purpose of local government (*California Constitution* 1970). The *San Francisco Charter* (1996) is the level of documentation that finally describes the responsibilities of the City and County, with the Charter's purpose being to:

'obtain the full benefit of home rule granted by the Constitution of the State of California; to improve the quality of urban life; to encourage the participation of all persons and all sectors in the affairs of the City and County; to enable municipal government to meet the needs of the people effectively and efficiently; to provide for accountability and ethics in public service; to foster social harmony and cohesion; and to assure equality of opportunity for every resident'
(San Francisco Charter, 1996).

Defining this purpose at the level of the City and County reflects the principles of citizen power, local control and autonomy, and democracy, some of the concepts upon which US local government is built (Grant and Drew, 2017 p195).

This level of discretion in local government service delivery and accountability means that there is considerable variation in local responsibilities between states (Legislative Analyst's Office, 2010). This highlights the importance of strategic alignment by the SFPL and the actions of leaders to ensure their services are visible and valued. Actions of the current and previous library leaders has seen the SFPL well positioned since 'the library embodies greater values of the city,' a position that not all US library services enjoy (M. Lambert, 2018, Pers. Comm., 18 August).

Contribution to local government societal roles

The SFPL program of inclusive activities has reflected the political mood of the City in the response to concerns about racism, sexism and discrimination and has brought members of the community together to connect them with current events and to help them develop an informed political voice to respond. These activities and the conversations they have generated have reflected and also supported a political identity of residents of San Francisco as members of a tolerant and inclusive society.

The City and County has a clear values based political identity, as demonstrated through the San Francisco Board of Supervisors, who have an official statement responding to the election of Donald Trump, indicating that the position of the City at the time of the election was in direct opposition with the President elect and would not be 'bullied by threats to revoke... federal funding, nor will we sacrifice our values or members of our community for your dollar' (San Francisco Board of Directors, 2016). A strong statement from the SFPL commission published on the website advises library support of the ALA stance to 'address the broad scope of civil rights violations engendered by certain provisions of the USA Patriot Act' (SFPL, 2018b).

This context allows the library to fulfil a particular resilience role by initiating conversations amongst the community to guide inclusion, along with supporting equitable access to information and opportunity to participate in policy discussion.

SFPL has been approached by planners and housing and community development teams regarding the housing and infrastructure boom that is currently occurring in the area as an identified key part of social infrastructure for new neighbourhoods (M. Lambert, 2018, Pers. Comm., 18 August). This demonstrates a role for the library in delivering elements of Stoker's (2011) economic development societal role for local government, through activating new developments and providing additional technological infrastructure. The extensive program delivered by the library also supports economic development through creating employment for local providers.

Both an economic development and a welfare role are demonstrated through SFPL's employment of a social worker to support library users experiencing homelessness and disadvantage, with employment extended to former users of the social worker's services who can then assist others (SFPL, 2017 p21)

The contribution of the library to these societal roles is reflective of operational capabilities of the service, with a strong funding base enabling new infrastructure and investment in specific roles. Library capacity is also supported by the complementary values of the library board and the San Francisco Board of Supervisors, which allow library resources to be directed toward supporting resilience and sustainability goals of social cohesion.

SFPL also demonstrates a role in networked governance through the development and use of an extensive network of partnerships both within the City and County of San Francisco and with external partners. A coordinating role is undertaken by the library to connect local knowledge to influence other agencies to meet outcomes of importance to the community (Stoker, 2011). This is demonstrated by the heavy focus on local partnerships to support programs and services on literacy, citizenship, social and cultural services. There is also strong commitment to community partnerships to expand programs and gain resources, expertise and experiences to diversify content. This network of relationships and partnerships helps the library to meet objectives, particularly in addressing a diverse range of specific needs and to enable informed conversations supporting cohesion.

The Library has a *Support Group Policy* (SFPL, 1991), that recognises the need for partnerships between the library and citizens to accomplish the goals and objectives of the library and meet diverse needs. These groups are established by the library leader to address system wide concerns and their duties and objectives are aligned to the library's strategic objectives (SFPL, 1991). This not only spreads some of the accountability regarding library services, as directed by the commission, to other stakeholders, but also builds capacity within the community to influence the library service and outcomes themselves.

In terms of strategic relationships, the library leader works closely with the library commission, consisting of community members who volunteer their time in what is described as 'a partnership (that) works very well'. The Library Commission is appointed by the Mayor and is an oversight body for the library (M. Lambert, 2018, Pers. Comm., 18 August).

The role of the library in resilience and sustainability activities still requires advocacy however, with the Library Preservation Fund up for renewal in 2023. This creates some urgency to sustain visibility and excellence in service delivery (M. Lambert, 2019, Pers. Comm., 6 January). The library leader plans to leverage the recent Library of the Year mantle and outline library services as contributors to other policy areas to the new Mayor.

This plan of action, along with the network of partnerships that the library has built up in order to deliver mutual resilience and sustainability outcomes with other providers, reflects the ANT concept of translation, where the library leader has identified public value propositions, such as inclusive programs that build capacity for individuals and communities to respond to adversity, and has influenced allies to make it happen (Arnaboldi and Spiller, 2011).

The strategic use of networks reflects a less hierarchical authorising environment as described by Scupola and Zanfei (2016) and makes for opportunities to shift power through a networked governance model. The enviable funding arrangement and the commission structure sitting to the side of the council allows for a level of autonomy, suggesting that while the attention of the Mayor is the cherry on top, its absence does not greatly detract from the library's capacity.

EDMONTON

Description

Edmonton Public Library (EPL) was awarded the 2014 title of Gale/Library Journal Library of the year, the first Canadian library to win the award. This was in recognition of leadership by EPL in community led service development (Berry, 2015). Outcomes of this service philosophy saw the establishment of a community development strategy by the library team that included an expectation that staff spend time interacting and working with community groups and the establishment of 19 community librarian roles specifically tasked with building EPL's network and understanding of community needs (Martinez, 2012)

This shift in service philosophy saw improvements and opportunities for library services to develop in areas such as technology, addressing homelessness and poverty in the community, and a focus on expanding digital resources and service (Berry, 2015).

Since the award, EPL reports successfully meeting objectives and making community impact in 2017 through targeted activities around reconciliation, supporting job seekers and membership campaigns (EPL, 2017). The library has also benefited from a large capital improvements project with new libraries built and existing ones upgraded (P.Martinez, 2018, Pers. Comm., 17

August). Recent library activities reflect resilience and sustainability goals of empowering and supporting economic, social and political inclusion (United Nations, 2015) lifelong learning and access to safe spaces (Magnini et al, 2017).

EPL is an autonomous entity that is not a part of any City department. EPL is governed by a board of trustees appointed by Edmonton City Council (P.Martinez, 2019, Pers. Comm., 9 January). Edmonton is going through a period of reform, with a review underway of the Municipal Government Act (Government of Alberta, 2018b) and the development of the Edmonton City Charter (Alberta Municipal Affairs, 2018). The development of the Charter distinguishes Edmonton as a significant local government area with needs distinct from other smaller areas. The Charter allows for the provision of accountabilities and powers unique to the province's largest municipalities to ensure they are able to become centres of excellence on the international stage (Government of Alberta, 2018a).

Edmonton Council recognises this as a positive change, seeing the need for increased capacity since the City has taken on important roles including homelessness, social housing, poverty issues, complex policing, and delivery of major infrastructure needs like transit. The draft documentation contains provisions that could potentially provide the City with authority or flexibility in governance, assessment and taxation, city planning and environment (City of Edmonton, 2018a). The Albertan library community has also seen an opportunity through the review of the Municipal Government Act and has made a submission for libraries to be one of the services acknowledged in the consideration of planning developments, alongside police and fire (P.Martinez, 2018, Pers. Comm., 17 August).

History

Canada does not have a clear national statement or law relating to public libraries, which leaves library professionals in each area to define their own mission (Gazo, 2011). The ambiguity that results from this means that the mission of the library can be interpreted from multiple perspectives, and for municipal libraries, where councilors hold power of decision making on resource allocation and even the very existence of the library, this can leave libraries in a vulnerable position (Gazo, 2011). The Alberta Libraries Act does not provide a purpose or mission statement for public libraries, rather provides information on how public library boards are to be governed (*Libraries Act*, 2000)

Gazo's (2011) study of city councillors in Quebec and their understanding of the mission of public libraries found that there is no homogenous view of what Canadian public libraries can and should be doing, with many seeing an outdated, passive image of libraries and low understanding and acknowledgement of innovation in library services. The understanding of the mission of public libraries was found to be often shaped by councillor experience as an individual, a library user or as a politician, and these perspectives may be based on real or imagined experiences.

The study concludes that while libraries are beginning to be seen as cultural services, rather than entertainment services, the role of public libraries should get more attention in the political language debate. The onus is on Canadian library professionals to build understanding of how decision making regarding libraries happens, and to bring greater awareness to Canadian councilors on how libraries are run (Gazo, 2011).

A 2014 study notes that provincial funding for Albertan public libraries has largely depended on the skilful negotiation of a small number of actors who have built a reputation for public library services over previous years (Stenstrom and Haycock, 2014).

A mid 2000s shift of provincial responsibility for public libraries from the Ministry of Community Development to Municipal Affairs, saw public libraries move to a fiscally larger ministry with a 'sympathetic minister' who worked on building funding levels for libraries (Stenstrom and Haycock, 2014).

The study shows the role key actors play in securing library funding each year and the importance of relationships with elected officials to advocate for the service. The study found that decisions around funding were grounded in political and economic contexts and that the social influence of key individuals during that process could advance the library cause. They note that it is of utmost importance to secure the attention of the elected official with the library portfolio. This can be achieved through the relationship with the decision maker, directing their attention to a specific matter, or by building their own desire to champion the library cause (Stenstrom and Haycock, 2014).

Contribution to local government societal roles

The advocacy role required of Canadian libraries is demonstrated in the Edmonton case study and this work has established a strong foundation to enable the library service to fulfil a number of societal roles. The establishment of a community development strategy and the activities that have followed has set the course for movement by the community from a subject culture to a participatory culture (Stoker, 2011).

Both the current and previous library strategies have focused on digital literacy and inclusion and has sought to increase access to digital resources and capacity of community members in using them. This reflects a welfare role by the library in direct provision of education services. Activities from the previous strategic plan include initiatives that have assisted people experiencing homelessness to attain employment, and upcoming initiatives such as the introduction of a badging system to recognise the skills developed through participation in library programs. For example, a badge recognising 'I can operate a digital printer without assistance from library staff' (P.Martinez, 2018, Pers. Comm., 17 August). The nature of such programs also demonstrates a contribution to an economic development role by increasing employment skills amongst the community and thus building resilience.

Recognition of the library as a driver of economic development is also demonstrated by the \$100 million capital investment from the City to build new and revitalise existing library spaces

and buildings over the past five years (P.Martinez, 2018, Pers. Comm., 17 August). This demonstrates recognition by the City of the importance of library spaces in urban development.

Along with the large capital investment from the City, fundraising also plays a role in financing the library with a commitment from EPL to reach a \$10million target to contribute to the capital funding, with \$7million raised at the time of writing. There has not been a target of this magnitude before with fundraising traditionally supporting smaller capital projects or pilot operational activities, with an understanding that if successful, the City would continue the funding (P.Martinez, 2018, Pers. Comm., 17 August). The library also receives about \$100 000 from volunteer coordinated booksales. The fundraising targets and activities support Stenstrom and Haycock's (2014) observations about the requirement for Albertan library leaders to be strong in negotiating support for the library and also demonstrates an opportunity for building community investment in the library service.

Fundraising activities are, however, not just about the money, and are also recognised by the current library leader as good 'friendraising' activities, building community understanding, interest and potential advocacy for the library, were political support to decrease (P.Martinez, 2018, Pers. Comm., 17 August). This shows the way that building community networks is valued and used strategically by the library leader and, when combined with the community led service philosophy, has been able to position the library to not only represent the community's needs, but be represented by the community.

The strong links between EPL and the community have been enabled by existing structures, such as the governance structure of the Edmonton Public Library Board (the Board), appointed by Edmonton Council, and leveraged through the community-led service philosophy. The Board is a corporation with full management powers over the library according to the Alberta Libraries Act, setting budgets and policies. The Board also lobbies for library support and advocates for literacy and learning (Edmonton Public Library, 2018a). The Board has a statutory standing and is considerably autonomous in conducting library affairs, with Council authority resting with its power to appoint trustees and approve library estimates. The boundaries of authority between the two bodies can at times be subject to interpretation (Edmonton Public Library, 2018a). Despite this, the level of autonomy allows the EPL team to work directly with community representatives, provides legitimacy to library decisions and shifts some of the decision making power on library services back to the community. Community input to library services has been further sought by the community librarians with a particular focus on breaking down barriers to accessing the service and those experiencing social exclusion (Martinez, 2012).

The relationships that have emerged from these arrangements have brought an element of power and visibility to the library to participate in and influence other projects. For example, following the success of the community led service philosophy, the library became a sought after partner in initiatives such as 'End Poverty Edmonton' and 'Recover,' which focused on services to the socially vulnerable. This was a result of the library being able to represent the community and be part of the solutions that the community needs (P.Martinez, 2018, Pers.

Comm., 17 August). This reflects EPL's participation in Stoker's (2011) Networked Governance role in representing community interests and being able to influence outcomes focus of such projects to meet community needs.

The status of EPL within the community and governance structures has been built up over the tenures of the current and previous library leaders. The library has not historically been well funded either operationally or capital-wise and both leaders have put effort into building relationships with municipal officials, providing clarity in 'articulating the value of the library and respectfully requesting funding' (not asking for more than was needed). When funding was granted, the leaders reported back the following year on how the library spent the funds and the impact that it had (P.Martinez, 2018, Pers. Comm., 17 August). Strategic communications on behalf of EPL have included regular reporting to the organisation on the activities of the library through presentations throughout the year and building the alignment of library strategy with City objectives. The newly released EPL Strategy now explicitly reflects how library activities align with city objectives (EPL, 2018b), further strengthening understanding of the library service.

As a result of this work, EPL has been recognised as a key player to other initiatives beyond immediate social needs, including round tables relating to policy and governance via the Municipal Government Act Review and resilience and sustainability via contributing to the city's application for the federal Smart City program (P.Martinez, 2018, Pers. Comm., 17 August).

The credibility that the library has built has also gone as far as the City consulting with the EPL on the appointment of new members to the Board. The library service has moved from not being consulted at all and having to 'work with what they got', to being able to define the skills and experience needed on the Board and making recommendations that were honoured by Council. Recognition of EPL's credibility is further demonstrated by two Councillors vying for a position on the Board at the time of writing (P.Martinez, 2018, Pers. Comm., 17 August). This supports the library's building of soft power (Stoker, 2011), and in combination with the economic development role that the library plays, is setting the library service up for gaining some of the hard power of incentive that can further support its networked governance role.

The success of EPL is a reflection of strong relationship building by the leaders, but also of an advantageous structural arrangement, with the library almost an arm's length entity for the council, with independent governance and an extent of independent funding. This distance seems to allow the library to focus on capacity building within the library team and customer base, and also to experiment with service delivery, particularly community led activities.

AARHUS

Description

Aarhus libraries are a network of 19 libraries that includes Dokk1, the 2016 IFLA Public Library of the Year (Zorthian, 2016). This award recognises library design that considers functional

architecture, digital development and local culture in its design (IFLA, 2018a). This award for the library coincided with the city holding the 2017 Capital of Culture mantle (Aarhus 2017, 2017), a European initiative that is designed to 'increase European citizens' sense of belonging to a common cultural area' and 'foster the contribution of culture to the development of cities' (Creative Europe, 2018). Library activities have a strong digital participation agenda, demonstrated by the role of the library in Smart City projects, and a focus on resilience and sustainability objectives through capacity building services and access to information.

The 2007 local government reform process saw the establishment of the Citizens Services and Libraries department in Aarhus, with libraries and library staff tasked with delivering support to citizens to use digital services as part of a policy for a digital nation (Ole Pors, 2010). This places libraries within Stoker's (2011) framework as supporting economic development through building digital skills, as well as a social welfare role through ensuring equity of access in an increasingly digital world.

The head of the Department of Citizens Services and Libraries reports into a Director. The structure of Aarhus council has elected Aldermen responsible for departments, and an Alderman has oversight for the department for Culture and Citizenship, in which Citizens Services and Libraries sits. This arrangement is the only one of its kind in Denmark, with Aarhus running a Corporation Government (MEAI, 2014). Aarhus Council also has a committee system, with the libraries represented by the Alderman for Culture and Citizenship at the committee meetings (M. Ostergard, 2018, Pers. Comm., 6 August).

History

Libraries in Denmark enjoy a philosophical fit within a cultural history of freedom of speech and cultural democracy. Nordic countries introduced laws securing freedom of speech in the 18th and 19th Centuries, requiring the state to ensure citizens are given access to information and the opportunity to take part in public discourse. In these countries, the state strongly intervenes in civil society, but does so to secure a semi-autonomous public sphere, made up of religious, voluntary, media, cultural, arts, higher education and research organisations (all of which are dependent on the institution of free speech). This is achieved through cultural policies that secure the infrastructure of the public sphere, with organisations and funding bodies in the culture and education sectors having editorial, artistic and research freedom (Larsen, 2018).

Cultural democracy as a policy strategy emerged in Nordic countries in the 1970s, recognizing the cultural requirements of individuals, communities and minorities and the respect and support of these requirements. This emphasizes cultural diversity along with the active participation of citizens in cultural life, not only as spectators of art, but through cultural production and distribution. This has driven a participatory culture with low barriers to artistic expression and civic engagement and strong support for creating and sharing along with passing on of knowledge between different groups (Rasmussen, 2016).

Despite recognition that public libraries provide information to the public for an enlightened public discourse (Larsen, 2018); promote an inclusive public sphere by providing meeting spaces for a wide range of citizens and an arena where people can learn and be exposed to both majority and minority perspectives (Larsen, 2018); and be places of cultural dialogue and co-creation (Rasmussen, 2016); public debate in Denmark has questioned whether libraries are necessary at all with the internet and other markets offering similar services (Rasmussen, 2016).

Rasmussen (2016) explores the Danish perspectives for legitimacy of public libraries, suggesting that enabling participation in cultural policy is a key source of legitimacy for libraries. Participation promotes consumption of cultural output, diversity of cultural collections and co-creation of content, economic growth through programs such as makerspaces and also through boosts to visitation and tourism. From the perspective of library users, participation brings a sense of belonging to a community and production of social capital.

Contribution to local government societal roles

The Nordic cultural policy and citizen participation context situates Danish local government and libraries to operate within all four of Stoker's (2011) societal roles and support resilience and sustainability. Aarhus Council's strategic plan emphasises a strong role for local government in delivering the cultural values of cultural democracy, citizen participation and having a role in providing 'the good life' (Aarhus Kommune, 2018). These concepts are facilitated by Aarhus Libraries' focus on building digital capacity to enable participation, and through a people centred design approach (M. Ostergard, 2018, Pers. Comm., 6 August).

These projects reflect a long history of the library facilitating a shift toward a participant culture, as demonstrated through the customer centred design approach to designing the Dokk1 library (M. Ostergard, 2018, Pers. Comm., 6 August). Service delivery throughout this change has been very customer-focused, with a project completed in partnership with Chicago Public Libraries on customer centred design (Frandsen, 2015), and user and citizen involvement in library service design (M. Ostergard, 2018, Pers. Comm., 6 August). The work of the library team in this space has preceded a new council strategy (published in Danish only, described by interviewee) about 'rethinking municipality.' This rethink turns the organisation around to ask 'how can we help the citizens do something to the city?' instead of the city always doing something to the citizens. Aarhus libraries are recognised within the organisation as being frontrunners in this, having already completed work in this field and are used as best practice examples (M. Ostergard, 2018, Pers. Comm., 6 August).

The people-centred design approach reflects Stoker's (2011) networked governance societal role, through the library team bringing people together to express their needs and preferred outcomes in order to influence the service. This influence that the community has can also support a sense of identity, as demonstrated through Dokk1 being a focal piece of new

community designed infrastructure within the Capital of Culture program, fostering the city's cultural identity.

Through design thinking and 'co-citizenship' projects, the library has progressively shifted up the ladder of inclusion from a more traditional role of listening to citizens, to actually handing over power to citizens (M. Ostergard, 2018, Pers. Comm., 6 August). This demonstrates the concept of innovation being enabled through the move away from top down decision-making (Scupola and Zanfei, 2016). The way that this approach has emerged suggests a way for libraries to foster participation and connection to communities within a governance structure that sees libraries more entwined in a local government organisation than the previous two case studies. Without a board like structure to authorise library decisions, Aarhus libraries have been able to facilitate community decision making through design thinking workshops.

Another focus of the library is data and media literacy and building the capacity of an already highly digital literate society to be better able to use and analyse digital information (M. Ostergard, 2018, Pers. Comm., 6 August). This focus represents both a welfare role, in providing digital resources and educating on their use, and in turn, an economic development role through contributing to employment skills and potential for technological innovation by the community. This direction is supported by Aarhus libraries being strongly linked to the innovation agenda of the city and being seen as a key player in Smart City projects. The library participates in these not only through having the space and resources at Dokk1 to access new technologies, but also by working to empower citizens to be aware of and to influence the implementation and use of the technology in the city (M. Ostergard, 2018, Pers. Comm., 6 August).

This visibility of Aarhus Libraries in Smart City projects and strategies has been a beneficial outcome of the Department Head being the former City Librarian. This has meant that the library has been centrally focused within such projects and strongly represented in council initiatives. The library has also been fortunate that the head of the council's Cultural Committee is also the head of the Danish Library association. Having two people in key decision making positions with a deep understanding of libraries has supported the library in its initiatives. This background demonstrates the ANT activity of translation by the Department Head, who clearly used the advantage of their history and position in driving the library agenda and influencing decision makers with a library public value proposition. The recent departure of the Department Head has left the library in a position of potentially significantly less support, and highlighted a vulnerability of the library service in such a structure (M. Ostergard, 2018, Pers. Comm., 6 August).

The Aarhus Council organisation is hierarchical, and access to certain levels of planning and discussion is limited to Department Heads. This means that services may end up relying on someone who knows less about libraries to represent them in high level discussions (M. Ostergard, 2018, Pers. Comm., 6 August). The library leader is aware that there is investment to

be made in making sure that the new Department Head is able to understand and articulate the current and potential role that the library can play.

Danish libraries are legislated by the *Act on Library Activities 2008*, in which 'the municipal council is obliged to run a public library service' but can customise services according to local needs. This shows an influencing role is required of library leaders, with the successful advocacy for the Aarhus library so far, attributed to the fortunate background of two key decision makers, who have had a strategic view of libraries and focused on making sure the library is involved in or even leading key council innovation projects that contribute to resilience and sustainability.

This structure sees the library service focusing more on building support within the council organisation, rather than using the community relationships to leverage support and legitimacy like the two previous cases of San Francisco and Edmonton. This makes the relationship between Aarhus Libraries and the community and other partners somewhat different to EPL's relationships as there is less emphasis on building community investment.

The nature of the Aarhus projects have however, set the library up for spreading the authorising environment by empowering citizens to participate in service design. This not only demonstrative of the environment for innovation described by Scupola and Zanfei (2016), but also of Magnini et al's (2017) resilience roles of promoting collaborative participation.

AUCKLAND

Background

Auckland Libraries is the largest public libraries system in Australasia with a network of 55 community libraries established through the 2010 amalgamation of seven former local councils (Auckland Libraries, 2018). Since the amalgamation, the library team have been establishing a new focus and operating model, going through massive structural change while still delivering a library service that recognises local needs, broader city objectives and leadership in recognising and celebrating Maori culture (A. Dobbie, 2018, Pers. Comm., 23 August).

Library activities have focused on providing services to a diverse community to build a sense of identity as a new local government area, whilst maintaining the identities of the communities within. Auckland Libraries have been focusing service delivery on helping to build strong communities and identity and using community services to reach those who might otherwise miss out on having their needs met (A. Dobbie, 2018, Pers. Comm., 23 August).

These activities have included celebration of heritage to build community identity and pride through research and programming around community stories, community engagement to inform library collections and services and building the capacity of the digital library to reach communities that can't or don't use the physical library (Auckland Libraries, 2013; A. Dobbie, 2018, Pers. Comm., 23 August). New focus for the library service is based upon decentralising

Decision-making to empower library staff to make decisions locally that will meet the needs of their communities and fostering a culture of codesign (A. Dobbie, 2018, Pers. Comm., 23 August).

The library sits within the Operations Portfolio of Auckland City, with a Chief Operating Officer at the head of the organisation, a Director heading the Department of Community Services, and a General Manager heading the Auckland Libraries team (Auckland Council, 2018a). This structure has been a work in progress for Auckland Council, with the access of the library leaders to the committee chairs and to the committee at all, gradually increasing over time since 2010 as the organisation settled in to the new structure (A. Dobbie, 2018, Pers. Comm., 23 August).

History

A policy of biculturalism emerged in New Zealand in the second half of the twentieth century when recognition of the legitimacy of Maori grievances led to investigations of breaches of the Treaty of Waitangi. The attention to Maori issues also initiated a recognition of Maori culture as a growing, living culture and successive governments adopted the policy of biculturalism, reflecting an awareness by all New Zealanders of the value of Maori culture. Biculturalism is a public policy that recognises two peoples, the Maori and Pakeha (people of European origin), implying the sharing of power, resources and responsibility (Cullen, 1996).

Public libraries had responded to this shift by the mid-1990s with incorporation of policy objectives into library practice, including the way that knowledge is collected, stored and made accessible, along with creation of 'culturally friendly' library spaces (Cullen, 1996). This places libraries in the role of supporting the political identity of the area by promoting the policy of inclusion (Stoker, 2011). It also shows the active role of libraries in the community's 'systems memory' (Dudley, 2012).

The growing emphasis on biculturalism in this period coincided with significant change in the public sector in the 1980s and 1990s. Reform in local government in New Zealand throughout this period was influenced by New Public Management and saw the restructuring of some activities including changes to commercial or quasi commercial activities and the establishment of arm's length entities for the management of significant assets. As a result, New Zealand has two main forms of local government – territorial local authorities responsible for the bulk of local service delivery, and regional councils, which set the parameters for environmental management for areas that include several territorial local authorities. These two levels tend to work in parallel, rather than through a hierarchical relationship (McKinlay, 2014; Cheyne, 2015).

Throughout the 1990s and 2000s local governance reforms in New Zealand focused closely on expanding public participation through building awareness of opportunities for democratic engagement through consultation and engagement with annual and long term planning processes. At the time, this was recognized throughout the world as good practice; however,

Cheyne (2015) argues that legislative changes and changes to policy following the Global Financial Crisis have reduced the opportunities for public participation in New Zealand local governance, threatening urban governance and a community's capacity to respond to complex challenges.

The political structure of Auckland City is unique to New Zealand, with an executive mayor and two tier co-governance model (Chamberlain, 2012). This model has a governing body of councillors and 21 local boards of elected members (not councillors). Auckland's governing body provides regional strategic direction through strategies, policies and plans, including the overall library strategy and budget, collections and digital infrastructure. The local boards represent their local communities and make decisions on local issues and have some influence on up to four libraries each. The boards have a role in library advocacy and providing the library not only a high public profile, but also a high political profile. This structure and the existing leadership in the library service saw a high opinion of libraries by the public and many politicians throughout the amalgamation and positioned the library to be one of the key deliverers of the vision for Auckland Council (Chamberlain, 2012).

Prior to the 2010 amalgamation, the library leaders in the Auckland region had already been working collaboratively for many years, to the extent of establishing a regional library service well ahead of the structural reform (Chamberlain, 2012). The libraries were a prominent good news story as one of the few council services able to deliver the benefits of amalgamation immediately through offering Aucklanders the ability to use their existing library card at any of the 55 libraries across the amalgamated area overnight. This gained the library good media coverage and strong political support at the time (A. Dobbie, 2018, Pers. Comm., 23 August).

Over time however, the library leaders have had to work hard to keep political positivity for the library service. This has been a journey of advocacy within the organisation, starting with the library strongly advocating to be included in the first Auckland Plan. This was an unsuccessful effort, with council focusing on the major spatial and regulatory concerns of the huge and diverse new local government area. Libraries had been viewed as low priority as they were 'ticking on' without issue. In response to this, the library team developed a very strong library strategy *Te Kauroa*, that was clearly aligned to the Auckland Plan objectives and used to direct library activities (A. Dobbie, 2018, Pers. Comm., 23 August). *Te Kauroa* identifies library contributions to:

- Creating strong, inclusive and equitable society
- Enabling Maori aspirations through recognition of the Treaty of Waitangi
- Integration of arts, culture and heritage into daily lives
- Economic and urban development
- Livable and resilient communities (Auckland Libraries, 2013 p11)

The second Auckland Plan was published in mid 2018, and reflects the maturity of the organisation over time, shifting focus from the organisation itself, to a reflection of all the levers that council has to achieve community outcomes. The library is now recognised as one of those

levers. This effectively reinforces the direction of *Te Kauroa* and eight years of advocacy to achieve library representation through council committees. The library has also been at the forefront of digital services, which the council organisation as a whole is developing a new understanding of, and other departments of the organisation just now starting to explore digital solutions for customers (A. Dobbie, 2018, Pers. Comm., 23 August).

Contribution to local government societal roles

The post-amalgamation focus on identity building by Auckland Libraries demonstrates a clear expression of Stoker's (2011) political identity societal role, with the library taking a lead role in supporting local communities to define and articulate who they are and what is important to them. This emerges through the approach that Auckland Libraries has taken to empowering staff to recognise the local needs and 'put a local stamp' on services, programs and even the look and feel of a library building in a way that reflects the local community (A. Dobbie, 2018, Pers. Comm., 23 August). This work has contributed to supporting communities to connect to place and feel a sense of belonging and ownership. Expression of the local cultures also provides the opportunity to celebrate the different communities within an area. Auckland Libraries does this through recognition of different language groups through activities, and employing staff and program deliverers who can speak the language prevalent in an area (A. Dobbie, 2018, Pers. Comm., 23 August).

This focus on identity supports the policy of biculturalism by promoting the respect of difference while developing a sense of belonging to the whole. The policy of biculturalism has strengthened the library's contribution to supporting identity through the history of respecting and reflecting Maori culture in all library activities. This mutual understanding and respect has provided the basis for an approach that can be applied to other cultures including new other Pacific Islanders, new migrants and the deaf community (A. Dobbie, 2018, Pers. Comm., 23 August).

Identity is further supported through the work the library has been undertaking to build visibility and awareness within the representative local board structure, and is strongly represented through the language used within *Te Kauroa* regarding inclusivity and participation (Appendix 5).

This also feeds into Stoker's (2011) networked governance role of the library, with the local connections enabling the library leaders to represent the community's interests and influence other services to meet outcomes that are important. The new Auckland Plan recognises the input required by other agencies to achieve community outcomes (Auckland Council, 2018b, p290), and libraries are increasingly acknowledged as one of the 'levers' to achieving these outcomes (A. Dobbie, 2018, Pers. Comm., 23 August).

The consistent work of the library leaders in building the profile of Auckland Libraries, to the extent of demanding representation on the agendas of relevant committees and working within

the community board structure has placed the library in a good position to represent and influence. Beginning with the political support early on in the amalgamation process, the library leader has built relationships of influence throughout the council organisation and library teams are now regularly invited to participate in working groups covering community concerns such as emergency management, civil defence, and migration (A. Dobbie, 2018, Pers. Comm., 23 August).

The library has often been a leader in providing programs and services to address such concerns, and there is recognition that as the organisation has matured following the amalgamation, more and more departments have caught up to this thinking. This has provided more partnership opportunities for the library to deliver service that is more integrated with other stakeholders strategies (A. Dobbie, 2018, Pers. Comm., 23 August).

Partnerships and alignment to mutual objectives throughout the organisation and community has been important to the library operation, with reductions to library funding, and efficiencies also identified as an objective of the amalgamation. Centralisation of responsibilities such as HR and Marketing has reduced some of the independence of the Auckland Libraries team and a 'smart thinking' approach has been applied to build staff capacity in operating strategically and efficiently (A. Dobbie, 2018, Pers. Comm., 23 August).

Libraries in New Zealand are fully funded from local authorities, which according to the library leader, establishes strength for library services via an important relationship between libraries, the community and local politicians:

'If you want to sustain strong support and a strong funding base, then you've got to be able to give an absolutely relevant, best possible service to your customers and voters so that they will vote in favour of strong libraries (and) the politicians then feel that they need to and should support strong libraries. If you are failing to deliver or your customers are really negative and see it as a waste of money, then if there is a politician who will stand up if there is an election and say 'library services are a waste of money, I'm going to get rid of them' then there is more likelihood that more voters will support that. So it's a hell of a tight circle of influence' (A. Dobbie, 2018, Pers. Comm., 23 August)

Like Aarhus, the hierarchical nature of the Auckland organisation and the full funding of library services from municipalities means that library leaders have had to first advocate within the organisation to build legitimacy and demonstrate the library's value. Of all the cases of this study, the leader of Auckland libraries is hierarchically furthest away from the elected members, however the elected members still have a close influence on library funding. Auckland Libraries has responded to this authorising environment by clearly aligning the library's strategy to council objectives, and then taking a leading role in delivering them, to build legitimacy. This demonstrates the link between networked governance and innovation identified by Scupola and Zanfei (2016), with the library leader building a broad base of support for new ideas firstly through the committee structure and local boards, and more recently through codesign activities with the community (A. Dobbie, 2018, Pers. Comm., 23 August).

Vertical Analysis: Tracing policies from National to Local to Library

Bartlett and Vavrus (2018) suggest that the vertical axis be used as a method of tracing the application of policy at different levels. In the case of this research, the application of global policy concepts of urban resilience and cultural sustainability at a national, regional or local level, and also how they are translated into a library context. By exploring the four different contexts, the purpose of this part of the analysis was to consider how local actors respond in similar and different ways to these concepts, even though they are working in a profession that has a common value of 'intellectual freedom.'

The analysis of this axis also uses elements of ANT, considering both the actors and the relationships that can influence policy, and discourse analysis which explores the language used and how the concepts of resilience and sustainability are represented. This allows for a picture to develop of the people who develop and enact a policy and of the policy itself (Bartlett and Vavrus, 2018). Three aspects are considered in this vertical analysis:

- How is language used to represent resilience and sustainability in Council and Library strategic documents?
- Who are the authorising stakeholders of the library policy?
- What relationship does the library leader have with the authorising stakeholders?

How is language used to represent resilience and sustainability in City and Library strategic documents?

Aarhus and Auckland libraries have the strongest explicit articulation of the role of the library in delivering on resilience and sustainability outcomes (Appendix 5). The work of these libraries is enhanced through the council also having a strong and clear articulation of resilience and sustainability in the organisational and city strategies. The library services have used this strong direction to support and drive library activities and demonstrate at an operational level how the library contributes.

While San Francisco and Edmonton's library strategies have a weaker link to the city strategies, they have a stronger focus on articulating the library services first and then how the services contribute to the higher level objectives. In the plans of these services there is more generic terms used, that are descriptive of library services (Appendix 5).

The differences between the two pairs of library services reflects the vertical policy journey in the different contexts. Both the US and Canada are federal structures, while Denmark and New Zealand are unitary, which means that there appears to be much broader freedoms of interpretation in the North American cases of policy and the role of local governments and library services as this goes through at least one extra tier of government interpretation. This

local freedom extends to the ways that libraries are funded and delivered in these cases, with both libraries experiencing an extent of autonomy from the council as an organisation, and therefore able to focus their strategies on the library profession itself, rather than the role in supporting the council to deliver outcomes.

This element of vertical comparison shows the ANT concept of assemblage (see Section 4, above), with the legislation and policy contributing the history and current identity of each of these services and in turn influencing the way that individuals react and strategic documents reflect the culture of each case (Koyama and Varenne, 2012).

Who are the authorising stakeholders of the library policy? What relationship does the library leader have with the authorising stakeholders?

The two North American organisations have a board or commission governance structure that sets policies and budgets for the library service. The board and committee arrangements seem to allow each of these library services a level of legitimacy and the ability to respond to community needs with quick authorisation from the actual community. Such an arrangement could be used by Auckland Libraries in future with the local board structure and Aarhus through the rethinking municipality direction. The activities of all four cases suggests a trend toward increasing participation and community engagement.

The fundraising role that EPL plays also means that the donors to the library have some role, although different to the board's, in authorising the library's activities. The library is accountable to donors who have an expectation of receiving reports on how the library has spent their budget (P. Martinez, 2018, Pers. Comm. 17 August). This in turn places the donors in an authorising position for future projects as their decision to fund impacts the direction of the library.

The arrangement in Aarhus with an elected alderman as key decision-maker also directly links the library service to the community to respond to needs. While it is likely that the departmental focus and projects of Citizen Services and Libraries have driven innovation and the shift to citizen empowerment, having the clear reporting and representative link to the alderman is likely to have assisted in building the legitimacy of the library. The reporting line to the Cultural Committee builds the identity of the library as a cultural resource in a way that differs to EPL and SFPL, where the authorising environment is more library centric.

Auckland's organisational structure is not too dissimilar to a NSW context with around three tiers between the head of the organisation and the library leader (in the case of City of Sydney, there are four tiers). The authorisation of the Auckland Libraries very much comes from within the organisation, which did not immediately recognise the need for the library to report directly to community via the committee structure. Advocacy on behalf of the library leaders has

broadened the library's authorising environment.

Throughout the authorising environments of each library service, the library leader is still an active promoter of the value of the library and it is clear that the success of the library in each of the different structures depends on tactical positioning by library leaders. However the library services with a broader spread of decision authority, not just vertically through the organisation, appear to enjoy an increased capacity through support of community members. This is congruent with Scupola and Zanfei's (2016) observation of less hierarchical governance enabling innovation.

Opportunities for advocacy are strengthened by the library leader's access to key decision makers. While all of the library services have an element of direct access to elected members, San Francisco has the strongest formal access, with the Library Manager reporting directly to the Mayor. Access to the library commission is also regular through meetings and regular reporting and a 'close' working relationship (M. Lambert, 2018, Pers. Comm., 18 August).

Edmonton also has formal and less formal access, in that there is regular reporting via the Board, but also that the library leader can pick up the phone, email or visit councillors to discuss library activities. This is an outcome of relationship building and of credibility that has been built up over time (P. Martinez, 2018, Pers. Comm. 17 August).

Aarhus and Auckland have more formal processes for accessing decision makers through organisational structures. In Aarhus, the Library Manager has access through monthly meetings with the Alderman and Department Head. However she is reliant on the Department Head to appropriately represent the library through attendance at higher level meetings (M. Ostergard, 2018, Pers. Comm., 6 August).

The Auckland Libraries leader makes efforts to maintain relationships via less formal mechanisms such as through workshopping plans and initiatives and having regular catch ups with committee or Local Board chairs or relevant councillors through approved and mandated mechanisms (A. Dobbie, 2018, Pers. Comm., 23 August).

The relationships in all four cases require the library leaders to demonstrate a continuous understanding of the local, national and international context in order to respond strategically to resilience and sustainability opportunities. Political nous is also required to build the status of the library in delivering on such initiatives and to see and take the opportunities to make ideas happen. This can be seen through the effective community relationships of Edmonton (eg fundraising/friendraising) and San Francisco (eg partnerships to deliver a program of inclusion) and the organisational influence of Aarhus and Auckland libraries (eg leading a digital innovation agenda).

Summary

The vertical axis demonstrates two different types of relationship between the library service and the council. The two libraries that report through the board, San Francisco and Edmonton, have a stronger identity as a library service first, rather than a department of council, as demonstrated through the focus of their strategic plans. The fact that the authorising environment for both of these services is a group of decision-makers who have self-nominated or chosen to be a part of the library journey could support a stronger library identity with decision makers already having somewhat of an interest in libraries and removing some of the onus of internal ally building from library leaders. This arrangement places the role of the library leader in a position where they are evolving library services, and it seems that they are operating in the space where they are looking at how broader city policies or strategies could enhance library activities.

The two services that are more closely linked to the organisation, Aarhus and Auckland, appear to take a more strategic approach to how resilience and sustainability policies are enacted through libraries with a closer connection and more apparent expectation for the library service to align with the city strategic directions. The library leaders in these services are in a position of demonstrating how the library delivers broader city policies or strategies, with these concepts pushed down. The leaders have responded by demonstrating and implementing digital innovation to their organisations.

The vertical axis also demonstrates the way that the library services identify public value in day to day operations which is then influenced by the authorising environment. The library leaders in all four cases are active in pushing new ideas through formal and informal networks of colleagues and stakeholders in order to build support and deliver responsive library services.

The transversal axis demonstrates the impacts of different historical policy and funding arrangements for the library, with the two North American cases again demonstrating the difference that guaranteed or external funding can make on a service. The funding arrangements of San Francisco and Edmonton provide a resource on top of municipal funding that establishes a further separation from council, who are literally less invested in the library service than the cases which are fully funded by local authorities. Auckland and Aarhus library leaders do, however, see benefits in the funding arrangements in their areas due to the circle of influence that emerges between the library, community and elected members.

Through this study, the three axes of comparative analysis emerged as being applicable to the Public Value Triangle, as it became clear that the library leaders are all actively interacting with

- The culture and history of their areas that informs how policy is developed and enacted and impacts how their library's value is articulated;

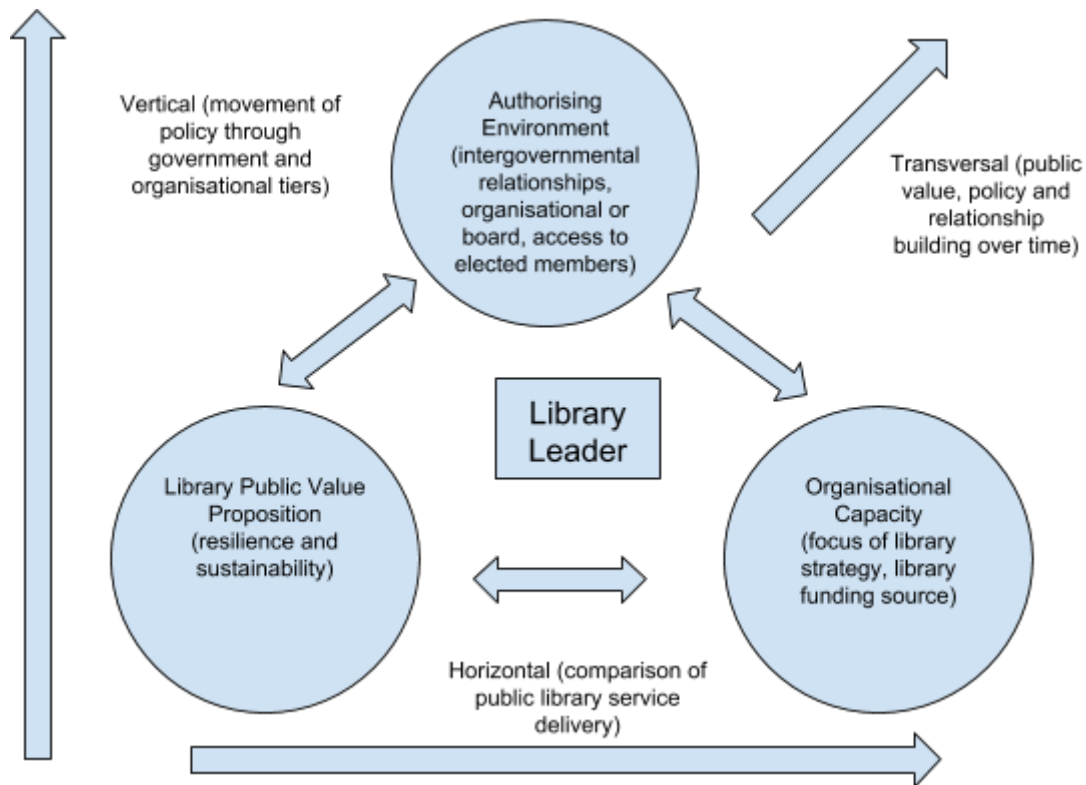
- The intergovernmental and organisational structures and relationships that authorise the services; and
- The reporting and fiscal arrangements that differ between cases impacting the organisational capabilities to deliver.

Figure 6 displays how the library contexts can be analysed through combining the Public Value Triangle with the three axes of comparative case studies. The ways that the libraries articulate their public value propositions around resilience and sustainability emerge through the transversal axis. The library leader's identification of public value emerges from the way that policy has been interpreted over time and reflect the historical relationships that have emerged in that policy environment between the libraries, other tiers of government and external stakeholders.

The vertical axis demonstrates not only the movement of policy through the different tiers of government but also provides a view of the authorising environment for the library within the council organisation and structure.

Finally, understanding the organisational capacity of the library can occur via the horizontal axis, comparing the differences in service delivery, funding arrangements and strategic directions.

Figure 6: Public Value Triangle applied to Comparative Case Study methodology



This model suggests that the strength of library leadership is key to the success of these libraries, regardless of the structure in which the library sits as they are active drivers of these axes. The role of the leader as central to this was recognised by all four library leaders that were interviewed with the following leadership skills identified by all in navigating the authorising and organisational environment:

- Understanding the political environment/ political nous
- Advocacy/ tactics
- Relationship building with a range of stakeholders

These leadership skills are congruent with the skills identified in the literature review (Goulding et al, 2012; Peet, 2017; Schwartz, 2016).

The role of the individual actor in interpreting the environment and relationships required introduces another layer to the Public Value Triangle as this interpretation reflects Stoker's (2011) societal roles of local government. As demonstrated through the case studies, public libraries can deliver on all four of these roles, and the policy and organisational contexts of libraries have facilitated particular leadership skills in representing communities and influencing outcomes through a networked governance paradigm.

The North American cases demonstrated a close proximity to community members in which to use these skills, with leaders having greater access to community representatives and political decision makers, allowing a deep insight into the personalities and interests of those affecting the library. A clear understanding of the political environment, including the opportunities the budget process provides, has supported Aarhus and Auckland leaders to channel library advocacy within the community. These leaders have an additional layer of advocacy required within the council as an organisation, which both have cleverly achieved by mobilising on digital citizenship innovations, becoming leaders within the organisation.

The movement toward codesign of services and supporting community participation acknowledged by all of the library leaders demonstrates the strong role public libraries can play in delivering resilience and sustainability objectives and which is enhanced by the network of allies and stakeholders that the four library services have built.

SECTION 6

Conclusion

Summary

This research has explored the ways that libraries operate in different governance contexts in four different countries. A philosophical basis of 'intellectual freedom' guides the library profession and underpins the delivery of services to provide equitable access to information, technology and public space, the outcomes of which see libraries as key deliverers of resilience and sustainability. Libraries also operate in all four of Stoker's (2011) societal roles for local government:

- Supporting the political identity of the locality (eg. SFPL's programming reflecting the political mood of the City)
- Supporting economic development (all four cases provide training and skills development to get and keep the community employed through periods of technological disruption)
- Providing social welfare (eg Aarhus digital citizenship program, SFPL and EPL support of homeless and disadvantaged)
- Acting as a lifestyle coordinator (eg SFPL's extensive network of partners brought together to provide services and tackle complex community concerns)

The study began with a literature review of the ways that library services contribute to resilience and sustainability through activities such as increasing participation in civic life by providing the tools and resources, providing lifelong learning opportunities (Magnini et al, 2017), reflecting and documenting a culture's heritage and future through collections and spaces, and promoting inclusive societies through freedom of access to public information (United Nations, 2015).

The study posed three questions:

- What is the relationship between libraries and local government in selected Western countries?
- How does this relationship support or not support a public library's positioning as a valuable cultural institution within the community?
- What can the City of Sydney learn from other city libraries?

Two data gathering methods were used to investigate these questions: document analysis and semi structured interviews. A comparative case study methodology following Bartlett and Vavrus's (2018) three axes was used to analyse the data. Elements of discourse analysis and ANT were applied in the methodology for analysis. A connection between the three axes of comparative case studies and Moore's (1995) Public Value Triangle emerged through the

analysis, providing an additional lens for synthesising the findings and placing the library leader as a central force in influencing outcomes regardless of structure. Recognition of Stoker’s (2011) societal roles of local government as applied to library services further assists in articulating the library’s role and the library leader’s influence within a networked governance paradigm.

The use of concepts from ANT throughout the analysis provided further insight, by focusing on the relationships and associations between the people and documents in each case. This demonstrated that both human and non-human actors have influenced each context, with policy documents such as the USA Patriot Act 2001 and Treaty of Waitangi impacting decision making and relationships. The library leaders play roles in driving the library’s future through the ANT concept of translation, by articulating and advocating for the library’s public value statement and networking to gather allies to make the vision happen (Arnaboldi and Spiller, 2011).

The relationships between the libraries and local governments demonstrated two types of arrangement, one in which the library is somewhat more arm’s length than the other cases, and one in which the library is very closely under the umbrella of the council. This is demonstrated through Figure 7:

Figure 7: Sources of library capacity

	Funding environment	Authorising environment
Internal	Aarhus Auckland	Aarhus Auckland
External	Edmonton San Francisco	Edmonton San Francisco

Figure 7 demonstrates two key differences between the library cases, which is whether the library’s capacity comes from within the local government organisation, or directly from the community itself. Aarhus and Auckland libraries are both very tightly linked to the council as an organisation, with full funding coming from this source, and with decision making occurring within council controlled governance structures. Edmonton and San Francisco on the other hand, receive funding from both the council and through other mechanisms, distancing the library from the council organisation to a certain extent and placing more onus on the library leader to build operational community relationships. This reflects and may also be a result of the decision-making power on library activities sitting with community members through board like structures.

The relationships between the library and local government in each case supported the libraries in different ways. The external capacity environments of Edmonton and San Francisco provides autonomy from the council and saw both with a strategic focus on the library profession. This saw both services take an approach to responding to local needs that was more library centric,

with the arrangement allowing the service to respond to resilience and sustainability through a close structural link to the community. Aarhus and Auckland's environments appear to drive a library identity as a local government department with much stronger strategic links to the organisation.

These differences are congruent with Stoker's (2011) observations regarding the associated politics that facilitate the different societal roles of local government. The higher autonomy of EPL, for example, via the external funding and authorising environments has allowed for closer relationships with citizens and community groups (eg through fundraising and friendraising). This has enabled the exercise of some 'hard power' through allowing for deals and incentives for resourcing capital projects. The more integrated approach of Aarhus and Auckland reflects the internal funding and authorising environments, with the tiers of government and the service itself sharing in tasks through mutual goals.

The very existence of the board-like entities in Edmonton and San Francisco creates the environment for the library to drive participation in civic life, as well as inclusion and capacity building in community problem solving. The risk to such autonomy would be in the library taking too much of a library-centric position, and not responding at all to broader social and policy movements, however the community driven funding arrangement of Edmonton in particular, keeps the libraries in touch with broader community concerns.

While both Aarhus and Auckland Libraries still deliver a service that is clearly building the library profession, the library strategy is much more strongly aligned with the council objectives. This saw Aarhus and Auckland interpret council objectives into the library context and saw both services as early adopters of digital citizenship initiatives ahead of the broader council organisations, suggesting a key opportunity for libraries to demonstrate return on investment to their financial enablers by take an ideas incubation type role to experiment and test other resilience and sustainability initiatives.

What can the City of Sydney learn from other city libraries?

The City of Sydney can learn from the cases in this study to build awareness of existing contributions to resilience and sustainability and to inform future strategic directions. These directions can focus on building advantageous structural and authorising environments to support the library to better deliver services that benefit the community through understanding community needs and concerns.

The City of Sydney is most similar in structure to the Auckland case, with the authorising environment very much within the organisation itself, and most funding coming from local government (a small percentage coming from the state). Like the Auckland case, the City of Sydney library leader does not have any form of direct access to elected members and like the

Aarhus case, relies on the interpretation of many layers of management to represent the library value statement.

The City can demonstrate leadership in local government through exploring opportunities to involve community representatives, elected or not, in library decision-making through an advisory role like a library commission structure, or through codesign of services. This would benefit the library by building understanding of the service itself, commitment and pride in the service from the community, and a certain legitimacy to the service being community focussed. Greater input from community members would allow the library service to respond effectively to the diverse social and cultural needs throughout the city, in line with the 'City of Villages' identity of the LGA (City of Sydney, 2017b).

A library commission is an opportunity to further the conversation on how libraries can and do deliver on resilience and sustainability objectives by working as a library advocacy piece as well as shifting some of the power of decision making to the community. Having decision makers committed to working with libraries can create new interpretations of the cultural outputs of the service, providing more space to explore intrinsic cultural value of library activities (Loach, et al, 2017).

Empowering staff to play a role in building community relationships would further this positioning, and taking an approach similar to Edmonton's Community Librarian roles would further strengthen this connection.

The political context of the City and the library's authorising environment means that a comprehensive library policy and strategic plan is required to articulate and clearly link the library's objectives to the council's resilience and sustainability objectives. Such documentation will provide authorisation from within the organisation itself for the library team to act upon emerging initiatives, the content of which can be informed by community participation activities.

Leveraging an organisational move toward people-centred design, and making use of the work already done by Aarhus Libraries in this area can further expand the strategic direction of the library to include codesign by the community. A project such as this can coincide well with the two new library buildings and associated infrastructure, providing opportunity work with new and existing communities to define service expectations.

Exploration of alternative and complementary funding or sponsorship arrangements can further contribute to 'friendraising', creating a broader base of stakeholders in the library. This could contribute to greater support for the library through building mutually beneficial relationships, and increased flexibility to react to changing community needs through increased resources that are external to the council bureaucracy.

These opportunities can all be linked through active use of the ANT concept of 'translation,' through which the library team can collect and document ideas for the library service to deliver

on resilience and sustainability and use these to influence a network of internal and external stakeholders and allies to support objectives. This can build advocacy into day to day activities, furthering a leadership role for the City of Sydney.

Recommendations

The City of Sydney is at a pivotal moment at the time of writing, with two brand new branches being opened, a change in library leadership underway, and no current library strategy. With the City's commitment to resilience (City of Sydney, 2017; City of Sydney, 2018b) and recognition of the role of culture in urban development and sustainability initiatives (City of Sydney, 2014) the library leader has an opportunity to start building the library's position as a leading capital city library service and valued cultural service with support of strong council strategies and by leveraging on existing community engagement activities.

Using the Public Value Triangle model from Figure 5, the recommendations for the City of Sydney are summarised below.

Library Public Value statement:

- Define library objectives in the context of the resilience and sustainability commitments of the council, such as with regards to social cohesion and connectedness, people centred design and integrated governance from the Resilience Strategy (City of Sydney, 2018b) and creative participation and knowledge sharing from the Creative City Cultural Strategy (City of Sydney, 2014).
- Acknowledge the City's current strategies and plans along with the historical policy and cultural context of NSW and Sydney to identify opportunities and limitations. This could include acknowledgement of the relationship between NSW state and local government through the context of funding commitment to public libraries (Knight, 2018), cultural movements toward meaningful and respectful engagement with Aboriginal and Torres Strait Islander culture through the *Eora Journey* (City of Sydney 2016b).
- Articulate the opportunities that new state of the art library facilities can bring to community building, citizen engagement and civic participation.

Authorising environment:

- Acknowledge the internal authorising environment of the City of Sydney library service. There is structural distance between library actors and elected members and a loose connection between the library, the community and elected members which should be strengthened.
- Explore shifting citizen/council power dynamics, viewing the stakeholders of the library as 'citizens' rather than 'customers'. For example, develop advisory groups, utilise existing and emerging technology for citizen engagement.

- Build the legitimacy of the library within a large bureaucracy through providing greater access to elected members and community representatives, moving away from the traditional hierarchy to a networked approach.
- Create opportunities to advocate for the library's role in delivering resilience and sustainability principles with the community.

Organisational capability:

- Acknowledge the internal funding arrangements of the City of Sydney library service. While the City has a strong funding capacity for services, further legitimacy and capacity can be created by 'friendraising' activities.
- Explore partnership and sponsorship opportunities with the intention of relationship building and community capacity building, rather than pure service delivery.
- Obtain organisational endorsement of the library strategy through explicit alignment with resilience and sustainability concepts.

Leadership:

- Acknowledge the crucial skills required of the role of the library leader in advocacy, political nous and relationships and networks.
- Define the scope of the library leadership role to lead a service that fulfils the societal roles of local government, with emphasis on networked governance capacity building (Stoker, 2011).
- Facilitate access by library leaders to the City's existing committees for consultation and knowledge exchange to establish a feedback cycle for developing library services and to provide visibility of the service as a key resilience and sustainability resource.

Establishing alternative structures within the City of Sydney libraries authorising environment can establish an identity as a leading service within NSW and take advantage of the strong organisational capacity of the City. This will place the City's library service in a leadership role within the state in exploring new ways of delivering the service and, like all four cases, begin the shift toward Networked Governance by facilitating participation. A proposed way forward for the City can be viewed in Appendix 6.

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APPENDICES

Appendix 1 Ethics approval

IPPG Ethics program form

USE This form Every tIME you initiate a research project as AN IPPG staff member, student or associate.

Title of research project: Investigating the relationship between public libraries and local government

Chief Investigator: Heather Davis

Additional researchers: N/A

Funding body (including client): N/A

Project start date: April 2018

Is your project classified as research for reporting purposes?	<ul style="list-style-type: none"> <input checked="" type="checkbox"/> Yes 	<input type="checkbox"/> No → No need to use this form
Does the research involve humans?	<ul style="list-style-type: none"> <input checked="" type="checkbox"/> Yes 	<input type="checkbox"/> No → No need to use this form
Does the research support evidence-based policy formulation, promote informed debate on key policy issues and help address major challenges facing the local government sector?	<ul style="list-style-type: none"> <input checked="" type="checkbox"/> Yes 	<input type="checkbox"/> No → Need to go through the HREC
What method/s does your proposed project use?	Please describe briefly, including description of participants:	
<input type="checkbox"/> Focus groups		
<input checked="" type="checkbox"/> Interviews (structured and semi-structured)	Semi structured interviews with up to five managers and/or senior staff in library services in selected Western countries. Respondents will be recruited during case study selection phase through email introduction. Interviews will be via Skype and will run for approximately one hour.	

<input checked="" type="checkbox"/> Analysis of secondary data	Content review of publicly available plans, reports and organizational structures.	
<input type="checkbox"/> Surveys		
<input type="checkbox"/> Deliberative panels		
<input checked="" type="checkbox"/> Desktop literature reviews	Review of articles, conference papers relating to the topic and selected library services	
<input type="checkbox"/> Other → Need to go through the HREC		
<p>Does the research target any members of the following groups?</p> <p><input type="checkbox"/> Women who are pregnant and the human foetus</p> <p><input type="checkbox"/> Children and young people (clarify definition)</p> <p><input type="checkbox"/> People in dependent or unequal relationships</p> <p><input type="checkbox"/> People highly dependent upon medical care who may be unable to give consent</p> <p><input type="checkbox"/> People with a cognitive impairment, an intellectual disability or a mental illness</p> <p><input type="checkbox"/> People who may be involved in illegal activities</p> <p><input type="checkbox"/> Aboriginal and Torres Strait Islander Peoples</p> <p><input type="checkbox"/> People in other countries.</p>	<input checked="" type="checkbox"/> No	<input type="checkbox"/> Yes → Need to go through the HREC

Please complete the following ethics checklist and submit your application for ethics approval to the Delegated Approving Officer.

- Are all researchers competent and familiar with the Australian Code for the Responsible Conduct of Research, the UTS Privacy Principles, the National Statement on Ethical Conduct in Human Research 2007 (Updated December 2013) and the UTS Ethical Conduct of Research Policy?
- Have you developed appropriate Project Information sheets and Consent forms for all participants (or alternatives when methods are not undertaken face to face)?

- Does your project plan detail whether the data collected will be anonymised and at what stage?
- Have you identified appropriate storage for the data (physical and electronic)?

Once approved, Save the form in the appropriate work folder for the project

Approval

- Ethics form and checklist reviewed
- Any issues discussed with the chief investigator (please note below)
- Approved on 16 May 2018 by Yvette Selim (Delegated Approving Officer)

Notes:

Appendix 2 Framework for international comparison

Dimension	Local Government	Public Library
Primary purpose	The major purpose that those responsible for LG believe that local government serves. Attitudinal definition rather than functional- what are the explicitly stated or generally understood justifications or functions of LG. could be dominant purpose or generally understood. In legislation or in definitions	The major purpose that those responsible for the public library service believe that libraries serve.
Importance	Is LG important in that its actions affect the national economy, that its actions affect in significant ways the well being of residents	Is the library's contribution to local government outcomes recognised as important?
Institutional structure, form and setting	<p>Eg the formal or accepted arrangements of LG with respect to decision making bodies, how those bodies are selected, the way they formally relate to one another at the metro, state and or national level.</p> <ul style="list-style-type: none"> ● Form of LG - eg strong mayor, council- manager, committee system, collective leadership, electoral decision rule ● Structure of LG - number of tiers, extent of metro fragmentation/consolidation ● national(or state) to Local system characteristics, eg federal vs unitary 	<p>Library institutional structure-how does the library formally relate to the local government organisation?</p> <ul style="list-style-type: none"> ● Who is the main decision maker- library manager, divisional manager, director? ● Structure- where in the organisation does the library sit, how many layers of management, how many teams? ● Impact of Characteristics of the national/local system- eg federal vs unitary
Decentralisation and fiscal	To what extent to the fiscal	How much funding do

federalism	relations among various levels of government reflect decentralised or centralised system	libraries get from federal, state, local or other sources
Local autonomy	Degree of discretion a LG possesses in determining what it will do without constraint from external sources. Conventionally refers to constraints on LG action imposed by higher levels of govt. Can reflect legal and fiscal arrangements, the extent to which national government is able to exert influence over local government and ability of LG to influence national government.	Degree of discretion a library service possesses in determining what it will do without constraint from local government organisation
Local democracy	Set of relationships between public decision makers and citizens characterised by <ul style="list-style-type: none"> ● Accountability of public decision makers to the public ● Responsiveness of public decision makers to public preferences ● Representation of relevant interests among public decision makers and within decision making process ● Participation by local citizens in selecting public decision makers and in shaping public decisions 	Relationships between library management and the community <ul style="list-style-type: none"> ● Degree of community consultation and feedback collected ● Representation of community groups within library decision making ● Participation by community in shaping library decisions
Capacity and performance	Does LG have the means to accomplish its ends, does it	Does the library have the means to accomplish its

	accomplish its ends?	objectives, does it?
Service delivery	Actual delivery of LG services to local residents or other intended beneficiaries- are these services delivered efficiently, equitably and through what mechanisms?	Are library services delivered to community and intended beneficiaries? Are the services delivered efficiently, equitably and through what mechanisms?
Politics and policy	Policy agenda, outputs and outcomes- how are concepts of resilient cities and cultural sustainability articulated in policy?	Does the library policy agenda, outputs and outcomes align to councils? Does it reflect the policy agenda of library association or national body? Are policy concepts of resilient cities and cultural sustainability evident in library documents?

Appendix 3 Interview guide

The research is conducted by Heather Davis, a student of the Institute of Public Policy and Governance at the University of Technology, Sydney, to fulfil a Masters in Local Government. This interview guide contributes to the research project *Libraries and local government: how are libraries supported to deliver on cultural sustainability and urban resilience?*

Interviews are being conducted with library leaders in Canada, Denmark, New Zealand and the United States in conjunction with analysis of strategic documents, in order to develop a comparative case study on the relationships between public libraries and local government.

The first part of the interview relates to how the library is positioned structurally and strategically:

1. How would you describe the journey of your library service over the past 5 years/development and implementation of current strategic plan?
2. How would you describe the direction of the library for the next 5 years?
3. I've completed research on your library and local government arrangements including the current context of strategy, reform and policy priorities. Specifics include:
 - a. Eg Council Strategic plan with emphasis on resilience and sustainability initiatives
 - b. Other strategic documents of interest

Can you describe where you see that the library fits within these local government objectives? To what extent are you as a leader involved in council initiatives?

4. Do you feel that the library service has the capacity (financial/skills/resourcing) to deliver services?
5. To what extent do you find the council senior management/board understands and supports the mission, vision and values of the library? Please give reasons for your response.
6. To what extent do you find library staff understand and support the mission, vision and values of the council? Please give reasons for your response
7. To what extent does the library 'have a seat at the table'/participate in council/state/federal initiatives that support cultural sustainability and urban resilience? What are your views on the library participating in these initiatives?
8. I observe the following funding arrangements for the library.... How does that impact the library service's capacity to deliver on your objectives? What are your views on such funding arrangements?

Now, let's discuss library leaders and the skills they need:

9. What skills do you believe are most important for library leaders in your region?
 - a. In your view, how do professionals acquire these skills? Can they be acquired or is leadership a personality trait?

- b. In your own career, where and how did you acquire leadership skills?
- c. How would you appraise your own leadership skills in navigating the relationships you have with policy makers to position the library for success?

Appendix 4 Participant consent form template

Consent Form

I *[participant's name]* agree to participate in the research project *Investigating the relationship between public libraries and local government* being conducted Heather Davis, a postgraduate student at the Centre for Local Government (CLG) at the University of Technology Sydney.

I understand that the purpose of the research is to compare the relationships between public library services and local government organisations in selected Western countries and to identify better practice to support public libraries to achieve outcomes of value to their communities.

I understand that my participation will involve a semi-structured interview on the role of leadership within libraries to establish strategic relationships, and a follow up discussion or email. The interview will last between 30-60 minutes over Skype or telephone, with a possible follow up discussion or email to clarify key points. Due to time differences, the interview will be arranged to be held at a mutually convenient time.

I am aware that I can contact Heather's research supervisor, Ronald Woods (0419 414 868) if I have any concerns about the research. I also understand that I am free to withdraw my participation from this research project at any time I wish without giving a reason.

I agree that Heather has answered all my questions fully and clearly.

I understand that I will be given the opportunity, prior to publication, to check any text that is to be used in the published report that identifies me or my organization to ensure the meaning was interpreted correctly by the researcher.

Signature Date

Note:

Studies undertaken by the Centre for Local Government (CLG) and the Institute for Public Policy and Governance (IPPG) have been granted program approval by the University of Technology, Sydney, Human Research Ethics Committee. If you have any complaints or reservations about any aspect of your participation in this research you may contact Ronald Woods (0419 414 868) or the UTS Ethics Committee through the Research Ethics Officer (tel: 02 9514 9772). Any complaint you make will be treated in confidence and investigated fully and you will be informed of the outcome.

Appendix 5 Discourse analysis: strategic language used

Site	Council strategies	Library strategies
San Francisco	<p>The strength of the library service appears to be much more a result of relationships and actions of leaders than through explicit alignment of language in strategic plans. The San Francisco City and County vision emphasises a safe, equitable and inclusive place, recognition of diversity and providing opportunities for engagement and local pride. The plan also references resilience, highlighting the need for use of modern technology and to plan over multiple time horizons (City and County of San Francisco, 2017).</p>	<p>The SFPL strategic documents reflect these concepts through language emphasising community connectedness and free and equal access. Resilience and sustainability is demonstrated through the strategic direction of providing facilities to meet 21st century needs. The goals of the SFPL strategy also acknowledge the physical library space as a safe and welcoming place. While not explicitly acknowledging the City and County objectives, the numerous library activities reflect objectives of resilience and sustainability (SFPL, 2016)</p>
Edmonton	<p>The language used in the library strategic plan reflects this stronger role of human actors and their relationships over the strength of documents in driving the library's success. Edmonton City uses language such as innovative, healthy, safe, resilience, inclusive solutions and connectedness in the City's strategic plan, reflecting a view to creating resilience within the city. This also acknowledges time, with respect of current and past cultures considered and</p>	<p>The EPL strategy describes the role of the library in delivering goals through language focusing on access and capacity building. There is also references to the library as a safe place through goals about being welcoming and flexible. The library's digital focus is to enable community members to benefit from technology so that they can gain the skills that are essential to thrive in today's society, however there is not an explicit demonstration of the higher level resilience and</p>

	<p>mindfulness of understanding impact of current actions on the future, as well as the role of the council in 'stewardship' (City of Edmonton, 2018c).</p>	<p>sustainability objectives (EPL, 2013). Alignment with the Edmonton City goals is specifically mentioned in the new library strategy, with the library goals linked to the relevant City goals, while the previous library strategy did not link the service to the City's goals (EPL, 2018b).</p>
<p>Aarhus</p>	<p>The goals of Aarhus City are very strongly focused on an innovation agenda, but one that is citizen focused and fulfilling the role of local government in enabling 'the good life.' This is described through language around building strong and innovative business, building cultural and creative lives, goals for new technology and ideas being developed together (Aarhus Kommune, 2018).</p> <p>Aarhus also has a Cultural Policy, which further works on these concepts using language such as diversity, multiplicity, growth, sustainability, cohesion and 'untraditional collaboration'. The Cultural policy recognises the role of culture in creating healthy communities through new relations and supporting individual wellbeing. Culture is also seen as key to resolving the challenges of the city and broader society (City of Aarhus, 2017). This demonstrates the link between</p>	<p>The Citizens Services and Libraries policy is very focused on the participatory role of citizens, linking to both the city goals and Cultural Policy. The policy emphasises the value of having a dialogue with citizens and working collaboratively to prepare for the future. There is specific reference to the concept of acknowledging the past and the city's history to qualify decisions and is vital to the development of the urban environment. It also explicitly seeks to shift some responsibility to citizens in the development of democracy (City of Aarhus, 2015).</p> <p>Throughout the policy there is use of words such as support, access, community, welcoming and inclusion, collaborating, participating with a focus on working together on solutions to today's challenges (City of Aarhus, 2015). Citizens Services and Libraries are specifically tasked with playing</p>

	<p>culture and resilience through enabling diverse groups to participate in developing a society (UNESCO, 2016).</p>	<p>an active role in encouraging institutions, authorities and public and private players to involve themselves in addressing urban challenges by supporting the Smart Aarhus initiative. The department also assumes shared responsibility for introducing potential of joint initiatives across Aarhus for creating 'the intelligent city' (City of Aarhus, 2015 p15)</p>
<p>Auckland</p>	<p>Auckland City Council has a very clear focus on cultural sustainability and urban resilience, expressed through words such as belonging, participation and identity and celebration of Maori identity. Cultural heritage is strongly articulated through three of the six focus areas of the plan, with Maori identity acknowledged and embraced to create a sense of belonging and pride. Other activities around belonging and participation are to allow all citizens to contribute and develop their full potential. These activities are based around language such as diversity, acceptance, trust and mutual respect. There is also strong recognition of the role of 'place' in fostering well being through collectively created use and experience of places. This furthers objectives of enabling</p>	<p>The focus areas of <i>Te Kauroa</i> are clearly and strongly aligned with the Auckland Plan initiatives and strategic directions (Auckland Libraries, 2013 p40). The library strategy explicitly outlines the challenges of the city and then how the library can address them. These challenges include population growth, changing demographics, inequality and disadvantage, and technological change (Auckland Libraries, 2013 pp 10-12). The language used to describe the library's work includes concepts such as enabling dialogue, being agile, working holistically, facilities reflecting local communities, innovation, libraries as citizen spaces for sharing and debate, connecting, increasing capacity, diversity and identity and increasing access (Auckland Libraries, 2013).</p>

	<p>participation (Auckland Council, 2018b).</p> <p>Resilience is also strongly represented in the strategy, with the acknowledgement of the impacts of technological disruption and the role of innovation in providing resilience to adapt to change. Building literacy, skills and a culture of continuous learning are included as goals in creating resilience (Auckland Council, 2018b).</p>	
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Appendix 6 Proposed way forward for City of Sydney Libraries

	Activity	Output
November 2018	Appoint new Library Leader	
Phase 1 December 2018 - January 2019	Discussion paper on library contributions to the City's resilience and sustainability objectives (with information on enabling governance contexts including alternative authorising environments and funding arrangements)	Endorsement of library agenda Approval to explore library advisory group options Research and benchmarking completed
Phase 2 February - April 2019	Conduct community consultation on library activities with resilience and sustainability focus Draft library advisory group terms of reference EOI for library advisory group	Community awareness and buy in established Stakeholder network established
Phase 3 May - July 2019	Pilot library advisory group Draft Library Strategy and Action Plan	Alternative authorising environment established
Phase 4 August - September 2019	Approval of Library Strategy and Action Plan	Endorsement of library contribution to resilience and sustainability
Phase 5 October - December 2019	Develop library partnership and sponsorship policy	Alternative resourcing environment established Stakeholder network utilised