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Budget Committee Date: January 25, 2012	
Item Number: 5	

Update to Benchmarks of the Library and Park and Recreation Departments

OVERVIEW

During the development of the Fiscal Year 2008 budgets for the Library and Park and Recreation Departments, Council members Atkins and Madaffer requested that the IBA undertake an independent review of the service levels and the programs provided by the Library and Parks and Recreation Departments in order to establish several benchmarking categories for monitoring and comparisons. In development of the original benchmarking report, the IBA reviewed available information from various governmental organizations, such as the Government Finance Officers Association (GFOA) and the Governmental Accounting Standards Board (GASB), for budgetary practices as they related to performance measures and compiled data from multiple organizations, such as the California State Library Foundation and the Public Library Association, to consider appropriate criteria and jurisdictions for comparison. Additionally, the IBA consulted with the Mayor's Office and the appropriate departments for suggestions as to comparable measures and jurisdictions. The original benchmarking report (Original Benchmarking Report) was presented to the Budget Committee on November 14, 2007.

This report will serve as an update to the Original Benchmarking Report. As with the Original Benchmarking Report, the IBA reviewed multiple reference sources, including the GFOA and GASB for updated policies, the International City/County Management Association, the Municipal Research and Services Center of Washington, the National Performance Review (NPR), and the National Park and Recreation Association (NPRA) for considering the appropriate performance measures and guidelines, and the California State Library, the Public Library Association, and the Trust for Public Lands for statewide and nationally collected data related to other jurisdictions in terms of facilities, budgetary information, and service levels for comparison purposes.

The initial portion of this report will discuss the consideration of appropriate performance measures and potential benefits of developing benchmarks, followed by budgetary and comparative information which has been assembled for the Library and Park and Recreation Departments. This information includes comparisons to other jurisdictions and historical data for the Library and Park and Recreation Departments.

This report is intended to provide information that is not readily available in standard budget documents, and to serve as a strategic tool for operational and budgetary planning.

FISCAL/POLICY DISCUSSION

<u>Performance Measures and Benchmarking</u>
Performance measures can assist in strategic planning, setting of goals and objectives, and accessing the accomplishments or areas of needed improvement for programs and departments. The GFOA and NPR recommend that program and service performance measures be developed and used as an important component of long term strategic planning and decision-making. Development of performance measurements is an iterative process in which continuous improvement is the constant objective.

Several key components to be considered when developing performance measures are:

- Performance measures should align as a measurement of the organization's overall goals and objectives;
- Performance measures must provide intelligence for decision makers, not just compiled data;
- Performance should be measured internally and externally;
- A selected number of measures should be used to ensure not to overwhelm decision makers and undermine the effectiveness of the program;
- Performance should be measured over time;
- Performance measures should be monitored and used in managerial decision-making processes.

In addition to developing performance measures, the establishment of benchmarks is a part of a continuous improvement process. Benchmarks are a standard or point of reference used in measuring and/or judging a level of achievement. Benchmarks can be used for several purposes including comparisons to similar organizations, past performances, and in determining performance targets. Benchmarking is the process of continuously comparing and measuring an organization to historical data and to external companies to gain information that will help identify processes to improve its performance.

The information presented in the Original Benchmarking Report will serve as the benchmark against which the updated information will be presented. In developing the comparisons to similar organizations for this report, several general factors and some specific characteristics were considered for selecting the comparable organizations. These will be discussed prior to the specific discussions for Library and Park and Recreation information. For comparison to past performance, a ten-year history for several performance measurements will be presented for the Library and Park and Recreation Departments. Review of each department's customer satisfaction surveys will illustrate the public's perception of the service being delivered by each department.

Comparisons with other Organizations
Based on the review of other organizations, many performance measures were reoccurring for Library and Park and Recreation services. Common performance measures reflect a combination of all types of measures, including inputs/outputs, workload statistics, as well as quality and efficiency measures. The table below illustrates several of the common performance measures for Library and Park and Recreation services.

Common Performance Measures	
Park & Recreation	**Library**
Total Park Acres per 1,000 Population	*Total Library Facilities per 1,000 Population*
Percent of Park Acreage Developed	*Total Annual Circulation per 1,000 Population (or Per Capita)*
Parks Cost Per Capita	*Average Hours of Operation*
Park Acreage per Square Mile of Area Served	*Library Visitation Rate per Capita*
Athletic Fields Maintained per Sq. Mile	*Operating and Maintenance Expenditures per Item Circulated*
Number of Volunteer Hours	
Number of Participants in Aquatics Program/Organized Programs	*Total Library Full-Time Equivalents per 1,000 Population*
Acres of Golf Courses Operated per Sq. Mile	*Operating and Maintenance Expenditures per Capita*
Surveys/inspections to Maintain Adopted Standards	*Number of Public Computer Sessions*
Customer Satisfaction Surveys	*Customer Satisfaction Surveys*

In developing the appropriate performance measures and comparable organizations, multiple items were given consideration. The performance measures selected for this

report were broken down in several different categories. These categories were Facilities, Staffing, Service (Library Department only), and Operating Efficiencies. The measures within in each category are specific to the operation of each specific department, such as number of library service hours per 1,000 residents or number of recreation centers per 20,000 residents.

The selection of comparable organizations varies slightly for the Library Department and Park and Recreation Department. For the Library peers, population, size, and the type of library system were used in the consideration of comparable organizations. Geographic location was not a large factor as the majority of comparable peers are located outside of California. However, in the selection of Park and Recreation peers, geographic location was a large consideration because of the outdoor nature of park and recreation activities. Weather differences in other parts of the country may result in incomparable budgetary decisions and the provision of services. Additionally, all California cities are similarly constrained in the ability to raise tax revenues for general purposes.

LIBRARY DEPARTMENT
The cities selected by the IBA for comparison include:
- Dallas
- Denver
- Las Vegas - Clark County (Las Vegas)
- Indianapolis – Marion County (Indy)
- San Jose
- Seattle
- San Francisco (San Fran)
- Phoenix

With the exception of Las Vegas – Clark County, the comparison cities each have a number of branches and a large Central library. Las Vegas – Clark County has three large regional branches instead of a Central library. It should be noted that San Francisco and Las Vegas include both City and County areas of operation.

For this section, unless otherwise noted, the cities' data comes from the 2007 November Report and the Public Library Association's 2011 Public Library Data Service (PLDS) Statistical Report. The PLDS Statistical Report is published annually and presents data from over 800 public libraries across the county on finances, library resources, and annual use figures. The data included in the 2011 PLDS Statistical Report reflects figures from Fiscal Year 2010.

The charts in this section are arranged into four categories: Facilities, Staffing, Services, and Operating Expenditures. For all the comparable cities, the Fiscal Year 2006 and Fiscal Year 2010 information is presented for comparison. For the City, in addition to the Fiscal Year 2006 and Fiscal Year 2010 data, the Fiscal Year 2012 Budgeted information is presented when available to provide a short term trend analysis. This report does not take into consideration the new Central Library that is anticipated to be complete and in service in Fiscal Year 2014.

Facilities

The following chart reflects the total number of library facilities (Central and Branch Libraries) for each city. In 2010, the City ranked 1st out of the cities compared. In 2012, the City has 35 Branch Libraries and one Central Library.

Number of Library Facilities
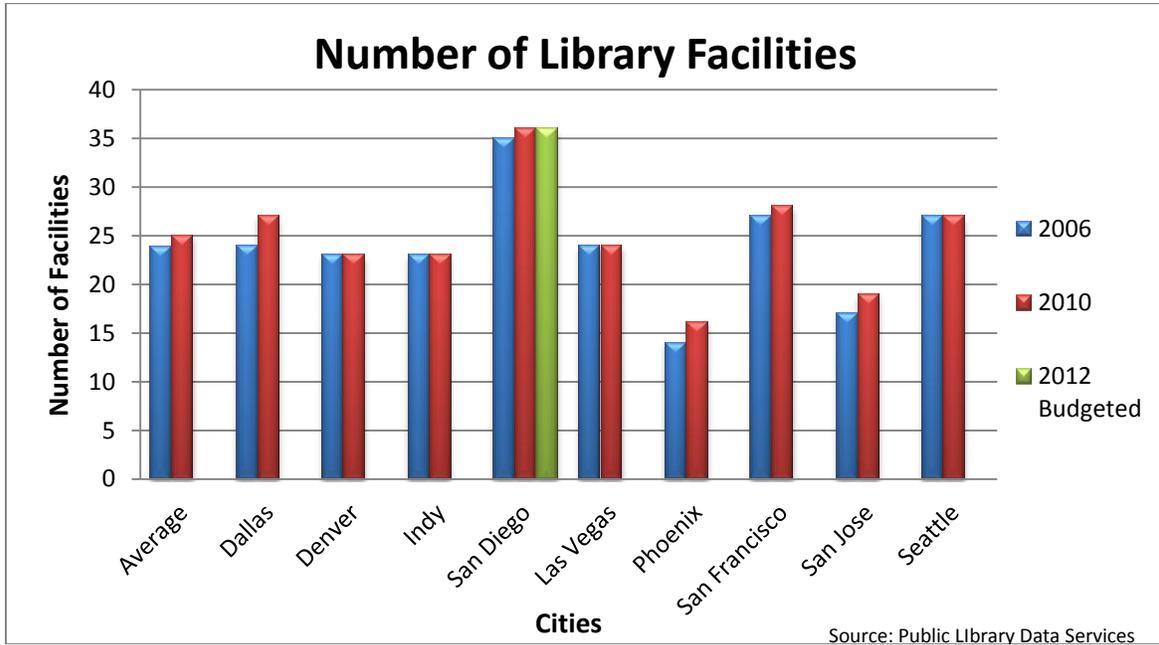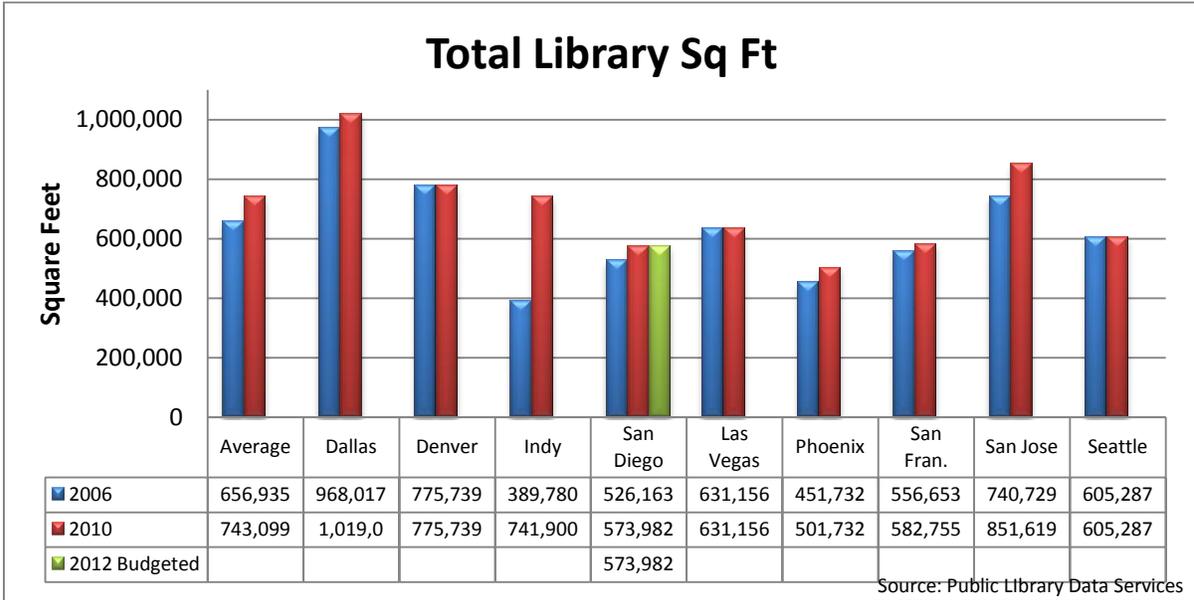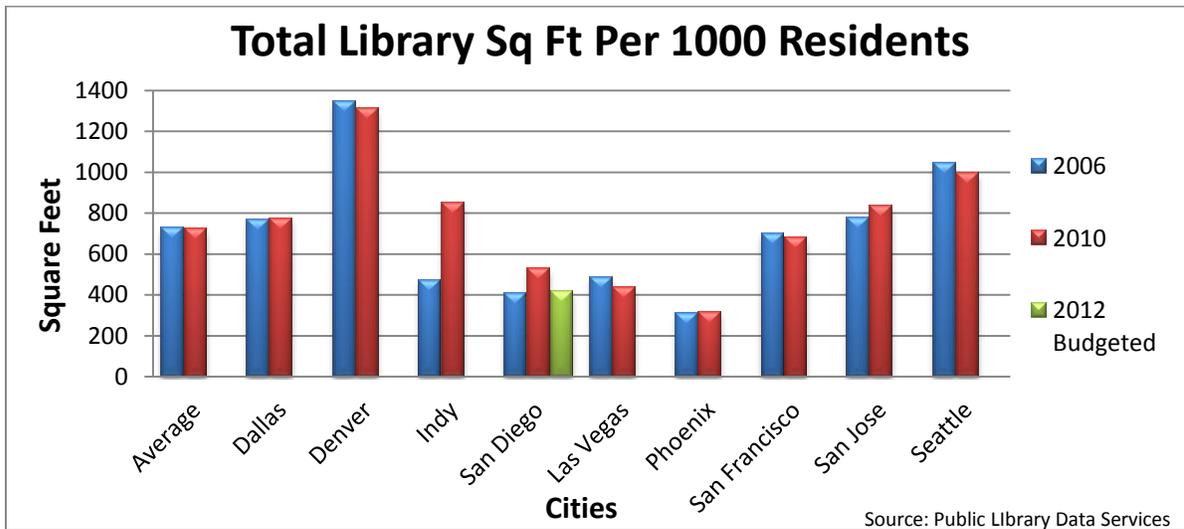

The following chart reflects the total library facilities (Central and Branch Libraries) per 10 Square Miles. In 2010, the City ranked 4th out of the cities compared. In 2012, for the City, the figure is to remain constant at the 2010 level.

Total Library Facilities Per 10 Sq Miles
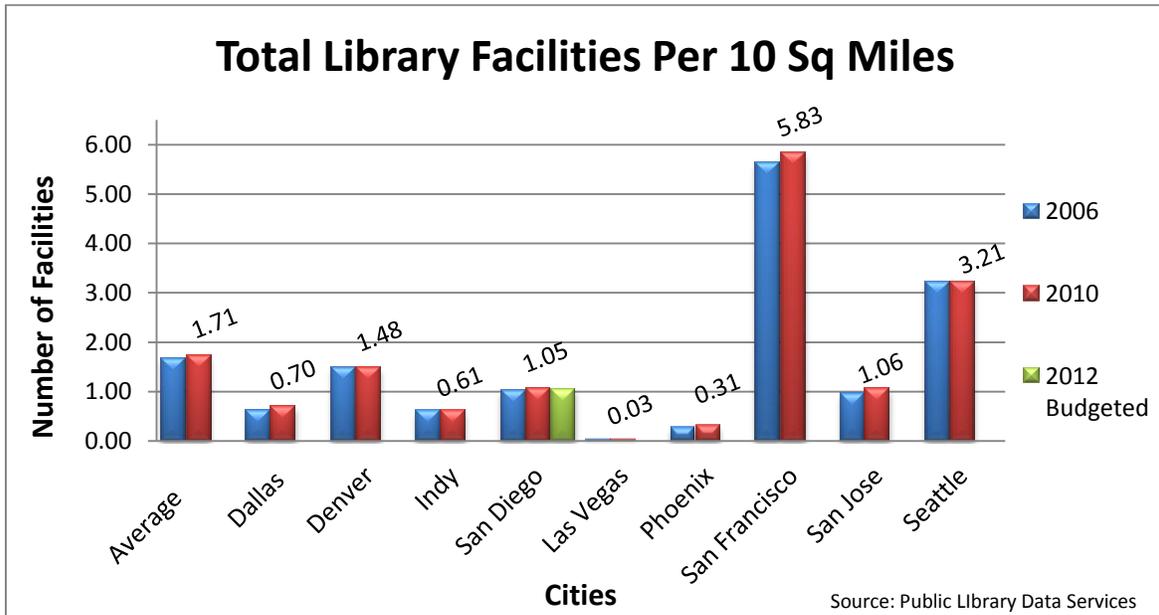
The following chart reflects the total library square feet for each of the comparison cities. In 2010, the City ranked 8th out of the cities in the comparison. In 2012, for the City, the figure is to remain constant at the 2010 levels. The new Central Library, anticipated in 2014, would add approximately 150,000 square feet of library space to the City's Library System. The City would rank 5th in 2014 upon completion of the new Central Library, assuming no additional expansion to the other jurisdictions' Library systems.

Total Library Sq Ft

	Average	Dallas	Denver	Indy	San Diego	Las Vegas	Phoenix	San Fran.	San Jose	Seattle
2006	656,935	968,017	775,739	389,780	526,163	631,156	451,732	556,653	740,729	605,287
2010	743,099	1,019,0	775,739	741,900	573,982	631,156	501,732	582,755	851,619	605,287
2012 Budgeted					573,982					

Source: Public Library Data Services

The following chart reflects the total library square feet per 1,000 residents.
In 2010, the City ranked 8th out of the cities in the comparison. For 2012, the City remains consistent with the 2010 level. The City would rank 7th in 2014 upon completion of the new Central Library, assuming no additional expansion to the other jurisdictions' Library systems.
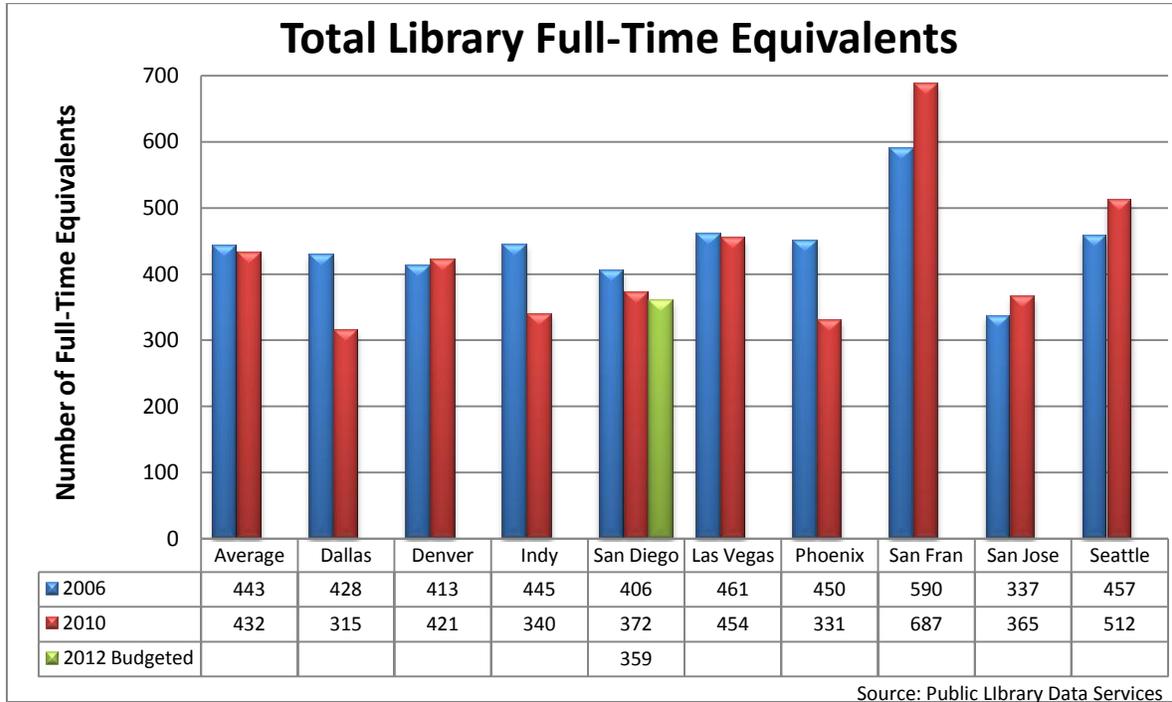
Total Library Sq Ft Per 1000 Residents

Source: Public Library Data Services

Staffing

The following chart reflects the total library Full-Time Equivalents (Staff) for each of the comparison cities. In 2010, the City ranked 5th out of the cities compared. For 2012, the City reduced the budgeted amount of full-time equivalents from the 2010 level.

Total Library Full-Time Equivalents

|	Average	Dallas	Denver	Indy	San Diego	Las Vegas	Phoenix	San Fran	San Jose	Seattle
2006	443	428	413	445	406	461	450	590	337	457
2010	432	315	421	340	372	454	331	687	365	512
2012 Budgeted					359					

Source: Public LIbrary Data Services

The following chart reflects the total library Full-Time Equivalent (Staff) per 1,000 residents. In 2010, the City ranked 7th out of the cities compared. For 2012, the City slightly reduced the ratio from the 2010 level.

Total Library Full-Time Equivalents Per 1,000 Residents

Source: Public LIbrary Data Services
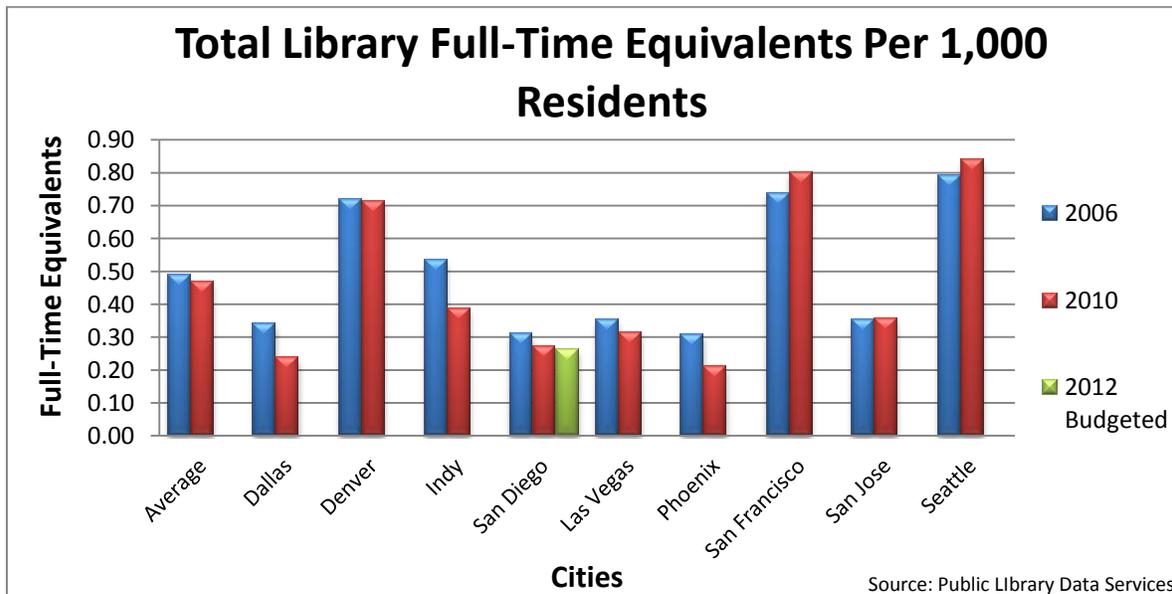
The following chart reflects the total library square feet per Full-Time Equivalent (Staff). In 2010, the City ranked 5th out of the cities compared. For 2012, the City slightly increased the ratio from the 2010 level.

Total Library Sq Ft Per Full-Time Equivalent

Source: Public LIbrary Data Services
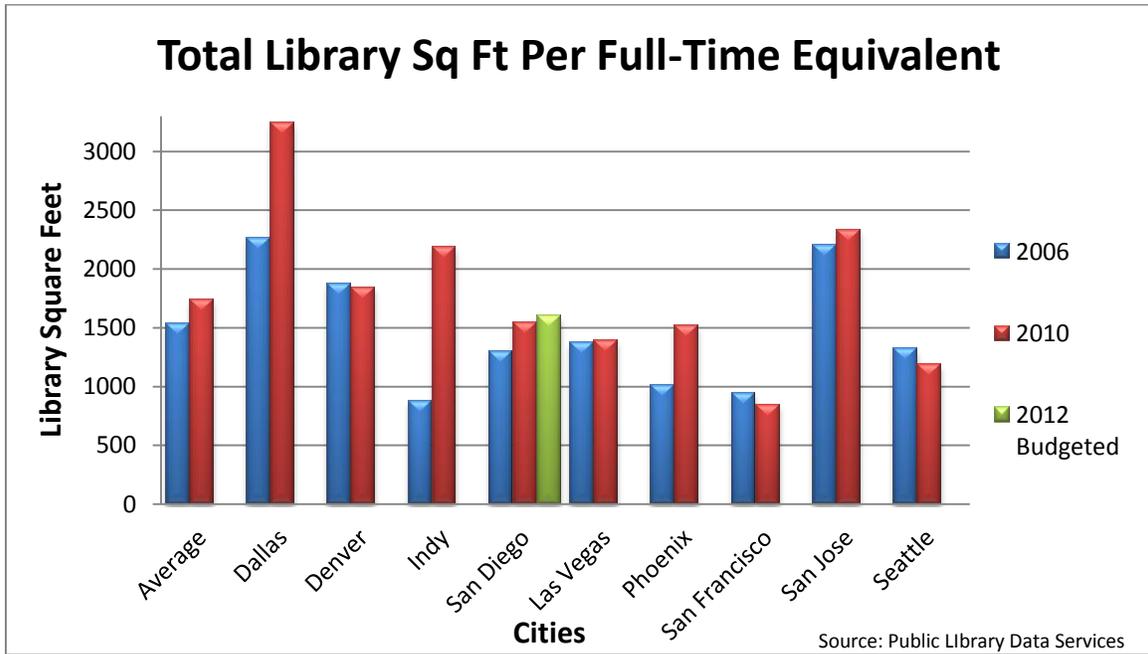
Services

The following chart reflects library materials expenditures per capita. Library materials include books, periodicals, audio-visual and electronic resources which can be checked out by patrons, used in libraries but not checked out (e.g. reference materials), or accessed via the library's online systems. In 2010, the City ranked 7th out of the cities compared.

Library Materials Expenditures Per Capita

Source: Public LIbrary Data Services

The following chart reflects the annual library service hours per 1,000 residents. In 2010, the City ranked 5th out of the cities compared. For 2012, the City has a slightly lower ratio than the 2010 ratio.
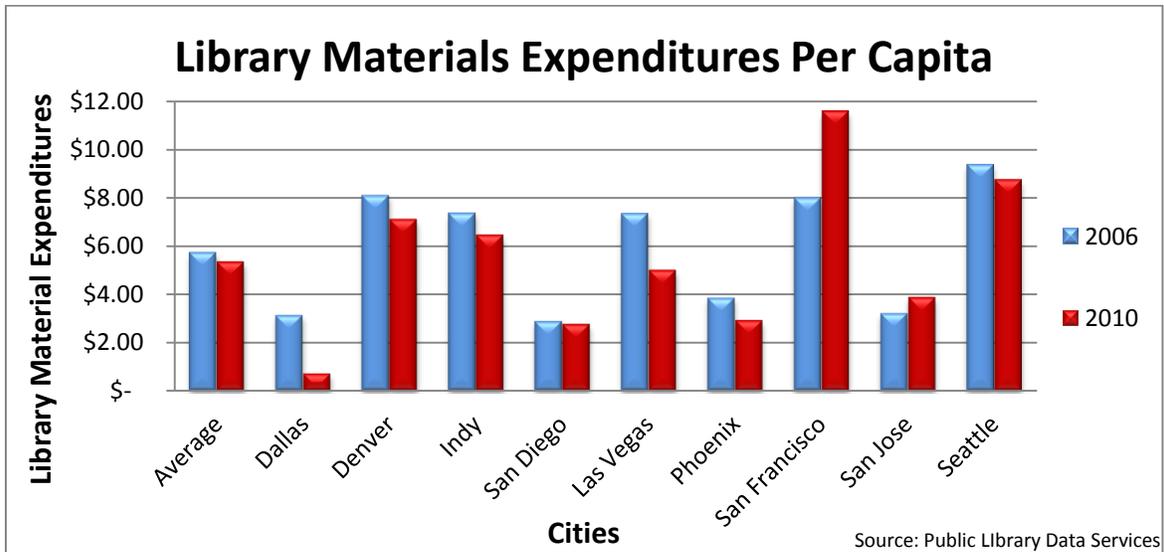
Annual Library Service Hours Per 1,000 Residents

	Average	Dallas	Denver	Indy	San Diego	Las Vegas	Phoenix	San Fran	San Jose	Seattle
2006	64.6	58.1	79.0	96.1	57.2	44.2	32.9	69.5	46.9	129.1
2010	57.9	51.4	74.5	66.0	55.7	45.2	25.3	62.8	43.8	104.5
2012 Budgeted					49.9					

Source: Public Library Data Services
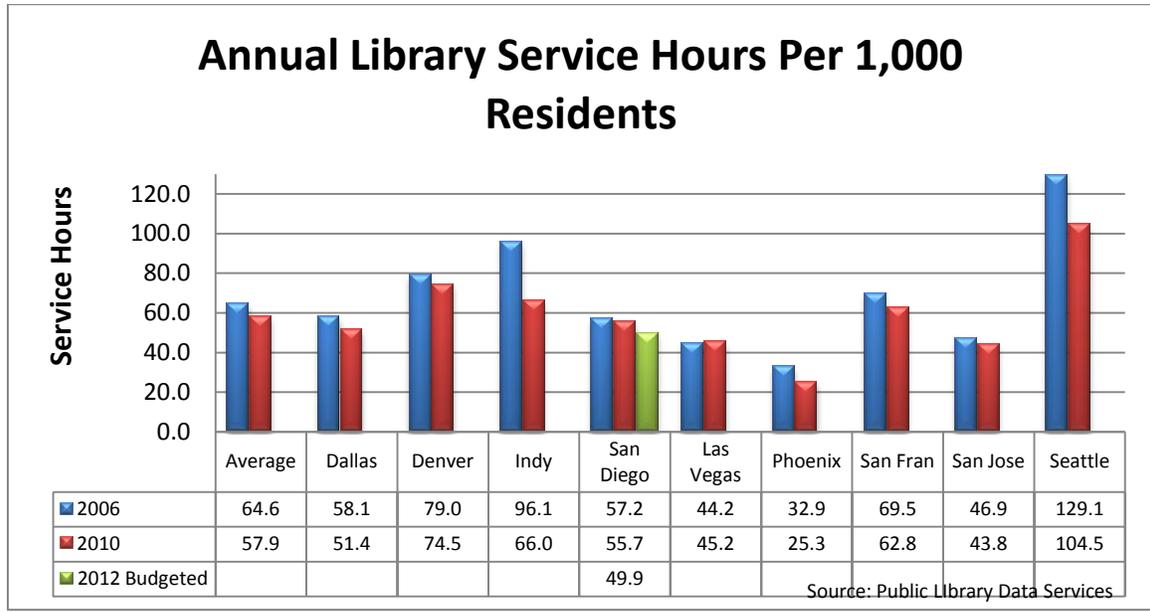
The following chart reflects the annual circulation per 1,000 residents. Library circulation tracks the number of library materials checked out by the Library's customers. In 2010, the City was last out of the cities compared. For 2012, the City has a similar ratio as to the 2010 ratio.

Total Library Annual Circulation Per 1,000 Residents

Source: Public Library Data Services

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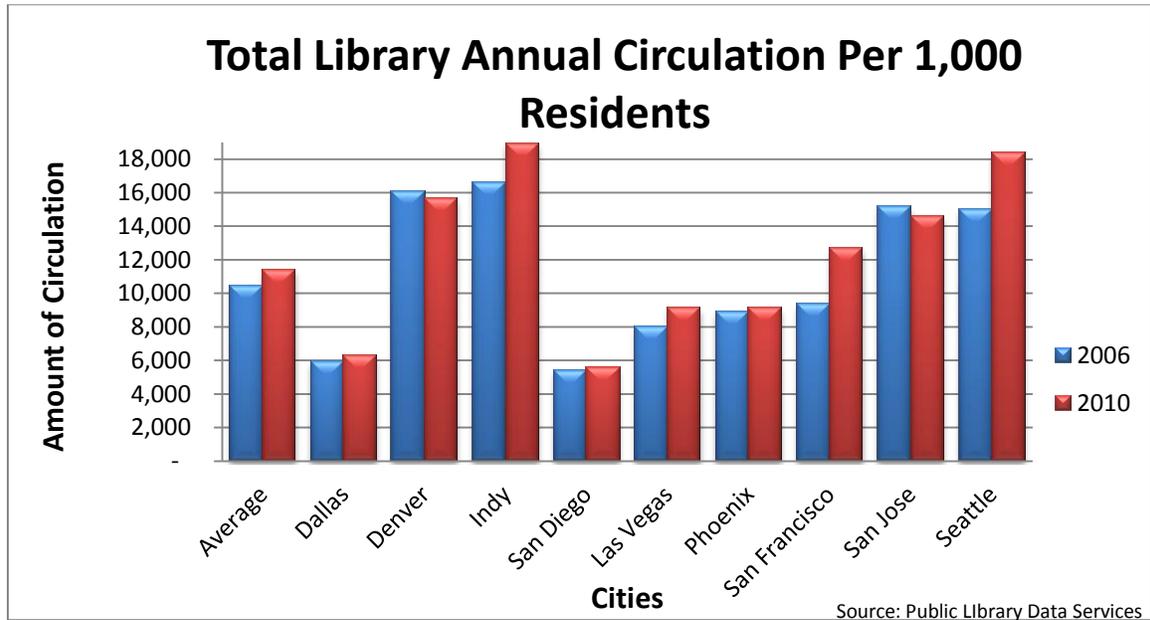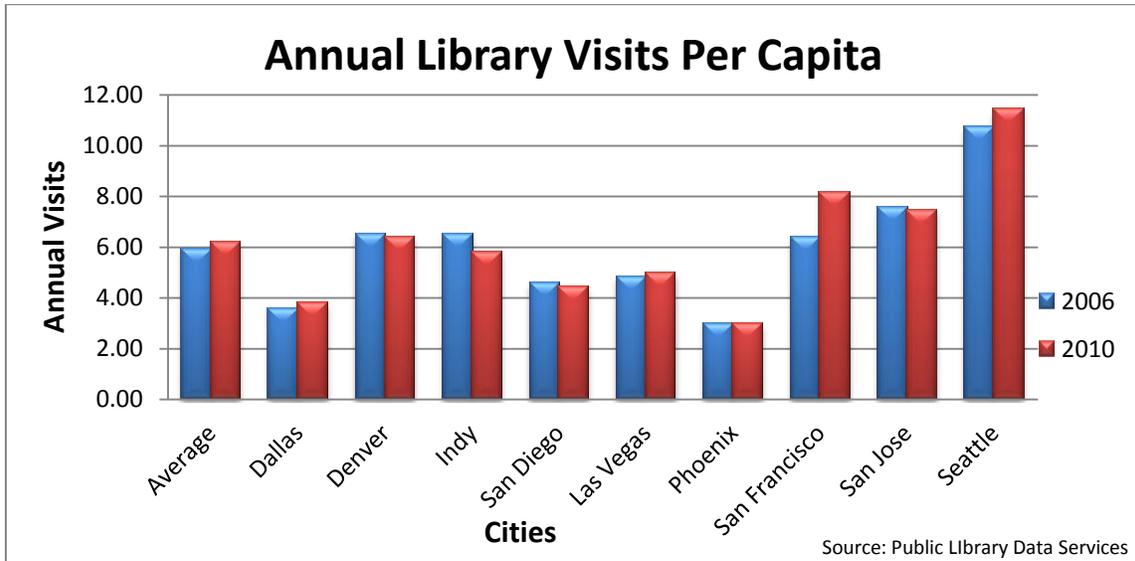
The following chart reflects the annual visits per capita. In 2010, the City ranked 7th out of the cities compared. For 2012, the City anticipates to have a similar level as to the 2010 level.

Annual Library Visits Per Capita

Source: Public LIbrary Data Services

Operating Expenditures

The following chart reflects the total library operating expenditures per capita. This chart includes all funding sources for each city's library system. In 2010, the City ranked 7th out of the cities compared. For 2012, the City has a slightly reduced ratio from 2010.

Total Library Operating Expenditures Per Capita

Source: Public LIbrary Data Services
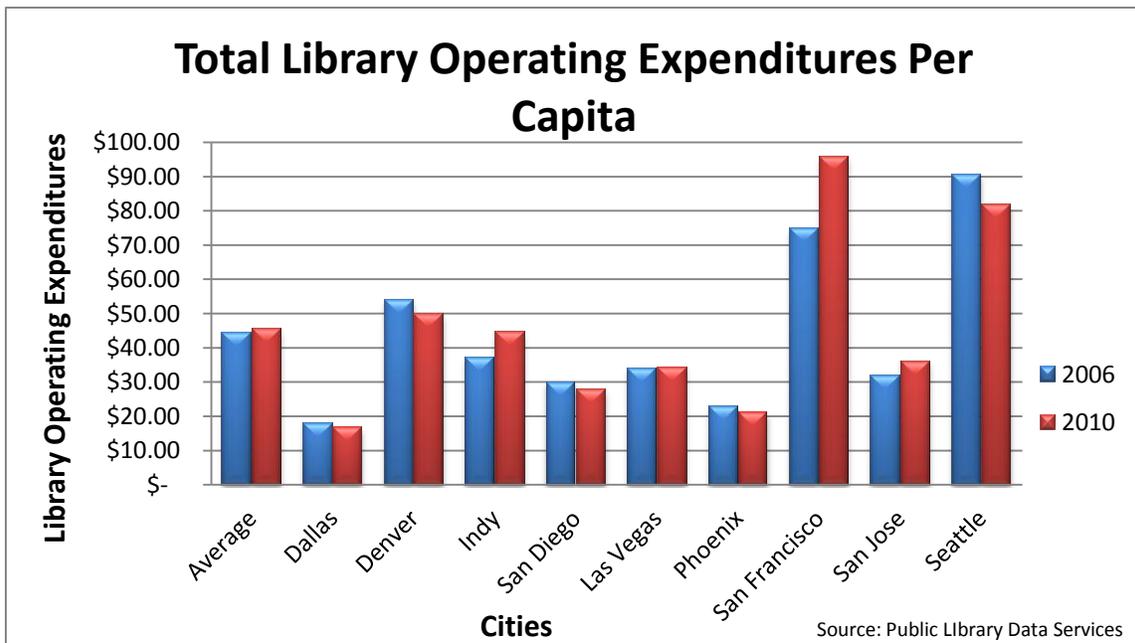
The following chart reflects the library General Fund expenditures per capita. Las Vegas-Clark County and Indianapolis – Marion County receives funding from sources other than their city's General Fund. These cities have been left out of the comparison. In 2010, the City ranked 5th out of the cities compared. For 2012, the City has a slightly reduced ratio from the 2010 ratio.
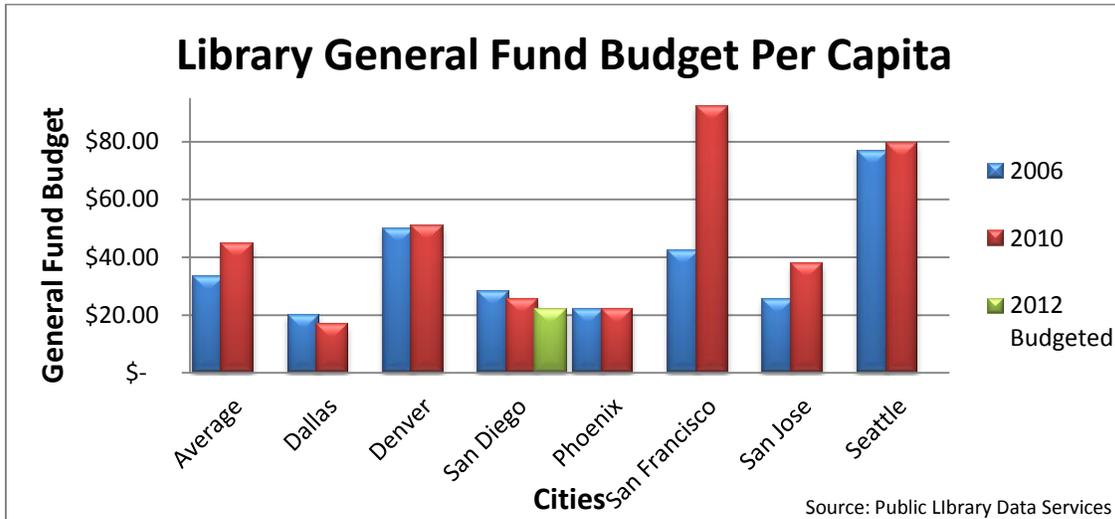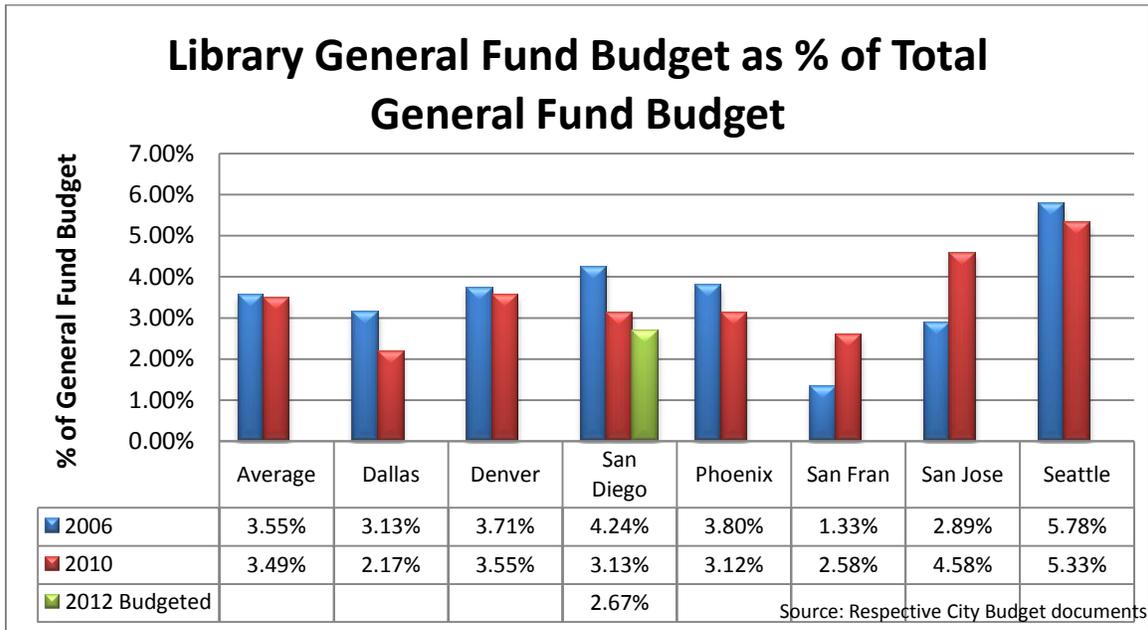
Library General Fund Budget Per Capita

Source: Public LIbrary Data Services

The following chart reflects the Library General Fund Expenditures as a percent of the total of each city's General Fund Budget. Las Vegas-Clark County and Indianapolis – Marion County receives funding from sources other than their city's General Fund and have been left out of the comparison. In 2010, the City ranked 5th out of the cities compared and 2012 has a slightly lower level than 2010.

Library General Fund Budget as % of Total General Fund Budget

	Average	Dallas	Denver	San Diego	Phoenix	San Fran	San Jose	Seattle
2006	3.55%	3.13%	3.71%	4.24%	3.80%	1.33%	2.89%	5.78%
2010	3.49%	2.17%	3.55%	3.13%	3.12%	2.58%	4.58%	5.33%
2012 Budgeted				2.67%				

Source: Respective City Budget documents

The following chart reflects the total library operating expenditures per square foot. This chart includes all funding sources for each city's library system. In 2010, the City ranked 4th out of the cities compared. For 2012, the City has a reduced ratio from 2010.
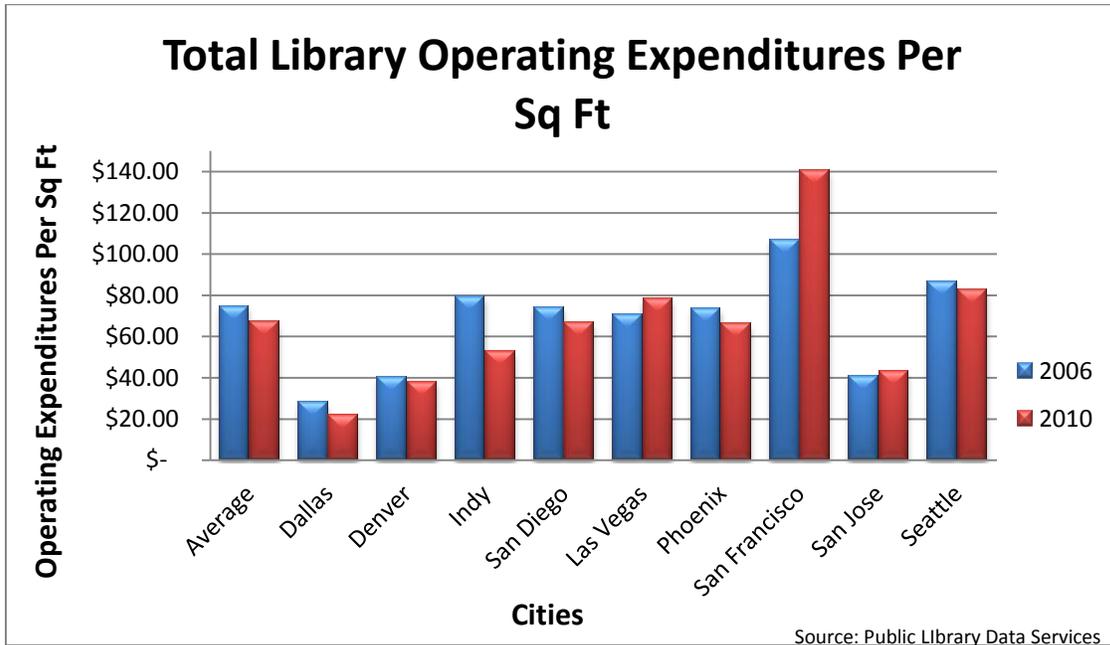
Total Library Operating Expenditures Per Sq Ft

Source: Public LIbrary Data Services

The following chart reflects the total library operating expenditures per item circulated. In 2010, the City ranked 2nd out of the cities compared. For 2012, the City has a reduced ratio from the 2010.

Total Operating Expenditures Per Item Circulated

Source: Public LIbrary Data Services

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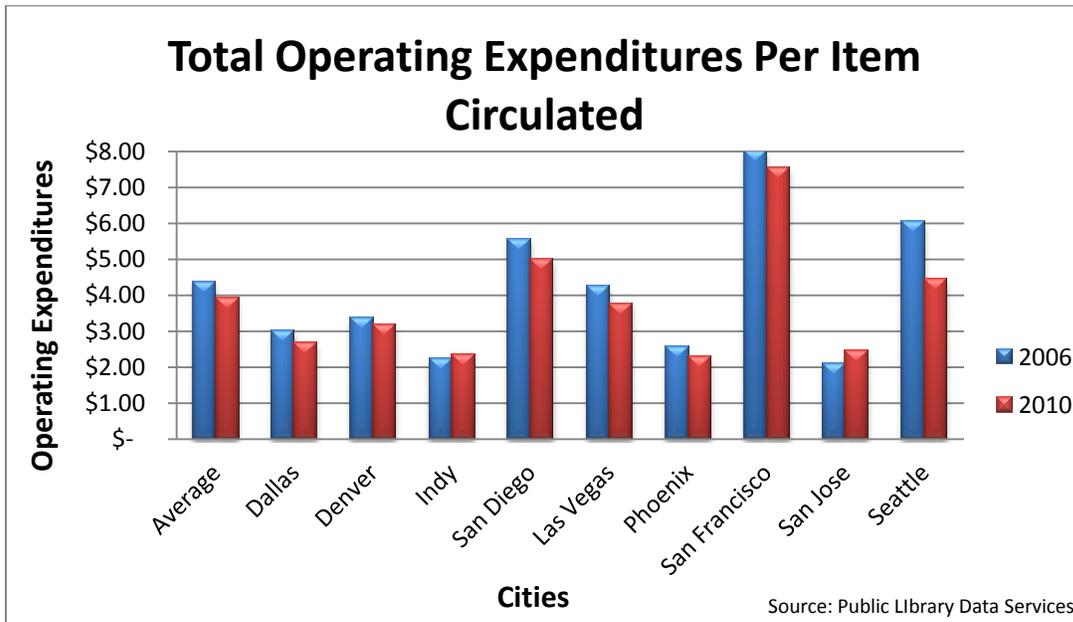
PARK AND RECREATION DEPARTMENT

Through an annual survey, the Center for City Park Excellence, part of the Trust for Public Land, maintains the nation's most complete database of park facts for the largest sixty cities in the United States. Extracting data for seven other California cities, a comparison has been made between the City and other municipalities related to the number, size and types of city parks and facilities. Expenditure data for park purposes is also available. For this section, unless other wised noted, the comparison cities data comes from the 2007 November Report and the Trust for Public Land's 2011 City Facts Report. The 2011 City Facts Report is for Fiscal Year 2010 data.

The California cities selected by the IBA for comparison include:
- Anaheim
- Long Beach
- Los Angeles
- Oakland
- San Francisco
- San Jose
- Santa Ana

For all the cities, the Fiscal Year 2006 and Fiscal Year 2010 information is presented for comparison. For the City, in addition to the Fiscal Year 2006 and Fiscal Year 2010 data, the Fiscal Year 2012 Budgeted information is presented when available to provide a short term trend analysis. The charts in this section are arranged into three categories: Facilities, Staffing, and Operating Expenditures.

Facilities

The following chart reflects the total parkland in acres per 1,000 residents of the City. In 2010, the City saw a slight reduction in this ratio from 2006. For 2012, the City has a slight reduction from the 2010 level.

Source: Trust for Public Lands
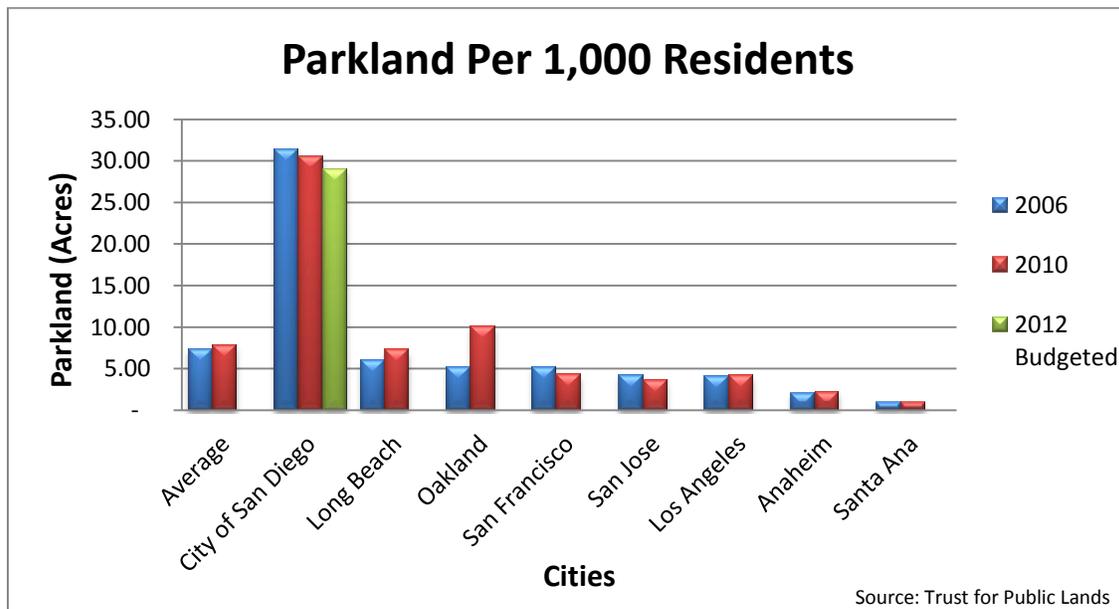
While San Diego has a comparatively large amount of park acreage, a significant amount remains undeveloped. This chart reflects Developed Park Acres, excluding open space. In 2006, the City ranked 1st, while in 2010, the City ranked 2nd in the cities compared. For 2012, the City has a similar amount of developed acres as the 2010 level.

Developed Park Acres

Source: Trust for Public Lands
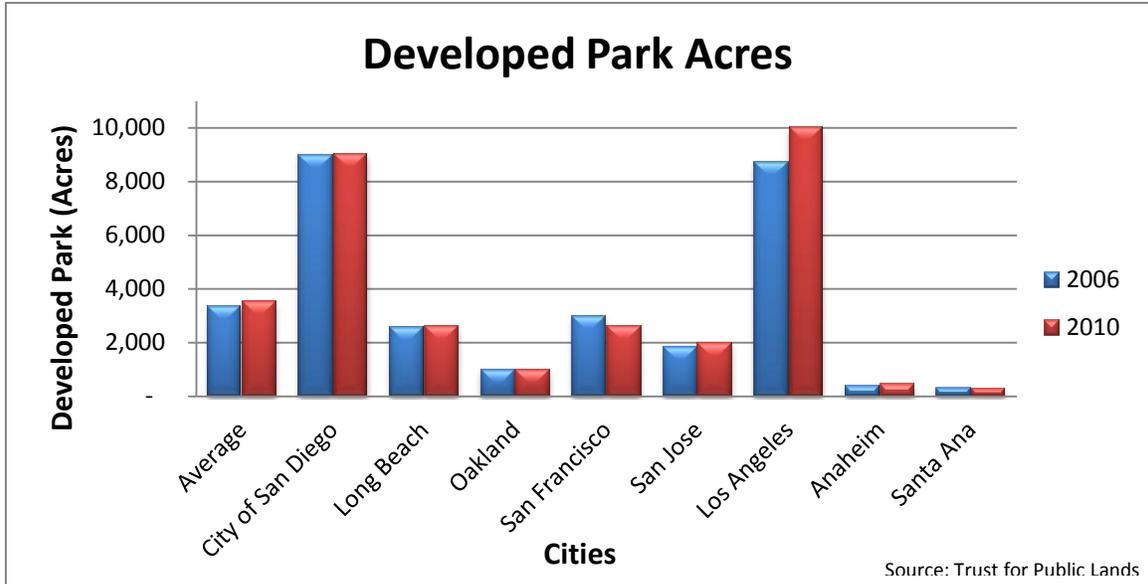
While comparing developed park acres to the population served by each city, San Diego ranks 1st in 2006 and 2010. For 2012, the City has a slight reduction from the 2010 ratio.

Developed Park Acres Per 1,000 Residents

Source: Trust for Public Lands

The following chart reflects the number of recreation centers per 20,000 residents of the City. In 2010, the City saw a slight increase in this ratio from 2006. For 2012, the City has a slightly reduced ratio from 2010.

Recreation Centers Per 20,000 Residents

Legend: 2006, 2010, 2012 Budgeted

X-axis (Cities): Average, City of San Diego, Long Beach, Oakland, San Francisco, San Jose, Los Angeles, Anaheim, Santa Ana

Y-axis (Recreation Centers): - , 0.20, 0.40, 0.60, 0.80, 1.00, 1.20, 1.40
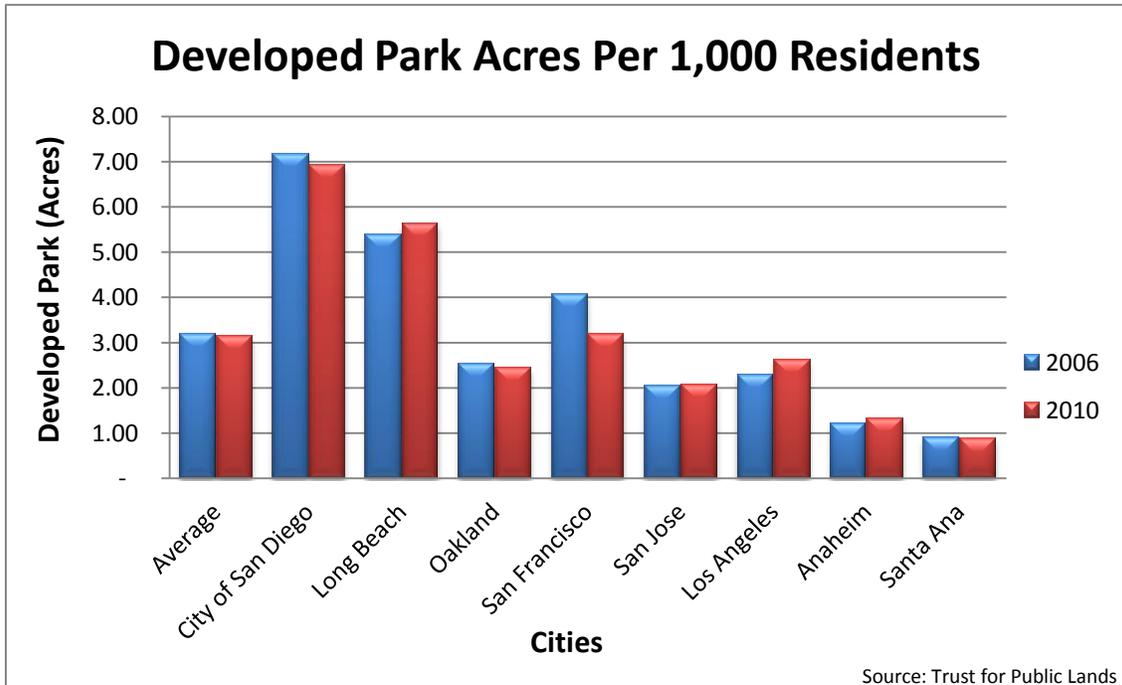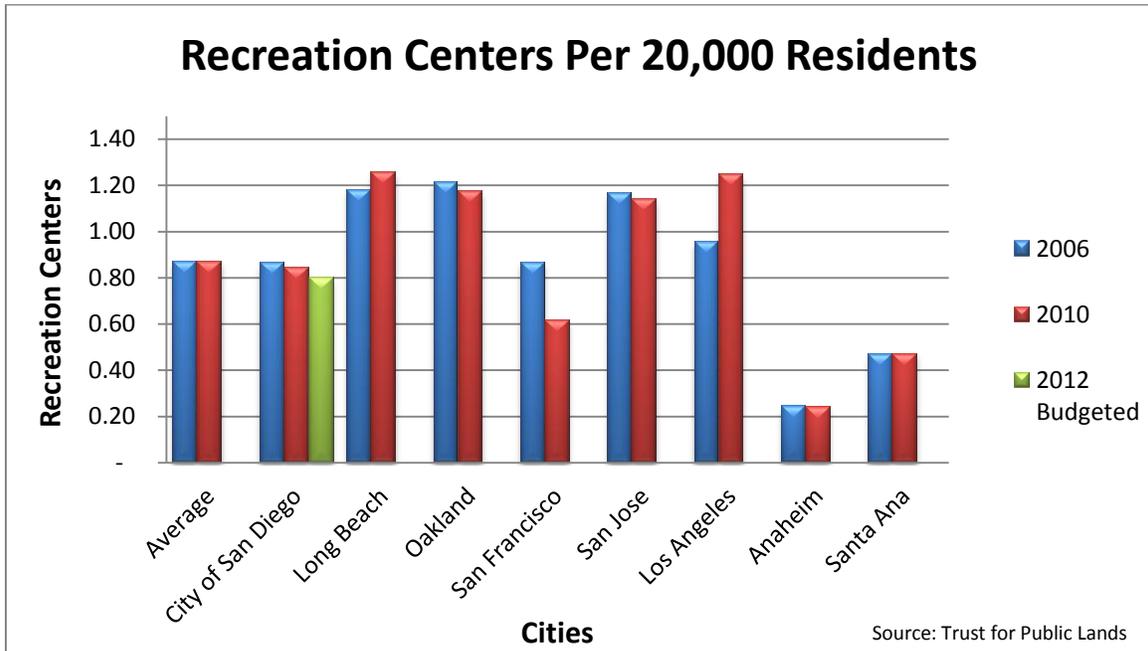
Source: Trust for Public Lands

The following chart reflects the number of playgrounds per 10,000 residents of the City. In 2010, the City saw a slight increase in this ratio from 2006.

Playgrounds Per 10,000 Residents

Legend: 2006, 2010

X-axis (Cities): Average, City of San Diego, Long Beach, Oakland, San Francisco, San Jose, Los Angeles, Anaheim, Santa Ana

Y-axis (Playgrounds): - , 0.50, 1.00, 1.50, 2.00, 2.50, 3.00

Source: Trust for Public Lands
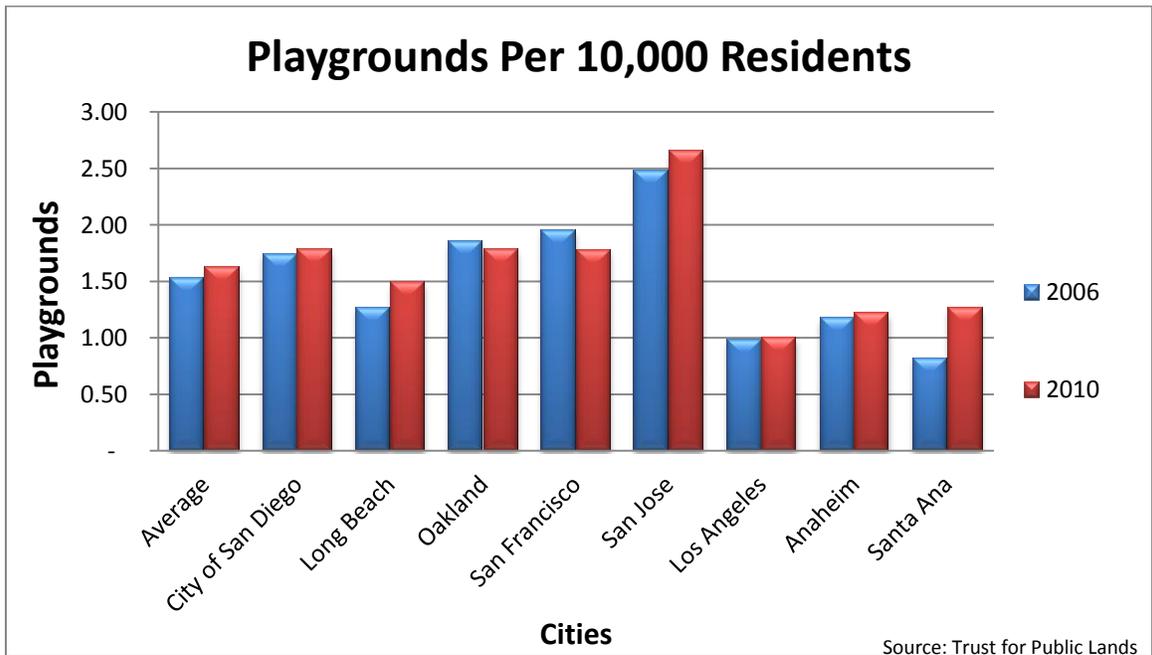
The chart below reflects the number of swimming pools per 100,000 residents. In 2010, the City had 13 total pools. The City of San Diego's general plan calls for one pool for every 50,000 residents, or twice the number of current pools.

Swimming Pools Per 100,000 Residents

Legend: 2006, 2010, 2012 Budgeted

X-axis (Cities): Average, City of San Diego, Long Beach, Oakland, San Francisco, San Jose, Los Angeles, Anaheim, Santa Ana

Source: Trust for Public Lands
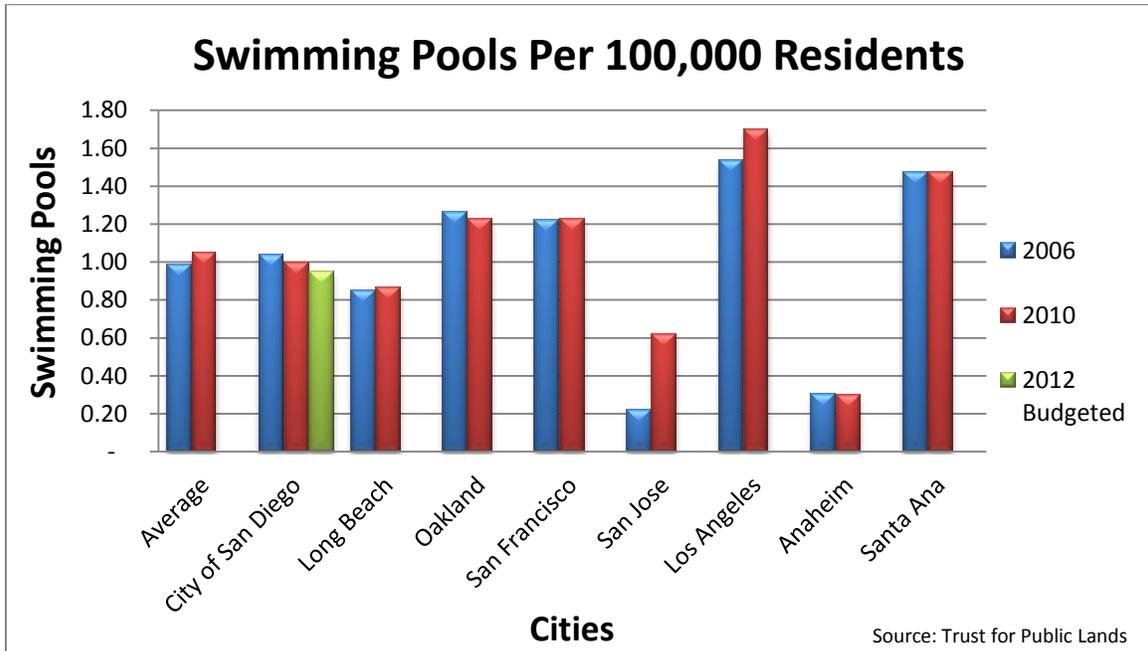
The chart below reflects the number of dog parks per 100,000 residents. In 2010, San Diego ranks 2nd with 13 total dog parks, behind San Francisco with a reported total of 27, but 3rd in the ratio of dog parks to 100,000 residents.

Dog Parks Per 100,000 Residents

Legend: 2006, 2010, 2012 Budgeted

X-axis (Cities): Average, City of San Diego, Long Beach, Oakland, San Francisco, San Jose, Los Angeles, Anaheim, Santa Ana

Note: Anaheim and Santa Ana reported zero dog parks in 2006 and 2010.

Source: Trust for Public Lands
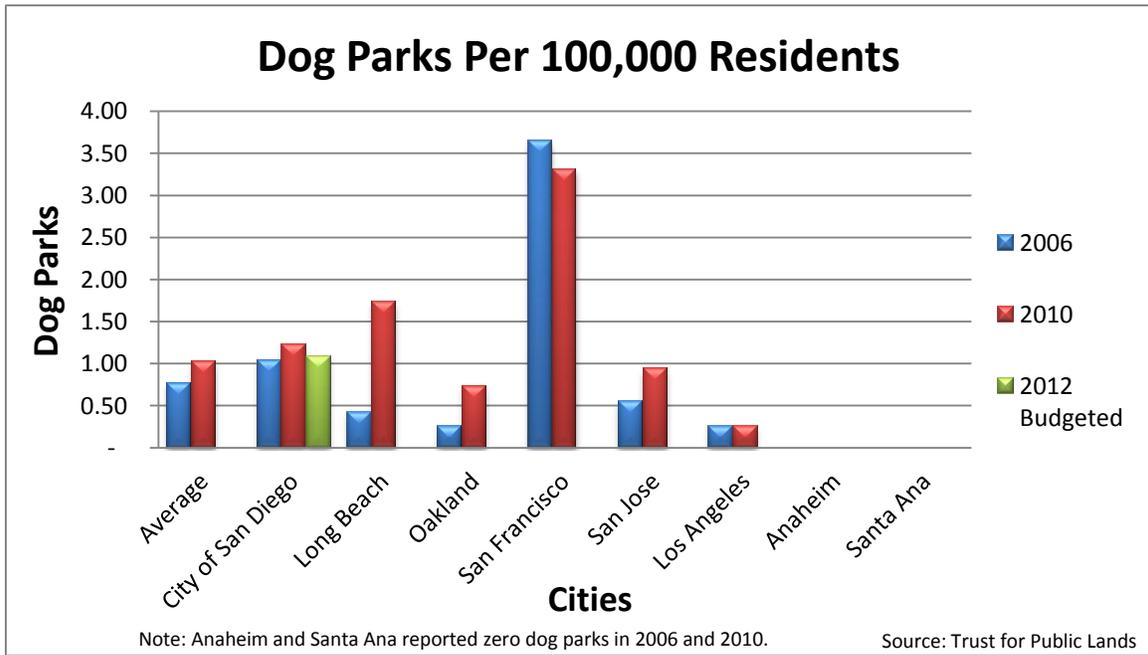
Staffing

The following chart reflects the total Park and Recreation Full-Time Equivalents (Staff) for each of the comparison cities. In 2010, the City ranked 5th out of the cities compared. For 2012, the City has a reduction from the 2010 ratio.
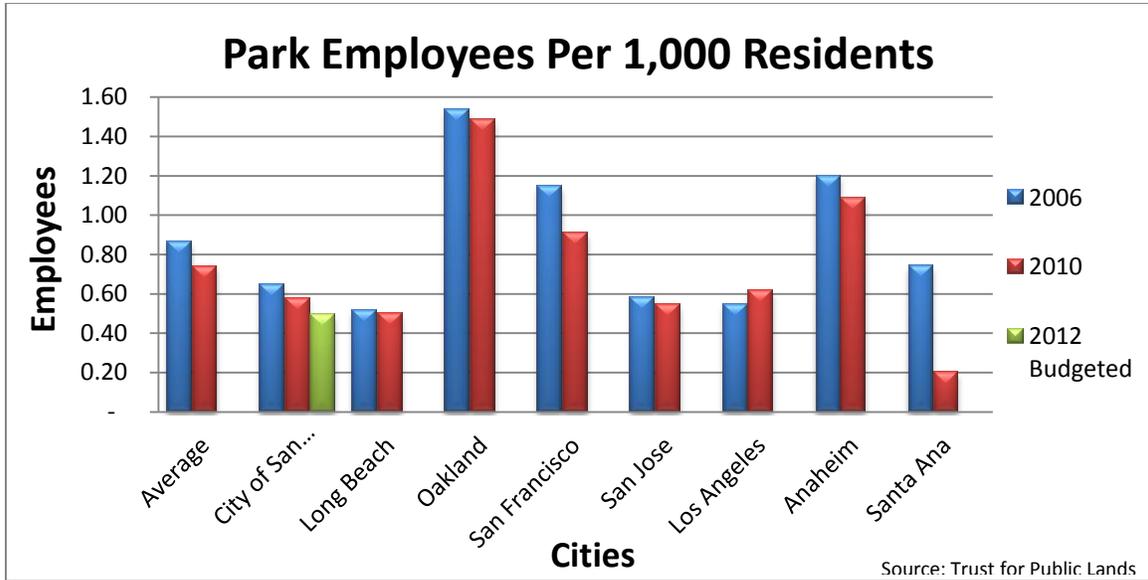
Park Employees Per 1,000 Residents

Employees (vertical axis): 1.60, 1.40, 1.20, 1.00, 0.80, 0.60, 0.40, 0.20, -

Cities (horizontal axis): Average, City of San..., Long Beach, Oakland, San Francisco, San Jose, Los Angeles, Anaheim, Santa Ana

Legend: 2006, 2010, 2012 Budgeted

Source: Trust for Public Lands

Operating Expenditures

The following chart reflects the total Park and Recreation General Fund budgets for the comparable cities. Based on a review by IBA staff, functions within park and recreation departments vary among cities; some include marine and port functions; others include planning, and support t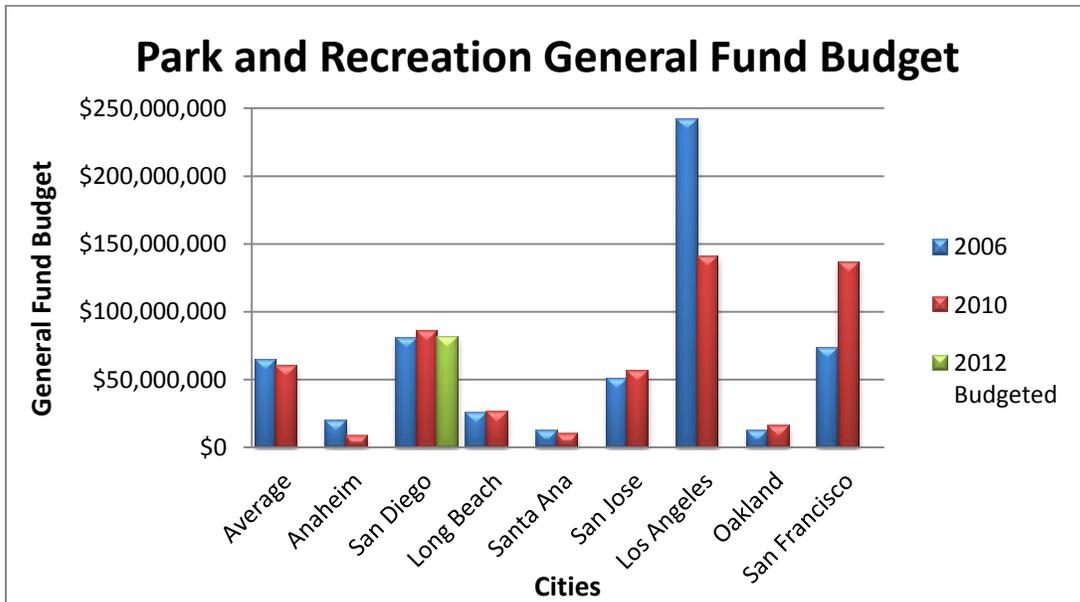o the film industry. For 2010, the City was 3rd in the cities compared. For 2012, the City has a slight reduction from the 2010 level.

Park and Recreation General Fund Budget

General Fund Budget (vertical axis): $250,000,000, $200,000,000, $150,000,000, $100,000,000, $50,000,000, $0

Cities (horizontal axis): Average, Anaheim, San Diego, Long Beach, Santa Ana, San Jose, Los Angeles, Oakland, San Francisco

Legend: 2006, 2010, 2012 Budgeted

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The following chart reflects the total Park and Recreation General Fund budgets for Fiscal Years 2006 and 2010 expressed as a percentage of the General Fund. For the City, this shows San Diego's percentage of the General Fund allocated to Park and Recreation activities has declined over this period.

Park and Recreation General Fund Budget as % of Total General Fund Budget

	Average	Anaheim	San Diego	Long Beach	Santa Ana	San Jose	Los Angeles	Oakland	San Francisco
2006	5.93%	9.07%	9.31%	6.81%	6.38%	6.02%	4.04%	2.79%	2.98%
2010	4.73%	3.26%	7.61%	6.58%	4.34%	6.63%	2.04%	2.94%	4.46%
2012 Budgeted			7.21%						

Source: Respective City Budget Documents
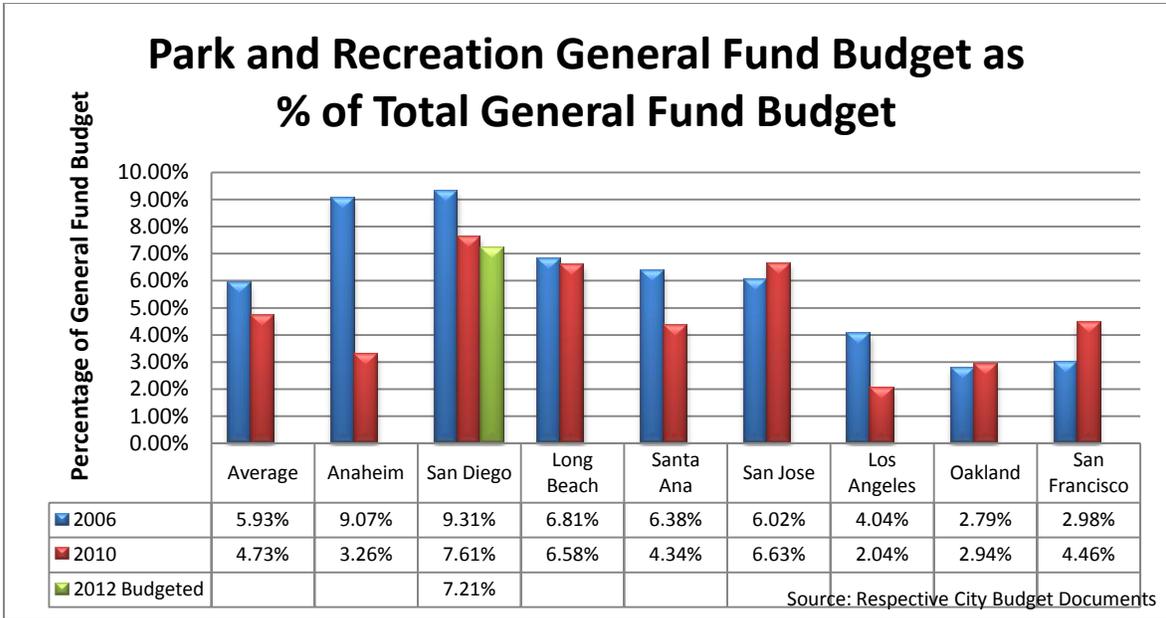
The chart below reflects Fiscal Years 2006 and 2010 operating and capital expenditures for park-related activities per resident, with the City reporting a total of $117 per resident in 2010. The City of San Jose did not report 2010 figures.
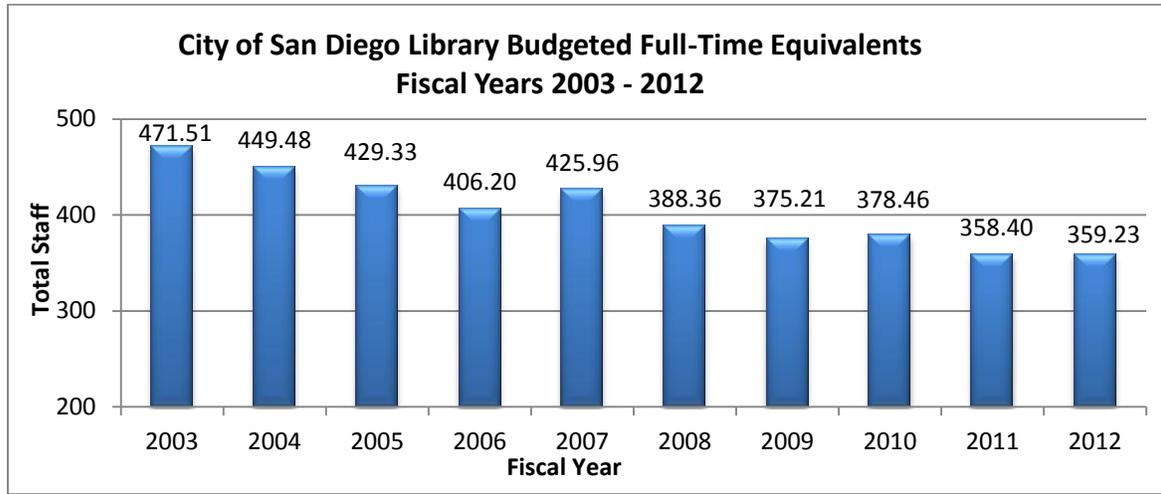
Park-Related Budgeted Amounts Per Resident

Source: Trust for Public Lands
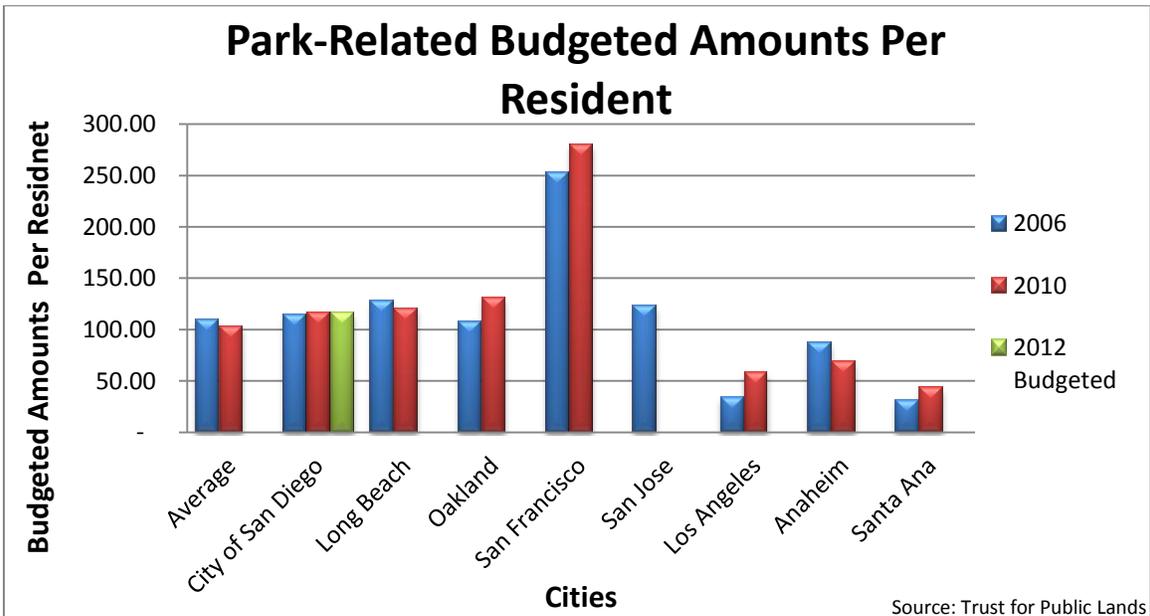
CITY OF SAN DIEGO HISTORICAL TRENDS

The charts in this section depict historical trending for the City's Library and Park and Recreation Departments. The data for this section comes from City budget documents and information provided by the Library and Park and Recreation Departments. The charts in this section are arranged into three categories: Staffing, Services, and General Fund Budgeted Expenditures; first for the Library, followed by the Park and Recreation.
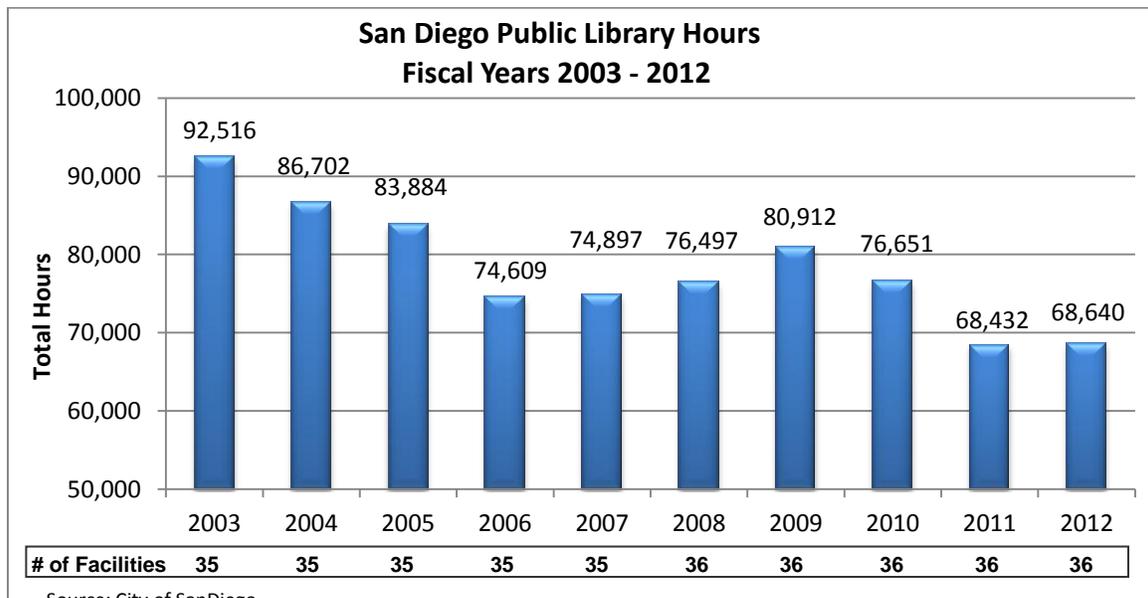
Library Historical Staffing

The following chart reflects the total Library Full-Time Equivalents (Staff) for Fiscal Years between 2003 and 2012 (Budgeted amounts for Fiscal Year 2012).

City of San Diego Library Budgeted Full-Time Equivalents
Fiscal Years 2003 - 2012

Fiscal Year	Total Staff
2003	471.51
2004	449.48
2005	429.33
2006	406.20
2007	425.96
2008	388.36
2009	375.21
2010	378.46
2011	358.40
2012	359.23

Library Historical Services

The following chart reflects the annual library service hours and facilities for Fiscal Years between 2003 and 2012 (Budgeted amounts for Fiscal Year 2012).

San Diego Public Library Hours
Fiscal Years 2003 - 2012

	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012
Total Hours	92,516	86,702	83,884	74,609	74,897	76,497	80,912	76,651	68,432	68,640
# of Facilities	35	35	35	35	35	36	36	36	36	36

Source: City of SanDiego

The following chart reflects the annual library service hours per facility for Fiscal Years between 2003 and 2012.

**Average Annual Library Service Hours Per Facility
Fiscal Years 2003 - 2012**

Source: City of SanDiego
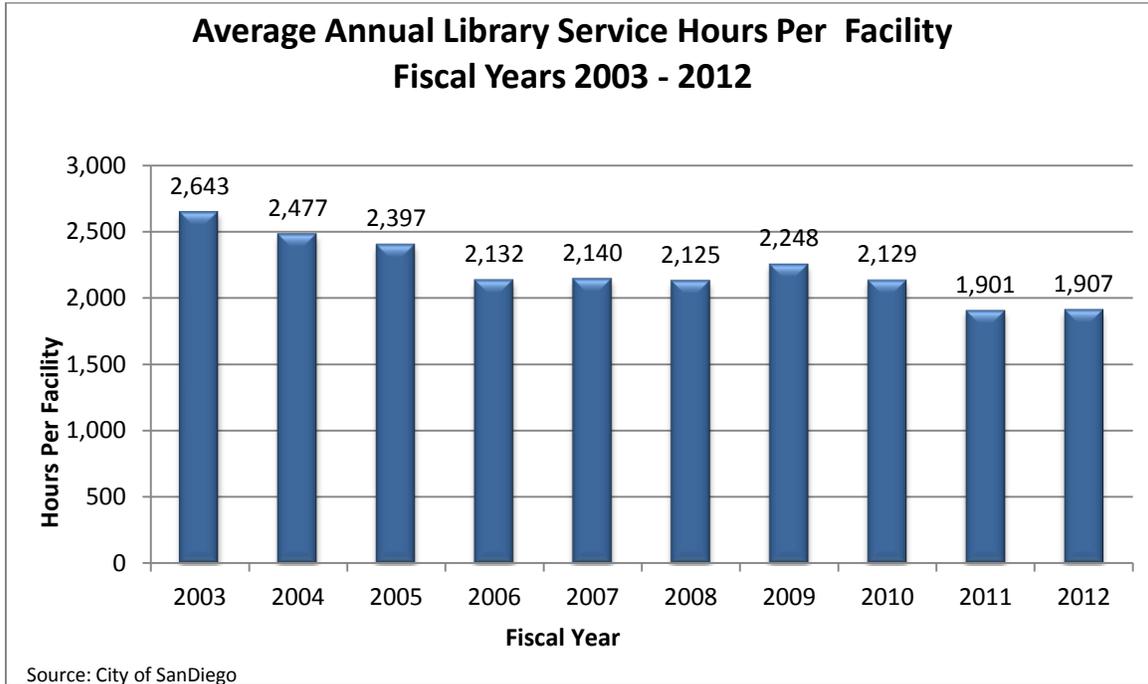
Library Historical General Fund Budgeted Expenditures
The following chart reflects the Library Department's General Fund Budgeted Expenditures for Fiscal Years between 2003 and 2012.
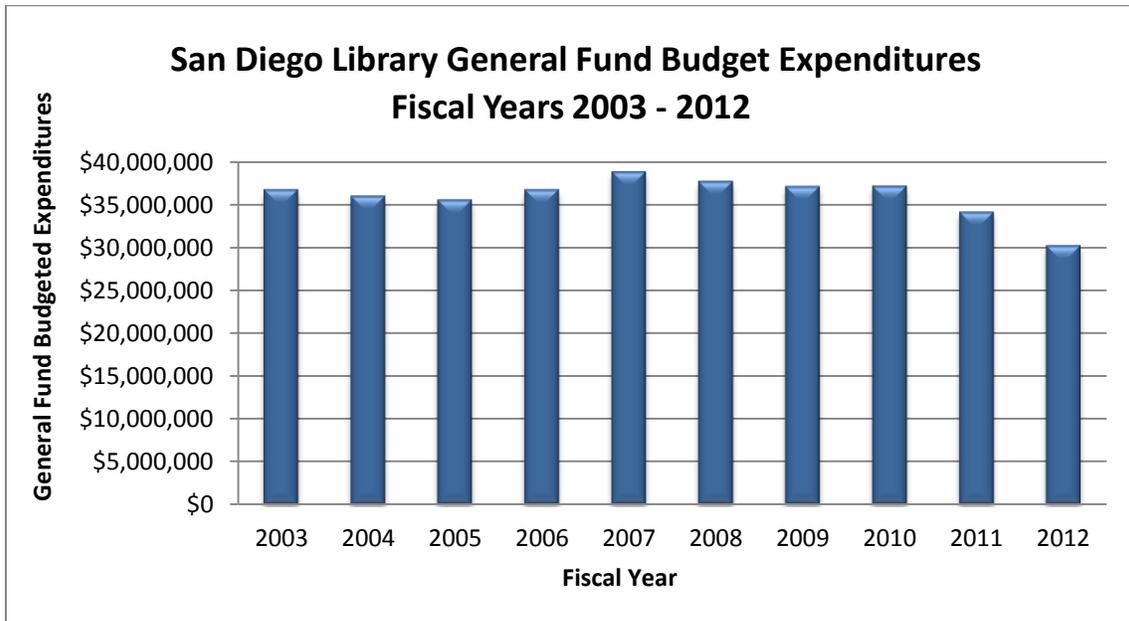
**San Diego Library General Fund Budget Expenditures
Fiscal Years 2003 - 2012**

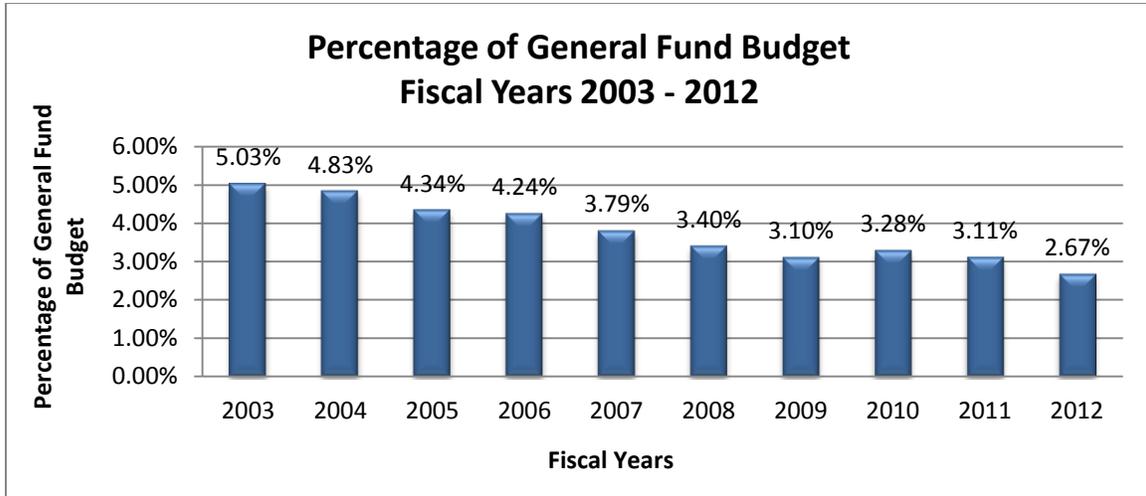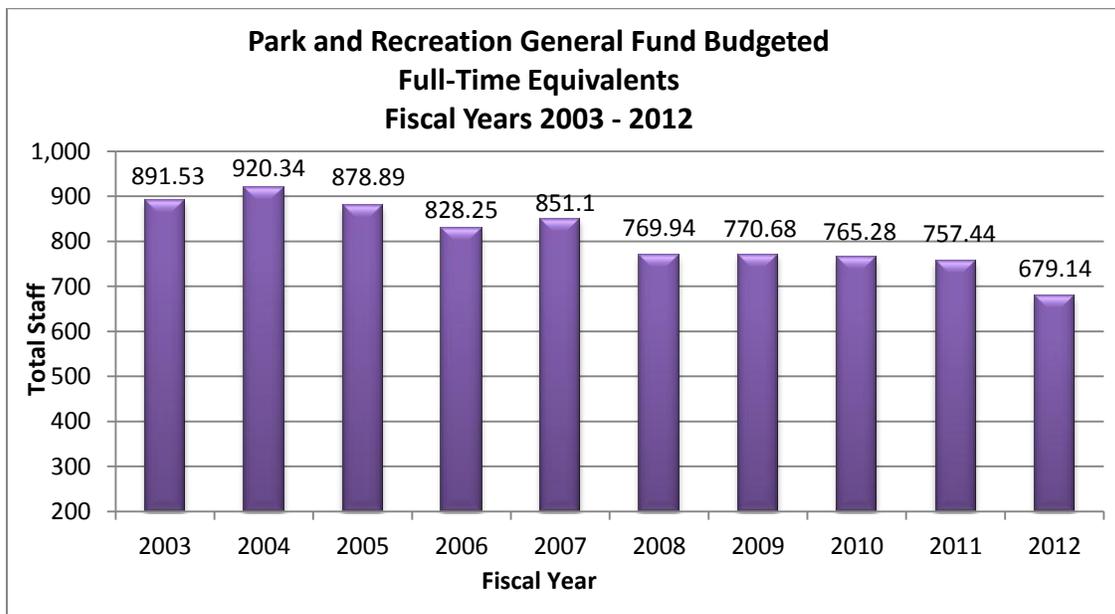The following chart reflects the Library Department's General Fund Budgeted Expenditures as a percent of the total General Fund Budget for select Fiscal Years between 2003 and 2012.
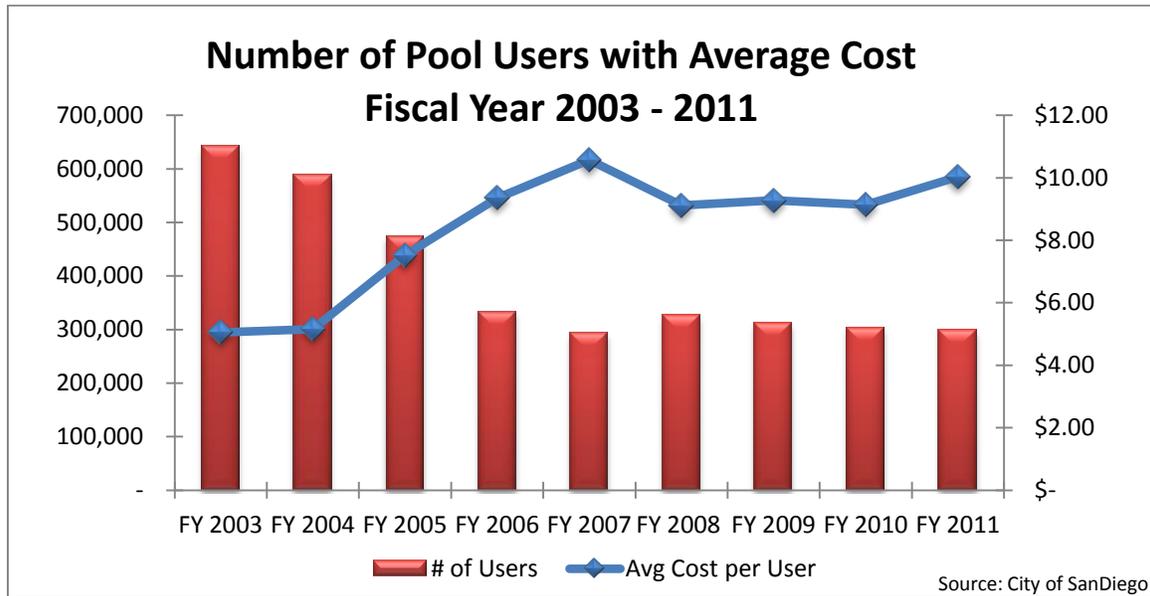
Percentage of General Fund Budget
Fiscal Years 2003 - 2012

Percentage of General Fund Budget

Fiscal Year	Percentage
2003	5.03%
2004	4.83%
2005	4.34%
2006	4.24%
2007	3.79%
2008	3.40%
2009	3.10%
2010	3.28%
2011	3.11%
2012	2.67%

Fiscal Years

Park and Recreation Historical Staffing

The following chart reflects the total Park and Recreation General Fund Full-Time Equivalents (Staff) for Fiscal Years 2003 - 2012. It should be noted that reorganizations have occurred over this period of time, both increasing and decreasing staff in various fiscal years. Examples of this include the addition of the Mt. Hope Cemetery as a division of the department, as well as the loss of the Park Planning Division.

Park and Recreation General Fund Budgeted
Full-Time Equivalents
Fiscal Years 2003 - 2012

Total Staff

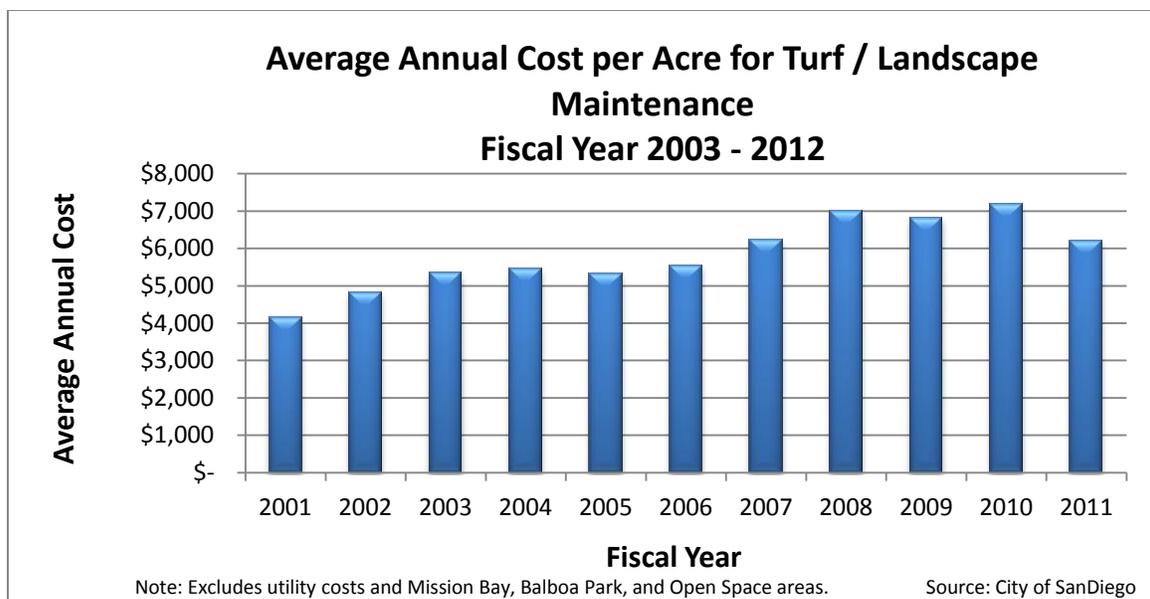| Fiscal Year	Total Staff
2003	891.53
2004	920.34
2005	878.89
2006	828.25
2007	851.1
2008	769.94
2009	770.68
2010	765.28
2011	757.44
2012	679.14

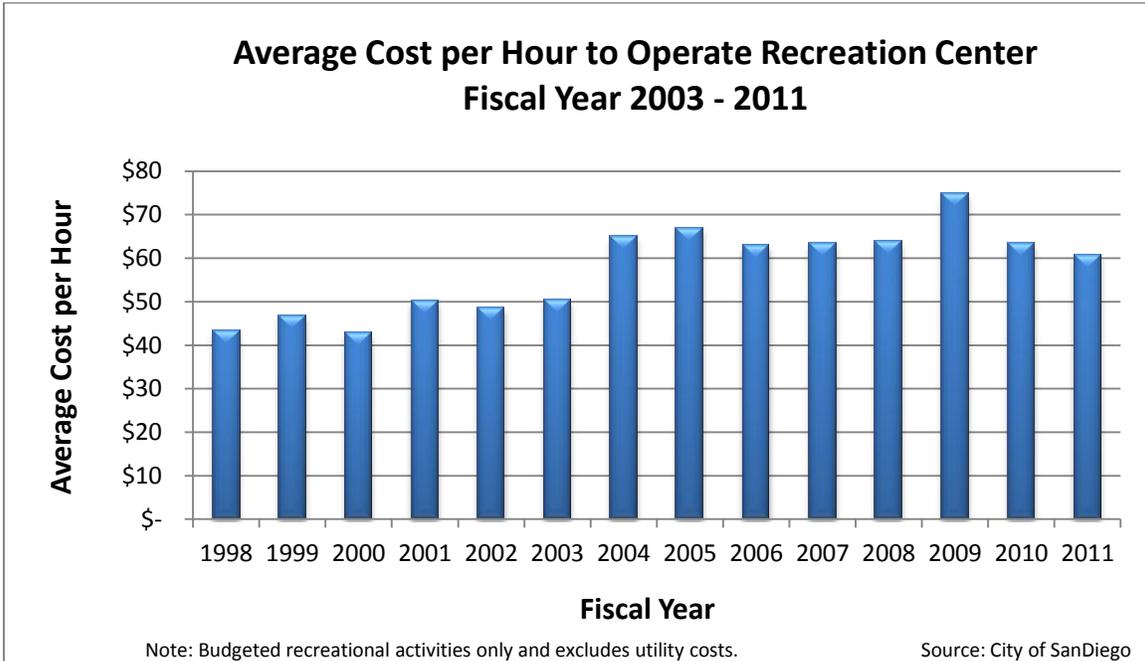Fiscal Year

Park and Recreation Historical Services

The following chart reflects the number of swimming pool users from Fiscal Years 2003 through Fiscal Year 2011. Also shown is the average cost of the swimming pool program per user.

Number of Pool Users with Average Cost
Fiscal Year 2003 - 2011

# of Users — Avg Cost per User

Source: City of SanDiego

The following chart reflects average annual cost per acre for turf / landscape maintenance for parks, joint-use areas and athletic fields for Fiscal Years 2003 through Fiscal Year 2011.
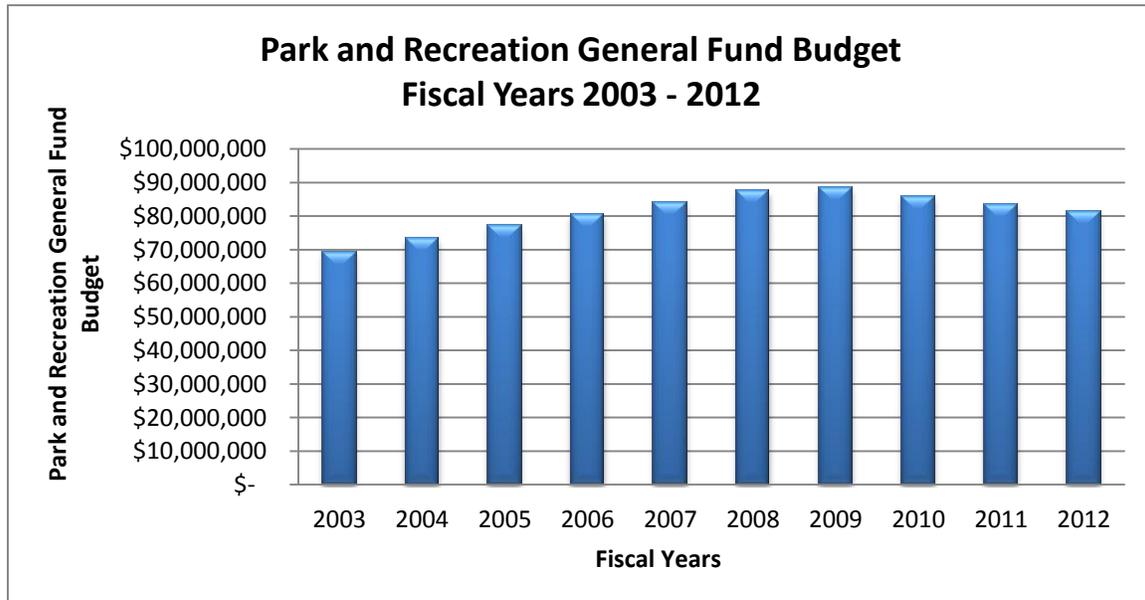
Average Annual Cost per Acre for Turf / Landscape Maintenance
Fiscal Year 2003 - 2012

Fiscal Year

Note: Excludes utility costs and Mission Bay, Balboa Park, and Open Space areas.   Source: City of SanDiego

The following chart reflects the average cost per hour to operate a recreation center for Fiscal Years 2003 through Fiscal Year 2011.

Average Cost per Hour to Operate Recreation Center
Fiscal Year 2003 - 2011

Y-axis: Average Cost per Hour, from $- to $80 in $10 increments.
X-axis: Fiscal Year, 1998 through 2011.

Note: Budgeted recreational activities only and excludes utility costs.   Source: City of SanDiego
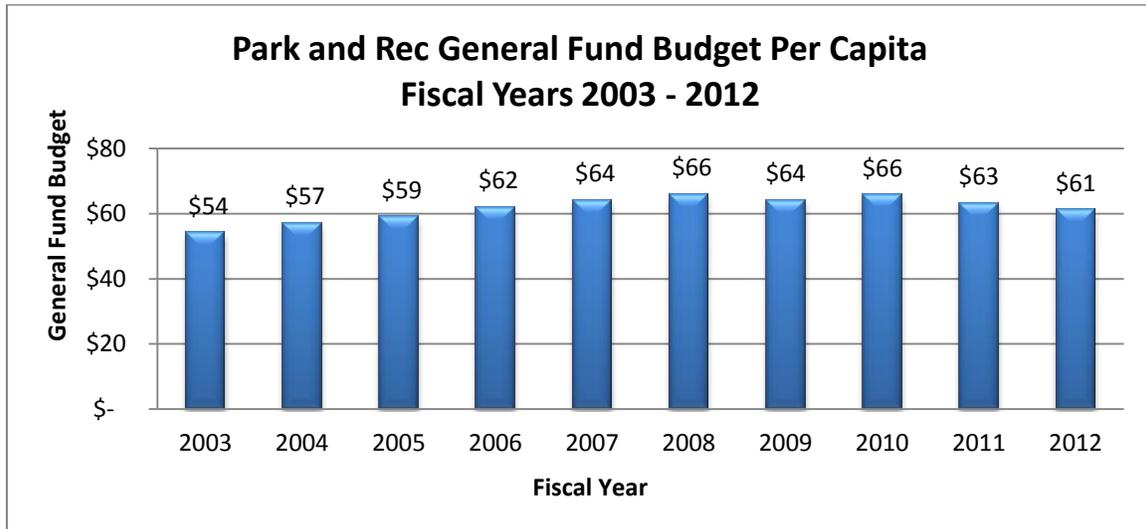
Park and Recreation Historical General Fund Expenditures
The following chart reflects the Park and Recreation Department's General Fund budgets for Fiscal Years 2003 through 2012. It is worth noting that reorganizations over this period of time affect the budget amounts for each fiscal year.

Park and Recreation General Fund Budget
Fiscal Years 2003 - 2012

Y-axis: Park and Recreation General Fund Budget, from $- to $100,000,000 in $10,000,000 increments.
X-axis: Fiscal Years, 2003 through 2012.

The following chart reflects the Park and Recreation Department's General Fund budgets per capita for Fiscal Years 2003 through 2012.

Park and Rec General Fund Budget Per Capita
Fiscal Years 2003 - 2012

General Fund Budget

Fiscal Year	Budget
2003	$54
2004	$57
2005	$59
2006	$62
2007	$64
2008	$66
2009	$64
2010	$66
2011	$63
2012	$61

Fiscal Year

Fiscal Year 2007 Budget Changes

A significant increase in budgeted positions occurred in Fiscal Year 2007 with the addition of 270.51 supplemental positions to the General Fund budget. These positions previously existed, but remained unbudgeted, and affect budget comparisons as total staffing figures increase, but with likely no corresponding impact to service levels. This was an effort to increase transparency in the budget process, and to reflect the full costs of providing services. For Park and Recreation, this effort increased General Fund positions by 13.68 FTEs, while for the Library Department, 7.94 positions were added. Concurrently, the vacancy factor was introduced with the Fiscal Year 2007 Budget, and for the first time, an adjustment was made to each department reducing personnel costs to account for vacancies that are expected throughout the fiscal year. The vacancy factor adjustments mitigated the cost associated with the addition of supplemental positions to the budget.

Recent Resident Satisfaction Surveys

In January 2010, the IBA presented "Developing a Structural Budget Deficit Elimination Plan" (IBA Report 10-01) to the Budget and Finance Committee. In this report, as directed by the City Council in December 2009, the IBA presented the framework for a strategic plan designed to address the structural budget deficit. The framework included eleven guiding principles, including one to prioritize City services expenditures based on results of a citizen survey, benchmarking studies and departmental goals and performance data. The IBA, in working with Behavior Research Inc. and input from the Citizens Revenue Review and Economic Competitiveness Commission, developed a citywide survey aimed at gauging citizens' opinions on the priority of and satisfaction with services being provided by the city and willingness to pay more to maintain city service levels. This survey was done via phone interviews with a random cross section of City

households. Below is an example of the survey findings. The full results of this last citywide survey were presented to the Budget and Finance Committee on April 21, 2010 (IBA Report 10-34).

Satisfaction with City Services

Scale: 1= Not Essential, 4 = Absolutely Essential

| Service	Score
Trash collection	3.25
Fire response	3.18
Programs at branch libraries	3.01
Maintenance of parks and facilities	3.00
Programs at recreational centers	2.97
Branch libraryservice hours	2.86

From 2009 to present, each individual City department has also conducted their own survey to rate their customer service and the levels of the residents' satisfaction with the services provided. For the Library Department, their surveys are given to customers while at a library or ask to complete online. For the Park and Recreation Department, their surveys are given to patrons while visiting parks or park facilities. The core results of these surveys are provided annually as part of the annual City Budget document. The Park and Recreation Department has developed an informative customer survey, with the results being presented to the Park and Recreation Board annually.

The table below shows the customer satisfaction levels for the Library and Park and Recreation Departments for the last three years, as reported in the annual City Budget document.

Customer Satisfaction

DEPARTMENT / Category	FY2009	FY2010	FY2011
LIBRARIES			
Customer Service	0.92	0.92	0.92
PARK & RECREATION			
Program activities	0.947	0.881	0.941
Facilities	0.947	0.915	0.931

Source: City of SanDiego

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CONCLUSION

In 2007, members of the City Council requested the IBA prepare an independent review of department service levels, including benchmarking, for the Library and Park and Recreation Departments. The IBA reviewed available information, including best practices and recommended criteria on this subject, from various governmental organizations, and reviewed data compiled on a national and statewide basis from several agencies. This report serves as an update to the information provided in the Original Benchmarking Report.
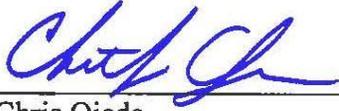
Chris Ojeda
Fiscal & Policy Analyst
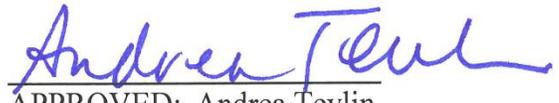
APPROVED: Andrea Tevlin
Independent Budget Analyst