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# PERFORMANCE AUDIT OF THE SAN DIEGO PUBLIC LIBRARY SYSTEM

Opportunities Exist to Provide a More  
Equitable Distribution of Public Resources,  
Improve Management Decisions Related  
to Program Resources, and Utilize Data to  
Develop a Staffing Model

Office of the  
City Auditor

City of San Diego



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## THE CITY OF SAN DIEGO

May 26, 2016

Honorable Mayor, City Council, and Audit Committee Members  
City of San Diego, California

Transmitted herewith is an audit report on the City of San Diego's Public Library System. This report was conducted in accordance with the City Auditor's Fiscal Year 2016 Audit Work Plan, and the report is presented in accordance with City Charter Section 39.2. The Results in Brief is presented on page 1. Audit Objectives, Scope, and Methodology are presented in Appendix B. Management's responses to our audit recommendations can be found after page 50 of the report.

We would like to thank staff from the Public Library System for their assistance and cooperation during this audit. All of their valuable time and efforts spent on providing us information are greatly appreciated. The audit staff responsible for this audit report are Arlys Erickson and Kyle Elser.

Respectfully submitted,

Eduardo Luna  
City Auditor

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## Results in Brief

San Diego's public libraries are community anchors that address economic, education, and health disparities in the community. More than two-thirds of Americans agree that libraries are important because they improve the quality of life in a community, promote literacy and reading, and provide many people with a chance to succeed. The San Diego Public Library (SDPL) system serves the City of San Diego's (City) diverse communities through a Central Library and 35 branch libraries.

To determine if there is an equitable distribution of library services to the community, we compared the resources provided to each branch by the population of the service areas and assessed the distribution of resources. Based on our review, we found disparities in how resources are allocated throughout SDPL's branch library system. Inequitable distribution of resources to certain branches could potentially disadvantage residents who rely on SDPL to access learning information. We found that inequities resulted from management not using available data when making resource allocation decisions. Additionally, the City's donation matching fund policy also contributed to the disparities in resources. We recommend that SDPL management should make better use of data to help ensure an equitable distribution of resources, and consider revising the policies that guide donation matching funds to help alleviate disparities in relatively under-resourced branch libraries.

Additionally, we reviewed the attendance levels of the various library programs offered. In FY 2015, the SDPL provided over 19,300 programs attended by 462,280 adults and juveniles. The library programs offered should be based on market research and community analysis to meet the different needs of the unique communities the SDPL system serves. While many programs are well attended, we found a disproportionately low program attendance at some branch libraries indicating an imbalance between the programming offered and community needs. By not using a research driven approach to identify community programming needs, SDPL may be missing opportunities to provide other programs that could be of a greater benefit to the community. We recommend that SDPL establish measurable goals and objectives for programming, and develop an outcome-based evaluation model.

Finally, we reviewed SDPL's methodology for making staffing decisions at library branches. We found that management was not fully incorporating and analyzing data when making staffing decisions. Decisions related to

SDPL staffing should be optimized in a manner that maximizes the efficiency and effectiveness of staff resources. SDPL cannot provide the most efficient service to City residents when human resources are not optimally utilized. Without a system-wide staffing analysis, SDPL management may make staffing decisions that do not meet the needs of a specific branch. We recommend that SDPL update, expand, and formalize current efforts to stress a more data-driven approach to staffing, and include periodic surveys of library staff.

We made five recommendations to address issues we identified, and management agreed to implement all of them.



# Background

**Introduction** The San Diego Public Library (SDPL) system serves the educational, cultural, business, and recreational needs of San Diego's diverse communities through its collection. The Public can access the library catalog and many of its resources electronically in all library facilities and via the Internet.

The SDPL mission is to inspire lifelong learning through connections to knowledge and each other. Goals include:

- Create welcoming environments that encourage discovery and are a source of civic pride;
- Provide free and open access to materials and resources that meet the needs of San Diego's vibrant communities; and
- Engage the community through innovative and inspiring library programs and services.



*Photos Courtesy of San Diego Public Library*

During the audit, the SDPL developed expanded goals, working with the Department of Analytics, and the City of San Diego (City) plans to use the expanded goals in conjunction with the Fiscal Year (FY) 2017 budget.

In addition to reading materials and electronic resources, the SDPL provides programs to the communities throughout San Diego. In FY 2015, the SDPL provided over 19,300 programs attended by 462,280 adults and juveniles. Programs can be fun, entertaining, social, and educational as well as cultural celebrations. For example, programs include concerts and films, legal and employment workshops, and lectures related to a wide variety of topics such as small business, nutrition, health, and wellness for adults. Other programs provide homework help and college preparation, analytical thinking lessons for teens, story time and art for children, and 3D printing.

The 2015 City of San Diego Resident Survey revealed 76 percent of residents that responded with opinions were "very satisfied" or "satisfied" with the

library programs and facilities. Specifically, residents were most satisfied with the availability of library facilities (77 percent), the quality of services/libraries in the neighborhood (76 percent), and the maintenance of libraries (72 percent).

**The San Diego Public Library System**

The Library system consists of the Central Library, 35 branch libraries, and the adult literacy program (READ/San Diego).



*Photo by Steve Simpson, Courtesy of San Diego Public Library*

The new Central Library building was opened in September 2013. With the new, larger facility, Central Library staff are able to publically display most of the library's 1.2 million item collection and 1.6 million government publications collection. The Central Library includes free Wi-Fi, nearly 400 digital devices, and technology-enabled collaborative work spaces and study rooms. The Central Library also includes special centers for teens, children, and children with special learning needs.

The 35 branch libraries are located throughout the City (See **Appendix C**). Since 2002, the SDPL has opened eight new branch facilities or expanded/renovated existing facilities. Three branches are scheduled for construction, and three branches are in the design phase. The Library Foundation has secured major gifts to help fund many construction projects along with other funding mechanisms such as bonds, grants, and developer impact fees. **Exhibit 1** lists the recent history of major facility projects.

**Exhibit 1**

**San Diego Public Library New, Expanded, and Planned Branch Facilities**

| New Buildings (Year)    | Expanded Buildings (Year) | Planned Projects (Year)    |
|-------------------------|---------------------------|----------------------------|
| Mission Valley (2002)   | La Jolla-Riford (2004)    | Skyline Hills (2017)       |
| Point Loma (2003)       | Otay Mesa-Nestor (2006)   | Mission Hills (2018)       |
| College-Rolando (2005)  |                           | San Ysidro (2019)          |
| Serra Mesa (2006)       |                           | Pacific Highlands (Design) |
| North University (2007) |                           | San Carlos (Design)        |
| Logan Heights (2009)    |                           | Tierrasanta (Design)       |

Source: The City of San Diego Public Library Website: Building Projects and City Construction Projects.

**Library Department Budget** The SDPL FY 2016 Adopted Budget included 28.69 additional full time equivalent (FTE) positions and funding for expanded hours, after school program summer expansion, and program management. Staffing the FTE positions accounts for 70 percent of the \$49.3 million budget. Volunteers supplement the services provided by department’s staff. According to the FY 2016 budget, volunteers are vital to library operations—serving as literacy tutors, computer lab assistants, story-time readers, homework assistants, and more. Annually, over 4,000 library volunteers donate 160,000 hours of service valued at \$3.5 million. **Exhibit 2** provides the SDPL Summary from the FY 2016 adopted budget.

**Exhibit 2**

**San Diego Public Library FY 2016 Adopted Budget Department Summary**

|                                      | FY 2014 Actual      | FY 2015 Actual      | FY 16 Adopted       |
|--------------------------------------|---------------------|---------------------|---------------------|
| FTE Positions (Budgeted)             | 410.93              | 434.52              | 463.21              |
| Personnel Expenditures               | \$30,239,204        | \$31,661,189        | \$34,603,706        |
| Non-Personnel Expenditures           | \$13,495,310        | \$13,837,259        | \$14,711,667        |
| <b>Total Department Expenditures</b> | <b>\$43,734,514</b> | <b>\$45,498,448</b> | <b>\$49,315,373</b> |

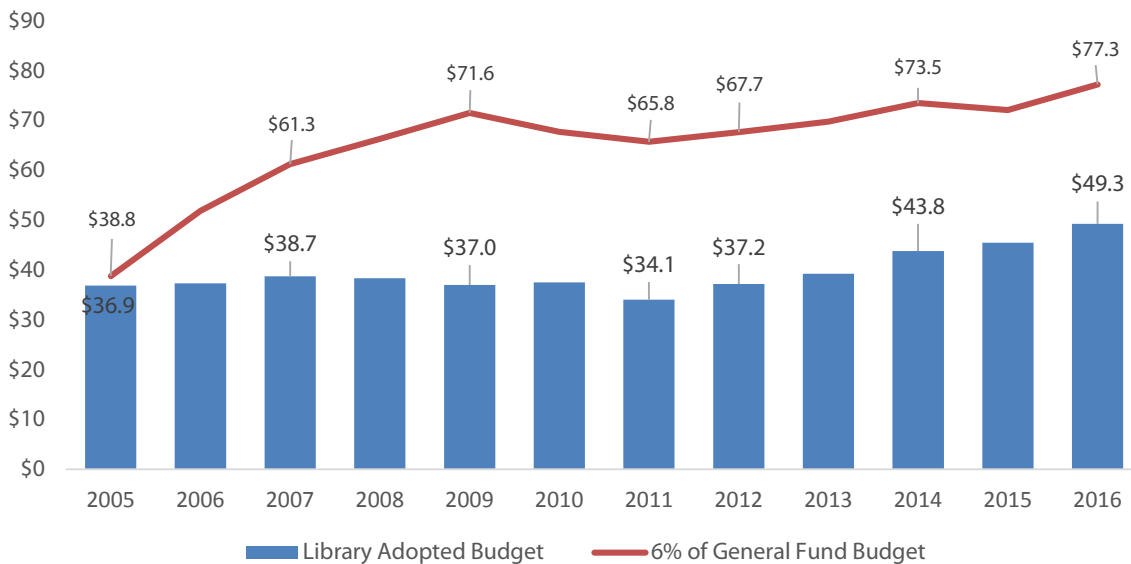
Source: FY 2016 Adopted Budget.

**General Fund Contributions to the Library Budget** The City Municipal Code directs the City Manager to include an appropriation for general library operation, maintenance, and supplies for FY 2005 and each fiscal year thereafter an amount equal to at least 6 percent of the proposed General Fund budget. The City Council can annually suspend the requirement by a majority vote if anticipated revenues are insufficient to maintain existing City services for preserving health, safety, and welfare of the citizens.

Library funding has fluctuated below 6 percent of the General Fund budget with the increased availability of City financial resources for annual budgets. In FY 2005, the Library’s adopted budget was \$36.8 million, and increased to \$38.7 million in FY 2007. Then the budget decreased to a low of \$34.1 million in FY 2011. Since FY 2011 the Library’s adopted budget has risen annually to \$49.3 million for FY 2016, but the budget still remains \$27,966,969 below the Municipal Code requirement waived by City Council. **Exhibit 3** displays actual Library budget allocations compared to amounts required by the Municipal Code.

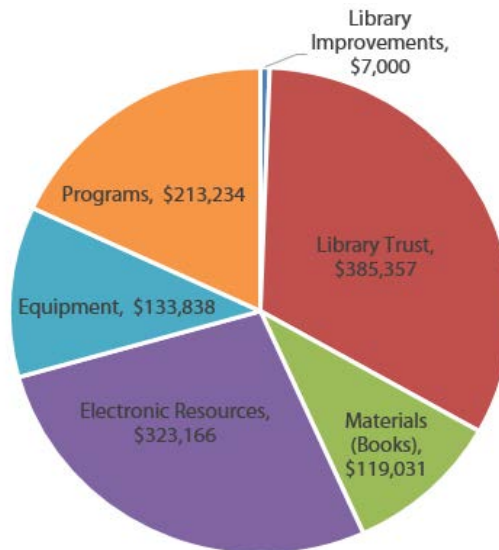
**Exhibit 3**

**San Diego Public Library’s Adopted Budget as Compared to Six Percent of the General Fund Budget (in Millions)**



Source: San Diego Adopted Budgets FY 2005-2016.

**Public Library Donations** In FY 2015, SDPL received \$1,181,626 in donated funds raised by generous individuals, library volunteers, Friends' groups, foundations, corporations and service organizations. The Library staff utilized these donations to purchase additional materials; expand technology access; support programs; upgrade or replace equipment; and provide free concert, film, and author presentations. The single largest donations were to the Library Trust totaling \$385,357. However, the majority of donations, \$789,269, were to the electronic resource, program, equipment, and book (materials) purchase programs. **Exhibit 4** breaks out donations by the City programs. Most of the donations are made to specific locations and/or specified uses.

**Exhibit 4****Distribution of FY 2015 Library Donations (Total: \$1,181,626)**

Source: City of San Diego "Budget v Actuals" SAP data for FY 2015.

**City Matching Funds** The City established donation matching funds – limited to \$1 million annually – to encourage contributions from Library supporters. If donors do not designate that donations are for a specific library location or use, the donations are distributed throughout the library system and utilized for the purpose of the fund at the discretion of the SDPL management team.

All donations made on behalf of the Central Library or a branch are earmarked for that specific facility along with the matching equipment, programs, or electronic resource funds in accordance with the specific policy or resolution. Specifically:

- Council Policy 100-08, Library Matching Equipment Fund effective December 5, 2005 (See **Appendix D**);
- Resolution 301122, Library Matching Programs Fund adopted December 5, 2005 and (See **Appendix E**);
- Resolution 292453, Electronic Resources Matching Fund adopted November 22, 1999 (See **Appendix F**).

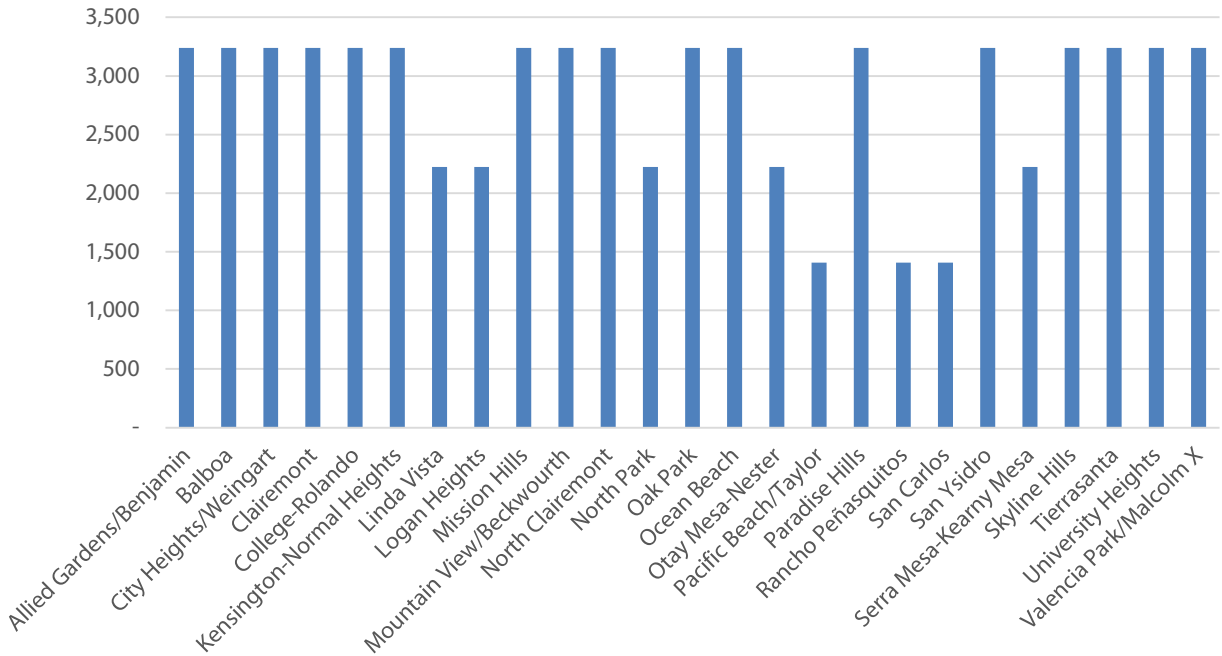
Council Policy 100-07 established the Matching Materials (Books) Fund effective December 5, 2005 (See **Appendix G**). This policy requires providing earmarked donations to the specified facility along with 50% of the matching funds. The remaining 50% of the matching funds are added to the matching funds pool and are distributed to the 25 branches with the lowest General Funds materials expenditures based upon actual expenditures from the prior

fiscal year. Matching FY 2015 materials funds of \$70,410 were distributed to branch libraries incrementally in the amounts of \$1,408; \$2,225; and \$3,239.

**Exhibit 5** illustrates the distribution of the matching materials fund by branch library.

**Exhibit 5**

**FY 2015 Distribution of Matching Materials Fund**



Source: San Diego Public Library Distribution.

**Library Service Hours** The service hours were expanded to 1,006.5 per week in January 2016. The Central Library is open 61 hours per week and all branch libraries are open 51 hours per week. Additionally, 13 branch libraries are open for 4.5 hours on Sundays. **Exhibit 6** lists the service hours for the Central Library and the branch libraries.

**Exhibit 6**

**Current San Diego Public Library (SDPL) Public Service Hours**

| Week Day           | Central Library  |           | 22-Branch Libraries |           | 13-Branch Libraries* |             |
|--------------------|------------------|-----------|---------------------|-----------|----------------------|-------------|
|                    | Times            | Hours     | Times               | Hours     | Times                | Hours       |
| Monday             | 9:30AM - 7:00PM  | 9.5       | 9:30AM - 6:00PM     | 8.5       | 9:30AM - 6:00PM      | 8.5         |
| Tuesday            | 9:30AM - 7:00PM  | 9.5       | 11:30AM - 8:00PM    | 8.5       | 11:30AM - 8:00PM     | 8.5         |
| Wednesday          | 9:30AM - 7:00PM  | 9.5       | 11:30AM - 8:00PM    | 8.5       | 11:30AM - 8:00PM     | 8.5         |
| Thursday           | 9:30AM - 7:00PM  | 9.5       | 9:30AM - 6:00PM     | 8.5       | 9:30AM - 6:00PM      | 8.5         |
| Friday             | 9:30AM - 6:00PM  | 8.5       | 9:30AM - 6:00PM     | 8.5       | 9:30AM - 6:00PM      | 8.5         |
| Saturday           | 9:30AM - 6:00PM  | 8.5       | 9:30AM - 6:00PM     | 8.5       | 9:30AM - 6:00PM      | 8.5         |
| Sunday             | 12:00PM - 6:00PM | 6         |                     |           | 12:30PM - 5:00PM     | 4.5         |
| <b>Total Hours</b> |                  | <b>61</b> |                     | <b>51</b> |                      | <b>55.5</b> |

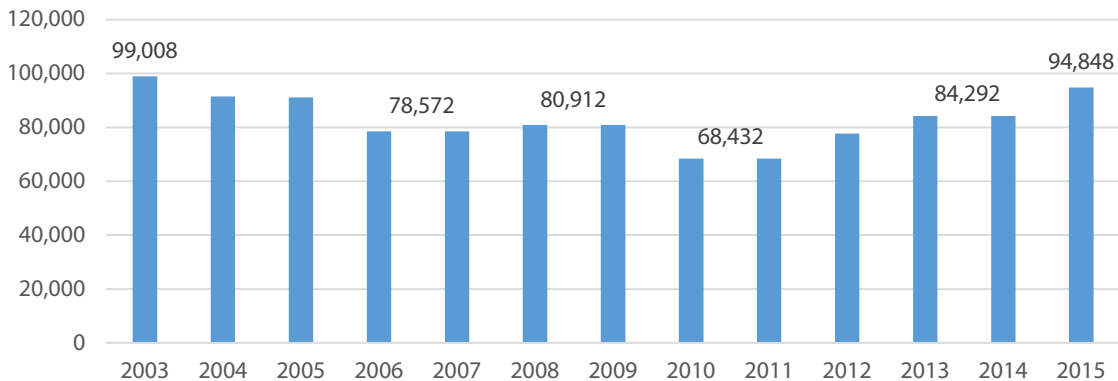
\* The 13 library branches with Sunday hours from 12:30-5:00 pm are: Carmel Valley, City Heights/Weingart, La Jolla/Riford, Logan Heights, Mira Mesa, Mission Valley, North University Community, Otay Mesa-Nesto, Pacific Beach/Taylor, Point Loma/Hervey, Rancho Bernardo, Serra Mesa-Kearny Mesa, and Valencia Park/Malcolm X.

Source: SDPL website.

**Service Hour Fluctuations** The service hours for the SDPL system have varied substantially over the years, relative to the budget fluctuations. During FY 2003, system-wide hours were 99,008; the service hours dropped by 31 percent to a low of 68,432 in FY 2010 and 2011, then rose to 94,848 in FY 2015. These fluctuations occurred because of staff availability resulting from budget funding increases and decreases. **Exhibit 7** displays the SDPL public service hours from FY 2003 through FY 2015.

**Exhibit 7**

**SDPL FY 2003-FY 2015 Public Service Hours**



Source: Data provided by the San Diego Public Library.

**Evolving and Changing Role of Libraries** Public Libraries influence their community as a whole by providing critical and value-added services in addition to materials distribution services. The materials distribution services provided, without a fee, are similar to those provided at a cost to the consumer by businesses like Amazon, Google, and Netflix. According to “The State of America’s Libraries 2015,” report from the American Library Association, “Public libraries are community anchors that address economic, education, and health disparities in the community. Educational programs, print and digital books, databases, meeting spaces, and instruction on how to use new technologies are among the many resources and services provided by libraries. More than two-thirds of Americans agree that libraries are important because they improve the quality of life in a community, promote literacy and reading, and provide many people with a chance to succeed.”

**American Library Association Research and Suggested Guidelines** Recognizing that it has always been hard work, managing a public library has become more difficult under the dual pressures of restricted public funding and rapid change, the American Library Association (ALA) has published a family of management publications<sup>1</sup>. The Public Library Association provided support for the study of public libraries and the development of the publications. As an integrated approach to planning and resource allocation, these publications are being used by library managers, staff, and boards around the country to manage the libraries in their communities more effectively. This approach is focused on creating change based upon results. The underlying assumptions are based upon “excellence,” which must be defined locally, does not require unlimited resources, and is a moving target. Additional ALA publications<sup>2</sup> provide models for developing outcome based programs and how libraries can influence their communities through providing critical and value-added services. The outcome based programs are derived from applying models to information garnered from market research and community analysis. The community influence is based on providing critical and value-added services based upon “lean manufacturing” principles

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<sup>1</sup> Sandra Nelson, Ellen Altman, and Dian Mayo for the Public Library Association, *Managing for Results: Effective Resource Allocation for Public Libraries*, (American Library Association, 2000).

Sandra Nelson for the Public Library Association, *The New Planning for Results: A Streamlined Approach*, (American Library Association, 2001).

Diane Mayo and Jeanne Goodrich for the Public Library Association, *Staffing for Results: A Guide to Working Smarter*, (American Library Association, 2002).

<sup>2</sup> Eliza T. Dresang and Melissa Gross, *Dynamic Youth Services Through Outcome-Based Planning and Evaluation*, (American Library Association, 2006).

John J. Huber and Steven V. Potter, *The Purpose-Based Library: Finding Your Path to Survival, Success, and Growth*, (American Library Association, 2015).



of squeezing out waste and focusing effort and resources in the areas important to the communities.

An international standard<sup>3</sup> for assessing the impact of libraries provides guidance to the library community on methods for assessing the impact and value of libraries. Developed in response to demand for specifications of library impact assessment, the standard reflects the evaluation techniques most heavily used and that have proved most effective for assessing library impact and the economic value of libraries.

Both the ALA and International Standards Organization recognize that there are not universal standards established for public libraries. These organizations instead provide research-based publications that can help a public library system develop assessment models and find other heavily utilized techniques for monitoring operations and influencing operational change. These assessments and techniques can be modified based upon local conditions and needs (See **Appendix H**).

**New Executive Leadership Team**

The SDPL Executive Leadership team has been recently assembled. Specifically, the Library Department Director was assigned to her position during the middle of FY 2015. The Director decided to restructure the organization from one that separated the Central Library from the branch libraries to one that was structured to be inclusive and collaborative. In late FY 2015, the Director changed the deputy director positions and hired one to be responsible for public services and the other to be responsible for the support services throughout the SDPL system. The Deputy Director of Public Services is responsible for the service provided to the public at the Central Library and all 35 branches. The Deputy Director of Support Services is responsible for the SDPL facilities and maintenance services, construction, contracts, grants, the literacy program, and technical services.

In early FY 2016, the Library Director instructed the managers (Librarian III and IVs) to go out into the community surrounding their facility at least one hour each week for community engagement. The Director's instructions were to attend meetings, volunteer, observe, listen, connect, and learn about the community. The librarians are required to annotate what was accomplished during the engagement in their monthly reports and share their experiences with others at their monthly staff meetings.

Finally, during the audit, the SDPL managers began to develop and submit outcomes for all planned programs. Outcomes-based program planning show meaningful results that demonstrate the value of that program, the relevance to the community, and the strategic fit to the City of San Diego.

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<sup>3</sup> International Standard 16439, *Information and Documentation—Methods and Procedures for Assessing the Impact of Libraries*, (International Standards Organization, April 15, 2014).

## Audit Results

### ***Finding #1 San Diego Public Library Management Should Regularly Assess Equitable Distribution of Library Resources and Take Steps to Ensure a More Even Allocation of Resources***

Public libraries are an integral part of our communities and play an important role in providing access to books and resources to increase knowledge. A recent American Library Association (ALA) publication noted “Public libraries serve as community anchors that address economic, educational, and health disparities in the community. The library’s role of promoting equitable access to information, and being a welcoming place to all who enter its doors, continues to be critical to our communities.” This outlook is embodied in the San Diego Public Library’s (SDPL) mission statement: “to inspire lifelong learning through connections to knowledge and each other.” A key SDPL goal is to “provide free and open access to materials and resources that meet the needs of San Diego’s vibrant communities.”

Based on our review of a variety of measures of resource allocations, we found disparities in how resources are allocated throughout SDPL’s branch library system. We found that certain areas of the City of San Diego (City) have lower overall allocations of library resources. Specifically, 10 of 35 branch libraries were provided the least per capita resources, such as materials, programming, public terminals, and funding. Disparities in resource allocations to certain SDPL branches could potentially disadvantage residents who rely on the SDPL to access learning information. To make these results more meaningful and easier to interpret, the resources were calculated per capita within the branch’s service area, as described in ALA guidance.

We found several factors that contribute to disparities in resource allocations to SDPL branch libraries. First, the SDPL executive team used other criteria such as branch manager identified needs to determine the allocation of resources, instead of comparing the resources provided each branch by the population of the service areas, so they did not consider the discrepancies this may cause. Second, relatively smaller facilities may not be able to accommodate as many programs, materials, computers, or staff as larger facilities. Finally, the City matching fund policies intended to encourage donations, in fact, contribute to disparities in resource allocation among branch libraries.

SDPL management could make better use of available data to assess the equitable distribution of public and private resources throughout the branch library system. SDPL management should utilize more data to assess resource needs and make management decisions regarding resource allocations. Furthermore, the City Council Policies relating to how the City matches private donations of funds for library equipment, programs, and electronic resources could be changed in order to help address disparities in relatively under-resourced branch libraries. The Office of the Independent Budget Analyst and the Library Director, in consultation with the City Attorney, should evaluate the Council Policies to bring forth proposed changes to City Council for consideration.

**Certain Areas of the City Have Lower Overall Allocations of Library Resources**

Based on our analysis of a variety of measures related to the allocation of SDPL resources to branch libraries, we found disparities in the amounts of resources allocated among SDPL's branch libraries. We reviewed FY 2015 SDPL data on library programs offered, materials added (purchased and donated), total materials, public computer terminals provided to each branch, and the FY 2016 branch budget data, which included salaries and contracts for each branch library. We divided those numbers by the population served to capture the per capita resources provided to each branch library. Ten of the 35 branches were provided the least per capita resources in at least three of the five categories reviewed when all branches were considered (See **Appendix I**). **Exhibit 8** lists the ten branches provided the least City resources. The checkmark beside each branch library identifies the resource categories that were in the lowest quartile<sup>4</sup> provided by the City.

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<sup>4</sup> The lowest quartile is defined as the middle number between the smallest number and the median of the City resource provided.

**Exhibit 8**

**Branch Libraries Provided the Least Community Resources**

| Number | Branch Library            | FY 2015 New Materials per Capita | FY 2015 Total Materials per Capita | FY 2015 Programs per Capita | FY 2015 Public Terminals per Capita | FY 2016 Funding per Capita |
|--------|---------------------------|----------------------------------|------------------------------------|-----------------------------|-------------------------------------|----------------------------|
| 1      | Mountain View/Beckwourth  | √                                | √                                  | √                           | √                                   | √                          |
| 2      | City Heights/Weingart     | √                                | √                                  | √                           |                                     | √                          |
| 3      | College-Rolando           | √                                | √                                  | √                           |                                     | √                          |
| 4      | Otay Mesa-Nestor          | √                                | √                                  |                             | √                                   | √                          |
| 5      | Paradise Hills            | √                                | √                                  |                             | √                                   | √                          |
| 6      | San Ysidro                | √                                | √                                  | √                           |                                     | √                          |
| 7      | Balboa                    | √                                |                                    | √                           |                                     | √                          |
| 8      | Kensington-Normal Heights |                                  | √                                  | √                           | √                                   |                            |
| 9      | Oak Park                  | √                                | √                                  | √                           |                                     |                            |
| 10     | Rancho Peñasquitos        |                                  | √                                  |                             | √                                   | √                          |

Source: San Diego Public Library statistics.

**Potential Effect of Disparities in Resource Allocation**

Disparities in resource allocations to certain SDPL branches could potentially disadvantage residents that depend upon the SDPL system to provide information on a wide range of areas such as early childhood development and learning; successful high school completion and readiness for higher education; employment skills and opportunities; nutrition, diet and healthy lifestyle choices; small business creation and development; personal finances; and investments.

This potential effect on San Diego residents is also supported by a September 2015 Pew Research study that revealed some minorities as well as low-income people utilize the libraries to help themselves find a job or pursue job training. The study also showed that many Americans want public libraries to support local education, serve special constituents such as veterans and immigrants, and help local businesses, job seekers and those upgrading their work skills. Libraries also play a role in combating illiteracy in our nation.

**Several Factors Contribute to Disparities in Resource Allocations to SDPL Branch Libraries**

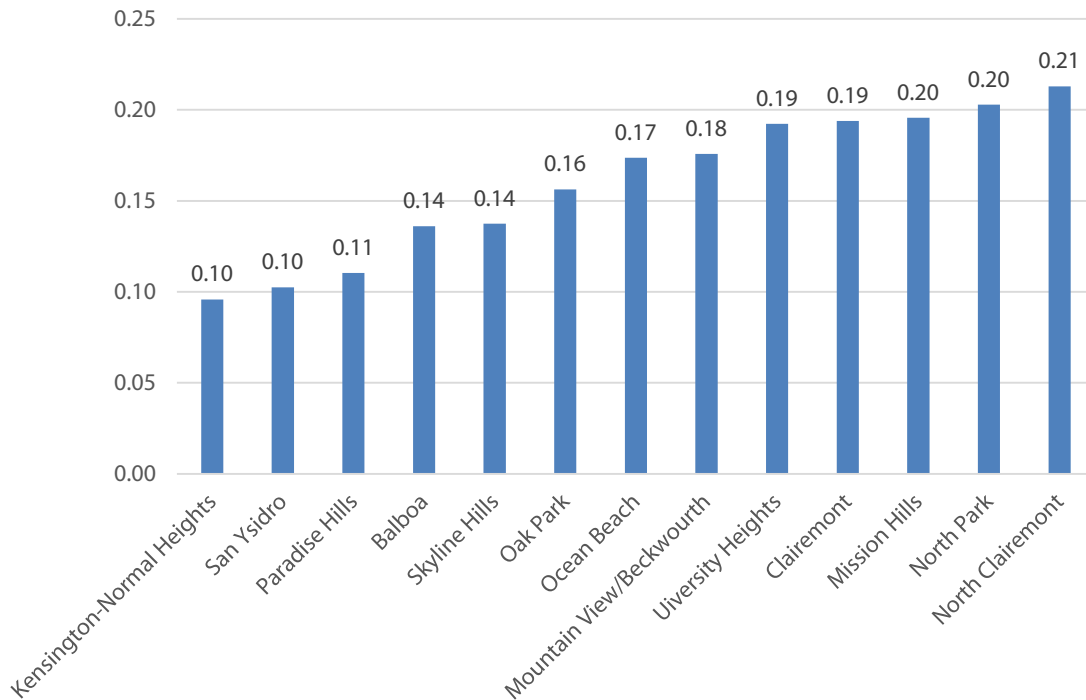
The SDPL executive team used other criteria such as branch manager identified needs to determine allocation of resources, instead of comparing the resources provided each branch by the population of the service areas, so they had not considered the discrepancies this may cause. The comparison evaluation of this criteria for resource allocation had not been accomplished because the relatively new team had been occupied with making changes in the SDPL staff structure and addressing internal control areas identified in our interim audit memo. We also identified that the physical size of branches and

the Council Policy relating to matching funds contribute to this condition as well.

In general, relatively smaller facilities are not able to accommodate as many programs, materials, computers, or staff as larger facilities (See **Appendix J**). Square footage alone could only explain reduced resources to Kensington-Normal Heights, San Ysidro, Paradise Hills, and Balboa branch libraries. Skyline Hills, Ocean Beach, University Heights, Clairemont, Mission Hills, North Park, and North Clairemont branches had lower square footage than other libraries provided less community resources. **Exhibit 9** shows the thirteen branch libraries with the lowest square footage per capita served.

**Exhibit 9**

**Branch Libraries with Smallest Square Footage per Capita Served**



Source: San Diego Public Library statistics.

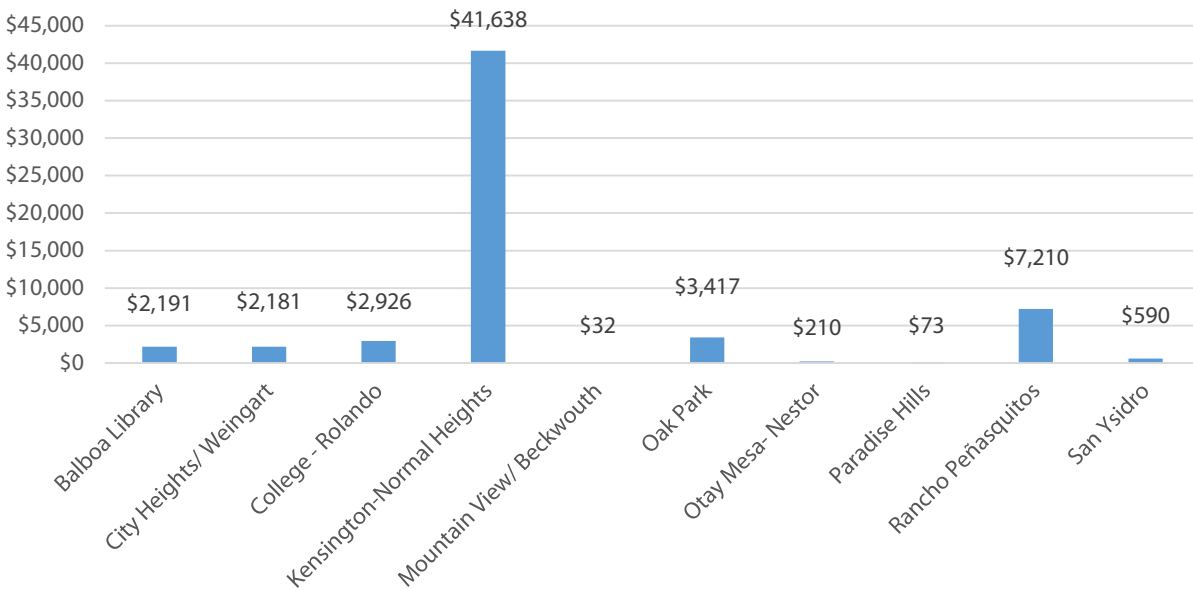
Finally, the City matching fund policies intended to encourage donations, in fact, contribute to disparities in resource allocation. When donors provide funds for equipment, programs, and electronic resources to specific locations, City matching funds are provided to those same locations in accordance with Council policy and resolutions. The Library Matching Materials Fund was set up differently: Donations to the Materials Matching Fund are provided to the designated locations, but only 50 percent of the

matching funds are provided to the location by the City. A fund matching pool is set up with the remaining 50 percent of the matching funds, and distributed to the 25 branch libraries that utilized the least General Fund resources for materials the prior fiscal year.

All 35 library branches received donations eligible for matching funds in FY 2015. Those locations received not only the donations but also 100 percent of the matching funds for equipment, programs, and electronic resources, and 50 percent of the matching funds for materials provided by the City. For example, the donations ranged from a low of \$32 for Mountain View/Beckwourth and \$73 at Paradise Hills to a high of \$41,638 at Kensington-Normal Heights and \$57,432 at La Jolla/Riford branches (See **Appendix K**). The following graph, **Exhibit 10**, shows the donations – ranging from \$32 to \$41,638 – to the libraries provided with the least community resources.

**Exhibit 10**

**FY 2015 Donations to Branch Libraries Provided the Least Community Resources**



Source: City of San Diego “Budget v Actuals” SAP data for FY 2015.

The SDPL managers distributed matching materials funds totaling \$70,409 during FY 2015 to the twenty-five branch libraries with the lowest General Fund materials budget (See **Appendix L**). The following table shows matching material funds to the libraries provided with the least community resources ranged from \$1,408 to \$3,239. **Exhibit 11** shows \$3,239 in matching

funds provided to eight of the ten library branches with the least overall community resources provided.

*Exhibit 11*

**FY 2015 City Matching Material Funds Materials Pool - Branch Libraries Provided the Least Community Resources**

| Branch                    | Total FY 2015 Distributions |
|---------------------------|-----------------------------|
| Balboa                    | \$3,239                     |
| City Heights/Weingart     | \$3,239                     |
| College-Rolando           | \$3,239                     |
| Kensington-Normal Heights | \$3,239                     |
| Mountain View/Beckwourth  | \$3,239                     |
| Oak Park                  | \$3,239                     |
| Otay Mesa-Nester          | \$2,225                     |
| Paradise Hills            | \$3,239                     |
| Rancho Peñasquitos        | \$1,408                     |
| San Ysidro                | \$3,239                     |

Source: Matching Material Fund Distributions FY 2015.

Distribution of the FY 2015 matching funds pool was based on providing pool funds to the lowest three tiers' branches based on FY 2014 materials purchased. The distribution provided each of the 17 Tier 1 branches with the lowest materials purchased with matching pool funds of \$3,239 (4.6 percent of the pool), the five Tier 2 branches with \$2,225 (3.16 percent of the pool), and the three Tier 3 branches with \$1,408. Modifying this distribution formula could help reduce the resource allocation disparities.

Also, Council Policies regarding library donation matching funds could also be evaluated and modified to require a percentage of all donation matching funds be distributed to the branches with the least amount of resources, similar to the matching requirement for materials donations. This would help to address any disparities in resources among branches. In FY 2015, an additional \$335,119 in matching funds would have been available to distribute to branches with fewer resources if the City Council's matching policy for programs, equipment, and electronic donations had the requirement to distribute 50 percent of matching funds to branches provided the least amount of General Funds. Moreover, the Library Council Policies and Resolutions (as shown in **Appendix D through G**) are disjointed, and could be more effective if they were updated and consolidated into one policy.

Additionally, the Library had matching funds available from donations made for “department wide” that could have been used to mitigate any disparities resulting from designated donations. The SDPL department-wide donations amounted to \$403,453, which is over 50 percent of the \$789,269 total donations eligible for City matching funds (See **Appendix M**). The Library Director should develop a method to analyze how resources are distributed to each branch, and create an action plan to consistently allocate those resources equitably.

**Recommendation #1 The San Diego Public Library (SDPL) Director should:**

- **Develop and document a resource model that will evaluate resource equity between branches within the SDPL.**
- **Take action to address any resource equity issues identified between branches.**
- **Develop SDPL guidance that requires the resource model to be updated, results reviewed, and appropriate action taken based upon the results annually. (Priority 2)**

**Recommendation #2 The City Independent Budget Analyst and Library Director, should jointly evaluate and bring forth to City Council proposed revisions to CP 100-08, Library Matching Equipment Fund; Resolution 301122, Library Matching Programs Fund; and Resolution 292453, Electronic Resources Matching Fund in order for Council to consider a percent of the City’s matching amount for library equipment, programs, and electronic resources donations are placed in a “pool” to be distributed among the branches provided the least amount of resources. The Office of the City Attorney should be consulted regarding any legal issues resulting from the changes proposed. (Priority 2)**

**Recommendation #3 The San Diego Public Library Director should develop and document a pool distribution model that will provide more equitable distribution of City resources to library branches. (Priority 2)**



***Finding #2 San Diego Public Library Management Should Enhance Community Outreach and Measure Program Outcomes to More Effectively Target Programming Resources***

Disproportionately low program attendance at some San Diego Public Library (SDPL) branch libraries suggests the SDPL management could enhance programming through increased and focused community outreach, and ongoing measurement of program outcomes. Given the changing role of libraries, programs are an important service provided by SDPL. In FY 2015, SDPL delivered 19,324 juvenile and adult programs to the communities served; however, we noted low average program attendance at several branches. In general, programming topics offered at the branch libraries should be selected to meet the needs of the unique communities the branches serve.

While many branch programs are well attended, we identified that some branch libraries provided programs that averaged low attendance. A variety of factors may contribute to low attendance, such as the programs offered may not be of interest to the community. Due to limited programming resources such as funding and staff time, poorly attended programs result in the inability to provide other programs that could benefit more community members. Although attendance is one indicator of demand for a specific program, the American Library Association suggests that developing desired outcomes, based on market research and community analysis, will help libraries target and deliver the right mix of programming to their communities (See **Appendix N**). During the course of the audit, SDPL management undertook an initiative to increase community engagement and establish outcome measurement for all programming. While these are positive steps, the efforts should be enhanced and expanded.

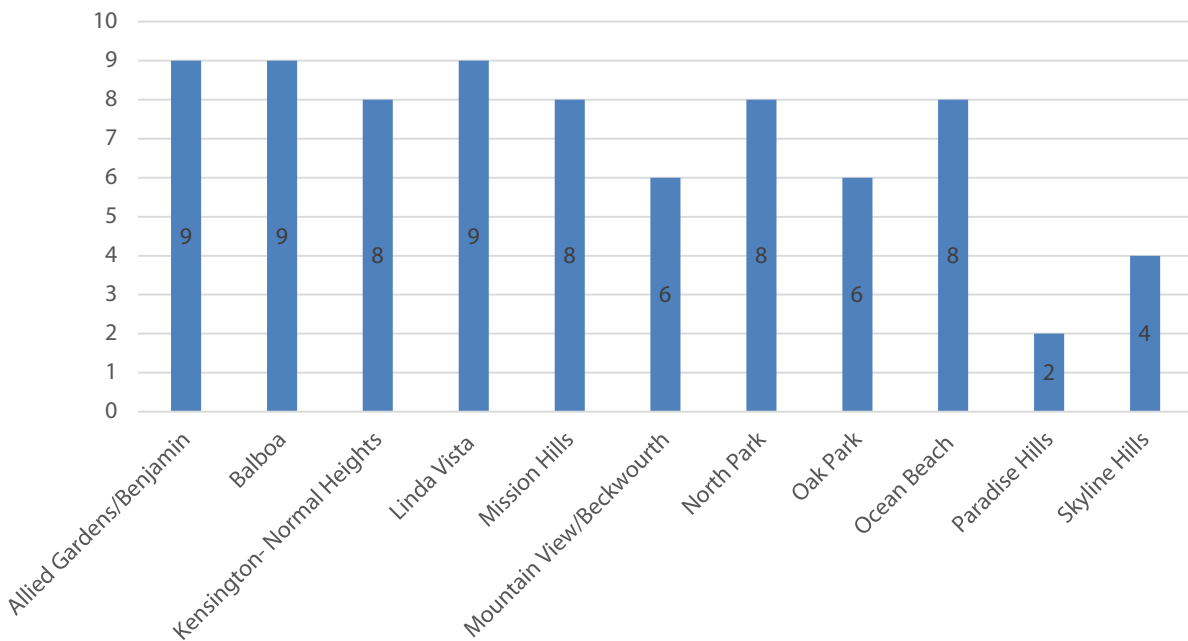
**Average Program Attendance Varies Among the SDPL Branches**

During FY 2015, SDPL offered 17,451 programs at branch libraries. These programs were attended by 389,849 people for an average of 22 attendees across all branches (See **Appendix O**). However, some branches had comparatively low average program attendance. Specifically, both adult and juvenile programs at Paradise Hills and Skyline Hills branches averaged only six attendees, and the University Heights branch averaged only nine attendees for FY 2015 programs. Low average attendance for certain programs or at specific branches illustrates the need to utilize SDPL resource allocations for programming to deliver high-demand, well-attended, mission-consistent programming to the branches.

Regarding adult programming, eleven of 35 branches provided adult programs to their communities where the attendance averaged between two and nine adults. For example, Paradise Hills offered 76 adult programs that were attended by only 219 community members, which is an average of less than three attendees. **Exhibit 12** shows the eleven branches with lowest average attendance for adult programs.

**Exhibit 12**

**FY 2015 San Diego Public Library (SDPL) Branch Library Adult Programs with Lowest Average Attendance**



Source: SDPL Statistics.

Finally, although the average attendance for juvenile programs is overall better than adult programs, three of 35 branches provided juvenile programs to their communities where the attendance averaged seven participants. Specifically Paradise Hills, Skyline Hills and University Heights branch libraries averaged seven participants for juvenile programs.

Since all programs are competing for limited resources, branches providing poorly attended programs result in the inability to provide programs that could be of benefit to more members of the communities served. When the SDPL provides programs that fill a need for the community—the community is well served and the SDPL can easily justify funding the programs.

**Industry Guidance Underscores the Need for Community Outreach and an Outcome-Based Approach** A variety of factors could contribute to low attendance for library programming. For example, the program is not of interest to the community; the program could be offered at an inconvenient time of day or day of the week; or, programs could be inadequately marketed. Because many variables can affect program attendance, SDPL management should focus efforts on outreach to determine the needs and desires of the communities they serve, and assume an outcomes-based approach to ensure the programs are meeting SDPL objectives. By tracking attendance in a detailed manner, SDPL management will be able to identify trends and assess potential root causes for low attendance.

Another factor is supported by an April 2016 Pew Research study that revealed many Americans do not know about key education services libraries provide. The survey showed that most adults (76 percent) believe libraries serve the learning and educational needs of their communities, but at the same time, many (22-47 percent) do not know that libraries offer learning-related programs and materials such as e-books, career and job resources, and high school certification courses.

Industry guidance emphasizes the need for outreach and outcomes. For example, according to a publication on library programming from the American Library Association (ALA), program evaluation of both adult and juvenile came at the end of the programming process instead of during the planning process. The ALA found that all too often the evaluation, and even the targets, came almost as an afterthought. Instead, if librarians start with the desired outcomes based on market research and community outreach and analysis, then work backward and design the program, the library will achieve the outcome in question. Then, designing an evaluation strategy to see if the target is met makes more sense. The kind of research required to do good outcome-based evaluation is a little more rigorous or complex than that required for simple output measurement.

**SDPL Management Is in the Early Stages of an Outreach and Outcome-Based Approach, but the Initiative Should Be Enhanced** In July 2015, the Library Director established a requirement for each branch manager to conduct weekly community engagement to learn more about the unique communities they serve. However, based on documents provided by SDPL, a more defined outreach model including the type, purpose, logistics, and focus of the outreach can improve the process. Although the Director required the library branch manager's document engagement activities in monthly reports, the SDPL has not established a mechanism to ensure best methods of implementing community engagement are shared with all other members of the team.

The SDPL management was aware of ALA criteria for assessing outcomes and the attendance issues related to some programs, but the newly assigned

team had not fully implemented action needed to optimize outreach and outcome efforts. The Library Director was aware that she needed staff to coordinate SDPL system-wide programming. The Adopted FY 2016 budget included funding for a Program Manager, but the Department stated they had not completed the hiring process during the course of this audit. The requirement for developing outcome-based programs has not been fully implemented with goals and objectives and is not documented in SDPL guidance.

The Library Director should increase focused community outreach and ongoing measurements of program outcomes to enhance programming and to meet the needs of the unique communities the branches serve.

**Recommendation #4 The San Diego Public Library (SDPL) Director should:**

- **Create a sharing mechanism to ensure best methods of implementing community outreach are available to all library managers.**
- **Develop and document an outcome-based planning and evaluation model.**
- **Establish measurable goals and objectives for all types of library programming.**
- **Prepare and implement SDPL guidance that requires program review quarterly and a basis for determining whether to continue programming that does not meet the established goals and objectives. (Priority 2)**

***Finding #3 San Diego Public Library Management Could Better Utilize Data to Further Develop a Branch Library Staffing Model to Optimize Staffing Decisions***

An important role of management is determining the appropriate number of staff needed to perform work tasks. The San Diego Public Library (SDPL) management assigns about 560 staff persons<sup>5</sup> to work in the City of San Diego's (City) 35 branch libraries. We found that SDPL management currently considers various factors when making staffing decisions for branch libraries, such as circulation and hours open, activity level, branch library size, complexity of facility and service, and composition of staff. However, the SDPL management is not fully incorporating and analyzing data related to these factors within their staffing model. Professional library associations recommend data-driven approaches to staffing decisions.

We found that SDPL should update, expand, and formalize current efforts to include a more data-driven approach. Decisions related to SDPL staffing should be optimized in a manner that maximizes the efficiency and effectiveness of staff resources, especially given that staff costs comprise about 70 percent of SDPL's total budget. Without system-wide staffing analysis, SDPL management may make staffing decisions that do not meet the needs of a specific branch. Consequently, the SDPL cannot provide the most efficient service to City residents when human resources are not optimally utilized. Finally, we also found that periodic surveys of library staff regarding staff time spent on work categories can be an additional input into SDPL's staffing model.

|   |  |
|---|--|
| <b>SDPL Management Should Employ a More Data-Driven Approach to Branch Library Staffing Decisions</b> | Branch library staff comprise nearly 62 percent of SDPL's total budgeted 463 full-time equivalent (FTES) in FY 2016, which includes many part-time employees. Although each branch library has unique characteristics and serves uniquely different communities that may require branch-specific staffing decisions, SDPL management could expand on the current approach to staffing by using data to analyze system-wide staff resource needs. |
|---|--|

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<sup>5</sup> The SDPL has many part-time and hourly employees which make up over 560 branch personnel (approximately 67 percent) of a total work force of more than 830 SDPL staff.

The SDPL staffing guidelines establish that staffing should be based upon approved budget, authorized staff resources, and consideration of various factors, including:

- Circulation and hours open,
- Activity level (patron visits, computer usage, program attendance, etc.),
- Branch library size,
- Complexity of facility and service,
- Composition of staff, and
- Other features (grounds, size, reference needs, number of school age patrons, diversity, and complexity of service population, etc.).

While the factors listed above are important considerations for branch staffing, SDPL management has not fully developed these criteria into a staffing model by analyzing data for each of the factors. Analyzing data related to these factors would enable management to more fully assess staffing needs system-wide, rather than making staffing decisions on a case-by-case basis. In FY 2014, SDPL management reviewed branch staffing in relation to circulation and hours open to the public. SDPL management should expand on this effort by analyzing data for other additional factors to develop a staffing model to support branch library staffing decisions.

Guidance and management literature from organizations such as the American Library Association (ALA) and the Public Library Association (PLA) note that there is no one staffing model approach that will work for all libraries. However, both organizations emphasize the need for data-driven approaches to staffing decisions. For example, the ALA provides forms that are designed to help gather the data necessary to complete a gap analysis for determining the number and classifications of staff required to accomplish the library's goals and objectives, the training those staff members will need, and the cost and value of the staff required.

Without system-wide staffing analysis, SDPL management may make staffing decisions that do not meet the needs of a specific branch. For example, our review of FY 2015 factors that SDPL management considered in assigning a Librarian IV (highest-level Branch Manager) and a Librarian III (second-highest level Branch Manager) revealed an area of concern. We found that a Librarian III was assigned to manage a branch that was larger, had more circulation, more patron visits, more programs, the same number of staff, and more hours of operations, than a branch assigned to a higher-level Librarian IV to

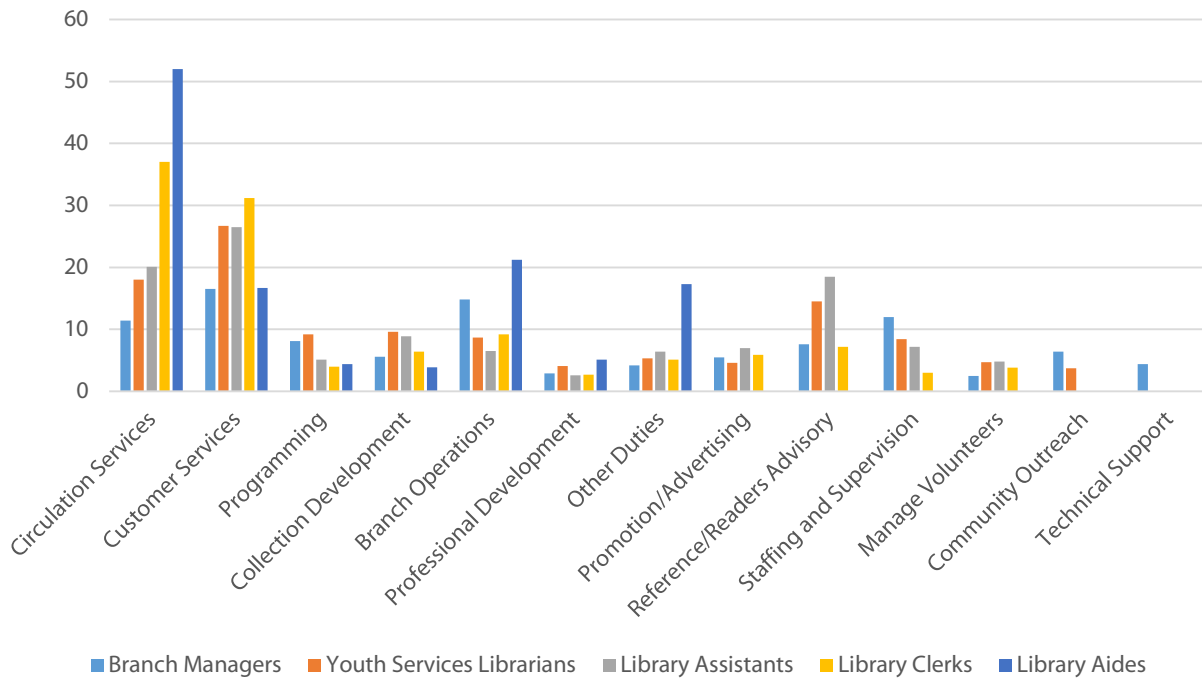
manage. In our view, this type of staffing result could be avoided with a systematic, data-driven approach.<sup>6</sup>

**Periodic Time-on-Task Surveys of Branch Library Staff Can Improve SDPL Staffing Decisions**

In addition to using data for staffing decisions, SDPL management should periodically utilize time-on-task surveys to further improve staffing decisions. Both the ALA and PLA provide guidance that emphasizes the importance of understanding how various levels of staff allocate their time across core work tasks in the libraries. To show the potential benefits of time-on-task surveys, we conducted survey of library staff and asked the employees what percentage of time they spend on each of the categories of work provided by a group of branch managers. Based on our survey, we identified instances where staff may be underutilized or not fully utilized for the positions held. **Exhibit 13** shows the average percentage of time spent by branch library staff accomplishing the specified tasks.

**Exhibit 13**

**Average Percentage of Time Spent on Library Tasks**



Source: OCA, analysis based on survey of San Diego Public Library branch library staff.

<sup>6</sup> According to an SDPL Deputy Director, this staffing will be corrected in the next fiscal year staffing assignment.

Survey results showed how much time is allocated by each branch position:

- Summary data reveals that on average, branch managers spent less time on circulation and customer service than the other employees. However, branch managers individually stated that they spent as little as one percent to a high of 75 percent of their time on circulation, and as little as five percent to a high of 48 percent on customer service. Branch managers should be expected to spend the vast majority of their time on duties that could not be accomplished by their staff. The higher percentages suggest underutilization of branch managers, which could be caused by many reasons including staffing shortages.
- Also, on average, library aides spent 52 percent of their time accomplishing circulation services. However several aides reported spending as little as five percent of their work hours performing circulation duties.

As noted previously, the results of these types of periodic surveys can provide useful information for SDPL management in making staffing decisions.

The SDPL staff cannot provide the most efficient service to City residents when human resources are not optimally utilized. Staffing decisions required for adding positions during library expansion and budget increases, or decreasing positions as a result of operational downsizing and/or budget decreases can be applied quickly and accurately based on data driven staffing models. In our view, SDPL should conduct periodic time-on-task surveys to obtain a system-wide view of staff allocation of work time in order to better inform management's staffing decisions. During this audit, SDPL management undertook an effort to gather information that could be utilized for staffing models from Branch Managers regarding the frequency that tasks were performed by branch staff. The Library Director should utilize a formal staffing model and periodically assess staff time spent on tasks to help ensure human resources are optimally utilized and to provide the most efficient service possible to City residents.



**Recommendation #5** The San Diego Public Library (SDPL) Director should:

- **Develop and document a staffing model for the SDPL based upon statistics as additional input to optimally deploy authorized staff.**
- **Make appropriate staffing modifications based upon authorized positions and the needs identified in the staffing model.**
- **Prepare and formalize SDPL guidance requiring use of the staffing model to align staff and budget for SDPL personnel requirements.**
- **Periodically assess staff time spent on routine tasks and analyze staffing model results—at least biannually—to make appropriate staffing adjustments. (Priority 2)**

## Conclusion

San Diego Public Library (SDPL) management could make better use of available data to assess the equitable distribution of public and private resources throughout the branch library system. SDPL management should utilize more data to assess resource needs and make management decisions regarding resource allocations. Furthermore, the City Council Policies relating to how the City of San Diego (City) matches private donations of funds for library equipment, programs, and electronic resources could be changed in order to help address disparities in relatively under-resourced branch libraries. The Office of the Independent Budget Analyst and Library Director, in consultation with the City Attorney, should evaluate the Council Policies to bring forth proposed changes to City Council for consideration.

Due to limited programming resources such as funding and staff time, poorly attended programs result in the inability to provide other programs that could benefit more community members. Although attendance is one indicator of demand for a specific program, the American Library Association suggests that developing desired outcomes, based on market research and community analysis, will help libraries target and deliver the right mix of programming to their communities. During the course of the audit, SDPL management undertook an initiative to increase community engagement and establish outcome measurement for all programming. While these are positive steps, the efforts should be enhanced and expanded.

SDPL should update, expand, and formalize current efforts to include a more data-driven staffing approach. Decisions related to SDPL staffing should be optimized in a manner that maximizes the efficiency and effectiveness of staff resources, especially given that staff costs comprise about 70 percent of SDPL's total budget. Without system-wide staffing analysis, SDPL management may make staffing decisions that do not meet the needs of a specific branch. Consequently, the SDPL cannot provide the most efficient service to City residents when human resources are not optimally utilized.

# Recommendations

**Recommendation #1** The San Diego Public Library (SDPL) Director should:

- Develop and document a resource model that will evaluate resource equity between branches within the SDPL.
- Take action to address any resource equity issues identified between branches.
- Develop SDPL guidance that requires the resource model to be updated, results reviewed, and appropriate action taken based upon the results annually. (Priority 2)

**Recommendation #2** The City Independent Budget Analyst and Library Director, should jointly evaluate and bring forth to City Council proposed revisions to CP 100-08, Library Matching Equipment Fund; Resolution 301122, Library Matching Programs Fund; and Resolution 292453, Electronic Resources Matching Fund in order for Council to consider a percent of the City's matching amount for library equipment, programs, and electronic resources donations are placed in a "pool" to be distributed among the branches provided the least amount of resources. The Office of the City Attorney should be consulted regarding any legal issues resulting from the changes proposed. (Priority 2)

**Recommendation #3** The San Diego Public Library Director should develop and document a pool distribution model that will provide more equitable distribution of City resources to library branches. (Priority 2)

**Recommendation #4** The San Diego Public Library (SDPL) Director should:

- Create a sharing mechanism to ensure best methods of implementing community outreach are available to all library managers.
- Develop and document an outcome-based planning and evaluation model.
- Establish measurable goals and objectives for all types of library programming.
- Prepare and implement SDPL guidance that requires program review quarterly and a basis for determining whether to continue programming that does not meet the established goals and objectives. (Priority 2)

**Recommendation #5** The San Diego Public Library (SDPL) Director should:

- **Develop and document a staffing model for the SDPL based upon statistics as additional input to optimally deploy authorized staff.**
- **Make appropriate staffing modifications based upon authorized positions and the needs identified in the staffing model.**
- **Prepare and formalize SDPL guidance requiring use of the staffing model to align staff and budget for SDPL personnel requirements.**
- **Periodically assess staff time spent on routine tasks and analyze staffing model results—at least biannually—to make appropriate staffing adjustments. (Priority 2)**

# Appendix A: Audit Recommendation Priorities

## DEFINITIONS OF PRIORITY 1, 2, AND 3

### AUDIT RECOMMENDATIONS

The Office of the City Auditor maintains a priority classification scheme for audit recommendations based on the importance of each recommendation to the City, as described in the table below. While the City Auditor is responsible for providing a priority classification for recommendations, it is the City Administration’s responsibility to establish a target date to implement each recommendation taking into considerations its priority. The City Auditor requests that target dates be included in the Administration’s official response to the audit findings and recommendations.

| Priority Class <sup>7</sup> | Description  |
|-----------------------------|--|
| 1                           | <p>Fraud or serious violations are being committed.</p> <p>Significant fiscal and/or equivalent non-fiscal losses are occurring.</p> <p>Costly and/or detrimental operational inefficiencies are taking place.</p> <p>A significant internal control weakness has been identified.</p> |
| 2                           | <p>The potential for incurring significant fiscal and/or equivalent non-fiscal losses exists.</p> <p>The potential for costly and/or detrimental operational inefficiencies exists.</p> <p>The potential for strengthening or improving internal controls exists.</p>                  |
| 3                           | <p>Operation or administrative process will be improved.</p>   |

<sup>7</sup> The City Auditor is responsible for assigning audit recommendation priority class numbers. A recommendation which clearly fits the description for more than one priority class shall be assigned the higher number.

# Appendix B: Objectives, Scope, and Methodology

**Objectives** In accordance with the Office of the City Auditor’s FY 2016 Work Plan, we conducted a performance audit of the efficiency and effectiveness of the San Diego Public Libraries (SDPL). Specifically, we reviewed the resources provided and the assignment of staff to support the 35 branch libraries. All data reviewed was available from library reports or statistics or census data maintained by the City of San Diego (City). The specific objectives we evaluated were to:

- Assess the equity of community resources provided by SDPL branches.
- Assess the economy and efficiency of SDPL library staffing.

**Scope and Methodology** Overall, to assess all the objectives, we interviewed key SDPL management staff related to community service and staffing. We also interviewed 12 of the 35 (34 percent) branch managers to identify their concerns related to their branch facility, staffing, programs, and the SDPL system. We also discussed areas such as branch community engagement, along with the branch strengths and weaknesses they would like to improve in the future. We also reviewed related sections of the City Charter and the San Diego Municipal Code and discussed inconsistencies in the policy and procedures with key SDPL personnel. We reviewed American Library Association and Public Library Association websites and publications to determine best practices and current trends for managing public libraries. Additionally, we reviewed international standards related to library operations. Finally, we reviewed historical information related to facility projects, the SDPL executive leadership and organizational structure.

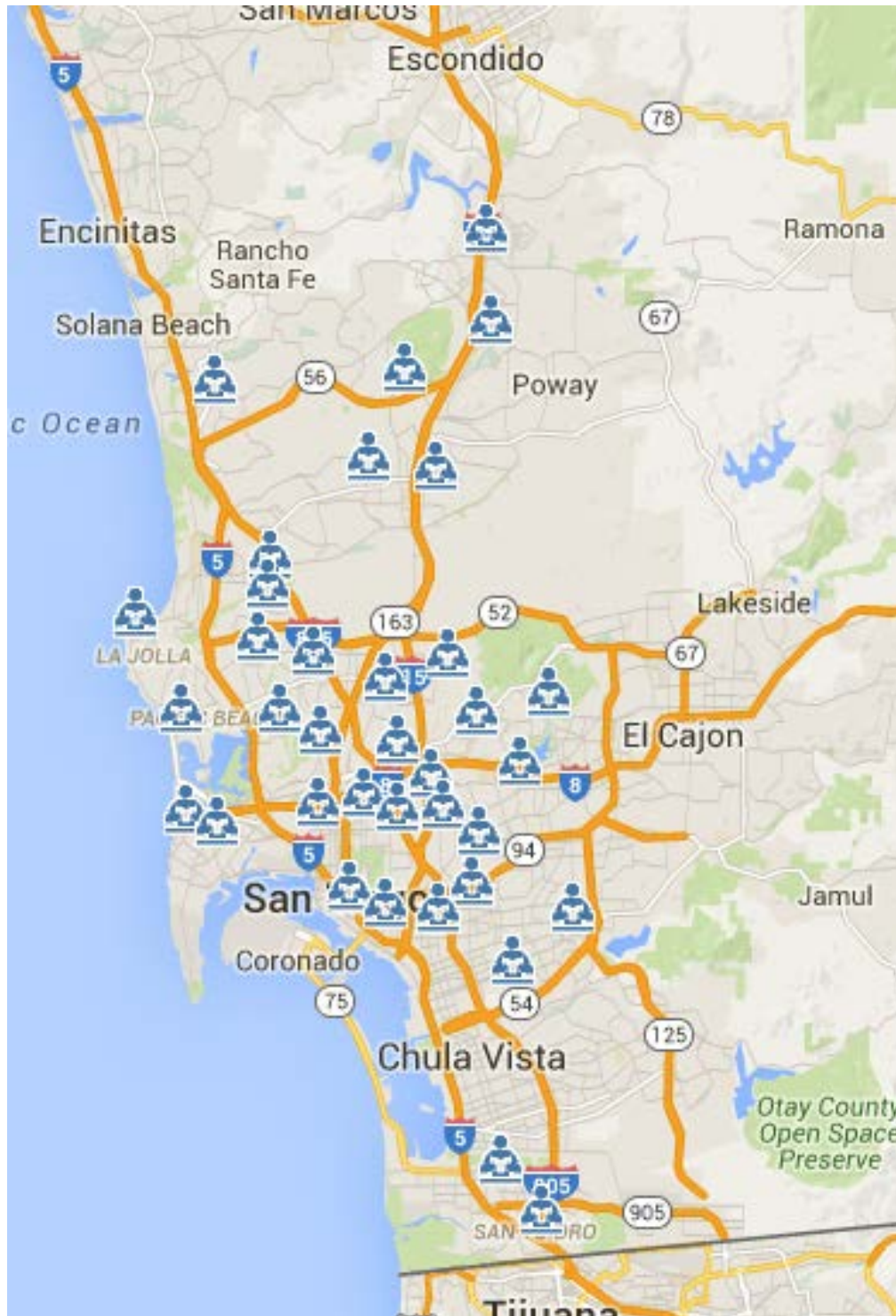
To assess equity of community resources provided by the SDPL, we reviewed and analyzed the SDPL’s adopted budget data from FY 2005 through FY 2016, donations received for FY 2015 and the distribution of matching funds pool, the FY 2015 monthly statistics provided to the California State Library, FY 2015 materials information obtained from the integrated library system, and the City website.

To assess the economy and efficiency of SDPL library staffing, we conducted a survey of 404 branch library staff, and received responses from 287 (71 percent) branch personnel. The survey asked staff to provide the percentage of their work hours spent on specific categories of work as defined by three

branch managers and reviewed by the branch supervising librarians. We also reviewed factors considered in staffing positions at branch libraries, and applied FY 2015 monthly statistical data provided to the California State Library and FY 2016 budget information to the factors.

We conducted this performance audit in accordance with generally accepted government auditing standards. These standards require that we plan and perform the audit to obtain sufficient, appropriate evidence to provide a reasonable basis for our findings and conclusions based on our audit objectives. We believe that the evidence obtained provides a reasonable basis for our findings and conclusions based on the audit objectives.

# Appendix C: Libraries Located Throughout the City of San Diego





# Appendix D: Library Matching Equipment Fund

CITY OF SAN DIEGO, CALIFORNIA  
**COUNCIL POLICY**

**CURRENT**

SUBJECT: LIBRARY MATCHING EQUIPMENT FUND  
POLICY NO.: 100-08  
EFFECTIVE DATE: December 5, 2005

BACKGROUND:

The City Council established a Library Matching Book Fund in July 1980, to encourage contributions from the community. With the demonstration of community support for the matching fund concept, a separate Library Matching Fund for equipment has been proposed.

PURPOSE:

To create a separate Library Matching Equipment Fund to match donations contributed for the purpose of acquiring library equipment. Also to formalize procedures for establishment of annual funding levels, types of donation eligible for matching and allowable expenditures of matching funds.

DEFINITIONS:

Donation - A contribution of money or cash equivalent to the City for the purchase of library equipment. Donations include solicited or unsolicited contributions from individuals or organizations as well as proceeds of sales of books or other items by organizations such as Friends of the Library, including discarded books and library material donated to the Friends.

Library Equipment - For the purpose of this Council Policy, library equipment is defined as items purchased to assist staff in providing direct library service to the public and includes items such as book trucks, tables, chairs, typewriters, file cabinets, microfilm equipment, display racks and recording equipment.

POLICY:

1. Matching Funds - It is the policy of the City Council that there be two separate and distinct matching funds for the Library, one to match funds donated to purchase books and one to match funds donated to purchase library equipment. If possible, at the time a donation is made the donor will be asked to indicate whether the donation is to be spent on books or equipment. Only donations specified for equipment will be placed in the equipment fund. Donations may be earmarked for any specific item, so long as the item falls within the definitions above.
2. City Match - The City Council shall set the amount available from the City for matching funds during budget sessions, and shall take into consideration previous years donations, increases in the cost of library equipment, and the General Fund equipment budget.
3. Eligible Donations - Donations eligible for matching include monies from all sources listed in the definition.
4. Staff Time - Since the library staff must work closely with community organizations such as Friends of the Library for the betterment of community libraries, library staff may provide

CP-100-08

CITY OF SAN DIEGO, CALIFORNIA  
**COUNCIL POLICY**

**CURRENT**

liaison and assist in the book sales, so long as these activities do not interfere with assigned duties.

5. Staff Book Sales - Proceeds from sales of books and library material sold primarily by City staff will be retained by the branch where the sale takes place. These proceeds are not eligible for the City match.
6. Allocation Within Library
  - a. All donations made on behalf of a branch or the Central Library shall be earmarked for that branch or the Central Library.
  - b. The City's matching amount shall be distributed 100% to branch(s) and/or Central Library where the donation was designated.
  - c. Every six months the City Librarian will report to the City Council on the disbursement of the "pool" amount.

HISTORY:

Adopted by Resolution R-258641 06/13/1983  
Amended by Resolution R-301121 12/05/2005

# Appendix E: Library Matching Programs Fund

3409 (C)

(R-2006-402)

RESOLUTION NUMBER R- 301122

ADOPTED ON DEC 05 2005

WHEREAS, over the years, the San Diego Public Library has sponsored a number of educational and cultural programs for children and adults such as the Summer Reading Program, Central Library's Sunday Afternoon and Monday Night Film Series and Chamber Music Series, Business Resources and Technology Link Workshops, and numerous community programs in the growing number of community rooms and performing arts centers located at branch libraries; and

WHEREAS, the popularity of these programs has been growing, with more than 183,000 children and adults attending programs in FY 2005; and

WHEREAS, funding over the years has come from a number of sources including the City's Neighborhood Pride and Protection Program, foundation grants, and donations from patrons; and

WHEREAS, feedback from both foundation staff and individual donors has revealed that interest in providing financial support for library programs would be much greater if a matching fund similar to the Library Materials and Equipment Funds were established; and

WHEREAS, the Library Matching Programs Fund would be established to allow donations to be deposited to support programs at individual branches, or Central Library sections, or for system-wide program support, with donations receiving a 100 percent match from existing budgeted matching funds; NOW, THEREFORE,

-PAGE 1 OF 2-

BE IT RESOLVED, by the Council of the City of San Diego, that the establishment of a new matching fund entitled the "Library Matching Programs Fund" to match donations contributed for the purpose of funding cultural programs and children's programs plus related expenses including but not limited to program advertising costs and the purchase of related materials and supplies needed to conduct the programs, is hereby authorized, as set forth in the City Manager's Report on file in the Office of the City Clerk as Document No. RR- 301122.

BE IT FURTHER RESOLVED, that the Council authorizes the expenditure of an amount not to exceed \$1,000,302, from Fund No. 100, Dept. No. 310, Org. No. 7002, Acct. No. 48815, for the purpose of providing funds to match donations for the above described programs, provided that the City Auditor and Comptroller first furnishes one or more certificates certifying that the funds necessary for expenditure are, or will be, on deposit with the City Treasurer.

APPROVED: MICHAEL J. AGUIRRE, City Attorney

By Stephanie Rahlfs  
Stephanie Rahlfs  
Deputy City Attorney

SR:jb  
10/19/2005  
Or.Dept:Library  
R-2006-402

-PAGE 2 OF 2-

# Appendix F: Library Electronic Resources Matching Fund

105

(R-2000-532)

RESOLUTION NUMBER R- 292453

ADOPTED ON NOV 22 1999

BE IT RESOLVED, by the Council of The City of San Diego, as follows:

1. That the City Manager or his designee is hereby authorized to accept funds from Qualcomm, Inc., for placement into the Electronic Resources Matching Fund, for the purpose of supporting personnel and non-personnel expenses including library materials in electronic format related to the Electronic Resources Librarian.

2. That the City Auditor and Comptroller is hereby authorized to establish the Electronic Resources Matching Fund for the purpose of handling the accounting to facilitate the process of receiving and matching donations for this purpose.

3. That the City Auditor and Comptroller is hereby authorized to fully match all donations to the Electronic Resources Matching Fund with City funds appropriated for matching funds in the Library Department's operating budget.

APPROVED: CASEY GWINN, City Attorney

By Stuart H. Swett  
Stuart H. Swett.  
Deputy City Attorney

SHS:smf  
11/02/99  
Or,Dept:Library  
R-2000-532  
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-PAGE 1 OF 1-

# Appendix G: Library Matching Materials Fund

CITY OF SAN DIEGO, CALIFORNIA  
**COUNCIL POLICY**

**CURRENT**

SUBJECT: LIBRARY MATCHING MATERIALS FUND  
POLICY NO.: 100-07  
EFFECTIVE DATE: December 05, 2005

BACKGROUND:

The City Council established a Library Matching Book Fund in July 1980 to encourage contributions from the community. Other than a general definition of items allowed for purchase from the fund in the appropriation ordinance, no policies, procedures, or guidelines were established. The fund was modified to become the Library Matching Materials Fund in July 1987.

PURPOSE:

To create a Library Matching Materials Fund, to match donations contributed for the purpose of acquiring library materials. Also to formalize procedures for establishment of annual funding levels, types of donations eligible for matching and allowable expenditures of matching funds.

DEFINITIONS:

Donation - A contribution of money or cash equivalent to the City for the purchase of library materials. Donations include solicited and unsolicited contributions from individuals or organizations as well as proceeds of sales of books or other items by organizations such as Friends of the Library, including discarded books and library materials donated to the Friends.

Library Materials - For the purpose of this Council Policy, library materials are defined as hardcover or paperback books, patents, microforms, government documents, records, audio-visual, and other library materials circulated by the library to the public or used for reference in the library.

POLICY:

1. Matching Funds - It is the policy of the City Council that there be a matching fund for the library to match funds donated to purchase library materials.
2. City Match - The City Council shall set the amount available from the City for matching funds during budget sessions and shall take into consideration previous years' donations, increases in the cost of library materials, and the General Fund materials budget.
3. Eligible Donations - Donations eligible for matching funds include monies from all sources listed in the definition.
4. Staff Time - Since library staff must work closely with community organizations such as Friends of the Library for the betterment of community libraries, library staff may provide liaison and assist in the book sales, so long as these activities do not interfere with assigned duties.

CP-100-07

CITY OF SAN DIEGO, CALIFORNIA

**COUNCIL POLICY**

**CURRENT**

5. Staff Book and Materials Sales - Proceeds from sales of books and library materials sold primarily by City staff will be retained by the branch where the sale takes place. These proceeds are not eligible for the City match.
6. Allocation Within Library
  - a. All donations made on behalf of a branch or the Central Library shall be earmarked for that branch or the Central Library.
  - b. The City's matching amount shall be distributed as follows: 50% of the amount shall be designated for the branch or Central Library where the donation was received. The remaining 50% of the amount will be placed in a "pool" to be distributed at the discretion of the City Librarian among the twenty-five branches which have the lowest General Fund materials budget during the current fiscal year.
  - c. Every six months the City Librarian will report to the City Council on the disbursement of the "pool" amount.

HISTORY:

Adopted by Resolution R-258642 06/13/1983  
Amended by Resolution R-268829 07/13/1987  
Amended by Resolution R-301120 12/05/2005

# Appendix H: Library Assessment Materials

## 1. *The International Standard for Information and Documentation—Methods and Procedures for Assessing the Impact of Libraries*.<sup>8</sup>

- a. Definition and description of library impact
- b. Methods of assessing library impact
- c. Inferred evidence
- d. Solicited evidence
- e. Observed evidence
- f. Combining methods for assessing library impact
- g. Assessing economic value of libraries

## 2. *The New Planning for Results: A Streamlined Approach*.<sup>9</sup>

### Prepare: Planning to Plan

- |         |                                    |
|---------|------------------------------------|
| Task 1. | Design the Planning Process        |
| Task 2. | Prepare Board, Staff and Committee |

### Imagine: Identifying Possibilities

- |         |                            |
|---------|----------------------------|
| Task 3. | Determine Community Vision |
| Task 4. | Identify Community Needs   |

### Design: Inventing the Future

- |         |                            |
|---------|----------------------------|
| Task 5. | Select Service Responses   |
| Task 6. | Write Goals and Objectives |

### Build: Assembling the Future

- |         |                                 |
|---------|---------------------------------|
| Task 7. | Identify Activities             |
| Task 8. | Determine Resource Requirements |

### Communicate: Informing the Stakeholders

- |          |   |
|----------|---|
| Task 9.  | Write the Plan and Obtain Approval          |
| Task 10. | Communicate the Plan to Staff and Community |

### Implement: Moving into the Future

- |          |                        |
|----------|------------------------|
| Task 11. | Reallocate Resources   |
| Task 12. | Monitor Implementation |

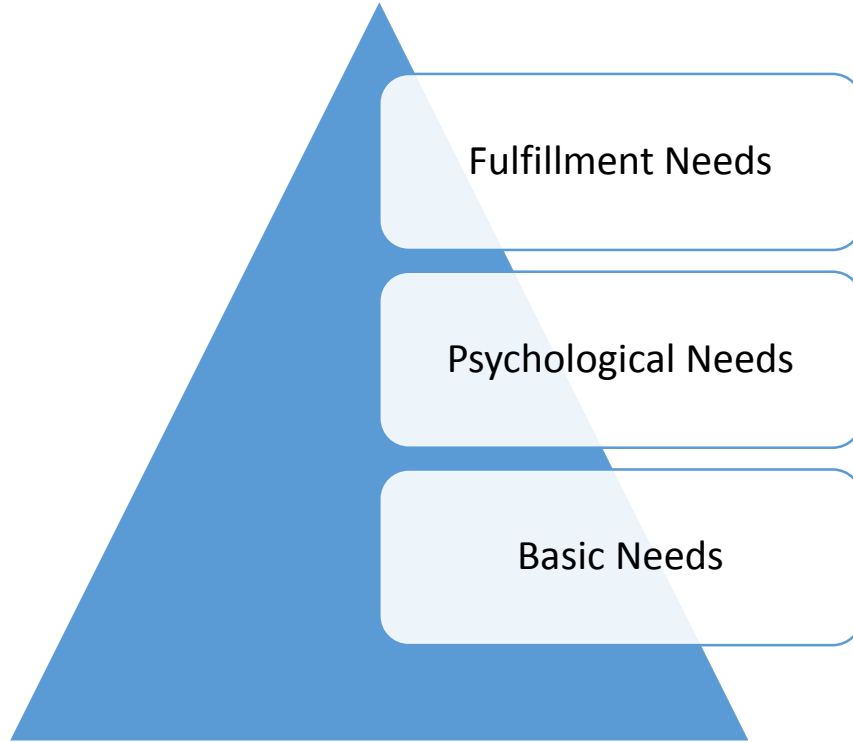
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<sup>8</sup> International Standard 16439, *Information and Documentation—Methods and Procedures for Assessing the Impact of Libraries*, (International Standards Organization, April 15, 2014).

<sup>9</sup> Sandra Nelson for the Public Library Association, *The New Planning for Results: A Streamlined Approach*, (American Library Association, 2001).



3. *The Purpose-Based Library* pyramid includes:<sup>10</sup>

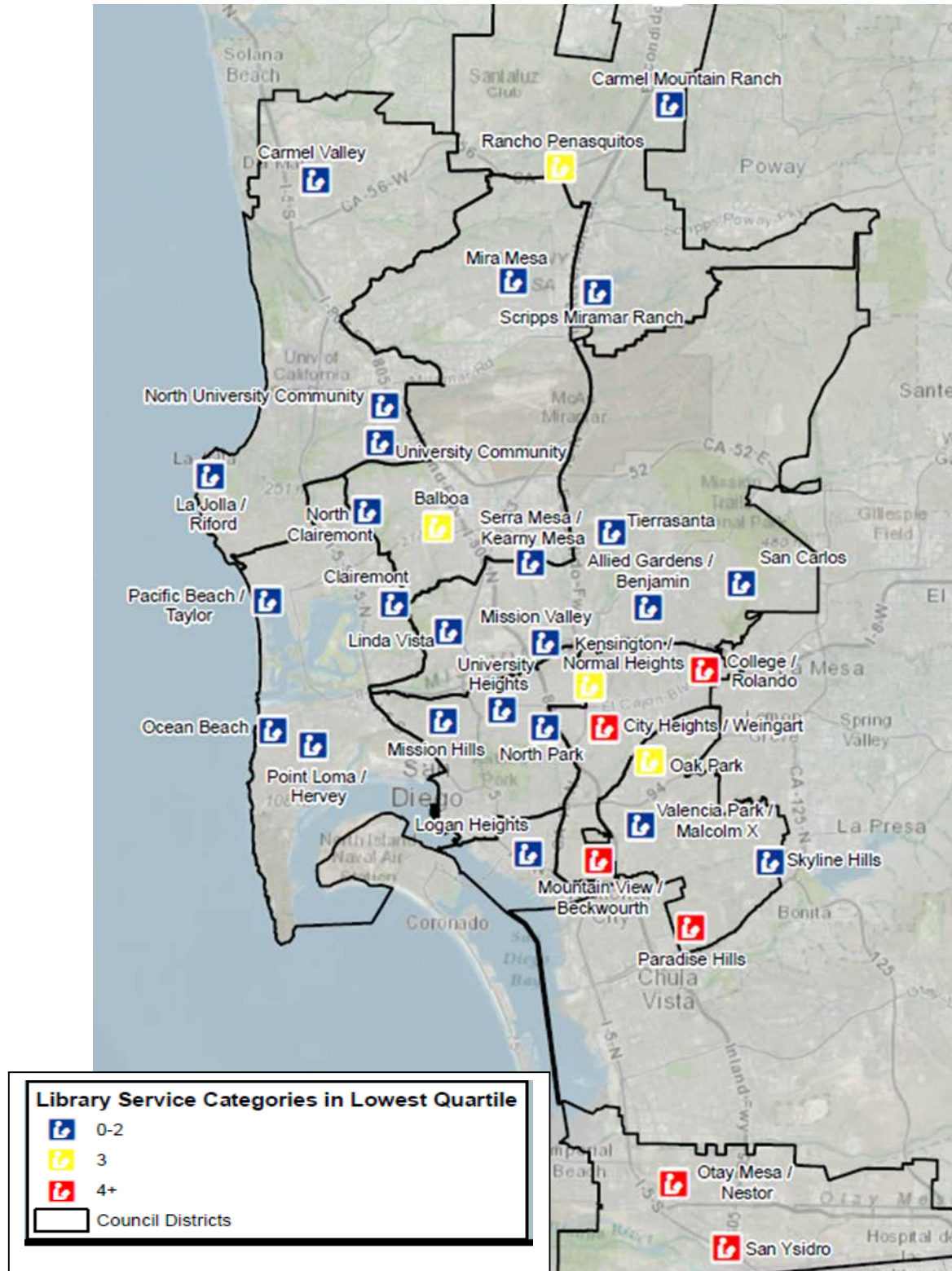


- a. Basic needs include:
  - 1. Food and Shelter,
  - 2. Safety and Security,
  - 3. Functional Literacy and Access, and
  - 4. Digital Literacy and Access.
- b. Psychological needs include:
  - 1. Community Engagement,
  - 2. Functional Skills Development, and
  - 3. Community Contribution.
- c. Fulfilment needs include:
  - 1. Creative Expression
  - 2. Advancement of Knowledge, and
  - 3. Philanthropy

---

<sup>10</sup> John J. Huber and Steven V. Potter, *The Purpose-Based Library: Finding Your Path to Survival, Success, and Growth*, (American Library Association, 2015).

# Appendix I: Branch Libraries Provided the Least Resources

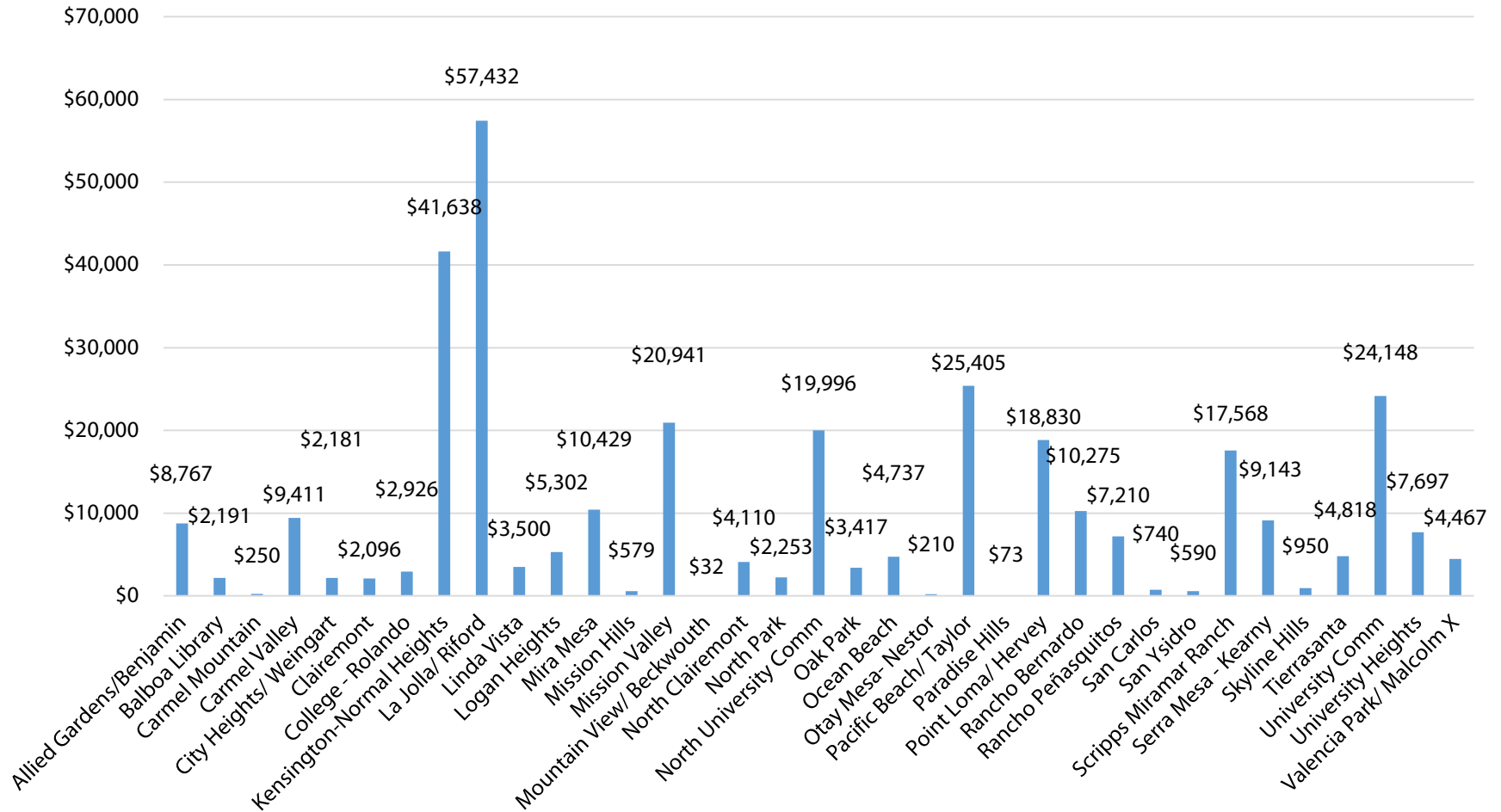


## Appendix J: Facility Square Footage

| Location                   | 2010 Population Estimates | FY 15 Square Footage | Square Footage per Capita |
|----------------------------|---------------------------|----------------------|---------------------------|
| Mission Valley             | 14,698                    | 19,760               | 1.34                      |
| La Jolla/Riford            | 28,002                    | 25,000               | 0.89                      |
| Logan Heights              | 28,113                    | 25,000               | 0.89                      |
| Rancho Bernardo            | 26,527                    | 22,950               | 0.87                      |
| Valencia Park/Malcolm X    | 33,426                    | 26,000               | 0.78                      |
| University Community       | 14,006                    | 10,000               | 0.71                      |
| Point Loma/Hervey          | 36,580                    | 25,890               | 0.71                      |
| Serra Mesa-Kearny Mesa     | 26,316                    | 15,626               | 0.59                      |
| Scripps Miramar Ranch      | 39,859                    | 21,700               | 0.54                      |
| Carmel Mountain Ranch      | 25,645                    | 13,000               | 0.51                      |
| Allied Gardens/Benjamin    | 14,052                    | 6,900                | 0.49                      |
| Carmel Valley              | 36,707                    | 13,050               | 0.36                      |
| Linda Vista                | 30,285                    | 10,000               | 0.33                      |
| North University Community | 48,721                    | 15,000               | 0.31                      |
| College-Rolando            | 49,646                    | 15,222               | 0.31                      |
| Tierrasanta                | 31,378                    | 8,766                | 0.28                      |
| City Heights/Weingart      | 55,909                    | 14,850               | 0.27                      |
| Pacific Beach / Taylor     | 47,365                    | 12,484               | 0.26                      |
| Mira Mesa                  | 77,790                    | 20,278               | 0.26                      |
| Rancho Peñasquitos         | 81,110                    | 20,650               | 0.25                      |
| San Carlos                 | 33,229                    | 8,200                | 0.25                      |
| Otay Mesa-Nestor           | 63,945                    | 15,000               | 0.23                      |
| North Clairemont           | 24,132                    | 5,136                | 0.21                      |
| North Park                 | 39,457                    | 8,000                | 0.20                      |
| Mission Hills              | 19,676                    | 3,850                | 0.20                      |
| Clairemont                 | 22,879                    | 4,437                | 0.19                      |
| University Heights         | 19,495                    | 3,749                | 0.19                      |
| Mountain View/Beckwourth   | 45,524                    | 8,000                | 0.18                      |
| Ocean Beach                | 26,358                    | 4,579                | 0.17                      |
| Oak Park                   | 33,290                    | 5,200                | 0.16                      |
| Skyline Hills              | 32,007                    | 4,400                | 0.14                      |
| Balboa                     | 37,431                    | 5,092                | 0.14                      |
| Paradise Hills             | 35,082                    | 3,875                | 0.11                      |
| San Ysidro                 | 39,937                    | 4,089                | 0.10                      |
| Kensington-Normal Heights  | 24,202                    | 2,318                | 0.10                      |

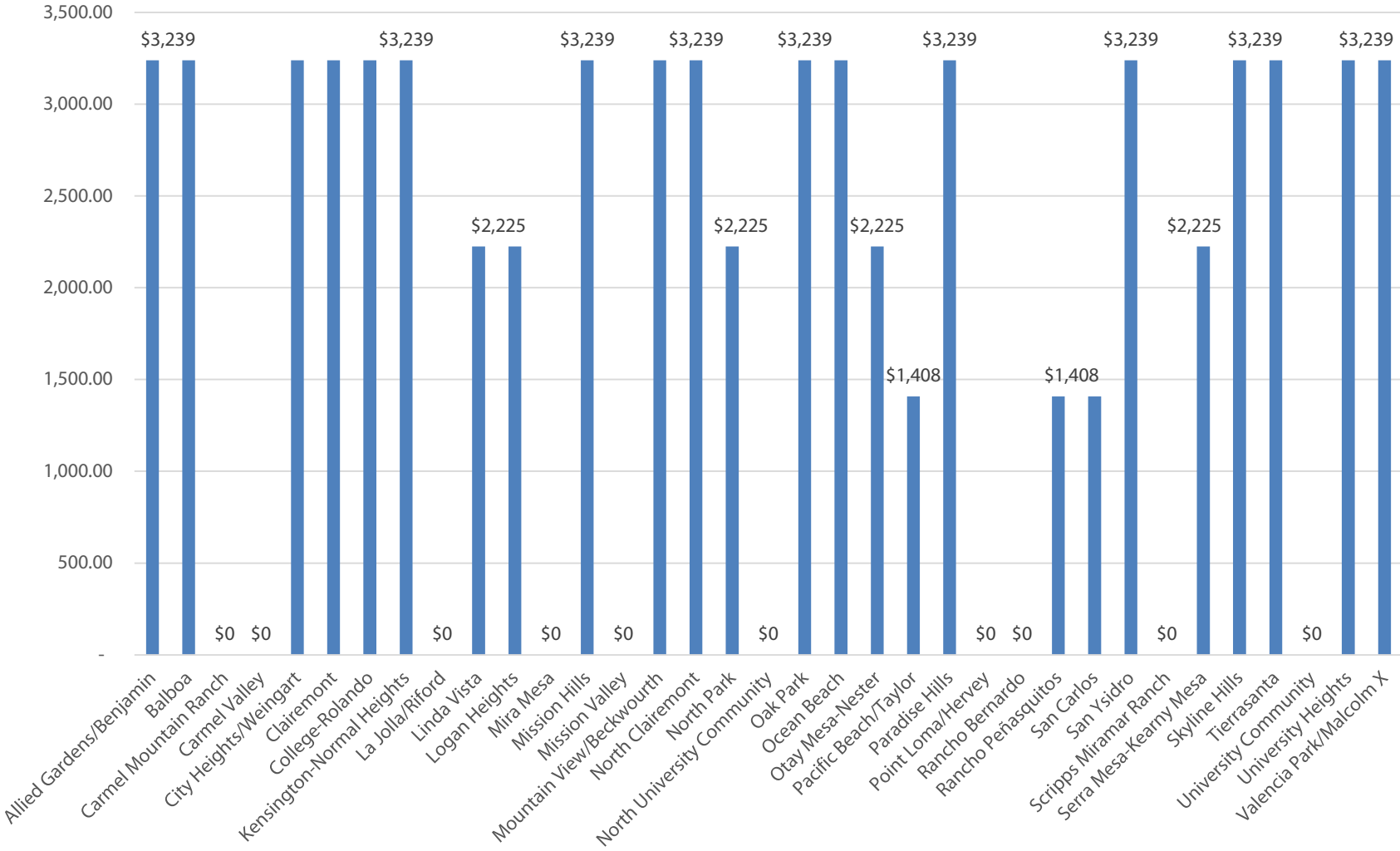
Note: Highlighted Branches were those provided the least City resources.

# Appendix K: Fiscal Year 2015 Donations to Branch Libraries



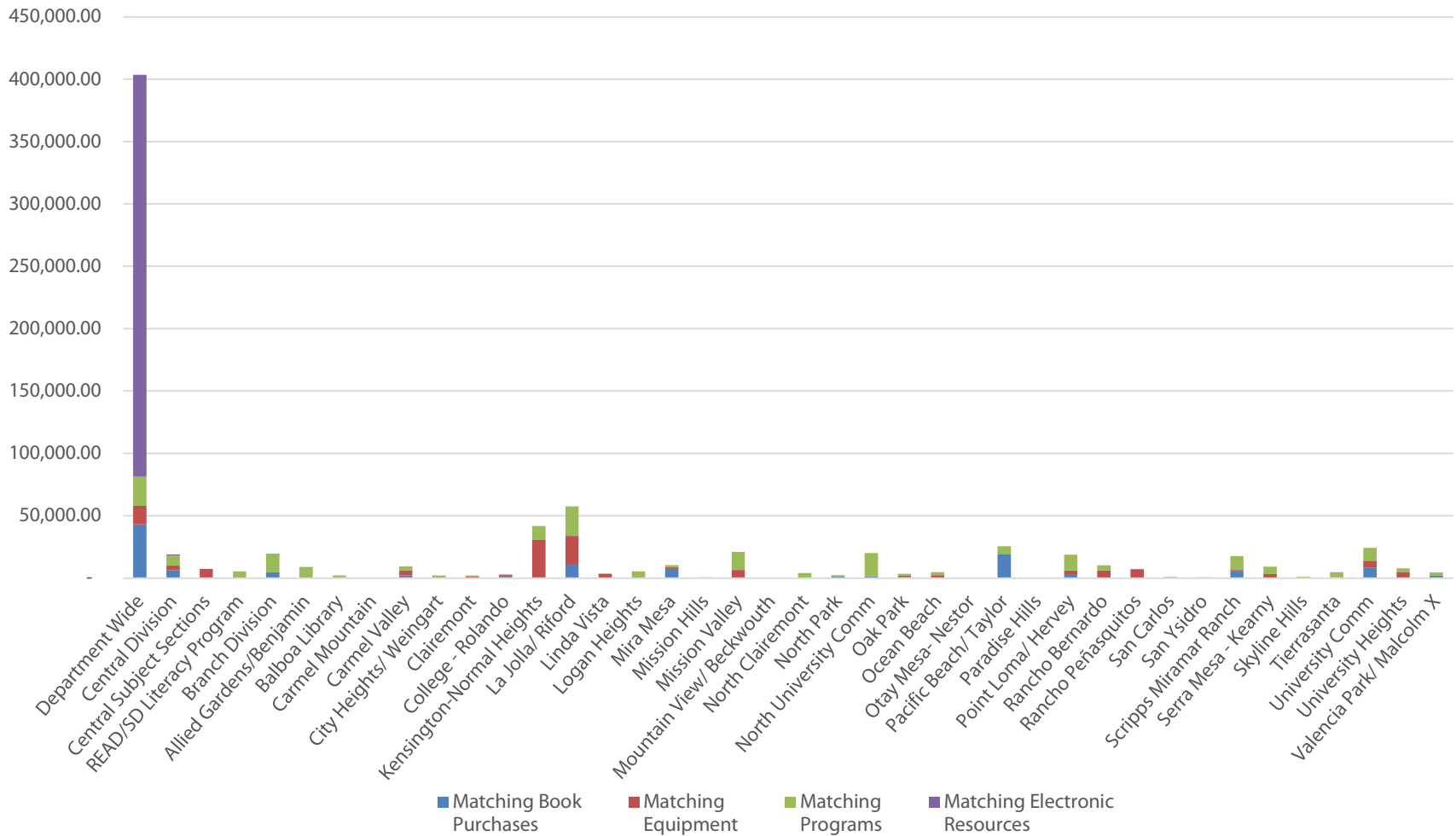
Source: City of San Diego "Budget v Actuals" SAP data for FY 2015.

# Appendix L: Matching Materials Distribution to Branch Libraries



Source: Distribution Fiscal Year 2016.

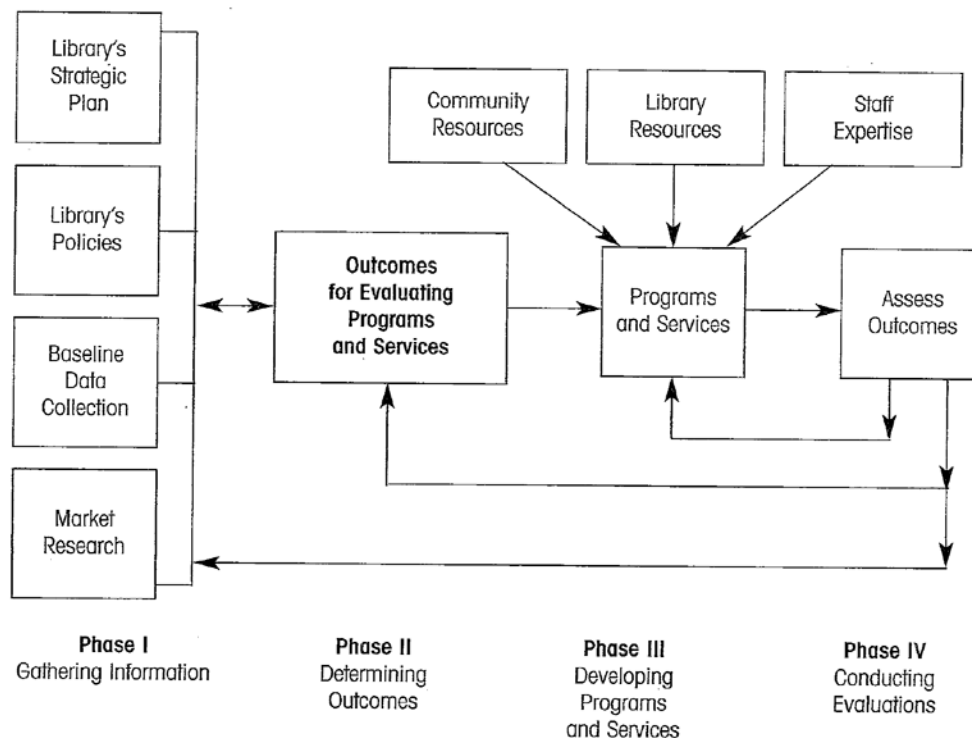
# Appendix M: Donations Eligible for City of San Diego Matching Materials



Source: Library Donations Fiscal Year 2015.

## Appendix N: Outcome-Based Planning and Evaluation Model

The model published by the American Library Association in *Dynamic Youth Services through Outcome-Based Planning and Evaluation* incorporates four phases of planning and evaluation: Gathering Information, Determining Outcomes, Developing Programs and Services, and Conducting Evaluations.



Source: *Dynamic Youth Services through Outcome-Based Planning and Evaluation*.

In addition to increasing the knowledge of library staff, the model also provides the following:

- Helps staff “work smart” by providing a system to measure success, and specific information to use to adapt or change programs and services.
- Strengthens library planning and budget allocation.
- Allows a library staff to understand and describe the impact of its program and services on its users by enabling communication and by enhancing communication with the community, donors, and program partners.
- Provides accountability for public agencies.
- Enhances the career paths of library staff by adding to their professional skills.

# Appendix O: San Diego Public Library FY 2015 Branch Programs Offered and Attendance

| Location                   | Adult Programs |                | Juvenile Programs |                | Average Attendance |
|----------------------------|----------------|----------------|-------------------|----------------|--------------------|
|                            | Offered        | Attendance     | Offered           | Attendance     |                    |
| City Heights/Weingart      | 36             | 6,903          | 163               | 7,137          | 70                 |
| Mission Valley             | 354            | 10,462         | 162               | 7,998          | 35                 |
| Point Loma/Hervey          | 171            | 7,301          | 402               | 12,917         | 35                 |
| Carmel Valley              | 185            | 4,765          | 456               | 15,961         | 32                 |
| Kensington-Normal Heights  | 54             | 433            | 89                | 4,262          | 32                 |
| Scripps Miramar Ranch      | 350            | 11,885         | 281               | 6,041          | 28                 |
| North University Community | 334            | 4,555          | 508               | 18,513         | 27                 |
| La Jolla/Riford            | 584            | 15,055         | 228               | 5,750          | 25                 |
| Rancho Bernardo            | 345            | 8,239          | 274               | 7,584          | 25                 |
| Tierrasanta                | 268            | 7,385          | 275               | 6,521          | 25                 |
| College-Rolando            | 112            | 2,448          | 187               | 5,004          | 24                 |
| Mira Mesa                  | 440            | 5,171          | 325               | 13,320         | 24                 |
| Ocean Beach                | 11             | 92             | 175               | 4,215          | 23                 |
| Pacific Beach/Taylor       | 338            | 5,301          | 168               | 6,677          | 23                 |
| San Carlos                 | 275            | 6,929          | 187               | 3,781          | 23                 |
| Serra Mesa-Kearny Mesa     | 303            | 5,467          | 280               | 8,199          | 23                 |
| Carmel Mountain Ranch      | 62             | 1,131          | 277               | 6,366          | 22                 |
| Mountain View/Beckwourth   | 47             | 305            | 129               | 3,403          | 21                 |
| North Park                 | 161            | 1,355          | 316               | 8,793          | 21                 |
| North Clairemont           | 105            | 1,195          | 272               | 6,475          | 20                 |
| Logan Heights              | 726            | 11,400         | 816               | 18,722         | 19                 |
| Rancho Peñasquitos         | 330            | 10,691         | 816               | 11,599         | 19                 |
| Mission Hills              | 44             | 372            | 263               | 5,395          | 18                 |
| University Community       | 393            | 7,357          | 283               | 5,066          | 18                 |
| Valencia Park/Malcolm X    | 259            | 3,888          | 413               | 8,246          | 18                 |
| Clairemont                 | 44             | 790            | 225               | 3,526          | 16                 |
| San Ysidro                 | 33             | 504            | 126               | 2,106          | 16                 |
| Balboa                     | 28             | 267            | 257               | 4,059          | 15                 |
| Linda Vista                | 85             | 830            | 347               | 5,696          | 15                 |
| Oak Park                   | 49             | 321            | 100               | 1,761          | 13                 |
| Allied Gardens/Benjamin    | 548            | 5,366          | 235               | 4,109          | 12                 |
| Otay Mesa-Nestor           | 274            | 3,053          | 347               | 4,567          | 12                 |
| University Heights         | 29             | 351            | 68                | 526            | 9                  |
| Paradise Hills             | 76             | 219            | 294               | 2,154          | 6                  |
| Skyline Hills              | 74             | 301            | 180               | 1,313          | 6                  |
| <b>Total</b>               | <b>7,527</b>   | <b>152,087</b> | <b>9,924</b>      | <b>237,762</b> | <b>22</b>          |





THE CITY OF SAN DIEGO  
M E M O R A N D U M

**OFFICE OF THE INDEPENDENT BUDGET ANALYST**

DATE: May 23, 2016

TO: Eduardo Luna, City Auditor

FROM: Andrea Tevlin, Independent Budget Analyst

A handwritten signature in black ink that reads "Andrea Tevlin".

SUBJECT: Independent Budget Analyst's response to San Diego Public Library System Audit

---

Attached is the Independent Budget Analyst's response to the Performance Audit of the San Diego Public Library System. The Independent Budget Analyst agrees with the audit recommendation to collaborate with the Library Director to evaluate certain library policies and bring forth proposed revisions to further the Library Department's goal of providing free and open access to materials to all of San Diego communities.

Andrea Tevlin

Attachments: Independent Budget Analyst's Response

## **Independent Budget Analyst's Response to Report Recommendations**

The Office of the Independent Budget Analyst (IBA) acknowledges the Office of the City Auditor Performance Audit of the San Diego Public Library System.

The following summarizes the recommendation contained in this report related to the Office of the IBA and the response to the recommendation from the Office of the IBA.

**Recommendation 2:** The City Independent Budget Analyst and Library Director should jointly evaluate and bring forth to City Council proposed revisions to CP 100-08, Library Matching Equipment Fund; Resolution 301122, Library Matching Programs Fund; and Resolution 292453, Electronic Resources Matching Fund in order for Council to consider a percent of the City's matching amount for library equipment, programs, and electronic resources donations are placed in a "pool" to be distributed among the branches provided the least amount of resources. The City Attorney's Office should be consulted regarding any legal issues resulting from the changes proposed.

### **Independent Budget Analyst's Response: Agree with recommendation.**

A key goal of the Library Department is to "provide free and open access to materials and resources that meet the needs of San Diego's vibrant communities." Based upon the City Auditor's Office review of various measures related to the allocation of the Library System's resources to branch libraries, the Auditor's Office identified disparities in the amounts of resources allocated amongst the branch libraries. The Auditor's Office report highlighted several potential factors contributing to the disparity in the allocation of resources including several City Council policies.

The Office of the IBA agrees to collaboratively review the Council policies identified within the City Auditor's report with the Library Director to evaluate the appropriateness of these policies and develop recommendations to support the Library Department's goal of providing free access to library materials to all of the City's communities.



Date for evaluation of policies to be completed: January 2017



THE CITY OF SAN DIEGO  
M E M O R A N D U M

DATE: May 25, 2016

TO: Eduardo Luna, CIA, CGFM, City Auditor, Office of the City Auditor

FROM: Misty Jones, Director San Diego Public Libraries   
via David Graham, Deputy Chief Operating Officer, Neighborhood Services 

SUBJECT: Response to Performance Audit of the San Diego Public Library System

The City of San Diego (Management) acknowledges the Office of the City Auditor Performance Audit of the Library Department (Audit). The following summarizes the recommendations contained in this report and Management's response to those recommendations.

**Recommendation 1:** The San Diego Public Library (SDPL) Director should:

- Develop and document a resource model that will evaluate resource equity between branches within the SDPL.
- Take action to address any resource equity issues identified between branches.
- Develop SDPL guidance that requires the resource model to be updated, results reviewed, and appropriate action taken based upon the results annually. (Priority 2)

**Management Response:** Agree with recommendation

Management currently evaluates the allocation of resources to branch libraries and considers equity in the allocation of those resources. Resource allocation is constrained by the physical condition and size of the branch library. Branch libraries range in size from 2,318 sq. ft. to 26,042 sq. ft. which affects the staffing, number of public terminals, amount of materials, programming and funding needs. The Audit recognizes facility size as a constraint, but the age and physical condition of a library also affects the allocation of resources. For example, older libraries often have aged electrical systems which may make it impossible to deploy the maximum number of public terminals in a particular branch. Given the myriad of factors that go into resource decisions by Management, branch managers are heavily leaned on to identify the needs of the individual branch. The branch managers are a resource that should continue to provide granular information regarding the individual branch needs, however, this can be complimented by reviewing the existing factors used in determining resource allocation and developing a resource model that will evaluate resource equity between branches.

The current factors that are considered, when assigning resources, are listed in a matrix that was developed by the Collection Development team. It divides the branches into different groups and allocates materials to these groups based on size of branch, circulation and circulation type.

Page 2  
 Eduardo Luna, CIA, CGFM, City Auditor  
 May 25, 2016

Management monitors collections and purchases to ensure a balance of materials. Management agrees that other data and criteria should be considered. The Collection Development policy (Attachment 1) for the Library Department has been revised and now includes additional criteria such as:

- Public demand and anticipated demand
- Relevance to the interests of the community
- Professional reviews and awards
- Accuracy and authoritativeness
- Literary merit
- Reputation or qualifications of the author or publisher
- Permanence of the subject matter
- Suitability of physical format
- Condition of material
- Budget, cost, and space considerations
- Availability of materials at other area libraries

Programming in library branches is funded primarily with donations and matching funds. Currently, the major citywide general fund funded program is the Do Your Homework @ the Library (DYH@L) program. Seven of the ten branches, identified in the report as receiving the lowest allocation, of resources have this program.

Budgeted Staff Hours School Year for DYH@ Library Budgeted Staff Hours

|                 |               |       |      |
|-----------------|---------------|-------|------|
| City Heights    | 26 Hours/Week | = 1.5 | FTE  |
| College Rolando | 26 Hours/Week | = 1.5 | FTE  |
| Kensington      | 14 Hours/Week | =1    | FTE  |
| Beckwourth      | 28 Hours/Week | =2    | FTEf |
| Oak Park        | 22 Hours/Week | =1.5  | FTE  |
| Otay Mesa       | 28 Hours/Week | =2    | FTE  |
| San Ysidro      | 28 Hours/Week | =2    | FTE  |

A Program Manager position was added in the FY 2016 Budget to develop programming citywide and for branches. Additionally, the FY 2017 Budget proposes two additional positions, one of which will have duties that include community outreach and the other having the responsibility to develop programming based on community needs.

Public computer terminals are allocated by space and available electrical and bandwidth. Other equipment for branches is funded through donations and matching funds with the same criteria as the programming matching fund.

Management will develop guidelines that take other factors such as service population and community feedback into account for future allocation resources. In 2015, Management undertook a civic engagement tool called CityVoice, to begin soliciting feedback from the community on programming needs in the surrounding community.

Page 3

Eduardo Luna, CIA, CGFM, City Auditor  
May 25, 2016

Date to be completed: December 30, 2016.

**Recommendation 2:** The City Independent Budget Analyst and Library Director should jointly evaluate and bring forth to City Council proposed revisions to CP 100-08, Library Matching Equipment Fund; Resolution 301122, Library Matching Programs Fund; and Resolution 292453, Electronic Resources Matching Fund in order for Council to consider a percent of the City's matching amount for library equipment, programs, and electronic resources donations are placed in a "pool" to be distributed among the branches provided the least amount of resources. The City Attorney's Office should be consulted regarding any legal issues resulting from the changes proposed. (Priority 2)

**Management Response: Agree with recommendation**

CP 100-08, Library Matching Equipment Fund; Resolution 301122, Library Matching Programs Fund; and Resolution 292453, Electronic Resources Matching Fund are major sources of funding for programming and equipment in the branch libraries. The existing policy encourages local donations with its allocation of matching funds. The incentive of matching funds that may drive branch donations should be considered in the light of the resource disparity that is created between those branches with significant donations and those with fewer or no donations. Furthermore, the Electronic Resources Matching Fund should be a system-wide matching fund as electronic resources benefit the entire library system and all of the patrons. The Management supports evaluating these policies with the IBA to provide a menu options for City Council consideration.

Date to be completed: January 1, 2017

**Recommendation 3:** The San Diego Public Library Director should develop and document a pool distribution model that will provide more equitable distribution of City resources to library branches. (Priority 2)

**Management Response: Agree with recommendation**

The Library Department has already begun to address this recommendation. The new methodology for the distribution of pooled Matching Materials Funds will no longer be allocated by a percentage based on tiers, nor will it be placed into each branch cost center. Instead, the funds will be pooled and will be available for use by the 25 branches with coordination by Technical Services/Order Section (and still be in compliance with Council Policy 100-7 Matching Materials Fund). This new methodology will allow Management the ability to direct the Matching Materials Fund resources to the branches that have the greatest need for materials.

Date to be completed: July 1, 2016

**Recommendation 4:** The San Diego Public Library (SDPL) Director should:

- Create a sharing mechanism to ensure best methods of implementing community outreach are available to all library managers.
- Develop and document an outcome-based planning and evaluation model.
- Establish measurable goals and objectives for all types of library programming.

Prepare and implement SDPL guidance that requires program review quarterly and a basis for determining whether to continue programming that does not meet the established goals and objectives. (Priority 2)

Page 4  
Eduardo Luna, CIA, CGFM, City Auditor  
May 25, 2016

**Management Response: Agree with recommendation**

SDPL has recently completed a tactical plan establishing initiatives for programming and outreach. (Attachment 2) These initiatives include developing comprehensive community profiles, procedures for incorporating patron suggestions, regular evaluations of partnerships, targeted outreach and focus groups. The Adult Programming Coordinator and Youth and Family Services Coordinator are currently developing guidelines and training for outcomes based programming. The rollout will be dictated by staff adoption, appropriate training and providing tools for success. A Program Manager position is being hired to oversee all programming and outreach efforts and two new positions for program development and community outreach have been proposed in the FY 2017 Budget to further assist branches in developing and implementing meaningful, impactful and community supported programs.

The new Program Manager will be tasked with developing a method for managers to easily share best practices and feedback on outreach and programming.

Date to be completed: January 31, 2017

**Recommendation 5:** The San Diego Public Library (SDPL) Director should:

- Develop and document a staffing model for the SDPL based upon statistics as additional input to optimally deploy authorized staff.
- Make appropriate staffing modifications based upon authorized positions and the needs identified in the staffing model.
- Prepare and formalize SDPL guidance requiring use of the staffing model to align staff and budget for SDPL personnel requirements.
- Periodically assess staff time spent on routine tasks and analyze staffing model results at least biannually to make appropriate staffing adjustments. (Priority 2)

**Management Response: Agree with recommendation**

The Library Department has guidelines for determining staffing allocations for branch libraries. (Attachment 3) Due to budget cuts in the past, The Library Department moved to a zero based budget model and allocated only the absolute necessary staff needed for the library locations to remain open the allotted number of hours. Now that the budget is in better shape and hours are being restored, the Library department agrees that a staffing model based upon the current criteria and added criteria such as service population, demographics, nearby schools, etc would prove useful. Management will work closely with the Human Resources and Personnel Departments to analyze this data, look at other library staffing models and develop a model for SDPL that can be used in the staffing decision process.

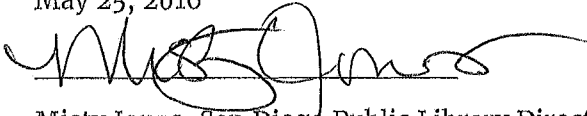
Management is currently planning an analysis of all staff positions in order to best align positions with the current needs of the libraries. Management will work closely with HR and MEA to develop an analysis of staffing that looks at all of the programs and services provided in the Library and how best to allocate the staff.

Date to be completed: First phase will be completed on September 30, 2016. The full implementation will be January 31, 2017.

Page 5

Eduardo Luna, CIA, CGFM, City Auditor

May 25, 2016

A handwritten signature in black ink, appearing to read "Misty Jones", written over a horizontal line.

Misty Jones, San Diego Public Library Director

# **San Diego Public Library Collection Development Policy**

**Adopted January 2016**



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## Purpose of Collection Development Policy

The mission of the San Diego Public Library is to inspire lifelong learning through connections to knowledge and each other. The San Diego Public Library endorses the principles of public access to information as documented in the American Library Association's Library Bill of Rights, Freedom to Read Statement, and Freedom to View Statement.

The Collection Development Policy supports the Library's mission and serves as a guide for the selection and retention of materials at all San Diego Public Library locations.

## Collection Level Definitions

The following collection levels are based on codes endorsed by the American Library Association.

**1 - Minimal Level:** A subject area in which few selections are made beyond very basic works. Librarians may purchase best-sellers, popular works, and general works on a subject. A collection at this level should be frequently and systematically reviewed for currency of information. Superseded editions and titles containing outdated information are withdrawn.

**2 - Basic Information Level:** Provides all of Level 1 and a selective collection of materials that serves to introduce and define a subject through a wide range of representative works, and may include some advanced titles. This level is sufficient to support the basic informational and recreational reading needs of a highly educated general public. The collection is frequently and systematically reviewed for currency of information.

**3 - Study Level:** Provides all of Level 2 and a collection that is adequate to impart and maintain knowledge about a subject in a systematic way, but at a level of less than research intensity. The collection includes both current and retrospective coverage through a wide range of basic works in appropriate formats, complete collections of more important writers, selections from the works of secondary writers, and the reference tools pertaining to the subject. This level is adequate to support independent study. The collection is systematically reviewed for currency of information and to assure that essential and significant information is retained.

**4 - Research Level:** Provides all of Level 3 and a collection that includes major published source materials for independent research and primary sources to conduct historical research. The collection should include all important reference works and a wide selection of specialized monographs. Pertinent foreign languages materials are included. Older material is usually retained for historical research and actively preserved.

## Scope of Collections

The San Diego Public Library consists of a Central Library and 35 branch libraries. It is the goal

of the Library to provide a high quality collection that is responsive to the needs and interests of the general adult and juvenile population in the city of San Diego. The participation of the San Diego Public Library in the San Diego Circuit extends these resources to all residents in San Diego County.

## Scope of Central Library

The Central Library has more than 1 million holdings that represent a range of popular to research level materials in print, audiovisual, microform, and electronic formats. The Central Library has a reference collection that supports in-depth research at a Study Level, but it also has a large circulating collection that can be accessed by all patrons through the holds systems.

Central Library houses special collections at the Research Level such as the history of books and printing, baseball, and California and San Diego history.

The Library continues to look for items in its specials collections that are good candidates for digitization as a means of preservation and providing access patrons who cannot come to the Central Library.

## Scope of Branch Libraries

Branch collections are Basic Information Level materials that reflect the needs of the communities they serve. Because collections are based on community needs, these collections may change as the demographics of the communities change. Many branches also have special collections that go beyond the Basic Information Level, such as the African Diaspora collection at the Valencia Park/Malcolm X Branch Library and the Portuguese collection at the Point Loma/Hervey Branch Library.

## Scope of Special Collections

### Government Documents

Government documents are housed at the Central Library. The San Diego Public Library is a complete depository of state documents, as designated in 1945, and a selective depository for federal documents, as designated in 1895. Rules regarding the collection and retention of state documents can be found at: <http://www.library.ca.gov/gps/cal-policies.html>

As a selective depository of federal documents, the San Diego Public Library is required to house titles included in the Basic Collection list developed by the Government Printing Office in partnership with federal depository libraries: <http://www.fdlp.gov/requirements-guidance/collections-and-databases/1442-basic-collection>. In addition to the Basic Collection,

the Library also collects titles from the Essential Title list: <http://www.fdlp.gov/requirements-guidance/collections-and-databases/1443-essential-titles#essential-titles-list> Publications that are superseded by later publications are weeded, as are lesser-used publications that are not part of the Basic Collection. The Library provides access to documents in electronic format to maximize access to patrons, and in print when the electronic format is not available.

Most documents produced by local agencies will be accepted into the collection, but the collection is not considered comprehensive.

Since 1984, the Library has also participated in the Patent and Trademark Resource Center program. The Library is required to collect, or provide electronic access to all titles in the core collection:

<http://www.uspto.gov/sites/default/files/documents/Core%20Collection%20Of%20Reference%20Materials%20And%20Tools%20rev8.pdf>

## **Floating Collections**

The San Diego Public Library implemented floating collections in 2010. The Library continues to designate more parts of the collection to floating. Regardless of whether an item is floating, material selections are based on the needs of individual locations, as well as the library system as a whole. Branch and Central Service Area Managers are responsible for the repair and weeding of floating materials ~~at their location as if they were not floating materials.~~

## **Leased Collections**

The San Diego Public Library supplements its regular collection with the leasing of popular items to meet short-term demand. These browsing collections are referred to as, “Express.” Branch Managers and the Manager of Customer Support Services at the Central Library are responsible for the selection of lease materials at their locations. Once interest in a lease copy has waned, it is determined whether the copy is returned to the vendor, or is added to the permanent collection.

## **General Selection Criteria**

Under the general supervision of the Deputy Director, the Supervising Librarian for Technical Services is responsible for the collection development process. Centralized Collection Development (CCD) staff is responsible for identifying titles for acquisition. Exceptions to this are periodicals and standing order plans, which are chosen by Branch Managers and Central Service Area Managers. All library staff and members of the public are encouraged to recommend titles for purchase, but those recommendations are to be evaluated by CCD staff using the same selection criteria as general purchases. An electronic resources committee consisting of staff at Central and in Branches evaluates and recommends resources for purchase.

The criteria used for general purchases include:

- Public demand and anticipated demand
- Relevance to the interests of the community
- Professional reviews and awards
- Accuracy and authoritativeness
- Literary merit
- Reputation or qualifications of the author or publisher
- Permanence of the subject matter
- Suitability of physical format
- Condition of material
- Budget, cost, and space considerations
- Availability of materials at other area libraries

In addition, the following criteria are taken into account for electronic resources:

- Ease of use
- Comparison of content and cost to other formats
- Past usage of similar electronic resources

Publications, such as textbooks, are not purchased unless they cover topics that apply to the general public, such as mathematics and English grammar. Mass market paperbacks are not purchased by CCD staff unless the title is not available in any other format, and there is high public demand. Mass market paperbacks may be purchased by Managers through special orders using donated funds ~~for the purpose of adding to the collection as uncataloged.~~

## Collection Maintenance and Evaluation

Fulfillment of the Library's collection goals and objectives requires a continuous process of collection evaluation. This includes the active analysis of subject areas by professional staff. All library materials are subject to evaluation for relocation, conversion to an electronic format, or withdrawal. Materials in electronic format are subject to discontinuation or replacement. The weeding of the library collection is an essential task in maintaining an attractive, current, and accurate collection. Weeding also ensures ease of use. The criteria used for weeding all materials include:

- Accuracy and currency of information
- Physical condition of materials
- Availability of newer, more comprehensive or more accessible material
- Relevance to collection
- Ease of borrowing materials from another library

- Relevance to community needs
- Date of last circulation and number of circulations, or degree of documented usage if an electronic resource
- Number of copies in the collection

It is imperative that library managers weed materials that are out of date on a regular basis, especially in subjects that are time-sensitive, such as law, medicine, and testing. When new editions of a title are published, the older edition should be weeded. Exceptions to this are special collections for historical reference.

Library managers have access to tools that help identify materials that should be subject to review, such as materials that have not circulated in many years.

Weeded materials that are in usable condition may be offered to Friends Groups, Better World Books, or other libraries.

If a branch is weeding an item that is a Last Copy, it should be sent to the Central Library for review. Exceptions to this include items that are in formats no longer collected by the Library or items that are damaged.

For items that are still circulating well, but are damaged in ways that cannot be repaired by library staff, the manager should contact CCD staff about the possibility of purchasing a replacement copy.

## **Donated Materials**

The San Diego Public Library welcomes donations of books and other materials. The Library reserves the right to decide the disposition of all gifts received. The selection criteria used for purchased materials are applied to gift materials. Additional criteria to be used in evaluating gift materials include:

- Titles must be less than five years old, except for subject areas such as art, history, classics, or of noted community need
- Items must be in good physical condition and not include markings of the content, such as underlining and highlighting
- Materials cannot be abridged versions of titles already owned by the Library
- Materials cannot be illegal reproductions of copyrighted works or publisher's advanced copies and uncorrected proofs

Gifts not added to the collection may be sold to benefit the Library, discarded, or recycled.

## Reconsideration of Materials

Anyone may question specific material which has or has not been purchased by the library. This procedure is for the purpose of considering the opinions of those in the community who are not directly involved in the selection policy. Questions about the selection process or about a particular item can be answered by Branch Managers and Central Service Area Managers. If a request is made for formal reconsideration Managers will hand the patron the *Reconsideration of Library Resources* form to be filled out and signed by the patron. The form is given back to the Manager, who then forwards it to the Supervising Librarian for Technical Services.

The Supervising Librarian for Technical Services will inform the Library Director and both Deputy Directors that a formal request for reconsideration has been made. The Supervising Librarian is to form an ad hoc committee to review the material, with the Supervising Librarian as chair. The committee will meet within ten (10) business days. The committee will review the material and read critical reviews of the material. The committee may consult with other staff or City of San Diego personnel. The committee will determine whether the material conforms to the Library's Collection Development Policy based on the resource as a whole, and not by passages or sections taken out of context. After review, the committee will submit a recommendation to the Library Director.

The Library Director will review the committee's recommendation, make a decision, and notify the patron in writing. The patron may appeal the Library Director's decision to the Board of Library Commissioners for their review.

## Appendices

### Library Bill of Rights

The American Library Association affirms that all libraries are forums for information and ideas, and that the following basic policies should guide their services.

I. Books and other library resources should be provided for the interest, information, and enlightenment of all people of the community the library serves. Materials should not be excluded because of the origin, background, or views of those contributing to their creation.

II. Libraries should provide materials and information presenting all points of view on current and historical issues. Materials should not be proscribed or removed because of partisan or doctrinal disapproval.

III. Libraries should challenge censorship in the fulfillment of their responsibility to provide information and enlightenment.

IV. Libraries should cooperate with all persons and groups concerned with resisting abridgment of free expression and free access to ideas.

V. A person's right to use a library should not be denied or abridged because of origin, age, background, or views.

VI. Libraries that make exhibit spaces and meeting rooms available to the public they serve should make such facilities available on an equitable basis, regardless of the beliefs or affiliations of individuals or groups requesting their use.

Adopted June 19, 1939, by the ALA Council; amended October 14, 1944; June 18, 1948; February 2, 1961; June 27, 1967; January 23, 1980; inclusion of "age" reaffirmed January 23, 1996.

### Freedom to Read Statement

The freedom to read is essential to our democracy. It is continuously under attack. Private groups and public authorities in various parts of the country are working to remove or limit access to reading materials, to censor content in schools, to label "controversial" views, to distribute lists of "objectionable" books or authors, and to purge libraries. These actions apparently rise from a view that our national tradition of free expression is no longer valid; that censorship and suppression are needed to counter threats to safety or national security, as well as to avoid the subversion of politics and the corruption of morals. We, as individuals devoted to reading and as librarians and publishers responsible for disseminating ideas, wish to assert the public interest in the preservation of the freedom to read.



Most attempts at suppression rest on a denial of the fundamental premise of democracy: that the ordinary individual, by exercising critical judgment, will select the good and reject the bad. We trust Americans to recognize propaganda and misinformation, and to make their own decisions about what they read and believe. We do not believe they are prepared to sacrifice their heritage of a free press in order to be "protected" against what others think may be bad for them. We believe they still favor free enterprise in ideas and expression.

These efforts at suppression are related to a larger pattern of pressures being brought against education, the press, art and images, films, broadcast media, and the Internet. The problem is not only one of actual censorship. The shadow of fear cast by these pressures leads, we suspect, to an even larger voluntary curtailment of expression by those who seek to avoid controversy or unwelcome scrutiny by government officials.

Such pressure toward conformity is perhaps natural to a time of accelerated change. And yet suppression is never more dangerous than in such a time of social tension. Freedom has given the United States the elasticity to endure strain. Freedom keeps open the path of novel and creative solutions, and enables change to come by choice. Every silencing of a heresy, every enforcement of an orthodoxy, diminishes the toughness and resilience of our society and leaves it the less able to deal with controversy and difference.

Now as always in our history, reading is among our greatest freedoms. The freedom to read and write is almost the only means for making generally available ideas or manners of expression that can initially command only a small audience. The written word is the natural medium for the new idea and the untried voice from which come the original contributions to social growth. It is essential to the extended discussion that serious thought requires, and to the accumulation of knowledge and ideas into organized collections.

We believe that free communication is essential to the preservation of a free society and a creative culture. We believe that these pressures toward conformity present the danger of limiting the range and variety of inquiry and expression on which our democracy and our culture depend. We believe that every American community must jealously guard the freedom to publish and to circulate, in order to preserve its own freedom to read. We believe that publishers and librarians have a profound responsibility to give validity to that freedom to read by making it possible for the readers to choose freely from a variety of offerings.

The freedom to read is guaranteed by the Constitution. Those with faith in free people will stand firm on these constitutional guarantees of essential rights and will exercise the responsibilities that accompany these rights.

We therefore affirm these propositions:

1. *It is in the public interest for publishers and librarians to make available the widest diversity of views and expressions, including those that are unorthodox, unpopular, or considered dangerous by the majority.*

Creative thought is by definition new, and what is new is different. The bearer of every new thought is a rebel until that idea is refined and tested. Totalitarian systems attempt to maintain themselves in power by the ruthless suppression of any concept that challenges the established orthodoxy. The power of a democratic system to adapt to change is vastly strengthened by the freedom of its citizens to choose widely from among conflicting opinions offered freely to them. To stifle every nonconformist idea at birth would mark the end of the democratic process. Furthermore, only through the constant activity of weighing and selecting can the democratic mind attain the strength demanded by times like these. We need to know not only what we believe but why we believe it.

2. *Publishers, librarians, and booksellers do not need to endorse every idea or presentation they make available. It would conflict with the public interest for them to establish their own political, moral, or aesthetic views as a standard for determining what should be published or circulated.*

Publishers and librarians serve the educational process by helping to make available knowledge and ideas required for the growth of the mind and the increase of learning. They do not foster education by imposing as mentors the patterns of their own thought. The people should have the freedom to read and consider a broader range of ideas than those that may be held by any single librarian or publisher or government or church. It is wrong that what one can read should be confined to what another thinks proper.

3. *It is contrary to the public interest for publishers or librarians to bar access to writings on the basis of the personal history or political affiliations of the author.*

No art or literature can flourish if it is to be measured by the political views or private lives of its creators. No society of free people can flourish that draws up lists of writers to whom it will not listen, whatever they may have to say.

4. *There is no place in our society for efforts to coerce the taste of others, to confine adults to the reading matter deemed suitable for adolescents, or to inhibit the efforts of writers to achieve artistic expression.*

To some, much of modern expression is shocking. But is not much of life itself shocking? We cut off literature at the source if we prevent writers from dealing with the stuff of life. Parents and teachers have a responsibility to prepare the young to meet the diversity of experiences in life to which they will be exposed, as they have a responsibility to help them learn to think critically for themselves. These are affirmative responsibilities, not to be discharged simply by preventing them from reading works for which they are not yet prepared. In these matters values differ, and values cannot be legislated; nor can machinery be devised that will suit the demands of one group without limiting the freedom of others.

5. *It is not in the public interest to force a reader to accept the prejudgment of a label characterizing any expression or its author as subversive or dangerous.*

The ideal of labeling presupposes the existence of individuals or groups with wisdom to determine by authority what is good or bad for others. It presupposes that individuals must be directed in making up their minds about the ideas they examine. But Americans do not need others to do their thinking for them.

6. *It is the responsibility of publishers and librarians, as guardians of the people's freedom to read, to contest encroachments upon that freedom by individuals or groups seeking to impose their own standards or tastes upon the community at large; and by the government whenever it seeks to reduce or deny public access to public information.*

It is inevitable in the give and take of the democratic process that the political, the moral, or the aesthetic concepts of an individual or group will occasionally collide with those of another individual or group. In a free society individuals are free to determine for themselves what they wish to read, and each group is free to determine what it will recommend to its freely associated members. But no group has the right to take the law into its own hands, and to impose its own concept of politics or morality upon other members of a democratic society. Freedom is no freedom if it is accorded only to the accepted and the inoffensive. Further, democratic societies are more safe, free, and creative when the free flow of public information is not restricted by governmental prerogative or self-censorship.

7. *It is the responsibility of publishers and librarians to give full meaning to the freedom to read by providing books that enrich the quality and diversity of thought and expression. By the exercise of this affirmative responsibility, they can demonstrate that the answer to a "bad" book is a good one, the answer to a "bad" idea is a good one.*

The freedom to read is of little consequence when the reader cannot obtain matter fit for that reader's purpose. What is needed is not only the absence of restraint, but the positive provision of opportunity for the people to read the best that has been thought and said. Books are the major channel by which the intellectual inheritance is handed down, and the principal means of its testing and growth. The defense of the freedom to read requires of all publishers and librarians the utmost of their faculties, and deserves of all Americans the fullest of their support.

We state these propositions neither lightly nor as easy generalizations. We here stake out a lofty claim for the value of the written word. We do so because we believe that it is possessed of enormous variety and usefulness, worthy of cherishing and keeping free. We realize that the application of these propositions may mean the dissemination of ideas and manners of expression that are repugnant to many persons. We do not state these propositions in the comfortable belief that what people read is unimportant. We believe rather that what people read is deeply important; that ideas can be dangerous; but that the suppression of ideas is fatal to a democratic society. Freedom itself is a dangerous way of life, but it is ours.

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This statement was originally issued in May of 1953 by the Westchester Conference of the American Library Association and the American Book Publishers Council, which in 1970 consolidated with the American Educational Publishers Institute to become the Association of American Publishers.

Adopted June 25, 1953, by the ALA Council and the AAP Freedom to Read Committee; amended January 28, 1972; January 16, 1991; July 12, 2000; June 30, 2004.

*A Joint Statement by:*

[American Library Association](#)  
[Association of American Publishers](#)

*Subsequently endorsed by:*

[American Booksellers Foundation for Free Expression](#)  
[The Association of American University Presses, Inc.](#)  
[The Children's Book Council](#)  
[Freedom to Read Foundation](#)  
[National Association of College Stores](#)  
[National Coalition Against Censorship](#)  
[National Council of Teachers of English](#)  
[The Thomas Jefferson Center for the Protection of Free Expression](#)

## **Freedom to View Statement**

The **FREEDOM TO VIEW**, along with the freedom to speak, to hear, and to read, is protected by the [First Amendment to the Constitution of the United States](#). In a free society, there is no place for censorship of any medium of expression. Therefore these principles are affirmed:

1. To provide the broadest access to film, video, and other audiovisual materials because they are a means for the communication of ideas. Liberty of circulation is essential to insure the constitutional guarantee of freedom of expression.
2. To protect the confidentiality of all individuals and institutions using film, video, and other audiovisual materials.
3. To provide film, video, and other audiovisual materials which represent a diversity of views and expression. Selection of a work does not constitute or imply agreement with or approval of the content.
4. To provide a diversity of viewpoints without the constraint of labeling or prejudging film, video, or other audiovisual materials on the basis of the moral, religious, or political beliefs of the producer or filmmaker or on the basis of controversial content.
5. To contest vigorously, by all lawful means, every encroachment upon the public's freedom to view.

This statement was originally drafted by the Freedom to View Committee of the American Film and Video Association (formerly the Educational Film Library Association) and was adopted by the AFVA Board of Directors in February 1979. This statement was updated and approved by the AFVA Board of Directors in 1989.

**Endorsed January 10, 1990, by the ALA Council**

**Library Department – Tactical Plan**

**MISSION:** To inspire lifelong learning through connections to knowledge and each other

**VISION:** The place for opportunity, discovery, and inspiration

**Goal 1:** Foster a safe and engaging environment

| Objectives                                   | Initiatives  | Performance Indicators   |
|--|--|--|
| Provide a high quality workforce             | <ul style="list-style-type: none"> <li>▪ Create a professional development training program</li> <li>▪ Strengthen internal &amp; external communication</li> <li>▪ Develop a customer service recognition &amp; incentive program</li> </ul>   | <ul style="list-style-type: none"> <li>▪ Maintain patron satisfaction (Target: 90%)</li> </ul>   |
| Maintain and improve facilities              | <ul style="list-style-type: none"> <li>▪ Update, maintain, and implement:                             <ul style="list-style-type: none"> <li>○ The 21<sup>st</sup> Century Library Plan</li> <li>○ The Technology Refresh Plan</li> <li>○ The Deferred Maintenance Plan</li> </ul> </li> <li>▪ Determine how to prioritize items with in each location and across the library system</li> <li>▪ Assess and review security needs at all locations</li> </ul> | <ul style="list-style-type: none"> <li>▪ Maintain Public Access computers with an age of 5 years or less (Target: 100%)</li> <li>▪ Increase completion of works orders (Target: 2%)</li> </ul> |
| Sustain a relevant and attractive collection | <ul style="list-style-type: none"> <li>▪ Standardize weeding policy system-wide using Collection HQ reports for guidance</li> <li>▪ Develop a plan for expanding the floating collection</li> <li>▪ Develop collections based on community needs</li> <li>▪ Merchandise/present the collections in visually appealing manner</li> </ul>  | <ul style="list-style-type: none"> <li>▪ Increase circulation and usage (Target: 2%)</li> </ul>  |

**Goal 2:** Broaden access to library resources

| Objectives   | Initiatives   | Performance Indicators  |
|--|---|---|
| Provide opportunities for the public to explore technology | <ul style="list-style-type: none"> <li>▪ Manage website content for ease of use</li> <li>▪ Improve connectivity and accessibility to the internet</li> <li>▪ Proactively identify relevant &amp; emerging technologies</li> </ul> | <ul style="list-style-type: none"> <li>▪ Increase Wireless Access Points (WAPs) (Target: 50%)</li> <li>▪ Increase technology program participation (Target: 10%)</li> </ul> |
| Develop an equitable approach to library services          | <ul style="list-style-type: none"> <li>▪ Review processes and procedures to ensure a positive user experience</li> <li>▪ Employ best practices for serving patrons of all abilities</li> </ul>                                    | <ul style="list-style-type: none"> <li>▪ Increase participation in literacy and educational programs (Target: 5%)</li> </ul>  |

**Goal 3:** Be a model for innovative programs and services

| Objectives                             | Initiatives  | Performance Indicators  |
|--|--|---|
| Assess community needs                 | <ul style="list-style-type: none"> <li>▪ Develop comprehensive community profiles for each library location</li> <li>▪ Develop focus groups</li> </ul>   | <ul style="list-style-type: none"> <li>▪ Gather feedback from community members (Target: <u>&gt;150</u> )</li> </ul>  |
| Explore alternate service models       | <ul style="list-style-type: none"> <li>▪ Develop RFID Project Plan</li> <li>▪ Conduct staffing study</li> <li>▪ Explore ways to provide support in multiple languages</li> <li>▪ Coordinate programming system-wide</li> </ul>                 | <ul style="list-style-type: none"> <li>▪ Deploy RFID in branches (Target: 50%)</li> </ul>                             |
| Create an atmosphere for participation | <ul style="list-style-type: none"> <li>▪ Develop programs that create lasting impressions</li> <li>▪ Create procedures to address patron suggestions</li> <li>▪ Encourage staff creativity, teamwork, and leadership at every level</li> </ul> | <ul style="list-style-type: none"> <li>▪ Overall satisfaction on program evaluations (Target: <u>≥75%</u>)</li> </ul> |

**Goal 4:** Establish a strong library presence within San Diego

| Objectives                       | Initiatives  | Performance Indicators   |
|----------------------------------|--|--|
| Increase public outreach         | <ul style="list-style-type: none"> <li>▪ Explore new opportunities to promote programming</li> <li>▪ Incorporate community interactions in employee performance plans</li> <li>▪ Focus on targeted outreach</li> </ul> | <ul style="list-style-type: none"> <li>▪ Professionals conduct 4 hours of outreach per month (Target: 90%)</li> </ul>        |
| Cultivate strategic partnerships | <ul style="list-style-type: none"> <li>▪ Strengthen existing partnerships</li> <li>▪ Identify (opportunities for new) community partnerships</li> <li>▪ Initiate mutually beneficial partnerships</li> </ul>           | <ul style="list-style-type: none"> <li>▪ Review of existing partnerships through developed criteria (Target: 50%)</li> </ul> |
| Strengthen social media presence | <ul style="list-style-type: none"> <li>▪ Develop social media strategy</li> <li>▪ Educate identified staff</li> <li>▪ Remain current in social media trends</li> </ul>   | <ul style="list-style-type: none"> <li>▪ Identified staff receives social media training (Target: 100%)</li> </ul>           |

### Branch Libraries Division - Factors Considered in Staffing Levels

The following factors are considered in determining the amount and type of staff needed:

1. Circulation and Open Hours. Total annual circulation and open hours are used in initially setting staffing levels, based on standards stated in the Branch Library Facilities Report (Nov. 1998). This report recommends staffing levels for open hours of 48 per week and above and Sundays. In recent years, staffing standards were developed for 40 open hours per week.
2. Activity Level. General activity levels are considered. Many libraries have low circulation and very high use, particularly by children and young adults. In addition to door count, computer sign-ups and attendance at activities and programs are considered.
3. Branch Library Size. The size of the library in square feet and number of floors (one, two or three) are considered in determining the number of staff needed.
4. Complexity of Library Facility and Services. The complexity of the branch library is considered, such as the presence of a large computer lab, the number and size of meeting rooms and unique features or services (such as the presence of the Performance Annex at the City Heights/Weingart Branch Library)
5. Composition of Staff.
  - A. Youth Services Librarian (YSL). The presence of a Youth Services Librarian and whether or not this position is full-time or shared with another branch library is considered in determining the staff needed. The lack of a YSL can affect the need for substitute staff, especially on Fridays and Saturdays.
  - B. Number of Library Clerks and Library Assistants. Many small branches have only 1.50 FTE Clerks and therefore retain 0.50 FTE Library Assistant. Larger branches with 2.00 to 2.50 FTE Library Clerks may have more Library Assistants on their staff than similarly busy branches with 3.00 FTE of Library Clerks.
6. Other Unique Features. Other features considered include:
  - Size of library grounds;
  - Type of materials being circulated or used in-house;
  - Amount of adult programming and adult reference;
  - Number of schools served and amount of school age children in the population;
  - Diversity and complexity of the patrons being served (such as many non-English speakers, a broad range of age groups, etc.); and
  - The presence of Express check machines and other technology or automated services.
7. Budgeted Positions versus Vacancies. The number of staff needed in each branch library is also relative to the total amount budgeted and vacant. With fewer staff budgeted in all branch libraries, the vacancies have a much larger impact, and the lack of substitutes becomes more critical.

05/06/08 (revised 10/06/08) mb