Report from the City Auditor

# AUDIT OF LIBRARY OPERATIONS

**OFFICE OF THE CITY AUDITOR**

**JULY 2007**

# City of Palo Alto

*Office of the City Auditor*

July 9, 2007

Honorable City Council
Palo Alto, California

## AUDIT OF LIBRARY OPERATIONS

The City of Palo Alto operates 5 branch libraries comprising a total of 51,000 square feet of library space. The City is proposing to expand and renovate Library facilities, and requested that the City Auditor's Office audit Library operations to identify potential operating efficiencies.

**Palo Alto libraries are in poor condition.** During the course of our review we visited 10 nearby libraries. None of the libraries we visited was in as poor a condition as Palo Alto's libraries. Significant improvements are needed to bring Palo Alto up to par with other local communities. The City should address the significant Library facility problems including overcrowding, poor lighting, and inadequate meeting space. Renovation plans should be analyzed for staffing implications in order to minimize the need for additional staff. The City should also fund routine, ongoing replacement of furniture, shelving, and minor repairs in Library facilities.

**Choosing to deliver services through five branches results in a more expensive system.** The marginal cost of the branch system is not easily quantifiable; multiple branches require duplication of effort in many areas. But the branch library system is ultimately a community and policy choice. We recommend weekend inter-branch deliveries to smooth Circulation workload, and consolidated scheduling that allows managers to see the overall staffing picture across the branches.

**The nature of the Library's workload is changing rapidly**. Technology and self-service are changing Circulation workload. We estimate self-checkout saved 1,819 hours of work in FY 2005-06 while holds on checked-in items added 1,458 hours of work. The ongoing impact of technology highlights the need for annual analysis of workload shifts as a management tool. Checking-in materials is now the largest part of the circulation workload in terms of number of transactions. Radio Frequency Identification (RFID) has the potential to reduce staff time associated with checking-in materials and should be pursued. In addition, the Library should continue to explore efficiencies in Technical Services in the areas of cataloging and processing. We also found that decreasing numbers of reference questions and increasing computer use are impacting the nature of reference librarians' work. During the period we reviewed, we found more than half of reference librarian time was off-desk. We recommend establishing objectives and performance measures to track the volume and outcomes of off-desk and program activity. Finally, in light of on-going changes in the Library's workload, we recommend that the Library periodically reassess staffing distribution.

**Reconfiguring schedules would improve efficiency of staffing coverage and may allow the Library to open more hours.** Convenient access to library facilities is a key customer value demonstrated by the 71% of library survey respondents who said having the libraries open additional hours is "very" or "somewhat" important to them. Over the last nine years, authorized staffing has increased and open hours have decreased. Our analysis shows that most full-time regular staff work 9 a.m. to 6 p.m., and that staffing is lower during busy weekend and evening hours. Before requesting additional staff, the Library should use different approaches to scheduling, including staggering shifts and reducing hours worked while the Library is closed to (1) better correlate staffing patterns to times when the Library is busy (evenings and weekends) and (2) potentially open more hours. In addition, schedule changes could reduce operational costs by eliminating Sunday overtime pay for full-time employees. We further recommend the Library formalize a list and process for substitute employees who can fill in at various branch facilities.

**Convert very-low-hour positions to more hours and reduce the number of job titles**. The Library has 57 FTE positions but 104 employees, and a total of 13 librarian-related job titles. We recommend reducing the number of job titles to simplify the system.

**Increase the use of volunteers and establish measurable objectives.** The Library should set goals for increasing volunteer hours. The Library should also set goals for Operation Homebound. In addition, the Citywide volunteer policy needs to be completed and fingerprinting policies clarified.

**Improve internal controls over Library collections, cash handling, and fees and fines**. The Library collection is a valuable City asset; however we found that the theft detection system has been partially deactivated. In addition, we recognize that loaner laptops provide convenience, but they are a high-risk item to lend. Controls over cash could be strengthened, and collection procedures for outstanding fees and fines could be improved.

Our report includes a total of 32 recommendations to improve library operations. I will present this report to the City Council on July 9th. Staff has reviewed the information in this report and the City Manager's response is attached.

We thank the staff in the Library Department for their cooperation and assistance during our review.

Respectfully submitted,

Sharon W. Erickson

Sharon W. Erickson
City Auditor

Audit staff: Renata Khoshroo, Senior Auditor

# TABLE OF CONTENTS

| LIST OF EXHIBITS | |
|---|---|
| | |

## Introduction

In accordance with the FY 2006-07 Annual Audit Plan, the City Auditor's Office has completed an audit of Library operations in the City of Palo Alto. The purpose of our review was to identify potential operating efficiencies.

Our audit was conducted between August 2006 and May 2007 in accordance with government auditing standards. The City Auditor's Office would like to thank the staff of the Library Department for their cooperation and assistance during our review.

### Background

The City of Palo Alto operates five library branches that total approximately 51,000 square feet[1] as shown in Exhibit 1. In total, the branches were open 11,268 hours in FY 2004-05.[2]

**Exhibit 1: Palo Alto Library Square Footage**

| | Square Footage | Year Built |
|---|---|---|
| Main | 26,313 | 1958 |
| Mitchell Park | 9,478 | 1958 |
| College Terrace | 2,392 | 1935 |
| Downtown | 8,774 | 1971 |
| Children's | 3,442 | 1940 |
| Total | 50,399 | |

Palo Alto libraries offer a full-range of services with each location offering a slightly different focus. Programs offered include technology classes, story times for children, teen activities, and adult programming such as the 2006 Palo Alto Reads program.

Library collections consist of about 260,000 items including about 233,000 book volumes and about 28,000 media items. The Library's web site offers a broad range of online databases and resources.

Exhibit 2 shows how Palo Alto residents rated their libraries in the 2006 National Citizen Survey.™ 68% of residents rated library services as good or excellent while 59% rated the variety of library materials good or excellent. These ratings place Palo Alto in the 60th percentile regarding library services and in the 43rd percentile regarding the variety of library materials.

[1] Children's Library is closed for renovation. When it reopens in September 2007, its square footage will be about 6,043 and total Library square footage will be nearly 53,000.
[2] FY 2004-05 was the most recent year during which all libraries were open. In FY 2005-06 (with Children's Library closed) hours open totaled 10,488.

**Exhibit 2: Palo Alto Residents' Ratings of Libraries**[3]

| | Excellent | Good | Fair or Poor | Don't Know | Palo Alto Percentile |
|---|---|---|---|---|---|
| Public library services | 29% | 39% | 19% | 14% | 60th |
| Variety of library materials | 22% | 37% | 23% | 17% | 43rd |
| Neighborhood branch libraries | 20% | 40% | 22% | 18% | N/A[4] |

Source: National Citizen Survey™ (Service Efforts and Accomplishments FY 2005-06)

## Spending and Staffing

The Library spent about $5.7 million providing services in FY 2005-06. As shown in Exhibit 3, Library spending increased by 49 percent in nominal dollars from FY 1997-98 through FY 2005-06, or by 18 percent after adjusting for inflation.

**Exhibit 3: Palo Alto Library Spending**

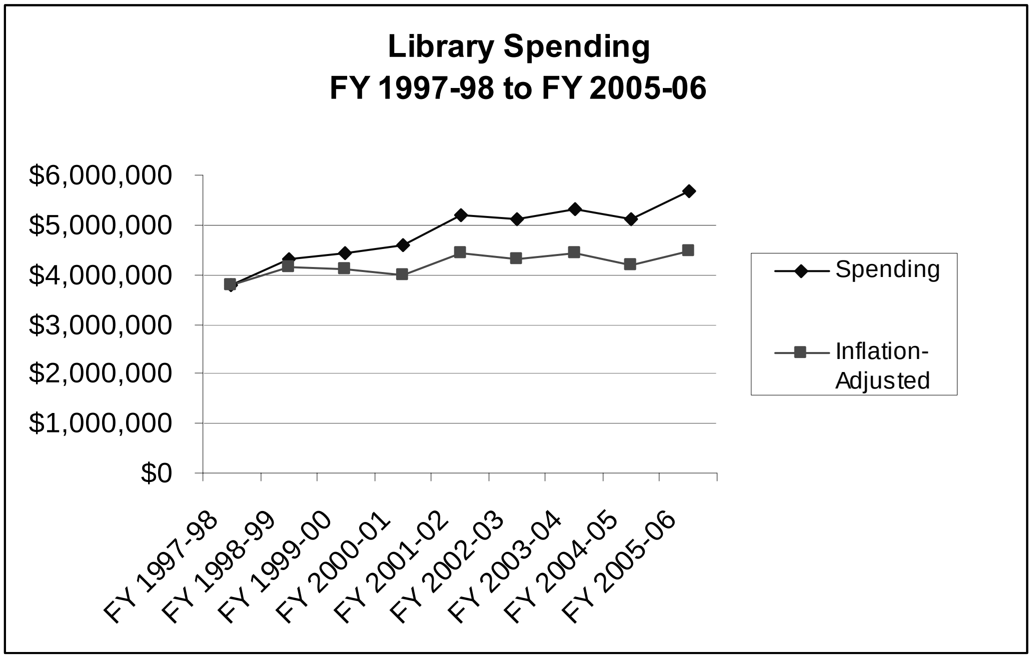



Exhibit 4 shows the Library's staffing from FY 1997-98 through FY 2005-06. It changed from 50 FTE to 56 FTE, an increase of 11%.

---

[3] Includes "Don't Know" responses

[4] Specialized question in National Citizen Survey™ for Palo Alto for which comparable responses from other cities were not available.

**Exhibit 4 Palo Alto Library Authorized Staffing**

| | Staffing (FTE) |
|---|---|
| FY 1997-98 | 50 |
| FY 1998-99 | 51 |
| FY 1999-00 | 52 |
| FY 2000-01 | 56 |
| FY 2001-02 | 57 |
| FY 2002-03 | 57 |
| FY 2003-04 | 54 |
| FY 2004-05 | 56 |
| FY 2005-06 | 56[5] |
| Change | +11% |

Source: Palo Alto City budgets and Service Efforts and Accomplishments Report FY 2001-02 through FY 2005-06

In FY 2005-06, staff salaries and benefits accounted for about 77% of the Library's total budget. Exhibit 5 shows how Library staffing is distributed among the branches and among operational areas. 43% of the Library's FTE is in Circulation, followed by 32% in Reference, 18% in Collection and Technical Services and 7% in Administration.

**Exhibit 5: FY 2006-07 Library Staffing by Location and Function**

| | Main | Mitchell Park | Down-town | College Terrace | Children's | Total FTE | % of Grand Total |
|---|---|---|---|---|---|---|---|
| | | | | | | | |
| Administration | 0.00 | 0.00 | 4.00 | 0.00 | 0.00 | 4.00 | 7% |
| Collection and Technical Services | 0.00 | 0.00 | 10.51 | 0.00 | 0.00 | 10.51 | 18% |
| Circulation | 8.65 | 6.11 | 2.98 | 2.46 | 4.45 | 24.65 | 43% |
| Reference | 6.70 | 6.94 | 0.00 | 0.00 | 4.56 | 18.20 | 32% |
| Grand Total | 15.35 | 13.05 | 17.49 | 2.46 | 9.01 | 57.36 | |
| % of Grand Total | 27% | 23% | 30% | 4% | 16% | | 100% |

By location, 30% of the Library's FTE is at the Downtown branch because Collection and Technical Services as well as Administration are housed there (only 2.98 FTE of the 17.49 FTE housed at Downtown are circulation staff for the branch). 27% of employees work at Main Library, 23% at Mitchell Park, 16% at Children's, and 4% at College Terrace.

## Library Advisory Commission

The City Council sets policy for the Library and reviews and approves the Library's budget as part of the City's annual operating budget. The Library Advisory Commission (LAC) advises the City Council on matters relating to the

5 Authorized staffing in FY 2005-06 was 57 FTE; one position was frozen for a total of 56 FTE.

Palo Alto City Library, excluding daily administrative operations. The duties of the Library Advisory Commission are:

- to advise the City Council on planning and policy matters
- to review state legislative proposals that may affect the operation of the library
- to review the City Manager's proposed budget for capital improvements and operations relating to the library and forward comments to one or more applicable committees of the City Council
- to provide advice upon such other matters as the City Council may from time to time assign
- to receive community input concerning the library; and to review and comment on fundraising efforts on behalf of the library

**Library Service Model Analysis and Recommendations**

A December 2006 City Manager's Report (CMR:429:06) provides basic background on the Library Service Model Analysis and Recommendations (LSMAR):

> *"In December 2004, the City Council directed the LAC to 'recommend a strategy for creating a full-service library at the existing* [Mitchell Park] *or another site; a strategy to include maintaining neighborhood facilities and distributed services; to maintain collection services; and to...recommend a redefinition of branch services.' Since that time, the LAC and staff have worked to develop this strategy, now called the Library Service Model Analysis and Recommendations (LSMAR)."*

The City Manager's Report notes that in May 2006, the City Council conceptually approved key concepts in the draft LSMAR report including:

- maintain all current library locations
- expand and/or improve access to services and collections and seek technological and other efficiencies
- upgrade Mitchell Park library services from branch library resource levels without downgrading the Main Library

In December 2006, the City Council approved the final LSMAR that included a number of recommendations related to operational aspects of the Library such as hours open, programs, collections, technology, staffing, and facilities. The Library and LAC proposed three levels of options to give the City Council the flexibility to choose the preferred level of improvement in each operational area. The City Council adopted the highest level (most comprehensive) recommendations in each operational area. Exhibit 6 summarizes the recommendations.

**Exhibit 6: LSMAR Recommendations**[6]

| | |
|---|---|
| Hours | -Open the libraries an additional 28 hours per week |
| Programs | -Increase children and youth programming<br>-Expand service to teens and increase outreach to schools<br>-Expand the volunteer and outreach program<br>-Make weekend deliveries among branches<br>-Fund routine replacement of outdated furniture and equipment |
| Collection | -Improve the currency of the book collections at all libraries<br>-Invest in more licensed electronic databases<br>-Improve the media collections<br>-Buy more copies of popular titles to reduce the waiting time for holds<br>-Offer a greater variety of e-books<br>-Expand non-English language collection<br>-Maintain a small collection of children's books at Main when Children's Library reopens<br>-Experiment with loaning MP3 players preloaded with audiobooks<br>-Add sufficient staff to support collection increases (to order and prepare new materials for public use) |
| Technology | -Develop a multi-year technology plan in FY 2007-08<br>-Investigate feasibility and cost to join LINK+ or a similar resource-sharing system<br>-Provide enhanced services on public laptop and desktop computers<br>-Extend the loaner laptop program to College Terrace and Downtown libraries<br>-Enhance the library website and provide online registration for library cards and online tutorials for learning how to use library resources<br>-Increase remote access to reference service through technologies such as instant messaging<br>-Increase staffing devoted to support the increasing use of technology to deliver library service<br>-Increase training budget for library technology staff |
| Staffing | -Increase staffing to adequately support current schedule of library hours<br>-Fund staffing increases needed to support recommended improvements in hours, programs, collections, and technology<br>-Hire an hourly custodian to improve the cleanliness of library facilities<br>-Restructure management organization to create an Assistant Director position<br>-Restructure staff to provide sufficient time for grant writing and fund development |

[6] http://www.city.palo-alto.ca.us/library/about/documents/LSMARFinal12-04-06.pdf

The estimated annual cost of the approved LSMAR recommendations is $523,807 in additional staffing costs and $260,000[7] per year in operational, non-staffing costs. The LSMAR would add 7.91 additional full-time equivalents (FTE) to the Library's staff.

The City Council also decided to pursue two alternatives for a new Mitchell Park Library (a new stand-alone facility, and a joint-use library and community center). Further analysis will be conducted on the need for group study space and a program room at Main. Renovations are planned for Downtown, College Terrace, and Main libraries. The rehabilitation and expansion of Children's Library is under way and scheduled for completion in September 2007. Public Works estimates that the project will cost about $4.2 million.

## Audit Scope and Methodology

The objective of the audit was to identify potential operating efficiencies. To address the audit objective we worked with the Library Department to understand Library operations.

We visited the four Palo Alto libraries that are currently open and met with staff to understand their roles and objectives. We also visited the libraries at other times to gain an understanding of library use at different times of day.[8] We visited 10 other Bay area libraries and compared those libraries' facilities to Palo Alto's system. We met with key employees in three nearby library systems (Mountain View, Sunnyvale and the City of Santa Clara) to learn about their library operations.

We reviewed the Library Service Model Analysis and Recommendations (LSMAR), library budgets and staffing data. We reviewed key operational statistics about the Library and community survey data regarding the Library. We analyzed the workload changes in Reference and Circulation, in particular, the impact technology has had on the delivery of these services. We reviewed the Library's study of RFID. We used data from the California Library Statistics to identify how Palo Alto differed from other cities.

We reviewed actual staffing across the system for August 2006. We consolidated multiple staffing schedules into single schedules to allow for analysis. We analyzed those schedules to assess whether staffing patterns could be better correlated to times when the Library is busy and whether the Library could potentially open more hours.

We compiled data on holds on library materials. We developed a model to analyze the workload impact of Library transactions that provides a more comprehensive view than just the circulation number.

We reviewed job titles and total number of positions to identify ways to reduce administrative work and simplify operations. We reviewed controls over cash and

[7] The $260,000 additional annual non-staffing operational costs does not include the cost to build Mitchell Park's collection, LINK+, RFID or potential items to be identified in the Library's Technology Plan.
[8] See Appendix C for system-wide staffing the week of August 1 through August 7, 2006.

reviewed data on outstanding fees and fines. We obtained an understanding of the Library's controls over its inventory. We obtained an understanding of how volunteers are used in the Library and the goals and objectives for the volunteer program.

## Finding 1: Palo Alto libraries are in poor condition

In comparison to other nearby libraries, Palo Alto's libraries are cramped and dilapidated. Use of the Library continues to grow in spite of the movement of information online. Renovations are proposed. We concur that significant improvements are needed to bring Palo Alto up to par with other local communities. The City should address the significant Library facility problems including overcrowding, poor lighting, and inadequate meeting space. Library renovation plans should be analyzed in order to minimize the need for additional staff. In addition, routine, ongoing replacement of furniture and equipment also should be funded.

### In comparison to other nearby libraries, Palo Alto's libraries are cramped and dilapidated

During the course of our review, we visited 10 area libraries including Mountain View, Menlo Park, Santa Clara, Cupertino, Los Altos, Redwood City, San Mateo, Sunnyvale, San Jose (Dr. Martin Luther King Jr. Library and Rose Garden Library). Six of the 10 libraries we visited were recently rebuilt and offered the feel, appearance, and amenities of brand new libraries. None of the libraries was in as poor condition as Palo Alto's libraries. Libraries such as Menlo Park, Sunnyvale, and Los Altos that are approximately the same age as Palo Alto's libraries have been significantly remodeled since being built.

When we visited other libraries, we found that the aesthetics of those libraries created a more pleasant environment than Palo Alto offers. This included the quality and nature of the lighting (fixtures and natural light), the paint, the shelving, the carpet, the design, comfort, and placement of the furniture, access to patios, and large windows throughout to view green spaces. In Palo Alto, dark walls and shelving, cramped spaces, poor lighting and outdated furniture contribute to a less pleasant experience.

Libraries in other cities typically have more seating at tables than Palo Alto. Tables typically offered outlets for laptops and internet connections. Other libraries have private meeting rooms that can be reserved for groups, large or small. Palo Alto offers only one private meeting room at one library that can accommodate four people.

That Palo Alto has about 51,000 square feet of library space dispersed over five locations results in libraries that feel small when compared to those of other cities. Even Palo Alto's Main Library, at about 26,000 square feet, seems cramped and limited after visiting libraries in Mountain View or Sunnyvale, each with about 60,000 square feet concentrated in one location.

### Use of Library continues to grow in spite of movement of information online

Based on our observations of Palo Alto and other local libraries, and our discussions with library professionals in Palo Alto and other local cities, the movement of information online and the virtual delivery of library services online has not diminished the demand for the public work space that a Library building offers. Similarly, the increasingly mobile nature of work and use of personal laptops in public supports the view that customers value a library as a physical place to visit as much as an online resource.

**Specifics of renovations are a policy choice but the need for additional staffing can be minimized through library design**

The Children's Library, built in 1940, is currently being renovated. Palo Alto's other 4 branch libraries have not been significantly renovated in a number of years. The LSMAR proposes renovating Downtown and College Terrace Libraries, to expand Mitchell Park significantly, and to possibly add meeting spaces to Main Library. We concur that significant improvements are needed to bring Palo Alto up to par with other local communities. The specific details related to renovating or expanding facilities are policy choices most appropriately left to the community and the City Council. However, our observations show that Palo Alto libraries compare poorly to those of nearby communities and significant improvements are needed to make them comparable.

The City of Sunnyvale recently issued a report[9] that analyzed Sunnyvale's library and presented information on the cost and implications of building a new library. Sunnyvale is considering building a 143,000 square-foot library to replace its existing 60,000 square-foot library. The report estimates that only 3 additional FTEs would be required for the expanded facility. This estimate is based on assumptions about how the workload would be reduced in a new library as a result of self-checkout and Radio Frequency Identification (RFID).

The design of a library impacts the need for additional staff. The report also states:

> *"In larger buildings, sight lines may be hampered and limit supervision of areas of the building, resulting in a need for more staff to manage public areas. Also, there may be special use areas that require staff certain expertise to be on hand.....These situations cannot be taken into account until a specific facility or building design is available for evaluation."*

In addition to recommending significant renovations to the City's libraries, the LSMAR further recommends funding routine replacement of furniture and equipment. We agree.

RECOMMENDATION #1: The City should address the significant Library facility problems including overcrowding, poor lighting, and inadequate meeting space.

[9] "Draft Sunnyvale Library of the Future Study and Strategy: Needs Assessment and Plan of Service, Building Program, and Existing Facility Assessment; and Parameters for Future Facilities Options" (dated January 23, 2007), available online at: http://sunnyvale.ca.gov/City+Council/Council+Meetings/2007/2007January/Reports/07-017.htm

RECOMMENDATION #2: Library facility plans should be analyzed for staffing implications in order to minimize the need for additional staff.

RECOMMENDATION #3: The City should fund ongoing, routine replacement of outdated furniture, shelving and minor repairs in Library facilities.

## Finding 2: Delivering services through five branches results in a more expensive system

Many cities the size of Palo Alto (and even some larger cities) deliver library services through a single library building rather than multiple branches. It is unusual for a community as small as Palo Alto to have five libraries. The only other Bay Area community that has five branch libraries (excluding large cities such as San Jose and San Francisco) is Berkeley. Nearby communities including Mountain View and Sunnyvale each have just one library. Santa Clara and Menlo Park have one large library and another much smaller one.

---

### The marginal cost of the branch library system is not easily quantifiable

As shown in Exhibit 7, Palo Alto spends more per capita than other local jurisdictions and is open more hours. However, no other neighboring library system has as many facilities.

**Exhibit 7: Library Spending Per Capita FY 2005-06**

| | Spending Per Capita | Hours Open Annually |
|---|---|---|
| Palo Alto | $97.01 | 10,488[10] |
| Santa Clara | $57.70 | 5,439 |
| Mountain View | $55.19 | 3,175 |
| Menlo Park | $61.68 | 4,818 |
| Sunnyvale | $49.97 | 3,403 |

Source: California Library Statistics 2007 (FY 2005-06)

### The branch library system is ultimately a community and policy choice

Community discussions over the years have affirmed the community's choice of a neighborhood branch library system. The City Council adoption of the LSMAR in December 2006 reaffirmed this choice. It is a policy choice that results in a system that is more expensive than that of nearby cities.

### Multiple branches require duplication of effort in many areas

Many factors add to the cost of the branch library system. The most expensive part of the branch system is staffing simultaneous hours at multiple locations. For example, Palo Alto with 51,000 square feet of library space requires a minimum of about 14 employees to staff its customer service desks. In comparison, Santa Clara's 80,000 square foot Main Library requires a minimum of about 11 employees to staff its customer service desks.

[10] Children's Library was closed for renovation in FY 2005-06. In FY 2004-05 (when it was open), hours totaled 11,268.

Maintenance and renovation of multiple buildings cost more than maintaining a single building. Equipment (copiers, computers, printers, cash registers, etc.) must be maintained and serviced at many locations. Hiring vendors to service equipment is more difficult and costly when the vendor must travel to five branches to service one machine at each location instead of servicing five machines at one location. In addition to higher facility costs, Palo Alto's Libraries must buy multiple copies of materials for the branches. Multiple branches also result in a less efficient use of public space as each library must have staff space, mechanical space, and restrooms. In addition, about 300,000 items per year are transferred between branches, creating a workload that wouldn't exist if the system had a single library. Communication and meetings among staff require travel time that would not be necessary in a one-library system. While individually, these duplications and inefficiencies may seem small, the combined, cumulative effect is more significant.

## Weekend inter-branch deliveries would smooth Circulation workload

The Administrative Services Department provides delivery of Library materials among the branches every weekday. This includes transporting materials that Library customers have requested to pick up at a different branch and materials that customers have returned to a different branch. These deliveries do not occur on weekends. This results in a backlog of Circulation work on Mondays and Tuesdays when deliveries are made that include the weekend materials.

The LSMAR recommends adding 0.15 hourly FTE at an estimated annual cost of about $7,000 to add deliveries among branches on weekends.[11] Based on our observation of library operations, we agree that such deliveries would assist in managing and smoothing the Circulation workload to prevent backlogs on Mondays and Tuesdays.

RECOMMENDATION #4: The City should fund and the Library should begin weekend inter-branch deliveries to help manage the Circulation workload and prevent backlogs.

## Consolidated scheduling would allow managers to see overall staffing picture

Scheduling employees across the 5 branch libraries is handled by nine[12] employees who create nine separate schedules, each in a different format, for each month.

The problem with this fragmented approach to scheduling is that it's not possible to quickly tell how many employees are scheduled at a given time in a given library or system wide. Also, schedules are not posted online for reference by other libraries. During the audit, in order to see and understand the overall

[11] According to Library staff, the Department estimates it would also be charged about $5,000 per year for vehicle-related costs.
[12] The nine employees include two employees at Children's Library. Children's Library was closed for renovation during our audit.

staffing picture, we had to compile the various schedules and consolidate them into a single schedule for each location.

That allowed us to analyze how many employees were working where and when. Without the ability to see this bird's eye view of the staffing allocation, it is difficult to analyze overall staffing allocations. A consolidated schedule approach helps in figuring out where to move staff to and from when employees are absent.

If one administrative employee were responsible for scheduling, managers would be freed from this responsibility. An online format, consistent for all libraries, could be available and managers and staff could place scheduling preferences in advance. When absences occur, staff at any library could check the schedule online for other locations and ease the process of temporarily relocating staff.

RECOMMENDATION #5: The Library should consolidate the current nine schedules into no more than five (one per branch) and should identify ways to minimize managerial and supervisory time spent on scheduling. The Library should develop a template so that schedules are uniform across branches and it is easy to see how many employees system-wide are scheduled at a given time. The schedules should be online or in a shared file for access system-wide.

## Finding 3: The nature of the Library's workload is rapidly changing

Technology and increasing self-service are changing circulation workload. Decreasing reference questions and increasing computers use are impacting reference librarian workload. The Library should periodically reassess staffing distribution.

This is consistent with a recommendation from the LSMAR:

> *"The LAC recommends that staff be reorganized, cross-trained, and redeployed to better meet the changing needs of library customers, such as proactive customer service, new reference models, technology-based services, and volunteer management."*

---

**Components of Library workload**

Library workload has changed significantly in recent years. The Library's workload can be divided into three broad areas:

(1) circulation – the checking in and out of library materials as well as the shelving of them
(2) technical services and collection management – the ordering, processing and cataloging of materials for the Library; technical services also is responsible for library software and other technology-related issues; some technical services staff also select items for the collection
(3) reference and programs – assisting library customers in finding the materials they need from the library; planning public programs; some reference librarians have responsibility for selecting and removing ("weeding") materials from the library's collection

---

**Circulation workload is changing**

On the Circulation Desk, employees assist library customers with the self-checkout machines, collect fees and fines, issue library cards, and answer other questions. In between these questions, circulation employees work on other tasks such as preparing materials that have been placed on "hold" by library customers. "Off desk" circulation employees perform a variety of circulation related tasks including but not limited to processing returned materials, processing materials to be picked up at a different branch, pulling items from shelves that have been placed on hold, sending reminder e-mails regarding overdue materials, and moving books from the "New" shelf to the regular collection. Circulation staff (and sometimes Reference staff) "roam" the library , as well, to assist customers who may not want to approach the desks to ask questions. Exhibit 8 shows trends over the last 5 years.

**Exhibit 8: Library Circulation Statistics**

| Fiscal year | Circulation | First time self-checkouts | Holds |
|---|---|---|---|
| FY 2001-02 | 1,117,795 | 36,248 | 28,911 |
| FY 2002-03 | 1,240,099 | 44,855 | 48,124 |
| FY 2003-04 | 1,314,790 | 171,501 | 97,414 |
| FY 2004-05 | 1,282,888 | 306,519 | 125,883 |
| FY 2005-06 | 1,280,547 | 654,255 | 181,765 |
| Change | +15% | +1705% | +529% |

Source: Service Efforts and Accomplishments Report FY 2005-06

**Technology and self-service are changing Circulation workload**

Technology has significantly impacted how Circulation employees do their jobs. Changes include: (1) self-checkout machines, which allow library customers to check out books in transactions that were previously handled by staff, (2) online renewals of materials, and (3) online holds on items that are checked in. Transfers of materials between branches impact workload, as well, because items must be processed both at the sending and receiving libraries.

***Self-checkouts reduced staff workload.*** In FY 2005-06, 87% of first-time checkouts at Main Library were on self-checkout machines. At Mitchell Park, it was 81%. Self-checkout machines were added to Downtown and College Terrace in September 2006. Through January 2007, the self-checkout rate at Downtown had been 57% and at College Terrace had been 68%. The self-checkout machines have significantly reduced the number of desk checkouts that library staff handles.

***Online renewals reduced staff workload.*** Most renewals of library materials occur online now whereas they used to occur in person or on the phone (with the assistance of an employee). In FY 2005-06, 23% of total circulation (293,603 of 1,280,601) was renewals and most of them were online.

***Online holds reduced staff workload, but allowing holds on "in" items has increased staff workload.*** While self-checkouts and online renewals have reduced Circulation workload, online holds on items that are checked in have increased the workload. Historically, the Library allowed online holds to be placed on items that were checked out. In FY 2002-03, the Library began offering a service that allowed online holds to be placed on items that were on the shelf. For either kind of hold, the customer can specify the branch where she wants to pick the item up. For an item placed on hold that is checked out, library staff processes it as returned and then routes it to the pickup branch (if it is a different branch).The item is processed at that branch, a label added, and the item is placed on the hold shelf.

***Expired holds add to the workload*.** About 13% of holds expire because the customer did not pick up the item. This means library staff must return the item to the shelf. Of 181,765 holds in FY 2005-06, 23,629 holds expired. In FY 2007-08, the Library plans to begin charging $1.00 per expired hold to encourage discretion in using the hold service and to reduce expired holds.

**Self-checkout saved 1,819 hours[13] of work in FY 2005-06 while holds on checked-in items added about 1,458 hours of work**

We analyzed circulation data to determine the workload impact of these changes in technology and service levels. We found that the time saved by the self-checkout machines was largely offset by the new workload created by allowing holds on items that are already checked in; we also found that checking materials in accounts for most of the Circulation transactions.

***Time saved in processing checkouts.*** The workload impact on staff of checkouts has decreased significantly due to the combined impact of self-checkout machines and online renewals. A self-checkout rate of about 84%[14] means about 654,770 transactions were completed on self-checkout machines. Prior to the self-checkout machines, a library employee had to process each of these transactions. Assuming a 10-second processing time per item checkout, removing these transactions from the workload saved about 1,819 hours or about 0.87 FTE in FY 2005-06. [15] Additional time savings may be realized with the installation of self-checkout machines at the Downtown and College Terrace Libraries.

***Time spent in processing holds for "in" items.*** Of the 181,765 holds in FY 2005-06, approximately 87,500 (or 48%) were holds on items that were checked in. The major difference in workload for holds on items that are checked in is in the time it takes to pull the items off the library shelves. The Library estimates it takes about one minute per item to process holds on materials that are checked in. Using this estimate, processing time for holds on items that were checked in was about 1,458 hours in FY 2005-06.[16] This equals about 0.70 FTE. The Library anticipates using volunteers going forward, when possible, to help with pulling materials on hold. This would reduce the staff workload related to pulling holds.

***Net savings.*** In FY 2005-06, the time savings from self-checkout exceeded the time used to process holds on checked-in materials by about 361 hours. This time savings differs each year depending on the changes in demand for a service. For example, when the Library chose to start offering online holds on checked-in items in FY 2002-03, such holds took about 200 hours[17] and the savings from self-checkout was about 125 hours, meaning the new online holds more than consumed the savings from self-checkout in that year.

Since FY 2002-03, self-checkout has increased at a faster rate than online holds. However, this may change when, for example, the Library starts charging for expired holds. Such changes indicate the ongoing need for annual analysis of workload shifts as a management tool.

---

[13] Additional savings from the installation of self-checkout machines at Downtown and College Terrace may still be realized.
[14] In FY 2005-06, Main and Mitchell Park were the only libraries with self-checkout machines and the self-checkout rate was 83.75%.
[15] FTE is calculated based on 2,080 hours per full-time position.
[16] See Finding 6 for discussion of a recommendation to use volunteers to pull holds.
[17] Assumes 25% of all holds were placed online for "in" items.

### Checking-in materials accounts for most of the circulation transactions

To analyze the workload, we placed circulation transactions in three categories: (1) checkout transactions, (2) check-in transactions, and (3) hold transactions. We analyzed these transactions to calculate the workload impact of circulation transactions. This provides a more meaningful analysis of the circulation number.

Exhibit 9 shows that 70% of the circulation workload is check-ins. Appendix A shows the model we used for calculating the workload impact of circulation transactions. The model takes into account how many checkouts occur on self-checkout machines, and the impact of holds, online renewals, and inter-branch transfers. Total library circulation for FY 2005-06 was 1,280,547. The total workload impact for the same period was 1,706,618.

**Exhibit 9: Workload Impact of Circulation Transactions FY 2005-06**

| | Number of Transactions | Percent of Transactions |
|---|---|---|
| Check-ins | 1,196,944 | 70% |
| Checkouts by staff | 332,174 | 20% |
| Holds | 177,500 | 10% |
| Total | 1,706,618 | 100% |

Although checking materials in is the bulk of the Circulation transactions, it should be noted that the complexity of transactions differs. For example, holds on items that are already checked in may take more time to process than a book returned in the branch (because someone has to remove the book from the shelf). In terms of volume, though, checking-in items causes most of the Circulation workload.

### Potential Impact of RFID

The implementation of RFID technology is proposed in the 2007-09 capital improvement program. RFID, which allows for faster checking in and out of materials, is in use in the City of Santa Clara Library. Santa Clara Library employees estimate that RFID has saved about 60 hours per week in staff time.[18] Even a basic RFID system (without a sophisticated automated sorting system) would increase the speed at which materials could be checked in, thereby addressing the largest component of Circulation workload and freeing staff to provide other services. Furthermore, as proposed, *"it will provide the foundation for future enhancements including automatic sorting of returned items and 24/7 pickup of holds by library customers, as space and funds allow."* [19]

[18] Santa Clara City Library is a larger system than Palo Alto and therefore, time savings in Palo Alto may not be as much. Its RFID system includes a sophisticated sorting system that Palo Alto would not likely immediately acquire even if RFID is implemented. In addition, Santa Clara's total circulation is about 2.6 million compared to Palo Alto's approximate 1.3 million.
[19] City of Palo Alto FY 2007-09 capital budget

### Other potential workload changes

A likely future change to the workload is the addition of the LINK+ service, in which Palo Alto would join a consortium of libraries and Palo Alto library cardholders would gain access to the collections of other libraries in the consortium. In exchange, cardholders from those libraries would gain access to Palo Alto's collection.[20]

Processing materials related to LINK+ requests would increase the circulation workload. We interviewed staff of two nearby libraries about the staff time required to process LINK+ requests. Mountain View City Library estimates about 20 hours of staff time per week to process LINK+ requests. Similarly, Santa Clara City Library estimates about 17 to 19 hours per week of staff time to process about 1,100 LINK+ transactions per month. Santa Clara discontinued interlibrary loans (except for genealogical materials) when it joined LINK+. Santa Clara City Library staff estimate a net time savings from using the automated LINK+ system in lieu of the labor-intensive interlibrary loan process. Palo Alto Library staff advises that Palo Alto does not have the same library computer software as other libraries in LINK+. As a result, LINK+ will require Palo Alto staff to process transactions through two computer systems instead of one and therefore, is likely to require more time than has been required at other libraries that have implemented it.

Another potential Circulation workload reduction would be to reduce the number of back issues of magazines retained at Main Library. Pages retrieve back issues from the basement for customers. Library staff advises that most people now research back issues of magazines using the Library's electronic subscription databases. However, once the recent remodeling of Main Library is complete and the new periodical reading room opens, Main will start circulating magazines as is the practice in the other branches. Library staff advises that customers are sometimes interested in seeing a particular issue of a magazine rather than simply finding a specific article electronically and this is the rationale for starting to circulate magazines. Even so, we recommend that the Library continue to replace some older back issues of periodicals with electronic versions to avoid the necessity for staff to go to the basement to retrieve older back issues.

RECOMMENDATION #6: In order to assess changes in the workload, the Library should annually calculate the workload impact of self-checkout machines, holds, online renewals, inter-branch transfers, new technologies and services such as RFID and LINK+ as well as future technologies and services as they are added.

RECOMMENDATION #7: Since check-ins account for most of the Circulation workload, the Library should consider expediting RFID implementation.

RECOMMENDATION #8: The Library should continue to reduce the number of magazine back issue, hard copies and replace them with electronic versions.

[20] A team of library staff members is studying the likely implications of LINK+ in Palo Alto and is expected to present its findings to the City Council in July.

## The Library should continue to explore efficiencies in Technical Services

Technical Services is responsible for the ordering and receipt of library materials. Technical Services processes materials to ready them for shelf placement and catalogs materials so library customers can find them. Selection of which materials to purchase is shared between some Collection and Technical Services staff and Reference librarians. Reference librarians decide which materials will be removed ("weeded") from the collection.

### Cataloging and processing

One of the primary responsibilities of Technical Services is the processing and cataloging of new items. "Processing" is the preparation of materials for the shelf including adding jackets, covers, cases, labels, call numbers, barcodes, theft detection strips or tags. "Cataloging" usually involves downloading and modifying Online Computer Library Center (OCLC)[21] database records including identifying information and subject headings.

As shown in Exhibit 10, Collection and Technical Services outsourced the processing and cataloging of 17% of the items added to the collection in FY 2005-06; 42% of items were entirely processed and cataloged in-house.

**Exhibit 10: FY 2005-06 Processing and Cataloging**

| | # of Items | % of Items |
|---|---|---|
| In-House Processing and Cataloging | 11,299 | 42% |
| Outsourced Processing and Cataloging | 4,541 | 17% |
| Mix of In-House and Outsourcing | 11,209 | 41% |
| Total | 27,049 | 100% |

Exhibit 11 shows that 56% of the total items processed were processed by an outside provider and 44% were processed in-house. Of the total items cataloged, 81% were cataloged in-house and 19% were cataloged by an outside provider.

**Exhibit 11: Overview of Cataloging and Processing (FY 2005-06)**

| | Percent of Total Items Processed | Percent of Total Items Cataloged |
|---|---|---|
| In-House | 44% | 81% |
| Outsourced | 56% | 19% |
| Total | 100% | 100% |

Librarians in the cities we visited agreed that the processing and cataloging of materials are not easily standardized and outsourced. For example, different library systems use different call numbers and subject headings when cataloging,

[21] OCLC is a worldwide library cooperative to which members donate and from which they receive bibliographic data about library materials to use in their library catalogs.

and different library systems have different standards for processing materials including placement of labels and barcodes.

Some libraries modify OCLC records more than others. For example, Palo Alto modifies records to add access points that allow customers to find items by categories, such as "juvenile," that might not be included in the OCLC record. The Library estimates that it modifies about one-third of cataloging records obtained from OCLC for books and about 75% of records for audio-visual materials.[22] This is not necessarily unusual – Mountain View estimates that they modify 100%. We recommend the Library review its cataloging policies for possible efficiencies and cost savings.

The Library no longer tracks how long it takes to prepare an item for shelf, so we were unable to compare the timeliness of in-house versus outsourced processing and cataloging. We recommend the Library track how long it takes to get items on the shelves.

RECOMMENDATION #9: The Library should set a target for minimizing cataloging modifications and explore ideas suggested by Technical Services staff during the audit such as: (1) using Library of Congress subject headings for media rather than local headings currently used and (2) investigating the use of macros to automate changes to records when they are imported.

RECOMMENDATION #10: The Library should develop timeliness performance measures and periodically sample how long it takes to place new materials on the shelves and the amount of time for each phase of the process to identify potential efficiencies.

**Decreasing reference questions and increasing computer use are impacting reference librarian workload**

Historically reference librarians' primary role was to answer questions from customers at the Reference Desk, by phone and, more recently, by e-mail. However, Library customers are becoming more self-sufficient in answering their own questions with online search engines. From FY 2001-02 to FY 2005-06, the number of reference questions decreased by 24% from 92,518 to 69,880. With the increase in Internet and online database usage, Reference librarians spend a significant amount of time helping customers with library computers for Internet access.

[22] From the LSMAR, "Analysis of Library Collections, September 2006"

**Exhibit 12: Additional Library Statistics**

| | Number of Reference Questions | Number of Internet Sessions | Number of online database searches |
|---|---|---|---|
| FY 2001-02 | 92,518 | 80,469 | 15,499 |
| FY 2002-03 | 88,759 | 98,480 | 17,811 |
| FY 2003-04 | 86,818 | 96,654 | 22,845 |
| FY 2004-05 | 80,842 | 113,980 | 39,357 |
| FY 2005-06 | 69,880 | 155,558 | 42,094 |
| Change | -24% | +93% | +172% |

Source: Service Efforts and Accomplishments Report FY 2005-06

**Overall Reference librarians spend more than 50% of their time off-desk**

When Reference librarians work on the Reference Desk, they answer questions from library customers (in person, by phone, or by e-mail). When they are not answering questions, they work on their “off-desk” assignments while on the desk. When reference librarians are off-desk, they have focused time to work on their assigned areas of responsibility. However, only regular employees have off-desk areas of responsibility. Hourly librarians work all their hours on the Reference desk.

Assigned off-desk duties include selecting/weeding areas of the library collection, planning events for the public such as story times for children, adult programming, maintaining the Library’s website, working with the schools, coordinating volunteers, and planning teen events. In addition, the virtual branch has become a significant feature of the Library’s offerings. It is Reference librarians who plan and manage these online resources. For example, reference librarians’ work has shifted to selecting and managing online databases and resources that have replaced the print versions.

Library staff estimates that overall Main and Mitchell Park Reference librarians spend about 54% of their time off desk during the year. In comparison, the City of Santa Clara estimates that librarians spend about 50% of their time on the desk. Our analysis of actual staffing from August 1 to August 14, 2006 (Exhibit 13) shows that 348 hours were needed to cover the Main and Mitchell Park Reference desks for a two-week period in August. Actual hours worked by Reference staff totaled 865, meaning 40% of the hours worked were needed to cover the desk, and 60% of hours were available for off-desk responsibilities. This calculation was based on actual staffing in August; during other times of year, the on-desk time may vary. Data from our analysis is shown in Exhibit 13.

**Exhibit 13: Actual Reference Staffing August 1 – August 14, 2006[23]**

| | Main | Mitchell Park | Total |
|---|---|---|---|
| Total Reference hours worked | 440 | 425 | 865 |
| Hours needed to cover Reference desks[24] | 179 | 169 | 348 |
| Hours available for off-desk work | 261 | 256 | 517 |
| Percentage of hours available for off-desk work | 59% | 60% | 60% |

**Measuring off-desk and program activity**

Reference staffing is less transaction-based than Circulation staffing, and is more difficult to quantify. As a result, it is difficult to track changes in workload. But we know that Reference questions are decreasing and the workload is changing.

Sunnyvale's recent study of its library needs states:

> *"Traditional reference services have declined in libraries as the Internet is used more often....Where three people may have been needed at the Reference Desk most times in the past, two are needed now and it is possible in the future that less staff will be needed to be stationed at the service desks. As an example, if the target for self-checkout were 90 percent, the service desks could be combined as a place to answer any type of questions – assist with library user accounts or help to find library materials."*

To facilitate analysis of the changing workload, performance measures should be established to evaluate the volume and outcomes of off-desk work performed by Reference librarians. For example, a publication by the American Library Association provides examples of possible measures including: "Number of virtual visits to networked library resources" and "Number of virtual reference transactions." Measures on the outcomes of various Reference programs could be used to help the Library evaluate from year to year its balance of Reference staffing compared with Circulation and to identify whether positions need to be shifted from one area to another. For example, data could be tracked on the significant amount of work the Library has performed in the school system: what percentage of school children has library cards and how does it change over time? how many children have participated in the book discussions offered? Maintaining similar data on various program areas would help to identify areas of demand as well as demonstrate accountability to the public.

[23] Only Main and Mitchell Park Libraries had reference staff in August 2006 (College Terrace and Downtown did not). Children's Library was closed and its staff relocated to Main and Mitchell Park but only Main and Mitchell Park staff are included in Exhibit 13.
[24] Based on Library's stated level of staffing needed to cover Reference desks.

RECOMMENDATION #11: Establish performance measures for "off-desk" Reference work to track the volume, outcomes, and community impact of this work.

## The Library should reassess staffing distribution periodically

The evolving nature of how library services are delivered suggests that Palo Alto should periodically reassess its staffing allocations. There are no established criteria for deciding the appropriate level of staffing. Comparisons to other cities are the most common way to assess the reasonableness of staffing.

When 12 California cities are compared, Palo Alto's Total FTE per 1,000 library cardholders ranks fifth among the 12 as shown in Exhibit 14. This suggests that the City's overall total FTE is in a reasonable range compared to other cities.

**Exhibit 14: Palo Alto Compared to Other Cities[25]**

| | Total FTE Per 1,000 Cardholders | Librarian FTE Per 1,000 Cardholders | Percent of FTEs with Librarian Title | Total Square Footage | Hours Open Annually | Number of Libraries |
|---|---|---|---|---|---|---|
| Beverly Hills | 1.66 | 0.56 | 33.77% | 92,200 | 3,262 | 2 |
| Berkeley | 1.40 | 0.40 | 28.85% | 292,872 | 12,168 | 5 |
| San Mateo | 1.00 | 0.29 | 30.25% | 46,884 | 6,460 | 3 |
| Carlsbad | 0.99 | 0.26 | 26.64% | 90,040 | 8,840 | 3 |
| **Palo Alto** | **0.95** | **0.42** | **44.45%** | **51,435** | **10,488[26]** | **5** |
| Redwood City | 0.90 | 0.27 | 30.14% | 57,200 | 5,460 | 3 |
| Thousand Oaks | 0.78 | 0.22 | 28.38% | 101,000 | 5,750 | 2 |
| Menlo Park | 0.76 | 0.27 | 35.06% | 37,846 | 4,818 | 2 |
| Newport Beach | 0.64 | 0.23 | 35.43% | 79,100 | 12,155 | 4 |
| Santa Clara | 0.59 | 0.15 | 24.83% | 87,770 | 5,439 | 2 |
| Sunnyvale | 0.58 | 0.21 | 35.95% | 60,000 | 3,403 | 1 |
| Mountain View | 0.55 | 0.22 | 39.55% | 60,000 | 3,175 | 1 |

Source: California Library Statistics, FY 2005-06

That Palo Alto has five libraries frequently open simultaneous hours suggests that Palo Alto may need more staff than other cities. However, the square footage of Palo Alto libraries totals only 51,000 square feet compared, for example, to the 293,000 square feet of Berkeley's five libraries. From the square footage perspective, Palo Alto's staffing needs will not be comparable to those of cities with significantly more square footage.

It should also be noted that Palo Alto staffs its small libraries (Downtown and College Terrace) very lightly. Most staff, therefore, is concentrated at Main and Mitchell Park libraries, the busiest libraries.

[25] Includes comparison cities previously cited in the "City of Palo Alto City Library Staffing Plan" by Beverley Simmons and Associates (January 2002)

[26] Palo Alto's Children's Library was closed for half of FY 2005-06. In FY 2004-05, Palo Alto libraries were open 11,268 hours.

When Librarian FTE[27] per 1,000 library cardholders is compared for the same cities, Palo Alto ranks second only to Beverly Hills. This indicates that while the overall FTE is in the mid-range compared to other cities, the Librarian FTE is higher than other cities. Librarian FTE in Palo Alto is concentrated primarily in Reference, with a few employees in Technical Services and Administration.

In Palo Alto, only three of the five libraries (Main, Mitchell Park, and Children's) are staffed with Reference librarians. The smaller libraries are staffed with lower-level staff. Exhibit 14 shows that even given that all five libraries are not staffed with librarians, Palo Alto ranks the highest among the comparison cities on the "Percent of FTEs with librarian job titles." This indicates that a larger percentage of Palo Alto's staff is high level than in other cities.

The LSMAR recommends staffing increases for children's and teen programming and activities, and technical services. Based on our analysis that Palo Alto already has a higher librarian ratio than other local jurisdictions, we recommend the Library conduct internal analysis as to how to take advantage of workload efficiencies before requesting additional staffing.

RECOMMENDATION# 12: The Library should use the data from analyses conducted based on Recommendations #6 and #11 to continually reassess workload changes and adjust the allocation of staffing between Reference and Circulation accordingly, if appropriate.

[27] According to Library staff, the California Library Statistics define Librarian FTE as those employees with a master's degree in Library Science.

## Finding 4: Reconfiguring schedules would improve efficiency of staffing coverage and may allow the Library to open more hours

Most regular, full-time employees in Circulation and Reference work Monday through Friday 9 a.m. to 6 p.m. with rotating coverage of weekends. The libraries, however, are not open solely from 9 a.m. to 6 p.m. Some nights various locations are open until 9 p.m. Some locations are open from 10 a.m. to 6 p.m. Saturday and some are open Sunday afternoon. By staggering start times and using alternative work weeks, we believe the Library could provide better coverage of evening and weekend hours and could potentially open more hours. The Library may be able to eliminate the overtime it pays to full-time employees who work Sundays.

### Convenient access to library facilities is a key customer value

71% of respondents to the 2006 library survey rated opening the library longer hours as "very" or "somewhat" important. As discussed in Finding 1, customers value the Library as a place to visit and work as well as a place from which to check out materials.

### Authorized staffing has increased and open hours have decreased

Exhibit 15 shows data on staffing and library system hours open annually from FY 1997-98 through FY 2004-05. During that time, staffing increased by 11% but hours open decreased by 19%.

**Exhibit 15: Staffing and Library Hours Open Annually (FY 1997-98 through FY 2004-05)** [28]

| | Staffing | Hours Open Annually |
|---|---|---|
| FY 1997-98 | 50 | 13,967 |
| FY 1998-99 | 51 | 13,894 |
| FY 1999-00 | 52 | 13,918 |
| FY 2000-01 | 56 | 13,934 |
| FY 2001-02 | 57 | 13,944 |
| FY 2002-03 | 57 | 13,597 |
| FY 2003-04 | 54 | 11,540 |
| FY 2004-05 | 56 | 11,268 |
| Change | +11% | -19% |

Source: Palo Alto City budgets and Service Efforts and Accomplishments Report FY 2001-02 through FY 2004-05

The LSMAR has proposed that the Libraries open more hours as shown in Exhibit 16.

[28] Data based on 1997-98 through FY 2004-05 because Children's was closed for renovation for half of FY 2005-06. Open hours in FY 2005-06 totaled 10,488.

**Exhibit 16: LSMAR-Proposed Increases in Weekly Hours Open**

| | Current Hours Per Week | LSMAR-Proposed Hours Per Week | Increase in Weekly Hours Open |
|---|---|---|---|
| Main | 62 | 62 | 0 |
| Mitchell Park | 58 | 62 | 4 |
| Downtown | 35 | 46 | 11 |
| College Terrace | 35 | 46 | 11 |
| Children's | 48 | 50 | 2 |
| **Total** | **238** | **266** | **28** |

The LSMAR proposes hiring 3.28 FTE staff at an annual cost of about $187,651 to meet a stated short staffing situation (annual cost of $73,034) and to open more hours (annual cost of $114,617).

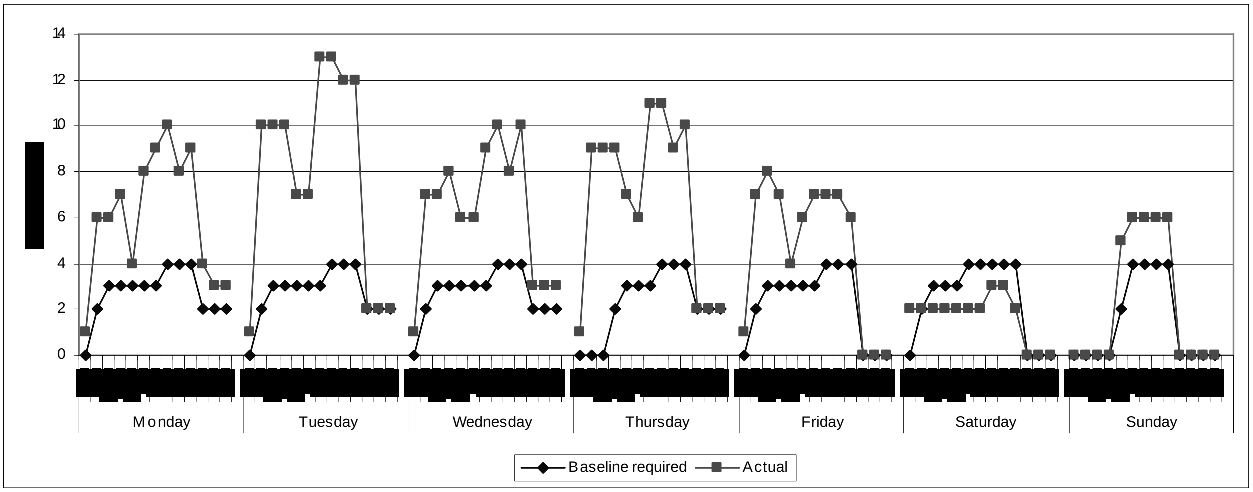
## Staffing patterns should be better correlated with times when the Library is busy

The Library has established baseline staffing levels needed to cover the Reference and Circulation desks at Main, Mitchell Park, and Children's Libraries. The Library also established baseline staffing levels at Downtown and College Terrace Libraries to cover the Circulation Desk (these Libraries do not have Reference Desks).

The difference between the actual staffing and the baseline staffing needed to cover the desks is the number of hours available for "off desk" work. The baseline hours needed to cover the desks is the minimum staffing needed for a library to be open. We used actual schedules to analyze the difference between the baseline needed to staff the desk (have the library open to the public) and the actual number of staff on duty. It is important to note that the libraries could not operate continuously with just the baseline level of staffing because that staffing level provides only desk coverage and time for processing returned materials. However, a comparison of the baseline staffing needed to cover the desks versus the actual staffing is useful for purposes of considering whether the Library could open a few additional hours.

Exhibit 17 shows the combined baseline staffing needed at Main Library to cover the Reference and Circulation desks compared to the actual staffing during a sample week in August 2006. The difference between the actual and the baseline is the number of staff hours that were available for off desk work during that week.

**Exhibit 17: Actual Staffing at Main Library August 1 – August 7, 2006[29]**




The Library does not track data on the number of customers per hour. However, as part of our review we visited the branches at different times and observed that weekends and evenings (when staffing is minimal) are frequently busy. Staggering start times and using alternative schedules would improve coverage during busy weekend and evening hours.

## Schedule changes may eliminate Sunday overtime pay

Scheduling in different ways could provide for better coverage on weekends and evenings and may also eliminate the need for overtime pay on Sundays. The amount spent in Palo Alto for Library overtime was $43,115 for FY 2005-06.[30] While not a significant overtime budget compared to the Fire and Police Departments, it is nonetheless an area where some savings may be achieved.

Palo Alto staff rotates working weekends but the workweek is defined in such a way by the City so that overtime is paid on Sundays to full-time employees. We interviewed library staff in Mountain View and Sunnyvale and those cities do not pay full-time employees overtime for Sundays. Those cities schedule employees in a way that does not require overtime to be paid for weekend work. Santa Clara City Library, like Palo Alto, does pay overtime.

One possible approach to reducing or eliminating overtime would be to place some regular, full-time employees on alternative work weeks (for example, Wednesday through Sunday rather than Monday through Friday). Another option would be similar to what Mountain View uses: a schedule that rotates staff among evenings and weekends and defines the workweek in a way that does not require overtime. Another possibility could be having some employees on a schedule similar to the City's 9/80 with four nine-hour days worked Monday

---

[29] Graph does not include Pages. Graph also does not include any staffing from Children's Library. Some Children's Library employees have been working at Main Library while Children's is under construction. Data also shown in Appendix B.
[30] Not all overtime is due to work on Sundays.

through Thursday, then Friday and Saturday off and the afternoon worked on Sunday, for a total of 40 hours each week.

Schedule changes would likely require the City to meet and confer or negotiate with SEIU.

RECOMMENDATION # 13: One goal of schedule changes should be to reduce or eliminate overtime pay on Sundays for full-time employees.

## Minimizing hours worked while libraries are closed

Exhibit 18 shows, based on a two week period in August 2006, that 15% of hours worked by staff system-wide were while the libraries were closed.

**Exhibit 18 – Percent of staff hours worked while libraries were closed[31]**
**August 1 – August 14, 2006**

| | Percent of staff hours worked while libraries were closed |
|---|---|
| Reference | 14% |
| Circulation | 17% |
| Overall | 15% |

Palo Alto is not entirely unique in this respect. Library staff in Mountain View report that their on-desk Reference employees and circulation staff typically come in at 8:30 or 9:00 when the Library opens at 10:00. In the City of Santa Clara, the library is closed Wednesday mornings but staff typically works during that time. In Palo Alto, the smaller libraries (Downtown and College Terrace) do not open before 11 a.m. any day of the week, but it is common for the staff to begin work at 9 a.m. in preparation to open the building. Similarly, on Thursdays in Palo Alto no library is open before noon but full-time staff typically works the morning hours. For example, on a sample Thursday at Mitchell Park, 39% of the staff hours worked that day were worked while the Library was closed. Library staff advises that these closed hours, especially Thursday mornings, provide them with valuable time to hold staff meetings and work on off-desk responsibilities.

## Staggering shifts to open more hours

We analyzed Library schedules from August 2006. We concluded that staggering shifts would improve the efficiency of staffing coverage and may allow the Library to open additional hours. Sample methodologies for opening more hours follow.

[31] Excludes pages; based on actual staffing during a sample period in August 2006.

**Sample methodology to extend open hours at Mitchell Park on Thursdays**

Mitchell Park Library is open 12-6 pm on Thursdays. Exhibits 19 and 20 show the current schedule at Mitchell Park and how that schedule could be staggered to allow the Library to open from 12-9 p.m. Under the current schedule (Exhibit 19) 30 staff hours are worked while the Library is closed Thursday mornings. Exhibit 19 also shows that most employees work from 9 a.m. to 6 p.m. Exhibit 20 shows a different way of scheduling that reduces the hours worked while closed to 14 and staggers start times to cover a longer day. Additional hours at any library may increase circulation.

Diagonal shading indicates hours worked while the Library is closed. Black shading indicates lunch hours. Gray shading is hours worked while the Library is open (in top row that shows hours of day, gray indicates when the Library is open).

**Exhibit 19: Mitchell Park – Thursday, August 10, 2006, Actual Schedule and Hours (open 12-6pm)** [32]

| | Morning | | | | Afternoon | | | | | | Evening | | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| (Library open 12-6) | 8-9 | 9-10 | 10-11 | 11-12 | 12-1 | 1-2 | 2-3 | 3-4 | 4-5 | 5-6 | 6-7 | 7-8 | 8-9 |
| | | | | | | | | | | | | | |
| **Reference** | | | | | | | | | | | | | |
| Employee A | | | | | | | | | | | | | |
| Employee B | | | | | | | | | | | | | |
| Employee C | | | | | | | | | | | | | |
| Employee D | | | | | | | | | | | | | |
| | | | | | | | | | | | | | |
| **Circulation** | | | | | | | | | | | | | |
| Employee F | | | | | | | | | | | | | |
| Employee G | | | | | | | | | | | | | |
| Employee H | | | | | | | | | | | | | |
| Employee I | | | | | | | | | | | | | |
| Employee J | | | | | | | | | | | | | |
| Employee K | | | | | | | | | | | | | |
| | | | | | | | | | | | | | |
| **Pages** | | | | | | | | | | | | | |
| Employee N | | | | | | | | | | | | | |
| Employee O | | | | | | | | | | | | | |
| | | | | | | | | | | | | | |
| Total Staffing | | 9 | 10 | 11 | 6 | 5 | 9 | 9 | 9 | 9 | | | |

**Exhibit 20: Mitchell Park – Sample Thursday with Additional Hours (open 12- 9pm)**

| | Morning | | | | Afternoon | | | | | | Evening | | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| (Library open 12-9) | 8-9 | 9-10 | 10-11 | 11-12 | 12-1 | 1-2 | 2-3 | 3-4 | 4-5 | 5-6 | 6-7 | 7-8 | 8-9 |
| | | | | | | | | | | | | | |
| **Reference** | | | | | | | | | | | | | |
| Employee A | | | | | | | | | | | | | |
| Employee B | | | | | | | | | | | | | |
| Employee C | | | | | | | | | | | | | |
| Employee D | | | | | | | | | | | | | |
| | | | | | | | | | | | | | |
| **Circulation** | | | | | | | | | | | | | |
| Employee F | | | | | | | | | | | | | |
| Employee G | | | | | | | | | | | | | |
| Employee H | | | | | | | | | | | | | |
| Employee I | | | | | | | | | | | | | |
| Employee J | | | | | | | | | | | | | |
| Employee K | | | | | | | | | | | | | |
| | | | | | | | | | | | | | |
| **Pages** | | | | | | | | | | | | | |
| Employee N | | | | | | | | | | | | | |
| Employee O | | | | | | | | | | | | | |
| | | | | | | | | | | | | | |
| Total Staffing | | 3 | 4 | 7 | 10 | 8 | 7 | 7 | 7 | 9 | 6 | 5 | 4 |

[32] Some Children's Library staff was temporarily relocated to Mitchell Park during the Children's Library renovation. Staff shown on these tables, however, is only Mitchell Park staff.

**Sample methodology to extend open hours at College Terrace on Wednesdays**

College Terrace is currently open 11am to 6 pm on Wednesdays. Exhibits 21 and 22 show schedules at College Terrace for a current sample day and how those schedules could be staggered to accommodate more open hours (from 10 a.m. to 8 p.m.). It should be noted that self-service checkout machines, which should reduce staff workload somewhat, were installed in College Terrace in September 2006.

**Exhibit 21: College Terrace Library – Wednesday, August 9, 2006, Actual Schedule and Hours (open 11am-6pm)**

| | Morning | | | | Afternoon | | | | | | Evening | | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| Library open 11-6 | 8-9 | 9-10 | 10-11 | 11-12 | 12-1 | 1-2 | 2-3 | 3-4 | 4-5 | 5-6 | 6-7 | 7-8 | 8-9 |
| | | | | | | | | | | | | | |
| **Circulation** | | | | | | | | | | | | | |
| Employee A | | | | | | | | | | | | | |
| Employee B | | | | | | | | | | | | | |
| Employee C | | | | | | | | | | | | | |
| | | | | | | | | | | | | | |
| **Pages** | | | | | | | | | | | | | |
| Employee D | | | | | | | | | | | | | |
| | | | | | | | | | | | | | |
| Total Staffing | | 1 | 2 | 2 | 3 | 3 | 3 | 2 | 2 | 2 | | | |

**Exhibit 22: College Terrace Library – Sample Wednesday with Additional Hours (open 10am-8pm)**

| | Morning | | | | Afternoon | | | | | | Evening | | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| Library open 10-8 | 8-9 | 9-10 | 10-11 | 11-12 | 12-1 | 1-2 | 2-3 | 3-4 | 4-5 | 5-6 | 6-7 | 7-8 | 8-9 |
| | | | | | | | | | | | | | |
| **Circulation** | | | | | | | | | | | | | |
| Employee A | | | | | | | | | | | | | |
| Employee B | | | | | | | | | | | | | |
| Employee C | | | | | | | | | | | | | |
| | | | | | | | | | | | | | |
| **Pages** | | | | | | | | | | | | | |
| Employee D | | | | | | | | | | | | | |
| | | | | | | | | | | | | | |
| Total Staffing | | 1 | 1 | 2 | 2 | 2 | 2 | 2 | 2 | 2 | 2 | 2 | |

**Sample methodology to extend open hours at Downtown on Wednesdays**

Downtown is open 11-6 pm on Wednesdays. Exhibits 23 and 24 show schedules at Downtown for a current sample day and how those schedules could be staggered to accommodate more open hours (from 10 a.m. to 8 p.m.). It should be noted that self-service checkout machines, which should reduce staff workload somewhat, were installed in Downtown in September 2006.

**Exhibit 23: Downtown Library – Wednesday, August 9, 2006, Actual Hours**

| | Morning | | | | Afternoon | | | | | | Evening | | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| Library open 11-6 | 8-9 | 9-10 | 10-11 | 11-12 | 12-1 | 1-2 | 2-3 | 3-4 | 4-5 | 5-6 | 6-7 | 7-8 | 8-9 |
| | | | | | | | | | | | | | |
| **Circulation** | | | | | | | | | | | | | |
| Employee A | | | | | | | | | | | | | |
| Employee B | | | | | | | | | | | | | |
| Employee C | | | | | | | | | | | | | |
| | | | | | | | | | | | | | |
| **Pages** | | | | | | | | | | | | | |
| Employee D | | | | | | | | | | | | | |
| | | | | | | | | | | | | | |
| Total Staffing | | 2 | 3 | 3 | 4 | 2 | 3 | 2 | 2 | 2 | | | |

**Exhibit 24: Downtown Library – Sample Wednesday with Additional Hours (open 10 a.m. to 8 p.m.)**

| | Morning | | | | Afternoon | | | | | | Evening | | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| Library open 10-8 | 8-9 | 9-10 | 10-11 | 11-12 | 12-1 | 1-2 | 2-3 | 3-4 | 4-5 | 5-6 | 6-7 | 7-8 | 8-9 |
| | | | | | | | | | | | | | |
| **Circulation** | | | | | | | | | | | | | |
| Employee A | | | | | | | | | | | | | |
| Employee B | | | | | | | | | | | | | |
| Employee C | | | | | | | | | | | | | |
| | | | | | | | | | | | | | |
| **Pages** | | | | | | | | | | | | | |
| Employee D | | | | | | | | | | | | | |
| | | | | | | | | | | | | | |
| Total Staffing | | 1 | 1 | 2 | 3 | 2 | 2 | 2 | 3 | 3 | 2 | 2 | |

**The impact opening more hours would have on off-desk time and on the number of hours worked while closed**

Opening more hours would impact the number of hours available to staff to perform off-desk duties. The specific impact would vary depending on when and where hours are added. For illustrative purposes, we analyzed the impact of opening the hours in LSMAR and this is shown in Exhibit 25. Based on this analysis, the overall percentage of time available for off-desk work would decrease from 48% to 43%. For Reference, it would decrease from 60% to 59%. For Circulation, it would decrease from 40% to 33%. It is important to note that Exhibit 25 does not include Children's Library as it was closed during the period of our review. Although Children's Library staff was temporarily working at other locations, we did not include them in the calculation. (Children's Library would be open an additional two hours per week based on the LSMAR.)

**Exhibit 25: Percent of Time Available for Off-Desk Work System-wide**[33]

| | With Current Hours | With More Hours |
|---|---|---|
| Reference | 60% | 59% |
| Circulation | 40% | 33% |
| Overall | 48% | 43% |

Similarly, opening more hours would reduce the number of hours worked while the libraries are closed. (Again, Children's Library is not included.) Overall, the percentage of hours worked while the Libraries are closed would decrease from 15% of total hours to 11%. For Reference employees, the decrease would be from 14% to 11%. For Circulation employees, the decrease would be from 17% to 11%. Exhibit 26 shows the impact.

**Exhibit 26: Percent of Hours Worked While Libraries are Closed**[34]

| | With Current Hours | With More Hours |
|---|---|---|
| Reference | 14% | 11% |
| Circulation | 17% | 11% |
| Overall | 15% | 11% |

Based on this analysis, we conclude that a more flexible approach to scheduling could allow the Library to cover more hours more efficiently, and better correlate staffing with busy times. We believe that staggering shifts and reducing the number of hours worked while the Libraries are closed are common sense and reasonable approaches to maximizing existing staff.

RECOMMENDATION #14: Before requesting additional staff, the Library should use different approaches to scheduling, including staggering shifts and reducing hours worked while the Library is closed to (1) better correlate staffing patterns to times when the Library is busy (evenings and weekends) and (2) potentially open more hours.

### Create a pool of substitutes to cover absences

The Library has historically had issues with staffing branches in cases of illness and other absences .This is particularly an issue at the smaller, lightly staffed branches. According to Library staff, a major concern with reallocating existing staff to open more hours is filling in for those employees during absences.

RECOMMENDATION #15: The Library should formalize a list and process for substitute employees who can fill in at various branch facilities.

[33] Based on actual schedules August 1 – August 14, 2006. Excludes Children's Library and its employees as that branch was closed for renovation in August 2006.
[34] Based on week of August 1, 2006. Excludes Children's Library and its employees.

## Finding 5: Convert very-low-hour positions to more hours and reduce the number of job titles

The Library has a large number of employees who work fewer than 400 hours per year. Significant time is spent on interviewing, training, and supervising employees. Some of these positions could be consolidated. Similarly, the Library could reduce the number of job titles and as a result reduce administrative work. We found that one Management/Professional job title is eligible for overtime; this is unusual as most Management/Professional employees do not receive overtime pay.

### The Library has 57 Full-Time Equivalents (FTE) but 104 employees

The Library has about 57 FTE consisting of 104 employees. One reason for so many employees is that many of the hourly employees are hired to work only a small number of hours. Hourly FTE totals 13.61 but represents 58 employees.

Exhibits 27 and 28 summarize FTE and number of employees. Palo Alto is not unique in this respect as other libraries we visited also use a large number of hourly employees.

**Exhibit 27: Number of Library FTE**

| | Regular FTE | Hourly FTE | TOTAL |
|---|---|---|---|
| Administration | 4.00 | 0.00 | 4.00 |
| Collection and Technical Services | 8.50 | 2.01 | 10.51 |
| Main Library | 11.25 | 4.10 | 15.35 |
| Mitchell Park Library | 10.50 | 2.55 | 13.05 |
| Children's Library | 6.00 | 3.01 | 9.01 |
| Downtown Library | 2.00 | 0.96 | 2.96 |
| College Terrace Library | 1.50 | 0.98 | 2.48 |
| **TOTAL** | **43.75** | **13.61** | **57.36** |

**Exhibit 28: Number of Library Employees**

| | Regular Employees | Hourly Employees | Total Employees |
|---|---|---|---|
| Administration | 4 | 0 | 4 |
| Collection and Technical Services | 9 | 6 | 15 |
| Main Library | 12 | 18 | 30 |
| Mitchell Park Library | 11 | 13 | 24 |
| Children's Library | 6 | 13 | 19 |
| Downtown Library | 2 | 4 | 6 |
| College Terrace Library | 2 | 4 | 6 |
| **TOTAL** | **46** | **58** | **104** |

### Very low-hour positions

The Library's budget includes 17 positions that are less than 0.20 FTE. A position that is less than 0.20 FTE works less than 416 hours per year or less than 8 hours a week. There are some 0.07 FTE positions (an average of less than 3 hours per week) and 0.05 FTE positions (an average of 2 hours per week). The administrative workload and inefficiency created by numerous, very-low-hour positions includes interviewing and hiring, approving timecards, training, and supervising. In addition, turnover appears to be high among these positions

As attrition occurs, the Library could convert hourly positions that are less than 0.20 FTE into positions that are at least 0.20 FTE. Unlike positions that are less than 0.20 FTE, hourly positions that are at least 0.20 receive an hourly medical stipend of $1.97 and sick days. We estimate the associated cost of adding these benefits (based on the Library's budgeted FTE) would be about $12,000. By having fewer positions overall, however, administrative tasks would be reduced.

RECOMMENDATION# 16: As attrition occurs, the Library should minimize the number of very-low-hour positions (less than 0.20 FTE) and convert them, where possible, to at least 0.20 FTE positions.

## The Library has a total of 13 librarian-related job titles

The Library has a total of 13 librarian-related job titles they are shown in Exhibit 29 (there are two categories of Librarian).

**Exhibit 29: Library Job Titles**[35]

| Job Title | Bargaining Unit | Top Salary or Annualized Range | Hourly Rate Range |
|---|---|---|---|
| | | | |
| **Director of Libraries** | Management/Professional | $143,498 | $68.99 |
| **Assistant Director** | Management/Professional | $117,189 | $56.34 |
| **Division Head, Library Services** | Management/Professional | $95,680 | $46.00 |
| **Supervising Librarian** | Management/Professional | $82,247 | $39.54 |
| **Coordinator, Library Programs** | SEIU | $72,883 | $28.55 - $35.04 |
| **Senior Librarian** | SEIU | $54,434 - $66,852 | $26.17 - $32.14 |
| **Librarian** | SEIU | $47,965 - $58,864 | $23.06 - $28.30 |
| **Librarian** | Limited Hourly or SEIU Hourly[36] | $48,194 - $60,382 | $23.17 - $29.03 |
| **Library Associate** | SEIU | $44,366 - $54,454 | $21.33 - $26.18 |
| **Library Specialist** | SEIU | $41,912 - $51,480 | $20.15 - $24.75 |
| **Library Assistant** | SEIU | $38,480 - $47,216 | $18.50 - $22.70 |
| **Library Clerk** | Limited Hourly or SEIU Hourly | $35,880 - $42,494 | $17.25 - $21.61 |
| **Library Page** | Limited Hourly or SEIU Hourly | $21,986 - $27,539 | $10.57 - $13.24 |

[35] Limited hourlies work less than 416 hours per fiscal year and do not receive medical benefits or paid leave other than holiday pay in certain cases. SEIU Hourlies work at least 416 hours but not more than 1,000 hours per fiscal year; they receive a per hour medical stipend of $1.97 as well as sick leave and holiday leave in certain cases.

[36] Hourly employees do not work full-time. Annualized pay is shown for comparative purposes only.

The differences in pay for some titles are minimal and it is difficult to distinguish among the assigned levels of responsibility. While having numerous titles offers a career path, it is not meaningful when pay rates differ little. Having more titles belonging to various bargaining groups increases administrative work. We also found that on the City's Human Resources web site, the centralized source for all City job descriptions, the City does not have job descriptions for Library Clerk or for Library Page even though there are 21 individuals in Library Clerk positions and 24 in Library Page positions.

The City recently hired a consultant to analyze Management and Professional job titles Citywide and collapse them into fewer categories for ease of administration. Since many of the Library's job titles are SEIU positions rather than Management and Professional, they are not part of this citywide review.

In our opinion, job titles could be simplified into fewer and a broader band pay range could be applied to distinguish among levels of responsibility. For example, the City of Mountain View has the following job titles for librarians and lower-level staff: Library Assistant I/II, Library Assistant III, Librarian I/II.

Changes in job titles would likely require the City to meet and confer with and/or negotiate with SEIU.

RECOMMENDATION #17: The Library should propose a simplified job title structure and Human Resources should assist the Library with its implementation.

**The Supervising Librarian job title is a Management position, but is designated as non-exempt and eligible for overtime**

The Supervising Librarian job title is designated by the City as "non-exempt" under the Fair Labor Standards Act (FLSA) and is therefore eligible to earn overtime. Designation of a given position as "exempt" or "non-exempt" is based on an analysis of the job duties by the City and a determination by the City of the designation. A "non-exempt" designation obligates the City to pay overtime. Supervising Librarians are management employees; most management employees are designated "exempt" and are not eligible for overtime. The job responsibilities of the Supervising Librarian classification would likely qualify as "exempt" under FLSA but the City chose to designate them "non-exempt" and thus made them eligible for overtime.

In November 2003, the Office of the City Auditor issued the "Audit of Overtime Expenditures" that included the following wording in recommendation #15:

> *"The City should conduct a review of the FLSA designation of all positions. The review should consider the impact of proposed revisions to FLSA regulations."*

The report further recommended the following (recommendation #18):

> *"HR should establish a policy that management leave is granted 'in lieu' of overtime pay, and include the policy in the Management Compensation Plan. After conducting a citywide FLSA review, HR should determine how to fairly treat employees who currently receive both management leave and overtime pay."*

| |
|---|
| RECOMMENDATION #18: The Human Resources Department should complete as soon as possible the 2003 *Audit of Overtime Expenditures* recommendations #15 regarding an FLSA review of all City job titles and #18 regarding overtime pay to Management employees. |

## Finding 6: Increase use of volunteers and establish measurable objectives

Library volunteers have a long history of assisting staff in Palo Alto's Library programs. The Library recently established a paid volunteer coordinator position and now should set goals for increasing the number of volunteer hours. In addition, the citywide volunteer policy should be updated and the fingerprinting policy clarified.

---

**The Library should set goal of increasing volunteer hours**

Beginning in January 2006, the Library designated an employee as the 0.50 FTE paid volunteer coordinator.[37] This position works with staff to assess the need for volunteers, develop volunteer job descriptions, recruit and screen potential volunteers, train volunteers and provide a volunteer recognition program.

The LSMAR states the following regarding the volunteer coordinator position:

> *"Goals for this position are to formalize the volunteer program, create job descriptions for existing and new volunteer opportunities, develop and implement recruitment, retention and reward procedures, and study and implement best practices from other organizations."*

We agree that these are worthwhile goals for the position. However, an overriding goal should also be achieving an increase in the number of volunteer hours.

Total volunteer hours increased from FY 2001-02 through FY 2005-06 by 46%. However, from FY 2004-05 to FY 2005-06, volunteer hours dropped by 23%.

**Exhibit 30: Volunteer Hours**

| | Number of Volunteer Hours[38] |
|---|---|
| FY 2001-02 | 3,999 |
| FY 2002-03 | 4,057 |
| FY 2003-04 | 6,630 |
| FY 2004-05 | 7,537 |
| FY 2005-06 | 5,838 |
| Change | +46% |

Volunteers perform a wide range of tasks at the libraries including helping to open and close the libraries, assisting with shelving, serving as Internet tutors, and helping repair materials. The City Council has directed the Library to make

[37] Official City job title is Coordinator of Library Programs.
[38] Does not include volunteer hours donated to Friends of the Library

greater use of volunteers. The purpose of having volunteers in the Library is to assist employees, not to replace them.

To assist the volunteer coordinator in creating more volunteer opportunities, staff at each library branch identify specific tasks from each core operational area (Reference, Circulation, and Technical Services) that volunteers could perform or provide assistance with. Formalizing this process by having branch mangers oversee it would help ensure oversight and sufficient volunteer roles. This has happened to some extent already as the Library is trying to set up a system so that volunteers can help pull materials that have been placed on hold.

The LSMAR recommends increasing the current 0.50 FTE volunteer coordinator into a 1.0 FTE position. We recommend the Library demonstrate an increase in volunteer hours from having the half-time coordinator before the position is made fulltime.

RECOMMENDATION #19: The Library should set and achieve a target for increasing volunteer hours before expanding the current 0.5 FTE volunteer coordinator position to 1.0 FTE.

RECOMMENDATION #20: Library branch managers should formalize and oversee the current process in which staff at each branch provides suggestions to the Volunteer Coordinator for tasks that could be performed by volunteers.

### Using volunteers to pull holds

Library staff established a committee to determine whether volunteers could be used to assist in pulling holds and decided that there were no customer privacy issues. We agree that this is a good role for volunteers. The Library should recruit additional volunteers for that role.

RECOMMENDATION #21: The Library should recruit additional volunteers to assist staff with pulling materials on hold.

## Set goals for Operation Homebound

In a 2006 community survey about the Library, 89% of respondents said they thought it was “very” or “somewhat” important to deliver library materials to homebound customers. The Library’s program, Operation Homebound, provides such deliveries.

The program currently has 16 participants who receive materials and 13 volunteers who make deliveries. The Library reported that the program had 68 participants in FY 2001-02 but notes that these numbers may have been overstated due to data collection problems. Data collection problems may also impact the 58% drop reported by the Library in the number of items delivered from FY 2001-02 to FY 2005-06. However, more recent (and presumably more reliable data) shows that the number of items delivered decreased from FY 2004-05 to FY 2005-06 by 27%.

Operation Homebound's goals should be clarified to allow staff to focus on providing the service and expanding the program. It is likely the demand for this type of service will increase in coming years as Palo Alto's population aged 55 and older is projected to increase 47% from its 2000 level of 16,959 to 24,956 by 2010, according to a recent study by the Community Services Department.[39] It is further expected to increase to 31,838 by 2020.

RECOMMENDATION #22: The Library should document clear goals for Operation Homebound and consider expanding the program.

## Citywide volunteer policy needs to be completed

The City lacks clear guidance about how volunteers must be screened before they may work for the City. This is important because the City has some volunteers who work in sensitive roles with children and the elderly.

In September 2005, the City implemented a screening policy called "Fingerprint Policy for New Employees" (Policy 2-28/HRD). Despite the title reference to employees, the policy also applies to volunteers and requires pre-volunteering criminal history background check. Soon thereafter, some Departments expressed concern that requiring all volunteers to be fingerprinted was too strict given that in some cases volunteers perform one-time projects on a single day. A committee then worked on a proposed volunteer policy that would provide exceptions to the fingerprinting policy in certain situations and would provide general guidelines related to volunteer recruitment. A final version of the proposed volunteer policy was never issued. During the audit we found that the fingerprinting policy is not consistently applied in part because questions related to certain volunteer situations continue to linger. It is urgent that the volunteer policy be finalized and implemented since screening of volunteers is currently inconsistent.

Furthermore, centralizing the volunteer screening process with Human Resources and the City Attorney's Office would allow library staff (and other departments) to focus on providing service and not worry about whether volunteers have been properly screened relative to their assigned tasks. Departments could initially select the volunteer candidate they want and then Human Resources could screen the applicant similar to how potential employees are screened.

We found that the cities of Mountain View and San Jose both directly ask volunteer applicants about whether they have ever been convicted of a criminal offense. The San Jose application also informs potential volunteers that any or all of the following may be required prior to placement in any sensitive volunteer position: (1) fingerprinting (2) a background investigation and (3) substance abuse testing. Palo Alto does not ask about criminal background on its Library volunteer application form. Adopting a Citywide volunteer form for the City overall

[39] "Impact of the Aging Baby Boom Population on Palo Alto's Social and Community Services," November 2006.

and incorporating a reference to such an application into the proposed volunteer policy would help standardize practices across the City.

RECOMMENDATION #23: The City should immediately ensure all volunteers are fingerprinted and a background check is performed in accordance with the City's enacted Policy 2-28/HRD, or the City should immediately revise Policy 2-28/HRD to provide exceptions as needed.

RECOMMENDATION #24: The Human Resources department should:

1) Review the Volunteer Policy and determine what, if any, exceptions will be allowed to the Fingerprinting Policy,
2) Revise the Fingerprinting Policy to allow exceptions, if any,
3) Centralize volunteer screening and fingerprinting,
4) Adopt a Citywide volunteer application that asks about criminal history and advises applicants that they may be required to undergo a criminal background check.

## Finding 7: Improve internal controls over Library collections, cash handling, and fees and fines

The Library collection is a valuable City asset; however, we found that the theft detection system has been partially deactivated. In addition, we recognize that loaner laptops provide convenience, but they are a high-risk item to lend. Controls over cash could be strengthened, and collection procedures for outstanding fees and fines could be improved.

### The Library collection is a valuable City asset

In FY 2005-06, the Library collection included 260,468 items.[40] This collection has been carefully built by Librarians over many years. In FY 2005-06, the Library spent about $636,000 on new materials, consisting of about $558,000 in City funds and about $78,000 in funds donated by the Friends of the Library. The LSMAR proposes an additional $197,000 annually to continue to increase and improve the collection. According to the Library's 2006 resident survey, checking materials out was the primary reason for library visits.

**Exhibit 31: Collection Statistics FY 2002-03 to FY 2005-06**

| | Total Number of Items in Collection | Total Number of Titles in Collection | Number of Book Volumes |
|---|---|---|---|
| FY 2001-02 | 284,071 | 170,862 | 237,365 |
| FY 2002-03 | 267,356 | 164,604 | 239,584 |
| FY 2003-04 | 267,693 | 165,573 | 239,089 |
| FY 2004-05 | 264,511 | 164,280 | 236,575 |
| FY 2005-06 | 260,468 | 163,045 | 232,602 |
| Total | -8% | -5% | -2% |

### Theft detection system has been partially deactivated

Library reports do not allow for easy reconciliation of items added, items withdrawn and items that are lost or missing. On a quarterly basis, librarians run reports of items that have been designated by staff in the computer system as "missing." While this aids in identifying unusual losses, it requires that the items be designated as "missing" to show up on the report. The Library's security system has also been partially deactivated due to an incompatibility with other systems. The combined effect is that the risk of losing materials is increased and the likelihood of detecting such losses is reduced. In FY 2005-06, the Library spent about $636,000 (City funds and Friends' grants) buying library materials. The materials are a significant City asset that should be well protected.

[40] FY 2005-06 Service Efforts and Accomplishments Report

Radio frequency identification (RFID) would provide better theft detection and inventory control. The Capital Improvement Program (CIP) budget for FY 2008-09 includes the implementation of RFID, and staff expects to issue a Request For Proposals (RFP) after a decision on building a new Mitchell Park Library. Expediting RFID implementation was discussed in Recommendation #7. RFID's security and inventory features are other reasons why the City may want to expedite implementation.

RECOMMENDATION # 25: To aid in monitoring inventory and detecting unusual losses in the collection, the Library should run more frequent reports on items designated as "missing" and should circulate those reports to librarians for the purpose of identifying trends in losses. The Library should also consider expediting adoption of RFID security features.

## Laptops provide convenience but are a high risk item to lend

The Library lends laptops at the Main and Mitchell Park Libraries. Plans are under way to expand this service to the Downtown and College Terrace branches. The Library currently has 18 laptops and that total will increase to 26 once Downtown and College Terrace have them. Library staff advised us that since Palo Alto's facilities are so outdated and space is limited for computer workstations, the laptops provide a space-efficient way to expand the number of computers available.

We believe these are a high risk item to lend. Even though customers are required to check out the laptop, just as they would any other library material, the City has had one laptop stolen in the two years the program has been in place. We found only one other library in the area that lends laptops to customers – San Jose Martin Luther King Library.[41] This is because it serves as both the academic library of San Jose State University as well as the City's public library. Only San Jose State students may check out the laptops and the University, not the Library, is responsible for them. While we recognize that laptops are a popular service for the Library to offer, we recommend reconsideration of this service, especially as facilities are renovated and expanded so that they have more desktop computers.

RECOMMENDATION #26: As facilities are renovated and expanded, the Library should reconsider whether to continue the laptop lending program.

## Controls over cash should be strengthened

Circulation employees can waive fees and fines for customers. At the same time, the library's computer system is not linked to the cash register so the Library does not provide cash register receipts. The Library does provide receipts from its computer system summarizing the amount paid and for which items. The broad staff authority to waive fees and fines combined with the lack of cash

[41] This is the main library in San Jose operated jointly by the City of San Jose and San Jose State University.

register receipts creates a risk for loss of cash. The Library advises that it is not possible in the computer system to limit the authority for waiving fees and fines to only certain employees. Given that, a supervisor should regularly review a report of waived fees and fines. Such review should be documented with a signature or initials.

In 2006, the City's external auditors recommended that the Library's cash registers be linked in to the Library's computer system. The Library has since advised that after consulting with the Information Technology division, it is not possible to integrate the library system with the cash register. As an alternative, the Library should reconcile the systems to each other daily.

Regular Circulation employees know the combination and can access the safe in their branch library. Access to the safe should be limited to as few employees as possible. The greater the number of people with access, the greater the potential of loss and the more difficult to track such a loss.

Library staff has been exempt from paying overdue fines but this practice ended at the end of April. Operation Homebound participants are exempt from overdue fines and fees. Current and future exemptions should be documented in a Library policy or procedure.

RECOMMENDATION #27: Supervisors or managers at each library should periodically run a report that details transactions in which fees or fines were waived. The supervisor or manager should review the report to ensure the transactions were appropriate and should initial the report to indicate that it was reviewed.

RECOMMENDATION #28: The Library should reconcile the cash registers to the Library computer system daily to ensure that the amount in the cash register corresponds to the amount recorded in the Library's system. The Library should post signs instructing customers to request a receipt for fees or fines paid.

RECOMMENDATION #29: The Library should periodically review the lists of employees with access to the safes and reassess whether such access is necessary.

RECOMMENDATION #30: Cash handling procedures should be updated to reflect changes in receipt procedures, safe access, waiving of fees and fines, and to identify groups exempt from overdue fines and fees.

## Collection procedures for outstanding fees and fines could be improved

As of March 2007, the Library was owed $384,103 in fees and fines by 43% of its registered customers. Some of these charges date back to 1980. Since FY 1999-00, about $300,000 of the total has been incurred. Six hundred ninety-five customers owe more than $100 each and are responsible for about $133,000 of the total amount outstanding. Many of these accounts are related to unreturned materials. The loss of Library materials that go unreturned generates additional staff work to analyze the losses and then reorder, process, and catalog the replacement materials. Six-thousand sixty-two customers each owe $1.00 or less. Collecting these small amounts is an administrative challenge.

Currently, the Library sends a pre-due courtesy notice, one overdue notice, and then a bill for unreturned items about six weeks after the due date. Accounts are not pursued beyond that. Prior to 2005, the Library sent two notices, a bill and then a collection letter. When the Library switched to the Horizon computer system in 2005, the collection letters could no longer be generated. Library staff advises that in 2003, 69% of the items for which letters were sent were either returned or paid for.

Library staff also advises that some cities send uncollected accounts to a collection agency. Palo Alto does not send such accounts to an agency.

The Mountain View Library advises that after they began accepting credit card payments in person and online, their collection rates increased significantly.

RECOMMENDATION #31: The Library should resume sending collection letters and should determine whether uncollected accounts could be sent to a collection agency.

RECOMMENDATION #32: The Library should allow payments online by credit card as soon as possible.

## CONCLUSION

Palo Alto libraries are cramped and dilapidated compared to other local libraries. Delivering services through five branches results in duplication and a more expensive system, but is a community choice. Technology and self-service are rapidly changing the Library's workload; we recommend reassessing staffing distribution periodically. Our analysis shows that reconfiguring schedules would improve efficiency of staffing coverage and may allow the Library to open more hours. In addition, converting very-low-hour positions to more hours and reducing the number of job titles would simplify administration. We recommend that the Library increase the use of volunteers and establish measurable objectives. We also recommend that the Library should improve internal controls over Library collections, cash handling, and fees and fines.

**Recommendations**

RECOMMENDATION #1: The City should address the significant Library facility problems including overcrowding, poor lighting, and inadequate meeting space.

RECOMMENDATION #2: Library facility plans should be analyzed for staffing implications in order to minimize the need for additional staff.

RECOMMENDATION #3: The City should fund ongoing, routine replacement of outdated furniture, shelving and minor repairs in Library facilities.

RECOMMENDATION #4: The City should fund and the Library should begin weekend inter-branch deliveries to help manage the Circulation workload and prevent backlogs.

RECOMMENDATION #5: The Library should consolidate the current nine schedules into no more than five (one per branch) and should identify ways to minimize managerial and supervisory time spent on scheduling. The Library should develop a template so that schedules are uniform across branches and it is easy to see how many employees system-wide are scheduled at a given time. The schedules should be online or in a shared file for access system-wide.

RECOMMENDATION #6: In order to assess changes in the workload, the Library should annually calculate the workload impact of self-checkout machines, holds, online renewals, inter-branch transfers, new technologies and services such as RFID and LINK+ as well as future technologies and services as they are added.

RECOMMENDATION #7: Since check-ins account for most of the Circulation workload, the Library should consider expediting RFID implementation.

RECOMMENDATION #8: The Library should continue to reduce the number of magazine back issue, hard copies and replace them with electronic versions.

RECOMMENDATION #9: The Library should set a target for minimizing cataloging modifications and explore ideas suggested by Technical Services staff during the audit such as: (1) using Library of Congress subject headings for media rather than local headings currently used and (2) investigating the use of macros to automate changes to records when they are imported.

RECOMMENDATION #10: The Library should develop timeliness performance measures and periodically sample how long it takes to place new materials on the shelves and the amount of time for each phase of the process to identify potential efficiencies.

RECOMMENDATION #11: Establish performance measures for "off-desk" Reference work to track the volume, outcomes, and community impact of this work.

RECOMMENDATION# 12: The Library should use the data from analyses conducted based on Recommendations #6 and #11 to continually reassess workload changes and adjust the allocation of staffing between Reference and Circulation accordingly, if appropriate.

RECOMMENDATION # 13: One goal of schedule changes should be to reduce or eliminate overtime pay on Sundays for full-time employees.

RECOMMENDATION #14: Before requesting additional staff, the Library should use different approaches to scheduling, including staggering shifts and reducing hours worked while the Library is closed to (1) better correlate staffing patterns to times when the Library is busy (evenings and weekends) and (2) potentially open more hours..

RECOMMENDATION #15: The Library should formalize a list and process for substitute employees who can fill in at various branch facilities.

RECOMMENDATION# 16: As attrition occurs, the Library should minimize the number of very-low-hour positions (less than 0.20 FTE) and convert them, where possible, to at least 0.20 FTE positions.

RECOMMENDATION #17: The Library should propose a simplified job title structure and Human Resources should assist the Library with its implementation.

RECOMMENDATION #18: The Human Resources Department should complete as soon as possible the 2003 *Audit of Overtime Expenditures* recommendations #15 regarding an FLSA review of all City job titles and #18 regarding overtime pay to Management employees.

RECOMMENDATION #19: The Library should set and achieve a target for increasing volunteer hours before expanding the current 0.5 FTE volunteer coordinator position to 1.0 FTE.

RECOMMENDATION #20: Library branch managers should formalize and oversee the current process in which staff at each branch provides suggestions to the Volunteer Coordinator for tasks that could be performed by volunteers.

RECOMMENDATION #21: The Library should recruit additional volunteers to assist staff with pulling materials on hold.

RECOMMENDATION #22: The Library should document clear goals for Operation Homebound and consider expanding the program.

RECOMMENDATION #23: The City should immediately ensure all volunteers are fingerprinted and a background check is performed in accordance with the City's enacted Policy 2-28/HRD, or the City should immediately revise Policy 2-28/HRD to provide exceptions as needed.

RECOMMENDATION #24: The Human Resources department should:
(1) Review the Volunteer Policy and determine what, if any, exceptions will be allowed to the Fingerprinting Policy,
(2) Revise the Fingerprinting Policy to allow exceptions, if any,
(3) Centralize volunteer screening and fingerprinting,
(4) Adopt a Citywide volunteer application that asks about criminal history and advises applicants that they may be required to undergo a criminal background check.

RECOMMENDATION # 25: To aid in monitoring inventory and detecting unusual losses in the collection, the Library should run more frequent reports on items designated as "missing" and should circulate those reports to librarians for the purpose of identifying trends in losses. The Library should also consider expediting adoption of RFID security features.

RECOMMENDATION #26: As facilities are renovated and expanded, the Library should reconsider whether to continue the laptop lending program.

RECOMMENDATION #27: Supervisors or managers at each library should periodically run a report that details transactions in which fees or fines were waived. The supervisor or manager should review the report to ensure the transactions were appropriate and should initial the report to indicate that it was reviewed.

RECOMMENDATION #28: The Library should reconcile the cash registers to the Library computer system daily to ensure that the amount in the cash register corresponds to the amount recorded in the Library's system. The Library should post signs instructing customers to request a receipt for fees or fines paid.

RECOMMENDATION #29: The Library should periodically review the lists of employees with access to the safes and reassess whether such access is necessary.

RECOMMENDATION #30: Cash handling procedures should be updated to reflect changes in receipt procedures, safe access, waiving of fees and fines, and to identify groups exempt from overdue fines and fees.

RECOMMENDATION #31: The Library should resume sending collection letters and should determine whether uncollected accounts could be sent to a collection agency.

RECOMMENDATION #32: The Library should allow payments online by credit card as soon as possible.

**Library Department**

**MEMORANDUM**

**From: Frank Benest, City Manager**
**By: Diane Jennings, Library Director**
**Date: July 2, 2007**
**Subject: Response to 2007 Library Operations Audit**

---

The Library Department is pleased to respond to the City Auditor's "Audit of Library Operations." Below are staff's responses to the audit's thirty-two recommendations.

*RECOMMENDATION #1: The City should address the significant Library facility problems including overcrowding, poor lighting, and inadequate meeting space.*

This recommendation is consistent with one of the recommendations in the Library Advisory Commission's *Library Service Model Analysis and Recommendations* (LSMAR) report. Staff concurs.

Target Completion Date: Staff and consultants are now engaged in evaluating options for facility upgrades at the Mitchell Park, Main, and Downtown libraries to address these problems, and will bring conceptual design options for facility upgrades to Council in September 2007.

*RECOMMENDATION #2: Library facility plans should be analyzed for staffing implications in order to minimize the need for additional staff.*

Staff concurs and will work with the consultants to develop this analysis as the facility proposals are developed for the library construction bond.

Target Completion Date: December 2007

RECOMMENDATION #3: The City should fund ongoing, routine replacement of outdated furniture, shelving and minor repairs in Library facilities.

This recommendation is consistent with one of the recommendations in the Library Advisory Commission's *LSMAR* report. Staff concurs.

Target Completion Date: This recommendation will be implemented as a request through the 2009-11 budget process.

RECOMMENDATION #4: The City should fund and the Library should begin weekend inter-branch deliveries to help manage the Circulation workload and prevent backlogs.

This recommendation is consistent with one of the recommendations in the Library Advisory Commission *LSMAR* report. Staff agrees that weekend deliveries will help to prevent backlogs on Mondays and Tuesdays when deliveries are made that include materials processed after mid-day on Fridays, thereby resulting in a more even distribution of circulation workload across the seven day operation.

Target Completion Date: Library staff will review options with the Administrative Services Department to implement this recommendation as a request through the 2007-08 mid-year budget.

*RECOMMENDATION #5: The Library should consolidate the current nine schedules into no more than five (one per branch) and should identify ways to minimize managerial and supervisory time spent on scheduling. The Library should develop a template so that schedules are uniform across branches and it is easy to see how many employees system-wide are scheduled at a given time. The schedules should be online or in a shared file for access system-wide.*

Staff agrees that a more uniform approach to scheduling across the branches would be beneficial and that development of a template is an excellent way to achieve this. Posting all schedules online will facilitate the assignment and analysis of the use of staffing resources. It is probable that a template will also aid in reducing the time spent on scheduling. Currently, non-managers schedule 54% of staff. For example, all hourly library pages are scheduled and assigned work by non-management staff. It is beneficial to have the staff closest to the day-to-day operations assign schedules for work groups, and it has proven to be an important development opportunity for staff interested in acquiring supervisory skills. An online template will enable the schedules of all work groups in each facility to be displayed on one schedule per branch. Implementation of this recommendation will be the responsibility of the Assistant Library Director. Recruitment to fill this position is underway.

Target Completion Date: Two months after the new Assistant Library Director is hired.

*RECOMMENDATION #6: In order to assess changes in the workload, the Library should annually calculate the workload impact of self-checkout machines, holds, online renewals, inter-branch transfers, new technologies and services such as RFID and LINK+ as well as future technologies and services as they are added.*

Staff agrees with this recommendation.

Target Completion Date: Implement in FY 2007-08.

*RECOMMENDATION #7: Since check-ins account for most of the Circulation workload, the Library should consider expediting RFID implementation.*

Staff agrees that installation of an RFID (radio frequency identification) system for inventory control of the library collection will be beneficial, especially in reducing the time spent on checking in returned library materials. A feasibility study, completed in April 2006, for the implementation of RFID and automated materials handling for the Library estimated that between 1,805 and 3,610 staff hours could be reallocated to other tasks. However, a full implementation across the five-system would be costly - over $1 million plus annual costs at $400,000, at the high end. A Technology Fund capital project in the amount of $800,000 has been established for 2008-09.

Target Completion Date: It would be most beneficial to establish the implementation schedule after the outcome of the proposed 2008 bond measure for library construction is determined. An important benefit of RFID is that it enables the use of automated materials handling systems. However, all current library facilities have insufficient space for installing this equipment. Adequate space can be planned in a new Mitchell Park Library, the branch with the highest circulation in the system. This time frame will also coordinate with the completion of the Library Technology Plan, to be completed in 2007-08, which will provide further direction on the potential of RFID. An added benefit of this timeframe is that several libraries in the area are now installing RFID and different models of automated materials handling systems. The experiences of other libraries will better inform an implementation in Palo Alto.

*RECOMMENDATION #8: The Library should continue to reduce the number of magazine back issue, hard copies and replace them with electronic versions.*

Staff agrees with the recommendation to provide magazines in electronic format, but needs to clarify the current situation. The Library, through its subscriptions to licensed databases, already provides access to thousands of full-text magazines in electronic format. These are available through the Library's website. With the exception of the Main Library's magazine collection, back issues of print editions are not kept longer than two years. Main Library's collection currently contains issues that predate the time when magazines became available in an online format, which was the early 1980's and, more typically, in the 1990's for the majority of titles. Therefore, access to early issues of most magazines is not available in electronic format. However, staff keeps usage statistics by title of the back issue collection at Main Library and knows that the use of this collection has decreased with the availability of electronic versions. Magazine retention periods are now periodically adjusted based on analysis of usage figures as well as availability of titles in electronic versions. Some print editions have been dropped when electronic versions become available.

Target Completion Date: This in an ongoing process, inherent in the management of a library collection that contains print, media, and electronic resources.

*RECOMMENDATION #9: The Library should set a target for minimizing cataloging modifications and explore ideas suggested by Technical Services staff during the audit such as: (1) using Library of Congress subject headings for media rather than local headings currently used and (2) investigating the use of macros to automate changes to records when they are imported.*

Staff agrees it is beneficial to eliminate cataloging modifications that add only minimal value to facilitating searches of the library catalog. The two suggestions listed are examples of modifications that Technical Services staff has decided should be implemented, and the staff remains open to developing other changes. With the understanding, as pointed out in the Auditor's report, that modifying cataloging records is standard and Palo Alto's rate of modification is not higher than those of area libraries consulted, staff will establish a target for the percentage of cataloging records that are modified.

Target Completion Date: These two changes in current cataloging practice will be implemented by December 2007. This timeframe was established with the knowledge that the Senior Librarian responsible for cataloging will retire at the end of July 2007, and staff anticipates it might take 3-4 months to recruit, hire, and train her replacement. The new Senior Librarian will be assigned responsibility for developing recommendations for cataloging modifications and establishing targets. Staff anticipates that targets will be in place by the start of FY 2008-09.

*RECOMMENDATION #10: The Library should develop timeliness performance measures and periodically sample how long it takes to place new materials on the shelves and the amount of time for each phase of the process to identify potential efficiencies.*

Staff agrees that these measures would assist in the ongoing analysis of Technical Service operations.

Target Completion Date: A method for sampling will be developed by January 2008 with the intent of conducting two sample measurements before the end of FY 2007-08. This will enable staff to test and adjust the process and, based on the results of these pilot tests, establish performance measures that can be used in FY 2008-09.

*RECOMMENDATION #11: Establish performance measures for "off-desk" Reference work to track the volume, outcomes, and community impact of this work.*

Staff agrees to review existing measures for any needed modifications and to develop new ones.

Target Completion Date: Develop measures by January 2008 for testing and modification through June 2008. Implement tracking of new measures in FY 2008-09.

*RECOMMENDATION# 12: The Library should use the data from analyses conducted based on Recommendations #6 and #11 to continually reassess workload changes and adjust the allocation of staffing between Reference and Circulation accordingly, if appropriate.*

Staff agrees that use of data to measure workload changes is an important tool for analyzing how to allocate public services staff, and has routinely used such data in making decisions on staffing. In recent years, staff has used this type of data to reallocate regular and hourly staffing among library branches as well as to reallocate some staffing from the Reference to the Circulation operations.

Target Completion Date: This is ongoing.

*RECOMMENDATION # 13: One goal of schedule changes should be to reduce or eliminate overtime pay on Sundays for full-time employees.*

Staff will explore the feasibility of this recommendation and would be required to meet and confer with SEIU to make changes in the current practice. It has been the practice to pay overtime for Sunday work by full-time regular staff since 1979. The amount spent by the Library for overtime in a recent twelve-month period was $45,500. This represented 1155 hours, or approximately 0.55 FTE, with 80% of the total hours worked on Sundays. Elimination of overtime pay on Sundays would result in a loss of approximately 0.4 FTE, and will require the establishment of alternative work schedules.

Target Completion Date: End of FY 2007-08 to complete feasibility study and establish need to meet and confer with SEIU.

*RECOMMENDATION #14: Before requesting additional staff, the Library should use different approaches to scheduling, including staggering shifts and reducing hours worked while the Library is closed to (1) better correlate staffing patterns to times when the Library is busy (evenings and weekends) and (2) potentially open more hours.*

Staff will explore the feasibility of this recommendation and would be required to meet and confer with SEIU if alternative work schedules are needed to achieve these goals. Staff acknowledges the value of increasing library hours to the public, and this is one of the recommendations of the Library Advisory Commission's *LSMAR* report. The LSMAR report recommends adding staffing to support increased hours. The improved ratio of staff to annual hours in recent years has allowed the Library to offer some services it couldn't in the past, so it will be critical to evaluate the Auditor's recommendation thoroughly to determine the impact on the current service level now provided by the Library and the department's ability to move in new directions. It is anticipated that adding hours to the current schedule will increase circulation, resulting in the need to increase paging staff to handle the extra shelving. Additionally, some of the recommendations in this audit will have an impact on staffing and operations which also must be analyzed in light of the suggestion that increased hours can be accommodated. This recommendation will need to be evaluated in combination with Recommendation #13.

Target Completion Date: End of FY 2007-08 to complete feasibility study and establish need to meet and confer with SEIU.

*RECOMMENDATION #15: The Library should formalize a list and process for substitute employees who can fill in at various branch facilities.*

Staff concurs. Hourly employees provide coverage both for regularly scheduled shifts and for substitute work. The Library maintains lists of hourly staff and contact information that is used to find substitutes to cover unexpected absences. These lists will be reviewed and refined to ensure all needed information is provided. Staff now follows an established process to identify and contact potential substitutes. This process will be reviewed for completeness.

Target Completion Date: September 2007

*RECOMMENDATION# 16: As attrition occurs, the Library should minimize the number of very-low-hour positions (less than 0.20 FTE) and convert them, where possible, to at least 0.20 FTE positions.*

Library staff will work with the Administrative Services and Human Resources departments to implement this recommendation.

Target Completion Date: This will be ongoing as attrition occurs, but the goal would be to determine, by the end of FY 2007-08, the number of positions to convert.

*RECOMMENDATION #17: The Library should propose a simplified job title structure and Human Resources should assist the Library with its implementation.*

Library and Human Resources staff agrees to review library job titles towards the goals of simplifying the structure and having broader band pay ranges for some positions, while maintaining an adequate career path. As the Auditor points out, changes in job titles or job description will require the City to meet and confer with SEIU.

Target Completion Date: TBD

*RECOMMENDATION #18: The Human Resources Department should complete as soon as possible the 2003 "Audit of Overtime Expenditures" recommendation #15 regarding an FLSA review of all City job titles and #18 regarding overtime pay to Management employees.*

The Human Resources Department is currently conducting the first phase of the review by way of a Management Classification/Compensation Study. This study will be completed by December 2007 and will provide current job descriptions and a basis for determining the appropriate compensation method. Following the completion of the study, the HR Department in collaboration with the City Attorney will commission an FLSA audit using the data from the study to address and resolve this issue.

Target Completion Date: Staff agrees to meet and confer with SEIU on this issue by the end of FY 2007-08 and address it through the next round of contract negotiations in 2009.

*RECOMMENDATION #19: The Library should set and achieve a target for increasing volunteer hours before expanding the current 0.5 FTE volunteer coordinator position to 1.0 FTE.*

Staff concurs and will set a target for increased volunteer hours that can reasonably be achieved with the support of a 0.5 FTE volunteer coordinator and within the time limitations of the staff in the branches who oversee the work of the volunteers.

Target Completion Date: Management of the volunteer operation will be one of the responsibilities of the Assistant Library Director. The target date for implementing this recommendation is four months after this position is filled.

*RECOMMENDATION #20: Library branch managers should formalize and oversee the current process in which staff at each branch provides suggestions to the Volunteer Coordinator for tasks that could be performed by volunteers.*

Staff concurs. The Library's current Volunteer Coordinator has developed a structure to facilitate staff requests for volunteer support. The volunteer manual and a variety of forms, including a Volunteer Request form, are posted on the Library shared network drive. Library managers will review available documentation and make it a goal to ensure their staffs are up-to date on this procedure and are proactive in identifying volunteer opportunities.

Target Completion Date: September 2007 and ongoing as the Recommendation #19 is achieved.

*RECOMMENDATION #21: The Library should recruit additional volunteers to assist staff with pulling materials on hold.*

Staff will explore the feasibility of adding volunteers and may be required to meet and confer with SEIU.

Target Completion Date: June 2008

*RECOMMENDATION #22: The Library should document clear goals for Operation Homebound and consider expanding the program.*

Staff concurs.

Target Completion Date: November 2007

*RECOMMENDATION #23: The City should immediately ensure all volunteers are fingerprinted and a background check is performed in accordance with the City's enacted Policy 2-28/HRD, or the City should immediately revise Policy 2-28/HRD to provide exceptions as needed.*

The Human Resources Department and City Attorney's Office concur with this recommendation.

Target Completion Date: September 2007 for Library volunteers; to be determined for other departments. Currently all Police Department volunteers are fingerprinted.

*RECOMMENDATION #24: The Human Resources Department should:*

*(1) Review the Volunteer Policy and determine what, if any, exceptions will be allowed to the Fingerprinting Policy,*
*(2) Revise the Fingerprinting Policy to allow exceptions, if any,*
*(3) Centralize volunteer screening and fingerprinting,*
*(4) Adopt a Citywide volunteer application that asks about criminal history and advises applicants that they may be required to undergo a criminal background check.*

The Human Resources Department and City Attorney's Office concur with this recommendation.

Target Completion Date: September 2007

RECOMMENDATION #25: To aid in monitoring inventory and detecting unusual losses in the collection, the Library should run more frequent reports on items designated as "missing" and should circulate those reports to librarians for the purpose of identifying trends in losses. The Library should also consider expediting adoption of RFID security features.

Staff recognizes the importance of monitoring the collection and determining the status of “missing” items in order to detect losses, as well as to maintain accuracy in library catalog records and promptly replace titles that are important for the collection. Staff has run reports on “missing” items 3-4 times annually since the online catalog was installed in 1985. After determining that the items are no longer in the collection, the reports are circulated to librarians responsible for the development of the collection. Staff can increase the frequency of running these reports to 6 times per year. However, these reports only include those items with a status already set as “missing”; they do not identify items that have not been reported as missing. Staff does conduct inventories in portions of collections where an unusual amount of loss is detected or suspected. This has been useful for identifying unusual losses, and in certain cases, has been instrumental in prosecuting thieves. Ongoing, large scale inventories are extremely time-consuming as well as challenging to conduct when libraries are open and the inventory is in a constant state of flux. For this reason, very few public libraries do such inventories. Staff agrees the RFID provides the potential for improved security and inventory control of the collection.

Target Completion Date: Begin running the reports of “missing” items 6 times per year in November 2007. Adoption of RFID security features would occur within the timeframe discussed for the implementation of Recommendation #7.

*RECOMMENDATION #26: As facilities are renovated and expanded, the Library should reconsider whether to continue the laptop lending program.*

The loaner laptop program began in April 2005 with funding through a Cable Co-op grant to the Friends of the Library. This innovative program enables customers 10 years or older to borrow laptops for use in Main and Mitchell Park libraries for up to 2 hours per day. Given the success of this program, this service soon will be offered at College Terrace and Downtown libraries. This has been a space-efficient way to expand the number of computers available in the libraries; and equally important, it has addressed the way that many people prefer to do their computing and access the Internet. Portable devices allow people to use the wireless network anywhere in the buildings, and even on library patios. As library facilities are renovated and expanded, methods of providing computer access will be evaluated. There are no plans to lend laptops when Children’s Library reopens. By the time a new Mitchell Park in built, staff anticipates that the use of portable computing devices will be much higher than it is today, and the types of equipment the Library offers may be different from today’s options.

Target Completion Date: Ongoing as facilities are renovated.

RECOMMENDATION #27: Supervisors or managers at each library should periodically run a report that details transactions in which fees or fines were waived. The supervisor or manager should review the report to ensure the transactions were appropriate and should initial the report to indicate that it was reviewed.

Staff agrees with this recommendation. Staff will develop a format for the report and make needed system configurations to enable tracking of waived fines by individual staff and produce reports on a monthly basis.

Target Completion Date: August 2007

RECOMMENDATION #28: The Library should reconcile the cash registers to the Library computer system daily to ensure that the amount in the cash register corresponds to the amount recorded in the Library's system. The Library should post signs instructing customers to request a receipt for fees or fines paid.

Staff agrees with this recommendation and will add this step to the daily cash deposit procedure. The Circulation Manager will develop and document the procedure and train all staff responsible for the daily deposit.

Target Completion Date: September 2007

*RECOMMENDATION #29: The Library should periodically review the lists of employees with access to the safes and reassess whether such access is necessary.*

Access to safes is already limited to regular employees who have responsibility for filling and emptying cash registers at the start and end of each day or for handling the daily deposits. Due to the number of libraries and the seven-day operation at most of the branches, all the regular circulation staff and managers require access to the safes at the facilities where they work. Staff agrees to keep current a list of staff requiring access to the safes in each branch.

Target Completion Date: Complete initial review by August 2007 and conduct a quarterly review on an ongoing basis.

RECOMMENDATION #30: Cash handling procedures should be updated to reflect changes in receipt procedures, safe access, waiving of fees and fines, and to identify groups exempt from overdue fines and fees.

Staff concurs.

Target Completion Date: September 2007

*RECOMMENDATION #31: The Library should resume sending collection letters and should determine whether uncollected accounts could be sent to a collection agency.*

Staff agrees and will follow through on this recommendation. The collection letter process was developed many years ago in consultation with the Attorney's Office and Revenue Collections and proved beneficial in recovering many long-overdue items. Following the upgrade to the Horizon library software system in January 2005, the custom program that enabled the generation of these letters no longer functioned. Staff will work with the company that develops customer software programs for the Horizon system to investigate the potential to generate collection letters. Staff will also investigate the feasibility of sending uncollected accounts to a collection agency.

Target Completion Date: December 2007

*RECOMMENDATION #32: The Library should allow payments online by credit card as soon as possible.*

Staff agrees with this recommendation and plans to provide this capability whenever it is made available in the library system software. Implementation was planned following the release of version 8.0 of the SirsiDynix Horizon software. Following a change in strategic direction of the company, SirsiDynix has announced that it will no longer develop the Horizon line, but will base future releases on a different product. The Library will need to assess whether to upgrade to a different SirsiDynix product or move to another vendor. It is anticipated that this decision will be made on the basis of a full request for proposal process. The timing will be established as the Technology Plan is developed later this year.

Target Completion Date: TBD

## Conclusion

The Library Department acknowledges the detailed work by the Auditor’s Office and thanks them for the ideas generated by audit. Staff agrees with the majority of the recommendations and will begin to work towards implementing or further evaluating all within the proposed time frames.

# APPENDIX A: Model for Calculating Workload Impact of Circulation Transactions

The following table calculates the workload impact of circulation transactions FY 2005-06.

| Item | # Transactions | Notes |
|---|---|---|
| **Checkout transactions** | | |
| Circulation | 1,280,547 | |
| Less renewals | 293,603 | Assumes renewals are online |
| Less self-checkouts | 654,770 | 83.75% self-checkout rate at Main and Mitchell Park[42] |
| **Checkout transactions -- workload impact** | **332,174** | |
| **Check-in transactions** | | |
| Circulation | 1,280,547 | |
| Less renewals | 293,603 | Assumes renewals are online |
| Add number of inter-branch items returned at wrong branch | 210,000 | From analysis of in-transit items. When item is returned, it's counted in circulation number. This 210,000 is when it's received by home branch |
| **Check-in transactions -- workload impact** | **1,196,944** | |
| **Hold transactions** | | |
| Holds from circulation that need to be transferred | 33,550 | Example is a Downtown item returned at MP with a hold request at Main (Check-in impact already captured in Circulation; this is check-in at Main if using example) |
| Holds filled at check-in location | 60,715 | An item that has been out that has a hold on it (Counted under check-in Circulation) |
| Holds processed in branch | 31,050 | Holds on "in" items that are processed in home branch |
| Inter-branch transfer holds -- from home library | 56,450 | Holds on "in" items that need to be transferred (Need to double it to count sending and receiving library) |
| Total Holds | 181,765 | |
| Less holds filled at check-in location | 60,715 | |
| Plus receiving end of "Inter-branch transfer holds -- from home library" | 56,450 | |
| **Workload impact of Holds** | **177,500** | |
| **Annual Workload Impact Transactions** | **1,706,618** | |

[42] Based on 83.75% of Main and Mitchell Park's FY 2005-06 circulation of 1,013,761 less an estimated 79% of renewals at Main and Mitchell Park. The 79% estimated renewal rate is based on the fact that Main and Mitchell Park circulation represents about 79% of total circulation (1,013,761 divided by 1,280,547).

# APPENDIX B: Analysis of Baseline and Actual Staffing by Branch[43]

## Baseline Staffing Needed[44] to Cover Reference and Circulation Desks at Main Library (excludes pages)

(Gray shading shows the hours when Library is open)

| | M | T | W | Th | F | Sa | Su | Total |
|---|---|---|---|---|---|---|---|---|
| | | | | | | | | |
| 8 – 9 am | 0 | 0 | 0 | 0 | 0 | 0 | 0 | |
| 9 – 10 a.m. | 1.5 | 1.5 | 1.5 | 0 | 1.5 | 1.5 | 0 | |
| 10 – 11 a.m. | 3 | 3 | 3 | 0 | 3 | 3 | 0 | |
| 11 – 12 a.m. | 3 | 3 | 3 | 1.5 | 3 | 3 | 0 | |
| 12 – 1 p.m. | 3 | 3 | 3 | 3 | 3 | 3 | 2 | |
| 1 – 2 p.m. | 3 | 3 | 3 | 3 | 3 | 4 | 4 | |
| 2 – 3 p.m. | 3 | 3 | 3 | 3 | 3 | 4 | 4 | |
| 3 – 4 p.m. | 4 | 4 | 4 | 4 | 4 | 4 | 4 | |
| 4 – 5 p.m. | 4 | 4 | 4 | 4 | 4 | 4 | 4 | |
| 5 – 6 p.m. | 4 | 4 | 4 | 4 | 4 | 4 | 0 | |
| 6 – 7 p.m. | 3[45] | 3 | 3 | 3 | 0 | 0 | 0 | |
| 7 – 8 p.m. | 3 | 3 | 3 | 3 | 0 | 0 | 0 | |
| 8 – 9 p.m. | 3 | 3 | 3 | 3 | 0 | 0 | 0 | |
| | | | | | | | | |
| Total Baseline Needed (Reference and Circulation – not pages) | 37.5 | 37.5 | 37.5 | 31.5 | 28.5 | 30.5 | 18 | 221 |

## Actual Staffing at Main Library – August 1 – August 7, 2006 Reference and Circulation Staff (excludes pages)

| | M | T | W | Th | F | Sa | Su | Total |
|---|---|---|---|---|---|---|---|---|
| | | | | | | | | |
| 8 – 9 a.m. | 1 | 1 | 1 | 1 | 1 | 0 | 0 | |
| 9 – 10 a.m. | 6 | 10 | 7 | 9 | 7 | 2 | 0 | |
| 10 – 11 a.m. | 6 | 10 | 7 | 9 | 8 | 2 | 0 | |
| 11 – 12 a.m. | 7 | 10 | 8 | 9 | 7 | 2 | 0 | |
| 12 – 1 p.m. | 4 | 7 | 6 | 7 | 4 | 2 | 5 | |
| 1 – 2 p.m. | 8 | 7 | 6 | 6 | 6 | 2 | 6 | |
| 2 – 3 p.m. | 9 | 13 | 9 | 11 | 7 | 2 | 6 | |
| 3 – 4 p.m. | 10 | 13 | 10 | 11 | 7 | 3 | 6 | |
| 4 – 5 p.m. | 8 | 12 | 8 | 9 | 7 | 3 | 6 | |
| 5 – 6 p.m. | 9 | 12 | 10 | 10 | 6 | 2 | 0 | |
| 6 – 7 p.m. | 4 | 2 | 3 | 2 | 0 | 0 | 0 | |
| 7 – 8 p.m. | 3 | 2 | 3 | 2 | 0 | 0 | 0 | |
| 8 – 9 p.m. | 3 | 2 | 3 | 2 | 0 | 0 | 0 | |
| | | | | | | | | |
| Total Staff Hours Worked (Reference and Circulation – not pages) | 78 | 101 | 81 | 88 | 60 | 20 | 29 | 457 |
| Percent of Hours Available for Off Desk Work | 52% | 63% | 54% | 64% | 53% | 0% | 38% | 52% |
| Percent Staff Hours Worked When Library Closed | 9% | 11% | 10% | 32% | 13% | 10% | 17% | 15% |

[43] Tables do not include Children's Library staff temporarily working at Main, Mitchell Park, Downtown or College Terrace libraries.

[44] As determined by the Library

[45] Library's baseline data shows evening (6-9 p.m.) combined Reference and Circulation staffing as 4 (2 each on Reference and Circulation desks). The Library advises, however, in the summer this is typically 1 for Reference and 2 for Circulation.

**Baseline Staffing Needed[46] to Cover**
**Reference and Circulation Desks at Mitchell Park Library (excludes pages)**
(Gray shading shows the hours when the Library is open)

| | M | T | W | Th | F | Sa | Su | Total |
|---|---|---|---|---|---|---|---|---|
| | | | | | | | | |
| 8 – 9 a.m. | | | | | | | | |
| 9 – 10 a.m. | | 1.5 | 1.5 | | 1.5 | 1.5 | | |
| 10 – 11 a.m. | 1.5 | 3 | 3 | | 3 | 4 | | |
| 11 – 12 a.m. | 3 | 3 | 3 | 1.5 | 3 | 4 | | |
| 12 – 1 p.m. | 3 | 3 | 3 | 3 | 3 | 4 | 1.5 | |
| 1 – 2 p.m. | 3 | 3 | 3 | 3 | 3 | 4 | 4 | |
| 2 – 3 p.m. | 3 | 3 | 4 | 3 | 3 | 4 | 4 | |
| 3 – 4 p.m. | 4 | 4 | 4 | 4 | 4 | 4 | 4 | |
| 4 – 5 p.m. | 4 | 4 | 4 | 4 | 4 | 4 | 4 | |
| 5 – 6 p.m. | 3 | 3 | 3 | 3 | 3 | 4 | | |
| 6 – 7 p.m. | 3[47] | 3 | 3 | | | | | |
| 7 – 8 p.m. | 3 | 3 | 3 | | | | | |
| 8 – 9 p.m. | 3 | 3 | 3 | | | | | |
| | | | | | | | | |
| Total Baseline Needed (Reference and Circulation – not pages) | 33.5 | 36.5 | 37.5 | 21.5 | 27.5 | 33.5 | 17.5 | 207.50 |

**Actual Staffing at Mitchell Park Library – August 1 – August 7, 2006**

| | M | T | W | Th | F | Sa | Su | Total |
|---|---|---|---|---|---|---|---|---|
| | | | | | | | | |
| 8 – 9 a.m. | | | | | | | | |
| 9 – 10 a.m. | 6 | 4 | 7 | 7 | 9 | 4 | | |
| 10 – 11 a.m. | 6 | 4 | 7 | 8 | 9 | 5 | | |
| 11 – 12 a.m. | 6 | 4 | 7 | 8 | 9 | 5 | | |
| 12 – 1 p.m. | 5 | 6 | 6 | 4 | 5 | 5 | 3 | |
| 1 – 2 p.m. | 4 | 4 | 5 | 6 | 4 | 3 | 4 | |
| 2 – 3 p.m. | 9 | 6 | 9 | 9 | 7 | 5 | 4 | |
| 3 – 4 p.m. | 10 | 7 | 9 | 8 | 7 | 5 | 4 | |
| 4 – 5 p.m. | 10 | 5 | 7 | 8 | 7 | 5 | 4 | |
| 5 – 6 p.m. | 10 | 7 | 8 | 8 | 7 | 5 | | |
| 6 – 7 p.m. | 3 | 4 | 3 | | | | | |
| 7 – 8 p.m. | 3 | 3 | 3 | | | | | |
| 8 – 9 p.m. | 3 | 3 | 3 | | | | | |
| | | | | | | | | |
| Total Staff Hours Worked (Reference and Circulation – not pages) | 75 | 57 | 74 | 66 | 64 | 42 | 19 | 397 |
| Percent of Hours Available for Off Desk Work | 55% | 36% | 49% | 67% | 57% | 20% | 8% | 48% |
| Percent Staff Hours Worked When Library Closed | 16% | 7% | 9% | 35% | 14% | 10% | 16% | 16% |

[46] As determined by the Library
[47] Library's baseline data shows evening (6-9 p.m.) combined Reference and Circulation staffing as 4 (2 each on Reference and Circulation desks). The Library advises, however in the summer this is typically 1 for Reference and 2 for Circulation each.

## Baseline Staffing Needed[48] for College Terrace (excludes pages)

(Gray shading shows the hours when the Library is open)

| | M | T | W | Th | F | Sa | Su | Total |
|---|---|---|---|---|---|---|---|---|
| | | | | | | | | |
| 8 – 9 a.m. | | | | | | | | |
| 9 – 10 a.m. | | | | | | | | |
| 10 – 11 a.m. | 1 | 1 | 1 | | 1 | 1 | | |
| 11 – 12 a.m. | 1.5 | 1.5 | 1.5 | | 1.5 | 1.5 | | |
| 12 – 1 p.m. | 1.5 | 1.5 | 1.5 | | 1.5 | 1.5 | | |
| 1 – 2 p.m. | 1.5 | 1.5 | 1.5 | | 1.5 | 1.5 | | |
| 2 – 3 p.m. | 1.5 | 1.5 | 1.5 | | 1.5 | 1.5 | | |
| 3 – 4 p.m. | 1.5 | 1.5 | 1.5 | | 1.5 | 1.5 | | |
| 4 – 5 p.m. | 1.5 | 1.5 | 1.5 | | 1.5 | 1.5 | | |
| 5 – 6 p.m. | 1.5 | 1.5 | 1.5 | | 1.5 | 1.5 | | |
| 6 – 7 p.m. | | | | | | | | |
| 7 – 8 p.m. | | | | | | | | |
| 8 – 9 p.m. | | | | | | | | |
| | | | | | | | | |
| Total Baseline Needed | 11.5 | 11.5 | 11.5 | | 11.5 | 11.5 | | 57.50 |

## Actual Staffing at College Terrace Library – August 1 – August 7, 2006[49]

| | M | T | W | Th | F | Sa | Su | Total |
|---|---|---|---|---|---|---|---|---|
| | | | | | | | | |
| 8 – 9 a.m. | | | | | | | | |
| 9 – 10 a.m. | 2 | 1 | 1 | | 2 | 1 | | |
| 10 – 11 a.m. | 3 | 2 | 2 | | 2 | 2 | | |
| 11 – 12 a.m. | 3 | 2 | 2 | | 2 | 2 | | |
| 12 – 1 p.m. | 2 | 2 | 2 | | 1 | 1 | | |
| 1 – 2 p.m. | 2 | 2 | 2 | | 1 | 1 | | |
| 2 – 3 p.m. | 2 | 2 | 1 | | 2 | 2 | | |
| 3 – 4 p.m. | 2 | 2 | 1 | | 2 | 2 | | |
| 4 – 5 p.m. | 2 | 2 | 1 | | 2 | 2 | | |
| 5 – 6 p.m. | 2 | 2 | 1 | | 2 | 2 | | |
| 6 – 7 p.m. | | | | | | | | |
| 7 – 8 p.m. | | | | | | | | |
| 8 – 9 p.m. | | | | | | | | |
| | | | | | | | | |
| Total Staff Hours Worked (excluding pages) | 20 | 17 | 13 | | 16 | 15 | | 81 |
| Percent of Hours Available for Off Desk Work | 43% | 32% | 12% | | 28% | 23% | | 29% |
| Percent Staff Hours Worked When Library Closed | 25% | 18% | 23% | | 25% | 20% | | 22% |

[48] As determined by the Library
[49] During the week of August 1 – August 7, 2006, Pages worked an additional 15 hours so that actual staffing was more than what is shown here.

## Baseline Staffing[50] Needed for Downtown (excludes pages)

(Gray shading shows the hours when the Library is open)

| | M | T | W | Th | F | Sa | Su | Total |
|---|---|---|---|---|---|---|---|---|
| | | | | | | | | |
| 8 – 9 a.m. | | | | | | | | |
| 9 – 10 a.m. | | | | | | | | |
| 10 – 11 a.m. | | 1 | 1 | | 1 | 1 | | |
| 11 – 12 a.m. | | 1.5 | 1.5 | 1 | 1.5 | 1.5 | | |
| 12 – 1 p.m. | | 1.5 | 1.5 | 1.5 | 1.5 | 1.5 | | |
| 1 – 2 p.m. | | 1.5 | 1.5 | 1.5 | 1.5 | 1.5 | | |
| 2 – 3 p.m. | | 1.5 | 1.5 | 1.5 | 1.5 | 1.5 | | |
| 3 – 4 p.m. | | 1.5 | 1.5 | 1.5 | 1.5 | 1.5 | | |
| 4 – 5 p.m. | | 1.5 | 1.5 | 1.5 | 1.5 | 1.5 | | |
| 5 – 6 p.m. | | 1.5 | 1.5 | 1.5 | 1.5 | 1.5 | | |
| 6 – 7 p.m. | | | | 1.5 | | | | |
| 7 – 8 p.m. | | | | | | | | |
| 8 – 9 p.m. | | | | | | | | |
| | | | | | | | | |
| Total Baseline Needed | | 11.5 | 11.5 | 11.5 | 11.5 | 11.5 | | 57.50 |

## Actual Staffing at Downtown Library – August 1 – August 7, 2006[51]

| | M | T | W | Th | F | Sa | Su | Total |
|---|---|---|---|---|---|---|---|---|
| | | | | | | | | |
| 8 – 9 a.m. | | | | | | | | |
| 9 – 10 a.m. | | 1 | 2 | | 2 | 1 | | |
| 10 – 11 a.m. | | 2 | 3 | 1 | 3 | 2 | | |
| 11 – 12 a.m. | | 2 | 3 | 3 | 3 | 2 | | |
| 12 – 1 p.m. | | 2 | 3 | 3 | 3 | 2 | | |
| 1 – 2 p.m. | | 2 | 1 | 3 | 1 | 1 | | |
| 2 – 3 p.m. | | 2 | 2 | 2 | 2 | 1 | | |
| 3 – 4 p.m. | | 2 | 2 | 2 | 2 | 2 | | |
| 4 – 5 p.m. | | 2 | 2 | 2 | 2 | 2 | | |
| 5 – 6 p.m. | | 2 | 2 | 2 | 2 | 2 | | |
| 6 – 7 p.m. | | | | 2 | | | | |
| 7 – 8 p.m. | | | | | | | | |
| 8 – 9 p.m. | | | | | | | | |
| | | | | | | | | |
| Total Staff Hours Worked (excluding pages) | | 17 | 20 | 20 | 20 | 15 | | 88 |
| Percent of Hours Available for Off Desk Work | | 32% | 43% | 43% | 43% | 23% | | 35% |
| Percent Staff Hours Worked When Library Closed | | 18% | 25% | 20% | 25% | 20% | | 22% |

[50] As determined by Library

[51] During the week of August 1 – August 7, 2006 Pages worked an additional 16 hours so that actual staffing was more than what is shown here.

## APPENDIX C: System-wide Staffing August 1 – August 7, 2006 (includes Pages)

| | M | T | W | Th | F | Sa | Su | Total Staff Hours |
|---|---|---|---|---|---|---|---|---|
| | | | | | | | | |
| 8 – 9 am | 1 | 7 | 1 | 1 | 1 | | | 11 |
| 9 – 10 a.m. | 16 | 22 | 20 | 21 | 25 | 13 | | 117 |
| 10 – 11 a.m. | 19 | 28 | 25 | 25 | 27 | 17 | | 141 |
| 11 – 12 a.m. | 21 | 28 | 27 | 26 | 28 | 18 | | 148 |
| 12 – 1 p.m. | 16 | 23 | 27 | 19 | 20 | 20 | 7 | 132 |
| 1 – 2 p.m. | 17 | 26 | 23 | 19 | 20 | 15 | 11 | 131 |
| 2 – 3 p.m. | 22 | 34 | 30 | 27 | 28 | 19 | 12 | 172 |
| 3 – 4 p.m. | 24 | 32 | 29 | 27 | 28 | 19 | 12 | 171 |
| 4 – 5 p.m. | 22 | 31 | 24 | 26 | 29 | 19 | 12 | 163 |
| 5 – 6 p.m. | 25 | 33 | 27 | 27 | 27 | 17 | | 156 |
| 6 – 7 p.m. | 12 | 12 | 10 | 8 | | | | 42 |
| 7 – 8 p.m. | 11 | 11 | 10 | 5 | | | | 37 |
| 8 – 9 p.m. | 11 | 11 | 10 | 5 | | | | 37 |
| | | | | | | | | |
| **Total Staff Hours** | 217 | 298 | 263 | 236 | 233 | 157 | 54 | 1,458 |