



San Francisco Public Library

Public Services Division Staffing Analysis

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Public Services Division Staffing Analysis

Overview

- **Goal** - SFPL requested that the City Performance Unit conduct a **comprehensive staffing analysis** across its 28-location system
- **Objective** - to assess current staffing workloads across the system and reveal **data-informed opportunities** for optimal resource allocation
- **Focus** - quantitative and qualitative data collection of **7 public-serving classifications** that include Librarians, Library Technicians, Library Assistants, and Library Pages
- **Outcome** – tools to facilitate **informed decision-making** involving future staffing protocols and bolster internal communication between staff and management

Public Services Division Staffing Analysis Methodology

Qualitative	Quantitative
<ul style="list-style-type: none">• 15 staff interviews• 12 staff job shadows• 541 time-use survey responses• 4 staff focus groups• 7 peer library systems	<ul style="list-style-type: none">• Staff availability index (HR data)• Coverage & vacancy rates (A/B schedules)• Benchmarking analysis of staffing levels (PLAmetrics)

Public Services Division Staffing Analysis Findings

Key Findings

1. SFPL is well-staffed relative to its national peers, yet many staff feel stretched too thin.
2. Ongoing overall vacancy, as well as branch coverage and vacancy rates, reveal significant staffing inequities across system.
3. Staff perform a very large number of daily activities which limits their time available for public service.
4. Collaboration with staff to focus on their positions' core competencies and standardization of work will facilitate greater alignment with the SFPL's service model of excellence.
5. Rebalancing of staff based on key workload variables will result in a more equitably distributed system.

Public Services Division Staffing Analysis Outcomes

Outcomes

1. **Task Prioritization Tool** – this tool is designed to allow management and staff to work together to better align job classes with public service needs (e.g., PPARs, Strategic Plan).
2. **Relative Staffing Index Tool** – this tool is designed to consider key staff workload variables to promote greater staffing equity across the system.
3. **Standardization of Work/Communication** – management working with staff to find opportunities to standardize work and improve understanding of SFPL's staffing protocols.

Benchmarking Research

Public Library System	FY15 FTE	FTE per branch	FTE per square mile	FTE per 100k residents	FTE per 100k visits	FTE per 100k circulation	FTE per 100k registered borrowers	FTE per 1k service hrs
Brooklyn Public Library	980	16.6	13.8	37.1	11.3	6.4	71.9	6.3
Charlotte Mecklenburg Library	680	35.8	1.3	65.7	20.9	11.1	99.8	13.2
Chicago Public Library	744	9.4	3.2	27.4	7.9	7.3	66.4	3.7
Columbus Metropolitan Library	603	27.4	1.8	70.9	12.0	3.5	105.6	8.0
Dallas Public Library	313	11.2	0.8	24.1	9.8	4.8	48.4	4.8
Denver Public Library	686	27.4	4.4	100.5	16.4	7.6	138.8	10.5
King County (WA) Library System	825	17.2	0.4	39.0	8.3	4.0	109.3	5.5
Los Angeles Public Library	896	12.4	1.9	22.6	6.4	5.7	72.4	4.7
Multnomah County (OR) Library	518	28.8	1.1	71.9	11.1	2.6	116.7	9.9
Orange County (CA) Library System	443	13.0	0.8	14.0	7.2	7.3	n/a	5.0
Philadelphia Free Library	557	10.3	3.9	35.5	8.6	7.7	94.1	4.1
Queens Borough (NY) Public Library	1047	17.2	9.6	44.8	9.3	7.7	107.7	7.9
Sacramento Public Library	280	10.0	0.3	57.0	6.7	3.8	42.6	5.4
San Francisco Public Library	633	23.4	13.2	73.2	9.4	5.9	149.8	8.9
San Jose Public Library	317	13.8	1.8	30.9	5.0	3.4	58.5	7.1
Seattle Public Library	596	22.9	7.1	87.1	9.9	5.2	159.5	9.0

Note: green shading represents a ranking in the top 33% of the peer group for that metric.

Source: 2015 PLA Metrics

FINDING: Using an assortment of standard nationally-recognized metrics, SFPL is very well-staffed relative to its national peers.

Public Services Division

Selected Quotes From Staff

- “I’d like to see more expectation on our root skills – **public service**; I wish I can make a change that way. We exist because the public exists. We need to have more time to attend to this.”
- “We **wear 1,000 hats 8 hours a day** [...] we are the custodian, the security guard, the library technician.”
- “The nature of the job is that it isn’t typical. We don’t know what’s coming from the public; [...] your job can be taken over to **respond to an incident**.”
- “We are constantly adapting to new systems. [...] **It’s the people, not buildings, that deliver great services**.”

Public Services Division

Vacancy Rates by Job Class

Job Title	Job Class	Budgeted FTEs (FY16)	Filled FTEs (Aug 2016)	Variance (-FTEs)	
Library Page	3602	142.5	119.5	-23.0	-16.1%
Library Assistant	3610	73.1	63.5	-9.6	-13.1%
Library Technical Assistant I	3616	76.7	66.5	-10.2	-13.3%
Library Technical Assistant II	3618	33.0	32.0	-1.0	-3.0%
Librarian I	3630	138.3	129.5	-8.8	-6.4%
Librarian II	3632	58.0	54.0	-4.0	-6.9%
Librarian III	3634	17.0	15.0	-2.0	-11.8%
Total (current)		538.6	480	-58.6	-10.9%
Total (FY17)		562.6	480	-82.6	-14.7%

FINDING: As of August 2016, filled PSD job classes are approximately 11 percent under FY16 budgeted FTE counts. With 24 new public-facing FTEs to be added in FY17 included, the vacancy rate rises to nearly 15%.

Public Services Division - Branch Coverage & Vacancy Rates

BRANCH	COVERAGE RATE	BRANCH	VACANCY RATE
Park	73.7%	Eureka Valley	26.1%
Bernal Heights	72.4%	Richmond	23.2%
Presidio	72.1%	Bernal Heights	22.0%
Eureka Valley	71.9%	Park	21.3%
Ingleside	67.2%	Golden Gate Valley	20.5%
Western Addition	64.6%	Bayview	20.2%
Mission Bay	63.6%	Mission	19.1%
North Beach	62.6%	West Portal	16.6%
Marina	60.1%	Western Addition	15.8%
Noe Valley	54.1%	Chinatown	14.7%
Richmond	51.6%	Ocean View	14.7%
Ortega	48.6%	Mission Bay	14.6%
Parkside	46.9%	Parkside	13.3%
Ocean View	45.8%	Merced	12.4%
Anza	44.9%	Sunset	12.1%
West Portal	44.3%	Ortega	11.3%
Portola	39.9%	North Beach	10.3%
Merced	39.5%	Visitacion Valley	10.0%
Sunset	36.8%	Marina	8.2%
Glen Park	36.4%	Noe Valley	8.0%
Bayview	35.8%	Potrero	7.9%
Excelsior	35.5%	Excelsior	7.6%
Chinatown	33.2%	Ingleside	6.5%
Golden Gate Valley	32.1%	Anza	6.3%
Visitacion Valley	30.2%	Glen Park	4.6%
Mission	29.0%	Presidio	3.3%
Potrero	9.7%	Portola	2.8%

Data source: 5-week sample of A/B schedule data: January 2015 - April 2016

Public Services Division

Inequity in Staffing

- Branch coverage rates range from <10% (Potrero) to nearly 75%, revealing **large relative inequities** in which branches get regular coverage.
- Branch vacancy rates range from nearly 3% (Portola) to over 25%, revealing **relative inequities** among branches in approaching full staffing levels.

FINDING: Vacancy rates and coverage rates suggest a current system of “winners & losers” where some branches are consistently better staffed than others over time.

Public Services Division

Qualitative Feedback

Interviews & Job Shadows

- Participation was voluntary - 15 staff interviews; 12 staff job shadows
- Data collection window was from January to March 2016
- Met with all 7 classes at Main and different branches

Time Use Surveys

- Participation was voluntary – 541 responses
- Data collection window was a two-week period in February/March 2016
- Allowed for as many as 3 submissions from unique respondents
- Staff input also captured in “Other Activities”

Focus Groups

- Participation was voluntary – 29 participants
- Discussions occurred in March/April 2016
- Allowed for greater context on tasks not captured in time use survey

Public Services Division – Self-Reported Tasks

Time Use Survey Results

Task Area	3602	3610	3616	3618	3630	3632	3634
Public Service	31%	17%	32%	23%	36%	27%	11%
Handling books/materials	40%	38%	6%	-	-	-	-
Reference & Collections	-	-	-	-	18%	19%	10%
Programs	-	-	-	-	9%	9%	9%
Administrative	8%	7%	32%	39%	21%	21%	40%
Supervision and Training	-	-	6%	23%	-	11%	19%
Breaks and Lunch	9%	14%	14%	11%	12%	13%	10%
Other Activities	12%	24%	13%	4%	7%	5%	4%

FINDING: Public-facing staff report spending no more than 36% of their time on public service tasks (45% if programs are included).

Public Services Division – All Tasks

Alignment with PPAR Evaluations

Job Class	Total Tasks	PPAR Alignment Rate
3602	42	38%
3610	47	29%
3616	71	26%
3618	68	37%
3630	59	37%
3632	72	36%
3634	51	38%

FINDING: Greater alignment is needed between staff’s daily tasks, their job descriptions, their PPAR evaluations, and SFPL strategic planning goals of service excellence.

Task Prioritization Tool – 3602 Snapshot

Task Area	Task	3602	Time Use Ratings - Main	Time Use Ratings - Branches	Service Excellence Core Value	Strategic Plan Goal
Handling books/materials	Pick up, sort, and return books/materials to proper locations	X	1	3	Access	3. Robust Collections, Services & Programs
Handling books/materials	Shelving (includes sorting)	X	1	1	Access	3. Robust Collections, Services & Programs
Public service	Locate and deliver books requested by patrons	X	2	4	Service	1. Patron-Focused Service Model
Public service	Assistance to patrons at a service desk - (circulation, GIC, MAGS for 3616/18)	X	2	1	Service	1. Patron-Focused Service Model
Handling books/materials	Transport books/materials between different departments within the library	X	3	4	Access	3. Robust Collections, Services & Programs
Administrative	Deliver inter-departmental communications	X	4	4	Professionalism	7. Operational Excellence
Administrative	Assist with opening/closing branch or department	X	4	3	Service	1. Patron-Focused Service Model
Handling books/materials	Pack books for mailing, redistributing, repairing, discard	X	4	4	Access	3. Robust Collections, Services & Programs
Public service	Assistance to patrons by phone or email	X	4	4	Service	1. Patron-Focused Service Model
Public service	Assistance to patrons in person (not at service desk)	X	4	4	Service	1. Patron-Focused Service Model
Public service	Assist patrons with tech-based questions	X	4	4	Service	1. Patron-Focused Service Model

Note: This snapshot of the 3602 class represents an example of how the task prioritization tool could be used. The complete tool includes all 7 job classes and all reported tasks.

Public Services Staff – Relative Staffing Index

Objective: Develop a dynamic, data-driven tool that measures staffing levels relative to workload and relative to other branches and can assist management with allocating staff equitably across the system.

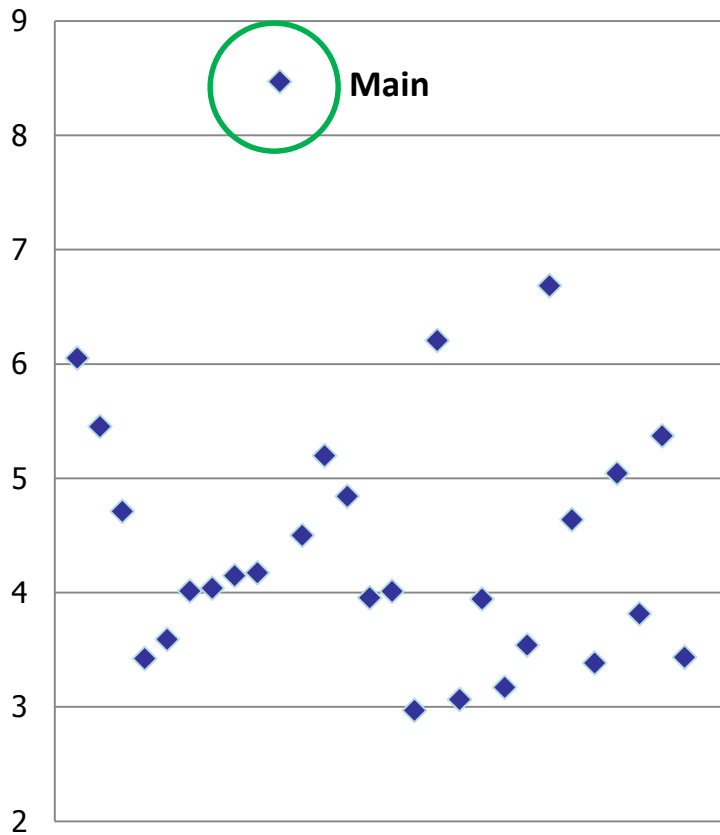
Finding: Public Services positions can be more equitably distributed throughout the system

Variables considered:

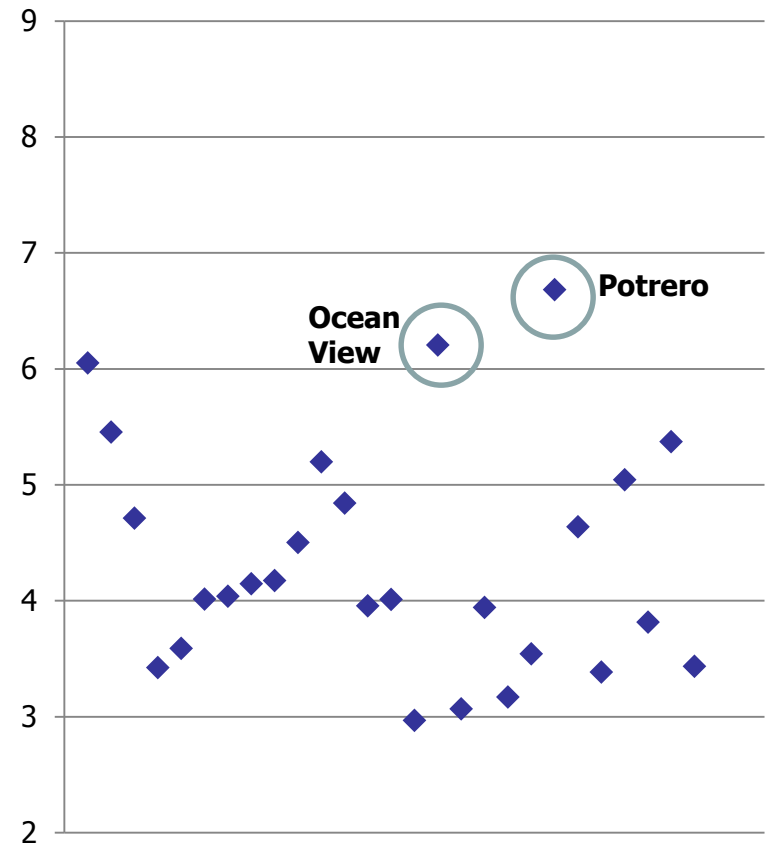
1. Visitors counted
2. Materials circulated
3. New registrations processed
4. Patron questions asked
5. Incidents reported
6. Programs offered
7. Square footage
8. Open hours

The Main is an Outlier

**FTE PER 100,000 VISITORS
with Main**



**FTE PER 100,000 VISITORS
without Main**



How Does the Tool Work? Minimizes Variance

(A) BRANCH	(B) Before Using the Model
MAIN	15.64
Ocean View	12.18
Anza	9.31
West Portal	9.19
Sunset	7.61
Chinatown	6.97
Merced	6.92
Noe Valley	6.25
Mission	5.43
Golden Gate Valley	5.37
Marina	5.11
Ortega	5.08
Potrero	4.72
Bernal Heights	4.56
Portola	4.53
Bayview	4.05
Richmond	3.89
Visitacion Valley	3.62
Glen Park	3.59
Presidio	3.13
Ingleside	2.75
Excelsior	2.16
Park	1.79
Western Addition	1.52
Eureka Valley	1.51
Mission Bay	1.38
Parkside	1.29
North Beach	0.45

Large
Variance
(~15 pts)

(A) BRANCH	(B) After using model
MAIN	2.12
Glen Park	1.29
Ingleside	1.16
North Beach	1.13
Anza	1.12
Bernal Heights	1.09
West Portal	1.09
Mission Bay	1.09
Park	1.09
Sunset	1.02
Eureka Valley	0.99
Merced	0.98
Marina	0.97
Parkside	0.97
Mission	0.96
Ocean View	0.95
Chinatown	0.92
Potrero	0.92
Bayview	0.91
Western Addition	0.89
Ortega	0.88
Presidio	0.84
Portola	0.81
Excelsior	0.79
Noe Valley	0.78
Visitacion Valley	0.77
Golden Gate Valley	0.77
Richmond	0.72

Small
Variance
(~1.5 pts)

Example of a Re-Balancing Scenario (Without Main)

(A) Branch	(B) FTE Proposed	(C) FTE Actual 7/12/16	(D) FTE FY17 Total Planned	(E) Proposed vs. Actual	(F) Proposed vs. Planned	(G) Relative Staffing Index Score
Golden Gate Valley	5	4	5.5	1	-0.5	1.32
Noe Valley	6.75	4.5	5	2.25	1.75	1.31
Chinatown	18	17	18.5	1	-0.5	1.27
Sunset	13	13	14.5	0	-1.5	1.27
Potrero	6.25	6	7	0.25	-0.75	1.21
Eureka Valley	8.25	5.5	7.5	2.75	0.75	1.21
Bayview	6	5.5	8	0.5	-2	1.16
Excelsior	13.25	9.5	13.5	3.75	-0.25	1.15
Ingleside	9.75	7	8.5	2.75	1.25	1.15
West Portal	11	12	13.5	-1	-2.5	1.12
North Beach	10.75	6.5	8.5	4.25	2.25	1.11
Mission Bay	8	5.5	7	2.5	1	1.09
Mission	13.75	13	14.5	0.75	-0.75	1.04
Presidio	7.15	5.5	6.75	1.65	0.4	1.00
Western Addition	10	6.5	8.5	3.5	1.5	0.97
Ortega	15.5	11.5	12	4	3.5	0.89
Portola	9.5	7.5	8.5	2	1	0.88
Visitation Valley	6.5	5	9.5	1.5	-3	0.88
Merced	8	8	9	0	-1	0.88
Ocean View	2.75	3.5	4.5	-0.75	-1.75	0.87
Anza	5.75	6.5	7	-0.75	-1.25	0.85
Park	7.5	5.5	6	2	1.5	0.83
Richmond	19	15	17.5	4	1.5	0.82
Glen Park	7.25	5.5	7.2	1.75	0.05	0.76
Bernal Heights	10	8.5	10.5	1.5	-0.5	0.74
Parkside	10.5	6.5	10.2	4	0.3	0.67
Marina	8.25	8	9	0.25	-0.75	0.55
TOTAL	257.4	212	257.65			

Small
Variance
= 0.77
pts

High-Level Recommendations

Task Prioritization

1. Use task prioritization tool to determine core competencies and promote greater alignment with SFPL's model of service excellence.
2. Facilitate standardization of work both within and across job classes.

Staffing

1. Use relative staffing index tool to execute data-driven decisions in allocation and deployment of staff resources to promote greater equity across the system.
2. Continue strategic hiring based on unique community needs of each branch.

Effectiveness

1. Identify opportunities for additional improvement in SFPL hiring process, focused on methods to lower overall vacancy rate.
2. Empanel ad hoc cross-divisional committee to engage with staff on best practices and other tools to promote public-facing staff effectiveness.

Next Steps

Task	Date
SFPL All-Staff Meeting	September 30