

# **A Comprehensive Analysis of the Broward County Libraries Division's Public Library Services**

## **Final Report**

*Presented to:*

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## Table of Contents

Executive Summary .....	1
Summary of Findings and Recommendations.....	1
Introduction .....	3
History .....	3
Background .....	3
Governance .....	5
BCL's Recent Budget Challenges.....	6
Project Scope and Methodology .....	7
Section 1: Cost Savings Opportunities through Staff-Level Changes .....	9
Staffing Comparisons With Public Library Standards .....	9
Staffing Levels and Self-Check Rates .....	10
Comparison of Branch Operations with Peer Organization.....	10
Staff Authority and Flexibility .....	12
Internal Comparisons .....	12
Recommendations.....	14
Section 2: Cost Savings Opportunities through Partnerships .....	15
BCL's Partnership with Nova .....	16
Other Public Library University Partnership Models.....	17
Recommendations.....	18
Section 3: Cost Savings Opportunities through Reduction of Public Services .....	20
Performance Model.....	21
Data Limitations.....	22
Composite Rankings Based on FY 2009 Data.....	23
Composite Rankings Based on FY 2010 Data.....	24
Descriptions of Performance Measures .....	25
Alternatives to Closing Branches.....	29
Recommendations.....	29
Appendix A: Organization Structure of the Broward County Libraries' Clusters and Lead Libraries.....	A-1
Appendix B: BCL Performance Measures and the County's Performance Measurement System.....	B-1
BCL Performance Measures .....	B-1
Appendix C: Supporting Schedule for Performance Model Using FY 2009 Data.....	C-1
Appendix D: Supporting Schedule for Performance Model Using FY 2010 Data.....	D-1
Appendix E: State Professional Library Staffing Standard Descriptors.....	E-1
Appendix F: Interviews With Stakeholders .....	F-1
Themes from Interviews and Focus Groups with BCL Staff .....	F-1
Individuals and Groups Interviewed.....	F-2

## Executive Summary

The Broward County Libraries Division (Libraries Division or BCL) is a library network of 37 branch libraries and approximately 700 staff that provide library services to more than 1.7 million County residents. BCL provides traditional collection materials such as books and periodicals; offers services via the Internet including collection catalogs and electronic books; and organizes child- and adult-focused activities, such as children's stories and computer classes.

BCL's funding has been adequate for much of its existence, and with the passing of a construction bond in 1999, BCL was able to significantly expand its local library branch network throughout the County to meet the growing population's demand. However, since 2007, BCL's budget has decreased substantially. In response to these budget reductions, BCL reduced staffing levels, decreased the number of, or eliminated some adult and children's programs, reduced service hours in library branches, and decreased funding for new collection materials. In the future, BCL faces budget challenges as it must staff and equip four new branches, which it committed to before the series of recent budget reductions. Current indications are that BCL's budget may remain the same, or be reduced further still due to reductions in local and state funding sources.

It was in this context that the Broward County Commission engaged MGT of America, Inc. (MGT), to conduct a comprehensive analysis of BCL's public library services to determine how best to increase efficiencies and prioritize services. MGT's analysis included reviewing BCL's performance and financial data, interviewing external stakeholders, interviewing a broad sample of BCL staff from directors to branch staff, and observing activities at a number of library branches throughout the County. To gain a broader perspective, MGT also interviewed the directors of eight other major library systems within the United States to see how they have increased efficiencies and prioritized services in difficult budgetary environments.

## SUMMARY OF FINDINGS AND RECOMMENDATIONS

This report contains the results of our analysis by presenting a series of findings and recommendations that, if implemented, will enhance BCL's ability to improve efficiencies and better prioritize its services. We have grouped the findings and recommendations into three sections, summarized as follows:

- ◆ **Section 1: Cost Savings Opportunities through Staff-Level Changes.** Personnel costs comprise the majority of expenses in BCL's budget. Our review identified some variances in the allocation of staffing among branches, which suggests opportunities to revise or reduce staffing levels in light of existing budget conditions. Key recommendations include the following:
  - **Promote the Use of Self-Check Machines and Reduce Staff Levels.** Other peer library systems have increased the use of self-check and self-help systems to reduce staffing levels. BCL should make greater efforts to utilize its customer self-check and self-help equipment to reduce public reliance on staff resources.
  - **Better Align Staff Allocation to Customer Demand.** In most cases, BCL appears to allocate staff to branches based on branch size. Instead, BCL should allocate staff to branches based on customer demand. This change in approach would allow for reduction of staff in branches where there is lower demand for public services.

- **Improve Branch Organizational Design.** BCL should reduce the number of supervisory positions in branches with less staff and smaller workloads, and either reallocate these positions to other customer-focused duties based on demand, or eliminate the positions entirely.
- ◆ **Section 2: Cost Savings Opportunities through Partnerships.** BCL can achieve significant savings in the short-to-medium term by negotiating more favorable contractual terms for its partnership with the Nova Southeastern University's Alvin Sherman Library (NSU-ASL). The agreement between BCL and Nova encompasses 40 years and obligates the County to fund the operations of NSU-ASL between 40 percent and 50 percent, as well as a substantial portion of its materials budget. However, from a cost-sharing perspective, the arrangement between the County and Nova appears to be significantly more favorable to Nova, given the amount of usage of NSU-ASL by the general public. In comparison to other BCL branches, NSU-ASL has relatively low circulation of materials by BCL patrons, given the size and cost of the branch. Key recommendations include the following:
  - **Review Cost-Sharing Elements of the NSU-ASL Agreement and Identify Opportunities For More Equitable Allocations of Expenses.** BCL and the County should meet with Nova representatives to review the agreement's provisions concerning BCL's share of costs for NSU-ASL and assess whether the amounts stipulated are commensurate with the services provided to the public.
  - **Request Nova to Provide More Detail In Its Operational Budget Request to the County and Assess the Appropriateness of the Funding Request.** BCL and the County should work with Nova to provide more transparency on the nature and types of costs that both parties are requested to fund. If BCL believes that resources are inappropriately characterized, it should present these items to Nova and seek revisions to the budget request.
  - **Work with the County and Nova to Amend the NSU-ASL Agreement to Include a Standing Clause to Account for County Budget Reductions.** The County and Nova have a precedent of negotiating reductions of funding levels to account for the County's budget reductions to BCL. It would be in the best interests of the County to formalize this precedent through a contractual amendment and better define the limits of the County's funding to NSU-ASL.
- ◆ **Section 3: Cost Savings Opportunities through Reduction of Public Services.** Maintaining a large and geographically dispersed network of branches has resulted in substantial costs throughout the library system. Similar to other county departments, BCL will need to consider reductions in public services as a means to seek cost savings. Key recommendations include the following:
  - **Consider Closing Specific Branches.** BCL could recognize substantial savings if it were to close some branches in its network. Using a comprehensive performance model, we ranked the branches to identify potential candidates for closure. It is important to note that the rankings referenced in Exhibits 3-4 and 3-5 include those library branches that have been recently replaced by new buildings, are under construction replacing leased buildings (Dania Beach and Lauderhill Mall branches), or will soon be under construction (Pompano Beach Branch replacement). When all of these new facilities are completed and open to the public, the rankings will likely change due to changes in each branch's performance measure scores.

- **Reduce Service Hours For All Branches Down to 40 Hours Per Week.** Although smaller branches have a weekly schedule of 40 hours, nearly one-half of the branches are open for 48 hours or more during the week. Any branch that is open for more than 40 hours per week will require some level of overlapping staffing, resulting in double shifts for certain parts of the day. In order to accommodate the availability of library resources to the public, service hours can be staggered among branches that are closer to each other to ensure that a branch within the general vicinity is always open during the evenings and on Saturdays.
- **Reduce Services Provided by Branches During Public Service Hours.** Aside from closing branches or reducing service hours, BCL could also consider controlling its costs through the reduction of specific services. Branches could remain open more than 40 hours a week, but those excess hours would be staffed by a small core of employees who would only provide basic assistance for customers. For instance, the North Regional and South Regional branches provide limited service hours during the early mornings as a means to keep their longer service hours, while reducing the need for full staffing during the nonpeak times.

## INTRODUCTION

### History

The Broward County Libraries Division (Libraries Division or BCL) was established by the County in 1973 to replace localized city library systems with a comprehensive county-wide library system. In 1974, the County began BCL operations when it opened four branches with approximately 270,000 collection items. In 1978, the first of a number of city libraries—the Hollywood branch—joined BCL, with many other cities following in the 1980s. BCL's main library opened in 1984, and the County added additional branches in subsequent years; by 1989 BCL consisted of 23 branches housing 1.5 million collection items. In the late 1990s, the County began planning for an expansion using a construction bond measure to fund a series of new branches throughout the County. The County's main reason for this expansion was to update the libraries to take advantage of new technology and to meet the needs of an increased County population.

In 1999, Broward County voters approved a \$139.9 million construction bond—a significant point in BCL's evolution. The resulting bond-funded construction greatly increased the size of the BCL branch network, establishing new branches in previously un-served or underserved areas, and expanding capacity in existing branches. Using bond funds, BCL was able to build or renovate facilities, including 4 regional libraries, 5 community libraries, 12 neighborhood libraries, and to expand space in existing facilities.

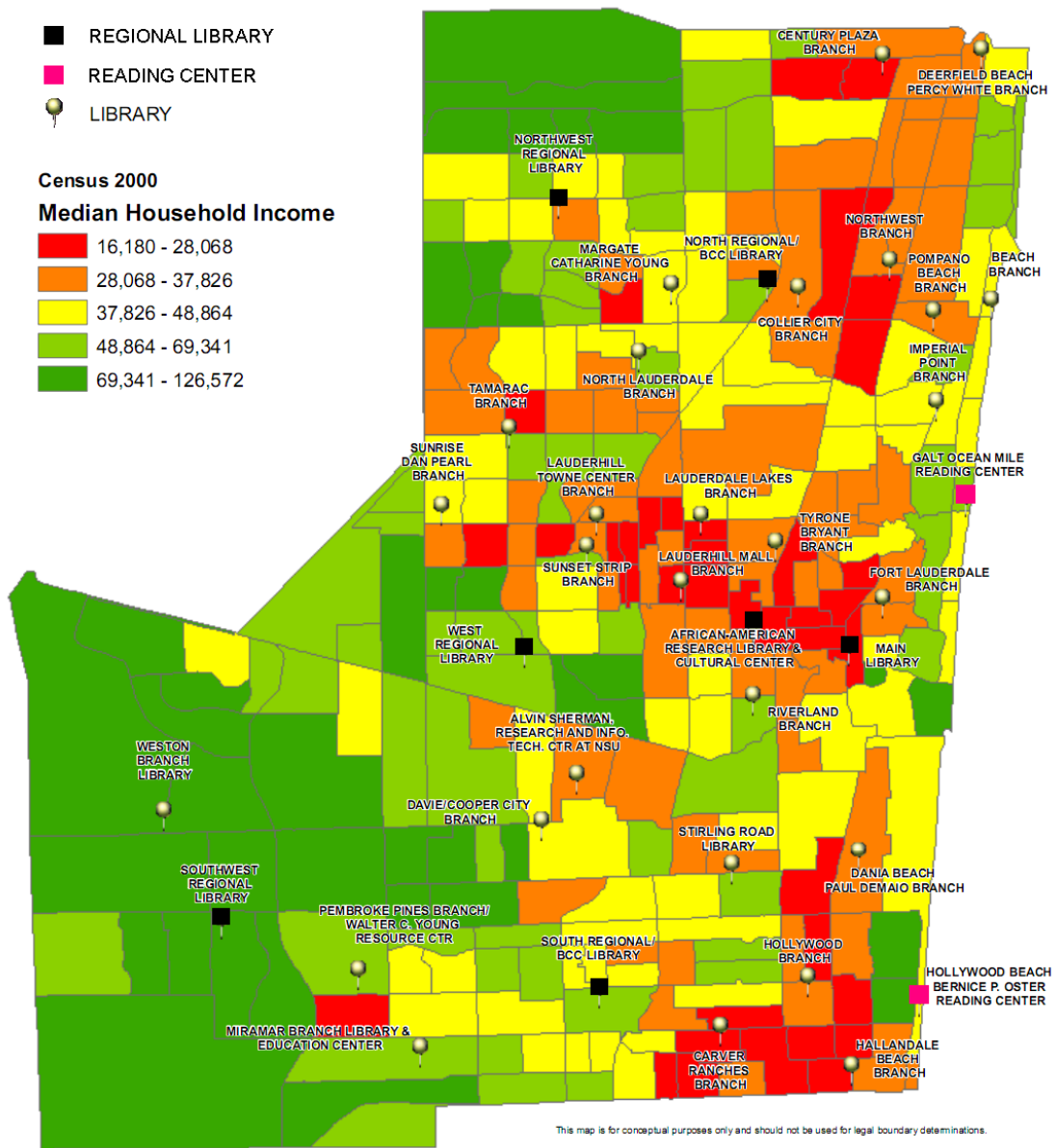
### Background

The mission of BCL is to provide convenient access to a full range of innovative and cost-effective services that satisfy the changing needs of the people of Broward County for information, education, and recreation. To meet its mission, BCL has a network of 37 branches, divided into 7 organizational and geographic "clusters." Each cluster contains a lead library and one or more smaller branch libraries. The lead library provides customers with access to a more comprehensive collection than those housed in branch libraries; branch libraries and associated reading centers provide customers with convenient local access to library resources. Appendix A details the seven clusters, including the lead and branch libraries and reading centers. Exhibit ES-1 details the geographic dispersion of BCL's branches in the County.

BCL's performance measures indicate that County residents are taking advantage of the libraries' resources. BCL has an annual circulation of more than 10 million collection items, hosts more than 10 million visitors annually, and has more than one million library card holders out of a total population of approximately 1.7 million residents in Broward County. Other indicators reflect a high number of program attendees and a large variety of programs offered compared to other library systems. BCL also allows customers to access any collection item from their local branch through a system of collection holds.

BCL utilizes unique features not typically found in other library systems, including a public library-private university partnership with the Nova Southeastern University - Alvin Sherman Library (NSU-ASL). The NSU-ASL is a partnership between Nova Southeastern University and Broward County. Both parties shared construction and initial equipment and collection costs, and continue to share ongoing operational costs. The facility is open to students and the public, and has one of the larger collections in the BCL network.

**Exhibit ES-1: The Broward County Libraries' 37 Branch Locations**



Additionally, BCL's African American Research Library and Cultural Center provides a focal point for the African American community, and includes a museum, a large auditorium, and range of culturally significant artifacts.

BCL has several plans to expand and improve its facilities and branch network in the future using remaining bond and capitol funds. These plans include replacing four existing facilities, as well as the Children's Reading Center and Museum.

BCL also plans to continue providing a relevant and changing collection, local branch programming, and electronic and technological resources to meet customer needs. Notwithstanding current staffing and service hour reductions, BCL is committed to providing quality services to the public, and its management has stated its commitment to continue to seek innovative and efficient ways to do so.

### Governance

Exhibit ES-2 depicts BCL's governance structure and reporting relationships. The BCL Director reports to the County via the Deputy County Administrator, who in turn reports to the County Administrator, who reports to the County Commission. Prior to August 2010, the Libraries Director reported to the Community Services Department. The Libraries Director oversees the BCL organization, which is divided organizationally into library operations—led by the Assistant Director of Operations—and Business Services—overseen by the Library Business Administrator. The Assistant Director of Operations delegates day-to-day responsibility of overseeing branch operations to an Associate Director who oversees the seven Regional Library managers, who in turn oversee the Branch Managers in each cluster.

**Exhibit ES-2: Broward County Libraries' Governance Structure**

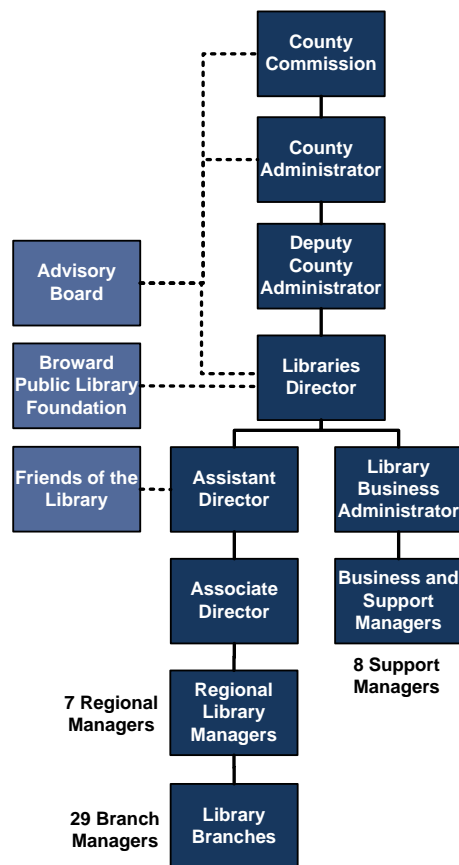


Exhibit ES-2 also shows three stakeholder organizations—marked in light blue—with reporting and communication lines with the BCL. The role and history of each of these groups is explained below:

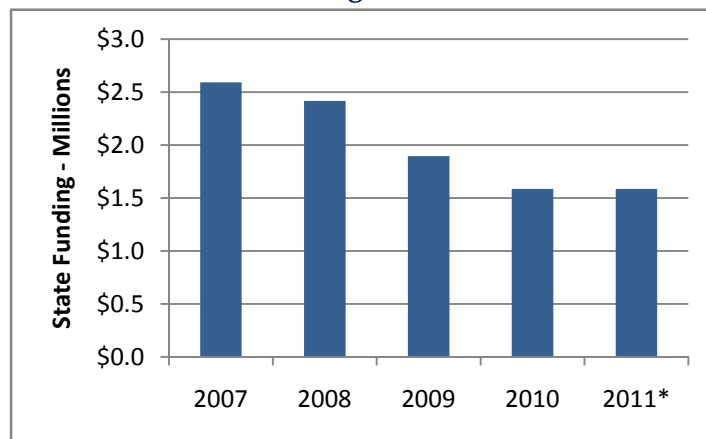
- ◆ **Advisory Board.** The board advises the County Commission, County Administrator, and Libraries Director on all matters pertaining to library systems including public service, offers ideas, and recommended policy and procedure. County Commissioners appoint two members each to the board, for a total of 18 members.
- ◆ **Broward Public Library Foundation, Inc.** The Foundation is a nonprofit organization that assists BCL by providing funding and support for a range of children and adult programs, and books and other collection materials.
- ◆ **The Friends of Broward County Libraries, Inc.** The Friends is an “umbrella” group of over 30 local friend chapters that support their local branch libraries. The Friends of Broward County Libraries advocate for policies and funding that best support the Libraries Division, while local friends groups assist with special events, conduct some local branch programming, undertake fundraising activities, and provide financial support to their local branch.

### BCL'S RECENT BUDGET CHALLENGES

BCL's budget has generally increased during its branch network expansion due to bond funding. However, since 2007, BCL's county and state funding has been greatly reduced. Exhibit ES-3 shows the change in BCL's state funding between 2007 and 2010. Additionally, Exhibit ES-4 shows how the County has also reduced its allocation to BCL during the same time. Because of the state and county funding reductions, BCL's budget has seen a significant reduction from 2007 funding levels. Compounding this loss, BCL has had to staff new branches funded by the construction bond while continuing to provide significant funding to the NSU-ASL.

To address funding issues, BCL has reduced staff positions, decreased the number of collection materials that it purchases, reduced service hours at some branches, and reduced child and adult programs throughout the BCL branch network.

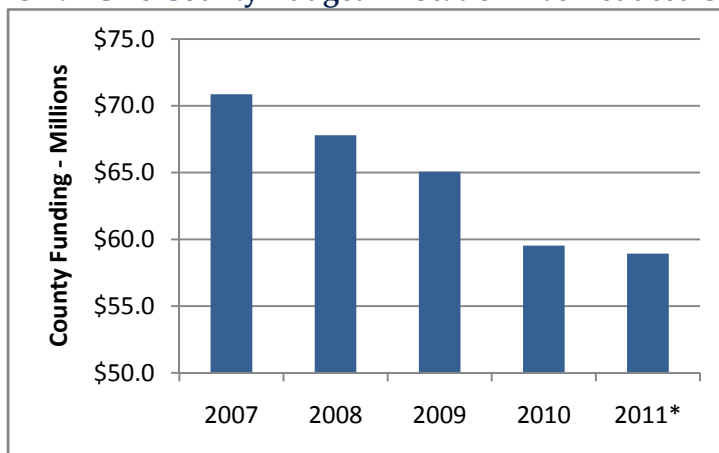
**Exhibit ES-3: BCL's State Budget Aid Has Reduced Since 2007**



Source: BCL data.

\* Projected budget.



**Exhibit ES-4: BCL's County Budget Allocation Has Reduced Since 2007**

Source: BCL data.

\* Projected budget

## PROJECT SCOPE AND METHODOLOGY

The Broward County Commission engaged MGT to conduct a comprehensive analysis of BCL's public library services including: operations, staffing patterns, hours of operation, collection size and use, services, and standards. The County conducted an internal review of BCL in 2007, but in light of reduced budgets, and as part of a broader County review program, decided to conduct a further operational review to determine how best to increase efficiencies and prioritize services.

Based on the Commission's scope of work and project aim, MGT developed a project management plan to meet the Commission's goals, to minimize disruption to BCL, and produce the final report in a timely manner. The following paragraphs outline MGT's project approach and methodology.

The project team travelled to Fort Lauderdale, met with the BCL senior management team, and confirmed the project plan and deliverable schedule. To better understand library operations, reduced staffing levels, and budgetary impacts, the team met with staff and conducted a series of focus groups to determine their opinions and identify areas that could be improved. The team also visited a number of branches to better understand BCL's various branch types and the scope and types of services that these branches provide. The MGT team also reviewed BCL data and made a number of observations from branch visits. Based on these activities, the team developed a list of follow-up questions and identified areas for further analysis. MGT used this to develop a phase one report, which also included our suggested revisions to our work plan to best meet the scope of work. BCL reviewed the phase one report and provided guidance on the project scope of work.

To gather more data and to confirm some of our initial analysis the team undertook additional fieldwork and data gathering. Our staff conducted further interviews and focus groups with BCL management, circulation, and administrative staff. The team also visited additional branches and spoke with staff to gather their feedback, and to confirm some of our earlier assumptions. While fieldwork was underway, we also conducted off-site data analysis and conducted a series of remote conferences with BCL staff. This provided us with the level of detail we required to undertake detailed performance review.

We analyzed BCL's performance by reviewing operational and financial data, ranking branches, and by comparing BCL to other peer library systems, and selected state library standards. We evaluated branch performance and resource allocation through developing a ranking system, which ranked branches from highest to lowest performance across a range of performance criteria, and produced a total performance score for each branch. To make comparisons between BCL and other library networks, we reviewed best practices from library associations, analyzed state public library standards, and interviewed and requested data from eight peer library systems to use for comparison to BCL (See Exhibits 1-1 and 1-2 and Appendices E and F).

The project team then developed initial findings and recommendations and presented these to the BCL leadership team in draft form. The BCL leadership team provided feedback which we reviewed, and where appropriate, integrated into our final report.

## Section 1: Cost Savings Opportunities through Staff-Level Changes

Library systems, like other government organizations, require sufficient, competent, well-trained, and highly motivated staff to provide public services. In order to make these services available in a large jurisdiction, libraries must employ their staff in geographically dispersed branch locations. In addition, because of the need for on-site supervision, libraries generally assign supervisory and administrative staff at all branch locations, resulting in a larger percentage of management staff than would be found in other government organizations that are centralized in nature. Moreover, staff expenses tend to comprise the largest portion of operational costs—BCL's personnel expenses were more than two-thirds of the system's annual budget in FY 2009.

Our review of BCL staffing focuses on comparing the branch network and individual branches to four key areas: organizational structure, staffing levels, work practices, and alternative customer service methods. We further divide these key areas between internal and external comparisons. External comparisons allow us to compare BCL against other library systems, library association service standards, and where examples of best practices exist, compare BCL to best practice methods and measures. Internal comparisons allow us to make comparisons between the same services at different branches, and determine which branch staffing approaches are the most efficient.

### STAFFING COMPARISONS WITH PUBLIC LIBRARY STANDARDS

Developing valid comparisons with staffing levels at other library systems is difficult because different systems tend to have different service offerings and delivery methods, and the quality and scope of services vary. For instance, BCL emphasizes branch programming and experiences high attendance at these programs. Achieving high attendance rates requires staff to spend time marketing, preparing, and delivering the programming. Other library systems that have less labor intensive approaches to services and programming—such as those that use floating collections or offer fewer programs have significantly less workload—which may be reflected in their FTE count. Further complicating this analysis has been the varying responses by library systems to the current recession. Since 2007, most library systems have experienced significant budgetary challenges and have had one or more years in which they needed to reduce staff FTE positions, branch hours, services, and programming. Moreover, budgets continue to be reduced, resulting in ongoing staff changes, which are not always reflected in the statistics provided to the public. In some cases, these changes date back to FY 2008. Given this situation, we divided our staffing analysis between comparing BCL to state public library standards and comparing it to other library systems where recent data is available.

Exhibit 1-1 shows public library standards for four states and their associated scoring systems. Exhibit 1-2 compares the FY 2010 staffing levels for BCL, Jacksonville, and Palm Beach library systems to the four state-level public library staffing standards. Staffing is measured as FTE per 1,000 residents in each library system's service area. Exhibit 1-2 shows that BCL, Jacksonville, and Palm Beach met the lowest staffing standards for three states, but as an example did not meet Georgia's recommended minimum staffing standard. The impact of not meeting one staffing standard is not particularly significant, because it is one state's view of public library resource allocation. If BCL was unable to meet multiple state staffing standards, that may be more significant and warrant further investigation. Nevertheless, the exhibit also shows similar staffing levels among BCL and two other major library systems in Florida, indicating that BCL

staffing levels are broadly in line with these other systems. Appendix E lists these professional standards in more detail.

**Exhibit 1-1: Selected State Public Library Staffing Standards**

State Library Standards							
Florida		Wisconsin		Georgia		Colorado	
Rating	Score FTE/1,000 Residents	Rating	Score FTE/1,000 Residents	Rating	Score FTE/1,000 Residents	Rating	Score FTE/1,000 Residents
Essential	Between 0.3 and 0.5	Basic	Between 0.4 and 0.5	Essential	Between 0.5 and 0.6	Essential	Between 0.38 and 0.48
Enhanced	Between 0.5 and 0.6	Moderate	Between 0.5 and 0.6	Full	Between 0.6 and 0.65	Enhanced	Between 0.48 and 0.62
Exemplary	Greater than 0.6	Enhanced	Between 0.6 and 0.7	Optimal	Less than 0.65	Comprehensive	Greater than 0.62
		Excellent	Greater than 0.7				

Sources: Wisconsin standard 2005, Florida Standard 2004, Georgia Standard 2006, Colorado Standard 2005.

**Exhibit 1-2: Comparison of BCL Staffing to Selected State Library Standards and Other Library Systems**

Library System FTE staff per 1,000 Residents	Florida Rating	Wisconsin Rating	Georgia Rating	Colorado Rating
BCL <sup>a</sup> 0.40	Essential	Basic	Did not meet lowest standard	Essential
Jacksonville <sup>b</sup> 0.41	Essential	Basic	Did not meet lowest standard	Essential
Palm Beach <sup>c</sup> 0.40	Essential	Basic	Did not meet lowest standard	Essential

a BCL 2010 data.

b FY 2010 County budget.

c FY 2010 Library online, using Florida Department of State 2008 Service Area Population data.

## STAFFING LEVELS AND SELF-CHECK RATES

### Comparison of Branch Operations with Peer Organization

We compared BCL branch operations to similar branches in the San Jose Public Library (San Jose) system, which professional library organizations recognize as a leader in library technology and automation. Exhibit 1-3 shows that BCL branches had similar staffing levels compared to San Jose, although the San Jose branches had more customer self-check points and higher annual customer self-check rates. Part of BCL's lower self-check rates may be explained by BCL having fewer self-check points, although from our on-site observations and interviews with other library system directors, factors such as blocked customer library cards, availability of self-check audio visual materials, security systems, system usability, and customer culture influence customer self-check rates. Library directors of other comparably sized systems described how all of these factors influenced customer self-check rates, and that

the key to increasing customer self check is to balance these factors and possible losses against the savings associated with customer self check. For instance, some library systems tolerate higher loss rates through reduced security measures to ensure that customers can self check audio-visual items.

**Exhibit 1-3: Comparison of Selected Branches of BCL and San Jose**

Branch Name	System Name	Branch Size (square feet)	FTE Staff Per Branch	Customer Self-Check Points	Customer Self-Check Rate	Annual Circulation per Self-Check Point
Tully	San Jose	24,300	16	4	96%	272,625
Berryessa	San Jose	22,000	13	4	98%	263,537
Cambrain	San Jose	28,000	15	5	95%	169,873
Vineland	San Jose	24,000	13	4	95%	179,014
<i>Tamarac</i>	<i>Broward</i>	<i>30,000</i>	<i>23</i>	<i>3</i>	<i>26%</i>	<i>48,487</i>
<i>Hollywood</i>	<i>Broward</i>	<i>30,000</i>	<i>18</i>	<i>3</i>	<i>40%</i>	<i>52,985</i>
<i>Pembroke</i>	<i>Broward</i>	<i>24,000</i>	<i>12</i>	<i>1</i>	<i>24%</i>	<i>57,221</i>
<i>North Lauderdale</i>	<i>Broward</i>	<i>20,000</i>	<i>13</i>	<i>2</i>	<i>5%</i>	<i>609</i>
<i>Stirling Road</i>	<i>Broward</i>	<i>20,000</i>	<i>13</i>	<i>2</i>	<i>90%</i>	<i>40,050</i>

Source: Interviews and data from San Jose and BCL FY 2010 data.

We further investigated customer self check on a system-wide basis for five other library systems and found that BCL had significantly lower self-check rates than the other systems. Exhibit 1-4 shows the self-check rates for five other library systems and BCL.

**Exhibit 1-4: Comparison of Self-Check Rates  
Among Selected Library Systems**

Library System	Approximate Self-Check Rate
Queens	100%
Tampa-Hillsborough	97%
San Jose	96%
Phoenix	85%
Palm Beach	40%
<i>Broward</i>	<i>35%</i>

Source: Interviews with directors from library systems listed.

The directors also reported that, in order to increase self-check rates, they altered some customer service policies, such as increasing the balance of outstanding fines that customers could have on their accounts and still be allowed to self check collection items. Directors also reported that audio-visual theft increased in some branches, but the cost savings from reduced staffing levels outweighed the losses due to theft. Lastly, self-check implementation costs varied between the library systems, but in all cases, the costs were significant.

The impact on staffing of self-check usage varied among library systems. Some systems reduced staffing levels, others re-tasked staff into more of a "roving customer assistance" role,

while other systems found that staff were as busy as they had previously been, although they now had the time to resolve more complex and time-intensive customer questions. Regardless of how a library system chooses to use staff after implementing an effective self-check system, it appears evident that self check does reduce staff workload. We also note that in some systems, automatic collection sorting machines are being implemented and that these may also reduce staff workload. The directors we interviewed had not determined to what degree these systems would reduce branch or regional library staff workloads.

## Staff Authority and Flexibility

During our interviews with other library systems, we learned that some of these systems allow for greater flexibility among staff, specifically around branch staff duties and work scheduling. Appendix F provides more details on themes that arose with our interviews with BCL staff, and lists the other stakeholders we consulted. For instance, library aides in other library systems are authorized and are able to answer customer questions about collections and reference materials. At BCL, some library aides adhere to a more formal protocol of referring customers to the librarians. Some other library systems allow for greater use of part-time staff at their branches for extended hours.

## Internal Comparisons

We reviewed BCL branch organizational charts for FY 2009 and FY 2010, and analyzed organizational structure and staffing for each branch. Exhibit 1-5 shows a selection of our branch analysis and lists branch FTE staff by position title, total branch FTE, and circulation per staff member for FY 2010. BCL's first- and second-tier management structure, which includes the positions Library Branch Manager II, Librarian II, and Library Specialist II, are the same for all of the branches we selected and summarized in Exhibit 1-5. However, the number of FTE staff and workload—as measured by circulation by FTE staff member—varies considerably between branches. An illustration of this variation is Pompano Beach, which has the same management structure as the Tamarac branch, although it has three times fewer staff, and significantly lower circulation.

**Exhibit 1-5: BCL Branch Management Structure Does Not Vary  
According to Supervisory Scope of Circulation**

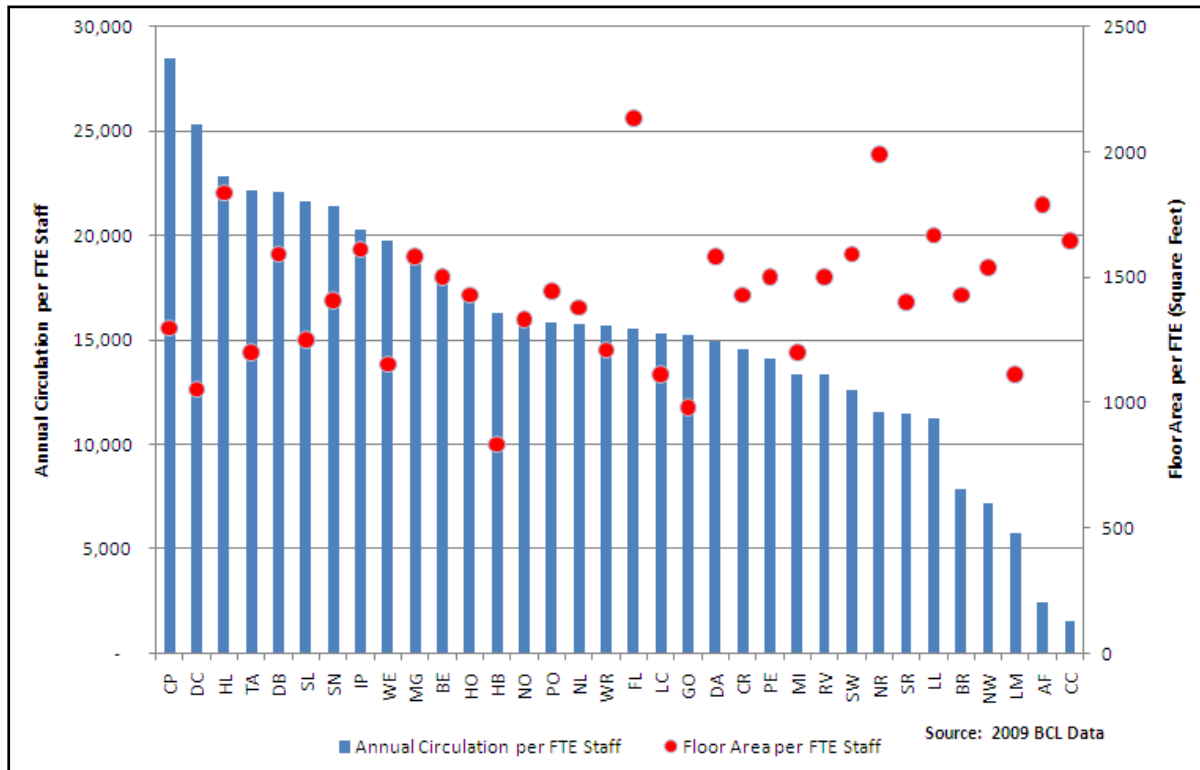
Branch	Branch Size (square feet)	Library Branch Manager II	Librarian II	Library Specialist II	Librarian I	Library Specialist I	Library Aide	Total Branch FTE	Circulation Per FTE
Stirling Road	20,000	1.0	2.0	1.0	2.0	1.0	6.0	13.0	26,641
Tamarac	30,000	1.0	2.0	1.0	6.0	2.0	11.5	23.5	23,586
Weston	30,000	1.0	2.0	1.0	5.5	3.0	10.5	23.0	22,335
Hollywood	30,000	1.0	2.0	1.0	4.5	3.0	6.0	17.5	20,442
Pembroke Pines	24,000	1.0	2.0	1.0	2.0	1.0	5.0	12.0	18,794
North Lauderdale	20,000	1.0	2.0	1.0	2.0	2.0	5.0	13.0	17,548
Miramar	30,000	1.0	2.0	1.0	5.0	3.0	9.0	21.0	15,900
Pompano	13,000	1.0	2.0	1.0	0.0	1.0	4.5	9.5	15,006

Source: BCL FY 2010 organization charts.

To further compare staffing levels between branches, we normalized branch FTE staff numbers against a workload indicator. We used circulation per FTE staff member to normalize staffing levels and found that circulation varied widely throughout the BCL network. Exhibit 1-6 shows this variation in circulation per branch FTE staff, and shows branch floor area per FTE staff member. Some of the variation in circulation per FTE staff may be due to staff requirements in other noncirculation functions, such as reference and program services, but the degree of variation, from less than 5,000 circulation items to more than 25,000 circulation items, suggests one or more of the following:

- ◆ BCL's staffing allocation model may not be accounting adequately for the workload in each branch location.
- ◆ Branch staff may be undertaking a wider scope of work than the type of workload data that BCL captures in its performance measurement system.
- ◆ Staffing may not be based on circulation demand or branch size, but is based on other factors.

**Exhibit 1-6: Circulation and Branch Size per Branch FTE Staff**



Source: BCL data for FY 2010.

To further investigate the variation in circulation per branch FTE staff member, we reviewed staffing by branch size, and found that staffing levels were similar for certain branch size groups, such as all branches of 30,000 square feet. We found this trend in all branch size groups, which suggests that BCL's staffing allocation model is driven less by customer demand and more by branch size. This is understandable to some extent, because there is a safety and security need to monitor public spaces, and larger branches need more staff to maintain and oversee branch customers. Nevertheless, given BCL's customer-focused nature, allocating staff

primarily based on the size of the branch building, rather than on the level of customer demand, does not appear to be the most efficient method to distribute resources.

## RECOMMENDATIONS

**Promote the Use of Self-Check Machines and Reduce FTE Staff Levels.** Other library systems have increased the use of self-check and self-help systems to reduce both the number of staff and the types of duties remaining staff perform. Other library systems informed us that they had been able to reduce branch staff numbers due to increased use of self-check and self-help systems.

BCL should make greater efforts to increase customer self-check and self-help rates by reviewing their current self-check systems, and by working with branch staff and customers to increase self-check rates closer to those in other library systems.

**Monitor Developments in Self Check and Automatic Collection Sorting.** The technology, efficiency, cost, and benefit of self-check and collection sorting systems varies depending upon the vendor system and national demand for library automation. BCL should review vendor offerings, emerging library-related technologies, and self-check and automated sorting implementation efforts in other library systems each year and prepare a short report for internal use. This report would better inform central and branch managers of the opportunities and costs of introducing technology into library functions.

**Better Align FTE Allocation to Customer Demand.** In most cases, BCL appears to allocate staff to branches based on branch size, and while there is some correlation between branch size and customer demand, customer demand varies too significantly throughout the system to make this staff allocation model efficient.

To better serve customers, and to balance individual staff workload across BCL's network, BCL should allocate staff to branches based on customer demand. This would also allow BCL to avoid any potential overstaffing issues and, if required, reduce FTE in branches where there is lower customer demand.

**Improve Branch Organizational Design.** BCL has a number of branches that utilize a similar management structure, yet have significant differences in staff numbers and workloads. BCL would be better served by reducing the number of supervisory positions in branches with less staff and smaller workloads, and either reducing overall FTE numbers or reallocating positions to other customer-focused job classifications based on branch demand.

**Increase Staff Authority.** BCL has a large number of experienced lower-level staff who could provide greater service to the public if they had the requisite authority. One example is the situation of library aides who have the experience to answer customer questions, but are currently referring the questions to librarians. BCL should empower staff to provide answers they feel capable of providing, train all staff to answer basic customer inquiries, and provide general guidelines for providing this type of assistance.



## Section 2: Cost Savings Opportunities through Partnerships

Library systems throughout the country are faced with ongoing challenges in providing public services to a broad population while being constrained by limited financial resources.

Recognizing the budgetary limitations within the public service environment, some library systems have established partnership arrangements with educational institutions as a cost-effective means of promoting public services, while pooling resources to enhance the volume and quality of services made available.

BCL currently has joint operations partnership agreements for six of its 37 branches. These agreements include two branches partnering with a public college, one branch with a private university, two branches with charter schools, and one branch with a public middle school. The partnerships are intended to provide the structure for sharing of costs and allocation of resources that benefit the partnering organizations and the community as a whole. The agreements allow BCL and the educational institutions to utilize the shared facilities for their respective customer bases, specifically county residents and the education community. The operating clauses, contractual stipulations, and financial obligations differ among the branches although the agreement with the private university, Nova Southeastern University (Nova), carries the greatest obligations, while providing BCL with the least amount of flexibility. Exhibit 2-1 provides an overview of the educational partners, branches they are partnered with, and their associated operating budgets and circulation for 2009.

**Exhibit 2-1: Summary of Broward Libraries Division's Key Educational Partnerships**

Branch	Partnering Institution	FY 2009 Operating Cost	2009 Public Circulation	2009 Cost Per Publicly Circulated Item
North Regional	Broward College	\$4,346,640 <sup>a</sup>	601,465	\$7.23
Northwest Regional	Coral Springs Charter School	\$3,806,278	853,962	\$4.43
Pembroke Pines	Walter C. Young Middle School	\$965,239	225,533	\$4.28
South Regional	Broward College	\$3,638,790 <sup>a</sup>	572,670	\$6.35
Southwest Regional	Pembroke Pines Charter High School	\$3,691,476	617,030	\$5.98
NSU-ASL	Nova Southeastern University	\$4,730,361 <sup>b</sup>	304,215	\$15.55

a Includes Broward College funding contributions.

b Amount represents BCL's share of expenses paid to Nova. Total operating costs for the year was \$9.5 million.

BCL's relationships with Broward College, Coral Springs Charter School, Pembroke Pines Charter High School, and Walter C. Young Middle School follow a similar joint-use and joint-staffing partnership model. County residents as well as students and faculty from the educational institution use the libraries, and BCL provides the majority of the personnel to operate the branch. BCL staff oversees day-to-day operations at the branch and report to the Libraries Division administration. The branches are essentially managed in the same manner as other branches in the system, although some of them have specific operational stipulations in their agreements, typically around the hours of operation. BCL provides collection materials by drawing on the centralized material budget, with no required material funding level, and has full

flexibility to alter the budgets. The partnering institution provides resources, such as books, periodicals, databases, and special collections that are catered to its educational mission, but are made available to the general public. The main differences pertaining to these partner-affiliated branches in comparison to the other branches include slightly longer service hours and a more expansive variety of resources.

## BCL'S PARTNERSHIP WITH NOVA

BCL's relationship with Nova is more complex, more rigid, and less transparent than the partnerships pertaining to the other five branches. The agreement between the County and Nova was signed in December 1999 and encompasses 40 years, with a termination clause at 30 years. The agreement includes financing structures for the initial construction of the NSU-ASL facility and lists ongoing County payment obligations for materials and operations. Unlike the other partnerships, the staffing for NSU-ASL is comprised entirely of Nova employees. There are no BCL staff on site and there is no reporting relationship between BCL and NSU-ASL. The agreement does make some provision for joint operating procedures and memoranda of understanding, but these appear to cover technical and lower-level procedures and do not impact the funding arrangement between Nova and the County.

The agreement obligates the County to fund library operations between 40 percent and 50 percent, and funds a substantial portion of Nova's material budget each year. The agreement stipulates that annually, the County must provide \$1 million for collection materials, of which \$600,000 is used to support the maintenance and enhancement of NSU-ASL's collection materials, and the remaining \$400,000 is for new collection materials which after 2007, was subject to change reflecting inflation and increased material costs. Most library systems include books, DVD, periodicals, and subscriptions to online resources in the budget for collection materials, and Nova's budget requests appear to be following this convention. Similarly, for the term of the agreement, the County is obligated to pay between 40 percent and 50 percent of NSU-ASL's operating costs, based on the level of public usage. However, from a cost-sharing perspective, the arrangement between the County and Nova appears to be significantly more favorable to Nova, given the amount of usage of NSU-ASL by the general public. In comparison to other BCL branches, NSU-ASL has relatively low circulation of materials by BCL patrons, given the size and cost of the branch. Moreover, BCL patrons must use a separate library card for NSU-ASL because it has implemented a different cataloging and library card system.

During the past four years, the County funded NSU-ASL operating costs of more than \$4 million annually and collection materials of more than \$1 million per year. The agreement specifically references the items that are acceptable for inclusion in the operations budget, one of which is "electronic resources (including but not limited to databases)." However the interpretation of whether electronic resources truly represent operating costs is debatable. Components of operating cost budgets vary between library systems, but generally include the majority of items listed in the NSU-ASL agreement such as salaries, staff benefits, utilities, janitorial services, and security. Depending upon the nature of the electronic resources, this type of expense could be classified as an operating cost or a collection material cost. If the electronic resources support the NSU-ASL catalogue system and information technology (IT) infrastructure, it may be a valid operating cost. On the other hand, if electronic resources pertain to informational databases, or subscriptions to online journals, then these expenses should be considered as collection material costs. If the nature of NSU-ASL's electronic resources resembles the latter, the agreement may be providing Nova with a means to support collection-related materials from the

operational budget, thereby increasing the County's actual funding of NSU-ASL's collection materials beyond the intended allotment.

There have been four amendments to the original agreement that have temporarily reduced County funding to Nova, but do not impact the underlying funding calculation or obligations, meaning that the County is still required to provide agreed-upon funding levels for the term of the agreement, unless the funding levels are altered through mutual agreement. These prescribed funding levels limit BCL's ability to balance resources across its network of branches, or to realign resources to meet shifting demands from patrons. In addition, the agreement does not allow BCL to alter hours of service, staffing levels, personnel expenses, or other operational aspects, unlike the authority it exerts over other branches. Nevertheless, Nova has agreed on three occasions to reduce the County's required funding levels during the last three years in light of the struggling economy in recent years, and has also removed a funding obligation on one occasion.

Notwithstanding the restrictive stipulations of the agreement, NSU-ASL serves a unique role. It is the only branch in BCL's network with extensive public service hours, opening for 100 hours each week, including Sundays. These extended hours, which are required in the contract, result in additional challenges as the additional hours require multiple shifts and staff. In terms of size, NSU-ASL is the largest library in the BCL network, exceeding the next largest branch by nearly 20 percent. NSU-ASL also has a unique focus in higher education by supporting college students undertaking advanced degrees in a range of areas including law and medicine.

From Nova's perspective, it does not consider NSU-ASL to be a BCL branch. In addition, Nova disagrees with the basis of comparing its relationship to BCL with those of previously mentioned partnering institutions, citing the difference in the scope and purpose of those partnerships.

## OTHER PUBLIC LIBRARY UNIVERSITY PARTNERSHIP MODELS

To provide a basis for comparison with the Nova and Broward County partnership model, we researched other agreements pertaining to public library systems partnering with universities. We identified instances of limited partnerships, such as the use of a shared catalogue system between Keene State College and the local Mason Library system, and the Metropolitan State University sharing branch space with the Saint Paul Public Library system. The closest comparable situation between Broward County and Nova is the Dr. Martin Luther King Library facility in San Jose, California, that is shared between San Jose Public Libraries and San Jose State University.

The Dr. Martin Luther King Library provides city residents and university students with access to a high-quality and extensive collection, and follows a shared governance model that covers most operational functions, except for minor building maintenance and repair. The university and the city share space in the facility with the university occupying two-thirds of the space while the city occupies the remaining one-third. Each party is responsible for employing personnel, managing collections and programs management, budgeting for its respective areas, and expending its own funds. Each party retains the right to select collection materials, conduct programming, procure and manage its property, and establish policies. Furthermore, each party is financially responsible for longer-term maintenance and utilities paid on a pro-rata basis for its respective area. Policies set by either party must apply uniformly to city and university patrons. The agreement establishes library hours at a minimum of 81 hours during the university term and a minimum of 61 hours during other times of the year.

There are a few areas where there are differences between the parties on responsibilities or obligations. For instance, the university retains the right to alter lending policies if university-focused materials are borrowed at high rates by the public, which may affect the delivery or study of academic courses. The university takes on a greater role for day-to-day maintenance and repair, and University Police have on-site jurisdiction. The city's funding obligation to the university is limited to providing matching maintenance funds on a pro-rata basis by area.

In comparison to the NSU-ASL agreement, the Dr. Martin Luther King Library agreement appears to be more equitable and straightforward, does not obligate the San Jose Public Libraries to fund operations and purchase collection material, and provides greater guidance for the joint-use facility. The Dr. Martin Luther King Library agreement is closer in nature to the other agreements that Broward County has with Broward College and the other schools than with Nova.

## RECOMMENDATIONS

**Review Cost Sharing Elements of the NSU-ASL Agreement with Nova Representatives and Identify Opportunities For More Equitable Allocations of Expenses.** Given the County's budget situation and the unusual cost provisions of the NSU-ASL agreement, BCL and the County are in a justifiable position to seek involvement from Nova on revisiting the terms of the agreement. BCL and the County should meet with Nova representatives to review the agreement's provisions concerning BCL's share of costs for NSU-ASL and assess whether the amounts stipulated are commensurate with the services provided to the public.

**Request Nova to Provide More Detail In Its Operational Budget Request to the County and Assess the Appropriateness of the Funding Request.** BCL and the County should work with Nova to provide more transparency on the nature and types of costs that both parties are requested to fund. For example, Nova should provide sufficient detail to the County on the amount and nature of electronic resources that it is procuring. BCL's administration should review this information and determine if the resources are operational or collection material related, taking into context its primary mission and the needs of its service population. If BCL believes that certain resources are inappropriately categorized between the operations and collection materials budgets, it should present these items to Nova representatives and request the appropriate revisions to be made on the budget request.

**Work with the County and Nova to Amend the NSU-ASL Agreement to Include a Standing Clause to Account for County Budget Reductions.** The County and Nova have a precedent of negotiating reductions of funding levels to account for the County's budget reductions to BCL. These actions have provided some level of equity for both parties, but given the 40-year term of the agreement and potential staffing changes that may occur at both entities during that extensive time period, it would be in the best interests of the County to formalize stipulations that provide long-term equity for the County and define the limits of the County's funding to NSU-ASL.

**Negotiate with Nova to Include Provisions in the NSU-ASL Agreement that Tie Nova Operational Funding Changes to the State of Florida CPI Rate.** The CPI rate in Florida increased less than 1 percent from mid-2008 to January 2010, and actually decreased from October 2008 to October 2009. In other years, the CPI rate decreased by 3 percent, yet the NSU-ASL agreement provided Nova with an automatic increase of up to 3 percent per year for BCL's share of operations. Nova has applied the 3 percent increase each year to BCL's invoices. Nevertheless, BCL appears to have a justifiable and supportable basis for requesting

that its share of funding be linked to the Florida CPI, both in terms of increases and decreases, rather than only increases.

**Negotiate with Nova to Amend the NSU-ASL Agreement to Allow for a Reduced County Share of Costs Pertaining to a Smaller Portion of Service Hours.** As referenced earlier, NSU-ASL provides a total of 100 hours of public service per week. The next highest weekly total among the other branches is 66.5 hours. One of the recommendations in Chapter 1 addresses BCL's need to consider reducing service hours among its branches to assist in its efforts to reduce costs. However, the NSU-ASL agreement precludes the NSU-ASL branch from falling below the 100-hour threshold. Consequently, any action to reduce hours among the branches would result in an even larger disparity in service hours between NSU-ASL and the other 36 branches.

BCL should negotiate with Nova to include provisions in the agreement allowing for the County to base its share of operational costs for NSU-ASL at a level commensurate with any corresponding changes in service hours for the BCL system as a whole. In other words, the NSU-ASL agreement should be revised to allow for BCL to adjust its operational costs for NSU-ASL by a comparable percentage to any percentage change in average service hours for the BCL system as a whole. For instance, if BCL reduces the amount of service hours by an average of 10 percent across all library branches, that action should justify a corresponding reduction of its share of costs for NSU-ASL. This reduction should be independent of any change in actual service hours for NSU-ASL as long as NSU-ASL's service hours remain the highest of all branches.

### Section 3: Cost Savings Opportunities through Reduction of Public Services

The core focus of the Broward County Libraries Division (Libraries Division or BCL) is to provide public services to the residents of the County. Although the Libraries Division has made extensive efforts over the past several years to reduce its expenses throughout the organization, it will likely face significant budget issues that will need to be addressed through other means.

As illustrated in Exhibit 3-1, the Libraries Division met County budget directives by taking several actions. Over the past four years, it has lowered costs in its public services and administrative services functions by revising its organizational structure and eliminating over 300 staff positions, eliminating college intern and graduate positions, combining duties of some staff, and reducing other resources and centralized activities. It has also reduced the number of hours that branches are open to an average of 47 hours per week. One of the outcomes of this reduction was the closure of all branches (except for NSU-ASL) on Sundays. Nevertheless, the Libraries Division continues to face budget challenges.

**Exhibit 3-1: Broward County Library Staff Reductions since Fiscal Year 2007**

Fiscal Year	Full-Time Equivalent (FTE)		
	Staff	Reduction	Percentage Reduction
2007	1,020	0	0%
2008	931	89	9%
2009	792	139	15%
2010	696	96	12%
<b>Total FTE Reductions</b>		<b>324</b>	<b>32%</b>

The Libraries Division has explored the idea of lowering expenses by closing branches, but has not carried out any specific action to date. Closing a branch can have a substantial impact on the public. For some communities, the neighborhood library branch serves as the sole community facility for residents to utilize county services. Eliminating the branch would result in the absence of a location for after-school programs and neighborhood events. It would also reduce access to other public services, such as allowing citizens to submit and monitor their aid applications via the Internet, which has become increasingly important due to reduced service hours at other public agencies.

Any action towards closing branches will involve significant public resistance, given the Library Division's focus of serving residents throughout the County. Some portion of the population will be adversely affected no matter which branches are selected for closure. However, given the limited resources of the County, government officials and the public must recognize the reality that reducing services is a necessary step in sustaining the long-term viability of the Libraries Division. Furthermore, within its existing budget, BCL has to deal with the opening and staffing of the following branches in the near future that are being built with bond funds and capital funds.

- ◆ Lauderhill Central Park Branch (replacement for Lauderhill Mall Branch)
- ◆ Pompano Beach Branch (replacement building)
- ◆ Children's Reading Center and Museum (new building)
- ◆ Dania Beach Branch (replacement building)
- ◆ Sunset Strip Branch (replacement Building)

## PERFORMANCE MODEL

In order to prioritize the County's focus for evaluating branch closure options, we developed a formal model for determining how to rank and rate the branches. The model provides an objective approach to assess various attributes desirable of a branch library as it focuses on serving the public. We populated the model with BCL data, drawn from the range of BCL performance measures. In Appendix B we further discuss BCL's performance measures and the County's performance measurement system.

To rank branches in order of performance, we reviewed key library performance criteria published by professional library associations; interviewed staff from Broward County and other library systems; and reviewed performance and ranking models from other comparable library systems, such as those in Phoenix, Philadelphia, and Boston. Based on this information, we confirmed the validity of our approach and developed a list of eight performance themes for further analysis. We weighted each performance theme equally at 12.5 percent to provide a balance of the measures in the model, so as to not favor any one particular theme, thereby strengthening the objectivity of our assessment.

To populate the BCL performance model, we reviewed the Library Division's data and selected 19 performance measures that best supported these performance themes, and were valid indicators of branch output and efficiency. Output measures assess the scope of public services, and to some extent public impact, and include measures such as circulation and door count. Efficiency measures focus on direct costs, such as staff labor hours, or cost per item circulated. Exhibit 3-2, on the next page, lists these performance measures and associated performance themes.

After reviewing the data, we ranked branches based on data for the two most recent fiscal years (FY), FY 2009 and FY 2010. FY 2009 included a full year's worth of data at the time of our analysis. FY 2010 consisted of actual data through the majority of the year (nine or more months), along with projections of the remaining months. To determine the branch rankings for both years, we performed the following:

- ◆ Ranked branches in order of performance, for each of the 19 performance measures, and gave the branch a raw score corresponding with its ranking.
- ◆ Normalized these raw scores on a scale of 1 to 37.
- ◆ Combined the raw scores for each branch to develop a branch weighted score for each performance theme.
- ◆ Added the branch weighted scores for each performance theme to develop a composite branch score.
- ◆ Ranked composite branch scores to develop the composite ranking.

**Exhibit 3-2: Performance Themes, Measures, and Weighting**

Performance Measure	Performance Theme	Weighting
1. Location relative to other branches.	Location	12.5%
2. Number of customer accessible computers. 3. Number of customer computer logins per week. 4. Percentage of customers who use branch computers.	Information Technology	12.5%
5. Customer door count per week. 6. Circulation volume per week. 7. Average circulation item per customer. 8. Average weekly circulation item per open hour.	Circulation	12.5%
9. Reference transactions per week.	Reference	12.5%
10. Average number of staff on duty per open hour. 11. Facility square feet per staff member. 12. Annual circulation per staff member. 13. Weekly customer headcount per staff member.	Staffing	12.5%
14. Branch ownership model.	Facility	12.5%
15. Number of customers attending programs per staff member.	Programs	12.5%
16. Cost per branch customer entry. 17. Cost per branch circulation. 18. Annual cost per square foot. 19. Annual cost per hour open.	Cost Benefit	12.5%
<b>Total</b>		<b>100.0%</b>

## DATA LIMITATIONS

Our analysis is quantitative in nature and did not consider some of the branch programs and activities that meet local demographic, socioeconomic, and cultural needs, due to the limited availability of data to measure these activities. The Libraries Division does not collect detailed information on customer demographics, although from our interviews and on-site observations, there appeared to be some variation in customer demographics between branches. Similarly, we note that some branches serve particular social and cultural groups within their respective locations, and many provide circulation and reference materials in languages other than English.

We were also unable to develop a valid measure of customer access to public transportation for each branch location. We determined that branch locations are generally close to bus stops, but could not quantify a valid measure of the frequency of bus service. If the Libraries Division were to assess branch access to public transport in the future, it could apply the two criteria listed in Exhibit 3-3.



**Exhibit 3-3: Public Transit Assessment Criteria**

Source	Measure	Criteria
San Jose State University	◆ Reasonable walking distance to a transit route stop.	◆ Between 1,000 and 1,500 feet.
Denver Regional Transport Southeastern Pennsylvania Transportation Authority Chicago Transit Authority	◆ Minimum acceptable frequency of service on transport route.	◆ Two vehicles per hour in peak periods. ◆ One vehicle per hour in off-peak periods.

Another limitation we faced in our data analysis was not having certain data items for NSU-ASL, at a similar level of detail as the other branches in the system. For instance, the Libraries Division does not have full staffing data for this branch, so our analysis was supplemented with employee data listed on the Nova web site.

**COMPOSITE RANKINGS BASED ON FY 2009 DATA**

Exhibit 3-4 lists BCL branches in order of their composite rankings using the financial and operations data for FY 2009. NSU-ASL is listed twice—in one instance to show the ranking if all operational costs are included in the performance measure calculations and in another instance if only those costs pertaining to the County are included in the calculations. Appendix C shows the supporting calculations and detail for each of the performance measures that comprise the composite scores. In general, highly ranked branches tended to possess common characteristics, such as being of larger size, having more service offerings, maintaining higher customer utilization, and being more geographically isolated. The Northwest and Southwest regional libraries demonstrate many of these traits. Conversely, the lowest-ranked branches tended to have smaller facilities, provided fewer service offerings, experienced lower customer utilization, and were located closer to other branches providing similar services.

**Exhibit 3-4: Summary of Composite Rankings for BCL Branches Based on FY 2009 Data**

Composite Ranking	Name	Composite Ranking	Name
1	Northwest Regional Library	20	Lauderdale Lakes Branch
2	Southwest Regional Library	21	Margate Catharine Young Branch
3	Deerfield Beach Percy White Branch	22	Collier City Learning Library
4	Hollywood Branch	23	Riverland Branch
5	Weston Branch	24	African-American Research Library & Cultural Center
6	Pembroke Pines/ Walter C. Young Resource Center	25	Imperial Point Branch
7	Sunrise Dan Pearl Branch	26	Pompano Beach Branch
8	Hallandale Beach Branch	27	Lauderhill Towne Centre Library
9	Tamarac Branch	28	Northwest Branch
10	Davie/Cooper City Branch	29	Dania Beach Paul DeMaio Branch
11	Carver Ranches Branch	30	Alvin Sherman Library, at Nova Southeastern University (County Cost Only)
12	Main Library	31	Alvin Sherman Library, at Nova Southeastern University (Total Cost)
13	South Regional/BC Library	32	Tyrone Bryant Branch
14	Miramar Branch Library & Education Center	33	Beach Branch
15	North Regional/BC Library	34	Hollywood Beach Bernice P. Oster Branch
16	Century Plaza Branch	35	Galt Ocean Mile Reading Center
17	West Regional Library	36	Lauderhill Mall Branch
18	Stirling Road Branch	37	Fort Lauderdale Branch
19	North Lauderdale Saraniero Branch	38	Sunset Strip Branch – (Closed 9/30/09)

It is important to note that we did not find any strong correlation between a branch's performance compared solely to its size or to its quantity of service. In other words, the model takes into consideration many other evaluative factors and does not discriminate against smaller branches, which would likely have a lower amount of operational activity than the larger branches.

### COMPOSITE RANKINGS BASED ON FY 2010 DATA

Exhibit 3-5 lists BCL branches in order of their composite rankings using the financial and operations data for FY 2010. NSU-ASL is listed twice, in the same manner as described for the rankings pertaining to FY 2009. Appendix D shows the supporting calculations and detail for each of the performance measures that comprise the composite scores.

The exhibit also shows the change in ranking for each branch from the data used in FY 2009 to those used in FY 2010. Branches with rankings that increased in the latter year are marked in green, while those that decreased are marked in red. In most cases, the changes were within three ranks higher or lower, with the exception of two branches. The Stirling Road branch increased four ranks in 2010 and the Lauderhill Towne Center Library rose five ranks.

**Exhibit 3-5: Summary of Composite Rankings for BCL Branches  
Based on FY 2010 Data**

Composite Ranking 2010	Branch Name	Change in Ranking from 2009
1	Northwest Regional Library	0
2	Southwest Regional Library	0
3	Hollywood Branch	+1
4	Deerfield Beach Percy White Branch	-1
5	Pembroke Pines Resource Center	+1
6	Hallandale Beach Branch	+2
7	Weston Branch	-2
8	Sunrise Dan Pearl Branch	-1
9	Davie/Cooper City Branch	+1
10	Tamarac Branch	-1
11	Carver Ranches Branch	0
12	Main Library	0
13	Miramar Branch Library & Education Center	+1
14	Stirling Road Branch	+4
15	South Regional/BC Library	-2
16	West Regional Library	+1
17	North Regional/BC Library	-2
18	Century Plaza Branch	-2
19	North Lauderdale Saraniero Branch	0
20	Collier City Learning Library	+2
21	Margate Catharine Young Branch	0
22	Lauderhill Towne Centre Library	+5
23	Lauderdale Lakes Branch	-3
24	African-American Research Library & Cultural Center	0
25	Riverland Branch	-2
26	Imperial Point Branch	-1
27	Pompano Beach Branch	-1
28	Northwest Branch	0
29	Dania Beach Paul DeMaio Branch	0
30	<b>County Cost</b> —Alvin Sherman Library, at Nova Southeastern University	0
31	Hollywood Beach Bernice P. Oster Branch	+3
32	Beach Branch	+1
33	Galt Ocean Mile Reading Center	+2
34	<b>Total Cost</b> —Alvin Sherman Library, at Nova Southeastern University	-3
35	Tyrone Bryant Branch	-3
36	Lauderhill Mall Branch	0
37	Fort Lauderdale Branch	0

It is also important to note that the rankings in Exhibits 3-4 and 3-5 include those library branches that have been recently replaced by new buildings, are under construction to replace leased buildings (Dania Beach and Lauderhill Mall branches), or will soon be under construction (Pompano Beach Branch replacement). When all of these new facilities are completed and open to the public, the rankings will likely change due to changes in each branch's performance measure scores.

## DESCRIPTIONS OF PERFORMANCE MEASURES

As referenced earlier, the 19 performance measures are based on a variety of factors relevant to the output and efficiency of library services. Two of these measures involve assessing supplemental performance criteria, meaning that we had to perform additional calculations to generate the raw score. This additional step applies to Measure 1 and Measure 19 and is explained in the following paragraphs. The remaining 17 performance measures did not have any supplemental performance criteria, which meant that we could use actual results of the measure to develop the raw scores used for the rankings. The following paragraphs explain the measures, and their utility in our ranking model.

### Measure 1: Number of Additional Branches within Service Area

There are multiple sources of standards used for determining where library branches should be located, including access by public transportation, access by vehicle and associated vehicle parking standards, disposition of the library building on the site, and other localized issues such as traffic volumes, proximity to other services, and street frontage.

Based on our analysis, we determined that the most relevant location measure applicable to BCL's branches is branch density—the number of branches that share similar service areas. The Broward County Facilities Master Plan defines varying service areas depending on branch size. However, we researched other types of standard measures that would result in more representative comparisons of branches throughout the library system. One common measure that we found among library associations is the expected driving time to a branch. We then gathered and converted these measures to distances based on U.S. Environmental Protection Agency standard city driving times, so that we could measure distances on maps and compare branch locations. Two of the three standards we identified (including Florida), indicate that customers should not have to travel more than 6.7 miles to a branch. We then used this figure as the basis for generating the raw score. Exhibit 3-6 shows our conversion of driving times into travel distances based on the three state library standards.

**Exhibit 3-6: Time and Distance Standard Pertaining to Library Location**

Source	Measure (Driving Time)	Travel Distance in Miles (Average Speed in City: 20 mph)
Florida Library Association Standards for Florida Public Libraries	20	6.7
Standards for Virginia Public Libraries	20	6.7
Georgia Public Library Standards	15	5.0

### Measure 2: Number of Customer Accessible Computers

This output measure is a count of all publicly available computers in a particular branch. We chose this measure because it indicates branch capacity to provide computer service to the public.

### Measure 3: Number of Customer Computer Logins per Week

This output measure is a count of the number of customer logins made on public computers over a one-week period. It is not necessarily representative of the number of customers, because a customer may have multiple instances of logging on to a computer during the same visit. Nevertheless, it is a useful measure because it indicates the level of customer computer activity for a particular branch.

#### **Measure 4: Percentage of Customers that Use Branch Computers**

This output measure estimates how many customers use publicly accessible computers for a particular branch. The measure also gives an indication of customer behavior, and computer use in branches.

#### **Measure 5: Customer Door Count per Week**

Branch door count is an output measure that records the number of customer entries into the library for a one-week period. It does not measure the number of “unique” customer entries to the branch. It is a useful measure of customer volume in the branch, and is reflective of local need.

#### **Measure 6: Circulation Volume per Week**

This output measure is an estimate of circulation materials that customers check out of a particular branch per week. It is a useful measure of one of the branch's primary service areas, and provides another insight into customer behavior.

#### **Measure 7: Average Circulation Item per Customer**

This output measure averages the number of circulation items per customer, and provides an indication of customer behavior and utility of the library's collection.

#### **Measure 8: Average Circulation per Service Hour**

Average weekly circulation per service hour is an efficiency measure derived from dividing weekly circulation by a branch's total hours of service per week. It provides an insight into the circulation transactions for a time period, but also aids branch-to-branch circulation comparisons where hours are not uniform.

#### **Measure 9: Reference Transactions per Week**

This output measure is an estimate of the number of reference transactions at a branch each week. A transaction may include an in-person, telephone conversation, or e-mail concerning reference materials, and shows the amount of customer interest in reference materials for a particular branch.

#### **Measure 10: Average Number of Staff per Service Hour**

The average number of staff per service hour is an efficiency measure that compares branch opening hours to full-time equivalent (FTE) staff positions. It is a staffing measure that indicates staffing resources by branch.

#### **Measure 11: Facility Square Feet per Staff Member**

This efficiency measure compares FTE staff positions to branch size in square feet. It is a useful staffing measure, particularly when comparing branches of a similar size and provides an overall indication of staffing level between branches of varying sizes.

### **Measure 12: Annual Circulation per Staff Member**

Annual circulation per staff member is an efficiency measure derived from comparing circulation items to branch FTE positions. This measure provides an insight into branch productivity in the circulation service area.

### **Measure 13: Weekly Customer Headcount per Staff Member**

This efficiency measure is derived from comparing customer headcount to FTE positions. This measure provides an insight into branch productivity for in-person service interaction, and circulation service areas.

### **Measure 14: Branch Ownership Model**

This efficiency measure is the second of the two performance measures that have supplemental performance criteria. In terms of ownership status, library branches fall under one of three categories:

- ◆ **Owned**—Broward County owns the facility.
- ◆ **ILA**—Inter-local Agreement, an agreement that allows Broward County Libraries to use the facility for a rental rate that is typically well below market rates (generally \$1 per year), plus operational maintenance costs.
- ◆ **Leased**—the facility is privately owned and is leased to Broward County as a commercial lease.

To perform the additional calculations, we assigned the highest score to “Owned” branches, because County policy states that where possible, the County should own buildings as this is more cost effective in the longer term. We assigned a midpoint score to “ILA” branches, because the County appears to have favorable conditions in most cases, but does not have ownership flexibility and has the burden of some maintenance liabilities. We assigned the lowest score to “Leased” branches because of the significant ongoing cost to the County of commercial leases.

### **Measure 15: Number of Customers Attending Programs per Staff Member**

This is an output measure of the total number of customers that attend programs at the branch each year including adult, youth, and child programs compared to each FTE staff member. This measure is a strong indicator of both program attendance, and the ability of branch staff to either organize or coordinate programs at their respective branches.

### **Measure 16: Cost per Branch Customer Entry**

This is a cost-focused efficiency measure that compares the total annual operating cost to annual customer entry. It is a useful measure of the customer cost, and allows valid comparison between branches of varying opening hours, size, and service offerings.

### **Measure 17: Cost per Branch Circulation**

Cost per branch circulation is a cost efficiency measure that compares the total annual operating cost to total annual branch circulation. This measure allowed us to compare the efficiency of this key service area between branches and is a contributing factor in assessing relative performance.

### Measure 18: Annual Cost per Square Foot

This is a cost-focused efficiency measure that compares the total annual operating cost to the branch's total area, measured in square feet. The square footage factors in all space, including public access areas and storage space. This measure is useful because it shows the relative operating cost and allowed us to compare branches of vastly differing sizes, for instance between 10,000 square feet and 256,000 square feet.

### Measure 19: Annual Cost per Service Hour

The annual operating cost per public service hour is a cost-focused efficiency measure that compares the total operating cost to the annual branch service hours. The measure is a useful way to compare branch efficiency and yet control for varying operating hours between branches.

## ALTERNATIVES TO CLOSING BRANCHES

The Libraries Division may want to consider other alternatives to closing branches. During our interviews with the directors of other library systems, many of them stated that, if given the choice, they would prefer to reduce the availability of services across all branches through reduced hours rather than close any branches. They believed that closing even one branch would have a detrimental impact on the community, whereas reducing the number of available hours among existing branches would be perceived by the public as a reluctant but necessary and more equitable measure.

Reducing public service hours is an option that allows branches to be kept open and a variety of services to continue to be offered. As mentioned earlier, the Libraries Division already reduced public service hours across its branches in October 2009 (the beginning of FY 2010). In addition, BCL management implemented further reductions that took effect at the start of FY 2011. Specifically, BCL reduced the hours of the Main branch from 54 hours to 40 hours for the next year while it undergoes major building renovations and also deleted 18 positions.

## RECOMMENDATIONS

The following recommendations are focused on recognizing immediate cost savings associated with reducing public services. The recommendation with the greatest savings is to close branches that are ranked low on the collective scale of performance measures. Alternative recommendations include reducing hours at branches and reducing specific services during open hours. These recommendations are not focused as much on improving efficiencies as they are in cutting costs as directly as possible. Nevertheless, the reality of the County's financial situation makes it imperative that BCL follows through with one or more of these actions.

**Consider Closing Specific Branches.** As referenced earlier, the action of closing a branch will be subject to considerable criticism. BCL will recognize substantial savings at the expense of eliminating library services, particularly to those residents in the immediate vicinity of the

branch. Given the significance of this action, we recommend that the Libraries Division take the following steps:

- Step 1: *Review the Model and Make Any Desired Adjustments.*** The factors and assumptions in the performance model are based on our discussions with the Libraries Division, analysis of key measures and assessment of their relevance in evaluating the performance of the branches. BCL management should review these measures and their weighting and make any additional adjustments necessary based on any changes in assumptions or updates to financial or operational information.
- Step 2: *Establish the Candidate Group of Branches For Consideration.*** The Libraries Division should select an appropriate number of branches for consideration based on the rankings and the volume of reductions desired. The group selected should include a large enough number to evaluate alternatives. For example, if the Libraries Division is targeting two branches for closure, it could select the five branches with the lowest rankings as its candidate pool.
- Step 3: *Identify the Potential Cost Savings Associated With Each Alternative.*** The Libraries Division should review the potential cost savings to be achieved by closing each branch under consideration. The cost savings should factor in elements, such as reduced personnel costs, operational expenses, and lower support costs, but should also offset by expenses relating to the closure, including moving costs, storage expenses, and any facility-related adjustments.
- Step 4: *Identify and Address Other Factors that Should Be Considered In Closing A Branch.*** As discussed earlier, there will be numerous social, economic, and political factors that the Libraries Branch will have to deal with when closing a branch. The Libraries Branch should identify those areas and develop a plan to help mitigate the loss of a branch through the services provided by other branches, as well as the system as a whole.
- Step 5: *Develop Recommendations and Present Them to the County Administrator and Board of Commissioners.*** After considering and documenting all relevant factors, the Libraries Division should move forward with a specific set of recommendations identifying the branches selected for closure. The recommendations can be presented as a distinct set of alternatives, such as being based on different levels of cost savings that the County desires to achieve.

***Reducing Service Hours In All Branches an Additional Day Per Week.*** BCL would realize substantial savings from closing all branches an additional day per week, although customers would have significantly less access to library services. BCL could reduce staffing costs by approximately 18 percent, and realize significant savings from reduced utilities, deliveries, and other contracted services. A reduction of another day per week would disproportionately affect some customers over others. For instance, branches that are currently open for 40 hours would see a service reduction of 20 percent, while branches that are currently open for 48 hours would see a service reduction of 16.6 percent. Customer impact could be mitigated if the additional-day closure was staggered on different days among branches within each region.

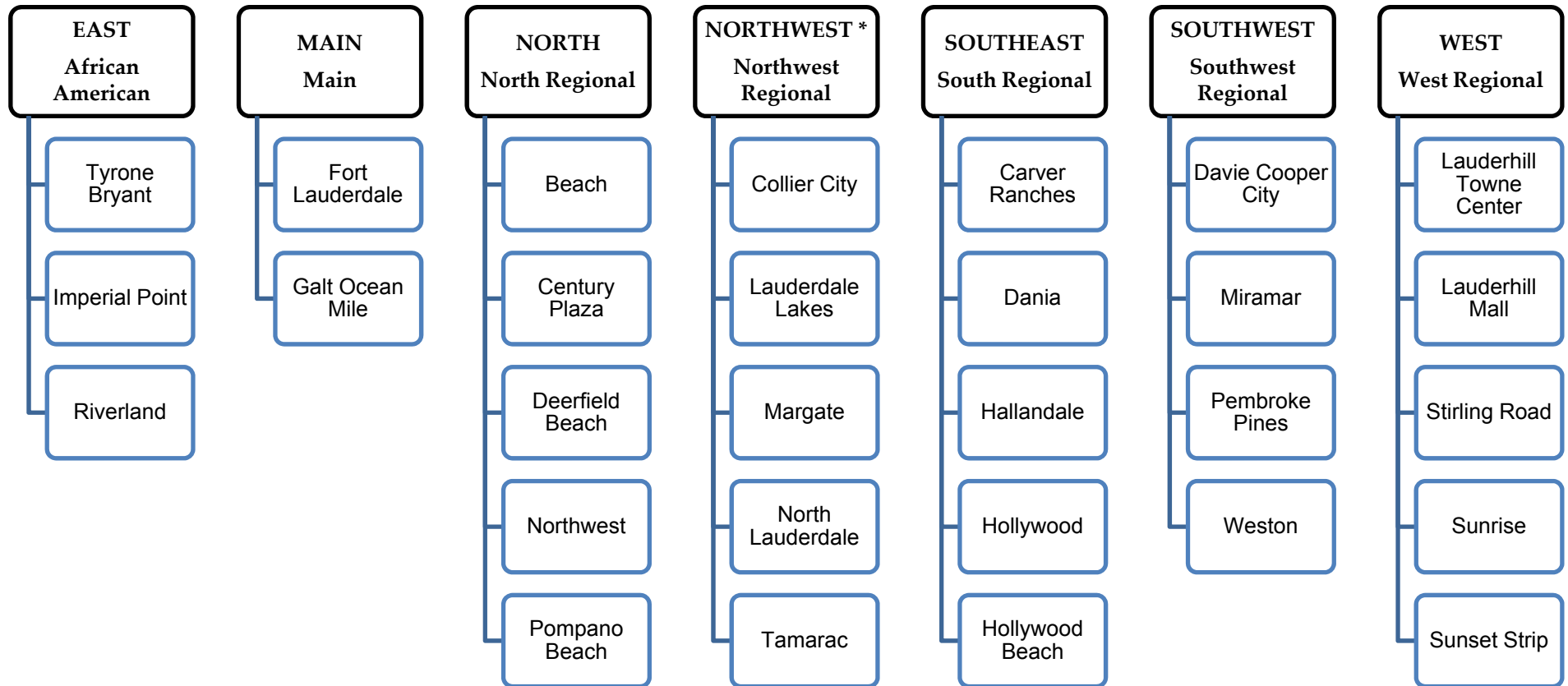
***Reduce Service Hours For All Branches Down to 40 Hours Per Week.*** Although smaller branches have a weekly schedule of 40 hours, nearly half of the branches are opened for



48 hours or more during the week. Any branch that is opened for more than 40 hours per week will require some level of overlapping staffing, resulting in double shifts for certain parts of the day. This level of staffing may not be necessary, as discussed in *Section 2*. In order to accommodate the availability of library resources to the public, service hours can be staggered among branches that are closer to each other to ensure that a branch within the general vicinity is always open during the evenings and on Saturdays.

***Reduce Services Provided by Branches During Public Service Hours.*** Aside from closing branches or reducing service hours, the Libraries Division could also consider controlling its costs through the reduction of specific services. Branches could remain open more than 40 hours a week, but those excess hours would be staffed by a small core of employees who would only provide basic assistance for customers. Customers would have to wait until the full-service time periods in order to ask reference questions or to seek assistance with research activities. For instance, the North Regional and South Regional branches provide limited service hours during the early mornings as a means to keep their longer service hours, while reducing the need for full staffing during the nonpeak times. BCL would need to balance service reductions against the confusion it may create for customers, and in comparison to other recommendations, the cost savings would be somewhat smaller.

## Appendix A: Organization Structure of the Broward County Libraries' Clusters and Lead Libraries



Note: Cluster names are marked in uppercase and the lead library for each location is shown below the cluster name. Each cluster's branches are listed below the lead library. The NSU-ASL is not listed, because it is not under BCL's direct control.

\* BCL deleted the Northwest Regional manager position, and will undertake further reorganization in the future.

## Appendix B: BCL Performance Measures and the County's Performance Measurement System

### BCL PERFORMANCE MEASURES

We found that BCL's performance measurement system provided meaningful, reliable, and objective data to BCL managers. Conversely, we found that the County's quarterly performance measure reports that BCL supplies to the County could be improved through standardizing measures between BCL and the County, and by presenting fewer, more indicative measures in a more understandable format. For our branch performance ranking, we used BCL performance measures, and calculated some further measures to better differentiate performance between branches. Overall, we found BCL's performance measurement system provided a good insight into its operations and finances.

BCL measures performance by comparing performance between branches, and against selected Florida State library measures. Performance measures are developed by manual data capture and compilation such as annual door count measures, or through automated means such as the collection transaction reports from the CARL system. Performance measure data is compiled in master Microsoft Excel sheets, and data analysis is undertaken in Excel. After analysis is complete, performance measures are distributed to BCL managers in Excel, and in some cases Microsoft Word to wider staff audiences. The measures that BCL uses are in line with those used by the other library systems that we interviewed.

The County separates BCL's budget into three programs: administration, financial and administrative services, and public services, and measures performance for two of these programs—financial and administrative services and public services. BCL in turn develops two performance management reports, financial and administrative service measures which contain seven variables, and a public services report containing 13 variables. Aside from quarterly measures, BCL includes further time-series analysis of variables on a year-to-date basis, and changes noted from the previous quarter. In our interviews with library staff throughout BCL, staff seldom referred to these county reports and instead referred to BCL internal performance measures. The county measures are adequate, and meet the County's need to assess performance against budget programs, but having different performance measures can be problematic. A performance measure best practice is to use the same performance measures throughout an organization and standardize measures as much as possible. Reasons for standardization include reduced staff labor to produce a smaller set of measures; standard measures allow all staff to compare and assess performance at various management levels in an organization; and most importantly, performance measures should align with performance goals, which in turn align with performance objectives, and an overall organizational mission and vision. Where different performance measures are used, the risk is that staff alter operations to improve a measure that does not conform to a valid organizational goal or objective. For example, BCL prepares these four measures for county reports, but does not use them internally:

- ◆ The average number of days to process payments for goods and services received.
- ◆ Number of personnel transactions processed (BC-102s).
- ◆ Number of purchase orders processed.
- ◆ Cost per purchase order and credit card processed.

Another performance measure best practice in annual budgets and reports is to provide a smaller number of more indicative measures, in a format that readers can readily understand. To provide a smaller number of variables, variables chosen for publication should be indicative of other variables. For instance, customer satisfaction is a good measure of other variables including customer sentiment, customer service skills, collection availability, opening hours, and customer access to bestsellers. One approach to making performance measures more understandable is to use a scorecard approach, which assigns achievement from excellent to poor on a six-point scale, from "A" to "E," rather than listing actual figures, that the majority of readers may not find meaningful.

The County and BCL would benefit from standardizing their performance measures, and we believe that BCL staff could achieve standardization, and still provide the county with the information they need to assess BCL's performance against the budget programs. The benefits of standardization are clear, and the cost of changes appears to be minimal as BCL already produces performance measures for its own purposes.

## Appendix C: Supporting Schedule for Performance Model Using FY 2009 Data

Name	Final Rank	Location Code	Location Rank	IT Rank	Circulation Rank	Reference Rank	Staffing Rank	Facilities Rank	Program Rank	Cost/Benefit Rank	Total Score
Northwest Regional Library	1	NO	29.5	30.7	36.3	37.0	13.0	27.5	30.0	14.0	217.9
Southwest Regional Library	2	SW	36.0	25.5	33.5	31.0	12.6	27.5	26.0	12.8	204.9
Deerfield Beach Percy White Branch	3	DB	33.0	13.3	21.8	36.0	27.5	12.0	31.0	28.3	202.8
Hollywood Branch	4	HO	20.5	29.0	25.5	29.0	24.3	27.5	18.0	26.3	200.0
Weston Branch	5	WE	38.0	20.3	30.5	27.0	17.0	27.5	11.0	19.5	190.8
Pembroke Pines/Walter C. Young Resource Center	6	PE	33.0	18.2	21.5	12.0	16.6	27.5	37.0	23.0	188.8
Sunrise Dan Pearl Branch	7	SN	29.5	16.2	26.3	30.0	22.6	27.5	14.0	21.0	187.0
Hallandale Beach Branch	8	HL	29.5	15.0	18.6	18.0	31.3	12.0	29.0	33.3	186.6
Tamarac Branch	9	TA	20.5	24.0	31.3	32.0	20.5	27.5	9.0	21.0	185.8
Davie/Cooper City Branch	10	DC	33.0	8.7	24.3	21.0	18.5	27.5	27.0	24.8	184.7
Carver Ranches Branch	11	CR	26.0	19.3	12.6	15.0	22.6	27.5	36.0	23.5	182.6
Main Library	12	MN	9.0	32.7	33.0	38.0	12.8	27.5	13.0	12.0	177.9
South Regional/BC Library	13	SR	20.5	34.0	31.0	35.0	11.0	12.0	19.0	12.3	174.8
Miramar Branch Library & Education Center	14	MI	36.0	24.3	27.8	23.0	10.5	27.5	8.0	14.8	171.8
North Regional/BC Library	15	NR	20.5	31.3	31.1	34.0	16.3	4.0	20.0	13.5	170.7
Century Plaza Branch	16	CP	36.0	12.8	25.3	24.0	27.4	4.0	17.0	22.8	169.2
West Regional Library	17	WR	9.0	26.5	37.0	33.0	9.8	27.5	12.0	12.3	167.0
Stirling Road Branch	18	SL	20.5	18.5	29.3	16.0	18.3	27.5	15.0	21.8	166.8
North Lauderdale Saraniero Branch	19	NL	9.0	21.3	21.5	22.0	18.3	27.5	23.0	20.8	163.3
Lauderdale Lakes Branch	20	LL	1.0	20.0	8.8	19.0	26.4	27.5	32.0	28.5	163.1
Margate Catharine Young Branch	21	MG	20.5	19.5	17.8	9.0	28.5	12.0	28.0	27.0	162.3

Continued

Name	Final Rank	Location Code	Location Rank	IT Rank	Circulation Rank	Reference Rank	Staffing Rank	Facilities Rank	Program Rank	Cost/Benefit Rank	Total Score
Collier City Learning Library	22	CC	14.5	30.3	4.0	10.0	16.6	27.5	38.0	19.8	160.7
Riverland Branch	23	RV	3.5	19.5	11.8	8.0	25.4	27.5	33.0	28.0	156.6
African-American Research Library & Cultural Center	24	AF	9.0	29.3	12.5	28.0	11.8	27.5	21.0	12.3	151.3
Imperial Point Branch	25	IP	14.5	13.2	20.8	13.0	26.1	27.5	16.0	20.0	151.0
Pompano Beach Branch	26	PO	9.0	20.0	16.0	14.0	24.9	12.0	34.0	19.8	149.6
Lauderhill Towne Centre Library	27	LC	9.0	16.8	15.5	20.0	17.8	27.5	22.0	19.0	147.6
Northwest Branch	28	NW	9.0	21.3	6.1	4.0	23.9	27.5	25.0	17.5	134.3
Dania Beach Paul DeMaio Branch	29	DA	20.5	15.7	15.5	11.0	21.3	4.0	24.0	10.8	122.7
Alvin Sherman Library at Nova Southeastern University (County Cost Only)	30	NV	26.0	12.5	20.8	25.5	11.8	4.0	5.5	13.3	119.3
Alvin Sherman Library at Nova Southeastern University (Total Costs)	31	NV	26.0	12.5	20.8	25.5	11.8	4.0	5.5	10.3	116.3
Tyrone Bryant Branch	32	BR	3.5	22.0	8.9	5.0	16.1	27.5	7.0	21.5	111.5
Beach Branch	33	BE	20.5	7.7	7.8	2.0	29.5	12.0	3.0	29.0	111.4
Hollywood Beach Bernice P. Oster Branch	34	HB	29.5	5.7	9.0	3.0	21.0	12.0	4.0	23.8	107.9
Galt Ocean Mile Reading Center	35	GO	14.5	9.0	10.3	17.0	21.1	4.0	10.0	17.0	102.9
Lauderhill Mall Branch	36	LM	3.5	13.3	3.0	7.0	15.5	4.0	35.0	16.3	97.6
Fort Lauderdale Branch	37	FL	14.5	15.0	6.5	1.0	29.3	12.0	2.0	17.3	97.5
Sunset Strip	38	ST	3.5	16.0	7.6	6.0	11.9	12.0	1.0	13.0	71.0

## Appendix D: Supporting Schedule for Performance Model Using FY 2010 Data

Name	Final Rank	Location Code	Location Rank	IT Rank	Circulation Rank	Reference Rank	Staffing Rank	Facilities Rank	Program Rank	Cost/Benefit Rank	Total Score
Northwest Regional Library	1	NO	28.5	32.7	33.0	36.0	11.9	26.5	31.0	13.0	212.5
Southwest Regional Library	2	SW	35.0	27.0	31.0	30.0	11.9	26.5	25.0	12.5	198.9
Hollywood Branch	3	HO	19.5	27.0	25.3	28.0	25.8	26.5	20.0	23.3	195.3
Deerfield Beach Percy White Branch	4	DB	32.0	11.7	19.3	35.0	25.0	11.5	29.0	26.8	190.2
Pembroke Pines/ Walter C. Young Resource Center	5	PE	32.0	12.7	20.3	11.0	24.8	26.5	36.0	25.0	188.2
Hallandale Beach Branch	6	HL	28.5	16.0	18.8	17.0	32.8	11.5	28.0	32.5	185.0
Weston Branch	7	WE	37.0	21.0	30.5	26.0	16.0	26.5	9.0	18.3	184.3
Sunrise Dan Pearl Branch	8	SN	28.5	20.0	27.0	29.0	18.4	26.5	11.0	19.8	180.1
Davie Cooper City Branch	9	DC	32.0	11.3	22.8	20.0	14.5	26.5	26.0	24.3	177.3
Tamarac Branch	10	TA	19.5	25.7	31.0	31.0	17.0	26.5	8.0	18.3	176.9
Carver Ranches Branch	11	CR	25.0	12.0	11.3	14.0	23.6	26.5	35.0	23.8	171.1
Main Library	12	MN	8.0	36.0	29.8	37.0	12.3	26.5	10.0	11.3	170.8
Miramar Branch Library & Education Center	13	MI	35.0	27.0	27.3	22.0	11.5	26.5	7.0	14.3	170.5
Stirling Road Branch	14	SL	19.5	24.3	28.0	15.0	20.6	26.5	16.0	20.5	170.5
South Regional/BC Library	15	SR	19.5	33.7	27.8	34.0	11.5	11.5	18.0	12.3	168.2
West Regional Library	16	WR	8.0	33.0	35.5	32.0	9.4	26.5	13.0	10.0	167.4
North Regional/BC Library	17	NR	19.5	27.7	28.3	33.0	18.1	4.0	19.0	14.3	163.8
Century Plaza Branch	18	CP	35.0	14.5	26.5	23.0	24.3	4.0	15.0	20.0	162.3
North Lauderdale Saraniero Branch	19	NL	8.0	22.3	22.0	21.0	17.8	26.5	24.0	19.5	161.1
Collier City Learning Library	20	CC	13.5	28.7	3.8	9.0	16.8	26.5	37.0	17.8	152.9
Margate Catharine Young Branch	21	MG	19.5	20.3	16.0	8.0	22.3	11.5	27.0	23.8	148.3
Lauderhill Towne Centre Library	22	LC	8.0	12.0	17.3	19.0	20.3	26.5	21.0	22.0	146.0
Lauderdale Lakes Branch	23	LL	1.0	12.7	6.3	18.0	23.1	26.5	30.0	26.8	144.3
African-American Research Library & Cultural Center	24	AF	8.0	30.0	10.8	27.0	11.0	26.5	17.0	12.0	142.3
Riverland Branch	25	RV	3.0	20.0	9.8	7.0	18.6	26.5	32.0	24.5	141.4
Imperial Point Branch	26	IP	13.5	15.8	20.5	12.0	20.5	26.5	14.0	17.5	140.3
Pompano Beach Branch	27	PO	8.0	20.0	16.3	13.0	14.0	11.5	33.0	15.8	131.5
Northwest Branch	28	NW	8.0	19.7	5.0	4.0	19.4	26.5	23.0	15.0	120.5
Dania Beach Paul DeMaio Branch	29	DA	19.5	14.8	16.3	10.0	21.1	4.0	22.0	11.8	119.5

Continued

Name	Final Rank	Location Code	Location Rank	IT Rank	Circulation Rank	Reference Rank	Staffing Rank	Facilities Rank	Program Rank	Cost/Benefit Rank	Total Score
County Cost—Alvin Sherman Library at Nova Southeastern University	30	NV	25.0	12.2	19.3	24.5	11.5	4.0	4.5	12.8	113.7
Hollywood Beach Bernice P. Oster Branch	31	HB	28.5	2.7	10.8	3.0	24.9	11.5	3.0	28.0	112.3
Beach Branch	32	BE	19.5	4.0	11.3	2.0	30.3	11.5	2.0	31.5	112.0
Galt Ocean Mile Reading Center	33	GO	13.5	4.3	12.0	16.0	27.4	4.0	12.0	22.5	111.7
Total Cost—Alvin Sherman Library at Nova Southeastern University	34	NV	25.0	12.2	18.8	24.5	11.5	4.0	4.5	10.0	110.4
Tyrone Bryant Branch	35	BR	3.0	18.7	4.8	5.0	16.1	26.5	6.0	22.3	102.3
Lauderhill Mall Branch	36	LM	3.0	3.7	3.3	6.0	17.1	4.0	34.0	20.3	91.3
Fort Lauderdale Branch	37	FL	13.5	15.8	6.3	1.0	30.4	11.5	1.0	9.8	89.2



## Appendix E: State Professional Library Staffing Standard Descriptors

State Library Standards							
Florida		Wisconsin		Georgia		Colorado	
Rating	Descriptor	Rating	Descriptor	Rating	Descriptor	Rating	Descriptor
<b>Essential</b>	Essential level standards define the basics of library service. Every library can and should offer them.	<b>Basic</b>	Not defined	<b>Essential</b>	Not defined	<b>Essential</b>	The minimum or expected basic level of library service. This may also be defined as the 25th percentile of a relevant statistic collected by the Public Library Annual Report. 75 percent of libraries in a population group meet this level.
<b>Enhanced</b>	This level starts where Essential leaves off and offers expanded services.	<b>Moderate</b>	Not defined	<b>Full</b>	Not defined	<b>Enhanced</b>	A medium level of effort, which may also be defined by the 50th percentile of a statistic. 50 percent of libraries in a population group meet this level.
<b>Exemplary</b>	Achieving this standard provides the highest and best service to the Community.	<b>Enhanced</b>	Not defined	<b>Optimal</b>	Not defined	<b>Comprehensive</b>	A high level of effort, which is defined by the 75th percentile of a statistic. Only 25 percent of libraries in a population group meet this level.
		<b>Excellent</b>	Not defined				

## Appendix F: Interviews With Stakeholders

### THEMES FROM INTERVIEWS AND FOCUS GROUPS WITH BCL STAFF

The purpose of these meetings and focus groups was to gather observations and perspectives from staff about library operations and identify areas for further inquiry. After reviewing staff's comments, we followed up on those issues that were potential opportunities for cost savings. The following items encompass the major themes we heard during our interactions with staff.

- ◆ BCL provides excellent customer service and is focused on serving the public. Employees are dedicated in their efforts to assist customers and going the extra mile when needed. These efforts include providing numerous traditional services as well as assisting with financial aid applications (E-government), selling bus passes, providing income tax forms, or assisting with voter registration.
- ◆ Staff were concerned about the reduced public service hours at the branches and their effect on customer satisfaction. Closing branches on Sundays was a significant change, but most everyone (staff and customers) appear to have adjusted accordingly.
- ◆ Staff would benefit from being trained in other duties to allow for versatility in meeting workload demands. This effort has already taken place among many of the administrative services functions. Staff at the branches also expressed interest in being cross-trained in different responsibilities, particularly given the reductions of staff available to serve the public.
- ◆ Computer usage is a major component of public services. Every branch has at least a bank of computers that are available for public access. For many branches, there appears to be a greater need for more computers, as they are in high demand.
- ◆ Despite the propensity of technology usage, the Libraries Division does not currently have the capability to process credit cards for general transactions, due to the limitations of its existing system. Also, the process for obtaining a library card requires a verification of identification in person, despite allowing for a portion of the application to be handled online.
- ◆ The Libraries Division provides an excellent array of programs that serve the broad spectrum of county residents. However, there are challenges in marketing these programs to the public and finding staff resources to assist in their delivery.
- ◆ The Libraries Division has an excellent network of volunteers through the Friends of the Library groups. The volunteers assist the branch staff with many tasks and provide a local presence within the community. However, there can also be challenges with managing the volunteers, given their large numbers and scheduling constraints.
- ◆ Staff at the branches identified several duties and responsibilities that are cumbersome or time consuming, most notably the cash handling and pick-up procedures prescribed by County policies. Given that staff is stretched thin due to reductions of positions, these additional duties have been challenging to address.
- ◆ The self-check machines are available to the public, but have not been used extensively. Many customers prefer to check out materials directly from library staff, rather than use the machines. Furthermore, not all audio visual materials can be checked out through

self check, as the variability in security cases tends to be the determining factor in whether a library employee must assist in the process.

- ◆ Communication between public service functions and administrative service functions appear to work well.
- ◆ The organization of branches into regions and clusters has contributed to the efficiency of operations. The regional libraries have coordinated and provided staff to their respective branches when needed and there appears to be good communication among the branches.

## INDIVIDUALS AND GROUPS INTERVIEWED

As referenced in the Scope and Methodology section, we interviewed or conducted focus groups with numerous staff throughout the Libraries Division including:

- ◆ **Core Administration.** The Libraries Division Director, Assistant and Associate Directors, Business Administrator, and supporting staff.
- ◆ **Administrative Services.** Staff from support, collection management, information technology, building, and business services sections.
- ◆ **Regional and Branch Staff.** Regional and branch managers, youth, programming, adult reference, and branch circulation staff. Additionally the team talked with, and observed BCL staff during visits to a number of BCL branch locations.

We also interviewed County staff and met with the Management and Efficiency Study Committee, partners including staff from Nova University and Broward College, and stakeholder groups such as the Friends of the Library.

To determine how other library systems were coping with reduced budgets and to gather comparative data, we interviewed the directors of the following eight library systems:

- ◆ Public Library of Charlotte and Mecklenburg
- ◆ San Jose Public Library System
- ◆ Queens Borough Public Library
- ◆ Los Angeles Public Library
- ◆ Miami-Dade Public Library System
- ◆ Tampa-Hillsborough Public Library System
- ◆ Palm Beach County Public Library System
- ◆ Phoenix Public Library