

Appendix 1

A Proposal Document for Consultation

Museum Services

A new structure for Organisational Change

Introduction

With the ongoing delivery of the Corporate Plan for 2014 – 2017 at the heart of what we do, the City Council is looking to build on the work undertaken so far aimed at improving prosperity for the City. The quality of services received by our residents and improving the environment in which people live, work and play is of paramount importance to us as an organisation.

In achieving the aims of the Corporate Plan and the specific outcomes that lie beneath them, it is essential that the authority has a 'fit for purpose' structure that is right for a council which has seen significant budget reductions over the last few years. High levels of performance underpin each of our aims so it is vital that we are structured appropriately to continue to improve performance across the organisation.

This restructure focuses on the Museum Services provided by the Council. The restructure will primarily focus on the posts of the Museum Access Officers / Assistants. Other posts will be reviewed in order to update their duties in line with the proposed requirements. The in-house catering services are the subject of a separate City-wide review.

Why is restructuring needed?

All staff are aware of the need to make ongoing budget savings. The Council's money plan has identified areas of potential savings across a wide range of services, which are now under review. Previous service reviews have focused on reducing duplication, eradicating waste and improving efficiencies in the way we deliver our services and this will need to be an ongoing focus for us for the future.

When considering the footfall in the Museums it is clear that the current opening hours do not reflect the visitor attendance patterns. In addition, visitor numbers for the Folk Museum show a marked contrast between the winter and summer months. A further factor is the need to align the staffing levels and working patterns with the requirements of the service and to meet the needs of visitors. By reviewing and amending these issues it is believed that significant improvements can be made to the quality and the cost of service delivery. This restructure has therefore been designed to ensure that the Museum services are fit for the future.

Background

“Gloucester has had a museum for 150 years, with the present City Museum and Art Gallery opening in 1903, and the Folk Museum in 1935 – the first dedicated museum of social history in Britain. The museums care for the extensive collections of the City Council, and make them accessible through a mix of long-term and short-term exhibitions, outreach and the Internet. Consultation suggests that users gain a high degree of satisfaction from the displays, but would like more with perhaps a more rapid turnover.

Museums services are labour intensive. They are essentially vocational, with staff at all levels who generally hold deep convictions about what they do. Professional curatorial staff have the same qualifications and skills as university lecturers, with a degree and post-graduate qualification. They need these qualities in order to unravel the complex stories behind our heritage and the collections in the care of the City Council, before they can pass the knowledge on in more accessible ways to users – exhibitions, publications, interpretative panels, etc.

The buildings in which the museums are situated are perhaps as important as the collections. The Folk Museum is listed II and the City Museum and Art Gallery is listed II. Although the City Museum and Art Gallery was created for the museum, it has been altered over the years (with the first floor inserted into an otherwise open hall), and the Folk Museum is basically a group of domestic buildings merged together and converted” (Museums and Heritage Service Strategic Review 2003).*

Over the last 12 years, the Museums service has sought many ways to save money and become more efficient. Since 2003 staffing has reduced from 21 staff in the Museums and Heritage Service in three locations to the current four professional staff and six FTE front line support staff running two full time museums. In 2004 the Transport Museum which was housed in the old Fire Station was sold to fund the refurbishment of the Price Memorial Hall first floor galleries at the City Museum. Admission charges were dropped in 2004 to boost visitor numbers and were reintroduced in 2010 to generate income, which subsequently led to a drop in footfall but a rise in admission fees over the donations that were previously made by visitors. Catering facilities introduced to both museums in 2010 were very popular due to the high quality of low priced meals, but both ran at a loss. The Folk Tea Rooms were closed in 2014 to partly meet the £50,000 savings required for that year and when the Manager for the Folk Museum post became vacant, along with the Head of Service Post for Cultural Services both posts were removed from the structure and the Manager for the City Museum became the Manager for both Museums and the Service Managers within Cultural Services (TIC, Museums and Guildhall) then reported directly to a Director as they still do now.

Since 2010, the Service has made savings through reducing waste and getting rid of museum vans. Income has increased through hiring out rooms, increasing school sessions (now led by the Folk Museum curator and relying less on freelance teachers), running birthday parties, Behind the Scenes tours, Eastgate tours with a Roman Soldier, specialist workshops run by museum staff according to their skills, ticketed talks and special ticketed events. Charges are continually benchmarked against similar venues.

The Museums Service is less dependent on the City Council than ever before in the last hundred years, but as government subsidies to local authorities decrease, the service must find ways to become more sustainable while still providing a high quality museum service that meets all the objectives of the City Council Business Plan. To this end a Commercial Review of Cultural Services was carried out in 2014. The results were very positive and showed, as in 2003, that there is a high degree of satisfaction from visitors to the museums, but return visits would be higher if displays

were changed more frequently. Surveys of non-users showed that the museums are to an extent 'invisible' in the city, and the Folk Museum in particular suffers from a confusing image problem.

As a result of the Commercial Review, the Service plans to re-brand both museums, increase marketing, look into making changes to signage in the city centre, (particularly with regard to the tourist trail which currently goes from the Quays to the Cathedral and back to the Quays), and developing the catering offer by employing a consultant to pull together a report on the benefits of putting all City Council catering out to tender-vs-keeping all or some of the services in-house. As part of the catering offer, the Folk Tea Rooms could become a garden café. The cost of re-branding could be partly met by the sale of unwanted books and old equipment, with an approximate value of £5,000 - £10,000. See Actions arising from Commercial Review (Appendix 1).

New admission charges were brought in at the beginning of February 2015, as recommended by the Commercial Review and have been received very well by visitors. The new charges are:

Adults - £5
Children and young adults up to age 17 - £3
Family ticket - £12

This gives unlimited access to both museums for one year.

The Commercial Review also recommended 'joint tickets or cross promotional offers with other attractions as an opportunity to counteract the out of the way location of both museums'. A new Museums Pass has now been introduced which allows unlimited entry to the City Museum & Art gallery, the Folk Museum, the Soldiers of Gloucester Museum and the Waterways Museum. The charges are as follows:

Individual ticket - £10
Family ticket - £20

There is no concession price for this ticket, because although the cost of concession admission to all four museums would be less than £10, it would only allow one entry to the Soldiers of Gloucester and the waterways Museums, so the Museums Pass is better value.

As well as encouraging museum visitors to come into the city from the docks, it also provides a small additional income for the museum selling the ticket. They will keep half of the income from the ticket plus one third of the remaining income, i.e. £6.33 for an individual ticket and £12.66 for a family ticket (the City Museum and Folk Museum are counted as one attraction because an admission ticket currently allows access to both). Tickets will also be on sale at the TIC. When the pass is purchased, the visitor's Residents Pass is embossed with the words Museum Pass, along with their name and expiry date. Residents passes are now available to visitors to the city, not just to residents.

Other plans to make savings and increase income form the basis of an Arts Council project which achieved a £43,000 grant. This funding will be used for staff training in customer service, gallery interpretation and interacting with visitors, retail training, the purchase of historic re-enactment costumes for staff to wear on themed days, new furniture for hire rooms to replace the tatty 'school art class' type tables and uncomfortable chairs, new interactive donations boxes for both museums and replacement of lighting in the Folk Museum with LED lighting which will be more pleasant for visitor to view the displays and will be more economical.

The Museums Service is in a position now of needing to produce a high quality attraction to encourage repeat visits and generate income, with a team that has already been substantially reduced. However, by reducing opening hours to times when visitors are most likely to come, by closing the Folk Museum during winter months (except for school visits and room hires) and by changing staff contracts to annualised hours so that the Service can offer evening and weekend events with less reliance on zero hours staff, it is possible to make some further savings. There will inevitably be a decrease in footfall and income due to reduced hours, but it is hoped that once visitors adjust to the new opening hours, these figures will increase.

Proposals

The first stage in this restructure looked at Realigning the Management Structure where the proposals brought appropriate services together to ensure that a step change can be delivered in new ways of working to help ongoing efficiencies and economies of scale.

This second stage of this review will see the establishment of a new integrated organisational structure for Museum services. We will seek to recruit into these posts internally whenever possible. It should be emphasized that these proposals are for consultation, and as such final structures and roles may be revised as a result of consultation feedback.

The proposals in this document have been designed in order to achieve the following key outcomes:

- Bring together staffing for both museums, thereby achieving efficiency savings.
- Align the opening hours of, and provision of resources at, the museums to a level appropriate to the visitor numbers at each site.
- Within the context of ongoing budgetary pressure, we must ensure that we achieve high value in all our activities and dealings, removing unnecessary cost and continually reviewing what we need to do and how we do it to remain cost effective.
- It is 'non-negotiable' that we continue to focus on agreed objectives, drive performance upwards and achieve results.

The next steps

This document focuses on the Museums Services staff. Where roles have been identified as needing to change to fit in the proposed service requirements new job descriptions have been developed and evaluated.

The proposed structure sees services being provided on a more cohesive basis. The aim will be to deliver improved value to the organisation and its stakeholders through reductions in unnecessary and uneconomic activity.

All staff affected by the restructure are invited to comment on the proposals herein, as are the Trade Unions. Job Descriptions are being finalised and staff will be invited to comment on these. The grades shown in this document are indicative only, and are therefore subject to confirmation following the evaluation process.

Following the closure of consultation all received comments will be reviewed and responded to. Any amendments to the proposals will be shared with all those affected by the restructure.

Job evaluations

All of the roles discussed in this document will be evaluated by a Hay panel.

The Hay method of job evaluation continues to be the most widely accepted worldwide. The process of evaluating jobs enables many important applications, such as designing effective organisations; clarifying interdependencies and accountabilities; managing succession and talent; and setting competitive, value-based pay policies.

This rigorous job evaluation process has afforded the Council a common framework and language to more effectively design jobs within the structure that best supports the corporate strategy and plan.

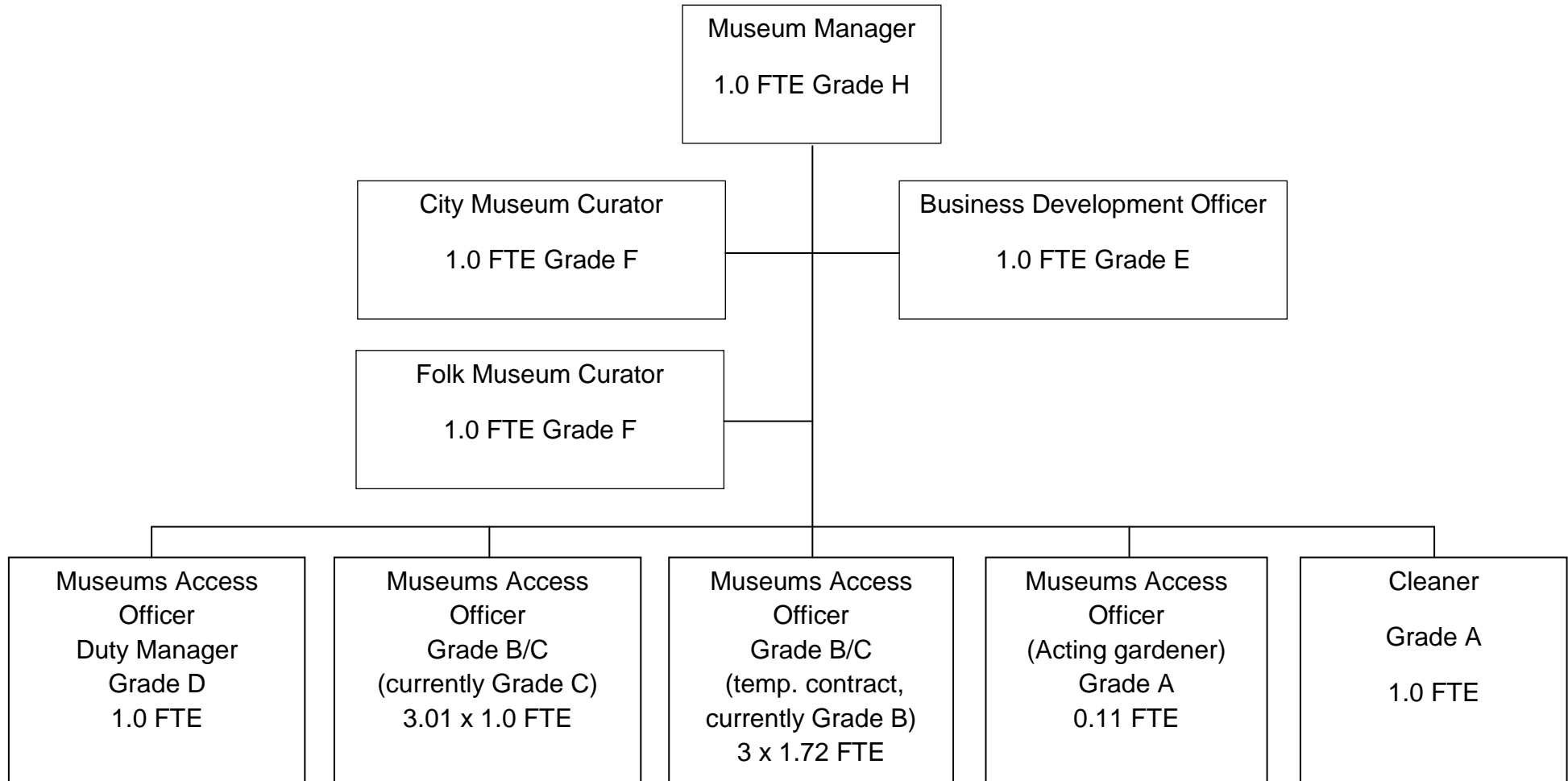
The draft job descriptions have been written that avoid over lengthy descriptions and explanations and are not an exhaustive list of tasks that the jobholder will be expected to do.

Proposed structure

The rest of this document details the proposed structures and rationale behind the changes being proposed, together with the timetable for consultation and implementation.

Current Staffing

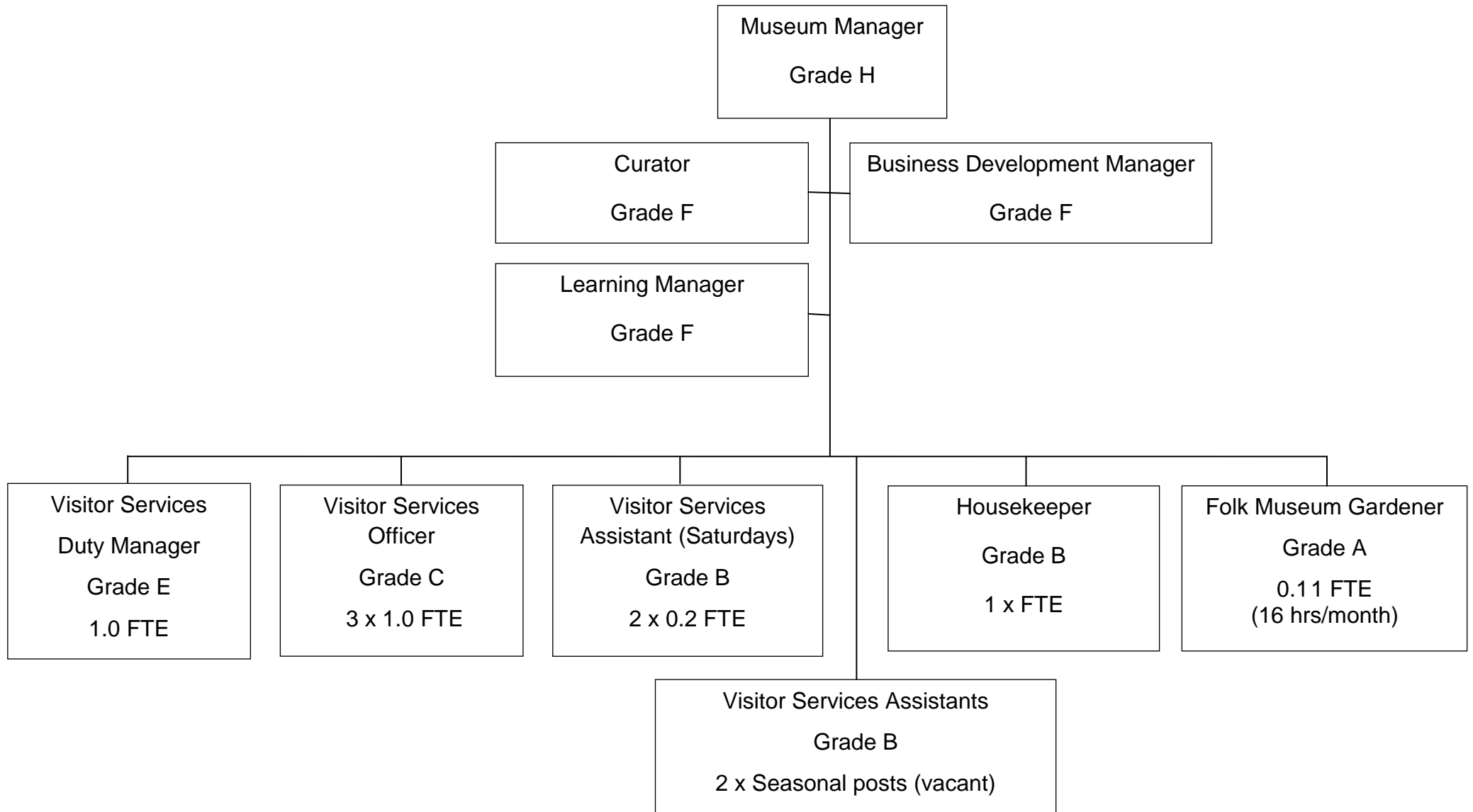
The current staff structure is detailed below:



All staff work across both museums which are open from Tuesday to Saturday. Zero hours Museums Assistants are employed to make the number of front line staff up to 6 FTE and to provide cover for holidays, sickness leave and time of in lieu cover. Museums Access Officers take time off in lieu for evening and other out of hours work and are frequently in a position where they have too much lieu owing and are unwilling to do more out of hours work. Senior staff plug gaps where Museum Assistants and zero hours staff are not available. Museums are frequently understaffed.

Proposed Structure

The new staff structure is detailed below:



When the Folk Museum is closed during term time week days in the winter, three front line officers will work at the City museum and one at the Folk Museum to oversee school bookings and room hires. On Saturdays it is proposed there will be three people on duty at each museum (2 x Visitor Services Officers (VSO) and 1 x Visitor Services Assistant (VSA)). During summer months seasonal staff will allow both museums to have three people on duty.

The Duty Manager post (Grade E) will have a similar role to the Visitor Services Officer (Grade C) but with added supervision and operational responsibility.

The Visitor Services Assistants posts (Grade B) will have a similar role to the visitor Services Officers but without key-holding and security responsibilities.

Each FTE post can be job shared, but job shared posts must add up to the required hours per week.

It is proposed that all staff will work across both sites where and when required. All Visitor Services officer, Assistant and Duty Manager posts will operate under direction from senior museum staff. I further propose that all posts, except the Saturday and seasonal posts, are annualised which will give flexibility for staff to work when the service needs it, without accruing lieu time. The standard working week will be 30 hours per week in the winter and 35 hours per week in the summer, with evening, early morning, Sunday and Monday shifts available to make up the hours to a full time post equivalent to a 37 hour week.

Staffing provision and proposed shift structures

The staffing provision and proposed working patterns for each museum are outlined below. Please note that the requirement for all staff to be flexible in respect of both their hours and place of work will be maintained.

The City Museum

The City Museum will open to the public Tuesday to Saturday every week, except the Christmas holidays, with the following provision:

- Summer opening hours reduced to 10 a.m. to 4 p.m., 1st April – 30th September (staff will work from 9 a.m. until 4.30 p.m.)

- Winter opening hours reduced to 10 a.m. to 3 p.m., 1st October – 31st March (staff will work from 9 a.m. until 3.30 p.m.)
- School bookings and room hires would be available outside of opening hours
- Monday opening during school holidays
- Open for a minimum of two Sundays per year
- Staff will also cover early morning and evening opening, and functions as required.

The Folk Museum

The Folk Museum will be open for the same hours as the City Museum during Summer opening hours. During the winter months (1st October to 31st March) the Folk Museum will be open to the public on the following days:

- Every Saturday during this period except for Christmas Day, Boxing Day or New Year's day.
- October half term, Monday to Saturday
- February half term, Monday to Saturday
- Easter school break, Monday to Saturday
- School bookings and room hires would be available throughout this period as usual
- Open for a minimum of two Sundays per year
- Staff will also cover early morning and evening opening, and functions as required.

Staffing

A full time equivalent post (FTE) would work core hours of 9 am – 4.30 pm or 9 am – 3.30 pm, Tuesday – Saturday, according to the opening hours, with 30 minutes lunch break, and will make up their contracted hours working evenings, Sundays and Mondays as required, which will be allocated on a rota basis. Any job shared posts must add up to the required number of hours.

When the Folk Museum is closed to the public, one VSO will provide cover to meet the needs of schools, room hires and other pre-booked parties. Three VSOs will work at the City Museum. Staff will work at both museums on a rota basis.

When the Folk Museum is open to the public, two VSOs will work at each museum on a rota basis, Saturdays will be supplemented by one 0.2 FTE VSA (Visitor Services Assistant) at each museum, and the additional summer opening days will be supplemented

by one seasonal VSA at each museum on a temporary six month contract, so that there are 3 front line staff at each museum when they are open.

One FTE Housekeeper post (Grade B) will include cleaning and preparation of rooms for schools and facilities hire, and putting together exhibitions and displays.

One 0.11 FTE gardener post (Grade A) will create and maintain the Folk Museum gardens. This post is currently in place under a Museum Assistant contract.

Savings

Since 2003, 12.2 staff have been lost, and the two museums now being run by 4 senior staff and 5.73 FTE front line staff (one of these posts is vacant). Currently front line staff are supplemented with zero hours staff to make up 3 FTE at each museum, although often there are only two people on duty if cover cannot be found. A low level of staffing in the museums during opening hours has safety risks for staff, visitors and the museum collections. Out of hours events and hires are worked for time off in lieu, which then is covered by zero hours staff. There is a high turnover of zero hours staff so continual training is required and often they do not have the knowledge to answer customer queries. The new structure will have 1 FTE Grade E (duty manager) and 3 FTE Grade C Visitor Services Officers (VSO) to work across both museums when the Folk Museum is closed to the public. They will be supplemented with Grade B Visitor Services Assistant (VSA) posts when the Folk Museum is open – i.e. 2 x 0.2 FTE for Saturdays plus 2 seasonal VSAs during summer months.

Although savings from the staff review will be minimal, it will standardise working hours and contracts across the team. By reducing opening hours and using annualised contracts, any out of hours work will go towards their annualised hours, thus reducing the need for zero hours staff.

The budget savings target for 2015/16 is £132,000 with an annual target of £100,000. Income/savings arising from implementing the recommendations from the Cultural Services Review are estimated at £71,276 in a full year, if recommendations are put in place, leaving a shortfall of £15,400.

1. Overview of the Process

General support

Any reorganisation can be distressing for those involved and for their colleagues so it is recognised that it will be a difficult time for staff.

HR support throughout the process will be provided by the County Council's HR Service. Support of a more general nature will also be provided by Senior Management Team and the Museums Manager.

Our aim at all times will be to provide clear and timely information for everyone involved and to maintain a close and open dialogue with the Trade Unions throughout.

Assimilation

In line with the Council's Organisational Change policy, where all of the following conditions apply, current post holders will be directly assimilated to the equivalent position in the new structure:

- the job is essentially the same (at least a 60% match), and
- the grade is the same, and
- the numbers of posts available is the same or greater than the number of current post holders.

Ring-fence competition

In line with the Council's Organisational Change policy, employees who do not secure a position in the new structure via direct assimilation will be included in a ring-fence if:

- their posts are deleted, and
- an alternative position or positions are introduced, and
- the employee's grade is the same (or one above / below) as the grade of the new post(s) *or* the employee is at the management tier appropriate to the new post(s).

Redeployment

Any employee who does not secure a post in the new structure or an ongoing position through transfer, change of working arrangements etc will be given notice of redundancy and simultaneously placed on the redeployment register for the period of their notice.

Selection process

There will be a consistent, robust recruitment and selection process for all affected posts within the structure. Applications from part-time or job-share employees will be actively considered.

Appeals

Guidance on how to appeal against any stage of this process can be found in the Council's Organisational Change Document that is available from HR.

Implications for those affected

We fully appreciate the challenging nature of this process, the anxiety and the uncertainty that may be felt by staff. It is important that we provide help and support throughout this period of change, particularly to those who are directly affected.

If any staff would like to be considered for voluntary redundancy or early retirement they should contact Martin Shields for an informal discussion.

The Council's free, confidential and external counselling service can be contacted on 01452 750586.

Timetable (Dates are indicative)

Consultation with Staff	3 rd November 2015
Trade Union consultation	10 th November 2015
Close of consultation	Extended from 3 rd to 10 th December 2015

SMT	8 th December 2015
Employee Forum	10 th December 2015
OD Committee	21 st December 2015
Formation of new teams	5 th - 9 th January 2016

2. How to respond

Please send your comments or questions to:

Angela Smith
Museum Manager

e-mail : angela.smith@gloucester.gov.uk
Internal post : City Museum

Appendix 1 - Actions Arising from Commercial review

Recommended Action	Savings or other benefits	Cost	Comment
Create joint venue hire team with Guildhall	Opportunity to offer wider range of venues to prospective customers and increasing sales.	nil	Team now in place. Joint hires leaflet has been produced.
Change charging model	Better value for local people, but higher price for day visitors.	nil	New charges now in place
Look to establish joint ticketing and other cross promotional partnerships with other attractions.	Increase footfall and income	£270 for two embossing machines	Residents' card museum offer with Soldiers of Gloucester Museum and the Waterways Museum, set up by Marketing Gloucester.
Change opening hours	Staff restructure means no cost associated with opening out of normal hours and saves on zero hours staff.	nil	Will minimise use of zero hours staff and produce a more cohesive service.
Improve website and on-line presence	Increase footfall and income	minimal	Free consultancy from South West Museum Development Project

Marketing plan, to include peak season tourist campaign	Increase footfall and income	unknown	Working with Gloucester County Council Design team
Change Folk Museum name	Increase footfall and income	unknown	Working with Gloucester County Council Design team
Museums' rebranding	Increase footfall and income	£10-25k	Working with Gloucester County Council Design team
Improve creative output	Increase footfall and income	£10-25k	Working with Gloucester County Council Design team
New signage for Folk museum	Increase footfall and income	unknown	This will be in the next phase
Expand the City Museum café and connect it to the City Library. Put both cafes out to tender as part of larger cultural package. Expand Folk Cafe outside, refurbish and re-launch as the Garden Café with an identity and access that is independent of the Folk Museum.	Increase footfall and income	unknown	This is being dealt with via procurement of a specialist consultant to produce an options paper for Members to consider.

Changes that affect both museums

- Summer opening hours reduced to 10 a.m. to 4 p.m., 1st April – 30th September
- Winter opening hours reduced to 10 a.m. to 3 p.m., 1st October – 31st March
- Monday opening during school holidays
- Three Visitor Services Officers and/or Visitor Services Assistants working at each museum during opening hours
- Contracted hours to include evenings, Sundays and Mondays if required for events or room hires
- School bookings and facilities hire would be available outside of new opening hours
- There will be special ticketed evening events, workshops, talks and tours throughout the year at both museums

Additional changes for the Folk Museum

- The Folk Museum will be closed during winter months except for Saturdays and school holidays (except Christmas holidays)
- Folk Museum will be open for school bookings, group visits and facilities hire throughout the year if booked in advance

Rationalising opening hours

All opening hours for the museums must be appropriate to when visitors are in attendance. Opening hours have been reduced by one hour at the end of the day for each museum in summer on the basis that the number of visitors falls sharply after 4 pm, and by two hours at the end of the day during winter on the basis that the number of visitors falls sharply after 3 pm.

Alignment of staffing levels to opening hours

At present staff tend to work from 8.45 am to 5.10 pm, although the specifics may vary. The duration between the normal start time and opening hours is lengthy compared to the duties to be completed. Also, there may be situations where staff are unable to complete their hours due to lone working considerations. Staff working hours have been extended to 30 minutes after closing time to allow time for cashing up and setting alarms. Currently staff cash up while the museum is open to the public.

Lone working will be minimised by the staffing arrangements and will be enhanced by the presence of other officers in the museums.

Job Descriptions

Revised job descriptions have been produced for all posts within the structure to ensure that they meet the requirements of the service. All jobs will be Hay evaluated.

Additional Recommendations for the Folk Museum

- Open during school holidays during winter closure except Christmas holidays because the museums are closed between Christmas and New year:
 - February half term – one week
 - Easter – two weeks
 - October half term – one week

- Open every Saturday during winter closure

Staff Implications

Current Job Title	Current Grade	FTE	Status
Folk Museum Curator	F	1.0	Assimilated into Learning Manager post, Grade F
City Museum Curator	F	1.0	Assimilated into Curator post, Grade F
Business Development Officer	E	1.0	Post deleted and ring-fenced to Business Development Manager post, indicative Grade F
Cleaner	A	1.0	Post deleted and ring-fenced to Housekeeper post, Grade B
Duty Manager	D	1.0	Post deleted and ring-fenced to Duty Manager, Grade E
Museum Access Officer	4 x C (contracted as Grade B/C)	3.01	Posts deleted and ring-fenced to 3 FTE Visitor Services Officer, Grade C and
Museum Access Officer (temporary contract)	3 x B (contracted as Grade B/C)	1.72	2 x 0.2 FTE Visitor Services Assistants (Saturdays only), Grade B
Museum Access Assistant (acting gardener at the Folk Museum)	A	0.11	Post deleted and ring-fenced to Museum Gardener Grade A