

SCOTTISH MUSEUMS COUNCIL

**Performance Management
in Museums**

Final Report

By

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Economic & Financial Analysis

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1.0 INTRODUCTION

1.1 Introduction

Following the publication of *The Collective Insight, A National Audit* the Scottish Executive has committed to developing an Action Plan for the development of the Museum sector.

Throughout the consultation period for the Action Plan one of the main responses was that there is a need for a national body to have responsibility for developing and promoting standards and performance management in the sector. This report considers existing schemes for promoting standards and performance management and their applicability to the museum sector.

The study brief set out the main objectives of this mapping exercise as follows:

- To provide a clear picture of standards and performance management schemes operational in the UK which are relevant to the museum sector, including European and International schemes
- To provide the platform for future development by SMC and others
- To provide information for a wide range of partner organisations including the Scottish Executive and local authorities

In addition to the main objectives the brief set out a number of clear outcomes:

- A matrix which enables comparison of current standards and schemes relevant to museums at three different levels:
 - a. Organisational Level
 - b. Museum Specific schemes/standards that relate to different museum functions
 - c. Tools available to assist assessment and/or compliance.

1.2 Definitions

There are a number of definitions for performance and a variety of aspects that require to be considered when assessing the performance of museum organisations.

There are a range of terms currently used when discussing the performance of museum organisations. The main term to indicate a minimum threshold is a **standard**. Some of the variations are listed below:

i. Resource: Registration Definition

Standards - documented agreements containing technical specifications or precise criteria to be used as rules, guidelines or definitions of characteristics, to ensure that material, products, processes and services are fit for their purpose.

ii. Collins Dictionary Definitions

Standard –

1. an accepted or approved example of something against which others are judged or measured
2. a principle of propriety, honesty, and integrity
3. a level of excellence or quality

ii. Alternative Definition

Standard – an accepted or approved example of something against which others are judged or measured. Any standard should also be reviewed or assessed regularly against a set of compliance criteria to make sure that the criteria are being adhered to. Part of the standard may often include the need/requirement for continual improvement/internal review, evidence of which should be supplied.

Within this mapping exercise there are also a number of related phrases including the ones listed below:

i. Collins Dictionary Definitions

Guidelines – a principle put forward to set standards or determine a course of action

Framework – a structural plan or basis of a project

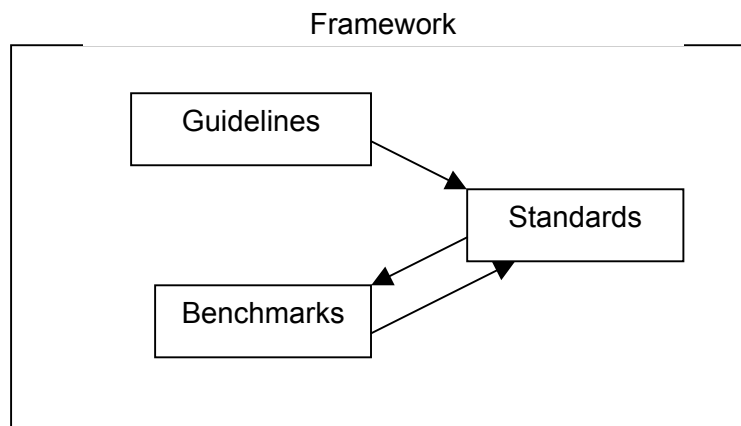
Benchmark – a criterion by which to measure something

ii. Alternative Definition

Guidelines – this may form part of a standard, or be part of a process required to achieve a standard, or an element required for working towards achieving a standard. In many cases a guideline will provide suggestions about the processes required to achieve best practice where no official assessed/recognised or accepted standard exists.

We consider that in most cases these performance terms have a relationship with each other which is shown in the chart below.

FIGURE 1.1 RELATIONSHIPS BETWEEN KEY TERMS



The diagram indicated that the overarching term is Framework. Within the Framework sits Guidelines, Standards and Benchmarks. These are all related to the Framework and have a specific relationship with each other. Guidelines sit within the framework and provide directions towards the fulfilment of standards. Standards specify the technical or precise criteria against which performance is to be measured. Within the standards, benchmarks then allow a comparison of the quality of provision or service. A key difference in the relationship between standards and benchmarks is whether a feedback loop exists allowing achievement of the standard to influence the future standard i.e. a dynamic element to the standard. This dynamic element arises through a feedback loop that allows the benchmark to feedback to the standards, which then in-turn improve. This improvement happens as benchmarks are met and gradually improve and subsequently standards rise. An example of this type of process in action is seen in the Public Library standards where the standards and benchmarks are set in relation to the best performing library authorities. As the benchmarks improve with performance over time, standards must also therefore rise for other library authorities over time. The Scottish Library and Information Council are to develop new public library standards for Scotland.

1.3 Report Structure

Section 2 Organisational Schemes

Section 3 Registration

Section 4 Registration v Organisational schemes

Section 5 Organisational Schemes - Complement or substitutes?

2.0 ORGANISATIONAL SCHEMES

2.1 Introduction

There are a number of well known organisational schemes that have been developed and are used by a variety of voluntary, public and private organisations. The Scottish Executive recently completed a review of a number of the most frequently used organisational schemes. The final document “Promoting Excellence in Scotland” reviewed the application of the following schemes:

- Excellence Model (EFQM)
- Charter Mark
- Investors in People (IIP)
- ISO 9000
- Balanced Scorecard
- The Big Picture
- Kaizen Blitz
- Best Value

Case studies of these schemes were highlighted within the document although none of these were within the museum sector. This section considers each in brief and considers its applicability to the museum sector.

2.2 The Schemes

The schemes are in many ways generic and therefore applicable to all sectors, although some are more malleable or specific than others. Key to this study is the aim of understanding which of the schemes could potentially be applicable for use in the museum sector. It is also important to highlight and be aware of the schemes that may be used to fulfil particular aims such as a greater customer focus or greater organisational strength.

2.3 EFQM (European Foundation for Quality Management) Excellence Model

2.3.1 Introduction

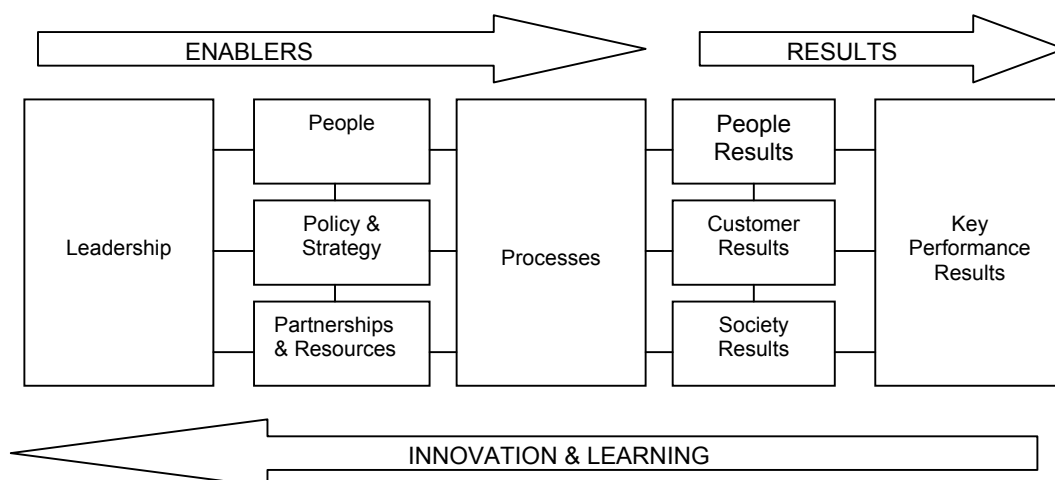
The Excellence Model was developed by the European Foundation for Quality Management (EFQM) and is widely used as a framework for continuous improvement activity by private, public and voluntary sector organisations of all sizes, and for judging prestigious quality awards.

Using the EFQM model helps an organisation to work out how it is performing in crucial business areas, and where it needs to improve. This provides a framework for developing a culture of continuous improvement.

2.3.2 How does it work and what is it for?

The excellence model uses nine criteria which serve the ultimate aim of meeting key performance results. The nine criteria are shown in diagrammatic form below:

FIGURE 2.1 - EFQM MODEL



Each of these nine criteria is broken down into a number of sub-criteria to be examined through self-assessment. The EFQM is best used as a diagnostic tool for self evaluation which can be undertaken using internal resources or outsourced. One particularly useful element of the EFQM is that it broadly covers both internal operations and external achievements. The internal elements (enablers) are initially reviewed and may include management of staff, resources and strategic and policy planning. The external (results) factors include an evaluation of success the point of view of customers, staff and general society. It is at these different levels where more or less detailed evaluation can be undertaken e.g. customer results, in-house customer

research or extensive market research consultations. Following evaluation of each area it is anticipated that some prioritisation may take place to address the areas that were underperforming most.

2.3.3 Users

Each quality system has been designed and developed at different times. Some have been developed with the private sector in mind where as others have been developed primarily for other sectors. The EFQM model was designed to be used by all types of organisations.

- Private Sector (e.g. Edinburgh International Conference Centre)
- Public Sector (e.g. Scottish Executive)
- Voluntary Sector

2.3.4 Cost and Timescale

The costs of self-assessment can be fairly low if as suggested internal self reviews are undertaken. However, costs could potentially be high if external consultants are employed or more sophisticated techniques are used. Surveys suggest a majority of organisations spend less than £5,000 during the self-assessment process although this review process should be carried out regularly e.g. as part of business planning process. There is also an annual fee of £650 excl. VAT for organisations with a turnover of less than £5 million.

The initial part of the self-assessment could be completed very quickly especially if it was undertaken in-house. However, the self-assessment is only the first part of the process. This would produce a series of areas where improvements/or changes would be required. It is this stage where much of the time may be spent from planning to delivery. This process should of course be on-going and perhaps become an annual part of the organisation's activities.

2.3.5 Applicability to the Museum sector

The EFQM model has potentially a good fit for the museum sector. It covers the main areas of museums more general operations and reasons for existence. It also has the advantage of being quick and relatively easy to undertake. However, while this is a useful diagnostic tool it is just that and without an active implementer/driver the process may falter. It is also important for the review stage to progress quickly to a planning and implementation stage. It will therefore be important for museum trustees to be able to make decisions quickly and efficiently following the initial review stage. If this two stage decision process is not able to take place then the model may lose some of its impact.

2.4 Charter Mark

2.4.1 Introduction

Charter Mark is the Government's national standard for customer service in the public sector and is central to public services reform and delivery. It is a powerful quality improvement tool focussing on customer service and service delivery. The Charter Mark criteria have been revised and updated to reflect the main principles for improving the delivery of public services that have been developed by the Prime Minister's Office of Public Services Reform. The new scheme will be launched in 2003 and will be fully operational in early 2004.

Charter Mark is unique among quality schemes in the way it concentrates on results – the service the customer actually receives.

2.4.2 How does it work and what is it for?

The process of development through the Charter Mark scheme is undertaken using a Framework and Toolkit supplied. The process again promotes continual improvement and focuses on the service given to customers as a priority. Applicants are assessed against six criteria:

- Setting standards and performing well
- Actively engaging with your customers partners and staff
- Being fair and accessible to everyone and promoting choice
- Continuously developing and improving
- Using your resources effectively and imaginatively
- Contributing to improving opportunities and quality of life in the communities you serve

There are two levels of Charter Mark the first being for those starting out and the second for those who are familiar with the process. The second level gives organisations a chance for self-assessment and is part of the continual improvement aspect of the scheme. Once awarded the Charter Mark standard organisations are reassessed every three years.

2.4.3 Users

The Charter Mark standard was developed by the Government for use by public sector organisations. To apply for the Charter Mark standard applicant public funding must account for at least 10% of the applicant's income.

2.4.4 Cost and Timescale

No details of costs are available although it is stated that costs will be in-line with other quality schemes. The timescale is variable depending on the situation the organisation may find itself when assessed against the set criteria.

2.4.5 Applicability to the Museum sector

Although the Charter Mark standard was developed solely for use by public sector organisations it does not appear to be the most suitable scheme to use universally for museum organisations. The first problem for some museums will be the public funding criteria of over 10%. A further issue is that although it does have a strong recognition that customers are the ultimate focus of operations and would meet this through front line and customer consultation, it may not challenge strongly enough the organisational issues within some museums. It may therefore be most useful for organisations that have recently undergone organisational or strategic review processes as Charter Mark is unlikely to address any fundamental strategic issues that an organisation may have. It is however likely to be very effective in fine tuning the product and services being provided to users/customers.

2.5 Investors in People (IIP)

2.5.1 Introduction

Investors in People is a national standard which sets a level of good practice for improving an organisation's performance through its people. It provides a framework for workforce development in all organisations.

Investors in People is open to all organisation of any size from any sector. Individual units of, for example, a large government department or local authority may pilot the standard as part of an overall strategy for achievement, or may go for the standard in their own right if they have the authority to do so from their parent department.

2.5.2 How does it work and what is it for?

Investors in People is primarily a scheme to promote improved performance through good Human Resource Management practices. In essence IIP sees employee development as the mechanism for improving performance. The key principles of being an IIP organisation are:

- Commitment – to developing its staff to fulfil its aims and objectives
- Planning – to be clear about their aims and objectives
- Action – developing people in order to improve its performance
- Evaluation – understanding the impact of the investment made

The process involves assessing the organisation to consider how it meets the criteria above and then to develop the organisation to plan how it will fulfil the criteria in the future.

2.5.3 Users

IIP is well known and used by many different types of organisation. To date over 32,000 organisations have formally achieved the Standard. These organisations employ over 27% of the UK workforce and range from companies employing from two people upwards, stretching across all sectors of the UK economy.

Examples of users are:

- Scottish Museums Council
- Kwik Fit
- Hampshire County Council (Records Office)

2.5.4 Cost and Timescale

The only fixed cost of the scheme is the assessors cost which is £550 per day. The number of days an assessor requires depends on the size of the organisation but would be no more than 3-4 days for an organisation with 50-100 people. The process from undertaking a commitment to the standard and achieving accreditation may take between 6 months and 2 years depending on the amount of development required.

2.5.5 Applicability to the Museum sector

The IIP standard is a good scheme for any type of organisation that wishes to develop its staff and improve employee satisfaction. It is therefore, potentially, a useful scheme for museum organisations to adopt. However, it is not strong as a tool for assessing organisational or strategic issues or the outputs of an organisation.

2.6 ISO 9000:2001

2.6.1 Introduction

ISO 9000 originated in the UK as BS 5750, the British Standard for quality management systems and is the established global standard for quality management systems that support organisation and customer relationships.

The generic nature and much reduced documentation requirements of the latest edition of the standard, ISO 9001:2000 (published in December 2000) have significantly increased its applicability to the public sector. The standard now looks at organisations in terms of their interacting processes and is based upon the Plan-Do-Check-Act continual improvement cycle, a universally recognised quality cycle which has been around since the mid-20th century.

2.6.2 How does it work and what is it for?

The ultimate aim of the ISO standard is to meet customers' expectations through the development of standard processes. The ISO standard must have management and staff that are committed to it. The formalisation of processes and tasks within the organisation is undertaken to put systems in place that are sequenced and interact with each other. Each process is also monitored and reviewed to ensure it is delivering customer satisfaction.

Once the systems and processes have been developed the organisation will then be subjected to an independent assessment before accreditation is granted.

2.6.3 Users

The ISO 9000 accreditation is widely used and is internationally recognised by over 340,000 organisations in 150 countries. It is flexible enough to be used for almost all organisations wishing to have a customer focus.

2.6.4 Cost and Timescale

The cost of the scheme is again dependent on the size and type of organisation. Some external support may be required to develop the formalised processes and there is also a cost for the assessment. In addition to the initial development and assessment costs an annual assessment is also required for continued accreditation.

2.6.5 Applicability to the Museum sector

The ISO standard is an internationally recognised and respected standard. It is flexible enough to be used by most types of organisation. It is a tool which can help organisations formalise the way they work while leaving enough flexibility for creativity in the work place. A potential constraint for a number of museum organisations, particularly smaller museums, is the relatively high initial and on-going costs of scheme.

2.7 Balanced Scorecard

2.7.1 Introduction

Balanced scorecard is a framework for implementing and managing strategy at all levels in an organisation by linking objectives, initiatives and measures of performance. It concentrates on the progress made on a set of key performance measures in terms of four dimensions, normally:

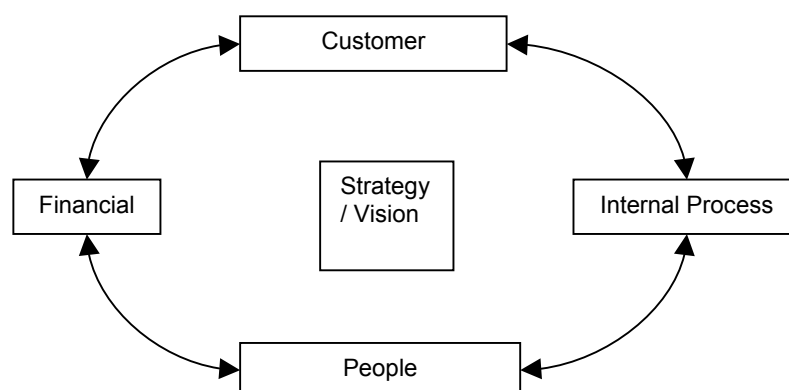
- Finance
- Customer
- Process
- People

Simply put, it is used as a flexible framework for regular monitoring and setting of strategic key performance measures and can be adapted to meet the strategic need.

2.7.2 How does it work and what is it for?

The balanced scorecard scheme has been developed to with a focus on strategy. It was originally developed for the private sector and set financial results as the most important output. However, some alterations can make the scheme applicable to organisations such as museums where value may be the main aim compared to profits. The four elements of the organisation that that influence strategy through this scheme can be seen below:

FIGURE 2.2 - REPRESENTATION OF THE BALANCED SCORECARD



The performance of the organisation is measured through the result of the changes made with the scheme.

2.7.3 Users

It could potentially be used by private, public and voluntary sectors however its main emphasis was originally for the private sector and profit making organisations. A pilot scheme is due to begin in April 2003.

2.7.4 Cost and Timescale

As with the ISO 9000 standard it is likely that some consultancy support may be required meaning that the cost of the undertaking the scheme may be fairly high (once off cost). The timescale for this scheme can potentially be shorter than others at around 3 months.

2.7.5 Applicability to the Museum sector

Although the balanced scorecard can be altered to include public and voluntary sector organisations its initial focus towards profit making as a main aim means that it is perhaps not a preferred framework. The Balanced Scorecard framework would be best used when considering strategic direction for an organisation. However, the Balanced Scorecard framework is more narrowly focused than EFQM. It is also likely that costs may be a barrier for some organisations using this standard.

2.8 The Big Picture

2.8.1 Introduction

The Big Picture is an organisational development framework that recognises the unique qualities of voluntary organisations. People who work in and understand the voluntary sector have developed the framework.

It is designed to help management personnel think about every aspect of their organisation and its work and to take action to improve it. At the same time it draws on good practice from other sectors.

Although primarily aimed at voluntary organisations, the Big Picture can be adapted for use in other small organisations or teams.

2.8.2 How does it work and what is it for?

The Big Picture framework is undertaken through self-assessment and was initially developed mainly with the voluntary sector in mind. The process encourages the organisation to take a strategic standpoint through the review which may often be neglected in the voluntary sector. The self-assessment is undertaken using the diagnostic tool below which would highlight areas where the organisation should focus their improvement efforts.



Following the self-assessment the suggested twelve month improvement period would be as follows:

- Months 1-3 Identify the needs
- Months 4-5 Plan the programme
- Months 6-11 Carry out the programme
- Month 12 Review

2.8.3 Users

As stated the Framework was primarily developed for the voluntary sector although a number of public organisations have also used it. Examples of users are:

- Guide Dogs for the Blind
- Venture Scotland

2.8.4 Cost and Timescale

The cost of this scheme is low as the materials cost less than £100. As a self-assessment Framework this also means that any extra costs are confined to staffing, volunteer and expense costs. The timetable has been suggested above as around 12 months.

2.8.5 Applicability to the Museum sector

The Big Picture presents a framework that is relatively simple to understand and undertake. It would be particularly useful for smaller organisations although a number of larger organisations have also used it. One disadvantage is that it does not perhaps have the same recognition or reputation as other standards as it is a self-help tool. It is cheap, straight forward and potentially effective way to improve strategy if used well. The benefits will appeal to many museum organisations.

2.9 Kaizen Blitz

2.9.1 Introduction

A Kaizen Blitz is a business improvement tool, which achieves 'impossible' results quickly, normally within a week. It is designed to identify and strip out anything that does not add value to the critical process under examination.

It is also about creating the right physical environment by removing obstacles that hinder the process. The key to the success of Kaizen is that it is the people who have hands-on knowledge of the existing process, creating stronger ownership and sustainability.

2.9.2 How does it work and what is it for?

Kaizen Blitz main claim is that it can help to achieve significant results in a short period of time. A facilitator who understands the process fully is required to go through the process which lasts 5 days. The five days are used for the following

- training in Kaizen Blitz principles
- analyse processes in organisation
- develop and implement new processes
- review new processes following feedback
- Presentation to state what next steps are

Following this week of activity the new processes and plans must then be put in place. Following the implementation of the new processes the organisation may see improved performance and improved customer product/service.

2.9.3 Users

The Framework could be used by any organisation although it is particularly resource intensive over a short period of time. Any organisation considering this approach must therefore be sure they have sufficient resources to undertake the work necessary.

2.9.4 Cost and Timescale

The cost of the scheme is significant and an external consultant for the Kaizen Blitz process may cost around £10,000. However, it is stated that some consultants may offer a “no risk” fee that guarantees the same amount or greater in savings for the organisation. The whole process takes between two and three months.

2.9.5 Applicability to the Museum sector

The Kaizen Blitz framework presents itself as a very impressive development tool. However, there are some drawbacks for its use in the museum sector. First, the costs may be high and in addition the resource intensive method of the framework means that museum organisations with limited staffing would struggle to be able to commit the necessary resources. However, for larger organisations with dedicated management staff this may be a more attractive package. It is also perhaps doubtful that such major savings could be made in museum organisations compared to a local authority. Therefore the value for money element of the framework may not be as significant for most independent museums as it would in for local authorities.

2.10 Six Sigma

2.10.1 Introduction

Six Sigma is a methodology for improvement and deploys a very wide set of tools. Many of these use data and information in very clever ways to identify paths to improvement.

The results of applying Six Sigma are measurable in hard financial and/or customer satisfaction terms and it is targeted to areas where 'breakthrough' performance is required.

2.10.2 How does it work and what is it for?

The Six Sigma development is undertaken through internal staff (Black Belts) in an organisation that are trained in specialist areas to improve problems within organisations. The organisation may have one or a number of trained people depending on the extent to which they desire to undertake small or significant change.

Six Sigma helps organisations manage and improve processes, both service and technical, in smarter ways. It is aimed at three main areas:

- Customer Satisfaction
- Reducing Errors and Defects
- Reducing Cycle Time

2.10.3 Users

In theory the Six Sigma scheme could be used by any organisation.

2.10.4 Cost and Timescale

The cost would depend on how many areas the organisation wished to focus on. However, the cost is likely to be relatively high as for training alone to become a black belt takes around 20 days. The timescale for training is between 3 – 9 months and improvements maybe seen within a year and onwards.

2.10.5 Applicability to the Museum Sector

The Six Sigma process requires a significant time input from an organisation and whichever individuals undertake training. In addition to, and as a result of,

the time required for training there is likely to be substantial cost implications for the organisation. These are two major reasons why the Six Sigma process is not ideally suited for use in most museum organisations.

2.11 Best Value

2.11.1 Introduction

Best Value was introduced to improve the value of public services to the users of Local Authority services. All local authorities in England and Wales use the Best Value process and it has recently been made mandatory in Scotland with the passing of the Local Government in Scotland Act 2003. Although not mandatory at the time Glasgow City Council has recently used the Best Value process to review their museums and galleries services.

2.11.2 How does it work and what is it for?

The Best Value uses a four stage process of

- Challenging
- Consulting
- Comparing
- Compete

The basis of Best Value is that indicators of performance are measured and compared against the best performing local authorities. The challenge is for each local authority to meet the standards set. The outcome of the process is the development of an action plan that is developed to improve standard to meet the benchmarks set. As each local authority undertakes this process this means that each one is in theory continually providing an improved service.

2.11.3 Users

The only current users of the Best Value are Local Authority organisations although there are a number of different benchmark indicators depending of the specific departments e.g. public libraries, museums etc. The use of Best Value may now expand to some independent museums as the following quote makes clear:

“This Part of this Act applies also to those bodies to which Part VII (finance) of the 1973 Act applies by virtue of section 106(1) of that Act (application to committees, joint committees and joint boards the members of which are appointed by local authorities and to charities etc. the trustees of which are local authorities or their members).”

In these cases independent museums that receive funding from local authorities will also need to be aware and conform to the Best Value procedure.

2.11.4 Cost and Timescale

The Best Value process is a time and resource consuming exercise for any local authority undertaking the process. The very nature of Best Value means that all of the following must be undertaken:

- Internal review
- Extensive user/non user consultations
- Staff consultations
- Comparator studies
- Options appraisal
- Action plan

The timescale may vary however it will not be less than a few months.

2.11.5 Applicability to the Museum Sector

As mentioned earlier the main constraint on the Best Value scheme is that it was developed solely for the improving certain elements of service provision within local authorities. The recent passing of the Local Government Act 2003 means that Best Value now covers a considerably higher number of museums than before. It will be interesting to monitor the use of Best Value over the following period especially in museums not under direct local authority control but with local authority board members or in receipt of local authority revenue funding.

3.0 REGISTRATION

3.1 Introduction

Registration for museums was introduced in 1988 by the Museum and Galleries Commission. It has impacted on the entire museum sector due to its adoption as the baseline for many funders. Registration Phase 3 is currently being developed and it, and its role in promoting performance management in museums is considered in this section. The potential new criteria are split into six headings as follows:

- Eligibility
- Corporate health
- User Services
- Visitor Facilities
- Collections Management
- Staffing

This section highlights some of the key areas and issues arising from the current consultation document. These issues include whether Registration is a standard or framework, and also where gaps currently exist in Registration.

3.2 Key issues

3.2.1 Standard or Framework?

The current registration scheme for museum organisations is considered by many to be a standard. The registration scheme:

- is a recognised accreditation
- demonstrates that they have achieved a minimum standard of provision/service
- is assessed in Scotland by the SMC who are in this instance an external independent organisation.

The current consultation document also clearly states that it wishes to remove the thinking that some elements/requirements are only “guidelines”. The document has therefore been called the “Registration Standard” in an attempt to make clear the status of the scheme.

Nevertheless there are three key factors which question the validity of calling Registration a standard instead of a framework for achieving minimum standards.

1. Within the registration scheme headings there are a significant number of the criteria which give guidelines (and are not measurable) and leave a subjective decision of their fulfilment to an assessor.
2. Most importantly enforcement of these “minimum standards” are not regularly reviewed and the process does not necessarily enforce continual improvement or development.
3. There are a number of requirements that “**MUST**” be met however there are a significant amount that “**SHOULD**” be met. These elements that “should” be met are not enforced but may be monitored for future review. This method of approach is likely to mean successful applicants are likely to have different levels of minimum standards.

We therefore consider that given these issues Registration should be considered a development framework that encourages a minimum set of criteria to be achieved. However, in our view without the elements of continual review, assessment and organisational development Registration is not a standard.

3.2.2 Non-measurable criteria

As discussed there are a number of criteria which are not measurable within the registration scheme. It is these non measurable criteria in terms of quality where guidelines are suggested for best practice. Within the scope of this study it is not possible to develop full narrative descriptions of relevant issues in all of the areas. However, the following headings are amongst the areas where there appears to be no baseline for assessment:

- Sound financial basis
- Emergency plans
- Opening hours/reasons for not opening
- Visitor facilities
- Staffing resources
- Staffing development
- Access
- Learning

Sound Financial Basis

One of the main areas which could impact most on the operation of a museum organisation is having a sound financial basis. The assessment and difficulty of accurately assessing this is described in more detail below.

Financial Viability

The financial viability of any organisation poses some unique difficulties for assessment. The submission of audited accounts and other legal and financial reporting measures does not necessarily guarantee the viability of an organisation. The submission of past information simply gives an indication of the financial situation in the previous period. Experience of other public organisations and particularly grant giving organisations suggests that additional steps can be used to assess or understand how financially viable an organisation is. Some of the methods are explained below:

Business Plan

A number of public grant giving organisations require the submission of a 3 or 5 year business plan particularly for projects seeking capital funding. The business plan is usually expected to include the following elements some of which are included elsewhere, for example in the Registration documentation requirements:

- Introduction to organisations aims and objectives
- Wider context of operations
- Market appraisal
- Funding details
- 3/5 year Income and Expenditure forecasts
- Structure of organisation
- Details of key personnel

Risk Assessment and Sensitivity Tests

A risk assessment although used in a different way can be an equally useful tool for the organisation as a business plan. This is particularly likely to be the case for museum organisations when considering financial viability which are in many cases reliant on external funding.

The risk assessment is useful as it highlights the potential ability and strategies for an organisation to cope with change. It also gives an opportunity for organisations to prepare for financial scenarios such as a reduction in earned or unearned income and increases in expenditure.

Financial Assessment

As with the production of audited accounts and other past financial information the production of a business plan and risk assessment can only show so much as it is likely to have been prepared internally. Public grant giving bodies such as the national lottery distributors often employ independent parties to undertake a rigorous assessment of the applicant's business plan. This process is likely to take around 2-3 days and may highlight any discrepancies and issues with the organisation, or uncover any unrealistic assumptions and difficulties. This could be done in-house if the expertise exists particularly if the process is being undertaken to assess organisations trying to gain Registration.

Summary

The financial viability of an organisation is difficult to measure and analysis of past accounts can assist in this. However, what is perhaps equally important within the museum sector is the ability of the organisation to be able to cope or deal with difficult or constrained financial situations. For this reason we consider the production of a risk assessment to be important so that organisations are more prepared if a crisis situation arises.

Emergency Plans

There are two main difficulties with the emergency planning element of the registration scheme. The first difficulty is the lack of a measurable baseline for an organisations emergency planning. The second difficulty is that although plans are to be produced and reviewed there is no requirement to actually undertake or test the emergency plans.

Opening Hours/Reasons for not Opening and Visitor Facilities

Similar issues arise in these two areas again regarding the lack of ability currently to measure a minimum threshold. It is clearly stated that there is no minimum requirement for opening times however, opening times must be published and restrictions stated.

There are a series of issues regarding visitor facilities and minimum standards of provision. The main issue is that the Registration provides no indication of the minimum standards that a museum facility should meet. The difficulty with this may be that museums vary so widely in size and scale that there are as such no standard facilities, e.g. cafes/catering, retail. The Registration documentation also covers areas such as visitor care, orientation and cleaning & maintenance. Again, although some guidance is given no measurable standards are provided for in the scheme.

There are however in the wider tourism sector a number of schemes that provide accreditation for visitor facilities and indeed visitor care. These are schemes that could easily be recommended as part of Registration (if they are not made mandatory due to cost). For example the VisitScotland grading scheme can give a star rating based on facilities to attractions based on what is already on-site. Examples of visitor care schemes would be Welcome Host or Scotland's Best. Again these could be recommended rather than prescribed to allow for the financial cost that are associated with some schemes. These simple measures would give a greater opportunity for improvement and quality assessment/development in museum organisations.

Staffing Numbers and Staffing Development

The requirement to have appropriate staffing numbers is almost impossible to assess in any formal manner. Staffing levels are dependent on a number of factors and there cannot be one clear measure. For example to measure staffing levels against turnover, income or size of collections is not comparable for different organisations. There is therefore a degree of difficulty in measuring fulfilment of this requirement.

The issue of staffing development in its current guise gives difficulty in measurement although this could potentially be addressed. The areas which are to be addressed include, staff management, recruitment, induction, training and development. The current guidelines give basic advice in these areas and suggest the some ways in which these areas could be covered. However, the staffing areas covered are all part of the Investors in People (IIP) standard.

Access

There are a number of types of barriers to access which museums are required to demonstrate that they are addressing. These are:

- Physical
- Sensory
- Intellectual
- Attitudinal
- Social
- Cultural

Again there are areas of accessibility that have more potential to be measured than others. For example physical access can be assessed using the disability tool-kit.

Learning

Within user services Learning is rightly described as the core purpose of museums. Resource has therefore developed Inspiring Learning as a checklist to assess the educational service being provided by the organisation. In Scotland a less detailed but similar evaluation framework has been commissioned by the Scottish Executive Education Department called Learning Evaluation and Planning (LEAP). If the final version of the Inspiring Learning for All is widely accepted in the museum sector as a standard for education there will be an advantage in its use. However, there may also be some advantage in using LEAP as it is widely recognised in Scotland as a community education tool. Nevertheless, it should be noted that the primary use of LEAP is as a framework for evaluation and development rather than a standard.

Collections Management and Documentation

Collections Management and Documentation are two areas where there are generally accepted and measurable standards. They are also of course two of the major activities within a museum organisation. With SPECTRUM for example museums are able to use whatever elements they find applicable to them. However, the use of the standard gives an opportunity for Registration assessors to be assured that organisations are reaching this minimum threshold.

3.3 Conclusion

The review of the Registration Phase 3 consultation document highlights some interesting areas for further discussion. However, the key point to be gleaned from the review is the status of Registration, i.e. is it a standard? The evidence appears to suggest that the answer to this question would be, negative. There are a series of gaps within Registration. In particular a number of areas have been highlighted where Registration does not give museums or assessors clear standards that are measurable. In addition, a gap also exists in encouraging development and improvement in the areas which are not measurable. It is therefore considered that Registration is currently a **FRAMEWORK** and not a standard.

4.0 REGISTRATION VERSUS ORGANISATIONAL SCHEMES

4.1 Introduction

This section introduces the extent to which the organisational schemes examined and the registration scheme are able to fulfil the requirements for museum organisations to fulfil Registration standards, current guidelines and standards.

4.2 Organisational (Quality) Schemes

The table below summarises the Organisation (Quality) Schemes that were presented in section two. The findings of the table and key differences in the schemes are discussed afterwards.

The table and subsequent tables use two methods of scoring. The first is a tick mark reflecting that the scheme meets identified criteria. The second more detailed method of scoring uses a star scoring from 1 star (has a very weak fit) to 5 stars (has a very strong fit).

TABLE 4.1
ORGANISATIONAL/QUALITY SCHEMES

Criteria	EFQM	Charter Mark	Investors in People	ISO 9000:2001	Balanced Scorecard	The Big Picture	Kaizen Blitz	Six Sigma	Best Value
Type of Scheme/Use									
Framework	√	√			√	√	√	√	
Standard		√	√	√					
Formally recognised/Accredited		√	√	√					
Planning/	*****	***	***	***	***	*****	***	***	****
Strategy Development									
Diagnostic use –processes	****	**	**	*****	***	***	*****	*****	****
Staff Development	*****	***	*****	**	*****	*****	**	**	**
Cost/Resources									
Self-Assessed	√				√	√	√ (if trained)	√	√
Externally Assessed		√	√	√			√ (consultants)		√
Potential need for external resources	√	?	√(assessment)	√	√		√	√	√
Need for significant short-term internal resources/time	**	***	**	**	**	**	*****	****	****
Duration of process	***	?	****	***	**	***	**	***	**
Takes Account of/Outputs for Stakeholders									
Visitors/Users	*****	*****	*	***	*****	*****	**	**	*****
Community/Social Impact	*****	***	*	**	**	*****	*	*	**
Volunteers	***	***	*****	**	***	*****	*	*	***
Paid Staff	*****	***	*****	**	***	*****	**	*	***
Funders/Partners	***	*****	*	***	**	*****	*	*	*
Trustees	****	***	*	**	*	*****	**	*	*
Registration									

The table shows a number of criteria and measures whether each scheme fulfils the criteria identified. Following the analysis undertaken of the 9 organisational schemes it is possible to group some of the schemes using the criteria. It is useful to group the organisational schemes to demonstrate overlaps and also highlight areas of difference too.

The following distinctions/overlaps between the organisations schemes are listed below. The groupings have been made based on the criteria in the table:

- Framework or Standard
- Formally recognised/Accredited
- Self-Assessed or Externally Assessed

Framework

- Balanced Scorecard
- The Big Picture
- Kaizen Blitz
- Six Sigma
- EFQM
- Charter Mark

Standard

- Charter Mark
- Investors in People
- ISO 9000:2001

Formally recognised/Accredited

- Charter Mark
- Investors in People
- ISO 9000:2001

Self-Assessed

- Balanced Scorecard
- The Big Picture
- Kaizen Blitz
- Six Sigma
- EFQM
- Charter Mark

Externally Assessed

- Charter Mark
- Investors in People
- ISO 9000:2001

How can the schemes be used?

The different schemes have different foci and also give particular benefits by undertaking the process. The schemes reviewed in the table above can be split into three main areas:

Process oriented

- ISO 9000:2001
- Sigma Six
- Kaizen Blitz

Diagnostic/strategically oriented

- EFQM
- Balanced Scorecard
- Big Picture

Specifics

- IIP (staff development)
- Charter Mark (customer service)

This split does not necessarily imply that the schemes could not focus on areas outside their remit. However, the split is basically an indication of the main foci and the outcomes that would be gained from following the guidance given. For example ISO 9000:2001 would mainly be considered to improve business performance and particularly customer service. However, it uses the identification and improvement/standardisation of processes to achieve. It is also possible through ISO 9000:2001 to focus on just a few particular processes and is therefore possible to be ISO accredited without actually reviewing all parts of the internal operations or strategy.

We consider that the schemes are not all necessarily substitutes for each other and in some cases may in fact be complementary. Each museum organisation must therefore assess what they are attempting to achieve. For example the IIP scheme could be implemented to solve any issues that arise from a diagnostic stage that may have been carried out previously and which highlighted staffing problems. Indeed, in some cases the reverse process may happen where staff appraisals and the IIP process lead the organisation to standardise processes in the case of staff recruitment and development.

Strategic/Diagnostic Frameworks

The three schemes described as being best used as strategic/diagnostic frameworks have similar characteristics. However, the mechanisms for undertaking the diagnostics are different. These areas for consideration/review are shown in the table below:

TABLE 4.2		
DIAGNOSTIC HEADINGS		
EFQM	Big Picture	Balanced Scorecard
Leadership	Direction	Customer
People	Governance	Financial
Policy & Strategy	Purpose	People
Partnership and Resources	Strategic Policy	Internal Processes
Processes	Staffing	
People Results	Culture	
Customer Results	Legislation and Regulation	
Society Results	Processes	
Key Performance Results	Planning	
	Managing People	
	Managing Money	
	Managing Other resources	
	Managing Activities	
	Monitoring & Review	
	Stakeholder Satisfaction	
	People we help	
	Paid Staff	
	Volunteers	
	Funders	
	Partners	
	Influencers	
	Positive Impact	
	Strategic Outcome	
	Financial Health	
	Evidence of Standards	
	Development	
	Public Profile	
	Impact on Society	

The table shows that the breadth and depth of the criteria within the schemes varies widely. The Big Picture clearly has the potential to cover a significant number of areas given the criteria listed. The criteria which are separated under four headings (highlighted in the table) also mean that one or more areas can be focussed on. The issue with the scheme is that because of the depth there may actually be too much diagnosis needed to cover all areas. Nevertheless, the Big Picture provides a simple to use framework and also gives a considerable amount of coverage for the needs of a museum organisation. This is particularly the case for publicly funded museum organisations which need to focus on meeting requirements such as:

- Legislation and Regulation
- People we help
- Volunteers
- Funders/Partners
- Influencers
- Impact on Society

The EFQM model has fewer areas/criteria to consider than the Big Picture. However, this should not be considered a disadvantage especially for use as a strategic tool. The criteria give the opportunity to take an overview of the organisation rather than facing the temptation of getting too involved with operational issues which could happen with too many criteria. In addition the criteria given are broad but also cover the main areas that any museum organisation needs to fulfil their duties and requirements.

Compared to EFQM and the Big Picture the Balanced Scorecard gives less criteria and focuses on just four main areas. The main reason for this is perhaps its original development as a tool for the private sector. The advantage of the Balanced Scorecard is that it concentrates on the organisations mission and strategy. The disadvantage is that for organisations without expertise in undertaking this type of diagnostic process it is likely some external support maybe necessary to assist the process. The main reason for this is that with such broad criteria it may be difficult for an organisation without experience to know how to diagnose problems and then develop structured plans under the criteria given.

None of these frameworks are officially accredited although there is an annual award given for EFQM.

Process Oriented (ISO 9000:2001, Sigma Six, Kaizen Blitz)

The three process oriented schemes are actually different in the way which they approach the development process.

The three schemes are considered process oriented rather than strategically oriented because of the methods they use to undertake development and create organisational improvement. The focus of the schemes is to ensure that discrete processes and procedures are undertaken efficiently and to a high standard every time. The developed efficient and effective procedures then act as the mechanisms for improved performance and give benefits to stakeholder (incl. staff and customers etc). These three schemes therefore fundamentally differ from the strategic frameworks as they address micro

issues within and organisation first rather than macro issues such as strategic direction.

The ISO 9000 scheme is the only one of these three schemes which is officially accredited. All three of these schemes have the potential for incurring significant costs for the organisation undertaking them.

The ISO 9000 scheme has the advantage of being “owned by the organisation”. This means that even if key personnel left in theory the processes can be used by whoever fills the position. It is important to highlight that there is potential for museums to have a significant number of processes which would give two options for using the ISO scheme as follows:

1. Full Quality Assurance scheme with a high number of processes
2. Smaller scheme, fewer processes but not covering all organisation activities

These two options both pose two difficult issues/questions.

1. Large Scale - Cost, time and resources required for developing processes and procedures for museum organisation
2. Small Scale – How are processes selected? Could/are processes be set at national level? Will reduced scheme provide value for money?

It is likely that for most museum organisations the reduced scale scheme would be the only way forward. However, if the most critical processes were chosen in each museum organisation then this may be a way of making operations more efficient and improving the service to users.

Six Sigma involves a significant amount of training for one or more individuals in an organisation. Without wishing to discount this scheme for all museum organisations, many would find it hard to lose the use of a person(s) for the training requirements over a period of time (20 days). In addition as with the ISO scheme organisations must chose to what extent they use Six Sigma whether on a holistic or reduced scale. There is also the potential loss of expertise through staff turnover.

The Kaizen Blitz approach using the intensive initial burst would mean that resources would be lost only for a short period. However, following this the implementation and operation of the revised processes take a further three months. This initial period also uses high level staff that may in some museum organisations actually make up a significant amount of the operational staffing. The claim that consultants would offer their time on a no-

risk fee is obviously tempting. However, for museum organisations with limited resources and few staff there is some scepticism whether savings would be so great.

All of the three process oriented scheme have their merits although all also have issues to consider and may be costly. However, both Kaizen Blitz and ISO 9000 appear to be the most suited for museum organisations.

Specifics Schemes (Investors In People & Charter Mark)

The final two schemes have been grouped together as they aim to address specific elements within organisations. IIP seeks to address the internal staffing issues which should in turn improve organisational performance. The Charter Mark scheme focuses on customer service (an output) rather than an internal process of the organisation. Users and conservation are obviously vital parts of any museum organisations function.

4.2 Frameworks v Museum Criteria

The two tables in Appendix 1 compare organisational schemes against Phase 3 Registration criteria and other museum specific standards/guidelines.

4.2.1 Frameworks v Registration Criteria

The headings (rows) used have been taken from the Phase 3 Registration consultation document. These criteria have been selected as although they may not be the final criteria they are indicative of the criteria that will be used. A further scoring element has been introduced into this matrix with a colour coding. Where the boxes have been shaded green this means that the scheme has the potential to encourage continual improvement for the criteria.

The matrix highlights some key issues regarding Registration, its status as a “standard” and the use of other quality schemes.

It may appear to be an obvious observation however the Registration documentation covers a significant number of the headings in detail. There are however two major issues with the registration “standard” presented. The first issue is that Registration has a significant number of gaps in measurability for some criteria. The second issue highlighted by the matrix is that Registration has significant gaps as a development tool. The matrix also shows that all frameworks have gaps in some areas. Each area is reviewed below:

Eligibility

The criteria are specific for museums and as such the registration scheme and the Inspiring Learning framework are the only schemes which cover the eligibility criteria.

Corporate health

In many ways the corporate health of any of the organisations underpins its ability to fulfil its aims, objectives and roles. One of the key issues regarding corporate health is understanding the past trends in an organisation. However, although we are unable to predict exactly what will happen in the future the most healthy museum organisations will be those who are able and prepared to change/respond if necessary. Therefore, the Frameworks that actively encourage review and a more pro-active stance are EFQM, The Balanced Scorecard and The Big Picture.

User Services

The user services area is perhaps the one area which is well covered by a number of the frameworks. In some groups of criteria the frameworks have a good fit rather than a strong fit however, the key is that they offer review and improvement. A key factor of the user services heading is the focus on users, access and non-users. Potentially the most suitable schemes appear to be Inspiring Learning, Chartermark and Registration. Other frameworks would be adequate however the Inspiring Learning and Registration frameworks have the advantage of being museum specific. Conversely the Chartermark scheme is excellent and has a broad focus on the needs of users/customers.

Visitor Facilities

The visitor facilities heading is one of the least well covered areas in terms of continual improvement. This is perhaps due to its specific nature and as such schemes for visitor facilities such as grading scheme are more suitable in this area. However, both Chartermark and Inspiring Learning give a good fit with these criteria. Registration also gives a good fit although there is less emphasis on continual improvement.

Collections Management

Collections management is a core function of museums and obviously sits as one of the most important areas for coverage by any framework. However, within the schemes reviewed it is perhaps the most poorly covered due to its specific nature. However, in this area the proposed Registration standard criteria give a strong fit in all areas. In addition, it does encourage review and improvement of best practice through reference to other museum specific guidelines and standards.

Staffing

The area of staffing is reasonably well covered by a number of frameworks with EFQM, The Balanced Scorecard and Big Picture having a good fit with continual review encouraged. Also the Registration scheme has a stronger fit than the schemes previously mentioned although it does not engage the organisation in improvement in the same manner. However, Investors in People is clearly the most suitable standard in terms of both fit and continual improvement under the staffing heading.

4.2.2 Organisational Frameworks & Standards v Other Potential Museum Frameworks/Guidelines/Tools

The second matrix charts the fit of the four frameworks against a number of other potential frameworks/guidelines/tools that museums may consider. Some of these frameworks/guidelines/tools may actually have been used as the basis of best practice for the Phase 3 Registration document.

The list of museum frameworks/guidelines/tools is not exhaustive however it is a comprehensive list of the standards and guidelines that museums may consider as important. Indeed a significant number of them are noted by resource under their standards and guidelines listings. There may be other national guidelines and there are certainly other international guidelines for museums. In the case of international guidelines the resource publication “from Australia to Zanzibar” maps the Registration processes and international standards for a number of countries around the world. However, in the case of the national guidelines it is not considered appropriate to include them in this exercise.

TABLE 4.2
ORGANISATIONAL FRAMEWORKS & STANDARDS V OTHER MUSEUM FRAMEWORKS/GUIDELINES/TOOLS

Criteria	EFQM	Balanced Scorecard	The Big Picture	Registration	IIP	Chartermark	LEAP	Inspiring Learning	Quality Management in Education	Welcome Host	Scotlands Best	Best Value
Type of Scheme/Use												
Benchmarks in Collection Care for Museums, Archives and Libraries, resource, 2002	*	*	*	*****	*	*	*	*	*	*	*	*
Code of Ethics: Ethical Principles for all who Work for or Govern Museums in the UK 2002The Museums Association, 2002	*	*	*	*****	*	*	*	*	*	*	*	**
Code of Ethics and Rules for Practice of the UKIC, United Kingdom Institute for Conservation of Historic and Artistic Works, 1996	*	*	*	***	*	*	*	*	*	*	*	*
Code of Ethics of the ICOM Committee for Conservation: The Conservator - Restorer: A Definition of the Profession, International Council of Museums, 1986	*	*	*	***	*	*	*	*	*	*	*	*
Code of Practice on Archives for Museums and Galleries in the United Kingdom, Museums and Galleries Commission and the Standing Conference on Archives and Museums, 1996 (under revision 2001)	*	*	*	***	*	*	*	*	*	*	*	*
Code of Professional Ethics, International Council of Museums, 1986	*	*	*	***	*	*	*	*	*	*	*	*

Criteria	EFQM	Balanced Scorecard	The Big Picture	Registration	IIP	Chartermark	LEAP	Inspiring Learning	Quality Management in Education	Welcome Host	Scotlands Best	Best Value
Criteria for Inclusion in the Conservation Register of Independent Conservators and Restorers, United Kingdom Institute for Conservation, 2001	*	*	*	***	*	*	*	*	*	*	*	*
DCMS Performance Indicators for National Museums and Galleries Department of Culture, Media and Sport, 1999	*	*	*	*	*	*	*	*	*	*	*	**
Disability Directory for Museums and Galleries, Resource, 2001	*	*	*	*****	*	*	*	*	*	*	*	*
ECCO Professional Guidelines: Code of Ethics, European Confederation of Conservator-Restorer Organisations, 1993	*	*	*	***	*	*	*	*	*	*	*	*
Ethical Guidelines: Access, The Museums Association,	*	*	*	***	*	*	*	***	*	*	*	***
Ethical Guidelines: Acquisition, The Museums Association, 1996	*	*	*	***	*	*	*	*	*	*	*	*
Ethical Guidelines: Disposal, The Museums Association, 1996	*	*	*	***	*	*	*	*	*	*	*	*
Ethical Guidelines: Trading and Commercial activities, The Museums Association, 1997	*	*	*	***	*	*	*	*	*	*	*	*
First Principles: a Framework for Museum Development in the West Midlands, West Midlands Regional Museum Council, 1998	*	*	*	*	*	*	*	*	*	*	*	*

Criteria	EFQM	Balanced Scorecard	The Big Picture	Registration	IIP	Chartermark	LEAP	Inspiring Learning	Quality Management in Education	Welcome Host	Scotlands Best	Best Value
Government Indemnity Scheme: National Heritage Act 1980 Indemnity Arrangements for Local Museums, Galleries and other Non-Governmental Bodies, Department of Culture, Media and Sport, 2000	*	*	*	***	*	*	*	*	*	*	*	*
Guide to Conditions Under the Government Indemnity Scheme: Security and Environment, Food and Drink, Transport, Handling of Indemnified Material by Visitors, Use of Barrier Rails or Ropes, Museums and Galleries Commission,	*	*	*	***		*	*	*	*	*	*	*
Guidelines for Good Practice Series: Insurance for Museums, Museums and Galleries Commission, 2000	*	*	*	***	*	*	*	*	*	*	*	*
Guidelines for the Commissioning and Undertaking of Conservation Work, Conservation Forum, 1998	*	*	*	***	*	*	*	*	*	*	*	*
ICCROM Indicators for Preventive Conservation, International Council of Museums, 1998	*	*	*	***	*	*	*	*	*	*	*	*
Levels of Collection Care: A Self-Assessment Checklist for UK Museums, Museums and Galleries Commission, 1998	*	*	*	***	*	*	*	*	*	*	*	*

Criteria	EFQM	Balanced Scorecard	The Big Picture	Registration	IIP	Chartermark	LEAP	Inspiring Learning	Quality Management in Education	Welcome Host	Scotlands Best	Best Value
Museum Mapping 2000: A Survey of Museums and Collections in the South West of England South West Museums Council, 2000	*	*	*	*	*	*	*	*	*	*	*	*
Museums for the Many: Standards for Museum and Galleries to Use When Developing Access Policies, Department of Culture, Media and Sport, 1999	*	*	*	***	*	*	*	*	*	*	*	*
Registration Scheme for Museums and Galleries in the United Kingdom, Museums and Galleries Commission, 1988, 1995	*	*	*	*****	*	*	*	**	*	*	*	**
Responding to Cultural Diversity: Guidance for Museums and Galleries, Museums and Galleries Commission, 2000	*	*	*	***	*	*	*	*	*	*	*	*
SPECTRUM: The UK Museum Documentation Standard (2nd edition), mda, 1997	*	*	*	*****	*	*	*	*	*	*	*	*
Standards in the Museum Care of Collections, Museums and Galleries Commission, 1998	*	*	*	*****	*	*	*	*	*	*	*	*
Treasure Act 1996, Central Government	*	*	*	***	*	*	*	*	*	*	*	*
UK Export Licensing for Cultural Goods-Procedures and Guidance for Exporters of Works of Art and Other Cultural Goods, Department of Culture, Media and Sport, 1997	*	*	*	***	*	*	*	*	*	*	*	*
Visitor Attraction Quality Assurance Scheme, English Tourism Council, 2001	*	*	*	**	*	*	*	*	*	*	*	*

The matrix shows that there is little coverage in any of the non-museum specific frameworks or standards that would help fulfil requirements of these additional museum frameworks and guidelines. Indeed, in a significant amount of cases Registration has a good fit rather than a strong fit with these other museum standards. The good fit may generally be where some of the criteria within the museum specific frameworks/guidelines may overlap with others. For example Registration may use a UK national code as its basis for best practice however there may be further codes and indeed international codes which cover some of the same ground.

Nevertheless, the key point to be drawn from this matrix is that Registration provides an excellent fit and guide for museum specific processes, tasks and guidelines. Conversely, the other schemes do not provide anything near the kind of coverage required for museums to be compliant with best practice in areas such as collections care and collections management.

4.2.3 Museum Frameworks/Guidelines/Tools v Registration Criteria

The previous matrices have demonstrated how the registration scheme and other frameworks/standards and guidelines have different strengths. The matrices have also shown where the various schemes overlap and where there are gaps in provision. These gaps are in areas where the ability to measure standards and the potential for the schemes to be used as a development tool are constrained. We have also noted that Registration is particularly strong in the collections management area. The matrix below highlights how well the other museum specific frameworks/guidelines/tools (previously explored against non-museum specific frameworks) fit the Registration criteria.

TABLE 4.3
MUSEUM FRAMEWORKS/GUIDELINES/TOOLS v REGISTRATION CRITERIA

Registration headings	Eligibility Criteria	Corporate Health	User Services	Visitor Facilities	Collections Management	Staffing
Type of Scheme/Use						
Benchmarks in Collection Care for Museums, Archives and Libraries, resource, 2002	*	***	**	*	*****	****
Code of Ethics: Ethical Principles for all who Work for or Govern Museums in the UK 2002The Museums Association, 2002	*	***	***	*	****	***
Code of Ethics and Rules for Practice of the UKIC, United Kingdom Institute for Conservation of Historic and Artistic Works, 1996	*	*	*	*	****	***
Code of Ethics of the ICOM Committee for Conservation: The Conservator - Restorer: A Definition of the Profession, International Council of Museums, 1986	*	*	*	*	***	***
Code of Practice on Archives for Museums and Galleries in the United Kingdom, Museums and Galleries Commission and the Standing Conference on Archives and Museums, 1996 (under revision 2001)	**	*	*	*	****	***
Code of Professional Ethics, International Council of Museums, 1986	*	**	*	*	****	***
Criteria for Inclusion in the Conservation Register of Independent Conservators and Restorers, United Kingdom Institute for Conservation, 2001	*	*	*	*	****	***
DCMS Performance Indicators for National Museums and Galleries Department of Culture, Media and Sport, 1999	*	*	***	***	**	*
Disability Directory for Museums and Galleries, Resource, 2001	*	*	***	*	*	*
ECCO Professional Guidelines: Code of Ethics, European Confederation of Conservator-Restorer Organisations, 1993	*	*	*	*	***	**
Ethical Guidelines: Access, The Museums Association,	***	*	***	**	*	***
Ethical Guidelines: Acquisition, The Museums Association, 1996	**	*	*	*	**	*
Ethical Guidelines: Disposal, The Museums Association, 1996	**	*	*	*	***	*
Ethical Guidelines: Trading and Commercial activities, The Museums Association, 1997	***	***	*	*	*	**
First Principles: a Framework for Museum Development in the West Midlands, West Midlands Regional Museum Council, 1998	*	**	***	*	**	*

Registration headings	Eligibility Criteria	Corporate Health	User Services	Visitor Facilities	Collections Management	Staffing
Government Indemnity Scheme: National Heritage Act 1980 Indemnity Arrangements for Local Museums, Galleries and other Non-Governmental Bodies, Department of Culture, Media and Sport, 2000	*	***	*	*	*	*
Guide to Conditions Under the Government Indemnity Scheme: Security and Environment, Food and Drink, Transport, Handling of Indemnified Material by Visitors, Use of Barrier Rails or Ropes, Museums and Galleries Commission,	*	*	**	*	***	*
Guidelines for Good Practice Series: Insurance for Museums, Museums and Galleries Commission, 2000	*	***	*	*	**	*
Guidelines for the Commissioning and Undertaking of Conservation Work, Conservation Forum, 1998	*	***	*	*	***	*
ICCROM Indicators for Preventive Conservation, International Council of Museums, 1998	*	*	*	*	***	*
Levels of Collection Care: A Self-Assessment Checklist for UK Museums, Museums and Galleries Commission, 1998	*	*	**	*	****	*
Museum Mapping 2000: A Survey of Museums and Collections in the South West of England South West Museums Council, 2000	*	*	***	*	**	*
Museums for the Many: Standards for Museum and Galleries to Use When Developing Access Policies, Department of Culture, Media and Sport, 1999	***	**	***	*	*	**
Registration Scheme for Museums and Galleries in the United Kingdom, Museums and Galleries Commission, 1988, 1995	****	***	***	*	****	***
Responding to Cultural Diversity: Guidance for Museums and Galleries, Museums and Galleries Commission, 2000	***	***	***	*	*	**
SPECTRUM: The UK Museum Documentation Standard (2nd edition), mda, 1997	*	**	**	*	*****	**
Standards in the Museum Care of Collections, Museums and Galleries Commission, 1998	*	**	**	*	*****	**
Treasure Act 1996, Central Government	*	**	*	*	**	*
UK Export Licensing for Cultural Goods-Procedures and Guidance for Exporters of Works of Art and Other Cultural Goods, Department of Culture, Media and Sport, 1997	*	*	*	*	**	*
Visitor Attraction Quality Assurance Scheme, English Tourism Council, 2001	*	*	*	****	*	***

4.3 Conclusions

The three matrixes have compared the relationship between the uses of organisational/registration schemes against the main guidelines, standards and guidelines in the Museum sector. We have also considered how the other museum-specific frameworks, guidelines and tools can support discrete elements of the Registration process.

The key point to be gleaned from the exercise is that none of the organisational schemes are able to deliver many specific processes required in meeting minimum standards for museums; examples are in collections management and documentation. It should perhaps be stated that these minimum threshold levels are considered to be those necessary to achieve Registration. However, some of the schemes do cover some of the elements of the museums' functions.

A further point is that the other museum specific frameworks/guidelines/tools are also more directed towards best practice and standards in collections management. Although some of the frameworks/schemes also provide a degree of coverage in the other Registration heading areas.

The conclusion that we must therefore draw from this is that the organisational schemes are not necessarily comparable in their outputs for museums. The registration scheme, and the various organisational schemes, do not appear to be substitutes.

5.0 ORGANISATIONAL SCHEMES – COMPLEMENT OR SUBSTITUTES

5.1 Introduction

The previous section highlighted that the organisational schemes and Registration do not provide a substitute for each other. However, with the use of a further matrix this section assesses to what extent the various organisational schemes complement the more museum specific focus of the Registration scheme.

5.2 Organisational Matrix

The following matrix shows what the additional criteria, if any, the strategic/diagnostic schemes would add to a museum organisation using them in addition to Registration.

The table uses the same two scoring methods as have been used earlier. The first is a tick mark reflecting that the scheme meets identified criteria. The second more detailed method of scoring uses a star scoring from 1 star (has a very weak fit) to 5 stars (has a very strong fit).

TABLE 5.1
STRATEGIC FRAMEWORKS V REGISTRATION

Criteria	EFQM	Balanced Scorecard	The Big Picture	Registration
Type of Scheme/Use				
Framework	√	√	√	√
Standard				
Formally recognised/Accredited				√
Planning/Strategy Development	*****	***	*****	***
Diagnostic use –processes	****	***	***	***
Staff Development	*****	*****	*****	*
Cost/Resources				
Self-Assessed	√	√	√	
Externally Assessed				√
Potential need for external resources	√(if desired)	√		
Need for significant short-term internal resources/time	**	**	**	*****
Duration of process	***	**	***	*
Takes Account of/Outputs for Stakeholders				
Visitors/Users	*****	****	*****	***
Community/Social Impact	*****	**	*****	***
Volunteers	***	***	*****	*
Paid Staff	*****	***	*****	*
Funders/Partners	***	**	*****	*
Trustees	*****	*	*****	*
Registration	*	*	*	*****

5.3 Key Issues

The key issue is the apparent lack of scope that the Registration has in terms of organisational development and improvement. This is clear in a number of areas such as:

- Strategy
- Management
- Staffing
- Evaluation
- Monitoring

Conversely, the other schemes all give an overview of these key organisational issues. Although the three strategic frameworks examined do have differences in timescales, costs and also their particular areas of strength.

5.4 Conclusions

The Collective Insight, A National Audit highlighted a number of prominent issues within the Museum sector. The Audits finding on the dispersal of the National Collection is well documented. The Audit also highlighted that the Museum sector is performing well within two areas:

- Forward Plans
- Collections Care

However, there were a number of other key issues regarding areas of need within the sector. The key areas of need were as follows:

- Staff Training
- Documentation
- Storage
- Disaster Planning

These issues listed above are key to the operations and functions of museum organisations. The issue of staff training is particularly important given that Registration does not support staff development as strongly as some other organisational schemes e.g. Investors in People.

The other areas of need are perhaps not covered by any of the organisational schemes specifically. However, issues such as Storage and Disaster Planning would have to be dealt with if reviewing strategy if using one of the strategic schemes, for example EFQM.

Core functions of museums are collections care and collections management. It has been apparent through the process that the only framework that is able to deliver strong guidance in these areas is Registration. This is also true of other museum specific functions and the development and improvement in these areas.

However, we have seen that the three strategic/organisational schemes offer an overview and an opportunity for dynamic continual improvement in areas that Registration does not deliver or cover well. Registration also leaves a number of areas where criteria are not statutory and applicants can choose whether to meet them. This leaves a question about how these elements can/should be enforced as part of a process of continual improvement.

We consider that there are two ways to approach the complementary way that Registration and the quality schemes sit together. These are as follows:

1. Use Registration as the main tool as its covers statutory museum requirements and then museum organisations can select quality schemes most suited to their needs for internal development.
2. Museum organisations first select the most suitable strategic framework (EFQM, Balanced Scorecard, Big Picture). This would be used to develop plans for development and improvement. Museums would then select most relevant optional and statutory parts of Registration. Museums may then also implement other Quality schemes if required (e.g. IIP).