

MEMORANDUM

State of Alaska
Department of Administration
Division of Personnel & Labor Relations

To: Nicki Neal
Director

Thru: 
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From: 
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Date: March 14, 2008

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Subject: Museum Security and Visitor Services Study

Preamble:

The Division of Libraries, Archives & Museums, Department of Education and Early Development, requested a classification study of the positions in the Museum Security job classes. In addition to updating the class specifications, the Division asked that we examine the minimum qualifications and assigned ranges. The Division also requested we examine the feasibility of establishing a museum intern job class.

Study Scope:

This study covers the positions in the Museum Security Clerk I & II, Museum Security Assistant, and Museum Security Coordinator job classes. All positions in these job classes are in the Division of Libraries, Archives & Museums.

Study Contacts:

The division contacts were Bruce Kato, Chief Curator, and Kay Shelton, Division Director. Lisa Golisek-Nankervis, Museum Security Coordinator, provided information as a subject-matter-expert that clarified and supplemented the information gathered from position descriptions and desk audits.

History of Job Classes:

The Museum Security Clerk I/II, Museum Security Assistant, and Museum Security Coordinator classes were established on June 1, 1992. The classes covered positions that had previously been allocated to the Clerk II/III, Natural Resource Technician II, and Park Ranger II job classes.

Class Analysis:

The State's classification plan calls for grouping positions into job classes when they are sufficiently similar with respect to duties and responsibilities, degree of supervision exercised and received, and entrance requirements so that: 1) the same title can be used to clearly identify each position; 2) the same minimum qualifications for initial appointment can be established for

all positions; 3) the same rate of basic pay can be fairly applied to all positions; and 4) employees in a particular class are considered an appropriate group for purposes of layoff and recall. Job classes are constructed as broadly as is feasible, so long as the tests of similarity are met.

The positions in this study are in the Alaska State Museum in Juneau and the Sheldon Jackson Museum in Sitka. The incumbents perform, supervise, and manage a dual-role in the museums: 1) providing unarmed security for the museum collection, exhibits, facility, and grounds; and 2) providing assistance, information, and interpretive services to museum visitors.

The security work includes monitoring activities and conditions in the museums and on museum grounds; maintaining awareness of dynamic situations; accurately assessing hazards and threats to visitors, collections, or the facility; determining and carrying out the appropriate level of response to enforce security and safety regulations as unobtrusively as possible; and requesting assistance from law enforcement, fire fighting, or emergency medical services when necessary.

The visitor services work includes extensive contact with groups and individuals of different ages, backgrounds, cultures, ethnicities, and levels of education to provide basic orientation to the museum, exhibits, and services; information on businesses, services, and points of interest in the community and area; and detailed information on the meaning, intention, use, history, and cultural significance of items on exhibit and in the collection.

There is a large seasonal variance in visitor volume in both museums. The summer tourist season brings increased visitor traffic, while the winter season has lower visitor traffic but more interaction with school groups. In analyzing the work I kept in mind the fact that I am viewing the work during the slower winter season and have tried to give proper consideration to the characteristics to be found during other parts of the year. The information provided indicates that the seasonal difference does not significantly change what is done, but does change how often it's done.

Sorting the positions based on the tests of similarity into the largest practicable sets with the greatest variance between sets resulted in three groups. The first group includes the positions performing the day-to-day security and visitor services duties in both Juneau and Sitka. These positions make up the majority of the positions studied. The second group includes two positions, one in Juneau and one in Sitka. These positions supervise the day-to-day security and visitor services work in their facility and ensure integration with the work of professional staff. The third group is a single position in Juneau that administers the security and visitor services programs for both museums.

This grouping differs from the previous class structure in that it combines the positions performing the day-to-day security and visitor services work into a single set. The last study created two classes for this work, a journey level class and a lead level class. In my analysis of the duties assigned and performed I found the current difference between positions' class controlling work is consistent with the differences typically found between experienced and proficient employees and relatively new employees. The lack of positions in this group assigned a predominant responsibility for assigning work, setting priorities, checking quality, evaluating

performance, and providing training to permanent employees supported grouping the positions into a single job class.

One area that caused me concern during the job analysis is the number of employees in the Security and Visitor Services section of each museum. The staffing levels are low enough that situations that should have minimal impact on operations, such as an employee using leave for a medical appointment, calling in sick, or requesting vacation becomes a critical issue that results in a need to call in substitute nonpermanent staff, cancel or deny other employees' leave, or assign higher level employees to fill in. Staffing levels are not an area typically addressed in classification studies; however, in this case the information provided indicated employees in the higher level classes were performing lower level work frequently enough to call into question the validity of their position's allocation. I have discussed this concern with the Chief Curator and Division Director and recommended creating additional positions in the lowest level class.

Additional positions could lead to a perception of over-staffing and employees periodically having nothing to do. I believe such circumstances indicate an adequate staffing level for this type of work and could serve to improve effectiveness. Part and parcel of both security work and visitor services work is being ready and able to respond to unscheduled and unpredictable events. The characteristics of the work preclude postponing its performance until staff return from an absence, as typically happens in offices where the work is more routine and clerical in nature. Adding at least one seasonal part-time position in each museum would reduce the need for on-call nonpermanent employees, minimize the work "rolling up-hill," provide greater opportunity at all levels for training, enable the lower level employees to rotate activities more frequently to increase morale and job-interest, and enable the higher level employees to focus their time on higher level duties.

As part of this study, I examined the practicality of establishing a separate job class for museum interns. The nature of the museum work and the characteristics of current intern classes are not sufficiently different to preclude grouping the positions in the existing classes. The Division of Personnel & Labor Relations is currently working on expanding the use and usefulness of interns and the intern job classes. The changes we are making to existing classes and programs should meet the needs of the museums without requiring museum-specific intern classes.

Class Title:

A class title should be the best descriptive title for the work. It is intended to concisely and accurately convey the kind and level of work performed and should be brief, easily recognized, gender neutral, and understood by potential applicants.

To convey the dual function that defines the classes and the relative levels of responsibility and authority exercised I have changed the class titles to:

Museum Protection & Visitor Services Assistant
Museum Protection & Visitor Services Supervisor
Museum Protection & Visitor Services Manager

Minimum Qualifications:

The minimum qualifications established for a job class must relate to the knowledge, skills, and abilities needed to perform the work and must not create an artificial barrier to employment of individuals in protected classes. Required training should be limited to the basic formal education that customarily prepares individuals for work in the field. Experience requirements are intended to ensure new employees can successfully perform the work after a period of orientation or familiarization. Required experience should be directly related to the actual duties of positions in the class and should not be equivalent to the work to be performed.

The work that characterizes the dual roles of these classes does not customarily require specific education as a standard method of preparation. The work involves the use of skills in applying known standards, established techniques, or specific procedures. These skills are typically acquired through specialized or on-the-job training. Although a candidate's level of education would be a valid consideration when comparing relative merit, the nature of the required knowledge and skills and the lack of a customary standard for the occupation indicates establishing a minimum education requirement could not be validated as a bona fide occupational qualification. I have set education that included specific course-work as an alternative means of qualifying, since education in a subject related to the management and protection of cultural resources would provide the knowledge and skills needed to succeed in the positions.

Establishing a minimum requirement for prior experience is warranted to ensure candidates have the knowledge, skills, and abilities needed to succeed in the positions. To provide the broadest pool of viable candidates I set qualification requirements that draw from experience in either role of the classes. The level and amount of required experience are set to provide the lowest reasonable standard that supports an expectation of success in the work.

Class Code:

Class Codes are assigned based on the Class Outline's schematic of Occupational Groups and Job Families. Occupational Groups are made up of related Job Families and encompass relatively broad occupations, professions, or activities. Job Families are groups of job classes and class series that are related as to the nature of the work performed and typically have similar initial preparation for employment and career progression.

The Museum Security classes superseded in this study were placed in the Arts, Photography, and Information job family (PE06). This family includes classes that advise on, administer, supervise, or perform creative work to communicate ideas through verbal, written, or pictorial means. Placing the Museum Protection & Visitor Services classes in this family could be justified based on the information and interpretive services role; however, such placement does not provide adequate recognition of the security role. The lack of a predominant requirement for creative work, such as distinguishes the other classes in the family, also argues against the classes remaining in this family.

The Facility Security job family (PF09) includes classes of positions that supervise or perform building or facility safeguarding duties. The security role of the Museum Protection & Visitor Services classes could justify their placement in this family; however, such placement would not provide adequate recognition of the visitor services role.

The Parks job family (PH04) includes positions that advise on, administer, supervise or perform work involving management, development, coordination, and operation of parks, historical sites, recreational areas and recreational activities. This family's classes have a dual function of providing visitors with information and interpretive services and enforcing security and safety laws and regulations. The similarity of the dual-roles between the parks classes and the Museum Protection & Visitor Services classes, and the museums' characteristics as both recreational and historical sites, indicates moving the Museum Protection & Visitor Services classes to the Parks job family will provide the most appropriate placement in the Class Outline's schematic.

The following Class Code changes reflect the movement of the classes to their new job family:

Museum Protection & Visitor Services Assistant from PD0682 to PH0451

Museum Protection & Visitor Services Supervisor from PD0683 to PH0453

Museum Protection & Visitor Services Manager from PD0684 to PH0455

AKPAY Code:

AKPAY Codes are assigned to job classes for use in legacy computer systems which cannot use the six-digit Class Codes of the current Class Outline. The AKPAY codes for these job classes are not being changed.

Fair Labor Standards Act

Employees in the positions in this study are covered by the Fair Labor Standards Act of 1938, as Amended (FLSA). The U. S. Department of Labor defined and delimited exemptions from the Act's minimum wage and overtime requirements for Executive, Administrative, and Professional employees. Exemption is determined based on the specific circumstances of an employee on a work-week basis; however, there are exemption criteria and position characteristics that can be addressed here.

The primary duty of employees in the Museum Protection & Visitor Services Assistant job class is providing information to visitors and unarmed security for the museum. This duty does not include work that requires advanced knowledge in a field of science or learning, that is in an administrative function directly related to management or general business operations, nor the management of the enterprise in which the employee is employed. These employees would not meet the primary duty tests for exemption from the overtime provisions of the FLSA as Professional, Administrative, or Executive employees.

The primary duty of the employee in the Museum Protection & Visitor Services Manager job class is managing the State's Museum Protection and Visitor Services program. This duty does not include work that requires advanced knowledge in a field of science or learning, or that is in an administrative function directly related to management or general business operations. The employee would not meet the primary duty tests for exemption from the overtime provisions of the FLSA as a Professional or Administrative employee. The primary duty meets the Executive exemption's requirement of management of a customarily recognized subdivision and includes the regular direction of two full-time employees. The employee has authority to effectively recommend hiring and other changes of status of subordinates. The employee is paid on a salary basis at a rate that exceeds the regulatory minimum of \$455 per week. The employee in this class

meets the tests for exemption from the overtime provisions of the FLSA as an Executive employee.

The primary duty of employees in the Museum Protection & Visitor Services Supervisor job class is supervising the Museum Protection and Visitor Services section for a museum. This duty does not include work that requires advanced knowledge in a field of science or learning, or that is in an administrative function directly related to management or general business operations. These employees would not meet the primary duty tests for exemption from the overtime provisions of the FLSA as a Professional or Administrative employee. The primary duty meets the Executive exemption's requirement of management of a customarily recognized subdivision. The employees have authority to effectively recommend hiring and other changes of status of subordinates. The employees are paid on a salary basis at a rate that exceeds the regulatory minimum of \$455 per week.

To fully meet the tests for exemption as an Executive the Museum Protection & Visitor Services Supervisors must "customarily and regularly direct the work of two or more other employees." The regulations state this means "two full-time employees or their equivalent." The State's full-time workweek is 37.5 hours; therefore, to meet this requirement the supervisors must direct employees whose cumulative schedule is at least 75 hours per workweek. The employment of full-time, part-time and seasonal subordinates means there may be periods when these supervisors meet this standard and periods when they do not. The State Attorney General's opinion, with guidance from the U.S. Department of Labor, is that determining if the test is met requires consideration of employees in pay status. Employees at work, on paid leave, in holiday status, and in other pay status would be included in determining the cumulative hours. Seasonal employees would not be counted towards the two full-time employee equivalent when they are on seasonal leave without pay. Typically, at the current staffing levels, the Museum Protection & Visitor Services Supervisors will fully meet the tests for exemption from the overtime provisions of the FLSA during the summer season and not meet them during the winter season.

Salary Range:

A job class is assigned a salary range based on internal consistency within the State's pay plans, in accordance with merit principles, with the goal of providing fair and reasonable compensation for services rendered and maintaining the principle of like pay for like work. In evaluating internal consistency, the difficulty, responsibility, knowledge, skills, and other characteristics of a job class are compared with job classes of a similar nature, kind, and level in the same job family or related job families.

In examining the internal alignment of the Museum Protection & Visitor Services classes I assessed comparisons with classes in the Parks job family (PH04), Facility Security job family (PL09), and Arts, Photography, and Information job family (PE06). To ensure full consideration was given to the knowledge and skills required in the work I also assessed comparisons with classes in the Natural Resources and Forestry job family (PH03), Anthropological Research and Education job family (PE05), and Property Management (PD09) job family.

The Parks family includes the Park Specialist (Rg 13), and Park Ranger I/II (Rgs 16/18). The Park Specialist is an entry professional class responsible for independently providing visitor

information and education, ensuring park safety, leading park workers and volunteers, and maintaining park units and facilities. The Park Rangers are commissioned peace officers responsible for law enforcement in park areas and the administration, management, development, and operation of parks. The Park Ranger I is the journey level performing the full range of duties and the Park Ranger II is distinguished by supervisory authority over professional-level subordinates.

The Facility Security family includes Security Guard I/II (Rgs 9/12), and Psychiatric Safety and Security Officer I/II (Rgs 9/11). The Security Guards ensure the safety and security of people and property at State-owned facilities where the ongoing presence of guard personnel is necessary to deter acts of theft, sabotage, or violence. The Security Guard I is the journey level responsible for the full array of security and inspection activities following well-defined policies and procedures. The Security Guard II is the supervisory level responsible for planning, implementing, and overseeing multiple guards at a State-owned facility. The Psychiatric Safety and Security Officers ensure the safety and security of patients and staff at the Alaska Psychiatric Institute. The Psychiatric Safety and Security Officer I is the trainee level in which incumbents receive formal and on-the-job training. The Psychiatric Safety and Security Officer II is the journey level with incumbents certified by the International Association for Healthcare Safety and Security and independently performing the full range of safety and security duties.

The Arts, Photography, and Information family includes Publication Technician I/II (Rg 11/13), Publications Specialist I/II/III (Rgs 13/16/19), Information Officer I/II/III (Rgs 14/17/20), and Exhibit Specialist (Rg 17). Publications Technicians prepare technical/scientific reports, pamphlets, newsletters, and similar material for publication. The Publications Technician I is the entry/trainee level receiving training in publication standards, printing requirements, and publishing software and preparing routine reports and pamphlets. The Publications Technician II is the journey level performing the full range of technical publications duties involving extensive layout and design. Publications Specialists perform writing, editing, and publishing duties to produce publications, articles, brochures, newsletters, and internet materials. The Publications Specialist I is the professional entry level performing creative duties in an assistive role. The Publications Specialist II is the professional journey level performing the full range of creative duties required to produce written materials. The Publications Specialist III either manages the production of scientific publications or supervises a publications section. Information Officers are responsible for a department's information dissemination program with a focus on mass media distribution to the general public. Information Officer levels are distinguished by the nature of the department served and the resulting complexity and controversy in information disseminated. The first level serves an agency with well-established programs and activities that are not generally contested. The second level serves an agency whose programs undergo a continual and obvious modification based on public reaction. The third level serves an agency whose programs are highly controversial and subject to extensive public scrutiny. The Exhibit Specialist performs creative work in the design, construction, and installation of museum exhibits and preparation of gallery space and items to be exhibited.

Comparing the security and information duties and responsibilities that distinguish the Museum Protection & Visitor Services Assistant with the above classes supports alignment above the

classes at range 9; below the classes at ranges twelve and thirteen; and alongside the security class at range eleven.

Comparing the security, information, and supervisory duties and responsibilities that distinguish the Museum Protection & Visitor Services Supervisor with the above classes supports alignment above the classes at range twelve; below the classes at ranges sixteen and seventeen; and alongside the classes at ranges thirteen and fourteen. Careful assessment of the similarities and differences with the Parks Specialist class revealed greater support for aligning the Museum Protection & Visitor Supervisor at range fourteen.

Comparing the security, information, supervisory, and program management duties and responsibilities that distinguish the Museum Protection & Visitor Services Manager with the above classes supports alignment above the classes at ranges thirteen and fourteen; below the classes at eighteen, nineteen, and twenty; and alongside the classes at ranges sixteen and seventeen. Careful assessment of the similarities and differences with the Information Officer II and Exhibit Specialist revealed greater support for aligning the Museum Protection & Visitor Services Manager at range sixteen.

The classes with sufficient similarities to provide alignment comparisons in the other job families examined include Natural Resources Technician I/II/III (Rgs 10/12/14), Natural Resources Specialist I/II/III (Rgs 14/16/18), Museum Curator I/II (Rgs 16/18), Historian I/II/III (Rgs 16/18/19), Building Management Assistant (Rg 14), and Building Management Specialist (Rg 20).

Comparing the duties and responsibilities of the Museum Protection & Visitor Services classes with the above classes confirmed the appropriateness of the ranges indicated by comparison with the Parks; Facility Security; and Arts, Photography, and Information job families.

My analysis of the Museum Protection & Visitor Services Assistant places the class two and three ranges above the ranges assigned the superseded Museum Security Clerk I/II. The information from the 1992 study revealed the salary ranges were assigned at a lower level than was indicated by internal alignment due to market influences. Those influences are no longer present and current practice places greater weight on internal consistency. The information available does not indicate that the difference from the previously assigned range is a result of error in alignment analysis.

In keeping with the requirement for fair and reasonable compensation and the principle of like pay for like work, I recommend the following:

- Museum Protection & Visitor Services Assistant – Range change from 8/9 to 11
- Museum Protection & Visitor Services Supervisor – Remain at range 14
- Museum Protection & Visitor Services Manager – Remain at range 16

Study Results:

Museum Security Clerk I and Museum Security Clerk II have been consolidated into a single job class, the title changed to Museum Protection & Visitor Services Assistant, the class code changed to PH0451, and the salary range changed to 11.

Museum Security Assistant has been updated, the title changed to Museum Protection & Visitor Services Supervisor, and the class code changed to PH0453.

Museum Security Coordinator has been updated, the title changed to Museum Protection & Visitor Services Manager, and the class code changed to PH0455.

The revisions to the job classes and position allocations are effective March 16, 2008.

Correspondence on the allocation of study positions is being distributed through the OPD system.

Attachments:

Final class specifications

Allocation Spreadsheet

cc: Kay Shelton, Director
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