



Finance Minute on Report 196— Australian War Memorial

Report

221

Joint Committee of
Public Accounts

DEPARTMENT OF THE SENATE
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THE PARLIAMENT OF THE COMMONWEALTH OF AUSTRALIA

JOINT COMMITTEE OF PUBLIC ACCOUNTS

221ST REPORT

FINANCE MINUTE ON THE COMMITTEE'S 196TH REPORT -

AUSTRALIAN WAR MEMORIAL
CURATORIAL AND CONSERVATION FUNCTIONS

Australian Government Publishing Service
CANBERRA 1983.

JOINT COMMITTEE OF PUBLIC ACCOUNTS

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*Ex-officio member being Chairman,
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on Expenditure

DUTIES OF THE COMMITTEE

Section 8.(1) of the Public Accounts Committee Act 1951 reads as follows:

Subject to sub-section (2), the duties of the Committee are:

- (a) to examine the accounts of the receipts and expenditure of the Commonwealth including the financial statements transmitted to the Auditor-General under sub-section (4) of section 50 of the Audit Act 1901;
- (aa) to examine the financial affairs of authorities of the Commonwealth to which this Act applies and of intergovernmental bodies to which this Act applies;
- (ab) to examine all reports of the Auditor-General (including reports of the results of efficiency audits) copies of which have been laid before the Houses of the Parliament;
- (b) to report to both Houses of the Parliament, with such comment as it thinks fit, any items or matters in those accounts, statements and reports, or any circumstances connected with them, to which the Committee is of the opinion that the attention of the Parliament should be directed;
- (c) to report to both Houses of the Parliament any alteration which the Committee thinks desirable in the form of the public accounts or in the method of keeping them, or in the mode of receipt, control, issue or payment of public moneys; and
- (d) to inquire into any question in connexion with the public accounts which is referred to it by either House of the Parliament, and to report to that House upon that question,

and include such other duties as are assigned to the Committee by Joint Standing Orders approved by both Houses of the Parliament.

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PREFACE

Following the creation of the Department of Finance in 1976, it was agreed that the 'Treasury Minute' arrangements for ensuring that appropriate action is taken in response to Committee recommendations should continue. These then became known as the Department of Finance Minute.

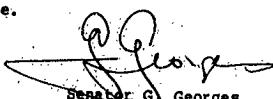
Although these arrangements are periodically reviewed, they have been in operation, in more or less their current form, since 1952 when the Public Accounts Committee was re-established.

The Finance Minute procedures as they now stand are:

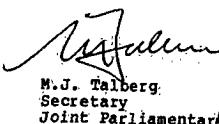
1. The Report of the Committee is tabled by the Chairman in the Senate and by a Member of the Committee in the House of Representatives. Motions are moved in both Houses of the Parliament that the Report be printed as a Parliamentary Paper.
2. The Chairman of the Committee thereafter forwards a copy of the Report to the responsible Minister and to the Minister for Finance with a request that he give the Report his consideration and inform the Chairman of the action taken to deal with the Committee's conclusions.
3. The reply which is in the form of a Department of Finance Minute, is then examined by the Committee and, together with the conclusions of the Report to which it relates, is submitted as soon as possible as a Report to the Parliament.
4. Should the Committee find during its examination of a Department of Finance Minute that certain recommendations are not fully dealt with or are subject to a further Minute, it holds an exploratory discussion with officers of the Department of Finance prior to the submission of the Minute to the Parliament.
5. In reporting a Minute to the Parliament, the Committee, except in special cases does not usually make any comment other than to note recommendations not fully dealt with or subject to a further Minute.

6. When the Committee next examines the department concerned the Department of Finance Minute is considered by the Committee if applicable.
7. The Department of Finance furnishes the Committee with a half-yearly report on outstanding Minutes, indicating the progress made in dealing with the Committee's comments.

In accordance with the procedures outlined above, this Report documents the Department of Finance Minute which was submitted in response to the Committee's 196th Report. For and on behalf of the Committee.



Senator G. Georges
Chairman



M.J. Talberg
Secretary
Joint Parliamentary Committee of Public Accounts
Parliament House
Canberra
1 December 1983

(*)

CHAPTER 1

INTRODUCTION

1.1 The Committee's 196th Report, an examination of the curatorial and conservation functions of the Australian War Memorial and other aspects of the National Collection was tabled in Parliament on 27 April 1982. A summary of this report appears in Chapter 2. The recommendations together with the Department of Finance Minute sent to the Committee on 2 December 1982 appear in Chapter 3.

1.2 On 31 August 1983 the Committee wrote to the Secretary, Department of Finance and expressed concern with the presentation of the Finance Minute and requested additional information and clarification of a number of the Departmental responses.

1.3 In response, the Department of Finance provided the Committee with supplementary information supplied by the Department of Home Affairs and Environment dated 25 November 1983.

1.4 The Committee is now more than satisfied with the responses to its 196th Report and would like to thank the Department of Home Affairs and its agencies for their efforts in responding to this Report.

1.5 The Committee is pleased to note that the main thrust of its recommendations has been accepted and implemented. In response to the Committee's inquiry the Public Service Board announced in 1982 the following changes to the Australian War Memorial:

- expansion of full-time staff ceiling by 10 to 124;
- approval for the position of Registrar of Collections;
- creation of permanent positions of Curator;
- approval for a senior officer responsible for writing the official history of the Vietnam War and the Malayan Emergency;
- secondment of an experienced officer to assist in the preparation of an ADP strategic plan for the War Memorial.

1.6 The Committee's recommendations were addressed by an Interdepartmental Committee established on 23 July 1982. The IDC considered, among other things, the links between advisory bodies and institutions on a range of issues, including those raised in the Report.

1.7 As a general response, the IDC considered that overall benefits could be gained if there were a formal co-ordinating body from which the Minister could receive advice, particularly on issues affecting more than one institution.

1.8 The Advisory Committee on National Collections (ACNC) was established to provide an effective means of co-ordinating advice to the Government on all issues affecting the National Collection and of facilitating the sharing of resources and co-operation between the institutions concerned. ACNC is chaired by the Department of Home Affairs and Environment and includes the executive heads of the Australian Archives, the Australian National Gallery, the Australian War Memorial, the Museum of Australian and the National Library of Australia with representatives from the Public Service Board and the Departments of Finance and the Prime Minister and Cabinet. Representatives of other organisations will be invited to attend meetings of the ACNC as appropriate.

1.9 The ACNC has been asked to produce major reports on resource sharing and funding; arrangements for improving the conservation and preservation of the National Collection; and cataloguing items both in the National Collection and held by Commonwealth departments and authorities.

1.10 The 1982-83 budget for the National Library 1982-83 was increased by \$12.6m for extensions which included a new and modern conservation facility. Also announced was an \$11m War Memorial to be completed in time for the 1988 Bicentenary.

1.11 The Committee is also pleased to note the interest generated by this Report and the recent media coverage concerning the preservation of historic and archival material vital to Australia's National Collection.

CHAPTER 2

SUMMARY OF COMMITTEE'S 196TH REPORT

2.1 The Auditor-General reported in March 1981 on a number of weaknesses and inadequacies disclosed during a comprehensive audit of the curatorial and conservation functions of the Australian War Memorial during 1979-80. The object of the audit was to evaluate whether management objectives and policies relating to these functions were being achieved in respect of legal compliance, financial regularity and cost effectiveness in the use of resources.

2.2 Broadly, the Auditor-General found

- lack of formal written objectives in regard to curatorship, loans and conservation;
- inadequate control, security, stocktaking and assessment of the collection;
- gaps in catalogues and registers and no maintenance or restoration programs;
- inadequacies in the loans policies.

2.3 The Committee asked the Australian War Memorial to provide a submission in response to the Auditor-General's Report. The submission outlined the significant size and scope of the collection of approximately 4 million items with a value of over \$100 million. In general the criticisms of the Auditor-General were conceded and the Memorial set out action that had already been taken in response. The thrust of the Memorial's response was to blame lack of staff for its inability to take action to overcome these problems. In the area of conservation alone there was an estimated backlog of 450 man years.

2.4 To gain perspective, the views of other bodies with similar problems were sought. Comments were received from the National Library of Australia, the National Gallery and Australian Archives. In general each institution faced a similar conservation backlog, however there were some notable variations in general approach and in the resources each institution had at its disposal.

2.5 Whilst focussing on the state of the War Memorial's Collection, the Committee examined other aspects of the National Collection held by the National Library, National Gallery and Australian Archives and warned of the consequences of their neglect. The Committee described the National Collection as being at a 'crisis stage' as a result of years of neglect and a lack of recognition of its worth and value.

2.6 The Committee acknowledged that only limited resources can be allocated to the care and conservation of the National Collection. However, it identified the need for a more equitable and coordinated allocation, improved management and expansion of these resources.

2.7 Given the importance and value of the National Collection of which the War Memorial's Collection forms a significant proportion, the Committee saw a need for a review from the national viewpoint as to how much the National Collection is valued and what price the nation is prepared to pay to retain it.

CHAPTER 3

DEPARTMENT OF FINANCE MINUTE ON 196th REPORT

3.1 This Chapter details departmental responses to the recommendations made by the Committee in its 196th Report. Each of the Committee's recommendations is reproduced and is followed by the response, as provided in the Department of Finance Minute sent to the Committee on 2 December 1982 and the further response provided by the Department of Home Affairs and Environment through the Department of Finance on 25 November 1983.

3.2 The observations and conclusions of the Joint Committee of Public Accounts (JCPA) were considered by an Interdepartmental Committee which comprised representatives of the Department of Finance, the Department of Home Affairs and Environment, and the Department of the Prime Minister and Cabinet. The Interdepartmental Committee was established to examine issues associated with the acquisition, preservation and protection of cultural and historic material. This Minute incorporates the decisions of the Government, based on the Interdepartmental Committee's recommendations.

3.3 The Government accepts the major thrust of the conclusions of the JCPA and wants to respond to most of its recommendations in a way that ensures that the necessary steps are taken towards the problems raised. In general that response involves:

- a public commitment by the Government to acquire, preserve and protect items of cultural and historic significance;
- recognition of a need to overhaul the machinery for coordinating the Commonwealth's involvement in the cultural area;
- creation of a mechanism able effectively to bring before Government expert advice on important issues in the cultural area; and
- commissioning of some key studies which should lead to general improvements in crucial areas.

3.4 The following are the major steps proposed by Government:

Advisory Committee on National Collections (ACNC)

To provide a source of high-level expert advice on national collections to the Minister for Home Affairs and Environment and to facilitate the sharing of resources and cooperation between institutions, the government has decided to establish an Advisory Committee on National Collections (ACNC) comprising:

- Department of Home Affairs and Environment (Chair);
- Director-General, National Library of Australia;
- Director-General, Australian Archives;
- Director, Australian War Memorial;
- Director, Australian National Gallery; and
- Director (when appointed) and in the interim the Executive Secretary, Museum of Australia.

Departmental representatives invited to attend and participate at each meeting:

- Finance;
- Prime Minister and Cabinet; and
- Public Service Board.

The following will be invited to attend meetings as appropriate:

- Director, Australian Institute of Aboriginal Studies;
- Director, Australian Heritage Commission;
- General Manager, Australian Bicentennial Authority;
- Chairman, Australia Council;
- Director, Artbank; and
- Representatives of other government bodies as appropriate.

The ACNC is to be serviced by a separate unit of the Department of Home Affairs and Environment.

The ACNC will be responsible for the provision of information and advice to the Minister for Home Affairs and Environment on issues affecting the National Collection, particularly matters common to several

institutions, and to advise on the coordinated development, protection and preservation of the National Collection.

3.5 The Government has asked the ACNC to prepare the following major reports:

• ACNC Reports on Resource Sharing and Funding

The Advisory Committee on National Collections is to prepare for the Minister for Home Affairs and the Environment by March 1983 reports on:

• the scope for increased cooperation and sharing of appropriate resources between institutions responsible for the National Collection; and

• the scope for and arrangements associated with increased non-Government funding, and the implications of increasing commercial orientation for the proposal to release the institutions from staff ceiling controls.

As an immediate measure, there will be considered in the annual Budget context a 'global' sum for acquisitions by all National Collection institutions on the basis of recommendations from the Minister for Home Affairs and Environment on the distribution of funds between institutions.

• ACNC Report on Conservation

The Advisory Committee on National Collections is to initiate a study, for completion by June 1983, on arrangements for improving the conservation and preservation of the National Collection including gaps and deficiencies in current arrangements, the scope for sharing or centralising conservation staff or facilities, and salary structure and classification for conservators.

As an immediate interim measure the National Library of Australia will be invited to undertake a pilot study to examine the feasibility of developing a conservation treatments data base.

• ACNC Reports on Cataloguing and Inventory

The Advisory Committee on National Collections is to prepare for the Minister for Home Affairs and the Environment by June 1983 reports on:

- .. the feasibility of developing an integrated, computer-based information storage and retrieval system for cataloguing items in the National Collection (having regard to the current studies commissioned by institutions and systems already established); and
- .. an inventory of items of national historic or cultural importance held by Commonwealth departments and authorities other than those in possession of the five National Collection institutions.

Institutions Development Plan

3.6 To enable the Government to give detailed consideration to the future development of the principal institutions responsible for the National Collection, the Government has asked the Council of each institution to prepare for the Minister for Home Affairs and Environment by February 1983 a development plan for the period 1983-1988, taking into account any existing government commitments, and outlining their expenditure, capital and staffing needs and priorities, acquisition priorities, educational facilities, and the relationship between these plans and the Bicentenary.

Museum Reports

3.7 In addition, to enable it to take decisions by the end of March 1983 on the future development of national museums the Government, noting that the Interim Council of the Museum of Australia is due to report by end December 1982, has directed the Interdepartmental Working Group on the proposed development of a National Maritime Museum to complete its report by end December 1982, and has directed that the report of the Interdepartmental Working Group on the proposed development of a National Aviation Museum (presented in July 1981) be updated, if necessary, and re-presented by the end of December 1982.

Extension to Australian War Memorial Building

3.8 The Government has announced an \$11 million modernisation and renovation building program for the Memorial to be completed in time for the 1988 Bicentenary. The program, developed jointly by the War Memorial Council and the National Capital Development Commission, will culminate in the opening in 1988 of a new wing for exhibition of aircraft at present housed in unsatisfactory environmental conditions in various locations.

3.9 The first two stages of the program, the first of which was announced as part of this year's Budget, will include improved reception, tourist, educational and security facilities, and the enlargement of the aircraft hall. The third stage, to commence early in 1985 has as its primary objective the creation of an acceptable environment for the exhibition, protection and

storage of the Memorial's collections. It will be devoted to a major overhaul of the Memorial's building to overcome and eliminate structural and other deficiencies.

3.10 The Government's response to the JCPA's detailed conclusions and recommendations is as follows:

RECOMMENDATION 1

The Committee considers the International Council of Museums definition of a museum to be a useful, though ideal, yardstick against which to measure an institution as a 'museum'. On examination of the functions of the Australian War Memorial and the other three institutions dominating the National Collection, namely the National Gallery, National Library and Australian Archives, the Committee concludes that these institutions can be described as to be currently filling a museum role.

Response

3.11 Agreed. However some institutions additionally have active service roles.

FURTHER RESPONSE

3.12 Agreed in broad terms. However each of the institutions also provides services which are additional to and separate from the elements in the International Council of Museums definition e.g. the Memorial's commemorative function.

RECOMMENDATION 2

The Committee recommends that institutions especially the Memorial, take a more active role on campuses of tertiary institutions in 'selling themselves' to curatorial students as prospective employers.

Response

3.13 Both the Australian Archives and the National Library actively recruit 'on-campus' while the Australian War Memorial sends staff to tertiary institutions and provides vacation employment. This role will be further emphasised by all the institutions, to the extent necessary to increase awareness by curatorial students of the career opportunities offered. In particular consideration will be given to extending the apprentice type arrangements for conservation students to curatorial students.

3.14 The Australian National Gallery will also be providing specific budget allocations on an on-going basis for visiting conservators from overseas with specialisations to carry out conservation tasks in fields where that expertise does not exist in Australia, and also to provide training for conservation staff in the areas of their special expertise.

Further Response

3.15 Both the Australian Archives and the National Library actively recruit 'on-campus' while the Australian War Memorial sends staff to tertiary institutions and provides vacation employment and work experience for students. This role will be further emphasised by all the institutions, to the extent necessary to increase awareness by curatorial students of the career opportunities offered. In particular consideration will be given to extending the current intern arrangements for conservation students to students from curatorial, history, design and other relevant disciplines.

RECOMMENDATION 3

In summary, the Committee wishes to create an awareness of conservation of the National Collection and the serious consequences of its neglect. The Committee again stresses the problem of the current 'crisis in conservation'.

Response

3.16 See general response above.

Further Response

3.17 In the 1982, partly in response to the perceived 'crisis in conservation', the Government established the Advisory Committee on National Collections (ACNC) to provide a source of high-level expert advice on national collections to the Minister for Home Affairs and Environment and to facilitate the sharing of resources and co-operation between those institutions with responsibility for the National Collection. The Committee is chaired by the Department of Home Affairs and Environment and consists of the executive heads of the Australian Archives, the Australian National Gallery, the Australian War Memorial, the Museum of Australia and the National Library of Australia. Representatives from the Public Service Board and the Departments of Finance and Prime Minister and Cabinet attend and participate in meetings.

3.18 ACNC was required to prepare a number of reports including:

a study on improving conservation and preservation including gaps and deficiencies in current arrangements, the scope for sharing or centralising conservation staff and facilities and salary structure and classification for conservators.

3.19 This report is in the final stages of preparation and will be presented to the Minister for Home Affairs and Environment shortly.

3.20 The ACNC Report on conservation addresses the main issues identified in the JCPA Report as being in need of urgent attention and makes significant recommendations for overall improvements in the management of the conservation resources of the Commonwealth.

3.21 The National Library, through the Australian Libraries and Information Council (ALIC), is actively examining conservation problems in the Australian library system. The chief objective is to develop a co-ordinated conservation strategy for Australian libraries.

3.22 The Chairman of ALIC and Director-General of the National Library, Mr Harrison Bryan, wrote to ALIC members on 7 February 1983 requesting submissions outlining the projected conservation needs of state and national libraries for the next seven to ten years and indicating the important conservation issues being faced within each institution.

3.23 Reports from six state libraries and the National Library have been received. Based on this information, two papers have been prepared:

(a) A Preliminary Analysis of the Conservation Problem in Australian Libraries, prepared for ALIC by the Preservation Services Branch, National Library of Australia

(b) Conservation of Australian Archive and Library Collections: Towards a National Strategy, prepared by ALIC for the third meeting of the Conference of Commonwealth and State Ministers with Responsibilities for the Arts and Cultural Affairs (Melbourne, 24 June 1983).

3.24 At the Ministerial Conference of 24 June 1983, the Ministers discussed the following measures:

ALIC be asked to prepare, for submission to Ministers before the next Conference, a detailed proposal on both short and long term requirements for developing a nationally coordinated program for the conservation of Australian library and archive collections, giving some indication of the type of support needed from Commonwealth and State Governments;

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- the proposal should include, as a first stage, a program to identify, in libraries and archives, items of national importance that are at risk and to quantify the measures necessary to ensure their preservation;
- the Ministers agreed in principle to meet the cost (\$25,000) of the project to develop the national conservation program. ALIC will present a progress report to the next Ministerial conference.

3.25 The Museum of Australia has advised that conservation work which has commenced on the Museum of Australia's collection has revealed the serious consequences of inadequate and improper storage, neglect caused by lack of staff, lack of assets controls and a degree of damage from adverse environmental conditions. Because the Museum regards this situation as extremely serious, it has sought conservation, curatorial and registration staff as essential appointments in its initial staff complement. Public Service Board approval has been given to the creation of appropriate positions and recruitment action is proceeding.

3.26 The Australian War Memorial has pointed out its particular concern in relation to paper conservation in that conservators at the memorial are already fully engaged in the care of art works on paper to the disadvantage of the Memorial's considerable holdings of written records. A very large amount of the Memorial's collection of official records and private records is on paper and is urgently in need of conservation. While progress has been made in some areas, no progress has been made towards solving the conservation problem in relation to written records. A similar situation exists in respect of audio-visual materials, technological objects and to a lesser extent textiles and oil paintings. The main difficulty is the immensity of the problem.

RECOMMENDATION 4

The Committee concludes there is a need for the Memorial to formulate a formal corporate plan as a matter of priority and establish ongoing corporate planning within its management function. The Committee argues that not only are individual objectives required for each area of the Memorial but the coordination between and inter-relationships between these objectives must be understood and clearly spelt out in a corporate plan.

Response

3.27 See item on institutions' development plans in general response above.

Further Response

3.28 The Australian War Memorial developed in 1982 a corporate plan with five year objectives, Australian War Memorial Statement of Objectives 1983-1987. Progress towards the achievement of these objectives is monitored by the Council of the Memorial at six monthly intervals.

3.29 A copy of the plan is at Appendix A.

RECOMMENDATION 5

The Committee supports retention of the title 'Australian War Memorial'.

Response

3.30 Agreed.

RECOMMENDATION 6

The Committee supports plans for extension of the Conservation facilities at the National Library and recommends implementation of these plans as quickly as resources allow.

Response

3.31 See item on ACNC report on conservation in general response above. In terms of immediate action the Government announced extensions to the Library in its Budget for 1982-83 totalling \$12.6m. The project will include a new and modern conservation facility.

3.32 The extension at Lower Ground Floor 1 level will provide additional space for the Music, Map and Sound libraries and AUSINTEL facilities including new reading areas, open stack areas and a foyer/exhibition area.

3.33 The Lower Ground Floor 2 level will be extended to include additional stack areas with specialised environmental controls as well as additional stack areas for the General Collection.

Further Response

3.34 The current extension program to the National Library building includes a new conservation facility of 750m². Funds totalling \$12.6m were allocated in the 1982-83 Budget for the extensions to the Library. The new facility will service both book and non-book materials in the Library's collection. The extension project began in February 1983.

3.35 An Advisory Committee on National Collections (ACNC) study on conservation is nearing completion and appears likely to conclude that the ACNC institutions should give priority to the continued development and maintenance of independent conservation facilities and departments which will carry out conservation programs to meet the special needs of each collection.

RECOMMENDATION 7

The Committee endorses preparation of general policy documents for all institutions and recommends a 'corporate plan' approach to the Library.

Response

3.36 See item on institutions' development plans in general response above.

Further Response

3.37 To enable the Government to give detailed consideration to the future development of the principal institutions responsible for the National Collection, the Government asked the Council of each institution to prepare for the Minister for Home Affairs and Environment by February 1983 a development plan for the period 1983-88, taking into account any existing Government commitments, and outlining their expenditure, capital and staffing needs and priorities, acquisition priorities, educational facilities, and the relationship between these plans and the Bicentenary.

3.38 The Australian Archives, the Australian National Gallery and the Australian War Memorial have now prepared corporate plans.

3.39 The concept of the Museum is embodied in the Report of its Interim Council, The Plan for the Development of the Museum of Australia. The first stage in the development of a corporate plan has been completed and is discussed in Chapter IV of the Report. The Report, which includes a formal statement of policy summarised in the Charter of the Museum, has been considered by the Government and approved in principle. It was tabled in Parliament on 5 May 1983 by the Minister for Home Affairs and Environment. The next stage of the Museum's development requires the appointment of the Director and senior staff who will commence to translate the concept of the Museum into more specific projects and objectives. The positions of the Director and initial staff were advertised in October, 1983.

3.40 The National Library has accepted the recommendation of the Public Accounts Committee and is in the process of formulating corporate objectives to facilitate the preparation of a corporate plan.

3.41 Copies of the plans are at Appendix B.

RECOMMENDATION 8

The Committee recommends to all Departmental Heads that urgent action be taken in regard to the production, handling and storage of documents and papers to ensure:

- staff are fully aware of the need for preventative conservation;
- paper of appropriate quality is used for documents (Archives can recommend appropriate sources);
- long-life inks are used;
- appropriate storage conditions and facilities are allowed for in the handling and care of documents.

Response

3.42 The education of staff within the Australian Public Service as to the application and implication of sound and proper archival practices is seen as an area where Australian Archives could play an important and effective role.

3.43 Australian Archives could develop guidelines on conservation programs and practices to be applied within Commonwealth agencies.

3.44 The implementation of proper preventative programs at the time the records are created would be cost effective, particularly in terms of future conservation needs. As an example tests are being carried out to determine what type of permanent durable paper should be used for records which are to be permanently retained. The committing of records to permanently durable paper is seen as a basic preventative conservation measure which should be developed and encouraged as in the long term it will reduce the demand on the conservators valuable and limited resources.

3.45 This is one of the matters that will be included in the study on conservation to be initiated by the ACNC.

Further Response

3.46 The Australian Archives is currently taking action in a number of areas in order to improve preventative conservation programs.

- Material held by Commonwealth agencies - Australian Archives' Regional Offices are generally responsible to provide guidance to Commonwealth agencies on the proper care and handling of Commonwealth records. They can also assist agencies in the event of emergencies such as cyclone, fire or flood by providing facilities, advice and other assistance in protecting records, minimising damage and arranging essential repairs. The creation of a new Central Office Conservation Section will enhance the ability of Regional Offices to give advice and respond to emergencies involving records on agency premises.
- Education role - One responsibility of the new Australian Archives Central Office Conservation Section will be to develop a more systematic educative role in respect of the responsibilities of agencies in preventative conservation.
- Joint Paper Testing Project - The project involved comparative study of three writing papers in everyday use by Commonwealth departments and agencies, and three papers marketed as 'permanent/durable'. The paper samples were aged by heating, and then examined against pre-conditioned controls for changes in moisture content, brightness, folding endurance and acidity.

The results indicated that the three standard grade papers and one of the so-called 'permanent/durable' papers should be used for short-term records only. Two of the 'permanent/durable' papers were considered suitable for permanent value records as the tests indicated that, provided they are stored adequately, they will survive for several hundred years and would save on future conservation costs.

A Report has been published and is available for distribution. The next stage of the project is to evaluate Australian-made papers against permanent paper specifications. One so-called permanent paper made in Australia has been tested and found to be chemically stable but lacking in durability.

3.47 In line with JCPA Comment 8, the Interim Council of the Museum of Australia has resolved that its Minutes and those of its Collections Committee should be recorded on an acid free paper. Research by conservators was undertaken to determine the best method of recording these records. Measures to improve the life of photographs have also been instituted. As the Museum grows, additional measures will be instituted to ensure records and materials are properly preserved wherever this is appropriate.

3.48 The question of education in preventative conservation in the Australian Public Service has been addressed in part in the ACNC Report on conservation.

RECOMMENDATION 9

The Committee recommends an immediate examination of the current conservation crisis at Australian Archives and action to increase conservation staff and storage resources. The consequences of not doing so, it appears to the Committee, may result in greater future expense.

Response

3.49 See general response item on conservation.

3.50 The backlog of conservation work within the Australian Archives is acknowledged and recognised. It is a vast problem which needs to be approached in a planned and structured process at both the 'macro' and 'micro' levels. The first step is the development of a planned co-ordination program to identify those records which must of necessity be preserved. Such a program is an integral part of a priorities review document that has been prepared by the Australian Archives.

Further Response

3.51 The Australian Archives has taken action to give increased attention to the Conservation area. Public Service Board approval has been received for the creation of a management/technical unit in Central Office. Staffing action currently in hand includes:

- the position of Director, Conservation Section, responsible for this area has been filled on an interim basis until a permanent appointment is made;
- a recent increase in the average operative staffing level will enable the majority of positions within the central office unit to be filled.

3.52 Planned co-ordination program - The first task of the Central Office Conservation Section is to identify the problem. It will plan and initiate a national program for assessing the conservation status of all material held by the Australian Archives (approximately 350 shelf km). It is intended that this survey will:

- identify storage and handling requirements for records;
- establish the magnitude of the micro-conservation task;

• consider options for preservation of the records or the information they contain.

It will take some time to complete but will provide a basis for determining a cost-effective balance between programs for preventative conservation and restorative conservation in order to bring the problem under control as quickly and effectively as possible.

3.53 Conservation Facilities - the A.C.T., Victorian and N.S.W. Regional Offices have fully equipped and operational conservation laboratories for repair activities. The A.C.T. laboratory also includes research and testing facilities. Laboratory space and fittings, but no equipment, have been provided in each of the other 5 regional offices.

3.54 Staffing - the present number of staff is nine (1 in Central Office, 4 in the A.C.T., 2 in Sydney and 2 in Melbourne). The approved operative staffing level for 1983/84 will allow this number to be increased by two. The two will be allocated to Central Office for the coordination task. Staffing level cover for a further twelve positions to enable the utilisation of the facilities in all regional offices was sought, but not provided, in the most recent staffing proposal. The Minister has again, given the importance of conservation, sought reconsideration of the matter.

3.55 Storage resources - at present records are housed in leased buildings throughout Canberra and in the purpose-built repository at Mitchell. On the basis that a National Headquarters would be built, the Mitchell building was designed primarily to meet the needs of departments and is not intended for long-term storage, nor for use on the non-repository functions of Archives.

3.56 In October 1982 the then Government accepted the need for a National Headquarters for the Australian Archives in Canberra. Only the construction of such a building will cater properly for the interrelated elements of storage, conservation and use of the nation's archives.

3.57 A site has been identified adjacent to the national Library and the NCDC has engaged an architect to prepare detailed building proposals for consideration by the Government. Firm proposals are expected to be submitted for Government approval before the end of 1983. Construction of the building is scheduled to commence in 1984/85 for completion in 1988.

RECOMMENDATION 10

The Committee recommends that early action be taken by the Department of Home Affairs and Environment to re-house and store the existing collection in an organised and effective manner, to fully catalogue

the collection and determine the conservation backlog. It suggests that the experience of other institutions in regard to conservation, curatorial functions and inventory control be examined carefully, in the hope that existing inadequacies identified in relation to other institutions will be avoided.

Response

3.58 The Museum of Australia has moved the National Historical Collection to a more suitable warehouse in Fyshwick with the assistance of the Department of Administrative Services, Transport and Storage Division. The larger premises, together with new pallet racking and shelving provide more appropriate storage. However, the store does not provide airconditioning or environmental control. The Museum proposes to rehouse this collection in new airconditioned premises at Mitchell for which funds have been provided in the Budget for 1982/83. The Department of Home Affairs and Environment is assisting the Museum with a view to enagaging vacation students from the materials conservation course at the Canberra College of Advanced Education to perform preliminary conservation work on several objects in the store to stabilise their condition.

Further Response

3.59 The National Historical Collection remains in the Fyshwick store. The Museum of Australia committed substantial funds in 1982-83 to upgrade the physical security and fire protection in this store. Construction of the Museum's new store at Mitchell was commenced on 29 April 1983 and is expected to be completed by March 1984. The new facility will provide additional non air-conditioned space which will alleviate present overcrowding and permit the collections to be sorted and rationalised. In addition, approximately one third of the new storage space will be air-conditioned. This space is being fitted out to accommodate those elements of the National Ethnographic Collection which are expected to be transferred to the Museum in 1984.

3.60 The Museum has commenced discussions with the National Capital Development Commission with a view towards extending the Mitchell store in 1984-85 by adding a further air-conditioned storage area. The Museum has acquired a small number of Aboriginal objects since it commenced operations. These are presently stored in the Australian National Gallery repository at Fyshwick which is air-conditioned.

RECOMMENDATION 11

The Committee recommends that the Department of Home Affairs in cooperation with State and Commonwealth museums and academic institutions examine the unique problem of Australian ethnographic conservation at the earliest possible time. It also suggests that Aboriginals must be equipped to hold not only positions within the conservation sphere but at all levels of the museum organization.

Response

3.61 The National Ethnographic Collection remains housed in the Institute of Anatomy building. Negotiations are continuing with the Department of Health for the transfer of the building to the Museum of Australia. The Museum of Australia proposes to rehouse the Collection in the new airconditioned premises at Mitchell in view of the over-crowded conditions under which it is currently stored. It is intended that these premises will contain conservation facilities. Discussions have already been held to ensure that the special requirements of Aboriginal people are met in respect of the collection.

Further Response

3.62 The National Ethnographic Collection remains housed in the Institute of Anatomy building. Negotiations are continuing with the Department of Health for the transfer of the building to the Museum of Australia. The Museum of Australia proposes to rehouse the Collection in the new airconditioned premises at Mitchell in view of the over-crowded conditions under which it is currently stored. It is intended that these premises will contain conservation facilities. Discussions have already been held to ensure that the special requirements of Aboriginal people are met in respect of the collection.

3.63 The Museum of Australia has a special responsibility to involve Aboriginal people in all aspects of development of the Museum. The Interim Council addressed this point quite specifically in its Report. A copy of the relevant section of the Report is at Appendix C.

RECOMMENDATION 12

The Committee concludes that the National Gallery in many aspects is the most favourably placed and endowed institution within the National Collection. This is in stark contrast to the other institutions, especially in regard to the conservation and curatorial functions.

Response

3.64 One of the major objectives of the re-organised approach to Government involvement in the cultural area is to ensure that policies are co-ordinated across all of the institutions involved. In future a 'global' sum for acquisitions by all National Collections institutions will be considered in the annual Budget context. The Minister for Home Affairs and Environment will be responsible for recommending on the distribution of funds between the individual institutions.

Further Response

3.65 One of the major objectives of the re-organised approach to Government involvement in the cultural area is to ensure that policies are co-ordinated across all of the institutions involved. Commencing in 1983-84 a 'global' sum for acquisitions by all ACNC institutions will be considered in the annual Budget context. The Minister for Home Affairs and Environment is responsible for recommending on the distribution of funds between the individual institutions.

3.66 In addition, the Australian National Gallery has commented in the following terms:

It is important to point out that so far as conservation is concerned, the Australian National Gallery facility is not as large as that of the Australian War Memorial nor has it been operational for as long. In addition, when the Gallery was opened its facility was not fully commissioned, and it is in fact still fitting out the conservation studio.

Secondly, on the curatorial side, it is understandable that the Gallery's curatorial departments are larger and more fully developed than those at the War Memorial. This is because the Gallery has a clearly identified role in the development of art history and art knowledge. The Gallery developed a four-year program in 1979 for the completion of the building and the staffing to ensure that its objectives were fulfilled. This document was put before Government and argued successfully to it. The Gallery is not aware that the same situation prevailed for the Australian War Memorial.

RECOMMENDATION 13

The Committee commends to the other institutions that certain aspects of the Gallery's operations may be worthy of study for possible adaptation to their own institutions. This particularly applies to Inventory Control of collections.

Response

3.67 See general response items on ACNC reports on information and conservation.

3.68 While the Australian National Gallery has not completed its computer-based inventory control system, steps will be taken for the Gallery's knowledge and experience in this area to be made available through the ACNC to the other institutions of the National Collection for their active consideration.

3.69 The National Library of Australia has an effective established system.

Further Response

3.70 The Australian National Gallery's accessioning and cataloguing system is presently under development and incorporates inventory control as one of its important functions. The system is especially oriented towards the needs of an art museum and is not necessarily relevant to the needs of the Australian War Memorial whose collection contains a diversity of material which is not related to art.

3.71 The Gallery's inventory control system is not expected to be fully operational before December 1984. The Gallery has indicated, however, that it is more than willing to share its experiences with other institutions, either directly or through the Working Groups of the Advisory Committee on National Collections (ACNC) and other contacts.

3.72 Australian Archives has advised that it does have reasonable control of permanent value records down to item level and its proposed ADP system will enhance this control. This system will provide for information to be recorded about the conservation status and priority of individual records.

3.73 In the National Library, the Australian Bibliographic Network (ABN) is being developed by the Library to enable the addition of records of all classes of material. To date, some 560 cataloguing records of oil paintings from the Library's collection have been entered onto ABN.

3.74 In addition, approximately 3,000 interim records for works on paper such as photographs, drawings and watercolours, as well as several three-dimensional objects have been added to the data base.

3.75 The Advisory Committee on National Collections (ACNC) has prepared for the Minister a report on the feasibility of developing an integrated, computer-based information storage and retrieval system for cataloguing items in the National Collection.

3.76 ACNC concluded that a single, centralised and integrated computer-based catalogue information system is not currently feasible, but that co-operation in the application of automatic data processing to cataloguing and inventory control among the five ACNC institutions, and joint development of systems as

appropriate, should continue to the extent that this is possible. ACNC noted that the information needs of the Australian Archives are significantly different from those of other institutions given its servicing role for Government agencies and related factors.

3.77 In addition, ACNC recommended that the Working Group established by ACNC to consider the subject should continue and should investigate areas for further co-operation, sharing and liaison on matters of common interest in the field of computer-cataloguing and information retrieval, including the identification of computer-based cataloguing systems together with an evaluation of their costs and benefits and should undertake further studies establishing specialist sub-groups as necessary and reporting to ACNC on the outcome of the investigations.

3.78 The ACNC Report was submitted to the Minister for Home Affairs and Environment who noted the conclusions of the report and endorsed the recommendations on 14 September 1983. ACNC is to review the progress of the Working Group in mid-1984.

RECOMMENDATION 14

The Committee acknowledges that an inter-relationship exists between the institutions of the National Collection but concludes a greater relationship of a more formal nature co-ordinated by the Department of Home Affairs and Environment is necessary. This should ensure a more equitable distribution of resources, greater sharing of expertise and encourage more joint approaches and effort in regard to resolution of mutual problems such as staffing and salary structures, common conservation problems, sharing and rotation of staff.

Response

See general response especially the item on ACNC.

Further Response

3.79 In late 1982, in response to the JCPA Report, the Government established the Advisory Committee on National Collections (ACNC) to provide a source of high-level expert advice on national collections to the Minister for Home Affairs and Environment and to facilitate the sharing of resources and co-operation between institutions. The Committee is chaired by Mr P.J. Galvin, Deputy Secretary of the Department of Home Affairs and Environment. ACNC consists of:

Department of Home Affairs and Environment (Chair)

- Director-General, Australian Archives
- Director, Australian National Gallery
- Director, Australian War Memorial
- Director (when appointed) and in the interim the Executive Secretary, Museum of Australia
- Director-General, National Library of Australia

Departmental representatives invited to attend and participate at each meeting:

- Finance
- Prime Minister and Cabinet
- Public Service Board

The following to be invited to attend meetings as appropriate:

- Director, Artbank
- Chairman, Australia Council
- General Manager, Australian Bicentennial Authority
- Director, Australian Heritage Commission
- Director, Australian Institute of Aboriginal Studies
- Representatives of other government bodies as appropriate.

3.80 ACNC is serviced by a Secretariat set up as a separate unit of the Department of Home Affairs and Environment. The Secretariat has now been incorporated into the new Policy Co-ordination Branch of the Culture and Heritage Division of the Department of Home Affairs and Environment.

3.81 ACNC is responsible for the provision of information and advice to the Minister for Home Affairs and Environment on issues affecting the National Collection, particularly matters common to several institutions, and to advise on the co-ordinated development, protection and preservation of the National Collection.

3.82 At the time of its establishment the ACNC was asked to prepare reports for the Minister on the following matters:

- The scope for increased co-operation and sharing of appropriate resources. (This report has now been completed - see response 15 for details).

- The scope for increased non-Government funding, and the implications of increasing commercial orientation for the proposition of releasing the institutions from staff ceilings controls. (These terms of reference have now been expanded and the new title of the report is 'The Community and the National Collection: Self-help through greater involvement'.)
- Following a pilot study undertaken by the National Library of Australia - the feasibility of developing a conservation treatments data base. (This report has now been completed - see response 25 for details).
- A study on improving conservation and preservation including gaps and deficiencies in current arrangements, the scope for sharing or centralising conservation staff or facilities, and salary structure and classification of conservators. (This report is in the final stages of preparation - see response 3 for details).
- The feasibility of an integrated computer-based catalogue information system. (This report has now been completed - see response 13 for details).
- An inventory of items other than those in possession of the five ACNC institutions.

3.83 ACNC has met seven times and work is progressing on those studies not yet completed. ACNC is also reviewing on a regular basis recommendations and conclusions of the completed reports.

3.84 Public Service Board approval has been obtained for the creation of a new Policy Co-ordination Branch in the Culture and Heritage Division of the Department of Home Affairs and Environment. The new Branch will deal with major policy issues in the culture, heritage and arts areas and co-ordinate departmental response.

3.85 The Australian National Gallery has also offered the following comment:

There is a real danger that the margin between oversight and control can be lost. The institutions have been set up in most instances with a statutory responsibility to carry out their activities and there must be no diminution of their ability to do this, subject of course to resource restrictions which apply from time to time.

It is the Gallery's belief that at present throughout the Australian community there is a general absence of awareness and understanding of the concept of a National Collection. If the Department were to do nothing else,

its most effective role could be to undertake an aggressive campaign to promote the concept of Australia's National Collections. In doing this it will need to take into account the role of the National Capital, the link with tourism, and the utilisation of the most appropriate and effective communication methods available today.

RECOMMENDATION 15

The Committee recommends that the Department of Home Affairs and Environment examine the equity of the sharing of resources between the institutions.

Response

See response to 12 above.

Further Response

3.86 The Advisory Committee on National Collections (ACNC) was required to submit to the Minister for Home Affairs and Environment a report on:

3.87 The scope for increased co-operation and sharing of appropriate resources between institutions responsible for the National Collection.

3.88 ACNC made the following recommendations:

- all forms of co-operation and sharing should be encouraged, especially on an informal basis, and the Advisory Committee itself should provide the present and continuing formal mechanism for the co-ordination of co-operation and sharing of resources.
- the Minister note that there is currently no further scope for sharing of storage resources and that, while the situation will be kept under review and will be reassessed in detail on completion of current major building projects, the scope for joint storage facilities is likely to remain extremely limited.
- the current policy of co-operation on acquisitions be continued and strengthened and that important items of mutual interest be drawn to attention at ACNC meetings.
- in considering any major future developments, each institution bear in mind the desirability of investigating whether potential exists for satisfying joint needs and avoiding unnecessary duplication of resources. ACNC will provide a useful forum for discussion of such matters.

ACNC itself follow up the implementation of these proposals and undertake a regular half-yearly review of progress.

3.89 ACNC also found that:

- to improve exchange of information brief resumes of items of major interest should be circulated at ACNC meetings and subsequently to staff of the Institutions.
- the Institutions should liaise on secondment of staff for specific projects.
- discussions should begin immediately on staff exchanges.
- joint training programs should be established and developed as appropriate.
- a functional directory of senior staff of all the ACNC Institutions and the relevant officers of the Department of Home Affairs and Environment, including organisation charts for each Institution, should be prepared and distributed.
- the existing co-operation in the development of exhibitions should be continued and extended where possible.
- the Institutions should examine the possibility of joint exhibitions.
- the Institutions should continue to explore the possibilities for sharing technical facilities and, to facilitate this, ACNC should arrange for the compiling of a directory of technical facilities available to each institution.
- the Institutions should explore the possibility of joint consultancies.

3.90 The Minister has noted the conclusions of the report and endorsed the recommendations. ACNC is monitoring the implementation of these proposals and has agreed to undertake a regular half-yearly review of progress.

RECOMMENDATION 16

The Committee is sympathetic to the problem of staff ceilings facing the Memorial. The Committee also acknowledges the realities facing the Public Service Board in its role allocated by Government in staff control. However the Committee has considered the array of major problems facing the Memorial, its history and the demands of the future

and concludes that it is a unique case which warrants special consideration in regard to ceiling allocation. Without this, the Committee questions how the functions of the Memorial, recently broadened by Government can be met. The Committee notes the Departmental and Ministerial support. The importance of the Memorial to Australians, borne out by the demands made on it, is equal if not greater to that of other institutions.

RECOMMENDATION 17

The Committee recommends an increase in staff ceilings and commends to the Public Service Board the need for further action in this regard.

Responses

During 1982 the War Memorial was given a staff ceiling increase of 10 through the Ministerial Appeal Committee process; this brought the staff ceiling for the Memorial to 124. In the 1982 February review of staff ceilings a further increase of 30 for 30 June 1983 was approved.

Further Responses

3.91 The Australian War Memorial has made the following comment:

In June 1982 the Memorial was granted increase of 30 full time and 15 part time staff. The Memorial's staffing rose progressively and reached the currently approved level of 156 in April 1983. The increases were for curatorial, security, conservation, training and education positions all of which were identified in Report 196 as areas of critical need.

The Memorial nonetheless remains the poor relation compared with the other national collection institutions in terms of staffing levels. In addition it has embarked on a major Bicentennial building and gallery refurbishment program costing \$11.5 million and the compilation of the official history of Australian involvement in the Malayan Emergency and Vietnam War.

The Memorial has developed a corporate plan of management and recruited high quality officers nationally and internationally to implement its strategic and operational objectives. However the memorial cannot become more self sufficient nor embark on a membership program or recruit the necessary support staff in other sections, especially in collection control, unless the staffing level is increased. Moreover, the Memorial has been the subject of a number

of adverse comments by the Auditor-General during the past three years, particularly relating to financial and assets controls. Without the necessary staff these criticisms cannot be overcome. Failure to recognise the Memorial's needs will have a detrimental effect on its ability to care for and control a significant portion of the nation's heritage.

3.92 The Department of Finance notes that the War Memorial in recent years has received approval for significant increases in staffing levels. Some 50 full-time staff have been engaged since 1980/81. In 1983/84 approval has been given for further increases in staffing of 3 full-time and 15 part-time. Finance considers that the War Memorial's comments should be viewed in the light of these increases, and in part, as a reflection of its own priorities. They should also be viewed in the context of the continuing difficult economic climate and the Governments budgetary objectives, including priorities between the various organisations administering the National Collection.

RECOMMENDATION 18

The Committee concludes that the existing salary structure for conservators and curators is inadequate. The Committee recommends that the Public Service Board conduct a study to develop a new structure based on long term personnel planning which is positive and tailored to meet the needs of the Government institutions in the future in regard to the conservation crisis. The Committee does not consider that an ad hoc approach to a career structure, based on subjective assessment such as outlined in the Board's 'Senior Curator Criteria', appropriate to achieving this result.

RECOMMENDATION 19

The Committee concludes that the present system of setting salaries by 'going rates' in these classifications is negative and counter productive.

Responses

3.93 See general response item on ACNC report on conservation.

3.94 In addition, in the interim the Public Service Board has already commenced a review into the salary structure and levels for conservators and curators at the Australian War Memorial with particular attention being given to the upper end of the structure.

Further Responses

3.95 The Public Service Board has conducted a review of the existing salary structure and classification for conservators and has given approval in principle for the introduction of a five level structure for the conservator group. The Board has now received comments from institutions on draft Position Classification Standards which are expected to be introduced shortly. A copy of the review report is at Appendix D. The new structure provides an additional level at the top of the existing four tier structure. The new level will raise the status of heads of large conservation laboratories and will allow the existing top level either to be a manager of a smaller conservation laboratory or, more importantly, to provide an avenue for recruitment of senior specialists in a particular field. Implication of the new structure, including determining of salary levels will proceed as soon as possible.

3.96 The National Library supports in principle the new draft position classification standards for conservators produced by the Public Service Board and has suggested that the Board take note of the Library's comments relating to the setting of salaries to the new classification.

3.97 In the Australian War Memorial a revised classification structure for curators was finalised early in 1982 and is being implemented. The new structure and levels are considered to provide adequate remuneration and career paths for the Memorial's curatorial staff.

RECOMMENDATION 20

The Committee believes that a more even handed approach to all institutions within the Government National Collection is called for and sees no need for discrimination in regard to staffing structures between institutions.

Response

3.98 Relaxation of ceilings control could be examined with the commercial aspects of institutions' development.

Further Response

3.99 The Public Service Board has commented that comparisons between institutions are always considered when curator and conservator structures are being amended. It is not considered that there has been outright discrimination in staffing structures between institutions; rather, establishment resources provided have reflected the different stages of development and the different management priorities of individual institutions.

RECOMMENDATION 21

The Committee recommends a restructuring of the curator and conservator classification in the Australian Public Service to equate with research scientist classifications.

Response

3.100 See response to recommendations 18 and 19.

Further Response

3.101 The appropriateness of the research scientist classification structure for conservators was considered by the Public Service Board as part of its study of possible conservator structures. In view of the relative work values inherent in the two structures, together with the difference in required qualifications (the base qualification for entry to the research scientist category is a PhD whereas there is no educational prerequisite for conservators), the Board considered that there was no justification for aligning the conservator structure with that of research scientists.

3.102 A comparison with the research scientist category will be made, as suggested, in any future examination of the curator designation.

RECOMMENDATION 22

The Committee has concluded that the Memorial's staff training, development and research activities are mostly of an ad hoc nature and recommends the Memorial adopt a more structured and formalised approach in these areas. This is especially essential if the organisation and staff structures are to be based on research scientist lines and the Memorial is to perform its Museum role. The Committee sees these factors as being yet another argument for the strengthening of staff resources.

Response

3.103 The Australian War Memorial is conducting a series of 'in house' seminars to give staff a deeper understanding about the purpose of the Memorial as well as producing a training manual. In addition, a number of staff are engaged on research projects associated with their duties and others are undertaking private studies, in several cases for higher degrees.

Further Response

3.104 A survey of training and staff development needs at the Memorial was conducted in early 1983 and a staff development policy is now being drafted in response to that survey. A formal induction programme has been implemented and a staff handbook and a training directory are planned for issue in early 1984. Council the Memorial and that policy has been circulated to all staff members. Staff are also kept informed about and encouraged to apply for study assistance schemes conducted by the Public Service Board. Staff development and training activities and research schemes are now being co-ordinated by a Staff Development Officer.

RECOMMENDATION 23

The Committee concludes that the solution to this problem (work standards) is not to attempt to set standards for each and every object a conservator handles. The Committee agrees that this task is not feasible. The Committee believes responsibility must be placed on the conservator himself who should adhere to the highest and most exacting standard of treatment. The Committee has noted the introduction of a Code of Ethics and Standards of Practice by the American Institute for Conservation, and recommends to local conservators and the professional institutions that a similar code of practice be adopted to guide local conservators.

Response

3.105 A code of ethics for conservators is being prepared by the Institute for the Conservation of Cultural Material. The Institute has written to the Chairman of the JCPA on this matter. (Appendix E).

Further Response

3.106 The professional association of conservators in Australia, the Institute for the Conservation of Cultural Material (ICCM), is attempting to formulate a code of ethics which will be followed by all member conservators. A general plan for the project was forwarded to the JCPA on 11 May 1982.

3.107 The codes of ethics of the American Institute for Conservation and the UK Group of the International Institute for Conservation, together with a policy statement on conservation produced for the Museum of Applied Arts and Sciences in Sydney by David Hill, were published in the ICCM Bulletin Vol.8, Nos.1/2,

September 1982. The codes were accompanied by a statement, prepared by Dr Colin Pearson, Senior Lecturer in Conservation of Cultural Materials at the Canberra College of Advanced Education, calling for comments by interested parties on the applicability of the example codes to the Australian conservation profession.

3.108 The National Council of ICCM has asked its divisions to report on State views on the example codes. To date meetings have been held by the A.C.T., South Australian and Victorian Divisions.

3.109 The Constitutional Review Sub-Committee of ICCM is presently looking at comments received by members and is moving towards the preparation of a draft code. ICCM Council expected this draft to be completed in early 1983 but the exercise has become more complex than originally anticipated. The projected completion date for the project is now June 1984.

3.110 It is believed that the views of the A.C.T. Division will closely reflect the requirements of conservators working on the National Collection. They have not, however, yet been referred to the institutions for comment. The Australian War Memorial is currently discussing ethical conservation issues with its own staff with a view to developing a fully considered institutional policy.

RECOMMENDATION 24

The Committee concludes that a program of management for conservation must be implemented by the Australian War Memorial as a matter of priority.

Response

3.111 See general response items on conservation and institutional development plans.

3.112 The Australian War Memorial regards this as a major management objective and appropriate action is being undertaken by the Assistant Director (Collections).

Further Response

3.113 In its Statement of Objectives 1983-87 the War Memorial proposed the following measures as part of an overall strategy of management for conservation:

- Complete over the next five years a systematic conservation stocktake of all collections based upon priorities agreed with curatorial staff and management, and introduce conservation programs appropriate to the condition and importance of each collection.

- Ensure that the conservation requirements set for each exhibition are met.
- Ensure over the next five years that storage, exhibition, display, loan and transport environmental conditions are adequate to protect the Memorial collections, while not inhibiting unduly the use of the collections.
- Maintain a loan inspection and preservation program which ensures that the condition of material on loan is both environmentally safeguarded and preserved in good condition.
- Ensure that future building and accommodation plans take sufficient note of collection preservation requirements.

RECOMMENDATION 25

The Committee concludes that a conservation 'database' is an essential tool for overcoming the conservation backlog. As the concept is of relevance to the entire National Collection, the Committee recommends that the Department of Home Affairs and Environment maintain a co-ordinating role in the introduction of this tool.

Response

3.114 See general item of ACNC Report on conservation. The National Library is to undertake a pilot study for this.

Further Response

3.115 In December 1982 the National Library conducted a national survey of conservation recording systems in cultural institutions to investigate current methods and problems faced by Australian conservators. An analysis of the survey data received from 38 institutions was undertaken in February 1983. This analysis provided the necessary background information for planning the feasibility study for a conservation treatments database as recommended by the Committee. The feasibility study was completed at the end of March 1983 and the report on the study circulated through ACNC to relevant Commonwealth Departments. The study found that a conservation database is feasible, could be developed with existing computing resources at the National Library, and establishment of the system would lead to substantial improvements in current documentation work.

3.116 In June 1983 ACNC prepared a report on the feasibility study endorsing the findings and indicating general support for the development of a conservation treatments database. On 15 June 1983 the ADP Steering Committee on the Library, after examination

of the various reports on the proposed conservation database, gave the authority for Library staff to move ahead to develop the system in-house.

3.117 On 19 August 1983 a seminar for Commonwealth conservators was held at the National Library to encourage input from other ACNC institutions regarding the planning and design of the proposed conservation treatments database.

RECOMMENDATION 26

The Committee recommends that a Working Party be established to investigate the option of a centralised conservation and/or research laboratory to meet the needs of the National Collection and to provide a centre of excellence for reference by any conservation laboratory in Australia. Membership should comprise all the Australian Government institutions, State institutions, CSIRO and other relevant government scientific bodies.

Response

3.118 See general response item of ACNC report on conservation. This is one of the report's terms of reference.

Further Response

3.119 The Advisory Committee on National Collections (ACNC) is to report on this, and other related matters in its report on a study on improving the conservation and preservation of the National Collection including gaps and deficiencies in current arrangements, the scope for sharing or centralising conservation staff or facilities, and salary structure and classification for conservators.

3.120 The report is nearing completion. The Working Party is chaired by Mr P. Edgar, Executive Secretary to ACNC, and includes:

Ms D. Easter	Director, Disposal Section, Records Services Branch, Australian Archives,
Dr N. Stolow	Senior Curator, Conservation, Australian National Gallery,
Dr A. Bos (to 14.6.83) Ms J. Edwards	Head, Conservation, A/g Head, Conservation, Australian War Memorial,

Mr A. Martin	Museum of Australia,
Mr I Cook	Director, Preservation Services, National Library of Australia,
Mr N. Grimmond	A/g Senior Inspector, Public Service Board,

RECOMMENDATION 27

The Committee considers provision of the ADP system to be one of high priority and commends the direct and quick action by the Public Service Board and Memorial to resolve this problem.

RECOMMENDATION 28

The Committee suggests that the Memorial liaise and consult with the Gallery to assist implementation of an ADP control system.

Responses

3.121 See general response item on ACNC reports on information and conservation. In addition the Australian War Memorial, with the assistance of staff from the Public Service Board, has been examining this matter and will be making a report shortly. Consultation with the National Gallery has occurred.

Further Responses

3.122 In 1982 the Memorial examined ADP control systems for its art and relic collections. In relation to printed records the Memorial is currently moving towards the utilization of the National Library of Australia's Australian Bibliographic Network (ABN) which will serve the Memorial well in this area.

3.123 Progress has been somewhat slower than expected in ADP control systems of art, relics, written records and audio visual materials because few systems anywhere in the western world have been tested and proved totally satisfactory in operation. The Registrar is giving priority to the art and relics collections and the newly appointed curator of audio visual records, drawing on his experience at the Imperial War Museum in London and his knowledge of American practice, is designing a documentation system for audio visual records that should meet the Memorial's needs.

3.124 Pilot studies for art and relics were run in 1982/83 and new inventory control systems designed for ready adaptation to a computer database are in the process of implementation.

3.125 It is important to note, however, that world technology in this area is developing at such a rapid rate that provided proper and adequate collection control systems are in place and operating it is preferable to see what emerges rather than proceed too quickly and end with systems that are deficient or inadequate in one way or another as so many American museums have experienced over the last two decades.

RECOMMENDATION 29

The Committee endorses the proposal to appoint a Registrar at the Memorial and believes the Registrar should be solely responsible for custody, movement, location and security of the collection. The Committee notes that the Board has approved the provision of a position at the Class 8 level to perform the function of Registrar of Collections. This position is expected to head up a small section responsible for the development and administration of a comprehensive registration system.

Response

3.126 The Australian War Memorial has now appointed a Registrar responsible for the custody, movement, location and security of its collection. This officer commenced these duties on 28 June 1982.

RECOMMENDATION 30

The Committee recommends a review of the finance allocation between all Institutions within the National Collection, by the Department of Finance, to ensure funds are equitably distributed.

Response

3.127 Following receipt of reports from institutions on their 5 year development plans, consideration of those reports could form the basis for a review of financial allocation between institutions.

Further Response

3.128 One of the major objectives of the re-organised approach to Government involvement in the cultural area is to ensure that policies are co-ordinated across all of the institutions involved. Commencing in 1983-84 a 'global' sum for acquisitions by all ACNC institutions will be considered in the annual Budget context. The Minister for Home Affairs and Environment will be responsible for recommending on the distribution of funds between the individual institutions.

RECOMMENDATION 31

The Committee concludes that a review of the revenue producing operations of the Memorial is warranted.

Response

3.129 See general response item on ACNC report on funding. This is part of one of the terms of reference.

3.130 In terms of immediate action the Australian War Memorial engaged a financial consultant in February 1982 to review the Memorial's commercial activities. His report is currently being considered by the Council of the Memorial. In the meantime action has been undertaken to provide improved facilities to meet visitor demand and increased revenue.

Further Response

3.131 The Australian War Memorial obtained some preliminary informal advice early in 1983 from persons professionally skilled in private sector fund raising and the development of museum commercial operations which suggests that the Memorial has potential in these areas, though without a great deal of research it would be difficult to give this any proper quantification. Further and formal consultation in this area was taken over by ACNC which has undertaken a study on behalf of the Memorial and the other ACNC Institutions entitled 'The Community and the National Collection: Self-help through greater involvement'. This study will incorporate the original ACNC study on the scope for and arrangements associated with increased non-Government funding.

RECOMMENDATION 32

The Committee recommends an independent assessment of the security system at the Memorial and its Mitchell Annex by a consultant or specialist adviser.

Response

3.132 Following further advice from the Australian Security and Intelligence Organisation on security at the Memorial's Mitchell Annex the Memorial is taking steps to improve the level of security. These measures will be completed by December 1982.

Further Response

3.133 Independent assessments of the security systems at the Memorial building and the Mitchell Annex have been carried out by ASIO, Wormails International Limited, and Memorial staff. Recommendations have largely been implemented, including:

Australian War Memorial Building

- improved ultrasonic alarm system
- perimeter door locking and alarm system is being upgraded and faulty or obsolete equipment is being replaced
- rear entrance security post has been established and all staff and official visitors are now required to wear identity passes when in the building
- additional full and part-time security staff have been recruited

Mitchell Annex

- the Mitchell security system is being upgraded in accordance with ASIO recommendations and Rank Electronics are installing a new security panel costing \$56,215 (expected completion date is November 1983)
- ASIO recommended a range of associated building works and this is programmed for completion by the end of 1983 at a cost of \$3,800
- a further amount of \$10,000 has been set aside for miscellaneous work or additional requirements which may become known during the course of the above work.

RECOMMENDATION 33

The Committee concludes that a review of the number of attendants and security staff is warranted and recommends an adjustment in ceilings to allow for an increase.

Response

3.134 See response to recommendations 16 and 17. A significant increase in attendants is proposed from the Memorial's 1983 staff ceiling allocation.

Further Response

3.135 In allocating the Memorial's approved staffing level increases, priority has been given to the level for security staff. A third of the 1983 allocation was given to security officers and their approved level rose from 23 to 33. More recently the Public Service Board has agreed to the employment of part-time attendants to meet heavy demands at weekends and other peak periods and 10 part-time employees have been recruited.

RECOMMENDATION 34

The Committee endorses the internal audit provisions for the Memorial and recommends a regular programme be instituted as a matter of top priority. The Committee is disturbed at the delays to date in implementing such a system.

Response

3.136 The Department of Home Affairs and Environment has agreed to provide an internal audit service for the Australian War Memorial.

Further Response

3.137 The Department of Home Affairs Audit Committee has agreed on a tactical plan for the year 1983/84 and taking into account the necessary priorities, has allocated 180 man-days for an audit service to be provided to the Australian War Memorial subject to the Memorial making available an established position and approved levels for implementation. The occupant of the position is to be located in the Department's Internal Audit Section from which the audit service will be provided. The Memorial has established the position but has insufficient staff ceiling to allow it to be filled at this stage. The Department's Audit Section, however, is available in a consultancy role as and when required by the Memorial.

RECOMMENDATION 35

The Committee recommends that the Department of Home Affairs and Environment ensure that internal audit resources are equitably distributed and allocated throughout the National Collection.

Response

3.138 The Department of Home Affairs and Environment provides internal audit services for the Australian War Memorial, the Museum of Australia and the Archives. These services are either provided by agreement or as a Departmental responsibility.

3.139 The Australian National Gallery employs a firm of professional auditors while the National Library employs internal auditors on its own staff.

Further Response

3.140 The Department of Home Affairs and Environment provides internal audit services for the Australian War Memorial, the Museum of Australia and the Archives. These services are either provided by agreement or as a Departmental responsibility.

3.141 The Australian National Gallery employs a firm of professional auditors while the National Library employs internal auditors on its own staff.

3.142 The Department's Internal Audit Section has indicated that benefits could be obtained from pooling Audit resources and allocating these resources throughout the National Collection institutions.

3.143 ACNC has already agreed in principle to liaison on secondment of staff for specific projects. The matter of equitable distribution and allocation of all internal audit resources engaged in the 'National Collection' areas within the Department's portfolio is to be addressed at the December 1983 meeting of ACNC.

RECOMMENDATION 36

The Committee concludes that modifications, extensions and alterations will be needed to the Memorial if it is to develop as a Museum and a Memorial, and service the needs of the many visitors for whom it is such an attraction. The Committee endorses the current proposals to improve the facilities and correct the deficiencies mentioned above.

Response

3.144 The 1982-83 Budget provides for these matters. See general response item on extension to War Memorial building.

Further Response

3.145 A rolling program of work is scheduled for the Australian War Memorial for the next five years as part of the bicentennial program. Visitor facilities will be improved as will exhibition space, office and warehouse accommodation together with the upgrading of storage facilities at the Mitchell Annex.

3.146 The program will improve visitor facilities by providing:

- improved galleries and sales shop
- toilets and rest areas
- fire and safety features.

3.147 Work also includes a new theatrette, classrooms, a secondary entrance on the Western side and improved library facilities.

3.148 During the Financial Year 1984/85, two additional buildings are to be constructed. One building will house the aircraft collection and a tank and heavy technology gallery, the other, a purpose built administrative building which will house support services as well as facilities for visitors by way of a restaurant and membership lounge. Administrative space vacated in the main Memorial building will be converted to additional gallery space.

3.149 Within the scheduled period conservation facilities at Mitchell will be upgraded and a purpose-built storage facility will be built to replace storage lost when the Duntroon building is reclaimed.

RECOMMENDATION 37

The Committee endorses disaster planning for the National Collection and recommends each institution examine their needs in this regard. The Committee further recommends that this matter would be suitable for the co-ordinating role of the Department of Home Affairs and Environment.

Response

3.150 The National Library is currently developing a disaster and emergency plan and expects it to be complete by mid 1983. The ACNC will co-ordinate the provision of reference material and expertise to the individual institutions so that each may undertake and complete an appropriate disaster and emergency plan. The chief elements of such plans are seen as consisting of three fundamental operations:

- disaster preparedness planning - the development of programs for the prevention of disasters such as fire and flooding as well as the preparation of plans and procedures for meeting emergencies. For example, the purchase and maintenance of emergency equipment;
- procedures for protecting people and property during emergency situations, for example, evacuation procedures; and
- salvage operations in the event of a disaster.

3.151 It is expected that such plans would draw heavily on the experience of the National Library.

Further Response

3.152 Work on the Library's disaster plan has progressed very slowly. The expected completion date has been rescheduled for June 1984.

RECOMMENDATION 38

The Committee considers the suggestion of a national heroes cemetery as part of the Australian War Memorial worthy of further examination and recommends that a study be carried out jointly by the Australian War Memorial and the Department of Home Affairs and Environment.

Response

3.153 The Government has asked an interdepartmental committee to report by December 1982 on policies for commemoration of historic events and persons including, as a specific issue, whether there should be a national cemetery.

Further Response

3.154 An Interdepartmental Committee has reported to the Government on policies for the commemoration of historic events and famous persons, including, as a specific issue, whether there should be a national cemetery. This report has been circulated to Ministers for comment.

AUSTRALIAN WAR MEMORIAL
STATEMENT OF OBJECTIVES

1983 - 1987

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INTRODUCTION

(1) In the mid 1970s the then Board of Trustees reviewed the achievements of the Australian War Memorial, its current situation and deficiencies, and examined the major issues and challenges for the years ahead. Their conclusions were expressed in the introduction to the Memorial's 1975 Annual Report.

(2) While major achievements have been realised since then, the views expressed remain relevant and are presented below.

1975 OBJECTIVES

The Australian War Memorial, in terms of concept, size and the variety of its collection, is probably the most significant War Memorial in the world devoted to the events of the 20th Century. It is a unique establishment comprising many disparate but major aspects:

- museum-with 40 000 relics;
- among the great military museums in the world;
- art gallery- in terms of quality and quantity (11 500 works of combat art) superior to any like institution in the world;
- library- constitutes the largest collection of military history and military science in Australia and is one of the world's major collections;
- publications- the official histories of World Wars I and II and many other historical works, including some outstanding biographies, have been produced by the Memorial. Currently it has in hand the story of the Australian involvement in Korea and a number of major works of history;
- commemoration- there is no like area commemorating the deeds of a nation's servicemen and women who paid the supreme sacrifice;
- ceremonial- the Memorial conducts the National Anzac Day and Remembrance Day ceremonies.

In terms of the number of visitors, the value of the collection (\$100 million) display area and library holdings, the War Memorial is in the forefront of museums in Australia. Its art collection, conservatively valued at \$40 million, compares favourably with other art galleries in this country.

As we enter the last quarter of the 20th Century, commemorate the 60th anniversary of the landing at Gallipoli, note that the Australian Government has established a Committee of Inquiry on Museums and National Collections, and take cognisance of world-wide acceptance of the developing and expanding role of museums in the modern age, the Board of

Trustees, in the past year, has been asking itself whether it is effectively and efficiently discharging the responsibilities conferred on it by the Australian War Memorial Act 1962-1975. In its review of the operations of the War Memorial it has been made aware that it is not providing the service to the nation which is its responsibility. In particular, it is concerned that it is responsible for preserving a major part of the nation's heritage yet, because it is not providing proper facilities, the collection is rapidly deteriorating. If the Board does not correct the present position, important parts of the collection will be beyond restoration. Even where remedial action is possible, it will be difficult and costly unless general deterioration is halted immediately.

Now that the deficiencies have been made clear to the board, the Board is seriously concerned that it is liable to be criticised strongly and with justification. Accordingly the trustees seek the support of the Government to correct the present position in the War Memorial without delay.

If it is to discharge its responsibilities properly, the Board must:

- Ensure that storage facilities with temperature and humidity controls are provided in place of the existing primitive and crowded facilities.
- Ensure that effective control of the collection is established by the provision of additional Curators. (The Curator of the Eisenhower Center in the U.S.A., who recently spent some time at the War Memorial, wrote afterwards that 'All one has to do is walk through the cramped storage areas . . . to see that a number of artifacts, including a number of very rare and irreplaceable objects, are beyond recovery. The major difficulty with the curatorial staff is that it is simply too small. Two men, no matter how well qualified or dedicated, cannot be expected to handle the curatorial requirements of a collection the size of the Australian War'.)
- As education is an integral and essential part of the modern museum, make provision for education staff. The War Memorial is the only large museum in Australia without an Education Officer. This is a great disservice to students, more than 100,000 of whom visit the War Memorial from all parts of Australia annually.
- Ensure that emphasis is placed on providing facilities for scholars to undertake research work on the one hand, and for staff at the War Memorial to do their own research of the collections and publish these in journals in Australia and abroad;

- Provide guided tours for visitors from Australia and overseas. Efforts should be made to encourage volunteer guides along the lines of those provided in the art galleries in Sydney and Melbourne.
- Complete a catalogue of the collection, an essential requirement which, if done correctly and in detail, needs be done only once during the life of the museum.
- Arrange for travelling exhibitions of some of the collection to enable Australians who do not visit Canberra to examine some of the history and culture of the nation.
- Review the permanent exhibitions in the galleries. As the events of the 1914-18 War recede into history it is essential that an examination be made of the thematic and chronological presentation in the permanent exhibition galleries. The 100 000 plus school children (out of a total visitor population of 700 000) with frequently only a limited knowledge of Australian history and world geography should be able to obtain, from their visit, some understanding of important parts of Australian social history.
- Examine the feasibility of providing a public theatrette and installing audio-visual aids.
- Take positive steps to add to the collection to commemorate the sacrifices of merchant seamen, war correspondents, war photographers, members of philanthropic organisations, allies with whom Australians fought in various wars, and all Australians whose contribution to the national effort was on the home front.

Despite the addition of two wings, an increase in visitors from 160 000 to 700 000 and the involvement of Australia in hostilities in Korea, Malaysia and Vietnam, there has been no major review of the organisation of the War Memorial since 1950. The number of staff in 1975 is identical with that of 25 years ago. It is obvious that steps need to be taken immediately to ensure that the collection is secure for posterity; that a better service is provided to visitors to the Memorial (education, guides, audio-visual aids, films), and that many of the great works of art and relics are able to be shown in parts of Australia other than Canberra.

The Board has initiated action to overcome many of these deficiencies:

- (a) Negotiations have been conducted with the National Capital Development Commission with the object of erecting a new building to serve as a storage and conservation centre. It is hoped that provision will be made in the 1976-77 estimates for this work and the building completed by early 1978.
- (b) The Board of Trustees has, after careful examination of existing staff resources, recommended an increase in the number of professional and managerial staff, particularly in the fields of conservation, curatorship, education and display.
- (c) Discussions have been held with senior officers in a number of government departments, exploring the possibility of establishing a public theatrette within the Memorial, installing audio-visual equipment and requesting the secondment of education staff. At the same time, there have been many discussions with the executives of the Service Women's Association with the object of obtaining a corps of volunteer guides to assist visitors to the Memorial.
- (d) With the co-operation of the Canberra College of Advanced Education and the Australian Bureau of Statistics, a market research survey of visitors to the War Memorial will commence before the end of 1975.

In the field of education, the Board continues to be gravely concerned at the lack of formal academic training in Australia in the field of museology. It is a sad fact that, in 1975, there is no course in any academic institution in Australia specifically designed to train curators and conservators. The Board recommends to the Government that it encourage universities and technical colleges, etc. to introduce such courses which could be supplemented by on-the-job training in the institutions themselves. There is need for films that can be circulated to a wide audience so that Australians and overseas visitors will have some understanding and appreciation of one of the major world institutions in the fields of combat art and the memorabilia of war.

The Board notes with approval the considerable sums of money that have been made available to the arts in various forms in recent years, but it is concerned that so little

attention has been given to the preservation of existing collections in history, the fine arts and other areas of strong Australian interest.

The Board would hope that many of the problems which have been outlined will be noted by the Committee established by the Government to enquire into museums and national collections. It would expect the Committee to acknowledge that existing collections in Australian museums must be preserved and, also, that facilities be provided to add to those collections, to research them and disseminate this knowledge within Australia and abroad.

(Introduction of the Australian War Memorial Annual Report 1975).

ACHIEVEMENTS AGAINST 1975 OBJECTIVES

(1) Achievements against the goals set in 1975 include

- A new \$2.5 million conservation and storage building at Mitchell opened in October 1979.
- The foundations for establishing proper control of the collection have now been laid with the increase in curatorial staff, the appointment in mid 1982 of a registrar of collections, and the introduction of ADP facilities to assist in the control processes.
- An education section was established in 1978 and is now staffed with two full-time education officers and a clerical assistant.
- A history, research and publications branch has recently been augmented with five research staff headed by a senior academic seconded from the University of NSW. A research grants programme introduced in 1975 has sponsored 76 research projects and an annual Military History Conference was initiated in 1981.
- A programme of travelling exhibitions has commenced including four major art exhibitions (Nolan, Lambert, Streeton and Warner) and photographic and poster exhibitions.
- A major review was undertaken of the permanent exhibitions and the building out of which a re-development programme has been prepared. A modernised 'Hall of Valour' was opened by Prince Charles in 1981 and an "Introductory Gallery" to better explain the extent of Australia's military history was opened by Minister Wilson in the same year. An exhibitions section has been established led for the first time by a professionally qualified exhibition designer.
- Guided tours for visitors have been introduced using volunteer guides as recommended by the Board of Trustees.
- A temporary theatrette and audio visual programmes were introduced in 1977.
- A plaque was erected in 1981 and a book is being compiled to commemorate the sacrifice of merchant seamen, war correspondents and other Australians who contributed to Australia's military activities.

(2) The extent of these achievements and the increased appreciation of the Memorial may be measured in part by the increase in visitors from 700,000 in 1975 to over 1,000,000 in 1982 and in increases in Government finance support from less than \$1 million in 1975/76 to \$5.5 million in 1982/83 and in staff ceiling from 82 in 1975/76 to 156 in 1982/83.

(3) The outstanding achievement of the Board of Trustees and the management of the Memorial from 1975 to 1980 must be the development and introduction in 1980 of the Australian War Memorial Act 1980. This Act is of such significance that its main features are presented in the next section.

(4) In September 1982 the former Prime Minister announced that the Memorial would receive \$11.5 million for major building improvements and extensions to the Memorial which will take place in three stages. The programme is expected to be completed by 1988.

AUSTRALIAN WAR MEMORIAL ACT 1980

(1) It is the Act which gives authority to the Memorial's actions. Under the Act the Memorial assumed responsibility for its staffing and financial management, and its affairs are directed by its own Council. The Act also provides specifically for the education role of the Memorial, and for it to assist in the creation and maintenance of museums in military establishments.

The purpose of the Memorial

(2) The Australian War Memorial exists as the national memorial to commemorate those Australians who died as a result of war or warlike operations in which Australian forces served.

(3) To this end the Memorial maintains a commemorative area; acquires, conserves and exhibits a national collection of historical material; and conducts and assists research into and disseminates information about the institution, its collection and Australian military history for purpose of study, education and enlightenment.

Functions of the Memorial

(4) The functions of the Memorial, as stated in Section 5(1) of the 1980 Act, are -

- "(a) to maintain and develop the ...Memorial ...as a national memorial of Australians who have died -
 - (i) on or as a result of active service; or
 - (ii) as a result of any war or warlike operations in which Australians have been on active service;
- (b) to develop and maintain, as an integral part of the national memorial referred to in paragraph (a), a national collection of historical material;
- (c) to exhibit, or make available for exhibition by others, historical material from the memorial collection or historical material that is otherwise in the possession of the Memorial;
- (d) to conduct, arrange for and assist in research into matters pertaining to Australian military history; and
- (e) to disseminate information relating to-
 - (i) Australian military history; and
 - (ii) the national memorial referred to in paragraph (a);

- (iii) the memorial collection; and
- (iv) the Memorial and its functions.

Section 5(2) continues:

"The Memorial shall use every endeavour to make the most advantageous use of the memorial collection in the national interest."

The Powers of the Memorial

(5) Having identified the functions of the Memorial it is necessary to consider the powers of the Memorial to make decisions, and in particular the exercising of these powers through the Council of the Memorial.

The 1980 Act Section 9(2) and 9(3) state that

"The Council is responsible for the conduct and control of the affairs of the Memorial and the policy of the Memorial with respect to any matters shall be determined by the Council. All acts and things done in the name of, or on behalf of, the Memorial by the Council or with the authority of the Council shall be deemed to have been done by the Memorial."

In section 6(1) the Act states that

"Subject to this Act, the Memorial has power to do all things necessary or convenient to be done for or in connection with the performance of its functions".

Section 6(2) continues:

"Without limiting the generality of sub-section (1), the powers of the Memorial include power

- (a) to purchase or take on hire, or to accept as a gift or on deposit or loan historical material;
- (b) to lend or hire out or otherwise deal with (otherwise than by way of disposal) historical material;
- (c) to accept gifts, devises, bequests or assignments made to the Memorial, whether on trust or otherwise, and whether unconditionally or subject to a condition and, if a gift, devise, bequest or assignment is accepted by the Memorial on trust or subject to a condition, to act as trustee or to comply with the condition, as the case may be;

- (d) to collect, and make available (whether in writing or in any other form and whether by sale or otherwise), information relating to Australian military history;
- (e) to make available (whether by sale or otherwise) reproductions, replicas or other representations (whether in writing or in any other form) of historical material;
- (f) to make available (whether in writing or in any other form and whether by sale or otherwise) information relating to the Memorial and its functions;
- (g) to provide facilities to stimulate interest in Australian military history;
- (h) to assist educational institutions in matters relating to Australian military history;
- (i) to train members of the staff of the Memorial, and such other persons as the Council approves, in developing, caring for and undertaking research in relation to the memorial collection;
- (k) to assist, on request, in the creation and maintenance of military museums in Defence Force establishments;
- (m) to occupy, use and control any land or building owned or held under lease by the Commonwealth and made available to the Memorial under section 7;
- (n) to erect buildings;
- (o) to purchase or take on hire, or to accept as a gift or on deposit or loan, and to dispose of or otherwise deal with, furnishings, equipment and other goods;
- (p) to act as trustee of moneys or other property vested in the Memorial on trust; and
- (q) to act on behalf of the Commonwealth or of an authority of the Commonwealth in the administration of a trust relating to historical material or related matters.

WHOM SHOULD THE AWM SERVE?

(1) The purpose of the Memorial is to serve the widest range of Australians with a diverse mixture of interests in the Memorial.

(2) The Memorial also serves a wide range of international interests.

(3) A breakdown of users into groups helps provide a basis for evaluation of the Memorial's services, how well they fulfill the purpose of the Memorial, and how they should be developed to better serve that purpose.

(4) The following breakdown demonstrates this diversity; it is not exclusive in that individuals may belong to several groups.

- (a) Members of the public (local, interstate, international) having a general interest in the Memorial, its collections and services.
 - Visitors to the Memorial including individuals, families, tourist parties, VIPs and organised groups.
 - Potential visitors not able to visit Canberra, but who might wish to see the Memorial's collections or otherwise participate in the Memorial's commemorative activities.
 - Members of the public who are recipients or potential recipients of the Memorial's services through the media of books, films, education programmes etc.
- (b) Individuals, groups and organisations (local, interstate, international) having a special interest in the Memorial, its collections and services. These include, for example, relatives of those who have died, (ex-)servicemen and women, donors of material, researchers, teachers and government departments.

HOW MAY IT SERVE THEM?

(5) The functions and purpose of the Memorial are satisfied through a diverse range of services.

- (a) Commemorative services.

- (b) Services to support the development and maintenance of a national collection of historical material.
- (c) Exhibition services.
- (d) Education services.
- (e) Services to support research into Australian military history.
- (f) Services for information dissemination (not covered above).
- (g) Services to special need groups.
- (h) Support services and facilities.
- (i) international associations.

MAJOR FACTORS WHICH MAY IMPACT ON MEMORIAL

- (1) These include
 - (a) the rapid growth in the whole range of visitors to the Memorial and in the demand for educational and other services can be expected to continue; the opening of other institutions of public interest in Canberra is expected to increase rather than diminish the demands on the Memorial,
 - (b) the memory of war is receding; a growing proportion of the Australian public were not resident in Australia during the earlier periods of conflict and have a less informed appreciation of Australian military history; some may require information to be presented in languages other than English,
 - (c) the variety of the Memorial's collections are becoming better known, which in turn places increased demands for access and supporting documentation, particularly by groups with special interests,
 - (d) the nature of a history museum is that the material within its scope of interest is continually expanding, applying on-going pressures for storage and exhibition space, and for conservation attention; earlier acquisition procedures need to be replaced with a critical acquisition and disposal policy.

- (e) in addition the Australian War Memorial Act 1980 widened the Memorial's responsibilities and introduced an incremental leap in potential collection coverage,
- (f) the new Act places increased emphasis on research and education; it also emphasizes the Memorial as a national institution,
- (g) the Memorial, like other public bodies, can expect continued Parliamentary scrutiny causing critical re-assessment of internal efficiency and effectiveness, and of the resources allocated by Government; at the same time the Memorial has become more conscious of the need to explore supplementary sources of assistance,
- (h) the widening international reputation and function of the Memorial.

(2) All of these factors combine to have a major impact on the infrastructure required to support the Memorial's activities, the accommodation, the staffing, finance, facilities and amenities.

CONSTRAINTS ON THE DEVELOPMENT OF THE MEMORIAL

(1) Staff numbers and appropriation funding are matters decided by Government. The procedures for providing estimates of requirements and for obtaining approvals result in the resources available to the Memorial being largely determined at least twelve months in advance.

(2) Further, the recruitment process for permanent staff takes several months, and often longer for specialist staff. Despite the increased autonomy provided for the Memorial in the 1980 Act, approval is still required from the Public Service Board on the level and structure of its staff and for the engagement of consultants. As a result the time from recognising a change in staffing need to completing the recruitment process will often be over six months.

(3) Under the 1980 Act (Section 7 (1)) the Minister is responsible for the allocation of land and buildings owned or held under lease by the Commonwealth, and under Section 35 ministerial approval is required for contracts over a certain value (\$100,000 for the acquisition of historical material and \$50,000 for other contracts). This will need to be amended to keep pace with inflation - provision exists in the Act for higher amounts to be prescribed.

FIVE YEAR STRATEGIC OBJECTIVES

(1) Council has approved objectives for the AWM, described under the following headings:

- Commemoration
- Collections
- Conservation
- History and Publications
- Research
- Education
- Exhibitions
- Public Relations and Promotion
- Sales and Public Refreshment Facilities
- Membership
- Security
- Resources
- Staff Development, Welfare and Facilities

(2) The strategic objectives presented in the following sections are quantified where possible. However in all cases there will be a large element of human judgement as to how well an objective has been attained.

(3) The objectives have most value when they become the basis for management decisions. This in turn requires the formulation of intermediary targets, the monitoring of progress towards achievement of the targets and final objectives, and taking corrective action as necessary to their achievement. Targets for each financial year of the period for these objectives will be presented by the Director and agreed methods of monitoring achievements will be applied. These will be presented to Council for comment following consideration of this paper.

COMMEMORATION

Authority

- Function in the Act : 5(1)a
- Powers under the Act : 6(1) and 42
- Council Guideline
- "Develop a calendar of commemorative events, identify and develop support for events in Australia and abroad commemorating Australia's war dead, and disseminate information about the Memorial's commemorative activities.
- Develop the commemorative purpose of the Memorial".

Past and Present

The Memorial arranges and conducts the national ANZAC and Remembrance Day ceremonies in liaison with other organisations. It arranges annual wreath laying ceremonies and wreath laying ceremonies by VIPs.

Under the Australian War Memorial Act 1980 the Memorial is invited to present for the Governor General's approval regulations regarding the land and buildings such as to give the Memorial powers to conduct the ceremonies with respect. The pre 1980 regulations were re-enacted while new regulations are being prepared.

1983-1987 Objectives

- Develop by December 1983 a calendar of commemorative events, identify and develop support for events in Australia and abroad commemorating Australia's war dead, and disseminate information about the Memorial's commemorative activities.
- Maintain continuously the commemorative area of the building in a manner befitting the function it serves.
- Ensure that official ceremonies and visits continue to be arranged in a manner in keeping with the purpose and standing of the Australian War Memorial.

- Establish by April 1983 new regulations concerning the building and grounds which enable serious commemorative events to be conducted with respect.

Estimated input by 1987 (1982-83 prices)

Staff: 2
Finance: \$48,000.

COLLECTIONS

Authority

- Function in the Act : 5(1) b,d,e; 5(2); 5(3)
- Powers under the Act : 6(2) a,b,c,d,j,k,q; 7(2); 8; 35
- Council Guideline

"Contributing to its commemorative functions:

- Develop acquisition and retention goals that would improve the coverage, balance and quality of the collections.
- Develop documentation procedures and practices to bring the collection to order by planned stages over a number of years, for the purpose of identifying and accurately locating at all times items in the possession of the Memorial, and to increase access to the collections for Exhibition, Education, Research and other purposes for which the collections are established".

Past and Present

The Memorial has a collection of over three million items including 12,000 works of art, over 50,000 relics and the largest collection in Australia of documentary and audio-visual material relating to military history.

The collections of official material, both documentary and works of art, are comprehensive and substantially complete. The coverage of the collections of donated and purchased material is uneven, reflecting changes in purpose, policy and public interest over the Memorial's 57 years.

The Auditor General's Office and the Public Accounts Committee have recently commented on the inadequacies of the control procedures and records of the collections. While there are, for most collections, lists of items received by the Memorial, it is recognised that these are inadequate both for inventory control and effective reference work. Access to most collection relies on the memory and knowledge of individual curators.

The foundations for establishing proper documentation and control of the collections have now been laid with the increase in curatorial staff, the appointment in mid 1982 of a registrar of collections, and the introduction of ADP facilities to assist in the control processes.

1983 - 1987 Objectives

While there is significant commonality in objectives for all collections, there are also significant differences between collections depending upon factors such as media, size, previous collection policy etc. A balance is needed between having a very general statement for all collections and specific objectives for each individual collection (over 25). A few general objectives are presented below followed by objectives for each of the major types of collection.

General curatorial objectives include

- Develop and maintain continuously an up-to-date statement of the content of collections and of acquisition priorities.
- Undertake research and publish guides and other scholarly/popular works such as to make most advantageous use of the Memorial collection in the national interest.
- Develop and implement acquisition and disposal policies appropriate to the contribution of each of the collections to the Memorial's overall purpose and in accordance with a corporate consensus of historical importance.

Although acquisition activity has an opportunistic or responsive element the following general objectives are relevant.

- Develop by December 1983 methods of market intelligence to ensure acquisition opportunities may be recognised and acted on.
- Develop and maintain continuously a strong public awareness of the Memorial's interests and priorities to maximise the quality and relevance of items offered for donation.
- Establish by January 1984 guidelines with Governmental agencies and other organisations for automatic consideration of the Memorial as a potential depository for historic material.
- Individual acquisition objectives for each collection are to be developed by December 1983 and annually thereafter.

Estimated input by 1987 (1982-83 prices)

Staff: 69 full time, 2 part time
Finance: \$1,680,000 (includes staff and funds for documentation programmes)

Art Collection

General Objectives

- Complete by December 1987 a study/reference guide which will as a minimum identify all works of art by artist name, title(s), media, dates of execution (and subject), and portrait name where appropriate.
- Complete by December 1987 research of the collections of ten of the more important artists (as agreed by Council) such as to facilitate publication of authoritative and comprehensive descriptions of these collections.
- Develop the collection to reflect its dual role as a collection of important historical material and as a unique part of Australia's art heritage, and to reflect its multipurpose of commemoration, exhibition, study/reference and the preservation of the Australian heritage.
- Develop and have approved by Council by June 1983 an acquisition policy which recognises
 - the purpose of the Memorial
 - deficiencies in the collection
 - changes in the range of interest of the Memorial
 - changes in display techniques and standards, and
 - the potential and nature of war art.
- Develop and implement by January 1984 an exhibition and display programme which effectively presents the role of the art collection through its contribution to exhibitions.

Relics and Military Technology Collections

General Objectives

- Complete by December 1987 guides and a documented inventory of each of the collections such as to identify all items for study and reference.
- Complete by December 1987 research of the more important sub-collections (as agreed by Council) such as to facilitate publication of authoritative and comprehensive descriptions of these sub-collections.
- Develop continually the collections to reflect their exhibition and study/reference functions.
- Through purposeful acquisition and disposal policies and action develop the collections over the next five years so as to achieve general recognition by military historians of their providing a balanced coverage of Australia's involvement in war and war-like activities.
- Establish by January 1984 co-operative practices with the armed services whereby mutual assistance is available between their museums and the Memorial and whereby the respective collections can be developed in a complementary manner and taking advantage of promotion of each others' services.
- Ensure by December 1987 storage of the collections adequate for preservation and access necessary for study/reference and for identifying material for exhibition and display.

Documentary and Audio-visual Records

General Objectives

- Complete over the next five years a study/reference guide to each of the twenty two collections identified in "A General Guide to the Library Collections and Archives in the Australian War Memorial" (published 1982); each guide to be designed for the nature, size and purpose of the collection, but with common terminology as necessary for effective reference services.
- Identify and give high priority during 1983 to programmes (e.g. personal interviews) where current opportunities will soon be lost.
- Establish by January 1984 ground rules and procedures with the Australian Archives and the Department of Defence (including in particular the Australian Defence Force Academy) to minimise conflicts in the acquisition of official and personal records; for those collections in which each establishment has an interest, minimise total costs associated with maintaining and providing reference access to these collections.
- Establish by January 1984 co-operative practices with the National Library of Australia and other institutions whereby the costs associated with the maintenance and documentation of the Memorial's collections can be reduced while at the same time the quality of services offered by the Memorial can be increased.
- Ensure over the next five years storage of the collections adequate for preservation and access necessary for study/reference, and for identifying material for exhibition and display.

CONSERVATION

Authority

- Function in the Act : 5(1) b; 5(2)
- Powers under the Act : 6(1)
- Council Guideline
- "Develop conservation programmes to ensure that neither the building nor any item is at risk or likely to be put at risk for lack of conservation attention".

Past and Present

With a history museum the conservation workload increases not only with the size of the collection but also with its age. The workload and priorities are strongly influenced by the exhibition programme.

For many years the size of the conservation section has restricted conservation attention to items going on display, or already on display. No systematic preservation or maintenance programme has been possible. The deterioration in the condition of the collections was commented on by the Public Accounts Committee in March 1982 when it drew specific attention to the state of the uniform collection, the Japanese submarine and the Roll of Honour.

There is a need to develop further conservation programmes to ensure the proper protection of the collection.

A new \$2.5 million conservation and storage building was opened in October 1979. This, together with an increase in conservation funds and staff (approved as a result of PAC comment) has enabled the urgent items identified by the PAC to be rectified. It increases the opportunity to implement a systematic conservation programme.

1983 - 87 Objectives

- Complete over the next five years a systematic conservation stocktake of all collections based upon priorities agreed with curatorial staff and management, and introduce conservation programmes appropriate to the condition and importance of each collection.
- Ensure that the conservation requirements set for each exhibition are met.

- Ensure over the next five years that storage, exhibition, display, loan and transport environmental conditions are adequate to protect the memorial collections, while not inhibiting unduly the use of the collections.
- Maintain a loan inspection and preservation programme which ensures that the condition of material on loan is both environmentally safe guarded and preserved in good condition.
- Ensure that future building and accommodation plans take sufficient note of collection preservation requirements.

Estimated input by 1987 (1982-1983 prices)

Staff: 21 full time, 7 part time
Finance: \$855,000

HISTORY AND PUBLICATIONS

Authority

- Function in the Act : 5(1) e; 5(2)
- Powers under the Act : 6(1); 6(2) d,e,f,g,h,j
- Council Guideline
- "Establish the Australian War Memorial as the leading publishing house on Australian military history.
- Develop an on-going publication programme which encompasses both popular and serious interests consistent with the purposes of the Memorial".

Past and Present

The History and Publications Branch now included five research staff headed by a senior academic seconded from the University of New South Wales.

The annual Military History Conference was initiated in 1981 and the first issue of the bi-annual journal was published in 1982.

Government approval has been given to write the Official History of the Malayan Emergency and the Vietnam War.

In collaboration with private enterprise (Rigby) two major publications were produced in 1982 : Masterpieces of the Australian War Memorial and the Nolan Gallipoli Series. Other recent publications include : A general guide to the Library collections and archives, and Guns of the Regiment.

1983 -1987 Objectives

- Plan by July 1983 and subsequently develop a documented framework of Australian military history against which the historical importance of items in or considered for the Memorial's collections can be assessed.
- Seek to ensure historical accuracy of all publications and other material prepared by the Memorial.
- Maintain the Australian War Memorial as a leading publishing house on Australian military history.

- Develop an on-going publications programme annually which encompasses both popular and serious interests consistent with the purposes of the Memorial.
- Publish research undertaken by curators and others including
 - reference guides to each of the Memorial's major collections.
 - comprehensive and authoritative studies based on aspects of the collections.
- Provide assistance necessary to make attractive the publication by commercial or other publishing houses of works of major historical importance in the Australian military field.
- Maintain the Australian War Memorial Journal as a recognised quality publication in the fields of military history and museology.

Estimated input by 1987 (1982-1983 prices)

Staff: 11 full time, 1 part time

Finance: \$350,000

NB. Financial costs do not include those recovered from commercial activities.

RESEARCH

Authority

- Function in the Act : 5(1) d; 5(2)
- Powers under the Act : 6(1); 6(2) f,g
- Council Guideline
- "Encourage and develop research in relation to Australian military history, especially that based on the Australian War Memorial collection".

Past and Present

Research based upon the Memorial's collections has increased dramatically in recent years involving the Memorial's curators and research staff, other scholars and official historians.

The research activity is reflected in the number of publications and films produced on Australian military history.

A research grants programme introduced in 1976 has sponsored 76 research projects. In 1980 49 applications were received, of which 24 were successful, in 1982 78 were received. This reflects the increasing public and academic interest in Australian military history.

The creation of the Australian Defence Force Academy will provide a further impetus to such historical research, and will create additional interest in the Memorial's collections.

1983 - 1987 Objectives

- Maintain and promote the Memorial as a reference centre for all research into Australian military history.
- Maintain the Memorial's annual History Conference as a venue for discussion and debate on Australian military history.
- Maintain the Memorial's Research Grants Scheme as providing financial assistance for high quality research on Australian military history.
- Establish research on Australian military history and the Memorial's collections as an essential function of the Memorial and establish national and international respect for the results of such research undertaken by Memorial staff.

- 27 -

- publish in 1987 a current assessment of writings on Australian military history.
- Costs are included in Collections and History and Publications.

EDUCATION

Authority

- Function in the Act : 5(1) e; 5(2)
- Powers under the Act : 6(1); 6(2) b,j
- Council Guideline
- "Develop programmes and publications aimed to encourage interest in Australian military history.
- Support the development of courses and programmes about Australian military history in Australian schools and other educational institutions.
- the commemorative aspects of the Memorial should be emphasized as part of the education process".

Past and Present

An education section was established in 1978 and is now staffed with two education officers and a clerical assistant. The success of the education section may be judged by the popularity of its services where demand substantially exceeds supply.

The classroom and gallery-based programmes occupy a major part of the Memorial's education services. About 400 school groups have participated in these programmes each year for the last three years. Pre-booking time has increased from three weeks to four months, and there is a rapidly growing list of schools which cannot be accommodated.

A new programme 'Mathematics at the Australian War Memorial' with its teachers' notes is currently being tested. The benefits of this and other initiatives planned by the education section will not be realised without additional staff and facilities.

1983 - 1987 Objectives

- Develop continually the range of services to cover primary, secondary and adult education - including the arrangement of special seminars, summer schools etc for teachers, community groups and members of the Memorial.
- Continually develop and implement a series of curriculum based programmes associated with both permanent and temporary exhibitions for use by organised school groups visiting the Memorial or its travelling exhibitions.

- Facilitate by January 1986 for all Australian schools the inclusion in their curriculum of historical studies based upon the Memorial's collections and publications.
- Establish by January 1984 consultative processes with all State and Territory Departments of Education and with all teacher training institutions such that the Memorial's collections and services are viewed as a potential resource for the development and implementation of history and social science programmes.
- Develop the use of audio-visual aids and programmes both for the education and training of Memorial staff and also for external services.
- Monitor regularly the evaluation of the effectiveness of educational programmes.

Estimated input by 1987 (1982-83 prices)

Staff: 10
Financer: \$282,000.

EXHIBITIONS

Authority

- Function in the Act : 5(1) c; 5(2)
- Powers under the Act : 6(1); 6(2) g; 42(b)
- Council Guideline
- "Develop from the Memorial's collections long-term and temporary exhibitions aimed at optimising the use of and access to the collections in the interests of the visiting public".

Past and Present

In 1975 the Board of Trustees agreed the need to review the permanent exhibitions in the galleries and to arrange for travelling exhibitions to enable Australians who do not visit Canberra to examine some of the history and culture of the nation.

By 1982 a major review had been undertaken and the recommendations were being progressively implemented under the direction of a professionally trained Exhibitions Designer. The Hall of Valour and Introductory Gallery were completed in 1981.

A programme of travelling exhibitions has commenced with four major art exhibitions and a photographic exhibition. A series of temporary exhibitions has also been initiated including an exhibition of the commissioned oil paintings by official war artist, Sali Herman.

1983 - 1987 Objectives

- Complete by 1988 the re-development of the primary circuit of the galleries to depict systematically the involvement of Australian forces in war and war-like operations and their impact on the home front.
- Improve by 1988 visitor comfort and reduce museum fatigue by creating a simple systematic environment against which the collections can be appreciated.
- Develop a modular gallery design system which can be effectively and easily upgraded to include new acquisitions.

- Implement regularly a programme of major temporary exhibitions suitable for inclusion in both the Memorial galleries and in locations in other parts of Australia.
- Implement regularly a programme of thematic temporary exhibitions which may attract local visitors during the "off peak" interstate visitor periods; these exhibitions should also be designed to support educational programmes.
- Establish by June 1984 a programme of travelling and touring exhibitions which widen access to the collections and encourage interest from all sections of the Australian public.
- Develop continuously systems of feedback on the effectiveness and value of displays.
- Increase the efficiency of displays by the use of film, video and other audio-visual techniques.

Estimated input by 1987 (1982-83 prices)

Staff: 10
Finance: \$780,000

PUBLIC RELATIONS AND PROMOTION

Authority

- Functions in the Act : 5(1)e; 5(2)
- Powers under the Act : 6(1); 6(2)f,g
- Council Guideline
- "Develop Public Relations and Promotion programmes to increase public awareness of the AWM and all its activities".

Past and Present

In recent years, the activities, acquisitions, exhibitions and services of the Memorial, have received increased publicity. The demands for information from the press have also increased. This increased awareness of the Memorial is highly desirable and to be encouraged. It will have special significance during the periods of major renovation.

The Memorial has begun to organise special public relations events. In conjunction with 40th Anniversary of the Memorial celebrations, and Remembrance Day, the Memorial hosted a massed military bands display by the three services. On the eve of the Anzac Day 1982 weekend the Memorial arranged for three free performances of *The Broken Years* to be presented in the commemorative area by Theatre ACT.

These special events reflect the increasing involvement of the Memorial in the community and indicate the opportunities for innovation in commemoration and the dissemination of information.

During the last year media coverage has included live television broadcasts of the Dawn Service and Anzac Day ceremony, articles in the media in Australia and overseas.

Public interest in Australian military history has been further stimulated through feature films and television series.

1983 - 1987 Objectives

- Maintain a positive "image" for the Memorial as a historical museum and memorial. Improve on a continual basis awareness of the Memorial's services at the national and international level.

- Develop annual coordinated public relations, promotional programmes and special publications of a professional standard for the local community and visitors.
- Develop by January 1984 co-operative arrangements with Canberra museums and tourist agencies.
- Establish by June 1983 a profile of War Memorial visitors to determine visitor needs and preferences.

Estimated input by 1987 (1982-83 prices)

Staff: 3
Finance: \$105,000

SALES AND PUBLIC REFRESHMENT FACILITIES

Authority

- Functions in the Act : 5(1) (e); 5(2)
- Powers under the Act : 6(1); 6(2) b,d,e,g,m-n; 7(1); 41;42 (b), (c)
- Council Guideline
- "Develop under AWM control facilities to market Memorial publications and other quality goods.
- Provide public refreshment facilities appropriate to the Memorial as an institution and a major tourist attraction."

Past and Present

The Memorial's sales area is currently approximately half of Gallery 14 on the ground floor. It is currently operated by the security officer staff. Under the first stage of the upgrading of the building the sales area will be considerably expanded and will be set aside exclusively for sales activities.

The Memorial currently sells books and photographs by mail order.

The Australian War Memorial Kiosk was established in 1960 to provide public refreshment facilities close to the Memorial. The kiosk currently serves three distinct functions; it is a cafeteria, a take-away food shop, and a souvenir shop. The kiosk is operated by a licensee; the licence expires on 30 June 1983.

1983-87 Objectives

- Upgrade the Memorial's shop to an appropriate level by 1983-84. Develop it as the prime source of material on Australian Military History in Australia.
- Develop and expand mail order sales.
- Review public demand for refreshment facilities and produce a plan for requirements by June 1983.
- Costs included in Resources.

ASSOCIATES PROGRAMME

Authority

- Functions in the Act : 5
- Powers under the Act : 6(1); 6(2)f
- Council Guideline
- "Develop a national associates programme which establishes a constituency of interested and supporting individuals and groups throughout the Australian community and offers a range of services and goods to members".

Past and Present

This programme represents a new initiative by the Council of the Australian War Memorial.

1983-1987 Objectives

- Develop by January 1984 plan for launching the associates programme, based upon market and audience research, obtaining and developing mailing lists and preparation of subscription categories, and a balanced range of benefits and services, all properly costed.

Estimated input by 1987 (1982-83 prices)

Staff: 6
Finance: \$115,000
NB. Financial input does not include recoverable costs (fees etc).

SALES AND PUBLIC REFRESHMENT FACILITIES

Authority

- Functions in the Act : 5(1) (e); 5(2)
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Estimated input by 1987 (1982-83 prices)

Staff: 6
Finance: \$115,000
NB. Financial input does not include recoverable costs (fees etc).

SECURITY AND FIRE PRECAUTIONS

Authority

- Function in the Act : 5(1) (a)
- Powers under the Act : 6(1); 6(2) m, p; 42(a)
- Council Guideline
- "Develop security and control and stocktake arrangements for the collections and all things for which the Memorial is responsible to accepted international museum standards".

Past and Present

The level of security staffing has not kept pace with the increased numbers of visitors to the Memorial. A number of instances of theft and vandalism have occurred in recent years, highlighting the need to provide the staff and facilities needed to protect the collection. The Public Service Board has recently agreed to an increase in the full-time security staff from 21 to 30 positions and has also agreed to the employment of part time security staff.

Improved control procedures are being designed and implemented throughout the Memorial so as to satisfy external and internal audit requirements.

1983 - 1987 Objectives

- Complete by December 1983 a physical and fire security assessment of the Memorial and its collections, and implement arrangements appropriate to the assessed risks in conjunction with NCDC as the building is developed.
- Develop regulations by April 1983 which enable adequate protection of the land and buildings used by the Memorial and of its collections and which enable the Memorial's activities to be conducted with respect and effectiveness.
- Ensure staff are trained by December 1983 in fire and security procedures (minimum of one exercise every six months) and that the procedures are supported by adequate public information such as the signposting of exits.

Estimated input by 1987 (1982-83 prices)

Staff: 40 full time, 16 part time
Finance: \$1,046,000

RESOURCES

Resources include staffing (including voluntary assistants), finance and buildings. In the main the objectives described below are those necessary to satisfy the service objectives already listed.

Authority

- Functions in the Act : 5(1) (a)
- Powers under the Act : 6(1); 6(2) g, j, m, n, o; P; 6(4); 7(1) 27, 28, 29; 30-36
- Other relevant legislation: Public Service Act 1922 and Audit Act 1901
- Council Guideline
- "Develop opportunities for corporate and other private funding and resources and the use of voluntary support and other agencies to further the Memorial's programme and activities".

Past and Present

The Memorial currently operates four buildings; the Kiosk. On 15 September 1982 the Prime Minister announced that the Government had approved a \$11 million programme for the upgrading of the Memorial building. Construction of stage one, which is to provide facilities for Education and temporary exhibitions, a new theatrette, a revised front entrance and related facilities and a new museum shop, is planned to begin in March/April 1982. Planning is also proceeding with the Department of Transport & Construction for the re-arrangement of the existing library area to provide better storage for the collections, accommodation for staff, and public research areas. This work should be undertaken in January/March 1983. A breakdown of the War Memorial's space requirements, identified in the master planning brief sent to NCDC on 15 September 1982, appears below.

The Memorial's current staff ceilings are 156 (full-time) and 10 (part-time). On the basis of demands on the Memorial it is estimated that within the 5 year period total staff should be in the region of 250 (full-time) and 25 (part-time).

The Memorial's 1982/83 appropriation totals approximately \$5.5 million. It is estimated that during the 5 year period this should increase to \$7.5 million (at constant prices).

The management consulting firm of Deloitte, Haskins and Sells has undertaken a review of the commercial operations and overall accounting control. Their recommendations are now being implemented to establish effective systems of accounting control.

1983 - 1987 Objectives

Buildings

- In conjunction with NCDC implement a comprehensive building and accommodation programme necessary to support the Memorial's services and protect its collections to meet the timescale of the Bicentennial project costing \$11.5 million.
- The major elements of this programme will include:

	Existing	Total Needed	Additional Needed
Commemorative Area	1300	1300	-
Display Space	7850	12500	4650
Storage (Collections)	6000	6900	900
Other public and staff facilities	1760	3270	1510
	16910	23970	7060

- Continually monitor staff accommodation requirements.

Staffing

- On an annual basis prepare staff estimates necessary for the following year.
- Achieve and maintain the level and quality of staffing necessary to achieve the Memorial's stated objectives; ensure the deployment of these resources in the most cost-effective manner.
- Establish procedures by mid 1984 for taking maximum advantage of offers of volunteer services. (Guides, restoration of aircraft etc.)
- As required by other activities of the Memorial, investigate and develop the use of private enterprise services where cost-effective and subject to the Public Service Board's requirements with respect to consultants.

Finance

- On an annual basis achieve and maintain levels of funding necessary to achieve the Memorial's objectives for the coming financial year.
- Establish within five years sources of private funding to supplement the appropriation and provide for expansion of the Memorial's services in areas such as collection development, exhibitions, research and publications.
- Improve by March 1984 methods of financial control and reporting to meet management needs and to satisfy statutory requirements.

Estimated input by 1987 (1982-83 prices)

Staff: 69
Finance: \$2,285,000

STAFF DEVELOPMENT, WELFARE AND FACILITIES

Authority

- Functions in the Act : 5
- Powers under the Act : 6(1); 6(2)j

Past and Present

Prior to the passing of the Australian War Memorial Act 1980, the Memorial relied to a large extent on its various parent departments for staff development and welfare services, but in practice little was provided.

Since the passing of the Act available staff resources and expertise have not allowed detailed development in these areas. However, some staff exchanges and external coursework have been arranged and welfare counselling has been available through supervisors and the Personnel Officer.

A Personnel Management Section has now been established with responsibilities that include staff development and welfare. Progress has been made towards providing induction training and a detailed survey and analysis of the Memorial's staff development and welfare needs is in the planning stage.

The extension of recreation, eating and toilet facilities for staff has previously not been possible to any great extent due to the nature of the Memorial's buildings. However, modern facilities were provided at the Annex and the master planning brief for the development of the Memorial's buildings provides for the introduction of appropriate facilities as the building is developed.

1983-87 Objectives

Develop continuously modern personnel management programmes.

- By mid 1984 improve staff efficiency by giving specialised training and increasing staff awareness of the aims and objectives of the Memorial as a whole.
- By mid 1984 improve recruitment standards by educating supervisory staff in selection principles etc.

The specific objectives towards achieving the above are:

- develop and implement by September 1983 a staff induction programme to give a more co-ordinated picture of the Memorial and decrease the time necessary for new staff to become fully functional

- develop and implement by mid 1984 a detailed staff training programme using, where possible, outside specialists in relevant fields and available external courses.
- develop and implement continually staff development plans using staff rotation, exchanges, conferences etc.
- formalize staff welfare services including counselling, occupational health and safety and staff amenities.
- develop and implement by mid 1984 a recruitment strategy and training programme to improve supervisors knowledge of selection procedures, with a view to ensuring high quality staff are recruited and retained
- introduce by May 1983 adequate facilities for staff, viz
 - sufficient toilets for projected staff numbers
 - sufficient changing room facilities for projected security staff numbers
 - adequate eating and recreation facilities.

Estimated input by 1987 (1982-83 prices)

Staff: 1
Finance: \$75,000

MONITORING THE PLAN

The achievement of these objectives will be monitored through

- periodical management reviews of progress.
- half yearly assessments by the Executive Committee and annually by Council.

It will be a continuing task of the Director to monitor specific assessment criteria and intermediary targets.



AUSTRALIAN ARCHIVES

Review of Commonwealth Administration: Jan. 1983
Community representation and citizen access -
the emphasis has developed -
and quality of life generally -
for responsibility -
involvement.

...the accountable, democratic, decision-making

Freedom of Information Act
No. 346199

N 3011

Commonwealth Archives, functions - Australian Archives, a central government authority to administer relevant legislation.

CORPORATE PLAN

Problem of Information Dissemination

Review of Commonwealth Administrations Jan. 1962
the administrative environment -
...new institutions have been created and other
Government agencies have been altered and, in
some cases, disbanded. Technological activities have
expanded and government has become more complex.
Community demand for opportunities, both at
individual and national levels, has increased.

The Assessment-Review model, as described in the previous section, is a process of continuous improvement. It is a process of continuous improvement, as it involves continuous monitoring and evaluation, with public sector agencies, the private sector, and the government, to determine the effectiveness of the information and communication system, and to make necessary improvements. It is a process of continuous improvement, as it involves continuous monitoring and evaluation, with public sector agencies, the private sector, and the government, to determine the effectiveness of the information and communication system, and to make necessary improvements.

February 1983

Prime Minister, Press release - 22 September 1982.

The Public Service needs to be able to cope with the significant technical changes and the growth of information which has been taking place, including the relevance of computers and technology to public administration. Government agencies must be able to be more innovative to, and to take advantage of, new methods of gathering, processing and applying information.

AUSTRALIAN ARCHIVES

CORPORATE PLAN

February 1983



AUSTRALIAN ARCHIVES

OFFICE OF THE
DIRECTOR-GENERAL

P.O. BOX 24
DICKSON, A.C.T. 2602

REF: 1983/229

28 February 1983

The Hon. D.T. McVeigh, M.P.,
Minister for Home Affairs
and Environment,
Parliament House,
CANBERRA. A.C.T. 2600

My dear Minister,

Parliamentary Accounts Committee Report No. 196 concerning conservation and curatorial functions, called for corporate plans from all institutions associated with the National Collection. In response, the Government directed each institution to prepare a development plan for matters associated with the National Collection; this plan to cover the period 1983-1986. The direction specified that such plans should take into account existing Government commitments, should provide an outline of expenditure, capital and staff needs and priorities, acquisition priorities, educational facilities and relationships between the plan and the Bicentenary.

The responsibilities of the Australian Archives as a central service agency to Government go beyond responsibility for the records component of the National Collection and associated historical and cultural aspects. Therefore, in response to the abovementioned directive and in order to present the development plan in perspective as part of the corporate plan, the attached booklet outlines the full range of functions and the corporate objective of the Australian Archives, together with a development plan for aspects relevant to its responsibilities for the National Collection.

I take pleasure in submitting the report to you.

Yours sincerely,

R.G. Neale
Professor R.G. Neale
Director-General

**AUSTRALIAN ARCHIVES
CORPORATE/DEVELOPMENT PLAN**

- 1 -

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1. BRIEF HISTORY OF THE AUSTRALIAN ARCHIVES

1.1 The need for a Commonwealth archival agency was recognised in 1943 when the Curtin Government appointed both the Commonwealth National Library and the Australian War Memorial as provisional archival authorities. In 1952 the Library became the sole Commonwealth archival authority. In 1961, the responsibility for matters relating to Commonwealth records was separated from the Commonwealth National Library, whose former Archives Division was then reconstituted as a separate agency called the Commonwealth Archives Office. As Archival Authority, the Archives Office became responsible for the evaluation, disposal and preservation of Commonwealth records*. It was also responsible for taking into custody all records no longer required for immediate reference and for regulating access to those records by research workers and other members of the public. In each case, the activities of the individual Archival Authorities centred on research and historically oriented interests..

1.2 In 1974, the Commonwealth Archives Office was re-named the Australian Archives, and in 1975 a Director-General was appointed. Since then the Archives has been attached organisationally to a number of different Departments of State and currently forms a part of the Department of Home Affairs and Environment, operating essentially as an independent outrider. It is a federally based organisation operating in all States, the Northern Territory and the Australian Capital Territory.

1.3 Throughout its existence the Australian Archives has operated under the authority of a series of Cabinet Decisions and Administrative Instructions. An Archives Bill was introduced into Parliament in 1978. This Bill, when it becomes law, will confirm the role of the Australian Archives and the Director-General in relation to Commonwealth records and will provide a legislative base for existing arrangements. A comprehensive organisational and functional review, sponsored by the Public Service Board (the Joint Management Review of Australian Archives), was completed early in 1981.

* The term "record" means a document (including any written or printed material) or object (including a sound recording; coded storage device; magnetic tape or disc, microform, photograph, film, map, plan, model or a painting or other pictorial or graphic work) that is, or has been, kept by reason of any information or matter that it contains or can be obtained from it or by reason of its connection with any event, person, circumstance or thing. (Archives Bill, Clause 3)

2. THE CHANGING ENVIRONMENT

2.1 The environment of changing relationships between the public service and society which is expressed in the Government's concern to ensure openness and accountability to protect privacy and to provide means of public redress at law, makes records, recorded information and the ways in which they are handled, issues of increasing importance. Consequently, as the agency specialising in matters relating to Commonwealth records, the Australian Archives can no longer be regarded as simply the custodian of the 'antique' records of government. As a central service agency, the Archives not only provides traditional services for its clients but now, and in the future, it also has a vital role to play in gathering, applying and providing information on the existence, nature and whereabouts of the total body of Commonwealth records and on the agencies, past and present, responsible for them.

2.2 This means that the Australian Archives is necessarily becoming an integral part of the machinery of government and an organisation whose central service responsibilities are crucial in under-pinning the Government's commitment to openness, privacy, public redress and accountability including freedom of information.

2.3 In order to ensure a satisfactory level of achievement throughout the Service with respect to these issues, it is essential that the following matters receive proper attention:

- (a) the quality of the arrangements made to manage the body of records generated by Commonwealth agencies;
- (b) the ability to answer questions about the rapidly growing and increasingly diverse body of records, such as - which records exist and where they are located; which records have been destroyed and why; which records are eligible for public inspection; which records are the functional responsibility of which agency;
- (c) the capacity of the Service to answer these questions in relation to the body of Commonwealth records generally, not just those in the open public access period (30 or more years old), and the capacity to organise and manage adequate arrangements to achieve these ends, in the face of the effects of a continually changing administrative structure of government; and
- (d) establishing ways in which the performance of individual agencies in relation to government information policies can be improved and can be convincing both within and outside Government administration;

2.4 This is all the more necessary, for now, not only the Australian Archives, but agencies also have to be able to identify, describe and locate records; make access decisions about them and make them physically available. The unique experience of the Australian Archives in these areas will be significantly of service in advising agencies on how best to meet their new obligations in the changing environment.

2.5 In essence, the changing environment places greater obligations and accountability on the Australian Archives in respect of its traditional responsibilities, and places additional demands on the expertise and capacity of the organisation in extending its servicing role in order to meet emerging needs of other agencies.

3. RÔLE AND FUNCTIONS OF THE AUSTRALIAN ARCHIVES

3.1 The abovementioned activities of the Australian Archives are supported by the provisions of the Archives Bill. In particular, the Archives Bill lists the functions of the Australian Archives as:

- (a) to ensure the conservation and preservation of the existing and future archival resources of the Commonwealth;
- (b) to encourage and foster the preservation of all other archival resources relating to Australia;
- (c) to promote the keeping of current Commonwealth records in an efficient and economical manner and in a manner that will facilitate their use as part of the archival resources of the Commonwealth by providing advice and other assistance to Commonwealth institutions;
- (d) to ascertain the material that constitutes the archival resources of the Commonwealth;
- (e) to have the custody and management of Commonwealth records, other than current Commonwealth records, that -
 - (i) are part of the archival resources of the Commonwealth;
 - (ii) ought to be examined to ascertain whether they are part of those archival resources; or
 - (iii) although they are not part of those archival resources, are required to be permanently or temporarily preserved;
- (f) to seek to obtain and to have the custody and management of, material, including Commonwealth records, not in the custody of a Commonwealth institution, that form part of the archival resources of the Commonwealth and, in the opinion of the Director-General, ought to be in the custody of the Archives;
- (g) with the approval of the Minister, to accept and have the custody and management of material that, though not part of archival resources of the Commonwealth, form part of archival resources relating to Australia and, in the opinion of the Minister, ought to be in the custody of the Archives in order to ensure its preservation or for any other reason;
- (h) to encourage, facilitate, publicise and sponsor the use of archival material;
- (i) to make Commonwealth records available for public access in accordance with this Act and to take part in arrangements for other access to Commonwealth records;
- (k) to conduct research, and provide advice, in relation to the management and preservation of records and other archival material;
- (l) to develop and foster the co-ordination of activities relating to the preservation and use of the archival resources of the Commonwealth and other archival resources relating to Australia; and
- (m) with the approval of the Minister, and in accordance with arrangements made with a person responsible for exempt material, to perform any of the foregoing functions in relation to exempt material as if that material formed part of the archival resources of the Commonwealth.

3.2 This role, for the Australian Archives was most recently acknowledged by Public Service Board approval of recommendations made following the Joint Management Review. Its basic function is recognised as that of a central service agency for the broad management of the records of the Commonwealth Government. In collaboration with other agencies as appropriate, it develops and administers Service-wide arrangements (i.e. policies, procedures and machinery) relating to the control, custody, retention or destruction, storage and accessibility of Commonwealth records. As the manager of these Service-wide arrangements, the organisation interacts with agencies at a variety of levels and provides a wide range of services to those agencies and to the public.

3.3 In carrying out this role, the Australian Archives is involved in:

- (a) developing and providing policy advice on the broad management of Commonwealth records;
- (b) surveying and evaluating Commonwealth records and authorising the destruction of those of temporary value;
- (c) providing storage services for records no longer required for current administrative use by Commonwealth agencies;
- (d) identifying and physically preserving records of historical, cultural or community value;
- (e) regulating access to Commonwealth records in accordance with current Government policy;
- (f) providing retrieval and reference services to Commonwealth agencies and to members of the public in respect of records in custody;
- (g) providing management and descriptive information on the existence, nature and whereabouts of Commonwealth records and on the agencies, past and present, responsible for them; and
- (h) providing advice to agencies and the public on records-related issues.

4. CORPORATE MANAGEMENT ARRANGEMENTS

4.1 In order to equip both itself and the Service to meet the challenges of the future, the Australian Archives is now in the process of 're-positioning' itself within the bureaucracy.

4.2 In organisational terms, the Central Office has been re-structured into a Records Services Branch and a Business Management Branch, and Regional Offices have had their role redefined and their status raised. The new structure, inter alia, removes previous anomalies and organisational deficiencies and strengthens key areas including policy development, long-term planning, systems/methods improvement, and personnel management.

4.3 This new structure provides a sound framework in which the organisation can face the challenges of the new environment and the increased workload and responsibilities which this is creating.

4.4 The organisation operates within a corporate management structure comprising the following components:

The Executive - This is the highest level of management within the Australian Archives, being responsible for the corporate and long-term management of the organisation, the effective utilisation of its resources and the achievement of its objectives.

Central Office - This is essentially a policy making, guidelines setting body. It sets the parameters within which all operational tasks are to be carried out and is responsible for developing and monitoring the achievement of Corporate and Program Objectives.

Regional Offices - These are the areas where all operational work is undertaken within approved policy guidelines and work plans. Regional Offices report to Central Office on a regular basis on the extent to which their operations meet approved policy guidelines and work plans. They are responsible for applying local resources to the achievement of the Corporate Objective and the effective exercising of delegations.

4.5 In addition to the usual informal contact and the operation of a management information system, which is currently being developed, the structural components mentioned above have formal contact through clearly defined processes. There is a central Management Board which provides a formal means of planning, objective setting and monitoring, co-ordination and communication throughout the organisation. This Board comprises the Executive and all Central Office Section Heads. It meets monthly and a summary of its deliberations, together with information on personnel and other matters, are provided to all staff. In addition, Senior Management Conferences which are attended by the Heads of all Regional Offices and Central Office Section Heads are held periodically to set corporate and regional objectives and monitor performance.

4.6 The corporate management arrangement provides a framework for all planning, priority setting and decision making for functional purposes as well as for the carefully considered allocation of staff, finance and equipment. It also provides a structured basis for integrating the program management, people management and problem solving issues of the organisation in a way that best utilises the resources available to it.

4.7 As a part of this process, the Archives has examined all its activities and services and has developed and adopted the following statement of its corporate objective:

The Corporate Objective of the Australian Archives is to achieve and maintain effective Service-wide arrangements (policies, procedures and administrative machinery) for the broad management of the whole body of Commonwealth records for both administrative and public purposes; in particular:

- (a) to support the policies and proceedings of Government through the provision of policy advice or witness related to Commonwealth records;
- (b) to support efficient public administration through the delivery to agencies, in the most cost effective manner, of services in relation to Commonwealth records;
- (c) to gather, analyse, integrate and disseminate on a national basis, for use by the Australian Archives, other agencies and the public, information on the control, disposal, storage and accessibility of Commonwealth records and the agencies administratively responsible for them, past and present;
- (d) to ensure that those records of the Commonwealth Government which have historical, cultural or community value are identified, accommodated, preserved and appropriately catered for;
- (e) to support the obligations and responsibilities of agencies in relation to public access to official information;
- (f) to provide for the effective management of records and recorded information in order that the rights and expectations of the community in relation to openness, protection of privacy, public redress and accountability can be met adequately; and
- (g) to foster an understanding within the Commonwealth Government, the bureaucracy, other Governments, other relevant organisations and within the Australian community of the significance of records and recorded information for their respective concerns, and of the related role of the Australian Archives.

4.8 This Corporate Objective is effected through 11 Programs, for which specific Program Objectives are being formulated. Each Program has been allocated a priority as have the sub-Programs into which each has been divided. This has been done in a separate comprehensive document which details what needs to be done in practice for each of the Programs, at the Central and Regional Office levels, and which has been distributed widely throughout the organisation. Other elements of the corporate planning process (e.g. performance monitoring) are being further developed. Moreover, the objectives and priorities will be reviewed periodically and modified appropriately as part of the ongoing corporate planning process. It should be noted that records related Programs cover all formats, e.g. computer tapes/disks, audio visual records. These Programs are listed and briefly described below.

(1) Executive:

Direct, control and manage the functioning of the Australian Archives and the development and monitoring of overall objectives and strategies.

(2) Developmental Policy:

Define and keep under review the role and objectives of the Australian Archives particularly with regard to the Service-organisation's relationship with other agencies within Service-wide arrangements for the broad management of Commonwealth records. Monitor relevant administrative, political, social and legislative developments both in Australia and overseas, assess their implications for the Australian Archives, and develop policy proposals and advice.

(3) Administrative Structures and Analysis:

Receive, integrate, use and disseminate on a national basis, information about Commonwealth agencies and their records, past and present, for use within the Australian Archives, other Commonwealth agencies and by the public, as appropriate.

(4) Records Disposal:

Formulate and administer Service-wide practices for the disposal of Commonwealth records. Within this framework develop and promulgate principles, guidelines, standards and procedures for the permanent retention or destruction of Commonwealth records and monitor their relevance and effectiveness.

(5) Conservation:

Provide for and undertake the physical preservation of Commonwealth records or of the information which they contain, in order to meet administrative, research or community needs.

(6) Repository Services:

Manage regional repositories and provide associated services involving the physical uplift, processing, storage, physical protection, retrieval and destruction of records transferred to the custody of the Australian Archives.

(7) Access Regulation:

Develop and implement machinery for the consistent interpretation of Government policy regarding access to Commonwealth records; regulate access, under current archives rules, to Commonwealth records and to personal/corporate archives by Government officials and members of the public.

(8) Information Services:

Identify and define the scope, type and standards of reference and advisory services to be provided to officials, agencies and public users, and provide such services in relation to Commonwealth records.

(9) Facilities

Plan for, provide and maintain facilities, equipment and related resources required for the storage, preservation, retrieval and use of those Commonwealth records no longer required for current administrative purposes; promote the efficient and cost-effective use of capital resources; administer budgetary programs relating to facilities and equipment and implement protective security arrangements.

(10) Systems

Provide advice and assistance to both Central Office and Regional Offices in areas such as ADP, methods and systems. Manage the introduction of computer facilities to the Australian Archives and the development of a management information and retrieval system and provide technical advice on the management and storage of machine-readable records.

(11) Resource Management

Provide for the financial and staffing resources to enable both Central and Regional Offices to operate effectively and efficiently.

5. AUSTRALIAN ARCHIVES AND THE NATIONAL COLLECTION - DEVELOPMENT PLAN FOR THE PERIOD 1983-1988

5.1 The Australian Archives houses the largest collection of primary source material relating to Australia's national history and as an organisation, is a notable contributor to the National Collection. This responsibility carries with it the need to identify records of historical, cultural or community value and ensure that they are preserved, adequately organised, catalogued and made available to the public. However, this is only one aspect of its activities as a central service agency involved in managing arrangements which cover the control, accessibility, disposal and storage of the whole body of Commonwealth records.

5.2 In discharging its role, the Archives functions Australia-wide as a custodian, rather than as a collector, of Commonwealth records. This is because the agencies retain ownership and control of those records for which, at any given time, they are functionally responsible. The Archives also provides a wide range of services to all agencies, covering records of all ages, of temporary as well as permanent value, either in its own repositories or still in agency custody. It is concerned with all aspects of public access to Government records, of which availability for the purposes of professional historical research is one.

5.3 In accordance with the Government directive that institutions within the National Collection prepare Development Plans for the 5 years 1983-1988, nine areas of the activities undertaken by the Australian Archives have been identified as relevant to its National Collection responsibilities. The current position and planned developments for the period 1983-1988, for each of these areas, are listed below and outlined in Attachments as indicated:

• Funding	Attachment A
• Staffing	Attachment B
• Buildings/Facilities	Attachment C
• Acquisition/Transfer	Attachment D
• User Services and Education	Attachment E
• Cataloguing/Information about Commonwealth Records	Attachment F
• Conservation	Attachment G
• Displays/Exhibitions	Attachment H
• International Obligations	Attachment I

6. RELATIONSHIP BETWEEN THE DEVELOPMENT PLAN AND THE BICENTENARY

6.1 The particular components of the Australian Archives Development Plan which relate to the Bicentenary can appropriately be grouped under the following headings: Buildings/Facilities, Cataloguing/Information about Commonwealth Records, User Services and Education, Conservation, Displays/Exhibitions. The relationship between each of the proposed developments and the Bicentenary is outlined briefly below.

Buildings/Facilities

6.2 Australia's Bicentenary will focus the attention of the nation on its past. The construction of the National Headquarters Building will be tangible evidence, at a highly appropriate time, of the nation's commitment to the preservation of its records, and, in keeping with the concept of open government, of providing access to them. The building will contain the greatest collection of primary source material relating to the national history of Australia. It will be the place to which people come whose business involves dealings with Commonwealth records. Their concerns will range from historical research and similar interests at a national and local level to relationships between individuals and the bureaucracy.

6.3 The building symbolises the achievement of a national identity, and the operation of a Federal system of Government; acknowledges the existence of a wide variety of individual private interests involving Commonwealth records; and represents the Executive arm of Government.

Cataloguing

6.4 The events of the Bicentenary will promote a continuing awareness of the value of the nation's archives and increase the demands by professional researchers and interested members of the public wishing to use the records.

6.5 The availability of comprehensive descriptive indexes and finding aids is vital to users wishing to tap this rich national resource. This can only be satisfactorily achieved by the use of modern ADP resources of the type presently being proposed for the Australian Archives. Use of such resources will allow the provision of a Functional Index to the structure and records of Government which will be of great value to Commonwealth Government agencies in discharging their responsibilities in the field of public access. Such an ADP resource will be most useful for the general public in facilitating use of the records component of the National Collection and it will also expedite the provision of other finding aids based on efforts in the cataloguing field.

6.6 Between now and the Bicentenary, given appropriate resources, there is scope for special effort in relation to organising and describing those records covering four particular themes:

- the establishment of a Federal Government of world significance (1901-1914);
- the work of agencies which are at the heart of Government (Prime Minister's, Treasury, Attorney-General's, Defence, Foreign Affairs and those concerned with communications. These are areas where the Commonwealth has unique constitutional powers;
- the work of agencies representing significant aspects of Australian culture and society (e.g. Repatriation, Environment, ABC, Primary and Secondary Industry, Post War Reconstruction); and
- the history of the development and administration of the Seat of Government and the Federal/Capital Territory generally (e.g. Federal Capital Commission, Home Affairs, Interior, Capital Territory, NCDC, ANU).

User Services and Education

6.7 It is intended to promote public education and liaison on a broad scale and to meet general public interest in contemporary issues surrounding the collection and use of information by Government.

6.8 An effort will need to be made to assist in meeting community expectations in relation to the use and availability of official information from Government records with reference to the interests of private individuals, hobby/special interest groups, professional enquirers, and educationalists. This process would be greatly assisted through the use of consultancies for the purpose of promoting:

- recognition and use of the holdings of the Australian Archives with special reference to Bicentennial themes;
- the Australia-wide services of the Archives;
- the role and functions of the National Headquarters Building and provision of the material required for the Sales Centre within the building;

and for the purpose of seeking user views.

Conservation

6.9 Implementation of plans covering the provision of proper accommodation, adequate staffing and other resources for the physical treatment and preservation of records of intrinsic historical and cultural value are vital if these records are to remain in existence and be available for future inspection and use. There is scope for a special effort in relation to the key control registers and indexes and their related records covering the Pre-Federation period and the first 14-15 years of national Government.

6.10 In the Regional Offices of the Australian Archives records of special historical interest for each State will be able to be singled out for conservation treatment.

Displays/Exhibitions

6.11 Effort in this direction will be unavoidable if the National Headquarters Building is to be operative and playing its full role by 1988. Funds will be required for development of displays and exhibitions, and related staff and equipment. Themes to be covered would include:

- the achievement of a national identity;
- local history/Seat of Government;
- the machinery and working of Government;
- the nature and variety of Government records; and
- the impact of technology on recorded information.

ATTACHMENT A

AUSTRALIAN ARCHIVES DEVELOPMENT PLAN (1983-1988)
ASPECTS CONCERNING THE NATIONAL COLLECTIONS

ISSUES: FUNDING

POLICY AND/OR OBJECTIVES	CURRENT SITUATION	PROPOSED DEVELOPMENTS
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Australian Archives operations are funded entirely through budget appropriations. Small revenue earning capacity is available from sale of photocopies and from temporary records sent for pulping.

Further revenue is likely to accrue in the future following application of government policy to charge for some services provided to certain Commonwealth Statutory Authorities.

Expenditure in 1982/83 is \$10.3 million. The organisation will continue to seek to obtain a level of funding adequate for the effective performance of its functions.

The organisation plans also to examine potential sources of non-Government revenue such as:

- a publications program
- provision of computer-based information services network
- preparation of promotional and educational materials for sale

ISSUE: STAFFING (Needs and Priorities)

POLICY AND/OR OBJECTIVES	CURRENT SITUATION	PROPOSED DEVELOPMENTS
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The Australian Archives has adopted a Program structure as a basis for all planning including the allocation of staff resources. All Programs have been assessed in priority order and staffing resources have been directed to where they can be used most effectively.

Programs and sub-Programs are assigned priorities and a Priorities Report details what needs to be done in practice for each of the Programs. This is an integral part of the Corporate Planning process.

The current staff ceiling for the organisation is 342 (Full and Part-time). Many important Programs have been allocated less than high priority simply because there are not sufficient resources. In some cases this has had serious implications as the management of Commonwealth records for public purposes assumes a greater dimension.

Programs, in particular those covering disposal, services for users, the gathering and dissemination of information about Commonwealth records and conservation, are inadequately staffed.

The Australian Archives has sought an increase of 77 staff in 1983/84 to begin to overcome backlogs in high priority programs.

The increase sought does not represent the full extent of the need for additional staff but is a measure of the organisation's capacity effectively to utilise new staff at this time.

Further increases will be sought over the coming years although extensive efforts are continually being made to improve systems and procedures so that the size of this increase is minimised. The current proposal for computerisation, which produces significant economies, is the most notable result of this process.

ATTACHMENT C

AUSTRALIAN ARCHIVES DEVELOPMENT PLAN (1983-1988)
ASPECTS CONCERNING THE NATIONAL COLLECTION

ISSUE: BUILDINGS/FACILITIES

POLICY AND/OR OBJECTIVES	CURRENT SITUATION	PROPOSED DEVELOPMENTS
To acquire and maintain facilities of an adequate scale and standard for the proper storage, preservation, retrieval and use of Commonwealth records.	Purpose-built buildings providing a range of facilities for storage and preservation of records and areas for public users have been provided in all State capitals except Melbourne. In Canberra, facilities for public users and permanent value records storage are temporarily housed at Mitchell.	Canberra: Construction of a National Headquarters Building to provide for the interrelated elements of proper storage, preservation, exhibition and public use of permanent value records. Estimated cost: \$34M. Target date: 1988.
Integrated development of a site at South Melbourne by the Australian Archives and the Victorian Public Record Office is being investigated.	Melbourne: Construction of a joint Commonwealth/State development. Estimated cost (to be shared): \$17M. Target date: 1986.	Sydney, Hobart, Perth, Adelaide: Extensions and upgrading to provide specialised facilities for the storage and preservation of audio/visual and machine readable records. Estimated cost: \$4.9M. Target date: 1984-1987.
	All Regions: Provision or upgrading of laboratories and equipment for the physical treatment and repair of deteriorating permanent value records. Estimated cost: \$595 000. Target dates: Subject to obtaining ceiling for additional conservation staff.	

ATTACHMENT D

AUSTRALIAN ARCHIVES DEVELOPMENT PLAN (1983-1988)
ASPECTS CONCERNING THE NATIONAL COLLECTION

ISSUE: ACQUISITIONS/TRANSFERS

POLICY AND/OR OBJECTIVES	CURRENT SITUATION	PROPOSED DEVELOPMENTS
	Unlike many of the institutions with responsibility for the National Collection, the Australian Archives cannot have an acquisition policy as such. As a central service agency its acquisition of material from Government agencies is assured by Cabinet Directive and in due course by legislation.	Current holdings amount to over 320 000 linear shelf metres of records including: <ul style="list-style-type: none"> • over 100 000 linear metres of permanent value paper records containing some 75 million items • 48 000 phonograph discs • 44 000 microfilm reels • 700 000 photographs • 70 000 reels of cine film • 10 000 sound tapes • 1 400 video tapes • 102 000 computer tapes • 250 000 analog records • 3 000 models and objects The Australian Archives participates in the management of a 'collection' already in existence which is growing steadily. The objective is to ensure that records having historical, cultural or community value are identified, accommodated, preserved and appropriately provided for.

ATTACHMENT E

AUSTRALIAN ARCHIVES DEVELOPMENT PLAN (1983-1988)
ASPECTS CONCERNING THE NATIONAL COLLECTION

ISSUE: CATALOGUING/INFORMATION ABOUT COMMONWEALTH RECORDS

POLICY AND/OR OBJECTIVES	CURRENT SITUATION	PROPOSED DEVELOPMENTS
To collect, sort and disseminate nationally information about Commonwealth agencies and records.	The present system for maintaining intellectual control over record holdings and the production of indexes and finding aids is entirely manual. Coverage of records is incomplete and finding aids are inadequate.	The Australian Archives plans to provide comprehensive and up-to-date information on all records in custody through the application of computer processes.
• throughout the machinery of Government	There is a need for such a system to be operational as soon as possible owing to the rapidly increasing backlog and increasing demand for access to historical records as the bicentenary approaches.	
• for use by the general public		

To prepare descriptive catalogues/finding aids about records of national significance in the form of the Australian National Register of Records.

ATTACHMENT F

AUSTRALIAN ARCHIVES DEVELOPMENT PLAN (1983-1988)
ASPECTS CONCERNING THE NATIONAL COLLECTION

ISSUE: USER SERVICES AND EDUCATION

POLICY AND/OR OBJECTIVES	CURRENT SITUATION	PROPOSED DEVELOPMENTS
To promote public education and general liaison on: the use of Commonwealth records; the role, work and resources of the Australian Archives; the machinery of Government; how records are managed for public purposes; and developments in information science and technology.	Facilities are maintained in all Regional Offices to provide user services and education. However, staffing restraints have led to a reduction both in the services offered and in the ability of the Australian Archives to undertake user education activities.	The application of ADP processes will vastly increase the quality and coverage of indexes and finding aids for users.
		The Headquarters Building to be completed by 1988 will provide a focus for stimulating and meeting general public interest in contemporary issues surrounding the collection and use of information by Government.

It will be a centre providing a range of facilities and services designed to cater for needs ranging from those of the casual visitor or tourist to those engaged in such disciplines as education, historical research, public administration and information sciences.

ATTACHMENT G

AUSTRALIAN ARCHIVES DEVELOPMENT PLAN (1983-1988)
ASPECTS CONCERNING THE NATIONAL COLLECTION

ISSUE: CONSERVATION

POLICY AND/OR OBJECTIVES	CURRENT SITUATION	PROPOSED DEVELOPMENTS
To provide for and undertake the physical preservation of Commonwealth records or of the information which they contain, in order to meet administrative, research or community needs.	Provision has been made in regional facilities for physical conservation and research. Only those in Canberra, Sydney and Melbourne are operational owing to staffing restraints. Present staff total is 7. In the ACT alone there is an estimated backlog of 1 500 man years of work required to ensure future preservation of the 10 most used record series.	Establish a central office capacity to develop policies, and to manage practices and national work plans for records conservation. Provide adequate conservation staffing, laboratories and equipment, and other resources in all regional offices. Increase the level of co-operation and communication on conservation matters with other institutions responsible for the National Collection.

ATTACHMENT H

AUSTRALIAN ARCHIVES DEVELOPMENT PLAN (1983-1988)
ASPECTS CONCERNING THE NATIONAL COLLECTION

ISSUE: DISPLAYS/EXHIBITIONS

POLICY AND/OR OBJECTIVES	CURRENT SITUATION	PROPOSED DEVELOPMENTS
To mount displays and exhibitions depicting significant events in national history; current and historical topics of community interest; the working of Government; the nature and variety of Government records; the impact of technology on recorded information and the relationship between society and the bureaucracy.	Exhibition facilities exist in most regions, however no activities of this type are being undertaken due to the lack of staffing resources.	The Headquarters Building will provide a national centre for displays and exhibitions. Preparatory work on proposed displays and exhibitions will need to commence in the near future in order for the Building to be operational by 1988. These developments will require additional funds and staff.

AUSTRALIAN ARCHIVES DEVELOPMENT PLAN (1983-1988)
ASPECTS CONCERNING THE NATIONAL COLLECTION

ISSUE: INTERNATIONAL OBLIGATIONS

POLICY AND/OR OBJECTIVES	CURRENT SITUATION	PROPOSED DEVELOPMENTS
The acquisition and exchange of information covering relevant policies, practices and developments at the government, institutional and community levels.	Contact is maintained with: <ul style="list-style-type: none"> - international organisations (e.g. OECD, UNFCCO, International Council on Archives) 	Refine and develop procedures for acquiring and disseminating information.
Participation in relevant projects.	<ul style="list-style-type: none"> - equivalent institutions (e.g. Public Record Office (U.K.), National Archives and Records Service (U.S.) Public Archives of Canada) 	Develop the Australian Archives internationally as the principal Australian point of reference on records-related matters Promote active and personal participation in international activities and spheres of interest.

A FIVE YEAR (1983-88) DEVELOPMENT PLAN
FOR THE NATIONAL LIBRARY
OF AUSTRALIA

Canberra

1983

PREAMBLE

Two dominant forces in the shaping of modern society have been the information explosion and the widespread improvement in literacy and in levels of education generally. Together these two forces have generated massive demands throughout the world for more effective library and information services. As a matter of both national and international obligation, the National Library of Australia spearheads Australia's response to this challenge.

In a recent speech in the House of Representatives (1) the Prime Minister drew attention to the problems for public administration inherent in and flowing from the information explosion. He also referred to the significance of technological change. In no area has technology made a more dramatic impact than in the creation, storage, retrieval and transfer of information.

Thanks to the far-sightedness of successive Governments the nation has, in the National Library, a world-class institution with impressive information resources in a wide variety of formats, together with both a highly sophisticated apparatus for exploiting these resources and a staff which is highly skilled though inadequate in number.

- The Library's holdings are the largest in the Southern Hemisphere. Though books comprise the major part of the collections, the Library is notably rich also in other materials such as films, manuscripts, maps, pictures, photographs and sound recordings.

- The latest techniques of computerized searching increasingly provide the keys not only to this considerable store but also to the resources of other libraries and information services throughout the world.

With the firm support of the present Government, the Library has taken positive steps to encourage and facilitate the better co-ordination of all Australian library and information services.

- The Library played a leading part in the establishment of the Australian Libraries and Information Council (ALIC), which was set up by the Government to forward nationwide co-operation and co-ordination of library services. (2) The Library is deeply involved in the administration of ALIC.

(1) Hansard 23/9/82

(2) Ministerial statement. Hansard 24/9/81

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The Australian Bibliographic Network (ABN), established by the Library in November 1981 with specific Government approval, constitutes a resource-sharing tool of outstandingly high quality and of national significance in its potential to achieve savings in the operational costs of Australian libraries.

- The Library provides the essential backing for the Australian Advisory Council on Bibliographical Services (AACOBSS), a unique voluntary organisation which includes all the nation's major libraries, archives and information services.

- The Library has been notably successful in promoting the nation-wide co-ordination and development of library services to people with disabilities. This activity, though only slim resources can be devoted to it, has attracted considerable favourable comment and enquiry from overseas.

On the initiative of the Prime Minister, the Library has moved actively to extend advice and assistance to libraries in neighbouring countries, thus contributing in no small measure to the furtherance of the Government's policies in the region.

- The Library's Regional Co-operation Program provides Australian books for libraries in neighbouring countries. It opens the door for these libraries to gain access to Australia's library resources and to the vast stores of computerized information held overseas.

- The Library operates, jointly with the Commonwealth Department of Health, a contract with the World Health Organization to provide medical literature information services to countries in WHO'S Western Pacific Region.

- The Library's geographical situation and the size and quality of its collections and services result in it being regarded increasingly as a major resource by countries in the Pacific and in South East Asia.

On the world stage generally, the Library has achieved recognition as a significant element in the global network of library and information services.

- The Library's membership of the Association of Bibliographical Agencies of Britain, Australia, Canada and the United States (ABACUS) recognises its status as one of the Big Four national libraries in the English-speaking world.

- Through its membership of ABACUS, its representation on the Joint Steering Committee for the revision of Anglo-American Cataloguing Rules and its involvement with the International Federation of Library Associations and Institutions (IFLA) and the Conference of Directors of National Libraries (CDNL) the Library has ensured that Australia is consulted on matters affecting the creation, supply and interchange of bibliographic records throughout the world.
- Finally, the Library plays a key role in meeting the information needs of the Parliament and of the Government.

- More than 50% of the thousands of reference enquiries made of the Library each year emanate from Government Departments and 40%, or more than 40,000, of the items made available through the Library's loan and copy service each year are destined for the use of Parliament or for Federal or State Governments or authorities.

All these activities are of great national importance and only the National Library can carry them out. There is ample evidence, from its past performance, that the Library has the technical capacity, the skills and the vision to undertake them at a very high level given adequate funds and staff resources.

The approach of the Bicentenary both highlights the need for that level of performance and is itself the source of new demands which the Library must meet. The accompanying plan addresses both these issues and has as its objective that, on the occasion of the Bicentenary, Australia will be firmly placed among the best informed - and hence best equipped - of nations.

A.J. Forbes
Chairman
National Library Council

February 1983.

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INTRODUCTION

- 1 The National Library has been requested to prepare a development plan for the period 1983-88, following the report of the Interdepartmental Committee on Management of Cultural and Historic Material and the Commemoration of Famous Persons and Historic Events.
- 2 The National Library Council has noted that the plan is to take into account both "any existing Government commitments" and "relationships between (the plan) and the Bicentenary".
- 3 The Council regards the Government's commitments in relation to the National Library as being basically to support the functions of the Library set out in the National Library Act, i.e.:
"on behalf of the Commonwealth.
 - (a) to maintain and develop a national collection of library material, including a comprehensive collection of library material relating to Australia and the Australian people;
 - (b) to make library material in the national collection available to such persons and institutions, and in such manner and subject to such conditions, as the Council determines with a view to the most advantageous use of that collection in the national interest;
 - (c) to make available such other services in relation to library matters and library material (including bibliographical services) as the Council thinks fit, and, in particular, services for the purposes of
 - (i) the library of the Parliament;
 - (ii) the Departments and authorities of the Commonwealth; and
 - (iii) the Territories; and
 - (d) to co-operate in library matters (including the advancement of library science) with authorities or persons, whether in Australia or elsewhere, concerned with library matters."
- 4 It is important to remember that the Act defines 'library materials' as including 'books, periodicals,

newspapers, manuscripts, films, sound recordings, music scores, maps, plans, pictures, photographs, prints and other recorded material, whether in writing or in some other form'.

- 5 The Council notes, with appreciation, that these commitments amount, in the current financial year (1982-83), to an appropriation of \$19,120,000, that approval has been given to proceed with Stage I of the extensions to the National Library building, and that there is specific support for the Australian Bibliographic Network (ABN), providing it effects full cost recovery.
- 6 As recorded in the preamble to this plan, the Government has also endorsed the National Library's active participation in, and promotion of, activities designed to improve the co-ordination of Australian libraries and information services, specifically through the Australian Libraries and Information Council (ALIC) and through the Library's support of the Australian Advisory Council on Bibliographical Services (AACBS).
- 7 The Council sees the Bicentenary as an occasion to look both to the past and to the future. In relation to the past there is a clear need, discussed in more detail below (paragraph 17), to review the Library's success in recording the history and prehistory of the nation and to seize what opportunities are offered to fill gaps in the national collection.
- 8 Such a review must also involve an estimate of the Library's performance to date in providing those services which are specifically included in its functions as set out in the Act.
- 9 As for the future, while clearly the commitment to history will remain, the Council sees a major challenge in providing services at a level which a modern and expanding nation requires and of the variety and complexity which technological developments are making increasingly possible.
- 10 Accordingly, this plan addresses the Library's needs in respect of all its statutory functions. The Council is confident that the Government will share its view that a most significant contribution to the celebration of the Bicentenary would be for the nation to secure an increasing return on the substantial investment it has made already in the National Library of Australia and for the Library to be in a position to be fully responsive to the predictable heightened national awareness following the Bicentenary.

GENERAL THRUST OF THE PLAN

- 11 For the period 1983-88, the National Library's objectives are:
 - (a) To raise existing services to levels appropriate both to the present demands made on the Library and to its responsibilities as a key element in the planned provision of library and related information services for the nation
 - (b) To meet expanding demands for existing services, both as a result of natural growth and in line with those national plans
 - (c) To provide those additional services which are required by users, are appropriate to its role and are made possible by technological developments.
- 12 To attain these objectives it will be necessary:
 - to secure the expansion of the collections, in all formats, by the acquisition of new material, with appropriate attention being given to filling gaps caused by failure to acquire important items in the past
 - to improve the level of conservation of the collections
 - to improve the control of the collections
 - to provide additional accommodation for the Library's collections and services, in appropriate stages
 - to upgrade the Library's computer installation in order to improve productivity and to respond to opportunities created by technological developments
 - to establish staff numbers in a reasonable relationship to the growing demands made on the Library and, in some areas, to the revenue generated by the Library's services.

THE NATIONAL COLLECTION

- 13 The Council wishes to record its appreciation of the consideration given by the Government to the Library's needs in respect of library materials in the 1982-83 budget. By budgeting for a considerable increase in miscellaneous receipts, it has been possible to provide for a growth of almost 20% in the funding of acquisitions. For the first time for some years this

amounts to a real increase in the Library's purchasing power.

- 14 Bearing in mind the continuing increase, both in Australia and overseas, in the rate of publication of worthwhile new material in printed form and the escalation in production of material in other formats, and noting the continually rising prices for both current and retrospective acquisitions, the Council's hope is that such a real rate of increase can be maintained over the five year period.
- 15 It is important to record that both in general and in particular subject areas, such as the life sciences, the National Library is moving towards effective rationalisation of collecting activity with other major Australian libraries. This is being achieved both by bilateral agreement and through the agencies of the Australian Advisory Council on Bibliographical Services (AACBS) and the Australian Libraries and Information Council (ALIC).
- 16 While such rationalisation ensures a progressive reduction of unnecessary duplication of expenditure, it also imposes obligations on the Library to maintain steady support for those areas for which it accepts particular responsibility. It is worth remembering that severe reductions in funds available for the acquisition of library materials in 1981-82 required the Library unilaterally and without effective consultation to cancel many serial subscriptions, so casting considerable doubt on its reliability as a major element in any national plan.
- 17 The Bicentenary provides a particular incentive to concentrate on the statutory requirement that the Library seek to develop "a comprehensive collection of material relating to Australia and the Australian people". The Bicentenary is also very likely to result in an increase in the availability of rare items, though an undesirable effect may be that these items will attract inflated prices. While, as noted earlier, the Council does not believe that seeking out such materials should be the only thrust of the Library's five year plan, it still considers that additional provision should be made over the period to take account of this factor. It should be noted that items are likely to become available with little or no warning and certainly in such a way as to preclude accurate budgeting in advance. In the Council's view this element of funding could take the form of Government receptiveness to occasional special applications, such as have enabled the Library in the past to secure such treasures as the Bligh Notebook and the Cinesound Movietone film collection.

18 In the Australiana area, the establishment of the Advisory Committee on National Collections (ACNC) will ensure, to an even greater extent than the previous informal machinery for consultation, that there will be no expensive competition for rare items or collections in those areas where the Library's collecting policy overlaps those of the other national institutions.

19 In summary, the Library's objective in the five year plan with respect to the collections is to secure:

- annual increases in funds for the purchase of library materials of the order of at least 20%
- access to special funds for "Bicentenary-oriented" purchasing.

CONSERVATION

20 The Council notes and endorses the dissatisfaction expressed by the Parliamentary Joint Committee of Public Accounts (Report 196) at the inadequate conservation of the national collections. It is pleased to see that conservation is identified as a major concern of the Advisory Committee on National Collections (ACNC).

21 It will be a prime objective of the Library over the period 1983-84 to 1987-88 to upgrade its conservation activity by the provision of more adequate numbers of staff and improved accommodation.

22 As to staff, the Preservation Services Branch estimates its needs at a total of 17 extra positions over the five year period. In view of the priority the Council ascribes to this area of the Library's operations, a substantial number of positions for the Preservation Services Branch has been included in the Forward Staff Estimates. (See also paragraphs 42 - 67.)

23 As to accommodation, Stage I of the planned extensions to the building, work on which is expected to begin in February 1983, encompasses the considerable enlargement and better fitting out of the conservation laboratory.

24 It is important to note that the Library is firmly committed to co-operation with its sister national institutions in the conservation area. It is undertaking a feasibility study on the establishment of a conservation treatments database, as recommended in the IDC report, and it has established on its own initiative regular meetings with those institutions on conservation policies and practices.

25 In summary, the Library's objective in the five year plan with respect to conservation is to secure:

- increases in the number of staff employed in preservation services.
- more adequate accommodation for conservation activities (already covered by Stage I of the extensions to the building).

CONTROL OF THE COLLECTIONS

26 The ability of the Library to give effective service to readers is heavily dependent on the degree to which the collections are adequately catalogued. Thanks to the establishment of the Australian Bibliographic Network (ABN), it is possible, without delay, to catalogue a substantial and increasing percentage of books as they are acquired and to create interim records for the balance of the intake. Unfortunately, staff shortages still preclude the Library from proceeding to catalogue fully non-Australian items in that balance. Moreover, though the huge backlog of items for which only interim records were made in the past is being reduced by using ABN, those for which no record is found in the system must once again be put aside.

27 While having only interim records is irritating enough there is a further frustration with respect to films, sound recordings, manuscripts and other special materials where, in some cases, not even interim records have been made. The same applies to the Library's very considerable holdings of books in foreign languages.

28 All these materials are important components of the national collection. There is heavy use made of them and this use can be expected to increase with the approach of the Bicentenary. It is urgent that they be catalogued.

29 In the section of this plan devoted to staff, particular attention is paid to this area of need (paragraphs 42-67).

30 In summary, the Library's objective in the five year plan with respect to control of the collections is to secure:

extension of full cataloguing to both books and other materials at present under inadequate control, to enable better access to the collection.

ACCOMMODATION

- 31 The Council is very appreciative of the Government's action in authorising the construction of Stage I of the extensions to the Library building, which had been deferred for two years in the course of the Review of Commonwealth Functions. The Stage I extension will provide a total of 7,000 square metres of additional space.
- 32 The delay in providing this extension, however, has considerably affected the Library's ability to house adequately its collections and services. The Council is particularly concerned that the Bicentenary is certain to bring about an accelerated demand for services from the national collection of Australian material and very likely to result in a substantial enlargement of the collection itself. It will also bring a heightened interest on the part of special interest groups and the general public in the maintenance and conservation of the national collection.
- 33 To this end the Library intends to seek approval for the construction, within the original concept for the building, of the extra 14,000 square metres of accommodation which Cabinet approved in principle in 1978.
- 34 Stage I of the extensions will not be available for final occupation before July 1985. In the Council's view there will be an urgent need for further space no later than 1988, which suggests funding approval for a start to construction no later than the financial year 1985-86.
- 35 The Council has noted, and expressed its support for, the preference of the National Capital Development Commission for the early construction of the projected flanking building on the lake side of the National Library building as part of the development of the Parliamentary Zone, consequent on the decision to locate the headquarters building of the Australian Archives in close proximity to the National Library.
- 36 In summary, the Library's objective in the five year plan with respect to accommodation is to secure:
 - a) completion of Stage I of the extension to the Library building by 1985
 - b) construction of the planned further extensions to the building before 1988.

EQUIPMENT

- 37 While the Library will budget, year by year, for the items of equipment required to enable it to provide the range of services to which it is committed, the maintenance of adequate computer resources involves both a high level of expenditure and a process of consultation.
- 38 The Library's existing computer installation was approved and acquired on the basis of the Library's in-house needs, largely in the area of on-line cataloguing.
- 39 Subsequently Cabinet approval was given to extend the Library's online bibliographic service (ABN) nationally on a full cost recovery basis, using for the purpose an amount of temporarily spare capacity on the machine. In the submission seeking this approval it was noted that, should the nationwide service expand as predicted, there would be a need to upgrade the installation, probably at the end of the third year of operation of the service.
- 40 In fact, the Australian Bibliographic Network has been received with such enthusiasm by the Australian library community that it has expanded much more rapidly than had been expected and an upgrade of the computer facility will be required well within the period covered by the present plan.
- 41 In summary, the Library's objective in the five year plan with respect to equipment is to secure a major upgrading of its computer facility.

STAFF

Survey of staff requirements

- 42 On behalf of the Council the Director-General has conducted a careful survey of the major deficiency, i.e. lack of staff, which inhibits the Library from achieving the appropriate level of effectiveness in its services. The shortfall revealed by this survey is so substantial as to give very serious cause for concern.
- 43 Given current Government restrictions on staffing, this shortfall is also considerably in excess of what could reasonably be overcome in a five year period.
- 44 Accordingly, the Council has approved an allocation of staffing priorities. This procedure is in accordance with recommendations of the Interdepartmental Committee and these more modest objectives have been reflected in the draft Forward Estimates of Expenditure and draft

Forward Staff Estimates approved by the Council and forwarded to the Minister.

45 In taking this action, the Council wishes to emphasise very firmly that such reduced requests, however appropriately realistic, will still leave the Library unable to perform at the level which the Council believes is required of an institution with both national and international obligations. Any failure to achieve these modest and modified objectives will widen still further the gap between what is perceived to be necessary and what can actually be achieved.

46 The Director-General's survey was designed to reveal the staff needs of the Divisions and Branches of the Library:

- to conduct existing activities at an appropriate level
- to provide for increases in demand for existing services
- to undertake new activities projected up to the end of 1988, including those related to the Bicentenary.

47 In summary this survey revealed:

- 108 staff additional to the 1982-83 ceiling limit were required immediately to restore or improve the level of service given within existing activities
- a further 79 staff were required to maintain that level of service over the period 1983-88, bearing in mind likely increases in demand
- a further 26 staff would be required over the period 1983-88 to cover new activities or extensions of existing activities identified as highly desirable.

48 Table A summarizes these requirements, grouping together activities which comprise the four main centres of the Library's operations.

- the Australian collections and the services directly related to them
- the general collections and the services from them, as well as the bibliographic and other services provided to the nation

- conservation of the collections
- support services.

TABLE A SUMMARY OF ADDITIONAL STAFF NEEDS 1983-88

	To improve existing services	To meet demand increases	For new activities	Total (Present ceiling)
Australian collections	60	28	5	93 (74)
General collections and services	30	13	14	57 (338)
Conservation	5	12	—	17 (16)
Support services	13	26	7	46 (152)
TOTAL	108	79	26	213 (580)

Australian collections

49 Operations in this area are central to the functions of the National Library. They comprise the acquisition and organisation for use of a wide range of material, both published and unpublished, including as well as books, films, maps, manuscripts, music, sound recordings, photographs, pictures and other non-book materials, together with the provision of services to readers.

50 It is an area which is subject to heavy and growing demand, not only because of the substantial scholarly work being done nationwide in Australian studies, but also as Australians generally develop a growing interest in and curiosity about their history. The Library can clearly expect a substantial increase in this demand with the approach of the Bicentenary.

51 While all the sections involved - Australian Reference Services, Pictorial, Maps, Manuscripts (including Oral History), Music, Sound Recordings and Films - report the need for both immediate and anticipatory increases in staff, two-thirds of the total reported relates to three activities: the National Film Archive, the Sound Recording Section, and the cataloguing of non-book materials (See Table B).

TABLE B: ADDITIONAL STAFF NEEDED FOR AUSTRALIAN COLLECTIONS

	To improve existing services	To meet demand increases	For new activities	Total (Present ceiling)
Australian Reference	2	1	-	3
Pictorial	4	3	-	7
Manuscripts	5	1	2	9
Music	2	1	3	6
Maps	3	1	-	4
Films	30	21	-	51
TOTAL	60	28	5	93 (74)

52 The National Film Archive was the subject of a special investigation by a Working Party convened by the Australian Film Commission in 1976. The Working Party reported in 1980 that the film archive was understaffed by at least 13 positions. However, due to staff ceiling restraints it has been impossible to assign any additional full-time staff to the film archive since that report. Currently, a second report is being prepared at the instance of the Council's Advisory Committee on the National Film Archive. In the meantime the renaissance of the Australian film industry and the enormous public interest generated by the Last Film Search (a privately funded activity to discover and preserve early Australian films) have put such pressure on the film archive as to require the considerable restriction of services offered to the public and particularly to the film and television industries. This has been necessary despite the assignment to the film archive of substantial numbers of part-time staff.

53 The Sound Recording Section has found itself in the same plight as the film archive. A very successful acquisition program has far outrun the resources of the section to organise the collection for efficient public access, and the rapid increase in demand for such services has, ironically, brought about their suspension. Again this has taken place despite the heavy involvement of part-time staff. Like the film archive, the Sound Recording Section works in close co-

operation with an industry with a high public profile and, as a result, the Government and the Library have become increasingly targets for criticism in both these areas.

54 As noted already, a central problem in giving service to readers from the non-book collections is the relatively primitive state of the cataloguing of this material. A recent internal report has identified not only the staff required to remedy this situation but also a strategy for centralizing technical control of virtually all the Library's cataloguing. For convenience, however, this staff is included in Table B under the separate sub-heads of Australian collections.

55 It is difficult to distinguish clearly 'new' activities in the Australian collections area. The five staff shown nominally under this head are required to undertake such activities as field work in association with the Oral History program and the Pictorial Collections and to work full time on editing the Guide to Manuscripts held in Australian libraries. But all these are no more than logical and urgently needed extensions of existing activities. By and large the whole area is under considerable pressure not only to meet the demand for existing services but to refine and extend these services as demand becomes more sophisticated. This trend is certain to increase with the approach of the Bicentenary.

General collections and services

56 This area brings together services offered directly to readers from the general collections, the collections in foreign languages and the services provided from them (Area Studies), the National Lending Service (which opens the Library's total collections to libraries elsewhere in Australia and overseas) and the operations of the Technical Services Division. The Technical Services Division acquires and catalogues material for the collections generally, provides bibliographic services to the nation and carries out the Library's publication program, including the regular issue of the various elements of the national bibliography.

57 As Table C indicates, the major staff needs identified for this area are in technical services. Again the immediate needs reported relate to the Australian collections. Extra staff is sought to improve the acquisition of Australian material and to achieve a more effective publication of the Australian National Bibliography, a vital tool for Australian publishers and libraries. Provision is made also for staff to

improve the control of foreign language materials in the Area Studies Section.

58 The major element in meeting demand increases is the staff sought for the Australian Bibliographic Network (ABN), the enthusiastic reception of which has generated demand well in excess of prediction, although it should be noted that, even if all the extra positions sought were approved, staff growth in this area would still be much slower than was indicated when the scheme was first proposed as a new policy initiative. It will be recalled that ABN is required to recover all costs by the imposition of charges.

59 In another context a case has been made for ceiling constraints to be relaxed in relation to ABN, on the basis that the cost of extra staff would be covered by the extra income generated. Indeed it is difficult to see how the scheme can achieve full cost recovery within a reasonable period without such a relaxation.

TABLE C ADDITIONAL STAFF NEEDED FOR GENERAL COLLECTIONS AND SERVICES

	To improve existing services	To meet increased demands	For new activities	Total	(Present ceiling)
Reference Services	3	-	-	3	
Area Studies	3	-	-	3	
National Lending Service	2	5	-	7	
Networks	2	16	2	20	
Acquisitions	16	-	-	16	
Cataloguing	4	1	5	10	
Bibliography	-	(-12)	7	(-5)	
Publications	-	3	-	3	
 Total	 30	 13	 14	 57	 (338)

60 The reduction in staff in the Bibliography section represents an estimate of the timetable for transferring to ABN the union cataloguing activities which at present are undertaken by this section.

61 The "new" activities identified are three in number:

- The compilation of the Retrospective National Bibliography (RNB), already identified as the Council's central Bicentenary project
- The possible establishment of a high-level Life Sciences Information Network in the Western Pacific, as a result of a feasibility study now being undertaken by the World Health Organization
- The possible establishment of an Australian newspaper index.

Conservation

62 The staff needs in this area have already been commented on under Conservation. It should be noted that it is only the absence of adequate accommodation that precluded the staff needs in this area from being identified as immediate.

Support services

63 This area embraces the activities of the Co-ordination and Management Division and the Secretariat.

64 As Table D indicates, staff needs here are dominated by the requirements of the ADP Systems Branch. On any basis of comparison with computer installations elsewhere in the Australian Public Service this branch is severely understaffed. Its operations have become essential to all areas of the Library and to the provision of services by the Library to the nation. It is clear that an additional investment of staff in computing would return considerable dividends in increased efficiency and higher unit output in several other branches.

65 As examples, the Branch has a substantial list of enhancements to ABN which will make it much more effective and attractive to customers; the automation of certain routines in the film archive bears directly on the problems of service from this area; and, in the library generally, office automation is a highly desirable development. At present the branch is rapidly being constrained to no more than maintaining existing systems at their present non-optimum level.

66 Other staff sought in the support services area are to meet both temporary and permanent loads imposed by the extension to the building and to make possible an upgrading of the Library's general public relations activities in line with the Government's attitudes towards promoting available services.

67 The new activities within support services relate almost completely to the requirements of the Stage I extension to the building.

TABLE D ADDITIONAL STAFF NEEDED FOR SUPPORT SERVICES

	To improve existing services	To meet increased demands	For new activities	Total	(Present ceiling)
Audit	1	-	-	1	
Management Services	1	-	5	6	
ADP Systems	10	19	-	29	
Secretariat	1	7	2	10	
Executive	-	-	-	-	
TOTAL	13	26	7	46	(152)

Priorities

68 Bearing in mind the need for realism in actual requests for additional staff, but without retreating from the statement of real needs recorded in Table A (i.e. for 213 positions), the Council has identified a number of high priority needs and has approved their expression in the draft Forward Staff Estimates. These priorities are set out in Table E.

69 In summary, the Library's objective in the five year plan with respect to staff is to secure:

Increases in the Library's staff ceiling to take account of 147 priority extra positions, as follows:

1983-84	-	40
1984-85	-	30
1985-86	-	25
1986-87	-	23
1987-88	-	29

TABLE E SUMMARY OF ADDITIONAL STAFF 1983-88

	Present	Ceiling	1983-84	1984-85	1985-86	1986-87	1987-88	TOTAL
<u>Australian Collections</u>								
<u>Australian Reference</u>								
Auditor	-	1	-	-	-	-	-	1
Editor	2	2	1	1	1	1	1	6
Manuscripts	2	1	-	-	1	1	1	5
Music	-	3	-	-	1	1	1	5
Sound	4	3	-	-	2	3	3	12
Maps	-	1	2	-	-	-	-	3
Films	7	6	4	6	6	6	29	
TOTAL	(74)	15	17	7	11	11	61	
<u>General Collections and Services</u>								
<u>National Lending</u>								
Service	-	2	1	-	-	2	5	
Reference	-	3	1	-	-	-	-	4
Area Studies	1	1	1	-	-	-	-	3
Networks	1	5	3	2	2	3	14	
Acquisitions	3	2	2	1	1	2	10	
Cataloguing	3	1	-	1	-	-	-	5
Bibliography	-	(-12)	-	-	3	4	(-5)	
Publications	-	-	-	2	1	1	3	
TOTAL	(338)	8	2	8	9	12	39	
<u>Conservation</u>								
TOTAL	(16)	2	4	5	1	1	1	13
<u>Support Services</u>								
Audit	-	-	1	-	-	-	-	1
Management Services	3	-	-	-	-	1	4	
ADP Systems	12	6	3	1	1	4	26	
Secretariat	-	1	1	1	1	-	-	3
Executive	-	-	-	-	-	-	-	-
TOTAL	(152)	15	7	5	2	5	34	
total	9580)	40	30	25	23	29	147	

70 Clearly some of these figures and assignments are indicative only, since the Library would have to reassess its submissions for later years in the light of the response to those for earlier years. However, Table E stands as a reflection of considerable soul-searching undertaken in full recognition of the Government's policies of restraint in the Public Service. As noted earlier, any addition of staff less than that listed in Table A would inevitably mean that it would be impossible to meet the Library's real and demonstrable needs.

71 Of particular concern is the question of staffing ABN. Table E provides for little if any increase in ABN staff in 1983-84, because of the pressure of other priorities, yet it is particularly at this time of rapid development and aggressive marketing that ABN will need such additional resources.

72 The possibility of relaxing ceiling constraints in the case of revenue-earning activities was specifically referred to the Advisory Committee on National Collections (ACNC) and the Library has reported separately on it, with particular reference to ABN, to ACNC. It should be noted that the Library will continue to press for additional staff for ABN on the basis that their cost will be covered by increased income from the network.

SUMMARY

73 The Library's objectives in the five year plan are to secure:

a) with respect to the collections

(i) annual increases in the funds provided for the purchase of library materials of the order of at least 20%

(ii) access to special funds for "Bicentenary-oriented" purchasing

b) with respect to conservation

(i) increases in the number of staff employed in preservation services

(ii) more adequate accommodation for conservation activities (already covered by Stage I of the extensions to the building)

c) with respect to control of the collections

extension of full cataloguing to both books and other material at present under inadequate control, to enable better access to the collections.

d) with respect to accommodation

(i) completion of Stage I of the extension to the Library building by 1985;

(ii) construction of the planned further extension to the building before 1988

e) with respect to equipment

major upgrading of its computer facility

f) with respect to staff

increases of the staff ceiling to take account of 147 priority extra positions, as follows:

1983-84 - 40.
1984-85 - 30
1985-86 - 25
1986-87 - 23
1987-88 - 29

TENTATIVE COSTS

74 While it is difficult to set accurate figures to the costs involved in this plan, an estimate has been made in terms of October 1982 dollar values. This is set out in Table F.

TABLE F ESTIMATED ADDITIONAL ANNUAL COSTS TO
IMPLEMENT THE FIVE-YEAR PLAN

	1983-84 \$000's	1984-85 \$000's	1985-86 \$000's	1986-87 \$000's	1987-88 \$000's
The Collection					
Purchase of library material	800	960	1150	1380	1900
Bicentenary-oriented acquisitions	200				
Conservation					
Accommodation	-	-	(1)	-	-
Stage I extension	(1)	(1)	(1)	-	-
Stage II extension	-	-	(2)	(2)	(2)
Equipment					
Computer upgrade	100	100	-	-	-
Staff (for all purposes) (3)	750	560	470	430	540
TOTAL (4)	1850	1620	1620	1810	2440

NOTES: (1) Already funded in NCDC Budget
(2) To be funded from NCDC Budget (possibly \$20m spread over 1983-86 to 1988-89)
(3) Estimated on the basis of an average annual salary of \$18,721
(4) Total cost additional to previous year's expenditure

Australian National Gallery

Development Plan 1983|84 to 1987|88

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This 5 year development plan was endorsed by Council
at its 7th Meeting 1982-83
on 7th February 1983.

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 - 1.1 Background
 - 1.2 The Planning Process
 - 1.3 Approach Adopted
2. Australian National Gallery Mission
3. Key Result Areas
4. Assumptions
5. Situation/Environmental Analysis
 - 5.1 Strengths
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 - 5.3(i) Opportunities
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6. Objectives
 - 6.1 Summary
 - 6.2 Acquisitions
 - 6.3 Conservation
 - 6.4 Exhibitions
 - 6.5 Research
 - 6.6 Education
 - 6.7 Membership
 - 6.8 Commercial Activities
 - 6.9 Support Services

1. Introduction

1.1 Background

Cabinet decided in October 1982 that institutions concerned with national collections should prepare development plans and in particular should relate those plans to the period 1983-1988 and the Bicentenary. These plans are to be presented to the Minister by February 1983.

The Australian National Gallery (the Gallery) was opened to the public on 13 October 1982 after 9 years of planning and preparation, six of which were under the formal structure of statutory authority.

To date the attention of Council, the Director and staff has been directed to the task of completion of the building, putting together the initial collection and preparing for opening. October 13 1982 represented Stage 1 - the launch stage. For the first twelve months of operation (Stage 2) systems and procedures will be fleshed out and fine-tuned with a view to establish the gallery's ability to enter the future as a viable, effective institution. (Stage 3 and thereafter).

1.2 The Planning Process

This draft plan is the first attempt at providing an outline of the operation of the Gallery beyond October 1983.

The broad components of a fully developed corporate planning process involves the following phases :

Identification of aims of organisation - . Establish Mission . Establish Objectives

Planning and Implementation	<ul style="list-style-type: none"> • Detailed Strategies • Measurement of Performance • Resource Allocation • Programme Budgeting
-----------------------------------	---

Assessment of Progress - Performance Evaluation

Completion of the entire process will take up to one year. This report takes the process to the first step - Objectives.

Subject to Council's endorsement the next stage would be commenced. For the purposes of the development plan required by the Minister completion of the first stage is sufficient to indicate to Government the broad thrust of the Gallery's operations for the next 5 years.

1.3 Approach Adopted

A series of meetings was held amongst senior Gallery staff to determine :

- (a) A statement of the mission of the Gallery.
- (b) A statement of the key areas of the Gallery's operation where results are expected and can be measured. (Key Result Areas).

After agreement on these two statements an environmental analysis was performed to determine the ability of the Gallery to achieve results in these key areas, and the external threats and opportunities that present themselves to the Gallery.

From this analysis a series of broad objectives was developed.

2. Australian National Gallery Mission

This statement outlines in the broadest terms what an organisation wishes to achieve and for whose benefit it acts. It provides a focus for everything the Gallery does. It is the reason for the Gallery.

The suggested mission statement for the Australian National Gallery is :

"The aim of the Australian National Gallery is to acquire, conserve, research and make accessible a National Collection of works of art for the benefit and enjoyment of all people."

3. Key Result Areas

Set out below are the key areas of the Gallery's operation and some of the indicators that may be used to determine the Gallery's effectiveness in achieving results in those key areas.

Major Gallery Functions	Key Result Areas	Indicators
Acquisition	Development of the Collection	<ul style="list-style-type: none"> - Clearly defined and disseminated Policy - Adequate funds - Critical Reviews - Value of gifts - Number of offers from dealers, owners, etc.
	Management of the Collection	<ul style="list-style-type: none"> - Rate of accessioning - Effective storage
Conservation	Proper environmental condition	<ul style="list-style-type: none"> - Creation and maintenance of standards - Effective monitoring and reporting of discrepancies
	Successful restoration	<ul style="list-style-type: none"> - Number of items conserved each year - (Productivity) - Adequately trained staff
	Preventive techniques	<ul style="list-style-type: none"> - Development and dissemination of new techniques - Proper handling, packing and shipping procedures
Exhibitions	Presentation of informative, enjoyable challenging programmes	<ul style="list-style-type: none"> - Number of exhibitions per year - Touring exhibitions - Scholarly and Critical response - Public response
	Effective design	- Critical response

Major Gallery Functions	Key Result Areas	Indicators
Research	Access to Collection	<ul style="list-style-type: none"> - Number of requests for information - Number of requests to use collection study room
	Scholarship	<ul style="list-style-type: none"> - Number of scholarly reports and publications - Number of invitations to present papers, etc - Number of scholarships received by Gallery staff
	Research Resources	<ul style="list-style-type: none"> - Standard of library, catalogue records, photographic records etc,
	Audience Reaction	<ul style="list-style-type: none"> - Studies into visitor attitudes - Ability of Gallery to react to audience surveys
Education	Innovative programmes	<ul style="list-style-type: none"> - Attendance at lectures - Number and frequency of lectures - Critical review
	Visitor services	<ul style="list-style-type: none"> - Number of guided tours - Number of daily lectures - Organised and co-ordinated programming
	Non-visitor Services	<ul style="list-style-type: none"> - School development - Outreach programme

Major Gallery Functions	Key Result Areas	Indicators
Membership	Levels of Membership	<ul style="list-style-type: none"> - Total number of memberships - Rate of increase in membership
	Innovative programmes and events	<ul style="list-style-type: none"> - Attendance at members events - Number of members who volunteer services
	Discretionary Funds	<ul style="list-style-type: none"> - Dollar sum raised for general Gallery purposes
Commercial Activities	Quality of design and production	<ul style="list-style-type: none"> - Critical response - International exposure of publications
	Educational effectiveness	<ul style="list-style-type: none"> - Number of scholarly productions per year - Critical response
	Profitability	<ul style="list-style-type: none"> - Sales and profit levels - Adherence to budget
	Publicity and Promotion	<ul style="list-style-type: none"> - Attendance - Favourable image in media - Public information programmes
Support Services	Human Resources Management	<ul style="list-style-type: none"> - Productivity - Grievance Resolution - Staff turnover - Training and scholarship programmes - Incentive system
	Financial Management	<ul style="list-style-type: none"> - Adherence to budget - Development of other funding sources - Effective and timely reporting

Major Gallery Functions	Key Result Areas	Indicators
Support Services (cont'd)	Government/Corporate relations	- Number and usefulness of contacts
	Sponsorship	- Level and number of sponsorships
	Operational Planning	- Established short-term and long-term plans - Effective monitoring of performance
	Library Resources	- Services to users
	Physical Resources	- Appropriate working and storage conditions

4. Assumptions

- 1) Funds, from Government, for the purchase of works of art are given for the next 5 years as follows :

1983-84	1984-85	1985-86	1986-87	1987-88
4,400,000	4,900,000	5,400,000	5,900,000	6,400,000
- 2) Admission fees will continue to be imposed, and the net proceeds used for the purchase of works of art.
- 3) The current climate of budgetary restraint will continue and there will be increasing pressure on the Gallery to reduce its administrative and operational budget (or find funds from other sources).
- 4) Specific funds for approved 1988 Bicentennial programmes will be provided by Government.
- 5) Tourism to the A.C.T. will rise by at least 5% per annum to 1988. (The increase over the past two years has exceeded this figure).
- 6) Competition from other arts institutions in the A.C.T. and interstate will increase, particularly from new initiatives such as the Museum of Australia.

5. Situation/Environment Analysis

5.1 Strengths

- 1) The Gallery is Australia's newest art museum and this will create its own visitor impetus for several years.
- 2) Due to the mass publicity surrounding the opening the level of awareness amongst the Australian population is high.
- 3) The composition and size of the National Collection of Art presents considerable opportunities for changing exhibitions into the future, and for potential publication, reproduction and sale.
- 4) A long-term acquisitions programme has been underpinned by the Government commitment of funds to 1988.
- 5) The Gallery building has incorporated into it a number of facilities to support its programmes, i.e. theatre, catering tower, shop, audio-visual production facilities, modern storage and conservation spaces and equipment.
- 6) The Canberra community has above average interest in the arts and therefore provides a responsive, available market for the Australian National Gallery. (Both as users of facilities and providers of services, eg. volunteers).
- 7) Relations with all Political Parties are good.
- 8) Staff of the Gallery is keen and dedicated.

5.2 Weaknesses

- 1) Space in some parts of the building is at a premium and requires addition or adjustment, eg. Conservation; Library; Administration.
- 2) The majority of the staff has little or no experience of working in an art museum. In addition some staff members do not possess necessary skills.
- 3) An effective staff assessment/reporting system does not exist.
- 4) There is not, as yet, a formal strategic planning process in the Gallery.
- 5) Inappropriate organisation structure for long-term operations of commercial activities.
- 6) Insufficiently developed management reporting system.

- 7) Auction purchase procedures are slow and outmoded.
- 8) No established customer information.

5.3 Environmental Analysis

Summary

1. Social Trends:

A. Leisure

Continuous move since the 70's towards increasing the amount of leisure time available to individuals, e.g.

- Increase in leave from 3 weeks to 4 weeks
- flexible working hours

Between 1947 and 1981 these changes in work arrangements have led to a 25% increase in available leisure days.

B. Women in Workforce

37% of all workers are women and of them two thirds (63%) are married. Between 1961 and 1979 the female workforce increased by 120%, while male by only 30%.

U.S. studies suggest these women are more self-motivated and active outside their homes.

C. Ethnic Communities

By 1976 one in five residents in Australia was born overseas and 54% of new settlers did not have Anglo-Saxon origins.

The social life and leisure activities are strongly influenced by the family group and ethnic community organisations.

2. Community Attitudes

The survey into attitudes to the arts carried out for the Australia Council in 1979 contains valuable information for the Gallery. The survey indicates a high level of interest in the arts which should underpin the Gallery's success. Key points:

- 1. The arts are for everyone. Elitist notions were roundly rejected
- 2. Strong support for the arts to be subsidised from all sources - Government, business and self-generated funds

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- : Strong support for the arts to be subsidised from all sources - Government, business and self-generated funds

13.

: First preferences for spending public money are:

Education of children and getting the arts to the public in cities, suburbs and country areas. Interest in the visual arts was the highest of all art forms.

The small survey of the A.C.T. population carried out for the Gallery in 1982 confirmed the above with even higher involvement levels than the national average.

3. Technological Change

A large proportion of Gallery activities are labour intensive however major changes in the handling and storage of data will have an effect on Gallery operations.

The Gallery already owns a computer system to control its acquisitions and financial records. It will need to be alert however to major changes in the field, particularly those that free staff resources for other tasks.

Recent surveys have reinforced the view that the most popular leisure past time is watching television. The Gallery will need to tailor its activities and programmes to make the greatest possible use of television as a medium.

4. Population Trends

Young

By 1991 proportion in age group 0-14 will fall 3% to 23%.

Adults

Middle age sector rising steadily - bulk will be in 25-45 age group by mid 1980s.

Aged

By 1991 proportion of aged (over 65) will rise from 9.2% to 10.5%. By 2001 over 75s will be double 1977 figure.

5. Economic Trends

The seventies were characterised by high inflation, rising unemployment, increasing energy costs, a decline in consumer confidence, increasing interest rates and lower real growth.

Predictions for the rest of the 1980s show some short-term improvement on this trend, with inflation and interest rates falling; however unemployment will increase.

The projected increase in youth unemployment has long-term implications on the demand for leisure activities.

The continuation of inflation coupled with the decline in real wages may act to constrain expenditures on leisure goods and services.

14.

6. Corporate Support

A recent survey of arts and community spending in the private sector indicated that :

: companies rarely have a clearly established support policy, and react to each request for support without specific reference guidelines.

: it is unlikely that the rapid growth of support in recent years will continue;

: a polarisation of support will occur into the extremes of altruism on the one hand and commercially oriented "relationship with business objectives" on the other;

: companies are most likely to justify their arts involvement in terms of the identification they receive;

: indication that regional activities with popular community appeal will be favoured by large decentralised companies.

5.3(i) Opportunities

1. There is only one Australian National Gallery which houses the National Collection of Works of Art. This affords the opportunity to become Australia's premier Art Gallery (see Coopers & Lybrand Marketing Report, Vol.1, pg. 2).
2. The increase in leisure time will produce an increased demand for facilities and activities provided by the Gallery; however this may require a flexible approach to opening hours.
3. The Gallery can capitalise on the increasing promotion of Canberra as a holiday venue. Predictions of a continuing long-term increase in the number of visitors to the A.C.T. provides unique opportunities for the Gallery. (see Coopers & Lybrand Marketing Report, Vol.1, pg. 63).
4. The increase in the number of women in the workforce and the growth of the ethnic community is a growing market segment for the Gallery, its activities and products.
5. Surveys of attitudes to the arts clearly indicate that there exists throughout Australian society a large potential of support for the Gallery and its activities particularly those related to education and touring exhibitions. The Gallery should capitalise on this support over the next five years.
6. The Gallery should maximise the use of television as a medium for its programmes. This will extend from appearances by Gallery staff on local television to the production of audio-visual tapes and cassettes for distribution and sale.
7. The Gallery must develop long-term programmes to alter the funding base of its operations. Proposals for funding will need to be professionally developed and costed and should emphasize the "quid pro quo" for the company. Those activities of the Gallery which are of broadly based appeal, eg. education, publications and particularly touring exhibitions, will have a higher chance of success.
8. The Bicentennial: Preparation for the Bicentennial celebrations in 1988 provides a unique opportunity for the Gallery to participate in and contribute to an increase in the awareness of the visual arts in our history.

5.3(ii) Threats

1. The continued restraint on funding may restrict the ability of the Gallery to perform an active touring exhibition programme. This reinforces the need for the development of a broader base of funds.

2. Competition from other arts institutions may reduce the potential audience for the Gallery's programmes with resultant reduction in the strength of the Gallery's political and community lobby.

6. Objectives

6.1 Summary

1. The Gallery should continue an active programme of acquisition designed to round out the collection based on the approved acquisitions policy.
2. The backlog of accessioning should be overcome in the short term, and early action taken to complete a location record.
3. Productivity improvements should be sought in the Conservation laboratory.
4. Touring exhibitions should be re-introduced in calendar 1984.
5. A significant increase in production of scholarly publications is required from late 1983-84 onwards.
6. Specific Bicentennial projects should be embarked upon, including :
 - (i) the commencement of a multi-volume history of Australian Art;
 - (ii) a national touring exhibition;
7. A major initiative is required to improve staff training and development, incorporating scholarships, overseas training, staff assessment, performance appraisal.
8. The production and distribution of audio visual and video education programmes will be a significant activity in the Education Department from 1984-85 onwards.
9. An education programme should be packaged and toured throughout an area 100 kilometres around Canberra in 1985-86.
10. Membership levels should rise progressively, and should produce discretionary funds from 1984-85 onwards.
11. The Gallery Shop and mail order programmes should seek to reach break-even by 30 June 1983 and 30 June 1984 respectively.
12. The Gallery aim is to achieve a minimum of one million visitors each year.
13. Progressively increase the percentage of revenues derived from outside budget appropriation through activities such as corporate and individual sponsorship, donation, gifts, benefactions, commercial activities, investments etc.

15. Corporate/individual support should be sought for specific Gallery programmes such as the bicentennial projects and touring exhibitions.

6.2 Acquisitions

Overview

The safekeeping and further development of the National Collection of Art, through purchases and gift, are the primary roles of the Gallery.

We are at the beginning. The collecting policy of the Gallery was established and approved by Government as recently as 1976. Continued Government support is essential to the realisation of the policy and the establishment of a national collection of international standing.

The emphasis on acquisition activities for the next five years will be focused on the rounding out of the collection. Because of the unpredictability of the market (both in terms of supply and cost), the purchase programme may be subject to modification throughout the next five year period.

All works of art acquired from Parliamentary appropriation between the years 1983-84 and 1987-88 will be credited to the Bicentennial Acquisitions Fund.

The collecting policy in its current form is attached as an appendix A to the February meeting 1982-83.

Objectives

1. Collection Development

- a. Establish fixed proportion of funds for each curatorial department, to safeguard long-term planning of acquisitions. - Implement first quarter 1983-84.
- b. Develop close working relations between Collections staff, dealers and private collectors, through regular travel within Australia and overseas. Minimum overseas travel to be established as follows:
 - Senior International Curatorial staff - Once per year
 - Junior International Curatorial Staff - Once each two years
- c. Familiarise dealers with Gallery funding arrangements. Rationalise payment procedures by defining two months in the year (August and January) when payment can be made and schedule acquisitions accordingly.

2. Collection Management

- a. To complete Backlog accessioning (1902-1978) by December 1984.
- b. Develop computer catalogue system and have operational by 31 December 1983.

c. Introduce permanent location record system progressively from February 1983. Complete location record by December 1986.

3. Storage

- a. Complete move of the greater part of the permanent collection to Parkes by 30 June 1983.
- b. By 31 December 1983 - Identify items not required in permanent collection for transfer or disposal.
- c. Commission architects to design system for access to upper levels of storage to pressurised storeroom by June 1983. Work to be completed: June 1984.

4) Access to Collection

- a. Finalise arrangements of Galleries and commission Collection Study Room (C.S.R.) by first quarter 1983-84.
- b. Develop procedures, train staff (April 1982) and release information on the Collection Study Room (July 1983).

6.3 ConservationOverview

The role of the Australian National Gallery Conservation Department is to examine, care for and carry out conservation treatment on works of art owned by or in the custody of the National Gallery.

In carrying out this role, the Department will develop the highest standards and will foster excellence in its techniques. Whilst its primary consideration will be the National Collection of Art, there will be times when attention must be directed to other works of art.

The priorities to be established for operation of the Department are as follows:

Priority (1) Items required for exhibition

Priority (2) General condition reports (new and existing collections)

Priority (3) Environment Testing, Process Improvements (i.e. Research and Development).

In an effort to increase global knowledge on conservation techniques every effort will be made to develop a dialogue with other institutions concerned with the conservation of works of art and artefacts.

Objectives1) Optimum Condition

(a) Study factors of deterioration affecting collections, e.g. humidity, temperature, light and establish minimum standards for most fragile objects - recommend variations to conditions by June 1986.

2) Staffing

(a) Recruit in first quarter 1984-85 recent graduate scientist (chemist) - to carry out studies on pigments, paint-deterioration problems, liaise with conservators already engaged in research

(b) Develop environmental standards for the photography collection (March 1984).

(c) Develop system to bring in skills not already available in Australia to deal with particular works.

(d) Develop expertise in contemporary art conservation by transfer of existing staff to this area - Second quarter 1983-84.

(e) Develop system to take apprentices on a rotation basis with other institutions - formal programme to commence second

quarter 1983-84. Initially two per year. (Minimum six months each). Increasing to 3 in 1984-85.

3) Productivity

- (a) Improve horizontal mobility in staffing by redefining duties.
- (b) Develop productivity measurement system. Introduce first quarter 1983-84.
- (c) Develop effective work flow monitor and appraisal system by second quarter 1983-84.
- (d) Increase the ratio of time spent on research by 5% per year to a level of 15% by 30 June 1986 as follows:

increase to 5% p.a. - June 1984

increase to 10% p.a. - June 1985

increase to 15% p.a. - June 1986

4) Training/Research

- (a) Develop Gallery standards for the movement, packing, storage and display of works of art (both fixed and touring exhibitions) - by second quarter 1983-84. Publish fourth quarter 1983-84.
- (b) Develop a data base of conservation techniques (in conjunction with other institutions as appropriate) by fourth quarter 1984-85.
- (c) Mount exhibition on conservation projects of the Gallery, utilising audio-visual and printed materials - Canberra - third quarter 1986-87. To tour Australia second quarter 1987-88.
- (d) Develop programmes of conferences, seminars including interstate organisations. Participate in training programme run by Home Affairs training scheme.

6.4 Exhibitions

Overview

Through its exhibitions programme the Australian National Gallery can bring to the largest possible number of people the experience of the objects in the National Collection. In this way it aims to increase the awareness and understanding of the visual arts by as many Australians as possible.

The Council has in the past had a liberal touring-exhibitions policy. Beyond 1983 this programme will be reintroduced and enlarged with the aim of reaching both the city populations and the less accessible regional and country centres. It is hoped that there will always be an Australian National Gallery exhibition present in Australia outside the A.C.T.

Objectives

1) Programmes

- (a) Formulate detailed exhibition changeover programme for years 1983-84 to 1987-88. By June 1983.
- (b) Commence touring exhibitions by third quarter 1983-84. Minimum programme :
 - One major state tour per year (all states)
 - Two regional tours per year (12 months duration).

2) Staffing

- (a) Recruit exhibition co-ordinator and team by first half of 1983. Develop skills of assistants for exhibition mounting.

3) Training

- (a) Develop contacts with interstate and overseas art museums with a view to interchange of ideas, concepts, techniques and staff. First staff interchange second quarter 1984-85.
- (b) Organise conference on exhibition design first quarter 1985-86.

4) Design

- (a) Develop display systems suitable for long-term use in the Gallery and on tour - first quarter 1983-84.

6.5 Research

Overview

There are three kinds of research for the Gallery to perform.

- (1) Applied research - study by Curators of the objects in their care - to identify, authenticate and describe.
- (2) General research - aims to broaden scholarship, to increase and diffuse knowledge.
- (3) Audience research - investigation of the response of visitors to exhibits, programmes and activities.

The first two are principally curatorial responsibilities, the last can be performed by outside agencies.

The Gallery can assist the performance of general research by making its collection available to scholars and by an active programme of publishing the results of research.

Major developments should occur in this area between now and 1988.

Objectives

1) Research/Publication

- (a) Produce minimum of one scholarly catalogue (each Department) per year from third quarter 1983-84.
- (b) Complete second volume of Australian Paintings - Catalogue Raisonné by fourth quarter 1983-84.
- (c) Produce inexpensive checklists of contents of collection for distribution to scholars, libraries etc.
- Australian Art - Three by second quarter 1983-84.
- Other Departments - one each by Second quarter 1984-85.
- (d) Compile working papers from art-history conferences in Australia with view to inexpensive publication - fourth quarter 1983-84.
- (e) Establish network of independent experts to work at the Gallery for limited periods on specific aspects of collection. First scholar third quarter 1983-84.

2) Staff Assistance

- (a) Investigate the possibility of establishing a position of visiting research scholar by the first quarter 1985-86.
- (b) Encourage Gallery staff to compete for grants and scholarships to study abroad - Provide special assistance.

grants to meet living expenses* - introduce second quarter 1983-84.

* Note: Most scholarships for art-history study do not have adequate living-allowance provisions.

- (c) Investigate the possible introduction of a research system for senior curatorial staff - introduce second quarter 1983-84.
- (d) Introduce internships for art-history students - first quarter 1984-85.

3) Audience Research

- (a) Commission detailed survey and reports for guidance of Gallery staff in developing marketing, exhibitions and education programmes - third quarter 1983-84.

6.6 Education

Overview

The education activities of the Australian National Gallery are designed to increase the awareness, understanding, enjoyment and interest in works of art in the National Collection of Art and the visual arts in general through a range of formal and informal programmes extending from the Gallery itself to all parts of Australia and internationally.

Initial programmes have concentrated on displays in the Gallery. As staff numbers are increased attention will be extended to the wider Australian audience.

In developing its programmes the Gallery will take advantage of the range of media available including film, print, audio-visual, video, live performance, radio and merchandising.

Objectives

1) Staffing

- (a) Volunteer Guides - Commence third recruitment campaign by second quarter 1983-84 and complete training programme by third quarter 1984-85.

2) Visitor Flow Control

- (a) Lift proportion of booked school groups from 65% to 80% by second quarter 1983-84.
- (b) Initiate discussion with the A.C.T. Tourist Commissioner, Australian War Memorial, Parliament House, National Library of Australia and Mint to develop co-ordination of group tours of the A.C.T. By third quarter 1983-84.
- (c) Evaluate the responses to tours with objective of defining the source of tours, quality of the lecture programme, the interests and knowledge of the group. Report to Gallery Management by first quarter 1983-84.

3) Programme Materials

- (a) Develop specific programme material for handout/presentation, including notes, guides, pre-visit material - second quarter 1983-84.
- (b) Develop specific programme material for sale, (in conjunction with Publications Department) e.g. slides, (market test before) postcard packs with notes, first quarter 1983-84.
- (c) Prepare an audio-visual greeting for all school groups as an introduction to the Gallery by first quarter 1983.

(d) Develop six audio-visual lectures for distribution to schools by fourth quarter 1983-84. Increase by 25% each year thereafter.

4) Relation to Education System

(a) Stimulate demand for courses for art teachers to be held in the Gallery - six to be offered each year.

5) Canberra Residents' Programme

(a) Develop a plan for a Canberra regional travelling exhibition programme third and fourth quarters 1983-84. Exhibition to tour an area 100 kilometres around Canberra 1985-86.

6.7 Membership

Overview

The Australian National Gallery Association was established to provide an opportunity for all sections of the community to participate in the life of the Gallery, to encourage a better understanding of art, and to broaden the funding base of the Gallery.

The task of building a large and effective public support base must be viewed long-term, and it must concentrate on the national nature of the Gallery's responsibility. If this is to be achieved, the initial years will require an investment rather than produce surplus funds. Overseas experience shows break-even to be achievable after four years.

Objectives

1) Numbers

(a) Membership levels should rise progressively from a base of 7000 at June 1983.

(b) Implement mechanism to survey new members to discover their reaction to their membership - Introduce first quarter 1983-84.

2) Funding

(a) Membership's programme to break even by last quarter 1983-84. Revenue to rise annually so as to produce discretionary funds in 1984-85.

3) Events/Functions

(a) Develop a co-ordinated approach to a minimum of four annual special events for members. (To achieve economies in time, money and staff). From 1983-84 a full year's programme to be given to members.

(b) First international travel programme to commence third quarter 1983-84.

(c) Liaise with in-bound tour operators to develop special package for members to come to Gallery from interstate. Introduce first quarter 1983-84.

4) Volunteers

(a) Establish core of volunteers from amongst membership to assist with activities - first quarter 1983-84.

5) Advisory Groups

Explore possibility of establishing advisory/representative groups in each state - first quarter 1983-84.

6.8 Commercial Activities

Overview

The Australian National Gallery's commercial activities are based on a programme of scholarly and general-market publications, reproductions and replicas.

These items will be marketed to the public from the Gallery Shop, through a mail-order catalogue and from occasional media advertising.

All items produced will have a link with the National Collection.

The aim of the activity will be twofold :

- (1) As a form of interpretation to increase the awareness, knowledge and interest in the National Collection.
- (2) In the short term to effect full cost recovery and thereafter contribute to general Gallery revenue.

Objectives

1) Financial

- (a) Reach break-even on commercial programmes as follows :
 - Gallery Shop - by last quarter 1982-83.
 - Publications/Mail-Order - By last quarter 1983-84.
- (b) From base mail-order customers of 6,000 at 30 June 1983, increase by 20% per year by 30 June 1988.
- (c) Increase turnover for shop operation by 20% per year from 1982-83 base of \$600,000.

3) Marketing

- (a) Develop contacts at overseas institutions for sales outlets. Commence first quarter 1983-84.
- (b) Develop opportunities for joint ventures with ABC, ICCA: etc. - first quarter 1983-84.

4) Production/Quality Control

- (a) To reduce the amount of editorial re-working to an average level not exceeding 5% of total effort- effective first quarter 1983-84.

- (b) Introduce committee to advise Co-ordinator of Publications on publication quality and aesthetic standards - First quarter 1983-84.
- (c) Develop style and production manual for Gallery products - completed by last quarter 1984.

5) Mail-Order

- (a) Produce Christmas catalogue in 1983. Increase to two per year in calendar year 1984.
- (b) Increase response rate on catalogue to 2.5% by 30 June 1984.

6) Bicentennial Programme

- (a) Determine editor and production co-ordinator for "History of Australian Art" - by May 1983. Authors to be determined and contracted by first quarter 1983-84. First volume to be marketed by last quarter 1986-87.

6.9 Support Services

Overview

Very few of the principal activities of the Australian National Gallery could be performed without effective backup support. This support commonly refers to people, funds and physical facilities.

These support services function to facilitate the attainment of the objectives of the Gallery. The management structure and communication in the Gallery is at present under review and therefore no specific objectives relating to these matters have been incorporated.

Objectives

1) Publicity and Promotion

Attendance

- (a) To maintain a target of one million visitors each year after October 1983.

Image

- (a) Establish an image that the Australian National Gallery is a place of enjoyment, and education.
- (b) Achieve national public exposure for each major new acquisitions, exhibition changes, new publications, donations.
- (c) Maintain annual contact with major donors.
- (d) To have Annual Report of the Gallery's activities tabled in Parliament by 30th September each year - Commencing 30 September 1983.

2) Human Resources

- (a) Commence forthwith a formal staff assessment/performance appraisal system.
- (b) Develop a co-ordinated programme of staff development and training - third quarter 1984-85.
- (c) Prepare case for Public Service Board to remove from staff ceilings control those staff members whose salaries are met directly from revenues - first quarter 1983-84.
- (d) Conduct a survey of staff morale and attitudes - first quarter 1984.

3) Financial Management

- (a) Develop strategies to progressively increase the percentage of revenues derived outside the Commonwealth budget - from first quarter 1983-84.
- (b) Implement an administrative cost reduction plan to identify areas for expenditure savings. To report by September 1983.
- (c) A special study should be commissioned to integrate and streamline the management reporting system - Report December 1983.

4) Government/Corporate Relations

- (a) Establish specific functions with Government and Corporate leaders to promote Gallery aims and programmes - first quarter 1983-84.

5) Sponsorship

- (a) Maintain links with Founding Corporate Donors and develop new programmes to achieve aim of attracting a total of \$3 million by second quarter 1984-85.
- (b) Create a Friends of the A.N.G. in the United States by first quarter 1983-84. Develop strategies to receive gifts and works of art from U.S. corporations and individuals by first quarter 1984-85.
- (c) Explore possibility of extending the overseas friends to geographic centres other than the United States - report to Council third quarter 1983-84.
- (d) Develop proposals for underwriting the Gallery's touring exhibitions programmes from both Government and Corporate sectors - third quarter 1983-84 onwards.
- (e) Develop proposals for underwriting a minimum of three other projects per year, from third quarter 1983-84 including :-
 - late night opening
 - children's programmes
 - continuing adult education
 - publications
- (f) Develop a range of long term corporate and individual donation packages for introduction first quarter 1984-85 including :-
 - Corporate employee matching
 - Deferred giving
 - Underwriting of apprenticeships in conservation, curatorial, library and museum profession.
- (g) Organise Donors/Fund-raisers thankyou event - third quarter 1983-84.

- (h) Bicentennial underwriting programme - finalise last quarter 1984.

- (i) To consider establishing a Foundation from funds raised by Corporate and Founding Donors appeals. Report to Council by first quarter 1983-84.

6) Planning

- (a) Introduce a formal corporate planning process - first quarter 1983-84.

7) Library Resources

- (a) To develop improved accession system - for implementation second quarter 1985.
- (b) Complete Volume I of Australian Art Index (1982-1987) by first quarter 1987-88. Publish fourth quarter 1987-88.
- (c) Develop alternative storage facilities by fourth quarter 1985-86.
- (d) Develop a programme for full year use of volunteer assistance - second quarter 1983-84. Review fourth quarter 1983-84.

8) Physical Resources

- (a) Commission architects to prepare proposals for long-term accommodation requirements - First quarter 1983-84.

Extract from The Plan for
the Development of the
Museum of Australia, Report
of the Interim Council.
Canberra, December 1982.

IV. A DEVELOPMENT PLAN
FOR THE MUSEUM

Timetable for Construction, Establishment and Acquisitions

IV. Development Plan

Date of Opening

1. The Interim Council recommends 1990 as an appropriate opening date for the Museum. We considered a number of options for an opening date for the Museum of Australia. Of these the earliest was 1988, the year of the Australian bicentenary. An earlier date was not practicable because of the time needed for the Museum to gather an adequate collection. While there might be seen to be some advantage in timing the opening of the Museum to coincide with the bicentenary, the Interim Council considered that, since 1988 celebrates the anniversary of European settlement in Australia, it would be inimical to the concept of the Museum to tie its opening so firmly to the bicentenary celebrations. Moreover, 1988 is the year in which another major national building is due to open in Canberra — the new Parliament House.

2. The 1990 date is close enough to the end of the bicentenary year to sustain the momentum of that event during the intervening year, and in fact will allow an effective promotional build-up from the end of 1988 to the Museum opening in 1990. It will also mean that the Museum will be able to absorb some of the objects and displays collected and mounted in connection with The Australian Achievement, a major historical exhibition planned by the Australian Bicentennial Authority.

3. The desirability of preserving the elements of this exhibition was one major factor in the Council's rejection of a later opening date, such as 1995. Other factors apart from

the principal one — namely the continuing and conspicuous absence of a museum from our national capital — were the increased cost of establishing the Museum if planning and construction were extended over such a long period, and the dissipation of the momentum built up during the Bicentenary.

4. The Council therefore recommends that the Museum of Australia be opened in 1990.

A. Building Program

5. We do not recommend the immediate initiation of an ambitious building program. The National Capital Development Commission has advised the Interim Council on a development plan for construction of buildings which will tie in with our proposed acquisitions program and with the release of workers and other resources presently employed on construction of the new Parliament House. It will also permit an appropriate and manageable spread of expenditure over the years to 1990.

6. Chapter V provides an outline of the suggested development plan and costs of construction of the buildings and site-works which will comprise the Museum of Australia. We recommend the adoption by the Government of the phased construction development plan and costing for the Museum of Australia and that the National Capital Development Commission be authorised to commence design of the museum, within its existing Appropriation.

Acquisitions Program

7. The National Historical Collection exists more in name than in fact. The most that can be said about it is that it is a very tentative start to what the Museum of Australia Act describes as the Museum's first function: "To develop and maintain the national collection of historical material". We estimate that since 1901, not more than \$300,000 has been spent by successive Commonwealth governments in collecting objects suitable for display in a Museum of Australia. Likewise, little has been done to collect and conserve material to which the Commonwealth had access at little or no cost (e.g. from Commonwealth departments). Scarcely any people have been employed on these tasks. (We recognise the achievements of such bodies as the National Library of Australia, the Australian War Memorial, CSIRO etc. in preserving material appropriate to their interests. We underline, however, the great difference between their collections and those of the Museum of Australia.)

8. The National Ethnographic Collection, which it is expected the Museum will acquire, consists of some 20,000 perishable ethnographic items, of which approximately 10,000 are of Australian Aboriginal origin. The collection includes the world's largest and one of its finest collections of Aboriginal bark paintings, as well as canoes, mortuary poles, spears, stone artefacts, basketry and boomerangs. The Gallery of Aboriginal Australia is fortunate that this collection is available; it should provide an excellent starting point for the Museum's Aboriginal collection.

9. We describe in Appendix 2 a Collections and Conservation Policy for the Museum. If this is to have any meaning, and the spirit of the Museum of Australia Act is to be fulfilled, substantial funding by government must begin immediately in order to build a collection and recruit staff in time for its opening in 1990. The present level of funding (\$70,000 in 1982-83 for acquisitions) is totally inadequate.

10. Buying back the past is never cheap or easy, despite the tax incentives offered by governments and the generosity of many Australians and others who are prepared to donate material to the Museum. The following prices have been paid in recent years for major historical objects which are compatible with the proposed Collections Policy for the Museum:

- \$50,000 for the Batman Land Deed, by an American benevolent foundation;
- \$100,000 for the Entwistle Aboriginal Ethnographic Collection;
- \$75,000 for the sextant owned by Matthew Flinders, by Canadian interests.

11. These prices put in perspective the present funding for the National Collection and indicate the level of funding needed in the future.

12. We suggest a useful benchmark for Museum purchases can be set by comparing our position with the Australian National Gallery a decade or so ago. The Gallery started virtually from scratch, and required a very substantial commitment of funds over 10 years to reach a point where it had a collection suitable for display. In all an amount of \$35.5 million was spent in this period on the acquisition of items for this collection. Moreover, the government recognised the continuing need of the Gallery by committing in 1982 a further \$27 million for additions to its collection by 1988.

13. The Museum of Australia has been able to attract a certain amount of material by donation or permanent loan at no cost. We expect that donations of historic objects will continue. Such material, while welcome, is of an unpredictable nature. The Museum must have the resources to purchase the enormous number of individual objects it will need to make its collection as comprehensive as possible, as well as the more costly and unique historical material. 14. An estimate of the level of funds required to mount and sustain a satisfactory acquisitions program, and a consequent recommendation, are included in Chapter V, The Costs.

Staffing and Temporary Accommodation

15. The Secretariat to the Museum of Australia Interim Council presently comprises seven staff, all of whom are Environment, and a temporary typist.
16. The Office of the Museum is located in the Colonial Mutual Life Building in University Avenue, Canberra City.
17. If the staffing proposals in this report are accepted, there will be a gradual increase of staff during 1983, including the appointment of a Director. This will be followed by steady expansion in the staffing structure towards the full complement of staff in 1990.
18. More office space will be needed for Museum staff in 1983. Ideally, the new premises should be capable of housing 30-120 staff to take account of the growth in the Museum's responsibilities, and of the implementation of the acquisitions program. The new premises should also incorporate space for the display of items in the Museum's collection and/or exhibitions related to the development of the Museum. Such displays will help build a public image for the Museum and will foster community interest and support prior to the opening of the new building in 1990.
19. *Museums in Australia 1975* recommended that the Institute of Anatomy buildings be taken over as the temporary home of the proposed museum of national history. In 1981, the Review of Commonwealth Functions reiterated this view, recommending that the Institute buildings be transferred to the Museum of Australia.
20. The main Institute building is 4,100 square metres in size and is immediately adjacent to the Australian National University campus, facing the Academy of Science.
21. The Interim Council recommends that, in view of the planned growth in staff during 1983, the Institute of Anatomy buildings be transferred to the Museum of Australia as soon as practicable. The National Capital Development Commission has undertaken an analysis of the main building, and considers that some refurbishing of toilet facilities and the inclusion of air-conditioning at least in the basement storage areas are essential, regardless of the purpose to which the building is put. Furthermore, if the building is to house the numbers of staff mentioned earlier, improved accommodation is necessary. The Interim Council recommends that the Government authorise the National Capital Development Commission to undertake the work necessary to prepare the Institute of Anatomy buildings for occupation by the Museum of Australia.

Australian Bicentennial Celebrations

22. The Interim Council considers that the Museum of Australia should be closely involved in events leading up to the celebration of Australia's bicentennial year in 1988. One of the major proposals in the draft program developed by the Australian Bicentennial Authority for 1988 is the large-scale exhibition mentioned earlier, *The Australian Achievement*. *The Australian Achievement* is expected to generate national and international interest, and to attract participation throughout Australia.
23. The 1988 celebrations, and in particular the concept of this major travelling exhibition reflect many of the objectives of the Museum of Australia which we have already described. *The Australian Achievement* will focus attention on the goals, values and aspirations of Australian people, and, like the Museum of Australia, is intended to stimulate national pride and a greater sense of Australian identity. The eight travelling exhibitions which will comprise *The Australian Achievement* are closely allied to the "umbrella themes" foreshadowed for the Museum of Australia, outlined in Chapter II.
24. The Interim Council has had discussions with representatives of the Australian Bicentennial Authority and the International Cultural Corporation of Australia, which is the Commonwealth Government-funded organisation responsible for travelling exhibitions. Considerable savings could be made by coordination between the Museum of Australia and the organisers of the *Australian Achievement* exhibition. Museum staff could be involved in the planning of actual displays and Museum of Australia acquisitions incorporated where appropriate. After 1988 these acquisitions could be lodged in the Museum of Australia on a permanent basis. We recommend the development of this cooperative approach between the Museum and other organisations involved in the bicentenary celebrations.

Proposals for other National Museums

25. *Museums in Australia 1975* recommended the establishment of national museums of maritime and aviation history separate from the Museum of Australia.

"In rejecting proposals for a scatter of national museums we accept the argument that certain vital themes would be covered more successfully in a specialist museum. Maritime history and aviation history both merit special coverage in separate national museums. While shipping and aircraft, because of their importance in the history of an isolated nation, should have a place in the main Museum of Australia, they also merit separate institutions where their particular needs can be met." (13.4)

These proposals are under active consideration by the Government at the time of writing, and the Interim Council considers it should comment on the possible development of separate national maritime and aviation museums in the context of a development plan for the Museum of Australia. 26. We are most anxious that objects associated with Australia's transport heritage should not deteriorate or be lost to the nation. In this respect, maritime and aviation objects are no different from numerous other items of our past. At the same time the resources which can be made available for preservation and display of our history are obviously limited. For this reason we believe an orderly and planned approach to the collection and preservation of *all* aspects of our past is essential if money and skilled people are to be used to the best effect. The Museum of Australia was created to achieve this end.

27. The Museum of Australia Act, through its provision for Committees of Council, offers a means of using the enthusiasm, skills and special interests of people concerned with aviation and maritime history and of ensuring the necessary balanced approach to the preservation of our past and the use of resources. For example, the Museum of Australia will have a substantial interest in technology and in transport and communications, all of which have an intimate connection with maritime and aviation history. 28. The Interim Council considers that the Museum of Australia is the most appropriate body to be responsible at this stage for the collection and preservation of maritime and aviation history. If the Government decides that other national museums should be established, the Interim Council recommends that they should be components of the Museum of Australia, located elsewhere than on the Museum site and with the considerable autonomy provided for under the Act, but developed within the overall scope of the Museum.

29. A national maritime museum would most appropriately be located at a sea port. A national aviation museum could, however, be located in the Australian Capital Territory, though not on the Museum site.

Towards a Corporate Plan

30. We referred in Chapter II to the possibility of locating within the Parliamentary Zone an adjunct to the Museum of Australia such as a National Portrait Gallery or a Museum of Federation (possibly occupying part of the old Parliament House). We strongly support the idea of a Museum presence in this area: the two possibilities mentioned are entirely in character with the other national institutions sited within the Parliamentary Zone. Any such development would of course need to take into account the interests of the National Library of Australia, the Australian War Memorial and the Historic Memorials Collection. We recommend that the Government give consideration to the establishment of a National Portrait Gallery or a Museum of Federation within the Parliamentary Zone.

31. While favouring all these developments, we emphasise that our first and highest priority is implementation of the Yarramundi proposal: any significant diversion of resources from that project should not be permitted. This would not preclude a modest start from being made in special areas, particularly if non-governmental funding could be attracted as has been suggested for the aviation museum. But the main focus, we urge, must be on realising the principal concept of the Museum of Australia first.

32. A major task of the Museum of Australia will be the efficient management of a diverse staff and financial resources. The Interim Council proposes that a corporate planning approach to organisation and management of the Museum be adopted, and we commend this approach to the Museum Council.

33. In this context, corporate planning involves concentrating on the organisation of the Museum of Australia as a whole rather than on the many separate elements which will make up that whole. The Interim Council's view is that a corporate planning approach is particularly suitable for the Museum because of the interrelated nature of the Museum's themes and because we consider that all aspects of the Museum — a completely new organisation — should be developed simultaneously.

34. Development of a corporate plan must involve the chief executive. In the case of the Museum, the Director as chief executive will be responsible for initiation, implementation and modification of the plan. The Interim Council has tentatively identified the following principal elements of the Museum's corporate plan:

- (i) **Corporate Objectives** which define the needs to be served in terms of collections, conservation, research, displays and dissemination of information;
- (ii) **Annual Programs and Five Year Programs** which together define the service to the Australian community that the Museum will provide — in accordance with quality, time, financial and workforce targets — in order to fulfil its stated objectives;
- (iii) **Workforce and Financial Resources Plans** which determine systematically and with foresight how the resources of the Museum will be allocated to the priorities which have been adopted by the Museum's Council.

35. Our view is that further development of these elements should appropriately be undertaken by the Museum's Director when appointed. We have, however, given some consideration to the workforce strategy and accommodation needs of the Museum because both these matters require action in the immediate future.

Workforce Strategy

36. Museums are labour-intensive. The complex range of their activities — research, recording of objects, conservation, setting up displays, publications, caring for the needs of visitors — requires a large number of people of widely differing skills and aptitudes. As a large organisation, a museum also needs skilled administrators to implement its policies and to ensure the most effective use of its resources.

37. The Museum of Australia will be more complex and more labour-intensive than any existing museum in Australia. The size of the site and the diversity of activities taking place on it present an immediate management challenge. This will be increased by the number and variety of buildings on the site.

38. Our manpower proposals have taken account of

- the opening date — 1990;
- the need to ensure adequate staff now, while recognising the great difficulty any government would have in funding a large new project in the present economic climate;
- staffing levels and organisation existing in the Australian War Memorial and Australian National Gallery.

39. As mentioned earlier, the staff of the Museum of Australia will be gradually increased over the years between 1983 and 1990. We expect the Museum will employ at the time of its opening a similar number of staff to that employed by the Australian National Gallery (approximately 250 full-time and 35 part-time staff) at the time of its opening in 1982.

40. Two aspects of staffing the Museum deserve urgent attention. The first of these is the appointment of a Director, discussed in the previous chapter. The second is the need to provide museological staff to care for the Museum's existing collections and to enable the transfer to the Museum of the National Ethnographic Collection. The construction of a special purpose storage and conservation facility at Mitchell, A.C.T., for these collections is due for completion in early 1984. The storage arrangements are described fully in Appendix 5. Other essential activities such as implementing the acquisitions program, maintaining the impetus for the Museum's development, and collaboration with the bicentennial program all reinforce the need for the early appointment of staff.

41. These appointments will be central to the staffing strategy of the Museum. They will not necessarily be made at the highest level in each specialised field, but, under the guidance of the Director, they will be responsible for establishing the future pattern of its operations.

42. In the Museum's early years, a number of consultancies could be used to undertake clearly defined tasks and to supplement permanent staff by providing advice as necessary on matters requiring specialist knowledge.

43. Appendix 4 provides details of what the Interim Council considers to be the essential minimum staffing of the Museum for the period to 30 June 1984. We recommend the appointment during the financial year 1983-84 of a core of 23 curatorial and conservation staff and an appropriate complement of administrative staff, and the establishment of a staff ceiling for the Museum separate from the Department of Home Affairs and Environment.

Method of Staffing

44. The Museum of Australia Act 1980 provides for all staffing of the Museum to be under the provisions of the Public Service Act. Briefly, this means that most staff are appointed on a permanent basis with defined conditions of service negotiated generally across areas of Government employment, including provision for superannuation, at set rates of remuneration and allowances, and are able to apply for transfer or promotion within the wider framework of other Government departments and instrumentalities. Staffing of the Museum under the Public Service Act has the advantage, therefore, of providing staff mobility between the Museum and other similar bodies.

45. However, we are concerned about the effects that too high a level of permanent appointment may have on the future flexibility of the organisation, though the Public Service Act does provide for some flexibility of staffing arrangements through temporary and casual appointments. The Public Service Board has indicated willingness to view sympathetically proposals from the Museum for staffing at "one-off" levels of remuneration or under non-standard conditions and, where appropriate, term appointments. Conditions of this sort could benefit most areas of the Museum, and especially the Gallery of Aboriginal Australia. The Interim Council would also strongly support a system of performance-related assessment of staff, as is used in some other Australian Museums. We commend these approaches to the Museum Council.

Aboriginal Employment

IV. Development Plan

46. The Museum of Australia Act 1980 makes clear the Government's intention to involve Aboriginal people in the Museum, and especially in the Gallery of Aboriginal Australia. Section 5(4) of the Act states:

In the performance of its functions in relation to the Gallery, the Council shall pursue a policy directed towards securing, under the Council, the development and maintenance of the Gallery and the exhibition of historical material referred to in sub-sections (2) and (3), by persons who are Aboriginals, Torres Strait Islanders or descendants of Aboriginals or Torres Strait Islanders.

47. The establishment of the Museum represents an important expansion of professional employment opportunities for Aboriginal people. Ultimately, Aboriginal people will be employed throughout the Museum at all levels and in a wide range of occupations.

48. The Gallery of Aboriginal Australia's staffing policies must be flexible enough to permit the tailoring of positions, including duties and length of tenure, to fit the particular skills and employment philosophies of Aboriginal people. As an example of the flexibility required in staffing, the Interim Council envisages that craft workers and artists from different Aboriginal communities could spend periods during the summer months demonstrating their skills at the Gallery. The Gallery could also provide employment through the commissioning of display material, special exhibitions, the sale of craft work in the Museum shop and sponsorship of public performances such as Aboriginal dance.

49. While the staff of this Gallery will interpret and research Aboriginal society, they will do so in collaboration with the other components of the Museum of Australia. The interplay of people and the land, and racial interaction, are issues linking all themes. Equality of cultural treatment is a characteristic which distinguishes this concept from many traditional museums, and which has important implications for staffing of the Gallery.

50. Aboriginal people must be given opportunities for training in museum skills such as conservation and curatorial practice. We are aware that there are training courses being conducted or planned at various tertiary institutions around the country. We recommend that appropriate authorities — in particular the Department of Employment and Industrial Relations and the Public Service Board, in conjunction with tertiary education institutions — establish, within a time scale tailored to the development of the Museum, courses that provide Aboriginal people with museum-related skills.

51. There are precedents also for the attachment of Aboriginals to relevant organisations in order to gain skills through on-the-job training. The Interim Council applauds the Government's approval late in 1982 for the attachment of an Aboriginal to the Department of Anthropology at the University of Queensland, to be trained in museology.

52. Initiatives of this kind are suited to those Aboriginal people, especially urban people, who have been brought up and educated in a non-traditional environment and to whom normal Public Service employment conditions are acceptable. This may not be the case, however, with traditionally-oriented people whose involvement is essential to the cultural validity and success of the Gallery. Very few Aboriginal people live in or near Canberra, and aspects of Canberra — particularly its climate — may mean that, initially at least, few Aboriginal people are attracted to work in the Gallery.

53. The Interim Council has had discussions with the Department of Employment and Industrial Relations and the Office of the Public Service Board with a view to the development of special courses for Aboriginal people, as we have recommended. We would suggest that the Museum Council continue these discussions, and in addition we commend to the Council that it commence a program designed to create awareness of the Museum as an employer and to encourage recruitment into such courses.

54. Above all, the involvement of Aboriginal people in the Gallery must aim to reinforce the value and vitality of Aboriginal cultures and engender a sense of identity and pride in the Aboriginal people who work for the Gallery, as well as in those who visit. The Gallery must in no way be tainted by "us" and "them" distinctions which in some other countries have alienated indigenous peoples from museums. Rather, the Gallery must be seen as a conscious attempt at understanding and partnership in recording and preserving Australia's culture.

A Program of Community Awareness

55. We consider that the need for people with communications skills (design, writing, media liaison, education) ought to be recognised early in the human resource planning for the Museum. We recommend this approach. Later, there will be a need for skilled marketing and communications consultants to develop a major awareness campaign and implement it, ideally in 1987, three years before the Museum opens.

56. The Interim Council suggests that the following kinds of activities could form part of an overall communications program:

- a display of the Museum concept with a model and perhaps a few exhibits in Canberra, at the Institute of Anatomy or on the Museum site in a temporary building (as has been done with the new Parliament House);
- regular media contact, beginning with the announcement of the site and the design concept and continuing throughout the development of the Museum;
- travelling information vans (some of which could be sponsored by private enterprise) to inform the Australian public about the Museum and excite interest in it. Ultimately, this technique could be used to attract donations of material to the Museum;
- a close association, as proposed, with the Australian Bicentennial Authority, linking the development of the Museum to the bicentennial program of Activities;
- distribution of a Museum newsletter through comprehensive mailing lists and also community outlets, such as local museums and tourist authorities;
- distribution of programs about the Museum on audio and video cassettes to appropriate outlets such as the media, community groups, schools.

57. Particular attention will need to be paid to various interest groups in any community awareness campaign. People not born in Australia, for example, will need to be convinced that their own contribution to the country's development will receive adequate recognition in the Museum. Close contact should be established with ethnic community groups and the ethnic media, and publications should be in other languages as well as English.

58. In the case of Aboriginal people, special strategies will be needed to assure them that the Museum is aware of and responsive to their particular concerns. The proposed Aboriginal Advisory Committee will have a major role to play in this. The Interim Council commends to the Museum Council that it consider training Aboriginal people as field officers in the early stages of the Museum's development; to inform people about the Museum and perhaps also to advise and assist them with conservation of their own cultural material. Many Aboriginal communities now have video and audio cassette equipment, and the production of special tapes in different Aboriginal languages could be valuable.

59. Children and young people — those who are still at school during the development phases of the Museum — are the Museum's future audience and perhaps the most significant group needing to be reached by a program of communications:

60. We acknowledge education as a major function of the Museum and accept that the education system provides a ready means of involving children and young people in its development. To involve children fully outside school hours, it would be, in our view, worthwhile investigating the promotion — perhaps through existing children's programs on television — of membership of a Museum of Australia Club for young people.

Visitor Research

61. We have emphasised the importance to the Museum of close contact with the community. As well as involving the public in its development and activities, the Museum will need to ensure that its displays and publications, and all the means by which it communicates are effective. Adequate resources must be allocated for communications, and in particular for research to establish the expectations and interests of visitors and potential visitors.

62. Little research of this kind has been done in Australia, and it must be an important function of the Museum of Australia if it is to fulfil its responsibilities satisfactorily. In the development period, there should be a study of such research as is being done here and overseas in order to set a visitor research policy and strategies for the Museum. We commend to the Museum Council the implementation of a study of this kind.

63. The need for visitor research was emphasised in *Museums in Australia 1975*, which recommended that research should be conducted at an early stage on the most effective and suitable display techniques for Australian conditions. The detailed planning and development of the whole Museum concept, and of its displays, will need to be underpinned by visitor research.

64. As well as analysing existing material from Australia and overseas, the research program should take account of such statistics as are available on visitors to Canberra, to other institutions in the Capital, and to similar institutions in other cities. It should gather information on the nature of current museum users and non-users, and on cultural consumers generally, to help develop communication strategies for groups which are not currently attracted to museums, as well as to current users.

Aboriginal Employment

APPENDIX C

IV. Development Plan

EXTRACT FROM THE PLAN FOR THE DEVELOPMENT OF THE MUSEUM OF AUSTRALIA — REPORT OF THE INTERIM COUNCIL AT P. 55

46. The Museum of Australia Act 1980 makes clear the Government's intention to involve Aboriginal people in the Museum, and especially in the Gallery of Aboriginal Australia. Section 5(4) of the Act states:

In the performance of its functions in relation to the Gallery, the Council shall pursue a policy directed towards securing, under the Council, the development and maintenance of the Gallery and the exhibition of historical material referred to in sub-sections (2) and (3), by persons who are Aboriginals, Torres Strait Islanders or descendants of Aboriginals or Torres Strait Islanders.

47. The establishment of the Museum represents an important expansion of professional employment opportunities for Aboriginal people. Ultimately, Aboriginal people will be employed throughout the Museum at all levels and in a wide range of occupations.

48. The Gallery of Aboriginal Australia's staffing policies must be flexible enough to permit the tailoring of positions, including duties and length of tenure, to fit the particular skills and employment philosophies of Aboriginal people. As an example of the flexibility required in staffing, the Interim Council envisages that craft workers and artists from different Aboriginal communities could spend periods during the summer months demonstrating their skills at the Gallery. The Gallery could also provide employment through the commissioning of display material, special exhibitions, the sale of craft work in the Museum shop and sponsorship of public performances such as Aboriginal dance.

49. While the staff of this Gallery will interpret and research Aboriginal society, they will do so in collaboration with the other components of the Museum of Australia. The interplay of people and the land, and racial interaction, are issues linking all themes. Equality of cultural treatment is a characteristic which distinguishes this concept from many traditional museums, and which has important implications for staffing of the Gallery.

50. Aboriginal people must be given opportunities for training in museum skills such as conservation and curatorial practice. We are aware that there are training courses being conducted or planned at various tertiary institutions around the country. We recommend that appropriate authorities — in particular the Department of Employment and Industrial Relations and the Public Service Board, in conjunction with tertiary education institutions — establish, within a time scale tailored to the development of the Museum, courses that provide Aboriginal people with museum-related skills.

51. There are precedents also for the attachment of Aboriginals to relevant organisations in order to gain skills through on-the-job training. The Interim Council applauds the Government's approval late in 1982 for the attachment of an Aboriginal to the Department of Anthropology at the University of Queensland, to be trained in museology.

52. Initiatives of this kind are suited to those Aboriginal people, especially urban people, who have been brought up and educated in a non-traditional environment and to whom normal Public Service employment conditions are acceptable. This may not be the case, however, with traditionally-oriented people whose involvement is essential to the cultural validity and success of the Gallery. Very few Aboriginal people live in or near Canberra, and aspects of Canberra — particularly its climate — may mean that, initially at least, few Aboriginal people are attracted to work in the Gallery.

53. The Interim Council has had discussions with the Department of Employment and Industrial Relations and the Office of the Public Service Board with a view to the development of special courses for Aboriginal people, as we have recommended. We would suggest that the Museum Council continue these discussions, and in addition we commend to the Council that it commence a program designed to create awareness of the Museum as an employer and to encourage recruitment into such courses.

54. Above all, the involvement of Aboriginal people in the Gallery must aim to reinforce the value and vitality of Aboriginal cultures and engender a sense of identity and pride in the Aboriginal people who work for the Gallery, as well as in those who visit. The Gallery must in no way be tainted by "us" and "them" distinctions which in some other countries have alienated indigenous peoples from museums. Rather, the Gallery must be seen as a conscious attempt at understanding and partnership in recording and preserving Australia's culture.

Figure 42.



Proposed Conservator Structure

The Board has given approval in principle to a revised structure for the Conservator group. The proposed structure would have the following characteristics:

- it would take the first three levels of the existing structure (Assistant Conservator, Conservator 1, and Conservator 2) and use them in much the same way as they are used currently:-
 - the first level would be the entry point for those with limited conservation knowledge and experience and whose work is, at least in the initial phase, to be closely supervised; a restricted range only of conservation work would be undertaken at this level;
 - the second level would be the normal entry point for those who are capable of undertaking conservation work involving the full range of established conservation methods and techniques with only marginal supervision; this level could also be used to accommodate a laboratory/section head who is relatively inexperienced and who is in charge of a small section;
 - the third level would accommodate laboratory/section heads who have considerable knowledge and experience and who would be required to supervise the work of others involved in conservation work within (a) particular discipline (s); it could also be used to accommodate those who have acquired considerable experience and skill in their chosen field of expertise but who are not required to assume laboratory/section head responsibilities;
- for convenience, these first three existing levels would be "re-numbered" Conservator 1, 2 and 3 respectively;
- the existing fourth level would be used to accommodate those who are outstanding in their chosen field and who make a significant personal contribution to the work of the institution; they may or may not also assume laboratory/section head responsibility;
- the new fifth level would generally be used to accommodate a single top conservator in each major institution who would provide conservation advice to the Director and who would plan and direct the conservation program for the institution; in very rare and special circumstances this level could be used to accommodate a person who is not required to assume overall responsibility for an institution's conservation program but who is a person of international standing as a conservator, and who would be expected to make a unique contribution to the institution's conservation program.

DRAFT
POSITION CLASSIFICATION STANDARD

CONSERVATOR

CONSERVATOR 1-5

GROUP STANDARD

Definition

The work of positions in this group involves the conservation of works of art, relics and other objects in national collections and requires the examination of museum objects, the prevention of their deterioration and their treatment and repair when necessary. It includes the supervision of this work.

The conservator sees that objects are fumigated, kept at proper levels of temperature and relative humidity and protected from air pollutants and exposure to damaging light intensities and wave lengths. The conservator may have the specialised knowledge to treat a certain class of objects such as paintings, sculpture, textiles, ceramics, glass, metals, furniture and woodwork, books and art on paper and should know where to refer materials that cannot be treated in the museum laboratory.

The conservator should also have the ability to do the necessary historic and scientific research to undertake this work.

Features

It would generally be expected that persons in this group would hold appropriate qualifications in a relevant discipline such as Conservation, Fine Arts or Materials Science.

However, the theoretical and practical knowledge required for conservation work may also be acquired by on-the-job training and/or training courses.

The work also requires an appreciation of the cultural value of the works of art, relics and other objects to be conserved.

Terms Used

Conservation includes identifying, preventing, retarding, arresting and reversing the effects of physical deterioration in the materials of works of art, relics and other objects in national collections, and embraces all aspects of the physical care of these objects, including repairing, reconditioning, or otherwise making good, damage or deficiencies in the objects in a manner appropriate to the original nature of the objects.

Analysis is the examination of an object to determine the composition and/or condition of its constituent materials. The examination may be carried out by means of a close visual inspection or the application of scientific methods.

Conservator

CONSERVATOR 1-5

GROUP STANDARD (Contd)

Institution - an agency responsible for the acquisition and professional care of historic and cultural items/objects which form part of the National Collection.

Research involves searching, investigating or carefully considering a subject with a view to discovering some fact.

Guidelines

There is no objection in principle to the use of positions from other relevant employment groups in conservation sections to complement Conservators.

Conservator

CONSERVATOR 1

WORK LEVEL STANDARD

Definition

Under regular supervision, carries out straightforward conservation of works of art, relics and other objects in national collections.

Features

At this level includes persons with limited conservation knowledge and experience. Initially their work is supervised closely but the level of supervision may be decreased as they gain experience. Often they also assist other conservation staff in the research and analysis and conservation of works of art, relics and other objects in national collections.

Typical Duties

The duty listed below is typical of this work level.

- * Carry out straightforward conservation of works of art, relics and other objects in national collections, for example -
 - washing, bleaching and de-acidifying paper;
 - pressing and laminating paper sheets;
 - stabilising water-affected metal objects;
 - removing adhesive from books, prints or photographs;
 - cleaning of oil paintings; and
 - restitching textile objects.

Conservator

CONSERVATOR 2

WORK LEVEL STANDARD

Definition

Under general supervision, undertakes relevant research and analysis and carries out conservation of works of art, relics and other objects in national collections using established methods and techniques.

Features

Persons at this level have a good knowledge of established conservation methods and techniques and are capable of applying them to a range of materials with little or no supervision. They may specialise in one or more areas of conservation, for example fine arts, wood, textiles, metal, paper, film and photographs, magnetic tape or gramophone records.

Persons at this level may be required to supervise a small group of subordinate staff.

Typical Duties

The duties listed below are typical of this work level

- * Undertake research and analysis of works of art, relics and other objects in national collections to determine their condition and their conservation needs.
- * Carry out conservation of works of art, relics and other objects in national collections using established methods and techniques, and report on conservation treatment carried out, for example -
 - relining of oil paintings;
 - retouching of oil paintings and watercolours;
 - consolidating lifting paint;
 - repairing tears in paper;
 - backing damaged and fragile paper items;
 - removing rust by mechanical and chemical means;
 - repairing of anthropological objects; and
 - repairing book-bindings, and rebinding.
- * Supervise and direct subordinate staff.
- * Give instructions in the handling and care of objects in collections.
- * Train staff in conservation, including the supervision of students from tertiary conservation courses on work programs.

Conservator

CONSERVATOR 3.

WORK LEVEL STANDARD

definition

Under administrative supervision directs the work of a small conservation section.

OR

Under limited supervision, undertakes research and analysis and carries out conservation of works of art, relics and other objects in national collections where the work involves the development and/or adaptation of established methods or techniques.

Features

Persons at this level are expected to have considerable knowledge and experience of established methods and techniques and to have proven competence in the performance of conservation work. They will generally be required to supervise a group of subordinate staff.

Persons who direct a section may also undertake research and analysis and carry out conservation.

Typical Duties

The duties listed below are typical of this work level.

- * Direct the work of a small conservation section, including:
 - drawing up a program of conservation work for the section;
 - ensuring optimum use of equipment;
 - determining new equipment requirements and making recommendations to superior staff;
 - allocating work within the section; and
 - assisting and directing subordinate staff on technical matters.
- * Carry out conservation of works of art, relics and other objects in national collections where the work involves the development and/or adaptation of established methods or techniques, for example:
 - repairing damage to very fragile paper;
 - consolidating extensively damaged or flaking paintings;
 - retouching paintings which have a heavy impasto surface;
 - repairing and restoring very delicate objects such as old lace and maps in fragile condition;

Conservator

CONSERVATOR 3.

WORK LEVEL STANDARD (Contd)

repairing anthropological objects by replacement of parts such as feathers and pieces of bark;

rebinding of leather-bound books; and

repairing inlays in wood, leather or metal.

Undertake research into conservation problems and develop new methods and/or techniques to apply the results of such research.

* Carry out surveys of and report on the conservation needs of collections.

* Train staff in conservation work, including the supervision of students from tertiary conservation courses on work programs.

Conservator

CONSERVATOR 4

WORK LEVEL STANDARD

Definition

Under limited supervision, carries out conservation of works of art, relics and other objects in national collections requiring a high degree of innovation and skill.

OR

Under administrative supervision, directs the work of a conservation section.

Features

Recruitment/advancement to this level will only be approved by the Public Service Board on the recommendation of a Committee appointed for the purpose and composed of an independent expert adviser and representatives of the institution and the Public Service Board.

Persons at this level have substantial experience, and are recognised as experts, in conservation or a closely related field. They will have a record of achievement of a high order together with a significant publication record.

Appropriate qualifications in a relevant discipline such as Conservation, Fine Arts or Materials Science are very desirable.

Persons who direct a section may also undertake research and analysis and carry out conservation.

Typical Duties

The duties listed below are typical of this work level.

- * Direct the work of a conservation section, including -
 - drawing up a program of conservation work for the section;
 - ensuring optimum use of equipment;
 - determining new equipment requirements and making recommendations to superior staff;
 - allocating work within the section; and
 - assisting and directing subordinate staff on technical matters.
- * Carry out conservation of works of art, relics and other objects in national collections requiring a high degree of innovation and skill, for example -

Conservator

CONSERVATOR 4

WORK LEVEL STANDARD (Contd)

- devising and supervising the investigation of problems to which no solution is known; and
- deciding the extent to which a restoration program will use and retain the original historic material, and the extent to which replacement materials will be used.

Undertake research into the more difficult conservation problems and develop new methods and/or techniques to apply the results of such research.

Conservator

CONSERVATOR 5

WORK LEVEL STANDARD

Definition

Controls and directs the conservation program of a major institution and provides advice on conservation matters to the Head of an institution.

Features

There will generally be only one position at this level in each major institution.

In very rare and special circumstances this level could be used to accommodate a person who is not required to assume responsibility for the direction of the institution's conservation program but who is, in the opinion of the Head of an institution, a person of international standing who would be expected to make a unique contribution to the program. Employment of such a person would be subject to approval by the Public Service Board.

Persons at this level have extensive experience, and are recognised as experts, in conservation or a closely related field.

Appropriate qualifications in a relevant discipline such as Conservation, Fine Arts or Materials Science are expected.

Typical Duties

The duties listed below are typical of this work level.

- * Provision of advice to the Director and where appropriate to other agencies on the conservation needs of collections.
- * Formulation, direction and implementation of the conservation program for the institution.
- * Ensuring optimum use of facilities and equipment.
- * Determining new equipment requirements.
- * Devising and implementing staff development programs for conservation staff.



APPENDIX E

Institute for the Conservation of Cultural Material Inc.

P.O. Box 1638 CANBERRA CITY

Mr. David M. Connolly MP.,
Chairman,
Joint Committee of Public Accounts,
Parliament House,
CANBERRA, A.C.T. 2600.

Dear Mr. Connolly,

I am writing to congratulate the Joint Committee of Public Accounts on the recent report - Australian War Memorial - Curatorial and Conservation Functions.

The report has raised many issues which must be solved if our cultural heritage is to be effectively preserved. I believe that in years to come your Committee's report will be considered a landmark in the history of conservation of the nation's cultural resources.

I note with great interest that recommendation 23 of the Report calls for a Code of Ethics for conservators as a means of ensuring maintenance of the highest standards of treatment for all objects conservators handle.

At the May meeting of ICCM Council, the establishment of a Code of Ethics for conservators was discussed. Council has taken initial steps to develop an Australia Code of Ethics and it is hoped to complete this project within the next 12 months.

Ian Cook
Ian Cook
President