

CM13.6. Uiver Collection National Heritage Listing investigation

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Purpose of Report

To provide Council with the outcome of the investigation into the feasibility of nominating the AlburyCity Museum & Social History Uiver sub-collection for National Heritage Listing.

Background

At the 11 October 2021 Council meeting, Council resolved to adopt the revised draft Uiver Collection Policy with a range of changes. This has been completed with the finalised Uiver Collection Policy placed on the Public Policy and Procedure Register. Council also resolved to:

Ask the AlburyCity Museum & Social History team officers to investigate the feasibility and cost (including the cost of a heritage consultant) of nominating the Uiver Collection for National Heritage Listing and reporting back to Council by March 2022.

Museum Officers have completed this investigation with the outcome documented below.

The Uiver collection is a sub-collection of AlburyCity's Museum and Social History Collection. There are approximately 350 archival, audio-visual and object-based heritage items in the Uiver collection. As with the wider Museum & Social History collection, the Uiver sub-collection is managed and stored to national best practice standards by a team of museum professionals at the Albury LibraryMuseum.

The Uiver collection has been used for interpretation purposes for a range of exhibitions, including the ongoing Uiver display as part of the permanent Crossing Place – A Story of Albury exhibition at the Albury LibraryMuseum.

The Uiver story is a key chapter in the memories and history of Albury. The Dutch KLM Douglas DC-2 Uiver airliner competed in the London to Melbourne MacRobertson International Centenary Air Race of 1934. Bad weather forced the Uiver to make an emergency night landing on the Albury racecourse with considerable difficulty, only executed safely because of fast-thinking members of the Albury community. After spending a night stationary, the Uiver was pushed out of the makeshift runway by Albury residents, re-joining the race to Melbourne in daylight, placing second overall and winning the Handicap Prize as a passenger liner.

The Uiver's journey had a lasting effect, including continuing pride within the Albury community, with visits and gifts being exchanged by people in and between the Netherlands, Netherlands East Indies

(now Indonesia) and in Australia, creating ongoing international ties and even technological advances in the aviation industry.

A significance assessment of the Uiver collection was undertaken in 2015 by an external heritage consultant. This assessment indicated that the Uiver collection met the threshold for NSW State Heritage list nomination, which was recognised when it was entered onto the NSW State Heritage Register, as a moveable heritage collection in August 2017.

The Uiver sub-collection was also assessed as holding national level significance against National Library of Australia guidelines. This assessment, as being nationally significant, has enabled the Museum team to successfully apply for two National Library of Australia Community Heritage Grants. The grants have funded a Preservation Needs assessment for the Uiver collection and conservation and preservation work for selected Uiver sub-collection objects.

The Uiver Memorial Community Trust (UMCT) is a not-for-profit organisation with a mission to restore the DC-2 representative Uiver aircraft and establish a museum to display it and tell the Uiver story. While AlburyCity holds the Uiver Collection within the larger Museum and social History Collection, the UMCT focus is specifically on the Uiver story. A Memorandum of Understanding (MOU) between AlburyCity and UMCT is in place which encourages collaboration and resource sharing for promotion and interpretation of the Uiver story.

Issues

National Heritage List

The National Heritage List documents the natural, historic, social, technological and indigenous places of outstanding heritage, significant to Australia as a nation. There are more than 100 places on the National Heritage List. Examples include Sydney Opera House, Uluru, Australian Alps National Park, Bondi Beach, Great Barrier Reef, Brewarrina Aboriginal Fish Traps, Echuca Wharf and Bonegilla Migrant Camp – Block 19.

There are seven aviation specific listings on the National Heritage List, including the Longreach Airport and Qantas Hanger. This is one of the earliest sites of civil aviation activity in Australia also associated with the commencement of the Flying Doctor Service.

Nominations for the National Heritage List are managed by the Federal Department of Agriculture, Water and the Environment (DAWE) and can be made annually. Nominations for the National Heritage List 2022-23 closed on 9 February 2022. It is understood that it takes some time for a place nominated for the National Heritage List to be reviewed and accepted.

Anyone can nominate a place with outstanding heritage values for inclusion on the National Heritage List. The Australian Heritage Council assesses the values of nominated places against set criteria and makes recommendations to the Minister for the Environment about listing. The final decision on listing is made by the Minister.

The Heritage Branch, Department of Agriculture, Water and the Environment have been contacted by a Museum Team member and an Officer has advised by email that:

'objects or collections of objects are not listed on the National Heritage List, except in the case where the collection forms part of the heritage values of a place i.e., they can be included only in relation to a heritage place.'

It is the place that is nominated for the National Heritage List, not the collection. Places on the list are protected under the Environment Protection and Biodiversity Conservation Act 1999 (EPBC Act). An example of a National Heritage Listed Place with an associated Collection is Old Parliament House, Canberra. This listing includes the building and a collection of Old Parliament House furniture.

In summary, the Uiver sub-collection cannot be listed on the National Heritage List without a related heritage place being listed. The National Heritage Listing nomination of the Uiver sub-collection would need to be associated with the nomination of the Uiver emergency landing site in Albury (Albury Racecourse).

Moveable Heritage

Movable heritage (objects and collections) is managed through a different Federal government department (Office for the Arts, Department of Infrastructure, Transport, Regional Development and Communications), different legislation and processes including the Protection of Movable Cultural Heritage Act 1986. There is no national heritage list of moveable heritage.

A range of funding opportunities are provided through this federal government department to assist the preservation and access to nationally significant cultural heritage objects and collections:

- The National Cultural Heritage Account (the Account) supports Australian cultural organisations to acquire significant cultural heritage objects to ensure they are preserved within Australia and are accessible to the public. Objects purchased with the assistance of the Account must meet the criteria for an Australian Protected Object, as outlined in Schedule 1 of the Protection of Movable Cultural Heritage Regulations 2018.
- The Community Heritage Grants program, administered by the National Library of Australia, aims to preserve and provide access to locally held, nationally significant cultural heritage collections across Australia. As stated earlier the Uiver sub-collection has been assessed as holding national level significance against National Library of Australia guidelines and subsequently the Museum team have been successful in obtaining two Community Heritage grants to assist with the ongoing preservation of the Uiver sub-collection.

Nominating the Uiver landing site (Albury Racecourse) with the AlburyCity Uiver sub-collection for the National Heritage List

An option is to investigate the nomination of the Uiver landing site in Albury (Albury Racecourse) onto the National Heritage List, with the AlburyCity Uiver sub-collection included in this nomination.

The Uiver landing site at the Racecourse is not specifically listed as a heritage item on the Albury Local Environmental Plan 2010 at either a local (Albury) or NSW State level, although the *Racecourse Public Entrance Gates and Office* are a locally listed heritage item (I319) on the Albury LEP 2010. It is noted in the Albury LEP listing for these two items that the racecourse was the site of the emergency

landing of the Uiver in 1934, and the sites association with the landing of the Uiver also holds social significance due to the community spirit exhibited in assisting the planes safe landing.

As stated earlier anyone can nominate a place for inclusion on the National Heritage List. Whilst AlburyCity does not own or manage the Albury Racecourse, AlburyCity could consider nominating the Uiver emergency landing site (Albury Racecourse) on behalf of the Albury Racing Club who manage the site, which is on Crown Land. There would need to be significant consultation with Albury Racing Club and the NSW State Government as Crown land is regulated by the relevant state government legislation.

To ensure the on-going protection of a national heritage place, National Heritage Listing requires that a management plan be produced that sets out how the heritage values of the site will be protected or conserved. Consultation with the Racing Club and State Government would need to include discussions regarding the nomination and the development and ongoing management of the associated heritage management plan and how this might impact the operations and responsibilities of the Albury Racing Club and the use of Crown land.

An officer from the Heritage Branch, Department of Agriculture, Water, and the Environment has advised that in pursuing a nomination for National Heritage Listing:

'It is important that you work with people and groups who use, manage, or have legal responsibility for the place and provide evidence that they support your nomination'.

The Department have also indicated that for a nomination to succeed there would need to be strong support from all interested parties, including relevant local, state, and national stakeholder organisations.

A discussion with the Chair of the Uiver Memorial Community Trust (UMCT) has indicated a lack of support for progressing the nomination of the Uiver landing site (Albury Racecourse) for National Heritage Listing. His view is that, at this stage, this would add a level of unneeded complexity to the interpretation of the Uiver story.

It is noted that a review of the Albury Heritage Study, led by the AlburyCity City Planning Team, is due to commence in the coming weeks. As part of consultation for this project, any interested parties or community members will be able to nominate places of heritage significance for consideration as a local listing.

Quotation for the Cost of a Heritage Consultant

The Museum team have obtained two quotations for the cost of a heritage consultant to assist in the preparation of documentation for nomination of the Albury Racecourse onto the National Heritage List, with the AlburyCity Uiver sub-collection included in this nomination.

The quotations vary between \$5000 plus travel to up to \$30,000, contingent on the nature of the historical research and other evidence that is available to validate the assessment under the National Heritage List criteria.

Risk

- **Business Risk** – AlburyCity could consider nominating the Uiver emergency landing site in Albury (Albury Racecourse), on behalf of the Albury Racing Club. An associated heritage management plan would require development, and there would need to be clarity regarding responsibility for this. Support and commitment would need to be obtained from the Albury Racing Club (land manager) and NSW Government (landowner).
- **Corporate Risk** – As per the advice from The Heritage Branch, Department of Agriculture, Water and the Environment, the Uiver sub-collection is not eligible for nomination for listing on the National Heritage List without a related heritage place being listed. There could be an impact of the reputation of AlburyCity if Council were to proceed with a nomination.
- **WHS and Public Risk** – None identified.
- **Environmental Risk** – None identified
- **Delivery Program Risk** – To proceed with engaging a heritage consultant to assist in the preparation of documentation for nomination of a place on the National Heritage List is an expense that could impact on other Council and Museum program priorities.

Community Engagement

In investigating the feasibility of nominating the Uiver sub-collection on the National Heritage List the Museum team have consulted with:

- Officers from the Federal Department of Agriculture, Water and the Environment (DAWE);
- Officers from the Office for the Arts, Department of Infrastructure, Transport, Regional Development and Communications;
- Mr Noel Jackling, Uiver Historian;
- Two Heritage Consultants; and
- Uiver Memorial Community Trust Chairperson.

Options

1. That Council receives and notes this report on the investigation into the nomination of the Uiver sub-collection for National Heritage listing and does not progress the matter any further. **Recommended.** Or
2. That Council receives the report and, subject to landowner consent, allocate funding in the draft 2022/23 One Year Operational budget to commission further investigations to support a future application for National Heritage Listing of the Uiver landing place. **Not Recommended.**

Conclusion

At the Council Meeting on 11 October 2021 Council resolved to:

Ask the AlburyCity Museum & Social History team officers to investigate the feasibility and cost (including the cost of a heritage consultant) of nominating the Uiver Collection for National Heritage Listing and reporting back to Council by March 2022.

Museum Officers have completed this investigation.

The National Heritage List documents the places of outstanding heritage important to Australia as a nation. Nominations for the National Heritage List are managed by the Federal Department of Agriculture, Water, and the Environment (DAWE) and can be made annually. DAWE have been contacted and they have advised that objects or collections of objects are not listed on the National Heritage List except in the case where the collection forms part of the heritage values of a place (i.e., they can be included only in relation to a heritage place). It is the Place that is nominated for the National Heritage List, not the collection.

Movable heritage (objects) is managed through a different Federal government department (Office for the Arts, Department of Infrastructure, Transport, Regional Development and Communications). Whilst there is no national heritage list associated with moveable heritage, there are some funding opportunities provided, through this department, to assist the preservation and access to nationally significant cultural heritage objects and collections. These programs are the National Cultural Heritage Account (the Account) and the Community Heritage Grant Program (administered by the National Library of Australia).

In 2015 AlburyCity commissioned Heritage consultants, Context, to undertake a significance assessment of the Uiver sub-collection. The collection was assessed as reaching the criteria and threshold of State heritage significance and the information in this report was used to support the nomination and subsequent listing of the Uiver Collection on the NSW State Heritage Register.

The Uiver sub-collection was also assessed as holding national level significance against National Library of Australia guidelines. This assessment, as being nationally significant, has enabled the Museum team to successfully apply for two Community Heritage Grants.

In summary, the Uiver sub-collection cannot be listed on the National Heritage List without a related heritage place being listed. The National Heritage Listing nomination of the Uiver sub-collection would need to be associated with the nomination of the Uiver emergency landing site in Albury (Albury Racecourse).

Whilst AlburyCity does not own or manage the Albury Racecourse, AlburyCity could consider nominating the Uiver emergency landing site (Albury Racecourse) on behalf of the Albury Racing Club who manage the site, which is on Crown Land. There would need to be significant consultation with Albury Racing Club and the NSW State Government as Crown land is regulated by the relevant state government legislation. Consultation would include discussions regarding the nomination and the development and ongoing management of an associated heritage management plan and how this might impact the operations and responsibilities of the Albury Racing Club and the use of Crown land.

The Uiver landing site at the Racecourse is not specifically listed as a heritage item on the Albury Local Environmental Plan 2010 at either a local (Albury) or NSW State level, although the *Racecourse Public Entrance Gates and Office* are a locally listed heritage item (I319) on the Albury LEP 2010. It is noted in the Albury LEP listing for these two items that the racecourse was the site of the emergency landing of the Uiver in 1934.

The Museum team have obtained two quotations for the cost of a heritage consultant to assist in the preparation of documentation for nomination of the Albury Racecourse onto the National Heritage List, with the AlburyCity Uiver sub-collection included in this nomination. The quotations vary between \$5000, plus travel, to up to \$30,000, contingent on the nature of the historical research and other evidence that is available to validate the assessment under the National Heritage List criteria.

It is recommended that AlburyCity does not proceed with the nomination for National Heritage Listing of the Uiver emergency landing site (Albury Racecourse) with the AlburyCity Uiver sub-collection included in this nomination.

It is noted that a review of the Albury Heritage Study, led by the AlburyCity City Planning Team, is due to commence in the coming weeks. As part of consultation for this project, any interested parties or community members will be able to nominate places of heritage significance for consideration as a local listing.

Recommendation

That Council receives and notes this report on the investigation into the nomination of the Uiver sub-collection for National Heritage listing and does not progress the matter any further.