

# Royal Exhibition Building & Carlton Gardens World Heritage Management Plan

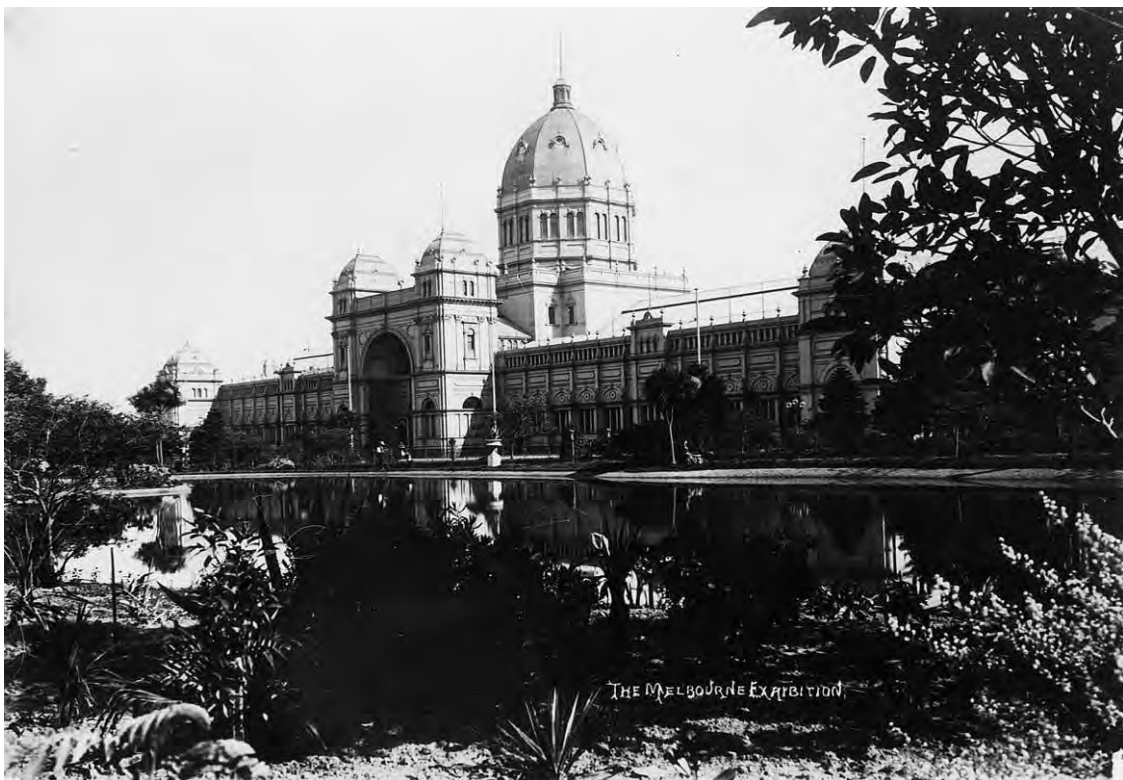


## Attachment A REB & CG Conservation Management Plan Part 1 - Main Report

Royal Exhibition Building & Carlton Gardens  
Carlton

Conservation management plan

Volume 1: Main Report





Royal Exhibition Building & Carlton Gardens  
Carlton

Conservation management plan

Volume 1: Main Report

Prepared for  
Heritage Victoria

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Updated June 2008

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Name Position  
on behalf of the City of Melbourne

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Signature Date

.....  
Name Position  
on behalf of Heritage Victoria



## **PROJECT TEAM**

Authorship of previous conservation reports, on which this updated CMP relies, are identified in Section 1.5 'Previous Reports and Studies'.

The project team involved in this updated report are as follows:

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## 1.0 INTRODUCTION

### 1.1 Background

This report was prepared for Heritage Victoria; its purpose is to update, including a review and revision, the draft 2004 Conservation Management Plan (CMP) for the Royal Exhibition Building (REB) and Carlton Gardens. The 2004 report was prepared by Allom Lovell and Associates (now Lovell Chen) and Context Pty Ltd, for the City of Melbourne and Museum Victoria. This updated CMP incorporates comments, feedback and suggestions on the 2004 report, expands on some areas of the report (including additional graphic material), and addresses specific Commonwealth *Environment Protection and Biodiversity Conservation Act 1999 (EPBC Act)* requirements for Management Plans for heritage places included in the National Heritage List (NHL) and World Heritage List (WHL). In July 2004, the site of the Royal Exhibition Building, Exhibition Reserve and Carlton Gardens was included in the Australian National Heritage List and inscribed in the World Heritage List.

A Steering Committee comprising representatives from Heritage Victoria, City of Melbourne and Museum Victoria, provided direction and guidance on preparation of this report.

Some of the conservation objectives included in this report, which are valid objectives carried over from the 2004 report, have already been acted on or are in the process of being acted on. It is also noted that, while this report is as current as can reasonably be achieved with regard to describing existing conditions, some information may be out of date where recent works have occurred.

### 1.2 Subject Site

The Royal Exhibition Building is located in the Carlton Gardens, Carlton, bordered by Victoria, Nicholson, Carlton and Rathdowne Streets (Figure 1). Both the Royal Exhibition Building and the Melbourne Museum are located within an area excised from the broader Carlton Gardens, which is known as the 'Exhibition and Museum Purposes Reserve' (generally referred to below as the 'Exhibition Reserve'). The East, West and South Forecourts to the Royal Exhibition Building, and the Museum Plaza, are also located within the Exhibition Reserve. The Carlton Gardens additionally comprise the South and North Gardens, being the southern and northern garden components separated by the Exhibition Reserve. (See Figure 2, a site plan showing the principal site components, including the area of the Exhibition Reserve.)

### 1.3 Purpose of Report

The purpose of the report is to provide an integrated CMP to guide the future use, development and management of the Royal Exhibition Building, Exhibition Reserve and Carlton Gardens. The need for an integrated CMP is supported by the statutory requirements of the *EPBC Act* (as amended) and derives from the management principles of the *EPBC Regulations* (also as amended) for places included in the National Heritage List and World Heritage List (see Section 1.8 below). As a consequence the whole of the site is subject to the *EPBC Regulations*, in addition to the provisions of any relevant state and local laws, including heritage and planning.

In addition to expanding and updating the 2004 draft report, this CMP also integrates material from other previous reports and studies which, to a greater or lesser degree,

provided conservation policies and guidelines for the Royal Exhibition Building, Exhibition Reserve and Carlton Gardens (see Section 1.5 below).

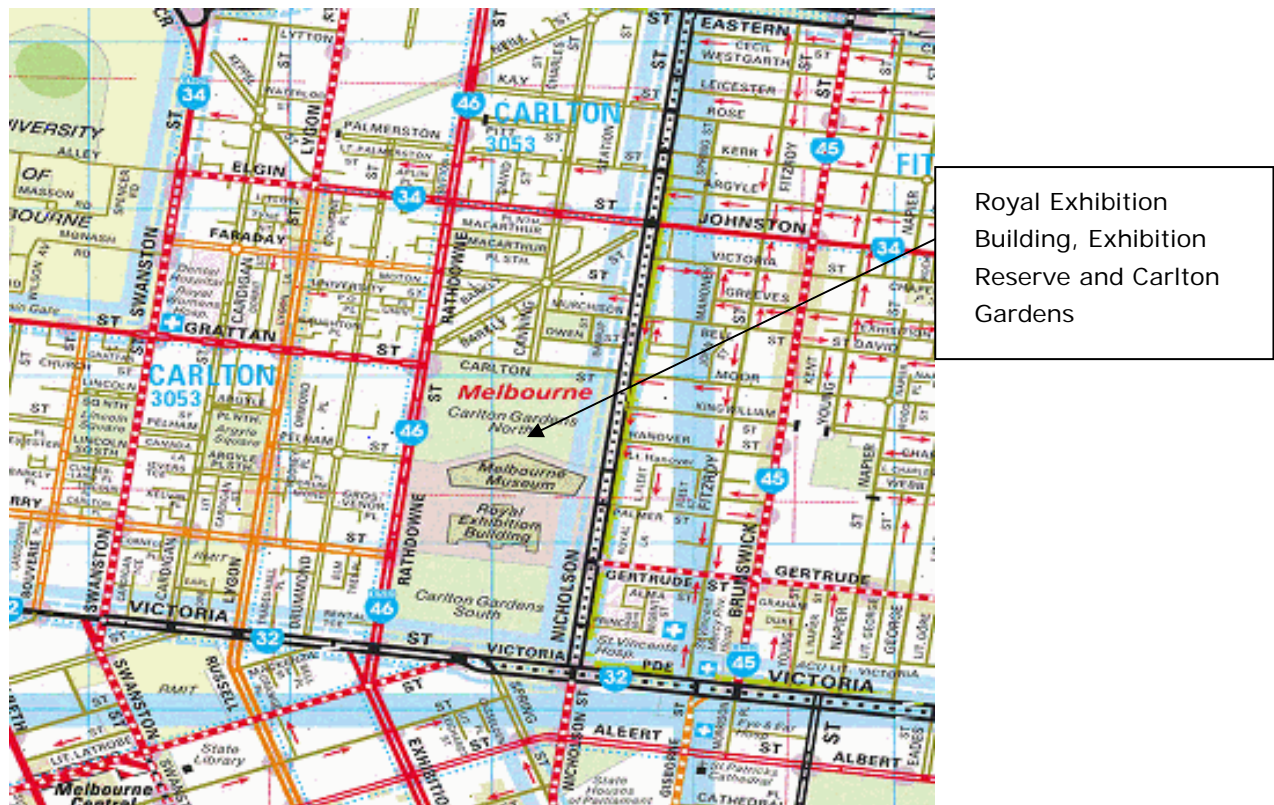


Figure 1 Location Plan.  
Source: Melways street directory

#### 1.4 Related Documents

This CMP forms one of a suite of current and proposed documents relating to the conservation and management of the REB, Carlton Gardens and the site context and setting. These documents largely derive from the inscription of the REB and Carlton Gardens on the World Heritage List, and are as follows:

- World Heritage Management Plan (to be prepared, the over-arching document)
- Memorandum of Understanding between Museum Victoria and City of Melbourne (June 2004) as the managers of the site
- Carlton Gardens Master Plan (City of Melbourne, May 2005)
- Royal Exhibition Building and Exhibition Reserve Master Plan (Museum Victoria, endorsed by Museums Board of Victoria, February 2007)
- World Heritage Environs Area (WHEA) Strategy Plan (Heritage Victoria, to be completed late 2007-early 2008)

#### 1.5 Previous Reports & Studies

In 1987, Allom Lovell Sanderson prepared a conservation policy for the Royal Exhibition Building, for the Exhibition Trustees. This was based on a Conservation Analysis written by Allan Willingham in 1983. The Trustees subsequently adopted it as the basis for the

consideration of all issues affecting the conservation of the building and its immediate curtilage (as included under the control of the Trustees), in particular the restoration works to the dome and interior decorative scheme, in addition to other works projects undertaken before control of the building passed to Museum Victoria in 1996.

In 1999, Museum Victoria commissioned Allom Lovell and Associates to produce a CMP for the building. The brief called for an analysis of the history and physical evolution of the building and its immediate environs, gardens and built landscape features to assess the cultural significance of the site. It excluded the Carlton Gardens proper and the Hochgürtel Fountain which were under the control of the City of Melbourne. A conservation policy and strategy was also developed to address the future management of the Royal Exhibition Building site as the first step in the development of a detailed five-year management plan.

In 2000, John Patrick Pty Ltd produced a Conservation Analysis for the Carlton Gardens, for the City of Melbourne. At the same time, Meredith Gould, Architect Pty Ltd, prepared a 'Draft Review of Previous Conditions of the West, East and South Forecourts of the Royal Exhibition Building and Carlton Gardens' for Museum Victoria. In 2001, John Patrick Pty Ltd, in conjunction with Allom Lovell and Associates was commissioned by the City of Melbourne to write a draft CMP of the Carlton Gardens (completed 2002).

Subsequently, a review of the analysis of significance of the place as a whole against the World Heritage criteria, the National List criteria and the (State) Victorian Heritage Register criteria was required to support the nomination of the place to the World Heritage List and Australian National Heritage List in 2004. This resulted in the aforementioned draft 2004 CMP.

In relation to the Carlton Gardens (landscape, plantings, trees, etc) Meredith Gould Architects Pty Ltd, in association with Contour Design Australia Pty Ltd, prepared *Carlton Gardens Tree Conservation Strategy* for the City of Melbourne (December 2006). This report includes a conservation strategy for every tree within the Carlton Gardens, and recommendations for planting, including a list of suitable species. In addition, Matrix Archaeological Services prepared a report for the City of Melbourne in November 2006, *Preliminary Archaeological Investigations: Carlton Gardens*. This study relates to sub-surface investigations in the South Garden, of the *parterre* beds and scroll garden.

All of these reports have been referred to and integrated as appropriate into the current document.

### *Summary*

Previous reports in chronological order:

- Willingham, Allan. *The Royal Exhibition Building, Carlton: A Conservation Analysis*. Report prepared for the Exhibition Trustees, November 1983.
- Allom Lovell Sanderson Pty Ltd. *Report on the Internal Decoration of the Exhibition Building*. Prepared for the Exhibition Trustees, June 1987.
- Meredith Gould Architects Pty Ltd. *Carlton Gardens Tennis Facility Conservation Plan*. Report prepared for the City of Melbourne, September 1998.
- Allom Lovell and Associates. *Royal Exhibition Building Conservation Management Plan*, August 1999.

- John Patrick Pty Ltd. *Carlton Gardens Conservation Analysis*. Report prepared for the City of Melbourne, June 2000.
- Meredith Gould Architects Pty Ltd. *Draft Review of Previous Conditions of the West, East and Southeast Forecourts of the Exhibition Building, Carlton Gardens*, 2000.
- John Patrick Pty Ltd, in association with Allom Lovell and Associates. *Carlton Gardens Conservation Management Plan*. Report prepared for the City of Melbourne, January 2002.
- Allom Lovell and Associates and Context Pty Ltd. *Royal Exhibition Building and Carlton Gardens Conservation Management Plan*. Report prepared for the City of Melbourne and Museum Victoria, draft, July 2004.
- Matrix Archaeological Services. *Preliminary Archaeological Investigations: Carlton Gardens*. Report prepared for the City of Melbourne, November 2006.
- Meredith Gould Architects Pty Ltd, in association with Contour Design Australia Pty Ltd. *Carlton Gardens Tree Conservation Strategy*. Report prepared for the City of Melbourne, December 2006 (draft).

## 1.6 Methodology

This document broadly follows the format of the Australia ICOMOS (International Council on Monuments and Sites) guidelines for the preparation of conservation plans<sup>1</sup> and the principles set out in the *Australia ICOMOS Burra Charter, 1999*.

In researching the history of the site, much information had already been documented in several readily available sources; this was supplemented where possible with reference to additional primary sources such as original or early architectural drawings, building plans, site plans, and historic images. As regards assessing the significance of the Royal Exhibition Building and Carlton Gardens, their significance was already well-known and documented including the case supporting inscription on the World Heritage List. Therefore much of this work for the present report was a compilation of essential information pertinent to the task at hand. More discursive material will be found in published sources and in the Royal Exhibition Building archives now held by Museum Victoria.

### *Glossary*

A glossary of words and terms is included at the end of Chapter 3.

### *Appendices*

In addition to the information contained in the body of this report, a number of appendices are included which provide additional historic and graphic material in particular, as well as a chronology of development of the Carlton Gardens and Exhibition Reserve. These include:

#### **Appendix C Carlton Gardens Chronology**

A chronological summary (in table form) of events and activities which have had a physical impact on the gardens and Exhibition Reserve between 1852 and 2002.

### **Appendix D Historic Site Plans and Aerial Photographs**

Beginning with Kearney's 1855 map, this appendix (again in generally chronological order) includes historic plans and aerial images which illustrate the evolution of the site up until about 2001.

### **Appendix E Historic Building Plans**

This appendix reproduces a series of original architectural drawings and plans of the Royal Exhibition Building, including floor plans and elevations mostly dating from 1879, from the Bates Smart and McCutcheon archives, University of Melbourne.

### **Appendix F Historic Images**

This appendix provides additional historic images to compliment those used elsewhere in the report, and is again arranged largely in chronological order. The images include photographs, postcards, prints, wood engravings, lithographs and etchings of the Royal Exhibition Building and Carlton Gardens, many of which are reproduced from the Picture Collection of the State Library.

### **Appendix H Site Development Plans**

Appendix H has a series of chronological site development plans (key plans, prepared by Lovell Chen), which illustrate key changes to the Carlton Gardens and Exhibition Reserve over time.

## **1.7 Listings & Classification**

### *UNESCO World Heritage List*

The Royal Exhibition Building and Carlton Gardens was inscribed in the list on 1 July 2004. The citation reads:

*Criterion (ii):* The Royal Exhibition Building and the surrounding Carlton Gardens, as the main extant survivors of a Palace of Industry and its setting, together reflect the global influence of the international exhibition movement of the 19th and early 20th centuries. The movement showcased technological innovation and change, which helped promote a rapid increase in industrialisation and international trade through the exchange of knowledge and ideas.

### *National Heritage List*

In July 2004 the Royal Exhibition Building and Carlton Gardens was one of the first three places in Australia to be included in the (then new) National Heritage List. The place met the following criteria:

A the place has outstanding heritage value to the nation because of the place's importance in the course, or pattern, of Australia's natural or cultural history

B the place has outstanding heritage value to the nation because of the places' possession of uncommon, rare or endangered aspects of Australia's natural or cultural history

D the place has outstanding heritage value to the nation because of the place's importance in demonstrating the particular characteristics of:

- i. a class of Australia's natural or cultural places
- ii a class of Australia's natural or cultural environments

E the place has outstanding value to the nation because of the place's importance in exhibiting particular aesthetic characteristics valued by a community or cultural group

F the place has outstanding heritage value to the nation because of the place's importance in demonstrating a high degree of creative or technical achievement at a particular period.

The complete National Heritage List citation and assessment is included at Appendix A.

#### *Victorian Heritage Register*

The Royal Exhibition Building and Carlton Gardens is included on the Victorian Heritage Register, maintained by Heritage Victoria, to the extent of all of the buildings and structures including the Royal Exhibition Building, Curator's Cottage, Hochgürtel Fountain, French Fountain, Westgarth Drinking Fountain, Stawell Sandstone Sample, Palisade Fence and Gate, Remnants of Bluestone Base to Palisade Fence and the Iron Rod Fence. All of the landscape features including the pathways in the North and South Gardens, and the Lake and Island in the South Garden. The Royal Exhibition Building, designated as building H1501, was gazetted on 28 May 1998. In 2002 the registration was extended to include the Carlton Gardens. A permit is required from Heritage Victoria in order to carry out works or activities at the registered place.

The Victorian Heritage Register citation (including the statement of significance and extent of registration) is reproduced at Appendix A.

#### *Melbourne Planning Scheme*

The Royal Exhibition Building and Carlton Gardens is identified as HO69 in the Heritage Overlay Schedule to the Melbourne Planning Scheme. The site is zoned under Public Use Zone 7 (for 'other' public purposes). There are no Design and Development controls over the site.

The Royal Exhibition Building was graded A in the *Carlton Conservation Study* prepared by Nigel Lewis and Associates, 1984.

#### *Register of the National Estate*

The Royal Exhibition Building and Carlton Gardens are included on the *Register of the National Estate*, maintained by the Australian Heritage Council, as a registered historic place on 21 March 1978 (Database Number 5173, File No. 2/11/033/0142). There are no statutory requirements as a consequence of this registration.

### *National Trust of Australia (Victoria)*

The Royal Exhibition Building and Carlton Gardens was classified by the National Trust of Australia (Victoria) as a building of state significance in 1958 (File No. 842). There are no statutory requirements as a consequence of this classification.

## **1.8 Statutory Management Regime**

As noted above, the whole of the place is subject to the provisions of the *EPBC Act* in addition to the *Victorian Heritage Act 1995*, the *Victorian Planning and Environment Act 1987* and the Melbourne Planning Scheme, specifically Clause 22.05 and 43.01. As the site has been operating under the State and local provisions for many years, these are not detailed here. The relevant *EPBC Regulations* relating to World Heritage properties are outlined in detail at Chapter 6, Section 6.3 and include:

- World heritage management principles including ‘General Principles’ and principles relating to management planning).
- Criteria for the accreditation of management plans for World Heritage properties.
- Specified content of management plans for World Heritage properties.

Section 6.3 also outlines the assessment and approval process as per the *EPBC Act*.

## **1.9 Terminology**

The conservation terminology used in this report is of a specific nature, and is defined within *The Australia ICOMOS Burra Charter, 1999* as endorsed by all statutory and national heritage bodies (See Appendix B). The terms most frequently referred to are: *place, cultural significance, fabric, conservation, preservation, restoration, reconstruction, adaptation and interpretation*. These terms are defined in the revised charter as follows:

*Place* means site, area, land, landscape, building or other work, group of buildings or other works, and may include components, contents, spaces and views.

*Cultural significance* means aesthetic, historic, scientific, social or spiritual value for past, present or future generations. *Cultural significance* is embodied in the *place* itself, its *fabric, setting, use, associations, meanings, records, related places* and *related objects*.

*Fabric* means all the physical material of the *place* including components, fixtures, contents and objects.

*Conservation* means all the processes of looking after a *place* so as to retain its *cultural significance*.

*Maintenance* means the continuous protective care of the *fabric* and *setting* of a *place*, and is to be distinguished from repair. Repair involves *restoration* or *reconstruction*.

*Preservation* means maintaining the *fabric* of a *place* in its existing state by removing accretions or by reassembling existing components without the introduction of new material.



*Restoration* means returning the existing *fabric* of a *place* to a known earlier state by removing accretions or by reassembling existing components without the introduction of new material.

*Reconstruction* means returning a *place* to a known earlier state and is distinguished from *restoration* by the introduction of new material into the *fabric*.

*Adaptation* means modifying a *place* to suit the existing use or a proposed use.

*Use* means the functions of a *place*, as well as the activities and practices that may occur at the *place*.

*Compatible use* means a *use* which respects the *cultural significance* of a *place*. Such a *use* involves no, or minimal, impact on *cultural significance*.

*Setting* means the area around a *place*, which may include the visual catchment.

*Related place* means a *place* that contributes to the *cultural significance* of another *place*.

*Related object* means an object that contributes to the *cultural significance* of a *place* but is not at the *place*.

*Associations* mean the special connections that exist between people and a *place*.

*Meanings* denote what a *place* signifies, indicates, evokes or expresses.

*Interpretation* means all the ways of presenting the *cultural significance* of a *place*.

## **1.10 Further research**

This report was prepared using information largely contained within existing reports, supplemented by some additional research into primary sources, particularly historic site plans, architectural drawings and images. It is noted that the scope of this report did not provide for checking and reviewing historical information contained in other reports and publications, nor returning to and re-examining all primary sources referred to in other reports and publications. The latter includes the historic Crown Land Reserve files maintained by the Department of Sustainability & Environment. This remains an outstanding research task with regard to fully documenting, confirming and updating all aspects of the historical development and evolution of the Royal Exhibition Building, Exhibition Reserve and Carlton Gardens.

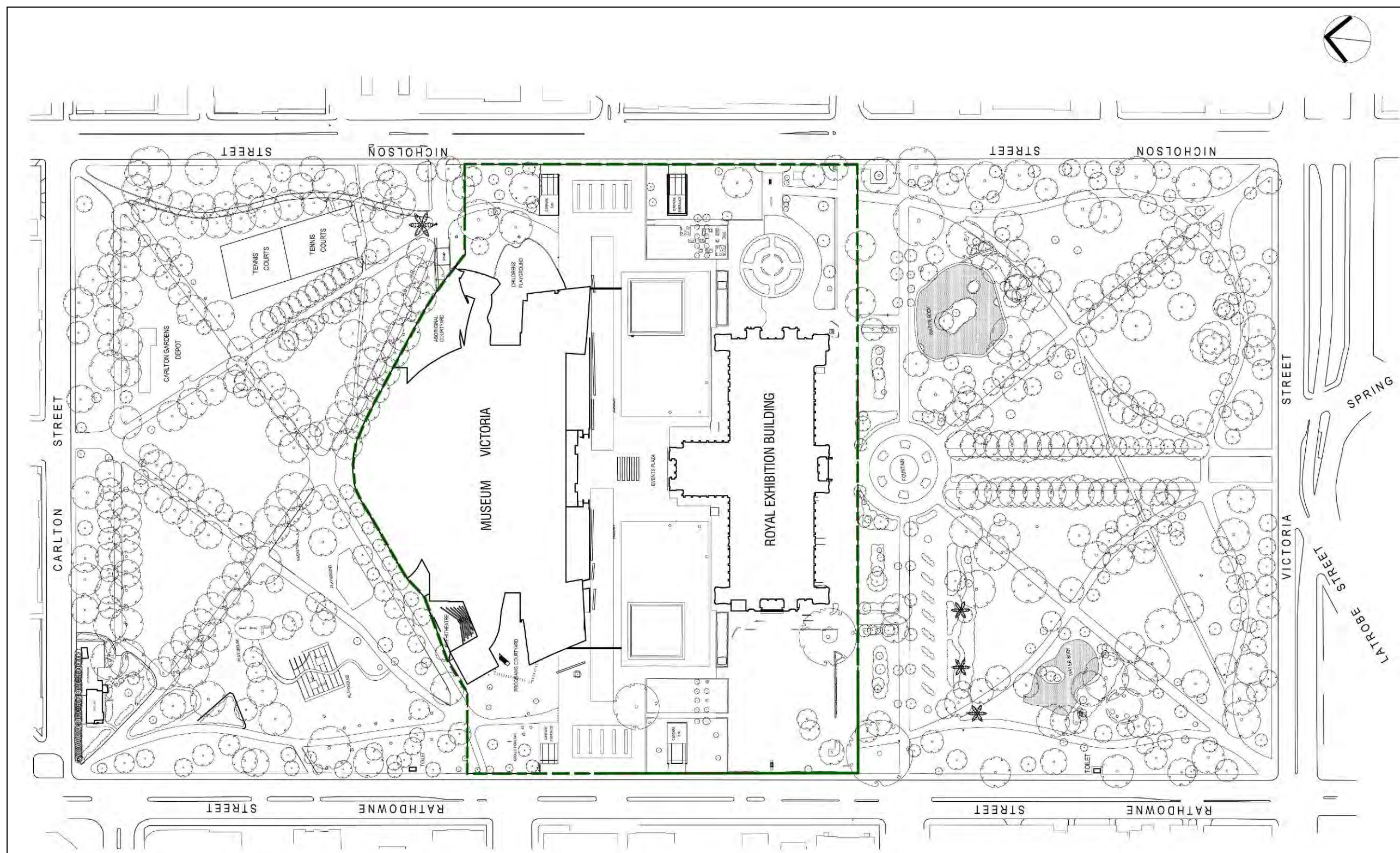


Figure 2 Site plan (north is at left of page) showing principal site components. The broken black/green line around the centre of the site (incorporating the Royal Exhibition Building and the Melbourne Museum) is indicative of the area currently included in the 'Exhibition and Museum Purposes Reserve'. The North Garden is at left, and the South Garden at right. Source: Melbourne City Council Tree Survey, 1999 (with updated annotations by Lovell Chen)

