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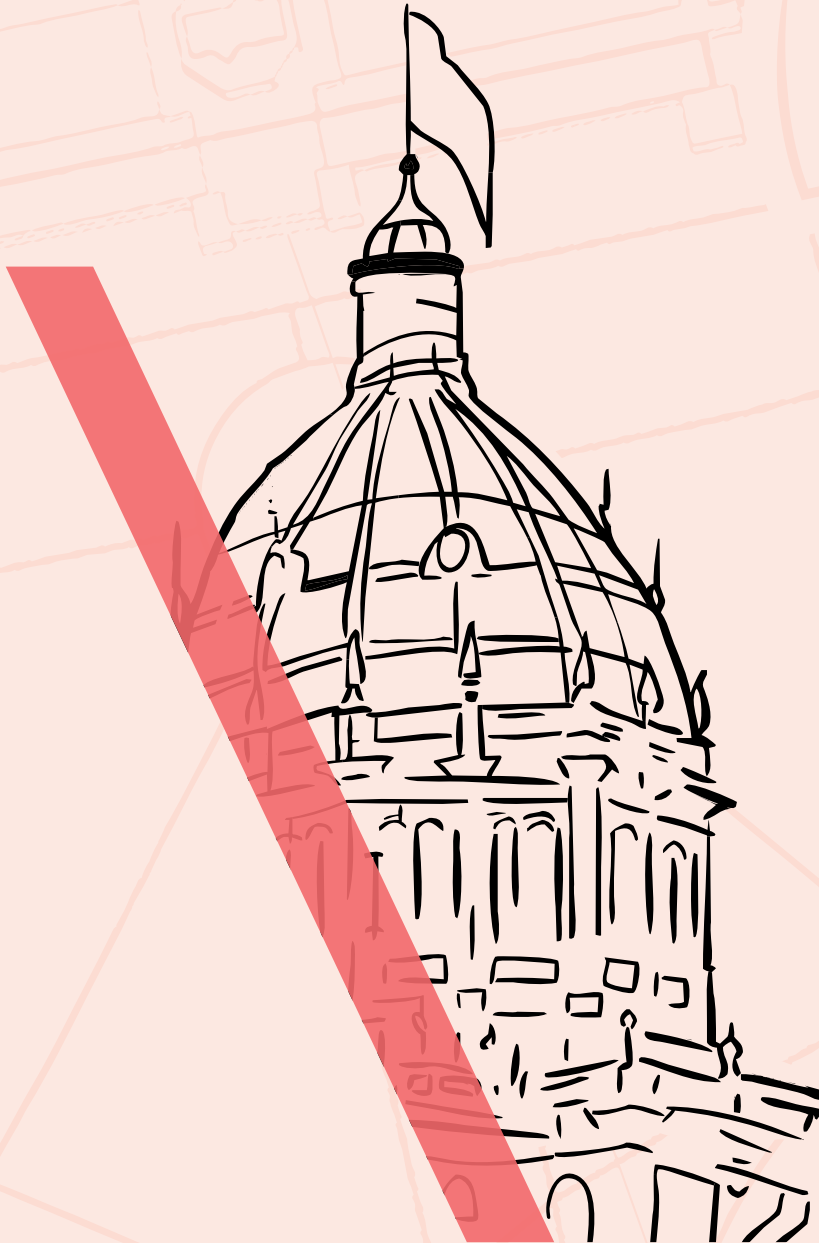


Royal Exhibition Building

Royal Exhibition Building & Carlton Gardens

Heritage Management Plan

Part 3 of 5 of the World Heritage Management Plan



Prepared for the World Heritage Steering Committee for the Royal Exhibition Building and Carlton Gardens.

The World Heritage Management Plan (WHMP) for the Royal Exhibition Building and Carlton Gardens consists of five parts; this Heritage Management Plan is Part 3.

The five parts are as follow:

- Royal Exhibition Building and Carlton Gardens Overview Site Management Plan; Part 1 of the WHMP
- Traditional Owner and First Peoples' Cultural Values for the Royal Exhibition Building and Carlton Gardens; Part 2 of the WHMP
- Royal Exhibition Building and Carlton Gardens Heritage Management Plan; Part 3 of the WHMP
- Carlton Gardens Master Plan; Part 4 of the WHMP
- Exhibition Reserve Master Plan; Part 5 of the WHMP

All five parts should be considered together as the complete WHMP. The Overview Site Management Plan provides overarching guidance. Users should refer first to the Overview Site Management Plan to understand the framework for the WHMP and the overarching policies and principles for managing the site. Individual parts respond to different management requirements and proposed outcomes across the Royal Exhibition Building and Carlton Gardens. For this reason, the parts may be used individually when being practically applied by the responsible management bodies.

Users should refer to the World Heritage Environs Area Strategy Plan in conjunction with the WHMP for strategic guidance for planning and management in the World Heritage Environs Area.

**ROYAL EXHIBITION BUILDING
AND CARLTON GARDENS**

HERITAGE MANAGEMENT PLAN, VOLUME 1

PART 3 OF THE WORLD HERITAGE MANAGEMENT PLAN

Prepared for

City of Melbourne

and

Museums Victoria

June 2023

Quality Assurance Register

The following quality assurance register documents the development and issue of this report prepared by Lovell Chen Pty Ltd in accordance with our quality management system.

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23/06/2023	Final, updated WHMP issue	Lovell Chen

Referencing

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ACKNOWLEDGEMENT OF COUNTRY

We acknowledge and respect Victorian Traditional Owners as the original custodians of Victoria's land and waters, their unique ability to care for Country and deep spiritual connection to it. We honour Elders past and present whose knowledge and wisdom has ensured the continuation of culture and traditional practices. We are committed to genuinely partner, and meaningfully engage, with Victoria's Traditional Owners and Aboriginal communities to support the protection of Country, the maintenance of spiritual and cultural practices and their broader aspirations in the 21st century and beyond.

This acknowledgement made on behalf of the Royal Exhibition Building and Carlton Gardens World Heritage Steering Committee.

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EXECUTIVE SUMMARY

The Royal Exhibition Building (REB) and Carlton Gardens is located in Carlton, Melbourne, and included in the World Heritage List (WHL), National Heritage List (NHL) and Victorian Heritage Register (VHR). The place was inscribed in the WHL in 2004 for its 'Outstanding Universal Value', being the main extant surviving purpose-built exhibition building associated with the international exhibition movement which remains in its original setting.

Surrounding the REB and Carlton Gardens is the World Heritage Environs Area (WHEA). The *World Heritage Environs Area Strategy Plan: Royal Exhibition Building and Carlton Gardens* (WHEA Strategy Plan, Department of Planning and Community Development, October 2009), provides for the protection of the World Heritage values of the REB and Carlton Gardens through specific planning controls in the Buffer Zone (an area around the heritage place declared under s. 169 of the *Heritage Act 2017* (Heritage Act) to protect the World Heritage values of the place). The WHEA strategy plan is currently under review.

Purpose of report

The purpose of this Heritage Management Plan (HMP) is to guide the conservation of the Royal Exhibition Building (REB) and Carlton Gardens. This includes conserving the heritage values of the place in the context of ongoing exhibition use and management by Museum Victoria and the City of Melbourne. Preparation of the HMP is also a statutory requirement of the Commonwealth *Environment Protection and Biodiversity Conservation Act 1999* (EPBC Act) for places included in the WHL and NHL.

The HMP provides detailed information relating to the management and protection of the WHL, NHL and VHR heritage values. It works in conjunction with the Overview Site Management Plan (OSMP) which provides the high level overview of the management and protection of these values. Reflecting the management frameworks in place, the conservation and management policies in this HMP have been developed with a view to retain, conserve and promote the Outstanding Universal Value of the REB and Carlton Gardens, together with the national and state heritage values. Any proposal for change or development at the REB and Carlton Gardens should undergo careful and considered assessment against the WHMP, this HMP and its conservation policy. The HMP provides guidance for statutory approvals processes under the EPBC Act and the Heritage Act, as related to World, National and State level heritage values. For additional information related to the statutory requirements of an HMP in accordance with the EPBC Act refer to Section 1.5 Methodology.

Commission

This HMP for the REB and Carlton Gardens was commissioned by Museums Victoria and the City of Melbourne. The HMP is one of several parts which make up the WHMP.

The HMP revises and updates the *Royal Exhibition Building and Carlton Gardens Conservation Management Plan*, prepared by Lovell Chen for Heritage Victoria in 2007 (updated in 2008 and generally referred to below as the '2008 CMP'). It is noted that the name of the report has changed from 'Conservation Management Plan' to 'Heritage Management Plan' reflecting the requirements of the EPBC Act.

The updated HMP reorganises the structure and content of the report; incorporates more up-to-date statutory and descriptive/physical information, including in relation to works which have occurred, or are underway, since completion of the previous report (see 'Recent works' below); and includes additional historical information and graphics.

The updated HMP incorporates feedback from public consultation received during exhibition of both the 2013 WHMP and the updated WHMP, and from a separate process of consultation with Aboriginal and Torres Strait Islander peoples which has produced the *Traditional Owner and First People's Cultural Values for the Royal Exhibition Building and Carlton Gardens* (GML Heritage, 2021).

A project steering team comprising representatives from Museums Victoria and the City of Melbourne, provided direction and guidance on preparation of this report.

ABBREVIATIONS

<i>Disability Discrimination Act 1992 (Cth)</i>	DDA Act
<i>Environment Protection and Biodiversity Conservation Act, 1999 (Cth)</i>	EPBC Act
<i>Aboriginal Heritage Act 2006 (Vic)</i>	Aboriginal Heritage Act
Carlton Gardens Master Plan	CGMP
Exhibition Reserve Master Plan	ERMP
<i>Heritage Act 2017 (Vic)</i>	Heritage Act
Heritage Management Plan	HMP
Heritage Overlay	HO
National Construction Code	NCC
National Heritage List	NHL
Overview Site management Plan	OSMP
Royal Exhibition Building	REB
Victorian Aboriginal Heritage Register	VAHR
Victorian Heritage Register	VHR
World Heritage Environs Area	WHEA
World Heritage Environs Area Strategy Plan	WHEA Strategy Plan
World Heritage List	WHL
World Heritage Management Plan	WHMP

1.0 INTRODUCTION

This Heritage Management Plan (HMP) for the Royal Exhibition Building (REB) and Carlton Gardens was commissioned by Museums Victoria and the City of Melbourne.

The HMP revises and updates the *Royal Exhibition Building and Carlton Gardens Conservation Management Plan*, prepared by Lovell Chen for Heritage Victoria in 2007 (updated in 2008 and generally referred to below as the '2008 CMP'). It is noted that the name of the report has changed from 'Conservation Management Plan' to 'Heritage Management Plan' reflecting the requirements of the *Environment Protection and Biodiversity Conservation Act, 1999 (Cth)* (EPBC Act).

The updated HMP incorporates feedback on the earlier report; reorganises the structure and content of the report; incorporates more up-to-date statutory and descriptive/physical information, including in relation to works which have occurred, or are underway, since completion of the previous report (see 'Recent works' below); and includes additional historical information and graphics. The Bibliography has also been updated with reference to recent reports and studies, and additional primary sources and archival material.

A project steering team comprising representatives from Museums Victoria and the City of Melbourne, provided direction and guidance on preparation of this report.



Figure 1 Sketch of the Royal Exhibition Building at night, c. 1888
Source: State Library of Victoria

1.1 REB and Carlton Gardens

The REB and Carlton Gardens is located in Carlton, Melbourne, and is bordered by Victoria, Nicholson, Carlton and Rathdowne streets (Figure 2).

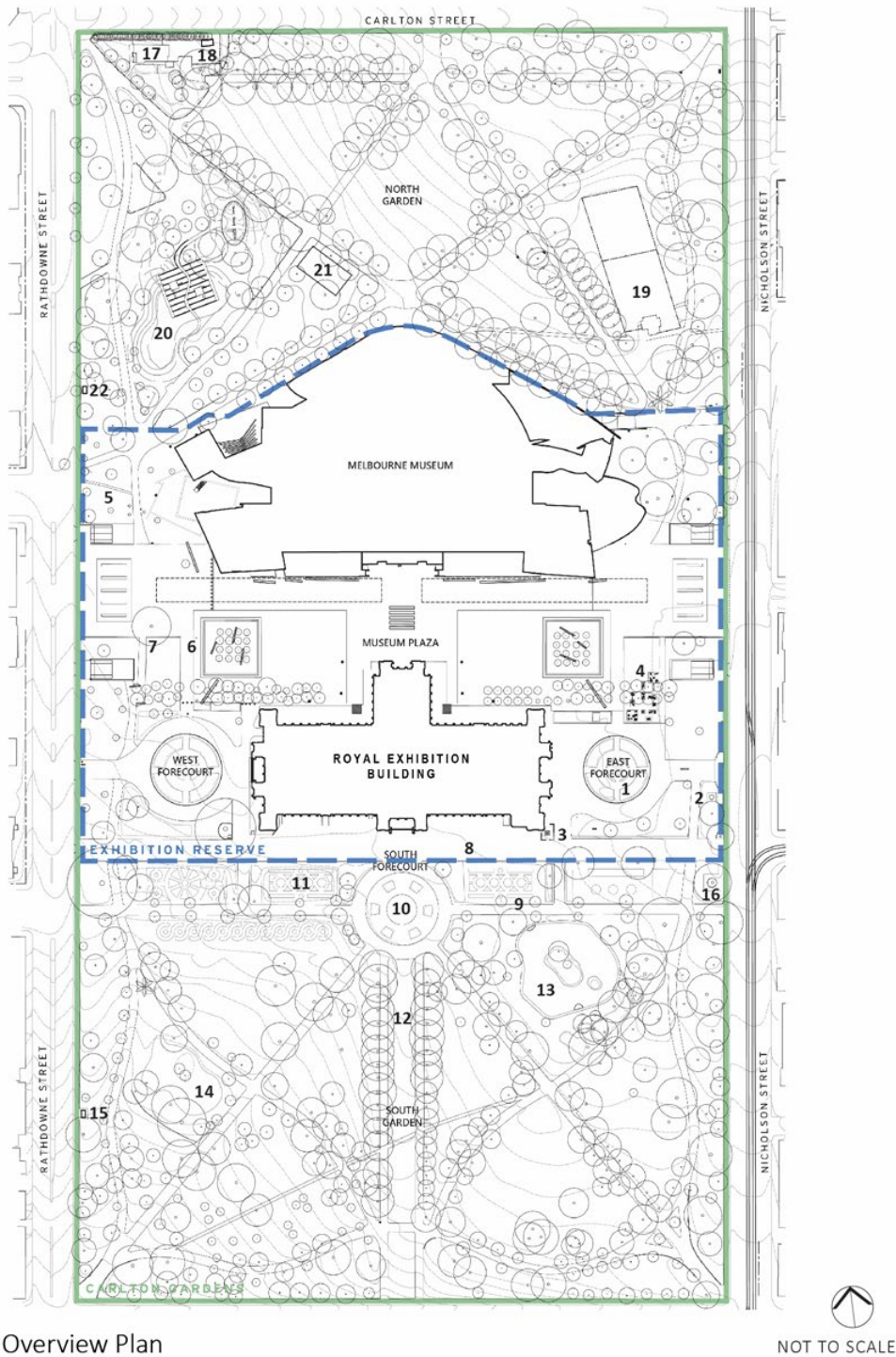
The REB (1880) and the Melbourne Museum (2000), which adjoins the REB on its north side, are located within an area excised from the broader Carlton Gardens known as the ‘Exhibition and Museum Purposes Reserve’ or ‘Exhibition Reserve’. The East, West and South Forecourts to the Royal Exhibition Building, and the Museum Plaza, are also located within the Exhibition Reserve. Within the Carlton Gardens, the South and North Gardens are separated by the Exhibition Reserve.

The overall layout of the heritage place is shown on the plan at Figure 3.

Building plans for the Royal Exhibition Building are at Figure 13, Figure 14, Figure 15 and Figure 16.



Figure 2 Location plan of showing the Royal Exhibition Building and Carlton Gardens
 Source: www.street-directory.com.au



Key Overview Plan

NOT TO SCALE

- | | | |
|----------------------------------|----------------------------------|----------------------------------|
| 1 French Fountain | 8 Upper Promenade (South Drive) | 16 Moreton Bay Fig Meeting Place |
| 2 Westgarth Fountain | 9 Lower Promenade (Melia Avenue) | 17 Curator's Lodge |
| 3 Honourable John Woods Monument | 10 Hochgürtel Fountain | 18 Works Depot |
| 4 Colonial Square | 11 Parterre beds | 19 Tennis pavilion and courts |
| 5 Grollo Fountain | 12 Grand Allée | 20 Playground |
| 6 'Garden of Unity' sculpture | 13 East Lake | 21 Basketball court |
| 7 Museum Plaza Sugar Gum | 14 West Lake | 22 North toilet block |
| | 15 South toilet block | |

Figure 3 Overall layout of the site (not to scale)

1.2 Heritage listings

The heritage values of the REB and Carlton Gardens have been recognised at world (international), national, state and local levels, as represented in the following statutory listings and registers:

- The REB and Carlton Gardens is inscribed in the WHL under Criterion (ii)
- The REB National Historic Place is included in the NHL as per Place Id 105708, and Place File 2/11/033/0235
- The REB and Carlton Gardens (World Heritage Place) is included in the VHR as H1501
- The REB and Carlton Gardens (World Heritage Place) is included in the Schedule to the Heritage Overlay (HO) of the Melbourne Planning Scheme, as HO69.
- A number of Aboriginal Places are registered in the VAHR, including the Exhibition Gardens Meeting Place (7822-2035-1) as well as objects and remains housed at Melbourne Museum.

For more detail on the heritage values and significance, see:

- Chapter 2 for copies of the citations for the above listings, including the statements of significance, and a summary of the significance and overview of significant elements of the place
- Appendix C for a detailed overview of the heritage values and an assessment against the relevant WHL, NHL, VHR heritage criteria
- *Traditional Owner and First People's Cultural Values for the Royal Exhibition Building and Carlton Gardens*, Part 2 of the WHMP, for information with respect to registered Aboriginal Places and cultural heritage values



Figure 4 Aerial photograph of the Royal Exhibition Building and Carlton Gardens with extent of VHR listing overlaid in yellow
Source: Vicplan

1.3 Statutory summary

The following table summarises the relevant heritage legislation and controls.

Table 1 REB and Carlton Gardens heritage controls

Significance level and jurisdiction	Relevant convention/legislation	Listing status
World (UNESCO)	World Heritage Convention	World Heritage List
National (Australian Government)	<i>Environment Protection and Biodiversity Conservation Act 1999 (EPBC Act) and Regulations 2000</i>	National Heritage List
State (Victorian Government)	<i>Heritage Act 2017</i>	Victorian Heritage Register

Significance level and jurisdiction	Relevant convention/legislation	Listing status
Local (City of Melbourne)	<i>Planning and Environment Act 1987</i> (Melbourne Planning Scheme)	Heritage Overlay
Aboriginal cultural heritage	<i>Aboriginal Heritage Act 2006</i>	Victorian Aboriginal Heritage Register: Exhibition Gardens Meeting Place registered as an Aboriginal Historical Place; various VAHR-registered remains and object collections are housed at Melbourne Museum Aboriginal cultural heritage values and aspirations for the site have been recognised more broadly in the <i>Traditional Owner and First Peoples' Cultural Values Report</i>

Both the EPBC Act and the *Heritage Act* set out particular requirements for the management of World Heritage in Australia, in addition to the requirements for national and state-listed places. These requirements are addressed in this HMP. Refer to Chapter 4.0 Operation and Management.

In 2021, Wurundjeri Woi-wurrung Cultural Heritage Aboriginal Corporation was formally recognised as the Registered Aboriginal Party (RAP) within an area that includes the Royal Exhibition Building and Carlton Gardens. Under the Aboriginal Heritage Act, the RAP is a deciding authority in respect to Cultural Heritage Management Plans and Cultural Heritage Permit applications and Cultural Heritage Agreements, and is empowered to provide advice on a range of other matters and to enter into Aboriginal Cultural Heritage Land Management Agreements with public land managers.

1.4 Documents related to the HMP

This HMP forms one of a suite of documents (Figure 5) relating to the conservation and management of the REB, Carlton Gardens and the site context and setting, which are components of the overarching *World Heritage Management Plan* (WHMP). The WHMP was given legal effect in Victoria through the *Heritage Act 2017* (Division 3). The components are identified in the WHMP as Parts 1 to 5:

- Part 1: *Overview Site Management Plan* (OSMP) (GML Heritage)
- Part 2: *Traditional Owner and First Peoples' Cultural Values Report for the Royal Exhibition Building and Carlton Gardens* (GML Heritage)
- Part 3: *Royal Exhibition Building and Carlton Gardens Heritage Management Plan* (HMP) (Lovell Chen)
- Part 4: *Carlton Gardens Master Plan* (CGMP) (City of Melbourne), sets out the future directions for the management of the Carlton Gardens

- Part 5: *Exhibition Reserve Master Plan (ERMP)* (OCULUS), sets out the vision for the use and management of the REB and Exhibition Reserve as managed by Museum Victoria

Each of the documents that previously comprised the WHMP were reviewed during the period 2020-2022, and the *WHMP Part 2: Traditional Owner and First People's Cultural Values for the Royal Exhibition Building and Carlton Gardens* was prepared to address the cultural heritage values of the heritage place from a Traditional Owner and Aboriginal and Torres Strait Islander perspective.

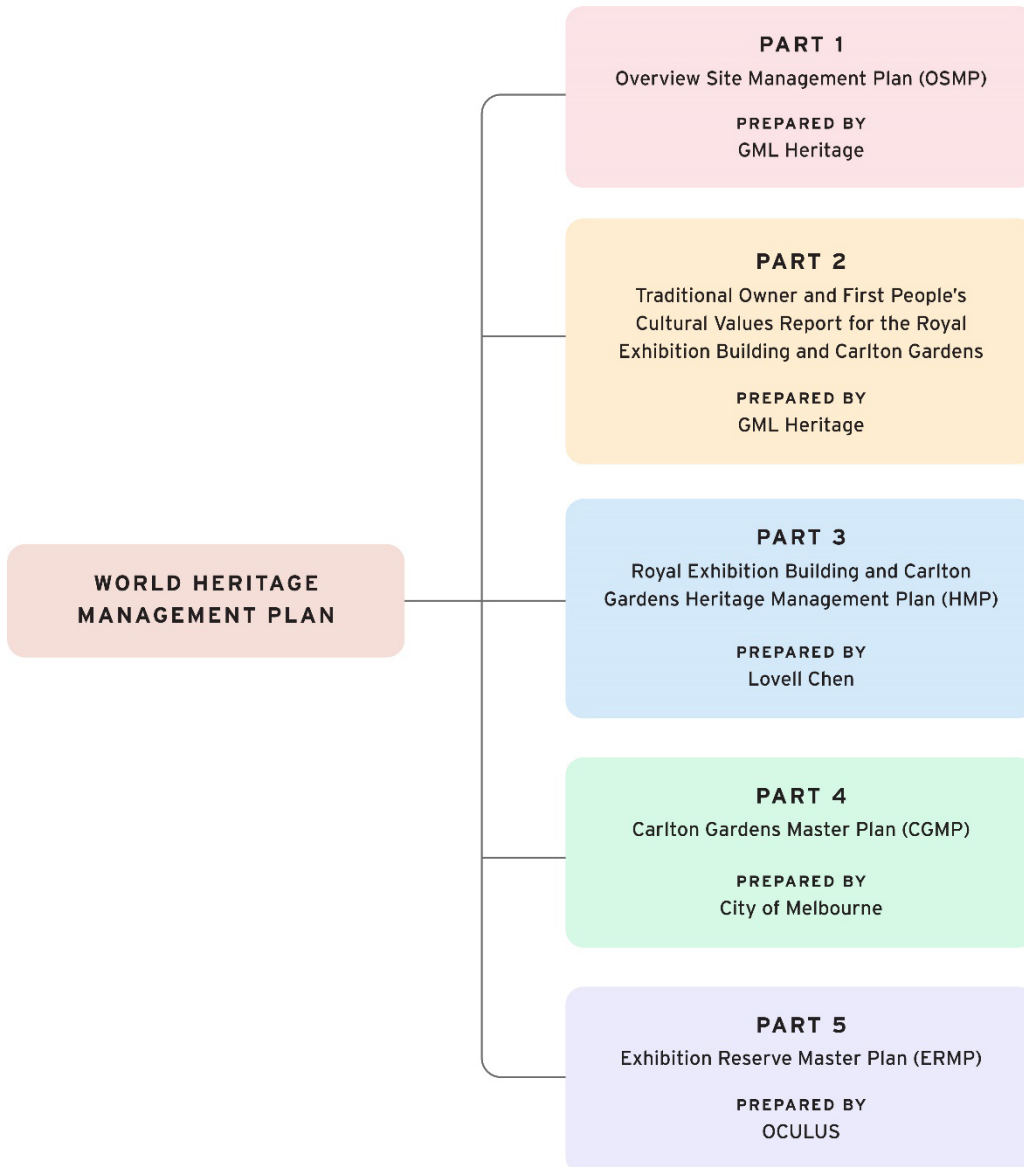


Figure 5 Component documents forming the existing *World Heritage Management Plan*

1.5 Statutory framework for Heritage Management Plans

The WHMP complies with the statutory requirements of the Heritage Act, the EPBC Act and EPBC Regulations, specifically:

- 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.

This HMP includes the prescribed content and requirements of an HMP for places included in the WHL and NHL. It also broadly follows the approach set out in *The Burra Charter: The Australia ICOMOS Charter for Places of Cultural Significance, 2013 (Burra Charter)* and its Practice Notes; JS Kerr’s *The Conservation Plan* (Seventh Edition, ICOMOS, 2013); and the Heritage Council of Victoria’s *Conservation Management Plans: Managing Heritage Places* (Heritage Council of Victoria, 2010). The conservation terminology used in this report is of a specific nature, and is defined in the Burra Charter.

1.5.1 EPBC Act management

The ‘Australian World Heritage Management Principles’ (*EPBC Act Regulations Schedule 5*) include ‘General Principles’ and ‘Management Planning’ in relation to the management of World Heritage properties in Australia. These provisions also set out requirements for the content and approach of management plans, as well as their implementation and review.

The requirements, and how they are addressed in the WHMP, are set out in the tables in the Overview Site Management Plan, Part 1 of the WHMP.

1.6 Methodology

The HMP review included the following:

- Review of the physical fabric of the place (REB and Carlton Gardens) to document and describe key changes since the 2008 CMP
- Additional historical research, including use of primary sources and other information which has come to light since the 2008 CMP
- Consultation with Museum Victoria and the City of Melbourne to identify operational and management issues
- Consultation with the HMP Review steering committee
- Consultation with the World Heritage Steering Committee
- Review of issues raised in public consultation (community feedback) on the WHMP (see below)
- Review of the current statutory and regulatory context.

The *Cultural Values Report* has been reviewed prior to finalisation of the HMP, and where practical reference to its findings and conclusions has been added.

1.7 Public consultation

The EPBC Act requires a draft version of the HMP be subject to a period of public consultation before finalisation. The 2013 WHMP (including the 2008 CMP) incorporated extensive public review and feedback. The reviewed HMP was advertised for public comment from 1 June 2020 until 27 July 2020. The feedback provided by each submission has been considered and incorporated into this final iteration of the HMP. A further period of public consultation was undertaken when the full draft of the updated WHMP was advertised in two rounds of public comment in 2022.

1.8 Structure and content of report

This revised HMP comprises four chapters and appendices as follows:

- Chapter 1: Introduction
- Chapter 2: The heritage place
- Chapter 3: Conservation policy
- Chapter 4: Management
- Appendix A: History and historical materials
 - A1 History
 - A2 Historical plans and drawings
 - A3 Historical images
 - A4 Site development plans
- Appendix B: Physical survey
- Appendix C: Heritage values

1.9 Sources

All sources used in the preparation of this HMP are listed in the Bibliography, noting that sources for the 2008 CMP are also listed there.

1.10 Recent works

In the period since completion of the 2008 CMP, the following works (not including minor repairs or maintenance works) have been undertaken at the REB and Carlton Gardens in accordance with various permits and/or permit exemptions issued by Heritage Victoria.

- 2008-2009: REB Floor Stage
- 2009: fire services upgrade
- 2009: pathway works
- 2009-2010: REB Floor Stage 3 and sub-floor strengthening
- March 2010: works in West Forecourt including reinstatement of circular drive, garden beds, walkways and installation of a water harvesting system
- 2011: floor replacement to ground floor
- November 2012: reinstatement of flagpoles and replacement of existing flagpoles
- 2015-2016: French Fountain conservation works
- October 2016: replacement of floor of loading dock on gallery level
- March 2017: installation of aluminium stair nosing to timber stair from ground floor to basement in west transept

- 2017: Protection and Promotion Project, including conservation works to the dome, reinstatement of public access to the dome promenade, and installation of lift to pavilion adjoining west side of south entrance

July 2018: installation of stair nosing and repainting to stairs

2.0 THE HERITAGE PLACE

An overview of the history of the REB and Carlton Gardens is included below at Section 2.1, with a more comprehensive history included at Appendix A1. The history is supplemented with historical plans and drawings, and historical images and chronological site development plans, variously included at Appendices B2, B3 and B4.

A brief description of the heritage place is included at Section 2.2, with Appendix B including a more detailed physical survey of the REB, other buildings and structures, and the gardens and landscape.

Section 2.3 provides a summary of the world, national and state significance of the REB and Carlton Gardens, and an overview of the significance of the component parts of the heritage place at world, national and state levels.

Section 2.4 considers the *Traditional Owner and First Peoples' Cultural Values Report* as related to the contemporary values and objectives for the REB and Carlton Gardens expressed by Traditional Owner and First Peoples.

Section 2.5, includes comment on the heritage significance of the Melbourne Museum and Museum Plaza.

Section 2.6 reproduces the full citations which address the REB and Carlton Gardens' WHL, NHL and VHR listings.

2.1 History

Aboriginal occupation of south-eastern Australia began at least 40,000 years ago; at the time of the European arrival the five tribes of the Kulin peoples resided on the country surrounding Port Phillip Bay and met routinely within the area that would become Melbourne.

In 1803 a British survey party led by Charles Grimes explored the lower Yarra River; in 1835 permanent European settlement commenced at Melbourne. European settlement resulted in the rapid erosion, exclusion and destruction of traditional ways of life and cultural sites and practices of Melbourne's traditional owners, as it did for Aboriginal and Torres Strait Islander peoples across Australia; despite these deprivations the Kulin peoples endured and retain cultural ownership and both a traditional and contemporary connection to this place.

The Carlton Gardens were initially reserved in the early 1850s; the REB was subsequently constructed in 1879-1880 for the International Exhibition of 1880 to a design by Joseph Reed of noted Melbourne architectural firm Reed and Barnes.

The 64-acre (26 hectare) site of the Carlton Gardens was reserved for public purposes in the early 1850s. The site was named by c. 1852 and was originally laid out by Edward Latrobe Bateman in the mid-1850s. Early photographs show an enclosed reserve, but one which had not been formally laid out. Many of the State's leading landscape designers and horticulturists, including Clement Hodgkinson, William Sangster, Nicholas Bickford, John Guilfoyle and architect Joseph Reed, have had input into the gardens landscape.

The REB was constructed to house the Melbourne International Exhibition of 1880 and is the only major extant nineteenth century exhibition building in Australia and one of only a few remaining worldwide. International exhibitions were hugely popular in the nineteenth century in Britain, Europe and North America, with the latest in industrial, commercial and technological developments from around the world shown to large, appreciative crowds. Melbourne's first exhibition building was constructed in

1854 on the corner of William and Little Lonsdale streets. The 1854 Melbourne exhibition was relatively modest in scale, but it was successful enough for such events to become a regular occurrence. Held every few years thereafter, the exhibitions increased in grandeur and scale, moving to the grounds of the Public Library. After the 1875 exhibition, a decision was made to host an international exhibition, the scale of which required a larger site.

An architectural competition was launched for the new exhibition building in the Carlton Gardens. In May 1878, Reed and Barnes were awarded first prize and the core of their winning scheme was a large, rendered brick building, cruciform in plan, that incorporated a range of Italian Renaissance and Gothic influences, and a prominent vaulted dome. The focus of the gardens, for the time of the exhibition, became a setting for the grand exhibition building and outdoor exhibits, rather than as a reserve for public recreation. The building was constructed quickly: tenders were called in December 1878, and the building was declared open in July 1880. An estimated 70,000 people were present at the opening ceremony of the Melbourne International Exhibition on 1 October 1880, and by its closure in May 1881, over one million people had visited the exhibition. The subsequent 1888 Centennial International Exhibition was one of the largest events staged in Victoria's history, with nearly 2 million attendees. A feature of both the 1880 and 1888 exhibitions was public access to the dome promenade, with its panoramic views of Melbourne.

In May 1901 the Duke of York presided over the opening of the first Federal Parliament in the building. From that time until 1927 the western annexe of the building was used as a temporary State Parliament while the new Federal Parliament occupied the Victorian Houses of Parliament. The decorative scheme by John Anderson for the opening of Federal Parliament saw the dome decorated in imitation of the sky and the pendentives adorned with murals. Later uses of the REB, in addition to exhibitions, included it being used as an emergency hospital for influenza epidemic victims in 1919; military occupation during World War II; and a migrant reception centre from 1948 to 1961. Temporary, privately-run exhibitions have operated from the building through the twentieth century, and into the twenty-first century. Carlton Gardens are renowned for their nineteenth century 'Gardenesque' style featuring lakes, specimen trees, tree avenues and rows, and parterre garden beds, laid out in a symmetrical arrangement with axial views. Princess Alexandra, as representative of Queen Elizabeth II, bestowed the 'Royal' title on the building in October 1980. The Melbourne Museum, designed by architects Denton Corker Marshall and constructed in the gardens immediately to the north of the REB, opened in 2000.¹ Both the REB and the Carlton Gardens have been subject to heritage and landscape analysis and programmes of conservation since the 1990s.

The REB and Carlton Gardens was inscribed in the WHL in 2004, in recognition of the World Heritage (outstanding universal) values of the place, as derived from it being a surviving 'Palace of Industry' in its original setting, associated with the international exhibition movement of the nineteenth and early twentieth centuries.²

¹ See Victorian Heritage Register citation for Royal Exhibition Building and Carlton Gardens (VHR H1501).

² UNESCO World Heritage 'Justification for inscription'.



Figure 6 View of the Exhibition Building c 1880s
Source: State Library of Victoria



Figure 7 Sketch of the interior of the Exhibition Building, c. 1880
Source: State Library of Victoria

2.2 Description

The REB is located in the Carlton Gardens, Carlton, bordered by Victoria, Nicholson, Carlton, and Rathdowne streets.

Both the REB and the Melbourne Museum are located within a central area excised from the broader Carlton Gardens; this is known as the 'Exhibition and Museum Purposes Reserve' (and is generally referred to as the 'Exhibition Reserve').

The Carlton Gardens is divided into areas known as the South and North Gardens, being the southern and northern garden components separated by the Exhibition Reserve.

As well as the Museum, Museum Plaza and the REB itself, the East and West Forecourts to the REB are also located within the Exhibition Reserve. An area of land that is currently an asphalted apron adjoining the south of the building is also within the Exhibition Reserve. To the south of this apron, the South Forecourt includes the Hochgürtel Fountain, parterre beds and scroll garden together with the upper and lower promenades on the south side of the REB. While it presents as related to the REB, with the exception of the upper promenade, the majority of the South Forecourt is now outside the legal extent of the Exhibition Reserve, and falls within the South Garden of the Carlton Gardens.

The REB is sited south of Melbourne Museum and north of the South Garden, surrounded by a trafficable curtilage of areas of asphalt or gravel with formal garden beds and driveways offset from the building. The large Museum Plaza separates the REB from the Melbourne Museum entrance to the north. The East and West Forecourts provide a frontage to Nicholson and Rathdowne streets respectively.

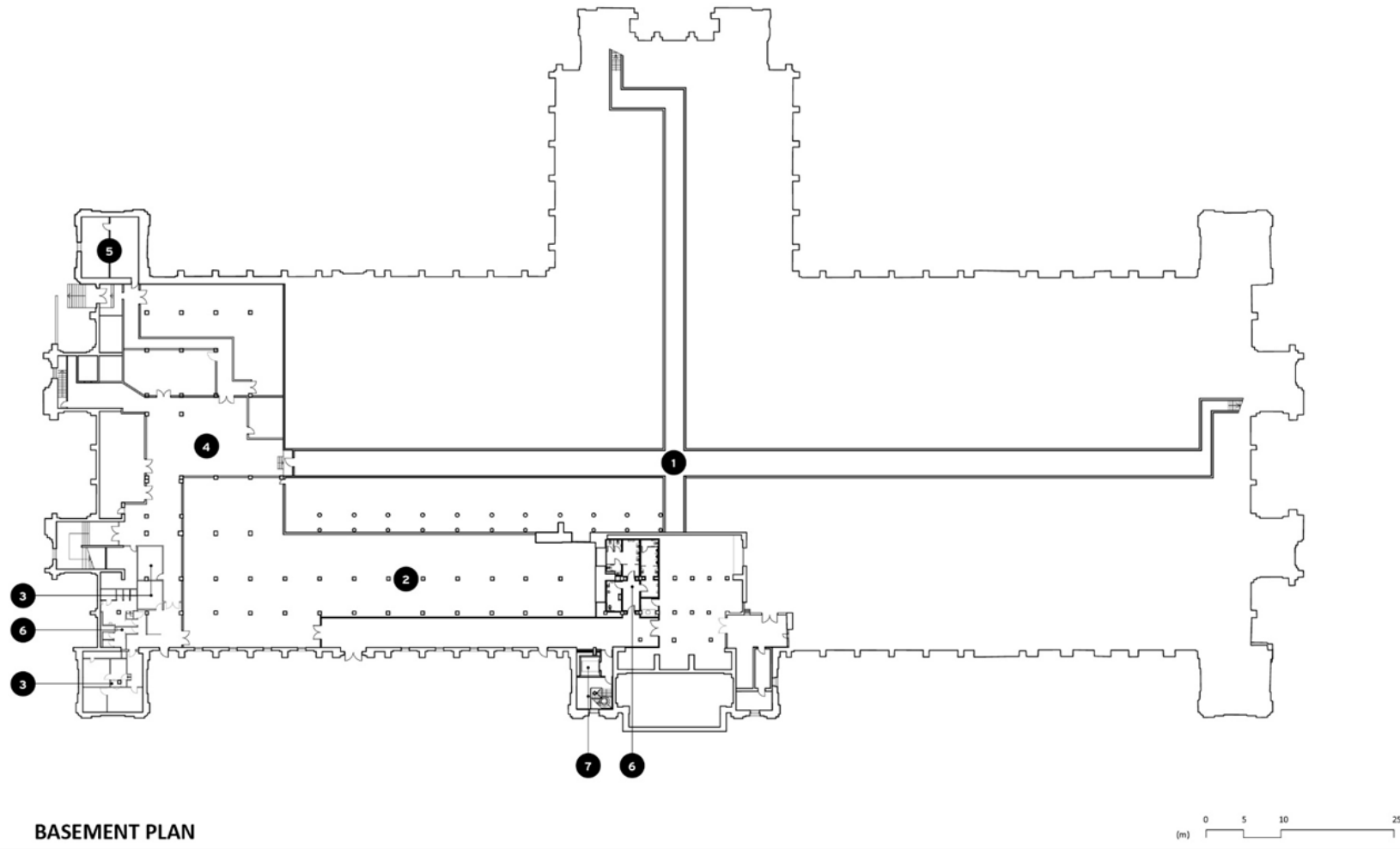
The REB is cruciform in plan, with a pair of elongated rectangular wings extending east and west which comprise the Main Hall, a transept to the north and a truncated transept to the south (Figure 9-Figure 12). It incorporates components which are typical of nineteenth century exhibition buildings, including the dome, large portal entries, viewing platforms, towers, and fanlight windows. Architecturally, the building displays elements of the Byzantine, Romanesque, Lombardic and Italian Renaissance styles.

The walls are constructed of painted cement rendered brickwork. The roof is timber framed and clad with corrugated galvanised steel and slate; and windows and doors are of timber. The current building was part of a more substantial complex of structures erected for the 1880 Melbourne International Exhibition. It was conceived as a permanent structure, to be used beyond the International Exhibition stage. Other temporary structures were removed following the exhibitions.

Carlton Gardens are formal in design and execution, providing tree-lined pathways, fountains and lakes, as an integral part of the overall site design and setting for the REB. The original gardens were developed as a public park for passive recreation, with the later more classical garden modifications, including 'Gardenesque' elements, made to form the setting for the REB. The main garden elements include the main north-south tree-lined avenue in the South Garden (Grande Allée); the Hochgürtel Fountain with surrounding circular garden bed; the East Forecourt with the French Fountain also in a circular garden bed; the radial pattern of tree-lined linear pathways converging on the Hochgürtel Fountain; formal garden beds (parterres); ornamental lakes; the planting of trees in groups or clumps (bosquets) on lawns; and the incorporation of axial views and vistas. The North Garden also has diagonal tree-lined paths and mature specimen trees. Throughout, plantings include pines, cedar, araucaria, cypress, gums, figs, pepper trees, elms, planes, oaks, poplars, Canary Island date palms and Washington palms.



Figure 8 South façade of the REB c. 2019 during the 'Protection and Promotion' project



KEY BASEMENT PLAN



- | | | | |
|---|----------------|---|--------------------------------|
| 1 | SERVICE TUNNEL | 5 | FIRE PUMP ROOM & SWITCH BOARD |
| 2 | BASEMENT AREA | 6 | AMENITIES |
| 3 | OFFICES | 7 | LIFT & STAIR TO DOME PROMENADE |
| 4 | STORAGE/PLANT | | |

Figure 9 Basement plan

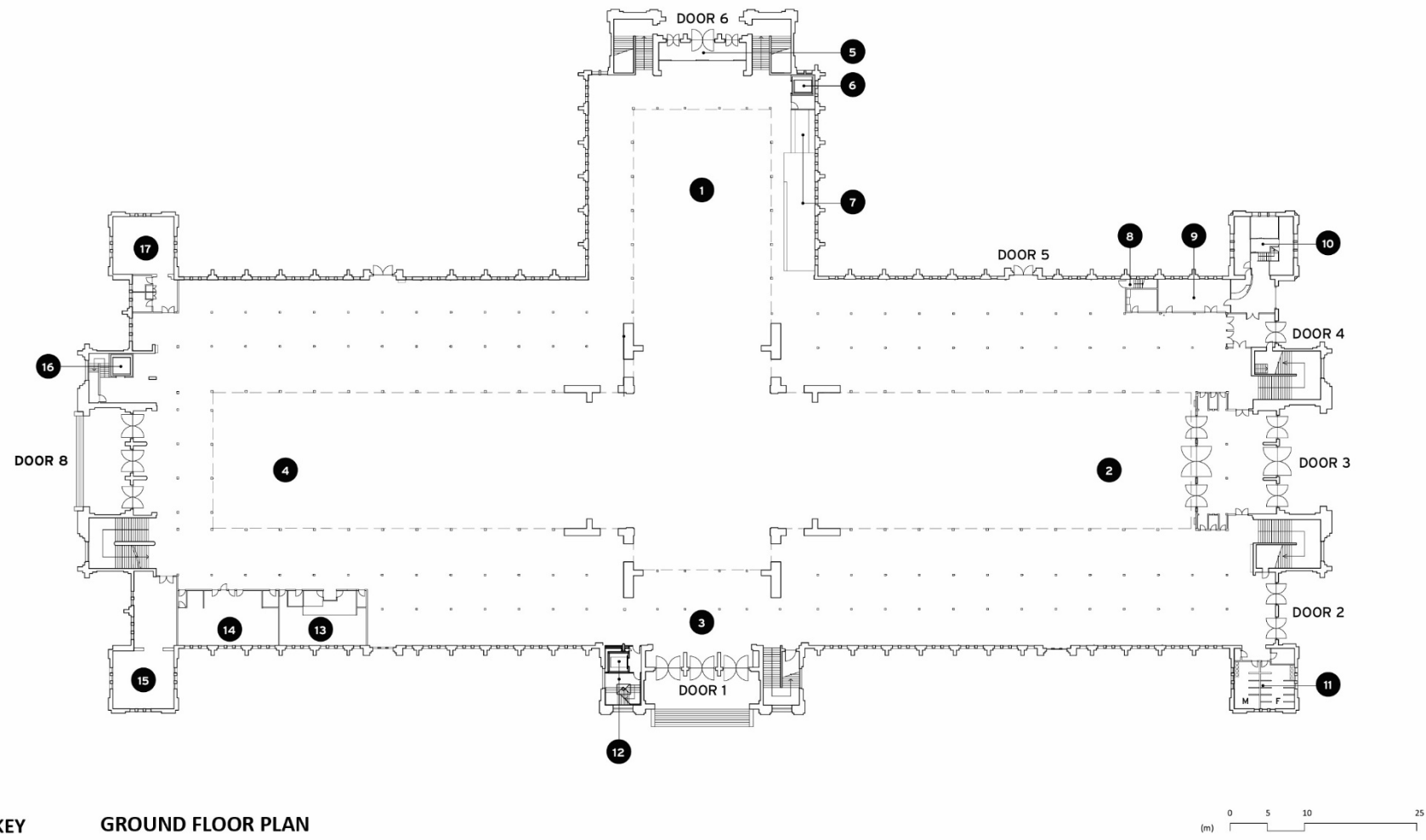
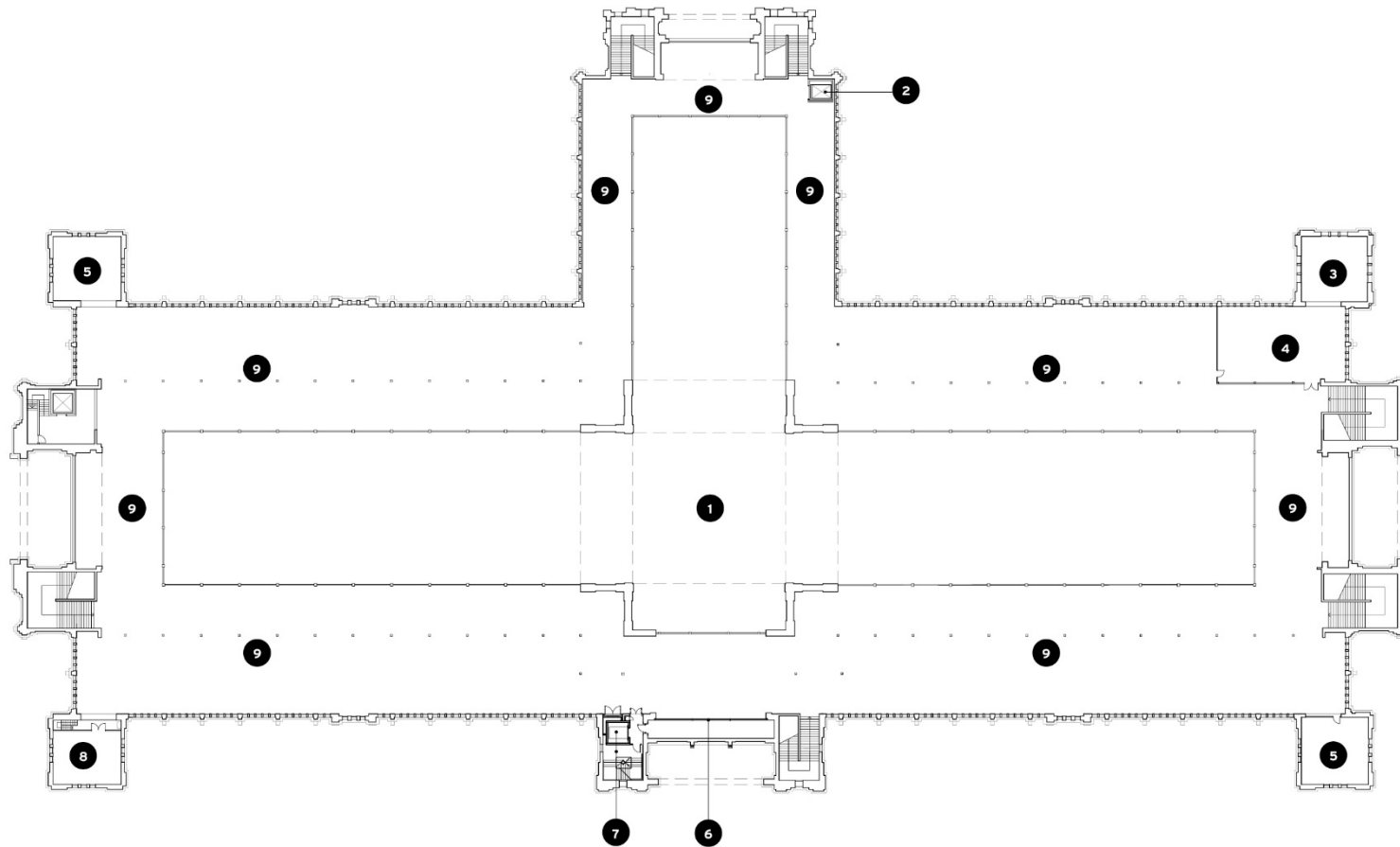
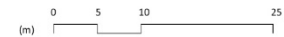


Figure 10 Ground floor plan

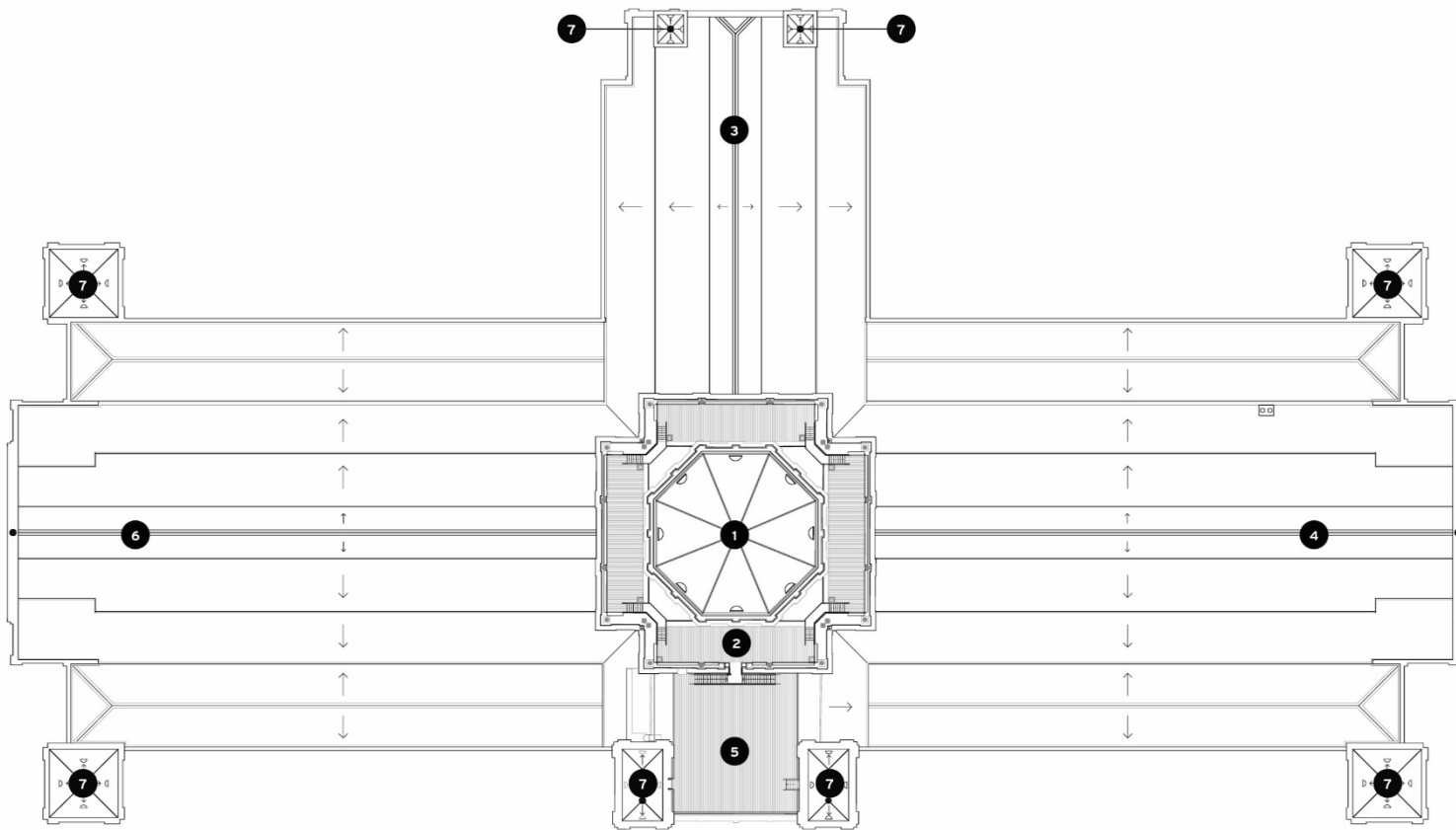


KEY LEVEL 1 FLOOR PLAN



- | | | | | | |
|---|------------|---|---------------------------------|---|---------|
| 1 | DOME | 5 | MEETING SPACE | 9 | GALLERY |
| 2 | LIFT | 6 | GLASS SCREEN | | |
| 3 | OFFICES | 7 | LIFT & STAIRS TO DOME PROMENADE | | |
| 4 | THEATRETTE | 8 | BOARD ROOM | | |

Figure 11 Level 1 floor plan



KEY

ROOF PLAN



- | | | | |
|---|----------------|---|----------------|
| 1 | DOME | 5 | SOUTH TRANSEPT |
| 2 | DOME PROMENADE | 6 | WESTERN NAVE |
| 3 | NORTH TRANSEPT | 7 | PAVILLIONS |
| 4 | EASTERN NAVE | | |

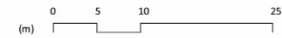


Figure 12 Roof plan



Figure 13 Tree-lined avenue in the North Garden



Figure 14 Ornamental lake in the South Garden

2.3 Heritage significance

2.3.1 Summary of significance

The REB and Carlton Gardens is of world, national and state heritage significance.

The place is of world heritage significance. The 1880 building and surrounding gardens are of outstanding universal value as the main extant survivors of a Palace of Industry in its original setting, associated with the international exhibition movement of the nineteenth and early twentieth centuries. The place reflects the global influence and spread of the exhibition movement, which showcased technological innovation and change, and helped promote through the exchange of knowledge and ideas a rapid increase in international industrialisation and trade.

The place is of national heritage significance. The REB and Carlton Gardens had a significant role in the Federation of the Australian colonies, including being the venue for the opening of the first Australian Parliament in 1901. It is a tangible symbol of the country's pride in its technological and cultural achievements in the latter part of the nineteenth century. It is also the most significant extant nineteenth century exhibition building in its original setting in Australia; one of the few major nineteenth century exhibition Great Halls to survive substantially intact worldwide; and the only one where the original purpose of the building, as an exhibition hall, is maintained.

The Carlton Gardens is a significant example of nineteenth century classicism in an Australian public garden, featuring earlier Gardenesque elements and later more classical features. The South Garden retains the main garden elements created for the 1880 and 1888 exhibitions, while the North Garden includes diagonal tree-lined paths and mature specimen trees from the 1880s through to a later nineteenth century restoration. The REB and its garden setting also represent an outstanding achievement in design, with the principal characteristics of the Victorian Free Classical style used to express the form and ideas of the international exhibition movement. The REB is additionally one of the largest and finest nineteenth century buildings in Australia, incorporating the landmark dome. The place maintains a continuity of public use, including its original purpose of exhibitions and displays; and, as an architectural/landscape ensemble, it continues to inspire Melbourne and Victorian communities.

The place is of state heritage significance. The REB is the only major extant nineteenth century exhibition building in Australia and one of the few major nineteenth century exhibition precincts to survive worldwide. It demonstrates the wealth and confidence of the young colony of Victoria in the late 1870s; and has been the site of highly significant historic events, including the 1880 and 1888 exhibitions, the opening of the Federal Parliament in 1901, and the venue for the Victorian State Parliament from 1901 until 1927. The 1901 decorative scheme is among the finest decorative schemes in Victoria. The REB is one of the finest and largest nineteenth century buildings in Australia, and the largest building designed by the renowned Melbourne architectural firm of Reed and Barnes, who were responsible for many of Melbourne's most prestigious public buildings. Carlton Gardens is also significant for its nineteenth century Gardenesque style including specimen trees in lawns, parterre garden beds, and a symmetrical design with axial views and foci. Other significant landscape features include tree avenues and rows, the curator's lodge, two lakes with islands, shrubberies and elaborate annual bedding displays along the southern promenade. Josef Hochgürtel's Exhibition Fountain of 1880 is the only known work of the artist in Australia, and the largest and most elaborate fountain in the country. Carlton Gardens are additionally of scientific (botanical) significance for their outstanding collection of plants, including rare and uncommon specimens many of which have grown to an outstanding size and form. The place is of social significance for its continuing involvement in the lives of Victorians, having hosted countless major events, exhibitions and other significant community uses in

both the REB and in the Carlton Gardens. The gardens are enjoyed for passive recreation, entertainment and social interaction.

The Exhibition Gardens Meeting Place, centred on the large Moreton Bay Fig (*Ficus macrophylla*) south-east of the REB on the Nicholson Street frontage, became an important gathering place in the c. 1930s for Traditional Owners and other First Peoples residing at Fitzroy or travelling through Melbourne from across the state. The meeting place has been recognised as a registered Aboriginal Historical Place in the VAHR.; other VAHR registered places address artefacts and ancestral remains housed at Melbourne Museum. The meanings, history and contemporary values for the REB and Carlton Gardens are explored from an Aboriginal and First Peoples perspective in the *Traditional Owner and First Peoples' Cultural Values Report* and reviewed at Section 2.4.

The place's WHL, NHL and VHR citations/statements of significance are reproduced at

2.3.2 *Elements of world heritage significance*³

Elements of world heritage significance include the REB (exterior and interior), Curator's Lodge, and the Exhibition Reserve and Carlton Gardens to the extent of the whole of the site through to its boundaries, the 'completeness' of which is identified as part of the 'integrity' of the heritage place in the WHL citation.

Under 'authenticity', the WHL citation emphasises the 'high authenticity of setting' including retention of the original international exhibition site as defined in 1879 which, in turn, remains 'edged by the bluestone plinth [and] the base of the iron railings that bounded the 1880 exhibition grounds'. The site's 'authenticity of form' is manifest in the survival of the substantially intact 1880 Great Hall, the only international survivor of a Great Hall from a major industrial exhibition of the late nineteenth or early twentieth centuries. The 'authenticity' is enhanced by the reversal of later interventions, such as removal of the two structures which were attached to the north elevation of the REB in the 1960s and 1970s; and recent restoration works which have reinstated missing ornamentation. Other important contributions to 'authenticity' include the 1990s restoration and 'reworking of the interior colour scheme to the documented era of 1901.'⁴

'Authenticity' of the landscape includes the original axial layout of the South Garden with its formal paths, tree clumps and central avenues, lawn areas and the two lakes (although reduced in size) and fountains. Trees, as part of the authentic landscape, include those from the 1880s and 1890s layout. Restoration of garden pathways and plantings, where based on research, also enhances the 'authenticity'. While the c. 2000 Melbourne Museum development removed part of the North Garden, the surviving garden in this area has retained its late nineteenth century layout which is again part of the 'authenticity'.

The WHL 'authenticity of function' goes to the ongoing use of the Great Hall for 'large-scale exhibitions'; and to the retention of original interior spaces notwithstanding works such as the replacement of 'most of the original timber staircases' by concrete in the early twentieth century due to fire safety concerns, with the latter described as 'an acceptable risk-sensitive reduction in material authenticity'.

The WHL citation also recognises the role of recent works, including restoration and reconstruction works, as contributing to 'maintaining the integrity' of the place. These include conservation works to

³ As per the WHL citation at <http://whc.unesco.org/en/list/1131>, accessed 12 December 2019.

⁴ As per the WHL citation at <http://whc.unesco.org/en/list/1131>, accessed 12 December 2019.

the building, upgrades to building services, restoration of 1880s garden areas and elements (such as the scroll and parterre gardens on the south side of the REB, and the West Forecourt), and water harvesting and storage.

2.3.3 *Elements of national heritage significance*⁵

The NHL citation identifies both the national values (with relevant NHL criteria) and their ‘attributes’.

Under Criterion A, Events and Processes, the ‘entire site’ is identified as an ‘attribute’. This includes the ‘purpose built assemblage’ of building and gardens, together with the site boundary as defined by the 1880-1 ‘bluestone plinth of the perimeter fence’. The 1901 decorative painting scheme (as recovered and restored) together with parts of the 1880s murals are also an ‘attribute’ of Criterion A, as is ‘the 1879-1901 period of the Garden’s development which includes both the Gardenesque and the classically inspired garden design elements’.

For Criterion B, Rarity, the ‘attributes’ again include the REB in its garden setting, and ‘associated elements [which] demonstrate the characteristic features of the international exhibition movement’. The latter include the Great Hall or ‘Palace of Industry’ and the South Garden with its ‘classical features’. The landscape works associated with Sangster’s 1880/81 period and earlier, are also identified as an ‘attribute’ of the rarity value.

Criterion D relates to the Principal Characteristics of a Class of Places. The relevant ‘attributes’ include the Victorian Free Classical style of architecture as demonstrated in the REB with its ‘rich modelling, the vaulted dome with its decorative skyline feature, decorative pediments, arched entrance, and use of stucco and timber in stylistic effects’; the plan and form of the building, as an Exhibition Building; and the Carlton Gardens as a whole, which are a ‘significant demonstration of a nineteenth century public park with a classically modified Gardenesque style’.

Under Criterion E, Aesthetic Characteristics, the ‘attributes’ are the ‘entire site of the Royal Exhibition Building and its garden setting’.

Criterion F, Creative or Technical Achievement, identifies the ‘the major typological elements’ of an international exhibition building as being the ‘attributes’ of this value. In this case, they include the Great Hall as ‘palace,’ together with the ‘dome, cruciform floor plan, continuous galleries at first floor level, towers, corner pavilions and great portal entries’. The structural form and materials, internally and externally, are an ‘attribute’ as is the garden setting for the exhibition hall, including that of the South Garden. The classical and Gardenesque features of Carlton Gardens as a whole also ‘comprise the attributes related to its value as a classically modified Gardenesque style garden’. Views are also ‘attributes’. These includes views of the dome from within the REB and Carlton Gardens site, and views from the REB and Carlton Gardens out to the ‘surrounding cityscape’.

All the elements of world heritage significance are also of national significance.

2.3.4 *State heritage significance*⁶

The VHR citation identifies significant elements under ‘What is significant?’. These include the REB and Carlton Gardens; the western annexe as the site of the first (temporary) Victorian State Parliament from 1901 to 1927; the use of the REB in 1919 as an emergency hospital during the influenza epidemic; its use

⁵ As per the NHL citation included in the Commonwealth of Australia Gazette No P7, 20 July 2004.

⁶ As per the VHR citation at <https://vhd.heritagecouncil.vic.gov.au/places/228>, accessed 12 December 2019.

and occupation by the RAAF during the Second World War; and its subsequent (in part) use as a migrant reception centre from 1948 to 1961 (Figure 11). The 1901 decorative scheme, and its 1990s restoration, is also significant. The 2001 centenary celebrations of the opening of Federal Parliament is another significant event/association, as is the 2004 inscription on the World Heritage List. The early history and development of the gardens in 1856 is additionally referred to, as is the opening of the Melbourne Museum in 2000. Specific trees and plantings are listed under 'Why is it significant?', together with the 'skilful garden design' which provides for plantings which 'display contrasting colours and forms which enhances the Gardens, Royal Exhibition Building and the local urban area'.

All the elements of world and national heritage significance are also of state significance.

The place's profile and state significance as a major public venue continues to be expressed in recent use. During the COVID-19 pandemic the place housed a state vaccination hub; housing of this function within the ornamental architecture of the REB was widely celebrated in social and conventional media.



Figure 15 Sign designating the place as a world heritage site at the western entry to the site



Figure 16 Oblique photograph of the REB c. 1948, with migrant housing to the north
Source: State Library of Victoria

2.4 Aboriginal cultural heritage significance and values

The *Traditional Owner and First Peoples' Cultural Values Report* details the Aboriginal cultural heritage significance and contemporary cultural values and desired opportunities associated with the place. The consultation undertaken for that report and the history and values identified span across the groups of the Kulin nation and Aboriginal and Torres Strait Islander people from across Victoria and Australia.

In 2021, Wurundjeri Woi Wurrung Cultural Heritage Aboriginal Corporation was formally recognised by the Victorian Aboriginal Heritage Council as the Registered Aboriginal Party for an area of Melbourne and its suburbs that includes the REB and Carlton Gardens. As the RAP for the site, Wurundjeri Woi Wurrung are caretakers for its cultural values.

The European settlement of Melbourne was a violent and destructive process for the Kulin peoples, including Woi-wurrung (Wurundjeri) and Boon Wurrung, which was furthered by policies and procedures which formalised their dislocation and erasure from the colonial centre. The suburbs at Fitzroy and Carlton were transformed through timber clearance, land sales and development almost immediately after the formalisation of the colonial authority. Following from this, the 1852 reservation of the Carlton Gardens and the later development of the Royal Exhibition Building were projects undertaken by colonial governments in support of European constructions of urban space and of global networks of exchange from which Aboriginal peoples were principally excluded.

It is necessary to recognise that this erasure exists at the heart of this place, as it does at other historical places in Melbourne, and that the ‘universal’ values for which the Royal Exhibition Building and Carlton Gardens are recognised at the world level arise in this context. A requirement to redress this history and to reconcile the world, national and state heritage values of the place with the contemporary cultural values and objectives of the Traditional Owners and other First Peoples is only now being recognised, but can be expected to become a central question for the future management of the place.

In the early twentieth century, perhaps coinciding with removal of the site’s Victorian-era perimeter fencing, the Carlton Gardens became an important meeting and gathering place for Aboriginal people residing in Melbourne or traveling between the city and regional areas.

This history is reviewed in detail in the *Traditional Owner and First Peoples’ Cultural Values Report*. Beginning in the late nineteenth century with the restriction and later closure of Aboriginal missions and reserves, new laws, policies and economic factors encouraged Aboriginal people to come to Melbourne for work, housing and to access networks of family and social support. From the 1920s, Fitzroy became a principal hub for Melbourne’s Aboriginal community and its social and cultural activities and political organising, and Carlton Gardens became a vital community meeting place.⁷

The Exhibition Gardens Meeting Place, centred on the large Moreton Bay Fig tree on the eastern edge of the South Garden (near the intersection of Nicholson and Gertrude streets) is a registered Aboriginal Historical Place (7822-2035-1) under the *Aboriginal Heritage Act 2006*.

In 2000, the Bunjilaka Aboriginal Cultural Centre opened within the Melbourne Museum as a permanent exhibition space dedicated to representing the experience of First Peoples in Victoria. Today, the programming and management of Bunjilaka is undertaken in partnership with a community reference group comprising the *Yulendj* group of elders and community members from across the state. Bunjilaka is recognised within the *Traditional Owner and First Peoples’ Cultural Values Report* as ‘a place of history and pride for Aboriginal culture.’⁸

A range of contemporary values and objectives for the REB and Carlton Gardens were expressed by Traditional Owner and First Peoples participants in preparation of the *Traditional Owner and First Peoples’ Cultural Values Report*, and are summarised in Section 5 of that report. Key cultural aspirations for the place include:

- Acknowledgement of the site as an important meeting place, and establishment of inclusive, welcoming spaces which renew this historical role as a gathering and performance space
- Acknowledgement of the history of Aboriginal activism at the site and within Fitzroy and Melbourne more broadly
- Revegetation with indigenous plants, in support of a renewed sense of the natural environment and of interpretation objectives for the place
- Space and support for traditional environmental harvesting and cultural practices, including tree scarring and basket-weaving

⁷ GML Heritage, *Traditional Owner and First Peoples’ Cultural Values for the Royal Exhibition Building and Carlton Gardens*, November 2021, pp. 54-65.

⁸ GML Heritage, *Traditional Owner and First Peoples’ Cultural Values for the Royal Exhibition Building and Carlton Gardens*, November 2021, p. 53.

- Truth-telling about the colonial history of dispossession and injustices, and of the resilience and struggle of Aboriginal people to sustain their culture in the face of a colonial regime that literally represented by the REB and the 1880 and 1888 international exhibitions.⁹

Reconciliation of these cultural values and objectives with the world, national and state heritage values of the REB and Carlton Gardens will be an important subject for considered management over the life of the current WHMP, and can be expected to receive increased focus within successor documents.

2.5 Melbourne Museum and Museum Plaza

The Melbourne Museum, designed by Denton Corker Marshall Architects and formally opened in 2000, is located on that part of the site which originally contained REB annexes associated with the 1880s exhibitions. After removal of the annexes, the area was used for a variety of purposes including as a hard stand carpark at the time it was selected for the new museum site.

The heritage significance of the Melbourne Museum building and the associated Museum Plaza has not been assessed in detail for this report. However, while the building and plaza are of relatively recent construction, the development could be seen to have historical value as the current repository of the state's most significant historic, cultural and scientific collections, and the successor to previous repositories in Melbourne which date back to the mid-nineteenth century. The Museum's use is also complementary to the historical uses of the REB, including the display of natural and manufactured products and objects. Some of the historical exhibition-related objects - and other objects relating to other phases in the history of the REB - are also held in the Museum collection. The Museum's popularity and considerable importance to the people of Melbourne are indicative of social value.

The Melbourne Museum also has widely recognised architectural merit, given emphasis through various design awards including the RAIA Victorian medal and the Sir Zelman Cowan award for Public Buildings. This recognition points to aesthetic heritage value. The plaza is an integrated aspect of the design, provides a formal setting to the museum building, and is a public open space with a contemporary landscape character. It would likely share the aesthetic value.

In broadly comparative terms, there are other examples of relatively contemporary public buildings and cultural institutions in Melbourne being included in the VHR, notably Federation Square. The National Gallery of Victoria and Victorian Arts Centre are also on the VHR.

Such significance would be separate to and independent of, the World and National Heritage values associated with the REB and Carlton Gardens. This commentary does not apply to the Museum collection as an entity, which is also of considerable cultural significance.

As noted above, the significance of the Museum collection and operations has also been recognised both from the perspective of VAHR-registered Aboriginal cultural heritage and of contemporary cultural values.

⁹ GML Heritage, *Traditional Owner and First People's Cultural Values for the Royal Exhibition Building and Carlton Gardens*, November 2021, pp. 73-80.



Figure 17 View of the Melbourne Museum and Museum Plaza from Rathdowne Street

2.6 Statutory listings and statements of significance

2.6.1 WHL citation

Royal Exhibition Building and Carlton Gardens

The Royal Exhibition Building and its surrounding Carlton Gardens were designed for the great international exhibitions of 1880 and 1888 in Melbourne. The building and grounds were designed by Joseph Reed. The building is constructed of brick and timber, steel and slate. It combines elements from the Byzantine, Romanesque, Lombardic and Italian Renaissance styles. The property is typical of the international exhibition movement which saw over 50 exhibitions staged between 1851 and 1915 in venues including Paris, New York, Vienna, Calcutta, Kingston (Jamaica) and Santiago (Chile). All shared a common theme and aims: to chart material and moral progress through displays of industry from all nations.

Australia

Melbourne, Victoria

S37 48 22 E144 58 13

Date of Inscription: 2004

Minor modification inscribed year: 2010

Criteria: (ii)

Property : 26 ha

Buffer zone: 55 ha

Ref: 1131bis

Outstanding Universal Value

Brief synthesis

The Royal Exhibition Building and Carlton Gardens are a surviving manifestation of the international exhibition movement which blossomed in the late 19th and early 20th centuries. The exhibition building was constructed as a Great Hall, a permanent building initially intended to house the Melbourne International Exhibition of 1880 and the subsequent 1888 Melbourne Centennial International Exhibition. These were the largest events staged in colonial Australia and helped to introduce the world to Australian industry and technology.

The site comprises three parcels of Crown Land in the City of Melbourne, being two Crown Land Reserves for Public Recreation (Carlton Gardens) and one dedicated to the exhibition building and the recently-constructed museum (Exhibition Reserve). The inscribed property consists of a rectangular block of 26 hectares bounded by four city streets with an additional 55.26 hectares in the surrounding buffer zone.

Positioned in the Exhibition Reserve, with the Carlton Gardens to the north and the south, is the Great Hall. This building is cruciform in plan and incorporates the typical architectural template of earlier exhibition buildings: namely a dome, great portal entries, viewing platforms, towers, and fanlight windows. The formal Carlton Gardens, with its tree-lined pathways, fountains and lakes, is an integral part of the overall site design and also characteristic of exhibition buildings of this period.

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.

Integrity

The completeness of the inscribed property has been retained with the same boundaries as set out in 1879. The Melbourne Museum was constructed in 1998-2000 to the north of the Royal Exhibition Building.

The present state of the conservation of the Great Hall is very good. Conservation work has recently been undertaken on the building's dome and structure, the external joinery and stonework, and timber floors. Additionally, upgrades to building services have been completed. The scroll and parterre gardens on the southern side of the exhibition building, which were part of the 1880 Melbourne International Exhibition, have been restored. As part of the restoration of the 1880 German Garden, an extensive water harvesting and storage system has been installed that involved the installation of underground water tanks in the western forecourt to capture roof and surface runoff. The formal ornamental palace garden, being the southern part of the Carlton Gardens, provided the context for the Palace of Industry and is substantially intact in form including its treed avenues. These works contribute to maintaining the integrity of the Royal Exhibition Building and Carlton Gardens.

Authenticity

The property of the Royal Exhibition Building and Carlton Gardens has retained high authenticity of setting, maintaining its original form on the international exhibition site defined in 1879. The site is still surrounded by city streets and is edged by the bluestone plinth, the base of the iron railings that bounded the 1880 exhibition grounds.

The 1880 Great Hall survives substantially intact in its form and design, internally and externally. Authenticity of form is manifest in its survival as the only Great Hall from a major industrial exhibition of the late 19th and early 20th century. The east and west annexes, not part of the original design and intended to be of temporary use only, were demolished in the mid 20th century. Some modern interventions have been reversed including two structures attached to the north elevation in the 1960s and 1970s which were removed and the original structure repaired. Recent restoration works have included the reinstatement of missing ornamentation around the parapet line.

Interior spaces have been largely retained and are once again used for large-scale exhibitions demonstrating a relatively high authenticity of function within the Great Hall. Prompted by fire safety concerns, most of the original timber staircases were replaced by concrete early in the 20th century, an acceptable risk-sensitive reduction in material authenticity. In 1994, major restoration work included the reworking of the interior colour scheme to the documented era of 1901. The ornate internal paintings have mostly been replaced by the third decorative scheme of 1901, however, parts of the 1880 murals are still intact.

The museum's construction removed part of the north garden although the surviving garden has retained its late 19th century layout. The original axial layout of the south garden survives with its formal paths, tree clumps and central avenues, lawn areas and two lakes (although reduced in size) and fountains. One fountain, the 1888 Westgarth Fountain, has been relocated. A high number of the trees extant on the site are from the 1880s and 1890s layout. Restoration of garden pathways and plantings are based on research.

Protection and management requirements

The property has effective legal protection and a sound planning framework. The management system takes into account a wide range of measures provided under planning and heritage legislation and policies of both the Australian Government and the Victorian Government. The Burra Charter principles support the Conservation Management Plan for the Royal Exhibition Building and Carlton Gardens and the World Heritage Environs Area Strategy Plan. Together these documents provide the policy framework for conservation and management. The property is maintained and preserved through regular and rigorous repair and conservation programs undertaken at all levels of government.

The Royal Exhibition Building is managed as an integral part of Museum Victoria, the state museum. The Carlton Gardens are managed by the City of Melbourne.

The Royal Exhibition Building and Carlton Gardens was included in the National Heritage List in 2004 under the Commonwealth Environment Protection and Biodiversity Conservation Act 1999 (EPBC Act) and on the State Heritage Register of Victoria in 1998 under the Heritage Act 1995. Inclusion in the National Heritage List requires that any proposed action to be taken inside or outside the boundaries of a National Heritage place or a World Heritage property that may have a significant impact on the heritage values is prohibited without the approval of the Federal Minister. Inclusion in the Victorian Heritage Register means that works inside the boundaries of the registered place are prohibited without approval under the Heritage Act 1995.

A Conservation Management Plan for the whole site was finalised in 2009. A buffer zone, the World Heritage Environs Area, covering an additional 55.26 hectares, was established in 2010 and has been supplemented by the World Heritage Environs Area Strategy Plan. Changes to local government heritage overlays have been made to give effect to this plan. Any future developments immediately outside the

World Heritage Environs Area, which are likely to have a significant impact on the World Heritage values of the Royal Exhibition Building and Carlton Gardens, are subject to the provisions of the EPBC Act.

2.6.2 NHL gazetted place and values

Royal Exhibition Building National Historic Place

About 26ha, Victoria Street, Carlton, comprising all of the Land Reserve Rs 37130 (Royal Exhibition Building and Museum of Victoria) and Rs 9990 (Carlton Gardens), Crown Allotment 19A, shown on Diagram 1501 held by the Executive Director of Heritage Victoria, being the land bounded by Rathdowne Street, Carlton Street, Nicholson Street and Victoria Street.

Criterion Values Rating

Criterion	Values	Rating
A. Events, Processes	<p>The Royal Exhibition Building and Carlton Gardens, the venue for the grand opening of the first Australian Parliament in 1901, has outstanding national historic value for its role in the defining event of Federation. It is the place where Commonwealth of Australia's first Parliament was commissioned and sworn in, on 9 May 1901.</p> <p>The Royal Exhibition Building and Carlton Gardens is a tangible symbol of the country's pride in its technological and cultural achievements in the latter part of the nineteenth century. Together with the associated gardens the Royal Exhibition Building is the most significant extant nineteenth century exhibition building in Australia.</p> <p>Attributes</p> <p>The entire site of the Royal Exhibition Building and Carlton Gardens encompass the values of the place.</p> <p>The site, comprising the Royal Exhibition Building and its Carlton Gardens, is a purpose built assemblage. The boundary of the site is defined by the bluestone plinth of the perimeter fence constructed for the 1880-81 Melbourne International Exhibition. The Exhibition</p> <p>Building comprises a timber framed Great Hall, cruciform in plan, with a pair of elongated rectangular wings, a transept to the north and a truncated transept to the south, cement rendered brickwork walls, timber framed roof, soaring octagonal dome, naves, aisles, continuous galleries, towers, corner pavilions, great portal entries, fanlights and clerestory lighting.</p> <p>A decorative painting scheme, the third since the building's construction, was undertaken for the opening of the first Federal Parliament with themes and allegories to represent the building as a seat of government and legislative power. The decorative scheme was recovered and restored during renovations in the 1990s. Parts of the 1880 murals are still intact. Remains of the decorative painting scheme for the 1888 Centennial Exhibition may exist beneath subsequent paint layers.</p>	AT

Carlton Gardens as a whole comprises the setting for the Royal Exhibition Building.

This value is most strongly associated with the 1879-1901 period of the Garden's development which includes both the Gardenesque and the classically inspired garden design elements.

B. Rarity The Royal Exhibition Building and Carlton Gardens including the gardens' associated ornamental features has outstanding historic values as the major extant nineteenth century international exhibition building and garden complex in Australia. AT

The Royal Exhibition Building in its garden setting is a rare surviving example of an Australian response to the international exhibition movement.

The Royal Exhibition Building is one of the few major nineteenth century exhibition Great Halls to survive substantially intact worldwide and represents a rare example of the nineteenth century international movement's belief in the benefits of industrialisation, the transmission of ideas and social progress and development of an extensive international economy.

The Royal Exhibition Building in its original garden setting is a rare example of a surviving nineteenth century exhibition precinct, nationally and internationally.

Carlton Gardens is a significant example of nineteenth century classicism in an Australian public garden, featuring earlier nineteenth century 'Gardenesque' style elements and later more classical features. These more classical features are seen in the south garden and are references to the classical gardens of European aristocracy and royalty. These features include the main north-south tree-lined avenue framing the southern entrance to the Exhibition Building (Grande Allee and tapis vert), the east-west terrace, the circular garden bed surrounding a central fountain (Hochgurtel fountain), the radial pattern of tree-lined linear pathways (allees) all converging on the Hochgurtel fountain (patte d'oi), the formal garden beds created along the south facade (parterres), the eastern forecourt with circular garden beds and the French fountain, the creation of axial views with foci and the planting of trees in groups or clumps (bosquets).

Further axial features are used to reinforce the building's function as the focus of the garden. These design elements are reminiscent of European baroque palace gardens. These features include the axial layout of the building on a north south alignment extended by the Grand Allee, the creation of the Promenade Deck (at the base of the dome) which reinforces the importance of the view down the Grande Allee and across to the city (which is intended to link the Exhibition Building with other central places of democracy and civic institutions - Parliament and Government House) and the placement of the building on the high point of a ridgeline so that the building's dome would become a landmark in the surrounding city. The

adjacent gardens on the north and south sides of the Yarra River, the Fitzroy, Treasury and Parliament Gardens, Yarra Park and the Melbourne Botanic Gardens, all heightened the contrived device of the Carlton Gardens and Royal Exhibition Building as set within an endless boulevard of greenery and civic grandeur (World Heritage nomination report).

The ornamental lakes, the diagonal tree-lined pathways and lawn in the north garden and the mature nineteenth century specimen tree planting, some of which are rare, also contribute to the garden's values.

Attributes

The Royal Exhibition Building within its garden setting, the garden and associated elements demonstrate the characteristic features of the international exhibition movement. The Great Hall or 'Palace of Industry', is one of the few great halls to survive worldwide and the only one to have remained in use as a hall, still in its original landscaped setting.

The classical features are best displayed in the south garden. The classical features include the main north-south tree-lined avenue framing the southern entrance to the Exhibition Building (Grande Allee and tapis vert), the east-west terrace, the circular garden bed surrounding a central fountain (Hochgurtel fountain), the radial pattern of tree-lined linear pathways (allees) all converging on the Hochgurtel fountain (patte d'oi), the formal garden beds created along the south facade (parterres), the eastern forecourt with circular garden beds and the French fountain, the creation of axial views with foci and the planting of trees in groups or clumps (bosquets).

The ponds, the formal flowerbeds and mature specimen trees associated with Sangster's 1880/81 period and earlier also contribute to the gardens' significance.

The Royal Exhibition Building and Carlton Gardens retain high integrity. They retain continuity of public use.

D. Principal characteristics of a class of places	The Exhibition Building is an outstanding example demonstrating the principal characteristics of the Victorian Free Classical architectural style to express the form and ideas of the international exhibition movement. As one of the largest and finest nineteenth century buildings in Australia it represented a temple to industry rather than a palace.	AT
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Carlton Gardens were originally developed as a public park for passive recreation. Later more classical garden modifications were made forming the setting for the Royal Exhibition Building. The main garden elements include the main north-south tree-lined avenue (Grande Allee), the east-west terrace, the Hochgurtel fountain with surrounding circular garden bed, the eastern forecourt with surrounding circular garden bed and the French fountain, the radial pattern of tree-lined linear pathways converging on the Hochgurtel fountain (patte d'oie), the formal garden beds (parterres), the incorporation of axial views and vistas, the planting of trees in groups or clumps (bosquets), the ornamental ponds and the mature specimen trees

surviving from Bateman's plan and the later trees planted by Sangster in c1879-1880 and the c1890 diagonal tree lined pathways of the north garden.

The Royal Exhibition Building and its garden setting retain continuity of public use and its original purpose of exhibitions and displays has been maintained.

Attributes

The Victorian Free Classical Style is demonstrated in the Royal Exhibition Building in the rich modelling, the vaulted dome with its decorative skyline feature, decorative pediments, arched entrance, and use of stucco and timber in stylistic effects.

The main 1880 Exhibition Building is cruciform in plan, comprising a pair of elongated rectangular wings, extending east and west, with a transept to the north and a truncated transept to the south. Features include the soaring dome, naves, aisles, fanlights and clerestory lighting, southern elevation with a prominent central porch and the northern elevation.

The Carlton Gardens area as a whole is a significant demonstration of a nineteenth century public park with a classically modified Gardenesque style. This includes the virtually intact path system, the high numbers of trees extant on the site from the 1880s and 1890 layouts, the classical garden design elements, the curator's lodge, the two ornamental ponds and three fountains (the Hochgurtel Fountain, the French Fountain and the Westgarth Fountain).

E. Aesthetic characteristics The Carlton Gardens, the setting for the Royal Exhibition Building, are of outstanding aesthetic significance for their nineteenth century classically modified 'Gardenesque' style. AT

The Royal Exhibition Building with its soaring dome, is a significant landmark in the Melbourne skyline. It is a leading icon in promotional literature for the State and city. The dome, building and its garden setting exhibit inspiring aesthetic features which are highly valued by the State of Victoria and the city of Melbourne.

The Royal Exhibition Building as a building in a garden ensemble continues to inspire Melbourne and Victorian communities.

Attributes

The entire site of the Royal Exhibition Building and its garden setting encompass the values of the place.

F. Creative or technical achievement The Royal Exhibition Building together with its Carlton Gardens setting, demonstrates an outstanding achievement in design. The building and gardens are representative of the international exhibition movement style, based on a Beaux-Arts axial scheme with the building as a palace, primarily in the German Rundbogenstil and Italian Renaissance style for which its designer Joseph Reed, won the design competition. The soaring dome, based AT

on the Florence Cathedral dome designed by Brunelleschi, is a landmark on the Melbourne skyline. The gardens to the south of the building were also designed to create a palatial garden setting.

Gardenesque and formal classical garden elements have been used in the design of Carlton Gardens to create a setting for the Royal Exhibition Building. The main garden elements creating the setting for the Royal Exhibition Building during the 1880 and 1888 exhibitions are in the south garden. These elements include the main north-south tree-lined avenue (Grande Allee), the east-west terrace, the Hochgurtel fountain with surrounding circular garden bed, the eastern forecourt with surrounding circular garden bed and the French fountain, the radial pattern of tree-lined linear pathways converging on the Hochgurtel fountain (patte d'oie), the formal garden beds (parterres), the incorporation of axial views and vistas, the planting of trees in groups or clumps (bosquets), the ornamental ponds and the mature specimen trees surviving from Bateman's plan and the later trees planted by Sangster in c1879-1880. These Gardenesque and classical elements are all integral to the original 1880 design for the setting of the building and are a major feature of the place's outstanding national values.

The Carlton Gardens, both north and south gardens together, are a notable creative achievement demonstrating a skilful Gardenesque design with classical elements and a landscape character with plantings of pines, cedar, Araucaria, cypress, gums, figs, pepper trees, elms, planes, oaks, poplars, Canary Island date palms and Washington palms that display contrasting colours and forms which enhances Carlton Gardens, the Royal Exhibition Building and the adjacent urban area.

Attributes

In the Royal Exhibition Building the major typological elements of an international exhibition Great Hall as 'palace,' such as a dome, cruciform floor plan, continuous galleries at first floor level, towers, corner pavilions and great portal entries remain substantially intact in the structural form and materials, internally and externally.

The Carlton Gardens provide the setting for the exhibition hall. During the 1880 and 1888 exhibitions the pre-existing style of the southern garden was modified in part to create a grand garden setting. These modifications consisted of classically inspired elements. A high number of trees remain on site from this period. The remnant cast iron perimeter fence and remaining bluestone plinth (1880), and the two lakes with islands are also associated with the exhibition building setting.

The classical and Gardenesque features of Carlton Gardens as a whole comprise the attributes related to its value as a classically modified Gardenesque style garden.

The views of the Exhibition Building dome, the views within the Royal Exhibition Building and the Carlton Gardens complex and extending from the

building and garden complex to the surrounding cityscape form part of the place's values.

2.6.3 VHR registration and published statement of significance

Extent of registration

1. All of the buildings and structures marked as follows on Diagram 1501 held by the Executive Director:

- B1 Royal Exhibition Building
- B2 Curator's Cottage
- B3 Hochgurtel Fountain
- B4 French Fountain
- B5 Westgarth Drinking Fountain
- B6 Stawell Sandstone Sample
- B7 Palisade Fence and Gate
- B8 Remnants of Bluestone Base to Palisade Fence
- B9 Iron Rod Fence

2. All of the landscape features marked as follows on Diagram 1501 held by the Executive Director:

- P1 Pathways (south garden)
- P2 Pathways (north garden)
- P3 Pond and Island
- P4 Pond and Islands

3. All the mature trees and palms, including avenues, rows and individuals growing in the Carlton Gardens including the following species:

- Acmena ingens
- Angophora floribunda
- Araucaria bidwillii
- Araucaria cunninghamii
- Araucaria heterophylla
- Cedrus deodara
- Chamaecyparis funebris
- Corymbia citriodora
- Cupressus macrocarpa
- Cupressus torulosa
- Eucalyptus cladocaylx
- Ficus macrophylla
- Ficus platypoda
- Harpephyllum caffrum
- Magnolia grandiflora
- Phoenix canariensis
- Pinus canariensis
- Pinus nigra var. Corsicana
- Pinus pinea
- Pittosporum undulatum
- Platanus x acerifolia

Populus alba
 Populus x canadensis 'Aurea'
 Quercus acutissima
 Quercus bicolor
 Quercus canariensis
 Quercus cerris
 Quercus ilex
 Quercus robur
 Robinia pseudoacacia
 Salix babylonica
 Schinus mole
 Taxodium distichum
 Tilia x europaea
 Ulmus procera
 Ulmus x hollandica
 Washingtonia robusta
 Waterhousea floribunda

4. All of the Crown Land Reserve Rs 9990 (Carlton Gardens) and Rs 37130 (Royal Exhibition Building and Museum of Victoria), crown allotment 19A, shown on Diagram 1501 held by the Executive Director, being the land bounded by Rathdowne Street, Carlton Street, Nicholson Street and Victoria Parade.

Statement of significance

The Royal Exhibition Buildings and Carlton Gardens were inscribed on the UNESCO World Heritage List on 1 July 2004

The site was inscribed under Criterion (ii) of the Operational Guidelines for the UNESCO World Heritage Convention (1972) as follows:

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.

Statement of Significance to the State of Victoria

What is significant?

The Royal Exhibition Building was constructed in 1879-1880 to house the International Exhibition of 1880. It is the only major extant nineteenth century exhibition building in Australia and one of only a handful remaining world wide. It is set within the Carlton Gardens, one of Melbourne's finest public parks. The design by noted architect Joseph Reed was awarded first prize of £300 in an architectural competition. The successful tenderer was David Mitchell at a price of £70,257. Governor Sir George Bowen laid the foundation stone on 19 February 1879 and the main building was ready for the opening of the International Exhibition on 1 October 1880. Temporary annexes to house some of the exhibition were demolished after the exhibition closed on 30 April 1881. The subsequent 1888 Centennial International Exhibition was one of the largest events staged in Victoria's history. By the turn of the twentieth century the buildings and environs had become a combination of concert hall, museum, art gallery, aquarium and sports ground. The Royal Exhibition Building played an important role in

Federation. On the 9 May 1901 the Duke of York presided over the opening of the first Federal Parliament, and from 1901 to 1927 the western annexe was used as a temporary State Parliament while the new Federal Parliament occupied the Victorian Houses of Parliament. In 1919 the buildings became an emergency hospital for influenza epidemic victims and during the Second World War were used mainly by the RAAF. From 1948 to 1961 part of the complex was used as a migrant reception centre. The Royal Exhibition Building was still widely used in the postwar era for popular exhibitions such as the Home Show. The building is cruciform in plan with the nave known as the Great Hall on the main east-west axis. The main dome is 60 metres high and sits over the crossing of the nave and transepts. The southern transept, which contains a 13 metre wide semi-circular fanlight and is flanked by two towers, forms the main entrance. The decorative scheme by John Anderson for the opening of Federal Parliament saw the dome was decorated in imitation of the sky and the pendentives adorned with murals. An unusual and interesting aspect was the decorated exposed roof trusses throughout the building. The decorative scheme, hidden under layers of paint, was recovered and restored in a major renovation in the 1990s. In 2001 the Royal Exhibition Building hosted centenary celebrations of the opening of the first Federal Parliament. On 1 July 2004 the Royal Exhibition Building was inscribed on the World Heritage List.

Superintendent Charles La Trobe first planned the 26 hectare site of the Carlton Gardens in 1839 as part of the green belt encircling Melbourne which included Batman Hill, Flagstaff Gardens, Fitzroy Gardens, Treasury Gardens and the Domain. The original layout of the gardens was by Edward La Trobe Bateman and dates to 1856. Further redesign and planting took place under the direction of the State's leading landscape designers and horticulturists, including Clement Hodgkinson, William Sangster, Nicholas Bickford, John Guilfoyle and architect Joseph Reed. Reed and Sangster, who was also a nurseryman, worked in conjunction to ensure a suitable setting for the building, planning gardens, paths, entrances and other features. As well as the Royal Exhibition Building and the 1891 Curator's Lodge, first lived in by John Guilfoyle, the gardens contain three important fountains: the Hochgurtel Fountain, designed for the 1880 Exhibition by Joseph Hochgurtel; the French Fountain; and the Westgarth Drinking Fountain. The original perimeter fence was removed in about 1928 leaving only a small remnant and all of the bluestone plinth. The Melbourne Museum, designed by architects Denton Corker Marshall and constructed in the gardens immediately to the north of the Royal Exhibition Building, opened in 2000.

How is it significant?

The Royal Exhibition Buildings and Carlton Gardens are of historical, architectural, aesthetic, social and scientific (botanical) significance to the State of Victoria.

Why is it significant?

The Royal Exhibition Building is historically significant as the only major extant nineteenth century exhibition building in Australia. It is one of the few major nineteenth century exhibition buildings to survive worldwide. Together with the associated landscaped gardens, the building forms one of the major surviving nineteenth century exhibition precincts in the world. The building demonstrates the wealth and confidence of the colony of Victoria in the late 1870s. It has been the stage for highly significant and historic national events, including the Melbourne Exhibition of 1880, the Centennial Exhibition of 1888, the opening of the Federal Parliament in 1901 and as the venue for the Victorian State Parliament from 1901 until 1927. The decorative scheme by John Anderson for the opening of Parliament in 1901 is of historical and aesthetic significance and is among the finest public art works in Victoria.

The Royal Exhibition Building is architecturally significant as one of the finest and largest nineteenth century buildings in Australia. The stylistic choice of Renaissance motifs and the modelling of the dome on that of Brunelleschi's Florence Cathedral is emblematic of the sense of confidence of the young colony of Victoria in 1880. The Royal Exhibition Building is architecturally significant as the largest design carried out by renowned Melbourne architectural firm Reed and Barnes, who were responsible for many of Melbourne's most prestigious public buildings, including the Melbourne Town Hall and the State Library.

The Carlton Gardens, the setting for the Royal Exhibition Building, are aesthetically significant for their nineteenth century 'Gardenesque' style featuring specimen trees, parterre garden beds, in a symmetrical design with the use of axial views and foci. The landscape features outstanding tree avenues, rows and specimen trees on the lawns, a curator's lodge, two lakes with islands, shrubberies and elaborate annual bedding displays along the southern promenade. The nineteenth century path layout is enhanced by magnificent avenues of trees, including the grand avenue of 26 Plane trees which frames the Exhibition Building dome, Elms, Cedar, White Poplar, English Oak and an uncommon avenue of 35 Turkey Oaks. Carlton Gardens is notable for the creative achievement demonstrating skilful garden design, and a landscape character which features plantings of Pines, Cedar, Araucaria, Cypress, Gums, Figs, Pepper trees, Elms, Planes, Oaks, Poplars, Canary Island Date palms and Washington palms, that display contrasting colours and forms which enhances the Gardens, Royal Exhibition Building and the local urban area. Josef Hochgurtel's Exhibition Fountain of 1880 is the only known work of the artist in Australia and is historically significant as an expression of civic pride in Victoria's emerging international importance. Hochgurtel's fountain is the largest and most elaborate fountain in Australia, incorporating frolicking putti, fish-tailed Atlantes, goannas, platypus and ferns. The fountain and the 'Grand Allee' lined with Plane trees is integral to the setting of the Royal Exhibition Building.

The Carlton Gardens are of scientific (botanical) significance for their outstanding collection of plants, including conifers, palms, evergreen and deciduous trees, many of which have grown to an outstanding size and form. The elm avenues of *Ulmus procera* and *U. x hollandica* are significant as few examples remain world wide due to Dutch elm disease. The Garden contains a rare specimen of *Acmena ingens* (only five other specimens are known), an uncommon *Harpephyllum caffrum* and the largest recorded in Victoria [Removed Sept 2010], *Taxodium distichum*, and outstanding specimens of *Chamaecyparis funebris* and *Ficus macrophylla*, south west of the Royal Exhibition Building.

The Royal Exhibition Building and the Carlton Gardens are of social significance for their continuing involvement in the lives of Victorians. The buildings have hosted countless major exhibitions as well as other community uses such as an influenza hospital, wartime military use, migrant reception centre and a venue for several events during the 1956 Olympic Games. The gardens have been enjoyed by visitors for passive recreation, entertainment and social interaction and have been the venue for the successful International Flower and Garden Show.

3.0 CONSERVATION POLICY

This conservation policy provides direction and guidance on the conservation of the heritage values of the REB and Carlton Gardens. It has regard for the conservation policy considerations identified in the 'Australian World Heritage Management Principles' (*EPBC Regulations* Schedule 5) in relation to the management of World Heritage and National Heritage places in Australia. It also has regard for the requirements of the City of Melbourne as manager of Carlton Gardens, of the Museums Board of Victoria as custodian of the Exhibition Reserve including the REB, and of the various users of the place.

The policy has additionally been prepared with an awareness that the management and use of the REB and Carlton Gardens may involve, from time to time, change to the place to support ongoing exhibition use, meeting code requirements, maintaining public access and managing the natural evolution of the landscape.

The current resourcing of management of the REB and Carlton Gardens will, pragmatically, place constraints on the full implementation of the conservation policy. Funding limitations are not necessarily an impediment to sound management, but they may prevent the expeditious implementation of all the conservation actions. A staged approach to implementation is an acceptable alternative.

The conservation policy should be read and implemented in conjunction with the management policies set out in Chapter 4. These address management arrangements and responsibilities, statutory requirements, decision-making, managing use of the place, code compliance, training and awareness, consultation, monitoring and review, risk preparedness, signage, environmental sustainability, and managing heritage impacts.

For a description of the building, structure or landscape element referred to in the policies, see Appendix B, Physical Survey.

3.1 Navigation of this chapter

The policies are arranged as follows:

Policy number	Policy
3.3	Overarching policies
3.4	Use of the place
3.5	Buildings and structures
3.6	Carlton Gardens hard landscape elements
3.7	Carlton Gardens soft landscape elements
3.8	Exhibition Reserve
3.9	Views and vistas
3.10	Presentation
3.11	Interpretation
3.12	Works to the place
3.13	Aboriginal and Torres Strait Islander cultural heritage

For clarification, the Hochgürtel Fountain, parterre beds and scroll garden together with the upper and lower promenades on the south side of the REB were originally developed as components of the South Forecourt to the REB, along with the area which is currently an asphalted apron adjoining the south face of the building. However, the Exhibition Reserve boundary includes the upper promenade and asphalted apron only, which together are now commonly referred to as the South Forecourt; with the other elements more commonly described as being in the South Garden.

For the purposes of this chapter, the Hochgürtel Fountain, parterre beds and scroll garden, and lower promenade are also included in references to the South Garden, but are recognised to have historically been part of the South Forecourt and remain important presentational components to the front elevation of the REB.

3.1.1 Policy structure

The structure of each policy includes:

- a statement of the significance of the element or item being addressed (many elements are significant at more than one level, while some may be significant at only one level);
- the policy or policies, including general and specific conservation actions; and
- discussion/rationale which explains and justifies the policy approach.

Some conservation actions are identified as being essential to retaining and conserving the cultural significance of the heritage place; others are aimed at enhancing significance through reinstatement or reconstruction of missing elements of the place; while others are general or more specific management policies and include, in some cases, guidance on potential adaptation.

3.2 Principal conservation objectives

The conservation policy is based on the following principal objectives:

- To retain, conserve and promote the ‘Outstanding Universal Value’ of the REB and Carlton Gardens, together with the national and state heritage values
- To retain and conserve the significant fabric (buildings, structures and vegetation) including that which dates from 1879 through to 1901
- To manage the place in accordance with the *Operational Guidelines for the Implementation of the World Heritage Convention* (UNESCO, 2021); the principles of *The Burra Charter: The Australia ICOMOS Charter for Places of Cultural Significance, 2013 (Burra Charter)*; and the requirements of the *Environment Protection and Biodiversity Conservation Act 1999 (EPBC Act)* and *Heritage Act 2017 (Vic)*
- To support the historical and ongoing use of the place for exhibitions, as a place of recreation, and as a place of public access
- To encourage further restoration of the place, including the ongoing recovery, reinstatement or reconstruction of missing or modified building and landscape elements
- To remove elements which have a visual or physical impact on the place, and vegetation which detracts from the significance of the gardens
- To strive for balance between meeting Australian standards and building code requirements (as an operating exhibition venue) and minimising physical change and impacts

- To only undertake change, new works and adaptation of a space or element for ongoing operational purposes, where no other feasible or viable alternative is available, and to ensure all change and adaptation is reversible
- To manage the REB and Carlton Gardens as an integrated heritage place, including maintaining and enhancing the visual connections between the North and South Gardens
- To support recognition and management of Traditional Owner and First Peoples' values within the place
- To conserve and manage the vegetation in an environmentally sustainable manner, within the constraints of heritage principles and obligations, to ensure the ongoing health and survival of the Carlton Gardens as setting to the REB.

3.3 Overarching policies

3.3.1 *Royal Exhibition Building*

The REB will be managed to retain and conserve its world, national and state heritage values. Management of the place will be in accord with the UNESCO *Operational Guidelines for the Implementation of the World Heritage Convention*, the principles of the Burra Charter and relevant Federal and state statutes; and will ensure that the historical exhibition use is retained; the significant fabric of the place is conserved; the heritage values are promoted; and public use and access are continued.

3.3.2 *South Garden*

The South Garden will be managed to retain and conserve its world, national and state heritage values. This includes its role as the primary setting to the REB, framing and enhancing the presentation of the building and dome, including the south façade which was the original principal façade and ceremonial entry to the 1880 exhibition. The South Garden is also an outstanding nineteenth century landscape and example of nineteenth century classicism in an Australian public garden, with 'Gardenesque' style elements, and will be managed to retain and conserve this character.

3.3.3 *North Garden*

The North Garden will be managed to retain and conserve its world, national and state heritage values. It is more modified than the South Garden, was occupied by temporary annexes for much of the 1880s exhibition period, and has been subject to recurring change since then, including insertions of early twentieth century infrastructure. However, the North Garden retains its overall layout as re-introduced in its c. 1892 reinstatement, and this will generally be conserved. Management of the North Garden will also ensure that it continues to form a setting to the REB. Any future change will adopt an interpretive approach to reintroducing elements of the 1880s garden form and layout.

3.3.4 *Exhibition Reserve*

The Exhibition Reserve will be managed to retain and conserve its world, national and state heritage values. The Reserve includes the significant forecourts to the REB facades, and these will be managed to retain their original character and elements, where these survive or have been restored; and elsewhere to reinstate and reconstruct the original forecourt form and layouts. The Exhibition Reserve will also be managed to restore, where feasible, the character of the frontages to Rathdowne and Nicholson streets,

to enhance their traditional presentation and reinforce the connection between the South and North Gardens.

3.4 Use of the place

3.4.1 Exhibition use

Significance

The international exhibition use of the REB and Carlton Gardens is key to its world, national and state levels of significance.

Policy

Continue the use of the REB and Carlton Gardens for exhibitions, trade fairs and the like, public performances and gatherings, in accord with the original *raison d'être* of the site and the conservation of the values for which it was inscribed on the WHL.

Continue the ongoing use of the Carlton Gardens as a venue for outdoor exhibitions associated with the use of the REB.

Balance the requirement to make changes to the building, as may be required from time to time to maintain the exhibition operations, with minimising physical or visual impacts on the place.

Monitor the nature, frequency and intensity of exhibition uses, to ensure significant fabric is not compromised.

Support appropriate recognition of Traditional Owner and First Peoples cultural values as part of the exhibition use of the REB and Carlton Gardens.

Discussion/rationale

The use of the REB and Carlton Gardens for exhibition purposes is fundamental to the significance of the place and should be continued. Suitable uses include major exhibitions, trade fairs, outdoor shows and the like, public performances and events.

However, with this use comes contemporary requirements and standards to be met which have the potential to require changes to the building and site, even if only minor and incremental and at 'pressure points' in the building. The exhibition hall of the 1880s is not compliant with exhibition needs of the 2020s.

For example, loading and unloading for an exhibition involves truck and vehicle access to different parts of the building, which puts pressure on entries and floor loadings. Exhibition displays with their associated and often substantial infrastructure require careful bumping in and out. As an operating exhibition venue, the place is also subject to an annual compliance audit by a building surveyor. These audits sometimes result in changes being recommended to meet compliance. Recognition of this is essential to enabling the continuation of exhibitions.

The nature, frequency and intensity of exhibition use is another consideration, and this requires constant monitoring and review to identify, manage and prevent physical impacts. The comparatively fragile nature of the REB's interior in relation to damage requires that any risks associated with specific uses, such as fire or water risks, are fully reviewed. Similarly, the fabric of Carlton Gardens is fragile, and overuse, an inappropriate use or one which is too frequent, has the potential to damage the significant landscape. Events and major exhibitions in the gardens therefore also require monitoring. Condition

reporting on levels of damage should be carried out before, during and after events to determine appropriate levels, frequency and types of use.

Any temporary events associated with the Melbourne Museum should also have regard for limiting or avoiding adverse impacts on the REB and Carlton Gardens in terms of the 'experience' and 'dignity' of the place, given the World Heritage significance. This is not to say that temporary events or performances should be avoided, but rather that such activities are conducted in a manner which ensures the heritage values are not impacted, as per the exhibitions conducted in the gardens.

As documented in the *Traditional Owner and First Peoples' Cultural Values Report*, the historical exhibition uses which sit at the core of the world, national and state significance of the REB and Carlton Gardens relied upon the alienation of the site, included the cultural appropriation and objectification of Aboriginal people, and were a spectacle developed to celebrate the colonial world system which had been responsible for uncounted injustices to Aboriginal people. Since the 2000 opening of the new Melbourne Museum, a more inclusive story of the place and approach to exhibition of cultural values has been developed in close partnership with Aboriginal people. While conserving the world, national and state significance of the REB and Carlton Gardens, the evolution of storytelling and exhibition uses of the place should continue to be supported.

Management of exhibitions

The following will assist in the avoidance of heritage impacts when managing and conducting exhibitions. Refer also to the management policies in Chapter 4 and Section 4.8 (Managing Use) in particular.

Royal Exhibition Building

Temporary exhibition infrastructure, such as stands, booths, marquees, etc should be installed and removed in a manner which does not cause damage to significant internal and external fabric. For example, nothing should be affixed to the building fabric in a manner which causes damage.

Fork-lifts and other vehicles should not be driven in a manner which causes impact on the fabric. For example, floor loadings should not be exceeded by excessive loads or large vehicles.

Permanent infrastructure, such as power, lighting, catenary wires, etc, should be stored in the building in a manner which is unobtrusive when it is not in use.

Exhibition Reserve and Carlton Gardens

Tree roots should not be impacted by any structures, vehicles and the like.

Ensure that the habitat of fauna, including birds and possums, is not compromised by exhibition or event-related activities in the gardens.

Ensure that any installations associated with exhibitions and the like are temporary and expeditiously removed at the end of each event, and any resulting impacts addressed and made good.

3.4.2 Recreation in the Carlton Gardens

Policy

Continue the ongoing use of the Carlton Gardens as a place of recreation.

Existing recreation areas and facilities within the gardens may be retained, however, if they cease to be used or required, then their replacement with a landscaped area is recommended.

New recreational uses which require the construction of new or additional facilities should not be permitted.

Discussion/rationale

The general use of the Carlton Gardens for passive recreation is a long-standing historical use. It allows the public to appreciate the heritage values of the gardens, and to see and appreciate the REB in its largely original setting.

The use of the North Garden for more active forms of recreation is, comparatively speaking, a more recent phenomenon, which is unrelated to the most significant period of development during the late nineteenth century. At that time, the North Garden was mostly occupied by temporary exhibition buildings, followed by the introduction of the largely current garden layout in c. 1892.

While recent, it is also recognised that the tennis courts, basketball court and playground are popular local facilities, and while they remain in full use they can be retained. The use of these facilities, and the use of the gardens for other less formal recreation also fits broadly into the tradition of passive recreation and social interaction in the Carlton Gardens.

However, if these facilities cease to be used or fall away in popularity, the opportunity to remove and replace them with areas of landscape consistent with the character of the 1880s-1890s gardens should be taken. The affected area should be re-landscaped, following an interpretive approach to the 1880s-1890s garden layout.

The recommended interpretive approach recognises the changes which occurred in the North Garden even during the 1880s, associated with the two exhibitions, and the fact that there is no fully authentic single or overriding design to use here to inform a new garden design. Consequently, the North Garden offers somewhat greater latitude in engaging with climate adaptation and other requirements with respect to tree selection and other landscape considerations, although congruency with the world, national and state heritage values and the c. 1880s character of Carlton Gardens will remain the primary basis for design and management of the North Gardens.

More generally, throughout its history the Carlton Gardens has been used by both local and wider communities for predominantly passive (informal) recreation and social interaction. While the specific nature of the activities and experience of the gardens has changed over time and will continue to evolve, the principle of maintaining general public access and use is fundamental to the significance of the place.

3.4.3 *Public access*

Policy

Continue to provide, and maximise, public and visitor access to the REB and Carlton Gardens.

Discussion/rationale

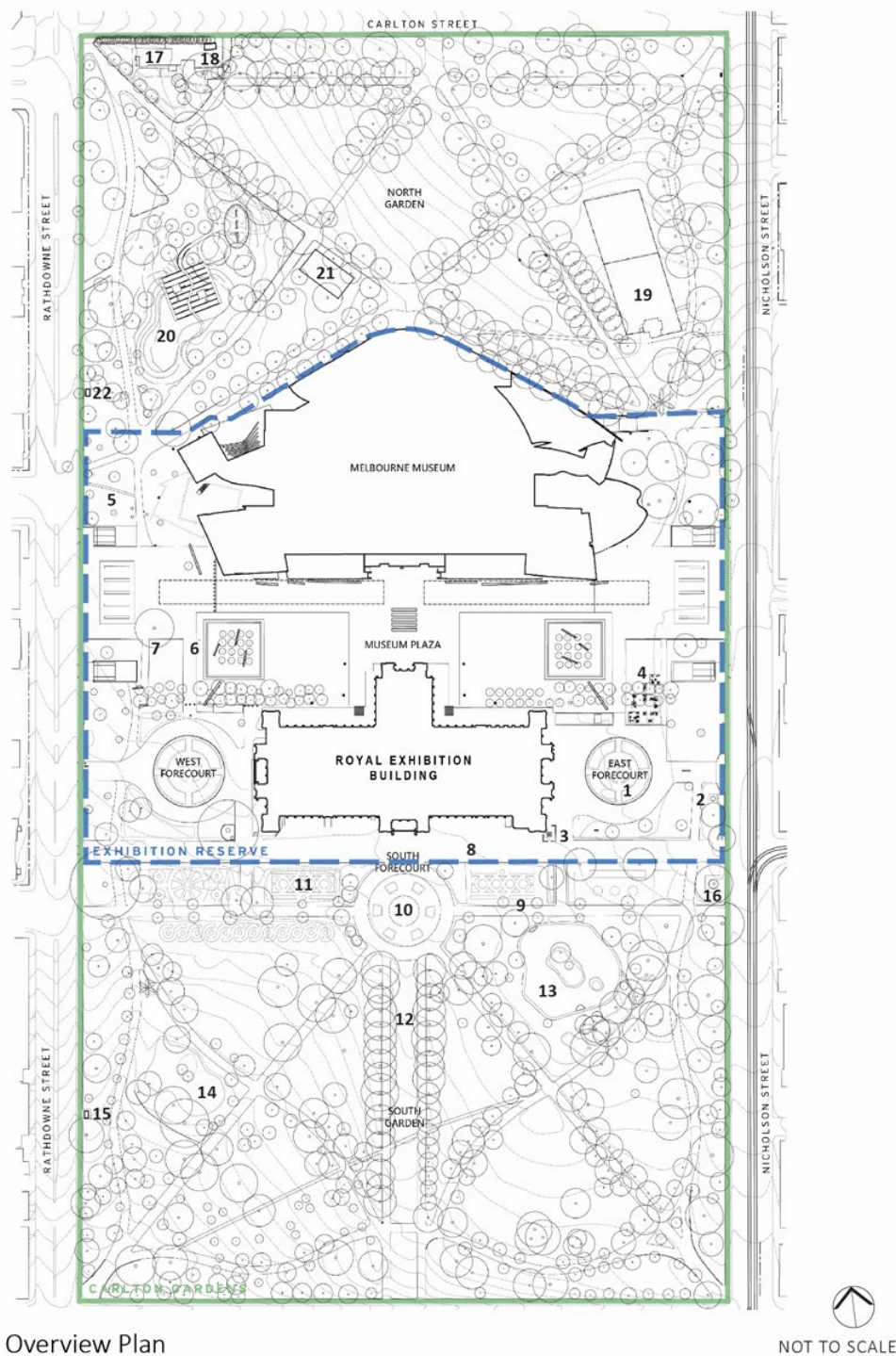
The REB and Carlton Gardens is a place which, by its very nature, accommodates exhibitions to which the public has access. It is also a significant tourist drawcard. Public access during periods when there are no exhibitions, is provided via a daily guided tour run by the Melbourne Museum. The north doors also remain open each day (during non-exhibition times) to allow public viewing of the interior, albeit through the glazed screen.

More generally, continuing to provide and improve public access is critical to enhancing and disseminating an understanding and appreciation of the site and of the history of the REB and Carlton Gardens. It is also consistent with the desire to promote the site and the World Heritage values in particular. In this regard, the opening of the dome promenade (planned to be accessible to the public 365 days a year) is an important initiative.

3.5 REB and buildings within the gardens

Refer to the plans of the REB in Chapter 2 to locate component parts of the REB. The REB and buildings within the gardens described below are located as shown in Figure 18.

ROYAL EXHIBITION BUILDING AND CARLTON GARDENS



- | | | |
|----------------------------------|----------------------------------|----------------------------------|
| 1 French Fountain | 8 Upper Promenade (South Drive) | 16 Moreton Bay Fig Meeting Place |
| 2 Westgarth Fountain | 9 Lower Promenade (Melia Avenue) | 17 Curator's Lodge |
| 3 Honourable John Woods Monument | 10 Hochgürtel Fountain | 18 Works Depot |
| 4 Colonial Square | 11 Parterre beds | 19 Tennis pavilion and courts |
| 5 Grollo Fountain | 12 Grand Allée | 20 Playground |
| 6 'Garden of Unity' sculpture | 13 East Lake | 21 Basketball court |
| 7 Museum Plaza Sugar Gum | 14 West Lake | 22 North toilet block |
| | 15 South toilet block | |

Figure 18 Site Plan (2019) of the REB and Carlton Gardens, with major features

Significance

The whole of the REB, its interior and exterior, is significant at world, national and state levels. Individual built components of the wider REB and Carlton Gardens which are not of this significance, and of little or no heritage value, are identified below at 3.5.9 and 3.5.10.

*3.5.1 Royal Exhibition Building envelope/exterior**Significance*

The building envelope and exterior of the REB, as designed by Joseph Reed in 1879, and constructed in 1880 for the first of Melbourne's international exhibitions, is significant at world, national and state levels.

Policy

Retain and conserve the building exterior including the overall building envelope.

Do not clutter the areas surrounding the REB facade with new structures, enclosures, permanent car parking, bicycle racks or other items in proximity to the external walls (refer also to related policy at 3.10).

Do not construct or introduce elements, other than temporary elements associated with exhibitions or events, to the forecourt areas in front of the entries. This is with the exception of conservation actions such as the reinstatement of the urns in the southern forecourt.

Do not make further alterations to the exterior of the building, unless required for operational purposes and there is no feasible or viable alternative. New work should also be sympathetic to the original fabric and design intent and be unobtrusive.

Promote the primacy of the entry in the south façade as the original principal entry for the 1880s exhibitions.

Discussion/rationale

Maintaining the primacy of the building exterior, and generally retaining free and unencumbered views of it when within the Carlton Gardens, is essential.

The building essentially has four facades. The north façade has a busy interface due to its proximity to the Museum Plaza and museum entrance, and the Nicholson Street (east) façade is another contemporary focus as the entrance which is currently most often used for exhibitions and events, including due to the easy vehicle entry.

However, the principal original façade is the south facade, with the main entrance facing the South Forecourt and Hochgürtel Fountain, framed by the Grande Allee of the South Garden. Its primacy should continue to be reinforced through maintaining the visual relationship with the South Garden elements. Equally, the South Garden should continue to be conserved and managed to maintain its role in highlighting and drawing attention to the main entrance in the south façade.

*3.5.2 Dome**Significance*

The REB dome is significant at world, national and state levels.

Policy

Retain and conserve the dome.

Maintain views of the dome from within the Carlton Gardens.

Support the Melbourne and Yarra city councils in their management of the World Heritage Environs Area (WHEA) precincts around the REB and Carlton Gardens, where the local planning controls protect and manage views to the REB and dome (see 'Views and vistas' at Section 3.9).

Discussion/rationale

The dome is a highly distinctive component of Joseph Reed's design for the building and is a landmark on the Melbourne skyline. Conservation works to the dome have commenced, undertaken as part of Museum Victoria's approved proposal for providing regular public access to the dome and building (the 'Royal Exhibition Building Protection and Promotion Project'¹⁰), and include repairs and restoration works to the external south façade including the dome cupola, dome roof and dome drum.¹¹

These works, and the associated project, will also enable greater access to the Dome Promenade and will bring people in close proximity to the structure in a manner which has largely not been achieved since the nineteenth century.

Views to the dome have also been analysed at length, including for the *World Heritage Strategy Plan*. This document, and the associated planning controls, emphasise and protect available views of the dome.

Views of the dome are further addressed at 'Views and vistas' at Section 3.9 below.

3.5.3 Main Hall, nave and transepts

Significance

The internal spaces of the REB, including the Main Hall, nave and transepts, are significant at world, national and state levels.

Policy

Retain and conserve all original internal fabric and decoration.

Retain and maintain a timber floor of appropriate species (the current floor is Spotted Gum, of modern origin).

Do not make further alterations to the interiors of the Main Hall, nave and transepts, unless required for operational purposes and there is no feasible or viable alternative. New work should also be sympathetic to the original fabric and design intent and be unobtrusive.

¹⁰ This project was approved under the Commonwealth EPBC Act 1999 and Victorian Heritage Act 1995 (the old act) in 2017. Information taken from the *Protection and Promotion Project: Royal Exhibition Building, Heritage Impact Assessment*, Lovell Chen, Revised May 2016.

¹¹ The *Protection and Promotion Project: Royal Exhibition Building, Heritage Impact Assessment*, Lovell Chen, Revised May 2016, provides considerable detail on the dome works.

Discussion/rationale

The whole of the interior to the extent of the Main Hall including the nave, north and south transepts, Nicholson Street foyer, original internal timber stairs and stair wells and remnants of original fabric, fixtures and fittings are significant and should be retained and conserved. Included in this are the restored 1901 decorative scheme; the remnant partitioning in the north-east corner of the gallery around the theatrette, which points to the presence of the original art galleries; and remnants of previous decorative schemes, both visible and concealed beneath subsequent layers.

*3.5.4 Pavilions**Significance*

The pavilions are significant at world, national and state levels.

Policy

Retain and conserve the original fabric of the pavilions.

Adaptation and further alterations can be considered for the pavilions given the changes which have already occurred including to support the use of the internal spaces for a variety of administration and operational needs, but should be sympathetic and concentrated in already modified areas and non-original fabric.

Of the eight pavilions, that which abuts the east side of the main entry to the south façade is the most intact. No further change should occur to this pavilion, and reinstatement of missing elements could also be undertaken, to enable this to be the most representative example of the original pavilions.

Discussion/rationale

The pavilion interiors are intact in terms of original structure although they have variously been altered including to accommodate a variety of administration and operational needs. The north-west pavilion contains a workshop in the basement, and the former Trustees board room and anteroom on the ground floor (dating from the 1930s). Buildings administration offices have been introduced to the north-east pavilion. The south-east pavilion has public toilets on the ground floor; the ground floor of the south-west pavilion has a storeroom. The gallery level of this pavilion has been fitted out with a small meeting/seminar room and toilets. Providing that the essential structure is retained, these interior spaces could continue to be adapted and re-used as required.

The pavilion on the west side of the main entry to the south façade is currently undergoing works as part of the 'Royal Exhibition Building Protection and Promotion Project', including demolition of the existing stair and fabric to the interior, and insertion of a new lift and stair into the pavilion space, to take visitors up to the promenade around the base of the dome. The new lift is effectively being introduced into a space which held a hydraulic lift, installed temporarily, and as a working exhibit, for the 1888 exhibition.

*3.5.5 Basement**Significance*

The internal spaces of the REB, including the basement, are significant at world, national and state levels.

Policy

Retain and conserve the original fabric of the basement.

The basement can continue to be adapted to new uses, provided the works have no or limited physical impacts on original building fabric.

Preferably not conceal original fabric, where feasible, to enhance an understanding of the building's construction.

Continue to explore ways and methods of prevent flooding to the basement, including from storm water.

Discussion/rationale

The basement contains evidence of the construction of the building e.g. the monumental bases to the dome piers. This evidence is of interest to visitors and it should preferably not be obscured by later fabric, where feasible.

The basement is currently undergoing works as part of the 'Royal Exhibition Building Protection and Promotion Project'. These works include removal of the majority of existing non-original partitions, joinery, services, equipment and the like; and providing enhanced access to the basement through an existing door on the south elevation of the REB, as the new main entry and exit point for participants in the Promenade Experience. New toilets and services infrastructure will also be introduced for a future fit out of the basement for display and storage purposes, although the intent is for the future internal layout of the basement to remain flexible.

This increased or enhanced access to the basement is consistent with the desire to provide and improve public access to the REB, as a means of enhancing and disseminating an understanding and appreciation of the site and of the history of the REB and Carlton Gardens. It is also consistent with the desire to promote the site and the World Heritage values in particular.

The basement, including occupiable sub-floor space, or areas within it, can also be further adapted to accommodate building services and associated infrastructure. Notwithstanding the increased public access, the basement will continue to largely be a space of some utility and as such it remains a suitable space for new and expanded building services.

The basement is at some risk of flooding, partly from stormwater run-off because of the slope of the land towards, instead of away from the building. It would clearly be preferable for the run-off to go towards the garden in addition to the stormwater system, and further work to the drainage systems is required to address this.

3.5.6 Decoration

Significance

The decoration to the interior of the REB, including the 1901 decorative scheme, is significant at world, national and state levels.

Policy

Retain and conserve the interior decoration.

Further investigate the decorative schemes in the art galleries and apply, expose or reconstruct as appropriate, to eliminate the modern neutral scheme.

Complete the decorative scheme by reinstating the stencils on the clerestory windows.

Ensure that all future touch-ups are carried out using the appropriate paint and exact colour matches.

Retain any pounce or chalk marks which may have survived.

Discussion/rationale

When the 1901 decorative scheme was recovered and restored, the stencils to the clerestory glazing were not reinstated. This should be done to complete the scheme.

With regard to the art galleries, the colours at the back of the galleries were derived from the south-east gallery and run around the interior. The modern neutral walls were a result of a requirement of exhibitors to have a neutral background against which to display their items, however this requirement is mostly now redundant. To bring the decoration to completion, it is recommended that the neutral walls be painted in the appropriate colour derived from the gallery scheme. The scheme would also appear to be plain as photographic evidence does not indicate any dado, however an investigation would be required to confirm this.

The pounce marks and chalk lines used to reinstate the 1901 scheme were left on the south-west pier as an interpretative device, as were the sections of exposed original decoration behind Perspex. Unfortunately, the pounce and chalk marks have been removed and consideration should be given to their reinstatement to assist in distinguishing between hand painted and stencilled decoration in accord with the original.

3.5.7 *Paintings and murals*

Significance

The paintings and murals to the interior of the REB, including those which date from the 1880s and from the 1901 decorative scheme, are significant at world, national and state levels.

Policy

Retain and conserve the interior paintings and murals.

Undertake an annual inspection of the paintings and murals, maintain appropriate monitoring, and record their condition.

Discussion/rationale

The figure paintings around the piers of the dome and on the arches and lunettes date variously from the 1901 scheme and earlier schemes, although in some instances their precise origins have not been identified. They are part of the significant interior character of the REB, including some which date from significant exhibition period, and monitoring their condition is essential to ensuring their ongoing survival.

3.5.8 *Curator's Lodge*

Significance

The Curator's Lodge (refer Figure 18) is significant at world, national and state levels. Where individual parts or components of the building and its setting are of little or no heritage value, this is identified below or in the Physical Survey in Appendix B.

Policy

Retain and conserve the Curator's Lodge and brick outbuilding to the extent of their original significant exterior form and fabric and interior layout. Where original or early elements/fabric remain to the interior of the lodge, such as in the westernmost rooms, these should in preference be retained.

Provide an appropriate setting for the Curator's Lodge in the context of surrounding significant landscape elements.

The interiors, where modern, can be altered and adapted as required.

The lodge's rear skillion and verandah infill can be retained, removed, internally altered and adapted as required. Replacement of the skillion and verandah infill would require a considered design approach but should not exceed the current scale and footprint.

The modern car garage can be retained, removed, altered and adapted as required.

The cottage-style garden layout, which is evident from at least the early twentieth century, should be retained. A variety of plants can be used in the garden.

Discussion/rationale

The Curator's Lodge is associated with the re-establishment of the North Garden after the 1888 Exhibition. Externally, the lodge and brick outbuilding are generally intact. While retaining disparate elements of early or original fabric, the interiors are of limited significance. Accordingly, it is the layout of the lodge interior that is of interest. The rear skillion and verandah infill, together with the modern car garage, are of no significance. The cottage garden layout dates from at least the early twentieth century, and is both appropriate to, and part of, the significant presentation of the building.

The Curator's Lodge also has a comprehensive suite of VHR permit exemptions relating to the exterior and interior, which provide for a range of works to be undertaken without the need for Heritage Victoria approval.¹²

*3.5.9 Tennis pavilion and tennis courts**Significance*

The pavilion and associated tennis courts (refer Figure 18) are of local heritage significance.

Policy

Retain and maintain as required.

If the pavilion and tennis courts cease to be used or required, then their replacement with a landscaped area is recommended.

Discussion/rationale

The tennis courts and pavilion were added to the site in 1924 and are therefore not part of the layout of the North Garden as established in c. 1892. They are a component of the recreational facilities introduced to the garden in the twentieth century. They are however of long standing, of value to the

¹² <https://vhd.heritagecouncil.vic.gov.au/places/228>, accessed 17 December 2019.

local community, and of recognised local heritage significance; for this reason, their retention is supported to the extent that the tennis facility continues to fulfil this role.

However, if the facility ceases to be used or falls away in popularity, the opportunity to remove the pavilion and courts and replace them with landscape should be taken. As with the policy on 'Recreation in the Carlton Gardens' at Section 3.4.2, the affected area should be re-landscaped, following an interpretive approach to the 1880s-1890s garden layout. Again, as per 'Recreation in the Carlton Gardens', the interpretive approach recognises the changes which have historically occurred in the North Garden, and acknowledges that there is no fully authentic single or overriding design to inform the new garden design in this location.

The tennis courts have a VHR permit exemption for their resurfacing, which can be undertaken without the need for Heritage Victoria approval.¹³

3.5.10 Toilet blocks

Significance

The toilet blocks (refer Figure 18) are of no heritage significance.

Policy

Retain and maintain as required, to provide appropriate public amenities in the gardens.

If replaced, ensure the new blocks are unobtrusive in terms of design and siting.

Discussion/rationale

The existing cast iron modular toilet block facilities are consistent with the City of Melbourne's provision of public toilets in parks and replaced earlier brick structures. While they are of no heritage significance, they provide necessary facilities and are relatively unobtrusive.

3.6 Carlton Gardens hard landscape elements

Where relevant, hard landscape elements described below are located on the plan at Figure 18.

Significance

The Carlton Gardens in aggregate are significant at world, national and state levels. Individual hard landscape elements of the Carlton Gardens which are not of this significance, and of little or no heritage value, are identified below.

3.6.1 Cast iron palisade fence & bluestone plinth

Significance

The remnant portion of original palisade fence with gate on the north property boundary (in association with the Curator's Lodge), together with the bluestone plinth around the majority of the place boundary, define the original boundary and extent of the international exhibition site as identified in 1879, and are a component of the world, national and state levels of significance.

¹³ <https://vhd.heritagecouncil.vic.gov.au/places/228>, accessed 17 December 2019.

Policy

Retain and conserve the remnant portions of palisade fence, gate and bluestone plinth.

Retain and conserve the reconstructed section of fence, gate posts and plinth to the West Forecourt.

Salvage any removed plinth sections and store securely or reinstate.

Discussion/rationale

A cast iron fence on a bluestone plinth around the perimeter of the Carlton Gardens was installed as part of the works for the 1880 Exhibition, replacing earlier timber fencing. It remained essentially intact until 1928 when most of the fence was removed, leaving only the bluestone plinth, along with a small section of the fence adjacent to the Curator's Lodge.

Subsequent changes to the gardens have resulted in removal of sections of the bluestone plinth, particularly along the east and west flanks of the Exhibition Reserve, to facilitate access to the Melbourne Museum. Conversely, some sections of damaged original fence on the north boundary of the Carlton Gardens have been repaired. A section of fence has also been reinstated at the entrance to the reconstructed West Forecourt.

While viewed from an exclusive conservation perspective a degree of interest may be expressed in restoring further sections of the perimeter fencing as a historical element of the place, this must be balanced against other factors relevant to the world, national and state heritage values, including the place's functional uses and the evolved nature and maturity of the gardens' landscape.

It is noted that removal of the perimeter fence was an important episode in the history of place, allowing freedom of public use and access to Carlton Gardens and opening the site to communities that had previously been largely excluded, most significantly the growing Aboriginal community in Fitzroy for whom the Carlton Gardens became a significant meeting place in inter-war and early post-war decades.

Reinstatement of the original perimeter fence is not a feasible action given the profile of the place's contemporary public use; it is also an action that is not supported by the breadth of the site's heritage values.

3.6.2 *Hochgürtel Fountain*

Significance

The Hochgürtel Fountain is associated with the 1880 Exhibition and is a component of the world, national and state levels of significance of the Carlton Gardens.

Policy

Retain and conserve the Hochgürtel Fountain and maintain in working order.

Investigate and restore the setting of the Hochgürtel Fountain, based on evidence.

Discussion/rationale

The Hochgürtel fountain is a key element of the South Garden and of the original South Forecourt to the REB. While the fountain is intact, the immediate setting requires investigation to clarify if the form of the current bed is historically accurate. Early photographs and artists sketches (c. 1880) indicate a smaller landscaped area around the fountain, which was enclosed by an iron overlapping hoop fence. If this evidence proves accurate, it is recommended to reconstruct the fence and reinstate the surrounds

to provide a more historically accurate setting for the fountain. The reconstruction should be supported by an archaeological investigation to more accurately determine the nineteenth century design and layout.

3.6.3 Path system

Significance

The path system is associated with the 1880s exhibitions and the c. 1892 North Garden, and is a component of the world, national and state levels of significance of the Carlton Gardens.

Policy

Retain and conserve the layout and plan of the surviving nineteenth century path system.

Where feasible, restore the original nineteenth century alignments of existing paths.

Where feasible, restore or reconstruct missing parts or sections of the nineteenth century path system.

Maintain the asphalt surfacing to paths. If further research identifies an alternative original surface treatment, this could be reintroduced subject to equitable access requirements and arboricultural considerations.

Ensure the simple edge treatment to the paths is maintained in a consistent fashion across the Carlton Gardens. If further research identifies an alternative original edge treatment, this could be introduced subject to equitable access requirements and arboricultural considerations.

Where feasible, remove informal 'desire-line' paths.

The addition of new primary pathways to the Carlton Gardens is discouraged, except where restoring original paths and alignments.

The addition of secondary paths may be considered where these are required to provide for functional and/or universal access to discrete elements of the place; these paths should be clearly differentiated and understood as secondary to the primary path system by their scale, materials and other visual and physical cues.

Discussion/rationale

The re-design of the South Garden for the 1880 Exhibition included a new path system which was superimposed over the existing layout which included elements from the previous designs of 1854 and 1874. While most of the North Garden was taken over by temporary annexes for both the 1880 and 1888 exhibitions, the path system was reintroduced by c. 1892 (with adaptations similar to those made in 1880 in South Garden).

The current path system is substantially intact to its nineteenth century layout and plan, although some incremental changes have been made which are not in accord with the original design intent.

The most significant of these is the loss of the serpentine boundary pathways in the Exhibition Reserve which connected the North and South Gardens. These pathways were altered or removed to facilitate car parking and other twentieth century uses of these street frontages associated with the Exhibition annexes, Centennial Hall and other facilities; construction of the Melbourne Museum and Museum Plaza in the 1990s adopted this changed condition and did not seek to reinstate the serpentine paths.

In the North Garden, the alignment of the pathway which runs parallel to Carlton Street was truncated at its western end where it was intersected by the Curators Lodge and garden. A central north-south path was added c. 1892 but removed in the c. 1930s-40s; some other minor new paths have been added as part of the modern recreational facilities.

Reinstating or reconstructing the removed original paths, or the original alignments of existing paths, while generally desirable may not be feasible in all instances, due to changed conditions including those associated with the Melbourne Museum and other contemporary features.

Reinstatement of original paths should be supported by contemporary use and patterns of movement through the place, and should be consistent with the assessed values of other features and elements of the Carlton Gardens.

Reinstating the original extent of the north boundary path parallel to Carlton Street would require substantial change in the vicinity of the Curator's Lodge and garden. Reinstatement of the central north-south path in the North Garden has a limited historical rationale and, to the extent there is no north entrance to the Melbourne Museum, is not supported by the North Garden's contemporary use.

On this basis, the long-term reinstatement of the east and west serpentine paths through the Exhibition Reserve remains an important restoration objective, while reinstatement of other original path features to their 1880/1892 extents is less likely to find a reasonable policy basis.

New paths of a secondary nature may be required to facilitate visitor access to specific garden features or amenities; they should be discretely associated with the feature/amenity, and clearly differentiated from the primary network, such as by use of lesser scale and softer materials. Consistent with the policy promoting the removal of 'desire-line' paths, new secondary paths should not be installed more broadly in ways that would bisect or fragment major areas of ornamental lawn or otherwise detract from the structure and clarity of the formal layout.

3.6.4 *Ornamental lakes*

Significance

The ornamental lakes are associated with the 1880 Exhibition and are a component of the world, national and state levels of significance of the Carlton Gardens.

Policy

Retain and conserve the ornamental lakes.

Implement measures to maintain the lakes and their water quality, address drought mitigation and remove weed species.

Where feasible, the original form and extent of the lakes may in future be reinstated. Such works would need to balance this reconstruction objective with the heritage values of adjacent elements, including significant trees.

Remove or mitigate the presentation of incongruous elements, such as the overflow structure on the West Lake.

Investigate the nature of the original island and perimeter plantings to the lakes. New plantings to the lake perimeters and islands should be informed by research and contemporary priorities.

Ensure the future edge treatment to the lakes is consistent. Where feasible, future restoration of the lake edges to a softer presentation (without visible stone or other hard reinforcement) may be supported where informed by research.

Interpret the original location and extent of the lake in the North Garden. If in future the reconstruction of the lake becomes feasible and desired, then reconstruct this feature on the basis of its original location and form.

Discussion/rationale

The ornamental lakes in the South Garden were constructed as part of the landscaping works for the 1880 Exhibition and had a practical as well as aesthetic purpose. In addition to contributing to the picturesque setting of the Exhibition Building, the lakes were a source of water both for garden irrigation and firefighting.

The lake in the North Garden existed from the earliest garden design in 1854. It was enclosed by the 1888 temporary buildings, and then converted to a wading pool in later years before finally being infilled during the 1950s. Playgrounds now occupy the north lake site.

Historic evidence, including photographs and plans produced for the 1880 Great Exhibition, indicate that the east and west lakes in the South Garden have been reduced in size. In addition, different edge treatments have been added to the lakes using bluestone pitchers or concrete, and ornamental vegetation to the lake edges, aquatic environment and islands has evolved over time. On the basis of early photographs, ornamental vegetation and shrubberies to the lake edges and islands evidently included various native Australian sub-tropical plants, including large strap-leaved specimens (e.g. *Doryanthes*), glossy broad-leaved shrubs and trees, and *Cordylines*.

Where practical, the lakes may be used to provide related environmental services, including water quality and storage, as well as the use of indigenous wetland species relevant to Traditional Owner cultural values and harvesting practices (as identified in the *Traditional Owner and First Peoples' Cultural Values Report*). If such adaptations are contemplated, they should be designed to maintain consistency with the lakes' nineteenth century form and character; a considered design approach would be required to balance contemporary cultural landscape objectives, world heritage conservation and the requirements of environmental and hydraulic engineering to support a successful adaptation of these features.

3.6.5 *Internal garden bed fencing*

Significance

Fencing of garden beds was undertaken in the nineteenth century management of the Carlton Gardens before, during and following the exhibition period. Remnant fences are a component of the world, national and state levels of significance.

Policy

Retain and conserve all remnant iron fencing of internal garden beds.

If relocation of a section of fence is required, it should be sited in accordance with known evidence and historical practice.

Use fence styles and materials supported by historical research where temporary fencing of garden features may be required in establishment or for other reasons.

Consider reconstructing missing sections of fence, based on historical evidence and in line with historical precedence and contemporary requirements. This may be considered where:

- Fencing is known to have originally been used in the key period of significance;
- Reconstructed fencing would serve to clarify how the Carlton Gardens were used and experienced during the Exhibition period;
- Reconstructed fencing would contribute functionally to other conservation objectives, as in the temporary or permanent protection of new feature plantings; and
- Use of fencing is supported by the current use and presentation of the place.

Discussion/rationale

The iron fencing of garden beds was a notable element of the nineteenth century character of the Carlton Gardens. Surviving sections of fencing (to the Curator's Lodge garden, and to public shrubbery beds to the south of the Curator's Lodge) contribute to an understanding of how the gardens were managed historically; and are relatively rare surviving examples in Melbourne's public gardens.

Historically, fences were moved and reused as required; in select circumstances it may be appropriate to continue this practice where this contributes to retention of the original fence fabric. It is important that if moved, the fence is appropriately sited in accordance with historic practice.

Photography from the 1870s, the 1880s Exhibition period, and the 1890s-1910s shows several forms of iron fencing employed both as a permanent barrier to the lake areas and to other ornamental shrubberies and garden beds, and as a temporary measure used presumably to separate public and ticketed sections of the Exhibition grounds.

The key period of significance, taking in the 1870s, the 1880 and 1888 Exhibitions, and the c. 1891 reinstatement (through to the Federation period), saw a number of different internal fencing arrangements and extents employed in the Carlton Gardens. This is represented in historical photography, and particularly in the sequential photographs taken from the Exhibition Building roof, which clearly show the different approaches to fencing taken for the 1880 and 1888 events. In 1880, not all shrubbery and garden beds were fenced, and most of the lawn areas in the South Garden appear to have been freely accessible, a state which appears to have been relatively consistent with their 1860s-1870s presentation. In contrast, the 1888 Exhibition saw much more extensive fences installed to the paths throughout the South Garden, many of which subsequently remained in place for decades.

It also bears acknowledgement that the later removal of fencing, particularly from the boundaries of the Carlton Gardens, was also an event of some historical importance (reflecting longstanding community aspirations and agitation), although this value would be seen to reside at a local and perhaps a state level.

The reinstatement of permanent fencing to its 1880s (and particularly 1888) extents would result in a substantial change to the presentation, functional use and accessibility of the Carlton Gardens today. In the sense that fencing in 1888 was much more extensive than 1880, a wholesale implementation of that latter fencing regime could also have the unintended effect of creating confusion as to the intent and presentation of the exhibition gardens as delivered for the 1880 event. In contrast, reconstruction of fencing on a more limited basis may be appropriate where this is supported by historical evidence and functional requirements.

Historical evidence of the material form, location and purpose of fencing should inform any proposed reinstatement of permanent fencing in the Carlton Gardens and Exhibition Reserve. A detailed investigation of the historical use of fencing and review against the key period of significance should be carried out prior to a proposal to reinstate any major elements of fencing.

In some cases, reconstructed fencing can serve to clarify how the Carlton Gardens were used, viewed and experienced during the key period of significance. Reconstructed fencing may also be employed functionally in the service of other conservation works, such as the reinstatement of shrubbery plantings or other landscape features, where fences can provide a temporary or permanent protective function.

In assessing the appropriateness of new or reinstated fencing, consideration of the benefits of restoring a historical element of the site should be balanced against other factors relevant to the world, national and state heritage values, including the place's functional uses and the evolved nature and maturity of the gardens' landscape.

3.6.6 *Basketball court*

Significance

The basketball court is of no heritage significance.

Policy

Retain and maintain as required.

If the court ceases to be used or required, then its replacement with a landscaped area is recommended.

Discussion/rationale

While the basketball court provides a local recreational facility, it is not of heritage value.

As with other later recreational facilities in the North Garden, if the court ceases to be used or falls away in popularity, the opportunity to remove it and replace it with landscape should be taken. The approach to follow is set out in the policy on 'Recreation in the Carlton Gardens' at Section 3.4.2

3.6.7 *Playground*

Significance

The playground is of no heritage significance.

Policy

Retain and maintain as required.

If the playground ceases to be used or required, then its replacement with a landscaped area is recommended.

Discussion/rationale

While the modern playground provides a valued local facility, it is not of heritage value.

As with other later recreational facilities in the North Garden, if the playground ceases to be used or falls away in popularity, the opportunity to remove it and replace it with landscape should be taken. The approach to follow is set out in the policy on 'Recreation in the Carlton Gardens' at Section 3.4.2.

The playground also has VHR permit exemptions relating to the maintenance and replacement of the play equipment, which can be undertaken without the need for Heritage Victoria approval. Nevertheless, consultation with Heritage Victoria should be undertaken prior to major changes to the existing playground.¹⁴

3.7 Carlton Gardens soft landscape elements

Significance

The Carlton Gardens in aggregate are significant at world, national and state levels.

Most planted elements of the Carlton Gardens contribute to this significance to the extent that they maintain the ornamental character and qualities of the place, however not all trees and other planted elements of the place are individually significant; some number may be considered to be of little or no value to the world, national and state significance of the place. The Carlton Gardens is a living landscape requiring ongoing curation, replanting and regeneration.

Considerations with respect to the provenance and significance of various planted elements of the Carlton Gardens are reviewed in Appendix B; these should be reviewed in the future preparation of a *Tree Management and Replacement Plan* as recommended in the policies below.

3.7.1 *Trees: landscape character and management of tree stock*

Significance

The trees of the Carlton Gardens, including those which remain from the nineteenth century and those which have been planted as sympathetic replacement trees, are collectively part of the world, national and state levels of significance.

Policy

Conserve the form, structure and landscape experience of the tree plantings, and improve these factors in degraded areas, where trees are in decline or where incongruous plantings have taken place.

Preserve the distinguished landscape character of individual elements and sections of the gardens, as produced by the variety of tree species selections and the structural approaches to planting (avenues, shrubberies, and individual and clustered specimen trees) used in the c. 1880 and c. 1892 planting schemes.

Within the significant formal structure of the nineteenth century gardens, identify opportunities to support the recognition, interpretation and expression of Traditional Owner cultural values in planted vegetation.

Manage trees according to horticultural and environmental best practice, within the constraints of heritage principles and obligations, and on the basis of an adopted *Tree Management and Replacement Plan* for the place.

Prepare a *Tree Management and Replacement Plan*, and review and update this document on an ongoing basis, in order to address evolving conditions and management considerations, to reflect contemporary assessment of historical information, and to ensure that this remains a current and useful

¹⁴ <https://vhd.heritagecouncil.vic.gov.au/places/228>, accessed 17 December 2019.

document for management decisions. This document should be developed in consultation with Heritage Victoria and the World Heritage Management Steering Committee.

As an outcome of the *Tree Management and Replacement Plan*, develop and implement a replanting program to replace specimen trees, cluster plantings, sections of avenues and ‘gaps’ in avenues, in a co-ordinated manner across the site and staggered over time. Recognise that restoration of the 1880 planting scheme for the South Garden may include the staged return of specific path segments to shrubbery rather than avenue plantings.

Where later plantings are inconsistent or incongruous with the c. 1880/1892 schemes, develop plans for their staged replacement with plantings consistent with the Exhibition period and based where practical on historical evidence.

Discussion/rationale

The trees of the Carlton Gardens are an integral part of the significant historical landscape character of the heritage place, and the longest living and most dominant form of vegetation at the site in terms of both the visual and physical landscape experience. The visitor’s landscape experience is characterised by walking on largely shaded paths and lawns produced by a high percentage of tree canopy over the site including the close planting along the perimeter, and measured by the visual repetition of tree trunks set either in avenue rows or interrupted by the contrasting form of trees once used as shrubbery plantings and gateway features. The lawns and boundaries feature scattered specimens as well as clustered plantings. Green foliage in a range of hues is contrasted by seasonal colour and leaf drop produced by largely deciduous species.

The re-design of the North Garden after the 1888 Exhibition resulted in the relative uniformity of the avenues in this part of the garden as compared with the multi-layered design of the South Garden, which provides a wider range of extant tree species (both avenue and specimen trees) today. These different patterns of planting are notable and are a consideration in development of future renewal plantings.

Management, replacement and renewal of trees in Carlton Gardens should be based on historical evidence of the plantings used in 1880 and 1892. Planting ‘like-for-like’ will often be the necessary approach to maintaining historical species selections and planting arrangements, where this is feasible and based on evidence. However, in other cases, non-original plantings took place in sections of the gardens from the 1890s through the twentieth century; these plantings were sometimes consistent with the 1880s treatments while in other cases these introduced new and incongruous selections and planted features (the Deodar Cedar avenue in the South Garden is an example); in those cases ‘like-for-like’ may not be the optimal approach to long-term management, and other replacement and landscape renewal strategies based on historical evidence may be preferred.

The *Traditional Owner and First Peoples’ Cultural Values Report* identifies desired future actions to support the expression, interpretation and recognition of cultural values at the Carlton Gardens. These include expanded presentation of Australian native plants, and identification of opportunities to demonstrate cultural practices and use of native vegetation within the place. The formal planted treatment of the Carlton Gardens is a spatial system that accommodates diversity, and the historical plantings of the Exhibition period (as well as those which took place both before and after) incorporated numerous specimens of Australian native trees and shrubs. Carefully considered, a renewed and updated presentation and use of Australian native plants within the place can be accommodated without affecting the world, national and state significance.

A *Tree Conservation Strategy* (Gould, 2006) was previously prepared for the Carlton Gardens. The document provides a detailed analysis of each area of trees within the gardens (avenues and lawn areas), and management recommendations for the conservation and restoration of these plantings.

The 2006 document remains an important reference, however a review of the document undertaken in the preparation of the current HMP update has identified several areas where new understandings of the form of the original 1880/1892 plantings may suggest alternative approaches to management of certain trees and tree features.

It is also evident that the document does not provide sufficient guidance with respect to managing the interface between the world, national and state values of the Carlton Gardens tree canopy and evolving environmental conditions and other management requirements. For these and other reasons relating to the structure and complexity of the existing analysis, it was made clear during stakeholder conversations that the *2006 Tree Conservation Strategy* is underutilised by management and planning staff.

This type of document also has the potential to provide framework guidance for reinstatement of the extent and diversity of native trees and other vegetation included in the 1880/1892 gardens, and for presentation of this vegetation and its cultural uses in a manner consistent with views and desires expressed in the *Traditional Owner and First Peoples' Cultural Values Report*.

Preparation of a new *Tree Management and Replacement Plan*, as a successor document to the *2006 Tree Conservation Strategy*, is recommended. The document should be prepared by a project team that includes relevant expertise in landscape heritage and arboriculture, it should also be informed (either within the project team or as a key stakeholder input) by ongoing work to implement the findings of the *Traditional Owner and First Peoples' Cultural Values Report*. The document should:

- Update the historical analysis of the Carlton Gardens tree plantings on the basis of documentary evidence, with particular emphasis on the history of the major avenue plantings in the North and South Garden, the origin of some plantings in Exhibition-era or later shrubberies, and the form, diversity and intent of other specimen plantings;
- Develop a strategy for avenue and specimen tree replacements that will:
 - Conserve the world, national and state heritage values
 - In context of world, national and state heritage conservation, identify approaches to addressing emerging environmental and policy requirements, including the objectives of Traditional Owners, the City of Melbourne's Urban Forest Strategy and the broader challenge of climate adaptation;
- Provide specific recommendations for key plantings, within a document structure that responds to stakeholder requirements; and
- Be developed in consultation with Heritage Victoria and the REB and Carlton Gardens Steering Committee.

The *Tree Management and Replacement Plan* is a necessary guidance document for tree replacement. Trees established in 1880 are now more than 130 years old and can be expected to require replacement on a rolling basis as their condition deteriorates and as periodic drought and other factors intervene. Replacement of individual trees, and of tree features like avenue plantings, needs to be undertaken within the context of a whole-of-landscape approach for the site.

Tree replacement should be informed by holistic planning and renewal objectives, including restoration of the Gardens' original 1880s-1890s form and character, as well as adaptive works deemed necessary to address emerging environmental conditions.

A staggered and co-ordinated replanting program will maintain the tree canopy, address health issues, improve planting integrity (e.g. in avenues and depauperate areas) and minimise the visual impact of tree loss (e.g. avenue planting would be undertaken in sections over time, supported by planting in adjacent lawn areas). The program should prioritise (a) significance, (b) landscape contribution, (c) integrity and (d) condition in its staging; should be based on historical evidence and contemporary best practice; and must address conservation of the world, national and state heritage values as the primary consideration.

3.7.2 *Trees: species selection*

Significance

The tree species of the Carlton Gardens are collectively part of the world, national and state levels of significance.

Policy

Manage the tree species palette present in the Carlton Gardens in accordance with the nineteenth century design intent, while having regard to present day best practice and to ongoing environmental change.

Progressively remove or replace trees which are of low or no significance and are intrusive or inappropriately situated.

Select appropriate species for new and replacement plantings in accordance with the known character of the nineteenth century design, historical evidence including that provided by historical photography, and best practice urban forest policies, including the species' adaptation for projected environmental change.

Discussion/rationale

Carlton Gardens contain a wide collection of plants, including conifers, palms, evergreen and deciduous trees, most reflective of plantings undertaken during and immediately after the Exhibition period, but also incorporating plantings undertaken over the ensuing 120 years. The varied species selections used in the different avenues and other plantings (individual and clustered specimens, former shrubbery plantings, etc.) are an essential component of both the original intent and the contemporary experience of the place. The elm avenues of *Ulmus procera* and *U. x hollandica* (Dutch elm) have also been seen as meriting specific note and significance, as few examples remain worldwide due to the effects of Dutch elm disease.

The previous Tree Conservation Strategy was developed to address the requirement for a detailed replacement strategy and schedule of the tree species to be used in the future management of the Carlton Gardens. As described in Policy 3.7.1, it has been recommended that this document be superseded by a new *Tree Management and Replacement Plan*.

In the meantime, many of the 2006 document's recommendations remain generally valid. Specifically, the following recommendations are generally reflective of the 2006 strategy, updated to reflect current knowledge and considerations:

- Original or ‘like-for-like’ species should be used wherever possible as replacement for the most significant trees and plantings, with consideration for relevant City of Melbourne policies respecting the City’s urban forest and the species’ adaptation and appropriateness for projected environmental change.
- Historical evidence, including photography of the c. 1880s gardens, should be used to guide species selection, location and planting form wherever possible. New historical information is available that may require an updated or alternative response to those contemplated in past landscape analyses of the Carlton Gardens. Historical evidence may also suggest areas of the gardens where adoption of a considered but not ‘like-for-like’ approach to replacement may be appropriate.
- The ‘like-for-like’ approach may not be appropriate with regard to rogue, high risk, or excessive water use tree species, or where current specimens or planting groups are incongruent with the 1880s/1892 gardens (as for instance may be the case with the Cedar Avenue in the South Gardens). A schedule of appropriate species substitution based on location and role in the garden (e.g. major entrances, high visual impact, specimens of geographic, cultural and ornamental interest, landscape character, etc) should be developed for these trees, based on historical evidence and in consultation with key stakeholders such as Heritage Victoria and the World Heritage Management Steering Committee.
- *Ulmus procera* and *U. x hollandica*, which have previously been recognised as significant due to the loss of trees world-wide from Dutch elm disease, should be managed with reference to the world, national and state heritage values, and with consideration for relevant City of Melbourne policies respecting the City’s urban forest.

In responding to climate adaptation prerogatives, the City of Melbourne has situated itself at the forefront of understanding the impacts of projected environmental change on its urban forest, including assessing the sensitivities of existing tree species and the development of alternative species selections to be trialled. In this work, the city has recognised and is responding to the effects of the urban heat island and the accentuated extreme conditions that confront street tree plantings in urban environments.

Carlton Gardens is a large open green space containing a relatively dense tree canopy and extensive lawns, and with access to recycled water and supplemental irrigation. In evaluating the sensitivities of trees within the gardens to projected future conditions, it should be recognised that the Carlton Gardens are an atypical location that provides some measure of a ‘buffer’ from environmental extremes.

While an assessment of climate appropriateness must be a consideration for planning the replacement and management of significant trees and the gardens’ canopy as a whole, the world, national and state heritage values of the Carlton Gardens also require a specialised response to maintenance, management and regeneration of the landscape. This response will necessarily include adoption of bespoke policy and measures to retain climate-sensitive trees where these are significant to the world, national and state values, and to ensure that planned like-for-like replacement of the most significant trees and group plantings will be successful in the future climate.

3.7.3 Trees: propagation of rare species

Significance

The Carlton Gardens include tree specimens which are rare in contemporary cultivation, and which may be of botanical significance on the basis of their genetic provenance or other factors. These specimens contribute to the world, national and state levels of significance.

Policy

Propagate identified rare tree specimens to maintain their genetic provenance and/or to ensure their replacement in the event of death or removal of the original specimen.

Discussion/rationale

The Carlton Gardens have contained rare specimens of Red Apple (*Acmena ingens* / *Syzygium ingens*) and South African Wild Plum (*Harpephyllum caffrum*), the latter being the largest recorded in Victoria. The Carlton Gardens also contain a relatively rare specimen of Bald Cypress (*Taxodium distichum*); and outstanding specimens of *Chamaecyparis funebris* and *Ficus macrophylla*. The specimens of *Acmena ingens* and *Harpephyllum caffrum* have been previously replaced with a new stock propagated elsewhere. The status of these specimens should be reviewed periodically.

The previous *Tree Conservation Strategy* addressed the requirement for a detailed replacement strategy and schedule of the tree species to be used in the future management of the Carlton Gardens. As detailed in Policy 3.7.1, it has been recommended that this document be superseded by a modern *Tree Management and Replacement Plan* addressed to contemporary considerations and best practices, and incorporating new sources of historical information and analysis.

It is likely that the Exhibition-era gardens contained other trees and shrubs which would now be considered rare or unusual; a more fulsome accounting of the plants installed in those gardens and in the c. 1891 reinstatement works would assist in contextualising remnant specimens and providing evidence to support the overall horticultural and arboricultural programme.

In the meantime, many of the *Tree Conservation Strategy's* recommendations remain generally valid. Specifically, the following recommendations are generally reflective of that strategy, updated to reflect current knowledge and considerations:

- Propagate and grow-on individual tree specimens which have been identified as botanically significant, to ensure that these specimens can be replaced in the event of loss. Rare specimens were previously identified as: *Acmena ingens* (rarity), and *Harpephyllum caffrum* (rarity and size).
- Dedicated propagation of *Taxodium distichum*, *Chamaecyparis funebris* and *Ficus macrophylla*, each of which is noted for their specimen quality in the site, should be considered where no commercial supply exists or where the market availability of trees of high-quality form and specimen quality is limited.
- In assessing the suitability of existing (or former) specimens for propagation and replacement, a number of factors should be reviewed, including the species' suitability for Melbourne's contemporary and future climate, and the viability of cultivating and maintaining the specimen in Carlton Gardens. As with other trees within the gardens, replacement may require a change to location in order to secure species-appropriate growing conditions (e.g. shade or solar access, freedom from competition from neighbouring established trees, protection from soil compaction).

- Adoption of bespoke policy and measures to retain climate-sensitive trees of high rarity or specimen value, and to achieve their propagation and replacement on site, should be considered where these are significant to the world, national and state values.
- Consultation with Heritage Victoria and the World Heritage Management Steering Committee, as well as with experts from the Royal Botanical Gardens or a specialist commercial grower is advisable in this process.

3.7.4 *Trees: management and environmental sustainability*

Significance

The trees of the Carlton Gardens, including those which remain from the nineteenth century and those which have been planted as sympathetic replacement trees, are collectively part of the World, National and State levels of significance.

Policy

Manage the trees in the Carlton Gardens according to best arboricultural and horticultural practice and in an environmentally sustainable manner. Best management practice may include:

- Use of mulching of avenue plantings to assist with water conservation and drought protection. Where appropriate, lay the mulch out in accordance with the footprint of the nineteenth century avenues bed layout as evidenced in historical photography.
- Where practical, avoid or limit the mulching of specimen trees in order to maintain the effect of the trees set in lawn.
- Use of targeted supplemental irrigation prioritised to trees according to need, and to lawn areas according to visual impact.
- High water-use trees should be reconsidered when developing tree replacement strategies, while respecting and ensuring the conservation of the world, national and state heritage significance.
- Pruning should be based on AS 4373 *Pruning of amenity trees*, and should be managed to ensure the long-term conservation of significant tree specimens. Arboricultural works to significant trees should be undertaken, subject to sound planning and awareness of the tree's heritage values and the cumulative effects of interventions. Works undertaken to significant trees should be tracked and monitored over time.

Implement appropriate drought planning and mitigation measures for the Carlton Gardens and Exhibition Reserve, in order to ensure that significant trees can be protected and sustained during general water restrictions.

While recognising the conservation of the world, national and state significance as primary to the management of the Carlton Gardens tree canopy, implement measures to ensure the long-term sustainability of the trees on the site. This may include additional drought preparedness measures, as well as testing and selection of climate-adapted species selections where appropriate to and supporting retention of the character (in visual form, structure, extent and species selection) of the Exhibition period plantings.

Discussion/rationale

Managing parks and gardens, including their trees, in an environmentally sustainable manner is a priority. Management of Melbourne's parks and gardens, and its public urban forest more broadly,

must contend with future cycles of drought, as well as permanent disruption posed by projected temperature increases and other forms of long-term climate change.

Management methods to minimise the impact of drought include targeted irrigation (e.g. prioritising irrigation of trees over lawn and including allowing lawn areas to dry out) and mulching, as well as the selection of drought-resistant species. The first two of these tasks can be undertaken without being detrimental to the longer-term significance of the site; and such methods can be amended in response to future changes in weather and drought levels. Visual impact of these methods should be prioritised to minimise the change to the overall landscape character.

The City of Melbourne has developed specific policies for the management of its parklands and urban forest to ensure their sustainability and adaption to long-term environmental change. While the world, national and state heritage significance of the Carlton Gardens are the primary consideration, management of the tree canopy and landscape of the Carlton Gardens should have regard for the City of Melbourne's policies and recognised best practices.

Opportunities to apply those best practices in the context of planned tree planting renewal should be considered, with reference to the trees' relative significance in the original planting scheme and historical evidence of the original character of the planting. As recommended in Policy 3.7.1, an update to the *Tree Conservation Strategy* would appropriately consider the incorporation of City of Melbourne's *Urban Forest Strategy* and best practices in the conservation of the Carlton Gardens' world, national and state heritage values.

3.7.5 *Parterre beds*

Significance

The parterre garden beds in the South Garden are associated with the landscape design for the 1880 Exhibition, and are a component of the world, national and state levels of significance.

Policy

Retain and conserve the reconstructed parterre garden beds, including the layout and form, edging and planting scheme.

Discussion/rationale

The re-design of the gardens as part of 1880 Exhibition included the development of the formal parterre garden beds which adjoined the South Forecourt and were an integral element of the 'palace-garden' design. They provided an interface between the South Garden and the Exhibition Building and highlighted the main entrance.

While the form and layout of the parterre beds survived well into the twentieth century, incremental changes to their layout and planting scheme, together with reduced maintenance, diminished their appearance and reduced their ability to provide the formal setting as originally envisaged. In recognition of this, the c. 1879 parterres in the South Garden were reinstated/reconstructed by the City of Melbourne in the late 2000s, based on historical evidence and an archaeological investigation.

3.7.6 *Planting beds and shrubberies*

Significance

Formal garden beds and shrubberies in the Carlton Gardens are associated with the landscape concept and design for the 1880 Exhibition, and are a component of the world, national and state levels of significance.

Policy

Retain and conserve surviving elements of the nineteenth century planting schemes for garden beds and shrubberies.

Where feasible, or in conjunction with other tree replacement works, restore and reconstruct degraded, removed or modified planting beds and shrubberies to their nineteenth century form, based on evidence and addressing the periods of highest significance for each part of the Carlton Gardens.

Develop and implement an ongoing planting schedule for the beds and shrubberies using historical evidence but also having regard to present day management considerations such as availability, weed potential and sustainability. If a substitute species is required, it should maintain the general form and structure of the shrubs and bedding planting.

Discussion/rationale

The re-design of the Carlton Gardens as part of the 1880 Exhibition included provision for formal planting beds and shrubberies. While most of the North Garden was taken over by temporary annexes for both the 1880 and 1888 Exhibitions, the re-introduced gardens also included garden beds in the north-west and perhaps in other areas.

The planting beds and shrubberies throughout the gardens were progressively modified with different management regimes and planting fashions. Many became undistinguished and provided only a remnant of once more extensive ornamental displays. The layout of some beds has changed, and many were removed. The attrition of planting beds and shrubberies has additionally been a natural result of changing climate conditions and the now-mature tree canopy. For example, many of the original beds featured sun-loving plants that would no longer survive in the shade.

Restoring and reconstructing the planting beds and shrubberies, as well as retaining surviving elements of the nineteenth century schemes for the North and South Gardens, would assist in more fully reinstating the original landscape design and enhancing the appearance of the gardens. Shrubberies may be constructed on both a permanent and temporary basis, the latter recognising that shrubberies can serve as nursery beds for permanent tree specimens such as *Araucaria* and *Eucalyptus*, consistent with their historical use during and after the Exhibition period.

Any proposal for restoration or reconstruction of planting beds and shrubberies should be based on detailed historical investigations and analysis and careful consideration of the appropriateness of the action, having regard for the historical forms of these features as well as contemporary uses and priorities. Additional historical research and analysis, beyond what is available in existing documents, will be required to effectively scope and develop such reinstatements.

Where feasible, reinstatements should be coordinated with tree removal and replacement works as developed in the recommended *Tree Management and Replacement Plan* (Policy 3.7.1).

In the South Garden and Exhibition Reserve, reinstatement of shrubberies may be considered in areas where these were known to have been key features of the 1880 Exhibition gardens developed by Sangster. Key areas include borders to the East and West Forecourts, the South Promenades, the two ornamental lakes in the South Garden, path intersections and entrance areas on the perimeter of the gardens, and the curving Avenue 5 in the west half of the South Garden (current Cedar avenue).

In the North Garden, further research is required to understand what shrubbery plantings were reinstated following the 1888 Exhibition, and whether reinstatement of such plantings will contribute to the world, national and state values.

As detailed in Policy 3.6.5, in some cases it may also be appropriate to reinstate internal garden bed fencing that is known to have been historically employed, either on a temporary or permanent basis. However, it is also known that major sections of shrubbery and lawn were not fenced for the 1880 Exhibition. Careful consideration of the form and function of both the beds themselves and any accompanying fencing or other infrastructure, and assessment of their contribution to the world, national and state values, should be undertaken prior to proceeding with any such reinstatements.

3.7.7 *Lawns*

Significance

Lawn areas are part of the original Gardenesque design for the Carlton Gardens, and are a component of the world, national and state levels of significance.

Policy

Retain and conserve lawns as part of the overall landscape design and character, including as a setting for specimen trees.

Remove later and/or inappropriate plantings and beds to the lawns.

Discussion/rationale

Both the original 1854 and later re-design of the Carlton Gardens as part of 1880 Exhibition included lawn areas surrounded variously by shrubbery beds and avenue plantings, and dotted with specimen trees individually and in small clusters. The lawn areas are therefore a key element of the nineteenth century landscape character of the Carlton Gardens and should be retained. Appropriate lawn turf species should also be identified, taking site conditions and usage into consideration.

3.8 Exhibition Reserve

Significance

The whole of the Exhibition Reserve is significant at world, national and state levels. Where individual components or areas are of little or no heritage value, this is identified below or in Chapter 2.

3.8.1 *Royal Exhibition Building forecourts*

Significance

The South, West and East Forecourts are significant at world, national and state levels.

Policy

Retain and conserve all surviving elements of the 1880 forecourts design.

Retain and conserve the restored West Forecourt.

Remove all later accretions from the forecourts which are not consistent with the 1880 design and layout, unless required for essential operational services.

Restore and reconstruct the East Forecourt in accordance with the 1880 design intent and fabric, based on documentary evidence and archaeological investigation. If alternative materials to the original are required, ensure they are clearly identifiable but in harmony with the 1880 design.

For the South Forecourt, major garden elements located outside of the Exhibition Reserve, below (south of) the upper promenade, constitute original or restored components of the original designed forecourt to the Exhibition Building. These should be retained and conserved where required. In the case of the upper promenade including the asphalt apron adjacent to the south side of the REB, this should be enhanced in its presentation if not fully restored.

Discussion/rationale

The East, West and South Forecourts were an integral part of the 1879 re-design of the Carlton Gardens for the 1880 Exhibition, and of the 'palace-garden' landscape setting. To the south, the forecourt provided an interface between the REB and the South Garden, while to the east and west, the forecourts played an important role in defining other entry and exit points to the REB and the pedestrian connection to the perimeter of the gardens.

The West Forecourt has been restored to largely its original 1880s design. Preliminary advice and designs have also previously been sought for the restoration of the East Forecourt and its surroundings. A restoration of the East Forecourt, based on its original 1880s design, is recommended to be implemented, noting that the management of access requirements to the building would need to be addressed.

For the South Forecourt, approved works include the return of standard lamps and urns, with the overall intent for this area to be less utilitarian over time and used less as a repository of rubbish bins and for parking. However, a requirement for the area to support operational needs such as vehicle circulation and access is expected to remain.

Restoration, reconstruction and enhancement of the forecourts will greatly enhance the presentation and appearance of the REB and help reinstate a more historically accurate landscape and setting for the building.

3.8.2 *French Fountain*

Significance

The French Fountain is associated with the 1880 Exhibition, and is a component of the world, national and state levels of significance of the Exhibition Reserve.

Policy

Retain and conserve the French Fountain and maintain in working order.

Discussion/rationale

The French Fountain dates from the 1880 Exhibition, when it was installed as the centrepiece in the fernery. At the end of the Exhibition the fountain was apparently purchased by the Trustees and relocated to its current position in the East Forecourt as the centrepiece for what is known as the

'French Circle'. While recently repaired, with works including the reconstruction of missing detail to the cast iron statuary, the fountain should be subject to regular inspection and works to ensure its integrity and maintain its functionality.

3.8.3 *Westgarth Fountain*

Significance

The Westgarth Fountain is associated with the 1888 Exhibition, and is a component of the world, national and state levels of significance of the Exhibition Reserve.

Policy

Retain and conserve the Westgarth Fountain, and maintain in working order.

If it proves practical in the future, consider relocating the fountain to its original location.

Discussion/rationale

The Westgarth Fountain was restored and reconstructed at its current site in c. 1993, having been removed from the Exhibition Reserve in the mid-twentieth century. The restoration work on the fountain was undertaken by Giannarelli & Sons monumental masons.¹⁵ The fountain was originally located closer to the REB's Nicholson Street entrance but was placed in its current location in deference to the movement of vehicles, especially trucks, near the entrance.

3.8.4 *Hon. John Woods monument*

Significance

The Hon. John Woods monument is associated with the 1888 Exhibition, and is a component of the world, national and state levels of significance of the Exhibition Reserve.

Policy

Retain and conserve the Hon. John Woods Monument.

Introduce some limited and unobtrusive interpretation, and review the historical evidence addressing the stone's origin.

Investigate the base of the monument to determine if it is original, and if not and evidence exists, reconstruct the original base.

Discussion/rationale

The Hon. John Woods monument is adjacent to the south-east corner of the REB. Woods (1822-92) was an engineer, inventor and Member of the Legislative Assembly,¹⁶ and as an Exhibition Trustee, he has been understood to have used his influence to have the block of stone, which was used in the construction of Parliament House, placed in this location to demonstrate its naturally durable

¹⁵ <http://www.emelbourne.net.au/biogs/EM02027b.htm>, accessed 14 December 2019.

¹⁶ J Eastwood, 'John Woods (1822-1892) in *Australian Dictionary of Biography*, v.6 1851-1890, p. 434.

properties.¹⁷ It is shown on the site plan for the 1888 Exhibition, and came from the Mount Difficult quarries near Stawell, in Wood's electorate.

The monument requires interpretation to explain its history. In developing this interpretation, the previously accepted history of the stone's conception and placement in the Exhibition Reserve should be reviewed and updated on the basis of period newspaper coverage and other documentary sources.

Research is also recommended into the base of the monument, to determine if it is original, and if not and the evidence is available, reinstate or reconstruct the original base.

As part of these works, the existing bronze plaque added to the monument in 1979 should be reassessed.

3.8.5 *Frontages to Rathdowne and Nicholson streets*

Significance

The frontages to Rathdowne and Nicholson streets, within the Exhibition Reserve, are a component of the world, national and state levels of significance of the Exhibition Reserve.

Policy

Retain and conserve any surviving original design elements associated with the street frontages, including the fabric, form and layout of these areas.

Reinstate the landscape connection between the North and South Gardens via the street frontages to the extent practical. Reinstatement should include reconstruction of the original serpentine paths and reinstatement of specimen tree plantings to both street frontages consistent with historical evidence and the species used in adjoining areas of the North and South Gardens. The East and West Forecourts (1880) and the Melbourne Museum Plaza (late 1990s) are acknowledged elements that will continue to intersect with the reinstated serpentine paths and plantings.

Remove or relocate to a less intrusive location, the Grollo Fountain and the Colonial Monument.

Consider further opportunities to interpret the location and alignment of the original perimeter fence to the street frontages.

Ameliorate the visual and functional circulation impacts of non-original but required elements such as car park entrances.

Discussion/rationale

The design, form and layout of the landscaping now within the Exhibition Reserve along the street frontages is largely unrelated to the historic character of the North and South Gardens and the treatment of the middle frontages during the Exhibition period. Their current condition disrupts the connection between the North and South Gardens and suffers from functional and presentational deficiencies.

Re-establishing the physical connection between the North and South Gardens via the street frontages is important, in the form of the serpentine path and related specimen plantings to the boundaries. However it is also recognised that the current condition (e.g. the car park entrances) as well as practical

¹⁷ D Dunstan, *Victorian Icon*, p.151.

considerations (e.g. the need to provide access to the Museum) mean that full reconstruction of the nineteenth century layout is not achievable and a balanced resolution of these areas is required.

The considered removal or relocation of other incongruous elements which interrupt the original boundary character may be achievable, including the Grollo Fountain and the Colonial Bank monument; these elements could be relocated to a more appropriate location within the Exhibition Reserve, or potentially accommodated elsewhere in the City of Melbourne.

Development of any landscape plan for these areas of the Exhibition Reserve should also involve consultation with the landscape architects for the Melbourne Museum.

3.8.6 West Forecourt trees

Significance

The trees of the West Forecourt include those planted in the late nineteenth or early twentieth centuries. The earlier trees are a component of the world and national levels of significance, while the later trees are of state significance.

Policy

Retain and conserve the trees of world, national and state significance located in the West Forecourt.

If future removal and replacement is required, utilise historical evidence to confirm the replacement species and the location, with priority given to the nineteenth century scheme.

Discussion/rationale

There are several important trees at the Rathdowne Street (west) entrance, including a *Ficus macrophylla* (Moreton Bay Fig), an *Araucaria cunninghamii* (Hoop Pine) and an *Araucaria bidwillii* (Bunya Bunya Pine). These trees were most likely planted in the late nineteenth or early twentieth century; they survived the period during which the West Forecourt was replaced with an asphalt car park and are important features of the reconstructed West Forecourt today. They should be managed in accordance with the rest of the Carlton Gardens tree plantings.

3.8.7 Melbourne Museum and Museum Plaza

Significance

The Melbourne Museum and Museum Plaza is not a component of the world and national levels of significance of the Exhibition Reserve. The museum's role in continuing the place's exhibition function may be relevant to significance at the State level.

An understanding of the (historical) heritage significance of the Melbourne Museum and Museum Plaza as a potential heritage place requires further assessment. Policy with respect to management of the moral rights of the architect (Denton Corker Marshall) and the Melbourne Museum's potential heritage significance is provided below.

Melbourne Museum has been identified as a site of contemporary Aboriginal cultural value in connection with the Bunjilaka Aboriginal Cultural Centre and associated elements such as the Milarri Garden and Kalaya performance space. A number of contemporary aspirations for the Museum and Museum Plaza are identified in the *Traditional Owner and First Peoples' Cultural Values Report*.

Policy

Works and development to the Melbourne Museum or Museum Plaza, other than minor works associated with maintenance and repairs or 'like for like' replacement of materials, should not proceed before a heritage assessment is undertaken which would determine the heritage values and relative level of significance of the place (as recommended in this HMP).

Consult with the original architects of the Melbourne Museum, Denton Corker Marshall, before planning and making any significant changes to the Melbourne Museum, particularly its exterior and primary interior spaces, and the Museum Plaza.

Any works to the Museum Plaza should have regard for the space's location within the Exhibition Reserve and relationship with the REB, including its north façade. The presentation of the REB, as seen from the plaza, is the primary heritage consideration despite the relatively recent condition. Maintaining a generous free space in which to view the façade and appreciate the scale of the REB from the plaza, is fundamental.

Any changes or works to the Museum Plaza should reference and relate to the Melbourne Museum and clearly be of, and associated with, the museum operations. This has the potential to include reinforcement of the Museum's role in recognising and celebrating Traditional Owners and First Peoples cultural values.

Discussion/rationale

Chapter 2 includes comment on the potential heritage significance of the Melbourne Museum and Museum Plaza, without undertaking a full heritage assessment. The Museum Plaza, as a purpose-built space associated with the museum, and one which provides a setting to the building, including its main public entry, would normally share the potential significance of the building.

It is important, before proceeding with any planning for changes (other than minor) to the building, or new development associated with the museum building or plaza, that the recommended heritage assessment occur. This is not to say that future change and development may not proceed, including potential activation of the plaza space, but that it proceeds on an understanding of the significance of the place assuming that this is confirmed.

Consultation with the architects is another important consideration.

As is, the primary consideration, being the avoidance of impacts on the REB, includes the presentation of the north façade and the north setting of the heritage building. All proposals for works to the museum building or plaza should make this a priority, and the starting point of planning.

3.9 Views and vistas*Significance*

Defined axial views and vistas through the Carlton Gardens, including framed and other less formal views of the REB and dome from within the gardens, were a feature of the 1880 Exhibition landscape design, and are part of the world, national and state level significance. Views out from the site to the 'surrounding cityscape' are also part of the national significance. The Environs Area (WHEA) around the REB and Carlton Gardens additionally identifies significant views which are recognised and protected through the Melbourne and Yarra Planning Scheme controls.

Policy

Ensure that significant views and vistas from within the Carlton Gardens to the REB and its dome are maintained. No permanent development should occur which would disrupt these views.

Retain and conserve the Carlton Garden design elements which provide for, and frame views of the REB and dome.

Interpret and promote the historical experience of views out from the site, including those which were available from the dome promenade in the nineteenth century.

Support the Melbourne and Yarra city councils in their management of the WHEA precincts around the REB and Carlton Gardens, where the local planning controls protect and manage views to the REB and dome.

Discussion/rationale

Internal views and vistas of the REB and dome from within the Carlton Gardens are an integral part of the significant setting of the building and intended with the garden design. Surviving views and vistas, as originally planned, should be retained and conserved.

The Melbourne Museum building in the Exhibition Reserve blocks views of the REB from the North Garden, although the north side of the building has long accommodated temporary (since the 1880s) and more permanent structures (through much of the twentieth century) and has not historically been treated as sensitively as the south side of the building.

The overall effect of the landscaping of the Carlton Gardens is to create a number of views and vistas which enhance the setting of the REB and provide views of the building and dome. These include the terminus of radial paths in the South Garden, which provide views to the REB and especially the dome; vantage points on the north-south serpentine perimeter paths; and views across lawn areas, especially on the west of the site. Unlike the South Garden, key views and vistas in the North Garden are more limited but are available from the terminus of paths and looking along their length; and some views across lawn areas. There are also strong vistas from the entry points to the site, including the entries to the East and West Forecourts.

The historical experience of being exposed to views out from the site, including from the dome, is being reintroduced through the 'Royal Exhibition Building Protection and Promotion Project'. This will provide access to the dome promenade, and an opportunity for 360 degree views to the surrounding areas as were first experienced during the Exhibition period (noting that there has been significant change in these views since that time).

As noted, views to the dome from outside the site have been analysed at some length, including for the *World Heritage Environs Area Strategy Plan*, which supports and reinforces the World Heritage values of the place through specific planning controls in the Environs Area. Views of the dome were also documented and assessed, particularly from within Carlton Gardens, for the 'Royal Exhibition Building Protection and Promotion Project'.

The Melbourne and Yarra city councils have introduced HO precincts ('World Heritage Environs Area precincts') around the REB and Carlton Gardens. These precincts, which are supported by local heritage controls, have policies included in the respective Planning Schemes. The policy 'Objectives' are:

- To protect significant views and vistas to the Royal Exhibition Building and Carlton Gardens.

- To maintain and conserve the significant historic character (built form and landscapes) of the area.
- To ensure new development in the area has regard to the prominence and visibility of the Royal Exhibition Building and Carlton Gardens.

On views and vistas, the policies also state:

- Protect direct views and vistas to the Royal Exhibition Building and Carlton Gardens from bordering/abutting streets and other views and vistas to the dome available from streets within the precinct including Gertrude Street, Marion Lane and in Victoria Parade immediately east of the junction with Nicholson Street.
- Discourage the introduction and proliferation of permanent structures and items such as shelters, signage (other than for historic interpretation purposes), kiosks and the like around the perimeter of the Royal Exhibition Building and Carlton Gardens in order to:
 - avoid impacts on the presentation of the Royal Exhibition Building and Carlton Gardens, including impacts on axial views along treed alleys and avenues; and
 - minimise inappropriate visual clutter around the perimeter of the Royal Exhibition Building and Carlton Gardens.

Design and Development Overlays (DDOs) have also been established in select parts of the Environs Area. These local planning controls, while not applying to the REB and Carlton Gardens, nevertheless emphasise the importance of views from outside the site to the REB and dome and are in place to protect them.

3.10 Presentation

Policy

Avoid clutter, and the placement of vehicle, storage and waste facilities, in the immediate setting of the REB.

Light the REB facades and dome at night and maintain the lighting in working order.

Existing lighting can be replaced or adapted to new lighting technologies, or new discreet lighting systems installed, but this should be done on a holistic and not piecemeal basis, and with sensitivity to the character and appearance of the space or element. New lighting services should also be designed and installed in accordance with all relevant codes, Australian Standards, and International Standards for interior and exterior lighting.

Redundant external lighting can be removed, and the fabric made good.

If there is a preference to reinstate historic style lights and lamp posts directly associated with the REB, then this should only be done based on evidence following detailed investigations.

Maintain feature and path lighting to the Carlton Gardens. Design replacement and upgrades of existing lighting on a holistic basis in order to achieve a consistent presentation and experience of the Gardens.

As part of the lighting strategy, reconstruction of lights which have been removed from within the Carlton Gardens could be considered, but only where supported by historical evidence and in consideration of the overall presentation and experience of the place.

Discussion/rationale

The presentation of the REB can be enhanced through removal of car parking, temporary storage, waste facilities and the like, in the setting immediately adjacent to the REB. This will also contribute to the protection of views of the building, including the entrances and views from the avenues and paths in the Carlton Gardens.

The presentation of the building at night is another consideration and lighting the exterior, including the dome, is a means of highlighting these spectacular features.

For the façade, the lighting can be focused on key features of the building, to enhance and highlight the building fabric and potentially create focal points. This can be done via a general wash light to the lower facade and dome area from floodlights, coupled with small and specific focal points of light. Dedicated lighting to specific elements can also maximise the perception of the entire facade – or more of the facade - being lit.¹⁸ Referencing the festoon lighting of the REB for the first Federal Parliament in 1901 can happen from time to time, but is more in the way of a special commemorative action.

For the REB dome, the upper and lower promenade can be lit, as can the pavilions to the corners and the flagpoles. LED luminaires can be discretely integrated into the promenade walkways and handrails. Importantly, the dome should be lit within a 360 degree field of view.¹⁹

Event lighting can also be considered, including projections onto the building. Such lighting should support the exhibition use and/or the promotion and experience of special events.

In terms of historical lighting and lamp posts in association with the REB, historical photographic sources indicate the presence of lights on and near the building. There are also several examples of reconstructed lights, including those to the reconstructed fence of the West Forecourt. Further reconstruction can be considered, subject to functional requirements and, again, the use of reliable historical evidence.

Lighting the Carlton Gardens is important from both an aesthetic perspective and for security purposes. Strategically placed lighting, especially in the South Garden, can also highlight the structure and form of the gardens. New lighting equipment and strategies should be implemented holistically, considering the overall presentation of the gardens, contemporary accessibility and functional requirements.

Holistic lighting design should also consider the balance between aspects of the gardens' 'historical presentation' and the authentic presentation and use of the place today. Fully considered and assessed, a consistent implementation of a modern lighting system and standard may provide a more authentic presentation of the place than that provided by a restoration of reproduction nineteenth century light standards and globes with contemporary technologies.

3.11 Interpretation

Policy

Use interpretation to promote and convey the world, national and state heritage values and significance of the REB and Carlton Gardens to users and visitors, through a co-ordinated, high quality visitor

¹⁸ Royal Exhibition Building Specialist Lighting Design Façade Lighting Aspirations, ARUP, March 2016

¹⁹ Royal Exhibition Building Specialist Lighting Design, ARUP, March 2016

interpretation programme. This programme should also integrate recognition of Traditional Owners and First Peoples cultural values.

Ensure that interpretative signage and other interpretation devices are generally discreet elements that do not detract from the setting of the REB and Carlton Gardens.

Discussion/rationale

On-site interpretation should be used to communicate the heritage significance of the REB and Carlton Gardens to users and visitors. Effective interpretation is also consistent with the *Operational Guidelines for the Implementation of the World Heritage Convention* (2021). It is noted that Australia is a signatory to the *Convention Concerning the Protection of the World Cultural and Natural Heritage* (the 'World Heritage Convention').

At present the level of interpretation varies across the site and is limited to location and information signs. Within the building there are some interpretative panels and there are interpretation signs on each side of the building.

While the building is a powerful icon which, to a degree, can tell its own story, this can be enhanced by interpretation which documents the history and historical themes including the significance of the building within the context of the great exhibitions; Australian Federation; the building's construction; and Melbourne as a great Victorian city. The substantial archival collection of documents, objects and artefacts directly associated with the building could be used to support the interpretation, and interpretative displays of provenanced Exhibition Building related objects is encouraged, subject to being displayed in a suitable format or environment. These could be placed in locations with a high level of accessibility to visitors.

Interpretation is also enhanced by guided tours through the building, which are conducted by guides who are knowledgeable about the history, details and values of the building. With a view to contemporary approaches to interpretation, interpretive modes that incorporate modern technologies and media should be explored.

In the Carlton Gardens, some interpretative signage near key features, such as the fountains, Grand Allée, lakes and the like would be appropriate if not overdone. Specimen labels which show the age and significance of the trees could also be considered.

The dome promenade experience, to be introduced under the approved 'Royal Exhibition Building Protection and Promotion Project', is an interpretive experience, with new forms of interpretation provided to ensure that participants come away with an enhanced understanding of the history and significance of the REB.

Opportunities to promote the site on significant anniversaries can also be taken.

There are further opportunities for interpretation of the broader setting of the WHEA and its nineteenth century context. This would extend to interpretation of the role of the surrounding Buffer Zone would additionally be welcome, to explain the 'how and why' of the local Planning Scheme controls (see also 'Views and vistas' at Section 3.9).

The *Traditional Owner and First Peoples' Cultural Values Report* identifies a number of objectives for enhanced recognition and expression of Traditional Owner cultural values within the Carlton Gardens and the Melbourne Museum precinct. These can be integrated into the coordinated interpretation system for the place, however specific actions may also require a scale of cultural expression that would

extend beyond signage and other 'discreet elements'. Developed in consideration of the world, national and state significance of the site, and subject to its detailed resolution, new elements of cultural recognition and expression may be found to be consistent with the historical exhibition uses of the site and gardens.

3.12 Works to the place

3.12.1 Burra Charter

Policy

All conservation and other works which affect elements of significance should be carried out having regard for the principles of *The Burra Charter: The Australia ICOMOS Charter for Places of Cultural Significance, 2013 (Burra Charter)*.

Discussion/rationale

When assessing the suitability of proposed works to the significant elements and fabric at the REB and Carlton Gardens, the principles of the Burra Charter and its practice notes should be referenced. These principles provide high level guidance on the conservation and adaptation of significant places and elements, with more specific guidance provided in the relevant conservation policy or policies included here.

3.12.2 New works and adaptation

Policy

Restoration and retention of original fabric is a priority of any new works.

Only undertake adaptation of a space or element for ongoing operational purposes, where there is no other feasible or viable alternative, the works are sympathetic in terms of form, fabric and detail, and are unobtrusive.

Change associated with new works and adaptation must be reversible.

Where through necessity original fabric is required to be removed, then it should be replaced on a like for like basis. An exception relates to fabric which is no longer available, or where the replacement material has to reach a contemporary building standard.

No permanent new structures should be contemplated for the South Garden and the forecourts to the REB, other than for very minor elements required for operational purposes. There is more opportunity in the North Garden, but any new structure or building should be in response to operational requirements and should not be visually dominant or intrusive.

Separately, the policy relating to the Museum Plaza at Section 3.8.7, addresses potential change to that space.

Discussion/rationale

Generally, the REB and Carlton Gardens should be kept free of permanent new structures as far as practicable.

The REB forecourts, which are progressively being reconstructed and upgraded, and the South Garden, are areas where no permanent new buildings should be constructed. The North Garden, conversely, has accommodated new buildings before and while these are not encouraged, minor structures required for

operational purposes could be considered here. However, they should be carefully and discretely sited and appropriately designed so that it will not be visually dominant or intrusive.

Within the REB, including the Main Hall, no permanent new structures should be added, although temporary elements and minor elements which are discretely placed and sensitively designed, and which support the exhibition use, could be considered. Existing elements, such as the kiosk and toilets, can be upgraded.

Other potential adaptive works should be undertaken in a manner which maintains the existing appearance of the elements.

Royal Exhibition Building

Any and all adaptive re-use should:

- Be essential for operational requirements
- be kept to a minimum
- involve minimal physical alteration to significant fabric
- not substantially affect the exterior of the building or the interior spatial quality or decoration
- be sympathetic to the building, its setting and surrounds
- respect the aesthetics and appearance of their immediate surroundings and the building overall
- not detract from the ability of the visitor to 'experience' the site as a nineteenth century exhibition building.

Exhibition Reserve and Carlton Gardens

Development that has the potential to dominate or visually impact on the landscape of the gardens should not be contemplated. This includes service areas, new roads and other potentially visually intrusive works.

3.12.3 Maintenance and repairs

Policy

The REB and other significant buildings and structures should be subject to a cyclical inspection and maintenance program, including regular inspection and monitoring of fabric condition and timely preventative maintenance and repair. Undertake cyclical inspections at no less than an annual basis.

Existing reports and records:

- As a priority action, review and analyse all existing reports, records of works, asset registers, maintenance databases and the like and identify all outstanding conservation, maintenance and repair works.
- Prepare a master list/database consolidating this information and list works in priority order.
- Include identified capital works projects in the master list/database.

Update the master list/database when works are complete and include new works when these are identified, or otherwise review on an annual basis.

- Include cyclical works and provide timeframes for the completion of these works for inclusion in the master list/database.

All staff responsible for the management and maintenance of the REB and Carlton Gardens should have access and input into the master list/database (refer to Management policy 4.11).

Costed schedule of works:

- Prepare a costed schedule of works/plan for both critical and cyclical maintenance works, and active conservation works identified in cyclical inspections and in existing records (noted above). The schedule should identify the timeline for the completion of costed works.
- Critical conservation and repair works should be given precedence in the schedule and funded to ensure the active and ongoing conservation of the REB. The immediate focus of works should preferably be on projects critical to the conservation of and prevention of further damage to significant fabric.
- Include identified capital works projects and provide costings sufficient to ensure the completion of these, specifically the façade repair project, stormwater repair/redirection and services compliance works.
- Provide sufficient budgetary allowance to undertake other conservation works, and fund annual maintenance and repair works.
- Schedule cyclical maintenance works, including life-cycle works (works addressing the end of life for materials), and provide sufficient funding to complete all works in a timely manner.
- Provide an allowance to meet ongoing compliance (issues raised in the annual Building Surveyor inspection) and address other unexpected issues (refer to Management policy 4.8).

Specialist heritage and conservation advice should be sought before any action is proposed or undertaken that will, or is likely to have an impact on the heritage values and significant fabric of the place.

Wherever possible, repair and replacement works to all significant fabric should be undertaken on the basis of like for like replacement.

Discussion/rationale

Understanding that the REB and other significant structures and landscapes have been subject to previous repair and conservation programmes, typically the day to day management of the place is reactive and developed on an as-needs basis. In preference, the management of significant buildings and landscape should be planned and pre-emptive (based on the understanding of the place and likely need for works), to enable proper planning, design and forecasting of works funding requirements with a view to maintain the world, national and state values associated with the place.

To this end, Museums Victoria retains a significant collection of reports and other documentation identifying required works to the REB and Carlton Gardens. To provide an overall understanding of the quantum of works/actions, including identified capital works projects, this documentation should be collated and analysed, and the information then consolidated into a single repository such as a master list/database. This document should also include information regarding HAZMAT, where known, to identify where additional costs/actions are required. This then should be the basis of all future works costings, scheduling and programming. The list should be considered live, that is, updated as works are completed and when new works or actions are identified.

It is understood that two main areas identified for works are the repair of the REB facades and stormwater drainage system. Of the former, the condition of the render façade is variable, relating either to water ingress/inconsistent surface treatments and, to the north transept, historical repairs/reconstruction works which are failing. Repairing the REB facades is a substantial project and one that requires considerable investment and these works are identified as a capital works project. The failure of stormwater and drainage systems has the potential to result in devastating impact on the fabric of the place through flooding. Providing a holistic approach to the repair/replacement of these systems is critical to the management of the fabric and values associated with the place. The existing stormwater system has been investigated and a design solution proposed to redirect stormwater to new drainage pathways. Provide capital works funding for the implementation of these recommendations.

Further, the continuous operation of the place for exhibition purposes inevitably leads to the deterioration of fabric and this, in turn, leads to the requirement for large-scale works. The replacement of the timber floor is a known example of this. Works of this nature, that is large-scale works that are known to be required on a cyclical, though infrequent basis, should be included in the master list/database to ensure that there is adequate planning and funding for their implementation. Critical to the functioning to the place for exhibition purposes is the provision of modern amenities and other facilities. As these are subject to a high level of wear and tear, there is an expectation that these are renewed/refreshed on a frequent basis.

Other life cycle works, that is works that arise through the end of life of materials and finishes, include painting and repair to the clerestory joinery and cladding and replacement of roof cladding. These works are often required on a longer cycle, such as every ten years for painting, and go to the management of the building envelope and protection of heritage fabric. It is noted that annual inspections should monitor the condition of fabric subject to long term exposure and potential for failure.

Where the opportunity presents itself, existing services (mechanical, fire, hydraulic, electrical) should be rationalised. Works of this nature are required to ensure compliance with code and provision of sufficient capacity to support continued exhibition usage. These works should not impact on significant fabric or presentation of the building.

Works related to improving the sustainability of the building services, such as replacing non-original items with new or improved technology, and where this will not impact on significant fabric, these works can be contemplated.

All staff responsible for the management and use of the place should be provided with access to the master list to allow input in real time and facilitate prompt response to fabric conservation and maintenance issues.

Regular monitoring of the condition of significant fabric is an important aspect of maintenance. Undertake monitoring on no less than an annual basis and update records accordingly with the findings and response to identified issues.

Broadly the approach to maintenance firstly should be to maintain the existing significant fabric and ensure that it does not deteriorate. Ad hoc repairs or patch-ups to fabric should be avoided.

Regular building inspections are also required to address maintenance issues, with a focus on susceptible areas such as guttering and downpipes, door and window openings and general drainage associated with the building. Generally, day-to-day maintenance work can be carried out in accord with the conservation policies and without reference to a conservation specialist. However, major

maintenance works should be undertaken under the direction of an appropriately qualified conservation practitioner.

Technical advice

Where technical advice is needed and where work on significant fabric is proposed, it is important to choose consultants and contractors with proven experience in the relevant field. This also applies to conservation works to significant fabric, save for routine maintenance, which should be undertaken or supervised by suitably qualified or skilled practitioners.

Repair work

The main aim of repair work should be to retain as much as possible of the original or significant fabric. It is generally recommended that repairs of significant buildings and structures should involve replacing 'like with like': i.e. the replacement of material (missing, deteriorated, broken, etc) with fabric to match the existing. Accepting this principle, it is also important to determine if the material proposed for replacement was appropriate in the first place (i.e. it may not be original), or if it remains available. The advice of a qualified heritage practitioner should be sought on this. Wherever possible, only decayed fabric of a heritage structure should be replaced, instead of the whole element.

Where the replacement of original fabric with 'like for like' is not feasible, through unavailability or in response to code compliance, the aim is to minimise the impact on the significance of the heritage place.

The reconstruction of identified missing detail, where evidence exists as to its earlier form, is recommended and should be based on physical or historic evidence.

Repairs to significant elements/fabric should be carried out by appropriately skilled staff or contractors and may require in some cases prior analysis of the composition of the fabric to be repaired/replaced (e.g. mortars, renders, surface treatments, etc).

3.12.4 Use of evidence

Policy

In all instances, reinstatement or reproduction of missing elements or parts of the place - buildings and gardens - should be based on evidence.

Where evidence is not available, an interpretive approach may be acceptable, but subject to the particular element under consideration.

Discussion/rationale

Throughout this policy there is an emphasis on the use of evidence – documentary, physical, archaeological – as the source of information on missing elements of the heritage place. No reinstatement or reproduction of a missing element or part of the place should proceed without first undertaking research and gathering evidence to inform the works.

For the REB and Carlton Gardens, there is a comprehensive collection of historic maps, plans, images and photographic records available, including photographs of the gardens taken from the dome in the nineteenth century, which variously provide a detailed level of information. High resolution scans of these images can provide further information unavailable to previous assessments.

While the REB, South Garden and the forecourts are generally well served in this regard, the North Garden is less so. As outlined at Section 3.4.2, and largely due to the North Garden being heavily used and modified on the two occasions of the 1880s exhibitions, and then re-made in c. 1892, there is no fully authentic single or overriding historic design on which to base a full reconstruction. On that basis, an interpretive approach to re-making or re-designing the North Garden, or more likely, areas of the North Garden, may be more appropriately considered in the context of restoration. This approach should be sympathetic to the overall garden character. It is also less important with the gardens to strongly differentiate new items and fabric, as is often the case with interpretive work to heritage buildings. For the gardens, such an approach would increase or introduce incongruity, and detract from the historic garden character.

An interpretive approach may also be appropriate for areas of the forecourts, if required.

3.12.5 *Historical (non-Aboriginal) archaeology*

Policy

(Subject to approval) undertake archaeological investigations when works are proposed to the REB forecourts, Exhibition Reserve and Carlton Gardens.

Ensure that future works in any part of the site do not affect or impact on sub-surface archaeological fabric, material and remains (i.e. do not impact on the archaeological potential of the site). Non-interventionist methods of analysis should first be used to ensure evidence is not inadvertently destroyed, and to reduce potential impacts upon trees and vegetation.

The discovery of any sub-surface artefacts or material must be immediately reported to Heritage Victoria.

Discussion/rationale

The forecourts, Exhibition Reserve and Carlton Gardens potentially include archaeological fabric, material and artefacts. This may be associated with historic garden layouts and design (of potentially any period since the gardens were first reserved in the 1850s), and with buildings which have been removed such as the temporary exhibition buildings and annexes. Ground works associated with services trenches, paving, excavation and the like have the potential to impact on sub-surface remains and to damage or remove archaeological material. All future physical interventions to the site and landscape should therefore be assessed for their potential to impact on such remains and should have regard for these potential impacts and factor this into the planning for works. A permit may also be required from Heritage Victoria for any proposed sub-surface works.

Recent experience, such as the archaeological investigation undertaken for the restoration and reconstruction of the West Forecourt, has shown that such work can help reveal the historic layout, form and shape of the forecourt, with its garden beds, paths and the like. The archaeological work, in combination with the documentary research, was crucial to ensuring a reasonably accurate and authentic reconstruction. Such an investigation will also be required for reconstruction of the East Forecourt.

3.13 Aboriginal and Torres Strait Islander cultural heritage

Policy

Traditional Owner and Aboriginal and Torres Strait Islander cultural heritage values should be identified and considered as part of the management of the place.

Discussion/rationale

The *Traditional Owner and First Peoples' Cultural Values Report* provides detail on the Aboriginal cultural values of the place, including contemporary values and objectives for the place identified in consultation undertaken in 2020-2021.

In 2021, Wurundjeri Woi Wurrung Cultural Heritage Aboriginal Corporation was recognised as the Registered Aboriginal Party for an area including the REB and Carlton Gardens. Under the Aboriginal Heritage Act, the Registered Aboriginal Party has legislated responsibilities for management and protection of cultural heritage within their geographic area.

The Exhibition Gardens Meeting Place Historical Aboriginal Place has significance to other Traditional Owners and to First Peoples from across Victoria and Australia, as do the cultural values and objectives identified in the *Traditional Owner and First Peoples' Cultural Values Report*. Broadly-based consultation with a range of Traditional Owner and First Peoples organisations and individuals may continue to play an important role in management and decision-making at the place.

4.0 OPERATION AND MANAGEMENT

This chapter addresses issues relevant to the operation and management of the place. It sets out the relevant statutory frameworks and requirements and provides policy guidance for the management of the place in the context of these requirements.

This chapter should be read and implemented in conjunction with Chapter 3 Conservation Policy.

For a description of the building, structure or landscape element referred to in the policies, see Appendix B, Physical Survey.

4.1 Navigation of this chapter

The chapter is arranged as follows:

Section	Discussion and policy
4.2	Management arrangements and responsibilities
4.3	Monitoring, adoption and review
4.4	Statutory heritage requirements
4.5	Managing heritage impacts
4.6	Integrating heritage to decision-making and project planning
4.7	Minor and temporary works (event-related)
4.8	Code and statutory compliance
4.9	Funding and resources
4.10	Managing use
4.11	Training and awareness
4.12	Research and record keeping
4.13	Consultation
4.14	Risk preparedness
4.15	Signage and branding
4.16	Environmental sustainability
4.17	Listing citations

4.2 Management arrangements and responsibilities

The *Crown Land (Reserves) Act* permanently reserved the Carlton Gardens as public gardens and nominated the area now containing the Royal Exhibition Building, Melbourne Museum and the space around the buildings as the Exhibition Reserve.

In 1996, an amendment to the *Museums Act 1983* vested the general control, administration and management of the Exhibition Reserve in the Museums Board of Victoria. Part 4A of the *Crown Land (Reserves) Act* controls Special Event Management.

The Carlton Gardens has been reserved for public recreation since 1873. The Melbourne City Council manages the Gardens as a Sole Trustee.

Under the *Heritage Act 2017* a Steering Committee is required to be established for any World Heritage place. The Royal Exhibition Building and Carlton Gardens World Heritage Steering Committee includes representatives from Heritage Victoria, Museums Victoria and the City of Melbourne. Two 'community representatives' comprised of a member appointed by the CEO of the City of Yarra and a member appointed by the CEO of the National Trust of Victoria (Australia) are also members of the committee. The community advisers are able to participate fully in the operation of the Steering Committee, but do not vote at Committee meetings, make representations on behalf of the Committee or count for the purposes of quorum.

The legislated functions of the Steering Committee are to prepare a WHMP, to assist in the implementation of an approved WHMP and to report as required by the Minister on the carrying out of its activities. This HMP forms part of the updated WHMP produced as an outcome of the review of the 2013 WHMP.

4.3 Monitoring, adoption and review

Policy

Heritage Victoria, the Museums Board of Victoria and the City of Melbourne should jointly adopt the updated WHMP as the guiding document for the site overall.

Discussion/rationale

The EPBC Act requires regular monitoring, review and reporting on the state of World Heritage and National Heritage values of places.

It is also noted that the Heritage Act allows the Minister for Planning in Victoria to direct the Executive Director, Heritage Victoria, to prepare an annual report on the condition of a WHL listed place (Section 193).

In terms of regular monitoring and review, the updated WHMP, including this HMP, reviews and confirms the World Heritage and National Heritage values. It also establishes a framework for the conservation of the values, which in turn is supported and encouraged by the statutory protection and management regime and ensures the active monitoring of values.

In terms of adoption and review, the updated WHMP, including this HMP, should be endorsed by the REB and Carlton Gardens World Heritage Steering Committee as a policy document which should be used as the basis for the conservation of the values and the consideration of any proposal for change.

The policies in the updated WHMP should also form the basis for preparation of any other management, maintenance or development plans for the Royal Exhibition Building, Carlton Gardens and the Exhibition Reserve and such plans should be consistent with the updated WHMP, including this HMP.

This HMP is part of the updated WHMP, which is subject to a seven yearly review cycle; consequently the HMP should be reviewed at that time. Should the circumstances affecting the site alter in any significant way in the interim, then the policy should be reviewed at that time.

4.4 Statutory heritage requirements

Reflecting the statutory heritage listings, the heritage place is subject to the provisions of the EPBC Act, the Heritage Act and the Melbourne Planning Scheme, specifically the HO provisions.

4.4.1 EPBC Act 1999

Places of significance under the World Heritage Convention are managed in accordance with the provisions of the EPBC Act. Pursuant to that Act, the Commonwealth is required to approve certain activities.

Part 9 of the EPBC Act provides that the Federal Minister responsible for the operation of the EPBC Act is required to approve all 'controlled actions'. An action can be a project, a development, an undertaking or an activity or an alteration to any of those things. A 'controlled action' is an action where the Minister considers that significant impacts will occur or are likely. If an approval is required then the process that the Minister must go through before granting that approval is outlined in Part 9 of the Act. s. 130 of the EPBC Act sets out the timelines for the decision process, while s. 131, s. 131AA and s. 131A require the Minister to seek feedback from various parties, including members of the general public.

S. 34B of the EPBC Act provides the Federal Minister with the power to make a 'declaration' under s. 33 EPBC Act that certain actions or classes of actions do not require approval on the basis that they are not inconsistent with Australia's obligations under the World Heritage Convention.

The EPBC Act Significant Impact Guideline 1.1 - Matters of National Environmental Significance (Department of Environment, 2013), provides guidance on these matters.

Referral process

The EPBC allows for the self-assessment of an action (as defined by the Act) and should this assessment conclude that the action is unlikely to have a significant impact on a matter of national environmental significance (i.e. the values of the heritage place) then no referral is required to the Federal Minister responsible for the Act.

Should a self-assessment process determine that an action is likely to have a significant impact then a referral is required. A referral of an action involves completing an electronic form and providing supporting information to the subject department, currently the Department of Climate Change, Energy, the Environment and Water (DCCEEW). A referral can be undertaken by the proponent of the action or a person acting on their behalf, such as their heritage advisor. After receiving a referral, the Minister will decide whether the action is likely to have a significant impact on a matter of national environmental significance with the following outcomes:

- if the Minister decides that the action is likely to have a significant impact on a matter of national environmental significance, then the action requires approval under the EPBC Act (it is a controlled action);
- if the Minister decides that the action is not likely to have a significant impact on a matter of national environmental significance, then the action does not require approval under the EPBC Act (it is a not controlled action).

Assessment and approval process

If the Minister decides that an action is a controlled action and requires approval, then an environmental assessment of the action must be carried out, the assessment will be undertaken by one

of a range of assessment approaches outlined under the EPBC Act. As noted above, a bilateral agreement is in place between the Federal Government and Victoria and the assessment would be undertaken in this context. Based on this assessment, the Minister decides whether to approve the action, and what conditions (if any) to impose.

4.4.2 *Heritage Act 2017*

The subject property is included in the VHR under the Heritage Act.

The determination of whether a particular project requires a permit application or can be approved under a permit exemption may require consultation with Heritage Victoria. The following comments provide general guidance on the matter.

Exemptions from permits

Changes to registered places or objects require permit approval by the Executive Director of Heritage Victoria unless permit exemptions have been provided for the works.

Heritage Victoria has published *General Permit Exemptions*, which apply to all VHR places and address various classes of minor works. Subject to the details and exceptions identified, works for which an exemption has been granted in the *General Permit Exemptions* do not require a permit approval.

Currently there is a further suite of permit exemptions in place through the VHR registration for the REB and Carlton Gardens. These cover the following main areas:

- Curator's Lodge exterior (minor and maintenance works are specified)
- Curator's Lodge Interior (minor and maintenance works are specified)
- Landscape (a range of conservation and maintenance works to the hard landscape elements – including tennis courts - and play equipment and specific landscape works including like-for-like replacement of avenues and specimen trees are specified)

While not specified in the permit exemptions, the VHR permit exemption policy also confirms that the Museum is a non-registered building on registered land, and that permits would only be required for major external additions or alterations that 'would impact either on the gardens or upon the setting of the Royal Exhibition Building'.

In addition to exemptions that are declared in this way, s. 92(3) of the Act specifically provides for the owner of a registered place to apply to the Executive Director for a determination that a permit is not required in respect of particular works and activities in relation to that place. Typically, this occurs in the case of works that are minor in scope and/or have no impact on the heritage values of the place. Such works could include works to fabric or areas of lower significance or routine maintenance, repair or active conservation works, or minor temporary works.

It is noted that numerous permit exemptions have been sought and granted in the past eight years, including for conservation works, temporary works and structures (marquees and other structures) associated with events.

Permits

Works or activities for which a permit is required include anything which alters the place or object including:

- building extensions, constructions, interior works, demolition or relocation of buildings and structures, changes of colour schemes and signage, subdivision and construction of new buildings and garden structures such as fences or decks, pathways and driveways, and changes of materials
- works to registered trees and gardens which are not regular maintenance works and are not addressed by the landscape exemptions
- excavations at registered sites or damage or alteration to an archaeological artefact
- more substantial temporary works associated with major events (such as the Melbourne International Flower and Garden Show, for example).

All permit applications are referred to the local government authority (City of Melbourne) for comment. Permits are processed within 60 days unless an extension is granted by the Heritage Council, noting that the permit 'clock' may stop for requests for further information and public advertising.

Applicants or owners which are dissatisfied with a permit refusal or the conditions applied to a permit, may appeal to the Heritage Council within 60 days following the determination. Further, in addition to applicants or owners and in accordance with s. 106(1) of the *Heritage Act 2017*, a person with a real or substantial interest in the place or object can request a review of the Executive Director's decision to refuse a permit, or part of the permit.

4.4.3 *Melbourne Planning Scheme*

At the local level, the *Planning and Environment Act 1987* applies, specifically Clause 22.05 and 43.01 of the Melbourne Planning Scheme. For all land affected by HO controls, a permit is required for a range of activities and works, however as per Clause 43.01 no permit is required under this provision for places on the VHR. This is with the exception of applications for subdivision.

Consequently, no planning permit would be required under Clause 43.01 for works (but may be required under other sections of the planning scheme) but the City of Melbourne is a referral authority under s. 100 of the Heritage Act.

4.4.4 *Coordination of statutory approvals*

It is very important that the approval triggers are considered under both the EPBC Act and the Heritage Act. It should be noted that permits or permit exemptions may be required under the Heritage Act for works that – based on a self-assessment under the EPBC Act – are not required to be referred and do not require approval under the latter act.

Conversely, for a major project, it is likely that approvals would be required under both the EPBC Act and the Heritage Act. Section 4.6 provides guidance on integrating the significance of the place and anticipated statutory approval requirements into decision-making; the OSMP (WHMP Part 1) provides decision-making flow charts addressed to both the EPBC Act assessment process and the statutory approvals required under the various Acts which apply to the place.

4.4.5 *Public access to documentation*

It is noted that there are requirements in both the Heritage Act (permit applications and permit decisions publicly advertised) and the EPBC Act (referrals and decisions publicly advertised) for public access to documentation about environmental assessments.

4.4.6 *Precautionary principle in decision-making*

'Precautionary principle' is referred to in the *EPBC Act Policy Statement 1.1 - Significant Impact Guidelines on Matters of National Environmental Significance* (Department of Environment and Heritage, May 2006), as follows (relevant text included below).

When deciding whether or not a proposed action is likely to have a significant impact on a matter of national environmental significance, the precautionary principle is relevant. Accordingly, where there is a risk of serious or irreversible damage, a lack of scientific certainty about the potential impacts of an action will not itself justify a decision that the action is not likely to have a significant impact on a matter of national environmental significance.

The same principle (avoidance of risk of serious or irreversible damage or lack of certainty of impact) is relevant to decision-making under the Heritage Act, where a key consideration is 'the extent to which the application, if approved, would affect the cultural heritage significance of the registered place or registered object' s. 101(2)(a).

4.5 Managing heritage impacts

Policy

Actions that could have unacceptable or unsustainable impacts on the heritage values (in particular actions that will have a significant impact on the relevant World Heritage or National Heritage values) are inconsistent with the objectives of this plan and cannot be approved.

For World Heritage properties with cultural heritage values, actions should be avoided if there is a real chance or possibility that the action will:

- permanently remove, destroy, damage or substantially alter the fabric of a World Heritage property
- extend, renovate, refurbish or substantially alter a World Heritage property in a manner which is inconsistent with relevant values
- permanently remove, destroy, damage or substantially disturb archaeological deposits or artefacts in a World Heritage property
- involve activities in a World Heritage property with substantial and/or long-term impacts on its values
- involve construction of buildings or other structures within, adjacent to, or within important sight lines of, a World Heritage property which are inconsistent with relevant values
- make notable changes to the layout, spaces, form or species composition in a garden, landscape or setting of a World Heritage property which are inconsistent with relevant values.

Discussion/rationale

The *EPBC Act Policy Statement 1.1 - Significant Impact Guidelines on Matters of National Environmental Significance* (Department of Environment and Heritage, May 2006), provides guidance on managing, minimising and avoiding impacts on World Heritage and National Heritage values. A 'significant impact' is an impact which is important, notable, or of consequence, having regard to its context or intensity. Whether or not an action (such as works, development, etc) is likely to have a significant impact depends upon the sensitivity, value, and quality of the environment which is impacted, and upon the

intensity, duration, magnitude and geographic extent of the impacts. All of these factors are to be considered when determining whether an action is likely to have a significant impact on the identified World Heritage and National Heritage values of the Royal Exhibition Building, Exhibition Reserve and Carlton Gardens.

It is important to consider the impacts of the proposed action early in the planning of the proposal as careful planning of the action can avoid, or reduce, the likelihood of a significant impact. Where possible and practicable it is best to avoid impacts. If impacts cannot be avoided then they should be minimised or mitigated as much as possible.

According to the *Policy Statement*, an action is likely to have a significant impact on the World Heritage values of a declared World Heritage property if there is a real chance or possibility that it will cause any of the following:

- one or more of the World Heritage values to be lost
- one or more of the World Heritage values to be degraded or damaged
- one or more of the World Heritage values to be notably altered, modified, obscured or diminished.

4.6 Integrating heritage to decision-making and project planning

Policy

Decision-making and project planning should be undertaken in a manner which has appropriate regard for the heritage values of the place and the specific policies in the HMP. It is of critical importance that any proposed change to the place be approached in this context. It is also important that the statutory requirements are understood and met, including appropriate timeframes for approval processes.

Discussion/rationale

The following steps are suggested as a reference point for project champions, planners and managers. They are aimed at helping to navigate heritage processes to achieve successful project outcomes for all projects. The various steps set out below would be more or less relevant depending on the scale and the complexity of the project.

It is important to document decisions made in the process.

Step 1	<p>Confirm heritage values and sensitivities and review relevant HMP policies</p> <p>Review the HMP and confirm the heritage values and sensitivities relevant to the project.</p> <p>Identify relevant HMP policies and their application to the project.</p> <p>Establish a checklist of key heritage issues and opportunities to be developed in the project brief.</p>
<hr/>	
Step 2	<p>Obtain specialist heritage advice if required</p> <p>Advice from qualified heritage practitioners may be required in scoping, advising on, documenting and undertaking works, other than day-to-day repair and maintenance works.</p>

Specialist heritage advice would be required where there is any significant interface with or intervention into significant fabric or areas of the place, including significant trees and landscape elements. The objective is to avoid or minimise impacts on significant fabric. This would include the integration of new services into the building.

Repairs to significant fabric should, in preference, be subject to advice from qualified heritage practitioners and may need to be carried out by appropriately skilled staff or contractors. In some cases, prior analysis may be required of the composition of the fabric to be repaired/replaced (e.g. mortars, renders, surface treatments, etc).

Note that for any major works proposal, Heritage Victoria may require works to be overseen by an approved conservation architect or other practitioner.

Step 3 Confirm approval requirements

Undertake a preliminary review of approval requirements including a preliminary self-assessment under the EPBC Act and an assessment against the VHR permit exemptions.

For minor and temporary works, consultation with Heritage Victoria may be appropriate to confirm whether works are permit-exempt or could be approved by an exemption.

Consider the time frames for approvals processes including consultation with DCCEEW and Heritage Victoria as relevant.

Step 4 Ask how does the proposal respond to and support the heritage values of the place

Assess and document the response to heritage values.

Consider amendments or refinements to project proposal to achieve heritage objectives consistent with the heritage values (particularly the World Heritage and National Heritage values) and HMP policies and to avoid or mitigate adverse impacts.

Step 5 Ask whether the project includes additional good practice or 'value-add' processes and outcomes

Consider opportunities for the following:

- Active physical conservation works
 - Research and investigation
 - Interpretation and education
 - Promotion of history and heritage including Aboriginal and Torres Strait Islander cultural heritage
 - Community engagement.
-

Step 6 Confirm approval requirements under the EPBC Act and Heritage Act and proceed consistent with these

Revisit the preliminary EPBC Act self-assessment and confirm any requirements.

Confirm approval requirements under the Heritage Act.

Note that consistent with Heritage Victoria's requirements, a heritage impact statement will be required for all permit applications and this should include an assessment against the policies in this CMP.

4.7 Minor and temporary works approvals (event-related)

Policy

Continue to oversee and provide guidance in relation to seeking approvals for temporary event-related works.

Prepare a temporary events management plan that can serve as the basis for seeking approval from Heritage Victoria for additional temporary events-related exemptions under the Heritage Act.

Discussion/rationale

The use of the REB (and on occasion the Carlton Gardens) for temporary events means that there is a need for a range of permits and licences to be obtained.

Under the Heritage Act and the approvals processes administered by Heritage Victoria, an Owner's Consent is required to accompany all permit applications and permit exemption applications.

At the REB, responsibility for obtaining approvals is typically assigned to the Licensee (hirer). Depending on the nature of the event and physical needs, this may include works that trigger the need for a permit or permit exemption under the Heritage Act. Any application would require the consent from the land manager. Museum Spaces staff should continue to provide guidance to users of the place in relation to the nature of works and approval processes.

Refer also to the policy for training and awareness below at Section 4.10.

In the case of the Carlton Gardens the most significant event currently permitted is the Melbourne International Flower and Garden Show, while White Night has increased in popularity and scale. Permits are sought from Heritage Victoria for works associated with both these events.

Lawns within the Gardens can be booked for weddings and small private functions with limited carry in and out temporary structures and furniture and this process is controlled by the City of Melbourne.

For both the REB and the Carlton Gardens, there is considered to be scope to request the Executive Director to declare additional exemptions to allow for minor and temporary works associated with events. Heritage Victoria officers have confirmed such a request should be based on a tailored management plan which identifies works that could be exempted within constraints including:

- Works to be exempted to occur within designated areas of the site
- Works to be exempted to be reversible and temporary (time period to be specified)
- Height of temporary structures to be limited under exempt works
- Protection measures for trees and landscape features.

4.8 Code and statutory compliance

Policy

The ongoing use and in particular the provision of public access to the place is a key heritage objective (refer to Policy 3.4).

The access requires continuing monitoring and consideration of building code and access compliance.

On occasion issues may arise that may require the management of competing requirements. The objective should in all cases be to achieve compliance and equitable access without compromising the significance of the place.

Discussion/rationale

Building Code of Australia/NCC

The National Construction Code addresses all building compliance requirements as related to specified classes of buildings. In Victoria the NCC operates in conjunction with the *Victorian Building Regulations 2018* and under the provisions of the *Building Act 1993*. In its formulation and reference to relevant construction standards the NCC has necessarily been developed for new construction. In this regard the application, wholesale to the refurbishment or redevelopment of a heritage building has the potential to have significant impacts, particularly if a 'full compliance' with the code is triggered.

Addressing this issue, the *Victorian Building Regulations, 2018*, provide for some flexibility where alterations are proposed to existing buildings, under Part 16, Regulation 233.

This regulation states as follows:

233 Alteration to existing building

- (1) Building work to alter an existing building must comply with these Regulations.
- (2) Subject to regulations 234 and 236, if the proposed alterations to an existing building, together with any other alterations completed or permitted within the previous 3 years, relate to more than half the original volume of the building, the entire building must be brought into conformity with these Regulations.
- (3) Despite subregulations (1) and (2) and subject to subregulation (6), the relevant building surveyor may consent to partial compliance of building work on an existing building with subregulation (1) or (2).
- (4) In determining whether to consent to partial compliance with subregulation (1) or (2) in respect of any alteration to a building, the relevant building surveyor must take into account—
 - (a) the structural adequacy of the building; and
 - (b) the requirements necessary to make reasonable provision for—
 - (i) the amenity of the building and the safety and health of people using the building; and
 - (ii) avoiding the spread of fire to or from any adjoining building.
- (5) Any consent to partial compliance under subregulation (3) must be in the form of Form 18.
- (6) If any part of the alteration is an extension to an existing building, the relevant building surveyor may only consent to partial compliance in respect of the extension if the floor area of the extension is not greater than the lesser of—
 - (a) 25% of the floor area of the existing building; and
 - (b) 1 000 m².

In addition, the *Building Act 1993* provides for further consideration of dispensation to compliance requirements in the case of buildings included on the VHR. The relevant section states:

28 Historic buildings and special buildings

- (1) Despite section 24, the relevant building surveyor may issue a building permit for the carrying out of building work that does not comply with the building regulations if the work is to be carried out on, or in connection with—
 - (a) a building included on the Heritage Register established under the Heritage Act 2017.
- (2) The building permit may be issued to enable the carrying out of work appropriate to the style, manner of construction and materials of the building.
- (3) In deciding an application for a building permit in respect of a building to which subsection (1) applies, the relevant building surveyor must take into account—
 - (a) the structural adequacy of the building; and
 - (b) the requirements necessary to make reasonable provision for the amenity of the building and the safety and health of people using the building.
- (4) The consent and report of the Executive Director under the Heritage Act 2017 must be obtained to an application to demolish or alter a building which is on a register established under that Act.

In formulating a response to building regulatory requirements a third factor to consider is that of the opportunity to develop ‘Performance Solutions’ to the NCC ‘Performance Requirement’ as opposed to applying ‘Deemed-to-Satisfy’ solutions. In adopting such an approach there may be scope to demonstrate that traditional construction practice as supported by relevant expert advice can meet the performance requirements of the NCC, albeit not compliant with current new construction standards.

Having regard to the above considerations in developing a design response to conservation and new works, careful consideration needs to be given to the actions which might trigger full code compliance obligations and if this is the case, the nature of dispensations which might be sought. Activities and compliance requirements which have the potential to have the greatest impact on the fabric include:

Issue	Potential Impact
Seismic compliance	Introduction of new structure requiring significant intervention into original fabric
Energy performance (NCC Section J) compliance	Replacement of original materials (glass and window joinery) and introduction of insulating material.
Fire protection and separation	Introduction of fire services and new fabric to provide fire separation.

Disability Discrimination Act 1992

Access for people with a disability as relevant to future works to the REB and Carlton Gardens are addressed under the *Disability Discrimination Act (DDA) 1992*, and also under the NCC and the Australian Human Rights Commission ‘Premises Standards’. While the DDA sets out compliance

requirements it is a document which also provisions for complaints where these requirements are not met. In the case of the NCC, the requirements under Part D3 are express requirements which must be met under the Deemed to Satisfy provisions or by way of a Performance Solution. Additionally, the Premises Standards provide guidance on both new works and works to existing buildings to meet access requirements.

Having regard to these documents bringing heritage buildings into compliance typically requires a carefully resolved design response which frequently requires a balancing of access and heritage outcomes. Given the absolute need to provide equitable access design solutions to upgrading and reuse need to be developed in a manner which optimises access points and paths of travel to avoid multiple interventions.

The 'access to buildings component' of the DDA is applied only to buildings that are available for the general public to enter and use, as employees, patrons, customers or the general public. This clearly has relevance to the REB, which has a high level of public access to parts of the building.

Accordingly, the property manager is required to meet these objectives as far as is possible. Presently, people with disabilities can access the building via the Nicholson Street (east) and northern entrances, which have no steps, and the Carlton Gardens via all of the entries to the site. In the underground car park there is provision for disabled parking and egress to the Museum. Inside the building at the west and north ends are lifts which provide access to the gallery level. Additionally, the Protection and Promotion project will provide compliant access to the lower promenade deck.

In considering any further access opportunities, where these have implications for significant fabric and elements of the Royal Exhibition Building, the advice and input of a heritage practitioner should be sought. The same applies in the case of the Gardens, where path gradients and surfaces may require modification, but where any implications for significant trees should be considered.

Occupational Health and Safety Act and Regulations 2004

Both the Carlton Gardens and the Royal Exhibition Building are workplaces and there is a need for a safe working environment to be maintained.

In the event of issues of workplace safety arising at the place, the same approach should be taken. Where mitigation or management of issues of workplace safety have implications for significant fabric and elements, the advice and input of a heritage practitioner should be sought.

4.9 Funding and resources

Policy

Undertake a review of current funding levels for capital, maintenance and conservation works and investigate additional funding sources if required.

Discussion/rationale

The HMP makes policy recommendations for maintenance and conservation of the physical fabric as well as for actions such as interpretation.

There are significant costs associated with many of these actions, particularly as related to the REB and as noted at Section 3.0, the level of available funding is likely to place constraints on the full implementation of the conservation policy.

In the case of the REB, the age of the building and the nature of the heritage fabric are such that it requires significant ongoing capital investment, as well as funding for localised maintenance and repair. In any given year, however, budgetary considerations will have a significant influence on the approach to maintenance and conservation works, and inevitably there will be decisions made in terms of priorities for projects and works, including maintenance works.

Some works will necessarily be given a higher priority, as related to rectifying areas of non-compliance with code (based on annual inspections) or in the case of urgent works following the failure of fabric. These compliance requirements mean that funding may not be available to support cyclical inspection and maintenance programs to the building, including regular inspection and timely preventative maintenance and repair works which are in the best interests of the building and protective of its World Heritage and National Heritage values, but would require funding in their implementation.

In addition, there are other policy recommendations in the HMP, such as a review of interpretation across the heritage place as a whole, that would enhance the presentation of the place and promote the World Heritage and National Heritage values.

Having regard for these issues, it would be desirable to undertake a review of funding in general with a particular focus on the issue of conservation works including preventative maintenance and repair works. Depending on the outcome of this review it may be appropriate to seek additional sources of funding.

4.10 Managing use

(Refer also to the policies for Use of the place at Section 3.4 and for Training and awareness at Section 4.11.)

4.10.1 Events

Policy

Ensure there are no adverse impacts on the heritage values of the place as a result of temporary events and activities.

Continue to monitor and mitigate the effects of temporary events.

Discussion/rationale

While the continuing use of the REB for exhibitions and events supports the World Heritage and National Heritage values of the place, controls are required to ensure no adverse impacts on the building.

Museum Spaces has developed the Royal Exhibition Building Operations Manual (https://museumspace.com.au/media/11691/museum_spaces_reb_operations_manual_v5_november_2019.pdf). The Operations Manual forms part of the Hire Licence Agreement for the REB and is designed to ensure the physical protection of the building commensurate with its World Heritage status. It includes strict requirements for the use of the building and identifies a range of activities and works that are not permitted as part of that use. Any damage is required to be rectified.

Similarly, the City of Melbourne imposes requirements on those using the bookable areas of the Carlton Gardens for weddings and other events. These requirements are designed to ensure no damage to grass, trees and structures (<https://www.melbourne.vic.gov.au/sitecollectiondocuments/wedding-permit-terms-conditions.pdf>).

In relation to the Melbourne International Flower and Garden Show, the City of Melbourne undertakes pre- and post-event inspections (trees, soil compaction, damage to lawns) and monitors any impacts as well as reinstatement requirements.

4.10.2 *Catering*

Policy

Ensure any infrastructure related to catering proposed for the interior of the REB remains as unobtrusive as is practicable and possible.

Ensure that the strictest fire prevention/protection regime is maintained in food preparation and food selling areas.

The current arrangements for garbage should be reviewed and a more appropriate solution developed.

Discussion/rationale

There is reasonable visitor expectation of being able to obtain refreshments at the REB when attending an exhibition or event, and the current food preparation and food selling areas meet this expectation.

In the event a commercial kitchen is considered in the future it is critical that the risk of fire from cooking equipment be carefully considered and a strict regime of local fire prevention/protection precautions be implemented at the site of any cooking equipment.

The installation of commercial kitchen equipment also has the potential to impact on the exterior of the building through plumbing and flues and any new flues or similar mechanical ventilation should be designed to be as unobtrusive as possible. These potentially could be run within the building, such as abutting the inside (back) of the dome piers and running to an area of the roof where their extension through the roof cladding would be comparatively inconspicuous. Some refrigerated storage could be accommodated within the kiosk counter.

As an alternative, the catering choices could continue to be limited to food which is neither cooked or heated up in the venue, or if the latter it is done via portable equipment. 'Pop up' catering can occur throughout the venue, supported by infrastructure such as power and water points.

As related to the use of the building and particularly to catering, the garbage collection point should be kept away from the north elevation which is the principal interface with the front of the Melbourne Museum. One option would be to develop an enclosed refrigerated garbage compound adjacent to the north elevation and west of the north-west pavilion in an unobtrusive manner which blends in with the Exhibition Building. Garbage from the kiosk should be regularly removed from the building to the compound, potentially by way of a mobile containerised system such as used by airlines. Wheelie bins are not acceptable if located in an area of public view.

4.10.3 *Mechanical services*

Policy

Any proposal to introduce mechanical services to the main spaces in the REB should be approached with caution and no action that would significantly impact on the World Heritage values of the place should be considered.

Discussion/rationale

With the exception of localised plant for the administration offices, meeting rooms and basement, the REB does not include integrated heating and cooling systems and the introduction of mechanical services could involve significant physical and visual impacts on the building, both internally and externally.

At present the lack of mechanical services does not dissuade users of the building. On occasion users bring portable systems to service the building, which adds to the event costs, but is a choice rather than a requirement. The majority of users accept the lack of services.

It is possible over time that an increase in extreme heat events, changing expectations for users or even workplace health and safety concerns may lead to a situation where the usability of the building - without air conditioning or heating - is brought into question.

In those circumstances, any proposal to introduce services into the building would need to be very carefully assessed, in particular any associated adverse impacts. The pursuit of innovation in the design and delivery of services including the investigation of natural ventilation and other alternatives would be required to ensure minimal adverse impacts.

While the ongoing use of the building for exhibitions and events is extremely important and is consistent with and supports the World Heritage values, the conservation and protection of the building is paramount.

4.10.4 *Site security*

Policy

An appropriate level of security should be maintained on site to support safe public access to the place and minimise the potential for vandalism.

Discussion/rationale

The maintenance of appropriate levels of site security is important to the management of the REB and Carlton Gardens and is particularly important in supporting ongoing public access (which itself is a key heritage objective) and reducing the risk of vandalism to significant building fabric and landscape elements (refer to the discussion at Section 4.14).

Security systems typically include a combination of patrols and CCTV cameras and other equipment, in combination with site lighting. Where required, the physical infrastructure associated with maintaining site security should be selected, designed and installed in a manner that has minimal physical and visual impacts on significant fabric and the presentation of the place.

4.10.5 *WiFi network*

Policy

Any proposal to introduce WiFi network infrastructure should be designed and developed in a manner that avoids or minimises physical and visual impacts.

Discussion/rationale

The REB is unusual as a major venue which does not provide WiFi on site and some users bring portable WiFi systems into the building.

In the event it is proposed to introduce WiFi to the building to support its ongoing use, this should be carefully designed so that the physical infrastructure (WiFi units and wiring to data points) avoids or minimises physical and visual impacts.

4.10.6 *Vehicle movement and car parking*

Policy

Manage exhibition-related vehicle movement, car parking and bicycle movements in a way which does not diminish the historic setting of the REB, Exhibition Reserve and Carlton Gardens.

Discussion/rationale

Car parking began to be introduced to the Exhibition Reserve by the interwar period and this resulted in the conversion of the South and West Forecourts to asphalt vehicle-parking and loading areas (the West Forecourt has since been restored).

Parking is now encouraged in the Melbourne Museum underground car park, for vehicles other than those directly engaged in activities associated with the operation of events or building works.

While it is recognised that some vehicle parking and loading areas are required to ensure the on-going viability of the REB, car parking areas generally and those which are specifically located in proximity to the REB – such as adjoining the south side of the building - diminish the setting of the building and impact on its presentation. This is especially so for the sensitive south setting of the building as seen from the South Garden. Parking should be restricted from the area directly south of the main entrance, and otherwise limited elsewhere in the South Forecourt. Movements across the forecourt should also be restricted to a westerly direction.

All entry and exit for loading and unloading operations and associated vehicle movements should be through the East Forecourt at Nicholson Street. Short term vehicle parking associated with these operations may be permitted, however, long term vehicle parking after unloading should not be permitted.

Bicycle movements are presently prohibited within Carlton Gardens; bicycle network connectivity is provided via the REB South Forecourt and the Museum Plaza (east-west movements), by off-street shared use path on Nicholson Street (north-south, west side only adjoining Carlton Gardens), and by separated on-street bicycle lanes on Rathdowne Street.

A considered reevaluation of the functional traffic design for the South Forecourt and its interfaces to the East and West Forecourts, and to Rathdowne and Nicholson Streets should be undertaken in future. Functional improvement of the accommodations for vehicle loading and bicycle through-traffic may be considered within these areas, while maintaining the presentation of these accommodations as subsidiary uses of a space that should present overtly as a public promenade. In preference, functional improvements in this area would be integrated with renewal of the overall presentation of South Forecourt as a promenade and setting for the south side of the REB (as identified in policy 3.8.2).

4.11 Training and awareness

Policy

All managers and staff with responsibility for managing the REB and Carlton Gardens, including facilities and operations managers and maintenance staff and contractors and tradespeople should be aware of the World Heritage and National Heritage values of the place and the management requirements that

flow from these values through a structured induction and training programme. Licensees (clients hiring the REB for events) should also undergo induction and training.

The HMP should be readily accessible and presented as a document that is part of the base documentation about the place.

Discussion/rationale

A heritage component should be included in induction for all senior staff with responsibility for managing the heritage place (in any capacity). This should include reference to the HMP as the key reference document and an understanding of the statutory requirements and approval triggers.

As part of their site induction, contractors and tradespeople undertaking works at the place, including the Gardens, should be made aware of heritage requirements and the need to protect significant fabric and elements. A Construction Management Plan must be prepared for any major project.

For events, the Royal Exhibition Building Operations Manual (https://museumspace.com.au/media/11691/museum_spaces_reb_operations_manual_v5_november_2019.pdf) sets out the requirements for licensees (hirers) and their contractors, exhibitors and volunteers to undergo online induction modules which include heritage related regulations.

While heritage awareness and training is important for all, the primary responsibility for co-ordinating heritage management lies with the Chief Operating Officer, Museums Victoria (for the REB and Exhibition Reserve) and Director Parks and City Greening, City of Melbourne (for the Carlton Gardens).

4.12 Research and record keeping

4.12.1 Research to inform decision-making and works projects

Policy

Detailed historical research and analysis should inform all projects.

The results of future research-based investigations should be referenced and incorporated into future reviews of the Heritage Management Plan.

Discussion/rationale

The overarching policies in this HMP provide the framework for management of the heritage place based on its World Heritage values. The HMP is based on and references the extensive historical and physical investigations that have been undertaken over many years.

Accepting this, there is both scope and an ongoing need for further historical investigations and analysis of the place. This is particularly important when planning future projects, whether those be associated with conservation works to the REB or the reinstatement of earlier landscaping treatments in the Carlton Gardens.

The results of any future research projects should be compiled (refer to 4.12.3 below) and referenced in future reviews of this HMP.

Refer also to the policy for Use of Evidence at Section 3.12.4.

4.12.2 *Royal Exhibition Building collection and Royal Exhibition Building research archive*

Policy

Continue to maintain and care for, develop and promote the Royal Exhibition Building collection with a focus on both its role in supporting and interpreting the World Heritage values of the place and its research value.

Maintain the research archive of the REB and Carlton Gardens, and continue to facilitate public access.

Discussion/rationale

The nucleus of the Royal Exhibition Building Collection was formed in 1881 and 1888, when a number of exhibits displayed at the Melbourne International Exhibitions were gifted to the Museum. From the mid-1980s, objects relating to events that took place in the building or gardens were gradually collected. The World Heritage Listing in 2004 led to the donation of significant objects, including a Trade Needle Display and a Circular & Vertical Saws Display both exhibited in 1888, and the John Twycross collection of items purchased at the two international exhibitions.

The Royal Exhibition Building Collection of well over 5,000 objects reflects all aspects of the building's history: objects displayed at the two great International Exhibitions; souvenirs; certificates and medals awarded to exhibitors and commissioners; invitations to concerts, balls and the opening of parliament; catalogues to the International Exhibition and museum displays. The collection also contains photographs of the building from the 1880s to the present day, and other pictorial reproductions including watercolours, postcards and lithographic prints.

Many of the objects from the collection are on display in Melbourne Museum. Importantly, digital information about individual items in the collection is available on the Museums Victoria website (<https://collections.museumvictoria.com.au/search?collectingarea=Royal+Exhibition+Building>).

Items from the REB Collection are also on occasion loaned to other museums.

Museum Victoria also maintains an REB research archive of over 6,000 folders containing copies of documents, newspaper articles, photographs and fliers.

Opportunities to promote and interpret these collections and their relationship to the World Heritage values of the REB and Carlton Gardens should continue to be explored, whether through physical display or online. Similarly, access to the collection and archive should continue to be provided, to encourage further research into the history and cultural meanings of the place.

4.12.3 *Building and garden records*

Policy

Maintain records of all works to the REB and Carlton Gardens, including plans, documentation and associated reports and correspondence.

Discussion/rationale

It is essential that good record keeping be maintained for all works to the REB and Carlton Gardens. This is useful for research purposes, but also as a means of monitoring the performance of works over time.

As reviewed and updated, the HMP (and in particular the appended historical and physical analysis) provides a means of maintaining a record of key heritage conservation and investigation works.

In preference, however, the information would also be collated and input to a dedicated database or asset management system.

4.13 Consultation

4.13.1 *Community consultation*

Policy

Stakeholder and public consultation should continue to be a key input to the management of the REB and Carlton Gardens.

Discussion/rationale

The WHMP has been prepared with extensive consultation from the public and relevant stakeholders, including consultation which was undertaken for the 2013 WHMP, and that which has been undertaken since 2020 on the updated WHMP. Relevant community feedback received throughout the process has been considered in this HMP.

The 'community of interest' for the place should continue to be encouraged to participate in public and community oriented programmes.

4.13.2 *Aboriginal stakeholder consultation*

Policy

Consultation with Aboriginal parties should be undertaken to inform the management of the place.

Discussion/rationale

It is important that Aboriginal and Torres Strait Islander parties be consulted in relation to the management of the place.

The *Traditional Owners and First Peoples' Cultural Values Report* provides detail on the Aboriginal cultural values of the place and the findings of consultation undertaken in 2020-2021.

In 2021, Wurundjeri Woi Wurrung Cultural Heritage Aboriginal Corporation was recognised as the Registered Aboriginal Party for an area including the REB and Carlton Gardens. Under the Aboriginal Heritage Act, the Registered Aboriginal Party has legislated responsibilities for management and protection of cultural heritage within their geographic area.

The Exhibition Gardens Meeting Place Historical Aboriginal Place has significance to other Traditional Owners and to First Peoples from across Victoria and Australia, as do the cultural values and objectives identified in the Cultural Values Report. Broadly-based consultation with a range of Traditional Owner and First Peoples organisations and individuals may continue to play an important role in management and decision-making at the place.

4.14 Risk preparedness

Policy

Maintain a risk register for the REB and Carlton Gardens.

Continue to monitor, maintain and upgrade fire services to the REB.

Continue to monitor and assess all activities within and in proximity to the REB for potential fire risk.

Monitor and assess rainwater goods to the REB for condition and efficacy.

Maintain a plan for drought watering.

Continue to monitor the condition of trees.

Maintain appropriate levels of security within the place to reduce the risk of vandalism and support safe public access.

Discussion/rationale

Risks to the Royal Exhibition Building, Exhibition Reserve and the Carlton Gardens can be categorised into two principal areas: risks from natural events and man-made risks.

The most likely risks caused by natural events include storm damage, particularly wind and rain, possibly also hail and lightning; and trees shedding limbs.

In relation to lightning, a Lightning Protection System has been installed as part of the Protection and Promotion project.

Risk preparedness should also involve anticipating severe weather events which are outside the normal (historical) range, changing climatic conditions, including extreme heat and drought.

The condition of trees should continue to be monitored to assess risk of failure.

The most likely man-made disasters are flooding, due to blocked, burst or leaking rainwater goods, pipes and sanitary fittings; and fire caused by electrical faults, equipment (hot work, welding and grinders, cooking equipment), naked flames, combustible materials, display vehicles and smoking.

Rainwater goods should be inspected and their condition and performance monitored. In the event of a significant increase in extreme rain events it may be necessary to review the system and consider modifications.

There is also the potential for an increase in extreme heat events to have an impact on the useability of the building, given the lack of heating and cooling systems. At present, these issues do not appear to impact on the appeal of the building, but this is an issue that should be monitored over time. Refer also to the policy for mechanical services at Section 4.10.3.

A major upgrade to fire services was undertaken in 2009-10. Fire services should be monitored and upgraded fire services as required to meet code. While the most important issue from a heritage perspective is the efficacy of the fire protection system, where possible, fire services should be located in the least visible/least sensitive locations so as to avoid or limit impacts on the presentation of the building.

Note that the Operations Manual includes a series of requirements to minimise the risk of fire, including a requirement that Licensee for events provide a dedicated Fire Marshal to monitor the potential risk including performing patrols.

There is also the possibility of vandalism causing damage to the building, however this is a relatively low risk, due to the high usage of the building, and improved security, including the employment of security devices and alarms, as well as the building's proximity to the Museum.

There is also some potential for vandalism in the Carlton Gardens, particularly at night, however it is a well-used public space and this - to a degree - mitigates against the risk of vandalism.

4.15 Signage and branding

4.15.1 World Heritage Emblem

Policy

Implement appropriate use of the 'World Heritage' Emblem.

Discussion/rationale

Interpretation would also be assisted through appropriate use of the 'World Heritage' Emblem, consistent with the UNESCO approach.

It should be used on significant signage, including permanent identification and interpretative signs, and would assist in distinguishing the REB and Carlton Gardens from the Melbourne Museum. The logo would emphasise the individual identity of the building and draw attention to the World Heritage status of the site.

Detailed guidance on the use of the World Heritage Emblem is provided on the Department of Agriculture, Water and the Environment's website (World Heritage Emblem – Guidelines for use in Australia, <http://www.environment.gov.au/heritage/about/world/emblem-and-logo-usage>).

4.15.2 Plaques

Policy

Retain the existing plaques where appropriate, and ensure future plaques are limited in number and size.

Undertake regular review of the relevance of plaques.

Prepare guidelines for assessing the appropriateness of proposed plaques or memorials.

Discussion/rationale

There are a number of bronze commemorative plaques, and the marble foundation stone, located at the Nicholson Street and south entrances respectively. Some of these were originally located inside the REB, affixed to the dome piers. Given that the interior has been restored, it is not recommended that the plaques be relocated inside, or that future plaques be similarly placed, where they have the potential to impact on significant fabric. The existing plaques located externally to the building, however, are useful as interpretative devices for visitors. Generally, if future plaques are introduced, they should be limited in number and size, should not be affixed to significant fabric, and should have direct relevance to the site (i.e. they should not commemorate individuals or events not associated with the site). Guidelines should also be developed in conjunction with Heritage Victoria in order to assess the appropriateness of future proposals or requests for introducing new plaques or memorials.

4.15.3 Signage

Policy

Any new permanent signs to the REB and Carlton Gardens should be limited and carefully considered as part of an overall signage and wayfinding strategy.

Ensure that standardised signage (standard in terms of location, size, format, font, etc) is used at the site which is reflective of the unique identity of the REB and Carlton Gardens.

Temporary signage including banner signage to the building and associated with exhibitions is acceptable. Continue to maintain permanent fixing points for the banners which do not require ad hoc fixings on the building.

Temporary signage associated with promoting events in the gardens is acceptable, for strictly limited periods. This can include free-standing signage; but should still have regard for minimising visual impacts on significant elements.

Other than as associated with the promotion of temporary events, no advertising signage should be introduced into the heritage place.

Refer also to the policy for interpretation at Section 3.11, noting that the implementation of any new interpretation strategy would be likely to incorporate signage.

Discussion/rationale

The place-related signage for the REB and Carlton Gardens should be clearly and identifiably different from that of the Melbourne Museum so as to reinforce the separate World Heritage identity of the place.

Banners to the building should only be associated with exhibition or event use, and as per that use, for strictly limited periods. Banners may also be used for one-off special occasions. There are currently three banner hanging locations (Door 3 facing Nicholson Street, Door 8 facing Rathdowne Street and Door 6 facing the Museum Plaza) and these allow for banners associated with exhibitions and other temporary events.

Reference is made to a 'Signage Strategy' and recommendations included in the *Royal Exhibition Building and Exhibition Reserve Master Plan* (Museum Victoria, February 2007). This strategy addressed:

- New signage system
- Event promotion
- Nicholson and Rathdowne Street frontages.

The 2007 Master Plan has been superseded by the updated Exhibition Reserve Master Plan. Signage strategies and systems should be the subject of periodic review, and should be developed and managed in a manner consistent with this HMP and with the other documents that form the updated WHMP.

4.15.4 Flags

Policy

National, state or event flags should be flown from all the flagpoles in accord with accepted protocols. Refer to <https://www.pmc.gov.au/government/australian-national-flag/australian-national-flag-protocols>.

Discussion/rationale

Flying national, state or event flags enlivens the external appearance of the building. It is also consistent with the historic use of the flagpoles. The necessary mechanisms should be installed sensitively where required.

4.16 Environmental sustainability

Policy

Continue to support the long-term conservation and maintenance of the REB and Carlton Gardens by encouraging environmentally sustainable management.

Discussion/rationale

Historically, the planning and layout of Carlton Gardens provided for some water self-sufficiency with the provision of the ornamental lakes. The need for alternative or supplementary water supply to maintain the gardens has been addressed by a major water harvesting project (*World Heritage, World Futures: A Sustainable Conservation Project for the Royal Exhibition Building*, completed in 2011) where a large underground tank storing 1.35 million litres of water harvested from the REB and paved areas was constructed beneath the western forecourt.

Energy-efficient (LED) lighting was introduced throughout the building in 2018.

A range of other environmentally sustainable practices should be pursued far as possible in the context of the heritage significance of the gardens. These should also include the use of appropriate lawn species, the application of wetting agents such as organic matter and mulch, and decompaction and aeration. Refer also to the conservation policies at Section 3.7.4 (Tree management and environmental sustainability).

4.17 Listing citations

Policy

Preferably review and update the supporting historical and descriptive information in the Australian Heritage Database to reflect additional research and investigations and works projects

Preferably provide access to heritage citations in a consolidated form and single location.

Discussion/rationale

While extensive, the supporting historical and descriptive material in the Australian Heritage Database for the WHL and NHL entries which relates to the WHL and NHL listings (including the citations reproduced in Chapter 2), does not reflect or incorporate more recent site research and investigations. Consideration should be given to updating this information, including through the information included in this report.

Accessing statutory information, including citations and other statutory documentation relating to the REB and Carlton Gardens, can be problematic, with several different sites and sources available. It is recommended that a portal be established, which provides a single point of access or entry to this information, and clearly sets out what is relevant and required to be known about the State, National and World level statutory listings and requirements.

One of the recommendations coming out of the public consultation for the WHMP was the establishment of a single website for the place. If this were to be established it would include the statutory information as well as the various management plans.

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