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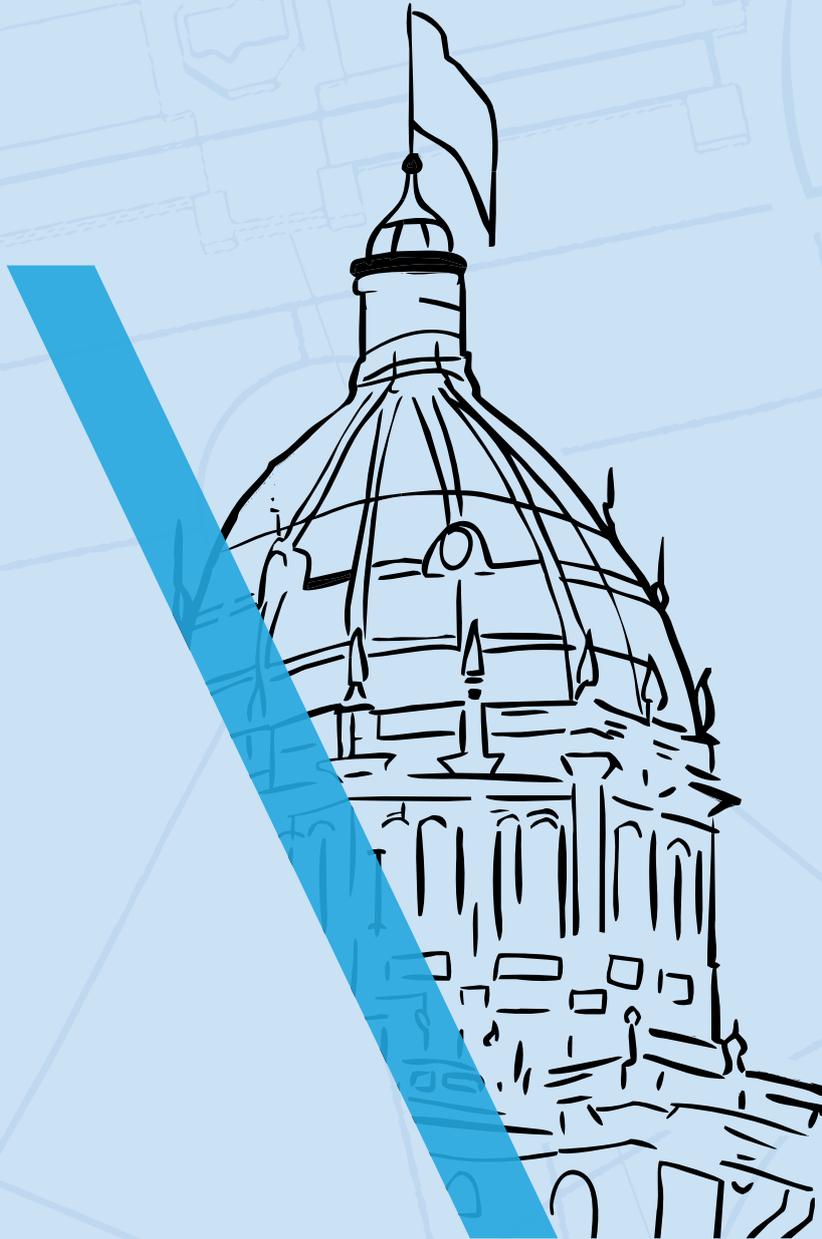


Royal Exhibition Building

Royal Exhibition Building & Carlton Gardens

Overview Site Management Plan

Part 1 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 Overview Site Management Plan is Part 1.

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

Overview Site Management Plan

Part 1 of the World Heritage Management Plan

Final Report

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

Public Access



World Heritage Steering Committee Statement of Acknowledgment

Acknowledgment

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.



Accessibility Statement

Contact Heritage Victoria if you need this information in an accessible format, such as large print. Please call 03 7022 6390 or email heritage.victoria@transport.vic.gov.au. This document can also be found in PDF formats on our website [Managing the Royal Exhibition Building and Carlton Gardens \(heritage.vic.gov.au\)](#)

World Heritage Management Plan Report Register

Title	Issue Date
First World Heritage Management Plan	October 2013
Revised World Heritage Management Plan adopted by World Heritage Steering Committee for the Royal Exhibition Building and Carlton Gardens	12 May 2023
Revised World Heritage Management Plan approved by Minister	

Quality assurance

The report has been reviewed and approved for issue in accordance with the GML quality assurance policy and procedures.

GML Acknowledgement of Country

We respect and acknowledge the Wurundjeri Woi Wurrung Cultural Heritage Aboriginal Corporation, the Traditional Owners of the land on which the Royal Exhibition Building and Carlton Gardens is located, their lands and waterways, their rich cultural heritage and their deep connection to Country, and we acknowledge their Elders past and present. We are committed to truth-telling and to engaging with the Wurundjeri Woi Wurrung Cultural Heritage Aboriginal Corporation to support the protection of their culture and heritage. We strongly advocate social and cultural justice and support the Uluru Statement from the Heart.

Indigenous cultural and intellectual property

GML acknowledges and respect the inherent rights and interests of First Peoples in Indigenous Cultural and Intellectual Property. We recognise that Aboriginal and Torres Strait Islander people have the right to be acknowledged and attributed for their contribution to knowledge but also respect their rights to confidentiality. We recognise our ongoing obligations to respect, protect and uphold the continuation of First Peoples rights in the materials contributed as part of this project.

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Executive summary

The Royal Exhibition Building and Carlton Gardens (REB and CG) is a place of outstanding heritage value to the people of Melbourne, all Australians, and the global community. Its significance is recognised internationally, nationally and locally through its inclusion on the World Heritage List, the National Heritage List, the Victorian Heritage Register and local government heritage overlays.

The REB and CG's heritage values are rich and multilayered. The place is within the traditional Country of the Wurundjeri people of the East Kulin Nation, and has Aboriginal cultural value to the Wurundjeri as well as other Aboriginal people. It is recognised for its importance as an enduring monument to the international exhibition movement, as a rare surviving example of such venues constructed around the world during the nineteenth century, for its association with the opening of the first Australian Federal Parliament, and for the design and significance of the Carlton Gardens as the immediate setting for the Royal Exhibition Building and place of recreation and relaxation for the community.

The REB and CG is primarily managed by Museums Victoria, which manages the Royal Exhibition Building and Exhibition Reserve, and the City of Melbourne, which manages Carlton Gardens. Other parties also play important roles in the conservation, celebration and promotion of its heritage values, including the City of Yarra, the Wurundjeri Woi-wurrung Cultural Heritage Aboriginal Corporation, Heritage Victoria, the National Trust of Australia (Victoria), individual property owners, and the community of locals, Victorians and visitors who use the site.

The World Heritage Steering Committee for the Royal Exhibition Building and Carlton Gardens (the Steering Committee) is appointed under the *Heritage Act 2017 (Vic)* (the Heritage Act) to prepare and implement a World Heritage Management Plan (WHMP) for the REB and CG. The Victorian Minister for Planning may approve the WHMP following its adoption by the Steering Committee.

The Steering Committee commissioned GML Heritage Pty Ltd (GML) to review and update the 2013 World Heritage Management Plan for the REB and CG. In response, GML has prepared this Overview Site Management Plan, part of a broader suite of documents that together make up an updated World Heritage Management Plan for the REB and CG. As an internationally important heritage site, a WHMP is required under the Heritage Act and the *Environment Protection and Biodiversity Conservation Act 1999 (Cth)* (EPBC Act). Management arrangements are also required under the UNESCO World Heritage Convention. Under the Heritage Act the WHMP must be reviewed every 7 years.

The Heritage Act also requires the preparation of a World Heritage Strategy Plan for the World Heritage Environs Area which surrounds the REB and CG. The World Heritage Environs Area is established as a buffer zone to help conserve and protect the REB and CG. The WHEA Strategy Plan is not part of the WHMP, but works alongside the WHMP to provide guidance on managing the REB and CG and the environs area. Managing the setting of a heritage place is part of effective conservation, and so this Overview Site Management Plan, and the WHMP more generally, also provides high-level guidance on management for the WHEA as well as the REB and CG. For this reason, this plan applies to the REB and CG World Heritage Property and the WHEA to the extent that its management affects the heritage values of the REB and CG. For example, decision-making by the City of Yarra within the area of the WHEA that it regulates may have visual impacts on the Royal Exhibition Building itself.

The updated WHMP consists of several parts; this Overview Site Management Plan is Part 1. This plan provides an explanation of the management framework and responsibilities for the REB and CG, a description of the site and its significance, key constraints and opportunities, and overarching policies for the management of the entire site. The full structure of the updated WHMP is shown in the following chart.

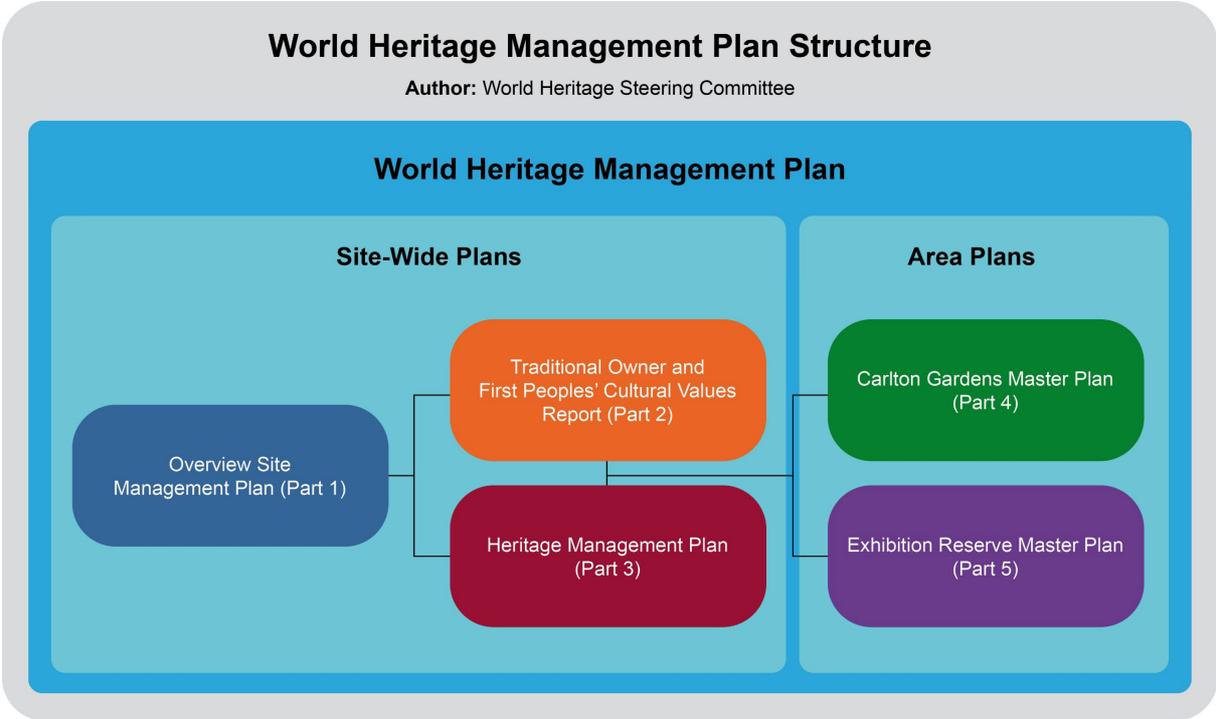


Figure 01: Structure of the Royal Exhibition Building and Carlton Gardens World Heritage Management Plan.

This Overview Site Management Plan, and the WHMP more generally, guides the conservation and management of the REB and CG’s heritage values, ensuring this unique site can be protected, used and celebrated into the future. It has been prepared in accordance with the Heritage Act and EPBC Act and complies with the Environment Protection and Biodiversity Conservation Regulations 2000 (EPBC Regulations), including the World and National Heritage management principles, and the requirements for management plans for World and National Heritage places.

This plan identifies key constraints and opportunities associated with the management of the REB and CG generally, to inform the development of policies and principles for the site which respond to these issues. A series of conservation principles have been developed to guide management and to provide clear direction for decision-making under this and all other parts of the WHMP. These principles provide a foundation for the philosophical approach to the policies and recommendations set out in subsequent sections of the document, which are intended to give overarching guidance. Detailed policies and recommendations for different areas of the site are available in each relevant part of the WHMP.

Eight key policy areas have been identified in this plan to guide the conservation, management and interpretation of the heritage values of the REB and CG: Conserving Significance; Decision-Making and Guidance; Managing Use and Development; Aboriginal Cultural Heritage; Interpretation; Training and Research; Sustainability; and Community and Stakeholder Consultation.

The recommended high-priority actions for each of the eight key policy areas are summarised in the following table, and the responsible parties are identified.

Table 01: High-priority policy actions for the REB and CG.

1. Conserving Significance		
Number	High-Priority Actions	Responsible
1a	Ensure that all of the REB and CG’s heritage values provide the basis for all conservation processes, management, development actions and approvals and maintain and conserve the place in accordance with the Burra Charter and the WHMP.	<ul style="list-style-type: none"> • Museums Victoria • City of Melbourne • City of Yarra (WHEA) • Steering Committee • Heritage Victoria • Parties undertaking works within the REB and CG and WHEA

1. Conserving Significance

1b	Ensure that Exhibition Reserve and Carlton Gardens is conserved and managed as the REB and CG’s heritage significance, in accordance with the WHMP.	<ul style="list-style-type: none"> • Museums Victoria • City of Melbourne
1c	Ensure that the management of the WHEA appropriately maintains its character as a contribution to the heritage significance of the REB and CG, including important views and vistas, visual qualities and urban character and accounting for cumulative impacts, in accordance with the policies of the WHMP and WHEA Strategy Plan.	<ul style="list-style-type: none"> • City of Melbourne • City of Yarra (WHEA) • Heritage Victoria • Parties undertaking works within the REB and CG and WHEA
1d	Adopt and comply with all policies of the WHMP as the principal guiding document for heritage management of the place.	<ul style="list-style-type: none"> • Museums Victoria • City of Melbourne • City of Yarra (WHEA) • Heritage Victoria • Steering Committee
1e	Apply policies of the WHMP’s parts in an integrated manner across the whole of the REB and CG and environs area, and consider them as interrelated.	<ul style="list-style-type: none"> • Museums Victoria • City of Melbourne • City of Yarra (WHEA) • Heritage Victoria • Steering Committee
1f	Seek advice and involve people with relevant expertise and experience in the resolution of conservation issues, including determinations relating to the design, supervision and undertaking of work and the preparation and decision-making for works approvals, in accordance with the policies of the WHMP	<ul style="list-style-type: none"> • Museums Victoria • City of Melbourne • City of Yarra (WHEA) • Heritage Victoria • Steering Committee • Parties undertaking works within the REB and CG and WHEA
1g	In the case of any unforeseen discoveries or disturbance of heritage fabric stop work and report the find/event to Heritage Victoria or the appropriate authority.	<ul style="list-style-type: none"> • Museums Victoria • City of Melbourne

2. Decision-Making and Governance

Number	High-Priority Actions	Responsible
2a	Identify and collate all recommendations and actions from the WHMP, WHEA Strategy Plan and Steering Committee Strategic Vision into an Action/Strategic Implementation Plan (or appendix to the Strategic Vision), which consolidates all actions into themes, provides a status update, and facilitates their effective delivery.	<ul style="list-style-type: none"> Steering Committee
2b	Build relationships between site management organisations and regulators to ensure that key aspects of significance are understood and provide a basis for decision-making that enhances the World Heritage site and supports its Outstanding Universal Value.	<ul style="list-style-type: none"> Museums Victoria City of Melbourne City of Yarra (WHEA) Heritage Victoria DCCEEW
2c	Make the WHMP available to all parties concerned with the ongoing management and care for the place, and the public, including proponents, stakeholders and other local, state and Commonwealth government agencies.	<ul style="list-style-type: none"> Steering Committee
2d	Consult and communicate with the community and other stakeholders on the management and conservation of the REB and CG and environs area in accordance with the Consultation Strategy, and include outcomes of consultation in annual reporting (see Policy Action 8.1.1).	<ul style="list-style-type: none"> Steering Committee
2e	Seek dedicated and ongoing funding from the Victorian and local governments for the implementation of the WHMP, including recommended actions, from each site management organisation towards their areas of responsibility.	<ul style="list-style-type: none"> Museums Victoria City of Melbourne City of Yarra (WHEA) Heritage Victoria Steering Committee
2f	Prepare a list of scoped and costed projects which offer value for money and deliver Australia's World Heritage obligations and can be submitted for funding and enacted rapidly when opportunities arise.	<ul style="list-style-type: none"> Museums Victoria City of Melbourne City of Yarra (WHEA) Heritage Victoria Steering Committee

2. Decision-Making and Governance

2g	Pursue all opportunities for additional funding and resourcing streams, including Commonwealth funding, tourism and investment, with revenue directed to conservation and management.	<ul style="list-style-type: none"> • Museums Victoria • City of Melbourne • City of Yarra (WHEA) • Heritage Victoria • Steering Committee
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3. Managing Use and Development

Number	High-Priority Actions	Responsible
3a	Ensure any proposal for change that is being approved does not adversely impact significant areas, elements, fabric or features of the REB and CG, in accordance with the WHMP.	<ul style="list-style-type: none"> • Museums Victoria • City of Melbourne • Heritage Victoria
3b	Ensure development proposals in the WHEA are reviewed in accordance with the WHMP and WHEA Strategy Plan, including via planning controls which implement these documents.	<ul style="list-style-type: none"> • City of Melbourne • City of Yarra (WHEA)
3c	Develop an internal self-assessment form for use by site management organisation when preparing proposals to identify impacts and compliance with legislation, and ensure a consistent approach to internal approvals across the site management organisations.	<ul style="list-style-type: none"> • Steering Committee
3d	Ensure the Steering Committee is notified by the relevant site management organisation of all activities being undertaken or submitted for works approval which may impact the heritage value of the REB and CG.	<ul style="list-style-type: none"> • Museums Victoria • City of Melbourne • City of Yarra (WHEA) • Heritage Victoria
3e	Obtain necessary approvals under the EPBC Act, Heritage Act, Aboriginal Heritage Act and Melbourne and Yarra Planning Schemes before undertaking any works at the REB and CG and WHEA	<ul style="list-style-type: none"> • Museums Victoria • City of Melbourne • City of Yarra (WHEA) • Any party taking actions which impact heritage significance
3f	Undertake archival recording of changes to the REB and CG and environs area that alter its heritage fabric or features, or impact its heritage significance (e.g. conservation works, repair or replacement of fabric, major projects).	<ul style="list-style-type: none"> • Any party taking actions which impact heritage significance

4. Aboriginal Cultural Heritage

Number	High-Priority Actions	Responsible
4a	Invite a representative from the Wurundjeri Woi Wurrung Cultural Heritage Aboriginal Corporation to become involved in the Steering Committee.	<ul style="list-style-type: none"> Steering Committee
4b	Consult with the RAP on any proposal which has potential to affect the Aboriginal cultural heritage significance of the REB and CG or WHEA, as identified in the Traditional Owners and First Peoples' Cultural Values Report.	<ul style="list-style-type: none"> Museums Victoria City of Melbourne City of Yarra (WHEA) Any party undertaking actions which could impact heritage significance
4c	Ensure works to the place being proposed or approved do not adversely impact on its Aboriginal cultural heritage significance, including tangible and intangible significance.	<ul style="list-style-type: none"> Museums Victoria City of Melbourne City of Yarra (WHEA) Heritage Victoria Any party undertaking actions which could impact heritage significance
4d	Acknowledge Country and Aboriginal people in interpretation, governance and management materials for the place, e.g. through the incorporation of Aboriginal language into signage and place naming.	<ul style="list-style-type: none"> Museums Victoria City of Melbourne City of Yarra (WHEA) Steering Committee

5. Interpretation

Number	High-Priority Actions	Responsible
5a	Facilitate the preparation of an Interpretation Strategy/Plan that applies to the REB and CG and WHEA to identify and guide the implementation of interpretation opportunities and wayfinding for all aspects of the significance of the place and its setting.	<ul style="list-style-type: none"> Steering Committee

6. Training and Research

Number	High Priority Actions	Responsible
6a	Conduct training and awareness activities for site management organisation staff in accordance with the WHMP, in particular the policies of the Royal Exhibition Building and Carlton Gardens Heritage Management Plan (WHMP Part 3).	<ul style="list-style-type: none">• Museums Victoria• City of Melbourne• City of Yarra (WHEA)

7. Sustainability

Number	High-Priority Actions	Responsible
7a	Consider and manage the environmental sustainability of the REB and CG in accordance with the principles of ecologically sustainable development as defined in the EPBC Act and the policies in the WHMP.	<ul style="list-style-type: none">• Museums Victoria• City of Melbourne
7b	Identify and seek funding for actions to address risks from climate change to the REB and CG as identified in the 2021 CSIRO Report Climate Change Vulnerability and Risk for Australia's World Heritage Properties.	<ul style="list-style-type: none">• Steering Committee

8. Stakeholder and Community Consultation

	High-Priority Actions	Responsible
8a	Prepare a Consultation Strategy for the REB and CG which provides a framework for consultation processes.	<ul style="list-style-type: none">• Steering Committee
8b	Engage with the community through a single avenue of communication for community feedback and information sharing, eg: a Steering Committee email address.	<ul style="list-style-type: none">• Steering Committee
8c	Consult with Aboriginal communities and local communities about management and changes to the REB and CG and environs area in accordance with the policies of the WHMP, and record consultation in annual reporting.	<ul style="list-style-type: none">• Museums Victoria• City of Melbourne• City of Yarra (WHEA)• Steering Committee
8d	Provide the WHMP to the community for public comment in accordance with statutory requirements.	<ul style="list-style-type: none">• Steering Committee

The funding, implementation and monitoring of these policies is essential to the best-practice management of the REB and CG's heritage values, ensuring the long-term sustainability of the site for the local, national and international communities.

The five parts of the WHMP and the WHEA Strategy Plan provide policy guidance and recommendations on key management areas for the REB and CG. These policies complement and support the management guidance provided in this plan.

Navigating this plan

I want to...	Then go to...
Understand the language and terms used in this plan	Glossary
See the boundaries of the REB and CG World Heritage property	Section 1.1
Know what the goals of this document are	Section 1.2
Understand the structure of the REB and CG World Heritage Management Plan	Section 1.4
Know who is responsible for the management of different areas of the REB and CG	Section 1.3
Find out about the history of the REB and CG	Section 2
Understand the buildings and landscape of the REB and CG	Section 3
Find out what makes REB and CG of heritage significance	Section 4
Understand the Traditional Owner and First Peoples' Cultural Values of the REB and CG	Traditional Owner and First Peoples' Cultural Values Report (WHMP Part 2)
Know what laws and regulations apply to the REB and CG	Section 5.2
Know what the issues and opportunities for the REB and CG's management are today	Section 5
Know how to protect the REB and CG's heritage significance	Section 6
Find detailed guidance on managing and conserving the REB and CG	Heritage Management Plan (WHMP Part 3)
Know what development is allowed at the REB and CG	Section 6 (Policy Area 2)
Find detailed guidance on the future strategic plans for the Carlton Gardens	Carlton Gardens Master Plan (WHMP Part 4)
Find detailed guidance on the future strategic plans for the Exhibition Reserve	Exhibition Reserve Master Plan (WHMP Part 5)
Find detailed guidance on the heritage significance and development controls for the World Heritage Environs Area	WHEA Strategy Plan
Know how the community will be involved in the REB and CG's management	Section 6.3.2 (Policy Area 8)
Know what the priority actions are for managing the REB and CG	Section 6.3.2
Know how to implement the policies and activities in this document	Section 7

Glossary

Site-specific terminology

In this plan the following terms and naming conventions are used, with the definitions and explanations provided.

Table 02: Site-specific terms and definitions for this plan.

Term	Definition/Explanation
The Royal Exhibition Building and Carlton Gardens (REB and CG)	The entire area of the Royal Exhibition Building and surrounding Carlton Gardens as a whole—that is, all areas within the World Heritage property boundary for the site. It includes the Royal Exhibition Building, the Exhibition Reserve, the Melbourne Museum, Carlton Gardens, and features such as the open and enclosed spaces, cultural landscape, recreational areas, and paths and kerbs of the site (see Figure 1-2).
REB and CG and environs area	The study area covered by this plan, comprising the Royal Exhibition Building, Exhibition Reserve, Carlton Gardens and the World Heritage Environs Area.
Royal Exhibition Building	The building constructed in 1880 between the two parts of the Carlton Gardens for the Melbourne International Exhibition (see Figure 1-2).
Exhibition Reserve	The area of the site encompassing and immediately surrounding the Royal Exhibition Building and Melbourne Museum. The Reserve is defined by the access road aligned with Gertrude Street that passes in front of the Royal Exhibition Building to the south, and follows the boundary of the Melbourne Museum forecourt and behind the building to the north (see Figure 1-2).
Carlton Gardens	The gardens north and south of the Royal Exhibition Building and Exhibition Reserve, covering the remainder of the site and bounded by Victoria, Nicholson, Carlton and Rathdowne Streets (see Figure 1-2).
World Heritage Environs Area (WHEA)	<p>An area which surrounds the REB and CG World Heritage property and contributes to the presentation, conservation and protection of its significance, including its buildings, urban layout, views and vistas, landscape and streetscape character. The WHEA broadly includes an area which extends one street block around the REB and CG; the boundary is shown in Figure 1-2.</p> <p>Activities within the WHEA are more likely to affect the significance of the REB and CG, and the WHEA serves as a buffer zone for the REB and CG, managing and controlling development within the zone.</p> <p>The WHEA includes public and private property.</p>
Area of Greater Sensitivity	A smaller area within the WHEA which is identified as having 'greater sensitivity' due to its proximity to the REB and CG, its function as a key visual catchment for the site, and its historic features (see Figure 1-2).

Term	Definition/Explanation
Area of Lesser Sensitivity	The remaining area of the WHEA, which is identified as contributing to the significance of the REB and CG but to a lesser extent due to its lesser proximity, smaller contribution to significant views, and fewer historic features (see Figure 1-2).
World Heritage Steering Committee for the Royal Exhibition Building and Carlton Gardens (the Steering Committee)	The Minister-appointed steering committee made up of representatives from Heritage Victoria, Museums Victoria, City of Melbourne, City of Yarra and the National Trust of Australia (Victoria), which oversees the management and conservation of the REB and CG's heritage values.
Royal Exhibition Building and Carlton Gardens World Heritage Management Plan (WHMP)	The heritage management document for the Royal Exhibition Building and Carlton Gardens, made up of this plan and four other parts (see Figure 1-4). This WHMP updates the earlier 2013 WHMP.
Parts	The five documents which make up the updated WHMP.
Site-wide plans	Three of the parts of the WHMP, which provide management planning guidance for the entirety of the REB and CG and environs area: Overview Site Management Plan (WHMP Part 1) Traditional Owner and First Peoples' Cultural Values Report (WHMP Part 2) REB and CG Heritage Management Plan (WHMP Part 3)
Royal Exhibition Building and Carlton Gardens Overview Site Management Plan: Part 1 of the World Heritage Management Plan <i>Short Title:</i> Overview Site Management Plan (OSMP)	This plan, prepared by GML Heritage for the Steering Committee. The Overview Site Management Plan provides the basis for an overarching and integrated management framework for the REB and CG and environs.
Traditional Owner and First Peoples' Cultural Values for the Royal Exhibition Building and Carlton Gardens: Part 2 of the World Heritage Management Plan <i>Short Title:</i> Traditional Owner and First Peoples' Cultural Values Report	Prepared by GML Heritage for Museums Victoria and the City of Melbourne.
Royal Exhibition Building and Carlton Gardens Heritage Management Plan: Part	Prepared by Lovell Chen for Museums Victoria and the City of Melbourne.

Term	Definition/Explanation
3 of the World Heritage Management Plan <i>Short Title:</i> Heritage Management Plan (HMP)	
Area plans	The two parts of the updated WHMP which have been prepared to manage specific areas of the REB and CG and support the site-wide plans.
Carlton Gardens Master Plan: Part 4 of the World Heritage Management Plan <i>Short Title:</i> Carlton Gardens Master Plan (CGMP)	Prepared by City of Melbourne.
Exhibition Reserve Master Plan: Part 5 of the World Heritage Management Plan <i>Short Title:</i> Exhibition Reserve Master Plan (ERMP)	Prepared by Oculus for Museums Victoria and City of Melbourne.
World Heritage Strategy Plan for the Royal Exhibition Building & Carlton Gardens World Heritage Environs Area <i>Short Title:</i> WHEA Strategy Plan	Prepared under the Victorian <i>Heritage Act 2017</i> , which sets out strategies for the appropriate use and development of the WHEA. The WHEA Strategy Plan is not part of the WHMP. The Heritage Act requires the preparation of a 'World Heritage Strategy Plan' if a WHEA has been declared. Previous versions of this report have been titled 'World Heritage Environs Area Strategy Plan'. The short form 'WHEA Strategy Plan' has been used in this report for clarity, and refers to the draft updated Strategy Plan currently being prepared, and the final version of this report, when published.
Appendices	Material appended to the WHMP and its parts, providing additional information to support the WHMP.

Cultural heritage—language conventions

Within Australia, cultural heritage encompasses both Aboriginal cultural heritage significance and other forms of cultural heritage significance.

Aboriginal people use a variety of terms to refer to their communities and their cultural heritage. Government agencies and other organisations in different jurisdictions also use varying language. Terms used in the past have often been dictated by the language used in legislation rather than the preferences of the Aboriginal community.

The terms 'First Peoples' and 'First Nations' are increasingly used to recognise the diversity of cultures and identities of Aboriginal people across Australia and their enduring connection to Country from pre-colonisation to the present. For example, the term is used in the name of 'First Peoples – State Relations', the title of the Victorian Government agency responsible for cultural rights, self-determination, treaty and truth.¹

As acknowledged by First Peoples – State Relations, there is a diverse preference held by Aboriginal people for a selection of terms, including First Nation and First Peoples, Aboriginal people, Traditional Owners and Custodians.² In Victoria, the *Aboriginal Heritage Act 2006* uses 'Aboriginal people', and First Peoples – State Relations also uses this term to include all people of Aboriginal and Torres Strait Islander descent who are living in Victoria.³ The EPBC Act refers to 'Indigenous heritage values' and 'Indigenous people'.

Recognising the diversity of Aboriginal people who live throughout Victoria and Australia, this plan uses the terms 'Aboriginal people' and 'Aboriginal community' to refer to people of Aboriginal and Torres Strait Islander descent living in Victoria and elsewhere in Australia. This is intended to acknowledge the variety in terminology used while assisting with consistency and clarity for readers of the report. Aboriginal cultural heritage significance is further identified as 'Aboriginal cultural heritage' and 'Aboriginal cultural values' in accordance with the *Aboriginal Heritage Act 2006* (see Glossary). This plan uses the terms 'Indigenous heritage values' and 'Indigenous people' only in specific instances, e.g. when quoting the EPBC Act.

Technical terminology

This plan is informed by the Burra Charter in its use of the key terms and definitions, as well as other key documents including the EPBC Act, Heritage Act and Aboriginal Heritage Act. Technical terminology is outlined below.

Table 03: Technical heritage management terms and definitions used in this plan.

Term	Definition
Aboriginal cultural heritage	Aboriginal places and objects and Aboriginal ancestral remains, as defined in the <i>Aboriginal Heritage Act 2006</i> .
Aboriginal cultural values	A variety of cultural values held by Aboriginal peoples, including but not limited to cultural associations, links, stories, knowledge and memories concerning Aboriginal people; tangible or intangible values; land and water, plant and animals; language and traditions; cultural practices; values that can be applied across time and space. ⁴
Adaptation	Modifying a place to suit proposed compatible uses.

Term	Definition
Compatible use	A use which involves no change to the culturally significant fabric, or changes which are substantially reversible, or changes which require minimum impact.
Conservation	All the processes of looking after a place so as to retain its cultural significance. It includes maintenance and may—according to circumstance—include preservation, restoration, reconstruction and adaptation and will be commonly a combination of more than one of these.
Cultural significance	Aesthetic, historic, scientific, social, spiritual or other value for past, present or future generations. Cultural significance can include Aboriginal cultural heritage.
Cumulative Impact	The impacts arising from a range of past, present and future projects and activities in an area which in combination may have an overall significant effect on a single heritage asset.
Fabric	All the physical material of the place.
Heritage values	The cultural or natural significance of a place to past, present and future generations. Heritage values may be tangible or intangible, and are embedded in the attributes of a place such as setting, function, form, fabric, use, associations, access, traditions, cultural practices and experiential responses. Heritage values may be formalised through assessment or inclusion on heritage registers or lists, but may also be present outside formal frameworks. In this report, 'heritage values' refers to all values, including World, national, state, local and others. See also: cultural significance.
Maintenance	The continuous protective care of the fabric, contents and setting of a place, and is to be distinguished from repair. Repair involves restoration or reconstruction, and it should be treated accordingly. Heritage Victoria has published Minimum Standards for the Maintenance and Repair of Heritage Places (2020), which sets out Heritage Victoria's expectations for places including in the Victorian Heritage Register.
National Heritage value	The values for which a place is included in the National Heritage List. National Heritage values are outstanding heritage values to the nation for reasons such as of historical, research, aesthetic or social importance, or due to a place's significant rarity, creative or technical achievement, characteristic features of a class of place, association with important people or importance as part of Indigenous tradition.
Outstanding Universal Value	Cultural and/or natural significance which is so exceptional as to transcend national boundaries and to be of common importance for present and future generations of all humanity. ⁵
Place	A site, area, building or other work, group of buildings or other works together with associated contents and surroundings.

Term	Definition
Preservation	Maintaining the fabric of a place in its existing state and retarding deterioration.
Reconstruction	Returning a place as nearly as possible to a known earlier state and is distinguished by the introduction of materials (new or old) into the fabric. This is not to be confused with either re-creation or conjectural reconstruction which are outside the scope of this Charter.
Restoration	Returning the existing fabric of a place to a known earlier state by removing accretions or by reassembling existing components without the introduction of new material.
World Heritage Value	The term used in the EPBC Act and Heritage Act to refer to Outstanding Universal Value.

Abbreviations

Abbreviation	Definition
CHMP	Cultural Heritage Management Plan
CHP	Cultural Heritage Permit
DCCEEW	Department of Climate Change, Energy, the Environment and Water (Cth)
DELWP	Department of Environment, Land, Water and Planning (Vic)
DTP	Department of Transport and Planning (Vic)
EPBC Act	<i>Environment Protection and Biodiversity Conservation Act 1999</i> (Cth)
HO	Heritage Overlay
OUV	Outstanding Universal Value
RAP	Registered Aboriginal Party
REB and CG	Royal Exhibition Building and Carlton Gardens
UNESCO	United Nations Educational, Scientific and Cultural Organisation
VHAR	Victorian Aboriginal Heritage Register
VHR	Victorian Heritage Register
WHEA	World Heritage Environs Area
WHMP	World Heritage Management Plan
WWCHAC	Wurundjeri Woi-wurrung Cultural Heritage Aboriginal Corporation

Endnotes

- ¹ First Peoples – State Relations, 'About First Peoples – State Relations', accessed 7 June 2022 <<https://www.firstpeoplesrelations.vic.gov.au/about-first-peoples-state-relations>>
- ² First Peoples – State Relations, 'To be heard and for the words to have actions: Traditional Owner voices report: Language Statement', accessed 7 June 2022 <<https://www.firstpeoplesrelations.vic.gov.au/be-heard-and-words-have-actions/language-statement>>
- ³ First Peoples – State Relations, 2021, 'Victorian Government Aboriginal Affairs Report 2020: Introduction', accessed 7 June 2022, <<https://www.firstpeoplesrelations.vic.gov.au/victorian-government-aboriginal-affairs-report-2020/introduction>>
- ⁴ GML Heritage, 'Traditional Owners and First Peoples Cultural Values Final Report' (2022), pp 69.
- ⁵ World Heritage Committee, Operational Guidelines for the Implementation of the World Heritage Convention, UNESCO, 2021, para 49.

1 Introduction

The Royal Exhibition Building and Carlton Gardens (REB and CG) is a historic site, an active exhibition centre, and a place of community use and recreation in Carlton, on the edge of the Melbourne Central Business District. It is jointly managed by Museums Victoria and the City of Melbourne, and is a focal point for both the local community and visitors to Melbourne.

The REB and CG is included on the World Heritage List, as well as on Australia's National Heritage List and the Victorian Heritage Register. The *Environment Protection and Biodiversity Conservation Act 1999* (Cth) (EPBC Act) and *Heritage Act 2017* (Vic) (Heritage Act) require heritage management plans to be prepared for Victoria's World and National Heritage places to identify, protect, conserve, present and transmit the heritage values of the place. The World Heritage Steering Committee for the Royal Exhibition Building and Carlton Gardens (the Steering Committee), appointed in accordance with the Heritage Act, is responsible for the delivery of the plan. When complete, the WHMP will be in force under the provisions of the Heritage Act.

This Overview Site Management Plan (this plan) has been prepared to form part of the overarching World Heritage Management Plan (WHMP) for the REB and CG. The previous World Heritage Management Plan for the REB and CG was prepared by the Steering Committee in 2013. In accordance with the EPBC Act and the Heritage Act, that document is now due for review and updating. This Overview Site Management Plan provides overarching guidance for the management of the REB and CG and environs area, acknowledging the integrated management framework created by the shared responsibility for the site, as well as the importance of the World Heritage Environs Area (WHEA) to the site's significance.

The statutory WHMP for the REB and CG comprises five parts:

- Overview Site Management Plan (WHMP Part 1)
- Traditional Owners and First Peoples' Cultural Values Report (WHMP Part 2)
- Heritage Management Plan (WHMP Part 3)
- Carlton Gardens Master Plan (WHMP Part 4)
- Exhibition Reserve Master Plan (WHMP Part 5)

Together, these documents comply with all statutory requirements of the EPBC Act, the Environment Protection and Biodiversity Conservation Regulations 2000 (EPBC Regulations) and the Heritage Act. A compliance table is provided in Appendix B — EPBC Act compliance table.

A number of other management and guidance documents for the REB and CG and environs area, in particular the WHEA Strategy Plan and the World Heritage Steering Committee Strategic Vision 2022–2025, have been referred to in the development of this plan to ensure consistency in conservation and management policies.

1.1 Plan study area

The study area for this Overview Site Management Plan is the Royal Exhibition Building and Carlton Gardens and the surrounding World Heritage Environs Area (WHEA), which has been declared a 'buffer zone' for the REB and CG World Heritage property. This combined area is referred to throughout this report as the 'REB and CG and environs area'.

This plan guides the management of the REB and CG. While the REB and CG itself is the listed heritage place, understanding the WHEA context is important to its management, and actions within the WHEA affect the heritage values of the place. UNESCO's *Operational Guidelines for the Implementation of the World Heritage Convention* (the Operational Guidelines) note that:

An integrated approach to planning and management is essential to guide the evolution of properties over time and to ensure maintenance of all aspects of their Outstanding Universal Value. This approach goes beyond the property to include any buffer zone(s), as well as the wider setting.¹

For this reason, this plan applies to the REB and CG World Heritage Property and the WHEA to the extent that its management affects the heritage values of the REB and CG. The boundary of the WHEA was extended in 2022 by the Victorian Minister for Planning, in response to the recommendation of the Victorian Heritage Council. The new declared WHEA area was gazetted on 28 July 2022, and is outlined in Figure 1-1.

The WHEA Strategy Plan (2022) is a separate statutory document required by the Heritage Act when a WHEA has been declared. It has been prepared to give more detailed guidance on the management of the WHEA and complements the WHMP.

The study area is outlined in Figure 1-1.

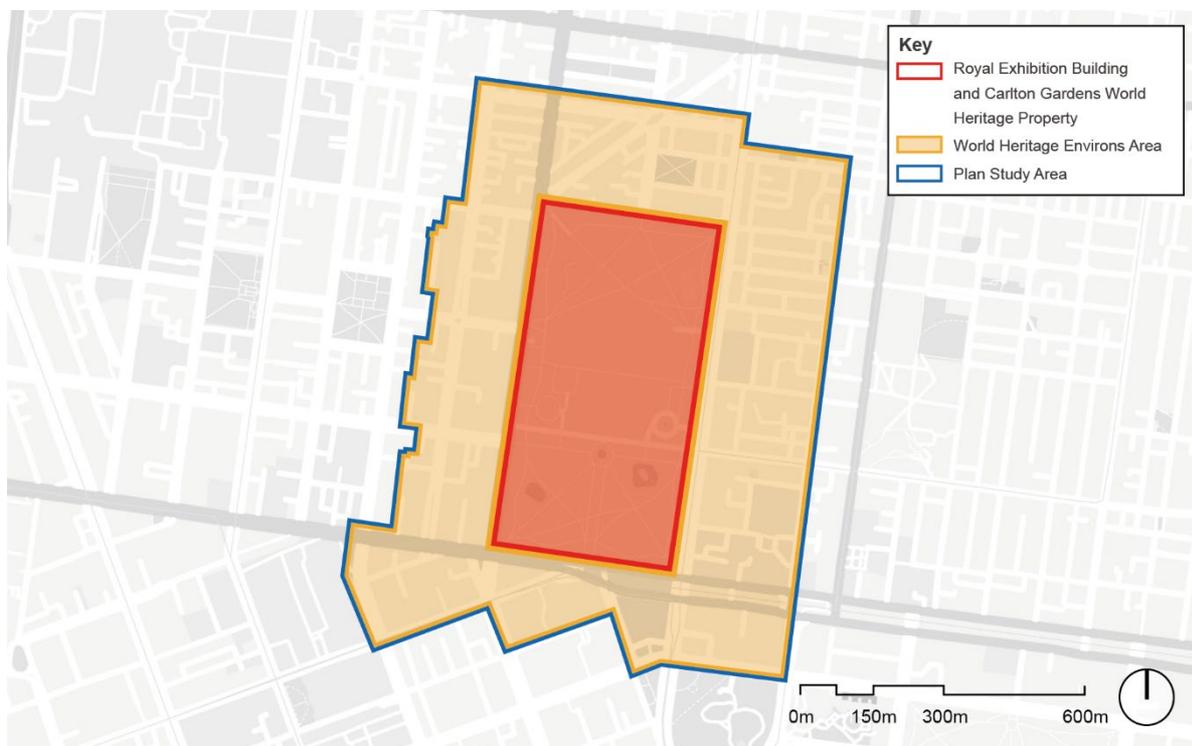


Figure 1-1: Map of the plan study area, showing the REB and CG site and the WHEA. (Source: GML)

The REB and CG is in Carlton, Victoria. The REB and CG is a rectangular site of 27 hectares bounded by four streets—Nicholson Street, Victoria Parade, Rathdowne Street and Carlton Street. These streets are the inscribed boundary of the listed World Heritage property. The southern end of the REB and CG faces the north-eastern area of the Melbourne CBD, and its eastern edge faces the suburb of Fitzroy.

Within the REB and CG and environs area, multiple elements come together to make up the REB and CG and WHEA. The Royal Exhibition Building is the central nineteenth-century building at the heart of the Carlton Gardens. Immediately surrounding the Royal Exhibition Building is the Exhibition Reserve, covering the drive to the immediate south of the Royal Exhibition Building, as well as the East and West Forecourts, the plaza between the Royal Exhibition Building and the Melbourne Museum, and the Museum itself. To the north and south of the Royal Exhibition Building and Exhibition Reserve are the Carlton Gardens, which cover the rest of the World Heritage Property.

Surrounding the REB and CG is the WHEA, a buffer zone of approximately 55 hectares surrounding the site. The WHEA was declared under the Heritage Act on 11 October 2007, and was approved as a buffer zone for the REB and CG by the World Heritage Committee in 2010.² It is defined to the north by Faraday Street and Bell Street, in the east by Fitzroy Street, and in the west by Drummond Street. The southern extent follows

Victoria Parade to the west, then zigzags along Exhibition, Little Lonsdale and Albert Streets before returning to Victoria Parade at its eastern extent.

Within the WHEA are two zones, the 'Area of Greater Sensitivity' and the 'Area of Lesser Sensitivity'. The Area of Greater Sensitivity is close to the REB and CG, while the Area of Lesser Sensitivity is the outer zone of the WHEA.

A number of different organisations have responsibility for the elements of the REB and CG and environs area. Museums Victoria manages the Royal Exhibition Building and Exhibition Reserve, the City of Melbourne manages the Carlton Gardens, and the WHEA consists of public and private property and public roads and is regulated by the City of Melbourne and the City of Yarra, with the Executive Director, Heritage Victoria being a referral authority in some circumstances. The Steering Committee, made up of representatives from relevant management bodies, is responsible for the preparation and implementation of the WHMP for the site, while the Victorian Minister for Planning appoints the Steering Committee and approves the final WHMP and WHEA Strategy Plan.

Figure 1-2 shows the boundary of each element of the REB and CG and environs area and identifies the organisation responsible for its day-to-day management.



Figure 1-2: Map showing elements which make up the REB and CG and environs area and the responsible management organisation. (Source: GML)

1.2 Objectives of this Plan

A heritage management plan details how and why a place has been established to have heritage significance and outlines the policies necessary to retain its significance and enable appropriate future use and management. The WHMP for the REB and CG provides this information and guidance through its five parts.

This Overview Site Management Plan is the overview heritage management document for the REB and CG. Its overarching objective is:

- to guide the management of the REB and CG so that its heritage values are identified, conserved, protected, presented, transmitted to future generations and, if appropriate, rehabilitated.

To deliver this objective, this plan has a number of goals:

- providing an integrated and practical management plan for the heritage values of the REB and CG at international, national, state and local levels;
- providing a clear framework for the management of the REB and CG that integrates the policies and guidance within this and other reports to establish an effective management approach;
- giving users a clear explanation of the management arrangements and responsibilities for the REB and CG and environs area;
- providing an up-to-date understanding of the place and its heritage significance through an investigation of its context, history and fabric;
- making recommendations to support and improve the management of the place in response to key pressures, constraints and opportunities;
- recognising the roles of stakeholders and the community in the conservation of the place and providing a framework for their involvement in management processes;
- developing policies to guide current and future site managers on the conservation of its cultural significance;
- providing guidance on the interpretation and communication of the REB and CG's heritage significance to current and future generations; and
- complying with regulatory requirements for management planning for World, National and Victorian heritage places.

The WHMP and WHEA Strategy Plan complement and support each other in the delivery of each document's objective and goals. The WHEA Strategy Plan sets out 'strategies for the appropriate use and development of the WHEA in order to ensure the World Heritage values of the listed place are protected and managed'.³ In doing so, it helps conserve,

protect and present the heritage values of the REB and CG for current and future generations.

1.2.1 Audience

The primary audience for this plan is anyone who is involved in the conservation and management of the site, in particular the Steering Committee, Museums Victoria, the City of Melbourne, Heritage Victoria and the City of Yarra. However, this plan is also relevant to anyone who may be making decisions or undertaking works that could affect the heritage values of the REB and CG, including in the WHEA, even though they do not have management responsibility for the REB and CG itself. It serves as a reference point to help users understand the cultural significance of the REB and CG, what works in and around the site are appropriate, and where to go if they need more information and guidance.

This plan is a practical document that will guide planning for the place and provide a standard against which to assess the heritage impact of future proposals, and should be used when planning any works, both temporary and permanent. It provides an overview of the management arrangements for the REB and CG, and overarching policies and principles applicable across the entire site.

1.3 Governance of REB and CG

UNESCO summarises the three key elements of a heritage management system in *Managing Cultural World Heritage* as:

- a legal framework—‘the mandate that empowers people and organizations to act. It defines what constitutes heritage and criteria for its conservation and management, usually by means of legislation’;
- an institutional framework—‘The organizational set-up that sets out the operational structure and working methods that allow actions to be taken’; and
- resources—‘the human, financial and intellectual inputs that create operational capacity and facilitate processes’.⁴

The governance of the REB and CG is part of the institutional framework which delivers management actions for the site. The governance arrangements for the REB and CG are a shared system with responsibilities distributed among several site management agencies and organisations.

Table 1-1 provides a summary of this arrangement and is followed by further details.

Table 1-1: Summary of parties involved in governance and management of REB and CG.

Organisation	Responsibilities
Australian Government	<ul style="list-style-type: none"> • Oversight of Australia’s World Heritage Obligations • Administration of EPBC Act • Working with Victorian Government to protect cultural heritage • Coordination of UNESCO World Heritage Committee reporting
Heritage Victoria	<ul style="list-style-type: none"> • Supporting delivery of Australia’s relevant World Heritage obligations • Permitting and approval of activities and works at REB and CG under Heritage Act • Preparation of the WHEA Strategy Plan
World Heritage Steering Committee for the Royal Exhibition Building and Carlton Gardens	<ul style="list-style-type: none"> • Coordination between site managers for REB and CG • Preparation and implementation of World Heritage Management Plan • Reporting to Victorian Minister for Planning
Wurundjeri Woi-wurrung Cultural Heritage Aboriginal Corporation (Representative Aboriginal Party)	<ul style="list-style-type: none"> • Management and protection of Aboriginal cultural heritage within REB and CG and WHEA • Approval of Cultural Heritage Management Plans and Cultural Heritage Permits under the Aboriginal Heritage Act
Museums Victoria	<ul style="list-style-type: none"> • Day-to-day management of Royal Exhibition Building, Exhibition Reserve and Melbourne Museum
City of Melbourne	<ul style="list-style-type: none"> • Day-to-day management of Carlton Gardens • Planning control of portions of the World Heritage Environs Area
City of Yarra	<ul style="list-style-type: none"> • Planning control of portions of the World Heritage Environs Area • Day to day management of public infrastructure under City of Yarra control.
Local Community	<ul style="list-style-type: none"> • Contributing to protecting, celebrating and maintaining heritage value

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

To address the site ownership and management requirements for the REB and CG and environs area, the Heritage Act establishes a Steering Committee for the site. The goal of

the Steering Committee is to facilitate a coordinated approach to the management of the REB and CG, to protect and promote its heritage significance and ensure the effective management of the site into the future. Its membership is determined by the Victorian Minister for Planning in accordance with the Heritage Act.

The Steering Committee's legislative functions are:

- preparing a WHMP for the REB and CG
- assisting in the implementation of the WHMP, and
- reporting on its activities to the Minister for Planning as required by the Minister.⁵

The Steering Committee is currently made up of:

- The Executive Director of Heritage Victoria (Chairperson)
- The City of Melbourne
- Museums Victoria
- The City of Yarra
- The National Trust of Australia (Victoria)

The Heritage Act appoints the Executive Director of Heritage Victoria as the Chairperson of the Steering Committee.⁶

The Steering Committee has prepared a draft Strategic Vision 2022-2025 to outline its strategic objectives and guide its activities over the next three years, to be finalised in 2022.

In addition to the Steering Committee, a Memorandum of Understanding exists between the City of Melbourne and Museums Victoria to ensure a joint and coordinated approach to the management of the site.

1.3.2 Minister for Planning and Heritage Victoria

The Victorian Minister for Planning is the relevant Minister for the Heritage Act and has responsibilities under that legislation to:

- appoint the Steering Committee
- approve the WHMP
- approve the WHEA Strategy Plan and make amendments to planning schemes in response to WHEA Strategy Plan.

Heritage Victoria administers the Heritage Act and has a number of key roles in the management and governance of the REB and CG and environs area. The Executive Director of Heritage Victoria has functions and powers under the Heritage Act which are relevant to the REB and CG, including:

- establishing and maintaining the VHR
- determining permits and consents under the Heritage Act

- managing the enforcement of the Heritage Act, and
- preparing and reviewing a World Heritage Strategy Plan for the REB and CG WHEA.⁷

Heritage Victoria makes regulatory decisions about the REB and CG’s heritage values that are included in the VHR and identified in its World and National Heritage listings. Works to the REB and CG require approval from the Executive Director of Heritage Victoria (see Section 5.2.3 for more detail).

The WHEA Strategy Plan also recommends that the Executive Director be made a determining Referral Authority under the City of Melbourne and Yarra Planning Schemes for applications for new buildings 11 metres or higher, or additions to existing buildings that would increase its height to 11 metres or more.⁸ This would mean that the approving authority would have to implement the comments and recommendations of the Executive Director when considering a planning application.

1.3.3 The Australian Government

The Australian Government’s role in the management of the REB and CG involves overseeing activities through the administration of the EPBC Act and meeting Australia’s obligations under the World Heritage Convention.

The Australian Government department responsible for the EPBC Act (at the time of writing the Department of Climate Change, Energy, the Environment and Water (DCCEEW)), assists the organisations responsible for the management of the REB and CG by providing advice on and reviewing management plans and systems for the site, including the WHMP, WHEA Strategy Plan and other management documents to ensure their compliance with the EPBC Act and Australia’s World Heritage obligations.

The Australian Government is not responsible for day-to-day management decisions about the REB and CG, and is not a member of the Steering Committee. The site managers of the REB and CG are primarily Museums Victoria and the City of Melbourne, in accordance with the legislation and management systems that have been established by the Victorian Government to manage the site. This is consistent with the Australian World Heritage Intergovernmental Agreement, which places primary responsibility for managing the World Heritage properties under state or territory control on the relevant state government.

The Australian Government provides advice on a case-by-case basis on actions or works proposed at the REB and CG or in the WHEA which may have a significant impact on the site’s World or National Heritage values, to assist proponents in the self-assessment process. When a referral is made, the Australian Government assesses the proposed

action and gives approvals in accordance with the EPBC Act, and reports to the World Heritage Committee on activities at the REB and CG that have been approved under the EPBC Act.

From time to time the Australian Government also provides funding to the REB and CG through existing grants programs that the REB and CG may be eligible to apply for. For example, the Commonwealth provided a \$20 million grant towards conservation and promotion works the Royal Exhibition Building Protection and Promotion Project.

Further detail on Commonwealth legislation relevant to the REB and CG is included at Section 5.2.

1.3.4 Museums Victoria

Under the *Museums Act 1983 (Vic)*, Museums Victoria is responsible for the general control, administration and management of the Exhibition Reserve—the parcel of Crown land that includes the Royal Exhibition Building, Melbourne Museum, and the area directly surrounding these buildings.

Consequently, Museums Victoria is responsible for the day-to-day management of the Royal Exhibition Building itself, as well as the rest of the Exhibition Reserve. This includes conserving and maintaining the Royal Exhibition Building (but not the Carlton Gardens), delivering interpretation and capital works projects, and managing access and use.

1.3.5 City of Melbourne

The City of Melbourne has responsibilities for the management of the REB and CG and environs area in relation to two main areas:

- the management of the Carlton Gardens (north and south)
- regulatory oversight of the REB and CG and a portion of the WHEA through its Planning Scheme.

The Carlton Gardens is reserved as public gardens under the *Crown Land (Reserves) Act 1978 (Vic)*. The City of Melbourne are joint trustee of the Gardens with the Victorian Minister for Planning. The City of Melbourne is the appointed Committee of Management for the Gardens and is responsible for its day-to-day management. This includes maintaining and conserving the Gardens and delivering projects and capital works and managing access, uses and events.

As the relevant local government authority for the REB and CG and the northern, western and southern portions of the WHEA, the City of Melbourne is responsible for managing this area in accordance with its planning scheme. In addition to the heritage overlay on

the REB and CG itself, there are multiple City of Melbourne heritage overlays (HOs) within the WHEA, including two precinct-based HOs for Carlton and the WHEA Precinct and controls for individual properties. The City of Melbourne provides permits for works within its local government area in accordance with the requirements of the HOs. For the WHEA these include rules about issues such as height, scale, building setback and the design of new works.

The City of Melbourne is responsible for management of public infrastructure under the Council's ownership or custodianship, such as footpaths, lanes and roads.

1.3.6 City of Yarra

The City of Yarra is responsible for regulatory oversight of a portion of the WHEA through its planning scheme but it is not directly responsible for managing or regulating any area within the listed boundary of the REB and CG World Heritage property. It is responsible for management of public infrastructure under the Council's ownership or custodianship.

As the relevant local government authority for the eastern portion of the WHEA, the City of Yarra has applied several HOs to this area, including two precinct-based HOs for South Fitzroy and the WHEA Precinct as well as controls for individual properties.

1.3.7 Wurundjeri Woi-wurrung Cultural Heritage Aboriginal Corporation

The Wurundjeri Woi-wurrung Cultural Heritage Aboriginal Corporation (WWCHAC) is the appointed Registered Aboriginal Party (RAP) for the REB and CG and environs area. WWCHAC therefore has legislated responsibility under the *Aboriginal Heritage Act 2006* (Vic) for the management and protection of cultural heritage within its geographic area and must be consulted in relation to any proposals regarding the REB and CG and WHEA that could affect Aboriginal cultural heritage.

Further details are provided in Section 5.2.3 and in the Traditional Owners and First Peoples' Cultural Values Report (WHMP Part 2). That report also notes that other Traditional Owner organisations and the Aboriginal community more generally hold an interest in the place.

1.3.8 National Trust of Australia (Victoria)

The National Trust of Australia (Victoria) is Victoria's primary non-government, community-based heritage and conservation advocacy organisation. It does not have site management responsibilities or a regulatory role for the REB and CG. However, the

National Trust advocates for the protection and celebration of heritage places and is a member of the Steering Committee in a 'non-voting Community Advisor' position, and through this, has a role in ensuring that the heritage values of the REB and CG are conserved and protected.

1.3.9 Local community and individual property owners

The Victorian community, particularly residents in Carlton and Fitzroy, play an important role in advocating for the management and conservation of the REB and CG and the WHEA.

Within the WHEA, the actions of individual property owners have the potential to contribute to and affect the nineteenth century character of the WHEA and may have implications for the World Heritage values of the REB and CG. Similarly, as users of the REB and CG, local residents (and all other visitors) are involved in contributing to its day-to-day management in the way they use and interact with its heritage fabric and landscape.

1.4 Structure of the World Heritage Management Plan

The Royal Exhibition Building and Carlton Gardens World Heritage Management Plan (WHMP) is the statutory management planning document for the Royal Exhibition and Carlton Gardens heritage place. The WHMP is authored by the Steering Committee, and satisfies state, national and international statutory and regulatory requirements in relation to management plans for World Heritage properties.

This section provides an explanation of the structure of the updated WHMP and how the various management documents for the REB and CG work together. The status of the WHMP and WHEA Strategy Plan, and structure of the WHMP and associated documents are outlined in Figure 1-3 and Figure 1-4.

The parts of the WHMP and the WHEA Strategy Plan are particularly relevant to certain areas of the REB and CG and environs area, as shown at Figure 1-5.



Figure 1-3: Statutory management documents for the REB and CG.

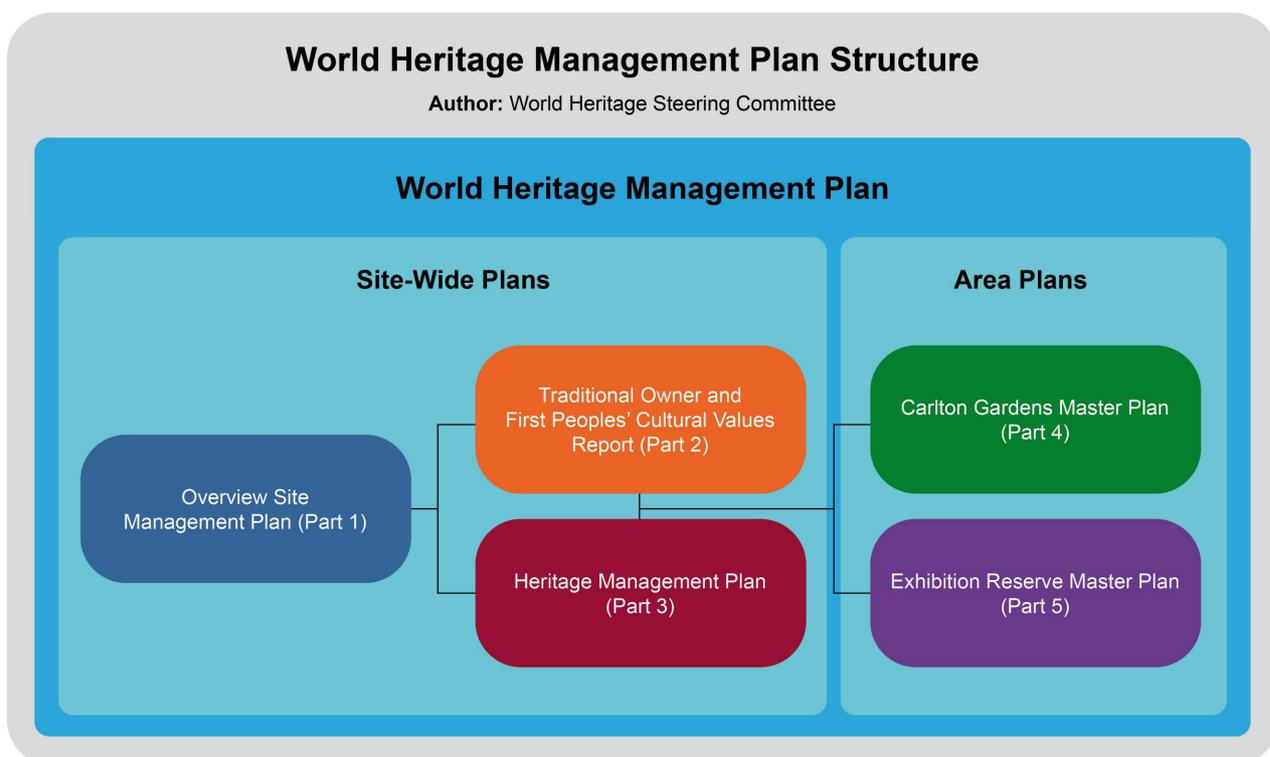


Figure 1-4: Structure of the updated WHMP.



Figure 1-5: Map showing the areas associated with the WHMP parts and the WHEA Strategy Plan. (Source: GML)

1.4.1 Discussion of WHMP Structure

The previous reports which made up the WHMP were prepared between 2009 and 2013 and have been reviewed and updated, starting in 2020. Following this review and update process, this updated WHMP is now made up five parts—three site-wide plans (Parts 1–3), and two area plans (Parts 4 and 5). Each part has a different focus but contains information that will be relevant across the site, reflecting the way different elements of the REB and CG and its immediate and expanded setting come together to demonstrate its cultural significance. All management organisations and parties involved in the site have a responsibility to undertake activities in accordance with the updated WHMP and the policies and guidance in its parts.

The three site-wide plans provide information and guidance for the management of the entire REB and CG and environs area, but each has a different focus. This plan, the Overview Site Management Plan (WHMP Part 1) is an overview document; the Traditional Owners and First Peoples’ Cultural Values Report (WHMP Part 2) supplements the existing statements of significance for the site with information on the Aboriginal cultural heritage significance of the place; and the Heritage Management Plan (WHMP Part 3) is a

more detailed heritage management document with day-to-day conservation guidance. Together they provide a comprehensive understanding of the heritage significance of the REB and CG and environs area, identify key issues for site management, and provide conservation and operational policies and principles relevant to the cultural significance of the entire place.

The two area plans are targeted at specific areas of the site and management needs, and supplement the site-wide plans. Carlton Gardens Master Plan (WHMP Part 4) and Exhibition Reserve Master Plan (WHMP Part 4) are informed by the information in the site-wide plans to provide more specific management guidance targeted at the Carlton Gardens and the Exhibition Reserve.

As well as the WHMP, the Heritage Act provides for a second statutory document relating to the REB and CG, which is the WHEA Strategy Plan. The WHEA Strategy Plan is not part of the WHMP but works alongside it to provide strategic guidance for planning and management in the WHEA.

Together, the WHMP and WHEA Strategy Plan should be used to guide the management of the REB and CG and its surrounding area. Users should first refer to this Overview Site Management Plan to understand the framework for the WHMP and the overarching policies and principles for managing the site. They should then use the other two site-wide plans to understand in detail the significance and targeted conservation policies. Finally, users should refer to the area plan relevant to their area of work or project. For guidance on the WHEA, users should also refer to the WHEA Strategy Plan.

Each of the documents that make up the WHMP, including their content and the body responsible for their development, are described in Table 1-2. A description of the WHEA Strategy Plan is provided in Table 1-3.

Table 1-2: Description of documents which make up the World Heritage Management Plan for the REB and CG.

Document	Description	Responsible Body
Site-Wide Plans		
<p>Overview Site Management Plan (WHMP Part 1)</p>	<p>This plan is the Overview Site Management Plan—the overarching document which provides high-level guidance and coordination for the management of the place and its surrounds.</p> <p>The plan:</p> <ul style="list-style-type: none"> • Reviews and updates REB and CG World Heritage Management Plan (2013) • gives strategic guidance for the management of the entire place, including an overview of the governance and management arrangements for the REB and CG, and provides principles and overarching policies which apply across the site and all other parts of the WHMP; • provides a framework for using and implementing the multiple parts of the WHMP, including balancing policies and pressures; • complies with all legislative requirements, outlines an approach to community engagement, interpretation and education; and • makes recommendations for site management into the future. 	<p>Steering Committee</p>
<p>Traditional Owner and First Peoples’ Cultural Values Report (WHMP Part 2)</p>	<p>This report provides information on the cultural values and connections of Traditional Owners and First Peoples with the REB and CG.</p> <p>The report:</p> <ul style="list-style-type: none"> • provides an overview of the Aboriginal cultural heritage significance and background history of the REB and CG which communicates its story as Aboriginal country; • assesses and identifies the Aboriginal cultural values of the site in consultation with the Aboriginal Community; and • serves as context and a reference document for the incorporation of Aboriginal community knowledge and voices into the WHMP and all aspects of the management of the REB and CG. 	<p>Steering Committee</p>

Document	Description	Responsible Body
Heritage Management Plan (WHMP Part 3)	<p>This plan guides the conservation of the REB and CG. It provides detailed policies targeted at conserving the heritage values of the place in the context of its ongoing use and management.</p> <p>The plan:</p> <ul style="list-style-type: none"> • reviews and updates the Royal Exhibition Building and Carlton Gardens Conservation Management Plan (2008); • provides a detailed history of the REB and CG and environs area and the physical development of the REB and CG; • outlines the Aboriginal, local, state, national and international heritage significance of the REB and CG; • provides conservation policies for the management of the site, addressing topics such as the use of the place, buildings and structure, hard and soft landscape elements, presentation and future works; and • sets out policies relevant to the operation and management of the REB and CG and environs area, addressing topics such as statutory requirements, managing impacts, temporary events, decision-making and monitoring and reporting. 	Museums Victoria and City of Melbourne
Area Plans		
Carlton Gardens Master Plan (WHMP Part 4)	<p>This plan provides strategies and guidance to ensure the Carlton Gardens is managed in accordance with its recognised heritage significance.</p> <p>The plan:</p> <ul style="list-style-type: none"> • reviews and updates the Carlton Gardens Master Plan (2005); • provides guiding principles for master planning in the Carlton Gardens; • makes recommendations for the heritage and conservation, fabric and features, facilities, tree management and replacement, uses and activities, events, access and connections, climate resilience and interpretation of the Carlton Gardens; • proposes key future works for the Carlton Gardens; and • outlines the recommended management arrangements for the Carlton Gardens and implementation and review of the Master Plan. 	City of Melbourne

Document	Description	Responsible Body
Exhibition Reserve Master Plan (WHMP Part 5)	<p>This plan provides planning and management guidance to ensure the Exhibition Reserve is appropriately managed and responsive to current and future needs.</p> <p>The plan:</p> <ul style="list-style-type: none"> • provides guiding principles for master planning in the Exhibition Reserve; • Makes recommendations for proposed new works in the Exhibition Reserve in future; • outlines the precincts within the Exhibition Reserve and the key issues associated with each; and • discusses and makes recommendations for the management, implementation and review of the Master Plan. 	Museums Victoria

Table 1-3: Description of the WHEA Strategy Plan.

Plan	Description	Responsible Body
World Heritage Strategy Plan	<p>This document provides strategic guidance for the management of the WHEA to ensure the conservation and protection of the World Heritage values of the Royal Exhibition Building and Carlton Gardens.</p> <p>The plan:</p> <ul style="list-style-type: none"> • reviews and updates the World Heritage Environs Area Strategy Plan (2009); • examines the management of the WHEA, including planning schemes, and identifies omissions and risks in the 2009 Strategy Plan; • analyses the visual framework of the WHEA, including views and vistas and built form analysis; and • recommends modifications and refinements to improve the WHEA Strategy Plan's operation, including to the Area of Greater Sensitivity, Victorian planning schemes, statements of significance, approvals processes and interpretation. 	Executive Director, Heritage Victoria

In addition to the WHMP, the Steering Committee has developed a Strategic Vision for 2022–2025. This vision guides the activities of the Steering Committee over the next three years in protecting and communicating the diverse heritage values of the REB and CG, and ensures that the Committee is accountable, transparent and unified in its vision for managing the World Heritage property. It provides strategic direction for the Steering

Committee to ensure it can implement the WHMP and deliver its other obligations under the Heritage Act.

The Strategic Vision has four objectives:

1. Advocate for the conservation and enhancement of the property's Outstanding Universal Values.
2. Strengthen community understanding, appreciation and participation with all values at the site, including its Outstanding Universal Value and values other than World Heritage values.
3. Ensure collaborative and coherent site management, including management of the World Heritage Environs Area 'buffer zone', in accordance with the World Heritage Management Plan.
4. The Steering Committee governance and operating environment is robust, equitable and accountable.

1.5 Methodology

This plan is intended to provide guidance for the management of the REB and CG. A key goal of the plan is to provide an overview and management framework which integrates the policies and guidance of the Parts which make up the WHMP. To meet this goal, all parts of the WHMP have been reviewed to understand their policies, principles and recommendations. This investigation has informed the development of this Overview Site Management Plan. This plan has identified key themes and policy issues relevant to the management of the site across its different elements to provide recommendations and principles that are applicable to the entirety of the REB and CG and environs area.

This plan has been prepared in accordance with the following legislation and best practice guidelines:

- Heritage Act 2017 (Vic)
- Environment Protection and Biodiversity Conservation Act 2004 (Cth)
- the relevant principles and guidelines of the Australia ICOMOS Burra Charter, 2013 (the Burra Charter)
- The Operational Guidelines for the Implementation of the World Heritage Convention (UNESCO, 2021)
- *Working Together: Managing National Heritage Places* (Department of the Environment, Water, Heritage and the Arts, 2008)
- *Managing Cultural World Heritage* (UNESCO, 2013)

This plan is consistent with the principles of *The Conservation Plan*, prepared by James Semple Kerr for the National Trust (2000).

The development of this plan has involved:

- Review of the 2013 WHMP and its attachments and identification of required revisions and inclusions.
- Review of the updated WHMP parts to understand their policies and guidance and incorporate them into this document.
- Review and synthesis of the additional extensive body of literature on the history, fabric and significance of the REB and CG, and identification of key material to develop an understanding of the place and guide its future conservation and management.
- Consideration of statutory requirements, management systems and processes for the management and governance of the REB and CG.
- Consultation and advice from Heritage Victoria.
- Identification of key constraints, opportunities and issues for the REB and CG, and preparation of principles, policies and actions for conservation and management.

This plan complies with the requirements of the EPBC Act and the Heritage Act. A full compliance table is accessible at Appendix B — EPBC Act compliance table.

1.5.1 Relevant documentation

A large amount of background material was reviewed in the preparation of this plan. This is collated in the table below.

Table 1-4: Relevant documentation.

Publication details
Royal Exhibition Building & Carlton Gardens World Heritage Management Plan (2013)
Royal Exhibition Building and Carlton Gardens Conservation Management Plan (Lovell Chen, 2007, updated in 2008)
Royal Exhibition Building and Carlton Gardens Heritage Management Plan (Lovell Chen, 2022)
Carlton Gardens Master Plan (City of Melbourne, 2005)
Carlton Gardens Master Plan (City of Melbourne, 2022)
Royal Exhibition Building and Exhibition Reserve Master Plan (Museums Victoria, 2007)
Exhibition Reserve Master Plan (prepared by Oculus for Museums Victoria, 2022)
World Heritage Environs Area Strategy Plan (prepared by Lovell Chen for Department of Planning and Community Development, 2009)
Review of the World Heritage Strategy Plan for the Royal Exhibition Building & Carlton Gardens World Heritage Environs Area (WHEA Strategy Plan) (Prepared by Hansen Partnership Pty Ltd and HLCD Pty Ltd for the Department of Environment, Land, Water & Planning, 2022)

Publication details

Traditional Owner and First Peoples' Cultural Values for the Royal Exhibition Building and Carlton Gardens Report (prepared by GML Heritage for Museums Victoria, Heritage Victoria and City of Melbourne, 2022)

Report on the Public Submissions to the Draft World Heritage Management Plan (2013)

Review of the Royal Exhibition Building and Carlton Gardens World Heritage Management Plan: Community Consultation Summary Report (2020)

Review of the Royal Exhibition Building and Carlton Gardens World Heritage Management Plan: Discussion Paper (2020)

Royal Exhibition Building and Carlton Gardens World Heritage Steering Committee: Strategic Vision 2022–2025

1.5.2 Assumptions and Limitations

This plan is subject to the following limitations:

- This plan is primarily based on existing documentation. Only limited new historical research has been undertaken. The historical outline draws primarily on information provided in the Heritage Management Plan (WHMP Part 3).
- GML has not undertaken a formal public consultation process as part of the preparation of this plan, and has relied on the statutory public consultation undertaken by the Steering Committee as part of the Royal Exhibition Building and Carlton Gardens Review project, in accordance with Part 9, Division 3 of the Heritage Act. Relevant submissions arising as part of this public consultation have been incorporated into this report where relevant.
- The site description and analysis were prepared following inspection of the buildings and grounds of REB and CG by GML Heritage on 12 March 2022, but without intervention into the building fabric. Visual observation primarily informed this analysis.

1.6 Authorship

This report has been prepared by Therese McCarthy (GML Senior Heritage Consultant), Rachel Jackson (GML Principal), Kim Roberts (GML Associate) and Christina Dyson (GML Senior Associate).

All information drawn from previous academic and consulting work has been referenced throughout this document.

1.7 Acknowledgements

GML gratefully acknowledges the assistance of Rebecca O'Brien, Hannah Fairbridge, Jon Griffiths, Meg Rowland, and Amanda Bacon from Heritage Victoria and all members of the Working Group and Steering Committee, including Felicity Watson, Ronnie Fookes, Michelle Stevenson, Angela Hill and Richa Swarup, who provided valuable assistance over the course of the project.

1.8 Endnotes

- ¹ UNESCO 2021, Operational Guidelines for the Implementation of the World Heritage Convention, paragraph 112.
- ² World Heritage Committee, 2010, 'Decision 34 COM 8B.52: Cultural Properties — Examination of minor boundary modifications — Royal Exhibition Building and Carlton Gardens (Australia)', UNESCO accessed 25 March 2022 at <https://whc.unesco.org/en/decisions/4035>
- ³ Heritage Act, section 170.
- ⁴ UNESCO 2013, Managing Cultural World Heritage, page 64.
- ⁵ Heritage Act, section 182.
- ⁶ Heritage Act, section 181.
- ⁷ Heritage Act, section 19.
- ⁸ Hansen Partnership Pty Ltd and HLCD Pty Ltd 2022, Draft Review of the World Heritage Strategy Plan for the Royal Exhibition Building & Carlton Gardens World Heritage Environs Area, prepared for the Department of Environment, Land, Water & Planning, page 98.

2 Understanding the place — historical context

2.1 Background

The following history places the development of the REB and CG and environs area within its natural and cultural context, including Aboriginal connections to Melbourne City and Fitzroy in the late-nineteenth and early-twentieth century.

The Aboriginal Country overview (2.2) is drawn from the Traditional Owner and First Peoples' Cultural Values Report (WHMP Part 2). The European history of the site (2.3 and 2.4) is drawn from the Heritage Management Plan (WHMP Part 3). Further detail on the history of the site is available in those documents.

2.2 Aboriginal Country: the early colonial period and ongoing connections

The site of the Carlton Gardens is located on high ground on the north bank of Birrarung (Yarra River), slightly more than a kilometre from the river itself. Like other areas of high ground in the vicinity of the lower Birrarung, the site of the REB and CG and environs area would have been an important meeting place, with strategic advantages and intermittent views towards the river and Narm (Port Phillip Bay). The central Melbourne area was a long-established meeting place of the five tribes of the Kulin confederate, who met in the area to conduct ceremonies, trade goods, arrange marriages and resolve disputes, including the Woiwurrung and Boonwurrung (Bunurong) language groups who form part of the larger Kulin Nation. The Melbourne area provided an abundance of plant and animal resources for Aboriginal people to enjoy prior to the arrival of British settlers.

The first permanent British settlers, led by John Batman (representing the Port Phillip Association) and John Pascoe Fawkner, arrived in present-day Melbourne in mid-1835 and occupied land. Before August 1836, when the settlement was declared official by the Governor of NSW, Richard Burke, all of the area of Port Phillip was outside of the 'limits of settlement' and was deemed illegal. John Batman purported to have made a treaty with the Aboriginal 'Chiefs' in June 1835, entitling the Port Phillip Association to 600,000 acres of land, but the British Home Office declared it to be invalid. When John Batman arrived at the site of Melbourne in 1835, he referred to the place as Doutigalla, believed to be an Aboriginal name for the place.¹ European accounts from 1844 noted Aboriginal

communities camped in the general area of the REB and CG, including Newtown Hill (Fitzroy), Ryrie's Hill (Clifton Hill), and at the Melbourne Cricket Ground.

In 1837 a plan for the new township of Melbourne was drawn up by assistant surveyor Robert Russell and completed by Robert Hoddle. The site of Carlton Gardens lay outside the rectangular town layout for the new township. It was not included in the land made available for sale and would have been used as an unofficial grazing area, like much of the land on the fringes of the settlement. From 1836 until 1852 the site of the REB and CG was available for Melbourne's Aboriginal community to use as unalienated land. Outside the town centre, while the area was not forbidden to Aboriginal people, there was no guarantee that authorities would not ask the community to move on. The population of the new township grew steadily, as did the number of livestock, quickly reaching the tens of thousands. Sheep and cattle traipsed over the country, corralled by shepherds rather than fences. Aboriginal people experienced the loss of the country they had occupied for tens of thousands of years; denied the right to occupy their land and practice their culture, Aboriginal people suffered the loss of resources, introduced diseases and ongoing injustices. At this time the Aboriginal community of Melbourne was mostly camped on the Yarra Bank, where an Anglican Mission and a school had been established in 1837. A second Aboriginal mission was established at the junction of the Yarra and the Merri Creek, which also operated a school, and Aboriginal people continued to move around the settlement and travel significant distances in and out of Melbourne.

The history of the site of Carlton Gardens is one of erasure of the original landscape, as modifications were made over time. From the mid-1850s the area of the REB and CG was developed as a formally laid out garden according to a plan by landscape designer Edward La Trobe Bateman (a cousin of Governor CJ La Trobe).² Areas of Crown land in the central city that was reserved as public parks and gardens provided a place where Melbourne's Aboriginal community could legitimately be present. Although the site remained Crown land, it had been enclosed with a fence by circa 1854, probably with locked gates, and the laying out of the gardens would have made the site less inviting and accessible for Aboriginal people. Implementing La Trobe Bateman's plan would have required the removal of a large proportion of the indigenous vegetation to create a garden that by the standards of the time would have been a pleasant and healthy place.

From the time the area was reserved for public recreation in 1852, there continued to be Aboriginal people living around Melbourne, as well as other Aboriginal people visiting from outside the city. However, during the 1880s and until the early twentieth century, Australia's Aboriginal community were more likely to be represented as part of displays of material within the Exhibition Building, such as cultural items and in dioramas, rather than to have had the opportunity to be a visitor to the site.

Aboriginal people continued living and meeting in and around the site of the REB and CG, including in the Melbourne CBD and the suburbs of Fitzroy, Carlton, East Melbourne and Collingwood. These were areas that Aboriginal people came to particularly after the introduction of the 1886 *Aborigines Protection Act*, also referred to as the 'Half Caste Act', and during the economic depression in the 1930s when people moved closer to the city looking for work. The Act resulted in the break-up many families and communities after the closure of Aboriginal missions in the early twentieth century, and the Carlton area was a destination that offered employment and community.³

By the late 1940s approximately 300 Aboriginal people were living in Fitzroy in the vicinity of the Carlton Gardens. Aboriginal people have had a long association with the Fitzroy area since before colonisation and this continued into the settlement period and to the present day.⁴ During the mid-twentieth century, Aboriginal people continued to move between Melbourne and regional areas to meet with their work and family obligations, often using Fitzroy as a stopover.⁵ By the 1950s places of social significance had emerged in Fitzroy which today form an important part of the Aboriginal community's collective memory and continue to be part of, or to influence, contemporary community activities. In the 1960s Fitzroy became the springboard of Aboriginal social and political movements with the creation of many important Aboriginal organisations geared towards community self-determination, and Aboriginal peoples continue to live and work in the area and hold community ties as they have since pre-colonial settlement.⁶

2.3 The development of the Royal Exhibition Building and Carlton Gardens

The development of the REB and CG commenced in earnest in the mid-nineteenth century. In the early 1850s an area of 64 acres (26 hectares) was reserved for public purposes as a 'recreation reserve'. The site of the Carlton Gardens was initially used by the Melbourne Town Council to deposit street manure and nightsoil, but in 1856 the site was fenced and Edward La Trobe Bateman designed a landscape scheme for the Fitzroy and Carlton Gardens, which was presented to the City's Park Lands Committee. By 1858 little landscaping work had occurred, and the Victorian Government took back control of the park. Over the next decade around 18,000 trees were planted, and it is said that eight miles of walks were created. Tree planting was facilitated by water from the Yan Yean Reservoir.

Management of the Carlton Gardens reverted to the Government in 1873 for ten years and during this period Clement Hodgkinson, Assistant Commissioner of Crown Lands and

Survey and Inspector General of Metropolitan Gardens, Parks and Reserves, implemented a program of improvements based on Bateman's 1856 plan. Hodgkinson retired in 1874 and was succeeded by Nicholas Bickford, who continued to pursue works in line with Bateman's plans. However, in 1877 the Carlton Gardens was selected by the Government for the 1880 Melbourne International Exhibition, preventing the full implementation of the earlier design.

An architectural competition was held for the new exhibition building, with 18 entries received and the three place winners announced in May 1878. The winning entry was that of Reed and Barnes, a leading Melbourne architectural firm. Tenders were called in December 1878 for the construction of the buildings, with the contract awarded to prominent local builder David Mitchell. The foundation stone was laid by the Governor, Sir George Bowen on 19 February 1878.

Construction progressed quickly, and variations made to the architects' original design to sped up progress. Increasing demand for exhibition space meant that more annexes were added, and by completion there was almost four times as much space as originally envisaged. John Mather won a tender to decorate the building's interior, employing a large team to paint the interior and Mather himself completing the murals.

Simultaneously the Carlton Gardens were redeveloped with grand avenues, decorative fountains and parterres (formal garden beds), creating an ornamental pleasure garden setting for the new Exhibition Building. The landscape design is attributed to Joseph Reed and William Sangster, who were contracted to lay out the gardens in 1880.

The Exhibition Building was opened to exhibitors on 1 July 1880, and the Melbourne International Exhibition was officially opened by the Marquis of Normanby, George Augustus Constantine, on 1 October 1880. The day was proclaimed a general holiday by the government, and the opening took place amid much pomp and ceremony.

Following the 1880 Exhibition, the temporary annexes in the North Garden were dismantled and sold. In 1885 the Trustees erected an Aquarium, and a small Museum in the nearby Eastern Annexe, and the Exhibition Building was hired for privately-run events. The 1888 Centennial International Exhibition required further changes, including temporary annexes extending north of the main building. The new exhibition ran from 1 August 1888 to 31 January 1889. After its closure the Exhibition Trustees relinquished control over the North and South Gardens, and the temporary exhibition structures in the North Gardens were demolished.

The *Exhibitions Act* of 1890 vested the Exhibition Building and the central 20.5 acres (8.29 hectares) in the Trustees, leading to the permanent division of the North and South Gardens. The area was then to be known either as the Exhibition Gardens or Exhibition

Reserve (with a central area of about 8 hectares at this time, which was increased in the mid-1990s to accommodate the new Melbourne Museum). Attempts by the Trustees to turn the Exhibition Building complex into a self-funding entity continued to impact on the layout of the site, with various facilities added over time including a sports oval and bicycle track with grandstand.

At the start of the twentieth century the Exhibition Building was the largest building in Australia, and was chosen as the venue to host the opening of the Commonwealth Parliament on 9 May 1901. In preparation for this significant event, the building underwent another major redecoration under the supervision of John Ross Anderson, while the Carlton Gardens was refreshed with new plantings and landscape redesign. In front of an audience estimated at between twelve and fifteen thousand, the Governor-General led the Duke and Duchess of York to the dais while the orchestra played the national anthem. The members of the new Commonwealth Parliament, seated in the northern transept, were led into place immediately in front of the royal dais by the Prime Minister, Edmund Barton. Prayers were read, and then the Duke stepped forward to read the commission from his father, King Edward VII. Parliament was officially declared open, and the Duchess pressed an electric button which gave the signal for a message to be instantly sent to England to relay the news.

The new Federal Parliament sat in the Victorian Parliament Houses, and the State Government of Victoria sat in the Western Annex of the Royal Exhibition Building until the Federal Government moved to Canberra in 1927.

By World War One, Carlton Gardens was in poor condition, a situation exacerbated by staff shortages and a lack of funding and adequate resources. However, the REB and CG continued to be used for a variety of purposes into the twentieth century. It served as a principal venue in Melbourne for a range of regular and one-off exhibitions, including industrial fairs, motor shows, home shows, baby shows, bicycle races, pole sitting competitions, concerts and musical shows.

The Exhibition Building was used briefly as a hospital in 1919 during the Spanish flu pandemic. Offices in the Western Annexe were used for a short time by State Government departments, and the building served as the first home of the Australian War Museum between 1921 and 1925. The building was requisitioned in World War Two and converted to barracks and training facility for RAAF personnel. After the war it served as a Migrant Reception Centre, with the first migrants arriving in 1949. In 1956 weightlifting, basketball and wrestling competitions were held in the Exhibition Building as part of the Melbourne Olympics. During the 1970s the building was added to the then Victorian Register of Government Buildings. The Eastern Annexe was demolished in 1979.

Coinciding with its centenary, the building was officially granted a royal title by Princess Alexandra on behalf of her cousin, Queen Elizabeth II, on 1 October 1980, and became the Royal Exhibition Building. Since then the building has undergone an extensive and ongoing program of renovation. The Royal Exhibition Building became a centrepiece of the new Melbourne Museum Campus in the 1990s. The new museum was constructed on a former car park, and changes were made to Carlton Gardens to accommodate the new construction.

2.4 The present day

The Royal Exhibition Building, including its forecourts, the gardens and the Museum Plaza, were included on the UNESCO World Heritage list in 2004 as the oldest surviving nineteenth century Exhibition-era building in its original setting still operating as an exhibition hall.⁷ It was the first Australian building added to the World Heritage List and was added to the National Heritage List in the same year.

Museums Victoria manages the operations of the Royal Exhibition Building, including its program of commercial exhibitions, trade fairs and public events. It is also available for hire for a range of other events such as gala dinners, fashion shows, cocktail parties and cultural and community events.

An Australian Government-funded \$20 million capital works conservation project for the building was announced in 2012. This funded installation of a new lift in the building and conservation works to the south facade and the dome drum, and plans to reopen the dome promenade walk.

During the peak of the COVID-19 Pandemic the Royal Exhibition Building served as a vaccination centre operated by St Vincent's Hospital Melbourne. It opened on 22 March 2021 and closed in March 2022 after delivering more than 400,000 vaccinations. After a two-year hiatus during the pandemic large events started returning to the REB and CG in 2022, and the dome promenade walk was reopened in October 2022, making it accessible to the public for the first time in 100 years.

2.5 Endnotes

¹ Agnes Paton Bell 1965, *John Batman's village*, Cassell Australia Ltd, Melbourne, page 6.

² Georgina Whitehead 2007, *Civilising the city*, pages 130–39.

³ City of Yarra, 'Fitzroy Aboriginal Heritage Walking Trail', accessed 18 April 2022 at <https://aboriginalhistoryofyarra.com.au/FitzroyAboriginalHeritageWalkingTrail.pdf>

- ⁴ Gary Presland 2009, *The Place for a Village: How nature shaped the city of Melbourne*, Museums Victoria, Melbourne, pages 30, 32.
- ⁵ Richard Broome 2005, *Aboriginal Victorians*, pages 289–95.
- ⁶ Roberts Evaluation Pty Ltd 2011, page 34.
- ⁷ Victorian Department of Environment, Land, Water and Planning 2020, Review of the Royal Exhibition Building and Carlton Gardens World Heritage Management Plan: Community consultation summary report, page 2.

3 Understanding the place — physical analysis

3.1 Site description and layout

This section provides a high-level physical analysis and description of the REB and CG and environs area. A detailed description of the REB and CG and WHEA is provided in Appendix C of the Heritage Management Plan (WHMP Part 3), and Section 6 of the WHEA Strategy Plan, and this section draws on those documents.

3.1.1 The Royal Exhibition Building—features and fabric

The Royal Exhibition Building is sited south of Melbourne Museum and north of the South Garden. It 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. 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.



Figure 3-1: The eastern facade of the Royal Exhibition Building, showing the cruciform plan, eastern wing and side of northern transept, and the building's context within the Exhibition Reserve and Carlton Gardens. (Source: Tim Sabo, Wikimedia Commons; licensed under [Creative Commons](#)).

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 timber. The existing building was part of a more substantial complex of structures erected for the 1880 Melbourne International Exhibition.



Figure 3-2: The southern transept entrance to building, showing the wooden entrance doors.



Figure 3-3: Internal basement space on the southern side of the building, undergoing conversion to an interpretation gallery.



Figure 3-4: The interior of the Royal Exhibition Building during its use as a COVID19 vaccination hub, 2022.

At dome level, the building's 1880s dome promenade has been restored. A lower promenade deck has been installed over a section of hipped roof, connected to four upper promenade decks inserted between the buttresses around the dome. The deck is accessed via a new stair and lift, and there is glazed viewing area at mezzanine level.



Figure 3-5: The dome lower promenade deck viewed from the upper promenade deck.



Figure 3-6: The lower promenade deck viewed from the south at ground level.

The Royal Exhibition Building is within an immediate setting of the Exhibition Reserve and Carlton Gardens and a broader setting of Carlton, Fitzroy, and central Melbourne.

More detail on the Royal Exhibition Building features and fabric can be found in Section C1, Appendix C of the Heritage Management Plan (WHMP Part 3).

3.1.2 Exhibition Reserve

The Exhibition Reserve includes the East and West Forecourts to the Royal Exhibition Building, the Melbourne Museum and the Museum Plaza. Southern Drive, an area of land that is currently an asphalted apron adjoining the south of the building, is also within the Exhibition Reserve.

The East and West Forecourts have frontages to Nicholson and Rathdowne Streets respectively. They consist of circular garden beds and asphalt driveways offset from the Royal Exhibition Building. The East Forecourt includes the French Fountain at the centre of the garden bed. The Museum Plaza separates the Royal Exhibition Building from the Melbourne Museum entrance to the north. It is a large, gravelled area with some concrete pavement, garden beds and a grove of eucalypt trees. The Melbourne Museum is axially aligned with the Royal Exhibition Building, the most prominent feature being the dramatic sloping canopies that rise from the centrally placed entrance opposite the north door of the Royal Exhibition Building.



Figure 3-7: Museum Plaza in the Exhibition Reserve. (Source: Museum Spaces, Museums Victoria)



Figure 3-8: East and West Forecourts of the Royal Exhibition Building. (Source: GML)

Further detail on the Exhibition Reserve is available at Section C2, Appendix C of the Heritage Management Plan (WHMP Part 3) and Section 3 of Exhibition Reserve Master Plan (WHMP Part 5).

3.1.3 Carlton Gardens—features and fabric

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

Further detail on the Carlton Gardens is available at Appendix C of the Heritage Management Plan (WHMP Part 3) and Section 2 of the Carlton Gardens Master Plan (WHMP Part 4).

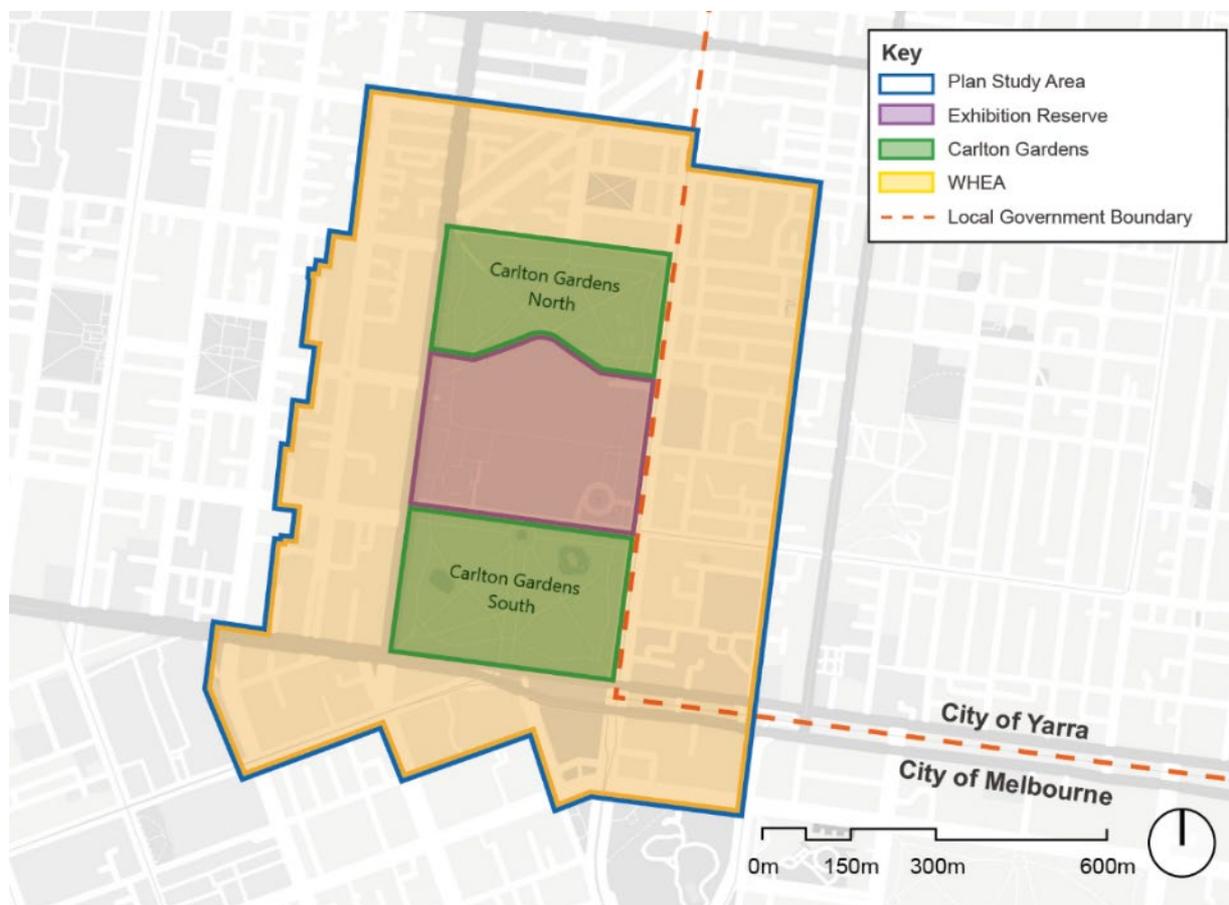


Figure 3-9: Map showing area of Carlton Gardens North and Carlton Gardens South. (Source: Carlton Gardens Master Plan)

Plantings, gardens and water features

Within the South Garden, the main garden elements include the north–south avenue (Grand Allée) lined with London Plane trees (*Platanus x acerifolia*), leading to the central

Hochgurtel Fountain and circular garden beds. There are several formal garden beds (parterres) and several informal garden beds. Trees are planted in groups or clumps (bosquets) on lawns.



Figure 3-10: View of the Carlton Gardens South looking south-west and south-east. The Hochgurtel Fountain is visible in the foreground (left) (Source: GML)

Carlton Gardens North also features mature specimen trees, primarily from about 1890 when these Gardens were reinstated following the removal of various structures erected for the 1888 Centennial International Exhibition.

Throughout the North and South Gardens, plantings include pines, cedar, araucaria, cypress, gums, figs, pepper trees, elms, planes, oaks, poplars, Canary Island date palms and Washington palms.

The open sweeping lawn areas are an important landscape feature in both the North and South Gardens and are associated with the nineteenth century character of the site.

The Hochgurtel Fountain is located at the northern end of the Grand Allée, and is a key feature of the South Garden. There are two lakes within the South Garden, but these are thought to have been altered from their original pattern and placement.

Pathways and access routes

Within the South Garden, there is a radial pattern of tree-lined linear pathways converging at the Hochgurtel Fountain and a serpentine path around the interior edge. Similarly, the North Gardens feature diagonal, tree-lined paths. Much of these pathways reflect the original nineteenth century pathway layout from the Exhibition period.

Recreational and public facilities

Recreational and community facilities in Carlton Gardens North include a tennis club pavilion and courts, a playground and a casual ball court.



Figure 3-11: Views of Carlton Gardens North, showing tennis courts, open green space, children’s playground and glimpses of Melbourne Museum. (Source: GML)

Carlton Gardens contains a range of public furniture such as seats, picnic tables, rubbish bins, lighting, bollards, drinking fountains and signage. The current suite of furniture is part of the City of Melbourne’s standard parks and gardens furniture set and is not part of the historic fabric of the Gardens.

3.2 Site environs

The World Heritage Environs Area (WHEA) incorporates predominantly residential areas (with some mixed use, commercial and public use area) in Carlton and Fitzroy; together with properties at the north end of Melbourne’s CBD in the area immediately south of Victoria Street/ Victoria Parade, and properties in the north-west of East Melbourne (including in the area known as ‘Eastern Hill’); as well as the historical street networks lanes and associated public infrastructure.

Within the WHEA are significant and intact terrace rows, small scale and predominantly intact nineteenth century significant streetscapes, and Murchison Square, a distinctive Victorian small public square. The WHEA also includes institutional sites, such as the St Vincent’s Hospital, twentieth century residences, and commercial buildings such as late nineteenth and early twentieth century two storey shops, with later twentieth century infill. Plane trees are the common street plantings in the WHEA.

There are also significant views, vistas and approaches to the REB and CG within the WHEA.

Further detail on the WHEA is available in Section 6 of the WHEA Strategy Plan.

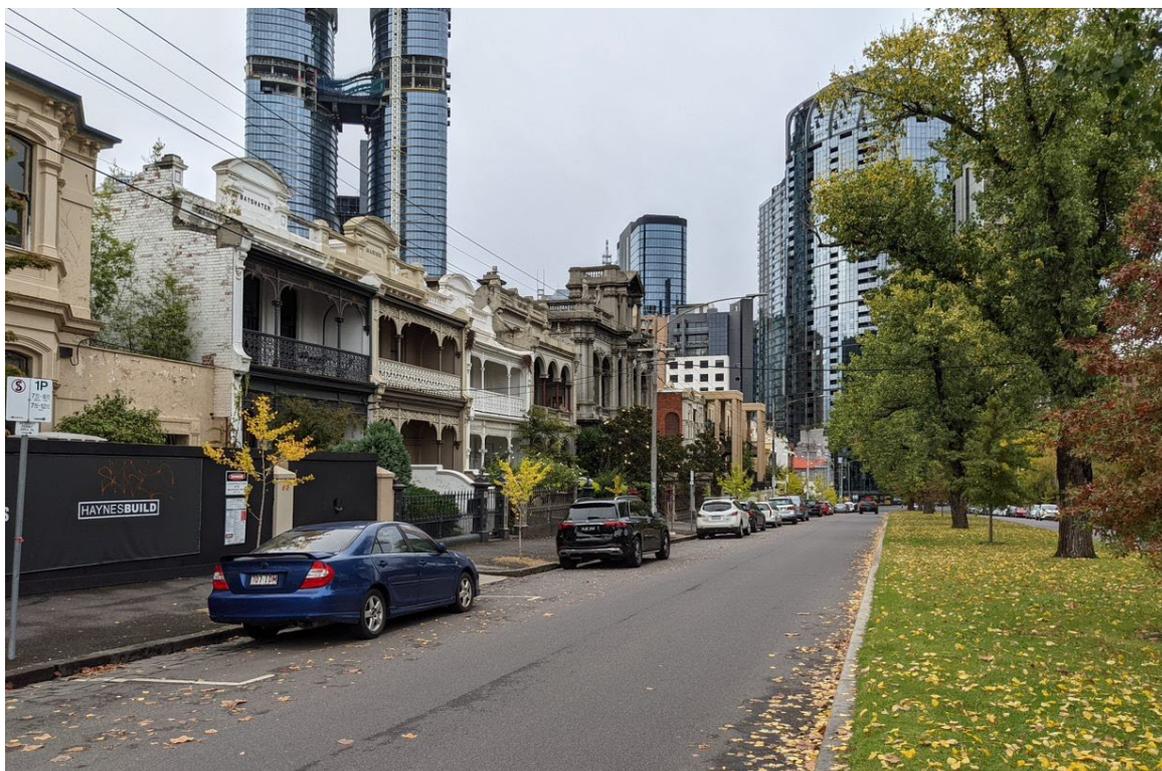


Figure 3-12: View of the eastern side of Drummond Street in WHEA looking south, showing nineteenth century terrace houses, modern infill, and the Melbourne CBD in the background. (Source: GML)

3.3 Views and vistas

Direct views of the Royal Exhibition Building and its dome are available from bordering and abutting streets at key junctions. Views to the Royal Exhibition Building and its dome are also available from within the Carlton Gardens, along its key axes. From these locations, the monumental quality of the Royal Exhibition Building is emphasised. Proximate views of the dome and/or Royal Exhibition Building are available at key junctions and street corridors, within and outside the WHEA boundary to the west, south and east. Particularly significant views are the direct views to the Royal Exhibition Building, dome and gardens from Nicholson, Carlton, Rathdowne and Victoria Streets, including key axial views into and through the Carlton Gardens to the Royal Exhibition Building, such as the view along the 'Grand Allée' from the south on Victoria Street. The Melbourne Museum generally restricts views to the Royal Exhibition Building from the north.

Partial views and glimpses of the dome can be gained through from points through Fitzroy, Carlton, northern areas of the CBD and the north-west area of East Melbourne, where the dome protrudes above buildings in the foreground, particularly Gertrude and Queensbury Streets. Long-range views to the Royal Exhibition Building dome and Carlton Gardens are available from areas outside the WHEA are available but not always clearly legible.

The WHEA Strategy Plan provides a detailed views analysis of the REB and CG and environs area, with further detail available at Section 8 of the WHEA Strategy Plan and Appendix 1: Visual Framework and Testing.



Figure 3-13: View of the Royal Exhibition Building looking north up the Grand Allée. (Source: Museums Victoria)



Figure 3-14: Views of the Royal Exhibition Building from Gertrude and Queensbury Streets. (Source: WHEA Strategy Plan, pages 66, 69)

4 Heritage significance

4.1 Understanding heritage significance

Identifying and understanding the heritage values of a place ensures an understanding of the place's significance. This forms the knowledge base needed for heritage management and conservation policies, as well as a basis for the interpretation and celebration of heritage values.

Heritage values can be cultural, natural, or both. *The Burra Charter: the Australia ICOMOS Charter for Places of Cultural Significance 2013* (the Burra Charter) defines cultural significance as 'aesthetic, historic, scientific, social or spiritual value for past, present or future generations'.¹

Similarly, the EPBC Act defines heritage value as including 'the place's natural and cultural environment having aesthetic, historic, scientific or social significance, or other significance, for current and future generations of Australians'.² This latter definition informs the National Heritage criteria, which assists in the identification of National Heritage value. The Heritage Act defines 'cultural heritage significance' as 'aesthetic, archaeological, architectural, cultural, historical, scientific or social significance'.³

The Operational Guidelines for the World Heritage Convention define Outstanding Universal Value as meaning 'cultural and/or natural significance which is so exceptional as to transcend national boundaries and to be of common importance for present and future generations of all humanity'.⁴

Heritage values are embodied in attributes, such as the setting, function, form and fabric of a place. Intangible attributes may also be significant, including use, associations, access, traditions, cultural practices, knowledge, and the sensory and experiential responses that the place evokes.

This section provides information on the listed heritage values of the REB and CG, as well as identifying any heritage values which are not heritage listed at time of writing, but are part of the significance of the site. The heritage values identified in this section are drawn from existing heritage listings and assessments. It refers readers to where the full values for the site can be found.

4.2 Heritage context

The REB and CG is recognised for its heritage values on several heritage registers, for both Aboriginal and other heritage values. In addition, it has identified Aboriginal cultural heritage significance which is not formalised in heritage listings, but is an important element of the heritage context of the site.

A summary of cultural heritage listings relevant to the REB and CG and environs area is provided at Table 4-1.

Table 4-1: Heritage Listings for REB and CG.

Place Name	Register	Relevant Legislation and Regulations	Listing ID/Relevant Identification No.
Royal Exhibition Building and Carlton Gardens	World Heritage List	World Heritage Convention	Listed 2004, WHEA buffer zone modification approved 2010.
Royal Exhibition Building National Historic Place	National Heritage List	<i>Environment Protection and Biodiversity Conservation Act 1999</i> (Cth)	Listed 2004 Place ID: 105708
Multiple listings	Victorian Aboriginal Cultural Heritage Register	<i>Aboriginal Heritage Act 2006</i> (Vic)	Multiple listings
Royal Exhibition Building and Carlton Gardens (World Heritage Place)	Victorian Heritage Register	<i>Heritage Act 2017</i> (Vic)	Registered 2004 VHR No. H1501
Royal Exhibition Building and Carlton Gardens (World Heritage Place)	Heritage Overlay (Melbourne Planning Scheme)	<i>Planning and Environment Act 1987</i> (Vic) (Melbourne Planning Scheme)	HO69

The boundaries of the World Heritage property, National Heritage List and Victorian Heritage Register for the REB and CG are the same (see Figure 1-1).

There are three Aboriginal Places with four components within the boundary of the REB and CG that are registered on the Victorian Aboriginal Heritage Register (VAHR). Within a 1km radius of the REB and CG are another four registered Aboriginal Places (comprising five components). There are three historical Aboriginal places within the boundary of the REB and CG, as well as 33 more places in the immediate surrounding of the Melbourne CBD and the suburbs of Fitzroy, Carlton, East Melbourne and Collingwood.⁵

The registered places on the VAHR within the REB and CG are identified in the table provided at Appendix A — Aboriginal Heritage Places for the Royal Exhibition Building and Carlton Gardens and included in the Traditional Owners and First Peoples’ Cultural Values Report (WHMP Part 2). The full citations for other heritage listings are reproduced in the Heritage Management Plan (WHMP Part 3)—Appendix A.

4.3 World Heritage significance

The Royal Exhibition Building and Carlton Gardens was inscribed on the World Heritage List in 2004 with a minor boundary modification listed in 2010.

The World Heritage List recognises places of Outstanding Universal Value (OUV) to all of humanity. To be deemed of OUV, a place must meet one or more of the ten World Heritage criteria, as well as meet the conditions of integrity and/or authenticity, and must have an adequate protection and management system.

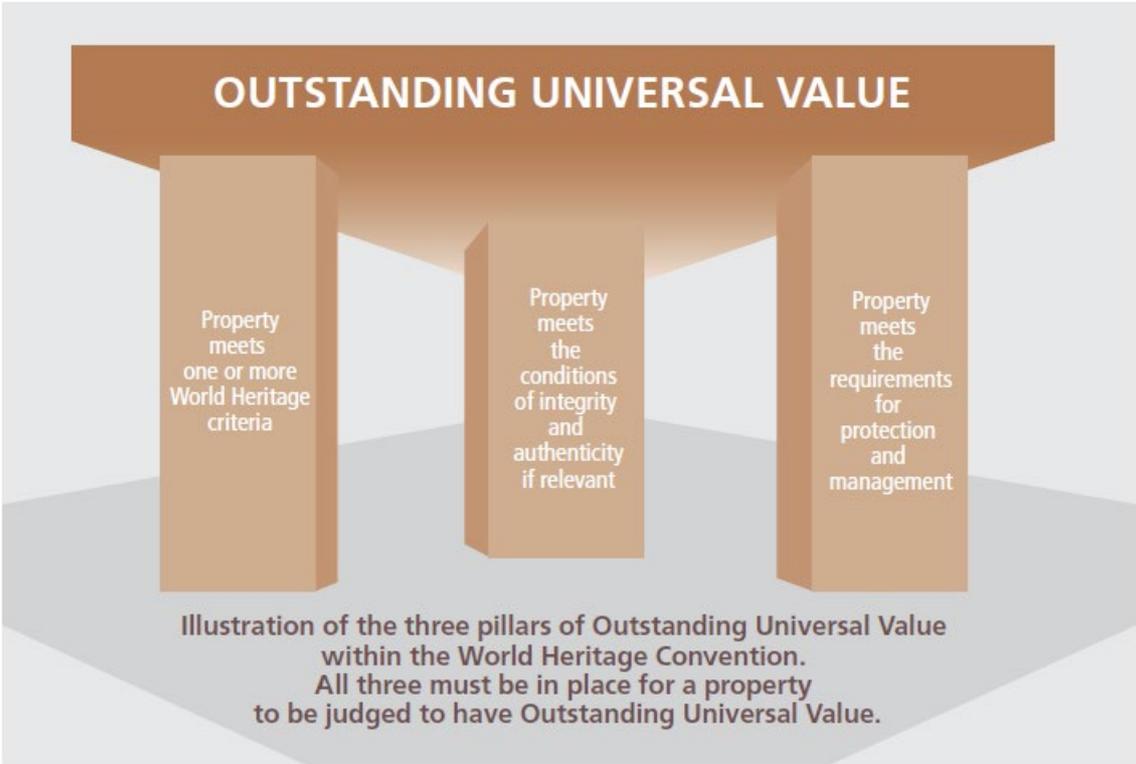


Figure 4-1: The three pillars of Outstanding Universal Value, as presented by UNESCO. (Source: Managing Cultural World Heritage, UNESCO, 2013, p 35).

The Royal Exhibition Building and Carlton Gardens was inscribed for its universal values according to criterion (ii): to exhibit an important interchange of human values, over a

span of time or within a cultural area of the world, on developments in architecture or technology, monumental arts, town-planning or landscape design.

In 2013 the World Heritage Committee retrospectively adopted a Statement of Outstanding Universal Value for the REB and CG. A Statement of Outstanding Universal Value is a summary of why a World Heritage property is considered to be of international importance. It is intended to be an overview of a site's OUV and may not document all attributes protected by World Heritage listing. Under the EPBC Act, the Outstanding Universal Value of World Heritage properties is recognised as a site's 'World Heritage Values', being the natural or cultural heritage contained in the property.⁶

The Brief Synthesis of the Statement of Outstanding Universal Value for the REB and CG is extracted below. The full Statement of Outstanding Universal Value is accessible at the UNESCO website: [Royal Exhibition Building and Carlton Gardens](#), and in Appendix A of the Heritage Management Plan (WHMP Part 3).

Table 4-2: Extract from the REB and CG Statement of Outstanding Universal Value.⁷

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.

4.4 National heritage significance

The Royal Exhibition Building and Carlton Gardens was included in the National Heritage List in 2004. The National Heritage List recognises places of outstanding heritage value to the nation, and the Royal Exhibition Building and Carlton Gardens was found to meet National Heritage criteria (a)—Events and Processes, (b)—Rarity, (d)—Principal characteristics of a class of places, (e)—Aesthetic characteristics and (f)—Creative or Technical achievement.

The National Heritage Listing recognises its historic association with the 1880 Melbourne Exhibition and the nineteenth century prosperity of Melbourne, the achievement of its architectural design as an international exhibition building surrounded by public gardens, its importance to the founding of Australia's Federation, and its ongoing public use.

The full National Heritage values can be accessed at the Australian Heritage Database,⁸ and at Appendix A of the Heritage Management Plan (WHMP Part 3).

4.5 Aboriginal cultural heritage significance

Aboriginal cultural heritage means Aboriginal places and objects and Aboriginal ancestral remains. Cultural heritage significance is defined in the *Aboriginal Heritage Act (Vic) 2006* as including archaeological, anthropological, contemporary, historical, scientific, social or spiritual significance. Assessment of Aboriginal cultural heritage significance is not subject to thresholds of significance, and it also includes significance in accordance with Aboriginal tradition. Aboriginal tradition is also defined in this Act and means the body of traditions, knowledge, observances, customs and beliefs of Aboriginal people generally or of a particular community or group of Aboriginal people. It also means any such traditions, knowledge, observances, customs or beliefs relating to particular persons, areas, objects or relationships.

The Traditional Owners and First Peoples' Cultural Values Report (WHMP Part 2), has identified cultural values, stories and associations with the REB and CG and environs area from the Traditional Owners and other Aboriginal people who have connections with the area. The report identified that the REB and CG and WHEA hold tangible and intangible heritage values for Victoria's Aboriginal communities.

Drawing on the discussions with the WWCHAC, as the RAP for the REB and CG and environs area, two other Traditional Owner organisations with connections to the broader area, as well as documentary research carried out for the Background History Report, the report identified cultural values for the area which could be summarised in the following broad categories shown in Table 4-3. Aboriginal cultural values are broad-ranging and embedded in the present in terms of what is important now but can relate to values that are traditional or historical as well as contemporary. They may be informed or supported by documentary sources, oral history, or tangible and intangible heritage, but essentially they are communicated by Aboriginal people who have a connection to the place. They are not necessarily time or place specific and can apply to a large area or landscape or to a specific place or area.

Table 4-3: Summary of broad Aboriginal cultural values identified for the REB and CG and environs area.

Aboriginal cultural values	Description
Connections and reconnections to Country	Holistic approach to Country, nurturing Country, including the land, water, plants, birds and other animals. Also includes reconnecting to Country after 'unsettlement'.
Traditional cultural knowledge	Promoting, preserving and reigniting traditional knowledge, including Aboriginal languages; traditional practices such as the manufacture of cultural objects, and education.
Contemporary cultural knowledge	Dichotomy of crowds viewing Aboriginal people in exhibits and dioramas but ignoring them outside that space. Exhibitions also have helped teach Aboriginal people about Aboriginal life and culture when this was not taught in the education system.
Respect for Ancestors	Remembering the stories of Ancestors.
Taking political action	The Carlton Gardens as a hub for political activism and social change since the 1930s.
A meeting place	Continual meeting place for Aboriginal people since World War I. The registered Aboriginal place VAHR 7822-2035 <i>Exhibition Gardens Meetings Place</i> , which includes the Morton Bay Fig trees.
Stories of survival and need for healing	Stories of Aboriginal people finding their community and keeping community strong; for example, after leaving the missions and making new lives in Melbourne or reconnecting after being taken from their families.
Cultural resilience	Expressing Aboriginal cultural and spiritual life that has been passed down. Resilience of culture.
Celebrating community	Celebration of all the community, inclusively, including recent immigrant groups.
Improving education about and understanding of Aboriginal culture	Bringing Aboriginal people to the forefront and ensuring children are connected and are given voices.

The REB and CG and environs area also hold importance to individual community members, with particularly strong social and political associations tied to the Moreton Bay Figs.

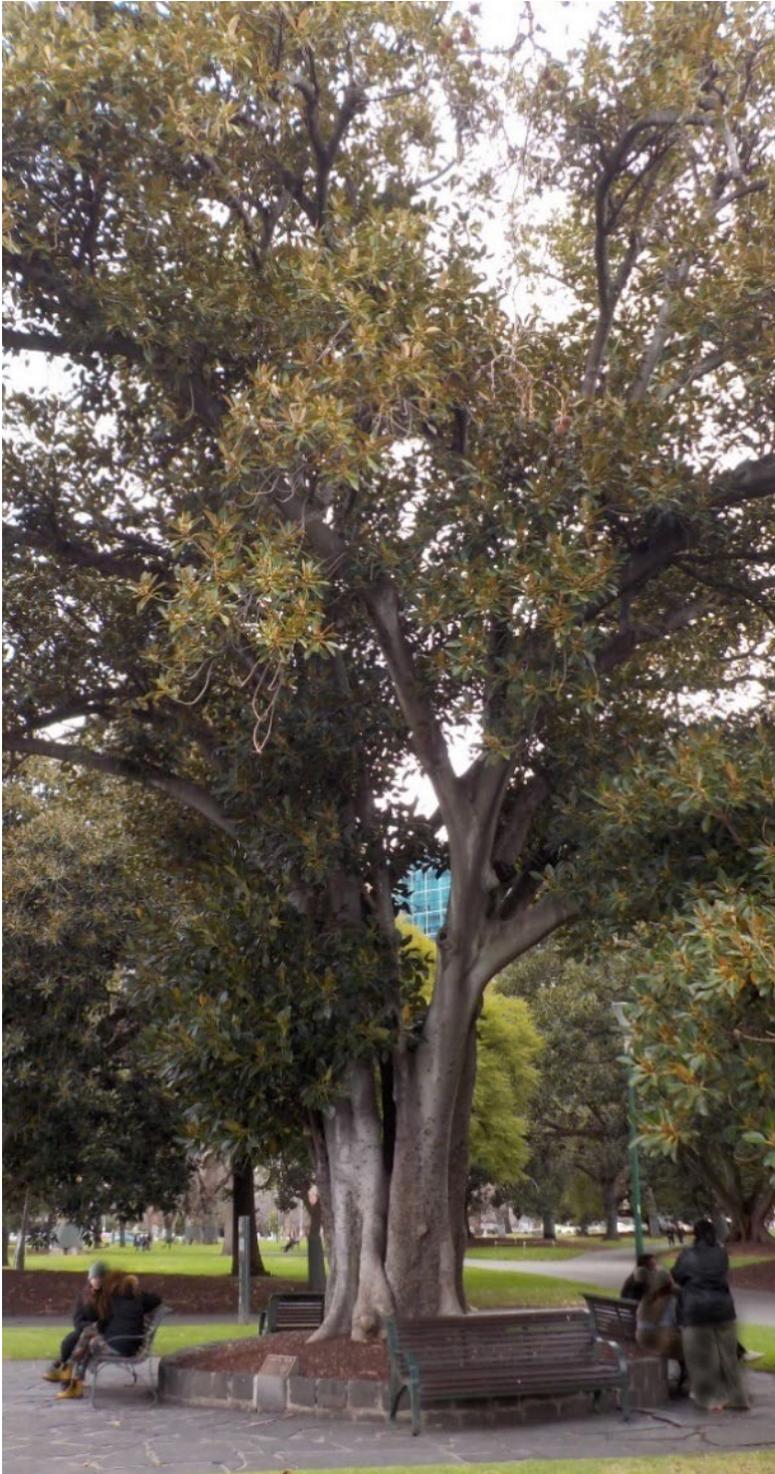


Figure 4-2: This Moreton Bay Fig (*Ficus macrophylla*) in the Carlton Gardens is important as an Aboriginal meeting place. (Source: David Meagher/GML).

Areas of importance in the REB and CG noted during consultation are the:

- Moreton Bay Figs
- ornamental lake
- large eucalypt (Sugar Gum, *Eucalyptus cladocalyx*)
- Royal Exhibition Building
- Bunjilaka and Milarri Garden in the Melbourne Museum
- indications of the pre-settlement landscape (landform, water, views)
- meeting / gathering place in the plaza between the Melbourne Museum and Royal Exhibition Building.

The Melbourne Museum is a place of safe-keeping for Aboriginal Ancestral Remains that have been transferred into the legal custody of the Victorian Aboriginal Heritage Council. This makes the REB and CG an important site for Aboriginal communities, whose Ancestors are held at the Museum. Historically, the Museum hosted these remains as a colonial legacy of the practice of collecting and studying artefacts and remains of Indigenous populations. Artefacts and shells associated with the Aboriginal Ancestral Remains are stored in the museum's objects collections and thus have been separated from the Aboriginal Ancestral Remains with which they were originally buried. In the 1980s there was movement towards a policy of repatriation, and the Museum now works with Aboriginal communities to provenance and repatriate their Ancestors. It could be perceived that the Melbourne Museum and the REB and CG are places of mourning for these reasons, and the work of repatriation continues to the present day.

4.5.1 Aboriginal archaeology

The Victorian Aboriginal Heritage Register identifies three Aboriginal heritage places (with four components) within the REB and CG. These places are outlined at Appendix A — Aboriginal Heritage Places for the Royal Exhibition Building and Carlton Gardens. The small amount of registered Aboriginal places with pre-contact archaeological elements for much of the Melbourne CBD reflects the built-up nature of the geographic region, which would have destroyed many Aboriginal places.⁹ It is also symptomatic of evidence for Aboriginal cultural heritage being heavily reliant on historical archaeological investigations in Melbourne's CBD.

As the number of Cultural Heritage Management Plans undertaken in the CBD grows, the previous expectation that there would be limited potential for evidence for pre-colonial Aboriginal occupation owing to the ground disturbance is continually challenged. Aboriginal cultural heritage is identified through these projects, often during historical archaeological excavations. The REB and CG is within a broader landscape that sits between two of the most important waterways in southern Victoria—Birrarung (Yarra

River) to the east and Moonee Ponds Creek to the west—that provided a diversity of food and other resources to support Aboriginal communities. The potential for Aboriginal cultural heritage, most likely in the form of isolated stone artefacts, to remain in disturbed soils or discrete pockets of intact natural A-horizon soils should be recognised for its contribution to the significance of the site.

Additional detail on the Traditional Owner and First Peoples’ cultural values for the REB and CG is available the Traditional Owners and First Peoples’ Cultural Values Report (WHMP Part 2).

4.6 State heritage significance

The Royal Exhibition Building was listed in the then Victorian Government Buildings Register in 1982. The Royal Exhibition Building was included as a heritage place in the Victorian Heritage Register (VHR) in 1998 under the *Heritage Act 1995* (VHR H1501). The Carlton Gardens was added as an extension of the VHR registration in 2002. The VHR citation (Table 4-4) states that the site has historical, architectural, aesthetic, scientific and social significance.

Table 4-4: Statement of significance, extracted from the VHR citation for REB and CG.¹⁰

Extract from Statement of Significance

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

Extract from Statement of Significance

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.

4.6.1 Historical archaeology

The REB and CG and environs area has both identified archaeological significance and archaeological potential. As noted in the Heritage Management Plan (WHMP Part 3),

'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'.¹¹

In particular, a project to reinstate elements of the Western Forecourt in 2009 identified evidence of the 1880 iteration of that area of the Carlton Gardens, as well as subsequent iterations over time, which by 2009 were covered with an asphalt carpark.¹² As well as its significance in understanding the design of the Western Forecourt over time, the investigation resulted in an artefact collection of over 1500 items, which contained items of interest from nineteenth century domestic, commercial and/or industrial discard from Melbourne and surrounds.

4.7 Local heritage significance

The REB and CG and environs area is of local heritage significance, and is recognised under heritage overlays in the City of Melbourne and City of Yarra Planning Schemes.

These heritage overlays reflect the themes and attributes of significance identified in the World, National and State-level heritage listings for the site. They also identify elements within the WHEA which contribute to the heritage significance of the REB and CG.

The Royal Exhibition Building and Carlton Gardens (World Heritage Place) is included in the Schedule to the Heritage Overlay (HO) of the Melbourne Planning Scheme, as HO69, recognising the heritage significance of the REB and CG itself.

The World Heritage Environs Area Precinct associated with the World Heritage Listing area of greater sensitivity is included in the Melbourne Planning Scheme as HO992, and as HO361 of the Yarra Planning Scheme. The South Fitzroy Precinct (Yarra Planning Scheme HO334) abuts the World Heritage Environs Area Precinct. The views and vistas of the Royal Exhibition Building from HO334 are a significant feature of the precinct, and the nineteenth-century development and character of the South Fitzroy Precinct contributes to the broader setting and context of the REB and CG. There are multiple other individual heritage overlays within this precinct, further detail on these can be found in the Heritage Management Plan (WHMP Part 3) and the WHEA Strategy Plan.

4.8 Condition of Heritage Values

The heritage values of REB and CG are embodied in the attributes of the place, which include both tangible and intangible aspects. Through these attributes, REB and CG represents and demonstrates its heritage values. The heritage values of the REB and CG can be considered to be in good condition if they are well demonstrated and strongly manifest at the site. Values in good condition have not been weakened or lost their expression due to poor conservation; decay of fabric, communities or traditions; intrusive elements which obscure the site's ability to express its values; or, ultimately, a loss of attribution of cultural significance to the site by the community.

Overall, the REB and CG's heritage values are in good condition and maintain their integrity. The physical attributes which express the heritage values of the REB and CG have been conserved through maintenance and capital works. The REB and CG's intangible values, including its social and aesthetic significance, are intact.

While the REB and CG's heritage values are in good condition, the need for ongoing care and maintenance remains. For example, cyclical maintenance for the REB and CG should be continued and periodically reviewed, and the intangible heritage values of the REB and CG should be maintained through supporting strong community connections and conserving both the REB and CG itself as well as its surrounding context of the WHEA.

Detailed discussion on the condition of the REB and CG and environs area can be found in Sections 2, 4 of the Traditional Owners and First Peoples' Cultural Values Report (WHMP Part 2) and Chapter 3 of the Heritage Management Plan (WHMP Part 3).

4.9 Endnotes

- ¹ Australia ICOMOS Inc, *The Burra Charter: the Australia ICOMOS Charter for Places of Cultural Significance 2013*, Australia ICOMOS.
- ² Environment Protection and Biodiversity Conservation Act 1999 (Cth), section 528.
- ³ Heritage Act 2017 (Vic), s 3.
- ⁴ World Heritage Committee, *Operational Guidelines for the Implementation of the World Heritage Convention*, UNESCO, 2021, para 49.
- ⁵ GML Heritage, 'Traditional Owners and First Peoples Cultural Values Final Report' (2022), pp 18-20.
- ⁶ EPBC Act, s 12.
- ⁷ UNESCO, 'Royal Exhibition Building and Carlton Gardens', accessed 8 April 2022 at <<https://whc.unesco.org/en/list/1131/>>
- ⁸ Department of Climate Change, Energy, the Environment and Water, 'Royal Exhibition Building National Historic Place', accessed 8 April 2022 at <http://www.environment.gov.au/cgi-bin/ahdb/search.pl?mode=place_detail;place_id=105708>
- ⁹ Schell, Petra 2018. '115B Victoria Parade, Fitzroy: ACU Mother Teresa Building (MTB)', CHMP 15900. Prepared for Aurecon Group. Ochre Imprints, Abbotsford, p 44.
- ¹⁰ Heritage Council Victoria, 'Royal Exhibition Building and Carlton Gardens (World Heritage Place', accessed 8 April 2022 at <<https://vhd.heritagecouncil.vic.gov.au/places/228#statement-significance>>
- ¹¹ Lovell Chen, 'Royal Exhibition Building and Carlton Gardens Heritage Management Plan', 2022 (draft), p 58.
- ¹² Sheehy, M. (2010) Royal Exhibition Building Western Forecourt Collection in Museums Victoria Collections <<https://collections.museumsvictoria.com.au/articles/3541>> Accessed 14 April 2022

5 Context for developing policy

The development of conservation policies for the REB and CG and environs area is underpinned by the heritage values of the REB and CG and consideration of a range of constraints and opportunities affecting the conservation, management and interpretation of the place.

For the REB and CG, the key constraints and opportunities include:

- The World, National, Victorian, Aboriginal cultural and local heritage values of the place.
- The need to conserve, manage, maintain and interpret the heritage values.
- The complex management arrangements across the REB and CG and environs area, with multiple organisations sharing ownership and management responsibilities and obligations for their separate areas.
- The multiple layers of regulation and decision-making oversight across the REB and CG and environs area, including external legislative controls and internal governance arrangements.
- Statutory obligations and legislation which govern the management of the place and its heritage values, principally the EPBC Act, the Heritage Act and the *Planning and Environment Act 1987* (Vic) (P&E Act).
- Financial and resourcing constraints on the delivery of heritage management.
- Opportunities for integrating conservation, management, promotion and transmission of the heritage values of the place into the day-to-day operations and management of the REB and CG and environs area as a place of recreation, business, public services, commerce and residence.
- Managing pressures to the site from change and new development (including in the WHEA) as well as taking into account the implications from climate change, risk and potentially conflicting values.
- Community investment in the site and opportunities to integrate community voices into the management of the REB and CG and environs area.
- Opportunities to interpret and educate on the heritage values of the REB and CG across the site and WHEA.

These factors and those discussed in this section provide the focus for the development of conservation and management policies in Section 6.

This section draws on the heritage significance articulated in Section 4 and identifies obligations arising from significance and pressures to the cultural heritage values. The constraints and opportunities below are discussed in the context of their relevance to the

overall coordinated management of the REB and CG and WHEA, to inform overarching policies and principles in Section 6. Discussion and analysis of specific issues relating to each part of the REB and CG and environs area and associated specific policies are provided within the relevant parts of the WHMP.

5.1 Implications of heritage significance

5.1.1 Management of heritage values

The Australia ICOMOS Charter for the Conservation of Places of Cultural Significance (2013), the *Burra Charter*, provides the policy basis for management of the heritage values of the REB and CG. A fundamental aspect of the Burra Charter is that decision-making is guided by significance. Section 2 of the Burra Charter states:

- 2.1 Places of cultural significance should be conserved
- 2.2 The aim of conservation is to retain the cultural significance of a place
- 2.3 Conservation is an integral part of good management of places of cultural significance
- 2.4 Places of cultural significance should be safeguarded and not put at risk or left in a vulnerable state

In this context 'conservation' includes all the activities ascribed to it in the Burra Charter, including maintenance, restoration, reconstruction and adaptation, and can cover significant areas, elements and fabric of the place as well as key visual and physical relationships.

Section 4 outlines how the REB and CG are of Outstanding Universal Value, and has cultural significance to the international and Australian community, including the Aboriginal community. The heritage values of the REB and CG and environs area give rise to a range of constraints and opportunities, the most fundamental of which is to ensure that the heritage values are conserved and managed for present and future generations.



Figure 5-1: Royal Exhibition Building dome under repair during restoration of the building in 1994 (Source: Museums Victoria Collections)

Balancing multi-layered heritage values

Within the REB and CG and environs area there are multiple layers of heritage significance which must be managed. The REB and CG as well as the WHEA are built on the Country of the Wurundjeri, and there are places of Aboriginal cultural heritage significance within and around the area. In addition, the REB and CG and environs area has historical archaeological, built and landscape heritage values, from local to international level significance.

All the heritage values of the REB and CG and environs area should be respected and managed in accordance with the WHMP, the Burra Charter, the World and National Heritage management principles and Australia's obligations under the World Heritage Convention. However, it is acknowledged that in some circumstances decisions will need to take account of complex or competing values. The Aboriginal cultural heritage significance of the site has been overlaid, impacted and shaped by later post-colonisation cultural heritage, which is now recognised as significant in its own right. The importance of the REB and CG as a living heritage place that is used by the community for recreation and events, as well as providing practical services (e.g. an immunisation

hub and exam hall) can result in impacts to the heritage fabric of both the Royal Exhibition Building as well as the surrounding Exhibition Reserve and Carlton Gardens.

The treatment of all site attributes and components (including areas, elements and fabric) should directly relate to the nature and degree of their significance with priority given to the conservation of attributes and components of highest significance.

Generally, conservation of the attributes of Outstanding Universal Value at international-level significance should take precedence in the management of the REB and CG and environs area. However, the management of activities at the REB and CG should be considered on a case-by-case basis, taking into account all elements of its heritage significance, appropriate conservation and management techniques for each scenario, immediate and cumulative impacts, community feedback and other factors such as site activation and future proofing needs, hazards and risks which may call for a nuanced approach to balancing the management of values.

5.1.2 Handling change

Change has occurred at the site of the REB and CG since colonisation by Europeans in the nineteenth century. The site retains stories and evidence associated with Aboriginal community activity before and after European colonisation.

The layers of change and development accumulated at the site are part of understanding its story over time, and as a living heritage site, change is expected to continue to occur. The key reference point for appropriately handling change is an understanding of the heritage significance of the place and the degree of impact an activity will have on that significance. The heritage values of the REB and CG and its surrounds have varying levels of tolerance for change without adversely impacting significance. Key attributes or features of primary heritage significance which retain strong authenticity and integrity are likely to have low tolerance for change, while modern or intrusive elements will have higher tolerance.

Proposals to change the REB and CG need to be carefully considered for the pressure they place on the place's heritage values, and a proactive approach must be taken to avoiding impacts as first priority, with mitigation of impacts a secondary option.

Changes within the REB and CG boundary as well as in the WHEA have the capacity to affect heritage values, and any changes need to be considered for their impact of the heritage values of the site as a whole. Numerous small changes can accumulate to create cumulative significant impacts on the heritage attributes and values of the site. The different organisations which are responsible for decision making with regards to the REB and CG and WHEA should be alert to the broader implications of any changes within their

area of responsibility on the entirety of the site, and look beyond the impact of individual proposals when determining whether a project is acceptable. Change should be planned in a holistic manner, taking into account the consequences for the significance of the REB and CG at a point in time and into the future. Where significant changes are expected, issues arise outside of the skills and knowledge of site management organisations, or there is uncertainty about a conservation or design approach, expert advice should be sought.

5.2 Statutory framework

5.2.1 World Heritage Convention

The REB and CG was included on the World Heritage List in 2004 under the *Convention Concerning the Protection of the World Cultural and Natural Heritage* (World Heritage Convention).

The *Convention Concerning the Protection of the World Cultural and Natural Heritage* (World Heritage Convention) was established under the oversight of the United Nations in 1972. It aims to promote cooperation among nations to protect the world's natural and cultural heritage, and creates a list of properties having Outstanding Universal Value to the global community. The Convention is administered by the World Heritage Committee, which is made up of 21 nations elected from the signatories to the Convention.¹ Australia ratified the World Heritage Convention in August 1974.

Australia's obligations under the *World Heritage Convention* are outlined in a number of sources, including the Convention and the 'Operational Guidelines for the Implementation of the World Heritage Convention' (Operational Guidelines).

The primary obligations are articulated in Articles 4 and 5 of the Convention:

Article 4

Each State Party to this Convention recognizes that the duty of ensuring the identification, protection, conservation, presentation and transmission to future generations of the cultural and natural heritage referred to in Article 1 and 2 and situated on its territory, belongs primarily to that State. It will do all it can to this end, to the utmost of its own resources and, where appropriate, with any international assistance and co-operation, in particular, financial, artistic, scientific and technical, which it may be able to obtain.

Article 5

To ensure that effective and active measures are taken for the protection, conservation and presentation of the cultural and natural heritage situated on its territory, each State

Party to this Convention shall endeavor, in so far as possible, and as appropriate for each country:

- (a) to adopt a general policy which aims to give the cultural and natural heritage a function in the life of the community and to integrate the protection of that heritage into comprehensive planning programmes;
- (b) to set up within its territories, where such services do not exist, one or more services for the protection, conservation and presentation of the cultural and natural heritage with an appropriate staff and possessing the means to discharge their functions;
- (c) to develop scientific and technical studies and research and to work out such operating methods as will make the State capable of counteracting the dangers that threaten its cultural or natural heritage;
- (d) to take the appropriate legal, scientific, technical, administrative and financial measures necessary for the identification, protection, conservation, presentation and rehabilitation of this heritage; and
- (e) to foster the establishment or development of national or regional centres for training in the protection, conservation and presentation of the cultural and natural heritage and to encourage scientific research in this field.

The Operational Guidelines are prepared by the World Heritage Centre, which functions as the Secretariat for the UNESCO World Heritage Committee. The Guidelines facilitate the implementation of the World Heritage Convention and set out procedures for matters such as:

- inscription of properties on the World Heritage List and the List of World Heritage in Danger;
- protection and conservation of World Heritage properties;
- international assistance under the World Heritage Fund; and
- mobilisation of national and international support.

In accordance with the Operational Guidelines, every six years, States Parties to the Convention are expected to submit to the World Heritage Committee a periodic report on the application of the World Heritage Convention, including the state of conservation of the World Heritage properties in their territories.

In practice, Australia's obligations under the World Heritage Convention are enacted through provisions in the EPBC Act, as well as the Australian World Heritage Intergovernmental Agreement.²

The EPBC Act provides a range of measures to implement Australia's World Heritage obligations, including in relation to heritage management plans, approval of developments and community engagement.

The management of the REB and CG and WHEA in accordance with the World Heritage Convention requires compliance both with the provisions of the Convention and Operational Guidelines themselves, but also the requirements of the EPBC Act through which Australia's international obligations are implemented at a domestic level.

Australian World Heritage Intergovernmental Agreement

The Intergovernmental Agreement sets out a series of high-level principles and specifies the roles and responsibilities of the Australian, state and territory governments in relation to the nomination, listing and management of World Heritage properties in Australia. Its purpose is to ensure a cooperative national approach to the nomination, identification and management of Australia's World Heritage properties, and to provide certainty in decision making.

Under this agreement, the role of the Australian Government includes:

- Administering the EPBC Act to avoid or mitigate potential significant impacts to outstanding universal values
- Working with the states and territories to use the best information and advice to maintain and protect Australia's cultural and natural heritage
- Communicating with the states on amendments to the EPBC Act which may affect their World Heritage responsibilities
- Providing advice to World Heritage property managers on the development of World Heritage management plans or other management systems for World Heritage properties under state control (such as the REB and CG)
- Providing financial or other assistance from time to time to World Heritage properties under state control
- Coordinating Periodic, Reactive and State of Conservation reporting to the World Heritage Committee.³

DCCEEW, the Australian Government Department responsible for the EPBC Act, hosts the 'World Heritage Focal Point', which acts as the nodal point for all World Heritage matters in relation to Australia's role as a State Party to the World Heritage Convention, and as the contact point for communication with the World Heritage Centre.

The role of state and territory governments includes:

- Supporting the Commonwealth in its responsibility as a State Party to ensure the identification, protection, conservation, presentation and transmission of Australia's cultural and natural heritage
- Ensuring that legislation and processes are in place within their jurisdictions to assist in meeting Australia's World Heritage obligations.

- Managing the World Heritage properties under their control in accordance with the World and National Heritage provisions of the EPBC Act and the Australian World Heritage Management Principles
- Entering into arrangements as appropriate with the Commonwealth regarding specific World Heritage properties under their control
- Consulting with local government in the application of their management responsibilities
- Funding the normal operating costs of World Heritage properties under their control
- Prepare Periodic, Reactive and State of Conservation reporting for places under their control.⁴

5.2.2 Commonwealth legislation

Environment Protection and Biodiversity Conservation Act 1999

The REB and CG is included on the World Heritage List and National Heritage List, and is therefore subject to the provisions of the EPBC Act.

The EPBC Act is the Australian Government's central piece of environmental legislation. A principal objective of the EPBC Act is 'to provide for the protection of the environment, especially those aspects of the environment that are matters of national environmental significance'.⁵ The EPBC Act creates a streamlined environmental assessment and approvals process, and provides for the protection and management of important natural and cultural places.⁶ It is administered by DCCEEW.

Protected Heritage Matters—The World Heritage List and National Heritage List

The EPBC Act protects specific identified aspects of the environment. These are the nine identified 'matters of national environmental significance' (MNES); Commonwealth lands, and any lands that are being impacted by the actions of Commonwealth agencies.⁷

The REB and CG comes within two of the MNES categories—World Heritage properties and National Heritage places.

All current World Heritage properties in Australia are also included on the National Heritage List. The National Heritage List comprises places that have been assessed as having 'outstanding' heritage value to the nation against the criteria established in the EPBC Act. National Heritage places may be in any jurisdiction and owned or controlled by any parties.

World and National Heritage management plans and principles

The EPBC Act creates obligations for the preparation of heritage management plans for World and National Heritage places. Section 321 and 324X require the Commonwealth to work with the Victorian Government to ensure a plan that is not inconsistent with the World and National Heritage Management Principles is prepared for the REB and CG.

The World and National Heritage Management Principles encourage identification, conservation and presentation of a place's heritage values through applying best available skills and knowledge, community (including Aboriginal community) involvement and cooperation between various levels of government. These Principles are set out at Schedules 5, 5A and 5B of the Environment Protection and Biodiversity Conservation Regulations (2002) (EPBC Regulations).

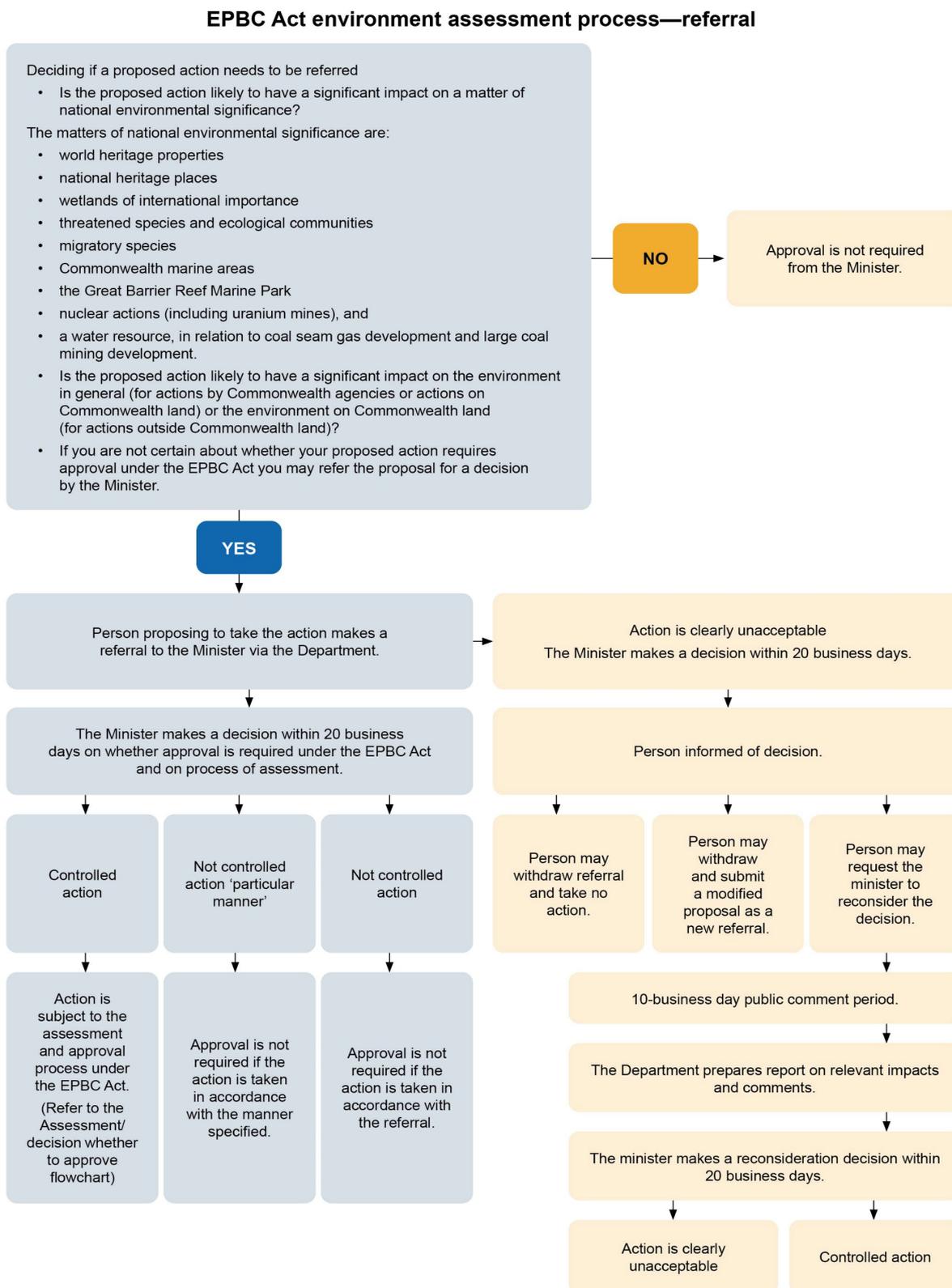
The WHMP, made up of this plan and four other parts, provides management guidance, policies and principles which respond to the World and National Heritage Management Principles. These are set out in Section 6 of this plan as well as in the other parts of the WHMP, and the formal compliance of the WHMP against the EPBC Regulations is set out at Appendix B — EPBC Act compliance table.

Undertaking actions likely to have a significant impact on heritage values

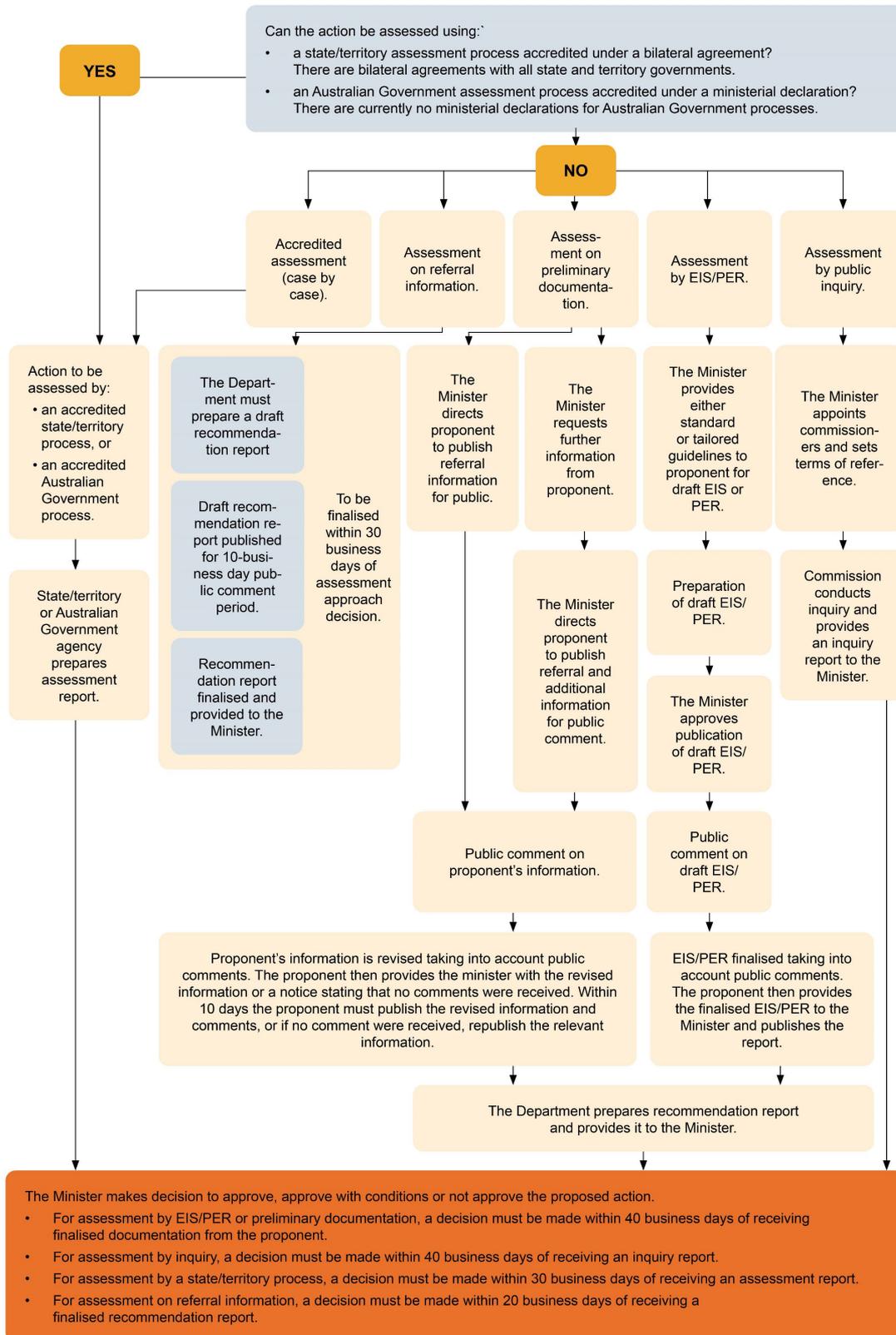
Under the EPBC Act, anyone taking an action which is likely to have a 'significant impact' on a protected matter (which includes World Heritage values and National Heritage values) must refer the action to the Commonwealth Minister for the Environment for approval.⁸ There are substantial penalties for taking such an action without approval.

There are two key stages in the environment assessment process required by the EPBC Act, the referral stage and the assessment/approval stage. A flow chart of this process is provided at Figure 5-2, followed by additional explanation of the two stages.

Figure 5-2: EPBC Act environment assessment process — referral and assessment/approval stage. (Source: DCCEEW).



EPBC Act environment assessment process— assessment/decision whether to approve



Referral stage:

This stage is to determine if a proposed action requires approval under the EPBC Act.

A proponent (the person/organisation undertaking the proposed action), must undertake a 'self-assessment' to determine whether their action is likely to have a significant impact on the World or National Heritage values of the REB and CG. If the action is likely to have a significant impact on the World Heritage or National Heritage values of the REB and CG, the proponent must refer it to the Commonwealth Minister for the Environment.

Who must refer an action?

The **person or organisation undertaking a proposed action:** ⁹

- The proponent undertaking an action which is likely to have a significant impact on a protect matter must refer the action to the Minister for the Environment.
- For the REB and CG, this would commonly be Museums Victoria or the City of Melbourne, but could also be an individual or organisation undertaking actions in the WHEA.
- The proponent always has the first responsibility for referring the action under law.

Who may refer an action?

The **Victorian Government, Commonwealth Government, or a state or Commonwealth agency:** ¹⁰

- State or Commonwealth Government agencies may refer an action being taken by a third party to the Minister for the Environment, if they are aware of the proposal and have 'administrative responsibilities relating to the action'.
- For example, the Executive Director of Heritage Victoria has administrative responsibilities relating to permits for activities proposed at state heritage places.
- Local councils may be state government 'agencies' under the definition in the EPBC Act. However, this depends on the type of legal arrangements which have created the local council, and can vary from council to council. Legal advice would be needed before deciding if a local council may refer a third party's action.

The **Minister for the Environment:** ¹¹

- The Commonwealth Minister can 'call-in' actions that they believe are likely to have a significant impact and have not been referred.

A government agency would only be likely to refer an action to the Commonwealth Minister for the Environment, or the Minister would 'call-in' an action, if the proponent has failed to meet the legal requirement to refer.

Other third parties cannot refer an action to the Minister. However, if someone is concerned an action that may have a significant impact has occurred without approval, they can report a breach of the EPBC Act to the Department responsible for the EPBC Act.

What is a significant impact?

The EPBC Act does not define significant impact, but the Australian Government has provided guidance material which clarifies the term.

According to the *Significant Impact Guidelines 1.1 Matters of National Environmental Significance*, 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 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'.¹²

The *Significant Impact Guidelines 1.1 Matters of National Environmental Significance* and *Significant Impact Guidelines 1.2: Actions on, or Impacting upon, Commonwealth Land and Actions by Commonwealth Agencies* provide guidance on matters which are likely to have a significant impact on heritage values.

Actions are likely to have a significant impact if there is a real chance or possibility the action will cause one or more heritage values to be lost; degraded or damaged; or notably altered, modified, obscured or diminished.

Examples of actions likely to have a significant impact on World or National Heritage properties include those where 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 or National Heritage place in a manner that is inconsistent with relevant values.
- **extend, renovate, refurbish or substantially alter** a World Heritage property or National Heritage places 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 or National Heritage place.
- involve activities in a World Heritage property or National Heritage place 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 or National Heritage place which are inconsistent with relevant values, and
- make **notable changes to the layout, spaces, form or species composition in a garden, landscape or setting** of a World Heritage property or National Heritage place which are inconsistent with relevant values.¹³

Actions which occur outside the boundaries of a World or National Heritage Place may still have a significant impact on its heritage values. For the REB and CG, actions which happen in the WHEA have an increased likelihood of a significant impact on its World and National Heritage values, due to proximity to the site and the sensitivity of the WHEA.

The Commonwealth Minister for the Environment decides whether a referred action requires approval under the EPBC Act.

There are three possible outcomes of a referral:

1. The Minister decides that the action is **not** likely to have a significant impact on a protected matter, and can go ahead without approval under the EPBC Act (**'not controlled action'**).
2. The Minister decides that an action is not likely to have a significant impact on a matter of national environmental significance, and does not require approval under the EPBC Act, because it will be taken in a 'particular manner' (**'not controlled action: particular manner'**). This outcome is only applicable in a specific set of circumstances.
3. The Minister decides that an action is likely to have a significant impact on a protected matter, and requires approval under the EPBC Act (**'controlled action'**).

The Minister may also determine that an action is 'clearly unacceptable' at the time of referral. In this case, the referred action would have to be withdrawn or reconsidered.

If the Minister decides the proposal is a controlled action, then an environmental assessment of the action must be carried out under the EPBC Act.

Assessment/approval stage:

A controlled action enters the assessment and approval stage, where a decision is made on whether the action can be approved and what conditions may be imposed.

The Minister will decide the assessment approach for the action from the range of assessment methods provided for under the EPBC Act. The EPBC Act provides statutory timelines for the assessment and approval of actions. The Minister decides whether a referred action needs further assessment and approval within 20 business days. Once this decision has been made, the timeframe for final assessment and approval depends on the assessment method chosen and the additional documentation requested.

The Minister considers the information provided through the selected assessment approach and determines if the action can go ahead and, if so, under what circumstances. At this stage, the Minister can consider detrimental environmental impacts as well as the social and economic impact of the project. At the end of this process the Minister can:

1. approve the action;
2. approve the action with conditions; or
3. not approve the action, if the environmental impacts cannot be appropriately managed.

In deciding whether an action should be approved, the Commonwealth Minister for the Environment cannot act inconsistently with Australia's obligations under the World

Heritage Convention, the World or National Heritage Management Principles, or a heritage management plan prepared under the EPBC Act. Consequently, any action which is inconsistent with the WHMP would not gain approval under the EPBC Act.

EPBC Act bilateral agreements

The EPBC Act provides for bilateral agreements to be made between the Commonwealth and the Victorian Government in relation to approvals under the EPBC Act. Bilateral agreements facilitate cooperation between the Commonwealth and state/territory government on the approval of actions and reduce duplication.

There are two main types of bilateral agreements relevant to the REB and CG—assessment bilateral agreements and approval bilateral agreements. An assessment bilateral agreement is an agreement about how the impacts of actions are assessed, and an approval bilateral agreement is an agreement about how these impacts will be approved.

Assessment Bilateral Agreements

At time of writing an assessment bilateral agreement under the EPBC Act exists between the Commonwealth and Victorian Government. The assessment bilateral agreement commenced in 2014 and allows the Victorian Government to conduct a single environmental assessment process for an action which usually needs separate Victorian and Commonwealth environmental assessments. This process is outlined at Figure 5-3 and is also addressed in Figure 5-2.

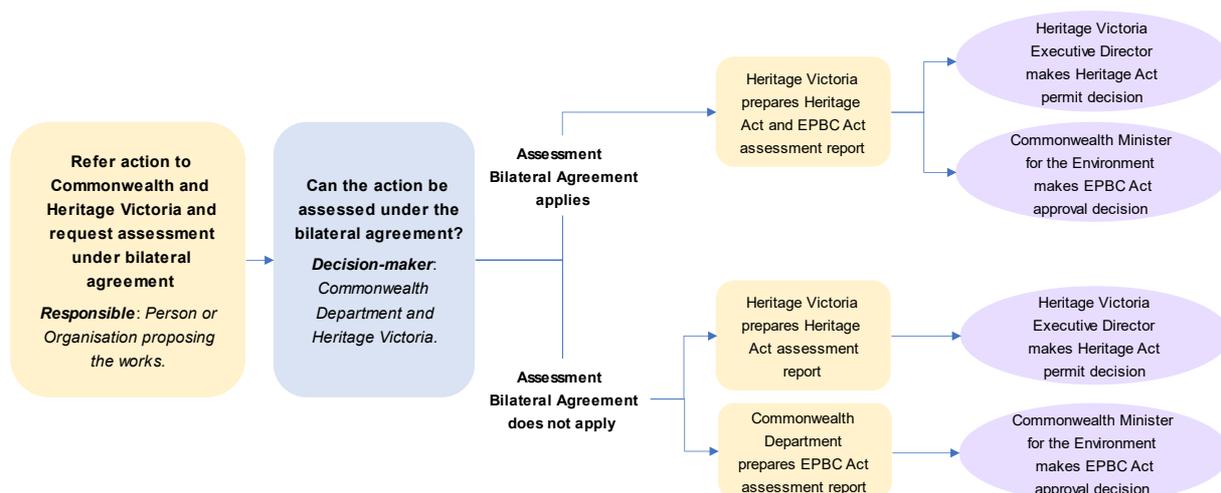


Figure 5-3: Bilateral assessment agreement application and approval process.

A proponent needs to refer the project to both the Victorian and Commonwealth Governments for consideration at the same time, and request that it be assessed under

the bilateral agreement. After it has been determined that the assessment bilateral agreement applies, the Victorian Government can then assess the impacts of an action on the World and National Heritage values of the REB and CG for the purposes of the EPBC Act. Two approval decisions and two sets of conditions (if appropriate) are required before the project goes ahead, with the Executive Director of Heritage Victoria and the Commonwealth Minister for the Environment giving separate approvals for their jurisdictions.

The existing assessment bilateral agreement between the Commonwealth and Victoria was due for review in 2019, although publicly available information suggests this review has not been undertaken.

Approval Bilateral Agreements

The EPBC Act also allows for the creation of approval bilateral agreements, which would allow the Victorian Government to approve certain actions for the purposes of the EPBC Act. Such agreements can declare that certain actions do not need approval from the Commonwealth if they are undertaken in accordance with a bilaterally accredited management arrangement or authorisation process.¹⁴ One approval decision and one set of approval conditions is required before the project can go ahead.

No approval bilateral agreements exist between the Commonwealth and the Victorian Government at time of writing. A heritage management plan can be accredited as a management arrangement or authorisation process if, among other things, it meets certain requirements of the EPBC Regulations. The consistency of the WHMP with these regulations is set out at Appendix B — EPBC Act compliance table. Accredited management arrangements or processes must also be supported by enforceable legislation or frameworks. If the WHMP was to be accredited as a management arrangement, further liaison would be needed with the Australian Government on the enforcement of the WHMP and Victorian Government processes.

5.2.3 Victorian legislation

Heritage Act 2017

The Heritage Act establishes the Victorian Heritage Register (VHR), to identify and protect places of state-level cultural heritage significance. The VHR provides a listing of places or objects, including buildings, structures, shipwrecks, areas or precincts, which have been assessed as being of state-level cultural heritage significance using the assessment criteria established by the Heritage Council of Victoria. Places in the VHR have statutory protection under the Heritage Act. The publication 'Minimum standard for

maintenance and repair of heritage places' (2020) sets out Heritage Victoria's expectations for maintenance and repair of places on the Victorian Heritage Register, relating to issues such as weather and fire protection, security, insurance and essential maintenance.

The Heritage Act also confers blanket protection on all archaeological sites that are 75 years old or more and associated with the post-contact period, regardless of whether or not they are included on a statutory list. Known archaeological sites are recorded in the Heritage Inventory and can also be included in the VHR if determined to be of state-level cultural heritage significance. Sites less than 75 years are also afforded protection if the Heritage Council of Victoria determines them to be a site of archaeological value.

The REB and CG is included in the VHR and as such is therefore subject to the provisions of the Heritage Act.

Any works to the REB and CG require either a permit or a permit exemption from the Executive Director of Heritage Victoria. Applications for a permit or permit exemption are assessed in accordance with the provisions of the Heritage Act. The REB and CG has a number of exemptions in place covering minor and maintenance works. These provisions are discussed in more detail in the Heritage Management Plan (WHMP Part 3), Section 4.4.

Aboriginal Heritage Act 2006 (Vic)

Victorian Aboriginal Heritage Register

The Victorian Aboriginal Heritage Register (VAHR) was established by the *Aboriginal Heritage Act 2006 (Vic)* (the Aboriginal Heritage Act) and is maintained by First Peoples—State Relations (formerly Aboriginal Victoria). Its purpose is to record places that are of 'cultural heritage significance to the Aboriginal people of Victoria'. 'Cultural heritage significance', as defined by the Act, includes archaeological, anthropological, contemporary, historical, scientific, social or spiritual significance. Aboriginal intangible heritage (referring to the elements of living culture) can also be registered on the VAHR. The Aboriginal Heritage Act also provides for Aboriginal intangible heritage agreements, which allows Traditional Owners to identify and negotiate the terms under which registered Aboriginal intangible heritage may be used by others.

Inclusion on the VAHR is not based on a system of significance assessment, as is the case with other heritage registers, and its remit is to include all known places of 'cultural heritage significance to the Aboriginal people of Victoria'. The Act protects all Aboriginal cultural heritage places and objects whether they are known and recorded on the VAHR or not.

As discussed at Section 4.2 and 4.5, three Aboriginal places (with four components) within the REB and CG are listed on the Victorian Aboriginal Heritage Register, while the place also has Aboriginal cultural values of significance which are not heritage listed.

The Aboriginal Heritage Act makes provisions for the assessment of potential impacts to Aboriginal cultural heritage and also provides the mechanisms for obtaining consents to disturb Aboriginal cultural heritage. Under this Act, it is an offence to harm or carry out an activity that has the potential to disturb Aboriginal places without proper authorities under Section 27 and 28 Division 1 of the Act (and the associated Aboriginal Heritage Regulations 2018).

The Aboriginal Heritage Act includes two principal mechanisms which remove the risk of illegal harm or damage occurring to Aboriginal cultural heritage. These are the:

- Cultural Heritage Management Plan; and
- Cultural Heritage Impact Permit.

Cultural Heritage Management Plan

A cultural heritage management plan (CHMP) is a report prepared prior to development recommending measures that must be taken to protect Aboriginal cultural heritage that would be affected by the use or development of an area of land (an 'activity'). The recommendations contained within a CHMP must include steps to be taken before, during and after the relevant activity. Prior to the commencement of such an activity, a CHMP must be approved by the appropriate Registered Aboriginal Party (RAP). In July 2021, Wurundjeri Woi-wurrung Cultural Heritage Aboriginal Corporation (WWCHAC) was formally recognised as the RAP for the area of the REB and CG and environs area.

It is the responsibility of the proponent of a proposed development—the 'Sponsor' of the CHMP—to make sure that the plan is prepared in accordance with the standards as prescribed in the Act, the associated regulations and approved forms. Statutory authorisation cannot be granted for any activities which trigger a CHMP without an approved CHMP.

The REB and CG and environs area are the site of a number of places of Aboriginal cultural heritage (see Sections 4.2 and 4.5), and the provisions of the Aboriginal Heritage Act apply to the area. No CHMPs have been undertaken within the REB and CG but three have been prepared in the immediate vicinity. More information on these is available Traditional Owner and First Peoples' Cultural Values Report (WHMP Part 2).

Cultural heritage permit

Under the Aboriginal Heritage Act, a Cultural Heritage Permit (CHP) must be obtained in order to 'carry out an activity that will, or is likely to, harm Aboriginal cultural heritage'.

An application for a CHP is submitted to a RAP, or the Secretary of the Victorian Department of Premier and Cabinet if there is no RAP. An application for a CHP is required when an activity will harm a known Aboriginal place and the permit includes the measures to be taken in order to lawfully disturb that Aboriginal place. Archaeological investigations are often undertaken to inform the CHP application.

Planning and Environment Act 1987 (Vic)

The Planning and Environment Act (P&E Act) establishes the framework for the planning, use, development and protection of land and the structure for implementation of Local Government Planning Schemes. The City of Melbourne Planning Scheme and the City of Yarra Planning Scheme provide for several heritage overlays within the area, including for the REB and CG and multiple in the WHEA. In particular, the Melbourne Planning Scheme provides for:

- HO69 for the Royal Exhibition Building and Carlton Gardens (World Heritage Place)
- HO992 (City of Melbourne) covering substantial parts of the WHEA Area of Greater Sensitivity.

HO361 (City of Yarra) serves as an overlay for the WHEA Area of Greater Significance under the Yarra Planning Scheme. Heritage overlays serve to identify the significance and important attributes of a heritage place, and outline when permits are required for works within the overlay. In Victoria, specific defined 'State projects' may be exempt from planning schemes in certain scenarios. For places included in the Victorian Heritage Register, the Heritage Act overrides the Planning Scheme.

Additional detail on the application of the relevant Planning Schemes and heritage overlays is available in the Heritage Management Plan (WHMP Part 3), Section 4.4.3 and the WHEA Strategy Plan.

5.3 Guidelines, strategies and plans

In addition to the Statutory Framework discussed at Section 5.2, the management of the REB and CG and environs area is informed by a number of guidelines, strategies and plans.

The WHMP itself is made up of five parts. A detailed explanation of each part and its role is provided at Section 1.2.

The combination of these parts provides a comprehensive source of knowledge and guidance on the management of the REB and CG and environs area. However, it also

contributes to complexity in site management and increases the risk of inconsistency or confusion when making management decisions. Understanding the heritage significance and management policies for the site requires reference to multiple documents.

This Overview Site Management Plan seeks to address this issue by providing an overview management framework for the REB and CG and environs area, to assist in the understanding of the WHMP and its policies. In addition, the Steering Committee proposed to present the WHMP in a digital format which will allow easy navigation within and across parts of the WHMP. This will improve the usability of the document.

In future reviews of the WHMP, opportunities to consolidate the parts of the WHMP should be identified. Consolidating the WHMP will lead to continual improvement in the ability to use and understand, and therefore implement, the document. In particular, this Site Overview Management Plan and the Heritage Management Plan (WHMP Part 3) may be able to be consolidated to address legislative obligations under the EPBC Act and Heritage Act in one combined document. The Aboriginal cultural heritage significance identified in the Traditional Owners and First Peoples' Cultural Values report (WHMP Part 2) should inform all management documents for the site, and its assessment of heritage values could also be integrated into a consolidated WHMP as well as other planning documents. Additionally, the two area plans could potentially be consolidated into a single document.

Numerous other research and heritage reports have been prepared for the REB and CG and WHEA over time, which provide additional information on its history, attributes and management.

5.4 Site ownership and governance responsibilities

The management of the REB and CG and WHEA is spread across a number of organisations, as discussed in Section 1.3.

The Steering Committee is established under the Heritage Act, and provides strategic coordination for the management of the REB and CG and environs area between regulators and the different management organisations. Museums Victoria is responsible for day-to-day management of the Royal Exhibition Building and Exhibition Reserve, while the City of Melbourne is responsible for managing Carlton Gardens. The WHEA is a combination of private and public property. Individual site owners contribute to the management of the WHEA through their building management, while the City of Melbourne and the City of Yarra have regulatory oversight of the WHEA, and the

Executive Director of Heritage Victoria is a referral authority for particular developments. The RAP for the REB and CG and environs area, the WWCHAC, are the primary source of authority for decision-making about its Aboriginal cultural heritage.

5.4.1 Role and Membership of the Steering Committee

Within the current ownership and governance arrangements for the REB and CG, there are opportunities to increase coordination in site management and bring additional stakeholder input and expertise into the management system for the site. Improved structures for collaboration, input by independent experts and the community, and targeted sub-committees could all contribute to a more coordinated management framework.

Membership of Steering Committee and External Advisors

The Terms of Reference for the Steering Committee allow for the development of sub-committees, and the attendance of observers and advisors at the Committee's meetings. The opportunity to engage expert advisors from time to time could be considered by the Steering Committee, to support its work if the Steering Committee believes it could benefit from technical knowledge or guidance. Such experts might include heritage architects, landscape specialists, governance, public communication, business and/or tourism experts or specialists in other areas. Government or professional bodies may also be suitable to provide such input, for example Australia ICOMOS or the Victorian Design Review Panel. The WWCHAC is recognised as the RAP for the REB and CG, and should be involved in the management of the place. Inviting a member of the WWCHAC to be part of the Steering Committee would facilitate input from the Aboriginal community, as the primary source of authority and decision-making on their cultural heritage (see Section 5.6.2).

The Australian Government does not have a role on the Steering Committee. The Australian World Heritage Intergovernmental Agreement provides for the Commonwealth and state governments to enter into agreements about properties under state control. Currently, no such agreements exist in relation to the REB and CG. The Steering Committee could consider opportunities to establish an agreement between the Australian Government and the Victorian Government that will further support the management of the REB and CG, for example establishing a role for the Australian Government on the Steering Committee. This would support the Steering Committee's Strategic Vision Object 3 of collaborative and coherent site management for the REB and CG. Provision for occasional attendance by an Australian Government representative, or permanent inclusion on the Steering Committee, would ensure closer and more effective collaboration on the delivery of Australia's World Heritage Obligations. This would help

guide the development of proposals and site management decisions at the early stages, avoiding the risk of confusion or inappropriate proposals being referred for approval under the EPBC Act.

Communication and Administration

The community plays an important role in the management of the REB and CG. The Steering Committee should also ensure there is an avenue for communication with the community which it can use as a single voice to engage with the public. A dedicated email address should be established for the Steering Committee for this purpose. This could be followed by the development and implementation of a Consultation Strategy (see Section 5.6 for further discussion), with the findings of that plan to inform other opportunities for community engagement going forward.

The opportunity also exists to create a coordinating position which supports the work of the Steering Committee and management of the REB and CG, and functions as a single initial contact for the management of the site, such as an Executive Officer. This role could assist key stakeholders (including other government agencies) in navigating the management framework and manage the administration of the Steering Committee's email communication platform (among other things). The opportunity to seek funding for an Executive Officer role is discussed further at Section 5.5.1.

5.4.2 Governance Framework for REB and CG

The overarching governance framework for the REB and CG involves a coordinated approach to management shared by multiple parties. In addition to strengthening the role of the Steering Committee, there may be opportunities for future governance reform which will continue to strengthen the conservation of the site. As a long-term task a broader review should be undertaken of the governance framework the site, for example to identify if site management organisations have appropriate responsibilities and whether any should be redistributed.

5.5 Operational requirements and pressures

5.5.1 Funding and resources

Appropriate resourcing, both financial and staffing, is essential to the effective conservation, maintenance and management of the REB and CG.

Resources are recognised as one of the three key necessary elements of a management system for World Heritage properties by UNESCO.¹⁵ The REB and CG needs both a steady

and sufficient stream of funding to ensure the appropriate conservation and maintenance of the place, and a governance model that ensures its effective coordination and distribution between regulatory and managing organisations. Funding is essential to ensure Australia meets its obligations under the World Heritage Convention for the conservation, presentation and interpretation of the REB and CG's OUV. Resourcing is required for both ongoing maintenance and capital works projects, as well as interpretation and outreach. The implementation of the WHMP is reliant on obtaining the necessary funding to deliver the recommendations of this Overview Site Management Plan and the other parts of the WHMP. Without such implementation, the legislative requirements for the REB and CG will not be met, and the value of the management documents and systems put in place for the REB and CG will not be realised. Secure financial investment and resourcing is recognised in the Steering Committee Strategic Vision as a primary goal under *Objective 1—Advocate for the conservation and enhancement of the property's Outstanding Universal Value*.

The REB and CG and environs area is managed by several organisations, which are all funded under separate resourcing arrangements. Museums Victoria meets its objectives through funding from grants, self-generated income (e.g. fees and charges and rent revenue) and other income (e.g. interest income and donations). The grants comprise Victorian government appropriation, capital funding, and research and education grants.¹⁶ The City of Melbourne generates income through rates, fees and fines, grants, interest and other sources.¹⁷ Under the MoU between Museums Victoria and the City of Melbourne, the two organisations coordinate long-term financial planning and priorities for expenditure for the site.

Identifying Resourcing Needs and Allocating Funding

Identifying and drawing on all possible sources of revenue for the REB and CG is important for its ongoing resourcing and sustainability. Understanding the conservation, maintenance and capital works needs of the REB and CG is key to forecasting necessary funding, to ensure the place can be managed in accordance with Australia's World Heritage Obligations. A review of the site's funding needs should be undertaken as recommended at Section 4.9 of the Heritage Management Plan (WHMP Part 3), and the economic costs and benefits of the REB and CG to the Victorian and Australian community should be understood to plan for the site's financial needs and form a basis for advocating for new funding opportunities. The Strategic Vision of the Steering Committee identifies the need to 'ensure understanding of the economic value of the site'. As part of a review of the site's funding needs, an Economic Feasibility Study which identifies the economic value of the REB and CG could provide this baseline information. Similar reports have been prepared for other similar World Heritage properties, such as

Kingston and Arthur's Vale Historic Area on Norfolk Island.¹⁸ A study into the contribution of the Port Arthur Historic Site to the Tasmanian economy 'found that a 10 per cent increase in conservation spending increased visitor numbers by 1.1–1.4 per cent, with a two year lag between expenditure and increased visitor numbers'.¹⁹ This demonstrates that conservation spending brings economic benefits, as well as being the essential element of site management.

Following this review a Funding Strategy should be developed to guide financial planning for the future of the site, and help site management organisations obtain, distribute and coordinate resources for the REB and CG. Funding for the REB and CG comes from multiple organisations, and under existing arrangements there is a risk that the funding of the REB and CG and environs area, including works in the WHEA, is not coordinated toward the ultimate management goal of conserving, protecting and promoting the place's heritage significance. A Funding Strategy could help the Steering Committee to identify which projects should be prioritised for funding requests from different revenue streams, avoid duplication or competing requests to grants programs, and allow for targeted distribution of funding between the relevant agencies.

Based on a strong understanding of the REB and CG's needs, the Steering Committee should seek funding to deliver its responsibilities. The Steering Committee is responsible for implementation of the WHMP. This requires resourcing, both financial and in terms of staff time. The Victorian Government is responsible for the creation of the Steering Committee under the Heritage Act, and Heritage Victoria will seek funding to ensure the Steering Committee can meet its legislative responsibilities. Funding will also be provided by the site management organisations as part of the delivery of their management obligations.

The WHMP and WHEA Strategy Plan recommend additional responsibilities for the Executive Director of Heritage Victoria, for example as a Referral Authority under the Melbourne and Yarra Planning Schemes. This role is likely to bring with it further need to participate in statutory planning processes and appeals. These new responsibilities cannot be effectively delivered without appropriate resourcing, and if implemented Heritage Victoria should also seek appropriate funding for this work.

Funding Opportunities

The Steering Committee should also pursue other resourcing opportunities. The Australian Government provides occasional funding to National and World Heritage places through the Australian Heritage Grants Program and other ad hoc grants, for example the \$20 million provided for the Royal Exhibition Building Protection and Promotion Project. In addition to these revenue streams, Heritage Victoria should engage with the Australian Government about other resourcing to help it support meeting Australia's

World Heritage Obligations. The Australian Government provides ongoing funding on a rolling basis for the position of an 'Executive Officer' for several other World Heritage properties, including the Australian Convict Sites and Budj Bim Cultural Landscape. The Executive Officer helps coordinate management bodies and liaises with DCCEEW on issues such as Periodic Reporting. The complex organisational arrangements for REB and CG warrant Heritage Victoria pursuing a similar funding arrangement for the site with the Australian Government, and this could support the coordinated implementation of the WHMP across the management agencies.



Figure 5-4: View of Carlton Gardens and central Melbourne looking south from Royal Exhibition Building dome promenade lower deck.

Annual Commonwealth budget processes also provide an opportunity to seek new funding for the REB and CG. The Steering Committee should work together to prepare a list of clearly scoped and costed projects that can be presented to the Australian Government as financial investments in the REB and CG site, which offer value for money and deliver Australia's World Heritage obligations. This will maximise the opportunity for the REB and CG to obtain funding when resources are available.

Self-generated revenue from tourism and events is an existing income stream for the REB and CG. Opportunities may exist to expand these revenue streams further, for example with high-end visitor offerings, financial sponsorships of the site and its programs. The Steering Committee could collaborate with expert tourism and visitor experience advisors to identify creative solutions which respond to the constraints and opportunities of the REB and CG site.

The Australian Government has tax incentive schemes that benefit cultural institutions. For example, donations to cultural institutions are generally tax-deductible if they have deductible gift recipient status, and organisations can apply to be on the Australian Government's Register of Cultural Organisations which lists such organisations to assist donors.²⁰ For public institutions, the Australian Government's Cultural Gifts Program also offers tax incentives to donors who donate cultural items to public art galleries, museums, libraries and archives. The Steering Committee should pursue these options to maximise funding opportunities for the REB and CG.

5.5.2 Works approval processes

Any works or actions in the REB and CG and environs area need approval. Museums Victoria and the City of Melbourne are responsible for the day-to-day management of the REB and CG, and so are the primary parties undertaking works at the REB and CG. Before staff undertake any works, they are first considered internally by the relevant decision-makers inside those organisations. Works must then obtain all necessary external statutory approvals from regulators and under legislation.

Other individuals or organisations which are not part of the site management organisations for the REB and CG and environs area may also undertake works which could affect the site. In these cases, the relevant processes for works approvals are the statutory approvals processes laid out under legislation, although the same fundamental principles of heritage impact assessment and guiding management documents (e.g. the Burra Charter process, the WHMP and WHEA Strategy Plan) apply.

These processes are outlined in Figure 5-5 and Figure 5-6, followed by a detailed explanation.

Section 4.6 of the Heritage Management Plan (WHMP Part 3) discusses incorporating heritage into decision-making processes, including when to obtain expert advice and confirming external approval requirements.

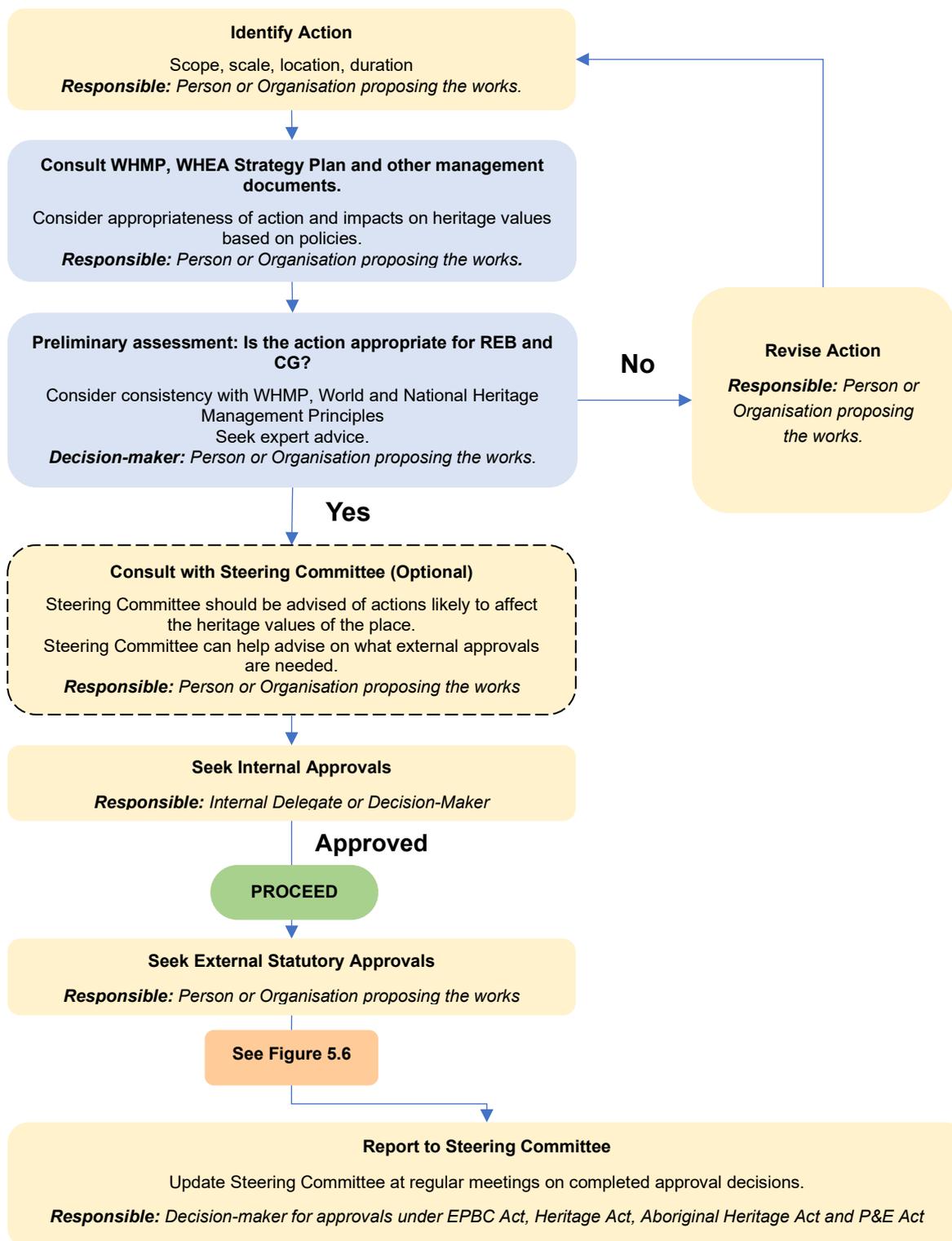


Figure 5-5: Internal site management organisation works approval process steps for REB and CG.

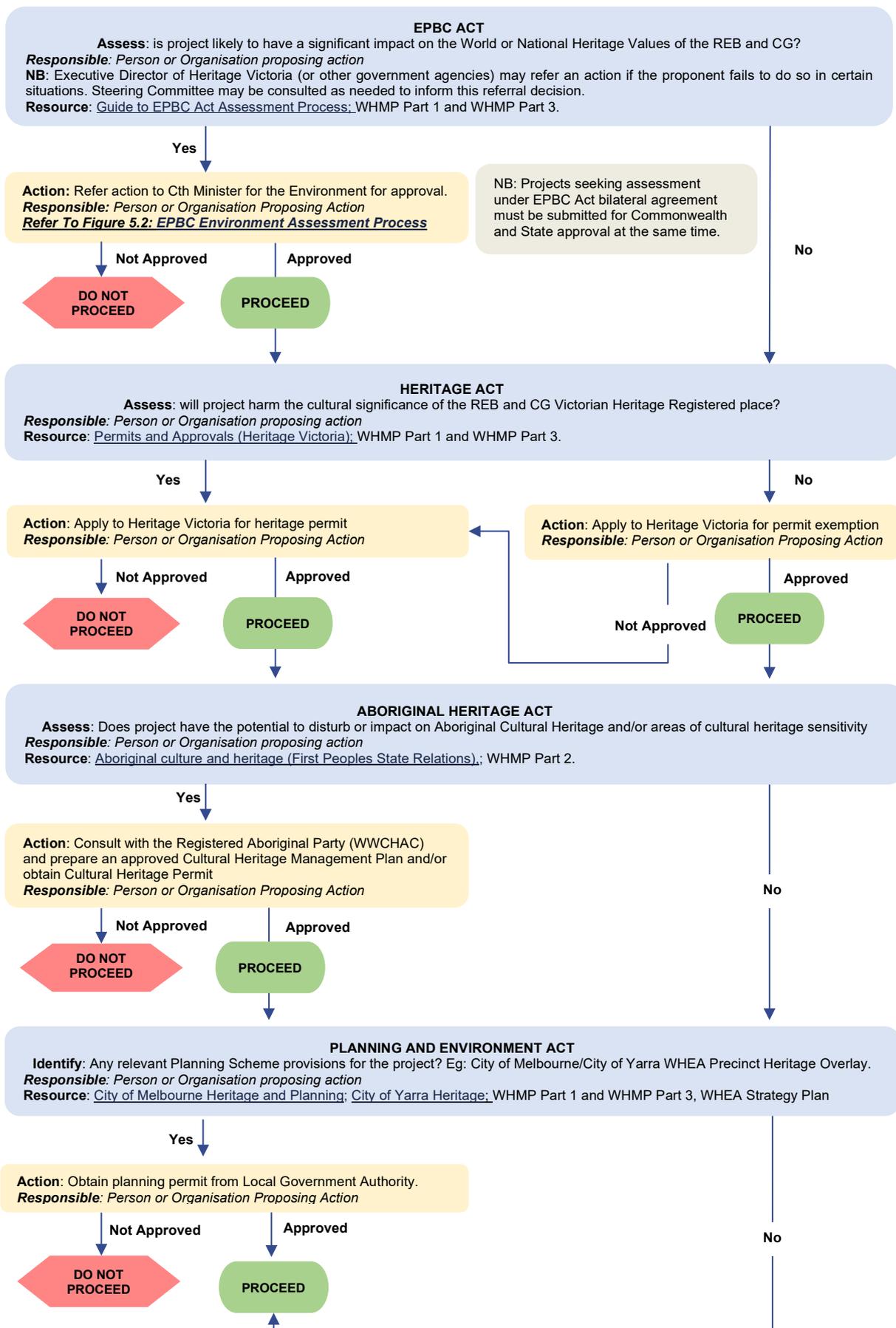


Figure 5-6: External approvals process for works at REB and CG and environs area.

Site Management Organisations' Approvals Process

The first phase of works approvals at the REB and CG for site management organisations is obtaining approval from internal decision-makers. Once the scope of the proposed works is defined, the person or organisation proposing to undertake an activity should consider its appropriateness with reference to the management documents for the REB and CG, such as the WHMP and the WHEA Strategy Plan. If the activity is clearly inappropriate for the REB and CG at this early stage, the works should be revised. If not, the proposed activity can progress to receive any internal approvals, followed by external statutory approvals if needed. The Steering Committee should consider supporting this process through the development of a brief standardised internal 'self-assessment' form that could be used by all site management organisations when they are preparing a new project. This would provide guidance and key questions to consider before undertaking works and would ensure consistency in decision-making about heritage approvals for the REB and CG.

Statutory Approvals Process

The statutory approvals processes for works at the REB and CG and environs area are established under various pieces of legislation, as discussed at Section 5.2. Under these processes, multiple approvals may be required from different authorities before works can be undertaken. This reflects Australia's 'tiered' system of heritage regulation, where levels of government are responsible for the oversight of places of equivalent significance; that is, federal government for places of World and national significance, state government for places of state significance, and local government for places of local significance. Figure 5-6 demonstrates the sequence of statutory approvals that may be needed for works, noting that some of these could sought simultaneously.

Regulators for the REB and CG can in some cases require that a project seeks additional statutory approvals before proceeding. For example, in some cases the Executive Director of Heritage Victoria can choose to refer an action being taken by a third party for approval under the EPBC Act (see Section 5.2.2). If a local government is concerned that an action needs approval under the EPBC Act, it can also raise the matter with DCCEEW, which may contact the proponent to ensure they are aware of their obligation to refer.

State Projects in Victoria may be exempt from provisions of local planning schemes in certain scenarios. Heritage Victoria frequently engages on these projects, and the Steering Committee will continue to consider the integration of heritage into the management of State Projects, working alongside other Government agencies to achieve this.

Steering Committee Notification

Currently the Steering Committee is not included in the decision-making and approvals process. Members of the Steering Committee should communicate with the Committee about works approvals, to support it in protecting and conserving the heritage values of the REB and CG.

There are two situations where the Steering Committee could be notified about projects have potential to impact or may be perceived to impact any identified heritage values of the REB&CG or the WHEA. These are:

- when a member of the Steering Committee is proposing to undertake works, and
- when a member of the Steering Committee has received a statutory works approval application from a third party in their role as a regulator.

In both circumstances, site management organisations could notify the Steering Committee of actions or issues they think have the potential to impact on the heritage values of the REB and CG or the WHEA.

For actions being undertaken by a member of the Steering Committee, the Committee could provide advice or support if needed, for example to help resolve the best conservation approach. In particular, site management organisations may wish to seek advice from the Steering Committee when determining whether an action they are proposing is likely to have a significant impact on the National and World Heritage values of the REB and CG, and so needs referral under the EPBC Act (see Section 5.2.2 for detail on EPBC Act processes).

For actions being undertaken by a third party, the Steering Committee could be notified to ensure all members are aware of upcoming projects which may affect the REB and CG, with any issues to be discussed among the Committee. Members of the Steering Committee who have a statutory approval role for the project being discussed may need to recuse themselves for these discussions. For example, any consultation with the Steering Committee prior to permits being issued under the Heritage Act would be undertaken in such a way so as not to be pre-emptive or conflict with the decision-making powers of the Executive Director of Heritage Victoria. If the Steering Committee is concerned a third party may need to refer an action under the EPBC Act, the Committee can contact DCCEEW for advice. DCCEEW is able to contact the proponent to discuss the action further if needed.

Expert advisors (see Section 5.4.1) could also be consulted on projects if further guidance was necessary.

Works approval and referral application outcomes should also be reported to the Steering Committee after any external approvals are obtained, in line with the Committee's

responsibility for implementing the WHMP and reporting to the Victorian Minister for Planning.

5.5.3 Site access and usage

The REB and CG and environs area is generally publicly accessible, although this access is subject to some constraints, and it is used for a variety of purposes and activities.

The Royal Exhibition Building itself is accessible via tours leaving from the Melbourne Museum. It is used for public purposes including events and exhibitions, examinations, and as a vaccination hub in 2021 and 2022 during the COVID-19 pandemic. However, apart from these situations the Royal Exhibition Building is not freely accessible for the public to enter at any time and move around the building. The Royal Exhibition Building Protection and Promotion Project was undertaken with a purpose of increasing accessibility to the building. It involves opening new interpretation space in the southern basement area of the building, and a lift has been installed to take visitors to a viewing area on the gallery level inside the building, and then to the dome promenade area over the south transept.

The Exhibition Reserve and Carlton Gardens are both publicly accessible spaces and used for a variety of formal and informal activities. Within the Exhibition Reserve is the Royal Exhibition Building, Melbourne Museum, as well as the Museum Plaza and the surrounding spaces. The Museum Plaza and surrounding spaces are used for events and activities, as well as recreation and transit. Carlton Gardens is similarly used by the community for events as well as informal recreation and relaxation in its gardens, open spaces and facilities.



Figure 5-7: Playground in use in Carlton Gardens North.

The ability for the public to experience and interact with the site is important to presenting and transmitting its OUV in accordance with Australia’s World Heritage Obligations. Opportunities to further expand public access to the site should be encouraged, particularly for the Royal Exhibition Building itself. Open days and other free community events may increase the ability for the public to enjoy both the interior of the Royal Exhibition Building and the surrounding gardens, including opportunities for free access to the dome promenade. Such activities would need to be delivered in a way which avoids impacts to the heritage attributes of the site.

5.5.4 Urban development

The Operational Guidelines note that effective management includes managing the broader setting of a site, because of its role in supporting a site’s Outstanding Universal Value.²¹ Similarly, UNESCO recognises in *Managing Cultural World Heritage* that the heritage values of a property are the primary parameters for defining the physical areas that management strategies need to address, and the area needing management for a World Heritage property may extend beyond its identified boundary.²² These principles mean that managing the WHEA as the broader setting of the REB and CG is an important part of its effective conservation. Management of the WHEA should be sufficiently flexible to accommodate the daily life of the area while maintaining a high standard of conservation management.

The location of the REB and CG within the centre of Melbourne brings with it opportunities, as well as pressures on the heritage values. Urban development around the REB and CG is increasing, particularly high-rise developments to the south, including within the WHEA. These developments put pressure on the heritage values of the REB and CG and the authenticity of its setting. The cumulative impacts of urban development over time, particularly visual impacts, are often difficult to identify and regulate under existing statutory mechanisms. Along with built form development, street fabric and infrastructure works occur in the immediate surroundings of the REB and CG. These works can result in small-scale cumulative impacts to the heritage values of the REB and CG over time, affecting the condition, integrity and authenticity of its heritage values.



Figure 5-8: High-rise development in the WHEA. Building at centre of image is under construction on corner of Exhibition and La Trobe streets (October 2022).

The WHEA Strategy Plan has been prepared to address these issues, with a purpose of setting out 'strategies for the appropriate use and development of the WHEA in order to ensure that the World Heritage values of the listed place are protected and managed.'²³ The WHEA Strategy Plan provides guidance on planning controls for the WHEA, as well as

making recommendations to strengthen its protection and management. In addition, the WHEA Strategy Plan provides an analysis of the significant views and visual catchment within the WHEA.

As discussed in Section 5.2.3, urban development in the areas surrounding the REB and CG is primarily regulated under the Melbourne and Yarra Planning Schemes. Each of these schemes imposes several heritage and design overlays which are regulated by the relevant local government. The Melbourne and Yarra Planning Schemes are informed by the WHEA Strategy Plan. Together, the Schemes and the WHEA Strategy Plan provide a system which assists in managing cumulative impacts in the WHEA. Rather than prescriptive, quantitative controls, each proposal must meet the objectives of the Design and Development Overlays and heritage policies. The objectives of the WHEA Strategy Plan have guided the development of built form requirements in the planning schemes (such as building heights) which are considered appropriate and avoid detrimental impacts to the REB and CG.

The WHEA Strategy Plan notes that while some of these overlays are specifically targeted at managing the impacts of urban development on the World, National and local heritage values of the site, other provisions make incidental contributions to protecting the heritage values, without this being their primary focus. The division in regulatory responsibility for the WHEA between two local governments, without an overarching decision-making authority, creates a risk of lack of coordination in management within the WHEA. Over time, this could lead to a degradation of the consistent streetscape character and visual catchment which was the basis of establishing the WHEA as a whole, connected zone. The recommendations in the WHEA Strategy Plan are targeted at addressing these issues. Revisions are also proposed in the WHEA Strategy Plan to further address height controls and make the Executive Director of Heritage Victoria a determining Referral Authority under the City of Melbourne and Yarra Planning Schemes for applications for new buildings 11 metres or higher, or additions to existing buildings that would increase its height to 11 metres or more. These revisions will directly contribute to heritage protections for the REB and CG and environs area.

The WHEA was inscribed by the World Heritage Committee to assist in conserving and protecting the REB and CG, identifying the important contribution of the historic urban character of the surrounding area to the REB and Carlton Gardens. As noted in the WHEA Strategy Plan, the WHEA's division into areas of Greater and Lesser Sensitivity creates a further distinction within the WHEA as to its apparent importance in the management of the REB and CG's heritage values. In practice, this may create a perception that development pressures within the area of Lesser Sensitivity are unlikely to impact on the REB and CG and require less oversight, and the WHEA Strategy Plan recommends removing the distinction between the two areas.

5.5.5 Sustainability and climate change

Sustainable development and management of the site is important to achieving the objective of conserving its heritage significance for current and future generations. This involves balancing environmental, cultural, social, and economic demands to deliver intergenerational equity — meeting the needs of current generations without compromising the needs of future generations. The EPBC Act provides the following principles of ecologically sustainable development, which give guidance for managing the environment and are taken into account by the Commonwealth Minister for the Environment when approving actions under the EPBC Act.²⁴

- (a) decision-making processes should effectively integrate both long-term and short-term economic, environmental, social and equitable considerations;
- (b) if there are threats of serious or irreversible environmental damage, lack of full scientific certainty should not be used as a reason for postponing measures to prevent environmental degradation;
- (c) the principle of inter-generational equity--that the present generation should ensure that the health, diversity and productivity of the environment is maintained or enhanced for the benefit of future generations;
- (d) the conservation of biological diversity and ecological integrity should be a fundamental consideration in decision-making;
- (e) improved valuation, pricing and incentive mechanisms should be promoted.²⁵

The impacts of a changing climate will increasingly affect both cultural and natural heritage values throughout Australia and internationally. Climate change is a potential pressure on the condition and integrity of the heritage fabric of the REB and CG. In 2021 CSIRO undertook an investigation on the risks of climate change to Australia’s World Heritage properties. This report identified key risks to the REB and CG as including:

- Premature death of trees and other plants
- Storm damage to vegetation and infrastructure
- Loss of amenity and visitors due to heat and storm events
- Accelerated deterioration of physical building fabric and shortening of maintenance cycles.

The Carlton Gardens is likely to be affected by increasing temperature and weather event extremes, affecting the health and viability of different vegetation species and water sources—additional discussion of this is addressed in Carlton Gardens Master Plan (WHMP Part 4). The built fabric of the REB and CG is at risk from extreme weather events such as floods and storms, as well as more insidious threats such as fungal and plant growth and structural impacts from temperature fluctuations.²⁶ The REB and CG is vulnerable to

these risks, which need to be identified and planned for. Action should be taken to further research and identify risks to the REB and CG and WHEA, and adopt, implement and fund measures to address these risks. Monitoring the condition of the fabric and heritage values of the REB and CG will provide an important baseline to plan for change.



Figure 5-9: Garden beds in Carlton Gardens showing diverse species used in the Gardens.

5.5.6 Information management

Effective management of information is important to support evidence-based decision-making for the REB and CG. The Heritage Management Plan (WHMP Part 3) discusses the extent of information available for the REB and CG, including in the Royal Exhibition Building Collection and Royal Exhibition Research Archive.

Information about the site is an essential element of establishing an effective management system. Understanding the state of conservation of the REB and CG's heritage attributes and values, change that has occurred over time, and the needs and pressures on the site are all pieces of information which are needed to determine whether a management system is working effectively and meeting Australia's obligations under the World Heritage Convention. Regular monitoring and reporting will ensure this information can be gathered and shared between site management organisations.

The extensive history of management of the site as well as its complex ownership and management responsibilities warrant a consistent and accessible method of information management that can be accessed by all parties. Existing information about the REB and CG, including heritage reports, historic records, photographs and architectural drawings, are all valuable resources which should be collated and stored, to offer a comprehensive suite of documentation relating to the design, construction and history of the site. Making this information accessible to all bodies that have management and decision-making responsibilities will ensure that all decision-making occurs with a shared baseline of understanding. In addition to recording the site prior to undertaking changes, this information would serve as a useful reference tool, particularly for potential future interpretation opportunities.

Effective and accessible information management will also strengthen community engagement with the site, empowering the community to feel engaged and informed about the management of the site. A public-facing element to this information management system, such as using the REB and CG website, would complement an internal information management system.

5.5.7 Future aspirations

Among the management organisations for the site, future aspirations and strategic proposals are identified which will interact with the heritage values of the property through their development.

The Steering Committee has prepared a draft Strategic Vision 2022—2025 for its role in the management of the site, to be finalised in 2022. Out of this vision, the Steering Committee has identified 4 draft objectives:

- Objective 1: Advocate for the conservation and enhancement of the property's Outstanding Universal Value.
- Objective 2: Strengthen community understanding, appreciation and participation with all values at the site, including its Outstanding Universal Value and values other than World Heritage values.
- Objective 3: Ensure collaborative and coherent site management, including management of the World Heritage Environs Area 'buffer zone', in accordance with the World Heritage Management Plan.
- Objective 4: Ensure the Steering Committee governance and operating environment is robust, transparent, equitable and accountable.

These objectives are complimentary to the goals and policies of the WHMP and reflect the REB and CG's nature as a site of international heritage significance.

The other parts of the WHMP identify additional future goals for the site. The Traditional Owners and First Peoples' Cultural Values Report (WHMP Part 2), provides recommendations for the increased recognition and engagement with the identified stories, values and places of Aboriginal cultural heritage significance. Carlton Gardens Master Plan (WHMP Part 4) presents aspirations for a site that continues to be managed primarily as a passive recreation space, meeting contemporary public open space needs and promoting the heritage of the site to provide a positive visitor experience. For the Exhibition Reserve, the Exhibition Reserve Master Plan (WHMP Part 5) presents a future vision for a place that is a major cultural destination for visitors and locals as well as a space that supports an array of informal uses.

Overall, future aspirations for the site relate to the improved governance, interpretation and communication of its heritage significance, as well as maintaining its activation and use as a living place frequently by the community

5.6 Community engagement

5.6.1 Consultation and communication

There is strong community interest and engagement in the management of the REB and CG and environs area. A variety of individuals and community groups have an interest in the place, including the Aboriginal community, workers, tourists, local visitors, families, sports clubs, staff and local Carlton and Fitzroy residents. The REB and CG is significant to the community, and they expect consultation and transparency in site management.

This high level of community engagement is visible in the outcomes of consultation and engagement processes undertaken on the Review of the REB and CG WHMP by the Steering Committee in from 2020 onwards, in accordance with the requirements of the Heritage Act. The initial consultation period at the commencement of the review process received over 500 online submissions and 37 virtual forum attendees, with substantive feedback provided on the structure and content of the WHMP.²⁷ The majority of participants were from metropolitan Melbourne. Consultation processes have also been undertaken on the other parts of the WHMP.

The Victorian Government has an established public consultation guide titled 'Public Engagement Framework 2021–2025'. The framework provides principles, a how-to guide and measures for engagement evaluation, and the Victorian Government's 'Engage Victoria' website has been used as the host page for engagement on the Review of REB and CG WHMP project to date. The eight key steps of the how-to guide are:

- 1 DEFINE the purpose of the engagement.

- 2 UNDERSTAND stakeholder and community interests, values and opportunities for engagement.
- 3 DESIGN an appropriate engagement process.
- 4 DELIVER genuine, inclusive and respectful engagement.
- 5 REVIEW and interpret the engagement information and data.
- 6 APPLY the outcomes of the engagement to inform the decision-making process.
- 7 REPORT feedback and 'close the loop' on the public engagement.
- 8 EVALUATE the success of the engagement and share lessons learnt.²⁸

The City of Melbourne hosts the 'Participate Melbourne' website, where information on consultation for the Carlton Gardens Master Plan was provided.

The Steering Committee and relevant management organisations make sure that all regulatory requirements for public consultation are met, in particular under the Heritage Act and EPBC Act, by making draft management plans and other documents publicly available and inviting feedback. The processes for public consultation set out in Division 3 of Part 9 of the Heritage Act apply to the WHMP, including notification of the draft WHMP being prepared, receipt of public submissions, and consideration of those submissions by the Steering Committee. In addition, the Steering Committee membership includes representation from the National Trust of Australia (Victoria) in a 'community advisor' position.

While consultation with the broader community is undertaken regularly as part of the management of the place, the REB and CG does not have an overarching communications or consultation strategy tailored to the needs of the site. Consultation methods are dictated by the statutory requirements of each engagement process and consultation on management planning documents is occasional and cyclical—outside of these circumstances there is no regular consultation avenue for the community. The multiple agencies associated with the management of the REB and CG create confusion about the best point of contact for community concerns, which are sometimes duplicated or not clearly communicated between agencies. As discussed at Section 5.4.1 a single email address for the Steering Committee is the first step to clarifying this issue.

As a next step after establishing a Steering Committee email address, a Consultation Strategy for the REB and CG should be developed, informed by the general provisions of the Victorian Government Public Engagement Framework. This Strategy would provide the community with a clear understanding of what to expect from consultation processes and how their input will be incorporated into decision making. It could also identify key management or decision points where community feedback should be sought, and provide guidance on the scale and scope of engagement required for different consultation processes, including engagement with the Aboriginal community.

Transparency in decision-making could also be improved by comprehensive reporting on the management of the site and publication of these reports. In addition to the statutory reporting requirements under the Heritage Act, EPBC Act and World Heritage Convention, an annual report by the Steering Committee on the management of the REB and CG could be made publicly available after approval by the Victorian Minister for Planning.

5.6.2 Aboriginal Community Engagement

Aboriginal people are the primary source of authority on their cultural heritage and values, and Aboriginal community engagement is essential to delivering on this principle. The World Heritage Convention and EPBC Act state the importance of recognising and managing all elements of natural and cultural heritage, while the Operational Guidelines state that an effective management system can include:

- (a) a thorough shared understanding of the property, its universal, national and local values and its socio-ecological context by all stakeholders, including local communities and indigenous peoples;
- (b) a respect for diversity, equity, gender equality and human rights and the use of inclusive and participatory planning and stakeholder consultation processes.²⁹

The WWCHAC is recognised as the RAP for the REB and CG, and must be consulted with under the *Aboriginal Heritage Act 2006* in relation to specific issues. The Traditional Owner and First Peoples' Cultural Values Report (WHMP Part 2) also identified that there are other Aboriginal people with a connection to the place and its broader context.

Consultation with the WWCHAC and broader Aboriginal community with interests in the REB and CG and environs area should occur as part of the management of the place, particularly in relation to future development and change, including the introduction of new design components to the area. Early and substantive engagement should ensure the Aboriginal community leads decision-making on matters in relation to their cultural heritage, and contribute to the broader site management, including an invitation for the WWCHAC to be involved with the Steering Committee. The Aboriginal cultural values identified at the site in the Traditional Owner and First Peoples' Cultural Values Report (WHMP Part 2), and requirements to manage all the heritage values of the place warrant a permanent and ongoing position for the WWCHAC in the management of the REB and CG and WHEA. This should be supported by the Consultation Strategy discussed above, which identifies how and when the broader Aboriginal community should be consulted.

Guidance frameworks for consultation and engagement with Aboriginal communities include the Australian Heritage Council's 'Ask First' guidelines, and the Victorian Department of Environment, Land, Water and Planning's document 'Pupangarli

Marnmarnepu 'Owning Our Future' Aboriginal Self-Determination Reform Strategy 2020-2025' (2019). These documents should inform the development of the Consultation Strategy.

The Traditional Owner and First Peoples' Cultural Values Report (WHMP Part 2) provides further detail on how the Aboriginal community was consulted in the preparation of that report, including opportunities for interpretation, community inclusion and the incorporation of Aboriginal language into signage and place naming.

5.7 Interpretation and education

Interpretation is an essential part of the conservation process as defined by the Burra Charter, and a requirement for World Heritage properties under the World Heritage Convention.³⁰ The term interpretation means 'all the ways of presenting the cultural significance of a place'. This includes the treatment of heritage fabric through maintenance, restoration, etc, as well as the use of a place and the introduction of explanatory material, events and activities.³¹

The active interpretation of heritage places supports community recognition, enjoyment and understanding of the site's heritage values and significance. Interpretation can also be a useful tool in explaining the layers of change at a heritage place.³² Importantly, the maintenance and retention of the attributes of the heritage place fulfils an interpretive role in itself. Opportunities for education and promotion of the REB and CG's heritage significance also contribute to the interpretation of its values, and consequently their conservation and celebration for current and future generations.

5.7.1 Existing Interpretation and promotion of values

Existing interpretation of the REB and CG includes the following:

- guided tours of the building;
- self-guided tours which include Exhibition Reserve, Carlton Gardens and the immediate urban area surrounding the Gardens;
- interpretive signage and displays inside and outside the building;
- occasional events such as exhibitions, conferences, shows and displays; and
- online materials including the Royal Exhibition Building website and collection, hosted by Museums Victoria.



Figure 5-10: Interpretation sign outside the southern entrance of the Royal Exhibition Building.

These interpretive devices are distributed across the site and on online sources in different locations. The recently reopened dome promenade walk offers a further interpretive experience, including a new interpretation space in the basement of the building, a viewing location in the gallery, and a viewing platform on the roof of the building.

Events such as the use of the building and Carlton Gardens for exhibitions, conferences and festivals also interpret and promote its significance, reflecting and strengthening the significance of the site as a venue designed and promoted for hosting significant events.

Museums Victoria has prepared a Heritage Interpretation Plan (2019) for the Royal Exhibition Building Protection and Promotion Project, which has a particular focus on interpretation through the dome promenade experience. The WHEA Strategy Plan also recommends the development of a WHEA Interpretation Strategy.

Although the Royal Exhibition Building is accessible through tours and events, it is not freely accessible to the public at all times. This remains a challenge for communicating values and fostering public participation in the place. The WHEA has little interpretation to indicate its status as the buffer zone for the REB and CG or its contribution to the heritage values of the site.

5.7.2 Opportunities for future interpretation and promotion

Opportunities exist to expand and coordinate the interpretation and promotion of the REB and CG’s heritage significance. Each part of the WHMP identifies targeted opportunities and areas of focus for the interpretation of the place. At an overarching level, the following interpretive opportunities could contribute to the communication of the site’s values.

- **Interpretation Strategy**—A comprehensive long-term interpretation strategy for the entirety of the REB and CG and environs area, including the WHEA, would provide for consistent communication of the significance of the place to all users and visitors. This could consolidate the recommendation of the WHEA Strategy Plan to prepare an WHEA Interpretation Strategy, and the findings of the existing Protection and Promotion Project Heritage Interpretation Plan, including drawing on the interpretive themes already identified in that plan.
An interpretation strategy for the whole place would ensure that there is a consistent, authoritative approach to interpretation across the REB and CG and the WHEA and that it is used by all site management organisations. It would ensure that important historic themes can be effectively communicated and reinforced through coordinated messaging across the site and establish a defining visual style. This would create a coherent sense of place for the audience, connecting the Royal Exhibition Building, the Carlton Gardens and the WHEA together as one identifiable, outstanding heritage place, embedded in its urban setting. Improved visitor understanding of the history, function and significance of the REB and CG will have the benefit of increasing community buy-in to its management and conservation, and to the concept of the WHEA.
- **Wayfinding and signage**—A wayfinding and signage strategy should be prepared, complementing the Interpretation Strategy, to be used for developing a consistent system of appropriate signage across the REB and CG and environs area. Existing management documents do provide guidance on wayfinding, but as with interpretation planning there is not a consistent guiding document for the whole site. Effective wayfinding and signage enhances the sense of place, and orients, guides and engages visitors, adding a valuable layer of meaning and experience to the REB and CG.
- **REB and CG website/online presence**—A single authoritative website or online presence for the REB and CG World Heritage Property would improve the effective communication of its heritage significance, particularly for the national and international community. Currently information about visiting, interpretation, management documents, collections and governance is spread across multiple

websites; for example, the management documents are hosted on Heritage Victoria’s website, information about visiting the Royal Exhibition Building is on Museums Victoria’s website, and there is no single webpage to refer to for the WHEA. Adding additional materials and key information to the website would improve understanding of the significance and management of the site, and present new opportunities for hosting digital interpretation.

- **Integration of significance into events**—The REB and CG was constructed as a space for exhibitions and community activity. Events which are hosted in and around the building provide a unique opportunity to communicate and promote the heritage significance of the site to visitors, both as a historic venue but also other aspects of its significance such as the Aboriginal cultural values of the site.
- **Education programs**—The connection between Melbourne Museum and the REB and CG provides a unique opportunity to develop and deliver education programs about the place. Families, tourists and school groups who visit the Museum could experience targeted displays, activities and educational resources to be used on and off-site that promote the place’s significance.

These interpretive opportunities would need funding and coordination across the management organisations for the REB and CG as part of Australia’s World Heritage obligations (see Section 5.5.1).

5.8 Endnotes

- ¹ Department of the Environment and Energy 2018. *Australian Convict Sites Strategic Management Framework 2018*, Australian Government, page 6.
- ² Australian Government 2009. Australian World Heritage Intergovernmental Agreement. Department of Environment, Canberra.
- ³ Australian Government 2009. Australian World Heritage Intergovernmental Agreement. Department of Environment, Canberra, section 3.
- ⁴ Australian Government 2009. Australian World Heritage Intergovernmental Agreement. Department of Environment, Canberra, section 4.
- ⁵ EPBC Act, section 3.
- ⁶ Department of Climate Change, Energy, the Environment and Water, ‘About the EPBC Act’, viewed 22 July 2020 at <https://www.environment.gov.au/epbc/about>
- ⁷ Department of Climate Change, Energy, the Environment and Water, ‘Glossary’, viewed 22 July 2020 at <http://www.environment.gov.au/epbc/about/glossary#significant>
- ⁸ EPBC Act, sections 12, 15B.
- ⁹ EPBC Act, section 68.
- ¹⁰ EPBC Act, sections 69, 71.
- ¹¹ EPBC Act, section 70.

- ¹² Department of the Environment 2013. 'Matters of National Environmental Significance Significant Impact Guidelines 1.1 Environment Protection and Biodiversity Conservation Act 1999', Australian Government, page 2.
- ¹³ Department of the Environment 2013. 'Matters of National Environmental Significance Significant impact guidelines 1.1 Environment Protection and Biodiversity Conservation Act 1999', Australian Government, pages 17, 21.
- ¹⁴ Parliament of Australia 2020. 'Environment Protection and Biodiversity Conservation Amendment (Streamlining Environmental Approvals) Bill 2020', accessed 8 April 2022 at https://www.aph.gov.au/Parliamentary_Business/Bills_Legislation/bd/bd2021a/21bd018#_ftnref16
- ¹⁵ UNESCO 2013. *Managing Cultural World Heritage*, page 64.
- ¹⁶ Museums Victoria, 'Annual Report – 2020-21', page 58, accessed 12 April 2022 at <https://museumsvictoria.com.au/about-us/corporate-documents/>
- ¹⁷ City of Melbourne. 'Annual Report – 2020-21', p 255, accessed 12 April 2022 at <https://www.melbourne.vic.gov.au/about-council/our-performance/Pages/annual-report.aspx>
- ¹⁸ Centre for International Economics 2017. *KAVHA Economic Feasibility Study*, prepared for Department of Infrastructure and Regional Development.
- ¹⁹ Centre for International Economics 2017. *KAVHA Economic Feasibility Study*, prepared for Department of Infrastructure and Regional Development, page ix.
- ²⁰ Department of Infrastructure, Transport, Regional Development and Communications, 'Register of Cultural Organisations', accessed 29 April 2022 at <https://www.arts.gov.au/what-we-do/cultural-heritage/register-cultural-organisations>
- ²¹ UNESCO World Heritage Centre 2021. *Operational Guidelines for the Implementation of the World Heritage Convention*, paragraph 112, accessed online 11 October 2002 at <https://whc.unesco.org/en/guidelines/>
- ²² UNESCO 2013. *Managing Cultural World Heritage*, page 13, accessed 11 October 2022 at <https://whc.unesco.org/en/managing-cultural-world-heritage/>
- ²³ Draft Review of the World Heritage Strategy Plan for the Royal Exhibition Building & Carlton Gardens World Heritage Environs Area (Prepared by Hansen Partnership Pty Ltd and HLCD Pty Ltd for the Department of Environment, Land, Water & Planning, 2021)
- ²⁴ EPBC Act, section 136
- ²⁵ EPBC Act, section 3A
- ²⁶ Historic England, 'What Are the Effects of Climate Change on the Historic Environment?' accessed 12 April 2022 at <https://historicengland.org.uk/research/current/threats/heritage-climate-change-environment/what-effects/>
- ²⁷ Department of Environment, Land, Water and Planning, 2020 'Review of the Royal Exhibition Building and Carlton Gardens World Heritage Management Plan: Community consultation summary report', page 4.
- ²⁸ Victorian Government 2021. 'Public Engagement Framework 2021–2025', page 14.
- ²⁹ UNESCO World Heritage Centre 2021. *Operational Guidelines for the Implementation of the World Heritage Convention*, para 111, accessed online 11 October 2002 at <https://whc.unesco.org/en/guidelines/>
- ³⁰ Australia ICOMOS 2013. *The Burra Charter: the Australia ICOMOS Charter for Places of Cultural Significance*, 2013, Australia ICOMOS Inc, Burwood, VIC, 2000, Article 14.
- ³¹ Australia ICOMOS 2013. *The Burra Charter: the Australia ICOMOS Charter for Places of Cultural Significance*, 2013, Australia ICOMOS Inc, Burwood, VIC, 2000, Article 1.17.
- ³² Australia ICOMOS 2013. *The Burra Charter: the Australia ICOMOS Charter for Places of Cultural Significance*, 2013, Australia ICOMOS Inc, Burwood, VIC, 2000, Article 15.

6 Conservation principles and policies

6.1 Background

Section 5 of this plan discusses constraints and opportunities for the REB and CG and its environs. The following conservation framework facilitates positive heritage outcomes and provides guidance on managing potentially conflicting objectives.

The conservation principles set out in the framework provide an overarching philosophy for the management of the site, while the policies seek to:

- retain the cultural significance of the place, including its significant character, elements and fabric, as well as its relationship to its wider setting; and
- provide recommendations for the conservation (including adaptation) of areas, elements and fabric of the place.

6.1.1 Relationship between policies in World Heritage Management Plan parts

The REB and CG is subject to management guidance and policies in several documents, including the other four parts of the WHMP. The conservation policies set out in this section are intended to give high-level, overarching guidance that is applicable to the entire REB and CG and environs. They are not intended to replace or duplicate the policies and guidelines in the other parts of the WHMP. The policies and guidelines in the different parts of the WHMP give detail on specific topics and work together to create a complete suite of guidance material for the REB and CG and WHEA.

As recognised in UNESCO's Operational Guidelines, managing the setting of a site is part of effective conservation, so this plan also provides high-level guidance on management for the WHEA. This guidance complements the information and recommendations in the WHEA Strategy Plan, which provides strategies for the use and development of the WHEA, with a particular focus on views and vistas and local planning controls.

Together the five parts of the WHMP form the complete WHMP, to be adopted by the Steering Committee and approved by the Victorian Minister for Planning (see Section 1.3).

The policy areas covered by each part of the WHMP are outlined in Table 6-1. While the WHEA Strategy Plan is not a part of the WHMP, its policy areas and recommendations also provide guidance for the management of the place, so are also included in the table.

This table identifies the areas of the WHMP and WHEA Strategy Plan which provide policy guidance and recommendations on management areas, noting that some parts of the WHMP and WHEA Strategy Plan also provide background information on the site that overlaps.

Table 6-1: Summary of policy areas covered by each part of the WHMP.

Policy Area	WHMP Part 1	WHMP Part 2	WHMP Part 3	WHMP Part 4	WHMP Part 5	WHEA Strategy Plan
Conserving Significance	Section 6.3.2: Policy Area 1	Section 4.6	Section 3	Section 4.1-4.4	Section 4: Principle 2	Section 9
Governance	Section 6.3.2: Policy Area 2	not covered	Section 4.2	not covered	not covered	Section 9.6
Funding and Resourcing	Section 6.3.2: Policy Area 2	not covered	Section 4.9	not covered	not covered	Section 9.6
Works Approval	Section 6.3.2: Policy Areas 2, 3	not covered	Section 4.4	Section 4.5, 4.6	not covered	Section 9.1-9.8
Managing Use and Development	Section 6.3.2: Policy Area 3	not covered	Section 4.5, 4.6	Section 4.5, 4.6	Section 4: Principles 2, 3	Section 9.1-9.8
Aboriginal Cultural Heritage Significance	Section 6.3.2: Policy Area 4	Section 2, 3, 4	Section 3.13	not covered	Section 4: Principle 1	not covered
Interpretation	Section 6.3.2: Policy Area 5	not covered	Section 3.11	Section 4.9	Section 4: Principles 2, 4	Section 9.9
Education, Training and Research	Section 6.3.2: Policy Area 6	not covered	Section 4.11	not covered	not covered	not covered
Sustainability	Section 6.3.2: Policy Area 7	not covered	Section 4.16	Section 4.8	Section 4: Principle 6	not covered
Stakeholder and Community Consultation	Section 6.3.2: Policy Area 8	—	Section 4.13	—	Section 4: Principle 7	—

Inconsistency in policy

The policies in this plan have been informed by the other parts of the WHMP, and refer to the relevant areas of these documents to help users obtain additional information where needed.

If there is any inconsistency between the policies and guidance in the different parts of the WHMP, or a matter falls outside the jurisdiction or scope of the conservation policies, the policies of this approved Overview Site Management Plan should apply in the first instance. Secondly, the conservation principles in this plan should be referred to, to inform appropriate decision-making.

The policies of the two other site-wide plans take precedence over those in the area plans. If additional guidance is needed, the best-practice guidelines in the Burra Charter should be referred to, as well as the World and National Heritage Management Principles and the provisions of the World Heritage Convention and UNESCO's Operational Guidelines.

6.2 Conservation principles

Significance and heritage values are central to understanding and managing the REB and CG. Best practice heritage standards for the management, conservation and interpretation of heritage values are to be applied to ensure the maintenance and conservation of the place into the future. These standards are based on those established in sources such as the Burra Charter and the World and National Heritage management principles under the EPBC Regulations:

Heritage management principles provide a guiding framework for excellence in managing heritage properties. They set the standard and scope for the way places should be managed in order to best protect the heritage values for the generations ahead.¹

The conservation principles that follow reflect these standards, and inform the conservation policies. They respond to Australia's obligations under the World Heritage Convention and the Operational Guidelines.

For targeted principles and associated discussion, see also:

- Heritage Management Plan (WHMP Part 3)—Section 3.2
- Carlton Gardens Master Plan (WHMP Part 4)—Section 3
- Exhibition Reserve Master Plan (WHMP Part 5)—Section 4
- WHEA Strategy Plan—Section 8.5.

Table 6-2: Conservation principles for the REB and CG.

Overarching Conservation Principles for the REB and CG World Heritage Property

1. Management of the REB and CG must be based on understanding and conserving its identified heritage values and significance.
2. All layers of the REB and CG's heritage significance should be respected and conserved in accordance with the Burra Charter of Australia ICOMOS.
3. The management of the REB and CG should focus on conserving and protecting its authenticity and integrity.
4. The voices and contribution of the Aboriginal community should be respected and included in management and decision-making and the interpretation and presentation of the place.
5. The REB and CG should be managed holistically as an integrated site, with all activities considered for their implications for the heritage significance of the entire place.
6. The management frameworks for the REB and CG and WHEA should effectively facilitate the management and conservation of the site as a whole.
7. The governance arrangements for the REB and CG should be transparent and effective, to provide clarity of roles, foster cooperation and collaboration, enable sharing of information, ensure accountability, and deliver effective and coordinated decision-making across the site.
8. Design and planning within the REB and CG and WHEA should appropriately respond to the heritage context of the place.
9. The local and Victorian community should be given opportunities to engage with the REB and CG and participate in its conservation, interpretation and management.
10. Community uses and activities at the REB and CG should be encouraged and continued.
11. Management of the REB and CG should be undertaken in accordance with the principles of ecologically sustainable development as defined in the EPBC Act.
12. Management of the REB and CG should plan for and respond to the risks of a changing climate and environment.

6.3 Conservation policies

The following policies outline the objectives for managing the heritage place and provide an overarching general approach for its conservation and management. Associated with policies are recommended actions for their implementation, as well as a cross-reference to the section of the related WHMP part which provides additional context and/or further detailed policies on the topic.

6.3.1 Implementation references

Priorities

The priorities for action are listed in three categories, each responding to a different level of risk to the heritage values:

- **High:** Actions that should be undertaken immediately (within 12 months) to mitigate key risks to the heritage values. These actions are an essential component of the WHMP and, without them, heritage values may suffer adverse impacts.
- **Medium:** Actions that should be planned for in order to conserve the heritage values. Resources should be organised in advance to enable their implementation and to ensure conservation of the heritage values.
- **Low:** Actions that are important to the future conservation of the heritage values but which respond to less immediate risks. Resources should be allocated in advance to enable them to be undertaken.

Timing

Timing parameters have been established for the implementation of policies and actions in line with their priority. Implementation should be completed:

- immediately upon adoption of the plan (within two months);
- annually;
- as required (when an action demands it);
- ongoing;
- short term (within 12 months);
- medium term (2–3 years); or
- long term (5–10 years).

Responsibilities

As discussed in Section 1.3.1, primary responsibility for implementation, review and monitoring of the WHMP and its policies lies with the Steering Committee. However, other organisations and parties that oversee the management and use of the REB and CG and environs area, such as Museums Victoria, the City of Melbourne, the City of Yarra and Heritage Victoria, also have a responsibility to work together to effectively manage the place in accordance with the WHMP. This responsibility extends to any chosen contractors who undertake works on behalf of these organisations. Other relevant parties who have responsibility to act in accordance with the heritage values and policies include any users of the place.

In the following section, individual responsibilities for the implementation of each policy are listed alongside the actions.

6.3.2 Overarching policies

1 Conserving Significance

Policies	Action	Priority and Timing	Responsibility	Relevant Section of WHMP Parts
1.1 — Retain and conserve all aspects of the heritage significance of the REB and CG and environs area for current and future generations.	1.1.1 — Ensure that all of the REB and CG’s heritage values provide the basis for all conservation processes, management, development actions and approvals and maintain and conserve the place in accordance with the Burra Charter and the WHMP.	High Ongoing	<ul style="list-style-type: none"> • Museums Victoria • City of Melbourne • City of Yarra (WHEA) • Steering Committee • Parties undertaking works within the REB and CG and WHEA • Heritage Victoria 	All WHMP parts and WHEA Strategy Plan
	1.1.2 — Ensure that Exhibition Reserve and Carlton Gardens is conserved and managed as the REB and CG’s heritage significance, in accordance with the WHMP.	High Ongoing	<ul style="list-style-type: none"> • Museums Victoria • City of Melbourne 	WHMP Part 3: Section 3.6–3.8 WHMP Part 4 (entire plan) WHMP Part 5 (entire plan)
	1.1.3 — Ensure that the management of the WHEA appropriately maintains its character as a contribution to the heritage significance of the REB and CG, including important views and vistas, visual qualities and urban character and accounting for cumulative impacts, in accordance with the policies of the WHMP and WHEA Strategy Plan.	High Ongoing	<ul style="list-style-type: none"> • City of Melbourne • City of Yarra (WHEA) • Heritage Victoria • Parties undertaking works within the REB and CG and WHEA 	WHMP Part 3: Section 3.9 WHEA Strategy Plan (entire plan)

Policies	Action	Priority and Timing	Responsibility	Relevant Section of WHMP Parts
1.2 — Adopt and endorse the conservation policies and principles set out in the WHMP and its parts as a guide to future conservation, management and development of the place.	1.2.1 — Adopt and comply with all policies of the WHMP as the principal guiding document for heritage management of the place.	High Immediately	<ul style="list-style-type: none"> • Museums Victoria • City of Melbourne • City of Yarra (WHEA) • Heritage Victoria • Steering Committee 	All WHMP parts.
	1.2.2 — Apply policies of the WHMP's parts in an integrated manner across the whole of the REB and CG and environs area, and consider them as interrelated.	High Ongoing	<ul style="list-style-type: none"> • Museums Victoria • City of Melbourne • City of Yarra (WHEA) • Heritage Victoria • Steering Committee 	All WHMP parts.
	1.2.3 — In the case of any inconsistency, follow the policies and principles of the approved Overview Site Management Plan, and be guided by the heritage significance and best practice heritage standards.	Medium As required	<ul style="list-style-type: none"> • Museums Victoria • City of Melbourne • City of Yarra (WHEA) • Heritage Victoria • Steering Committee 	-
	1.2.4 — Review and update the WHMP at least every 7 years or following major changes to the place, coordinated with a simultaneous review of the WHEA Strategy Plan, in accordance with the EPBC Act and Heritage Act.	Medium Long Term	<ul style="list-style-type: none"> • Steering Committee 	WHMP Part 3: Section 4.3

Policies	Action	Priority and Timing	Responsibility	Relevant Section of WHMP Parts
1.3 — Obtain appropriate conservation expertise to assist in the management of the place and implementation of this plan.	1.3.1 — Seek advice and involve people with relevant expertise and experience in the resolution of conservation issues, including determinations relating to the design, supervision and undertaking of work and the preparation and decision-making for works approvals, in accordance with the policies of the WHMP.	High As needed	<ul style="list-style-type: none"> • Museums Victoria • City of Melbourne • City of Yarra (WHEA) • Heritage Victoria • Steering Committee • Parties undertaking works within the REB and CG and WHEA 	WHMP Part 3: Sections 3.12.3, 4.6
	1.3.2 — In the case of any unforeseen discoveries or disturbance of heritage fabric stop work and report the find/event to Heritage Victoria or the appropriate authority.	High As required	<ul style="list-style-type: none"> • Museums Victoria • City of Melbourne 	WHMP Part 3: Section 3.12.5

2 Decision-Making and Governance

Policies	Action	Priority and Timing	Responsibility	Relevant Section of WHMP Parts
2.1 — Ensure that the REB and CG is effectively coordinated and managed.	2.1.1 — Regularly view the role, terms of reference and membership of the Steering Committee to make sure it effectively supports the coordinated management of the place, including potential amendments to terms of reference if necessary.	Low As required	<ul style="list-style-type: none"> Steering Committee 	-
	2.1.2 — Undertake a comprehensive review of the REB and CG governance and decision-making framework to identify any changes and reform to improve effectiveness.	Low Long Term	<ul style="list-style-type: none"> Steering Committee 	WHMP Part 3: Section 4.2
	2.1.3 — Establish one single initial point of contact for resolution of management issues relating to the REB and CG and for dissemination of information for decision by the Steering Committee, e.g. a Steering Committee email address.	Medium Medium Term	<ul style="list-style-type: none"> Steering Committee 	-
	2.1.4 — Consolidate this Overview Site Management Plan, identified heritage values and policies from the Traditional Owners and First Peoples’ Cultural Values Report (WHMP Part 2) and the Heritage Management Plan (WHMP Part 3), into one document that provides site-wide conservation guidance for the REB and CG.	Medium 5-10 years	<ul style="list-style-type: none"> Steering Committee 	-

Policies	Action	Priority and Timing	Responsibility	Relevant Section of WHMP Parts
	2.1.5 — Identify and collate all recommendations and actions from the WHMP, WHEA Strategy Plan and Steering Committee Strategic Vision into an Action/Strategic Implementation Plan (or appendix to the Strategic Vision), which consolidates all actions into themes, provides a status update, and facilitates their effective delivery.	High Short Term	<ul style="list-style-type: none"> Steering Committee 	WHMP Part 3: Sections 3, 4 WHEA Strategy Plan: Section 10
	2.1.6 — Review and update the parts to the WHMP as per the timing identified in the individual plans once the WHMP has been approved.	Medium 5-10 years	<ul style="list-style-type: none"> Steering Committee 	WHMP Part 3: Section 4.3 WHMP Part 4: Section 8 WHMP Part 5: Section 9 WHEA Strategy Plan: Section 1
2.2 — Include input from all stakeholders into the governance framework for the REB and CG.	2.2.1 — Consider opportunities to invite attendance at Steering Committee meetings of independent experts (e.g. Australia ICOMOS), other parties with management input to the place (WWCHAC and DCCEEW) or other relevant stakeholders to support the work of the Committee.	Medium Medium Term	<ul style="list-style-type: none"> Steering Committee 	WHMP Part 2: Section 4.6
	2.2.2 — Consider the opportunity to include a representative of the Commonwealth Department responsible for the EPBC Act on the Steering Committee.	Medium Short Term	<ul style="list-style-type: none"> Steering Committee 	-

Policies	Action	Priority and Timing	Responsibility	Relevant Section of WHMP Parts
	2.2.3 — Consult with the community and stakeholders as part of the management of the place, in accordance with the policies of the WHMP (See also Policy Area 8)	Medium As required	<ul style="list-style-type: none"> All Parties 	WHMP Part 2: Section 4.6 WHMP Part 3: Section 4.13 WHMP Part 5: Principle 1
2.3 Monitor and report on the condition and management status of the REB and CG	2.3.1 — Each organisation responsible for the management of the REB and CG and WHEA should review what has been achieved from this WHMP annually and report back to the Steering Committee.	Medium Annually	<ul style="list-style-type: none"> Museums Victoria City of Melbourne City of Yarra (WHEA) 	WHMP Part 3: Section 4.3
	2.3.2 — Prepare an annual report on the condition and management of the REB and CG and environs area, and implementation of the WHMP, and provide to the Minister for Planning (Victoria) and Minister responsible for the EPBC Act (Commonwealth).	Medium Annually	<ul style="list-style-type: none"> Steering Committee 	WHMP Part 3: Section 4.3
	2.3.3 — Comply with reporting requirements, including World Heritage Periodic Reporting and reporting under the Heritage Act.	Medium As required	<ul style="list-style-type: none"> Steering Committee Heritage Victoria DCCEEW 	WHMP Part 3: Section 4.3
2.4 — Establish strong collaborative relationships between the organisations responsible for the management of the REB and CG	2.4.1 — Share professional experience and skills between site management organisations and regulators and implement joint projects where appropriate.	Medium Ongoing	<ul style="list-style-type: none"> Museums Victoria City of Melbourne City of Yarra (WHEA) Heritage Victoria 	WHMP Part 3: Sections 4.2, 4.11 WHMP Part 4: Section 6 WHMP Part 5: Principle 7

Policies	Action	Priority and Timing	Responsibility	Relevant Section of WHMP Parts
	2.4.2 — Establish working groups between the various management organisations and regulators for key issues or projects.	Medium As required	<ul style="list-style-type: none"> Museums Victoria City of Melbourne City of Yarra (WHEA) Heritage Victoria 	-
	2.4.3 — Build relationships between site management organisations and regulators to ensure that key aspects of significance are understood and provide a basis for decision-making that enhances the World Heritage site and supports its Outstanding Universal Value.	High Ongoing	<ul style="list-style-type: none"> Museums Victoria City of Melbourne City of Yarra (WHEA) Heritage Victoria DCCEEW 	WHMP Part 3: Sections 4.2, 4.11 WHMP Part 4: Section 6 WHMP Part 5: Principle 7
2.5 — Ensure decision-making and governance of the REB and CG is transparent, accountable and effectively communicated.	2.5.1 — Make the WHMP available to all parties concerned with the ongoing management and care for the place, and the public, including proponents, stakeholders and other local, state and Commonwealth government agencies.	High Immediately	<ul style="list-style-type: none"> Steering Committee 	-
	2.5.2 — Establish a single authoritative public-facing website for the REB and CG World Heritage property to serve as a central repository for news and information.	Medium Medium Term	<ul style="list-style-type: none"> Steering Committee 	-
	2.5.3 — Manage sensitive information and documentation appropriately, including obtaining consent from appropriate stakeholders (e.g. the WWCHAC) before making sensitive information publicly available, and complying with relevant legislation or codes of ethics.	High Ongoing	<ul style="list-style-type: none"> Steering Committee Museums Victoria City of Melbourne City of Yarra (WHEA) Heritage Victoria 	WHMP Part 2

Policies	Action	Priority and Timing	Responsibility	Relevant Section of WHMP Parts
			<ul style="list-style-type: none"> DCCEEW 	
	2.5.4 — Make the annual report on the condition of the REB and CG and environs area publicly available and provide a copy to the Minister for Planning (Victoria) and Minister for the Environment (Commonwealth) (See Policy Action 2.3.2)	Medium Annually	<ul style="list-style-type: none"> Steering Committee 	-
	2.5.5 — Consult and communicate with the community and other stakeholders on the management and conservation of the REB and CG and environs area in accordance with the Consultation Strategy, and include outcomes of consultation in annual reporting (see Policy Action 8.1.1)	High Ongoing	<ul style="list-style-type: none"> Steering Committee 	WHMP Part 2: Section 4.6 WHMP Part 3: Section 4.13 WHMP Part 5: Principle 1
2.6 Ensure that the REB and CG and associated site management organisations are effectively funded and resourced to manage its heritage values.	2.6.1 — Seek dedicated and ongoing funding from the Victorian and local governments for the implementation of the WHMP, including recommended actions, from each site management organisation towards their areas of responsibility.	High Ongoing	<ul style="list-style-type: none"> Museums Victoria City of Melbourne City of Yarra (WHEA) Heritage Victoria Steering Committee 	WHMP Part 3: Section 4.9
	2.6.2 — Undertake an Economic Feasibility Study and review of funding and resourcing needs for the REB and CG and prepare a Funding Strategy in response to this review.	Medium Medium Term	<ul style="list-style-type: none"> Steering Committee 	WHMP Part 3: Section 4.9
	2.6.3 — Prepare a list of scoped and costed projects which offer value for money and deliver Australia’s World Heritage obligations and can be submitted	High Ongoing	<ul style="list-style-type: none"> Museums Victoria City of Melbourne City of Yarra (WHEA) 	WHMP Part 3: Section 4.9

Policies	Action	Priority and Timing	Responsibility	Relevant Section of WHMP Parts
	for funding and enacted rapidly when opportunities arise.		<ul style="list-style-type: none"> • Heritage Victoria • Steering Committee 	
	2.6.4 — Pursue all opportunities for additional funding and resourcing streams, including Commonwealth funding, tourism and investment, with revenue directed to conservation and management.	<p>High Ongoing</p>	<ul style="list-style-type: none"> • Museums Victoria • City of Melbourne • City of Yarra (WHEA) • Heritage Victoria • Steering Committee 	WHMP Part 3: Section 4.9

3 Managing Use and Development

Policies	Action	Priority and Timing	Responsibility	Relevant Section of WHMP Parts
3.1 — Maintain the ongoing use of the REB and CG as an exhibition place and living heritage site accessible to the community.	3.1.1 — Continue to use the REB and CG as a venue for events and exhibitions in a way that is consistent with its heritage values, in accordance with the WHMP.	Medium Ongoing	<ul style="list-style-type: none"> Museums Victoria City of Melbourne 	WHMP Part 3: Sections 3.4, 4.10 WHMP Part 4: Section 4.5 WHMP Part 5: Section 4
	3.1.2 — Maintain and support community access to the REB and CG for activities which are consistent with its heritage significance, in accordance with the WHMP.	Medium Ongoing	<ul style="list-style-type: none"> Museums Victoria City of Melbourne 	WHMP Part 3: Sections 3.4, 4.10 WHMP Part 4: Section 4.5 WHMP Part 5: Section 4
	3.1.3 — Ensure sufficient security on the site to protect public safety and the REB and CG’s heritage significance.	Medium Ongoing	<ul style="list-style-type: none"> Museums Victoria City of Melbourne 	WHMP Part 3: Sections 3.4, 4.10
3.2 — Consider whether potential uses, changes or developments to the REB and CG are consistent with its heritage values, and do not cause adverse heritage impacts.	3.2.1 — Ensure any proposal for change or adaptive re-use that is being approved does not adversely impact significant areas, elements, fabric or features of the REB and CG, in accordance with the WHMP.	High Ongoing	<ul style="list-style-type: none"> Museums Victoria City of Melbourne Heritage Victoria 	WHMP Part 3: Sections 3, 4.5
	3.2.2 — Ensure development proposals in the WHEA are reviewed in accordance with the WHMP and WHEA Strategy Plan, including via planning controls which implement these documents.	High Ongoing	<ul style="list-style-type: none"> City of Melbourne City of Yarra (WHEA) 	WHMP Part 3: Section 3.9 WHEA Strategy Plan: Sections 7—9

Policies	Action	Priority and Timing	Responsibility	Relevant Section of WHMP Parts
	3.2.3 – Should the site owners of REB and CG wish to divest any of the place in part or full, ensure all heritage values are protected in the divestment agreement through a protection covenant and other relevant controls.	Medium As required	<ul style="list-style-type: none"> Museums Victoria City of Melbourne 	-
3.3 — Have regard to all statutory obligations arising from the REB and CG's inclusion on the World and National Heritage Lists, the Victorian Heritage Register and in local government heritage overlays in planning, management and future change of the REB and CG and environs area.	3.3.1 — Develop an internal self-assessment form for use by site management organisation when preparing proposals to identify impacts and compliance with legislation, and ensure a consistent approach to internal approvals across the site management organisations.	High Short Term	<ul style="list-style-type: none"> Steering Committee 	WHMP Part 3: Section 4.6
	3.3.2 — Ensure the Steering Committee is notified by the relevant site management organisation of all activities being undertaken or submitted for works approval which may impact the heritage value of the REB and CG.	High As required.	<ul style="list-style-type: none"> Museums Victoria City of Melbourne City of Yarra (WHEA) Heritage Victoria 	-
	3.3.3 — Obtain necessary approvals under the EPBC Act, Heritage Act, Aboriginal Heritage Act and Melbourne and Yarra Planning Schemes before undertaking any works at the REB and CG and WHEA.	High As required	<ul style="list-style-type: none"> Museums Victoria City of Melbourne City of Yarra (WHEA) Any party taking actions which impact heritage significance. 	WHMP Part 3: Section 4.4
	3.3.4 Seek clarification, including legal advice if necessary, on whether the City of Melbourne and City of Yarra may refer	Medium Short Term	<ul style="list-style-type: none"> City of Melbourne 	-

Policies	Action	Priority and Timing	Responsibility	Relevant Section of WHMP Parts
	third party actions under the EPBC Act as a potential state government agency.		<ul style="list-style-type: none"> City of Yarra (WHEA) 	
3.4 — Record changes to the REB and CG associated with use or development.	3.4.1 — Undertake archival recording of changes to the REB and CG and environs area that alter its heritage fabric or features, or impact its heritage significance (e.g. conservation works, repair or replacement of fabric, major projects).	<p>High</p> <p>As required</p>	<ul style="list-style-type: none"> Any party taking actions which impact heritage significance. 	WHMP Part 3: Section 4.12
	3.4.2 — Coordinate and support the establishment of a central archival collection relating to the REB and CG and WHEA to serve as a storage location for archival records of change to the building, accessible to all site management organisations.	<p>Medium</p> <p>Medium Term</p>	<ul style="list-style-type: none"> Steering Committee Museums Victoria City of Melbourne 	WHMP Part 3: Section 4.12

4 Aboriginal cultural heritage significance

Policies	Action	Priority and Timing	Responsibility	Relevant Section of WHMP Parts
4.1 — Recognise the Aboriginal community as the primary source of authority and decision-making on their cultural heritage.	4.1.1 — Invite a representative from the Wurundjeri Woi Wurrung Cultural Heritage Aboriginal Corporation to become involved in the Steering Committee.	High Short Term	<ul style="list-style-type: none"> Steering Committee 	-
	4.1.2 — Consult with the RAP on any proposal which has potential to affect the Aboriginal cultural heritage significance of the REB and CG or WHEA, as identified in the Traditional Owners and First Peoples' Cultural Values Report.	High Ongoing	<ul style="list-style-type: none"> Museums Victoria City of Melbourne City of Yarra (WHEA) Any party undertaking actions which could impact heritage significance. 	WHMP Part 2: Section 4.6
4.2 — Manage the Aboriginal cultural heritage and values of the REB and CG as part of its significance.	4.2.1 — Prepare a plan for managing the Aboriginal cultural heritage significance of the REB and CG property.	Medium Medium Term	<ul style="list-style-type: none"> Steering Committee 	-
	4.2.2 — Ensure works to the place being proposed or approved do not adversely impact on its Aboriginal cultural heritage significance, including tangible and intangible significance.	High Ongoing	<ul style="list-style-type: none"> Museums Victoria City of Melbourne City of Yarra (WHEA) Heritage Victoria Any party undertaking actions which could impact heritage significance. 	WHMP Part 3: Section 4.5

Policies	Action	Priority and Timing	Responsibility	Relevant Section of WHMP Parts
4.3 — Support the historic and contemporary use of the REB and CG site by the Aboriginal community.	4.3.1 — Identify and provide space for gathering and traditional practices on the site in collaboration with the Aboriginal community.	Medium Medium Term	<ul style="list-style-type: none"> Museums Victoria City of Melbourne 	WHMP Part 2: Section 4.6
	4.3.2 — Establish an access policy in collaboration with the Aboriginal community to ensure access to the site for ongoing cultural and contemporary uses.	Medium Medium Term	<ul style="list-style-type: none"> Museums Victoria City of Melbourne 	-
4.4 — Seek opportunities to integrate Aboriginal cultural heritage into interpretation and education of the site.	4.4.1 — Integrate Aboriginal cultural heritage significance into a comprehensive Interpretation Strategy for the place (see Policy Action 5.1.1).	Medium Medium Term	<ul style="list-style-type: none"> Steering Committee 	WHMP Part 2: Section 4.6 WHMP Part 3: Section 3.11
	4.4.2 — Acknowledge Country and Aboriginal people in interpretation, governance and management materials for the place, e.g. through the incorporation of Aboriginal language into signage and place naming.	High Short Term	<ul style="list-style-type: none"> Museums Victoria City of Melbourne City of Yarra (WHEA) Steering Committee 	WHMP Part 2: Section 4.6 WHMP Part 3: Section 3.11

5 Interpretation

Policies	Action	Priority and Timing	Responsibility	Relevant Section of WHMP Parts
5.1 — Undertake interpretation across the entirety of the REB and CG and WHEA which consistently and effectively communicates its heritage significance.	5.1.1 — Facilitate the preparation of an Interpretation Strategy/Plan that applies to the REB and CG and WHEA to identify and guide the implementation of interpretation opportunities and wayfinding for all aspects of the significance of the place and its setting.	High Short term	<ul style="list-style-type: none"> Steering Committee 	WHMP Part 2: Section 4.6 WHMP Part 3: Section 3.11 WHMP Part 4: Section 4.9 WHEA Strategy: Section 9.9
	5.1.2 — Consult with and involve relevant stakeholders (e.g. the local community, the WWCHAC) in the development of the Interpretation Strategy.	Medium As required	<ul style="list-style-type: none"> Steering Committee Museums Victoria City of Melbourne 	As above
	5.1.3 — Ensure all responsible organisations for the REB and CG and environs area adopt and consistently implement the Interpretation Strategy in a coordinated way.	Medium As required	<ul style="list-style-type: none"> Museums Victoria City of Melbourne City of Yarra (WHEA) 	As above
5.2 — Ensure interpretation is effective at communicating the heritage significance of the REB and CG to all audiences.	5.2.1 — Review existing interpretive initiatives and their efficacy at communicating heritage values.	Medium Medium Term	<ul style="list-style-type: none"> Museums Victoria City of Melbourne City of Yarra (WHEA) 	As above
	5.2.2 — Guided by the Interpretation Strategy, explore opportunities for a variety of interpretive initiatives that transmit the heritage values to different sections of the community (e.g. local walking tours, off-site signage, online interpretation).	Low Long Term	<ul style="list-style-type: none"> Museums Victoria City of Melbourne City of Yarra (WHEA) Steering Committee 	As above

Policies	Action	Priority and Timing	Responsibility	Relevant Section of WHMP Parts
5.3 — Seek opportunities to integrate information about the heritage values into existing and new education programs.	5.3.1 — Collaborate across management organisations and regulators to identify existing education programs (e.g. Museums Victoria school programs) and new opportunities where the heritage values of REB and CG could be communicated.	Medium Medium Term	<ul style="list-style-type: none"> • Museums Victoria • City of Melbourne • City of Yarra (WHEA) • National Trust • Steering Committee 	As above

6 Training and Research

Policies	Action	Priority and Timing	Responsibility	Relevant Section of WHMP Parts
6.2 — Develop the capacity of staff from all relevant management organisations (Heritage Victoria, Museums Victoria, Cities of Melbourne and Yarra) to manage the heritage values of the REB and CG.	6.2.1 — Conduct training and awareness activities for site management organisation staff in accordance with the WHMP, in particular the policies of the Heritage Management Plan (WHMP Part 3).	High Medium Term	<ul style="list-style-type: none"> Museums Victoria City of Melbourne City of Yarra (WHEA) 	WHMP Part 3: Section 4.11
6.3 — Continue to foster and promote research on the values of the REB and CG.	6.3.1 — Prepare a schedule of priority research areas to encourage research on areas that will assist in the management of the REB and CG, for example climate change and sustainability.	Low Long Term	<ul style="list-style-type: none"> Steering Committee 	WHMP Part 3: Section 4.12
	6.3.2 — Use research to inform decision-making and keep accessible records of findings in accordance with the WHMP	Medium Long Term	<ul style="list-style-type: none"> Museums Victoria City of Melbourne City of Yarra (WHEA) Steering Committee Heritage Victoria 	WHMP Part 3: Sections 4.10, 4.12

7 Sustainability

Policies	Action	Priority and Timing	Responsibility	Relevant Section of WHMP Parts
7.1 — Manage the heritage values of the REB and CG sustainably to ensure they are conserved for current and future generations.	7.1.1 — Consider and manage the environmental sustainability of the REB and CG in accordance with the principles of ecologically sustainable development as defined in the EPBC Act and the policies in the WHMP.	High Ongoing	<ul style="list-style-type: none"> Museums Victoria City of Melbourne 	WHMP Part 3: Section 4.16 WHMP Part 4: Section 4.8 WHMP Part 5: Principle 6
7.2 — Understand and integrate patterns and risks of environmental change into management planning for the REB and CG.	7.2.1 — Identify and seek funding for actions to address risks from climate change to the REB and CG as identified in the 2021 CSIRO Report <i>Climate Change Vulnerability and Risk for Australia's World Heritage Properties</i> .	High Medium Term	<ul style="list-style-type: none"> Steering Committee 	WHMP Part 3: Sections 4.14, 4.16 WHMP Part 4: Section 4.8 WHMP Part 5: Principle 6

8 Stakeholder and Community Consultation

Policies	Action	Priority and Timing	Responsibility	Relevant Section of WHMP Parts
8.1 — Consult with community stakeholders (including members of the Aboriginal community) with an interest in the heritage values as part of the management of the place.	8.1.1 — Prepare a Consultation Strategy for the REB and CG which provides a framework for consultation processes.	High Medium Term	<ul style="list-style-type: none"> Steering Committee 	WHMP Part 2: Section 4.6 WHMP Part 3: Section 4.13 WHMP Part 5: Principle 1
	8.1.2 — Comply with the consultation requirements outlined in the WHMP and the processes for public consultation set out in Division 3 of Part 9 of the Heritage Act 2017.	Medium Ongoing	<ul style="list-style-type: none"> Museums Victoria City of Melbourne City of Yarra (WHEA) Heritage Victoria Steering Committee 	WHMP Part 2: Section 4.6 WHMP Part 3: Section 4.13 WHMP Part 5: Principle 1
	8.1.3 — Engage with the community through a single avenue of communication for community feedback and information sharing, eq: a Steering Committee email address (see Policy Action 2.1.3).	High Short Term	<ul style="list-style-type: none"> Steering Committee 	WHMP Part 2: Section 4.6 WHMP Part 3: Section 4.13 WHMP Part 5: Principle 1
	8.1.4 — Consult with Aboriginal communities and local communities about management and changes to the REB and CG and environs area in accordance with the policies of the WHMP, and record consultation in annual reporting (see Policy Action 2.3.2)	High As required	<ul style="list-style-type: none"> Museums Victoria City of Melbourne City of Yarra (WHEA) Steering Committee 	WHMP Part 2: Section 4.6 WHMP Part 3: Section 4.13 WHMP Part 5: Principle 1

Policies	Action	Priority and Timing	Responsibility	Relevant Section of WHMP Parts
	8.1.5 — Provide the WHMP to the community for public comment in accordance with statutory requirements.	High Immediately	<ul style="list-style-type: none"> Steering Committee 	WHMP Part 3: Sections 4.4, 4.13
8.2 — Consult with local, state and Commonwealth government agencies regarding heritage management of the REB and CG when relevant.	8.2.1 — Consult with the Commonwealth Department responsible for the EPBC Act on the development of management documents and any major changes to the site.	Medium As required	<ul style="list-style-type: none"> Steering Committee 	WHMP Part 3: Sections 4.4
	8.2.2 — Engage in outreach with relevant state government agencies (e.g. Department of Transport and Planning, Public Transport Victoria) to ensure they understand the significance and management requirements for REB and CG and the WHEA.	Medium Short Term	<ul style="list-style-type: none"> Steering Committee 	-

6.4 Endnotes

¹ Department of Climate Change, Energy, the Environment and Water, 'Managing National Heritage Places', Australian Government, viewed 12 October 2022 <<https://www.dcceew.gov.au/parks-heritage/heritage/about/national/managing-national-heritage-places>>

7 Policy implementation

7.1.1 Approach to implementation

UNESCO recognises implementation and reporting as two of the three key processes of a heritage management system, alongside planning.¹ The effective implementation of the WHMP will require committed leadership with a focus on major priority areas. This will lead to delivery of the three results of a heritage system, summarised by UNESCO as:

- Outcomes (achieving objectives);
- Outputs (deliverable results); and
- Improvements to management systems.²

Section 6 of this document provides policies and recommended actions with their associated timelines and priorities for implementation. The specific tasks identified in this plan should be implemented in accordance with Section 6, including the identified priorities and timeframes. Strategic planning for the implementation of the WHMP should be integrated into the planning of the different management organisations responsible for the REB and CG and the WHEA. The policies and recommendations in this plan are consistent with the objectives and associated strategic actions stated in the Steering Committee's Strategic Vision.

The delivery of the recommended actions in this plan can be cross-referenced with the Strategic Vision to demonstrate achievement of those Objectives. In particular, both this plan and the Strategic Vision recommend the development of an implementation plan for the recommendations and findings of the WHMP (see Policy Action 2.1.6 and Objective 3 of the Strategic Vision).

The WHMP and WHEA Strategy Plan are stand-alone statutory plans, whereas the Strategic Vision is not a statutory management document. An implementation plan that brings together the WHMP as well as the Strategic Vision and WHEA Strategy Plan will facilitate the effective delivery of conservation and management goals for the site, including distribution of funding.

All regulatory and management organisations should seek to achieve best practice in heritage conservation and management in all aspects of its implementation of this plan, and in accordance with legislative responsibilities. As the WHMP is a strategic document, further work will be required to scope, plan, resource, implement and monitor the recommended actions. The nominated priorities and timing may be affected by other events and circumstances, and may therefore change over time.

7.1.2 Resources and responsibility for implementation

The Steering Committee must assist in implementing the WHMP plan, in accordance with the Heritage Act, and has oversight of its delivery. However, different organisations will be responsible for the implementation of general and specific actions and elements of this document and the other WHMP parts relevant to their area of control. Each regulatory and management organisation should review the policies and actions which they have responsibility for and take steps to incorporate them into their forward planning on the timelines identified.

The Victorian Government and the City of Melbourne have the primary responsibility for funding the conservation, protection and promotion of the REG and CG's heritage significance, including the implementation of the WHMP. This occurs through the funding provided for Museums Victoria, the Executive Director of Heritage Victoria in their administration of the Heritage Act, and the work of the City of Melbourne as the trustee of the Carlton Gardens and local government authority for the area. The City of Yarra also contributes funding to the management of the REB and CG's heritage values through its role as the local government authority for a portion of the WHEA.

These organisations should adequately resource the actions in the WHMP, working together where necessary, to ensure its practical heritage guidance can be effectively used and followed. Adequate funding must be recognised as a core element of the statutory responsibilities to manage the site, and prioritised with reference to the heritage and conservation needs of the site, the policies and principles of this plan, and the priority categorisation of actions in Section 6.

7.1.3 Monitoring and reporting on outcomes

The Steering Committee is responsible for reporting to the Victorian Minister for Planning on the WHMP under the Heritage Act, and the EPBC Act requires a heritage management plan to enable continuing monitoring and reporting on the state of the World Heritage values of a property. In response to these requirements, the implementation of this plan must be monitored and reported on in accordance with the policies and actions in Section 6, Policy Area 2: Decision Making and Governance, in particular actions 2.3.1 to 2.3.3, as well as the reporting requirements of the relevant parts of the WHMP.

Regular internal reporting to the Steering Committee will ensure that the heritage values of the REB and CG are monitored over time and any to condition can be identified and responded to early. This will reveal the outcomes of activities to determine whether the objectives of the WHMP are being achieved, and ensure clear, deliverable results can be

presented to show the benefits of the conservation approaches and resourcing for the REB and CG.

This internal reporting on the outcomes of implementation will inform updates and adjustments to management programs on a regular basis and inform accountability and transparency; feeding into communication with stakeholders and the public that will occur under the recommended Communications and Consultation Plan. Regular reporting will also form the basis for the review of this document in 7 years (the 2029/30 financial year). The WHEA Strategy Plan should also be reviewed every 7 years simultaneously with the WHMP. Reporting will inform these reviews and ensure that a baseline of information on the REB and CG can be used to test the effectiveness of the WHMP's policies and shape future policies which respond to the needs of the site.

7.2 Endnotes

¹ UNESCO, 2013, *Managing Cultural World Heritage*, page 80.

² UNESCO, 2013, *Managing Cultural World Heritage*, page 99.

Appendices

Appendices

Appendix A — Aboriginal Heritage Places for the Royal Exhibition Building and Carlton Gardens

Table A1: Aboriginal Heritage Places for the Royal Exhibition Building and Carlton Gardens

THE CONTENT OF THIS APPENDIX HAS BEEN REDACTED BECAUSE IT CONTAINS SENSITIVE CULTURAL INFORMATION.

Appendix B — EPBC Act compliance table

This World Heritage Management Plan (WHMP) addresses and fulfils the requirements of the *Environment Protection and Biodiversity Conservation Act 1999* and the Environment Protection and Biodiversity Conservation Regulations 2000.

See also Appendix E of the Heritage Management Plan (WHMP Part 3) for a more detailed discussion of EPBC Act compliance for that plan.

World Heritage management principles and obligations

Section 321 of the EPBC Act states that:

The Commonwealth must use its best endeavours to ensure a plan for managing the property in a way that is not inconsistent with Australia's obligations under the World Heritage Convention or the Australian World Heritage management principles is prepared and implemented in co-operation with the [relevant] State or Territory.

The following section provides the World Heritage management principles and Australia's obligations under the World Heritage Convention and the relevant sections of the WHMP that address each listed item.

Table B1: World Heritage management principles.

Regulation Reference	Management Principle	WHMP Section
General Principles		
Schedule 5 1.01	The primary purpose of management of natural heritage and cultural heritage of a declared World Heritage property must be, in accordance with Australia’s obligations under the World Heritage Convention, to identify, protect, conserve, present, transmit to future generations and, if appropriate, rehabilitate the World Heritage values of the property	<p>WHMP Part 1: Section 1.2</p> <p>WHMP Part 2: Section 1.1</p> <p>WHMP Part 3: Chapters 2, 3, 4, Section 3.12, Appendix A</p> <p>WHMP Part 4: Section 3</p> <p>WHMP Part 5: Section 2.1</p>
Schedule 5 1.02	The management should provide for public consultation on decisions and actions that may have a significant impact on the property.	<p>WHMP Part 1: Section 5.6</p> <p>Policy Area 8 Stakeholder and Community Consultation</p> <p>WHMP Part 3: Chapter 1, Section 4.13</p>
Schedule 5 1.03	The management should make special provision, if appropriate, for the involvement in managing the property of people who: <ul style="list-style-type: none"> (a) have a particular interest in the property; and (b) may be affected by the management of the property. 	<p>WHMP Part 1: Section 5.6</p> <p>Policy Areas 4 Aboriginal cultural heritage, 8 Stakeholder and Community Consultation</p> <p>WHMP Part 2: Entire report</p> <p>WHMP Part 3: Chapter 1, Section 4.13</p> <p>WHMP Part 5: Principles 1, 7</p>

Regulation Reference	Management Principle	WHMP Section
Schedule 5 1.04	The management should provide for continuing community and technical input in managing the property.	<p>WHMP Part 1: Sections 5.3 and 5.6 Policy Areas 1 Conserving Significance, 4 Aboriginal cultural heritage, 8 Stakeholder and Community Consultation</p> <p>WHMP Part 2: Section 4.5</p> <p>WHMP Part 3: Chapter 1, Section 4.13</p>
Management Planning		
Schedule 5 2.01	At least 1 management plan should be prepared for each declared World Heritage property.	Entire WHMP
Schedule 5 2.02	A management plan for a declared World Heritage property should:	
	(a) state the World Heritage values of the property for which it is prepared; and	<p>WHMP Part 1: Section 4.3</p> <p>WHMP Part 3: Chapter 2, Appendix D</p> <p>WHMP Part 4: Section 2.2</p> <p>WHMP Part 5: Section 3.1</p>
	(b) include adequate processes for public consultation on proposed elements of the plan; and	<p>WHMP Part 1: Section 5.6 Policy Area 8 Stakeholder and Community Consultation</p> <p>WHMP Part 3: Chapter 1, Section 4.13</p>
	(c) state what must be done to ensure that the World Heritage values of the property are identified, conserved, protected, presented, transmitted to future generations and, if appropriate, rehabilitated; and	<p>WHMP Part 1: Sections 6 and 7</p> <p>WHMP Part 3: Chapters 3 and 4</p> <p>WHMP Part 4: Sections 3, 4, 5, 6 and 7</p> <p>WHMP Part 5: Principle 2, Section 6</p>

Regulation Reference	Management Principle	WHMP Section
	(d) state mechanisms to deal with the impacts of actions that individually or cumulatively degrade, or threaten to degrade, the World Heritage values of the property; and	WHMP Part 1: Sections 5.1, 5.5 & 6 WHMP Part 3: Chapter 3, Sections 4.8, 4.10 & 4.14
	(e) provide that management actions for values, that are not World Heritage values, are consistent with the management of the World Heritage values of the property; and	WHMP Part 1: Sections 4, 5.1, 6 and 7, Policy Area 1 Conserving Significance WHMP Part 3: Chapters 2, 3 and 4
	(f) promote the integration of Commonwealth, State or Territory and local government responsibilities for the property; and	WHMP Part 1: Sections 1.3, 5.2 and 5.3, Policy Area 2 Decision-Making and Governance WHMP Part 3: Sections 4.2 and 4.4 WHMP Part 4: Section 6 WHMP Part 5: Principle 7
	(g) provide for continuing monitoring and reporting on the state of the World Heritage values of the property; and	WHMP Part 1: Policy Area 2 Decision-Making and Governance, Section 7.1.3 WHMP Part 3: Section 4.3 WHMP Part 4: Section 4
	(h) be reviewed at intervals of not more than 7 years.	WHMP Part 1: Section 7.1.3 Policy Area 1 Conserving Significance WHMP Part 3: Section 4.3 WHMP Part 4: Section 8 WHMP Part 5: Section 9

Regulation Reference	Management Principle	WHMP Section
Environmental Impact Assessment and Approval		
Schedule 5, Regulation 3	These principles set out processes that should be followed when assessing whether an action is likely to have a significant impact on World Heritage values and needs referral under the EPBC Act. They are not relevant to the development of a heritage management plan.	WHMP Part 1: Sections 5.2 and 5.5.2 Policy Area 3 Managing Use and Development

Australia's World Heritage obligations

Australia's obligations under the World Heritage Convention are outlined in several sources, including the Convention and the *Operational Guidelines for the Implementation of the World Heritage Convention*.

The primary obligations are articulated in Articles 4 and 5 of the Convention:

Article 4

Each State Party to this Convention recognizes that the duty of ensuring the identification, protection, conservation, presentation and transmission to future generations of the cultural and natural heritage referred to in Article 1 and 2 and situated on its territory, belongs primarily to that State. It will do all it can to this end, to the utmost of its own resources and, where appropriate, with any international assistance and co-operation, in particular, financial, artistic, scientific and technical, which it may be able to obtain.

Article 5

To ensure that effective and active measures are taken for the protection, conservation and presentation of the cultural and natural heritage situated on its territory, each State Party to this Convention shall endeavor, in so far as possible, and as appropriate for each country:

- a. to adopt a general policy which aims to give the cultural and natural heritage a function in the life of the community and to integrate the protection of that heritage into comprehensive planning programmes;
- b. to set up within its territories, where such services do not exist, one or more services for the protection, conservation and presentation of the cultural and natural heritage with an appropriate staff and possessing the means to discharge their functions;
- c. to develop scientific and technical studies and research and to work out such operating methods as will make the State capable of counteracting the dangers that threaten its cultural or natural heritage;
- d. to take the appropriate legal, scientific, technical, administrative and financial measures necessary for the identification, protection, conservation, presentation and rehabilitation of this heritage; and
- e. to foster the establishment or development of national or regional centres for training in the protection, conservation and presentation of the cultural and natural heritage and to encourage scientific research in this field.

Commentary

The WHMP is consistent with these World Heritage obligations. Its goal is to ensure the identification, protection, conservation, presentation and transmission to future generations of the natural and cultural heritage of the REB and CG. The WHMP also supports the role of heritage in the life of the community, and is an example of the commitment of Australia as the State Party to developing the expertise and financial and administrative services required to conserve and present Australia's natural and cultural heritage.

National Heritage management principles

Section 324X of the EPBC Act states that for National Heritage places:

The Commonwealth must use its best endeavours to ensure a plan for managing the place, that is not inconsistent with the National Heritage management principles, is prepared and implemented in co-operation with the [relevant] State or Territory.

The following table sets out the National Heritage management principles contained in Schedule 5B of the EPBC Regulations, and the relevant sections of the WHMP that demonstrate consistency with the principles.

Table B2: National Heritage management principles.

Regulation Reference	Management Principle	WHMP Section
Schedule 5B (1)	The objective in managing National Heritage places is to identify, protect, conserve, present and transmit, to all generations, their National Heritage values.	<p>WHMP Part 1: Section 1.2</p> <p>WHMP Part 3: Section 3.2</p> <p>WHMP Part 4: Section 3</p> <p>WHMP Part 5: Principle 2</p>
Schedule 5B (2)	The management of National Heritage places should use the best available knowledge, skills and standards for those places, and include ongoing technical and community input to decisions and actions that may have a significant impact on their National Heritage values.	<p>WHMP Part 1: Sections 5.1, 5.3, 5.6, Policy Areas 1 Conserving Significance, 2 Decision-Making and Governance, 3 Managing Use and Development, 4 Aboriginal cultural heritage, 8 Stakeholder and Community Consultation</p> <p>WHMP Part 3: Chapters 3, 4</p> <p>WHMP Part 4: Sections 4, 6</p> <p>WHMP Part 5: Section 4</p>
Schedule 5B (3)	The management of National Heritage places should respect all heritage values of the place and seek to integrate, where appropriate, any Commonwealth, State, Territory and local government responsibilities for those places.	<p>WHMP Part 1: Sections 5.1, 5.2, Policy Areas 1 Conserving Significance, 2 Decision-Making and Governance, 3 Managing Use and Development</p> <p>WHMP Part 2: Sections 2, 4</p> <p>WHMP Part 3: Chapters 3, 4</p> <p>WHMP Part 4: Section 6</p> <p>WHMP Part 5: Principles 2, 7</p>

Regulation Reference	Management Principle	WHMP Section
Schedule 5B (4)	The management of National Heritage places should ensure that their use and presentation is consistent with the conservation of their National Heritage values.	<p>WHMP Part 1: Sections 5.1, 5.5, Policy Areas 1 Conserving Significance, 3 Managing Use and Development, 5 Interpretation</p> <p>WHMP Part 3: Chapters 3, 4</p> <p>WHMP Part 4: Section 4</p> <p>WHMP Part 5: Principle 2</p>
Schedule 5B (5)	<p>The management of National Heritage places should make timely and appropriate provision for community involvement, especially by people who:</p> <p>a) have a particular interest in, or associations with, the place; and</p> <p>b) may be affected by the management of the place.</p>	<p>WHMP Part 1: Section 5.6, Policy Area 4 Aboriginal cultural heritage, Policy Area 8 Stakeholder and Community Consultation</p> <p>WHMP Part 2: Entire report, particularly Section 4</p> <p>WHMP Part 3: Section 4.13</p> <p>WHMP Part 5: Principles 1, 2, 7</p>
Schedule 5B (6)	Indigenous people are the primary source of information on the value of their heritage and that the active participation of indigenous people in identification, assessment and management is integral to the effective protection of Indigenous heritage values.	<p>WHMP Part 1: Section 5.6, Policy Area 4 Aboriginal cultural heritage, Policy Area 8 Stakeholder and Community Consultation</p> <p>WHMP Part 2: Entire report, particularly Section 4</p> <p>WHMP Part 3: Section 3.13, 4.13</p> <p>WHMP Part 5: Principle 1</p>

Regulation Reference	Management Principle	WHMP Section
Schedule 5B (7)	The management of National Heritage places should provide for regular monitoring, review and reporting on the conservation of National Heritage values.	<p>WHMP Part 1: Policy Area 1 Conserving Significance, Policy Area 2 Decision-Making and Governance, Section 7.1.3</p> <p>WHMP Part 3: Section 4.3</p> <p>WHMP Part 4: Section 4, 7, 8</p> <p>WHMP Part 5: Section 9</p>

National Heritage Management Plan requirements

The EPBC Regulations also set out additional requirements for heritage management plans for National Heritage Places to address at Schedule 5A. These matters are not statutory requirements for National Heritage places outside Commonwealth land, but should be complied with as best practice.

Table B3: Requirements for National Heritage Management Plans.

Regulation Reference	Requirement	Report Section
Schedule 5A (a)	A management plan must establish objectives for the identification, protection, conservation, presentation and transmission of the National Heritage values of the place;	WHMP Part 1: Section 1.2 WHMP Part 2: Section 1.1 WHMP Part 3: Section 3.2 WHMP Part 4: Section 3 WHMP Part 5: Section 2.1
Schedule 5A (b)	A management plan must provide a management framework that includes reference to any statutory requirements and agency mechanisms for the protection of the National Heritage values of the place;	WHMP Part 1: Section 5.2 WHMP Part 3: Section 4.4 WHMP Part 4: Section 2.3 WHMP Part 5: Section 3.2
Schedule 5A (c)	A management plan must provide a comprehensive description of the place, including information about its location, physical features, condition, historical context and current uses;	WHMP Part 1: Sections 2, 4 WHMP Part 2: Sections 2, 3 WHMP Part 3: Chapter 2, Appendices B, C, D WHMP Part 4: Section 2 WHMP Part 5: Section 3
Schedule 5A (d)	A management plan must provide a description of the National Heritage values and any other heritage values of the place;	WHMP Part 1: Section 4 WHMP Part 2: Sections 2, 4

Regulation Reference	Requirement	Report Section
		WHMP Part 3: Chapter 2, Appendix D WHMP Part 4: Section 2.2 WHMP Part 5: Section 3.1
Schedule 5A (e)	A management plan must describe the condition of the National Heritage values of the place.	WHMP Part 2: Sections 2, 4 WHMP Part 3: Chapter 3
Schedule 5A (f)	A management plan must describe the method used to assess the National Heritage values of the place.	WHMP Part 1: Section 4.1 WHMP Part 2: Sections 2 4 WHMP Part 3: Chapter 2.3
Schedule 5A (g)	A management plan must describe the current management requirements and goals, including proposals for change and any potential pressures on the National Heritage values of the place.	WHMP Part 1: Sections 1.2, 5.5 WHMP Part 2: Section 4.5 WHMP Part 3: Chapters 3, 4 WHMP Part 4: Sections 3, 4 WHMP Part 5: Sections 4, 5, 6
Schedule 5A (h)	A management plan must have policies to manage the National Heritage values of the place, and include in those policies guidance in relation to the following:	-
	(i) the management and conservation processes to be used;	WHMP Part 1: Sections 5.1, 6.2, Policy Area 1 Conserving Significance WHMP Part 2: Section 4.5 WHMP Part 3: Chapters 3, 4 WHMP Part 4: Section 4
	(ii) the access and security arrangements, including access to the area for Indigenous people to maintain cultural traditions;	WHMP Part 1: Policy Area 3 Managing Use and Development WHMP Part 2: Section 4.5

Regulation Reference	Requirement	Report Section
		<p>WHMP Part 3: Sections 3.4.2, 3.4.3, 4.10.4</p> <p>WHMP Part 4: Sections 4.2, 4.3, 4.5, 4.6</p>
	(iii) the stakeholder and community consultation and liaison arrangements;	<p>WHMP Part 1: Section 5.6, Policy Area 4 Aboriginal cultural heritage, Policy Area 8 Stakeholder and Community Consultation</p> <p>WHMP Part 2: Section 4.5</p> <p>WHMP Part 3: Section 4.13</p>
	(iv) the policies and protocols to ensure that Indigenous people participate in the management process;	<p>WHMP Part 1: Section 5.6, Policy Area 4 Aboriginal cultural heritage</p> <p>WHMP Part 2: Section 4.5</p> <p>WHMP Part 3: Section 4.13</p> <p>WHMP Part 5: Principle 1</p>
	(v) the protocols for the management of sensitive information;	WHMP Part 3: Section 4.4.5
	(vi) planning and managing of works, development, adaptive reuse and property divestment proposals;	<p>WHMP Part 1: Sections 5.1, 5.5, Policy Areas 1 Conserving Significance, 2 Decision-Making and Governance, 3 Managing Use and Development</p> <p>WHMP Part 3: Chapters 3, 4</p> <p>WHMP Part 4: Section 4</p> <p>WHMP Part 5: Sections 5, 6</p>
	(vii) how unforeseen discoveries or disturbance of heritage values are to be managed;	WHMP Part 3: Section 3.12.5

Regulation Reference	Requirement	Report Section
	(viii) how, and under what circumstances, heritage advice is to be obtained;	<p>WHMP Part 1: Section 5.1, Policy Area 1 Conserving Significance</p> <p>WHMP Part 3: Section 3.12.2, 4.4</p> <p>WHMP Part 4: Section 4</p>
	(ix) how the condition of National Heritage values is to be monitored and reported;	<p>WHMP Part 1: Policy Area 1 Conserving Significance, Policy Area 2 Decision-Making and Governance, Section 7.1.3</p> <p>WHMP Part 3: Section 4.3</p> <p>WHMP Part 4: Section 4</p>
	(x) how the records of intervention and maintenance of a heritage place's register are kept;	<p>WHMP Part 1: Policy Area 1 Conserving Significance, Policy Area 2 Decision-Making and Governance, Policy Area 3 Managing Use and Development</p> <p>WHMP Part 3: Section 4.3</p>
	(xi) research, training and resources needed to improve management;	<p>WHMP Part 1: Sections 5.5.1, 5.5.6, Policy Areas 2 Decision-Making and Governance, 6 Training and Research</p> <p>WHMP Part 3: Section 4.11, 4.12</p> <p>WHMP Part 4: Section 4, 6</p>
	(xii) how heritage values are to be interpreted and promoted;	<p>WHMP Part 1: Section 5.7, Policy Area 5 Interpretation</p> <p>WHMP Part 2: Section 4.5</p> <p>WHMP Part 3: Section 3.11</p> <p>WHMP Part 4: Section 4.9</p> <p>WHMP Part 5: Principles 1, 2</p>

Regulation Reference	Requirement	Report Section
Schedule 5A (i)	A management plan must include an implementation plan.	<p>WHMP Part 1: Sections 6.3, 7, Policy Area 2 Decision-Making and Governance</p> <p>WHMP Part 3: Chapters 3, 4</p> <p>WHMP Part 4: Section 7</p> <p>WHMP Part 5: Section 9</p>
Schedule 5A (j)	A management plan must show how the implementation of policies will be monitored.	<p>WHMP Part 1: Policy Area 1 Conserving Significance, Policy Area 2 Decision-Making and Governance, Section 7.1.3</p> <p>WHMP Part 3: Section 4.3</p> <p>WHMP Part 4: Section 4, 7</p>
Schedule 5A (k)	A management plan must show how the management plan will be reviewed.	<p>WHMP Part 1: Policy Area 1 Conserving Significance, Section 7.1.3</p> <p>WHMP Part 3: Section 4.3</p> <p>WHMP Part 4: Section 8</p> <p>WHMP Part 5: Section 9</p>

Bilateral agreement accreditation requirements

Under Sections 51 and 51A of the EPBC Act, the Commonwealth Minister for the Environment may only enter into a bilateral agreement relating to a World or National Heritage property if, among other things, the heritage management plan to be accredited or authorised complies with the EPBC Regulations.

The table below outlines the EPBC Regulations criteria for accreditation of management plans for World Heritage properties and National Heritage places and addresses this plan's compliance with the regulations.

In addition to the below compliance information, any process to accredit the WHMP under the EPBC Act bilateral accreditation provisions would require further liaison between the Victorian and Australian Governments in relation to the provisions of the Heritage Act which would support the enforcement of the WHMP.

Regulation 2B.01 also notes that subsections 46(2), 51(2) and 51A(2) of the EPBC Act set out further requirements about accreditation of management plans.

Table B4: Criteria for accrediting management plans.

Regulation Reference	Regulation Text	Report Section
Regulation 2B.01 (3)	<p>Development of the management plan must have included consultation with:</p> <p>(a) the Australian community generally; and</p> <p>(b) any particular groups having a special interest in the property or place, or likely to be especially affected by a management plan for the property or place.</p>	<p>WHMP Part 1: Section 5.6, Policy Area 4 Aboriginal cultural heritage, Policy Area 8 Stakeholder and Community Consultation</p> <p>Consultation on the entire WHMP has been undertaken with the Australian community and stakeholder in accordance with the Heritage Act (See Engage Victoria Royal Exhibition Building and Carlton Gardens Review website).</p>
Regulation 2B.01 (4)	<p>The public consultation mentioned in subregulation (3) must have included the release of a draft management plan for public comment and the allowing of at least 20 business days for the receipt of comment by the State or Territory organisation that is responsible for developing the plan.</p>	<p>Consultation on the entire WHMP has been undertaken with the Australian community and stakeholder in accordance with the Heritage Act (See Engage Victoria Royal Exhibition Building and Carlton Gardens Review website).</p>
Regulation 2B.01 (5)	<p>A management plan for a declared or proposed World Heritage property or a National Heritage place:</p>	-
	<p>(a) must outline the process of public consultation that was undertaken in the development of the plan; and</p>	<p>WHMP Part 1: Section 5.6</p> <p>WHMP Part 3: Section 1.7</p>
	<p>(b) must state the law under which the plan is in force; and</p>	<p>WHMP Part 1: Section 0</p> <p>WHMP Part 3: Section 2 1.3, 4.4</p>
	<p>(c) must include a description of the property or place, including its boundary and the relevant World Heritage or National Heritage values; and</p>	<p>WHMP Part 1: Sections 1.1, 2, 3, 4</p> <p>WHMP Part 2: Sections 2, 3, 4</p> <p>WHMP Part 3: Chapter 2, Appendix C</p> <p>WHMP Part 4: Section 2</p>

Regulation Reference	Regulation Text	Report Section
		WHMP Part 5: Section 3
	(d) must state what must be done to ensure that the relevant World Heritage or National Heritage values are identified, conserved, protected, presented and transmitted to future generations and, if appropriate, rehabilitated; and	WHMP Part 1: Sections 6, 7 WHMP Part 3: Chapters 3, 4 WHMP Part 4: Section 4 WHMP Part 5: Principle 2
	(e) must set out the means by which risk management of the property or place will be addressed, including: (i) identifying the risks to the relevant World Heritage or National Heritage values; and (ii) providing an analysis of the potential effect of each identified risk on the relevant World Heritage or National Heritage values, including an estimation of the nature, extent and likelihood of the risk; and (iii) setting out risk management strategies to protect and conserve the relevant World Heritage or National Heritage values; and	WHMP Part 1: Section 5.5, Policy Areas 1 Conserving Significance, 3 Managing Use and Development WHMP Part 3: Section 4.14 WHMP Part 4: Section 4
	(f) must provide that adequate assessment of the impacts, on the relevant World Heritage or National Heritage values, of any proposed actions provided for under the plan, or that may arise during the life of the plan, has been, or will be, undertaken by means specified in the plan; and	WHMP Part 1: Sections 5.1, 5.2, 6 WHMP Part 3: Chapters 3, 4, Section 4.6
	(g) must set out the means, any legislation other than the plan, and the processes, that (i) were used in assessing the impacts of actions that are provided for under the plan; and (ii) are to be used in assessing the impacts of actions that may arise during the life of the plan; and	WHMP Part 1: Sections 5.1, 5.2, 6 WHMP Part 3: Sections 4.4, 4.8

Regulation Reference	Regulation Text	Report Section
	(h) must require that the impacts of any actions likely to have a significant impact on the relevant World Heritage or National Heritage values have been, or will be, assessed by means that provide environmental assessment processes that meet the recommendations of regulations 3.03 and 3.04 and Schedule 1; and	WHMP Part 1: Sections 5.1, 5.2, 6 WHMP Part 3: Section 4.4
	(i) must provide that actions in relation to the property or place may be approved only in accordance with the plan; and	WHMP Part 1: Policy Area 1 Conserving Significance WHMP Part 3: Section 4.5
	(j) must require a decision-maker to take account of the precautionary principle in making a decision in relation to the property or place; and	WHMP Part 3: Section 4.4.5
	(k) must set out the means, and any legislation other than the plan, that: <ul style="list-style-type: none"> (i) enable the setting of enforceable conditions to ensure that the relevant World Heritage or National Heritage values are conserved, protected, presented and transmitted to future generations and, if appropriate, rehabilitated; and (ii) provide for any subsequent monitoring, auditing and enforcement of approvals and any conditions attached to an approval; and 	WHMP Part 1: Sections 5.1, 5.2, 6, Policy Areas 1 Conserving Significance, 2 Decision-Making and Governance, Section 7.1.3 (in accordance with the Heritage Act) WHMP Part 3: Section 4.4
	(l) must set out means by which the plan will seek to prevent, or minimise the impacts of, any actions likely to degrade the relevant World Heritage or National Heritage values, including actions leading to cumulative degradation; and	WHMP Part 1: Sections 5.1, 5.5, 6, Policy Areas 1 Conserving Significance, 2 Decision-Making and Governance, 3 Managing Use and Development WHMP Part 3: Chapter 3, Sections 4.8, 4.10, 4.14

Regulation Reference	Regulation Text	Report Section
	(m) must state that actions that will have unacceptable or unsustainable impacts (in particular, actions that will have a significant impact on the relevant World Heritage or National Heritage values) are inconsistent with the plan and cannot be approved; and	<p>WHMP Part 1: Policy Area 1 Conserving Significance</p> <p>WHMP Part 3: Section 4.5</p>
	(n) must set out means for the plan to be enforced, including, in appropriate circumstances, the imposition of penalties upon a person taking an action that is inconsistent with the plan; and	<p>WHMP Part 1: Section 5.2, Policy Areas 1 Conserving Significance, 2 Decision-Making and Governance, 3 Managing Use and Development, in accordance with EPBC Act, Heritage Act, Aboriginal Heritage Act and Planning and Environment Act</p>
	(o) must ensure that management actions for values that are not the relevant World Heritage or National Heritage values are consistent with the management of the relevant World Heritage or National Heritage values; and	<p>WHMP Part 1: Sections 5.1, 5.2, Policy Areas 1 Conserving Significance, 2 Decision-Making and Governance, 3 Managing Use and Development</p> <p>WHMP Part 2: Sections 2, 4</p> <p>WHMP Part 3: Section 4.6</p> <p>WHMP Part 4: Section 4.1</p> <p>WHMP Part 5: Principle 2</p>
	(p) must promote the integration of Commonwealth, State or Territory, and local government responsibilities for the property or place; and	<p>WHMP Part 1: Sections 5.2, 5.3, Policy Areas 1 Conserving Significance, 2 Decision-Making and Governance, 3 Managing Use and Development</p> <p>WHMP Part 3: Sections 4.2, 4.4</p> <p>WHMP Part 4: Section 6</p> <p>WHMP Part 5: Principle 7</p>

Regulation Reference	Regulation Text	Report Section
	(q) must provide for continuing monitoring and reporting on the state of the relevant World Heritage or National Heritage values; and	<p>WHMP Part 1: Policy Area 1 Conserving Significance, Policy Area 2 Decision-Making and Governance, Section 7.1.3</p> <p>WHMP Part 3: Section 4.3</p> <p>WHMP Part 4: Section 4</p>
	(r) must provide that the plan is to be reviewed at intervals of not more than 5 years.	<p>WHMP Part 1: Policy Area 1 Conserving Significance, Section 7.1.3</p> <p>WHMP Part 3: Section 4.3</p> <p>WHMP Part 4: Section 8</p> <p>WHMP Part 5: Section 9</p>

Appendix C — Heritage Act compliance table

This Overview Site Management Plan addresses and fulfils the requirements of the *Heritage Act 2017* (Vic). For compliance with the Heritage Act by the other World Heritage Management Plan parts, please refer to those parts.

Table C1: Criteria for Preparation of a World Heritage Management Plan.

Regulation Reference	Regulation Text	Report Section
Section 183(1)	The Steering Committee for a listed place must prepare a draft World Heritage Management Plan for that place.	Entire WHMP.
Section 183(2)(a)	(2) A World Heritage Management Plan must— (a) state the world heritage values of the listed place; and	WHMP Part 1: Section 4.3 WHMP Part 3: Chapter 2, Appendix D WHMP Part 4: Section 2.2 WHMP Part 5: Section 3.1
Section 183(2)(b)	(b) set out policies designed to ensure that the world heritage values of the listed place are identified, conserved, protected, presented, transmitted to future generations and, if appropriate, rehabilitated; and	WHMP Part 1: Sections 6 and 7 WHMP Part 3: Chapters 3 and 4 WHMP Part 4: Sections 3, 4, 5, 6 and 7 WHMP Part 5: Principle 2, Section 6
Section 183(2)(c)	(c) set out mechanisms designed to deal with the impacts of actions that individually or cumulatively degrade, or threaten to degrade, the world heritage values of the listed place; and	WHMP Part 1: Sections 5.1, 5.5 & 6 WHMP Part 3: Chapter 3, Sections 4.8, 4.10 & 4.14
Section 183(2)(d)	(d) provide for management actions for values (other than world heritage values) that are consistent with the management of the world heritage values of the listed place; and	WHMP Part 1: Sections 4, 5.1, 6 and 7, Policy Area 1 Conserving Significance WHMP Part 3: Chapters 2, 3 and 4

Regulation Reference	Regulation Text	Report Section
Section 183(2)(e)	(e) state that the processes for public consultation set out in Division 3 of Part 9 of the Heritage Act 2017 apply to the World Heritage Management Plan; and	WHMP Part 1: Section 5.6 Policy Area 8 Stakeholder and Community Consultation WHMP Part 3: Chapter 1, Section 4.13
Section 183(2)(f)	(f) not be inconsistent with Australia's obligations under the World Heritage Convention within the meaning of the Environment Protection and Biodiversity Conservation Act 1999 of the Commonwealth; and	See Appendix B—Australia's World Heritage obligations.
Section 183(2)(g)	(g) not be inconsistent with the Australian World Heritage management principles within the meaning of the Environment Protection and Biodiversity Conservation Act 1999 of the Commonwealth.	See Appendix B—World Heritage management principles and obligations (Table B1)

