

Review of the Royal Exhibition Building and Carlton Gardens World Heritage Management Plan

Discussion Paper



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List of other images

Page 3: The Royal Exhibition Building, courtesy of Visit Victoria.

Page 4: Pedestrians walking through Carlton Gardens, courtesy of Visit Victoria.

Page 5: People sunbathing in Carlton Carltons under the Dome, courtesy of Visit Victoria.

Page 10: Families using the playground in the northern portion of Carlton Gardens, courtesy of Visit Victoria.

Page 14: People sitting by a lake in Carlton Gardens, courtesy of Visit Victoria.

Page 15: Crowds flock to see the Royal Exhibition Building lit up for White Night Melbourne, courtesy of Museums Victoria.

Page 17: The Hochgurtel Fountain in Carlton Gardens, courtesy of Visit Victoria

Page 23: Approach to the Hochgurtel Fountain and Royal Exhibition Building through Carlton Gardens, courtesy of Visit Victoria.

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.



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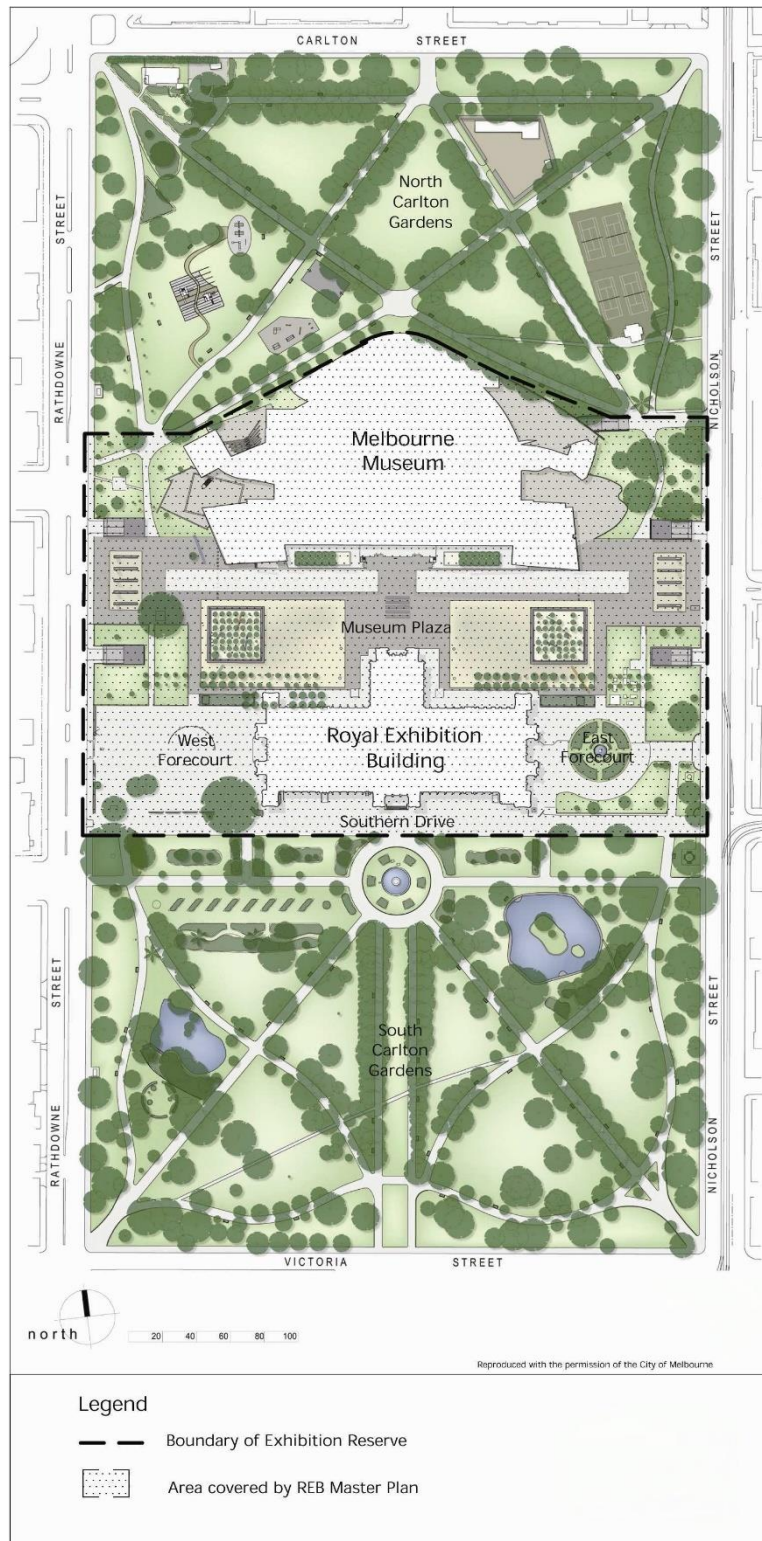
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Contents

Introduction	3
Purpose of this Discussion Paper	4
Background	6
History of the Royal Exhibition Building and the Carlton Gardens	6
World Heritage Listing	9
World Heritage Environs Area	9
Overview of governance	12
What is being reviewed?	13
What were the outcomes of the 2013 World Heritage Management Plan?	14
World Heritage Management Plan	14
Attachment A: Conservation Management Plan.....	14
Attachment B: Carlton Gardens Master Plan	15
Attachment C: Royal Exhibition Building and Exhibition Reserve Master Plan	15
Attachment D: World Heritage Strategy Plan.....	16
Review process	17
Community consultation	17
Seeking your views	18
Providing your feedback	18
Supporting material	22
Statutory framework	22
Glossary of key terms and acronyms	26
Useful links	28
Appendix I: UNESCO Statement of Universal Value	31
Appendix II: Survey Questions	34
Appendix III: Part 9 of the <i>Heritage Act 2017</i>	41

Figure 1: Plan of REB&CG site, showing boundary of the Exhibition Reserve, taken from the 2013 Royal Exhibition Building and Exhibition Reserve Master Plan, courtesy of Museums Victoria and the City of Melbourne.





Introduction

The Royal Exhibition Building and Carlton Gardens (‘REB&CG’) [see **Figure 1**] is a World Heritage Listed site. As the oldest surviving nineteenth century exhibition-era building in its original setting still operating as an exhibition hall, the REB&CG are of Outstanding Universal Value for present and future generations.

While being an important historical site, the REB&CG is a significant tourism drawcard for contemporary events such as the Melbourne International Flower and Garden Show. The Royal Exhibition Building also hosts the Melbourne Fashion Festival, exams and graduation ceremonies for the University of Melbourne, and many other exhibitions and events.

The REB&CG plays an important role in Victoria’s civic, cultural, and daily life. It is at the centre of lived experiences and memories for many Victorians and visitors alike. The site offers a diverse range of casual recreational uses and provides an important green respite from the busyness of modern life.

The process of managing the site to protect and manage its heritage values is complex with many different stakeholders involved. This Discussion Paper provides an opportunity to understand who is involved in managing the site, what legislation and policy exists to protect its heritage values and how you can be involved in decisions about its future management.

Purpose of this Discussion Paper

As a World Heritage Listed site, management of the REB&CG is guided by a World Heritage Management Plan, which is due to be reviewed in 2020.

As part of the review of the REB&CG World Heritage Management Plan, community consultation is planned to take place in June 2020. The consultation will allow public feedback on how the REB&CG is managed as a public World Heritage place.

This Discussion Paper provides background information on the World Heritage Management Plan and its component parts, including the statutory and governance requirements, and identifies key questions to assist you in submitting your feedback.

Your valued feedback will inform the draft of a revised World Heritage Management Plan and component documents for the REB&CG – which include a Heritage Management Plan, a Master Plan for the Carlton Gardens, and a Master Plan for the Royal Exhibition Building and Exhibition Reserve – due to be completed in 2021.





Background

History of the Royal Exhibition Building and the Carlton Gardens

The REB&CG, and the land upon which it is situated (see **Figure 1**), has a rich and diverse history. Occupied by Aboriginal people of the Kulin Nation prior to the European settlement of Melbourne, the 64-acre area now known as the Carlton Gardens was first reserved for public use in 1852.

Built with the wealth of the Victorian Gold Rush for the 1880 Melbourne International Exhibition, the Royal Exhibition Building has hosted some of the most significant events in Victorian and Australian history, including Australia's first Federal Parliament in 1901 and the Melbourne Olympic Games in 1956. Additionally, a Moreton Bay Fig Tree within the Carlton Gardens served as an important meeting place for Aboriginal Victorians since the early twentieth century.

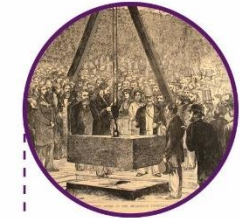
Please see a historical timeline of the REB&CG site below.

More than 60,000 years before present

Kulin Nation: More than 60,000 years before present, the Aboriginal people of the Kulin Nation were living in the area now known as Melbourne.



The settlement of Melbourne: In 1835 businessman John Batman signed a 'treaty' with the local Indigenous people for 600,000 acres of land around Port Phillip. Two years later, in March 1837, Melbourne was proclaimed a town by Governor Sir Richard Bourke.



Construction commences: Construction of the main exhibition building commenced in 1879 to the designs of the celebrated architect Joseph Reed. The architectural style combined elements from Byzantine, Romanesque, Lombardic and Italian Renaissance buildings, with the dome inspired by Brunelleschi's 15th-century cathedral in Florence. Reed, in conjunction with prominent gardens designer William Sangster, worked to ensure a suitable setting for the building, planning gardens, paths, entrances, avenues, garden beds and other features. Much of this 1880 layout remains today.



1888 Centennial International Exhibition: In 1888 the Exhibition Building hosted the Melbourne Centennial International Exhibition, one of the largest events staged in Victoria's history. With the advent of electric lighting, it was also the first time an International Exhibition was open to visitors at night.



Multi-use venue: By the turn of the twentieth century the buildings and environs had become a combination of concert hall, museum, art gallery, sports ground and aquarium. The aquarium was enormously popular, and featured such attractions as bull seals, a fish grotto and a 16-foot "man-eating crocodile".

Meeting Place: Located at the edge of Carlton Gardens, near the junction of Nicholson and Gertrude Streets, the Meeting Place has been frequented by local Indigenous groups since the early twentieth century. Consisting of two large Moreton Bay fig trees and the surrounding area, the Exhibition Gardens Meeting Place is a registered Aboriginal heritage place under the Aboriginal Heritage Act 2006.

60,000+ BCE 1880 1900 1920

Layout of the Carlton Gardens: The original layout of the Carlton Gardens was undertaken by Edward La Trobe Bateman in 1856. Superintendent Charles La Trobe first planned the 26-hectare site of the Carlton Gardens in 1839 as part of the green belt encircling Melbourne which included Batman Hill, Flagstaff Gardens, Fitzroy Gardens, Treasury Gardens and the Domain.



Demolition of annexes: Temporary annexes to house some of the exhibition were demolished after the 1880 Melbourne Exhibition closed on 30 April 1881.

1880 Melbourne International Exhibition: Completed in time for the Melbourne International Exhibition on 1 October 1880, the Exhibition Building opened its doors as the largest building in Australia. The Melbourne International Exhibition hosted displays from more than 30 countries over seven months, and brought 'Marvellous Melbourne' to the world stage.



Australia's first parliament: The Royal Exhibition Building played an important role in Australia's Federation. On the 9 May 1901 the Duke of Cornwall and York presided over the opening of the first Federal Parliament, and from 1901 to 1927 the western annexe was used as a temporary State Parliament while the new Federal Parliament occupied the Victorian Houses of Parliament.



Hospital after the First World War: In 1919 the Exhibition Building became an emergency hospital for over 4000 afflicted patients during the Spanish Influenza epidemic.





Second World War: The RAAF No. 1 School of Technical Training occupied the Exhibition Building from 1941 to 1945. The basement was converted into showers and the grounds were used for trench digging competitions.



Migrant reception centre: After the war, a migrant reception centre was established on the oval to the north of the exhibition buildings. Many new English migrants spent their first nights in Australia in the shadow of the dome.

World Heritage recognition: On 1 July 2004 the Royal Exhibition Building and Carlton Gardens became the first built heritage site in Australia to be inscribed on the UNESCO World Heritage List. The only remaining example of a Palace of Industry from a nineteenth-century World Fair in its original garden setting, the site's ongoing use as an exhibition venue contributes to its significance.



Opening of the Melbourne Museum: The Melbourne Museum, designed by architects Denton Corker Marshall, and constructed in the Carlton Gardens immediately to the north of the Royal Exhibition Building, opened in 2000.

World Heritage Management Plan: In October 2013, the Minister approved the first World Heritage Management Plan for the Royal Exhibition Building and Carlton Gardens.



Reinstating the Dome Promenade: A key attraction of the 1880 and 1888 Melbourne International Exhibitions, works commenced in 2018 to restore the Dome Promenade atop the roof of the Royal Exhibition Building. The promenade is scheduled to open in late 2020, 140 years after the Royal Exhibition Building first opened its doors.

1941

2000

2004

2013

2018

1940

1980

1990

2000

TODAY

1948

Olympics venue: In 1956 the Olympic flag flew above the main building, with a number of sporting events (basketball, wrestling, weightlifting and the fencing component of the modern pentathlon) held under the dome and in a newly-built stadium adjacent to the eastern machinery annex.



Spared from demolition: From the 1940s, little consideration was given to the historical significance of the Exhibition Building, which became dilapidated and was often called 'a white elephant'. In 1948 the Exhibition Building came within one vote of being demolished.

1980

Interior restoration: The decorative scheme by John Anderson for the 1901 opening of Federal Parliament saw the 60-metre dome decorated in an imitation of the sky and the pendentives adorned with murals. The decorative scheme, hidden under layers of paint, was recovered and restored in a major renovation in the 1990s.



100 years of the Exhibition Building: To mark the building's centenary in 1980, Princess Alexandra bestowed the Royal title on the Exhibition Building on behalf of Queen Elizabeth II. A year later the Queen visited the now "Royal Exhibition Building" as it hosted the Commonwealth Heads of Government Meeting (CHOGM).

2007

Declaration of the World Heritage Environs Area: The World Heritage Environs Area was declared by the Minister for Planning on 11 October 2007, and provides a 55.26 hectare 'buffer zone' surrounding the Royal Exhibition Building and Carlton Gardens.



World Heritage Management Plan review: In 2020 the review of the World Heritage Management Plan, and its four component documents, will commence in accordance with section 191 of the Heritage Act 2017.



2020

World Heritage Listing

Australia has 20 World Heritage sites and only two of these are in Victoria. The REB&CG was listed in 2004 and Budj Bim Cultural Landscape was listed in 2019.¹

The REB&CG is inscribed in the World Heritage List under Criterion (ii). The ‘Justification for Inscription’ reads:

Criterion (ii): The Royal Exhibition Building and the surrounding Carlton Gardens, as the main extant survivors of a Palace of Industry and its setting, together reflect the global influence of the international exhibition movement of the nineteenth and early twentieth centuries. The movement showcased technological innovation and change, which helped promote a rapid increase in industrialisation and international trade through the exchange of knowledge and ideas [see **Appendix I: UNESCO Statement of Universal Value** for full Statement of Universal Significance].

The REB&CG is also included in the National Heritage List and the Victorian Heritage Register. An area within the Carlton Gardens known as the Exhibition Gardens Meeting Place is also included on the Victorian Aboriginal Heritage Register.

World Heritage Environs Area

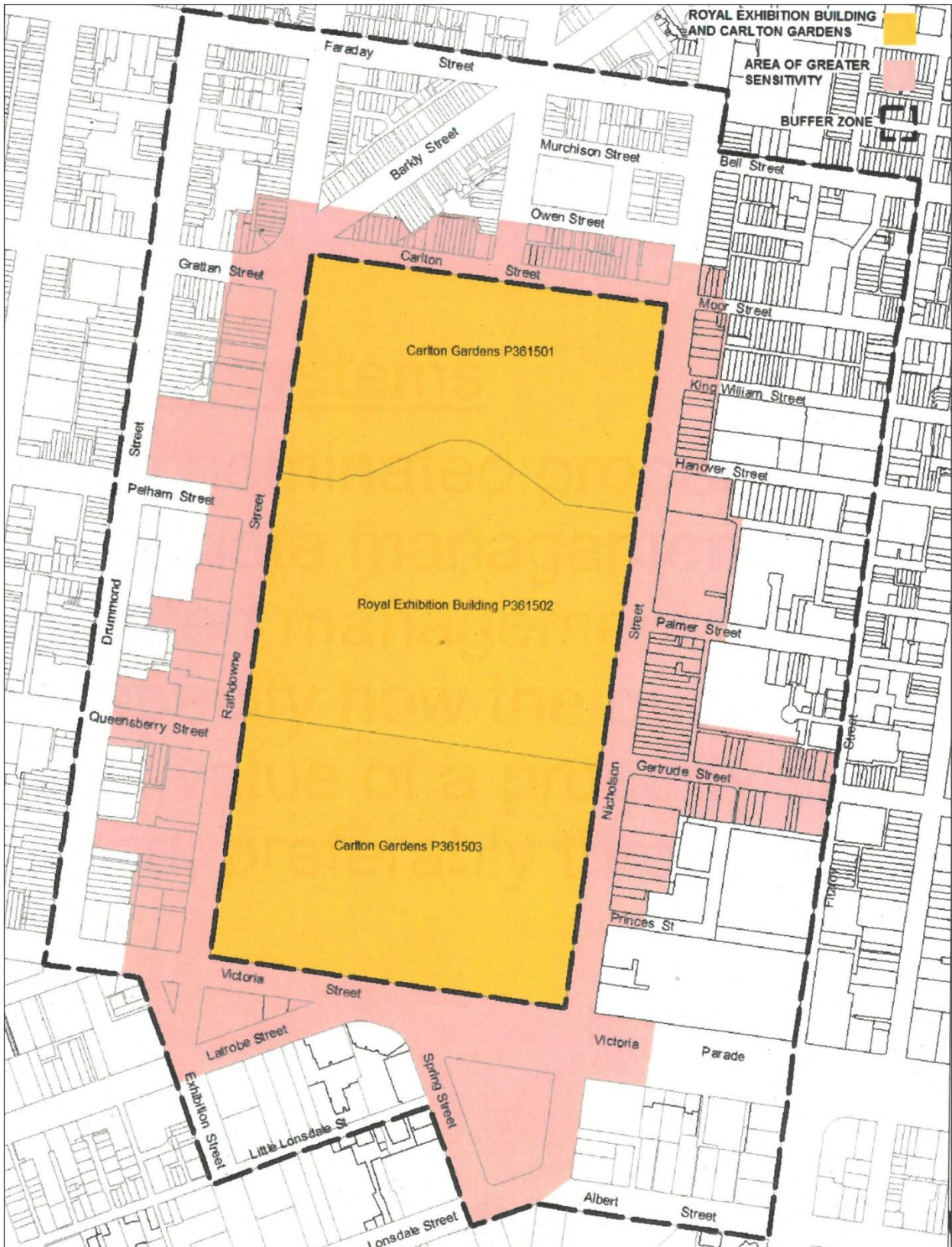
An area around the REB&CG acts as a buffer zone to protect the World Heritage values of the site. This is known as the World Heritage Environs Area (‘WHEA’). Within the WHEA is an Area of Greater Sensitivity, which provides an immediate, significant and largely intact nineteenth and early twentieth century setting and context for the REB&CG. The Area of Greater Sensitivity contains planning controls specifically designed to protect the World Heritage values of the REB&CG, including height controls. The controls are embedded within the planning schemes of the Cities of Melbourne and Yarra².

Figure 2 below shows the extent of the WHEA and the Area of Greater Sensitivity. See the **Statutory framework** section of this Discussion Paper for more information about the WHEA and the Area of Greater Sensitivity.

¹ See <https://whc.unesco.org/en/statesparties/au> for more information on Australia’s World Heritage sites.

² City of Yarra – Design and Development Overlay (DDO) 8 is to protect the views of the drum, dome, lantern and flagpole of the REB and the setting and context of the site as appreciated from Gertrude Street Fitzroy. Referrals are made to the Executive Director if a proposal is greater than 8.5 meters in height for a few properties. City of Melbourne – DDO 6 and DDO 13 introduced objectives and requirements to protect views of the drum, dome, lantern and flagpole of the REB and the setting and context of the site as appreciated from the Carlton and Parliament Areas. In Melbourne Planning Scheme notice is required to be given to the Executive Director for applications for specified properties within DDOs.

Figure 2: The World Heritage Environs Area 'buffer zone' surrounding the REB&CG, with the Area of Greater Sensitivity shown in pink



Overview of governance

The World Heritage Management Plan and its review process is overseen by a Steering Committee made up of representatives of Heritage Victoria in the Department of Environment, Land, Water and Planning (DELWP); City of Melbourne; Museums Victoria; City of Yarra; and National Trust of Australia (Victoria).

Museums Victoria and City of Melbourne oversee the day-to-day management of the REB&CG and Local, State and Commonwealth legislation applies to its management.

World Heritage places in Australia are protected by the *Commonwealth Environment Protection and Biodiversity Conservation Act 1999* ('the EPBC Act') and the REB&CG is also protected by the Victorian *Heritage Act 2017* ('the Heritage Act'), which sets out the statutory requirements for managing its World Heritage values. Areas within the REB&CG that are included in the Victorian Aboriginal Heritage Register are protected by the provisions of the *Aboriginal Heritage Act 2006*.

The WHEA is additionally included in the Heritage Overlay of both the Cities of Melbourne and Yarra Planning Schemes as a precinct of local significance.

The Royal Exhibition Building and the Exhibition Reserve (refer to **Figure 1**) is managed by Museums Victoria, while the Carlton Gardens are managed by the City of Melbourne.

See the **Statutory framework** section of this Discussion Paper for more information about the EPBC Act, the Heritage Act and their requirements for the REB&CG as a World Heritage Listed place.



What is being reviewed?

A World Heritage Management Plan was approved for the REB&CG in 2013. The World Heritage Management Plan is designed to ensure that the World Heritage values are identified and protected, and any risks mitigated.

As well as the World Heritage Management Plan, there are four component documents that assist in the overall management of the REB&CG. These – listed with their responsible agencies – are:

- Attachment A: Conservation Management Plan³ (Museums Victoria and City of Melbourne);
- Attachment B: Carlton Gardens Master Plan (City of Melbourne);
- Attachment C: Royal Exhibition Building and Exhibition Reserve Master Plan (Museums Victoria); and
- Attachment D: World Heritage Strategy Plan for the WHEA (DELWP).

Both the World Heritage Management Plan and the World Heritage Strategy Plan for the WHEA (Attachment D) are statutory documents under the Heritage Act.

³ Please note that following this review, the Conservation Management Plan will be known as the Heritage Management Plan, in accordance with the requirements of the EPBC Act.

What were the outcomes of the 2013 World Heritage Management Plan?

The World Heritage Management Plan and its component documents approved by the Minister for Planning in 2013 included several recommended strategies, projects and policies intended to protect, manage and facilitate engagement with, the World Heritage values of the REB&CG.

Key outcomes of these recommendations include:

World Heritage Management Plan

- Satisfaction of legislative requirements under the Heritage Act and the EPBC Act;
- Compliance with the UNESCO Convention in relation to the management of World Heritage Listed places;
- Cohesive guidelines established in relation to the management, protection and use of all elements of the site, including the REB&CG, the forecourts of the Royal Exhibition Building, and the WHEA, as supported by component documents (Attachments A-D); and
- The appointment of two additional Steering Committee members; one from the City of Yarra and one from the National Trust.

Attachment A: Conservation Management Plan⁴

- Satisfaction of EPBC Act requirements in relation to Management Plans for heritage places included in the World Heritage List and the National Heritage List;
- Establishment of general conservation policies for the site, including specific policies for the Royal Exhibition Building, and Carlton Gardens and Exhibition Reserve areas, such as:
 - guidelines to ensure the site's ongoing usage as an exhibition venue;
 - information provided in relation to required Heritage Victoria permits and heritage impact assessments;
 - the requirement for periodic assessments of tree health; and
 - the requirement for monitoring of the site before, during and after major events;
- Identification of priority works and projects, including recommendations for interpretation and signage projects and required conservation works;
- Completion of interpretation and signage projects, including:
 - installation of interpretation panels in REB northern gallery;
 - introduction of Community World Heritage Days;
 - development of the Carlton Gardens Walking Tour app;
 - Heritage Festival events; and
 - ongoing guided tours of the building;
- Completion of conservation works, including:
 - the replacement and strengthening of the REB floor;
 - documentation of REB facades and refurbishment of Dome and Southern Facade;

⁴ As above

- stone and joinery repairs;
- restoration of the French Fountain;
- structural assessment of the REB dome; and
- reinstatement of the dome promenade, with new lift access.

Attachment B: Carlton Gardens Master Plan

- Future direction and guiding principles provided for the management of the Carlton Gardens and the forecourts of the Royal Exhibition Building;
- Recommendations provided in relation to heritage and conservation of the gardens and three forecourts; and the management of garden features such as pathways, trees, garden beds, lakes and park furniture;
- Recommendations provided in relation to vehicle movement and pedestrian safety (i.e., leading to the management of the site as a pedestrian precinct);
- Recommendations and guidance provided in relation to recreational use and activities (i.e. in relation to the maintenance and retention of playground facilities and the basketball courts etc.) and events held within the gardens and forecourts (i.e. filming, small community events, and the Melbourne International Flower and Garden Show etc.);
- Completed recommendations include:
 - reconstruction of formal parterre gardens south of the building;
 - simplification of the Peace Garden;
 - reconstruction of formal garden beds near corner of Rathdowne/ Nicholson Streets, including reinstating curved path;
 - reconstruction of the original decorative beds south of the Melia walk;
 - removal of depot to the north of the tennis court, and relocation of maintenance facility to the rear of the curator's cottage;
 - relocation of toddler play area to a location adjacent to the junior play area, and the installation of picnic tables;
 - retention of the tennis courts, playground and basketball court.

Attachment C: Royal Exhibition Building and Exhibition Reserve Master Plan

- Established guidelines to facilitate the place's ongoing historic function as venue for exhibitions and events;
- Framework and strategies for signage, promotion and interpretation provided;
- Priority capital works projects identified
- Completed recommendations include:
 - installation of subsurface water tanks to western forecourt;

- reconstruction of German Circle in western forecourt;
- reinstatement of the Dome Promenade;
- redevelopment of the REB Basement (in progress).

Attachment D: World Heritage Strategy Plan

- Satisfaction of legislative requirements of the Heritage Act in relation to Strategy Plans for World Heritage-listed places;
- Compliance with the *Operational Guidelines for the Implementation of the World Heritage Convention* in relation to the identification and management of ‘buffer zones’;
- Identification of the WHEA, including the Area of Greater Sensitivity and Area of Lesser Sensitivity;
- Establishment of the WHEA Heritage Overlay precinct to protect significant views and vistas to the REB&CG, maintain and conserve the historic character of the area, and ensure that new development in the precinct has regard to the REB&CG; and
- Introduction of required planning scheme amendments, being C118 to the Yarra Planning Scheme and C154 to the Melbourne Planning Scheme.



Review process

The review of the REB&CG World Heritage Management Plan is a statutory process required by the Heritage Act, and must be undertaken every seven years.⁵ It is an opportunity for stakeholders and the wider community to have their say about what is working, and what is not, when it comes to how the World Heritage-listed place and its surrounds are being managed, protected and accessed.

All the documents that comprise the World Heritage Management Plan for the REB&CG are being reviewed as part of the World Heritage Management Plan review process in 2020.

Community consultation

The review of the World Heritage Management Plan for the REB&CG will include several opportunities for community engagement and participation (please refer to **Figure 3**). In June 2020, the stakeholder agencies, being Heritage Victoria, Museums Victoria and the City of Melbourne, with input from the City of Yarra and the National Trust of Australia (Victoria) [‘the National Trust’], will be jointly coordinating a community consultation process, where your feedback is sought in relation to the current management of the REB&CG.

⁵ Please see the **Statutory framework** section of this discussion paper for more information on the statutory review process.

Seeking your views

During the coordinated community consultation process, members of the community will be able to complete an online survey of key discussion questions (see **Appendix II: Survey Questions**). All responses may be submitted anonymously.

Your feedback will provide valuable information about how the REB&CG is managed, protected and accessed. Your responses will assist with the review of the REB&CG World Heritage Management Plan and component documents, and will contribute to the development of new or revised plans that will guide the management of the World Heritage site in the future.

Providing your feedback

The online survey will open in early June 2020, and can be completed at **engage.vic.gov.au/rebcgreview**. However, if you would like to complete the survey, but are not able to access the internet, please contact Heritage Victoria on 03 7022 6390.

During this time, there will also be opportunities to participate in online information sessions. For more details and updates relating to these sessions, please visit **engage.vic.gov.au/rebcgreview**.

What happens next?

This review will include several opportunities for engagement and participation (see **Figure 3** below). In addition to completing the online survey and participating in online information sessions, you will also have the chance to respond to drafts of the reviewed World Heritage Management Plan and the reviewed component documents. Please continue to refer to **engage.vic.gov.au/rebcgreview** for the latest review updates and engagement opportunities.

For more information about the public submissions and hearing processes associated with the review of the World Heritage Management Plan and World Heritage Strategy Plan, please refer to the **Statutory framework** section of this discussion paper below.



Figure 3: Consultation Timeline

Consultation Timeline



A coordinated community consultation process will commence on 1 June 2020, and will be open for 8 weeks. You may participate by attending an online information session, or by completing the online survey. Please visit engage.vic.gov.au/rebcgreview for more information and the latest updates.



In June 2020 consultation with First Peoples will commence, and will continue for the duration of the review process. Please visit engage.vic.gov.au/rebcgreview for more information and the latest updates.



In June 2020, the draft review of the **Heritage Management Plan** (previously known as the **Conservation Management Plan**) for the REB&CG will be made available for public comment. Museums Victoria and the City of Melbourne will coordinate this process. If you would like to know more, please visit engage.vic.gov.au/rebcgreview for the latest updates.



The draft review of the **Carlton Gardens Master Plan** is scheduled to be made available for public comment in late 2020. The City of Melbourne will be coordinating this process. If you would like to know more, please visit engage.vic.gov.au/rebcgreview for the latest updates.



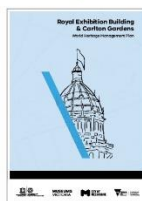
The review of the **Royal Exhibition Building and Exhibition Reserve Master Plan** is scheduled to commence in 2021. Museums Victoria will be coordinating this process. The draft of this reviewed document will be made available for public comment. Please visit engage.vic.gov.au/rebcgreview for the latest updates.



The reviewed draft of the **World Heritage Strategy Plan** for the WHEA will be submitted to the Heritage Council and made available for public comment in mid-late 2020. Sections 171-174 of the *Heritage Act 2017* set out the process by which members of the public may make submissions to the Heritage Council in response to the drafted plan. Please see the **Statutory framework** section of this Discussion Paper for more information and visit engage.vic.gov.au/rebcgreview for the latest updates.



The Steering Committee for the REB&CG is scheduled to commence the review of the **World Heritage Management Plan** document in 2021, once the review of the above attachments has been finalised. Sections 184-186 of the *Heritage Act 2017* set out the process by which members of the public may make submissions to the Steering Committee in response to the drafted plan. Please see the **Statutory framework** section of this Discussion Paper for more information, and visit engage.vic.gov.au/rebcgreview for the latest updates.





Supporting material

Statutory framework

Commonwealth Environment Protection and Biodiversity Conservation Act 1999 ('EPBC Act')

World Heritage places in Australia are protected by the EPBC Act. This piece of legislation is Australia's main instrument for implementing its obligations under the World Heritage Convention, which is the international agreement on the protection of World Heritage.

Victorian Heritage Act 2017 ('the Heritage Act')

The REB&CG is protected by the provisions of the Heritage Act, which sets out the statutory requirements for managing the World Heritage values of places that have been included in the World Heritage List and recorded in the Victorian Heritage Register. Such requirements include the preparation of a World Heritage Management Plan for the World Heritage-listed place, in addition to a World Heritage Strategy Plan to guide the management of the WHEA.

Requirement for a World Heritage Management Plan

In accordance with the Heritage Act, a World Heritage Management Plan is created for World Heritage-listed places also included in the Victorian Heritage Register.

Section 183(2) of the Heritage Act states that a World Heritage Management Plan must:

- (a) state the world heritage values of the listed place; and*
- (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*
- (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*
- (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*
- 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 (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*
- (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.*

The Ministerial-appointed Steering Committee for the Royal Exhibition Building and Carlton Gardens World Heritage Management Plan ('the Steering Committee') has overall responsibility for the preparation, implementation and review of the World Heritage Management Plan. It is a requirement of the Heritage Act that an approved World Heritage Management Plan is reviewed every seven years.

The current World Heritage Management Plan for the REB&CG was approved by the Minister for Planning in 2013 following a public consultation and hearings process.

Requirement for a World Heritage Strategy Plan for the WHEA

To protect the World Heritage values of the place, the Heritage Act provides for the declaration of a World Heritage Environs Area ('WHEA') in the vicinity of the World Heritage-listed place. The WHEA for the REB&CG was declared by the Minister and published in the Government Gazette on 11 October 2007 in accordance with section 169 of the then *Heritage Act 1995*. The WHEA spans 55.26 hectares.

The declaration of the WHEA aligns with the *Operational Guidelines for the Implementation of the World Heritage Convention*, which provides for the identification of a 'buffer zone' for World Heritage properties. The WHEA serves as a protective area to the REB&CG and its views and vistas, through the management and control of development outside the site, but within the WHEA.

The Heritage Act requires a World Heritage Strategy Plan to be prepared by the Executive Director (Heritage Victoria) as soon as practicable after a WHEA has been declared.

According to section 170(2) of the Heritage Act, a World Heritage Strategy Plan must:

- (a) set out the world heritage values of the listed place to which the World Heritage Environs Area relates; and*
- (b) set out strategies for the appropriate use and development of that area in order to ensure that the world heritage values of the listed place are protected and managed.*

The existing World Heritage Strategy Plan was prepared for the WHEA by the Executive Director, Heritage Victoria ('the Executive Director') and approved by the Minister for Planning in 2009.

Statutory process for reviewing a World Heritage Management Plan

In accordance with section 191 of the Heritage Act, the Steering Committee of a World Heritage-listed place must undertake a review of the Approved World Heritage Management Plan for the listed place every seven years. The Heritage Act requires that any amendment of an Approved World Heritage Management Plan follows the process as set out by sections 183-188, as if the proposed amendment were a draft World Heritage Management Plan.

Once a draft World Heritage Management Plan has been prepared, the Steering Committee is required to cause notice of the draft plan to be published, and a copy of the draft plan must be made available to the public for inspection. The published notice must specify a submissions date of at least 60 days from the date of notice. Any person may make a written submission in response to the draft World Heritage Management Plan within that time, and any written submission may request that a hearing is held before the Steering Committee.

The Steering Committee must consider any submissions made on or before the submission date. The Steering Committee may then:

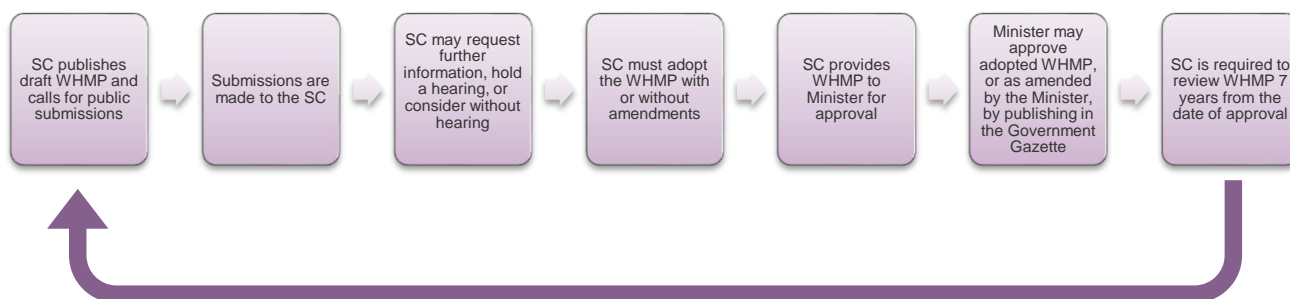
- request further information from the submitter(s); or
- conduct a hearing in relation to the draft plan; or
- consider the draft plan and submissions without a hearing.

After considering the draft plan and any submissions made in response to it, the Steering Committee must then adopt the World Heritage Management Plan with or without amendments, and give a copy of the draft plan to the Minister as soon as is practicable. The Minister may then, by notice published in the Government Gazette, approve the World Heritage Management Plan as adopted by the Steering Committee, with or without amendments.

Figure 4 below outlines the statutory process for the preparation and amendment of a World Heritage Management Plan, as set out by the Heritage Act. Please refer to **Appendix III: Part 9 of the *Heritage Act 2017*** for further information.

Figure 4: Statutory process World Heritage Management Plan

Once the draft World Heritage Management Plan (WHMP) has been completed, the Steering Committee (SC) must publish a notice stating its intention to submit it to the Minister for approval.



Because the existing World Heritage Management Plan for the REB&CG includes Attachments A-D as component documents, the process outlined above in **Figure 4** will not commence until Attachments A-D have been individually reviewed. After that time, one comprehensive draft World Heritage Management Plan, including all component documents as attachments, will be prepared and published by the Steering Committee in accordance with the Heritage Act, thereby triggering the statutory process outlined in **Figure 4**. The public submissions element of this process will commence in late 2020/early 2021.

Statutory process for amending a World Heritage Strategy Plan

The Heritage Act sets out a separate process for the World Heritage Strategy Plan, which must be undertaken in accordance with sections 170-176 of the Heritage Act.

Under the Heritage Act, the Executive Director is responsible for the preparation of the draft World Heritage Strategy Plan for a declared WHEA. Once prepared, a notice of the preparation of the draft World Heritage Strategy Plan must be published and a copy of the draft World Heritage Strategy Plan must be available for inspection.

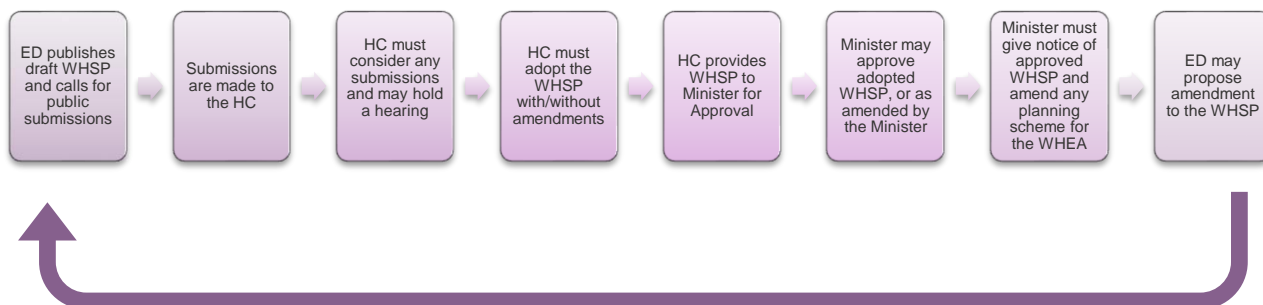
Any person may make a submission to the Heritage Council in relation to the draft World Heritage Strategy Plan and the Heritage Council must consider any submissions and may conduct a hearing in relation to the draft World Heritage Strategy Plan.

After considering the draft World Heritage Strategy Plan, the Heritage Council must adopt the plan with or without amendments. The Heritage Council must provide the adopted draft World Heritage Strategy Plan to the Minister who may approve the plan as adopted by the Heritage Council or with amendments. The Approved World Heritage Strategy Plan comes into operation on the date on which it is published in a notice in the Government Gazette, or a later date specified in the notice.

Figure 5 below outlines the process for preparing and amending a World Heritage Strategy Plan, as set out by the Heritage Act.

Figure 5: Statutory process World Heritage Strategy Plan

Once the draft World Heritage Environs Area Strategy Plan (WHSP) has been completed, the Executive Director (ED) must provide a copy of the draft plan to the Heritage Council (HC) for consideration.



The review process for the World Heritage Strategy Plan outlined in **Figure 5** above will take place **before** the World Heritage Management Plan document is reviewed. Heritage Victoria will be coordinating the review of the World Heritage Strategy Plan in early 2020 and has appointed Hansen Partnership and HLCD Pty Ltd to undertake the review.

It is anticipated that the Executive Director will submit the draft review of the World Heritage Strategy Plan to the Heritage Council in June 2020, thereby triggering the public submissions process set out by sections 171-174 of the Heritage Act.

Glossary of key terms and acronyms

the Heritage Act means the *Heritage Act 2017*.

Area of Greater Sensitivity means that area within the WHEA (and immediately adjacent to the REB&CG) which has been identified as providing an immediate significant and largely intact nineteenth and early twentieth century setting and context for the REB&CG (see **Figure 2** above).

Component documents means Attachments A-D of the World Heritage Management Plan, as outlined in the **What is being reviewed?** section of this document.

Executive Director means the Executive Director of Heritage Victoria.

the EPBC Act means the *Environment Protection and Biodiversity Conservation Act 1999*.

Heritage Management Plan means the new name for the Conservation Management Plan (Attachment A) following this review process, to meet the requirements of the EPBC Act.

Minister means the Minister for Planning.

REB&CG means the Royal Exhibition Building and Carlton Gardens.

Stakeholder agencies means those agencies responsible for the administration, oversight and review of the World Heritage Management Plan and its component documents, including the Department of Environment, Land, Water and Planning, Museums Victoria, the City of Melbourne and the City of Yarra.

Steering Committee means the body appointed under the Heritage Act to oversee the preparation, implementation and review of the World Heritage Management Plan.

WHEA means the World Heritage Environs Area, being the area more than 55 hectares in size surrounding (but not including) the REB&CG (See **Figure 2** above).

World Heritage Convention means the Convention concerning the Protection of World Cultural and Natural Heritage adopted by the General Conference of the United Nations Educational, Scientific and Cultural Organisation (UNESCO) in 1972, with a purpose to identify and safeguard the world's most outstanding natural and cultural heritage.

World Heritage List means the list kept under Article 11 of the World Heritage Convention

World Heritage Management Plan means the management plan approved by the Minister in 2013 and which includes as attachments the Royal Exhibition Building and Carlton Gardens Conservation Management Plan, the Carlton Gardens Master Plan, the Royal Exhibition Building and Exhibition Reserve Master Plan and the World Heritage Strategy Plan.

World Heritage Strategy Plan means the strategy plan prepared under section 170 of the Heritage Act (and approved by the Minister in 2009) which details strategies for the appropriate use and development of the WHEA to ensure that the World Heritage values of the REB&CG are protected and managed.

Useful links

The existing World Heritage Management Plan and World Heritage Management Plan for the Royal Exhibition Building and Carlton Gardens, including all component documents, can be accessed at:

<https://www.heritage.vic.gov.au/about-heritage-in-victoria/world-heritage>.

Other useful links include:

Museums Victoria – World Heritage

<https://museumsvictoria.com.au/reb/>

Heritage Act 2017

http://www5.austlii.edu.au/au/legis/vic/consol_act/ha201786/

Environment Protection and Biodiversity Conservation Act 1999

<https://www.legislation.gov.au/Details/C2019C00275>

UNESCO World Heritage List

<http://whc.unesco.org/en/list>

Australia's National Heritage List

<https://www.environment.gov.au/heritage/places/national-heritage-list>

Victorian Heritage Register

<https://heritagecouncil.vic.gov.au/heritage-protection/levels-of-protection/>

Victorian Aboriginal Heritage Register

<https://www.aboriginalvictoria.vic.gov.au/victorian-aboriginal-heritage-register>

City of Melbourne – Melbourne's Heritage

<https://www.melbourne.vic.gov.au/about-melbourne/melbourne-heritage/Pages/melbourne-heritage.aspx>

National Trust of Australia (Victoria) – Heritage Protection Explained

<https://www.nationaltrust.org.au/protection-vic/>



Appendix I: UNESCO Statement of Universal Value

UNESCO Statement of Outstanding Universal Value for the Royal Exhibition Building and Carlton Gardens

Brief synthesis

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

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

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

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

Integrity

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

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

avenues. These works contribute to maintaining the integrity of the Royal Exhibition Building and Carlton Gardens.

Authenticity

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

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

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

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

Protection and management requirements

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

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

The Royal Exhibition Building and Carlton Gardens was included in the National Heritage List in 2004 under the Commonwealth *Environment Protection and Biodiversity Conservation Act 1999* (EPBC Act) and on the State Heritage Register of Victoria in 1998 under the *Heritage Act 1995*.⁶

⁶ Now the repealed and replaced by the *Heritage Act 2017*.

Inclusion in the National Heritage List requires that any proposed action to be taken inside or outside the boundaries of a National Heritage place or a World Heritage property that may have a significant impact on the heritage values is prohibited without the approval of the Federal Minister. Inclusion in the Victorian Heritage Register means that works inside the boundaries of the registered place are prohibited without approval under the *Heritage Act 1995*.⁷

A Conservation Management Plan for the whole site was finalised in 2009. A buffer zone, the World Heritage Environs Area, covering an additional 55.26 hectares, was established in 2010 and has been supplemented by the World Heritage Environs Area Strategy Plan. Changes to local government heritage overlays have been made to give effect to this plan. Any future developments immediately outside the World Heritage Environs Area, which are likely to have a significant impact on the World Heritage values of the Royal Exhibition Building and Carlton Gardens, are subject to the provisions of the EPBC Act.

⁷ As above.

Appendix II: Survey Questions

Please go to engage.vic.gov.au/rebcgreview to complete the online survey and have your say.

If you are having trouble accessing the survey online, please contact Heritage Victoria on heritage.policy@delwp.vic.gov.au or 03 7022 6390.

A place that conserves history and cultural heritage

The Royal Exhibition Building and Carlton Gardens ('REB&CG') site is of World, National, State and Local cultural heritage significance. With consideration to the REB&CG as a heritage site, please rate whether you agree or disagree with the following statements:

1. The Royal Exhibition Building is well-conserved and accessible to the public.

- Strongly Agree
- Agree
- Neutral
- Disagree
- Strongly Disagree

2. The historic gardens of the REB&CG site are well-maintained and accessible to the public.

- Strongly Agree
- Agree
- Neutral
- Disagree
- Strongly Disagree

A place protected for the people

The REB&CG's use as a public place is an important part of its history, and its ongoing role as an exhibition venue is key to its World Heritage listing. With consideration to the REB&CG's use as a public place, please rate whether you agree or disagree with the following statements:

3. The REB&CG site allows for an appropriate balance of passive (such as reading, relaxing, picnic) and active (basketball, tennis, play, cycling) activities.

- Strongly Agree
- Agree
- Neutral
- Disagree
- Strongly Disagree

4. The events and exhibitions held on the REB&CG site are appropriate to the setting and the community.

- Strongly Agree
- Agree
- Neutral
- Disagree
- Strongly Disagree

A place that shares its stories

The REB&CG site has an important place in the history of Victoria, Australia and the world, with many stories to share. How we share these stories is important. To help us in sharing information about the site to the public, please respond to the following statements and questions:

5. The information available about the history, significance and features of the REB&CG site is sufficient.

- Strongly Agree
- Agree
- Neutral
- Disagree
- Strongly Disagree

6. How do you prefer to engage with information about a heritage site when you visit?

[can select more than one option]

- Tours (free)
- Tours (paid)
- Signs at the site
- Exhibitions and displays
- QR codes
- Wayfinding
- Digital technology
- Self-guided walking maps or apps
- Other (please specify) *[free text]*

7. Prior to completing this survey, were you aware that the Royal Exhibition Building and Carlton Gardens is included on the UNESCO World Heritage List?

- Yes
- No
- Other (please specify) *[free text]*

A place with a secure future

The REB&CG site was opened in 1880. The world and the climate has changed a lot since then. Considering the environmental and economic sustainability of the REB&CG site, please rate whether you agree or disagree with the following statements:

8. There are adequate mechanisms in place to deal with threats to the World Heritage values of the site.

- Strongly Agree
- Agree
- Neutral
- Disagree
- Strongly Disagree

9. The gardens need to adapt for changing climate conditions, whilst retaining their historic layout and features.

- Strongly Agree
- Agree
- Neutral
- Disagree
- Strongly Disagree

10. The REB&CG site needs to permit reasonable commercial use within the site in order to sustain and promote its future.

- Strongly Agree
- Agree
- Neutral
- Disagree
- Strongly Disagree

A place protected in partnership

The REB&CG is a complex site that is managed in partnership by Museums Victoria and the City of Melbourne. Additionally, both State and Commonwealth government agencies, Heritage Victoria and the Department of Agriculture, Water and the Environment respectively, have regulatory responsibilities with regards to the site. These agencies all collaborate to manage the site, and to ensure that legislative and policy reporting requirements are met. Please respond to the following statements and questions:

11. I understand where I can find information about the management of the REB&CG site (such as the existing World Heritage Management Plan).

- Strongly Agree
- Agree
- Neutral

- Disagree
- Strongly Disagree

12. Where would you expect to find information about the management of the REB&CG site? [can select more than one option]

- City of Melbourne website
- Museums Victoria website
- Heritage Victoria website
- Department of Agriculture, Water and the Environment
- Other website – please specify [free text]
- On-site signage
- Other – please specify [free text]

A place protected in its surrounds

A World Heritage Environs Area (WHEA) acts as a “buffer zone” for the REB&CG by protecting the surrounding area through planning controls that restrict the height and setbacks of surrounding buildings. For more information about the WHEA surrounding the REB&CG, and the planning controls that apply to it, please ensure that you read the **Discussion Paper** available at engage.vic.gov.au/rebcgreview.

Please rate whether you agree or disagree with the following statements:

13. The World Heritage Environs Area surrounding the REB&CG is as important to manage and protect as the site itself.

- Strongly Agree
- Agree
- Neutral
- Disagree
- Strongly Disagree

14. In order to maintain the historic character of the area, it's important that new development in the area protects the prominence and visibility of the REB&CG.

- Strongly Agree
- Agree
- Neutral
- Disagree
- Strongly Disagree

15. The planning controls within the WHEA sufficiently protect the World Heritage values of the REB&CG.

- Strongly Agree
- Agree

- Neutral
- Disagree
- Strongly Disagree

16. Do you live or work within the WHEA? If so, please share your experiences or thoughts about how the WHEA planning controls operate. *[free text]*

Concluding questions

17. How often do you visit the REB&CG?

- Daily
- Weekly
- Fortnightly
- Monthly
- Every three months
- Every six months
- Once a year
- Less than once a year

18. What is the main reason that you visit/have visited the Royal Exhibition and Carlton Gardens? *[more than one option able to be selected]*

- Visiting the Melbourne Museum
- Events at the Royal Exhibition Building and/or Carlton Gardens
- Leisure activities in the gardens (i.e. reading; relaxing; social gathering; basketball; use of the playground etc)
- I live nearby
- I work nearby
- I commute or travel through the area
- Tourism (please specify where you are visiting from) *[free text]*
- Other (please specify) *[free text]*

19. How do you usually travel to the Royal Exhibition Building and Carlton Gardens? *[more than one option able to be selected]*

- Walk
- Cycle
- Tram
- Train
- Bus
- Car
- Other (please specify) *[free text]*

20. When you visit the REB&CG, how long do you stay there? *[more than one option able to be selected]*

- Less than 30 minutes
- 30-60 minutes
- 1-2 hours

- 2-4 hours
- 4-6 hours
- Other (please specify) *[free text]*

21. What is your favourite thing about the Royal Exhibition Building and Carlton Gardens? *[free text]*

22. The World Heritage Management Plan ensures many aspects of the REB&CG site and protected and managed. Having read the discussion paper, and completed the survey, please identify your three most important areas of focus for the next seven years. *[multiple choice]*

- Interpretation of the site
- Promotion of the site
- Facilities on the site
- Events and exhibitions held on site
- The Carlton Gardens
- The Royal Exhibition Building and the Museum
- Protecting the area around the site
- Economic viability
- Effective management of the site
- Other *[free text]*

23. Anything else that we need to know? *[free text – attachment capability]*

24. If you would like to be notified via email when the draft World Heritage Management Plan and/or component documents are available for public comment, please provide your email address below, and select one or more of the following:

- Draft World Heritage Management Plan
- Draft World Heritage Strategy Plan (World Heritage Environs Area)
- Draft Heritage Management Plan (previously known as the Conservation Management Plan)
- Draft Carlton Gardens Master Plan
- Draft Royal Exhibition Building and Exhibition Reserve Master Plan
- Email address *[free text]*

25. What is your post code? *[free text]*

Interactive Map

The Engage Victoria website also includes an interactive map of the REB&CG and the WHEA surrounding it. Please go to engage.vic.gov.au/rebcgreview and use the map to pinpoint what you think is important to protect at this site, and why.

- What do you think is important to **protect** at the REB&CG, and surrounding World Heritage Environs Area?
- What do you **love** about the REB&CG?
- How do you imagine the REB&CG site in the **future**?

Appendix III: Part 9 of the *Heritage Act 2017*

Part 9—World Heritage

Division 1—World Heritage Environs Areas 169 Declaration of World Heritage Environs Area

(1) The Minister, as soon as practicable after a place is recorded in the Heritage Register in accordance with section 24(c), must consider whether an area in the vicinity of that place should be declared a World Heritage Environs Area in order to protect the world heritage values of that place.

(2) If the Minister considers that an area should be declared to be a World Heritage Environs Area, the Minister may recommend to the Governor in Council that the area be declared a World Heritage Environs Area.

(3) On the recommendation of the Minister, the Governor in Council, by Order published in the Government Gazette, may declare the area a World Heritage Environs Area.

Division 2—World Heritage Strategy Plans 170 Preparation of World Heritage Strategy Plan

(1) The Executive Director must prepare a draft World Heritage Strategy Plan for a World Heritage Environs Area as soon as practicable after the World Heritage Environs Area is declared.

(2) A World Heritage Strategy Plan must—

(a) set out the world heritage values of the listed place to which the World Heritage Environs Area relates; and

(b) set out strategies for the appropriate use and development of that area in order to ensure that the world heritage values of the listed place are protected and managed.

(3) On completing a draft World Heritage Strategy Plan, the Executive Director must provide a copy of the draft plan to the Heritage Council for consideration.

171 Notice of draft World Heritage Strategy Plan

(1) On completing a draft World Heritage Strategy Plan, the Executive Director must cause a notice of the preparation of the draft plan to be published—

(a) in a newspaper circulating generally in the World Heritage Environs Area to which the draft plan relates; and

(b) in a daily newspaper circulating generally throughout the State.

(2) A notice under subsection (1) must state—

(a) the address at which the draft plan is available for inspection; and

(b) the submission date for the draft plan, being at least 60 days after the date of the notice; and

(c) that any person may make a written submission to the Heritage Council on the draft plan on or before the submission date.

(3) The Executive Director must ensure that an up-to-date electronic copy of a draft World Heritage Strategy Plan is kept at the offices of the Heritage Council and the Department for inspection by members of the public during normal office hours free of charge until the submission date for the draft plan.

172 Submissions on draft World Heritage Strategy Plan

(1) Any person or body may make a written submission to the Heritage Council in relation to a draft World Heritage Strategy Plan on or before the submission date for the draft plan.

(2) A written submission may include a request for a hearing before the Heritage Council in relation to the submission.

173 Procedure of the Heritage Council where no submissions

If the Heritage Council does not receive any submissions under section 172, the Heritage Council must consider the draft World Heritage Strategy Plan as soon as practicable after the submission date for the draft plan.

174 Heritage Council to consider submissions

- (1) The Heritage Council must consider a submission in relation to a draft World Heritage Strategy Plan that is received on or before the submission date for the draft plan.
- (2) The Heritage Council may—
 - (a) request the person or body making the submission for more information relating to the submission; or
 - (b) conduct a hearing in relation to the draft plan; or
 - (c) consider any submissions and the draft plan without a hearing.

175 Decision of the Heritage Council

- (1) After considering a draft World Heritage Strategy Plan, any submissions and any other matters it considers relevant, and conducting any hearing, the Heritage Council must adopt the draft plan with or without amendments.
- (2) The Heritage Council must give a copy of the draft plan to the Minister for approval as soon as practicable after adopting the draft plan.

176 Approval of World Heritage Strategy Plan

- (1) The Minister, by notice published in the Government Gazette, may—
 - (a) approve a World Heritage Strategy Plan adopted by the Heritage Council; or
 - (b) approve the World Heritage Strategy Plan as amended by the Minister.
- (2) An Approved World Heritage Strategy Plan comes into operation—
 - (a) on the date on which the notice under subsection (1) is published in Government Gazette; or
 - (b) on any later date specified in the notice.

177 Amendments to Approved World Heritage Strategy Plans

- (1) The Executive Director may propose an amendment to an Approved World Heritage Strategy Plan.
- (2) Sections 170 to 176 apply to a proposed amendment to an Approved World Heritage Strategy Plan as if the proposed amendment were a draft World Heritage Strategy Plan.

178 Public availability of Approved World Heritage Strategy Plans

The Executive Director must ensure that an up-to-date electronic copy of each Approved World Heritage Strategy Plan is kept at the offices of the Heritage Council and the Department for inspection by members of the public during normal office hours free of charge.

179 Notice of Approved World Heritage Strategy Plan

The Minister must cause notice of the approval of a World Heritage Strategy Plan to be given to—

- (a) the Minister administering the **Planning and Environment Act 1987**; and
- (b) the responsible authority in which the World Heritage Environs Area is situated and, if the responsible authority is not a municipal council, the relevant municipal council.

180 Amendment of planning schemes

(1) The Minister administering the **Planning and Environment Act 1987** must prepare and approve an amendment to any planning scheme applying to an area that has been declared to be a World Heritage Environs Area—

- (a) to identify that area as a World Heritage Environs Area; and
- (b) to give effect to the Approved World Heritage Strategy Plan for that area.

(2) An amendment under subsection (1) must be prepared as soon as practicable after the approval of the World Heritage Strategy Plan for the World Heritage Environs Area.

(3) An amendment under subsection (1) may also make any consequential amendments to the planning scheme that are necessary to remove or modify any provisions which are inconsistent with the Approved World Heritage Strategy Plan.

(4) The **Planning and Environment Act 1987** (except sections 12(1)(a) and (e), 12(2), 12(3), Divisions 1 and 2 of Part 3 and sections 39(1), 39(2), 39(3), 39(4) and 39(5) and any regulations made for the purposes of those provisions) applies to the preparation and approval of amendments under subsection (1).

(5) The Minister administering the **Planning and Environment Act 1987** must not approve an amendment to a planning scheme applying to an area that has been declared to be a World Heritage Environs Area if the amendment is inconsistent with the Approved World Heritage Strategy Plan for that area.

Division 3—World Heritage Management Plans 181 Steering Committees for listed places

- (1) The Minister must appoint a Steering Committee for each listed place.
- (2) The Steering Committee for a listed place consists of—
 - (a) the Executive Director who is the Chairperson; and
 - (b) if the listed place is Crown land or land vested in a Minister or public authority, any persons who are responsible for the management of the listed place and who are appointed by the Minister; and
 - (c) in the case of any listed place on other land, any person who is the owner or occupier or is concerned in the management of the listed place and who is appointed by the Minister; and
 - (d) any other persons that the Minister considers appropriate.
- (3) A quorum of a Steering Committee is constituted by a majority of its members.
- (4) Subject to this Part, a Steering Committee may regulate its own proceedings.

182 Functions of Steering Committees

The functions of the Steering Committee for a listed place are—

- (a) to prepare a World Heritage Management Plan for the listed place; and
- (b) to assist in the implementation of an Approved World Heritage Management Plan for the listed place; and
- (c) to report as required by the Minister on the carrying out of its activities.

183 Preparation of World Heritage Management Plan

- (1) The Steering Committee for a listed place must prepare a draft World Heritage Management Plan for that place.

A World Heritage Management Plan must—

- (a) state the world heritage values of the listed place; and
- (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

- (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
- (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
- (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
- (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
- (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.

184 Notice of draft World Heritage Management Plan

- (1) On completion of a draft World Heritage Management Plan for a listed place, the Steering Committee for that place must cause a notice of the draft plan to be published—
 - (a) in a newspaper circulating generally in the area in which the listed place is located; and
 - (b) in a daily newspaper circulating generally throughout Victoria.
- (2) A notice under subsection (1) must state—
 - (a) the Steering Committee's intention to submit the draft World Heritage Management Plan to the Minister for approval; and
 - (b) the address at which the draft plan is available for inspection; and
 - (c) the submission date for the draft plan, being at least 60 days after the date of the notice; and
 - (d) that any person may make a written submission to the Steering Committee on the draft plan on or before that submission date.
- (3) The Executive Director must ensure that a draft World Heritage Management Plan is kept at the offices of the Department for inspection by members of the public during normal office hours free of charge until the submission date for the draft plan.

185 Submissions on draft World Heritage Management Plan

- (1) Any person or body may make a written submission to a Steering Committee in relation to a draft World Heritage Management Plan on or before the submission date for the draft plan.
- (2) A written submission may include a request for a hearing before the Steering Committee in relation to the submission.

186 Steering Committee to consider submissions

- (1) The Steering Committee for a listed place must consider a submission in relation to a draft World Heritage Management Plan that is received on or before the submission date for the draft plan.
- (2) The Steering Committee may—
 - (a) request the person making the submission for more information relating to the submission; or
 - (b) conduct a hearing in relation to the draft plan; or
 - (c) consider the draft plan and submissions without a hearing.

187 Decision of the Steering Committee

- (1) After considering a draft World Heritage Management Plan for a listed place, any submissions and any other matters it considers relevant, and conducting any hearing, the Steering Committee for that place must adopt the draft plan with or without amendments.
- (2) The Steering Committee must give a copy of the draft plan to the Minister for approval as soon as practicable after adopting the draft plan.

188 Approval of World Heritage Management Plan

- (1) The Minister, by notice published in the Government Gazette, may—
 - (a) approve a World Heritage Management Plan for a listed place adopted by the Steering Committee for that place; or
 - (b) approve the World Heritage Management Plan as amended by the Minister.
- (2) An Approved World Heritage Management Plan comes into operation—
 - (a) on the date on which the notice under subsection (1) is published in the Government Gazette; or
 - (b) on any later date specified in the notice.

189 Amendments to Approved World Heritage Management Plans

- (1) The Steering Committee for a listed place may propose an amendment to an Approved World Heritage Management Plan for that listed place.
- (2) Sections 183 to 188 apply to a proposed amendment to an Approved World Heritage Management Plan as if the proposed amendment were a draft World Heritage Management Plan.

190 Public availability of Approved World Heritage Management Plans

A copy of each Approved World Heritage Management Plan must be kept at the offices of the Department for inspection by members of the public during normal office hours free of charge.

191 Review of Approved World Heritage Management Plan

The Steering Committee for a listed place must undertake a review of the Approved World Heritage Management Plan for the listed place every 7 years from the date on which the plan was first approved under this Part.

192 Offence to fail to comply with Approved World Heritage Management Plan

- (1) A person who is the owner or occupier of a listed place or part of a listed place must comply with the Approved World Heritage Management Plan relating to the listed place in carrying out any works or activities in relation to the listed place.

Penalty: In the case of a natural person, 2400 penalty units;

In the case of a body corporate, 10 000 penalty units.

- (2) Subsection (1) does not apply to works or activities—
 - (a) carried out in accordance with a permit issued under Part 5; or
 - (b) for which the Executive Director or Heritage Council has determined that a permit is not required under Part 5.
- (3) An offender is not liable to be punished for an offence under this section if—
 - (a) an act or omission constitutes an offence under this section and the Environment Protection and Biodiversity Conservation Act 1999 of the Commonwealth; and
 - (b) the offender has been punished for that offence under that Act.

193 Annual report on condition of property

(1) The Minister may direct the Executive Director to prepare an annual report on the condition of a listed place.

(2) The Executive Director must comply with a direction made under subsection (1).