CARLTON GARDENS MASTER PLAN

Division      Assets & Services

Presenter    Vince Haining, Group Manager Parks & Recreation

Purpose
To seek Council approval for the Carlton Gardens Master Plan.

Time Frame
The Master Plan outlines management and enhancement proposals to be implemented over the next 7-10 years in line with the World Heritage listing of the Carlton Gardens.

Finance
Specific projects envisaged in the Master Plan will be subject to Council’s normal annual budget approval process.

Legal
Carlton Gardens is reserved as public gardens under the Crown Land (Reserves) Act 1978 and vested jointly in the Council and the Minister as co-trustees. In addition the Council has been appointed the Committee of Management of the Gardens.

Sustainability
The Master Plan provides the framework for the on-going protection of this special part of Melbourne’s cultural heritage. It also ensures ongoing access to the Gardens for those that live, visit and work in the City. The Master Plan proposes a number of environmental improvements for the Gardens, including a major tree re-planting program and the more efficient use of water.

Recommendation
That the Planning and Environment Committee recommend that Council:

• approve the new Carlton Gardens Master Plan (Attachment 5); and
• note that Heritage Victoria is required to establish a consultative process to assist the development of an overall World Heritage Site Management Plan.

Attachments:
1. Consultation Process - Carlton Gardens Master Plan
2. Australian properties on the World Heritage List
3. Carlton Gardens Master Plan Reference Committee
4. Summary of Written Submissions for the Draft Carlton Garden Master Plan (December 2004)
5. Carlton Garden Master Plan
CARLTON GARDENS MASTER PLAN

Division Assets & Services

Presenter Vince Haining, Group Manager Parks & Recreation

Purpose

1. To seek Council approval for the Carlton Gardens Master Plan.

Background

2. The Royal Exhibition Building (REB), together with the Carlton Gardens, was inscribed on the World Heritage list on 1 July 2004. Originally built for the 1880 Melbourne International Exhibition, the REB has outstanding universal value as the only surviving “Palace of Industry” in its original garden setting. This site is the only Victorian site and the first Australian built environment to be included in the World Heritage List. The site is also listed on the new National Heritage Register and the State Heritage Register.

3. World Heritage listing gives the Australian Government ultimate responsibility for ensuring that the whole site is managed in line with this listing, and that no activities take place in the immediate surrounding areas (City of Melbourne and City of Yarra) that detrimentally impact on the site. Recent amendments to the Heritage Act 1995 have given the State Government specific planning management responsibilities for the site.

4. The Gardens were originally laid out in the 1850’s, with the south Gardens being redesigned to provide the setting for the REB during the 1880 Melbourne International Exhibition. Today, they form a key component of Melbourne’s outstanding inner open space network and provide valuable recreational space for Melbourne residents, workers and other visitors with about two million people using the Gardens annually.

5. The Melbourne City Council, as Committee of Management appointed under the provisions of the Crown Lands Reserves Act 1978, is responsible for management of the land comprising the Carlton Gardens. Museum Victoria is responsible for managing the Exhibition Reserve, which contains the REB and its forecourts (south, east and west), the new Museum building and the open space plaza between the REB and the Museum. Museum Victoria and Council have signed a Memorandum of Understanding committing both parties to coordinated management of both the Gardens and the Exhibition Reserve.

6. Council’s Environment, Community and Cultural Development Committee resolved on 6 May 2003 to prepare a Master Plan for the Carlton Gardens. All parties agreed that the open space areas around the REB (with the exception of the plaza area between the REB and the Museum) should be planned together with the Carlton Gardens. The areas covered by the Master Plan are:

   6.1. the North and South Carlton Gardens; and

   6.2. the south, east and west forecourts around the REB.
7. The plaza area between the REB and Museum and the REB itself (managed by Museum Victoria) will be subject to a separate but complementary plan.

**Heritage Considerations**

8. The Carlton Gardens provide a unique setting for the Royal Exhibition Building. As a listed World Heritage site, Carlton Gardens now has a standing and stature of importance unequalled by any other garden site in Australia. It is Australia’s sixteenth World Heritage listed site (refer Attachment 2 for other listed sites), and the first built (cultural) site to be listed. Other overseas sites on the list include the Eiffel Tower, Statue of Liberty, Taj Mahal and Kew Gardens.

9. The heritage significance of the Carlton Gardens and REB can be considered as a hierarchy, with each level of significance being assessed against different, but complementary sets of criteria. In summary, these levels are:

**World Heritage:**

9.1. the Carlton Gardens and REB are listed under criterion 2 of the World Heritage Convention, which recognises its value as an outstanding surviving manifestation of the international exhibition movement of the late nineteenth and to early twentieth centuries;

**National Heritage:**

9.2. the Carlton Gardens and REB have been listed on the new National Heritage List for the period 1880-1901, which covers both the international exhibitions and Australian Federation, being of major significance;

**State Heritage:**

9.3. the Carlton Gardens and REB are listed on the Victorian Heritage Register recognising values relating from establishment to the present day. This listing gives Heritage Victoria the responsibility for issuing permits for development and exempting the Gardens from planning permits under the Melbourne Planning Scheme; and

**Local Heritage:**

9.4. features such as the tennis court pavilion have been assessed as having local heritage significance.

**Planning Framework**

10. World Heritage listing requires the preparation of a World Heritage management plan for the site involving further community consultation, which will be undertaken by Heritage Victoria. It is anticipated that this Management Plan will provide the broad framework for and be based on a number of other specific plans, including this Master Plan. Other component plans currently identified include a Master Plan for the Museum, plaza area and REB (currently being developed by Museum Victoria).

11. A World Heritage Site Steering Committee consisting of the agencies with management or legal responsibility for the site is being established and all parties are co-operating to ensure that all these plans will be complementary and compatible.
Conservation Management Plan

12. In order to thoroughly and consistently assess heritage values of the whole site, Council and Museum Victoria have already prepared a single Conservation Management Plan (draft) for the whole site. This Plan identifies and assesses the significance of the overall site and all cultural, historical and/or social elements which contribute to the heritage value of the site and recommends objectives to protect and manage these elements appropriately. The Plan is therefore a primary reference in determining the policies to be applied to specific elements of the gardens, as reflected in the Master Plan.

13. Although in draft form, Heritage Victoria has advised that the Conservation Management Plan provides sufficient information to inform the Master Plan recommendations.

Development of the Master Plan

14. The process that has been used for developing all recent parks and gardens master plans has been adopted to develop the Carlton Gardens Master Plan. This process involves the preparation and release of an Issues Paper (March 2004), approval and release of a Draft Master Plan (August 2004), and the preparation of the final Master Plan. Extensive consultation was undertaken during the preparation of the Plan (Attachment 1 details consultation process and outcomes).

Carlton Gardens Master Plan Reference Committee

15. The preparation of the Master Plan was guided by a Reference Committee representing groups associated with the Carlton Gardens and chaired by former Councillors Kimberley Kitching and Kate Redwood (see Attachment 3 for terms of reference and membership of the Reference Group). The Reference Committee met six times in formal session and members also participated in workshops on Heritage Issues, Vehicle Movement and Parking, and Uses and Interfaces.

Final Carlton Gardens Master Plan

16. The Master Plan is underpinned by the objective of managing the Gardens as a key component of the World Heritage site by protecting the heritage values of the Gardens, while providing for the contemporary needs of people. It recommends the protection and enhancement, of all the remaining significant elements from the period of significance (1880 to 1901).

17. The Master Plan articulates a clear vision to guide future development and management of the garden’s unique assets. In line with this vision, the Plan recommends key actions outlined below.

Royal Exhibition Building Forecourts

18. The south, east and west forecourts form the immediate setting for the REB with the south and west forecourts currently unsightly and degraded. The Master Plan recommends significant landscape improvements which will enhance the setting of the REB, specifically:

South Forecourt:

18.1. to re-establish a sense of entrance to the REB on the southern side by: re-creating of the garden parterre beds along the promenade consistent with the 1880-1901 form; progressively removing car parking from the vicinity of the southern entry of the REB and; restoring the east-west promenade; and
East and West Forecourts:

18.2. to provide a pedestrian and landscape connection between the North and South Carlton Gardens adjacent to Rathdowne and Nicholson Street, by developing unifying tree plantings, greening and path links. It also recommends recreation of the German circle in the west forecourt and that the entrances from Nicholson and Rathdowne Streets be improved.

South Gardens

19. The South Gardens provide a unique setting for the REB with majestic avenues of exotic trees and the grand entry along the Plane Walk and views towards the building. The Plan recommends maintaining the significant historic fabric of the South Gardens and undertaking some reconstruction, such as re-establishing missing pathway sections and re-creating the garden bed that formed the original rose bed. The Plan proposes to remove the chain walk garden bed and return it to grass in line with the original garden layout, to investigate re-establishing the original lake alignments and to enhance the Garden’s three entrances onto Victoria Street/Parade.

North Gardens

20. The North Gardens have always been used by Carlton and Fitzroy residents for local recreational activities which will continue. The Plan recommends removing the existing redundant works depot and construction of a smaller new park maintenance facility in the enclosed area behind the existing care-takers cottage. The former depot area would be returned to lawn.

21. The Plan recommends consolidating the playground area and retaining the existing “maze” playground for the short term as it is structurally sound and popular, but to explore the opportunity of relocating play facilities adjacent to the Museum wall in the long term, and converting the current play ground area to a pond. The Historic fabric in the North gardens, such as the remaining cast iron fence, and the garden fencing and curator’s cottage will be repaired and retained.

Connections and Linkages

22. Many responses received on the draft Master Plan expressed a desire for better pedestrian links to the surrounding residential areas and particularly to the CBD. Therefore, the Master Plan recommends action to improve pedestrian linkages across Rathdowne Street and Nicholson Street, and especially to explore better pedestrian movement at the Victoria/Latrobe Streets intersection.

Bike Path Connections

23. The Master Plan does not propose permitting cycling within the gardens. It proposes significantly improving bike route connections around the garden by upgrading routes along Rathdowne Street and the shared pathway on Nicholson Street to improve the linkage from the Canning Street bike route through Carlton to the Central Business District. Many cyclists already use these routes and there is the potential to provide good bike links into the City from here.

24. The Plan acknowledges that the east-west connection between Gertrude and Queensberry Streets along the south side of the REB will remain a high “desire” route by cyclists. However, the Plan recommends that this ‘desire line’ be further investigated with Museum Victoria as this land is controlled by Museum Victoria, which is currently not in favour of creating a dedicated bike path along this route.
Tree Planting

25. As the character of the Gardens depends significantly on its avenue trees and other mature trees, and many of these trees will reach the end of their life span in the next 15-20 years, it is essential that a pro-active tree planting program commences as soon as possible. The Master Plan therefore recommends progressively replanting some of the tree avenues, commencing with the most degraded. It also proposes to selectively plant in lawn areas to maintain canopy cover and also to plant around the perimeter of the Gardens. Proposed planting would be predominantly exotic species to preserve the existing character of the Gardens. The precise species of trees to be planted will be subject to further investigation.

Recreational Uses

26. To support the over two million visitors to these gardens each year, the Master Plan proposes continuing contemporary uses and activities primarily for passive and informal recreation retention of the well-used tennis courts (which date back to 1921) and the half basketball court was strongly supported by the community. The Master Plan therefore recommends their retention and maintenance.

Dog Walking

27. As the Carlton Gardens are formal gardens with limited lawn spaces, the Master Plan recommends that dog walking on-leash should continue to be permitted, but no off-leash area be created.

Melbourne International Flower and Garden Show

28. International Flower and Garden Show is held annually in the Royal Exhibition Building and Carlton Gardens. This use was specifically mentioned in the formal World Heritage nomination submission and is compatible with the world heritage values of the site. The Master Plan recommends that this event should continue to be subject to stringent conditions that protect the Gardens historic features. The Master Plan does not support any other major events occurring in the Carlton Gardens, unless they are directly consistent with the World Heritage listing.

Environmental Sustainability

29. Management of the Gardens requires a balance to be maintained between the need to reduce resource use, especially mains water, and the need to ensure the health of the trees and other plants, and infrastructure maintenance. The Master Plan recommends water for tree health and garden beds be ensured, and that other water reducing measures such as mulching of trees be undertaken. Stormwater run off also needs to be better managed. The Plan also recommends exploring options to replace mains water with recycled water.

Interpretation

30. The World Heritage listing of the REB and Gardens will require a comprehensive interpretation plan to be developed based on the REB, but with the Gardens playing a key role. The Master Plan acknowledges that the plan will need to be developed during the development of the World Heritage Management Plan in conjunction with the State and Australian Governments, and Museum Victoria. Council will work with the relevant agencies to ensure that information is provided in the development of this Plan.
Relation to Council Policy

31. Preparation of the Master Plan is in line with Council’s Parks Policy (1997), which commits council to prepare plans for all the City’s major parks. It is also in line with Council’s commitment to support World Heritage listing of the Carlton Gardens, and Council’s approval of the Memorandum of Understanding with Museum Victoria (June 2004) for co-operative management of the REB and Carlton Gardens.

32. The recommendations contained in the Master Plan are compatible with Council’s Tree Policy (1998) and Strategy for Ageing and Drought Affected Trees (2003). The recommendations are also compatible with Growing Green, an Environmental Sustainability Plan for the City of Melbourne’s Open Space and Recreational Facilities (February 2003).

Consultation

33. The development of the Master Plan has involved extensive consultation in three stages (see details in Attachment 1):

33.1. at the announcement of the commencement of the process when public input was sought on the preparation of the Issues Paper;

33.2. following the release of the Issues Paper when feedback was sought on the issues raised and questions posed in the Paper; and

33.3. Following the approval and release of the Draft Master Plan when feedback was sought on the draft proposals in the Plan.

Next Steps

Master Plan Approval

34. As the master Plan contains recommendations relating to the REB forecourts which are managed by Museum Victoria, the Plan (subject to Council approval) will be referred to that agency for final approval. Patrick Green (CEO Museum Victoria) has already confirmed that the proposed Master Plan is acceptable to Museum Victoria. Ray Tonkin, (Director, Heritage Victoria) has also confirmed that the Plan is acceptable to Heritage Victoria.

Master Plan Implementation

35. The recommendations contained in the Plan (subject to Council approval) relating to new projects will be implemented as resources become available through Council’s annual capital works program. Other key projects, such as tree planting, will be implemented through Council’s ongoing tree renewal program. Other recommendations will be implemented through Council’s normal operating programs (a list of priority projects is contained in section 6 of the Master Plan – Attachment 5).

Community Consultation

36. All proposals that require further detailed planning, such as removal of the depot, REB forecourt redevelopment, tree planting etc will be further discussed with all stakeholders when the specific plans become available.
Government Relations

37. As the Australian Government is ultimately responsible for good management of the World Heritage site, a representative of the Australian Government Department of Environment participated on the Reference Committee. A representative from the State Department of Sustainability and Environment representing the Minister responsible for Crown Lands (Minister Hulls) has been formally involved in preparing the Master Plan.

38. As the Carlton Gardens are listed on the Victorian Heritage Register, approval from Heritage Victoria is required for any works in the Gardens. A representative of Heritage Victoria has participated on the Reference Committee and the Master Plan is acceptable to Heritage Victoria.

39. It is anticipated that ongoing engagement with Commonwealth and State Government agencies will occur in the development of the World Heritage Site Management Plan.

Recommendation

40. That the Planning and Environment Committee recommend that Council:

40.1.  approve the new Carlton Gardens Master Plan (Attachment 5); and

40.2.  note that Heritage Victoria is required to establish a consultative process to assist the development of an overall World Heritage Site Management Plan.
Consultation Process - Carlton Gardens Master Plan

1. Preparation of the Carlton Gardens Master Plan commenced in March 2004 with the release for public comment of an Issues Paper. After receiving feedback on the Issues Paper, a Draft Master Plan was then prepared and approved by Council’s former City Services, Community and Cultural Development Committee for public release in August 2004. Public comment was invited through advertisements in local newspapers, stakeholders mail-outs, council’s website, posters at community venues and a leaflet letter boxed to householders in the vicinity of the Gardens. A public information day was held in the Gardens in December 2004, and a Staff Workshop in October 2004.

2. Feedback on the draft Master Plan was invited by mail, fax and email, and during the information day in the Gardens.

3. All responses to the matters raised in the draft Master Plan were collated and summarised into a report entitled “Carlton Gardens Draft Master Plan – Summary of Submissions”. This information formed a key input into the development of the final Master Plan and forms Attachment 4.

4. A total of 60 responses were received in response to the Issues Paper, prior to preparation of the Draft Master Plan. A further 52 submissions were received on the Draft Master Plan.

5. Key stakeholders have provided written feedback on the draft Master Plan including the National Trust and Australian Garden History Society, Friends of the Elms, Bicycle Victoria, Carlton Gardens Tennis Club, the Carlton Gardens Group, the Carlton Residents Association and East Enders, all represented on the Reference Committee. Comments of the key stakeholders have been incorporated in the Master Plan where appropriate.

6. A workshop convened with Heritage Victoria with heritage representatives was held on 8 February 2005. The practical application of the Burra Charter principles to the site was discussed, with tree replacement as a major discussion point. Outcomes of the workshop have been included in the Master Plan.
Australian properties on the World Heritage List

(as at March 2005)

1. Australian Fossil Mammal Sites (Queensland and Sth Australia)
2. Blue Mountains
3. Central Eastern Rainforest Reserves
4. Fraser Island
5. Great Barrier Reef
6. Heard and McDonald Islands
7. Kakadu
8. Lord Howe Island
9. Macquarie Island
10. Purnululu
11. Royal Exhibition and Carlton Gardens
12. Shark Bay
13. Tasmanian Wilderness
14. Uluru-Kata Tjuta
15. Wet Tropics
16. Willandra
Carlton Gardens Master Plan Reference Committee

Co-Convenors:
Cr Kimberley Kitching, Chair, City Services, Community and Cultural Development Committee
Cr Kate Redwood, Chair, Commonwealth Games Infrastructure and Major Projects Committee

Membership:

<table>
<thead>
<tr>
<th>Representative</th>
<th>Organisation</th>
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<tbody>
<tr>
<td>Paul Rominen</td>
<td>Academy of Mary Immaculate</td>
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<tr>
<td>Phillip Goode</td>
<td>Australian Garden History Society</td>
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<tr>
<td>Bart Sbegan</td>
<td>Bicycle Victoria</td>
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<tr>
<td>Margaret O’Brien</td>
<td>Carlton Gardens Group</td>
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<tr>
<td>John Williams</td>
<td>Carlton Gardens Primary School</td>
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<tr>
<td>Jeanne Allen</td>
<td>Carlton Gardens Tennis Club</td>
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<tr>
<td>Sue Chambers</td>
<td>Carlton Residents Association</td>
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<tr>
<td>Fiona O’Byrne</td>
<td>City of Yarra</td>
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<tr>
<td>Elizabeth Boyle</td>
<td>Commonwealth Dept of Environment and Heritage</td>
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<tr>
<td>Wayne Malone</td>
<td>Department of Sustainability and Environment</td>
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<tr>
<td>Peter Matthews</td>
<td>East Enders</td>
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<tr>
<td>Jo Grigg</td>
<td>Friends of the Elms</td>
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<td>Leah Mc Kenzie</td>
<td>Heritage Victoria</td>
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<td>Ronnie Fookes</td>
<td>Melbourne Museum</td>
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<td>Wendy Dwyer</td>
<td>National Trust</td>
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<td>Prof: Catherin Bull</td>
<td>University of Melbourne</td>
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<tr>
<td>Vince Haining, Ian Harris</td>
<td>Parks and Recreation, City of Melbourne</td>
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<tr>
<td>Angela Hill</td>
<td>Parks and Recreation, City of Melbourne</td>
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<tr>
<td>Rob Adams, Ian Winter</td>
<td>City Projects, City of Melbourne</td>
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</table>

Terms of Reference

Purpose
The purpose of the Carlton Gardens Master Plan Reference Committee is to provide advice and feedback during the development of the Master Plan, especially in relation to community and stakeholder consultation.

The committee has no decision making powers or delegated authority, but is intended to assist in providing information an advice to the City of Melbourne. The Committee will advise the Group Manager, Parks and Recreation, and report to the Environment, Community and Cultural Development Committee of Council as appropriate.

All Councillors will have a standing invitation to attend meetings of the Reference Committee.
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<tbody>
<tr>
<td>1</td>
<td>Strongly supports Plan</td>
<td>Supports all proposals except reduction in water use&lt;br&gt;Interested in more creative use of gardeners cottage-and improvement of area at rear</td>
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<td>REB-thinks some shows and current lighting on building detracts</td>
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<td>2</td>
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<td>Against bicycle barrier and prohibition. Why no east/west link solution?</td>
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<td>3</td>
<td>Strongly supports plan</td>
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<td>Particularly supports bicycle and dog proposals (has been attacked twice by unleashed dogs)</td>
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<td>4</td>
<td></td>
<td>Suggests i.d tags for significant trees&amp;plants</td>
<td>Believes plan should promote responsible cycling, not ban (takes children through)</td>
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<td>5</td>
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<td>Supports safe cycling in gardens and notes majority of Issues paper submissions do also&lt;br&gt;How can MIFGS remain and cycling be disallowed?</td>
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<td>6</td>
<td></td>
<td>Suggests a number of new features such as rose garden, bridge over pond, rotunda, water fall, horse rides and aboriginal art poles</td>
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<td>7</td>
<td></td>
<td>Supports cycling in Gardens- remove existing car parks and make bike parking and path instead</td>
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<td>8</td>
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<td>Install plaque to commemorate John Shaw Neilson connection and poem</td>
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<td>9</td>
<td>Pleased with WH listing</td>
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<td>10</td>
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<td>Supports restoring Gardens.</td>
<td>Reasonably happy that if we are not going to allow riding, that we will work to improve routes around</td>
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<td>11</td>
<td></td>
<td>Thinks Master plan proposals will lead to loss of Gardens as living part of community (esp CGN) and will create sterile heritage theme park</td>
<td>Supports cycling through Gardens, as a pedestrian, had never had any problems with this</td>
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<td>12</td>
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<td>Supports designation of specific shared paths in Gardens, not ban</td>
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<td>13</td>
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<td>Not in favour of ban on cycling, and thinks Nicholson St shared path is inadequate and cannot be improved much. Plan is not convincing on reason for ban</td>
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<td>14</td>
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<td>Keep Gardens open for cycling</td>
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<td>15</td>
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<td>Why no cycling in Gardens? Shared path is a hazard to cyclists and pedestrians</td>
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<td>16</td>
<td>Document comprehensive &amp; well structured. Need to define “Historically appropriate”</td>
<td>Does not see need for aim of “single site” Have creative surface treatment &amp; traffic re-org rather than linking paths nth/south Questions need for ‘recreating missing elements” such as fence-likes open feel. Defining a particular period limits future developments, as does policy of no new structures Concerned that perimeter tree planting (if mulched) will form barrier into Gardens Need to make sure re’created garden beds are water sensitive Why do the lakes need to be expanded? Interpretation should not necessarily be a permanent fixture</td>
<td>Supports retention of half basketball court(used for tai chi as well as b/ball) Fixing links across VicSt esp. important</td>
<td>Desire line paths in CGS recently asphalted Supports goose neck design To be read from Vic Pde Significant plants in beds identified for removal should be retained Why remove link path in CGN? Interpret lake within playground Strongly disagrees with planned relocation of big playground – likes it Does not support removal of basketball court- need to provide local rec facilities</td>
<td>Any new planning controls should be reviewed regularly</td>
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<tr>
<td>17</td>
<td>Likes lots of the ideas, except…….</td>
<td>Need to have better balance between historical preservation and open space needs of city dwellers. (has three teenagers). With climate change, may need to make transition to local tree species</td>
<td>Would be unhappy to see tennis or basketball court go (and supports addition of skateboard area) Supports responsible bike riding</td>
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<td>18</td>
<td>Thoroughly supports the Master Plan</td>
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<td>19</td>
<td>Generally strong support for the plan</td>
<td>Need to make sure historic research is done to make sure heritage objectives can be realised</td>
<td>Esp wants better connection across Vic Pde</td>
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<td>Supports all garden precinct recommendations except re: re-location of playground- should be retained as complimentary to Museum and are award winning design</td>
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<td>3.3iii) Link pathways north/south – need more flexibility in materials and form – eg if designed to prioritise pedestrian movement etc- may end up being different materials to the historic pathways</td>
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<td>And removal/re-organisation of car parking so that vehicle areas do not dominate</td>
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<td>Water- must emphasis more species and layouts that fit water constraints. Plan for some grass areas to yellow off</td>
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<td>Supports unobtrusive interpretation</td>
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<td>20</td>
<td>Marker and tree in honour of 60 years of voting for Women in Victoria – do not place at risk</td>
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<tr>
<td>21</td>
<td>Supports upgrading of cycle links around the Gardens- but can’t understand why cycling not allowed</td>
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<tr>
<td>22</td>
<td>Timed off-leash area for dogs (eg before 9 am, after 5 in winter)</td>
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<tr>
<td>23</td>
<td>What are the plans for lighting in the gardens- need to design for this now- assuming greater accessibility in the future</td>
<td>Off leash area for dogs supported Responsible riding with signs supported</td>
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<td>24</td>
<td>Does not support removal of existing living trees for the sake of symmetry</td>
<td>Supports creation of small dog off lease area in Gardens</td>
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<td>25</td>
<td></td>
<td>Supports dog off leash arrangements, either an area or a specific time arrangement</td>
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<td>26</td>
<td></td>
<td>Supports timed dog-off leash area</td>
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<td>27</td>
<td></td>
<td>Supports either creation of off-leash area or specific time off-leash area</td>
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<td>29</td>
<td>Supports plan and hopes it can be implemented ASAP</td>
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<td>30</td>
<td>Plan is generally well balanced except for…</td>
<td>Restore fence without removing Bhutan hedge should be explored Restore northern lake and remove current playground- ugly &amp; easy to lose children in it Support depot relocation, removal of car parking and more picnic tables</td>
<td>Should tennis courts stay? Supports dog on leash only Improve pedestrian links on Vic st limited bike movement on two designated paths-Canning to Rathdowne and Queensberry to Gertrude (weekdays only) Ban won’t work</td>
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<td>31</td>
<td></td>
<td>Supports limited time off-leash area in Gardens</td>
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<tr>
<td>32</td>
<td>Strongly supports plan,</td>
<td>Especially pleased with proposal to have bike routes around the Gardens and not in them</td>
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<td>33</td>
<td></td>
<td>Thinks bikes should be allowed on some paths- shared path on Nicholson inadequate</td>
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| 34  | Supports general thrust of plan with these added comments. | Removal of depot supported – North gardens need a focal point  
Supports restoration of fence and gate  
Curators cottage could be visitor interp. Centre  
“No new structures” at odds with recognition of gardens as evolving places  
MIFGS- thinks temp fence and rear of exhibitor sites a missed opportunity for design/aesthetic improvement- could be used for interpretation  
Approve amendments to peace Gardens-that’s what REB is about anyway |                          |            | Consider new walking link to Argyle square piazza and thematic link of solar clock with Museum |
| 35  | Supports complete reconstruction of cast iron fence in CGS-better than one used now for MIFGS |                                    |                          |            | Plan 5- need to reduce visual impact of Museum blade signs on REB.  
Also need better signage than the temp banner signage used for exhibits on the REB.  
Removal of desire line path will only work if provision is made for people not to use it |            |            | Consider these comments in conjunction with comments to issues paper |
| 36  | Draft plan a welcome step | Supports restoration of plinth and gates and fence as far as possible  
Integration of north and south Gardens a priority  
Rationalise playground facilities in north  
History and interp is important- need to consult with community on this. | Concerned about ongoing use for MIFGS, esp: earthworks for exhibits- Show should be moved, Tourists will come to the Gardens anyway | Pathway changes supported- need to emphasise the Vic Pde/Spring St entrance more. |                          |
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<tr>
<td>37</td>
<td>Melb BUG</td>
<td>Carlton Gardens part of two important bike routes-Canning St to City and Gertrude/Queensberry sts. Shared paths (signed with speed limit of 10 kph)should be made on diagonal paths from Canning to Nich and Rathdowne through northern gardens and across front of REB Current shared paths are inadequate Remove car parking and create on-road bike lane on Nich St and Vic Pde to divert traffic through Gardens</td>
<td>Vic Pde shared path poorly signed Nicholson St is poorly signed, underground car park entrance/exist poorly signed and large area of rough bluestone near REB</td>
<td>Melb BUG happy to be part of campaign to promote responsible cycling in Gardens</td>
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<td>38</td>
<td></td>
<td>Does not support emphasis in the Plan on returning Northern Gardens to 19th century configuration (surely Museum and Blade have destroyed it), as most of the activity in the park today is not of the Victorian passive recreation type Desire line path in north should be retained</td>
<td>If facilities are removed usage will drop considerably - current needs of users needs to be a focus point for the plan. Plan fails to recognise importance of activities such as basketball and tennis areas in meeting community needs and providing a community presence in the Gardens Basketball court most used place in Gardens-don’t remove (supports idea of netball goal), same with tennis courts Existing playground should be the back bone of the plan, not hidden away (cf Curtain Square) Probably better to let bikes in the Gardens in a controlled and managed way, even though it causes conflict. Would prefer limited off leash times for dogs and no dogs at other times (dog/children conflicts happen both on and off leashes)</td>
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<td>39</td>
<td></td>
<td>Supports re-instatement of original fence and gates</td>
<td></td>
<td>Plaza areas should be planted with lawn &amp; modern Aust. style Gardens</td>
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<td>40</td>
<td></td>
<td>Tree replacement needs to c/f Victoria era Does not support mulching of tree avenues Garden beds should be created &amp; maintained in Victorian tradition Cast Iron Fencing be selectively replaced Car parking should be removed immediately Lawns in north need an upgrade- many dips and holes</td>
<td>Need to define “formal organised rec activities” and informal and manage to reduce wear and tear MIFGS should be an annual application Basketball court well used- should remain Possum feeding should be disallowed</td>
<td>Make vantine re dips and holes - may need top dressing</td>
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<td>41</td>
<td>Strongly supports plan on interpretation, north/south link traffic minimisation , environmental sustainability and pathways</td>
<td>Does not support removal of healthy trees, even to re-create an avenue Lake refurbishment-need to retain habitat for current diverse bird population Does not support MIFGS, however stallholders needs to protect lakes, lawn roots and garden beds Provide better public access until official day (often only one gate open) move heavy foot traffic areas to hard surfaces</td>
<td>Supports “off leash area at limited times Doesn’t think cycling solution as proposed will be effective Childrens garden –vegies, flowers etc suggested for Issues paper- still thinks it a good idea</td>
<td></td>
<td>Refer Children’s garden idea to Museum</td>
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<td>42</td>
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<td>Does not support current wording of 3.4 iv) and 4.3 viii) – do not support community view and are confusing against each other Court and Pavilion are no more obtrusive than playground – also have some heritage standing as facility and long use of gardens for active recreation. Club involved in a number of Government programs to increase participation in recreation and community involvement Feasibility of relocating courts is cost-prohibitive, so shouldn’t be entertained</td>
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| 43  | Disappointed with Master Plan | Recommendations make it harder and more dangerous to ride bicycles, contradicts other Council policies
Need to target inappropriate behaviour rather than ban all cycling.
Suggest priority actions:
1. Develop alternative cycle routes - detailed design with adequate separation and link to Collins St required eg: A commitment to a separate Bike route along Rathdowne and Exhibition sts, Gertrude/Queensberry St link
2. Allow slow cycling in Gardens on designated paths with signage and slow points - passive recreation
3. Actively manage this regime | | Need to improve detail of commitments outside of the Gardens |
| 44  | Like Master Plan process | Support restoration of bluestone plinth and some fence and gates, better link across Victoria Pde, restoration of pathways and review of playground facilities
Need information and interpretation through a variety of means
Spring or Autumn Garden festival?)
See continued supply of water as a key issue that needs to be addressed | Do not support Plan’s acceptance of continuing use of Gardens by MIFGS - Gardens do not recover plan for 2005 not yet available
Support no cycling rule and use of barrier
Support continuation of dogs on leash | | Need a set of objectives as well as a vision
Need three level gov. mechanism to meet requirements of Heritage Listing |
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<td>45</td>
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<td>Supports proposed period of significance-should conserve elements from nineteenth C still substantially intact. Do not support replacement of fence or perimeter shrub plantings Supports forecourt planting (as long as exhibitions can continue), perimeter planting of trees and mulching of avenues, and better north/south connections Tree avenue replacement plan should be extended to 15-2- years and monitored Generally supports historical planting Maintenance contractors should have knowledge of historic gardens</td>
<td>Public access is important, Should encourage people to use the area, so believe Tennis courts, toilets etc should remain</td>
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<td>46</td>
<td></td>
<td>Generally supports recommendations in the draft, especially: Lakes, Pedestrian and vehicle movement Env. Sustainability REB forecourts Removal of depot and relocation behind cottage</td>
<td>Species selection- more info re: 1880-1901 required to inform Master Plan 3.3 Trees –need to be clearer on exact policy of replanting Was Bhutan hedge planted after 1901? If so don’t replace Complete existing gate by re-constructing other gate post and short bit of fence on western side Need a policy of park furniture- not mentioned in plan</td>
<td>Prefer bike link on north side of REB rather than south</td>
<td>Development of a World Heritage Management Plan vital Specific comments on CMP at Appendix one</td>
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<td>47</td>
<td></td>
<td>Thinks we should be more ambitious about restoring Fence and gates Should mention preference to moving to hard surfaces for MIFGS</td>
<td>Cycling alternatives need to be safe and attractive Get rid of Park and Drive from u/ground car park</td>
<td>Does not support 3 picnic tables</td>
<td>Why is Plaza not included? What is the extent of the buffer zone Need to mention WH Listing in final doc Community input ongoing for implementation. Support s a list of priorities but also wants a timetable for implementation</td>
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<td>48</td>
<td>Endorses draft Master Plan</td>
<td>Welcomes acknowledgement of continuing use of REB for events, and the plans to restore west and south forecourts and create green links on east and west sides</td>
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<td>49</td>
<td>Generally supportive of MP recommendations &amp; identified period of Significance</td>
<td>Suggest system of regular review of all events to monitor impact on cultural sig. Supports sustainable water management plan &amp; reconstruction of lake in north Need to list all reports used Need to do further report on tree history-thinks replanting should be only within the period of significance Need to include additional recommendation on garden furniture, vistas and view lines. Make clearer which paths proposed for reconstruction</td>
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<td>50</td>
<td>Support document recommendations in principle</td>
<td>Note local aboriginal links to Gardens-eg: Morton Bay fig Would like to further discuss any impact of traffic and pedestrian management on parking provision in Nicholson St</td>
<td></td>
<td></td>
<td>Wish to participate in development of new planning controls for surrounding area</td>
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<td>51</td>
<td></td>
<td>Vision should be revised in light of World Heritage listing Planning for future of whole site should be more integrated than currently proposed in Master Plan Need a clearer statement of future maintenance standards and spending on capital works Comprehensive signage internal and external is required and leaflets, books etc Plan ignores fact Gardens are on former aboriginal land Need greater focus on Garden entrances inc. gates and fence Need sustainable water management plan Uses incompatible with Gardens Vision should be stopped (eg MIFGS) Supports continuation of tennis club, half b/b court &amp; review of playground fac. Supports reduction in bike riding and either dog off leash area or time and focus on pedestrian priority Guilfoyle’s cottage for interp centre Develop interp plan</td>
<td></td>
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<td>More information on the Environs zone around the site should be included in the Master Plan Does not agree with Plaza area being excluded Wants further opportunities for involvement in implementation Suggests seeking external funds to complete works. List of priorities</td>
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<td>52</td>
<td>Congratulates Council on preparing plan</td>
<td>General tree planting program in Gardens will reduce harsh effect of tree avenue replacements Does not support use of very modern plants out of keeping with the look of the Gardens Maintenance staff need to have skills/experience in heritage sites Reconstruction of lakes could become a bigger priority to assist with water management issues</td>
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   1.2 Preparing the Plan

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   2.2 Heritage Significance: World, National, State, and Local
   2.3 Current Management Arrangements

3. Future Directions and Guiding Principles
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4. Garden Precincts
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5. Management Arrangements

6. Implementation
   6.1 Implementation Priorities

7. Review of the Plan
Master Plan Vision

The Carlton Gardens will be the living setting for the world significant Royal Exhibition Building and reflect the historical, cultural and social aspirations of late 19th century Marvellous Melbourne.

The Gardens will be a treasured recreational space, contributing significantly to Victoria's public domain.

1. Introduction

The Carlton Gardens form the essential and unique setting for the majestic Royal Exhibition Building and together form Australia's first built environment to be included on the World Heritage List.

With its stunning tree avenues, formal garden beds and pathways, the site is linked to the historic International Exhibition movement of the late nineteenth and early twentieth centuries. Originally established in the 1850’s, the Gardens were redesigned for the 1880 Melbourne International Exhibition and the 1888 Centennial International Exhibition. They are one of Australia’s most significant heritage gardens. The site is also important to the birth of Australian federation, with the opening of first National Parliament held at the Royal Exhibition Building, and now also enjoys listing on the National Heritage List.

The Gardens are much loved by Melbournians and form a key component of Melbourne’s inner urban open space network. They also provide a valuable recreational space for Melbourne residents, workers and visitors.

1.1 Purpose of the Master Plan

Within the broad planning framework for this World Heritage listed site, the Master Plan sets out the future directions for the management of the Gardens and the three forecourts of the Royal Exhibition Building. This Plan outlines the long term vision and guides the development and management of these areas for the next 10 years.

1.2 Preparation of the Plan

This Master Plan was prepared with extensive involvement of the community. A three-step approach was adopted for its development, as follows:
• Release of an Issues Paper seeking public input between February and April 2004, which resulted in valuable comment and input.

• Release of a draft Master Plan between August and December 2004 seeking further public comment.

• Review of the draft Plan and preparation of the final Master Plan submitted to Council and the Museum Victoria for approval.

The preparation of the Master Plan was assisted by a Reference Committee representing groups associated with the Carlton Gardens (See Acknowledgements.)

The most important objective of the Master Plan is to ensure that the Carlton Gardens are managed in accordance with their heritage significance. For this reason, many of the recommendations in this Master Plan are underpinned by the recommendations of the draft Royal Exhibition Building and Carlton Gardens Conservation Management Plan, prepared by Alan Lovell & Associates and Contexts Pty Ltd, July 2004. This draft Conservation Management Plan outlines the overall heritage significance of the Carlton Gardens and the Royal Exhibition Building and sets out a series of objectives for protecting and enhancing their historic features.

Other documents that have been used in preparing the Master Plan are:

- Carlton Gardens Conservation Analysis, John Patrick Pty Ltd, September 2002
- The Carlton Gardens Master Plan, City of Melbourne, 1990
- Carlton Gardens Shrub and Floral Plantings, 1880 Melbourne International Exhibition Draft Report, Meredith Gould Architects Pty Ltd, June 2004
- The Australian ICOMOS Charter for Places of Cultural Significance (Burra Charter), Australia ICOMOS, Canberra, 1999

The recommendations also take account of developments that have occurred in the precinct since 1990, such as construction of Melbourne Museum, and also reflect, as far as possible, the views of the community expressed following the publication of the Issues Paper and the draft Master Plan.

2. The Setting

2.1 Historical Context

The original inhabitants of the area were the Woiworung people who knew an eucalypt woodlands landscape very different from today’s urban environment.

The present Carlton Gardens were originally set aside for public use as part of the 1850’s subdivision of Melbourne. In 1878, they were acquired for the Melbourne International Exhibitions which were held in 1880 and 1888. The South Carlton
Gardens were re-designed to form the setting to the Royal Exhibition Building and remain substantially intact today.

The North Carlton Gardens were almost completely covered by annexes during the 1880 International Exhibition and again during the 1888 Centennial Exhibition. After both of the Exhibitions, these buildings were demolished and the Gardens reinstated and today retain much of the original fabric from the 1890 reinstatement. However the North Gardens also include subsequent 20th century developments such as the tennis courts and playgrounds.

Between the North and South Carlton Gardens lies Exhibition Reserve site, the Royal Exhibition Building and the contemporary Melbourne Museum which opened in 2000.

2.2 Heritage Significance – World, National, State and Local

The heritage significance of the Royal Exhibition Building and Carlton Gardens can be considered as a hierarchy, ranging from world heritage significance, followed by national, state and local levels of heritage significance. Each level of significance is assessed against different, but complementary sets of criteria. The draft Conservation Management Plan outlines each of these levels of significance in detail.

In summary, the levels of significance are:

i) World Heritage - The Royal Exhibition Building and Carlton Garden are inscribed on the World Heritage List by the World Heritage Committee under criteria (ii) of the World Heritage Convention adopted by UNESCO in 1972. This inscription is based on the significance of the Royal Exhibition Building and the surrounding Carlton Gardens as the main extant survivors of a Palace of Industry (still in the original setting) from one of the major International Exhibitions which were part of the international exhibition movement of the late nineteenth century and early twentieth century.

ii) National Heritage - The Royal Exhibition Building and Carlton Gardens are also listed on the National Heritage Register as a place of National Heritage significance. This listing is based on the role of the Royal Exhibition Building and Carlton Gardens played in the exhibition movement and the Federation of Australia. It was the place where the first national Parliament was held in 1901 and the place where the first Australian flag was flown. It was also the location of the Victorian Parliament while the national Parliament temporarily used Parliament House in Spring Street until the Parliament House in Canberra was constructed.

iii) State Heritage - The Royal Exhibition Building and Carlton Gardens are also listed on the Victorian Heritage Register. The site is recognised for its historical, architectural, aesthetic, social and, scientific (botanical) significance to the State of Victoria. 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 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 Hochgurtel and the ‘Grand Allé’ lined with Plane Trees is integral to the setting of the Royal Exhibition Building.

iv) Local Heritage – The Royal Exhibition Building and Carlton Gardens have been assessed using criteria of the Register of the National Estate, and found to contain several structures and elements of local historical significance such as the internal garden fencing and tennis court pavilion. The site is included under heritage overlay in the City of Melbourne planning scheme. The Morton Bay Fig in the southeast side of the Garden, opposite Gertrude Street has also been recognised as a contemporary site of importance to the local Aboriginal community.

2.3 Management and Planning Responsibility

As a World Heritage listed site, the planning and management responsibility is specified under Commonwealth and State legislation as follows:

(1) International Obligations

The Australian Government has signed and ratified the UNESCO Convention concerning the Protection of the World Cultural and Natural Heritage (the World Heritage Convention). Under the World Heritage Convention all countries that have ratified the convention are expected to protect the World Heritage values of the properties inscribed and are encouraged to report periodically on their condition. The Commonwealth Government protects and manages the World Heritage values of World Heritage listed sites through the Environment Protection and Biodiversity Conservation Act 1999.

(2) Commonwealth Legislation

The Environment Protection and Biodiversity Control Act (1999) (EPBC Act) includes provisions for the protection and management of World Heritage listed places. It requires that no actions are taken which would have a significant impact on the world or national heritage values of the site, and also requires the development of comprehensive management arrangements for the site.

Until there is an accredited World Heritage Site Management Plan, any works or activities in the Gardens which may impact on World Heritage values must be referred to the Minister for Environment and Heritage for assessment and approval under the EPBC Act.

(3) State Legislation

i) The Victorian Heritage Act (1995) requires the approval of the Executive Director, Heritage, for any works at the site which have not been granted a permit exemption. The Heritage Council is the appeal body for heritage permits and refusals.

In 2004 the Heritage Act was amended to reflect the World Heritage listing of the Royal Exhibition Building and Carlton Gardens. The amendment requires the preparation of a World Heritage Management Plan for the site and a Strategy Plan for the precinct surrounding the site (see below). The Management plan will assist in meeting the
obligations required in the EPBC Act for a planning and management framework.

ii) The Crown Land Reserves Act (1978) provides the underpinning reservation of the Carlton Gardens as permanently reserved as Public Gardens, and enables the Melbourne City Council to manage the Carlton Gardens as committee of management. The Act also provides for the Crown land containing the Royal Exhibition Building, Melbourne Museum, and open space between and around these buildings to be reserved as the Exhibition Reserve.


World Heritage listing requires coordinated planning and management across all levels of Government for the whole site. To meet the legislative requirements the following documents will need to be prepared:

i) World Heritage Strategy Plan. This strategy will be prepared by the Executive Director, Heritage for the area immediately around the site, to ensure that any proposed developments are consistent with the World Heritage values of the site. When drafted, the Heritage Council is required to receive public submissions, amend the plan if required, and then make recommendations to the State Minister for adoption of the plan. Once adopted amendments to local planning schemes may be required.

ii) World Heritage Management Plan. The development of this plan is the responsibility of the Executive Director, Heritage with input from a ministerially appointed Steering Committee. Public submissions on the plan will be considered by the Steering Committee which will amend the plan if required, then forward to the Minister for approval. It is understood that the Management Plan could then be accredited under a bi-lateral agreement with the Commonwealth Government. A number of specific documents will lie under the framework of this Plan, viz:-

- Royal Exhibition Building and Exhibition Reserve Master Plan – being prepared by Museum Victoria to guide future management and works for the building and plaza area of the Reserve lying between the Royal Exhibition Building and the Museum.

- This Carlton Gardens Master Plan – prepared by the City of Melbourne in conjunction with Museum Victoria. This Plan sets out the future structure, works and management directions for:
  - The North and South Carlton Gardens (managed by the City of Melbourne)
  - The area of the Exhibition Reserve (managed by Museum Victoria) that comprise the south, east and west forecourts of the Royal Exhibition Building and the connections adjacent to Nicholson and Rathdowne Streets that link the North and South Carlton Gardens (see Plan 1).

- Royal Exhibition Building and Carlton Gardens Conservation Management Plan. A draft of this Plan has been prepared jointly by the City of Melbourne and Museum Victoria. This Plan
assesses the significance of all the elements of the site and proposes heritage management objectives for each of these elements. The objectives of this Plan are reflected in the Carlton Gardens Master Plan. It is anticipated that the Plan will be finalised by Heritage Victoria, Museum Victoria and the City of Melbourne, in conjunction with the Australian Government.

3. Future Directions and Guiding Principles

Future management of the Carlton Gardens and the forecourts of the Royal Exhibition Building will be undertaken in line with the World Heritage management requirements. All these requirements are incorporated in recommendations of this Master Plan, which requires protection of the site’s heritage assets while ensuring that it is available for continuing community use. The recommendations also take into account other relevant issues relating to community safety, equitable access for all abilities, recreational opportunities and environmental management.

Future directions and guiding principles in this Plan are set out under the following headings: heritage and conservation; urban context, fabric, features and planting; uses and activities; connection and linkages; pedestrian and vehicle movement; environmental sustainability; and interpretation.

Other recommendations specific to individual garden precincts within the site as a whole are outlined in Section 4 under the headings: Royal Exhibition Building forecourts - south, east and west; South Carlton Gardens and North Carlton Gardens.

3.1 Heritage and Conservation

Recommendations relating to heritage values and features of the Royal Exhibition Building and Carlton Gardens are based on the objectives and guidelines of the draft Conservation Management Plan (2004) and the World Heritage listing determination.

The draft Conservation Management Plan identifies the key period of significance for the site as from 1880-1901, the period which covers both structures and events recognised as being of international, national and state importance.

Therefore, the primary heritage objective of this Master Plan is to maintain the historical, aesthetic, cultural and social significance of the Carlton Gardens relating to its significance from 1880 to 1901. All recommendations relating to this period of conservation and adaptation works affecting elements of significance will be carried out in line with the Australian ICOMOS Burra Charter 1999. It should be noted that information on certain historical features is limited and further research and investigation will be needed before detailed plans can be prepared.

Community feedback received following release of the Issues Paper and draft Master Plan indicated an overall appreciation of the historical and cultural significance of the Carlton Gardens and the Royal Exhibition Building, and support for the conservation of the heritage values of the site.

Recommendations relating to heritage and conservation are:
i) To ensure the Carlton Gardens and forecourts of the Royal Exhibition Building provide a suitable landscape setting for the Royal Exhibition Building.

ii) To support the continuing use of the Royal Exhibition Building as an exhibition space.

iii) To improve the visual and landscape connection between the North and South Carlton Gardens, along the eastern and western frontages of Exhibition Reserve and to enhance the perception of a single site and a garden setting for the Royal Exhibition Building.

iv) To conserve the landscape and structures remaining from the period of major heritage significance (between 1880 and 1901) in form and character by preservation or restoration, where practicable.

v) To progressively remove vegetation, landscape elements or structures that have a significant negative impact on the heritage values of the Carlton Gardens.

vi) To restore or reconstruct, where appropriate and practicable, damaged or altered structures or hard or soft landscape elements that were significant to the design of the Carlton Gardens and Royal Exhibition Building forecourts between 1880 and 1901.

vii) To further investigate the feasibility of re-introducing some missing features of the period of significance, such as sections of the original fence and gates where this assists the understanding or interpretation of the site. (One such option could be the reconstruction of the original gateway at the northwest entrance where the remnant of the original fence and gate is still located).

viii) To ensure that no new structures (including monuments or memorials) are permitted in the Carlton Gardens unless specified in this plan, or are replacements of existing structures or are required for management of the Carlton Gardens (e.g. new lighting).

ix) To maintain and enhance identified significant views and vistas both to the Royal Exhibition Building and within the Gardens themselves (see Plan 2).

3.2 Urban Context

The Carlton Gardens and the Royal Exhibition Building are greatly enhanced by their setting within the fabric of inner Melbourne. Many of the buildings surrounding the Carlton Gardens were constructed during that era and their preservation is important for maintaining the context of the Royal Exhibition Building and the Carlton Gardens.

Protection of surrounding areas will be achieved through the implementation of the World Heritage Strategy Plan which will set out strategies for appropriate development in the immediate area.

Recommendations relating to the Carlton Gardens’ setting are:
i) That the Museum Victoria and the City of Melbourne work with Heritage Victoria and other relevant agencies in the preparation of the World Heritage Strategy Plan to ensure that measures are enacted through the relevant planning schemes to protect the heritage aspects of the site.

### 3.3 Fabric, Features and Planting

The essential components of historic gardens are living and growing plants, necessitating a different management approach to that applied to historic buildings. While buildings can be preserved, restored and managed without significant change, gardens need pro-active management to ensure the long term sustainability of their assets. Public gardens also have a role in providing valuable recreational open space for nearby residents and other visitors.

Management of the Carlton Gardens must give consideration to ensuring that they continue to be sustainably managed and available for community use consistent with the heritage significance of the site.

The following recommendations detail how specific features of the gardens should be managed.

#### Pathways

Much of the original pathway fabric of the Carlton Gardens remains intact and all surviving elements of the original layout should be conserved. Where practical, missing elements should be reconstructed.

Recommendations relating to pathways are:

i) To preserve the surviving nineteenth century layout of the path system and restore or reconstruct, missing parts of the nineteenth century path system.

ii) To retain and preserve the asphalt surfacing of the pathways, while developing a consistent edge treatment for the pathways based on historical evidence.

iii) To provide new path connections between the North and South Carlton Gardens on both the eastern and western sides of Exhibition Reserve designed to be compatible with the style of existing Garden Reserve.

#### Trees

Trees are a major feature of the landscape of the Carlton Gardens and are a significant element of the heritage character. They provide a canopy over much of the site, and are set out as avenues along many of the pathways. The majority of trees are deciduous, providing shade in summer and seasonal colour in autumn and winter.

Conservation of the existing tree population requires good management to ensure the healthy life span of individual trees. However, unlike some heritage assets, trees also require planned removal and replacement. As many trees in the Carlton Gardens are over 100 years old and are expected to reach the end of their life over the next 15-20 years, a proactive replacement program is urgently needed to ensure the tree population is sustainable in the long-term and that the essential character of the Gardens is maintained into the future.
There are a small number of trees that have specific significance unrelated to the period of World Heritage significance due to their botanical rarity or cultural significance, such as the Morton Bay Fig near Nicholson Street which has significance to the local Aboriginal community.

Recommendations relating to the trees in the Carlton Gardens are:

i) To plant within the Gardens a range of tree species, primarily exotic with the selection being consistent in character with those planted in the 1880-1901 period of significance.

ii) To progressively implement in consultation with stakeholders, a planting program for the tree avenues. As healthy even aged avenues of trees can only be maintained if groups of trees are planted at the same time, good avenue management requires the selective removal and replanting of sections of avenues at the one time (which may include removal of some healthy old trees). Replacement priority will be given to avenues where most of the trees exhibit advanced decline or those avenues where many of the trees are already missing. The priorities for replacement of avenue trees are outlined on plan 3. As the species forming these avenues are considered of heritage significance, these trees will be replaced with the same species and similar configuration.

iii) To undertake further detailed investigation to determine suitable species from a historical perspective for planting in the lawn and perimeter areas.

iv) To develop in consultation with stakeholders a detailed planting program for trees in lawn areas and the perimeter of the whole site.

v) To propagate and plant in the Gardens individual tree specimens those trees that have been identified as historically significant to maintain genetic provenance. Those identified are Acmena ingens (rare) and Harpephyllum caffrum (rare and large).

Garden beds

The layout and plantings in garden beds has changed over time and some original beds are now removed. The perimeter shrub plantings of the late nineteenth century no longer exist, the garden beds under tree avenues are no longer viable due to increased tree canopy and other beds have been simplified or removed as a result of increased mechanisation of garden maintenance. Plantings within the garden beds have also changed as planting fashions changed.

This Plan recommends reconstruction of the form of some nineteenth century garden beds, but not others such as the perimeter shrub plantings which would reduce view lines and may lead to public safety issues.

Some species planted in the late nineteenth century would also no longer be appropriate as they are now considered weed species. Also, public submissions have indicated that people enjoy the colourfulness of seasonal displays of plantings in the current garden beds, and plantings should reflect this requirement.

Recommendations in relation to planting beds are:
i) To identify and where appropriate, conserve the surviving elements of the historical nineteenth century planting schemes.

ii) To maintain and progressively renovate historic garden beds maintaining the form and structure of the original layouts based on historic evidence. Species selection should take into account availability, community expectations and sustainability. If historic plant species are not available or are inappropriate, then other species should be used.

iii) To reconstruct the former parterre garden bed concept across the south forecourt of the Royal Exhibition Building in accordance with the nineteenth century design. Plantings should be managed so they do not disrupt the significant views of the building.

iv) To renovate the planting on the islands and areas around the lakes.

*Entrances*

Entry through the gateways into the South Carlton Gardens during the international exhibitions would have been accompanied by a “sense of arrival” to the Gardens. Although re-creation of the original entries is impractical, the development of new features which re-introduce a “sense of arrival” is possible.

The once-important east/west entrances from Nicholson Street and Rathdowne Street to the Exhibition Reserve adjacent to the Royal Exhibition Building are also now degraded, and detract from the vista of the building from these streets.

Recommendations in relation to the entrances are:

i) To interpret the original ‘goose neck’ entrance to Victoria Street either by design elements or planting.

ii) To re-introduce planter beds at the southeast and southwest entrances.

iii) To improve the entrances to the Exhibition Reserve at Nicholson and Rathdowne streets.

*Cast Iron Palisade Fence and Bluestone Plinth*

A cast iron fence on a bluestone plinth and gates were constructed around the perimeter of the Carlton Gardens and Exhibition Reserve as part of the works for the 1880 Exhibition. Most of the fence was removed in 1928 except for a small section adjacent to the Curator’s Cottage. In more recent times, some sections of the bluestone plinth were removed particularly along the east and west sides of the Exhibition Reserve.

Recommendations in relation to the bluestone plinth and surviving fence are:

i) To retain, conserve and repair the bluestone plinth.

ii) To retain, repair and conserve the palisade fence and gate adjacent to the Curator’s Cottage. This will require removal and replacement of the Bhutan Cypress Hedge.
**Internal Garden Bed Iron Fencing**

Some examples of the original iron hurdle fencing, which was moved between garden beds, still survive.

Recommendations for the internal garden bed fencing are:

i) To retain and conserve all existing portions around garden beds and the Curator’s Cottage and to reconstruct a small portion of missing fence to complete the enclosure of the flower bed adjacent to the western playground.

ii) To relocate fencing, as required, between garden beds.

**Lakes**

The Gardens originally contained three lakes, the oldest being located in the North Garden which now forms the site of the larger playground, and two in the South Garden which remain but in modified form.

Recommendations in relation to the lakes are:

i) To investigate possible reconstruction of the lakes to their original form and shape in the long term (See recommendation 4.2 South Carlton Gardens, recommendation (v) and 4.3 North Carlton Gardens, recommendation (vii)).

ii) That in the interim, refurbish the lakes in the South Gardens to ensure minimal water leakage, and more appropriate edge treatment. The use of recycled water to fill the lakes should also be investigated.

**Park Furniture**

As with all gardens, park furniture such as toilets, lighting, rubbish bins, and seating is required to support public use of the Carlton Gardens.

Recommendations relating to park furniture are:

i) That the existing toilets be located and designed in line with current community safety standards.

ii) That other park furniture including lighting, rubbish bins and seating be designed to be compatible with the heritage status of the Gardens, while providing maximum safety, disabled access and convenience of all users. Standard City of Melbourne design furniture should be used where appropriate, and where necessary new designs for specific items of furniture should be created.

### 3.4 Uses & Activities

The Carlton Gardens have long provided an ideal place for informal recreation for people who live in the nearby area and for those who visit the gardens from further away. With over two million visitors every year, they are one of Melbourne’s most popular green spaces.
The South Carlton Gardens located on the edge of the CBD cater for city workers, quiet contemplation, walking or relaxing and occasional events. The North Carlton Gardens are used by local residents and cater for both passive and informal active recreation. In addition the tennis courts provide dedicated facilities for tennis.

The Carlton Gardens are also a popular venue for activities such as wedding ceremonies, filming, and small-scale community events. In conjunction with the Royal Exhibition Building, the gardens have a history of hosting large-scale exhibitions even though the nature of these events has changed over the years.

The South Carlton Gardens and the Royal Exhibition Building have been the venue for the Melbourne International Flower and Garden Show (MIFGS) since 1996. This event is compatible with World Heritage listing of the Gardens and was recognised in the submission for World Heritage listing as a modern day expression of the international exhibitions of the late nineteenth century. In order to seek advice on the management of this event, Council established an Advisory Committee in 2003. Council and MIFGS also established a fund, with a financial contribution obtained from the Show, which will be used to improve the Carlton Gardens in line with this Master Plan.

The Carlton Gardens also cater for other activities such as picnicking and dog walking. The playground area is well used by local school children and children visiting Melbourne Museum.

Over time it is anticipated the number of visitors to Carlton Gardens will increase due to increased residential development in the local area. Likewise, the number of tourists visiting the Gardens may increase following the inscription on the World Heritage list, and this increased usage will need to be carefully managed to minimise possible negative impacts.

The current range of recreational activities that occur in Carlton Gardens, such as informal games, picnics, play and passive leisure activities, have strong community support, and people are generally happy with the range of recreational facilities. Specific requests have been made for more seating and picnic tables, which are compatible with the passive use of the Gardens.

Requests have also been made for greater bicycle access, creation of dog off leash areas and for opportunities for more active recreational activities. However these proposals have also been strongly opposed by others who support the current arrangements.

This Master Plan supports maintaining the current arrangements for recreational uses and events in Carlton Gardens, with a few minor amendments (as detailed below).

Recommendations relating to uses and activities are:

i) That the Carlton Gardens continue to be managed as a whole primarily for passive recreation. Formal organised recreational activities (other than tennis on the existing tennis courts) should not be permitted. However, given the limited open space in inner Melbourne, and the lack of alternative areas, the use of the North Carlton Gardens for some local informal active recreational activities should continue.

ii) That activities such as filming, wedding ceremonies, photography and small scale community events should continue to be permitted in both the North
and South Carlton Gardens. A set of clear guidelines to manage these events should be developed.

iii) That no commercial event that requires exclusive occupation of any part of the Carlton Gardens (other than the MIFGS) should be permitted in the Gardens unless such an event specifically relates to the World Heritage status of the site. While the Gardens and the Royal Exhibition Building are the location for MIFGS, stringent conditions that ensure the protection of the historical significance and environment of the Gardens are required. Also further investigation should be undertaken for use of the plaza area between the Royal Exhibition Building and the Melbourne Museum for higher impact structures associated with MIFGS.

iv) That the use of the North Carlton Gardens for tennis should continue for the foreseeable future. The tennis pavilion, which is of local heritage interest, should be retained and kept in good condition. Any repairs or modifications to the structure should be consistent with the original fabric and design of the pavilion. If community use of the facility ceases or the usage becomes non viable in the future, then the removal and relocation of the facility to a site outside the Carlton Gardens should be considered. No increase in the footprint of the facility will be permitted.

v) That the existing playground facilities should be retained and consolidated with no increase in area in the short term. However, their replacement in the longer term with a new playground in a less visually intrusive area of the Gardens (e.g. possibly close to the north wall of Melbourne Museum), should be investigated (see 4.3 Recommendation (ix)).

vi) That the current prohibition on bicycle-riding in the Carlton Gardens should remain. However to improve bicycle priority and movement in the precinct, bicycle routes around the Gardens should be significantly upgraded to make them attractive and safe alternatives to riding through the Gardens (see 3.5 Connections and Linkages, Recommendation (iii))

vii) That, if an alternative site for basketball becomes available in the local area, or if community use of the current facility ceases, then the half basketball court should be removed.

viii) That as the Carlton Gardens are formal gardens with limited lawn spaces, dog walking on a lead should continue to be permitted but no off-lead areas should be created. Any opportunities for changes in dog off leash areas should be considered on a ‘whole of municipality’ basis.

ix) That the historic Curator’s Cottage continue to be used as a gardener’s residence for the immediate future. If a community or interpretive use consistent with heritage requirements is identified, and a sound business plan is developed, the cottage including the backyard, could be considered for conversion to accommodate this use. No other use should be considered.

x) That access for all abilities requirements be incorporated in the design of all new facilities provided in the Gardens.
3.5 Connections and linkages

The Carlton Gardens provide an open space destination not only for residents of the Central Business District, Carlton and Fitzroy, but also for visitors from across Melbourne and Victoria.

Many visitors walk to the Carlton Gardens and Melbourne Museum either from adjoining areas or from Parliament Railway Station, tram stops in Victoria Street and Nicholson Street or bus stops in Rathdowne Street. However the current configuration of the Victoria Street/Latrobe Street intersection is a major barrier to pedestrians accessing the Gardens from the Central Business District. The major roads of Nicholson Street on the east and Rathdowne Street on the west also form barriers that prevent easy access to the Gardens and Exhibition Reserve.

The community responses strongly supported improving pedestrian links to the Carlton Gardens, especially across Victoria Street.

The precinct experiences a high level of bicycle traffic, and is well served by on and offroad routes. Canning Street, to the north of the Gardens, is a key north-south bicycle route. Rathdowne Street and Queensberry Street to the west of the Gardens provide east-west routes, respectively, and Nicholson Street to the east provides a north-south offroad link.

Many people have suggested that bicycle riding should be permitted through the Gardens, particularly along the pathways from Carlton Street diagonally through to Nicholson and Rathdowne Streets. However, taking into account the views of those opposed to bicycle riding in the Gardens, rather than changing this policy, this Plan recommends that routes around the Gardens should be significantly improved to cater for this demand.

Also the south forecourt of the Royal Exhibition Building is a desire line for bicycle riders between the bicycle routes in Gertrude Street east of the Gardens and Queensberry Street west of the Gardens. However, for safety reasons, Museum Victoria which controls this land is not supportive of creating this bicycle route linkage at this stage.

Recommendations relating to connections and linkages (See Plan 4) are:

i) To investigate and develop in conjunction with VicRoads, the re-design of the Victoria Street/Latrobe Street intersection to improve pedestrian access from the Central Business District (and tram stop) to the original main entrance of the Gardens.

ii) To investigate and develop options to improve pedestrian priority and linkages across Rathdowne Street to Pelham Street in Carlton and (in conjunction with the City of Yarra) across Nicholson Street to King William Street in Fitzroy.

iii) To enhance bicycle routes around the Gardens with the objective to make them more attractive to riders than the pathways through the Gardens. Specific measures should include (see Plan 4);-

- Investigating the redesign of the Barkly /Carlton/Rathdowne Street intersection to improve bicycle movements
- Investigating development of a safe dedicated bicycle route along Rathdowne Street south of Carlton Street
- Modifying the bicycle and left turning lane at the Rathdowne/Victoria Street intersection to make it safer for bicycle riders
- Investigating better access for bicycle riders to the Central Business District along Exhibition Street
- Investigating options for improving the quality of the shared bicycle/pedestrian path along Nicholson Street between Carlton Street and Victoria Parade.

iv) To further investigate with Museum Victoria the issue of bicycle riding along the south forecourt of the Royal Exhibition Building between Nicholson and Rathdowne Streets.

3.6 Pedestrian and Vehicle Movement

Pedestrian safety, and conflicts between pedestrian and vehicle movements on the site are issues of community concern such as vehicle movements associated with exhibitions held in the Royal Exhibition Building, parking within Exhibition Reserve, and loading associated with Melbourne Museum.

Recommendations relating to pedestrian and vehicle movement are:

i) That the whole site be managed as a pedestrian precinct, with pedestrians having priority and vehicle movements kept to a minimum.

ii) That pedestrian priority areas be designated where vehicle and pedestrian movement may conflict (e.g. across the loading bay entrance east of Melbourne Museum and at the vehicle entry and exit points from the Royal Exhibition Building).

iii) That loading and unloading activities for the Royal Exhibition Building be managed so that pedestrian safety is not compromised.

v) That vehicle access for garden maintenance works, law enforcement and emergency access continue to be allowed. All other vehicle movement should be subject to specific approval.

vi) That in the long term, the objective be to remove all surface car parking around the Royal Exhibition Building, with the area on the south side of the building near the entry door being the first priority for action. This could be accomplished by design solutions such as providing replacement car parking and/or exhibition loading through the enlargement and better connections to the underground car park, or by other means.

3.7 Environmental Sustainability

Management of all parks and gardens requires significant resource inputs of water, chemicals and energy. Management of gardens also generates significant quantities of waste.

Community expectations to reduce water use and manage gardens more sustainably have increased in recent years. Council’s commitment to more sustainable management of its parks and gardens is outlined in Growing Green - An Environmental Sustainability Plan for the City of Melbourne’s open space and recreational facilities.
There is strong community support for the principle of either reusing stormwater or using recycled water in the Carlton Gardens, if feasible.

Policy recommendations relating to environmentally sustainable management are:

i) That a water management plan be developed for the Carlton Gardens to minimise the use of water while ensuring the health of the trees and adequate maintenance of garden beds and lawn areas.

ii) That the root zone areas under trees be mulched as required for tree health, in a pattern which reflects and interprets the historic bed layout associated with the tree avenues.

iii) That tree, garden bed and grass species be selected, where possible, to achieve minimum watering requirements, while ensuring compatibility with the heritage value of the Carlton Gardens.

iv) That alternative water sources to mains water, such as use of stormwater or recycled water, be explored for irrigating the Carlton Gardens and for supplying the fountains and lakes. Infrastructure associated with use of this water should be unobtrusive.

v) That improved storm water management systems be developed for the Carlton Gardens.

vi) That waste recycling facilities be provided for users of the Carlton Gardens and waste, including green waste, produced from management of the Gardens be minimised.

vii) That the possum population in the Carlton Gardens be managed so that it does not exceed the Gardens carrying capacity. The feeding of possums should be discouraged and vegetation should be protected as required.

viii) That all native wildlife in the Carlton Gardens (such as native birds) be managed sensitively.

ix) That tree pests and diseases be controlled using biological controls, where available.

3.8 Interpretation

Raising community awareness and developing interpretation programs for the Royal Exhibition Building and Carlton Gardens is a major challenge following the listing of the site on the World Heritage List. It is therefore expected that an interpretation strategy will form a major component of the future management plan for the whole site. Development of the interpretation strategy will require the involvement of all parties, including the Australian Government, Heritage Victoria, Museum Victoria and the City of Melbourne.

Current interpretation of the Carlton Gardens and Exhibition Reserve is provided by Museum Victoria, with tours of the Royal Exhibition Building and the Golden Mile Heritage Trail and recent installation of signage. Little or no interpretation has been developed specially for the Carlton Gardens.

The historic nature of the site as a whole lends itself to the development of an
interpretation program which could cover both the historical and botanical features of the Carlton Gardens as well as the Royal Exhibition Building. Such a program is strongly supported and is complementary with all the recommendations of this Master Plan, providing that such a program is unobtrusive and does not compromise the everyday pleasure of visiting the Gardens.

Recommendations relating to interpretation of the Gardens are:

i) That interpretation of the Gardens be undertaken within the framework of an overall interpretation plan prepared for the whole World Heritage listed site, and its location within an urban setting.

ii) That such a plan consider signage, brochures, explanatory literature, self-guided tours and tours conducted in conjunction with tours of the Royal Exhibition Building and tourism strategies. This could include the possible use of the Caretakers Cottage (see 3.4 Recommendation ix).

iii) That interpretation of the site recognises the long occupation of the original inhabitants and its significance to the Aboriginal community.

iv) In the interim an information brochure be developed in conjunction with Museum Victoria.

4. Garden Precincts

For the purpose of this Master Plan, the site comprising the Carlton Gardens and the Royal Exhibition Building forecourts is considered as three separate precincts (Refer Plan 5):

- The Royal Exhibition Building forecourts - south, east and west,
- The South Carlton Gardens, and
- The North Carlton Gardens.

In this section these precincts are considered independently with separate but complementary recommendations. Many of the proposals outlined below require further historical research and should be considered in this context.

4.1 Royal Exhibition Building Forecourts

(Refer Plan 6)

The south, east and west forecourts of the Royal Exhibition Building form its immediate surrounds and the setting for the building, which is a key component of the site’s World Heritage status. The south forecourt comprises the promenade, garden beds south of the promenade and the Hochgurtel fountain. This forecourt forms the setting of the original main entrance to the Royal Exhibition Building. However today the area is degraded, not pedestrian friendly and the promenade is used for car parking. The west end of the southern forecourt slopes towards the building draining stormwater into the basement of the building.

The east and west forecourts originally played an important role as major entries to the Royal Exhibition Building and formed a connection between the North and South Carlton Gardens. The east forecourt has retained its original French Circle in an altered form but the west forecourt has lost almost all its original layout.

Recommendations in relation to the forecourt areas are:
i) To reconstruct, as far as practical, the appearance of the south, east and west forecourts to provide a setting for the Royal Exhibition Building reminiscent of the 1880-1901 period.

ii) To reconstruct, as far as practical, the southern forecourt as a grand pedestrian promenade. This should involve removing a strip of asphalt abutting the southern wall of the Royal Exhibition Building and replacing it with grass, ground cover plantings or more appropriate hard surfacing. It should also involve progressively removing car parking from the vicinity of the southern entrance.

iii) To reconstruct the garden parterre beds in a layout consistent with those that existed in the period of significance (between 1880 and 1901), using historical and archaeological evidence.

iv) To create a landscape connection on the eastern and western frontages between the North and South Carlton Gardens. This should include:-

- Establishing perimeter tree plantings parallel to Nicholson and Rathdowne Streets
- Maintaining suitable pedestrian access to Melbourne Museum.
- Providing enhanced pedestrian links from the North and South Carlton Gardens.
- Retaining surviving significant trees.
- Exploring ways to reduce the visual impact of visual elements of Melbourne Museum such as car park entrances on the western side of Melbourne Museum.
- Providing for current exhibition loading and unloading requirements
- Upgrading the pedestrian entrances to the Exhibition Reserve from Nicholson Street and Rathdowne Street.

v) To reconstruct the German Circle in the west forecourt based as far as possible on historical and archaeological evidence.

vi) To limit bus movements and bus parking to the west forecourt associated with reconstruction of the German Circle

4.2 South Carlton Gardens
(Refer to Plan 7)

The South Carlton Gardens were laid out as the southern setting for the Royal Exhibition Building for the 1880 Melbourne International Exhibition. The fabric of these gardens including the grand allé of Plane trees extending from Victoria Parade to the Hochgurtel fountain, remains largely intact from that era.

Recommendations relating to specific elements of these gardens are:

i) That all existing original pathways be retained. However, the diagonal ‘desire line’ pathway, not being part of the original path layout, be removed.

ii) That the original curve pathway, linking the pathway parallel to Victoria Parade with the one parallel to Rathdowne Street, should be reconstructed.
iii) That the southeast and southwest Garden entries be enhanced with planter beds constructed to reflect the 1880 design.

iv) That the original ‘goose neck’ entrance to Victoria Street be interpreted through a suitable ground level design element or plantings.

v) That further investigation from historical records and archaeological evidence be undertaken to determine how much the shape and size of the two lakes in the South Carlton Gardens has changed since 1880. If the original layout can be clearly established, then consideration should be given to re-establishing the original outline. The impact on existing plantings, especially trees, would need to be carefully considered prior to any work being carried out. A new and more appropriate edge treatment based on historical evidence should be developed for the lakes. Planting on the islands and around the lakes should be rehabilitated in line with 3.3 Fabric, features and planting: Garden beds, recommendation (ii).

vi) That the bed forming the original rose garden be reconstructed and planted with species selected in line with 3.3 Fabric, features and planting: Garden beds, recommendation (ii). This may require the removal of existing diagonal garden beds.

vii) That the chain walk garden bed be removed and the area returned to lawn in line with the Gardens original layout.

viii) That the Peace Garden be reorganised by removing shrub plantings and installing a new plaque conveying the peace message. A specimen tree similar in form and leaf shape to the Bodhi tree should be planted at the site.

ix) That avenue tree planting be undertaken as indicated on Plan 3, and in line with the recommendations in 3.3 Fabric, features and planting: Trees.

4.3 North Carlton Gardens
(Refer to Plan 8)

The North Carlton Gardens were re-established in 1890 following the 1888 Centennial Exhibition when temporary exhibition buildings covered most of the area. The fabric of the North Carlton Gardens has not been significantly altered since 1890 but some features have been added including tennis courts, a maintenance depot and playgrounds. These community facilities largely reflect the role of the North Carlton Gardens in providing for local community use.

Recommendations relating to elements of the North Carlton Gardens are:

i) That all pathways be retained.

ii) That consideration be given to restoring the original alignment of the pathway parallel to Carlton Street at its western end adjacent to the Curator’s Cottage. This would require:
   - Works to be carried out without impacting on the health of the mature trees in the area.
   - Part of the iron hurdle fence and gate to be relocated to the northern side of the extended pathway.
• Part of the iron hurdle fence from the southern isolated garden bed to be reused around another garden bed.

iii) That the remaining section of fence, the gate and the bluestone plinth near the northwest corner be protected and restored. This will require removal of the Bhutan trees, which should be replanted and managed as a hedge if research determines that they were planted between 1880 and 1901.

iv) That the significant external and internal fabric of the Curator’s Cottage and outbuilding be conserved and maintained to a high standard. See 3.4 Uses and Activities, Recommendation (ix) for recommended uses of the lodge.

v) That the planting and layout of the garden surrounding the Curator’s Cottage be managed to ensure that they retain a style appropriate for their setting.

vi) That the existing works depot be removed and a new garden maintenance facility be provided on the site behind the Curator’s Cottage. This may require reduction in the size of the backyard of the cottage. The existing depot site should be restored to parkland.

vii) That the original location and extent of the former lake (near the large western playground) be interpreted. Relocation of the playground to a less intrusive site closer to Melbourne Museum should be considered when the existing playground reaches the end of its life, at which time the option of reconstructing the original lake should also be considered.

viii) That the tennis courts and pavilion be retained for the foreseeable future. See 3.4 Uses and Activities, Recommendation (iv).

ix) That the large western and nearby playground be retained in the short term. However, design changes should be investigated then to determine whether the visual impact of the structure could be reduced and component equipment modified or replaced, as required, to ensure that the facilities continue to meet playground safety standards. However, alternative facilities should be investigated in the longer term. See also 3.4 Uses and Activities, recommendation (v).

x) That the toddler’s playground on the eastern side of the pathway be removed and replaced by new equipment adjacent to the junior playground area, ensuring an equivalent play experience for toddlers. The current toddler’s playground should then be returned to lawn.

xi) That the half basketball court should be retained unless an alternative site became available in the local area, or if community use of the current facility ceases. If this occurs then the half basketball should be removed. In the interim, one of the basketball rings should be replaced with a netball ring. See also 3.4 Uses and Activities, Recommendation (vii).

xii) That avenue tree planting be undertaken as indicated in Plan 3 and in line with the recommendations in 3.3 Fabric, Features and Planting – Trees.

xiii) That three picnic tables of an appropriate design be installed at the northwestern side of Melbourne Museum to facilitate better use of the Carlton Gardens by disabled and elderly people.
xiv) That a barrier be installed at the Canning Street Garden entrance on Carlton Street in conjunction with measures to improve bicycle movement around the Gardens, to provide a deterrent to cyclists entering the Carlton Gardens, while maintaining access for service vehicles.

5. Management Arrangements

Although the Exhibition Reserve is managed by Museum Victoria and the Carlton Gardens are managed by the City of Melbourne, coordinated management of the whole site is essential to ensure that the objectives of the Plan are realised. In June 2004 Museum Victoria and the Melbourne City Council signed in June 2004 a Memorandum of Understanding which commits both organisations to regular liaison meetings and coordinated management of the whole site.

As outlined in Section 2, the development of a World Heritage management plan may result in other additional management systems or arrangements, which would come into place during the life of this Plan.

A high standard of maintenance of the Carlton Gardens and Royal Exhibition Building forecourts is required to meet community expectations of a World Heritage listed site. Feedback from the community has indicated a range of management issues that need to be addressed.

Recommendations in relation to management arrangements are:

i) That the option of a single contractor to manage the Carlton Gardens and Royal Exhibition Building forecourts be explored.

ii) That the contract specifications for the Carlton Gardens be reassessed in light of World Heritage listing, to ensure that they specify the standard of management expected of a World Heritage listed site.

iii) That the highest standard of work be required by the Open Space and Tree Management Contractors in line with the contract specifications for the Gardens.

iv) That a high level of Ranger presence be maintained to ensure that inappropriate activities in Carlton Gardens are minimised.

v) That all people responsible for the care and management of the Carlton Gardens and Royal Exhibition Building forecourts are familiar with the heritage significance of the site and its component elements.

6. Implementation

World Heritage listing of the site requires the development of further plans including the World Heritage Site Management Plan, the Strategy Plan and an interpretation plan. This Master Plan will provide key input into these plans, especially relating to proposals for improving the forecourts of the Royal Exhibition Building and Carlton Gardens.

Many of the Master Plan recommendations can be implemented through normal operational arrangements while others require further development and/or substantial capital investment over a number of years.
Potential funding sources for these improvements include the Australian Government, Victorian Government, Museum Victoria and the City of Melbourne and private sources. Ongoing liaison between all the agencies involved is required to develop funding arrangements.

6.1 Implementation Priorities

To provide guidance, based on community input provided during the development of the Master Plan, the recommended priorities for action are listed below. Further consultation will need to be undertaken with all parties and the community on each specific project prior to implementation.

i) Major priority projects recommended that would enhance pedestrian and bicycle access to and around the Gardens are:

- Investigation of a redesign of the Latrobe Street/Victoria Street intersection (in conjunction with VicRoads) to improve pedestrian access from the CBD to the Gardens (see 3.5 Recommendation (ii)).
- Improvement of bicycle movement around the Gardens, specifically along Rathdowne and Nicholson Streets, and further investigation of the provision for bicycle riding along the southern forecourt of the Royal Exhibition Building (see 3.5 Recommendation (iii) and (iv)).

ii) Major priority development projects recommended that would enhance the heritage values of the Gardens and/or improve opportunities to community enjoyment are:

- Reconstruction of the southern forecourt as a grand pedestrian promenade, including reinstatement of the garden parterre bed layout (see 4.1 Recommendation (iii) and (iv)).
- To create a landscape connection on the eastern and western frontages, to provide a landscape connection between the North and South Carlton Gardens (see 4.1 Recommendation (iv)).
- Recreation of the German circle in the western forecourt (see 4.1 Recommendation (v)).
- Re-instatement of the original curve pathway, linking the pathway parallel to Victoria Street with the one parallel to Rathdowne Street (see 4.2 Recommendation (ii)).
- Re-introduction of the planter beds at the southeast and southwest entrances (see 4.2 Recommendation (iii)).
- Recreation of the original rose bed and removal of the chain walk garden bed (see 4.2 Recommendation (vi) and (vii)).
- Protection and restoration of the remaining section of fence, gate and bluestone plinths at the northwest corner of the Gardens (see 4.3 Recommendation (iii)).
- Removal of the existing works depot and replacement with a new facility (see 4.3 Recommendation (vi)).
- Removal the existing toddlers’ playground and replacement with new equipment in the junior playground (see 4.3 Recommendation (x)).

iii) Priority projects recommended to ensure sustainable management of the Gardens.
7. **Review of the Plan**

Although the World Heritage Management Plan has not yet been prepared, and the Conservation Management Plan has not yet been finalised, it is not anticipated that the completion of these plans would require any of the recommendations contained in this Master Plan to be changed. However, the further information that may be contained within these plans could assist the detailed design required to implement many of the Master Plan recommendations.

The Heritage Act requires that the World Heritage Site Management Plan be reviewed seven years after approval. As the approval of the Site Management Plan is anticipated to occur in 2006 it is therefore proposed that this Master Plan be reviewed at the same time as the Site Management Plan is reviewed, i.e. in 2013.
FINANCE ATTACHMENT

CARLTON GARDENS MASTER PLAN

Funding of $20,000 has been provided in the 2004/05 budget for the preparation of a master plan for the Carlton Gardens.

Any funding required to implement the master plan will be subject to normal budget processes.

Joe Groher
Manager Finance Services
LEGAL ATTACHMENT

CARLTON GARDENS MASTER PLAN

Crown Land (Reserves) Act 1978

Carlton Gardens is reserved as public gardens under the *Crown Land (Reserves) Act 1978* and vested jointly in the Council and the Minister as co-trustees. In addition the Council has been appointed the Committee of Management of the Gardens.

Pursuant to S15 (1) (c) *Crown Land (Reserves) Act 1978* a Committee of Management may carry out works and improvements on the land.

Heritage Act

Section 19(ab) of the *Heritage Act 1995* (“the Act”) provides that the Executive Director must record in the Heritage Register any place in Victoria which is included in the World Heritage List.

Under the Act a person cannot remove, demolish, alter, develop, damage, despoil or excavate a place listed on the Victorian Heritage Register unless a Heritage permit has been issued under Part 4 of the Act or the Heritage Council has determined that the proposed works or activities are exempt from the requirement to obtain a permit.

In issuing a permit Heritage Victoria will rely strongly on the information and recommendations contained in the Master Plan.

The subject matter of the report and the recommendation are within the functions and powers of the Council.

Instrument of Delegation

On 16 December 2004 the Council resolved to delegate to the Planning and Environment Committee the power, duties and functions directly relating or ancillary to Parks Planning.

Alison Lyon
Manager Legal & Governance