Attachment B
Carlton Gardens Master Plan
Carlton Gardens
Master Plan
As part of its commitment to indigenous Australians, Melbourne City Council respectfully acknowledges the traditional people of the Kulin Nation.

For the Boonerwrung, Woiworung, Taungurong, Djajawurrung and the Wathaurung that make up the Kulin nation, Melbourne has always been an important meeting place and location for events of social, educational, sporting and cultural significance.

(based on the Acknowledgement Wording endorsed by the Melbourne City Council Aboriginal Consultative Group, 2000)
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Foreword

Melbourne is privileged to have an outstanding network of parks, gardens and boulevards.

Carlton Gardens is a unique and special part of this network. Redesigned for the Melbourne International Exhibition in 1880, the Gardens along with the Royal Exhibition Building have important heritage values which were recognised by their inclusion on the World Heritage List in 2004.

The City of Melbourne's challenge is to manage the Gardens to provide on-going recreational and community use, while protecting and improving their historical integrity. This also requires Council to work closely with Museum Victoria, which manages the Royal Exhibition Building and its immediate surroundings, and other interest groups.

The Carlton Gardens Master Plan outlines the vision for the Gardens and sets out key actions to be achieved over the next 10 years.

Many people have participated in the development of this Master Plan and on behalf of Council I would like to thank all who have contributed.

John So
Lord Mayor
City of Melbourne
May 2005

Following consideration by the Planning and Environment Committee, this plan was approved by Council on 29 March 2005.

Museum Victoria supports the proposed actions in this Plan within the Exhibition Reserve.
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 nineteenth century ‘Marvellous Melbourne’.

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

1. Introduction

The Carlton Gardens form the essential and unique setting for the majestic Royal Exhibition Building, which 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 1850s, 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 also played a part in the story of Australian federation, with the opening of the first National Parliament held at the Royal Exhibition Building in 1901. The site is also on the National Heritage List.

The Gardens are much loved by Melburnians 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. Plan 1 shows the area covered by the Master Plan.

1.2 Preparation of the Plan

This Master Plan was prepared with the 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 for submission to Council and Museum Victoria for approval.

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

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, in 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 a 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 1850s subdivision of Melbourne. In 1878, they were acquired for the Melbourne International Exhibitions held in 1880 and 1888. The South Carlton Gardens were redesigned to form the setting of 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, today retaining much of the original fabric from the 1890 reinstatement. However the North Gardens also include subsequent twentieth century developments such as the tennis courts and playgrounds.

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

2.2 Heritage Significance – World, National, State and Local

The heritage significance of the Royal Exhibition Building and the Carlton Gardens can be considered as a hierarchy, ranging from world heritage significance, followed by national, state and local levels. 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:

(1) 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 survivors of a Palace of Industry (still in the original setting) from one of the major International Exhibitions that were part of the international exhibition movement of the late nineteenth century and early twentieth century.

(2) 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.

(3) 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 and one of the few 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 and 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 are integral to the setting of the Royal Exhibition Building.

(4) 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 south-east side of the Garden, opposite Gertrude Street, has also been recognised as a contemporary site of importance to the local Aboriginal community.
2.3 Planning and Management Responsibility

As a World Heritage listed site, planning and management responsibilities are 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 Australian Government protects and manages the World Heritage values of World Heritage listed sites through the Environment Protection and Biodiversity Conservation Act 1999 (EPBC Act).

2) Commonwealth Legislation

The EPBC Act requires that no actions are taken that 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 actions in the Gardens that will or are likely to have a significant impact on declared 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 Victoria, for any works at the site that 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 co-ordinated 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:

1. World Heritage Strategy Plan — This strategy will be prepared by the Executive Director, Heritage Victoria, 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 the Plan is adopted, amendments to local planning schemes may be required.

2. World Heritage Management Plan — The development of this Plan is the responsibility of the Executive Director, Heritage Victoria, 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 bilateral agreement with the Commonwealth Government. A number of specific documents will lie under the framework of this Plan, viz:

i) The 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

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ii) The Carlton Gardens Master Plan (this document), 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)

iii) The 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.
Plan 1 Area covered by Master Plan
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 World Heritage management requirements. These requirements are incorporated in the recommendations of this Master Plan, which both addresses protection of the site's heritage assets and ensures continuing community use. The recommendations also take into account other relevant issues relating to community safety, equitable access for people with all abilities, 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.

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, but not exclusive, heritage objective of this Master Plan is to maintain the historical, aesthetic, cultural and social significance of the Carlton Gardens relating to this period. All recommendations relating to this period 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:

1. To ensure the Carlton Gardens and forecourts of the Royal Exhibition Building provide a suitable landscape setting for the Royal Exhibition Building.

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

3. 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.

4. 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.

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

6. 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.

7. To further investigate the feasibility of reintroducing 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).

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

9. 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 the late nineteenth and early twentieth centuries 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 that will set out strategies for appropriate development in the immediate area.

Recommendations relating to the Carlton Gardens’ setting are:

1. That the Museum Victoria, the City of Melbourne and the City of Yarra 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 proactive 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.
Plan 2 Views and Vistas
1. 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 pathways.

2. 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 group 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 identified as historically significant to maintain genetic provenance. Those identified are Acmena ingens (a rare species) and Harpephyllum caffrum (Kaffir Plum, rare and large).
Plan 3 Tree Avenue Planting Priorities

AVENUE PLANTING PRIORITY
1-6 Priorities for staged replanting over 10-15 years
All other avenues will be reviewed for replanting in the long term

1north
3. Garden beds

The layout and plantings in garden beds has changed over time and some original beds have been 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 have changed.

This Plan recommends the 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 if reconstructed.

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.

4. Entrances

Entry through the gateways into the South Carlton Gardens during international exhibitions would have conveyed a ‘sense of arrival’ to the Gardens. Although re-creation of the original entries is impractical, the development of new features which reintroduce 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 at Victoria Street either by design elements or planting.

ii) To reintroduce planter beds at the south-east and south-west entrances.

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

5. 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.

6. Internal garden bed iron fencing

Some examples of the original iron hurdle temporary 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.
7. 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 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) To refurbish the lakes in the interim 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.

8. 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 retained and upgraded as necessary to meet 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 for 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 and 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 Central Business District (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 the 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 grow 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. People are also generally happy with current 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 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:

1. Recreation
i) That the Carlton Gardens continue to be managed as a whole primarily for passive recreation. Formal organised active 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 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.

iii) 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 (for example, possibly close to the north wall of Melbourne Museum), should be investigated (see 4.3 North Carlton Gardens, recommendation (ix)).

iv) 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)).

v) 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.

vi) 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.

2. Events

i) 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.

ii) 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.

3. Uses

i) That the historic Curator’s Cottage continues 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 developed, the cottage including the backyard could be considered for conversion to accommodate this use. No other use should be considered.

ii) That requirements for access for people of all abilities 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 CBD, 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 off-road routes. Canning Street, north of the Gardens, and Rathdowne Street, are key north–south bicycle routes. Queensberry Street to the west of the Gardens and Gertrude Street on the east side are marked east–west bike routes and the Nicholson Street shared path on the east side of the gardens provides a north–south off road 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 be significantly improved to cater for this demand.

The south forecourt of the Royal Exhibition Building is also a desire line for bicycle riders between 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 redesign of the Victoria Street–Latrobe Street intersection to improve pedestrian access from the CBD (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 of making them more attractive to riders than the pathways through the Gardens. Specific measures should include:

- Modifying the bicycle and left-turning lane at the Rathdowne–Victoria Street intersection to make it safer for bicycle riders
- Investigating better access for cyclists to the CBD 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 (for example, vehicle movements associated with exhibitions held in the Royal Exhibition Building), parking within Exhibition Reserve, and loading associated with Melbourne Museum, are of community concern.

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 (for example, 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 enlarging and/or creating better connections to the underground car park, or by other means.
Plan 4 Bicycle and Pedestrian Movement Plan

RECOMMENDED ACTIONS

1. In conjunction with VicRoads, investigate the redesign of the Victoria Street / Lambe Street intersection to improve pedestrian access from the CBD (and tram stop) to the original main entrance of the Gardens.

2. Investigate options to improve pedestrian priority and linkages across Rathdowne Street to Pelham Street in Carlton.

3. In conjunction with the City of Yarra, improve pedestrian priority and linkages across Nicholson Street to King William Street in Fitzroy.

4. Investigate redesign of the Bankly / Carlton Street / Rathdowne Street intersection to improve safety for pedestrians and bike riders.

5. Investigate development of a safe dedicated bike route along Rathdowne Street.

6. Upgrade crossing conditions for pedestrians at Rathdowne/Victoria and Nicholson Victoria Street intersections to improve safety and efficiency.

7. Investigate better access for bike riders to the CBD along Exhibition Street and Nicholson Street.

8. Investigate options to improve the shared path bike route along Nicholson Street between Carlton Street and Victoria Parade.

9. Further investigate with Museum Victoria the option of bike riding along the south forecourt of the Royal Exhibition Building between Nicholson and Rathdowne Streets.

10. Install cycling barrier at Garring St when other works completed.