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Statement of Heritage Impact



Australian Jockey Club Limited

Proposed Industrial Rezoning Munday Street, Warwick Farm

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Heritage Consultants

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1.0 Introduction

1.1 Context of the Statement

The group of eight houses were erected by the Australian Jockey Club in the late 1940s to serve as staff housing related to the operations of the nearby racecourse. They were designed by the prominent architectural firm of Robertson and Marks. Original architectural drawings of the houses and the site layout have been located in the relevant archives.

As discussed on site, the AJC has struggled for some time to develop a coherent strategy for the future of these buildings. In our view any proposal to demolish or redevelop the houses will need to be supported by a thorough study of the issues, options and opportunities available for the overall property given its status as a heritage conservation area under Liverpool LEP 2008. Accordingly, we suggested that our heritage component of such a project might be staged in a manner that contributes to the formulation of a firm development strategy for the land.

1.2 Heritage Management Framework

The group of houses was recently gazetted as the Warwick Farm Conservation Area (group of houses) in Division 1 of Part 2 of the Liverpool LEP 2008. This listing provides statutory protection for the buildings. Any proposal to upgrade or redevelop the buildings requires prior consent of Council, who will review a development application under Clause 5.10(4) of the Liverpool LEP 2008. In this regard Council will examine the likely effect of the proposal on the heritage significance of the conservation area. Council will most likely require the preparation of a Statement of Heritage Impact to assess that likely effect.

The Statement of Significance recorded in the Heritage Inventory for the site provides the following information:

The Conservation Area demonstrates the history of settlement in Warwick Farm and the history of the horse racing industry. There is potential to gain more information on the site from further architectural and documentary research.

1.3 Authorship

This Statement of Heritage Impact has been prepared by Graham Brooks, Director of Graham Brooks and Associates, Heritage Consultants.

GBA prepared the Heritage Assessment and Strategic Development Guidelines report for Warwick Farm Racecourse, in January 2009.

1.4 Site Identification

The subject site comprises all of the land bounded by Munday Street, Manning Street, Warwick Street and Governor Macquarie Drive at Warwick Farm. The entire site is contained within one land parcel.

The smaller, western component of the land that contains the conservation area is occupied by the eight houses erected in the late 1940s as staff accommodation by the Australian Jockey Club.

The larger, eastern portion of the land is vacant.



Aerial photo of the subject land with the houses on the left hand end



Context of the site in relation to the nearby Warwick Farm Racecourse

2.0 Historical Summary

2.1 Establishment of the Warwick Farm Race Club 1888

The subject site was originally part of that section of a 100 acre grant to Michael Dwyer that was located to the south of the main road from Sydney to Liverpool. The land occupied by the future Warwick Farm racecourse was granted to J H Stroud. There were a series of land ownership changes in the vicinity throughout the 19th century.

The name Warwick Farm was apparently coined in 1882 when William Forrester purchased the site of the future race track.

The Warwick Farm property was sold to a syndicate of owners in 1888, comprising Edwin Oatley, John Thompson and Charles Westbrook. They formed the Warwick Farm Race Club on the site. At the time there were four privately owned race clubs in the Sydney Metropolitan Area, Canterbury Park, Rosehill and Moorefield. Others were established in the 1890s. The Australian Jockey Club, formed in 1842 was based at Randwick, a course that was established in the early 1860s.

The first race meeting was held at Warwick Farm in March 1889. The racecourse proved to be very successful and operated until the First World War, when it joined a number of other large land parcels in the Liverpool area used as military establishments.



Undated Parish Map, NSW Department of Lands

The syndicate had also purchased land and leased land to construct a branch line connecting the racecourse to the main southern railway. This railway crossed Dwyer's original grant. Together with the current Governor Macquarie Drive, which follows old railway alignment, the railway effectively defined the eastern boundary of the current Munday Street land.

During the First World War, the race course was used by the Australian Light Horse as a military depot, a process that would have been facilitated by the presence of the railway branch line.

2.2 Australian Jockey Club and Second World War

Racing resumed at Warwick Farm after the First World War, although patronage did not return its pre-war levels. In 1922 the Warwick Farm Racing Club shareholders decided to sell the property to the Australian Jockey Club. The sale was completed in 1923. The subject site was purchased by the AJC in c1928.

The acquisition was the beginning of an AJC campaign to abolish the profit making proprietary clubs. They also needed to increase the capacity of their training facilities and offered chap leases to encourage trainers to move to Warwick Farm.

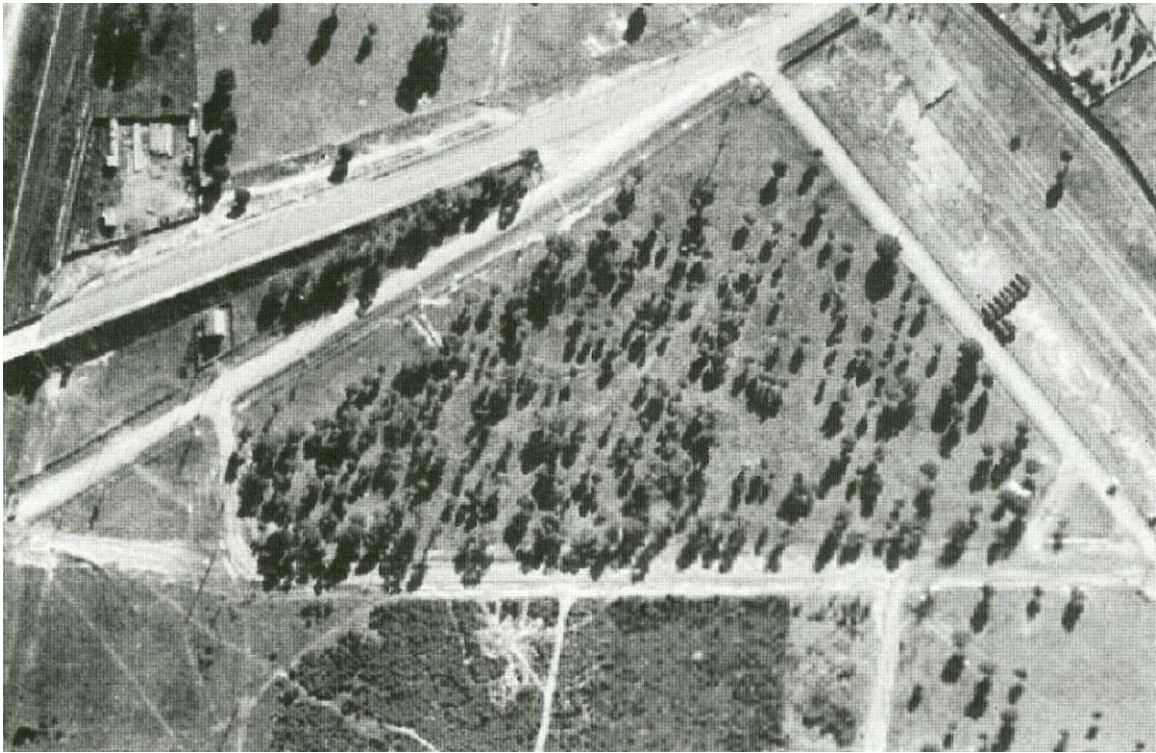
In 1923 the AJC began a major campaign to redevelop the Warwick Farm racecourse. The majority of the former buildings were demolished and replaced with new structures. The refurbished course was re-opened in 1925.

During the Second World War the racecourse again became a military establishment, serving an anti-tank regiment, US Army supply base and later as a Royal Navy general service depot. A major tent city was set up on the open ground within the perimeter of the race track. At various times, the base provided accommodation for up to 4000 officers and men.

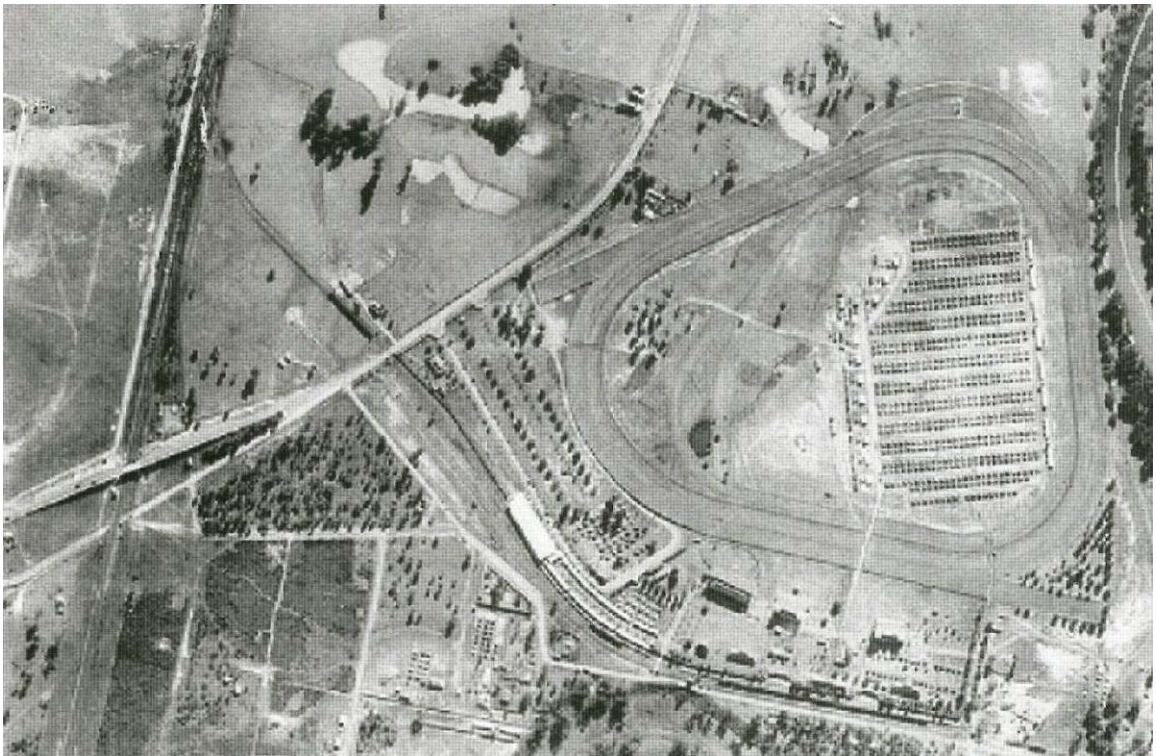
Aerial photos from 1943 confirm that the Munday Street site remained undeveloped until after the Second World War.



Undated Parish Map, NSW Department of Lands



Detailed aerial photo of the Munday Street site, 1943, indicating that the site remained vacant



Overall context aerial photo, 1943, showing the relationship of the subject site to the nearby Warwick Farm racecourse, then used as a military establishment

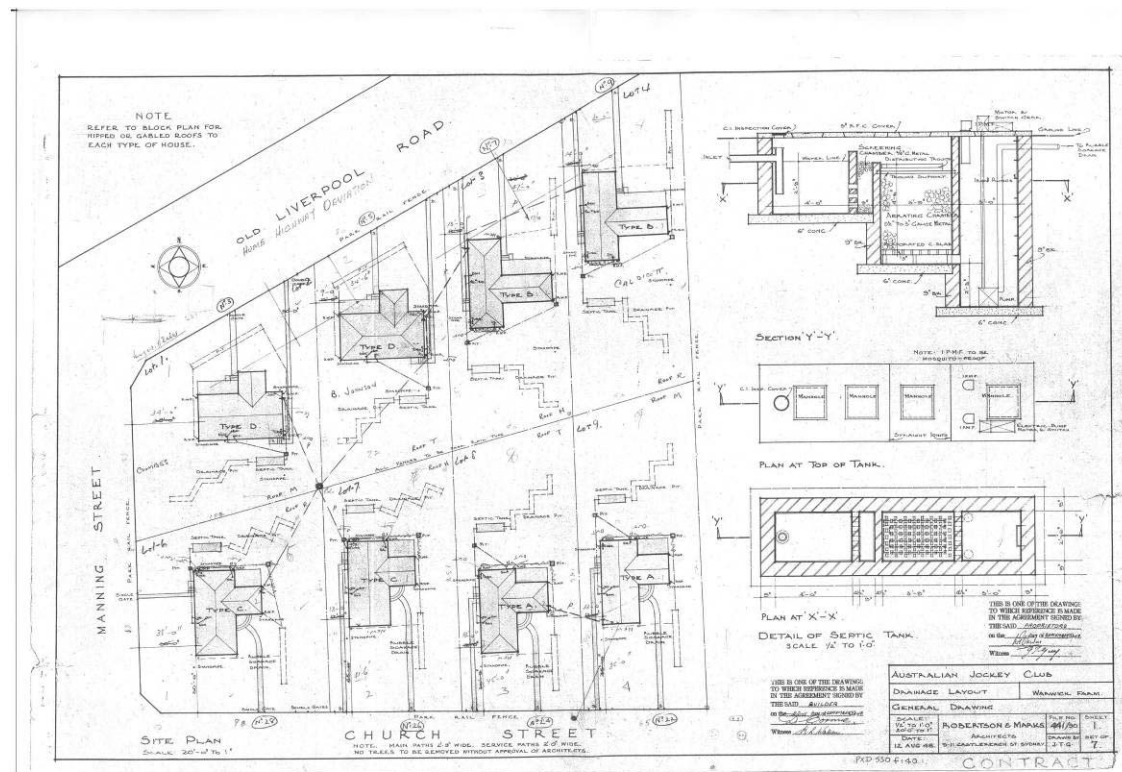
2.3 Erection of the Houses c1949

In 1945, when the site was handed back from the military, the AJC commenced a major programme of refurbishment.

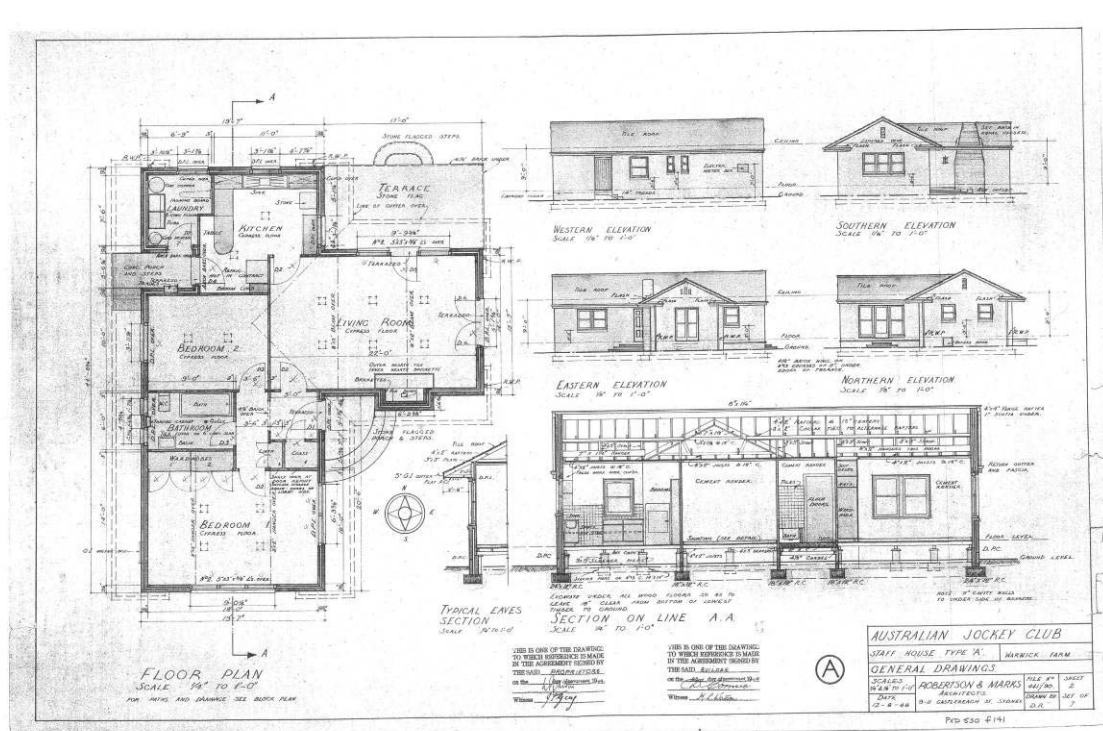
Drawings produced by Robertson and Marks, Architects, illustrated a series of new and upgraded facilities, including removal of former military structures, relocation of the winning post some 120 feet to the west, new Judges Box, relocation of the members car park, construction of the St Leger car park and new turnstiles, construction of a new Tote machine house, extensions to the Official stand and the two Tote buildings as well as a new Rangers house to the east of the railway platform. The race course reopened in June 1952.

As part of the overall upgrading programme, the AJC also commissioned Robertson and Marks to design a group of eight staff houses at the western end of the large parcel of open land now known as the Munday Street site. It is apparent that the two and three bedroom houses were erected as a means of attracting staff to Warwick Farm, a continuation of a long standing policy of offering incentives for staff or trainers to relocate to the relatively remote location within the horse racing community.

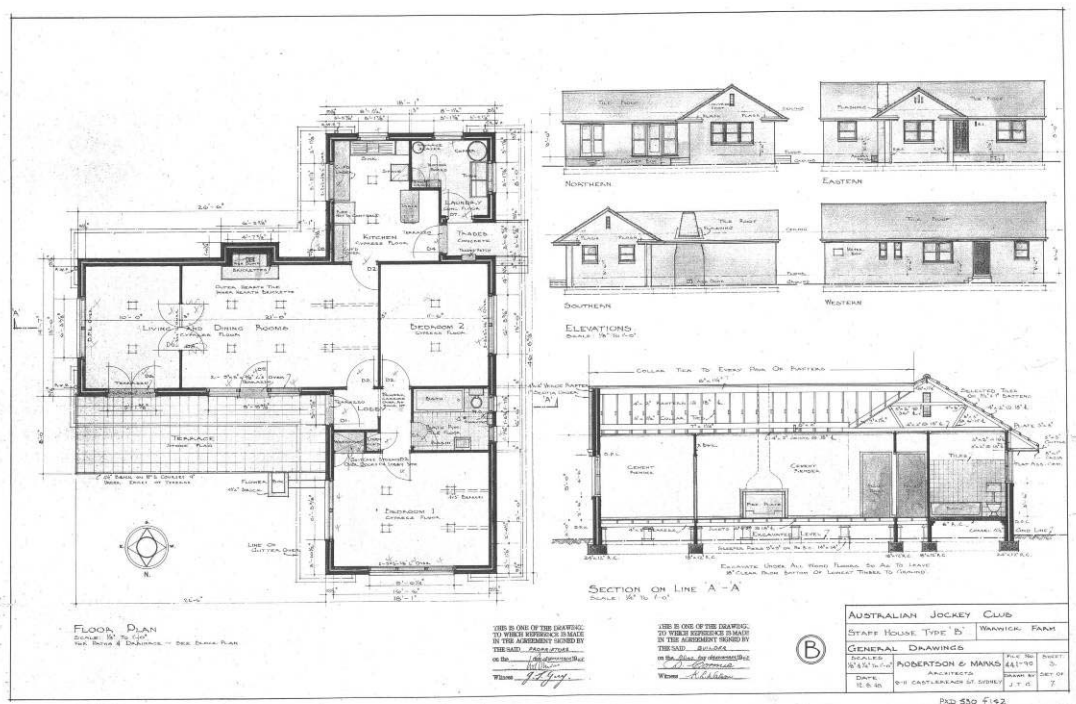
The group of houses comprised four different "types", each of which was repeated to form the eight buildings. Four houses faced north to Old Liverpool Road alignment and the embankment formed by the elevated road crossing across the nearby railway line. The other four houses faced south to Church Street, now Munday Street. The remainder of the large single parcel of land was left vacant and has never been developed. Copies of the original architectural plans are included below and overleaf.



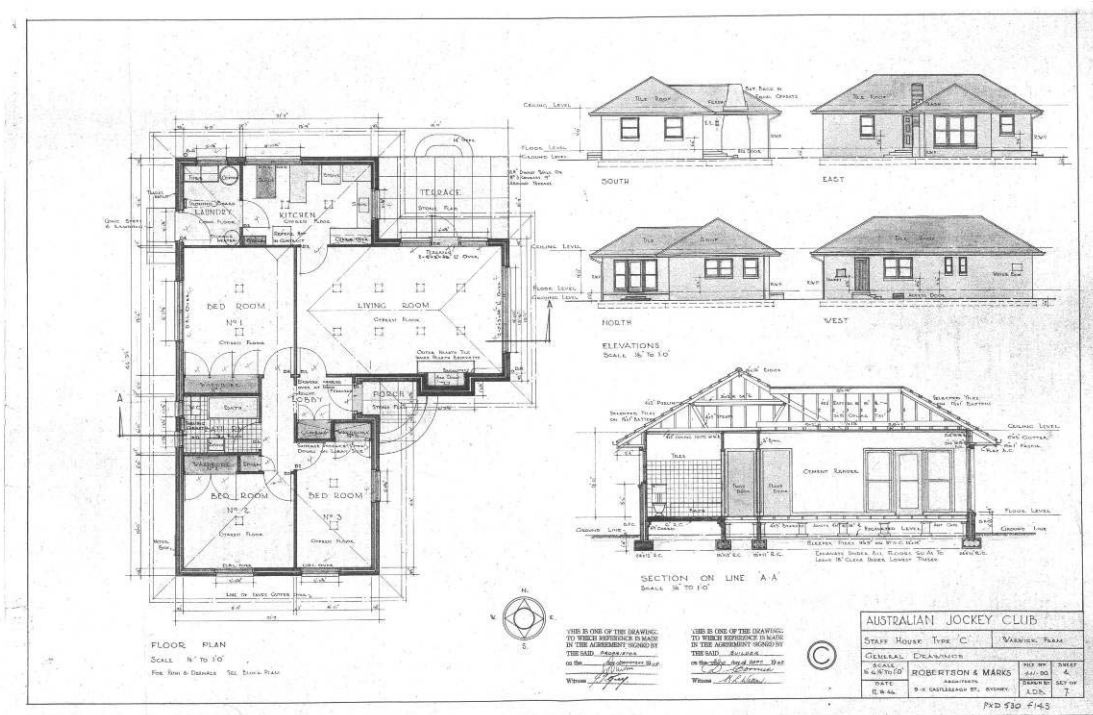
Site Plan of the group of eight houses.
Church Street has since been renamed Munday Street
Robertson and Marks 1948



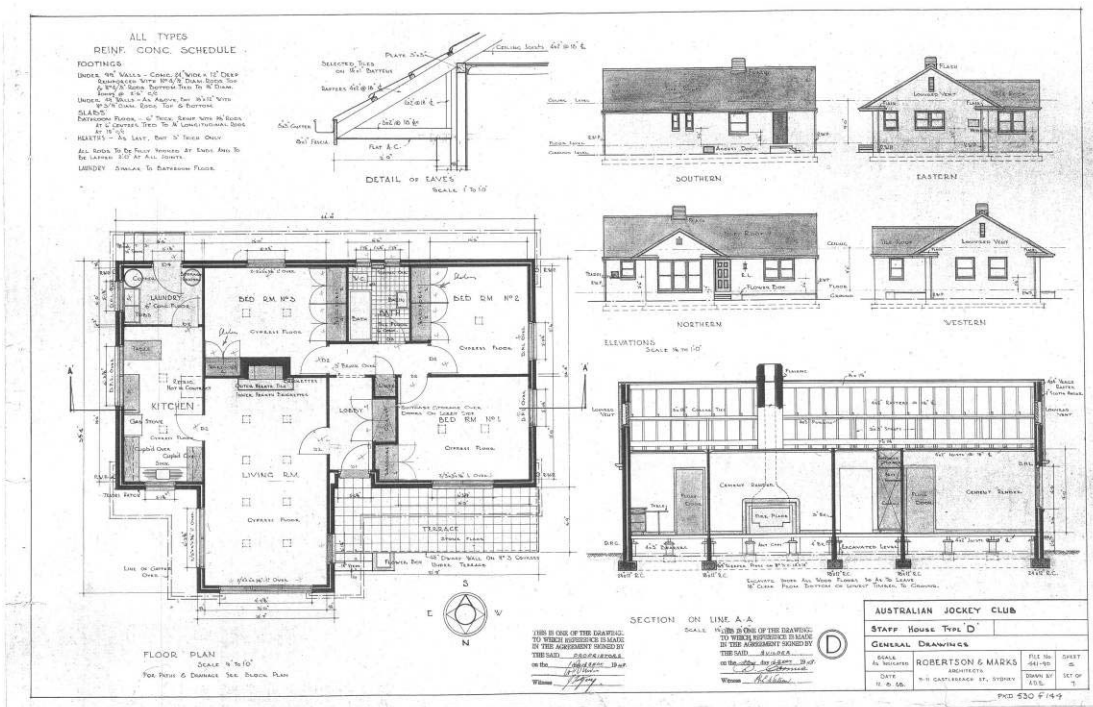
Architectural Drawing Type A House
Robertson and Marks 1948



Architectural Drawing Type B House
Robertson and Marks 1948



Architectural Drawing Type C House
Robertson and Marks 1948



Architectural Drawing Type D House
Robertson and Marks 1948

3.0 Description and Condition

The eight houses that comprise the Munday Street group have remained relatively unaltered since they were erected in c1949.

The aerial photo below, when compared with the 1943 aerial, indicates that the majority of the existing trees on site may be more recent plantings and probably date from after the construction of the houses.

The individual houses remain relatively intact, if generally in run-down condition resulting from lack of active maintenance over recent years. A review of the original architectural drawings indicates that they were designed with typical load bearing brick walls, timber framed floors and rooves and conventional layouts for mid 20th century houses. The architectural style of each house type is restrained but well resolved within a conservative post war residential cottage language. Building materials were still in relatively short supply in the late 1940s so the houses were economical in their accommodation and facilities.

Many of the dividing fences have been rebuilt and various outhouses have been erected.

The large open grassed area on the eastern portion of the overall site remains undeveloped.



Contemporary aerial photo the group of eight houses



A Type A house with hipped front roof



The adjacent Type A house has a gable roof



Looking across the front garden of one of the Type A houses towards the adjacent Type C house.



The Type C house comprised three bedrooms, hence the two front windows when compared to the Type A house, with its two bedrooms



A Type C house with hipped front roof



Photo showing the relationship of the two Type C houses, facing Munday Street



Type C house with free standing garage



Type B house adjacent to a Type D house, facing Old Liverpool Road and the embankment formed by the highway deviation.



A Type D house with gable roof and free standing garage



A Type D house, with hipped roof, viewed from the side



Type D house viewed from directly in front



View over the side fences, showing later alterations to the open spaces between the houses

4.0 Heritage Significance

4.1 Liverpool Council Heritage Inventory

The Statement of Significance recorded in the Heritage Inventory for the Munday Street Conservation Area, which comprises the group of eight houses provides the following information:

The Conservation Area demonstrates the history of settlement in Warwick Farm and the history of the horse racing industry. There is potential to gain more information on the site from further architectural and documentary research.

4.2 Assessment of Heritage Significance

A more detailed assessment of significance, based on the documentary records and a site inspection and utilising the NSW Heritage Branch Assessment Criteria, can be set out as follows:

Criterion (a)

An item is important in the course, or pattern, of NSW's cultural or natural history (or the cultural or natural history of the local area);

The group of eight houses in Munday Street, Warwick Farm, erected in c1949 is associated with the post Second World War refurbishment and upgrading of the nearby Warwick Farm Racecourse, following its return from wartime military use. The houses were erected by the Australian Jockey Club to provide staff housing. They are therefore illustrative of a peripheral activity associated with the major post war revival of the nearby racecourse and to some extent of the horse racing industry at the time.

The group of houses does not meet the threshold test of "importance" in the history of Liverpool, and does not qualify for individual or conservation area LEP listing status for this criteria.

Criterion (b)

An item has strong or special association with the life or works of a person, or group of persons, of importance in NSW's cultural or natural history (or the cultural or natural history of the local area);

The group of houses has some historical association with the AJC and the nearby racecourse by virtue of its functional history as staff housing.

The group of houses does not meet the threshold test of "strong or special association" with the AJC, itself a significant organisation in the history of Liverpool, and does not qualify for individual or conservation area LEP listing status for this criteria.

Criterion (c)

An item is important in demonstrating aesthetic characteristics and/or a high degree of creative or technical achievement in NSW (or the local area);

The group of houses demonstrates a consistency of architectural design, siting and materials that are a natural consequence of their construction as a group in the late 1940s.

They qualify more as a group of houses than as a conservation area in the traditional concept of an area that has developed over time and which illustrates strong aesthetic or consistent development characteristics within a defined geographical area. Conservation areas are not normally considered relevant for a group of buildings erected as part of a single development.

Criterion (d)

An item has strong or special association with a particular community or cultural group in NSW (or the local area) for social, cultural or spiritual reasons;

The group of houses shows no special attributes in relation to this criterion.

Criterion (e)

An item has potential to yield information that will contribute to an understanding of NSW's cultural or natural history (or the cultural or natural history of the local area);

The group of houses shows no special attributes in relation to this criterion.

Criterion (f)

An item possesses uncommon, rare or endangered aspects of NSW's cultural or natural history (or the cultural or natural history of the local area);

The group of houses shows no special attributes in relation to this criterion.

Criterion (g)

An item is important in demonstrating the principal characteristics of a class of NSW's • cultural or natural places; or • cultural or natural environments. (or a class of the local area's • cultural or natural places; or • cultural or natural environments.)

The group of houses shows no special attributes in relation to this criterion.

4.3 Conclusion

Based on this additional analysis, the group of houses has some historic significance associated with the post World War Two refurbishment and redevelopment phase of the nearby Warwick Farm Racecourse but has little capacity to demonstrate the claim made in the Heritage Inventory Sheet towards the history of settlement of Warwick Farm or the history of the horse racing industry. These aspects are far more clearly demonstrated by the main Warwick Farm Racecourse, which is rightly listed as a Heritage Item in the Liverpool LEP.

The potential to gain more information from documentary research has been achieved with the location of the original architectural drawings.

The eight houses are more relevant to be considered as a group rather than as a conservation area. As a group they do not meet the threshold for heritage listing.

On this basis, the validity of the group as a listed conservation area within the LEP should be questioned.

5.0

Discussion of Relevant Issues

The subject proposal developed by the Australian Jockey Club is for the rezoning of the whole of the land parcel to Industrial to facilitate the introduction of a major light industrial/landscape & garden supplies/timber & building supplies operation. The land has excellent exposure to the adjacent Hume Highway and is ideally suited for such a facility. The group of houses is now regarded as redundant by the AJC and has many issues that would impact on their long term conservation and residential use. These issues are discussed below.

5.1 Issues related to the Houses

- The immediate site area containing the eight houses has been included as a specific conservation area within the recently amended Liverpool LEP. This listing was undertaken by Council on the basis that the houses demonstrated a special aspect of the urban development of Liverpool and of the history of horse racing in NSW. Further research undertaken for this report has questioned the validity of this conservation area listing.
- The eight cottages occupy a large area of flood prone land on the outer edge of the horse racing precinct, in close proximity to Warwick Farm Railway Station. The surrounding land uses to the west include public housing and to the south residential and equine accommodation and other horse training related facilities.
- The houses are in relatively run down condition, although they were well built originally and are structurally sound.
- They are leased on relatively low rents in accordance with their condition and the economic capacity of their occupants, many of whom are employed in nearby racing related activities.
- Although each house is slightly elevated on brick sub-floor piers, their floor level are approximately equal to the main 1:100 years flood levels, indicating that any long term refurbishment would leave them liable to significant flood risk. In normal circumstances, a free-board allowance of 500 mm should be allowed above the 1:100 year flood level. This flood liability places a significant disincentive for investment in the active conservation and refurbishment of the houses.
- The houses are connected to individual septic tanks, located in their rear yards. These septic tanks also present a risk to public health in case of flooding.
- The overall land parcel is set well down below the alignment of the nearby Hume Highway, as it climbs to cross the railway line to the west of the site.
- The adjacent land, which comprises the bulk of the site is vacant and comprises open grassland and scattered trees.
- If a large scale light industrial development was to take place on the adjacent land, it would have to be raised above the minimum flood free level. There is a high probability that the group of houses would be visually overwhelmed by such a development.

5.2 Issues related to the AJC and the Warwick Farm Precinct

- The AJC is a 'not for profit organisation', not a developer. They have no shareholders to whom profits or payments of any kind need to be paid. They are constitutionally bound to invest all surplus revenue into racecourse facilities and race day prize money to help attract more owners and general race day participation. Accordingly, their primary motivation is to ensure that the optimum value can be realised from the Munday Street site to be re-invested in the horse racing related facilities nearby at the Warwick Farm Racecourse.
- The AJC has been in discussion with Liverpool Council for some time about the progressive development of their various landholdings in the overall Warwick Farm precinct. The identification of potential development uses for the Munday Street site has been part of these discussions.
- While apparently quite large, discussions between the AJC and various interested parties have revealed that the vacant portion of the overall site would not be of sufficient size to satisfactorily accommodate a development of the nature that would best respond to its location and highway exposure. The area containing the eight houses should ideally be included in the redevelopment area.
- Following the redistribution process within the industry and the Sydney region during the World Youth Day celebrations at Randwick, Warwick Farm has become the busiest racehorse training facility in NSW with approx. 900 horses in work at the track every day
- As part of this process, Inglis, a major industry stakeholder, is negotiating the purchase of approx. 8 hectares of Governor Macquarie Drive frontage of the racecourse and intends, subject to gaining the necessary approvals, to develop the best thoroughbred horse sales facility in the world. This development will attract approx. \$50-75m of construction and employment. It will generate annual sales in the region of \$100m and attract participants from interstate and international destinations.
- The AJC will build jointly with Inglis a new car park facility to be utilized on race days and sale days which never clash, further improving the environment for customers of both activities.
- The Inglis development will bring other industry related investment from the likes of veterinarians, equine dentists and feed merchants to the overall Warwick Farm precinct. The AJC is discussing the possibility of making land available for this purpose so introducing further new development, construction, employment etc.
- The AJC is in the process of rezoning approx. 30 Ha of land within the Warwick Farm precinct of which the Munday Street site forms a part. Some of the rezoned land will be sold for commercial uses such as light and general industry. The proceeds will provide vital financial resources to assist in the racecourse upgrades of amongst other things, the race track that needs to be completely re-built at an estimated cost of \$10-12m, other equine facilities requiring upgrading include the swimming pool, horse walkers, race day stalls, trainers' observation towers, other tracks and trails, the main customer grandstand, staff facilities including storage for expensive tracks and garden equipment.
- The AJC Board has directed management to invest all monies acquired through Warwick Farm property only at Warwick Farm, confirming their long term commitment to the region and the local government area.

- The AJC is currently negotiating with major organizations to invest in re-zoned land at Warwick Farm, providing much needed employment and visitor opportunities; this will further cement Liverpool as one of the major cities within the Sydney catchment. Their desire is to provide for the upgrade of the entire precinct, the racecourse being very much part of this.
- As part of this new approach, the AJC has introduced a new Warwick Farm membership fee of \$25 for two adults and two children. This is approx. 5% of the cost to become a full member of the AJC, although full membership does provide rights to utilise both Warwick Farm and Royal Randwick.
- The AJC cannot justify the cost of retaining non-core assets such as the Munday Street houses that, unlike when they were built no longer satisfy a demand associated with the racecourse. The properties desperately require significant investment however they form no part of the AJC's future development plans and would take vital funds away from other much needed development.
- The AJC has its main priority as a 'not for profit' organization, to invest in the future racecourse needs.

5.3 Potential Rezoning and Development Options

There are a number of development scenarios that need to be considered as part of this assessment:

Simply refurbish the houses for continuing rental by horse racing staff

- Conservation, internal upgrading and general refurbishment of the houses would be possible in a manner that protected their architectural character and the overall setting of the group.
- The houses would remain liable to flood risk.
- Even with minimal financial investment, the economic return from this refurbishment is not considered to be financially viable, given the low rents that can be generated from the houses.

Refurbish the houses for rental or sale on the private housing market

- Conservation, internal upgrading and general refurbishment of the houses would be possible in a manner that protected their architectural character and the overall setting of the group.
- The houses would remain liable to flood risk.
- Preparation for sale on the private market would generate the need for additional expenditure to separate shared services and connect the houses to the sewer.
- The additional expenditure would generate a need to sell the houses for quite large figures to recoup costs. The residential market potential for the houses would be significantly impacted by the relatively poor amenity of the location and by the potential impact of a major light industrial development on the adjoining land.

Upgrade the houses with additional accommodation in the rear areas of the overall site, in the context of either of the above scenarios

- The risks and outcomes for this option would equate to that above

Demolish the houses for the development of a higher density accommodation facility for horse racing staff as part of the strategic development of the Warwick Farm precinct for the racing industry

- This form of development is possible as it would enable the new development to respond to the minimum flood free floor level.
- There would be no conservation outcome in terms of the houses but potential for some overall strengthening of Warwick Farm as a horse racing centre.

Demolish the houses for redevelopment as private medium density housing, capturing the close proximity of the railway station

- This form of development is possible as it would enable the new development to respond to the minimum flood free floor level.
- There would be no conservation outcome in terms of the houses but potential economic contribution to strengthening Warwick Farm as a horse racing centre.

Demolish the houses for redevelopment associated with the potential light industrial activities on the immediately adjoining land, with or without future uses associated with the racing industry

- This option is likely to contribute the highest relative financial returns for the AJC, as the site area value would be greatly enhanced by its inclusion into a larger similarly zoned parcel.
- There would be no conservation outcome in terms of the houses but an enhanced potential economic contribution to strengthening Warwick Farm as a horse racing centre.

6.0 Current Development Scenario

The current development scenario is for the overall site bounded by Munday Street, Manning Street, Warwick Street and Governor Macquarie Drive to be zoned IN2, Light Industrial.

Rezoning will enable the AJC to attract a significant development that would optimise the excellent highway frontage exposure and thereby maximise the value of the land.

AJC is currently discussing the potential of the land with several interested parties.

The funds generated by a future sale of the land would be allocated to the forthcoming refurbishment programme at the main Warwick Farm Racecourse complex, thereby strengthening its social and historical heritage significance.

Details of the rezoning proposal and other aspects of the overall refurbishment of Warwick Farm have or will be submitted to Council as associated documentation.

While demolition of the houses is not proposed as part of the rezoning, it is inevitable that demolition will be a future consequence of rezoning.

7.0 Assessment of Heritage Impact

7.1 Liverpool LEP 2008

This Statement of Heritage Impact responds to sub-clause 5.10 (2), (4) and (5) of Liverpool LEP 2008.

Clause 5.10 (2) Requirements for consent

Development consent is required for any of the following:

(a) demolishing or moving a heritage item or a building, work, relic or tree within a heritage conservation area,

and

(f) erecting a building on land on which a heritage item is located or that is within a heritage conservation area,

Clause 5.10 (4) Effect on heritage significance

The consent authority must, before granting consent under this clause, consider the effect of the proposed development on the heritage significance of the heritage item or heritage conservation area concerned. This subclause applies regardless of whether a heritage impact statement is prepared under subclause (5) or a heritage conservation management plan is submitted under subclause (6).

Clause 5.10 (5) Heritage impact assessment

The consent authority may, before granting consent to any development on land:

(a) on which a heritage item is situated, or

(b) within a heritage conservation area, or

(c) within the vicinity of land referred to in paragraph (a) or (b),

require a heritage impact statement to be prepared that assesses the extent to which the carrying out of the proposed development would affect the heritage significance of the heritage item or heritage conservation area concerned.

There is little doubt that a rezoning of the land containing the subject group of eight houses, currently will ultimately result in their demolition for a new light industrial style development. This will clearly remove any relevance of the conservation area and will not meet the heritage management objectives of the LEP.

The essence of the issue in this case however, is larger than the specific group of houses and their conservation area listing. It is whether an opportunity should be provided to the AJC to gain a significant financial return on what is effectively surplus land and to utilise these funds to upgrade the physical nature of the main Warwick Farm Racecourse facilities. Such an upgrade will have major benefits in securing the heritage significance of the listed Racecourse into the long term. It will enable the AJC to undertake a programme of refurbishment similar in concept to those completed after the First and Second World Wars. It will contribute to the Racecourse remaining socially and functionally relevant to contemporary society.

7.2 NSW Heritage Branch Impact Assessment

The NSW Heritage Branch has published a series of evaluation criteria for the assessment of heritage impact in a number of scenarios. Those related to the demolition of heritage items or buildings in a conservation area comprise:

Have all options for retention and adaptive re-use been explored?

All of the options for retention and upgrading for continuing residential use have been explored.

While not impossible, the financial outcome for the AJC and for the long term conservation and upgrading of the main Warwick Farm Racecourse will be significantly reduced if the rezoning process does not proceed.

Demolition is not proposed immediately, even if it is given consent by the Council. Demolition will not be necessary until there is consent for a new development on the subject land.

Can all of the significant elements of the heritage item be kept and any new development be located elsewhere on the site?

No. In the circumstances of the current project, relocation or retention on site is not realistic or feasible.

Is demolition essential at this time or can it be postponed in case future circumstances make its retention and conservation more feasible?

Demolition is not essential at this time. It should be delayed until consent has been granted for a new development on the subject land.

Has the advice of a heritage consultant been sought?

Yes. Graham Brooks and Associates has worked closely with the AJC in the preparation of this project and the analysis of alternative opportunities.

Have the consultant's recommendations been implemented? If not, why not?

Yes.

7.3 Recommendations

Based on the above analysis and discussions, there are a number of recommendations that arise:

- Council should accept that the listing of the group of eight houses as a conservation area was not soundly based on research and did not reflect the fact that the houses were all built as part of a single development project in the late 1940s. The houses do not represent the values ascribed to them in the Heritage Inventory sheet and would have been more appropriately regarded as a group in preference to a conservation area.
- Council should recognise that rezoning approval for industrial uses will inevitably result in the future demolition of the houses.
- Council should have no hesitation on heritage grounds in approving the rezoning of the entire Munday Street site.
- Consent for rezoning should include consent for future demolition, however, demolition should not be allowed until a future consent is issued for the actual development.
- The houses and their combined curtilage should be photographically recorded before the issue of a construction certificate for the future development. This recording should be lodged in the Liverpool Library.